

145450

**POLICE DEPARTMENT
City Of New York**



**PROCEDURAL MANUAL
FOR
HIGHWAY SAFETY OFFICERS**

145450

**U.S. Department of Justice
National Institute of Justice**

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FOREWORD

A competent Highway Safety Officer will assist the precinct commander in developing and implementing programs necessary for the safe and expeditious movement of traffic. Traffic congestion is one of the major problems confronting urban areas. Traffic problems will always be with us and must be dealt with on a daily basis.

Each precinct commander is responsible for developing programs to facilitate the safe and expeditious movement of vehicular traffic within the community he serves. To aid him in his responsibility, a Highway Safety Officer has been assigned to serve two primary purposes. First, he must direct his energies in preventing accidents and providing for the efficient movement of vehicular and pedestrian traffic. He can accomplish this through the dissemination of accident prevention information, the education of the members of his command, and by heightening the awareness of the public. Secondly, he serves to enhance the police image as an intelligent, capable and dedicated professional providing a valuable contribution to the community.

INTRODUCTION

The preparation of this manual is predicated on the need to establish uniform guidelines to aid the precinct Highway Safety Officer in his duties. The primary duties of the Highway Safety Officer are essential for compliance with the standards set forth under the Federal Highway Safety Act. It is through this Act, administered by the U.S. Department of Transportation, that various agencies of New York City, including the Police Department, have received more than nine million dollars in grants from the federal government since 1967.

The importance of the Highway Safety Officer's duties in connection with accident prevention as well as the safe and expeditious flow of traffic should not be minimized. It is his primary duty to assist and guide the precinct commanding officer in the promulgation of plans and orders to prevent accidents and alleviate traffic congestion. The conscientious effort of the Highway Safety Officer will facilitate the success of any selective enforcement or accident prevention program.

Preventing vehicular accidents, with their attendant personal tragedies and tremendous property losses, mandates a comprehensive approach encompassing the techniques of engineering, traffic oriented education, selective enforcement, and a commitment by all members of the Patrol Service. Death, injury and property damage from motor vehicle accidents result from a variety of circumstances and efforts to address these problems must provide an effective means of identifying and quantifying the causes of accidents at particular locations as well as developing the programs of engineering, education and enforcement necessary to address them.

HIGHWAY SAFETY ACT STANDARDS

The following are excerpts of the "Highway Safety Program Standards" that must be maintained for a municipality to be eligible to receive funding from the federal government under the Highway Safety Act:

<u>STANDARD NUMBER</u>	<u>TOPIC</u>
9	"Identification and Surveillance of Accident Locations". 1. The program shall provide, as a minimum that: a. There is a procedure for accurate identification of accident locations on all roads and streets. 2. To take appropriate measures for reducing accidents.
10	"Traffic Records" III. Information of types of accidents includes: a. Identification of location in space and time. b. Identification of drivers and vehicles involved. c. Type of accident. d. Description of injury and property damage. e. Causes and contributing factors.
14	"Pedestrian Safety" I. There is a continuing state-wide inventory of pedestrian motor vehicle accidents, identifying specifically: a. The locations and times of all such accidents.
15	"Police Traffic Services" Purpose: To reduce the deaths and injuries by improving police traffic services in all aspects of accident prevention programs and police traffic supervision, post accident procedures to aid crash victims, and to bring those responsible for the accidents to justice. - Procedures for the selective assignment of trained police personnel to supervise vehicular and pedestrian traffic duties including enforcement patrols in hazardous or congested areas based on time and location of:

- 1) Traffic volume
 - 2) Accident experience
 - 3) Traffic violation frequency
 - 4) Emergency and service needs
- Procedures for recognizing and reporting, to the appropriate agencies, hazardous highway defects and conditions, including:
- 1) Condition of drivers
 - 2) Operational condition of motor vehicles
 - 3) Defective signs, signals, controls, construction and maintenance deficiencies

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"Accident Investigation and Reporting"

Purpose: The purpose of this standard is to establish a uniform, comprehensive motor vehicle traffic accident investigation program for gathering information - who, what, when, where, why, and how - on motor vehicle traffic accidents and associated deaths, injuries, and property damage; and entering the information into the traffic records system for use in planning, evaluating, and furthering highway safety program goals.

IDENTIFICATION OF ACCIDENT PRONE LOCATIONS

1. The identification of Accident Prone Locations, together with pertinent information concerning each accident occurring thereat, serves as the most important tool in the Department's Traffic Safety Program. It also aids in determining if the problem is one that can be solved by one or more of the following counter-measures:

ENFORCEMENT

3 E's

Selective Enforcement programs provide for taking enforcement action against those violations which analysis has shown to be causing vehicular accidents at identified locations and times.

ENGINEERING

Necessary changes in engineering, including modifications in traffic control devices, can be determined by analyzing accident data collected at locations where there is a high accident incidence and the volume of traffic at said locations meets the necessary standards as set forth in the Manual of Uniform Traffic Control Devices.

EDUCATION

A review of accident data regarding locations that are identified as Accident Prone, together with surveys conducted at these locations, may indicate the need for specific safety education aimed at particular community groups, (i.e., school children, senior citizens, etc.)

2. The following method will be utilized to determine which locations within a precinct are Accident Prone:
 - a. Review Police Accident Reports (MV 104 AN) and extract the following information from each: Date; Precinct; Accident Number; Location; Direction of Travel; Day of Week; Hour;

Number Killed or Injured; Type of Accident; Conditions - Road and Weather; Contributing Violations. Form #1 on page 6 contains the minimum mandated accident data to be recorded.

- b. To be classified as an "Accident Prone Location" the location must have had an APL indicator of at least seven (7) during a three month, or quarterly, period. However, a precinct commander may designate a location an Accident Prone Location for other reasons or special considerations. These locations will be so indicated on the quarterly report.

ACCIDENT PRONE LOCATION REPORTS
QUARTERLY REPORTS FROM EACH PRECINCT

1. "Accident Prone Location List" See form #2
 - a. This list will be prepared at the end of each quarter year period: March 31, June 30, Sept. 30, and Dec. 31
 - b. The list will contain a maximum of 15 accident prone locations within each precinct. The locations listed must have an A.P.L. indicator of at least seven (7) during a quarter period.
 - c. The method for calculating an A.P.L. indicator is described below: To find an A.P.L. indicator for an accident prone location:
 1. All accidents at accident prone locations should be listed in Column A.
 2. Of those accidents listed in Column A list the number of accidents that injury or death has occurred. This should be listed in Column B.
 3. Add Columns A and B and enter A.P.L. indicator in Column C.
 4. Column D is for type of problem.
 - A. Enforcement - Type necessary
 - B. Engineering - Type of problem
 - d. A copy of the A.P.L. Report will be posted within each precinct.
 - e. For a three (3) month period following the posting of the A.P.L. Report, members of the command will conduct selective summons enforcement at the locations indicated. During the enforcement period Highway Safety Officers will record all arrests and summonses for Hazardous Violations that were effected at each accident prone location listed as an enforcement problem.

f. Copies of this report "Accident Prone Location List" will be forwarded to the Commanding Officer, Traffic Division, and the Patrol Borough Traffic Coordinator.

2. Accident/Enforcement Ratio Report See form #3

a. This report will be prepared at the end of each quarter year period: March 31, June 30, Sept. 30, Dec. 31.

b. The report will contain:

1. Accident Prone Locations that have an enforcement problem.

They can be found in the prior quarterly accident prone location report (form #2).

2. The number of accidents from Column A of form #2 of Prior Quarterly Report.

3. The number of Hazardous Violations (Summonses and Arrests) at Accident Prone Locations.

4. Enforcement Ratio is the number of summonses and arrests divided by the number of accidents for each location.

5. Locations that have an engineering problem are exempt from the enforcement ratio. The status and recommendations for engineering problems will also be listed on this report including the date recommendation was made.

c. This report will be signed by the precinct commanding officer and forwarded to the Commanding Officer, Traffic Division and a copy to the Patrol Borough Traffic Coordinator at the Patrol Borough concerned within ten (10) days after the enforcement period has been concluded.

FORMAT OF ACCIDENT PRONE LOCATION REPORT

From: Commanding Officer, _____ Precinct

To: Commanding Officer, Traffic Division

Subject: ACCIDENT PRONE LOCATION REPORT

Accident Period Jan. 1, 1984 to Mar. 31, 1984

Enforcement Period Apr. 1, 1984 to June 30, 1984

<u>Location</u>	(A) <u>Total Accidents</u>	(B) <u>INJ/DOA Accidents</u>	(C) <u>APL Indicator</u>	(D) <u>Remarks</u>
1. W. 34St./7Ave.	10	5	15	Enforcement Pass Red Light
2. E. 42St./5Ave.	8	7	15	do
3. W. 42St./8Ave.	6	5	11	do
4. W. 42St./7Ave.	10	0	10	Engineering
5. Pk Ave/E.33St.	<u>4</u>	<u>3</u>	7	do
Totals	38	20		

All members of this command are aware of the above accident prone locations and during the enforcement period a record will be maintained of hazardous violation summonses served.

Highway Safety Officer

Commanding Officer

From: Commanding Officer, _____ Precinct
 To: Commanding Officer, Traffic Division
 Subject: ACCIDENT ENFORCEMENT RATIO REPORT ACCIDENT PERIOD
 (PERIOD OF PREVIOUS APL REPORT)
 ENFORCEMENT PERIOD (REPORTING QUARTER)

A. <u>LOCATION</u>	<u>TOTAL ACCIDENTS</u>	<u>ENFORCEMENT</u>	<u>RATIO</u>
1. W. 34St./7Ave.	10	132	
2. E. 42St./5Ave.	8	70	
3. W. 42St./8Ave.	<u>6</u>	<u>86</u>	
Total	24	288	

B. Engineering Problems

<u>LOCATION</u>	<u>STATUS</u>
Park Ave./E.33St.	New signs requested 1/27/84
W. 42 St./7Ave.	Construction at intersection begun 12/12/83. Completion date is unknown.

(Name of Highway Safety Officer)

(Signed: Commanding Officer)

RECORD OF ENFORCEMENT AT ACCIDENT PRONE LOCATIONS

After a location has been classified an Accident Prone Location, the number of "Hazardous Violation" summonses and arrests recorded at that location must be maintained for inclusion in the quarterly "Accident/Enforcement Ratio Report".

So that these summonses and arrests may be recorded in a uniform manner within each precinct, the attached Form #6 will be utilized.

VIOLATION PRONE LOCATION REPORT

FORM #4

1. In an effort to further reduce traffic related injuries and fatalities a "Violation Prone Location Report" will be prepared and will identify ten locations within each precinct or patrol area where moving violations are most prevalent.
2. These "Violation Prone Locations" may include accident prone locations.
3. The "Violation Prone Location Report" will include the location, amount of enforcement issued, type of enforcement most necessary and the number of accidents at the location.
4. Violation Prone Locations will be identified for each patrol sector and members of the patrol force directed to give special enforcement attention whenever possible.
5. The Highway Safety Officer should monitor the enforcement activity at these identified Violation Prone Locations and advise the precinct commander in this regard.

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From: Commanding Officer, _____ Precinct
 To: Commanding Officer, Patrol Borough _____
 Subject: VIOLATION PRONE LOCATION REPORT

1. The following is a breakdown of activity at designated violation prone locations for the period of July 1, 1984 through September 30, 1984.

<u>Location</u>	<u>Amount of Enforcement</u>	<u>Number of Accidents</u>	<u>Most Frequent Violations Issued</u>
1. W. 58St./5th Ave.	3,217	7	Pass Flashing Red
2. W. 59St./7th Ave.	2,211	9	Red Turn Arrow
3. W. 57St./7th Ave.	2,010	3	No Left Turn
4. W. 57St./6th Ave.	2,000	1	No Left Turn
5. E. 59St./Park Ave.	1,427	4	No Right Turn
6. E. 58St./Park Ave.	1,399	3	Red Light
7. E. 59St./5th ve.	1,352	4	Red Light
8. E. 49St./5th Ave.	317	4	Red Light
9. W. 51St.	222	1	Red Light
10. W. 50St./7th Ave.	134	0	Red Light

2. For your information.

(Highway Safety Officer)

(Signed)

Commanding Officer

TRAFFIC SURVEY

SEE FORM #5

1. A traffic survey will be completed for each new Accident Prone Location listed on the accident prone location report.
2. A traffic survey will also be completed if the accident prone location has been an APL for more than three quarters (nine months) and will be done every subsequent year that the location remains as an APL.
3. Traffic survey will include:
 - A. Direction of travel of streets
 - B. Crosswalks
 - C. Most frequent direction of vehicles that were involved in accidents.
 - D. Traffic control
4. The Traffic Survey will be forwarded to the Commanding Officer, Traffic Division and a copy to the Borough Traffic Coordinator.

TRAFFIC SURVEY

ACCIDENT PRONE LOCATION

LOCATION _____ SURVEY DATE _____

DRAW A DIAGRAM SHOWING:

1. INTERSECTION
2. DIRECTION OF TRAVEL
3. TRAFFIC CONTROL DEVICES
4. CROSSWALKS

PART II

OTHER DUTIES

IN CONNECTION WITH

PRECINCT HIGHWAY SAFETY

HIGHWAY SAFETY OFFICER'S ENFORCEMENT DUTY

One of the most important functions of the Highway Safety Officer is the service of summonses; specifically enforcement regarding violations that are causing accidents at Accident Prone Locations.

After a location is classified Accident Prone within the precinct, the Highway Safety Officer will establish the Index or Ratio (number of summonses divided by the number of accidents) necessary to reduce accidents. A city-wide Index or Ratio for all Accident Prone Locations would be impractical due to the many variables affecting traffic within the city. Among the variables unique in New York City which may affect traffic is the sheer volume of vehicles and the vast network of multidimensional roadways (6,000 miles). Construction and detours also tend to prohibit the use of a uniform Accident/Enforcement Index.

To properly determine the Index that is necessary to reduce accidents at each Accident Prone Location it is necessary to steadily increase enforcement of the Hazardous Violations identified thereat until accidents decrease. When the proper level of enforcement at an Accident Prone Location is reached, i.e., when accidents decline substantially, the Index reached at that time should be maintained to eliminate that location's "Accident Prone" classification.

COMMUNITY AND SAFETY COUNCIL

Each precinct Highway Safety Officer should attend (by direction of the Commanding Officer) any public meeting within his precinct that addresses the question of highway safety. The purpose of this attendance is two-fold;

1. Inform the community of the efforts expended by members of the precinct to reduce vehicle accidents and the methods utilized.
2. Assist the community with any highway safety problems that have been identified.

Accident statistics maintained by exact location within a precinct (including deaths and injuries, and the probable causes thereof), are invaluable to the precinct Commanding Officer when confronted with community requests for assignments of personnel, changes in traffic control devices, or highway engineering modifications.

TRAINING VOLUNTEER SCHOOL CROSSING GUARDS
AND SCHOOL SAFETY PATROLS

The "Highway Safety Officer's Guide for Training Adult Volunteer School Crossing Guards" distributed under the direction of the Chief of Field Services during December 1975, states on Page 1: "The guide is not intended to define or set up criteria for the establishment of a police administered program. It is intended to assist precinct Highway Safety Officers in the practical training of adult school crossing guards when the training is requested by the local community and approved by the precinct Commanding Officer".

Each precinct Highway Safety Officer has received guides, supplied by the Traffic Division on helping to train, when requested, School Safety Patrol students. Visual aids are available at the Traffic Division for this program.

MOTOR VEHICLE ACCIDENTS INVOLVING DEPARTMENT VEHICLES

The prevention of accidents involving members of the department both on and off duty must be of paramount interest to each Highway Safety Officer. The costs, both to members and the department, include human suffering, lost man-hours, and property damage. The duty of each Highway Safety Officer must include the effort and knowledge necessary to prevent these accidents.

Material and knowledge concerning highway safety supplied each Highway Safety Officer by the Traffic Division should be disseminated and utilized for In-Service Training.

The following are methods of reducing department accidents that are worthy of consideration:

- a. Posting eye testing chart in station house sitting room.
- b. Recording and posting causes of past department accidents that occurred within precincts.
- c. Demonstrating the inability to detect the direction of sound so that members do not rely for their safety on sirens when responding to emergencies. (This simple demonstration involves testing the ability of a member in a vehicle to detect the direction of sound caused by a siren a block away.)
- d. Correcting driving defects of members that are observed or brought to the attention of the Highway Safety Officer.
- e. Preparing and distributing precinct hand-outs citing exact figures of injuries and property damage incurred by members.

RECOMMENDATIONS FOR CHANGES IN TRAFFIC CONTROL DEVICES

Changes in traffic control devices (signal lights, signs, parking and moving restrictions, etc.) are requested by the precinct Commander through the Patrol Borough command concerned.

Before any recommendations are made for changes in traffic control devices the Precinct Highway Safety Officer must review the recent accident experience at that location.

This information can be obtained from Forms #1, #4 and #5.

The recommendation, when received at the Patrol Borough command concerned, will be investigated by the Traffic Division Coordinator and if approved, endorsed to the Commanding Officer, Traffic Division for recommendation. The Commanding Officer, Traffic Division will forward the recommendation to the Department of Traffic for final disposition.

See form #7 for the format for traffic recommendations.

At locations where accidents are likely because of traffic control devices, the precinct Highway Safety Officer will notify Traffic Division and the Department of Traffic direct prior to submitting a written report.

OBSTRUCTION OF TRAFFIC CONTROL DEVICE

1. When a traffic control device (signal light, signs, etc.) or roadway visibility is obstructed by a tree, hedge or bush, a report of such obstruction will be made from the precinct Commanding Officer to the Patrol Borough concerned. The Borough Traffic Coordinator will investigate the report and if a hazardous condition exists, it will be endorsed to this effect and forwarded to the Commanding Officer, Traffic Division. The report will then be forwarded to the Liaison Unit of the Office of the Chief of Operations who will contact the Department of Parks for removal or pruning of the obstruction.
2. In cases where an obstruction is likely to cause injury or damage to property, notify Traffic Division by phone and follow normal procedures.

TRAFFIC CONTROL RECOMMENDATION

FORMAT

From: Commanding Officer, _____ Precinct
To: Commanding Officer, _____ Patrol Borough _____
Subject: RECOMMEND CHANGE IN TRAFFIC CONTROL DEVICE.

1. Investigation reveals the following facts which in the opinion of the undersigned warrants the _____

- a. (Accident statistics - for one year.)
- b. (Volume of traffic - Pedestrian and Motor Vehicle.)

2. Diagram of location attached hereto.

(Signed)
Commanding Officer

*Revised
original
document*

PATROL BOROUGH TRAFFIC COORDINATORS

Under the provisions of T.O.P. 275 s.72, the superiors assigned as "Traffic Coordinators" to each Patrol Borough are responsible for staff supervision over precinct Highway Safety Officers.

These officers assist Patrol Borough Commanders and the Commanding Officer, Traffic Division in coordinating the activities of precinct Highway Safety Officers to promote the safe and expeditious movement of pedestrian and motor vehicle traffic within the City of New York. To achieve this goal the Borough Traffic Coordinators shall be responsible for:

- a. Accident Prevention through Selective Enforcement.
- b. Investigations of recommendations for changes in traffic control devices.
- c. Liaison with outside agencies, re: local flooding; traffic congestion in connection with construction; major fires; etc.
- d. Necessary statistical reports, re: Accident/Enforcement Ratios; specific studies concerning traffic and accidents; etc.
- e. Evaluation and up-dating of intersection coverage within precincts.
- f. Evaluation of job performance of precinct Highway Safety Officers.
- g. Other assignments as directed by Commanding Officer, Patrol Borough concerned.

All communications and reports submitted by precinct Highway Safety Officers are to be forwarded through the Patrol Borough Traffic Coordinator.

POLICE DEPARTMENT
CITY OF NEW YORK

December 3, 1975

TO ALL COMMANDS

Subject: LIST OF HAZARDOUS VIOLATIONS.

1. Members of the service have been directed to give constant sustained attention to all driving hazards, especially those designated as "HAZARDOUS VIOLATIONS".

2. The new list contains 15 hazardous violations and reads as follows:

- a. Failing to give right of way to a vehicle.
- b. Following too closely.
- c. Speeding.
- d. Reckless driving.
- e. Improper turn
- f. Failing to obey a signal light.
- g. Disobey stop sign.
- h. Improper passing.
- i. Failing to give right of way to a pedestrian.
- j. Backing unsafely.
- k. Fail to keep right.
- l. Driving while intoxicated.
- m. Defective brakes
- n. Driving while ability to operate is impaired by the consumption of alcohol or drugs.
- o. Unlicensed operator.

BY DIRECTION OF THE POLICE COMMISSIONER

DISTRIBUTION
All Commands

IMPORTANT PHONE NUMBERS

TRAFFIC DIVISION.....374-6930
HIGHWAY DISTRICT.....~~465-4021~~ 718 217 -3529
HIGHWAY UNIT #1.....~~892-7700~~ 822-5804
HIGHWAY UNIT #2.....253-4510
HIGHWAY UNIT #3.....465-2180

ACCIDENT INVESTIGATION SQUAD.....465-2418
MANHATTAN TRAFFIC AREA.....239-2500

PARKING VIOLATIONS INFORMATION.....481-6360
TRAFFIC VIOLATION INFORMATION.....466-0700
DEPARTMENT OF TRAFFIC OPERATIONS.....830-7500
EPA CATCH BASINS.....566-1235
DEPARTMENT OF HIGHWAYS POTHOLES.....964-2110