

TG-4 ENFORCEMENT

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For many years, traffic law enforcement authorities could excuse haphazard police traffic law enforcement by referring to inadequate information on which to base management decisions. Only a relatively few jurisdictions made any practical use of accident and enforcement data in directing traffic law enforcement programs.

But technical progress in the past decade has put adequate traffic records systems within the grasp of most traffic law enforcement agencies. Personnel capable of operating such systems are available. Financial and other assistance can often be obtained to establish appropriate traffic data collection, storage and processing facilities.

The endeavor now must be to maximize the use of traffic data in administering police traffic law enforcement activity. Supervisors and administrators at all levels must learn more about how to do this. Those who already have traffic data systems can, as a rule, put them to much more effective use. Those who do not yet have such systems must soon consider developing them.

Jurisdictions which, in the past, may have been considered too small to make use of modern data system technology should consider joining with neighboring communities in developing shared data processing programs as has been done for joint radio communication systems. There are successful examples of such cooperative traffic records efforts.

Police traffic law enforcement is only half of traffic law enforcement. The other part is adjudication of traffic offenses. That also can benefit from use of properly developed records systems. Improving adjudication by use of traffic records is the subject of a separate workshop task group report. But police traffic records and court traffic records naturally have many elements in common; therefore, exchange of information between the systems, if not their actual combination, is important.

A chart has been prepared to suggest the use of traffic records at all levels of traffic law enforcement activity from (1) strategic planning and direction at the federal and state level through (2) management control at the departmental level to (3) functional guidance at the supervisory and operational level.

At each of the three designated levels, the chart also indicates that (A) certain information outputs from the records system are needed, and that (B) specific uses can be made of these data at all levels, (C) people responsible must be motivated to put the data to use.

**MAXIMIZING USE OF TRAFFIC RECORDS FOR
POLICE TRAFFIC LAW ENFORCEMENT**

LEVEL	BASIC DATA NEEDS	USE OF DATA	HOW TO MOTIVATE
STRATEGIC - FEDERAL STATE	A 1	B 1	C
MANAGEMENT - DEPARTMENTAL	A 2	B 2	
SUPERVISORY - OPERATIONAL	A 3	B 3	

For each of the areas, A 1, B 2, etc., some details will be sketched here but a complete description of all enforcement uses of traffic records is quite beyond the intent of the present discussion. Samples of desirable traffic records system outputs and explanations of how they would be used in making decisions relating to police traffic law enforcement would constitute a handbook on maximizing the use of traffic records for police law enforcement.

Management (Areas A 2 and B 2)

Virtually all information used for management is in the form of processed data selected and arranged for specific purposes. Thus, it should be the aim of the traffic records system to provide management with facts in the most concise and usable form, so that detailed study of masses of data by executives can be avoided. This means much of the data must be available in the form of charts which are updated as new data becomes available.

Digest of these management data provide a core or center of traffic law enforcement information which is sensitive to changes taking place. Such changes, if significant, suggest need for changes in enforcement activity or they may reflect the result of changes in enforcement policy, thereby indicating the success of enforcement in accomplishing its aims.

It is recognized that a similar criminal records system should also be in use by police to guide management decisions in crime control. The criminal and traffic record systems must be coordinated to making decisions about the best use to make of total available police resources.

The central body of concentrated outputs form the traffic records system for traffic law enforcement purposes is primarily for the use and guidance of the department head - usually a chief of police - responsible for police traffic services. But access to these data should be provided and understanding of them encouraged at both higher administrative levels and lower supervisory levels.

Important outputs of the traffic records system are the numbers and rates that reflect the magnitude of the highway safety problem. These are the subject of a separate task group report and will not, therefore, be discussed again here. But they must be part of the basic data available to the traffic law enforcement administrator, and for that matter, the administrator of any other part of the total highway safety program. They keep the administrator informed of the magnitude of the traffic accident problem, in the nation and in his jurisdiction; how this problem compares with other problems with which he has to deal, how his jurisdiction ranks among other similar jurisdictions with respect to traffic accidents and whether traffic accidents are becoming a greater or lesser problem in the area over which his influence extends. By these data, judgements can be formed as to the urgency of effort required to make accident countermeasures effective and the success or lack of it of traffic safety programs.

Other data outputs of the traffic records system are specifically applicable to traffic law enforcement program management. The more important of these are enumerated in the lists that follow. Those marked with an asterisk (*) should be maintained as graphs extending over at least five years and updated monthly for large jurisdictions and quarterly or semiannually for smaller ones.

Examples of Areas of Police Responsibility

Specifically Related to Traffic Law Enforcement

* Enforcement rate (convictions per accident)	A "barometer" indicating sufficiency of enforcement
* Hours worked by police on traffic by three major traffic activities	Indicates effort committed to traffic work
* Percent of total police hours on traffic	Shows what part of total police effort was devoted to traffic
* Number of traffic citations in connection with accidents and otherwise by violation and number of parking notices	Gives the "production" of traffic law enforcement especially for comparison with planned enforcement
* Time and place selectivity indexes. (Relation of time of week of citations to time of week of accidents and location of citations to location of accidents)	Keeps tab on how close traffic law enforcement comes to hitting targets at which it should be aimed
* Hours per unit of production	Indicates productivity of police time spent on traffic law enforcement, and therefore unit cost of traffic law
Recapitulation of hit-and-run cases	Keeps management informed of the incidence of hit-and-run accidents and success in solving these crimes.
* Alcohol tests, total and subdivided according to whether in connection with accidents (including autopsies) or other wise	These data indicate status of drinking driver countermeasures and extent to which policies relating thereto are being carried out.

<p>* Population enforcement rates (citations, convictions, and dollars fined for hazardous offenses per driver licensed by age and sex)</p>	<p>Indicates average enforcement pressure applied in the jurisdiction or network. Enables management to judge point of diminishing returns on enforcement</p>
<p>List of last 30 fatal accidents with important details on each</p>	<p>Enables executive to respond to inquiries knowledgeably</p>
<p>* Accidents reported and investigated by three first levels of investigation</p>	<p>Summarized accident investigation activity</p>
<p>* Total hours spent on accident by three levels of investigation</p>	<p>Gives total time-cost of investigation and indication of relative expenditures on minor and serious accidents</p>
<p>* Hours per investigation by each of three levels</p>	<p>Gives unit time and cost of investigation. Helps know whether too much or too little time is being spent on this work</p>
<p>List of high-accident locations: (the five percent of all locations experiencing the greatest number of accidents and the risk index for each location)</p>	<p>Helps decide whether enforcement or other treatment such as engineering is warranted at high-accident spots.</p>

Examples of Areas of Special Administrative Responsibility

Not Specifically Related to Traffic Law Enforcement

<p>Recap of school bus inspections</p>	<p>All these are the record of special</p>
<p>Recap of vehicle inspection supervision</p>	<p>legal or administrative assignments</p>
<p>Recap of chemical test technician certification</p>	<p>not necessarily part of police traffic</p>
<p>Etc.</p>	<p>law enforcement but encroaching on resources available for it</p>

For all of the record system outputs prepared for review by administrators, arrangements should be made between the records system and management for special "alarm" or "signal" memos or other communications when changes in numbers, rates, or indexes appear to be significant. Such communications, so far as practical should include explanations as to the reasons for these changes. This procedure forms the basis for "management by exception".

Whenever activities are undertaken intended to counteract accidents, or changes in allocation of resources are instituted which might influence traffic law enforcement activity or effectiveness, arrangements should be made between management and the records system to look for and report on the effects of these activities as they are reflected in traffic records. This procedure is the basis for "management by programming".

Supervision and Operation (Areas A 3 and B 3)

Supervisors entrusted with carrying out traffic law enforcement programs planned by management use traffic data that is more specific than that required for management. The following list contains the basic data needs and their uses in supervising traffic law enforcement.

Uses of Traffic Data in Supervising

Traffic Law Enforcement

Enumeration of high-accident locations and areas

Assists supervisors in the deployment of police officers to proper locations. Provides feedback information on the results of selective enforcement being applied on the high-accident locations.

Traffic volumes at locations

Assists in selecting a high-accident location on which to concentrate enforcement. If two locations show about the same accident frequency, but have quite different traffic volumes, their enforcement treatment may differ drastically.

Time of week or time of day of week of accident distribution for high-accident locations

Assists both supervisor and the police officer in determining when to apply extensive enforcement at a particular location. There is often an important relationship at a high-accident location between the day of the week and accident occurrence, for example, at streets leading to shopping malls.

Offenses connected with accidents
at high-accident locations

These data can be useful in selective enforcement, but must be used with caution. Traffic offenses are often based on little factual data and consequently falls into catch all categories such as speeding or illegal turning.

Directional analysis of collisions
at high-accident locations

Possibly the most important tool supervisors have for determining the circumstances of a particular accident and consequently offenses contributing to it.

Convictions in court per citation

Provides information on how well an officer in the field has handled his traffic-related evidence gathering and presentation.

Strategic (Areas A 1 and B 1)

Policy formation and resources allocation for police traffic law enforcement at the national and state levels requires consolidation on a statewide and nationwide basis of the same data that is used for management decisions in a particular jurisdiction.

Especially important in this connection are comparisons among data reflecting the traffic safety efforts and accomplishments of various agencies such as highway engineering, law enforcement and driver licensing. By this means the most effective measures may be selected in planning overall accident reduction strategy.

Furthermore, just as the supervisor makes use of traffic data in deciding where and when to concentrate efforts of the enforcement personnel under his direction, so the state and nation can use traffic data to determine what cities and counties - or even states - appear to be less successful in coping with traffic accidents, and consequently possibly in need of encouragement and assistance in traffic law enforcement efforts.

At state and national levels existing traffic records, often supplemented by other specially gathered information, can be studied more fully than would be possible in particular jurisdictions.

Such "research" can indicate cost effectiveness of enforcement and other programs and techniques thereby affording better and more readily available information base for managing local traffic law enforcement programs.

Motivation (Area C)

If traffic records are to be used to multiply the effectiveness of police traffic law enforcement, those responsible for this use at every level must be motivated to that end. In fact, unless these records are put to good use, the cost of their maintenance cannot be justified. The following are suggestions as to how people who should be using traffic records for enforcement but are not can be brought to do so.

Surveys by recognized agencies (e.g., the I.A.C.P.) and observations of national and local authorities strongly suggest that traffic data which is essential to police traffic planning and operation is not being utilized at what would be considered a minimum level. This is often true even when the basic data needed for planning is readily available.

It is generally agreed that this condition exists today primarily because police administrators are under pressure to direct their available resources to areas of greatest public concern; for example, street crime, drugs and the like.

But because of this, there exists an even greater need for increased efficiency in carrying out the police traffic law enforcement function.

The intelligent use of existing traffic data is essential as a base for developing an effective enforcement program - one which can have a measurable impact in reducing violations which are known to be significant contributing factors in traffic accidents.

Where feasible, begin with the development of a basic working plan which include the types of activities described below - to be undertaken on a statewide or regional basis or in specific communities where need is greatest.

Develop brief, popularized illustrated and persuasive case histories of specific uses of traffic data which have resulted in greater ease and effectiveness in traffic law enforcement planning and operations. These could be used as follows:

1. In state-level, area, regional and local conferences, workshops of chiefs of police, mayors, city managers and other chief executives (for subsequent "clout"); other private and governmental groups and agencies having both a concern and some influence.
2. In news media who can prepare feature and special interest material.
3. In national and state police journals and newsletters; for example, I.A.C.P. "POLICE CHIEF".

Develop true "user-oriented" traffic data display techniques, formats and materials to aid in bridging the sometimes onerous gap between the "systems" people and the "on-the-street" users. This might include such things as:

1. Simplified charting and display techniques.
2. Computer print-out formats which include the most basic, comparative and "exception" trend data up front in an executive summary style.
3. Use of special purpose devices such as "mini-bulletins" (ticket book size selective enforcement bulletins) for use by all traffic officers.

Involve key police administrators in the development of the above as a separate motivational technique

Encourage and assist media in carrying feature stories based upon specialized traffic data such as:

1. Ten high-accident intersections - their causes, costs and solutions
2. A description of the characteristics of the fatal accident driver
3. Highway crashes and the problem drinker.

Frequent requests from news media have often resulted in the creation of a system for immediate response to traffic data inquiries, thus resulting in greater availability of data for internal planning, management use and operational control. Additionally, media use of such feature stories has served as an "example" for neighboring communities to follow.

Provide local police departments with periodic, if not continuous, "at-the-elbow" assistance through consultants, state-level specialists and technicians. "Low key" approach should be employed in regions and departments having less sophistication (and motivation) with incremental improvement being the goal.

Part of the strategy for use of traffic data in traffic law enforcement must be a plan for motivating managers and supervisors to use the data.

Money is the great motivator. Judiciously used, it sets in motion and keeps in motion programs for using traffic data in traffic law enforcement. But money can be wasted by using it to do things for people who ought to do those things for themselves. Funds available are never so plentiful that they can be effectively used for much more than demonstrating and teaching

the use of traffic records and in helping start programs that eventually should be beneficial enough to keep themselves in operation.