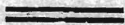


NINTH ANNUAL REPORT
OF THE
COMMISSIONER
OF
MOTOR VEHICLES

TO THE
Legislature of the State of New Jersey

FOR THE

Year One Thousand Nine Hundred and Fourteen



UNION HILL, N. J.
DISPATCH PRINTING COMPANY

1915.

Report

To the Legislature of the State of New Jersey:

GENTLEMEN:—In pursuance of the provisions of Chapter 113 of the Laws of 1906, known as the Motor Vehicle Act, I take pleasure in herewith transmitting to the Legislature a report of the operation of the DEPARTMENT OF MOTOR VEHICLES for the year 1914 and recommendations for its improvement.

This report is divided into five parts, as follows: First, Financial; Second, Regulation of motor vehicles and operators; Third, Protection of motor vehicles and operators; Fourth, General policy; Fifth, General policy requiring legislative action for its fulfillment.

The year has been one of unprecedented development both in the volume of Department work and in the determination of important Department policies. So rapid is the growth of this Department and so new are its problems that its management presents difficult problems of administration for which there is no precedent.

PART I.—FINANCIAL.

In this division of the report, the work of collecting moneys for licenses, car registrations, or from other sources, will be outlined and compared with the similar work for the year 1913, indicating changes in the financial management of the Department, amounts collected and methods used to protect the Department against loss.

COLLECTIONS BY AGENCIES—The following table will indicate the gross collections made at agencies during the year 1914, and the commissions paid to agents:

Asbury Park, \$25,077.75; Atlantic City, \$29,628.18; Bernardsville, \$3,136.00; Bound Brook, \$3,328.50; Bridgeton, \$9,649.00; Camden, \$40,293.66; Cape May, \$9,957.25; Dover, \$6,410.02; Elizabeth, \$17,185.00; Englewood, \$9,629.00; Englishtown, \$3,871.00; Flemington, \$3,773.25; Freehold, \$5,735.50;

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Hackensack, \$22,219.49; Hammonton, \$3,346.50; Jersey City, \$61,319.64; Keyport, \$3,337.00; Lakewood, \$6,588.50; Lambertville, \$1,694.75; Long Branch, \$8,437.00; Manasquan, \$3,361.75; Millville, \$3,177.25; Morristown, \$25,540.97; Mount Holly, \$12,106.25; Newark, \$140,033.72; New Brunswick, \$12,984.25; Newton, \$5,289.00; New York, \$69,155.97; Paterson, \$53,014.75; Penns Grove, \$2,174.50; Perth Amboy, \$4,409.57; Perth Amboy, \$4,657.75; Philadelphia, \$8,349.50; Phillipsburg, \$9,770.50; Plainfield, \$19,857.08; Rahway, \$3,574.75; Red Bank, \$12,666.78; Salem, \$6,775.75; Sea Bright, \$6,009.00; Somerville, \$8,456.25; Spring Lake, \$6,819.25; Sussex, \$3,494.75; Trenton, \$71,342.71; Vineland, \$5,238.75; Woodbury, \$11,098.50; Hackettstown, \$3,107.24; Total, \$787,083.52.

FEES OF AGENTS—Under the original Motor Vehicle Act, the agents were paid on a basis of twenty-five cents per license issued. At the 1914 session of the Legislature the Department recommended a change in this law, allowing the Commissioner to fix the compensation of agents on a maximum basis. The act was passed by the Legislature, and for the year 1915 the Department has adopted a regular graduated schedule for the compensation of the agents.

The schedule adopted is as follows: First class, over 10,000 items, Special; Second class, from 9,000 to 10,000 items, \$1,700; Third class, from 7,000 to 9,000 items, \$1,600; Fourth class, from 5,000 to 7,000 items, \$1,100; Fifth class, from 4,000 to 5,000 items, \$900; Sixth class, from 3,000 to 4,000 items, \$800; Seventh class, from 2,000 to 3,000 items, \$500; Eighth class, from 1,500 to 2,000 items, \$350; Ninth class, from 1,000 to 1,500 items, \$250; Tenth class, from 800 to 1,000 items, \$200; Eleventh class, from 600 to 800 items, \$150; Twelfth class, from 500 to 600 items, \$75.

The above schedule has been determined by adding the number of car registrations and drivers' licenses issued by each agent for the year 1914, and such basis will govern the compensation of agents for the year 1915. In arriving at this schedule, the Department placed the Jersey City agency on a slightly higher basis of compensation than other agents in its class, for the reason that the agent at Jersey City is required to pay rent for his quarters—a situation which does not confront any other agency in the State. The agency in Hackettstown was not constituted until April of last year, and from an examination of the volume of business transacted it was deemed proper to place this agency in the next higher class in determining its compensation for 1915.

Applying this principle to the compensation of agents in 1915, the amount paid for the maintenance of each agency will be as follows:

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Agency.	Items, 1914.	Compensa- tion, 1914.	Compensa- tion, 1915.	Class.	Basis, No. of Items.
Newark	25,397	\$ 1,969.00	\$ 2,100	1st	Special
New York	9,264	1,915.50	1,700	2d	9,000 to 10,000
Jersey City	9,888	1,900.00	1,900	2d	
Paterson	9,950	1,500.00	1,700	2d	
Camden	7,692	1,600.00	1,600	3d	7,000 to 9,000
Atlantic City	5,565	1,000.00	1,100	4th	5,000 to 7,000
Morristown	4,878	900.00	900	5th	4,000 to 5,000
Asbury Park	4,674	1,237.00	900	5th	4,000 to 5,000
Hackensack	3,942	1,036.25	800	6th	3,000 to 4,000
Plainfield	3,722	985.50	800	6th	
Elizabeth	3,091	814.25	800	6th	
New Brunswick	2,385	637.75	500	7th	2,000 to 3,000
Mt. Holly	2,262	596.25	500	7th	
Woodbury	2,228	581.25	500	7th	
Bridgeton	2,298	604.75	500	7th	1,500 to 2,000
Red Bank	2,228	598.00	500	7th	
Cape May	2,062	544.25	500	7th	
Phillipsburg	1,745	454.75	350	8th	1,000 to 1,500
Somerville	1,684	448.00	350	8th	
Englewood	1,614	425.25	350	8th	
Long Branch	1,522	404.75	350	8th	800 to 1,000
Salem	1,455	381.00	250	9th	
Dover	1,223	330.75	250	9th	
Lakewood	1,222	329.00	250	9th	600 to 800
Vineland	1,113	297.50	250	9th	
Freehold	1,119	297.50	250	9th	
Spring Lake	1,106	290.25	250	9th	Below 600
Philadelphia	1,013	256.25	250	9th	
Newton	1,051	274.75	250	9th	
Hackettstown	984	260.25	250	9th	Below 600
Sea Bright	973	252.75	200	10th	
Perth Amboy (Sexton)	885	236.25	200	10th	
Perth Amboy (Gibian)	854	228.75	200	10th	Below 600
Sussex	801	208.50	200	10th	
Flemington	767	203.00	150	11th	
Englishtown	747	201.00	150	11th	Below 600
Hammonton	683	179.00	150	11th	
Millville	700	185.50	150	11th	
Bound Brook	656	174.50	150	11th	Below 600
Rahway	657	176.75	150	11th	
Keyport	653	173.75	150	11th	
Manasquan	649	180.50	150	11th	Below 600
Penns Grove	437	113.75	75	12th	
		\$26,934.75	\$22,775		

Under this ruling, the State will save about \$4,159.75 over the amount paid for compensation of agents in 1914. Thus, with an increasing volume of business the cost of agency maintenance will be decreased, and a standard basis for this work will be definitely established.

By a strict system of accounting and audit, the agents are required to send their reports promptly to the department, the money then being drafted from the local banks by draft signed by the Commissioner.

BANK BALANCES—At the close of business on December 31, 1914, the following balances were in the hands of the banks to the credit of the Department of Motor Vehicles, the bank in each instance being located in the town or city named unless otherwise specified:

Asbury Park, Asbury Park and Ocean Grove Bank, \$828.25; Atlantic City, Guarantee Trust Company, \$1,127.50; Bernardsville, Bernardsville National Bank, —; Bound Brook, First National Bank, \$135.50; Bridgeton, Bridgeton National Bank, \$1,104.00; Camden, Security Trust Company, \$5,802.17; Cape May, The Merchants National Bank, \$547.50; Dover, National Union Bank, \$489.50; Elizabeth, Union County Trust Company, \$1,681.50; Englewood, Palisades Trust Guaranty Co., \$734.50; Englishtown, The First National Bank, \$539.50; Flemington, Flemington National Bank, \$657.50; Freehold, First National Bank, 457.50; Hackensack, People's National Bank, \$2,165.00; Hammonton, Hammonton Trust Company, \$212.00; Hackettstown, Hackettstown National Bank, \$1,021.00; Jersey City, Commercial Trust Co. of N. J., \$7,936.25; Keyport, The People's National Bank, \$157.00; Lakewood, Lakewood Trust Company, \$594.25; Lambertville, Lambertville National Bank, \$287.50; Long Branch, The Citizens' National Bank, \$180.00; Manasquan, Manasquan National Bank, \$191.75; Millville, Millville National Bank, —; Morristown, National Iron Bank of Morristown, \$2,312.80; Mount Holly, Union National Bank, \$1,714.00; Newark, National Newark Banking Co., \$22,032.50; New Brunswick, National Bank of N. J., \$884.25; Newton, Newton Trust Co., \$244.50; New York, Astor Trust Company, \$14,476.93; Paterson, German American Trust Co., \$8,200.50; Penns Grove, Penns Grove National Bank, \$40.00; Perth Amboy, First National Bank, \$336.00; Perth Amboy, First National Bank, \$299.50; Philadelphia, Franklin National Bank, \$1,219.25; Phillipsburg, Phillipsburg National Bank, \$1,822.25; Plainfield, The State Trust Company, \$1,311.50; Rahway, Rahway National Bank, \$424.00; Red Bank, The First National Bank, \$775.00; Salem, The Salem National Banking Co., \$1,706.00; Sea Bright, The Citizens National Bank, Long Branch, \$269.50; Somerville, First National Bank, \$488.50; Spring Lake, First National Bank, \$331.50; Sussex, Farmers National Bank, \$174.00; Trenton, Mechanics National Bank, \$17,529.25; Vineland, Vineland Trust Company, \$101.25; Woodbury, Woodbury Trust Company, \$2,137.00; Total, \$105,679.65.

The above balances represent the volume of business transacted by the department from December 15 to December 31, 1914, in issuing licenses for 1915; and immediately after January first, this money is drafted from the local banks and placed to the credit of the general department account.

From an examination of these balances as compared with last year, we find that on the same date last year \$72,781.68 was on deposit covering 1914 business done between the dates of December 15 and December 31, 1913. As compared with this same volume of business during the same period, there is apparently an increase of \$32,897.97, which would seem to indicate that the business of the Department for 1915 would show an even more than normal increase.

REMITTANCES TO THE STATE TREASURER—The following table will indicate by months the remittances made to the State Treasurer during the year 1914:

MONTH 1914.	COLLECTIONS	FEES	BALANCE TO STATE TREASURER
January	\$259,835.31	\$ 4,851.57	\$254,983.74
February	143,479.57	3,278.96	140,200.61
March	38,686.65	1,514.47	37,172.18
April	81,032.90	2,883.31	78,149.59
May	77,301.32	3,117.54	74,183.78
June	68,059.79	2,503.56	65,554.23
July	55,173.23	1,997.72	53,175.26
August	34,244.99	1,709.72	32,535.27
September	22,365.89	1,368.47	20,997.42
October	17,246.23	1,216.97	16,029.26
November	11,346.51	4,305.46	10,041.05
December	5,764.91	1,186.75	4,578.16
	\$814,535.30	\$26,934.75	\$787,600.55

The following statement by months will indicate the business done during a like period for 1913:

MONTH	COLLECTIONS	FEES	BALANCE TO STATE TREASURER
January	\$167,600.34	\$ 4,084.76	\$163,515.53
February	138,188.19	4,224.87	133,963.32
March	76,502.39	2,927.58	73,574.81
April	59,142.57	2,522.37	56,620.20
May	52,768.75	2,023.02	50,745.73
June	46,295.04	1,781.21	44,513.83
July	48,510.85	2,026.60	46,484.25
August	26,840.61	996.48	25,844.13
September	18,055.98	1,270.56	16,785.42
October	11,794.69	899.92	10,894.77
November	1,243.10	302.65	940.45
December	9,394.28	898.66	8,495.62
	5,109.52	944.56	4,164.96
	\$661,446.31	\$24,903.24	\$636,543.07

A comparison of these tables shows the vast increase in the volume of business transacted by the Department, and further indicates that even under the old and unsatisfactory system of compensating agents, the Department was able to keep this compensation down to but a slight increase over the amount paid the year before.

RETURNS FROM FINES—During the year 1914, \$25,025.18 was turned over to the Department in fines collected for violations of the Motor Vehicle Act, such fines being collected by the local magistrates. In 1913, \$21,285.31 was turned over in fines during a like period, showing an increase of \$3,739.87 for the year 1914.

In the opinion of the Department the increase in the amount of fines collected is due to the increased activity of the inspection force.

The following table shows the collection of fines by months as compared with 1913:

January, 1914, \$1,139.45; 1913, \$589.75; February, 1914, \$522.30; 1913, \$354.50; March, 1914, \$432.50; 1913, \$390.00; April, 1914, \$531.60; 1913, \$679.86; May, 1914, \$2,819.75; 1913, \$749.90; June, 1914, \$3,559.15; 1913, \$1,952.55; July, 1914, \$3,291.95; 1913, \$4,308.35; Aug., 1914, \$3,609.95; 1913, \$4,890.00; Sept., 1914, \$3,274.03; 1913, \$3,091.15; Oct., 1914, \$3,068.80; 1913, \$1,532.00; Nov., 1914, \$1,451.20; 1913, \$1,641.65; Dec., 1914, \$1,324.50; 1913, \$1,105.60; Totals, 1914, \$25,025.18; 1913, \$21,285.31.

COMPARISON OF LICENSES ISSUED—The following table shows the number of licenses issued by months as compared with 1913:

	Automobiles		Motor Cycles		1st Class Drivers		2d Class Drivers	
	1913	1914	1913	1914	1913	1914	1913	1914
January	12,176	18,615	719	1,314	8,855	15,559	4,909	8,375
February	10,546	11,593	1,080	1,285	8,182	6,901	3,694	3,049
March	5,936	3,014	1,666	672	5,055	1,853	1,662	802
April	4,490	6,264	1,251	1,918	3,838	4,401	1,245	1,747
May	3,970	5,571	1,076	1,631	2,890	4,751	1,266	1,952
June	3,276	4,510	746	1,184	2,118	4,215	1,191	1,927
July	3,149	3,530	745	850	2,321	3,476	1,249	1,618
August	1,510	2,072	454	472	1,482	2,612	657	870
September	1,436	1,966	327	351	1,383	1,923	486	459
October	1,128	1,608	177	215	921	1,440	330	321
November	925	1,045	133	113	792	1,294	168	228
December	414	460	45	24	446	470	106	70
	48,892	60,248	8,419	10,029	38,283	48,895	16,963	21,418

From all sources the Department has collected \$814,535.30 for the year 1914, as against \$661,084.40 for the year 1913, or an increase of \$153,450.90 in the gross receipts of the Department, or approximately in gross collections an increase of 23%.

PROTECTION AGAINST LOSS—During the past year stricter methods of audit have been established at the main office as a check on the work of agents. In order to keep pace with the increase in funds handled by the Department, considerable increases have been ordered in the bonds of agents for the year 1915.

The following schedule of bonds will be in force for the year 1915:

Charles R. Zacharias, \$1,500; W. Chandler Stewart, \$1,500; George R. Bolmer, \$500; B. Frank Edwards, Jr., \$500; A. C. Kraft, \$2,000; William L. Ewing, \$500; P. B. O'Leary, \$500; Martin Kenely, \$1,500; George Bates, \$500; Charles R. English, \$500; John Henzler, \$500; Augustus R. White, \$500; James J. Bertholf, \$1,000; Peter J. Devine, \$3,000; John J. Schanck,

\$500; W. C. O'Leary, \$500; P. A. Cane, \$500; C. Dorman McFaddin, \$500; Howard Height, \$500; Mulford Ludlam, \$500; Frank McGoldrick, \$1,000; Walter T. Stewart, \$500; John Friend, \$5,000; F. W. Jefferies, \$500; A. B. Koyt, \$500; Fred Kuser, \$3,000; Frank A. Pawelski, \$3,000; Vandever S. Homan, \$500; Clarence A. Sexton, \$500; Max Gibian, \$500; James Lallou, \$500; James Van Billiard, \$500; Henry P. Vosseller, \$1,000; James P. Boland, \$500; Edward Von Kattengell, \$500; Oakford W. Acton, \$500; H. L. Zobel, \$500; W. R. Sutphen, \$500; Clark Clayton, \$500; H. T. Havens, \$500; Magnus Bredenk, \$3,000; Frederick Bugbee, \$500; Thomas Hutchinson, \$500; Wilson S. Turner, \$500.

The amount of each of the above bonds has been determined by the Commissioner on the basis of the probable volume of business which will be handled by each agent for the year 1915, in such a manner that no agent will be bonded for a less amount than he should have in his hands on any one occasion, placing the minimum bond at \$500.

FINANCIAL STATEMENT.

Collection Accounts—Paid State Treasurer, \$787,187.35; Cash on Hand, December 31, 1914, \$4,578.16; Commissions of Agents, \$26,934.75; Due from Banks, \$105,679.65; Due from 1914 collections, \$1,445.00; total, \$925,824.91. Agents Bank Balances, \$105,679.65; Collections, December 1913, Net, \$4,164.96; Collections, 1/1/14 to 12/31/14, \$814,535.30; Adjustment of fees in course of collection, \$1,445.00; total, \$925,824.91.

DETAIL AND CHARACTER OF COLLECTIONS.

December 31, 1914.			Items.
Car Registrations.	Amount.		
First class—full rate.....		1,632	
First class—half rate.....	\$ 7,582.50	106	
Second class—full rate.....	315,495.00	40,196	
Second class—half rate.....		3,740	
Third class—full rate.....	212,212.50	13,722	
Third class—half rate.....		851	
Trucks in excess of 4,000 lbs.....	25,340.00		60,247
Motor cycle licenses.....	20,058.00		2,534
Manufacturers—three sets.....	8,475.00		10,029
Manufacturers—five sets.....	1,725.00		565
Blanket Licenses	300.00		69
Transfers	4,927.00		3
Duplicate certificates	407.00		4,927
Duplicate markers	1,777.00		407
Drivers' Licenses, 1st class.....	97,790.00	48,895	1627R-300C
Drivers' Licenses, 2d class.....	85,672.00	21,418	
Drivers' Licenses, duplicates.....	814.00		70,313
Drivers' Licenses increased.....	2,854.00		814
Drivers' Licenses badges.....	7.50		1,427
Interest on Deposits—Agents.....	239.53		15
Interest on Deposits—C. O.....	317.59		
Fines for violation of law.....	25,025.18		
Certified copies	19.50		
*Adjustment of fees.....	3,442.50		
1913 business	54.50		
		\$814,535.30	

*ADJUSTMENT OF FEES.

Increased Registrations:		
From 1st to 2d Class, 14 @ \$300.....	\$	42.00
From 2d to 3d Class, 54 @ \$7.50.....		405.00
From 2d to 3d Class, 2 @ \$3.75.....		7.50
Overweight trucks, 297 @ \$10.00.....		2,970.00
Increased Drivers' Licenses:		
From 1st to 2d Class, 9 @ \$2.00.....		18.00
		<u>\$3,442.50</u>

RECAPITULATION.

The following table will show a general recapitulation of increase and percentages of increase in Department work and revenue:

Item.	1913	1914	Increase.	Percentage of Increase.
Gross receipts	\$661,084.40	\$814,535.30	\$153,450.90	23%
Receipts from auto licenses..	459,964.25	535,289.00	75,324.75	16%
Receipts from motor cycle licenses	16,838.00	20,058.00	3,220.00	19%
Receipts from drivers' licenses	146,454.00	186,316.00	39,862.00	27%
Receipts from fines.....	21,285.31	25,025.18	3,739.87	17%
Number of auto licenses....	48,892	60,247	11,355	23.2%
Number of motor cycle licenses	8,419	10,029	1,610	19%
Number of drivers' licenses..	55,246	70,313	15,057	20%
Agents commissions	\$24,460.58	\$26,934.75	\$2,474.17	10%

PART II—REGULATION OF MOTOR VEHICLES AND OPERATORS.

Under this heading, the report will treat of those matters which deal mainly with the activity of the inspectors; and while it is impossible to deal with this branch of the work without enunciating from time to time general policies for improvement which might properly be classified under one of the subsequent divisions of this report, these matters have been assembled under this head as more especially dealing with the work of regulation than with the general improvement and policy.

INVESTIGATIONS—During the year 1914, the Commissioner referred to the inspection force 865 special cases for investigation and report. These were in addition to cases that came under their notice while working in their districts.

The total number of reports made to the Department by inspectors, police officials, private individuals and through the press reached the unprecedented total of 10,073, as against 8,306 for 1913, or an increase of 1,767. Of the 10,073 cases reported, 8,936 were minor, and were disposed of by letters or admonitory action, and were not brought to a hearing before the Commissioner.

HEARINGS—1,037 cases were heard by the Commissioner sitting as a magistrate or as Commissioner to revoke licenses. In 1913 there were only 423 cases heard, showing an increase of 614, or about sixty per cent. over last year. These cases were disposed of by the Commissioner by revoking licenses, by suspension of license, by admonitory action, by probationary action, by fine, by suspended sentence, or by dismissal.

152 licenses were revoked; 36 licenses were suspended; \$1,255.90 in fines were collected by the Commissioner sitting as a magistrate; 14 reciprocity privileges were suspended. The balance of these cases were disposed of by admonitory or probationary action.

The number of hearings by months were: January, 23; February, 21; March, 40; April, 48; May, 81; June, 124; July, 145; August, 166; September, 155; October, 125; November, 59; December, 50.

A comparison of license action with 1913 is as follows: Revoked, 1914, 152; 1913, 85. Suspended, 1914, 36. Reciprocity privilege suspended, 1914, 14; 1913, 3. Reinstated, 1914, 53; 1913, 31.

In addition to the cases above mentioned, the inspectors since June 1, 1914, adjusted without report to the Department 3,845 cases of minor violations and made 701 arrests, bringing the offenders before local magistrates and served 102 summonses returnable before local magistrates.

The following is a summary of this work:

Violations brought to a hearing before the Commissioner, 1,037; Minor violations adjusted without hearing, 8,936; Minor violations adjusted by Inspector, 3,845; Arrests made by Inspectors disposed of by local magistrates, 701; Summons served returnable before local magistrates, 102; Total of all cases handled by Department for year 1914, 14,621.

The above totals, as compared with last year, show a vast increase in the work of regulation. From this, it must not be understood that conditions have been worse in New Jersey during the past year, as such does not appear to be the case. These figures indicate to the Department that there has been a greater efficiency in the work of the inspectors and a greater activity on the part of the local authorities, with the general result that serious violations of the motor vehicle law have become few, while the number of motorists has greatly increased.

In most instances, the minor violations have had to do with the improper equipment of cars and the infractions of some of the minor provisions of the Motor Vehicle Act. The Department has made a determined stand to require strict adherence in the matter of car equipment with the provisions of the Motor Vehicle Act.

Commencing in April of last year, the inspectors, from time to time, stopped all machines operated in the territory which they were covering, and demanded the production of the driver's license. The Department found this necessary owing to a well-founded belief that a great many persons were driving cars without license. The result of these investigations held in the early spring and from time to time throughout the balance of the year has convinced the Department that in the early part of the year at least one-fifth of the drivers were improperly licensed. Toward the end of the year, however, it was found that very few drivers failed to produce proper credentials.

The result of this has been that a larger number of persons have obtained drivers' licenses this year than ever before, with a consequent increase in the revenues of the Department.

INVESTIGATION OF REGISTRATIONS—The same general policy was followed in the investigation of registrations, frequent inspections being made in order to compare the maker's number with the number on the registration tag or card.

The Department found that a great many owners of cars had innocently or intentionally entered into the practice of transferring registrations from one machine to another; that in a number of instances it appeared to be a regular practice for dealers to loan registrations left in their care, thus defeating one of the principal objects of all license law: namely, identification.

In investigating both drivers' licenses and car registrations, it was the policy of the inspectors at first to give simply a general warning. Later in the year the inspectors were instructed to issue summons for all persons who were found improperly licensed and for all owners of cars when such car was found improperly registered.

The Department confidently believes that there will be fewer violations of this character next year, and that this work has increased the Department's receipts many thousands of dollars.

SUMMONS—The inspectors of the Department have general instructions not to make summary arrests of New Jersey operators

for any violation, unless in their judgment it is absolutely necessary. The form of summons which is authorized under the amendment passed in 1913 affords a much simpler method of dealing with these cases, and does not subject the operator to the indignity of a summary arrest and arraignment before a magistrate.

The Department has recommended the use of these summons to all of the police departments of the State in dealing with motor vehicle cases, believing that in most instances the automobilist who violates the law is not actuated by any criminal motive.

CO-OPERATION OF LOCAL AUTHORITIES—During the past year an increasing number of cities have made special details of police for traffic duty, and even in the small towns and townships the local authorities have made common sense efforts to reduce the speed of motor vehicles on our roads.

The Department has kept in close touch with these officers, and has but in very few instances had any cause to criticise their activities. The inspectors of the Department have worked with the police department of every city of the State during the past

year, and by so doing have endeavored to standardize regulation.

In order to obtain the co-operation of the local authorities the Commissioner sent the following letter to the Prosecutors of the Pleas:

Dear Sir:

May 29, 1914.

If the various county and municipal police departments will work in harmony with the motor vehicle department, a continuous and uniform system of traffic regulation can be affected in New Jersey. Protection of life and property, joined with comfortable and safe travel will be the result.

From the experience of the past two years, the department would recommend to the prosecutors of the state the following matters which might properly come under their jurisdiction and which they might properly aid the department in correcting.

First. In a number of municipalities of the state, the local police authorities appear to be of the opinion that the enforcement of the motor vehicle law should be left entirely to the state department, with the result that enforcement is sectional and not continuous.

The department would suggest that this condition could be corrected by a conference with or communication with the local authorities by the Prosecutors, outlining their duties and urging them to the active performance thereof.

Second. Dependent upon the proper enforcement by local or state police authority is the attitude of the magistrate. The department has found that in many sections of the state magistrates are either not available during regular hours or are disposed to disregard cases of motor vehicle violations brought before them. As an officer of the court of common pleas, the Prosecutor can largely rectify this condition by making it plain that magistrates will be held responsible for the proper handling of motor vehicle cases and by requiring them to aid and support the police authorities in this work.

Third. There is a disposition on the part of grand juries in cases of serious violations of the Crimes Act, Chapter 127, P. L., 1909, which have not resulted in accidents either to life or property, not to return indictments. The department believes that if this situation is brought to the attention of the court and to the grand juries, that much can be accomplished in the line of protection and proper prosecution of offenders. With the co-operation of all co-ordinate branches of government, the regulation of motor vehicles should not alone be possible, but with proper supervision, absolutely just.

The motor vehicle department is very anxious, through the action of authorities in all portions of the state, that notice be given to users of the highway that violations of any kind will be dealt with severely and summarily.

The inspectors of the department have devoted the month of April to the enforcement of the license requirements. During the month of May, much attention will be given to regulation of speed and proper driving. In this the inspectors need the co-operation of the county and municipal authorities. Our inspectors, beginning May first, will go under individual details assigning them to every portion of the state during the whole of that month, and instructing them to co-operate with the local authorities in the section in which they are operating.

The success of their work is largely dependent upon the attitude of such authorities. The department seeks your aid and suggestion in this work.

Respectfully submitted,

(Signed)

JOB H. LIPPINCOTT,
Commissioner of Motor Vehicles.

A number of the officials of the towns and cities have requested the forms used by the Motor Vehicle Department, and have requested that their officers receive special instruction. The Department has in all cases responded to these requests.

EXAMINATIONS—The work of the examination instituted a year ago last May has beyond doubt been fruitful of good results, and in the opinion of the department has become one of the most efficient instruments in the regulation of drivers, and in the establishment of safe road conditions.

At the same time, it has become a considerable drain upon the resources of the Department, not in the matter of expense, but upon the time of the inspectors. With the tremendous increase in the number of drivers, it has been found that more extensive schedules of examinations were required, and a great number of inspectors needed to handle the work. From the table printed below, it will be seen that in one instance as many as 485 persons appeared at one examination; while in the large cities during the summer, it was not infrequent to have on the average more than three hundred persons apply at one examination.

The Department believes that next year the number of applicants will be greatly increased, and unless an increased number of examiners or inspectors is provided, that it will be a serious question whether the Department can efficiently handle this important branch of regulation.

It will be conceded when inspectors are overwhelmed with a volume of work that the results in each individual case will not be as satisfactory as when the inspectors are given an opportunity to proceed without haste to pass upon the qualifications of each applicant. The volume of this work can be more readily understood by the following tabulation of examinations by months:

Months.	1914.		1913.	
	Passed.	Rejected.	Passed.	Rejected.
January	739	142		
February	566	95		
March	459	97		
April	1,956	335		
May	3,547	607	715	137
June	3,979	458	1,759	253
July	3,688	285	1,874	263
August	2,675	234	1,239	242
September	1,903	205	1,299	220
October	1,622	144	1,156	143
November	1,261	100	843	120
December	452	31	518	75
Total	22,847	2,732	9,403	1,453

Total number examined, 1914, 25,579; total number examined, 1913 (8 months), 10,856.

Examinations by Cities.

Atlantic City, passed, 1325; rejected, 87; percentage of rejections, 6%. Camden, passed, 1824; rejected, 163; percentage of rejections, 9%. Bridgeton, passed, 827; rejected, 82; percentage of rejections, 10%. Asbury Park, passed, 2659; rejected, 363; percentage of rejections, 13%. Morristown, passed, 1984; rejected, 286; percentage of rejections, 13%. Newark, passed, 7378; rejected, 988; percentage of rejections, 13%. Paterson, passed, 2412; rejected, 368; percentage of rejections, 11%. Cape May Court House, passed, 593; rejected, 39; percentage of rejections, 6%. Hackettstown, passed, 778; rejected, 98; percentage of rejections, 12%. Sussex, passed, 218; rejected, 30; percentage of rejections, 13%. Trenton, passed, 2849; rejected, 228; percentage of rejections, 8%. Totals, passed, 22,847; rejected, 2,732; percentage, 12%.

From the above it will be seen that the percentage of rejections averages about twelve. The great benefit of the examination is from the fact that every person who now applies for license knows that unless he is able to drive and is able to understand the ordinary rules of the road, the license will be withheld.

The examination, therefore, has these two advantages: First, that the applicant is educated in questions of road regulation and in the provisions of the Motor Vehicle Act, and, second, that the applicant requires, before accepting a car, that the dealers shall see that he is properly instructed in its handling.

It is impossible, of course, to estimate the life and property which has been saved through requiring efficiency before the issuance of a driver's license. Certainly, if twelve per cent. of all applicants are found to be incompetent, it is reasonable to suppose, had these persons been permitted to use our highways without learning how to operate their machines, that there would have been numerous injuries both to property and life.

SCHEDULE OF EXAMINATIONS—The examinations have been divided during the year 1914 as follows:

SUMMER SCHEDULE, EACH MONTH—Asbury Park (Educational Hall), first and third Tuesdays; Atlantic City (City Hall), first and third Tuesdays; Bridgeton (City Hall), first Friday; Camden (City Hall), second and fourth Tuesdays; Cape May Court House (Court House Building), first and third Saturdays; Hackettstown (American House), first Friday; Morristown (City Hall), second and fourth Tuesdays; Newark (City Hall), every Monday; Paterson (City Hall), second and fourth Thursdays; Sussex (City Hall), first Saturday; Trenton (State House), every Wednesday.

WINTER SCHEDULE, EACH MONTH—Asbury Park (Educational Hall), first Tuesday, 10:30 a. m. to 3:30 p. m.; Atlantic City (City Hall), first and third Thursdays, 10:30 a. m. to 3:30 p. m.; Bridgeton (City Hall), first Friday; Camden (City Hall), every Monday; Morristown (City Hall), second and fourth Fridays; Newark (City Hall), every Monday; Paterson (City Hall), first and third Thursdays; Trenton (State House), every Wednesday.

These schedules have been determined upon two basis: First, on the basis of population, and, second, on the basis of territory, the Department believing that while examinations were required in all big centres of population, some examination should be held in the smaller communities to meet the convenience of motorists who would otherwise be compelled to travel long distances to the examinations.

PART III. PROTECTION OF MOTORS AND OPERATORS.

This branch of the Department work is comparatively new, as the general acceptance of the duties of the Motor Vehicle Department seems rather to have been to regulate than to protect, although in regulation possibly the best method of protection is found to the law-abiding user of the road.

The Commissioner has felt, however, that the work of his Department should be extended in those lines which come incidentally under the Department's notice through its work of regulation, and which, if properly handled, would serve to protect the motorists from the many various branches of criminal activity of which the motor is either an object or an instrument.

PROTECTION OF MOTORISTS.

GENERAL POLICY—The Department believes not alone should our inspectors regulate traffic and regulate the use of motor vehicles, but that their activities should also be used for the protection of the motorists. While the regulation of road traffic is a protection to the orderly user of the road, there are yet other lines in which the activities of the inspectors bring them in direct contact, and which, if intelligently used, would tend to eliminate the criminal use to which the motor vehicle has been of late years subject.

STOLEN CAR CASES—In the investigation of licenses and the proper registration of motor vehicles, our inspectors have an exceptional opportunity to observe any suspicious circumstances which would lead to the arrest of car thieves and the restoration of stolen machines. In a number of cases during the past year our inspectors have been able to restore stolen cars to their owners and to arrest and convict those responsible for their stealing.

New Jersey, from its geographical position, is the natural home of the receiver of stolen cars, and is the natural haunt of the car thief. Situated as it is between the large centres of population of New York and Philadelphia, from whose streets so many cars have been stolen, it affords in its many towns and cities a retreat for the man who alters the stolen car and thereafter disposes of it.

Possibly no more typical or interesting case could be cited than that of John Gargare, which occurred in 1914.

John Gargare operated a local bus line in Lakewood, and was the proprietor of an unpretentious supply house. For some time, the cars which he mysteriously received and disposed of had attracted the attention of the local authorities of Ocean County to the extent that Detective Shaffo, of Lakewood, had made some investigation of his activities, but without result.

The Department detailed Inspector Shedd to investigate Mr. Gargare, but for a long time the inspector was unable to find any definite reason to make an arrest. Quite accidentally, however, the basis for prosecution was found. Inspector Shedd, in company with another inspector, was returning from Newark to Elizabeth, and noticed a New York machine with an improperly placed number. The machine was overtaken by the inspectors, and the men in it asked to give an account of themselves. So suspicious were their actions, that the inspectors brought them into Elizabeth and proceeded to get in touch with the New York authorities to ascertain the identity of the machine. While doing so, one of the men in the car escaped. The other was immediately put under arrest and the car was found to contain burglars' tools.

The man placed under arrest, after being held in the County Jail at Elizabeth, finally made certain statements which implicated John Gargare of Lakewood and proved a basis for future prosecutions. Inspector Shedd, acting under the orders of the Department, immediately got in touch with the District Attorney's office in New York and Deputy District Attorney Duell was detailed to assist the New Jersey authorities.

From the confession obtained from the criminal held in Elizabeth, Gargare was alleged to be one of the principal fences in the United States. Cars stolen from the streets of New York or Philadelphia were brought by night to Lakewood and were alleged to be purchased by Mr. Gargare for a cash consideration. They were then taken either to Mr. Gargare's own place or to local garages in his locality and were altered and disposed of as quickly as possible. This alteration consisted largely in removing the engine numbers and maker's number from the car and frequently in altering the body of the machine.

The inspector proceeded to Lakewood and arrested Gargare as a receiver of stolen goods. Through the District Attorney's office in New York City, witnesses were procured among the automobile thieves, who corroborated the stories which the inspector had already obtained and which made the conviction of Gargare assured.

Tried on one count on indictment, with eight other counts untried, Mr. Gargare was convicted and sentenced to the maximum penalty as receiver of stolen goods, thus breaking up what appears to have been one of the principal fences in the United States.

The Department has cited the above incident because it presents many features of dramatic interest, and indicates plainly what might occur in almost any of the small communities in New Jersey; namely, that proprietors of garages or supply houses, if criminal, may operate with great profit plants for the alteration of cars and for the receiving of stolen goods.

LIGHTS ON HORSE-DRAWN VEHICLES—While the Motor Vehicle Department is charged with the enforcement of the Motor Vehicle Act alone, so many complaints were received by the Department against drivers of horse-drawn vehicles for their failure to equip same with lights and so many accidents to motor vehicles came to

the notice of the Department—the cause of which could be directly traced to the failure of horse-drawn vehicles to carry lights after dark—that the following letter was sent to the chiefs of police in the State:

"To the Chief of Police:

"Repeated complaints have been received by this Department from motorists and other users of the road to the effect that horse-drawn and other vehicles and bicycles use the roads of this State without carrying proper lights.

"The Department has been compelled to advise persons making such complaints that our inspectors appear to be without authority for the enforcement of any other law except the motor vehicle act, and that the only assistance that we can give them is by obtaining the name of the offenders and having them brought before the local magistrates on warrants or summons.

"As this method is too cumbersome to obtain practical results, I have felt that it was my duty to advise the various police departments of these complaints and ask the various police departments to co-operate with our inspectors in enforcing Chapter 27, P. L. 1911.

"If your department will take up the question of the proper lighting of vehicles, with the authority which is vested in the police of your department, I am confident that it will be but a short time before every vehicle on our roads will be properly lighted in accordance with the above act.

"If this can be brought about, it will tend to very materially lessen the number of accidents, many of which result in death or serious injury and will tend to make our country roads safe and comfortable for the ever-increasing traffic to which they are subjected through the general use of the motor vehicle.

"I have instructed our inspectors to visit as quickly as possible the various police departments and to offer their active co-operation to assist in carrying out the spirit of this request.

"Respectfully submitted,

"(Signed) JOB H. LIPPINCOTT,

"Commissioner."

As a supplement to this communication, the inspectors of the Department were ordered to co-operate with the police authorities in compelling proper lighting on horse-drawn vehicles. The result of this action has been that numerous arrests were made in different parts of New Jersey, and while conditions are far from perfect in this particular, there has been a noticeable improvement.

Next year, the Department proposes to carry on this crusade beginning in the early spring, so that by the time the roads are in general use by motor vehicles conditions may be made safer.

IMPROPER ARRESTS—In further protecting motorists against extortion for irregular legal proceedings, the Department has kept close watch upon the activities of local justices of the peace and constables, and wherever the Department has found that any of these constables or magistrates were proceeding in any manner not in conformity with the law, proceedings have been instituted

through the Prosecutors of the Pleas to see that their activities were either terminated or corrected.

IMPROPER FEES—It has been found in some instances that justices of the peace have been fining motorists and requiring fees in excess of those provided in the Motor Vehicle Act. In such cases the Department has taken similar action to the above, and in a number of instances the fees have been returned to the parties fined.

In the opinion of the Department, this work has tended to serve notice upon local magistrates and local officers that they must comply with the law or their failure to so comply will be brought to the attention of the authorities having supervision over them.

PART IV. GENERAL POLICY.

In this classification the report will deal with those matters of general policy and with indications of general changes in the Department management which do not require legislative action for consummation.

EQUIPMENT OF INSPECTORS—The appropriations committee of 1914 allowed the Department sufficient money to purchase several automobiles. The use of these machines has increased largely the efficiency of our inspection force. It is the experience of the Department that our inspectors, covering the vast amount of territory they are required to do, could not do so in safety to themselves on motorcycles, as in a number of instances the continual riding on motorcycles has brought about very disastrous physical results. Therefore, it is the opinion of the Department that automobiles, even though not of expensive type, are necessary for the use of inspectors covering large districts comprising, in some instances, as many as three counties.

The Department purchased three Ford runabouts which were given to inspectors covering the large territories in South Jersey, not for the purpose of regulating speed, but in order that they might be transported from town to town, where there were no railroad facilities or where the railroad facilities were so meagre as to be impractical.

The inspectors have thus been able to cover efficiently a vaster territory than ever before, and to impress upon the smaller communities that obedience to the license law was required not alone in the large centres of population, but in the small.

The Department also purchased a Mercer raceabout with a guaranteed speed of seventy-one miles an hour. This car has been used with exceptional results on the White Horse Pike, the main road between Philadelphia and Atlantic City, and has served to materially improve driving conditions on this road, which in former years might be said to have been used as a speedway.

The Department has also purchased a smaller Mercer car, at a reduced price, for the use of the Commissioner and Chief Inspector in general investigation of the activities of the district or local inspectors. In this way it is possible to keep in touch with the

work of all the inspectors and to see that the general policy of the Department is strictly observed.

In addition to this, a number of machines are privately owned by the inspection force and have been operated at Department expense, so that in all of the large districts comprising more than one county or comprising a large county territorially, the inspector has been equipped with a machine in most instances capable of regulating speed.

In order to obtain a greater degree of efficiency the Department will need three more of the Mercer raceabout type cars for the purpose of speed regulation. One of these cars should be used to patrol the main road between New York and the upper coast resorts, and another should be used for the purpose of patrolling the main roads between New York and the resorts in the northern part of the State, while the third car should be used in patrolling the road between Lakewood and Atlantic City.

In this way, the main highways upon which excessive speed has been so common would be under strict regulation. By changing the detail of the inspectors in charge of these high-speed machines, it would be possible to regulate from time to time all of the other main arteries of travel, if the Department had four of these raceabouts. There would appear to be no other way in which regulation can be anything but local except by the use of a high-speed machine; and local regulation, while influential in a limited territory, has absolutely no influence on general speed conditions throughout the length and breadth of a state.

The inspectors will also be equipped this year with complete registration lists covering New Jersey, New York, Connecticut and Pennsylvania, so that at their various homes in their own districts they will have a sufficient fund of information to be of value to persons inquiring for information from them and for their own use in regulation work.

EFFICIENCY REPORT AND VALUE OF INSPECTORS—Since June 1, 1914, each inspector has been required to file with his expense account an efficiency report giving the following information: Days engaged, days absent, examinations attended, number examined, number rejected, violations reported, violations adjusted, arrests made, summons served, cases referred for investigation, amount of fines collected, amount of registrations collected, amount of drivers' licenses collected, location by days.

From an examination of these reports it is possible for the Department to determine the value of each individual inspector in dollars and cents, as well as in the work performed, thus creating a valuable record which serves to prove that each inspector will bring to the State in actual cash at least three times his salary and expenses.

As a result of an examination of these reports rendered since June, we find that the inspectors were instrumental in the collection and imposition of fines to the extent of \$11,557.17; that they brought to the agencies in registrations \$16,313.65, and in drivers' licenses, \$6,224.30, making a total of actual moneys traceable through the activities of inspectors of \$34,144.82, to which should be added \$4,925.00, collected as a result of the work of the inspector detailed to investigate the Department files for improperly rated registrations and underweighing of trucks.

Altogether this would make a total of \$39,070.12. If this be compared with the inspectors' salary account for the year 1914 of \$21,270.00 and of the inspectors' expense account for the same period of \$13,000.00, making a total cost to the State for inspectors' salaries and expenses \$34,270.00, it will be found that the inspectors turned over to the State in moneys that can be directly traceable to their activities at least four thousand dollars over and above what the inspectors cost the State.

In making this estimate, however, it must be understood that the amounts indicated on the efficiency reports are only the actual funds which can be traced, and that it is reasonable to suppose that the work of an inspector has an indirect effect upon licensing—certainly to an extent of three times the amount indicated on these efficiency reports.

It must also not be forgotten that these reports have only been required by the Department since June, thus leaving out of consideration two active months, April and May, in which much work in compelling proper registrations and in the levying of fines was accomplished. A strong argument in favor of additional inspectors in this State can be found by examination of these reports.

MIRRORS ON TRUCKS—The Department has ruled that no license will be granted for the year 1915 to any motor truck weighing over four thousand pounds, unless such truck is equipped with a reflecting mirror so placed as to disclose the road at the rear to the driver. This action is made necessary through the numerous accidents and complaints reported to this office of motor trucks which failed to give a proper portion of the road to faster moving vehicles.

In a number of cases investigated by this Department it was found that the fault did not rest with the operator of the motor truck, but rather with the construction of such truck and the noise of operation. The construction of the average motor truck prevents the driver from seeing the road to the rear, and the noise of the engine and vehicle prevents him from hearing a signal sounded by any driver of a vehicle in his rear.

The consequence is that there were numerous cases of injury to life and property as the result of collisions between motor trucks and pleasure vehicles. The Department believes that this danger can be removed by simply equipping the vehicle with a mirror, and that this device is equally important as a part of safety equipment as the lamp or signal trumpet.

TRIAL DAYS AND POLICY—During the past year the number of hearings before the Commissioner has increased fifty per cent. over the year before. During the late spring, summer and early fall, it is rare that there are not at least thirty cases for hearing on Wednesday, and in the summer itself this number has frequently gone up to sixty or seventy.

So great has the pressure of work become on trial day that it will probably be found necessary next year to add another day of the week for this purpose, and possibly to hear cases in Newark for the convenience of the North Jersey operator.

In hearing the very numerous cases referred to this Department by inspectors and from private sources, it is the policy of the Commissioner to conduct an informal investigation so that the interests of both parties may be protected without the necessity of appearance of counsel.

The Commissioner appreciates that it is frequently very inconvenient for persons to be brought to Trenton for the purposes of hearing, and has always endeavored in imposing a penalty to take into account the fact that the defendant has been compelled to give up what in frequent instances is valuable time and incur considerable expense in appearing before the Department.

The object of hearings is to give to the State a tribunal before which investigation may be made as to the right of the holder of a license to continue as a driver, and for the further purpose of creating complete and extended records at this office of those who are charged with serious infractions of the Motor Vehicle Act.

Under the powers given by the act of 1913, the Commissioner disposes of a great many cases under summons by fine. It is, however, the policy of the Department to require inspectors to bring no cases before the Commissioner on summons unless the inspectors are working in such a territory that they cannot obtain the services of a local magistrate or where in the opinion of the inspectors the local magistrate is incompetent or discriminatory in his action.

AGENTS—In dealing with the question of agents, as provided for under the act, the Department has not been convinced that this

system is the best, and has endeavored to minimize its disadvantages. Under the original Motor Vehicle Act, agents were to be paid commission which was to be fixed by the Commissioner at a maximum of twenty-five cents per license issued. This system was found to be impractical with the growth of the Department, and the former Commissioner determined a number of agents on a maximum commission basis, in order that their commissions might not reach such a sum as to be excessive, for the work accomplished.

While this afforded a remedy for the time being, with the further growth of the Department it has seemed necessary to establish all agencies on a maximum commission basis, and in order that this might be done, an act was passed in 1914 allowing the determination of maximum compensation to agents.

Acting under the provisions of this act for the next year, the commissions of agents will be determined on the amount of business on a per item basis, and the commission will remain standard throughout the year. In this way the increase in the cost of maintaining agencies will be lessened, and in fact for some years to come, the cost of maintaining agencies will not be greater than the amount which the Department has paid during the past two years.

It is the opinion of the Department that it would be a much wiser practice to limit the number of agencies to the large centers of population, and require that dealings with the Motor Vehicle Department be conducted largely through the medium of the mails. This will simplify the handling of the ever increasing volume of work, and in the opinion of the Department would not in any serious degree interfere with the convenience of the public or lessen the efficiency of the work.

MALADMINISTRATION OF AGENTS AND SAFEGUARDS—The Department regrets to report that during the past year it was necessary to remove one of the agents of the Department, owing to alleged improper handling of the Department business, resulting in considerable loss, which was, however, amply covered by the bond which the Department has required from all agents.

The Department is alive to the possibility of irregularities in agencies, and has endeavored to use every means to safeguard against such irregularities by improving its system of handling accounts and by an extensive system of audit. It is now a practical impossibility for an agent to indulge in any extensive irregularity without being speedily detected. To insure the State against any possible loss, the Commissioner has this year ordered a general increase in the amount of the bonds of all agents and employees.

(See Schedule in Part I.)

OUT OF STATE CARS—Under the fifteen-day touring privilege, owners of machines from other states have been frequent violators of the Motor Vehicle Act. New Jersey is essentially a summer resort state and essentially a state used largely by the motorists of adjacent states as a highway between large centers of population. So important has the work of checking out of state motorists become that we have detailed members of the inspection force both to the coast resorts and to other resort sections of the State to check out of state owners, with the result that thousands of dollars have been added to the revenues of the Department; in fact, it was possible during the months of June, July and August to appraise the activities of the men engaged in this work. At least \$100 a day in revenue were the returns made by each inspector specially detailed to this work. How much revenue was indirectly brought to the Department through their activities can, of course, only be estimated.

It is the opinion of the Department that any person owning a car from another state who comes to New Jersey for the purpose of spending the summer or spending any considerable time should be willing to pay a license fee, thus contributing toward the cost of regulation and toward the cost of repairing roads.

RELATIONS WITH OTHER STATES—The reciprocal arrangements on questions of regulation which were perfected last year with the states of Connecticut and Massachusetts have continued with considerable benefit to this Department during the present year. In addition to this, closer relations have been perfected between New Jersey and Pennsylvania and between Delaware and New Jersey.

This Department has co-operated with the departments of other states mentioned in the work of assisting them in enforcing their laws against drivers from this State, and, in return, has received material assistance from the departments of other states in regulating their drivers when in New Jersey.

As formerly, the state which prevents the completion of a chain of inter-state regulation is New York, which is not due to a lack of willingness on the part of the authorities of New York, but through a failure of the New York law to clothe such authorities with the power which is necessary in making co-operation possible. The Department again subscribes to the doctrine that there can be no true reciprocity unless regulation is continuous.

The Department desires at this time to make acknowledgment of the very cordial relations which have existed between the office

of the New York City District Attorney and this Department in the matter of tracing stolen cars and in aiding this Department in other criminal investigations. The Department also wishes to acknowledge the assistance given to inspectors by the New York and Philadelphia police departments.

SPECIAL INSPECTORS—With the adoption of the act of 1914, the number of special inspectors has been very largely increased, with a more than proportionate increase in the efficiency of their work. Formerly the special inspector was generally regarded as a purely honorary and, in most cases, decorative officer, and not one from whom the Department could require any definite service. Through a ruling of the Commissioner this year, the situation has been entirely changed, and every special inspector is now required to make a weekly report of his observations during the spring, summer and fall.

In a number of instances the work of the special inspectors has been as effective as the work of the regular paid inspectors, with the result that the prominent men in different parts of the State who have volunteered their services to the Department have been influential in bringing about a far better condition of traffic regulation. It is the intention of the Department to further perfect this system next year, and to require strict reports from every member of our special inspection staff.

It is now definitely understood by the special inspectors that any special inspector who fails to make such reports is to forward his resignation to the Department, thus removing the possibility of criticism, which in the past has been directed against the unpaid branch of the inspection work.

It is also the intention of the Department to summon the inspectors from time to time in conference in order that the Commissioner may have the advantage of the advice of those men who have been patriotic enough to give the Department their services without cost to the State. Several such conferences have already been held, and it has been found that the Department has received advice and suggestion which has been of exceptional value. The special inspectors will act as an advisory committee to the Commissioner.

CO-ORDINATION OF DEPARTMENTS WITH INSPECTORS—Under the law of 1914, the Commissioner of Motor Vehicles was empowered, upon the recommendation of the various State departments, to appoint any members of such departments or inspectors thereof to the position of special inspector of motor vehicles.

The Public Utility Commission, the Fish and Game Commission and the State Board of Agriculture have availed themselves of this opportunity and have designated representatives whose activities

take them from one end of the State to the other as proper persons to be appointed special inspectors. In this way, the Department is receiving the advice and assistance of men experienced in handling governmental affairs without additional cost to the Motor Vehicle Department.

MARKING OF INSPECTORS' CARS—There is a division of opinion among our regular and special inspectors as to whether the cars used by inspectors should bear a distinctive mark. The Department has decided, in the case of special inspectors, that a tag will be issued to each special inspector who desires one, on which will appear the words "New Jersey Special Inspector, No.—," such tag to be used in place of the regular marker. For the other inspectors who do not desire such a marker, a copy of the Department badge will be made in brass and can be affixed to the front of the inspector's machine. This will be an inconspicuous mark of authority which can be generally understood by the municipal officers with whom the Department is at all times co-operating.

The question involved is one of general police work. Some special inspectors obtain better results by indicating that they are officers of the State, while others seem to obtain a maximum of efficiency while operating more in the line of quiet detective work. The Department believes that with the use of devices such as these, the special inspectors will be of much greater service than formerly in the general regulation of road traffic.

SAFETY OF BUSES—The Department, appreciating that the motor bus is in effect a public utility, and is used, therefore, for the convenience of the public, has ruled that no motor bus will be licensed in this State unless careful examination as to its construction with a view to safety has been undertaken by the representatives of the Department.

A number of motor buses have been constructed upon chasses which were not designed to carry a motor bus body, and such bodies have often been of home-made construction, with the result that some of the motor buses operated in New Jersey are possibly top-heavy, or in other ways unfit.

The Department is endeavoring to correct this tendency by a refusal of license to any bus which is not of standard construction and which cannot successfully withstand a severe test by our inspectors. No general rule of construction can be enunciated, and each case will be determined on its merits.

CONTRACT FOR TAGS—The Department has contracted for next year's supply of tags with the Brilliant Manufacturing Com-

pany, of Philadelphia. It was found necessary by the Department to debar the former contractor, the Quayle Enamel Company, of Albany, from presenting any bid, owing to the fact that the Quayle Enamel Company failed in the contract for 1914, compelling the Department to go into the open market under such contract and purchase supplies. Very fortunately, the Department was not subject to any loss by the failure of the Quayle Enamel Company to carry out the terms of their contract, for the reason that the Department is amply protected under the terms of the contract and bond.

The supplies already in our hands from the Brilliant Manufacturing Company are of a much superior type than the supplies which the Department received from its former contractor, and while there has been a slight increase in the price, it is believed that the markers will be much more satisfactory. The Brilliant Manufacturing Company was the lowest bidder on all bids which were received by the Department.

CONTRACTS FOR SUPPLIES—With the equipment of the inspectors with motor vehicles—some of which are owned by the Department and some of which are privately owned by the inspectors and maintained by the department—it has been found wise for the year 1915 to execute contracts for tires, gasoline, oil, and greases, and the Commissioner has requested bids from manufacturers of these materials, limiting the tire bids to the standard makes only.

The Department is very glad to announce in this connection that it has been able to obtain a standard tire at approximately thirty per cent below the list price, and that it will be able to obtain gasoline from the tank companies at wholesale or garage prices. There will also be a great reduction in the cost of oils and greases, with the result that there will be a saving in the amount spent next year for the purchase of these materials aggregating some thousands of dollars.

REPAIR AND MAINTENANCE OF CARS—It is necessary to overhaul each year the cars owned by the Department and those privately owned by the inspectors and used for the purposes of the Department. In order that this work may be completed as cheaply as possible the Department has delegated two of its inspectors who are practical mechanics to take all of the cars owned or operated by the Motor Vehicle Department and give them a complete overhauling, thus saving a large expense which would otherwise be paid to private machine shops. In this way replacement of parts can be purchased in quantities, and the pur-

chases made only after estimates have been submitted, with a probable saving to the State.

PRE-AUDIT OF FILES—During the year 1914 a very extensive audit was made of the applications for car registrations and drivers' licenses by inspectors who have made a special study of car ratings. It was found that a number of vehicles had been underrated, and that in a number of instances commercial vehicles had not been given their true weight, with the result that many thousands of dollars had been lost to the State.

In order to collect this money, it was necessary to detail the entire inspection force to the work of investigating the cases which appeared after investigation of the files of the Department and to collect the money that was due. This year \$4,925.00 was saved the State by this work.

In order to prevent a recurrence of this in years to come, one of the inspectors of the Department, expert in the question of car rating, has been detailed to audit each application as received. Tables and information are being prepared, so that before any registration card is received at this office and filed, it will be possible for the Department to be reasonably sure that there has been no underrating, and, consequently, no loss in revenue to the State.

DRIVERS EMPLOYED BY CORPORATIONS—A number of cases have come before the department of reckless and incompetent driving on the part of men employed by large corporations such as our express companies and other similar concerns. In investigating these cases, it has been found in almost every instance that the reckless operation of vehicles has been due to lax management on the part of the employer rather than to any wanton desire on the part of the employee to infract the laws.

In dealing with such cases notice has been served upon the employer that he is held responsible for the conduct of his drivers, and that after due warning has been given, if any driver is found wantonly violating the law, the Department would expect that the employer would immediately discharge him, and in the event of his failure to do so, that license would be refused to the company held responsible by the Department.

It has been the experience of the Department that in but rare instances has there been any serious complaint filed against the driver of any company after warning such as above indicated has been given to the employer.

WITNESSES—It has been strongly advocated by the special inspectors that the expense of witnesses appearing before the Commissioner in any investigation should be paid. While not entirely convinced that this is necessary, as the Commissioner is frequently able to dispose of matters of this character by the submission of affidavits, the Department will ask for a small appropriation to cover the expenses of those witnesses on whom it is necessary to serve formal summons in determining the merits of any case.

ROGUES' GALLERY—During the past few years, there has been such a noticeable increase in the number of criminals who are engaged in the occupation of driving motor vehicles that it would seem necessary for any modernly equipped motor vehicle department to have a Rogues' Gallery, showing the pictures of automobile thieves and chauffeurs who have been arrested as guilty of other criminal offenses. We have opened such a gallery in New Jersey, and have received considerable assistance from the large police departments throughout the United States, especially from New York, Newark and Philadelphia.

It is the intention of the Department to make this gallery complete, and to use it as a basis for the refusal of drivers' licenses in New Jersey to any criminal who may apply at the examinations, and as an aid to the public and the local police departments in the tracing of criminals.

AUTOMOBILE LISTS—The lists of the owners with their registration numbers for the States of New York, Pennsylvania, Connecticut and New Jersey have been placed in the following police departments: Camden, Trenton, Perth Amboy, Elizabeth, Red Bank, Asbury Park, Jersey City, Passaic, Paterson, Morristown, New Brunswick, Freehold, Hackensack, Bridgeton, Atlantic City, Woodbury, Somerville, Mount Holly, Cape May, Newark.

Identification of a car may thus be quickly obtained without reference to Trenton. Such a list will be available for the public at all hours of the day and night, and will be of value to the local police authorities.

This arrangement was made possible through the Auto Directories Company of New York. These lists are provided free of charge in return for copying facilities which have been given to this company in obtaining the names on the New Jersey lists. The lists supplied will be printed on loose leaves and can be placed in a binder.

NEWSPAPER CLIPPINGS—In order that the Department may be kept in touch with all motor vehicle happenings, the Chief Inspector

is required to clip all matters from the newspapers which relate to automobile accidents or happenings. A number of such items have been subject to special investigation, and have resulted in improving the facilities of the Department in the work of regulation.

REPORTS—The inspectors in charge of machines will be required to make daily reports of mileage, which will be checked at this office with gasoline consumption of the machine used by the inspectors, to be taxed as to its mileage on a per gallon basis.

As noted in another part of this report, all gasoline will be supplied by one company at wholesale rates to each inspector in tank provided, and the inspector will be checked in accordance with mileage on both gasoline and lubricating oil, as well as on the question of mileage obtained from tires and in the use of greases. In this way the supplies which are given to the inspectors in bulk will be subject to a reasonably accurate audit.

MANUAL—The Department Manual has been very largely improved for the year 1915, and will contain a police directory covering each district in which the inspectors operate, giving the names and addresses of the chiefs of police and local magistrates. The Manual has also been improved in a number of branches, and affords a more complete system of rules and regulations governing the activities of the inspectors. This is the second edition of the Manual, the first Manual ever adopted having been in use for the year 1914.

S. A. E. RATING—The Commissioner, proceeding in accordance with the law of 1913, has adopted for the year 1915 the S. A. E. rating, formerly known as the A. L. A. M. rating. The Department does not believe that this rating is the best method of determining the true horsepower, and with a view to altering the formula, the Department has consulted with various engineers, and while all agree that the S. A. E. rating has ceased to be the rating which should be used in determining the horsepower of machines, none of them can likewise agree on any other formula which would be sufficiently simple to be practical for the use of determining the fee to be paid by the applicant. The Department, therefore, on account of the diversity of expert opinion, has been forced to adopt this rating for another year.

Further efforts will, however, be made, which will take into account the element of stroke, which has become one of the governing factors in determining the horsepower of combustion engines of all modern types.

EDUCATIONAL.

The regulation of vehicles has become so complicated through the general use of motors that the Department has been impelled to request the Commissioner of Education to suggest that instruction be given to children in the proper use of streets. The following letter was sent to Commissioner of Education Kendall by the Commissioner of Motor Vehicles:

"December 4, 1914.

"My Dear Sir:

"The Department of Motor Vehicles has noticed during the past year that numerous children of the Grammar School Grade have been either killed or severely injured by motor vehicles; that in a majority of such accidents the operator of the motor vehicle has not been at fault.

"These accidents have occurred especially in large cities. Traffic, since the use of motors has become general, presents a very serious problem, dependent largely upon the education of the pedestrian as well as of the operator. The carelessness of children in the use of our streets is largely due to a lack of appreciation of the danger.

"If, throughout New Jersey, attention could be given by school authorities to instruction in the proper and safe use of streets, in the opinion of this Department, many serious accidents would be avoided, and the children would early in life learn to understand the increasingly complicated problems presented by road traffic under present conditions. In this way, the education of the individual in the safe use of streets upon which high powered and swiftly moving vehicles are operated would be introduced into the very foundation.

"The Department would be very glad to present, should this suggestion meet with favorable consideration by you, a brief and simple series of rules or precautions which could be used as a basis for 'safety first' lectures.

"Very truly yours,

(Signed) "JOB H. LIPPINCOTT,
"Commissioner of Motor Vehicles."

The Commissioner of Education indicated his entire agreement with this scheme, and later a series of simple rules and regulations which might be used as a text for lectures on the use of streets was prepared by the Commissioner of Motor Vehicles and sent to the Department of Education, copies of which have been placed in the hands of the principals of all public schools of the State.

Not only is it important that children in our schools be educated in the increasingly complicated traffic regulations, it is also important that every user of the road understand thoroughly the general principles and special rules regulating the vehicular and pedestrian traffic.

The Department will request from the Legislature a sufficient appropriation to make possible the distribution to each license

holder in New Jersey of a complete copy of all traffic regulations. Should the State pass a general traffic statute, this work will be much simplified. In this way, the Department believes by a clearer understanding of traffic regulations that there would be a great lessening in the number of serious accidents.

INSURANCE ON DEPARTMENT MACHINES—The Department has obtained a blanket policy covering property damage insurance, collision damage insurance, and fire insurance on all cars owned and operated by the Department.

PART V.

GENERAL POLICY REQUIRING LEGISLATIVE ACTION OR PARTIAL LEGISLATIVE ACTION FOR ITS FULFILLMENT.

This part of the report will deal with those changes in the Department management which seem advisable to the Commissioner of Motor Vehicles, and which, in order to be adopted, would require an act of the Legislature.

SPEED REGULATION—The speed limits under the Motor Vehicle Law are regarded by the Department as directory, and in the work of practical enforcement it has been the Department policy not to make arrests where the violation of the speed law was not of such a nature as to be aggravated.

It has been found by practical experience that inspectors or police officers in timing cars are subject to error, and that were a man to be subject to arrest for exceeding the speed limits in only a slight degree, his arrest might often be unjustified and in any case would be a hardship on the operator.

With the increasing speed of cars and the installation of more perfect machinery and the equipment of cars with safety devices, it is conservative to say that there are but very few drivers on our roads who do not exceed our speed limits. So general has this condition become that it is the opinion of the Department that the speed limits must be enforced liberally.

This has caused the Department to issue general instructions to inspectors where the operator of a machine is driving on a road where there is no traffic congestion and where there are no intersecting roads, that a speed of from thirty to thirty-five miles an hour would be possibly permissible, and that in the non-congested quarters of a town where the houses are less than one hundred feet apart, a speed of eighteen miles might be regarded as reasonable.

In this way, the Department has endeavored to prevent any person from charging that its enforcement of the speed laws

was technical and without due regard to the main principle which underlies all such regulation: namely, of safety.

It is the belief of the Commissioner that New Jersey might well follow the lead of New York and several other states by increasing the maximum speed limit of motor vehicles to thirty miles an hour in the open country and to fifteen miles an hour in the towns and cities. Such a law would be more in accordance with the modern development of the motor car itself, and would be subject to stricter enforcement.

DRIVING WHILE INTOXICATED—Possibly this is the worst offense that any driver can commit, and possibly this is the reason that the Legislature has seriously complicated the penalty which may be imposed.

Under the original act of 1906, driving while intoxicated was a violation of the Motor Vehicle Act and punishable by a fine or imprisonment, or both. Under the act of 1909, driving while intoxicated was made a misdemeanor punishable by fine or imprisonment, after indictment by the grand jury, thus taking the final disposition of cases out of the hands of the local magistrate.

Under the act of 1913, driving while intoxicated was brought under the disorderly persons act and the punishment provided was thirty days' imprisonment as a minimum without the alternative of a fine.

While the Department is of the opinion that there cannot be too severe a penalty for this violation, and that action should be summary, it is also of the opinion that by limiting the punishment to imprisonment only without the alternative of a fine, the law, from a practical standpoint, has been made unenforceable.

It is found that a number of persons arrested for driving when intoxicated and tried under the disorderly persons act have been allowed to go free on a suspended sentence, the magistrate apparently not desiring for reasons of his own, to imprison the offender.

It is also the experience of the Department that where a man is arrested for driving when intoxicated, the magistrate will instruct the officer to make an additional charge of reckless driving and then acquit the man for driving when intoxicated, convict him for reckless driving, and fine him—showing a further disposition on the part of the local magistrate to evade the provisions of the disorderly persons act in imposing a sentence entailing imprisonment.

It is the desire of the Department to have this law strictly enforced, and in a number of instances the Department has made public expression criticising the action of several magistrates in failing to convict persons of violating this act.

The Department, however, feels that the authorities are confronted with a practical question, and that when a law on so serious a subject is not enforced, it might be wise to make some alteration in the law itself.

The recommendation of the Department would be that a severe fine, for instance, a minimum of two hundred dollars, with the alternative of imprisonment, or both, and for the second offense imprisonment alone, would bring about more convictions for driving when intoxicated and would thereby tend to improve the opportunities of the Department in eliminating this class of offenders from the roads.

In every case brought before this Department of driving when intoxicated, a revocation of license has resulted, and such license has not been restored on probation unless the offender could show that he has entirely stopped the use of alcoholic stimulant and further complied with the requirement of the Department by filing an affidavit to such effect, together with character letters from reputable physicians in his community.

SEARCH LIGHTS—The Department of Motor Vehicles issued the following request to owners of motor cars:

"The Department of Motor Vehicles invites your co-operation in a movement to increase safety of travel on our public roads and streets.

"Dazzling headlights and lights whose rays are intensified by parabolic or condensing reflectors are a source of danger to all users of the road. From the records of this Department and from the experience of other departments, it is apparent that numerous accidents are caused by the use of powerful lights when such lights are directed not on the road entirely, but into the eyes of other drivers and pedestrians.

"Properly used, a powerful light is a source of protection, where improperly used, it becomes a source of danger. Like all recent inventions and devices which have not been perfected by use, the powerful headlight has not as yet been generally reduced to a basis of maximum safety. It has, however, passed through the stage of experiment, and is a device that has received very general endorsement.

"Appreciating the benefits and the danger of high powered lights, a general movement has been inaugurated to retain them as an aid to comfortable and safe driving, by eliminating their objectionable features. Numerous devices for hooding, shading and reducing glare are on the market, and are obtainable at reasonable prices. The use of any one of a dozen such devices will bring the desired result: The Department requires motor vehicle owners, if they operate cars equipped with high powered lights, to use some device for the purpose of protecting other users of the road from the harmful glare, which in its results is often fatal to all parties concerned.

"Public opinion, so far as the Department can learn, is not divided on this subject. Every one would appear to admit the evils incident to high powered lights. That such evils may be corrected by the installation of simple devices is also a well established and understood fact. Therefore, in the opinion of the Department, this condition produces a moral obligation upon every operator to protect himself and others from so unnecessary a source of danger both to life and property.

"The Department desires it understood, however, that there is no legal obligation imposed. The motor vehicle law, which governs, requires nothing more than a light of a minimum power of visibility, and the same act further prohibits the municipalities from adopting ordinances on the subject. This request may therefore be disregarded with impunity. The moral obligation, however, cannot be disregarded by any person conversant with the situation.

"In this connection, the department desires to point out that it is equally important that high powered lights be so used as not to interfere with other users of the road on the country roads as it is upon the city streets.

"In the opinion of the Department, a mere dimming or 'high low' device is not satisfactory, as it will be found that its use depends entirely upon the driver; whereas, any means of protecting life and property should be when possible, a matter of permanent equipment and not depend upon the voluntary exercise of judgment on the part of the driver.

(Signed) "JOB H. LIPPINCOTT,
"Commissioner of Motor Vehicles."

The Department, however, regrets to report that but very few owners of motor vehicles seem to have made any attempt to comply with this request—probably due to the fact that it was simply a request and not compulsory upon the owner.

The question of the powerful search light should be settled by this Legislature. With its general use have come a series of devices which are calculated to dim its rays, or better, to take the direct rays from the eyes of other users of the road.

There is therefore no longer any excuse for failure on the part of the Legislature to enact a law requiring that some device be used to insure safety to other users of the road. It is the belief of the Department that the law at this time should be general in terms, and that if any one of several devices for this purpose are used, there would be a compliance with the law.

The Department has investigated a number of devices which have been offered for this purpose, and finds at least one that is reasonably efficient can be installed without cost. There would therefore be no undue burden placed upon the owner of any car. By the adoption of some such device, it would be possible to further save life and property, and provide a more safe and comfortable use of roads.

TRANSFER OF REGISTRATIONS—A car license issued to a machine under our present law must remain with that machine, and can-

not be transferred from one machine to another, but may be transferred from one owner to another. The Department believes that this law works a hardship on automobile owners who during the course of the year sell their cars, very frequently selling same outside the State where the New Jersey license which goes with the car would be of no use to the new purchaser.

The Department suggests that an amendment to the act be passed allowing car registrations to be transferred not alone from one owner to another but from one car to another on proper application to the Department and on payment of any increase in the registration fee which may be incident to such transfer and on payment of the regular transfer fee as at present required for the transfer of registration from one owner to another.

THE WIDTH OF TRUCKS—Dependent upon the question of the proper equipment of motor trucks is the question of their width, height, weight, and general construction. If a motor truck cannot be properly equipped with safety devices such as reflecting mirrors, lamps, etc., and if from its construction it is so wide and so noisy in operation as to be a source of danger to other users of the road from the inability of its driver to handle it properly, it would seem that it was the duty of the Department to take steps to regulate the width of commercial vehicles, and in other ways to establish rules governing their construction.

The Department has hesitated to take such action under its general licensing powers, believing that the motor truck was a necessary adjunct to modern transportation, and therefore not wishing to take any action which would tend to hamper in any wise the use of motors as a means of transporting freight in large quantities.

It is, however, the opinion of the Department that the Legislature should give express powers to the Commissioner of Motor Vehicles further than the general powers already given to him in licensing to determine whether vehicles built in both width, height, and weight, as at present, are safe vehicles for operation on our highways, and if necessary, to allow the Commissioner to regulate by revocation or refusal of license the use of these vehicles.

If the development in this class of vehicles continues at the same rate as during the past few years, it is impossible to predict what character of monstrosity will be placed on our roads under the guise of commercial vehicles. It would seem, there-

fore, that direct power of regulation in the matter of construction is necessary to be placed in this Department.

Especially is this necessary until roads may be constructed of sufficient width and of sufficiently serviceable material to be used as a medium for carrying these vehicles.

BUSES—During the past year, several important motor bus lines have been organized in New Jersey, and it has been clearly demonstrated that the motor bus is taking the place of the suburban trolley line.

Unfortunately, there are no statutes which bring the motor bus under the same regulation as other public utilities. The Department believes that the motor bus lines using the public roads of the State as their tracks should contribute more liberally toward the upkeep of such roads, and further, that no motor bus line should be operated without obtaining a franchise from some central State authority.

In a number of cases, roads have been used for the operation of motor buses, which from their construction are totally unfit to carry this character of traffic, and in a number of cases the result has been injury through accident to other users of the road and possible damage to patrons of the bus lines. In addition to this, there is a question of the regulation of rates and of time schedules, involving the convenience of the general public, which would seem to be an adequate argument in favor of the enfranchising of such companies.

The Department would strongly urge that legislative action be taken, but that such action be not of so drastic a character as to prevent an increase in the number of bus lines or the continuation of the bus lines now in operation. The suburban motor bus, and in fact, the city bus, have become a convenience inseparable to modern transportation, and everything should be done to encourage it, but at the same time, the State should derive its just share of revenue for the privileges granted. No public utility should be permitted to operate without the same general supervision as is required of other public utilities.

CONFLICT IN TRAFFIC RULES—The Department cannot too strongly urge a complete reorganization of our system of regulating vehicular traffic. The present system of regulation through the medium of local ordinances has proved unsatisfactory, for the reason that there is a conflict between ordinances on important questions in different cities, and for the further reason that in the absence of a general State traffic act, there is a lack of knowledge

of road regulations. Ignorance of road regulation is the principal cause of lack of observance.

The question of traffic regulation is one for specialization requiring officers trained for its enforcement. This cannot be accomplished until there is a uniformity of traffic regulation throughout the State.

This uniformity can only be obtained through the passage of a State traffic act and the abolition of the system of local ordinances. The Department does not mean by this that local ordinances should be entirely prohibited on those questions which are purely local in their nature, but that rules and regulations which are of general application should be enacted into a statute.

General powers should then be given to the inspectors of the Motor Vehicle Department for the regulation of all classes of traffic. To confer power on inspectors simply to regulate motor vehicular traffic prevents the inspectors from obtaining an enforcement even of the Motor Vehicle Act itself.

All kinds of traffic are entwined with each other. To differentiate one class of traffic and treat it in one way and another class in another way is to simply place a premium upon lax enforcement, with the result that the very object of traffic regulation is defeated; namely, safe and facile use of the highways.

TRAILERS—The question of the legality of the use of trailers attached to duly licensed motor vehicles has been ruled upon adversely by the Attorney General in a case where a stage coach was attached to an auto-bus. It has, however, been a part of the regular business of certain large corporations doing construction work to attach to the heavy commercial trucks trailers for the carrying of materials.

Since the receipt of the opinion of the Attorney General the Department has endeavored to enforce the law in this particular as reasonably as possible, appreciating that to eliminate entirely the use of trailers would be to hamper necessary business.

It would therefore seem to be the duty of the Legislature to pass a law governing the licensing and operation of trailers. In this connection the Department feels that the law of Pennsylvania in this particular might well be adopted in its essential features, and that trailers would then be subject to a separate and distinct license from the motor vehicle and could be required to exhibit a tag issued to them.

This would bring within the province of the Motor Vehicle Department the power to regulate the character of trailers to be

used and to see that such trailers were of standard workmanship and so attached to the motor as not to be dangerous either to the operator of the vehicle himself or to other users of the road.

ILLUMINATED LICENSE TAG—It is a notorious fact with the present system of car lighting that it is almost impossible to illuminate the rear license tag in such a way that it can be read, especially when the license tag consists of more than four figures. All modern development in the matter of identification cards would seem to tend towards the adoption of an illuminated tag; in other words, a tag of such a construction that the light could shine through, readily defining the numbers.

The State Department has been debarred from adopting any such device, owing first to the fact that no practical device seems to be in use which provides both day and night identification. In the second place, the devices submitted were of a cumbersome workmanship and would probably produce doubtful results. The Department is of the opinion, however, that the law should be so altered that the Commissioner of Motor Vehicles be empowered to adopt an illuminated rear tag, should an economical and practical device be developed. This would seem to be as far as legislation could go at this time.

The Department is certainly compelled to admit that under present conditions the average machine cannot be identified after dark even though it has complied with the technical requirement of law that the rear tag should be so illumined as to be visible fifty feet. A tag on a car which is standing and which is visible fifty feet to the rear after nightfall is very frequently not legible when that car is moving at a rapid rate of speed.

A SAFEGUARD AGAINST MACHINE STEALING—In every one of the many stolen car cases investigated by our Department, the first evidence has been obtained through the alteration of the engine number or the maker's number. In most cases the engine number has been filed off and the maker's number removed, or substituted or altered. As the maker's number is required under the law to be entered upon the registration card and stamped upon the seal on the license, it seems to the Department that the State of New Jersey might very properly through legislative action protect the integrity of our license by imposing a severe penalty for any person who has in his possession a car whose maker's number has been apparently altered or whose engine number has been filed or otherwise mutilated.

If such a law were passed, it would probably mean that the receiver of stolen automobiles could find no market for the automo-

bile itself, as the purchaser would be put upon notice to investigate whether the engine number or maker's number had been tampered with, and under no circumstances would he allow himself to be caught with a car in his possession where there had been any alteration in these numbers.

CHAUFFEUR'S BADGES—Last year the Department purchased a small supply of chauffeur's badges, so that paid drivers from New Jersey would not be subject to difficulty when operating in a state which required such a badge by law. It has been found, however, that there was very little demand for these badges; in fact, so small as not to make it worth while to continue the system, which has been, therefore, abandoned. It might, however, be wise to require that all paid drivers should use a badge similar to the ones required in New York and Pennsylvania.

PROFESSIONAL DRIVERS—Under our present license act, there is no distinction between the drivers' licenses issued to the owners or members of their families and to the drivers' licenses issued to the professional operators.

It is the opinion of the Department that there should be two classes of drivers' licenses; one for the professional driver, and one for the owner, in order that the work of regulation might be simplified.

It is increasingly important that only honest drivers be given a license which entitles them to employment as operators. While no exceptionally good results would be obtained by withholding a driver's license from any person convicted of a crime who simply desired to operate his own machine, with a professional driver's license, it would be possible and right for the Department to refuse license to any person having a criminal record, thus affording an additional protection to the owners of cars.

PHOTOGRAPHS ON PROFESSIONAL OPERATOR'S LICENSE—The Department is inclined to believe that all professional drivers should be required to have their photographs placed on the license cards. Unfortunately, New Jersey makes no discrimination between the professional driver and the non-professional, so that until the Legislature takes action changing the law this would be impossible.

In a number of states, the idea of the finger printing of applicants for professional driver's license has been advocated. Until there is a difference between the professional license and the non-professional license, it would be impossible to establish any such identification system.

RE-ORGANIZATION OF MINOR COURTS—Much criticism has for years been made of the action of certain local magistrates, especially of the justices of the peace in the country communities. It is the experience of the Department that in many cases men are elected to the office of Justice who do not show conspicuous fitness for the position, with the result that in disposing of violations of the Motor Vehicle Act, their action has brought the enforcement of the law into disrepute, and has induced the charge that the whole proceeding was instituted for the purpose of collecting fees, or of obtaining fines for the use of the Department.

There would seem to be no way to rectify this unless the magistrate system were adopted throughout New Jersey; namely, that in each district a competent man should be designated as the magistrate before whom all violations of this character should be brought, and that such magistrates should be subject to appointment and control by the Governor or other central State authority. In this way, the enforcement of the increasingly important motor vehicle law would not be subject to the criticism which has attached to it in the past.

DEFECT IN VEHICLE LIGHT LAW—The act of 1911 requiring that horse-drawn vehicles carry lights is defective, for the reason that it fails to allow the magistrate to commit any person charged with such a violation and who refuses to pay the fine provided under the act.

This law should be revised and an alternative of imprisonment or fine should be included in the penalty. The inspectors of the Motor Vehicle Department should be given power to enforce this law together with other acts regulating vehicular traffic. Regulation of all classes and kinds of traffic is inseparable, therefore inspectors should have general powers to regulate.

MOTOR CYCLES—Motor cycles should be required to exhibit a tag both front and rear. At present, the size of the motor cycle tag is so small as to render identification difficult, and yet the Department hesitates to recommend a larger motor cycle tag, owing to the construction of the machine.

The Department would, however, suggest that the use of low numbers on motor cycles could be adopted, so that the number plates could be square and the numbers larger. In New Jersey there will probably be ten thousand or more motor cycle tags issued for the coming year. If these were reduced to three-figured numbers by the use of serial letters, it can readily be seen that the size of the tag could be constructed as indicated above without interfering with the use of the motor cycle.

DEALERS' AND LIVERY LICENSES—The continued violations of the law relative to the use of manufacturers' licenses compels the Department to suggest, in justice to the dealer, that the law be amended so as to allow manufacturers' numbers to be used not alone for demonstration, but also for purely shop purposes, such as towing of machines and on cars used for repair purposes; and that a new class of license be constituted known as the livery license, for which a fee as high as the maximum fee at present required for any car registration be charged, and that the owner of such license be allowed to transfer it from one vehicle to another used for hacking purposes without application for transfer.

LIGHTS ON STANDING VEHICLES—Under our present law a standing vehicle is not required to exhibit a light to the front. The Department believes that a vehicle standing at the curb in a city or along the country road should be lighted both front and rear in order to prevent collision with moving vehicles.

RECORDS OF DRIVERS—The Department is carefully compiling the records of all drivers against whom reports of any character have been made. These records during the coming year will be filed with the application of such driver for license and will afford a basis for determination in the disposition of cases and in the granting or withholding of licenses.

In order that these records might be more accurate, the Department believes that every justice of the peace or local magistrate disposing of any motor vehicle case should be required to file with the Commissioner of Motor Vehicles a brief statement of the nature of the violation. At present, the magistrate simply sends the name of the person arrested when remitting the fine, as required by law.

EXAMINATION FEE—In order to meet the growing demand of the Bureau of Examinations, the Department would suggest that an examination fee of twenty-five or fifty cents for each person examined be charged, such revenue to be collected at the examinations and applied to the salary account of the Motor Vehicle Department, either by appropriation or by direct credit, and that such moneys be expended for the expense and salaries of the additional examiners required in this Department.

At the present time, aside from the expenses of the inspectors detailed to the examination work, there are no charges which the Department is compelled to defray, as in every case the City Halls or other public buildings are used, or as in the case of

Hackettstown, where it was necessary to hold the examinations in a hotel, the facilities are given free of charge.

In the few other states where examinations are held for professional drivers, an examination fee considerably in excess of the above suggestion has been required. If the legislature will authorize a fee of twenty-five or fifty cents per person examined, the revenue so derived would pay the salary and expenses of three to six inspectors, respectively.

MUFFLER CUT-OUT—Our present act prohibits the use of the muffler cut-out in any built-up section. The department would recommend that the law go further and prohibit the use of the muffler cut-out not alone in built-up sections, but in the open country, unless the machine is ascending a hill of greater than five per cent grade.

NUMBER OF PAID INSPECTORS—With the phenomenal increase in the work of examination and in road investigation, it is important that the number of paid inspectors be increased.

The Motor Vehicle Department seems to have increased in its work on a basis of at least twenty per cent per year, and under new conditions it is found that a number of details require the attention of our inspection force. It can be shown by actual figures on file in the Department that each inspector is worth double his salary and expenses to the Department.

Therefore, the increase in the inspectors and the consequent increase in appropriation does not in any wise lessen the actual net revenue which the State receives but would augment it. It is, therefore, the suggestion of the Department that the limit on the number of inspectors be removed from the act, and that the Department be allowed to employ as many inspectors as may be provided with compensation under the appropriations act.

RECIPROCITY—The reciprocity amendment to the Motor Vehicle Act, passed some years ago, while providing an unsatisfactory arrangement of inter-state relations is probably the best scheme that can be adopted at the present time. The demand now from other states upon New Jersey seems to be that New Jersey adopt the thirty days' residence scheme and do away with the touring privilege, thus allowing absolutely free touring between states.

In the last annual report the Department recommended that no such scheme be adopted for the reason that New Jersey because of its peculiar location, is travelled more than any

other state in the Union by automobilists of other states, and that New Jersey should, therefore, be very conservative in further extending privileges to non-residents.

The Department feels that the present reciprocity law should be in force for some years yet, and that any further concession to out of state machines would simply result in a decrease in the Department revenue which New Jersey can ill afford to spare from its road repair bill.

MOTOR VEHICLE INSURANCE—One of the factors which is an influence against safety and responsibility is motor vehicle insurance. Practically the owner of every machine today is insured against damages accruing from accidents. This insurance generally is not conditional on the responsibility of the insured for the accident, so that the driver of a car involved in any accident or collision generally refers the matter entirely to his insurance company and takes no further interest in the adjustment of damages.

While motor vehicle insurance is undoubtedly necessary, just as the insurance on all other property, there is none the less a question of police regulation involved in the operation of a motor vehicle which is not involved in the mere ownership of simple property; and insurance which nullifies partially responsibility is detrimental to police regulation.

It is the belief of the Department that to indemnify a man against an accident which may be the result of his own negligence is to seriously interfere with and impede the enforcement of the laws of the State and to engender in the minds of the drivers a feeling of security against pecuniary loss by reason of negligent or incompetent operation.

The Department believes that such policies should be subject to very strict limitation, and that when it can be fairly shown that an accident is the result of incompetent or criminal operation of a machine, the holder of a policy should forfeit any indemnity under such a policy.

So flagrant has this condition become, that it is not infrequent for the department to find in investigating cases of accident, that the owner of the car at first refused to make any statement on the matter and would refer the department to an insurance company.

In every case of this character which has come to the attention of the Department it has been made plain to the operator of the car that the Department would have no dealings whatsoever with the insurance company, but would hold the owner

strictly responsible for his operation. The Department could, of course, take no other action in this, as it is not charged with the collection or adjustment of damages.

The readiness with which the insurance companies adjust such damages has served to kill penal prosecution against the incompetent or criminal driver. The Legislature should appoint a committee to investigate the subject and then pass restrictive legislation.

REPORT OF ACCIDENTS—In some of the New England States, the law requires that every person involved in an accident shall make immediate report to the licensing authority of such accident and a report of the causes and responsibilities.

This law, if adopted in New Jersey, would certainly have the effect of keeping the department in close touch with all accidents on the road which should require investigation.

At the present time, even with the most painstaking scrutiny of the newspapers and the most concentrated work of the inspectors, very frequent road accidents escape the attention of the Department, thus hampering the work of regulation and allowing many drivers to continue as operators who have demonstrated their unfitness.

APPROPRIATION—The appropriations made for the maintenance of the Motor Vehicle Department, deducted from the revenues produced by the Motor Vehicle Department, average about ten per cent. of the gross receipts of the Department. This percentage is lower than that of any other state which maintains an extensively organized motor vehicle department.

The Department feels that it has been able to economically manage its affairs by comparison with other states, when it is considered that New Jersey is one of the few departments that maintains an inspection force. Most of the other states whose percentage of maintenance is greater than New Jersey's, do not have the expense of maintaining an inspection force, thus making comparison with other states even more favorable to New Jersey.

With the increasing work of the department, it is, however, necessary that there should be a proportionate increase in the expense of maintaining the Motor Vehicle Department, and it has only been by the most painstaking management that the Department has been able to live within its appropriation, thus hampering very largely the work of regulation and collection, to the financial detriment of the State.

The increases in appropriation to this Department do not affect the revenues which could be used by other State departments, as the appropriation for the Motor Vehicle Department is deducted from the revenue it produces, the balance of such revenue going to the repair of roads. Every dollar given the Motor Vehicle Department increases its efficiency as a collection agency to the extent of returning to the State two dollars in its place.

The appropriations, annual and supplemental, for the year 1914, on which the Department was maintained, are as follows:

ANNUAL.

For salary for the Commissioner of Motor Vehicles.....	\$ 1,500.00
For salary for the Chief Inspector.....	1,500.00
For compensation for Inspectors.....	17,600.00
For expenses and equipment of Inspectors.....	10,000.00
For compensation for clerical services.....	7,350.00
For postage, expressage and other incidental expenses.....	4,000.00
For blanks and stationery.....	5,000.00
For the purchase and packing of identification markers and dies for use in connection with the same.....	19,000.00
	<hr/> \$65,950.00

SUPPLEMENTAL.

For salary of Chief Inspector.....	\$ 473.32
For Inspectors' salaries.....	3,670.00
For expenses and equipment of Inspectors.....	3,000.00
For additional compensation for clerical services.....	950.00
For postage, expressage and other incidental expenses.....	1,500.00
For blanks and stationery.....	2,500.00
For refunds.....	200.00
For automobiles.....	5,500.00
	<hr/> \$17,793.32

There will be no considerable increase in the request of the Department for the coming year, with the exception that the Department will ask the Appropriations Committee to provide funds for the purchase of more machines for the equipment of the inspectors and for a consequent increase in the expenses of inspectors for the maintenance of the new machines.

Respectfully submitted,

JOB H. LIPPINCOTT,

Commissioner of Motor Vehicles.