



GLENDALE POLICE DEPARTMENT

Speed Enforcement Program
"It's our town, please slow down"

SPEED ENFORCEMENT PROGRAM

"Its our town, please slow down"

Description and Analysis

Submitted to:

The Police Executive Research Forum

to be considered for

The Herman Goldstein Award
for Excellence in Problem-Oriented Policing

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TABLE OF CONTENTS

Abstract	i - ii
Scanning	1 - 2
Analysis	3 - 4
Response	5 - 9
Assessment	10-11
Agency & Officer Information	12
Addendum's (A, B, C)	13-16
Attachments	

ABSTRACT

In its efforts to continue to provide the highest quality of service to its citizens, the Glendale Police Department began to examine what enforcement methods could be implemented to reduce the total number of traffic collisions occurring each year. Trends were showing that both the number and severity of traffic accidents was spiraling upward, yet traditional constraints were seemingly ineffective in combating the increase.

The course of action that was decided upon utilized existing resources and techniques, but emphasized "Zero-tolerance" and mandatory arrests for drivers found to be operating their vehicles in an aggressive manner.

The program instituted by the Traffic Division of the Police Department was, in and of itself, effective in so much as it brought much needed attention to the speeding and collision crisis the City was experiencing. The notoriety we were receiving, however, was in the form of negative publicity due to the hard-line approach we had taken. What was being lost was the long-term objectives of the program, which were to improve the overall quality of life in Glendale by creating a safer driving environment through behavior modification. Our goal was to attain voluntary compliance but to achieve this we realized that options other than traffic citations had to be explored.

To this end, an alliance was formed between the Police Department, the Marketing Department and Traffic Engineering which was tasked to produce a comprehensive plan to change attitudes as well as behaviors. Resources within the Prosecutors Office and City Court were also utilized to form a broad-based platform from which the plan could be implemented.

Personnel and financial resources were dedicated from each unit, with the support of the City Council, to combat this problem on three fronts; education, traffic design and enforcement.

The results of this coalition have shown improvements in all areas. The number and severity of collisions have been reduced, public awareness has been enhanced and both short and long-term traffic control alterations have been implemented.

Through teamwork the stated goals are being met with a greater sense of understanding and cooperation.

SCANNING:

The Glendale Police Department has long recognized that traffic is a primary concern from the perspectives of both enforcement and quality of life. The two are unquestionably inter-related and to improve the later we must vigorously attack the former. To this end, the Department in general and the Traffic Division in particular, have kept meticulous records of traffic related statistics in an effort to identify trends, both positive and negative. What these numbers have told us is unsettling, but not unexpected. As the population density has increased so has the congestion on our surface streets, both arterial and residential, resulting in an upward spiral of traffic related incidents, including collisions.

The increase in traffic related problems was not going unnoticed by the citizenry of Glendale. Both long time and short term residents alike recognized what was taking place; traffic volume was increasing while roadway capacity was not. These concerns were subsequently voiced in annual satisfaction surveys in which traffic was identified as the number one consideration.

Recognizing the need to be responsive to the citizens of Glendale, and reactive to the statistical data, the Traffic Division enacted several programs, beginning as early as 1986, to combat the problem. They included:

- Selective Enforcement - This idea used accident frequency data to identify specific location throughout the City which were found to have high collision rates. Various formulas were applied to determine these locations including; traffic volume to total collisions and gross accident rates.

- Accident Reduction Program - This targeted pre-identified zones in the City and used accident rates and DUI statistics to determine their boundaries. In these zones, high concentrations of Motorcycle Officers and Traffic cars were deployed to increase visibility.
- DUI Enforcement Details - These were time specific enforcement efforts, done in-house or in conjunctions with other agencies, that targeted major thoroughfares during evening hours to identify alcohol or drug impaired drivers.

Each of these programs achieved various levels of success during their life span. In addition, all experienced some short term residual effect after the program had concluded. But, within several weeks to several months, the statistical improvements that had been made with regard to collision reduction and accident severity were lost. The frustration that resulted from this "roller-coaster" effect was ultimately the impetus that initiated an internal discussion directed towards the development of a plan to alter long-term driving behavior.

ANALYSIS:

Although it may have been common knowledge within the Traffic Division that traffic related incidents were on the rise, a comparative analysis was completed examining statistics from 1994 through 1996. What was found confirmed our suspicion; there was a direct correlation between population and collisions occurring within the City's boundaries which the following chart indicates:

Year	Population	Percent Increase	Total Collisions	Percent Increase
1994	163,000	--	4,257	--
1995	175,000	7.4	4,692	10.2
1996	182,615	4.3	4,728	0.5

This comparison is understandable and expected from a traffic enforcement point of view, but it did not provide us with information we were not already aware of. For this reason an examination of statistical data not normally associated with law enforcement concerns was undertaken. Several non-traditional characters were weighed to determine what, if any, relationship they might have to vehicular traffic. An obvious, but overlooked fact was that there were even more distinct correlation's between population, total miles of available roadway and signalized intersections:

Year	Population	Percent Increase	Total Miles	Percent Increase	Signalized Intersections	Percent Increase
1994	163,000	--	580	--	118	--
1995	175,000	7.4	625	7.7	130	10.1
1996	182,615	4.3	655	4.8	141	8.5

This data exposed the Department to the possibility that many factors influence the movement of vehicular traffic within the City and not all of them could be controlled or impacted using traditional enforcement techniques.

Because of these revelations, the Traffic Division began re-examining the specifics from each of the previously attempted enforcement details to try and identify what key factors had contributed to the programs success. The following information was compiled:

- Selective Enforcement - identification of critical targets to effectively utilize existing resources
- Accident Reduction Program - attacking specific problem in mass for high profile exposure
- DUI Enforcement Details - arresting all violators and involving the media to focus attention on problem

What was also noted during this review was that of all the variables involved in the enforcement efforts that were made, when speed limits were enforced traffic conditions improved and collisions were reduced.

What became clear was that to have a long term impact on the driving behavior of the individuals who regularly operate automobiles in Glendale, a systems approach would have to be explored involving the incorporation of non-public safety organizations.

RESPONSE:

The Glendale Police Department elected to take the lead in this yet unnamed driver behavior modification program by focusing the resources of the Traffic Division on a Zero Tolerance speed enforcement program. The three step plan was simple:

1. Concentrate efforts the major arterial roadways which is where the majority of collisions occur
2. Complete traffic stops and issue citations to all violators traveling 10 or more miles per hour above the posted speed limit
3. Arrest all violators traveling 25 miles per hour or greater above the posted speed limit.

The first two aspects of the plan were common to all previous traffic enforcement efforts. The third point, which involved the strict application of an existing traffic law in Arizona, had never been utilized as a standard course of procedure. The law, ARS 28-701.02.A2, states: *A person shall not exceed the posted speed limit in a business or residential district by more than twenty miles per hour, or if no speed limit is posted, exceed forty-five miles per hour.* " It is a class three misdemeanor, which is an arrestable offense, however, officers were inclined to issue criminal citations previously. It should be noted a procedural change was made to the implementation of this process, no arrest would be made unless the violator was determined to be traveling 25 mph or greater above the posted speed limit and that this would apply to our 40 mph thoroughfares only.

May 2, 1997, the plan when into effect. By the end of the first month a total of 56 criminal speed arrests had been made. Reactions to the project were mixed, but predominantly negative. Those that had been arrested were at first surprised and then angry because they were

being taken into custody for something as mundane as *speeding*, which when the program started, had a fine of SI50 that had to be paid prior to release. For the majority of the individuals that were arrested their feelings ultimately turned to a sense of shame after completing the booking process, and most were apologetic, vowing to never speed again.

The media, who was never formally informed of the program, quickly heard about what was taking place in Glendale and immediately began inquiring about it and about what prompted such a move. Exposure to the enforcement effort came from all facets of the media, including newspaper, radio and television, but the message was consistent; SLOW DOWN while driving through Glendale or face the consequences. The three key factors mentioned previously, target identification, mass enforcement, arrests and media exposure were working in conjunction with one another which in turn prompted almost an immediate reaction. Traffic began to slow down.

At the same time the speeds were being reduced, public opinion began to change. The removal of what was perceived as aggressive drivers was having a calming effect and traffic began to move in a more smooth and orderly fashion.

The Traffic Division had experienced this type of short term improvement in the past and although the implementation criminal speed arrests had made a significant impact, it was widely held that more had to be done if the ultimate goal of long term behavior modification was going to occur.

The first, and most logical step, was to include the City Prosecutors Office and enlist their support from the enforcement perspective. We realized that for the program to be effective it would have to have "teeth." Aggressive prosecution would be essential to achieving long term objectives.

At the same time the City Court was kept apprised of the situation. They were informed of the Police Departments new arrest policy regarding high speed drivers and of the long term goals of the program.

As had been identified in earlier evaluations, traffic movement was a critical factor when discussed in terms of collision rates. Not including strict enforcement, the greatest single factor in the control of traffic movement are the traffic control devices and the roadways themselves. An obvious group to be included then in the development of long term objectives then were the traffic engineers who design the flow patterns essential to safe, practical movement.

Finally, to successfully integrate the community into this process, an open line of communication had to be established between the citizens and the City. The goal here was two-fold. First, information and ideas could be presented in a positive, non-threatening manner thereby given the motoring public a chance to buy in to the concept. Second, both current and accurate details regarding the progress of the program could be disseminated keeping them involved in the process. It became obvious that the resources and talents of Glendale's Marketing Department would need to become involved in order to service these needs.

A coalition was formed between the five Departments, Police, City Prosecutors Office, City Court, Marketing and Traffic Engineering forming a cohesive team with a single goal in mind: having a positive long-term impact on the quality of life in Glendale by creating a safer driving environment. Resources were pledged and a plan of action came together with the blessing and cooperation of the City Council. Details included:

1) Marketing Department

- Public Information Campaign

Educational Resources	Follow-up surveys
Banners, brochures & flyers	Advertising
Refuse container stickers	Direct mailings

2) Traffic Engineering

- Signage
- Roadway modifications

Bus pull-outs	Traffic islands
Raised medians	Traffic signal strobes
Traffic Education Coordinator	

3) Police Department in conjunction with the Prosecutors Office

- Dedication of resources

Motorcycle Unit	Traffic Squad
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- Purchase of Laser speed detection devices
- Long-term documentation

4) City Court

- Fine schedule modification

This plan was presented to the City Council in early September, 1997. With unanimous support the plan was accepted, with a recommendation the implementation begin immediately. It was at this time that the program received its name as well. Councilman Jim McCallister suggested the slogan "*Its our town, please slow down* " which he believed incorporated both the

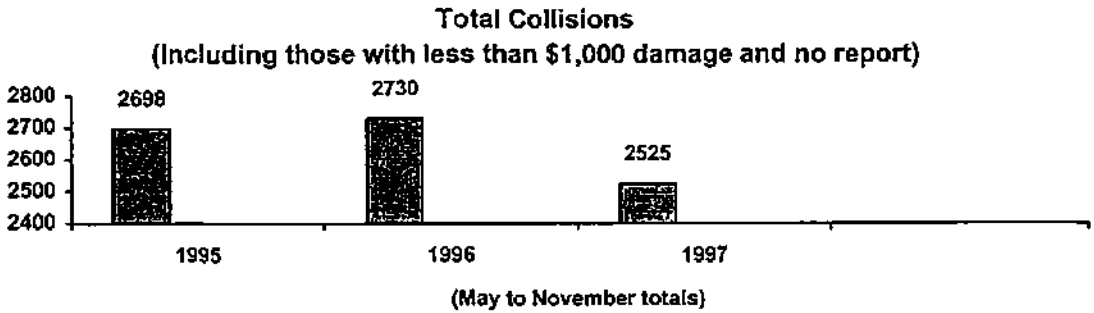
community spirit behind the program and its intended objective of promoting voluntary compliance.

On September 30, 1997, a press conference was held officially announcing Glendale's launching of an aggressive speed reduction campaign. Guest speakers included the Mayor, all Department Heads involved in the project, campaign spokesperson, professional race car driver Billy Boat, and Mr. & Mrs. Frank Hinds, who had recently lost their daughter in an automobile accident and who were now advocates for stiffer fines and penalties for aggressive drivers. In addition, a timeline was provided, which provided the citizens with a structured plan of attack (see addendum A), as well as facts and statistics about speeding (addendum B), and stopping distance information (addendum C).

This comprehensive christening of the *Its our town, please slow down*" program illustrated the entire City's commitment to its stated goals and represented a unique example of inter-Departmental cooperation and coordination.

ASSESSMENT:

Since the program is currently underway, and has not yet completed its first year of operation, complete statistical data is not yet available. A six month analysis of collision statistics was completed in January of 1998, examining the results from May (which is when the enforcement program began) through November of 1997.



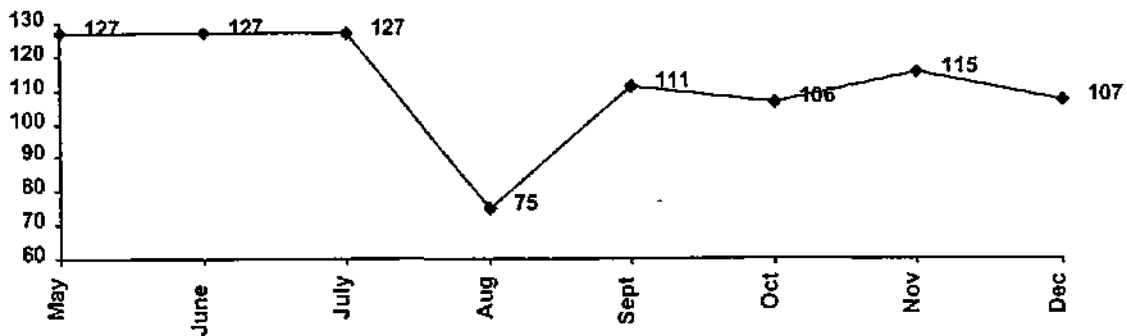
These numbers represent a decrease of 7.0% (173 collisions) from 1995 and a 8.1% decrease (205 collisions) from 1996 during the same time periods.

Other notable data that was obtained included the following:

- There was a direct correlation between the number of citations issued and arrests made with the total number of daytime collisions (hours of the program were from 7:00 AM to 5:00 PM, Monday through Friday).

	Total Citations Written	Total Excessive Speed Arrests	Total Daytime Collisions
July, 1997	1,562	27	232
December, 1997	505	16	320

- The number of injury related collisions showed a steady decline.



In addition to the numerical results that have been shown the observations of the officers assigned to work in the Traffic Division are consistent with the reductions indicated. Motorcycle officers are indicating that the overall number of speeding vehicles has declined, and the number of criminal speeding violations has been significantly reduced. Accident investigators note that the severity of accidents has decreased, particularly with regard to the number and extent of injuries.

Citizens now familiar with the programs goals and objectives have commented favorably on it and would like to see it expanded to include residential areas as well.

The City of Glendale, and the Departments directly involved in this program, have committed to a twelve month operational period for the *"Its own town, please slow down"* program. At the conclusion of this time it will be evaluated, looking at statistical data as well as citizen surveys, to determine its validity and success. Recommendations will then be made to either continue the program, conclude it, or provide additional resources to expand it, such as photo radar and red light running technology. The City of Glendale is committed to its residents take whatever steps are appropriate to ensure a safe and healthy environment.

AGENCY AND OFFICER INFORMATION

This problem solving effort, although initiated within the Traffic Division, has been accepted and supported at all level of our agency, including the Chief. Officers involved in the development of the program have had prior problem-oriented policing training, and have had the opportunity to integrate it into several projects. Despite the fact that this particular project was not entered into utilizing the SARA model, it quickly became obvious that the changes that were being sought readily applied themselves to this type of problem-solving format.

If additional information about the project or this paper are required, please contact:

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ADDENDUM A

CITY OF GLENDALE SPEED REDUCTION CAMPAIGN

TIMELINE

SEPTEMBER 1997

- Hire traffic educator to begin working with high schools and community groups in Glendale
- Kick off campaign press conference

OCTOBER 1997

- New increased speeding fines effective Oct. 1
- New escalated speeding fine rate effective Oct. 1 — the higher the speed, the higher the fine
- Additional police resources dedicated to speed enforcement
- New campaign street signage begins to be installed throughout city — entry, intersection and "nostalgic" Burma Shave-type multi-sign messages
- Childrens' coloring contest and teen design-a-poster contest begins
- "It's Our Town, Please Slow Down!" bumper stickers placed on all 700 city vehicles (police cars, fire trucks, garbage trucks, etc.)
- Radio and TV PSAs distributed to media.

NOVEMBER 1997

- Partner with area businesses to enhance public awareness campaign and target holiday shoppers (November - December)
- Large "Its Our Town, Please Slow Down!" campaign stickers placed on 50,000 city residential garbage cans
- Door hangers delivered to Glendale residences
- Coloring/poster contest ends

DECEMBER 1997

- Coloring and poster contest winners announced

JANUARY - JUNE 1998

- Ongoing newspaper advertising campaign begins (will incorporate winning artwork from poster contest)
- Ongoing traffic education presentations to community groups
- Traveling display of coloring and poster contest winners
- Speed-reduction-campaign-related articles prepared for school newsletters, citizen water bill newsletter, neighborhood association newsletter, quarterly recreation magazine, police block watch newsletter, etc.

JUNE 1998

- Conduct follow-up survey to assess overall impact of campaign

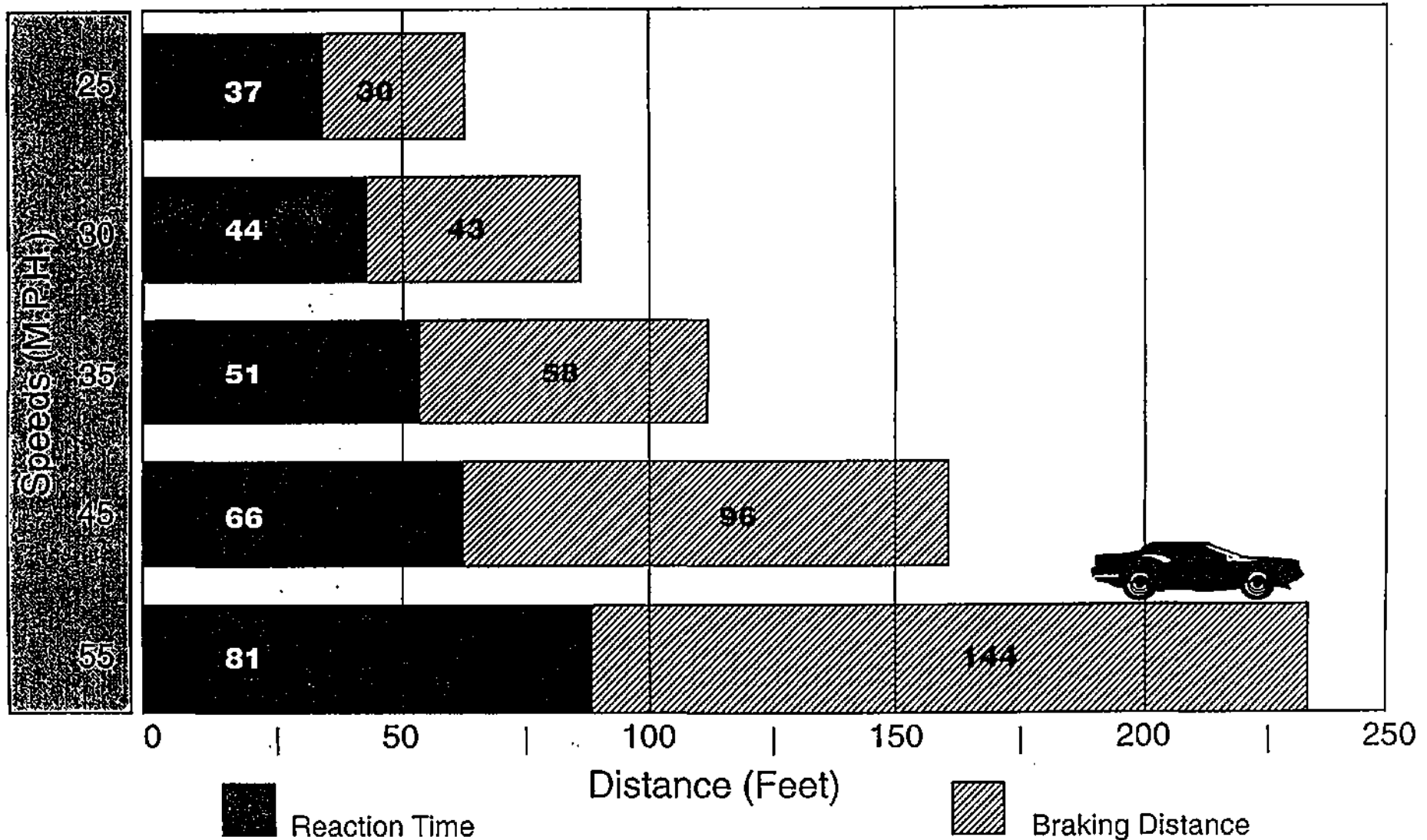
ADDENDUM B

Facts and Statistics About Speeding

- « The economic cost of speed-related crashes in the U.S. is estimated to be more than \$29 billion annually.
- In 1995, speed was a contributing factor in 31 percent of all crashes in the U.S.
- Research shows that motorists erroneously believe that speeding is not a great risk to safety or as serious as other traffic violations.
- On average, 1,000 Americans are killed every month in speed-related crashes.
- More than 65 percent of all speed-related fatal crashes involve a single vehicle.
- Sixty percent of all speed-related fatal crashes occur at night (6 p.m. to 6 a.m.)
- Motor-vehicle crashes are the leading cause of death for young drivers. In 1995, 31 percent of all deaths of persons 15 to 24 were the result of motor vehicle crashes.
- Of all drivers aged 15-24 involved in fatal crashes, 32 percent were speeding. Of all drivers under age 21 involved in fatal crashes, 38 percent of the males and 24 percent of female drivers were speeding.
- In a recent AAA poll, half of all respondents indicated they thought drug addiction was the greatest threat to teenagers. Only one in five correctly ranked traffic crashes as the #1 threat.
- In 1995, 42 percent of all motorcyclists involved in fatal crashes were speeding. The percentage of speed-related fatal crashes is nearly twice as high for motorcyclists as for drivers of passenger cars or light trucks.

Sources: U.S. Department of Transportation, National Highway Traffic Safety Admin.
National Center for Health Statistics
American Automobile Association

Stopping Distance Chart



APPENDUM C