

NEW YORK STATE

2006 HIGHWAY SAFETY

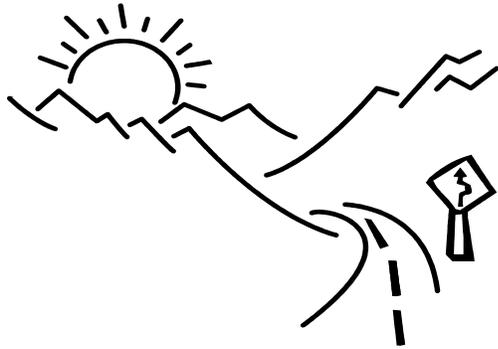
STRATEGIC PLAN

New York State Governor's Traffic Safety Committee

George E. Pataki, Governor
Raymond P. Martinez, Chair

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EXECUTIVE SUMMARY

INTRODUCTION

In preparing its 2006 Highway Safety Strategic Plan (HSSP), New York continued a performance-based approach to the planning and management of the state's program. The intent of New York's strategic planning process is to implement a data-driven approach in identifying problems and setting priorities for the state's highway safety program.

The top priorities of Governor Pataki's 2006 highway safety program are increasing the use of occupant restraints; the reduction of unsafe driving behaviors, including speeding and impaired driving; improving the safety of pedestrians; and stemming the rise in motorcycle fatalities. This document outlines the major highway safety problems that have been identified and presents short-term and long-term performance goals for improvements in these areas. In addition to comprehensive statewide goals, specific goals and objectives for each major program area have been established. Brief descriptions of the current status, goals, and objectives of the statewide highway safety program and the major program areas follow.

At the time this Highway Safety Strategic Plan was prepared, the most recent available complete set of crash data was for 2003. Limited data were available for fatal crashes and fatalities for 2004. In setting goals related to fatal crash and fatality data, the 2004 fatal crash and fatality data were used as the base. In setting goals related to injuries, the 2003 data set was used. Goals related to tickets used 2004 data as the base.



STATEWIDE HIGHWAY SAFETY PROGRAM

The Governor's Traffic Safety Committee (GTSC) provides leadership and support for the attainment of the traffic safety goals through its administration of the federal 402 program, the various TEA-21 incentive grants awarded to the state, and grants under the new Safe, Accountable, Flexible, and Efficient Transportation Equity Act. A crucial part of the process is problem identification which is accomplished through analyses of crash, fatality, and injury measures such as those presented below.

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NEW YORK STATE CRASH, FATALITY, AND INJURY MEASURES, 2001-2004

	2001	2002	2003	2004	2006 Goal	2010 Goal
Fatalities	1,554	1,509	1,477	1,478	1,450	1,390
Fatal Crash Rate/ 100 million VMT	1.09	1.04	1.00	0.98	0.94	0.90
Mean Severity of Injury (MSI)	1.26	1.26	1.26	n/a	1.24	1.20

The number of people killed in motor vehicle crashes in New York State dropped from 1,554 in 2001 to 1,477 in 2003 and 1,478 in 2004, representing a five percent decrease in fatalities. The fatal crash rate per 100 million vehicle miles traveled (VMT) declined steadily between 2001 and 2004, dropping to less than one (0.98) fatal crash per 100 million VMT in 2004. In each of the four years, New York State's fatal crash rate was well below the national level. As indicated by the MSI, the severity of injuries suffered in crashes remained constant over the three years, 2001-2003.

GOALS AND OBJECTIVES

The overall goals of New York's highway safety program are to prevent motor vehicle crashes, save lives, and reduce the severity of the injuries suffered. A comprehensive approach will be undertaken with strategies implemented in all of the major highway safety program areas. The effectiveness of the collective efforts will be assessed through changes in fatality and injury measures.



IMPAIRED DRIVING

Alcohol and other drug-impaired driving continues to threaten the safety of all road users in New York State. As part of its long-term commitment to improve highway safety, New York conducts a vigorous campaign to fight impaired driving. Enhanced enforcement efforts have been successfully coupled with increased public information and education to produce very positive results.

The most recent impaired driving legislation signed into law by Governor Pataki is Vasean's Law, named for eleven-year-old Vasean Alleyne who was killed by a drunk driver in Queens in October 2004. This law increases the penalties for drivers who kill or seriously injure someone while driving under the influence of drugs or alcohol; specifically, the law eliminates the requirement for prosecutors to prove criminal negligence, making it easier to charge drunken drivers with felony vehicular assault or vehicular manslaughter. Vasean's Law was signed by Governor Pataki on May 17, 2005 and took effect June 3, 2005.

On June 3, Governor Pataki also signed a bill that increases the penalties for hit-and-run drivers who leave the scene of an accident that results in serious physical injury or death. These hit-and-run drivers can now be charged with a Class D felony that carries a maximum sentence of two and one-third to seven years in prison.

Other laws implemented within the last two years also continue to have a major impact on New York's impaired driving program. Effective September 30, 2003, persons convicted of DWI after a previous conviction within five years are sentenced to imprisonment or community service and are required to have an ignition interlock device installed on their vehicle. New York's ".08" law also took effect in 2003, reducing the *per se* BAC from .10% to .08%.

A continuing statewide initiative will unite law enforcement agencies in their efforts to enforce laws governing the sale and consumption of alcoholic beverages by minors. The underage drinking initiative, jointly sponsored by the Governor's Traffic Safety Committee, STOP-DWI, the Division of State Police, the State Liquor Authority, and the Sheriff's Association, calls for continually gathering intelligence on underage drinking activity and promoting a hotline to facilitate public reporting of such violations.

Federal, state, and local agencies; advocacy groups; community organizations; and private sector companies have combined their efforts to raise public awareness of the dangers of impaired driving. By promoting messages that encourage drivers to assume personal responsibility for their behavior, these groups have joined forces in changing the public's attitude toward impaired driving.

The number of alcohol-related fatalities decreased between 2001 and 2003, reaching a three-year low of 295 in 2003. It is unknown to what extent reporting anomalies may have accounted for the 2003 figure. Preliminary data on fatal crashes and fatalities for 2004 indicate that the number of alcohol-related fatalities increased considerably to 375. The number of alcohol-related injuries increased from 8,881 in 2001 to 8,910 in 2002, then decreased to 8,004 in 2003.

**ALCOHOL-RELATED FATALITIES AND INJURIES IN NEW YORK STATE,*
2001-2004**

	2001	2002	2003	2004	2006 Goal	2010 Goal
Alcohol-Related Fatalities	441	363	295	375	340	300
Alcohol-Related Injuries	8,881	8,910	8,004	n/a	7,900	7,600

* Police-reported crashes

GOALS AND OBJECTIVES

The primary goals of the impaired driving program are to reduce the numbers of alcohol-related traffic fatalities and injuries. These goals will be accomplished by increasing enforcement of the impaired driving laws, conducting training programs for police officers on underage alcohol sales enforcement, conducting training for prosecutors, and raising public awareness of the dangers of drinking and driving. A variety of educational programs for drivers under age 21 will be supported. Other measures that target underage drinking drivers and repeat offenders will be emphasized.



POLICE TRAFFIC SERVICES

Enforcement of the Vehicle and Traffic Law, along with public information and education, continues to be a cornerstone of New York's highway safety program. As traffic volume and vehicle miles traveled continue to increase, coupled with increases in speed, police agencies are faced with increased challenges in enforcing the traffic laws. A proven strategy for success, and a long-held doctrine of the traffic safety community, is that a combination of highly visible enforcement and public information and education is needed to achieve and sustain significant improvements in highway safety. These strategies have the added benefit of encouraging positive behavior such as safety belt use and reductions in aggressive driving.

Although traditional enforcement strategies are successful with the general driving population, different approaches are required for some groups, especially those who intentionally disregard the laws and become adept at avoiding apprehension, posing a high risk of injury or death to themselves or others. This group includes recidivist and high BAC drunk drivers, aggressive drivers, those who continue to drive with a suspended driver's license (aggravated unlicensed operation), and those who refuse to wear safety restraints. For these drivers, highly publicized selective enforcement efforts and targeted PI&E are needed. Such programs targeting impaired driving, seat belt use, and aggressive driving have been very effective in New York and GTSC continues to support successful on-going programs and the development of innovative strategies to address these problems.

Speeding continues to be one of the biggest challenges facing law enforcement and poses a serious risk to all users of the state's highways, including occupants of the speeding vehicle, other cars, trucks, and motorcycles; and pedestrians. Motorists' fascination with speed is due in part to faster cars, better highways, and the marketing of speed in advertising and the media. These trends are then compounded by the changes in the passenger vehicle fleet to include longer, heavier vehicles. People leading busier lives and longer commutes may result in motorists being a greater hurry when driving. Higher speed limits and the associated "spillover effect," higher traffic volumes and congestion, and a growing young driver population, all play a part and add to an already serious highway safety problem. Speed-related crashes, like many others, are most often preventable and have large associated human and monetary costs.

Speeding in work zones is of particular concern because of the dangers it poses to those working at these sites. On July 14, 2005, Governor Pataki signed new legislation promoting safety in New York's work zones. The Work Zone Safety Act of 2005 provides for increased police presence in work zones to enforce posted speed reductions; increased deployment of radar speed display signs in work zones; a 60-day license suspension for drivers convicted of two or more work zone speeding violations, in addition to the double minimum fine assessed under the current law; a \$50 surcharge for speeding in work zones, with the proceeds devoted to a newly established Highway Construction and Maintenance Safety Education Fund; and the development of rules and regulations to increase safety in work zones.

Analyses of the 2003 police-reported motor vehicle crash data indicate that “unsafe speed”, “failure to yield the right-of-way”, and “following too closely” were reported to be contributory factors in 11%, 16% and 14%, respectively, of the crashes. These actions may be accompanied by other negative driver-to-driver interactions, such as shouting and obscene gestures; these incidents may then escalate into “road rage.”

**CONTRIBUTING FACTORS IN FATAL AND PERSONAL INJURY CRASHES IN
NEW YORK STATE, 2001-2003**

	2001	2002	2003	2006 Goal	2010 Goal
Police-Reported Crashes	173,605	158,867	142,287		
Unsafe Speed	15,694	15,991	15,319	15,040	14,100
Failure to Yield the Right-of-Way	27,451	26,208	23,462	22,525	21,115
Following Too Closely	23,085	21,799	19,331	18,560	17,400

Under Governor Pataki’s leadership, New York was among the first states to address the problem of aggressive driving, and the Governor proposed legislation to increase the penalties for dangerously aggressive driving. A recent New York State law requires that a component of instruction on road rage must be included in the 5-hour driver prelicensing course, PIRP courses, and the driver’s license manual, and questions on this topic must be included on the written driver’s license test. In 2002, GTSC introduced a popular new grant program, *STEP to Reduce Unsafe Driving Behaviors*. Another initiative is the New York State Police *Aggressive Driving Enforcement* program, which seeks to reduce the number of deaths and injuries which result from aggressive driving through a combination of public education and enforcement.

The New York City Police Department will continue its *Combat Aggressive Driving* (CAD) program. The program has allowed the NYPD to fund details dedicated to aggressive driving enforcement. The Department is seizing for forfeiture the vehicles of certain aggressive drivers, including reckless drivers, those traveling at twice the speed limit, and those receiving citations for three or more hazardous driving violations at one time. With funding from GTSC, other police agencies statewide are also focusing more attention on aggressive drivers.

GOALS AND OBJECTIVES

The primary goal of the police traffic services program is to decrease the number and severity of motor vehicle crashes by deterring aggressive driving and other risky behaviors, including speeding, tailgating, etc. In addition to routine and selective enforcement approaches, training programs will be conducted for police officers, probation officers, judges, and prosecutors. Additional initiatives targeting specific issues, such as aggressive drivers, scofflaws, unlicensed drivers, and commercial vehicle operators will also be explored.



MOTORCYCLE SAFETY

During the seasons of the year when weather permits, motorcycling continues to be a popular sport and mode of transportation in New York. There are many more motorcycles and motorcyclists on New York's highways than in previous years. In 2004, the number of motorcycle registrations continued to increase, reaching an all-time high of 256,571. In each of the past five years, motorcycle registrations have increased by an average of 6% a year. Since 1996, motorcycle registrations in New York have increased by 57%.

In 1997, New York undertook a major initiative to improve motorcycle safety by establishing a comprehensive, rider-funded safety program. The *Motorcycle Safety Program (MSP)* is intended to address driver inexperience and lack of training. Created through legislation signed by Governor Pataki, this program provides instruction and field training to improve the riding skills of motorcyclists. The program, which is administered by MANYS, now offers rider education at 23 public training sites and nine military or police facilities around the state. The program also includes a public information and education component aimed at heightening the awareness of all motorists to motorcycles. In addition, the Governor's Traffic Safety Committee continues its ongoing efforts to encourage motorists to be aware of the presence of motorcycles on the roadways.

Motorcycle crashes decreased considerably during the mid-1990s and have continued on a general downward trend in recent years. The number of motorcycle crashes decreased from 4,848 in 2001 to 4,269 in 2002, followed by a slight increase in 2003 to 4,284.

While the overall number of crashes is down, the increase in motorcyclists killed relative to the number of crashes suggests that new factors are involved. Possible explanations for the increase in fatalities include speeding by motorcyclists and other motorists and the increased number of larger vehicles introduced into the passenger vehicle fleet in recent years.

MOTORCYCLE CRASHES IN NEW YORK STATE, 2001-2004

	2001	2002	2003	2004	2006 Goal	2010 Goal
Motorcycle Crashes	4,848	4,269	4,284	n/a	4,200	4,070
Motorcyclists Killed	149	139	153	146	140	125

Young motorcycle operators continue to be overrepresented in fatal and personal injury motorcycle crashes: almost 9% of the motorcyclists involved in fatal and personal injury crashes were under 21 years of age, but less than 1% of the licensed operators are in this age group; and 30% of motorcyclists involved in fatal and personal injury crashes were aged 21-29, but only 7% of the licensed operators are between the ages of 21 and 29.

GOALS AND OBJECTIVES

The primary goals in the area of motorcycle safety are to reduce the number of motorcycle crashes and fatalities. Objectives include continued expansion of motorcycle rider education opportunities and examination of the characteristics of motorcycle crashes and unlicensed operators. The strategies that will be used include public information and education and research and evaluation initiatives. Research will focus on identifying trends and issues related to the characteristics of fatal motorcycle crashes and the operators in these crashes, and assessing the extent to which persons continue to operate motorcycles without the proper license. The public information and education activities will stress the need for the motoring public to be aware of motorcyclists.



PEDESTRIAN, BICYCLE, IN-LINE SKATING, NON-MOTORIZED SCOOTER, AND SKATEBOARDING SAFETY

Pedestrians, bicyclists, in-line skaters, non-motorized scooter operators, and skateboarders are among our most vulnerable roadway users. (The term, "Pedestrian Safety," is used to refer to the program area relating to all of these roadway users.) When involved in crashes with motor vehicles and fixed objects, these highway users almost always suffer more serious injuries than vehicle occupants. Although crashes involving this group represent only about 6% of the reportable crashes in the state, they account for about one-fourth of all fatal crashes and approximately 10% of all injury crashes. The injuries sustained in these crashes often require extensive medical treatment and/or lengthy rehabilitation. Treatment and rehabilitation for older injured pedestrians may be even more protracted, resulting in increased costs. For these reasons, GTSC has identified Pedestrian Safety as a priority for FFY 2006.

It is also important to note that Governor Pataki signed legislation improving pedestrian safety by simplifying New York State's law regarding pedestrian right-of-way in crosswalks. Since January 19, 2003, drivers must yield to pedestrians walking in a crosswalk in both halves of the street where a traffic signal is not present or operating. This replaced the previous law that required drivers to yield to pedestrians only in their half of the crosswalk.

PEDESTRIAN SAFETY

Over the four years, 2001-2004, the number of pedestrians killed dropped from 358 in 2001 to 326 in 2004. Approximately half of all pedestrian fatalities occurred in New York City. In 2003, 16,665 pedestrians were injured in New York State.

PEDESTRIANS KILLED AND INJURED IN NEW YORK STATE, 2001-2004

	2001	2002	2003	2004	2006 Goal	2010 Goal
Pedestrians Killed (NYS)	358	326	327	326	315	295
In New York City	186	156	162	149	140	125
Pedestrians Injured (NYS)	17,678	17,214	16,665	n/a	16,000	15,000

BICYCLE SAFETY

Over the four-year period, 2001-2004, 34 to 42 bicyclists have been killed each year in motor vehicle crashes. New York State's law requiring children under age 14 to wear a helmet when riding a bicycle was implemented to mitigate the severity of injuries. Efforts to prevent bicycle crashes through education and increased public awareness for both bicyclists and motorists will continue.

BICYCLISTS KILLED AND INJURED IN NEW YORK STATE, 2001-2004

	2001	2002	2003	2004	2006 Goal	2010 Goal
Bicyclists Killed (NYS)	42	34	38	39	35	30
In New York City	15	18	16	13	10	7
Bicyclists Injured (NYS)	6,749	5,992	5,581	n/a	5,360	5,025

IN-LINE SKATING SAFETY

In-line skating remains a popular activity in New York State. Although primarily considered to be a recreational activity, it is also used by messenger/delivery services in the New York City metropolitan area. Since January 1996, when legislation signed by Governor Pataki became effective, children under age 14 have been required to wear a helmet when skating. In July 1996, a revised police crash report form was distributed to enforcement agencies. The new form allows for the capture of information on in-line skating crashes, including the type of safety equipment used by skaters. At this time, the number of crashes involving in-line skaters is too small to allow meaningful analyses. Many localities are beginning to track the data and have expanded their traffic safety programs to include in-line skating safety issues.

NON-MOTORIZED SCOOTER SAFETY

The popularity of scooters in New York State over the past several years has been paralleled by a substantial rise in scooter-related injuries. Since July 1, 2002, it has been illegal for persons 13 years of age or younger to operate a scooter or ride as a passenger on a scooter without wearing an approved bicycle helmet.

The growing problem with scooter safety centers on the devices that are motorized, but are not equipped to be registered as motor vehicles. Currently, these types of scooters are illegal to use on New York's roadways and in areas used by pedestrians and bicyclists. To address the issue of scooter safety, the GTSC is focusing its efforts on educating potential consumers about the improper and potentially illegal use of these devices.

SKATEBOARDING SAFETY

Effective January 1, 2005, New York's Vehicle and Traffic Law was amended to require skateboard riders under age 14 to wear an approved helmet. Skateboard safety is also promoted through the many statewide wheel sport safety programs supported by the GTSC.

GOALS AND OBJECTIVES

The primary goals of the pedestrian, bicycle, in-line skating, and non-motorized scooter safety programs are to reduce the number of pedestrians, bicyclists, skaters, and scooter riders killed and injured. These goals will be accomplished by providing safety education to both the general public and specific target groups, developing and evaluating engineering solutions to address these problems, and expanding helmet distribution programs. Community-based programs will play a major role in these efforts. Research and evaluation activities will be undertaken to assist in defining the scope and nature of the various safety issues, assess program effectiveness, and identify potential countermeasures.



OCCUPANT PROTECTION

Twenty years ago New York became the first state to pass a mandatory seat belt law. Nearly all states have since followed suit, and nationally occupant protection has risen to a level commensurate with its life saving potential. The evolution of seat belt programs, from first requiring seat belts to be installed by auto manufacturers in the 1960s, to national "mobilizations" has been remarkable, as has been the increase in usage. As with impaired driving, social norms regarding the use of safety restraints, especially for children, have changed radically.

Throughout this progression, the seat belt compliance rate gradually increased in New York, until it leveled off in the mid-1990s at about 75 percent. It was at that point that highway safety professionals came together and rallied behind a new program called *Buckle Up New York*. *BUNY*, as it has come to be known, is a high-visibility, multi-agency, zero-tolerance enforcement and PI&E campaign. Through this program, unprecedented numbers of seat belt tickets have been issued by police and public awareness is at an all time high; New York's seat belt compliance rate has risen to an historic high of 85 percent (based on the June 2005 observational survey).

Legislation has passed both houses of the New York State Legislature to require booster seats for all children ages four to seven. Implementation of the law will be a principal focus of FFY 2005.

**PROPORTION OF VEHICLE OCCUPANTS
COVERED BY NEW YORK STATE'S SEAT BELT LAW
KILLED OR SERIOUSLY INJURED IN CRASHES, 2001-2003**

	2001	2002	2003	2006 Goal	2010 Goal
Fatalities	.14%	.22%	.18%	.17%	.14%
Serious Injuries	1.44%	2.40%	2.13%	2.05%	1.95%

The proportions of fatalities and serious injuries among vehicle occupants covered by the law increased from 2001 to 2002, then declined in 2003. The increases experienced in 2002 reflect changes in data collection that were implemented in 2001 with regard to property damage crashes. Since the changes resulted in fewer property damage crashes being reported, both the total number of crashes and number of uninjured occupants decreased by a large amount in 2002, causing the proportions of occupants killed or injured to increase.

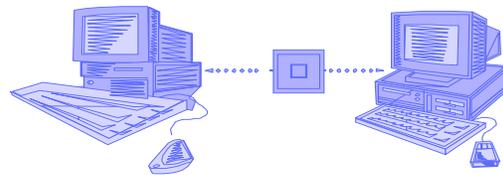
**MEAN SEVERITY OF INJURY (MSI) FOR VEHICLE OCCUPANTS
COVERED BY NEW YORK STATE'S SEAT BELT LAW, 2001-2003**

	2001	2002	2003	2006 Goal	2010 Goal
	1.22	1.22	1.22	1.21	1.19

Over the period 2001 to 2003, the Mean Severity of Injury (MSI) measure indicates that the severity of injuries suffered by vehicle occupants covered by the seat belt law remained constant. In calculating the MSI, a weight of 4 is assigned to a fatality, 3 to a serious injury, 2 to a moderate injury, and 1 to a minor injury.

GOALS AND OBJECTIVES

The primary goals of the occupant protection program are to decrease the number of vehicle occupants killed and to mitigate the severity of the injuries suffered. The recent enactment of New York's booster seat law represents a major step toward the achievement of these goals. Further progress toward these goals will be accomplished by encouraging seat belt use and enhancing the safety of young passengers by increasing the number of children 12 and under who ride in the back seat and the number of children who are properly restrained in child safety seats. The strategies identified for accomplishing these goals include enforcement, research to identify target groups of motorists who do not comply with the law, public information and education, and child passenger safety training. Additional permanent child safety seat fitting stations will be established, with an emphasis on stations in culturally-diverse communities, staffed by bi-lingual certified technicians.



TRAFFIC RECORDS

Access to traffic records data continues to be a critical component of the performance-based program planning processes used by traffic safety agencies and organizations to develop traffic safety initiatives. As changes occur in demographics, traffic patterns, and conditions of the highway infrastructure at both the state and local levels, identifying the nature and location of traffic safety problems presents a significant challenge to the state's highway safety community. In developing appropriate countermeasures to meet these challenges, traffic safety professionals need data on crashes and injuries, arrest and convictions for traffic violations, and highway engineering initiatives. The need for accurate and timely data, together with an ever increasing need for data analysis support, is being addressed vigorously by New York through major improvements in the way it maintains and uses its traffic records systems.

Governor Pataki's continuing support of efforts to improve the state's traffic records systems is evidenced by the progress being made in improving the state's accident and ticket records systems. It is also evident in the improvements made in the traffic-related systems maintained by the Department of Transportation, Department of Health, Division of Criminal Justice Services, Division of Probation and Correctional Alternatives, and the Division of State Police. Under the direction of the GTSC, system improvements are monitored annually by the state's Traffic Records Advisory Committee.

GOALS AND OBJECTIVES

The primary goals of the efforts undertaken in the area of traffic records are to continue the reengineering of the DMV accident and ticket records systems, improve data linkage capabilities among traffic safety-related data systems, and assist with the coordination and direction of

efforts to upgrade the state's various traffic safety-related data systems. This will be accomplished through support for the implementation of new technologies by state agencies and local police agencies. The strategies include continued involvement in the state's Safety Management System, increased use of technology for data collection and dissemination, the development and use of linked data bases, and research and evaluation initiatives to support problem identification and the development and evaluation of countermeasures.



COMMUNITY TRAFFIC SAFETY PROGRAMS

Community Traffic Safety Programs combine strategies from several traffic safety program areas to address local highway safety problems. Communities within a county are encouraged to cooperatively develop a strategic plan which identifies and documents the county's highway safety problems; establishes performance goals, objectives, and measures; and proposes strategies that target the problems identified. Because of the integral role local programs play in achieving the statewide highway safety goals, increasing the number of counties participating in the program continues to be a priority.

The strategies implemented under the individual community traffic safety programs will contribute to the attainment of the goals established for the statewide highway safety program. In addition to funding local programs, the strategies in this area include the further development of inter-organizational and target group coalitions, the provision of public information resources, and training for community program managers and staff.

PROGRAM MANAGEMENT

Governor Pataki's Traffic Safety Committee (GTSC) is responsible for coordinating and managing New York State's comprehensive highway safety program. GTSC takes a leadership role in identifying the state's overall traffic safety priorities; provides assistance to its local partners in identifying local highway safety priorities; and works with its partners to develop programs, public information campaigns, and other activities to address the needs identified. In addition to the 402 highway safety grant program, GTSC administers the highway safety funds awarded to the state through the various TEA-21 incentive grant programs and grants under the new Safe, Accountable, Flexible, and Efficient Transportation Equity Act. In administering the state's highway safety program, GTSC takes a comprehensive approach, providing funding for a wide variety of programs targeting crash reduction through education, enforcement, engineering, community involvement, and greater access to safety-related data.

GOALS AND OBJECTIVES

The GTSC's goals in this area are to continue to improve the effectiveness of New York's highway safety program and the efficiency of its administration. This will be accomplished by enhancing the GTSC's leadership role in identifying priorities and establishing goals for the statewide program, improving the coordination of programs and resources, and promoting innovative approaches to address highway safety issues. GTSC will continue to assess the training needs of its partners and identify training opportunities that meet these needs. Communication and access to information and materials will be enhanced through the continuing development of GTSC's Internet site and other channels.

2006 HIGHWAY SAFETY PROGRAM PLANNING PROCESS

DEVELOPMENT OF NEW YORK'S HIGHWAY SAFETY STRATEGIC PLAN FOR YEAR 2006

In preparing its Year 2006 Highway Safety Strategic Plan (HSSP), New York continued a performance-based approach to the planning and management of the state's program. The intent of New York's strategic planning process is to implement a data-driven approach in identifying problems and setting priorities for the state's highway safety program. Each year, the Governor's Traffic Safety Committee (GTSC) conducts grant meetings on a county-wide basis to assist grantees with the problem identification process and the development of innovative counter-measures. County-specific traffic safety data are provided to grantees. The meetings provide feedback about local problems that aid the GTSC in the identification of statewide problems.

The problem identification process conducted for the 2006 HSSP included analyses of overall performance measures of the statewide program, as well as measures related to each of the major program areas. The next step in the planning cycle was to establish new goals and objectives, or to revise existing ones based on the current status of the various performance measures. Long-term goals were set for five years in the future while short-term goals and objectives set targets for the next fiscal year.

At the time this Highway Safety Strategic Plan was prepared, the most recent available complete set of crash data was for 2003. Limited data were available for fatal crashes and fatalities for 2004. It is important to note that changes in data collection that began during 2001 with respect to property damage crashes have had an impact on the total number of crashes, since the changes result in fewer property damage crashes being captured in the statewide Accident Information System (AIS) housed at the Department of Motor Vehicles.

In setting goals related to fatal crash and fatality data, the 2004 fatal crash and fatality data were used as the base; the 2003 data set was used in setting goals related to injuries. Goals related to tickets used 2004 data as the base. The method for setting the goal depended on the trend in the performance measure over the most recent three-year period for which data were available. If there was no clear trend in the measure over this period, i.e., the measure did not increase or decrease consistently over the three years, a three-year average was used as the baseline for calculating the goal. If the measure did increase or decrease consistently, the most recent year was used as the baseline.

A similar process was followed in reviewing the performance objectives. The performance objectives provide the link between the strategies and specific projects implemented and the goals of the highway safety program. Where appropriate, the targets set for the performance objectives were revised, and in some cases, new strategies for achieving the objectives were identified.

DATA SOURCES

The primary sources of data for the problem identification process were four traffic records systems maintained by the NYS Department of Motor Vehicles (DMV): 1) the crash file consisting of police accident reports filed by the police and motorist reports filed by individual motorists; 2) the driver's license file; 3) the TSLED (Traffic Safety Law Enforcement and Disposition) system, and 4) the Administrative Adjudication ticket system.

PARTICIPANTS IN THE PROCESS

The Institute for Traffic Safety Management and Research, University at Albany, conducted the problem identification process under contract to, and with the guidance of, the GTSC. The member agencies of the GTSC, statewide associations, non-profit organizations, and other statewide partners play a major role in the development of New York's highway safety strategic plan. These agencies and organizations are responsible for the identification of strategies to address the problems identified and for implementing programs that will ultimately enable the achievement of the state's goals for improving highway safety. Representatives of local traffic safety programs participate in the state's highway safety strategic process through regional meetings held by the GTSC. Local traffic safety programs submit their grant applications to their county Traffic Safety Board, helping to ensure county-wide coordination of efforts.

In a related effort undertaken jointly by the GTSC and the New York State Department of Transportation, a NYS Comprehensive Highway Safety Plan was developed following the format prescribed by the American Association of State Highway Transportation Officials (AASHTO). The AASHTO model advocates an integrated approach to reducing deaths, injuries, and health care costs associated with highway crashes. The AASHTO plan identifies 22 strategic emphasis areas that might be of concern to any state Department of Transportation or Highway Safety Office; these emphasis areas cover traditional highway infrastructure issues, as well as issues related to the driver and other occupants, the vehicle, and emergency and medical responders. A number of strategies are provided for each of these areas.

While the Comprehensive Highway Safety Plan cannot be substituted for the state's annual HSSP because it does not meet NHTSA's problem identification and performance-based planning requirements and encompasses strategies that would not be eligible for 402 funding, it is very useful in documenting the comprehensiveness and scope of New York's highway safety efforts. More than 60 representatives from local, state, and federal organizations participated in the development of the Comprehensive Highway Safety Plan, providing renewed energy and depth to the discussions and direction of the highway safety program in New York.

FORMAT OF THE PLAN

The Highway Safety Strategic Plan includes a description of the statewide program and the current status of broad statewide crash, fatality, and injury measures. Long-term and short-term goals based on these measures are provided.

The plan also includes overviews of the individual program areas which provide general descriptions of the trends and major issues in these areas. Specific findings of the problem identification process with the pertinent documentation are presented. Each program area description also includes long-term and short-term goals, performance objectives, and the performance measures for each goal and objective. Strategies for achieving the objectives set for the program area are presented.

STATEWIDE HIGHWAY SAFETY PROGRAM

OVERVIEW

The goals of New York's comprehensive statewide highway safety program are to prevent motor vehicle crashes, save lives, and reduce the severity of injuries suffered in crashes. The Governor's Traffic Safety Committee (GTSC) provides leadership and support for the attainment of these goals through its administration of the federal 402 program, the various TEA-21 incentive grants awarded to the state, and grants under the new Safe, Accountable, Flexible, and Efficient Transportation Equity Act.

In recognition that the overall goals of the Section 402 Highway Safety Program are shared by the Motor Carrier Safety Assistance Program (MCSAP), steps have been taken to expand the communication between the GTSC and the administrators of the MCSAP program in New York State. Most notably, representatives of agencies and other organizations involved in both programs have developed a Highway Safety State-of-the-State Report and a strategic plan to achieve a 20% reduction in motor vehicle-related fatalities and serious injuries by the year 2010 ("20/10 Initiative"). This ongoing sharing of information will continue to result in better coordination of safety efforts and more efficient and effective use of the available resources.

The GTSC is responsible for the coordination of state and local initiatives directed toward the highway safety priorities identified in the annual Highway Safety Strategic Plan. The following priorities have been established for Governor Pataki's 2006 highway safety program:

- ⊃ Continued active enforcement and related public information and education to increase seat belt use in New York State
- ⊃ Increased outreach in the proper use and correct installation of child safety seats
- ⊃ PI&E for occupant restraint issues, including child passenger safety, targeted toward minority communities
- ⊃ Increased enforcement of the laws relating to impaired driving
- ⊃ Continued implementation of the new laws targeting recidivist drunk drivers and the lower BAC *per se* limit of .08%
- ⊃ Increased public awareness and enforcement of the underage-youth law, the open container law, and the law prohibiting the use of fraudulent identification to purchase alcohol
- ⊃ Passage of legislation to increase the penalties for aggravated unlicensed operation and operating a vehicle without proper insurance

- Increased education and enforcement relating to the Vehicle and Traffic Laws pertaining to speeding, running red lights, and other unsafe and aggressive driving behaviors
- Increased training and education for motorcycle operators through expanded participation in New York's *Motorcycle Rider Education* program
- Increased efforts to improve pedestrian safety, particularly in the state's largest metropolitan areas

The GTSC will continue and expand its active PI&E program addressing a variety of traffic safety issues. New York's long-standing relationship with the New York State Broadcaster's Association has resulted in the production and airing of non-commercial sustaining announcements (NCSAs) aimed at the general audience and at special target groups, including minorities and urban and rural populations. Similarly, efforts with other media associations have enabled the GTSC to reach expanded audiences with the traffic safety messages. For example, Hispanic cable companies in the downstate and New York City metropolitan areas have aired occupant restraint PSAs in Spanish. The Outdoor Advertising Association has made unused billboard space available for seat belt and alcohol messages. In the coming year, media associations will provide expanded educational outreach services through their memberships. In addition to the NCSA program, New York will continue to support the distribution of bilingual educational messages through the print media, posters, brochures, and billboards.

Analyses of statewide data from the Department of Motor Vehicles crash file indicate the following:



Over the four years, 2001 to 2004, the number of fatalities declined five percent, dropping from 1,554 in 2001 to 1,477 in 2003 and 1,478 in 2004. The number of injuries in 2003 was almost 10% lower than in 2001 (242,179 vs. 267,905).

**MOTOR VEHICLE-RELATED FATALITIES AND INJURIES
IN NEW YORK STATE, 2001-2004**

	2001	2002	2003	2004
Number of Fatalities	1,554	1,509	1,477	1,478
Number of Injuries	267,905	262,884	242,179	n/a



In New York, the fatal crash rate per 100 million vehicle miles traveled (VMT) declined steadily between 2001 and 2004, dropping to less than one (0.98) fatal crash per 100 million VMT in 2004. In all four years, New York's fatal crash rate was well below the national level.

FATAL CRASH RATE PER 100 MILLION VMT, 2001-2004

	2001	2002	2003	2004
New York	1.09	1.04	1.00	0.98
National	1.36	1.35	1.32	1.31



The Mean Severity of Injury (MSI) is the average severity of motor vehicle injuries based on the KABC injury scale. The KABC injury scale categorizes injuries into four levels of severity: fatal (K), serious (A), moderate (B), and minor (C). The MSI ranges from 4 to 1 (with 4 = fatal and 1 = minor injury). The MSI remained constant over the three years, 2001-2003.

MEAN SEVERITY OF INJURY (MSI), 2001-2003

2001	2002	2003
1.26	1.26	1.26

PERFORMANCE GOALS AND MEASURES

Long-term Performance Goals

- ⊃ Reduce the number of motor vehicle-related fatalities from 1,478 in 2004 to 1,390 in 2010
- ⊃ Reduce the fatal crash rate per 100 million VMT from 0.98 in 2004 to 0.90 in 2010
- ⊃ Reduce the Mean Severity of Injury (MSI) from 1.26 in 2003 to 1.20 in 2010

Short-term Performance Goals

- ⊃ Reduce the number of motor vehicle-related fatalities from 1,478 in 2004 to 1,450 in 2006
- ⊃ Reduce the fatal crash rate per 100 million VMT from 0.98 in 2004 to 0.94 in 2006
- ⊃ Reduce the Mean Severity of Injury (MSI) from 1.26 in 2003 to 1.24 in 2006

Performance Measures

- ⊃ Number of motor vehicle-related fatalities
- ⊃ Fatal crash rate (number of crashes with at least one fatal injury per 100 million VMT)
- ⊃ Mean Severity of Injury (MSI)

IMPAIRED DRIVING

OVERVIEW

Alcohol and other drug-impaired driving continue to threaten the safety of all road users in New York State. As part of its long-term commitment to improve highway safety, New York conducts a vigorous campaign to fight impaired driving. Enhanced enforcement efforts have been successfully coupled with increased public information and education to produce positive results in recent years. While data on fatal crashes and fatalities for 2004 show increases above the 2003 levels, they remain far below the levels in 2001, suggesting that new legislation and other countermeasures recently incorporated into New York's impaired driving program are working to lower the involvement of alcohol in fatal crashes.

The most recent impaired driving legislation signed into law by Governor Pataki is Vasean's Law, named for eleven-year-old Vasean Alleyne who was killed by a drunk driver in Queens in October 2004. This law increases the penalties for drivers who kill or seriously injure someone while driving under the influence of drugs or alcohol; specifically, the law eliminates the requirement for prosecutors to prove criminal negligence, making it easier to charge drunken drivers with felony vehicular assault or vehicular manslaughter. Vasean's Law was signed by Governor Pataki on May 17, 2005 and took effect June 3, 2005.

On June 3, Governor Pataki also signed a bill that increases the penalties for hit-and-run drivers who leave the scene of an accident that results in serious physical injury or death. These hit-and-run drivers can now be charged with a Class D felony that carries a maximum sentence of two and one-third to seven years in prison.

In 2003, Governor Pataki signed legislation establishing additional penalties for certain repeat alcohol offenses. Effective September 30, 2003, persons convicted of DWI who have had a prior DWI conviction within five years are sentenced to jail or community service. The law also requires that an ignition interlock device be installed on their vehicle and that they undergo an assessment of their alcohol abuse problem. This law targeting the multiple offender provides further protection for the public, as well as an opportunity for those suffering from alcoholism to receive substance abuse treatment.

Effective July 1, 2003, the *per se* BAC level was reduced in New York from .10% to .08%. This law also provides for the prompt suspension of the driver's license, pending prosecution, of any person charged with a violation of section 1192 subdivision two or three of the Vehicle and Traffic Law who is alleged to have been driving with a .08% or higher BAC; tougher penalties for repeat offenders are also imposed.

In 2003, Governor Pataki also signed a beer keg registration law to discourage retailers from selling beer to minors, prevent adults from purchasing beer for someone under the age of 21, and discourage minors from attempting to illegally buy beer or drink beer at parties. Since November 2003, an identification tag has been attached to every keg sold at a retail store. The tag must have the name and address of the retail store, the name of the keg purchaser, and an individual keg identification number. The law also requires the purchaser of the keg to sign a statement that they understand the underage drinking laws and that they will not allow consumption of the beer in violation of the law. Retailers must maintain records of the names, addresses, and driver's license numbers of purchasers, as well as the size of the keg container, the amount of the registration deposit, the date and time of purchase, and the keg identification number. Keg purchasers pay a \$75 registration deposit on each keg which is refunded upon return of the keg with an intact identification tag. If the keg's identification tag is missing or damaged, the keg purchaser may be fined \$250 to \$450.

Other legislative initiatives, such as the Zero Tolerance Law enacted in 1996 and the law increasing license sanctions for the use of fraudulent identification to purchase alcohol, have played a key role in reducing impaired driving by persons under the age of 21. Governor Pataki continues to support legislation that would encourage the sellers of alcoholic beverages to install electronic devices to verify a customer's age directly from the driver's license. The recent passage of "Sean's Law," which allows a judge to suspend the license or learner's permit of a minor charged with DWI or DWAI until the minor's next court appearance, is another tool in the fight against underage drinking and driving.

Additional measures, such as legislation prohibiting the possession of an open container of alcohol in a motor vehicle, are also designed to reduce the number of crashes involving impaired drivers in New York. Sustained success will require an equally aggressive approach toward drivers with excessive blood alcohol concentrations (i.e., .15% and above) and strategies to reduce drunk driving recidivism.

A continuing statewide initiative will unite law enforcement agencies in their efforts to enforce laws governing the sale and consumption of alcoholic beverages by minors. The underage drinking initiative, jointly sponsored by the Governor's Traffic Safety Committee, STOP-DWI, the Division of State Police, the State Liquor Authority, and the Sheriff's Association, calls for continually gathering intelligence on underage drinking activity and promoting a hotline to facilitate public reporting of such violations.

To continue to make progress in reducing the incidence of impaired driving, new strategies must be developed and implemented. For instance, Governor Pataki signed legislation to encourage retail establishments that sell and serve alcoholic beverages to attend a certified *Alcohol Awareness Training* program; this law became effective in 2003. New York City, Nassau County, and Suffolk County have pioneered the innovative strategy of confiscating the automobiles of motorists arrested for drunk driving. Rensselaer County also adopted this measure and other jurisdictions are encouraged to adopt this policy as well.

The state's enforcement efforts will also continue. Many counties and regions coordinate special alcohol enforcement efforts. New York will continue its participation in the *Safe & Sober* impaired driving mobilization.

The continued success of New York's *Special Traffic Options Program for Driving While Intoxicated* (STOP-DWI) is evidenced in the more than \$20 million that was collected and returned to county programs in 2004. This self-sustaining program to reduce impaired driving has been the cornerstone of New York's impaired driving initiatives since its inception in 1981. The funds returned to the counties through the STOP-DWI program have made significant contributions to local efforts in the counties where the violations occurred.

Federal, state, and local agencies; advocacy groups; community organizations; and private sector companies have combined their efforts to raise public awareness of the dangers of impaired driving. By promoting messages that encourage drivers to assume personal responsibility for their behavior, these groups have joined forces in changing the public's attitude toward impaired driving.

Key points derived from the analyses of data related to impaired driving are presented below.



The annual number of alcohol-related fatal crashes decreased between 2001 and 2003 (398 vs. 256), and then increased considerably in 2004 to 325. It is unknown to what extent reporting anomalies may have accounted for the 2003 figure.



The rate of alcohol involvement in fatal crashes in New York State is substantially lower than the national average. In 2004, 24% of fatal crashes in New York State were alcohol-related, compared to the national rate of approximately 40%.



Injury crashes involving alcohol decreased between 2001 and 2003. In 2003, there were 5,395 injury crashes involving alcohol.

ALCOHOL-RELATED CRASHES IN NEW YORK STATE,* 2001-2004



	2001	2002	2003	2004
Fatal Crashes	398	321	256	325
% of all fatal crashes	27.8	23.1	18.9	24.0
# of fatalities	441	363	295	375
Injury Crashes	5,813	5,885	5,395	n/a
% of all injury crashes	3.3	3.7	3.2	n/a
# of persons injured	8,881	8,910	8,004	n/a

* Police-reported crashes



Approximately one-third of alcohol-related crashes continue to occur on Friday and Saturday nights between 6 pm and 6 am.

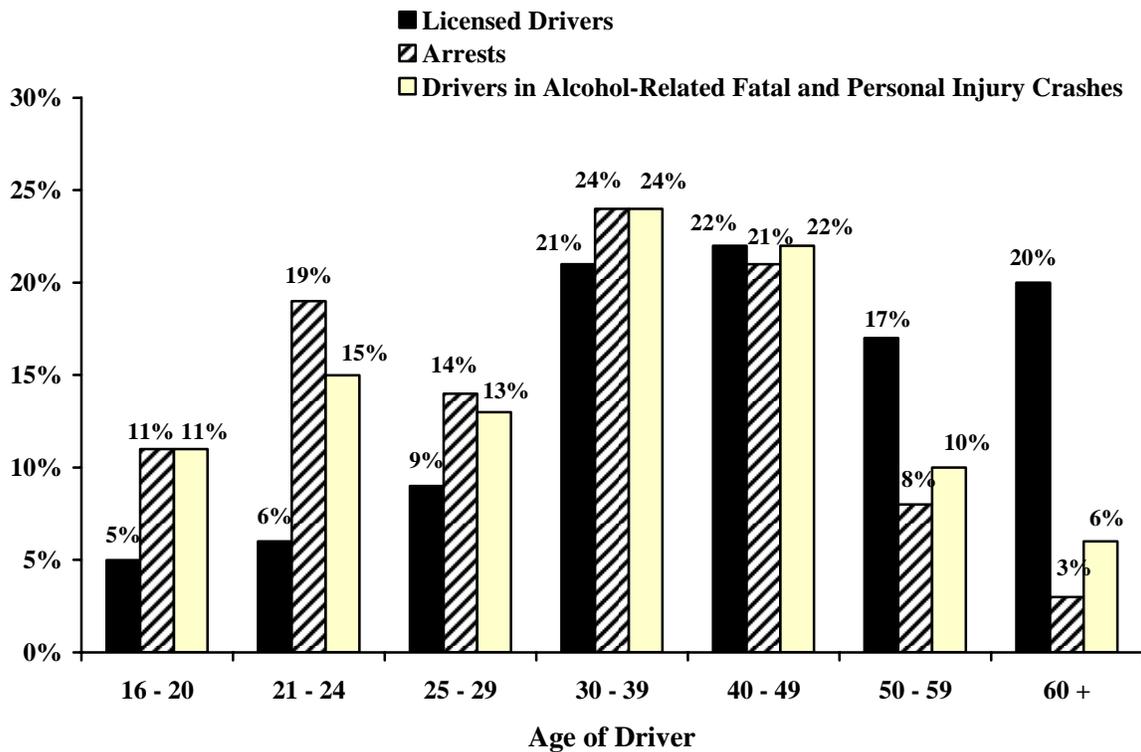


Drivers under 21 years of age, 21-24, 25-29, and 30-39 continue to be over-represented in alcohol-related fatal and personal injury crashes and arrests. The proportion of drivers arrested for impaired driving who were ages 21-24 rose steadily over the past five years, from 16% in 2000 to 19% in 2004.



In 2004, male drivers accounted for 81% of the drivers arrested for impaired driving. Somewhat less than half (48%) of the drivers arrested for impaired driving had a BAC at or above .15%, down from 52% in 2003.

**NEW YORK STATE LICENSED DRIVERS,
DRIVERS IN ALCOHOL-RELATED
FATAL AND PERSONAL INJURY CRASHES, AND PERSONS
ARRESTED FOR IMPAIRED DRIVING BY AGE GROUP, 2003**



PERFORMANCE GOALS AND MEASURES

Long-term Performance Goals

- ⊘ Reduce the number of alcohol-related traffic fatalities from an annual average of 344 in 2002-2004 to 275 in 2010
- ⊘ Reduce the number of alcohol-related traffic injuries from an annual average of 8,598 in 2001-2003 to 7,600 in 2010
- ⊘ Reduce the number of drivers under 21 years old involved in alcohol-related fatal crashes from 59 in 2004 to 45 in 2010

Short-term Performance Goals

- ⊘ Reduce the number of alcohol-related traffic fatalities from an annual average of 344 in 2002-2004 to 320 in 2006
- ⊘ Reduce the number of alcohol-related traffic injuries from an annual average of 8,598 in 2001-2003 to 7,900 in 2006
- ⊘ Reduce the number of drivers under 21 years old involved in alcohol-related fatal crashes from 59 in 2004 to 53 in 2006

Performance Measures

- ⊘ Number of alcohol-related fatalities
- ⊘ Number of alcohol-related injuries
- ⊘ Number of drivers under 21 years old involved in alcohol-related fatal crashes

PERFORMANCE OBJECTIVES AND MEASURES

Performance Objectives

- ⊘ Increase the number of persons arrested for impaired driving under the TSLED system from 46,437 in 2004 to 47,000 in 2006
- ⊘ Conduct training for police officers on underage alcohol sales enforcement in 2006
- ⊘ Conduct training for prosecutors, probation officers, and judges in 2006
- ⊘ Increase number of SFST and DRE-trained officers

Performance Measures

- ⊘ Number of persons arrested for impaired driving
- ⊘ Number of training programs/sessions conducted and number of police officers trained in underage alcohol sales enforcement
- ⊘ Number of prosecutors, probation officers, and judges trained
- ⊘ Number of SFST instructors trained

STRATEGIES

Enforcement of Impaired Driving Laws

Initiatives will continue to be supported on both the state and local levels to increase enforcement of the impaired driving laws. Although the New York State STOP-DWI program may provide funding for DWI enforcement, Section 402 incentive funds may be used to support the development and implementation of innovative enforcement strategies. The GTSC will provide funding for high visibility enforcement programs, such as regional blanket patrols, the statewide *Project Zero* program, and the national impaired driving statewide mobilizations to the extent that incentive funding permits.

New York City, Nassau County, and Suffolk County have pioneered the innovative strategy of confiscating the vehicles of drunk drivers; Rensselaer County has adopted this measure as well. The media attention resulting from confiscation of vehicles acts as a deterrent to impaired driving. In 2004, the higher courts in NYC, Nassau County, and Suffolk County found that the forfeiture laws were unconstitutional. The counties are working on re-writing the forfeiture laws. The problems cited in the courts were related to the implementation and operation of the programs, not the underlying constitutionality.

Funding will continue to support the purchase of improved breath testing devices. The Breathalyzer©, used since 1954, will continue to be phased out and replaced by instruments such as the Draeger© (used by the State Police), the Datamaster© (used by many local agencies), and the Intoximeter© (used by the New York City Police Department). These instruments use infrared technology that is more accurate and less susceptible to human error than earlier technology. The Draeger© runs infrared and electrochemical tests simultaneously, resulting in a nearly irrefutable test. Prosecutors much prefer this technology because it provides less opportunity for successful defense challenges and therefore increases conviction rates.

Impaired Driving Programs for Specific Target Groups

In addition to general deterrence approaches to reduce impaired driving, programs and strategies targeting specific groups of drivers are needed. In particular, special efforts are needed to address underage drinking and driving. Strategies for this area include:



Underage Drinking and Driving

Strategies to limit access to alcohol by persons under the age of 21 will include Party Patrols, sting operations at parties and establishments that sell alcohol, beer keg identification programs, and training to enable sellers to identify false documents. With funding from the GTSC, a comprehensive, statewide program to curb underage drinking and driving began in 2001 as a cooperative effort with the state and local police, the State Liquor Authority, the STOP-DWI Association, the Office of Alcohol and Substance

Abuse Services, the Sheriff's Association, and other agencies. A major component of the program is multi-agency sting operations. The GTSC provides funding to purchase scanners to check for fraudulent and altered ID, and public information and education activities are also incorporated. Efforts will be made to expand the number of partnerships for this program in the coming year.

The Department of Motor Vehicles will consider a faster implementation of new distinctive license documents with better security features for all drivers under 25. This is expected to provide additional assistance in identifying drivers under the legal drinking age and those in the highest risk groups for alcohol crash involvement. A two or three year period will be necessary to complete the process.

Statewide, underage drinking and driving is a major problem; in rural counties it is often much worse. According to the NYS Office of Alcoholism and Substance Abuse Services (OASAS), rural communities are at greater risk for underage drinking and the harm that it creates. This contention is supported by a recently published Columbia University study, which found that the number of underage drivers (16-20) arrested for DWI is 69 per 10,000 population in rural areas, compared to 48 per 10,000 population in urban and suburban jurisdictions. To combat this problem, innovative, multi-jurisdictional enforcement initiatives will be developed and supported. The NYS Sheriffs' Association, with funding and program support from the GTSC, has identified rural upstate counties with a high incidence of underage drinking and driving. The Sheriffs' Association will continue to work with these jurisdictions in a coordinated, multi-county enforcement initiative designed to coincide with the peak underage drinking and driving periods of the holidays, prom time, graduation, and summer vacation. The approach will continue to feature strict zero tolerance enforcement targeted to the times of day, days of week, and locations most frequently associated with underage drinking and driving.



Drug-Impaired Driving

While research studies continue to show that drugs are a prevalent factor in motor vehicle fatalities, there are relatively few arrests for drugged driving, even in localities that have trained Drug Recognition Experts (DREs). Efforts to increase and improve training opportunities for local agencies and the State Police will be supported through a coordinated statewide effort. The GTSC is the coordinating agency for the DRE program in New York State and is managing a tracking system for the program. With this system, the GTSC will be able to track each DRE in the field and know what drugs are most commonly used in New York.

The GTSC will train more instructors to teach the DITEP (Drug Impairment Training for Educational Professionals) course. The DITEP training was developed to help fight the growing problems of drugs in the educational environment, and to make schools a safer environment for learning. This training is intended to provide school administrators and nurses with a systematic approach to recognizing and evaluating students who are abusing and impaired by drugs.



Alcohol Education for Parents

An access route to alcohol by persons under 21 continues to be the family. The GTSC will support appropriate efforts to educate parents and other adults on the serious risks associated with allowing and/or condoning alcohol use by persons under age 21.



Interventions at Colleges to Reduce Underage Alcohol Consumption

College-based interventions are a necessary component in the fight against underage drinking and driving. The presence and use of alcohol on college campuses is unacceptable, given that approximately 75% of the student population is under the legal drinking age. There is a need for broad-based programs that include the involvement of the school's administration in controlling the availability and consumption of alcohol on campus. Efforts to promote cooperation among off-campus establishments and communication with the surrounding community will be supported. One example of the GTSC's effort to reduce underage impaired driving crashes is support for a statewide exhibition project funded through the state STOP-DWI Association. The GTSC is helping to fund *Friends*, an ethnographic and artistic exhibit depicting the individual life histories of the underage youth involved in the tragic Colgate University impaired driving crash in 2000. The exhibit is mobile and can be transported to university and college art galleries throughout the state. Each college may add information and memorabilia about underage impaired driving injury and fatal crashes that occurred in their local areas.



Interdiction at Point of Sale

The New York State Liquor Authority (SLA) is using available data to identify the alcohol beverage establishments that have had a large number of patrons arrested for DWI. These data are being gathered from DWI arrest reports that indicate the last location where the offender was drinking. The SLA is contacting these establishments and encouraging them to sponsor alcohol awareness training for their staffs; the SLA also conducts follow-up monitoring.



Repeat DWI Offender Programs

The problem of DWI recidivism and persistent drinking drivers will continue to be addressed through the Drinking Driver Program (DDP) and its treatment referral mechanism. Support will also be provided for the development of an information system that will facilitate the exchange of information between the DDP providers and the Department of Motor Vehicles. The GTSC will also support the participation of repeat DWI offenders in a traffic safety program provided by the Division of Probation and

Correctional Alternatives. Effective September 30, 2003, a new law was signed by Governor Pataki to provide additional penalties for certain repeat alcohol offenses (see Legislative and Regulatory Measures).

Educational Programs and Training

Many of the strategies in the impaired driving program have a public information and education component. Educational and training programs for specific groups will also be supported.



Underage Drinking and Driving

There is a continued need for a public information and education campaign targeting underage drinking and driving. The messages should incorporate the negatives or consequences of underage drinking and impaired driving, including the physical and psychological ramifications, the risk of crashes, the effects of binge drinking, alcohol poisoning, alcoholism, family disruption, and associated crime.

The GTSC will continue to promote and support the initiatives calling for law enforcement to form multi-agency regional enforcement teams to gather intelligence on underage drinking activity and take coordinated enforcement actions against alcoholic beverage retailers and underage consumers. To deter underage purchases, local police will continue to be trained in the detection of fraudulent driver's licenses. Local police will educate alcohol beverage sellers and servers about these methods.

To reduce impaired driving crashes involving young drivers, Governor Pataki proposed and signed a "Zero Tolerance for Youth" law. Since November 1, 1996, it has been illegal for drivers under the age of 21 to drive with a BAC of .02% or higher. The public will continue to be educated regarding the law, and its implementation will continue to be monitored.

The GTSC may sponsor an underage awareness conference for local and state partners. Information on best practices in the prevention of underage drinking and driving will be presented.



Education for Persons in Residential Rehabilitation Programs

The GTSC is sponsoring a project to provide traffic safety education to persons in residential rehabilitation and supportive living programs. This population often engages in high-risk behaviors including drinking or using other drugs and driving, speeding, driving aggressively, and non-compliance with the state's occupant restraint laws.

In-patient residential treatment encourages openness and provides an environment in which the clients may be receptive to hearing the educational messages. Clients are confronted with their behavior in group settings and individually, and are expected to be accountable for their behavior. Positive changes in their driving behavior may result; these changes may positively impact their children's future driving behavior as well.



Training Programs for Local Police and Court Personnel

Additional training on enforcement techniques may be provided to local police agencies, especially those using dedicated DWI patrols. Training will be provided to increase the courtroom skills of officers making DWI arrests. Training will also be sponsored for probation officers, prosecutors, and judges on the techniques of handling impaired driving cases. To successfully handle these cases, enforcement officers must know the laws, be able to apply them on the street, and be able to explain their actions during courtroom testimony. An officer may do everything correctly during the arrest and chemical testing procedures, yet lose the case because of poor courtroom testimony.

The GTSC will make funding available for police academies to assist them in providing Standard Field Sobriety Test (SFST) and other traffic enforcement training. New York State now requires the inclusion of SFST training in all basic police courses. Funding is also available for the purchase of the three types of infrared breath test instruments approved for use in New York State.



Training for Offenders and Probation Officers

The GTSC is providing funding support to the Division of Probation and Correctional Alternatives to institute a training program to increase offenders' and probation officers' awareness of traffic safety issues. Both probation officers and offenders will also be trained in license suspension and revocation procedures.



DWI Victim Impact Panels

Since 1989, New York State has encouraged the use of DWI Victim Impact Panels (VIP); currently, there are over 35 VIPs in the state. Many victims also speak in schools, at community events, and on radio and TV, and help to produce videos about the tragedies associated with impaired driving.

Community-Based Programs to Address Impaired Driving

The local community has a large stake in preventing crashes and avoiding injuries resulting from impaired driving. Local communities are also in the best position to identify their priorities and direct the available resources to address these priorities. Because of limitations in resources, cooperative efforts on a county or regional basis are encouraged. Projects funded in this area include:



Statewide Implementation and Coordination of Impaired Driving Programs

This effort will include planning, coordinating, and overseeing the state's Section 402 impaired driving grant programs and the coordination of the Drug Recognition Expert training program, the county STOP-DWI programs, and all state-funded programs. The GTSC will network with public and private organizations and advocacy groups to meet the objectives of the statewide impaired driving program. Also included will be the statewide coordination of the implementation of any newly legislated programs and initiatives in impaired driving.

The GTSC is working with the STOP-DWI Coordinators Association to produce and distribute public service announcements (PSAs) as part of a statewide anti-drinking and driving campaign.

Legislative and Regulatory Measures

Activities funded in this area include efforts to educate motorists about new laws, monitor the implementation of these laws, and assess the impact on impaired driving behavior, crashes, and injuries.



Legislative Measures

Legislation has been introduced by Governor Pataki and various legislators to address many highway safety issues. The members of the GTSC will work to supply information on proposed legislation when requested. The following are some of the higher profile bills.

Zero Tolerance for Illicit Drugs

Enforcement of drugged driving is hindered by the lack of established *per se* levels for drug impairment, as is the case with blood alcohol levels. One solution would be a law that prohibits driving with any level of illicit drug in the blood.

Mandatory Blood Testing of Injured Impaired Drivers

Support legislation to establish procedures to provide for discovery of blood samples and/or medical records of drivers injured in suspected alcohol-related crashes

Increase Penalties for High-BAC Drivers

Promote public safety by increasing the penalties for impaired drivers who have excessive BACs (i.e., $\geq .15\%$)

Increase Penalties for Chemical Test Refusal

Increase the penalties and license revocation periods for drivers suspected of impaired driving who refuse to submit to chemical testing

Impaired Driving with a Child in the Vehicle

Support legislation to make impaired driving with a child in the vehicle a specific Vehicle and Traffic Law violation

Research and Evaluation

Research and evaluation studies will be conducted to identify special problems or areas that need to be addressed by policy or program initiatives, and to identify effective strategies and countermeasures to address the problem of impaired driving. Areas for investigation may include youth and impaired driving, the adjudication of impaired driving offenses, and repeat offenders. Evaluations of existing programs will be conducted to determine their effectiveness with regard to their stated goals and objectives. Other projects may explore the application of new technology and the development of new program initiatives. Support will also be provided for evaluation projects related to the implementation of new laws and fulfillment of the requirements of legislatively-mandated studies. New York may explore the implementation of a roadside breath testing program and will investigate the processes, barriers, and likely benefits involved.

POLICE TRAFFIC SERVICES

OVERVIEW

Enforcement of the Vehicle and Traffic Law, along with public information and education, continues to be a cornerstone of New York's highway safety program. As traffic volume and vehicle miles traveled continue to increase, coupled with increases in speed, police agencies are faced with ever greater challenges in enforcing the traffic laws. A proven strategy for success, and a long-held doctrine of the traffic safety community, is that a combination of highly visible enforcement and public information and education (PI&E) is needed to achieve and sustain significant improvements in highway safety. These strategies have the added benefit of encouraging positive behavior such as safety belt use and reductions in aggressive driving.

Although traditional enforcement strategies are successful with the general driving population, different approaches are required for some groups, especially those who intentionally disregard the laws and become adept at avoiding apprehension, posing a high risk of injury or death to themselves and others. This group includes recidivist and high BAC drunk drivers, aggressive drivers, those who continue to drive with a suspended driver's license (aggravated unlicensed operation), and those who refuse to wear safety restraints. For these drivers, highly publicized selective enforcement efforts and targeted PI&E are needed. Such programs targeting impaired driving, non-compliance with the seat belt law, and aggressive driving have been very effective in New York; the GTSC continues to support these successful ongoing programs, as well as the development of innovative strategies to address these problems.

One example of a successful program combining enforcement and PI&E is the *Traffic Safety Corridor* project which targets high crash locations with a high incidence of aggressive driving-related contributing factors. This statewide program, coordinated by the State Police and the NYS Department of Transportation, utilizes local police and media to saturate an area with intensive enforcement and publicity; the police then follow up with frequent enforcement activities. This program has been very effective at reducing speeding and other aggressive driving behaviors within these corridors.

Enforcement efforts are monitored through two computerized ticket systems maintained by the New York State Department of Motor Vehicles: the Traffic Safety Law Enforcement and Disposition system (TSLED) and the Administrative Adjudication system. The TSLED system tracks tickets from the time they are printed to their final disposition, recording data and providing management information to law enforcement agencies and the courts. The Administrative Adjudication system similarly records ticket data, but is also used to schedule hearings and account for the collection of traffic fines and surcharges. TSLED covers most of

the state, while the Administrative Adjudication system covers most of the densely populated areas of New York: New York City, the five western towns of Suffolk County on Long Island, and the cities of Buffalo and Rochester. Tickets issued through the TSLED system are processed through the court system, while tickets issued within the jurisdictions covered by the Administrative Adjudication system are processed by the Department of Motor Vehicles through hearings conducted at its Traffic Violations Bureau.

TraCS, New York's electronic ticket and accident report program, is also being implemented statewide. TraCS will not only improve the timeliness and accuracy of the TSLED and Administrative Adjudication systems, but will also allow for a more sophisticated traffic records management system for those police agencies using it.

Analyses of TSLED and Administrative Adjudication ticket data indicate the following trends:



3.6 - 3.8 million traffic tickets have been issued annually in New York from 2001 to 2004.



The number of seat belt tickets increased between 2001 and 2002, then decreased slightly in 2003 and again in 2004. In the years 2002-2004, seat belt tickets accounted for approximately 14% of all tickets issued. The large number of seat belt tickets in recent years is attributable to New York's *Buckle Up New York* program.



From 2001 to 2004, 19%-21% of the traffic tickets issued were for speeding violations.



The number of tickets issued for impaired driving was greater in 2004 than in the previous three years. While the number of tickets increased dramatically (22%) between 2001 and 2004, the number of people arrested represented a much more modest increase of 2%. The larger number of tickets is the result of multiple tickets issued for the same incident.



The proportions of tickets issued by the State Police, county agencies, and local police agencies have remained fairly constant over time. In 2004, the State Police issued 23% of all traffic tickets, county agencies issued 14%, and local agencies issued 63% of all traffic tickets.

TICKETS ISSUED IN NEW YORK STATE, * 2001-2004

	2001		2002		2003		2004	
	#	%	#	%	#	%	#	%
Impaired Driving	61,209	1.7	60,737	1.6	64,670	1.7	74,549	1.9
Speeding	753,120	21.0	790,323	21.0	774,411	20.2	737,542	19.3
Seat Belts	409,241	11.4	551,957	14.7	541,628	14.2	516,718	13.5
All Other	2,364,173	65.9	2,352,569	62.6	2,443,889	63.9	2,500,644	65.3
Total	3,587,743		3,755,586		3,824,598		3,829,453	

* Includes tickets issued under the TSLED and under the Administrative Adjudication systems; the Administrative Adjudication system does not include tickets issued for impaired driving.

SPEED ENFORCEMENT

Speeding continues to be a major traffic safety issue and one of growing concern. Motorists' fascination with speed is due in part to faster cars, better highways, and the marketing of speed in advertising and the media. These trends are then compounded by the changes in the passenger vehicle fleet to larger, heavier vehicles. People leading busier lives and longer commutes may result in motorists being in more of a hurry when driving. Higher speed limits and the associated "spillover effect," higher traffic volumes and congestion, and a growing young driver population, all play a part and add to an already serious highway safety problem. Speeding vehicles pose a serious risk to all users of our highways, including occupants of the speeding vehicle, other cars, trucks, and motorcycles, as well as pedestrians. Speed-related crashes, like many others, are most often preventable and have large associated human and monetary costs.

Increases in speed pose new and difficult challenges for law enforcement. Most notable is the fact that the number of officers patrolling our highways has not kept pace with the increases in traffic volume. The minor increases in staffing, especially in the larger agencies, have been absorbed into new and expanded responsibilities facing police, most notably security and high-tech roles.

Law enforcement continues to address speeding in traditional ways using radar technology, which has dramatically improved over the years, as well as through new and innovative means. One example of a new approach is the use of laser speed detection equipment which has signals that cannot be detected by motorists. "Low profile" patrol cars, first developed by the State Police in the mid-1990s, continue to be incorporated into the fleets of local police agencies and have proven to be highly effective in apprehending speeders and other aggressive drivers. While technology has greatly benefited the police profession, it has also helped those motorists who are intent on speeding to avoid apprehension. Despite the advances in speed detection equipment, it may be necessary to use automated enforcement to help alleviate the problem of speeding.

The number of speeding tickets issued annually for traffic violations has been well over 700,000 in recent years. Lawmakers have increased the penalties for speeding in general and under special circumstances, such as speeding in work zones and speeding in 65 mph zones.

On July 14, 2005, Governor Pataki signed new legislation promoting safety in New York's work zones. The Work Zone Safety Act of 2005 provides for increased police presence in work zones to enforce posted speed reductions; increased deployment of radar speed display signs in work zones; a 60-day license suspension for drivers convicted of two or more work zone speeding violations, in addition to the double minimum fine assessed under the current law; a \$50 surcharge for speeding in work zones, with the proceeds devoted to a newly established Highway Construction and Maintenance Safety Education Fund; and the development of rules and regulations to increase safety in work zones.

The GTSC will continue to support enforcement activities in the area of speeding and other aggressive driving behaviors in Fiscal Year 2006. This will include the *STEP to Reduce Unsafe Driving Behaviors* grant program. This program promotes the use of standardized enforcement strategies with proven effectiveness, as well as the statewide coordination of efforts addressing the aggressive driving problem in New York. The *STEP* program provides significant support and coordination for New York's local police community which is responsible for speed enforcement on most local highways. In 2004, 212 agencies, ranging from large urban agencies to small rural agencies with part-time officers, actively participated in this program.

The GTSC will also continue to support the speed enforcement programs of the State Police and the New York City Police Department which provide police coverage for most of the state and account for a large percentage of all speeding tickets that are issued. The State Police is in a unique position to provide traffic services on the state's Interstate and state highway systems, as well as on many local roads. Their program will address speeding in a variety of ways. While speed enforcement during routine patrol is effective for general deterrence, most of the enforcement strategies listed below target specific problem areas. Some of these strategies are part of a larger aggressive driving interdiction effort as well.

- ⊗ Enforcement emphasis during routine patrol year-round
- ⊗ Traffic safety corridor details
- ⊗ Monthly speed saturation details
- ⊗ Aggressive driving details
- ⊗ Work zone safety details
- ⊗ Provision of state-of-the-art enforcement technologies

Analyses of crash and ticket data related to speed reveal the following:



Between 2001 and 2003, the proportion of drivers whose speed was listed as a contributing factor in a crash was consistently between 5% and 6%.



In 2003, speed was reported to be a contributing factor in a crash for almost 15,000 drivers and more than 3,160 drivers were issued a speeding ticket in conjunction with a crash.

**SPEED-RELATED FATAL AND PERSONAL INJURY (F/PI) CRASHES
IN NEW YORK STATE,* 2001-2003**

	2001		2002		2003	
	#	%	#	%	#	%
Total Drivers in F/PI Crashes	305,143		271,849		240,588	
Drivers Whose Speed Was a Contributing Factor to a F/PI Crash	15,230	5.0	15,221	5.6	14,917	6.2
Drivers Receiving Speeding Tickets in Conjunction with a F/PI Crash	2,626	0.9	3,254	1.2	3,169	1.3

* Police-reported crashes

AGGRESSIVE DRIVING ENFORCEMENT

Although aggressive driving behavior has been evident on our highways for years, it only came to be described as such in the mid-1990s. A critical mass had been reached at that point in terms of traffic volume and congestion, and a number of high profile “road rage” incidents provided the impetus for widespread media coverage. Since then, aggressive driving has risen to and remains at the forefront of traffic safety. The driving actions defined as aggressive, including impaired driving, speeding, following too closely, failure to yield the right-of-way, and running red lights and stop signs, account for a majority of crash injuries and fatalities. Road rage on the other hand, although relatively rare, involves criminal acts such as intentional damage, intimidation, or injury. The criminal acts associated with “road rage” are not aggressive driving and are normally dealt with under the Penal Law

Aggressive driving is closely related to speeding, and in fact often encompasses speeding as one of its major elements. Like speeding, much of the aggression manifested by drivers can be attributed to congestion, higher traffic volume, the marketing of speed, a larger young driver population, and a more stressful environment. The outcome is painfully predictable: more preventable crashes of greater severity, creating needless tragedies and costs for families and society. It is incumbent on the enforcement community to continue to address aggressive driving through existing and new strategies.

Analyses of the contributory factors in fatal and personal injury crashes that are primarily associated with aggressive driving indicate the following:

- ⊗ The proportions of fatal and personal injury crashes in which the police reported “failure to yield the right-of-way” or “following too closely” to be a contributory factor remained fairly constant during the three years, 2001-2003, while the proportion in which “unsafe speed” was reported as a contributory factor experienced a small increase each year.
- ⊗ In 2003, 11% of the crashes had “unsafe speed” reported as a contributory factor; 16% had “failure to yield the right-of-way” cited as a factor; and 14% had “following too closely” listed as a factor.

**CONTRIBUTING FACTORS IN FATAL AND PERSONAL INJURY (F/PI) CRASHES
IN NEW YORK STATE, 2001-2003**

	2001		2002		2003	
Police-Reported Crashes	173,605	%	158,867	%	142,287	%
Unsafe Speed	15,694	9.0%	15,991	10.1	15,319	10.8
Failure to Yield the Right-of-Way	27,451	15.8%	26,208	16.5	23,462	16.5
Following Too Closely	23,085	13.3%	21,799	13.7	19,331	13.6

A number of initiatives are underway to curb aggressive driving in New York. As previously mentioned, the GTSC implemented a new grant program in 2002 called *STEP to Reduce Unsafe Driving Behaviors*. In addition to speeding, this program supports the enforcement of a variety of aggressive driving violations, including following too closely, failure to yield the right-of-way, and running red lights and stop signs. The program provides a statewide, coordinated framework that police agencies can incorporate to produce a synergistic effect through their combined enforcement efforts. To apply for grant funding under this program, applicants are required to complete a worksheet that assists them in properly identifying the scope of the aggressive driving problem in their jurisdictions, thereby heightening awareness in the enforcement community. This in turn provides for the more efficient and effective allocation of patrols to places and times that the specific violations contributing to crashes can be addressed

The NYS Department of Transportation and the State Police piloted the *Traffic Safety Corridor Program* in 2001 and 2002. This program identifies high crash locations across the state where a high proportion of crashes resulted from aggressive driving behaviors and targets these locations for enforcement blitzes and engineering improvements. The program incorporates a public information component, using variable message signs and the news media. A new component of the program provides for follow-up enforcement efforts, activities that occur after the initial blitz and which serve to maintain compliance within those corridors. The program was rolled out statewide in early 2002 and is now fully operational. Although there is not yet enough crash data to permit a comprehensive evaluation of the Corridor project, all indications are that it has been successful in terms of increasing public awareness and decreasing crashes.

Another important effort in the fight against aggressive driving is the New York State Police *Aggressive Driving Enforcement Program*. With funding support from GTSC, this program has resulted in thousands of arrests during aggressive driving details and increased public awareness of the problem. This year, the program will focus on red light running as well as other aggressive driving violations. Enforcement teams will continue to use unmarked vehicles equipped with in-car video and radar, and/or laser speed equipment, for detection and surveillance of aggressive drivers. Unmarked "road rage vans," also equipped with video and working in concert with pick-up, or chase cars, have proven to be an effective tool for apprehending aggressive drivers. The outcome of these efforts is to minimize the prevalence of speeding and other aggressive driving behaviors as contributing factors in fatal, personal injury, and property damage crashes.

The State Police aggressive driving program will also continue to evolve this year to incorporate more speed enforcement of secondary highways. Crash data reveals that the speed-related fatality rate on non-Interstate highways is substantially higher than on Interstates. State Police enforcement efforts, coupled with design advantages, have combined to make our Interstate highways relatively safe in terms of crash rates. The State Police will now increase their activities on state, county, and local roads using proven enforcement strategies, most notably, targeted enforcement in high-crash areas.

The “low profile,” or LP, patrol vehicle provides an ideal platform for aggressive driving enforcement. The vehicle maintains stealth while patrolling, by virtue of its inconspicuous markings and emergency lighting that is virtually invisible until activated. The motoring public is generally unaware of the police cruiser until the lighting is activated. Some aggressive driving violations, such as unsafe lane changes, are difficult to prosecute without videotaped evidence; the “low profile” vehicles are equipped with video cameras and have proven very effective in the collection of evidence for the prosecution of aggressive driving offenses, including speeding.

The New York City Police Department (NYPD) will continue its *Combat Aggressive Driving (CAD)* program. The NYPD seizes for forfeiture the vehicles of certain aggressive drivers, including reckless drivers, those traveling at twice the speed limit, and those receiving citations for three or more hazardous driving violations at one time. Other police agencies across the state are also focusing more attention on aggressive drivers and the GTSC will fund a number of STEP, Traffic Safety Corridor, and Comprehensive Traffic Enforcement programs that include aggressive driving components.

LEGISLATIVE AND REGULATORY MEASURES

A new law in New York, called the Driver Responsibility Act, provides for a substantial increase in penalties for persistent traffic law violators. For those who accumulate a significant number of points on their driving record, most of which result from moving violations, substantial annual financial penalties will be assessed. The goal of this new law is to help deter the dangerous behavior of those who continue to pose a risk to all users of our highways.

Another recent New York State law requires that a component of instruction on road rage must be included in the 5-hour driver prelicensing course, PIRP courses, and the driver’s license manual; questions on this topic must also be included on the written driver’s license test.

PERFORMANCE GOALS AND MEASURES

Long-term Performance Goals

- ⊗ Decrease the number of fatal and personal injury motor vehicle crashes in which “unsafe speed” is reported to be a contributing factor from an annual average of 15,668 in 2001-2003 to 14,100 in 2010
- ⊗ Decrease the number of fatal and personal injury motor vehicle crashes in which “failure to yield the right-of-way” is reported to be a contributing factor from 23,462 in 2003 to 21,115 in 2010

- ⊗ Reduce the number of fatal and personal injury motor vehicle crashes in which “following too closely” is reported to be a contributing factor from 19,331 in 2003 to 17,400 in 2010

Short-term Performance Goals

- ⊗ Decrease the number of fatal and personal injury motor vehicle crashes in which “unsafe speed” is reported to be a contributing factor from an annual average of 15,668 in 2001-2003 to 15,040 in 2006
- ⊗ Decrease the number of fatal and personal injury motor vehicle crashes in which “failure to yield the right-of-way” is reported to be a contributing factor from 23,462 in 2003 to 22,525 in 2006
- ⊗ Reduce the number of fatal and personal injury motor vehicle crashes in which “following too closely” is reported to be a contributing factor from 19,331 in 2003 to 18,560 in 2006

Performance Measures

- ⊗ Number of fatal and personal injury motor vehicle crashes in which “unsafe speed” is a contributing factor
- ⊗ Number of fatal and personal injury motor vehicle crashes in which “failure to yield the right-of-way” is a contributing factor
- ⊗ Number of fatal and personal injury motor vehicle crashes in which “following too closely” is a contributing factor

PERFORMANCE OBJECTIVES AND MEASURES

Performance Objectives

- ⊗ Increase the total number of TSLED and Administrative Adjudication tickets issued for traffic violations from 3,829,453 in 2004 to 3,875,000 in 2006
- ⊗ Conduct selective enforcement efforts targeting impaired driving, speeding, seat belt compliance, and other high risk driving behaviors
- ⊗ Conduct combined enforcement efforts that target more than one high-risk behavior
- ⊗ Provide training for police officers, probation officers, and court personnel regarding the enforcement and adjudication of various traffic laws, e.g. impaired driving laws and the seat belt law
- ⊗ Increase the number of speeding tickets issued from 737,542 in 2004 to the 2002 level of 790,000 in 2006
- ⊗ Conduct special enforcement patrols targeting aggressive driving behavior

Performance Measures

- ⊗ Number of tickets issued
- ⊗ Number of selective enforcement efforts and number of tickets issued
- ⊗ Number of combined enforcement efforts and number of tickets issued

- ⊗ Number of training programs and number of persons trained
- ⊗ Number of tickets issued for speeding violations
- ⊗ Number of dedicated aggressive driving enforcement patrols
- ⊗ Number of tickets issued by special aggressive driving patrols

STRATEGIES

Selective Traffic Enforcement Programs (STEP)

Selective Traffic Enforcement Programs (STEP) target a specific traffic safety problem or several related traffic safety problems that have been identified through analysis of crash data. Projects are then designed around day/time of crashes, location of incidents, and the specific violations or contributory factors resulting in crashes. STEPs may use a variety of enforcement techniques such as stationary or moving patrol, low-visibility (low-profile) patrol cars for detection and apprehension, high-visibility patrol cars for prevention and deterrence, and safety checkpoints. Projects funded in this area may include enforcement related to speed, high accident locations, and reckless and aggressive drivers. Support for many of these projects and activities will be provided through the *STEP to Reduce Unsafe Driving Behaviors* grant program.

Examples of specific strategies include the following:



Operation Hard Hat

The State Police and the NYS Department of Transportation (DOT) will continue to conduct *Operation Hard Hat*, a program targeting speeding in work zones. This program allows for variations in strategies and tactics based on site-specific conditions. One tactic has been the use of variable message signs to alert motorists to their speed. In addition, Troopers often use “low profile” or other covert vehicles and assign Troopers to act as spotters using radar and laser from tripods or inside DOT vehicles. Marked chase vehicles are used to conduct the traffic stops.

A new strategy in Fiscal Year 2006 will involve more aggressive enforcement by the Troopers working within the work zone sites. Instead of remaining stationary with their red lights flashing at the beginning of work zones, Troopers will aggressively work radar and laser throughout the work zones areas and ticket violators more frequently. Troopers will also move from one work zone to another in a systematic manner in order to provide the most effective deterrence possible. These efforts will be reinforced by the Work Zone Safety Act of 2005 signed by Governor Pataki on July 14, 2005 and effective in January 2006.

In addition to speeding, the program focuses on other hazardous violations including unsafe lane changes, following too closely, and reckless driving.

The enforcement of work zones will be supplemented by public education on work zone safety issues.



Operation Work Brake

State Police Troop T, responsible for patrolling the New York State Thruway, will continue to conduct *Operation Work Brake* during specific periods in the spring and summer. This campaign, conducted in all five zones of Troop T, from New York City through Buffalo to the Pennsylvania border, focuses on aggressive driving both in work zones and in other high crash areas. The first detail takes place during national Work Zone Safety Week in April; the other two occur during the summer months, the busiest travel and construction period of the year and one of the time periods with the highest number of crashes. This campaign is highly publicized by the Thruway Authority and the State Police. The State Police will also take a more aggressive enforcement stance, like that described under the *Operation Hard Hat* program.



Traffic Safety Corridor Enforcement

The *Traffic Safety Corridor Enforcement* program, a high crash location reduction program, began in 2001 as a joint effort between the State Police and the Department of Transportation. Using police accident reports and other data, this program identifies high crash rate areas throughout the state. At least two sites are identified in each of the ten State Police Troops statewide. The State Police coordinate an initial multi-agency blitz in each corridor, followed by a six-month period of increased enforcement. The traffic details consist of marked and unmarked police vehicles using radar and laser, as well as covert observation, and enforcement of traffic control device and other violations. This enforcement effort is combined with engineering and public information and education components. The GTSC will continue to support the participation of local agencies and the State Police in these programs.



Speed Enforcement

Enforcement projects designed to increase compliance with speed limits on interstate, state, county, and municipal roadways will continue to be supported. Various speed enforcement strategies will be employed, including dedicated roving patrols and saturation enforcement details within designated areas. The State Police will continue to use aerial speed enforcement as part of their comprehensive speed program. While enforcement in high crash areas is encouraged, routine, day-to-day enforcement is also needed to increase the public's perception of the risk of apprehension and to contain the problem of incremental increases in speed. Safety education and informational materials may also be provided in conjunction with enforcement. The coordination of high-visibility statewide enforcement initiatives will be supported.

High-tech enforcement tools will be used by the State Police, the New York City Police Department, county sheriff's departments, and other local agencies in their speed enforcement activities. These will include the use of the latest generation of speed patrol equipment, such as dual antenna radar devices, which are more accurate and utilize a high

frequency that is less susceptible to recognition by radar detectors. Dual antenna radar is also able to track speeding vehicles that are coming toward and moving away from the front or rear of the patrol vehicle. Laser speed detection units are particularly well-suited to speed enforcement in congested traffic, since the laser beams are very narrow, spreading to a diameter of only three feet at a range of 1,000 feet. The State Police will expand its fleet of “low profile” and Camaro patrol cars which are more efficient at apprehending speeders; many local police agencies are now incorporating low profile vehicles into their fleets as well.



Occupant Restraint Enforcement

New York’s *Buckle Up New York/Click It or Ticket* campaign will continue to be the driving force in New York in terms of occupant restraint enforcement. In Spring 1999, with funding from the GTSC, the State Police and local agencies undertook the *Buckle Up New York* campaign. The program now has the support of nearly all police departments across the state; approximately 300 of these agencies are funded with grants from the GTSC. Coupled with strict day-to-day enforcement of the seat belt laws and evolving strategies, such as regionally and demographically directed activities, New York will work to increase its already high compliance rate. It is expected that the number of agencies applying for funding in Fiscal Year 2006 will be approximately the same as in 2005.

Comprehensive Traffic Enforcement Programs (CTEP)

The CTEP projects take a comprehensive approach to enforcement of the traffic laws; these projects usually include a public awareness and education component to highlight the traffic safety issues.



Rural Traffic Law Enforcement

Rural traffic law enforcement projects deal with a variety of problems not generally associated with urban/suburban or corridor policing. Most federally-funded traffic law enforcement programs have historically been targeted toward large municipal police departments. A major factor contributing to their traffic problems is congestion, that is, too many vehicles and pedestrians in a limited space. Although traffic enforcement is a vital component of correcting the problem, a number of engineering innovations such as pedestrian bridges, islands, barriers, better pavement markings and signage, special use lanes, and computerized traffic signal systems have also been developed to meet urban needs.

In rural areas, police patrols must cover sparsely populated areas separated by large geographical expanses. Traffic safety problems are compounded by a variety of poorly engineered and maintained rural roads and the public’s dependence on personal vehicles since public transportation is often limited or non-existent. In addition, crashes in rural areas tend to have different causes and characteristics than those occurring in urban/suburban settings. In rural areas, a large percentage of crashes involve single

vehicles and generally occur more randomly over a wider area. The situation is made worse by excessive speed, isolated crash locations, a lag time in reporting the crash, a relatively long initial response time for police and other emergency personnel, and limited medical facilities.

Large geographical areas, a limited patrol force staffed by generalist police officers, and constantly increasing citizen demands for services hamper rural law enforcement. In some rural areas, traffic safety is a low priority and is only considered after other tasks are completed. This type of approach results in sporadic enforcement that leads to random results. Dedicated patrol efforts, specifically designed to combat a defined problem, are more likely to provide positive results.

With support from the GTSC, the New York State Sheriffs' Association will coordinate a project involving seven contiguous rural counties in an effort to network their resources to properly identify traffic safety problems and to develop joint countermeasures including enforcement, engineering, education, and emergency medical services to address common issues on a regional basis. Rural traffic safety is a complicated issue with a variety of independent and seemingly unrelated factors merging together to create a monumental problem. The combination of old and faulty engineering, sparsely traveled roads, remote locations, excessive speed, and other hazardous moving violations has resulted in a variety of problems that can not be adequately addressed by traditional means. The purpose of this project is to develop effective and efficient countermeasures specifically designed for rural areas.

Occupant Protection

As part of their comprehensive occupant protection program, the State Police will continue to conduct monthly "safety restraint education details." Each Troop will conduct monthly activities that include:

- ⊗ Child restraint clinics
- ⊗ Child restraint permanent fitting stations
- ⊗ Rollover simulator demonstrations
- ⊗ Public awareness & education activities

Troopers provide a significant amount of public information at the State Fair, county fairs, and other venues. Holiday and *BUNY* mobilization press releases from the Superintendent of State Police continue to stress the importance of wearing seat belts.

The New York State Sheriffs' Association, with funding provided by the GTSC, has placed three safety belt Convincer trailers throughout New York State. These devices are currently housed in Rensselaer, Onondaga, and Livingston counties and are available to sheriffs' offices for use at county fairs, law enforcement displays, and other traffic-safety related programs. These devices have proven to be a very effective tool in demonstrating crash dynamics and the life-saving value of occupant restraints.

Traffic Safety Research and Evaluation

This strategy includes projects which involve various aspects of research, problem identification, and program evaluation. Projects in this category may include the following:

- ⊗ Problem identification based on arrest, crash, and other data
- ⊗ Evaluation of the effectiveness of enforcement and other programs and strategies
- ⊗ Development and dissemination of highway safety information to the enforcement community, grantees, and other traffic safety partners

Training Programs

Various training programs in the area of law enforcement and adjudication will be conducted for enforcement personnel, probation officers, judges, and prosecutors. The objective of these programs is to increase the knowledge and awareness of traffic safety issues and to provide instruction in enforcement techniques and strategies. Examples of programs supported under this strategy include the following:



Professional Development Seminars

The GTSC has developed an outreach program designed to help grantees and potential grantees prepare their grant applications. This effort will continue in the coming year and will provide instruction in problem identification, developing strategies, setting milestones, and conducting program evaluations. Thus far, this effort has proven very successful and has been well received around the state. In addition, the GTSC will again partner with the Division of Criminal Justice Services in presenting a workshop on traffic safety as part of their Executive Development Seminars.



Police Officer Training in Impaired Driving Enforcement

Training programs for police officers in the identification and enforcement of impaired driving should be expanded. In spite of considerable effort to date, not all police officers have received training. Training must be standardized, new training needs should be identified, and an assessment should be conducted of the number of officers who have completed training programs in various areas. A multi-agency committee, comprised of representatives from the GTSC, State Police, Division of Criminal Justice Services, and others, has been formed and is in the process of developing programs to address these issues. A CD-ROM containing the new *SFST Refresher Training Course* will be distributed to police agencies across the state. The New York Prosecutors' Training Institute will provide training regarding prosecution and trial testimony; this training will incorporate information on the .08 BAC law and other impaired driving legislation recently enacted in New York.

New York has developed a re-certification course for operators of breath analysis equipment and will develop an analysis pre-course. These courses will utilize CD-ROMs and other possible distance learning methodologies that will enable local enforcement agencies to avoid significant overtime training costs. This proposed approach will also be much more convenient for students and their supervisors.



Police Officer Training in Occupant Restraint Enforcement

More police training programs should be conducted in the area of occupant restraints, including information on child restraints, to foster increased enforcement of the law, increased use of occupant restraints by police officers and the public, and the correct use of child safety seats. It is important that enforcement training include the role that occupant restraints play in saving lives when used in combination with air bags, as well as the potential dangers to young children of air bag deployment and the importance of placing children 12 and under in the back seat. Examples of occupant restraint training programs include the *Occupant Protection Usage and Enforcement (OPUE)* course and risk management training for police officers. The New York State Police will continue child passenger safety training in the coming year, both for new recruits and for experienced Troopers. Traffic safety conferences will provide other venues for training.



Awareness Training: The Scope of Traffic Enforcement

Police officers should be trained to “look beyond the ticket,” i.e., to view traffic enforcement as a way to detect criminal activity, thereby encouraging increased enforcement of the traffic laws. Since the events of 9/11, much attention has been focused on combating terrorism. The late Timothy McVeigh, convicted of the Oklahoma Federal Building bombing, was captured not by a special task force or the FBI but by an Oklahoma Highway Patrol Officer as a result of a routine traffic stop. Luke Helder, who recently confessed to a pipe-bombing spree, was stopped in three different states for motor vehicle violations ranging from speeding and driving with an expired license to failure to wear a safety belt, before he was formally identified as a suspect. In addition, three of the terrorists involved in the 9/11 tragedy were stopped for routine traffic violations prior to their suicide mission.

Aggressive traffic enforcement is an extremely important aspect in the war on terrorism. At the suggestion of law enforcement administrators, supervisors, and trainers, work continues on the development of a brief, yet comprehensive, roadside interview process to assist in identifying potential terrorists encountered at routine traffic stops. Using conventional interview and interrogation procedures and accepted highway interdiction, this training will become another valuable tool for the traffic law enforcement officer. The training will include updates on the sensitive issue of racial profiling to insure that all suspects are assessed on the basis of their behavior and not identified merely because of race or ethnic background.

The GTSC, in cooperation with the New York State Sheriffs' Association, has initiated a project to develop a contemporary training program designed to integrate traditional public safety responsibilities (traffic and general law enforcement) with post 9/11 public security mandates (counter-terrorism activities). This comprehensive initiative includes information on a variety of administrative, operational, and behavioral subjects such as patrol management, the role of traffic enforcement in proactive security operations, problem identification, resource allocation, differential police response, problem-oriented policing, organizational change, planned retrenchment, and strategic planning.



Probation Officer Training

Training should be provided to probation officers responsible for processing and supervising repeat DWI offenders on probation. Both probation officers and offenders will receive training on dealing with the DWI offense and other highway safety issues (i.e., seat belts and speeding).



Judge and Prosecutor Training

Magistrates, judges, and prosecutors will continue to receive training on occupant protection and other traffic safety issues. This training will be provided in a number of ways. For example, an accredited occupant protection program and other programs will continue to be presented at county magistrate's meetings and regional training sessions and prosecutors will continue to receive CD-ROMs containing updated information on impaired driving. A newly accredited "Underage Drinking" unit will continue to be presented to judges in the coming year.



Traffic Management Training

With the myriad of tasks and duties competing for law enforcement's attention, traffic activities do not always receive sufficient resources. In order to insure that adequate support is dedicated to this function and that resources are used effectively and efficiently, the GTSC, in cooperation with the New York State Sheriffs' Association, will continue to develop and present training programs specifically targeted toward police traffic managers and supervisors. Courses in *Supervising Selective Traffic Law Enforcement Operations*, *Contemporary Traffic Law Enforcement*, and *Managing the Police Traffic Function* integrate managerial and operational techniques with traffic safety issues. These programs stress the importance of developing a traffic enforcement philosophy within the overall scheme of contemporary policing.



Scofflaws and Unlicensed Drivers

New initiatives are needed to detect and deter scofflaws. Many people continue to drive after their driving privileges have been suspended or revoked and drivers who are guilty of aggravated unlicensed operation are of special concern. Many of these drivers have had their licenses suspended or revoked due to impaired driving convictions; they therefore pose a particularly significant risk to other highway users and a unique challenge to law enforcement officers. If these drivers are operating a vehicle in an

otherwise lawful manner, they are unlikely to be detected by enforcement officers. The use of hand-held scanners to apprehend these high-risk drivers will continue to expand in the coming year. These scanners contain a database of all drivers with suspended and revoked licenses in New York and are now being employed at police checkpoints throughout the state. A computer server, feeding the New York Statewide Police Information Network, provides daily downloads of up-to-date records for the scanners. The scanner will also flag other important information for the officer, such as notices that a driver is under 21 or is wanted for the use of fraudulent documents or the theft of a vehicle.

Commercial Vehicle Enforcement

An effective commercial vehicle enforcement program must include enforcement of hazardous materials and equipment violations, weights and measures, and hours-of-service and other regulations. Road patrol officers are generally experienced in enforcing moving violations such as speeding or unsafe lane changes, but special training is required for even cursory checks of commercial vehicle weight, equipment, load securement, and logbooks. Police officers also need instruction in assessing the validity of truck registrations and highway use tax permits. Since September 11, 2001, the State Police have incorporated an anti-terrorist component into commercial vehicle safety and inspection procedures. Strategies for dealing with commercial drivers who are able to bypass safety checkpoints through CB radio or cellular telephone communication with other truckers have also been identified and have been incorporated into the State Police Commercial Vehicle Enforcement Program. Although these efforts are primarily conducted by the State Police with funding from the Motor Carrier Safety Assistance Program (MCSAP), the programs are coordinated with Section 402 programs to maximize the effectiveness of the state's overall highway safety program.

MOTORCYCLE SAFETY

OVERVIEW

During the seasons of the year when weather permits, motorcycling continues to be a popular sport and mode of transportation in New York. There are many more motorcycles and motorcyclists on New York's highways than in previous years. In 2004, the number of motorcycle registrations continued to increase, reaching an all-time high of 256,571. In each of the past five years, motorcycle registrations have increased by an average of 6% a year. Since 1996, motorcycle registrations in New York have increased by 57%.

Motorcyclists face particular risks on the road. They are among the most vulnerable motorists on the roadways, operating at the same speeds and on the same roads as other motorists, but without the same protection afforded by other types of motor vehicles. Because of their vulnerability, motorcycle operators are about 21 times as likely as passenger car occupants to die in a motor vehicle crash and four times as likely to be injured. In addition, the issue of unlicensed operators continues to be a concern.

In 1997, New York undertook a major initiative to improve motorcycle safety by establishing a comprehensive, rider-funded safety program. The *Motorcycle Safety Program (MSP)* is intended to address driver inexperience and lack of training. Created through legislation signed by Governor Pataki, this program provides instruction and field training to improve the riding skills of motorcyclists. The program, which is administered by the Motorcycle Association of New York State (MANYS), now offers rider education at 21 public training sites and nine military or police facilities around the state. The program also includes a public information and education component aimed at heightening awareness of motorcycles among all motorists. In addition, the Governor's Traffic Safety Committee continues its efforts to encourage motorists to be aware of the presence of motorcycles on the roadways.

Through MANYS, the Motorcycle Safety Foundation (MSF) *Basic Rider Course* was delivered to 12,176 students in 2004. Since 1996, 53,424 students have enrolled in the beginner riding training. As an incentive, the NYS Department of Motor Vehicles waives the motorcycle skills test for licensed drivers who successfully complete the beginning rider course. In 2004, 93% of the students who sought a skills test waiver qualified for that benefit.

The growth in the motorcycle population and the rider education program is evident in the following table:

**MOTORCYCLE REGISTRATIONS
AND
STUDENTS COMPLETING BASIC RIDER COURSE**

	Motorcycle Registrations	Students Trained	Cumulative Students Trained
1996	163,063	1,020	1,020
1997	177,803	1,950	2,970
1998	180,880	2,395	5,365
1999	190,745	3,786	9,151
2000	201,601	4,941	14,092
2001	217,546	6,984	21,076
2002	229,047	9,155	30,231
2003	241,440	11,017	41,248
2004	256,571	12,176	53,424

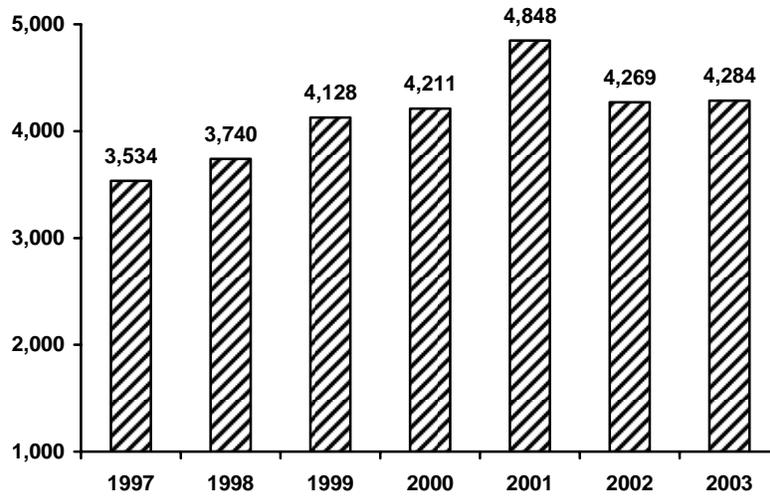
In Spring 2003, New York conducted a statewide observational survey of helmet use by motorcycle operators and passengers. A total of 765 observations were made. Based on the results of the survey, a statewide motorcycle helmet usage rate of 98.4% was estimated, with a relative standard error of 0.65%.

The key results of analyses of motorcycle crash data are presented below:



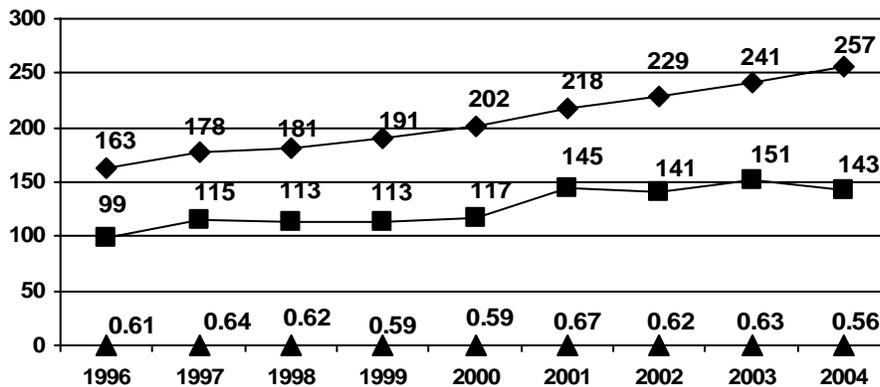
Motorcycle crashes decreased considerably during the mid-1990s. However, the number of motorcycle crashes has been increasing in recent years. This increase can be attributed in part to the increase in registrations and the continued growth in popularity of motorcycling. The number of motorcycle crashes increased from 3,534 in 1997 to 4,848 in 2001, followed by a decline to 4,269 in 2002; in 2003 the number of motorcycle crashes increased slightly to 4,284.

MOTORCYCLE CRASHES IN NEW YORK STATE 1997-2003



Although motorcycles comprised 2.5% of the registered vehicles in New York State in 2004, they were involved in 11% of the fatal traffic crashes. The proportion of fatal crashes involving motorcycles has increased in recent years. In 2004, motorcycles were involved in 143 fatal crashes, with 146 motorcyclists being killed. As shown in the figure below, it should be noted, however, that the number of motorcycle registrations has increased each year.

NEW YORK STATE MOTORCYCLE REGISTRATIONS AND FATAL MOTORCYCLE CRASHES 1996 - 2004



- ◆ Registrations (thousands)
- Fatal crashes
- ▲ Fatal crashes/1,000 registrations



Personal injury motorcycle crashes decreased from 4,267 in 2001 to 3,958 in 2002, followed by a slight increase to 3,966 in 2003.

MOTORCYCLE CRASHES IN NEW YORK STATE, 2001-2004



	2001	2002	2003	2004
Fatal Crashes	145	141	151	143
% of all fatal crashes	10.1	10.1	11.2	10.6
# of motorcyclists killed	149	139	153	146
Injury Crashes	4,267	3,958	3,966	n/a
% of all injury crashes	2.4	2.2	2.4	n/a
# of motorcyclists injured	4,505	4,184	4,202	n/a



Of the motorcycle operator-related contributing factors cited in police-reported motorcycle crashes in 2003, unsafe speed was the most common factor noted (17%).



In 2003, 38% of all motorcycle crashes occurred on municipal streets and 35% occurred on state/county routes. In contrast, 25% of fatal crashes occurred on municipal streets and 51% occurred on state/county routes.

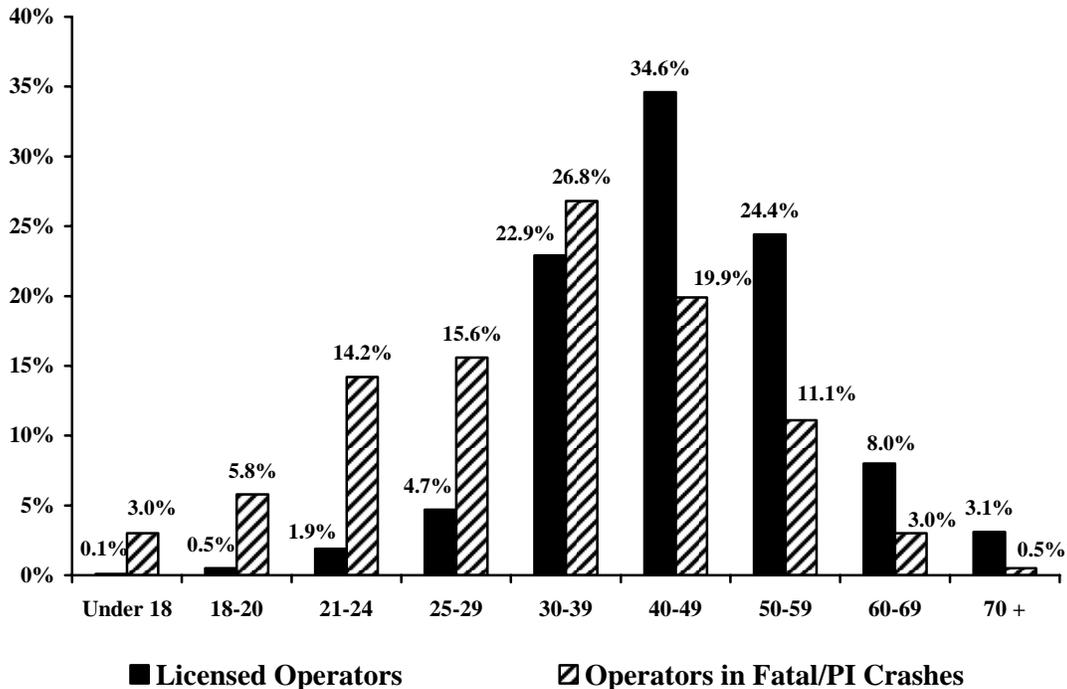


Approximately 45% of motorcycle crashes occurred between 3 pm and 9 pm and 37% occurred on weekends.



Young motorcycle operators continue to be overrepresented in fatal and personal injury motorcycle crashes: almost 9% of the motorcyclists involved in fatal and personal injury crashes were under 21 years of age, but less than 1% of the licensed operators are in this age group; and 30% of motorcyclists involved in fatal and personal injury crashes were aged 21-29, but only 7% of the licensed operators are between the ages of 21 and 29.

**LICENSED MOTORCYCLE OPERATORS AND
MOTORCYCLE OPERATORS INVOLVED IN FATAL
AND PERSONAL INJURY CRASHES BY AGE GROUP
NEW YORK STATE, 2003**



PERFORMANCE GOALS AND MEASURES

Long-term Performance Goals

- ⌘ Reduce the number of motorcycle crashes from 4,284 in 2003 to 4,070 in 2010
- ⌘ Reduce the number of motorcycle fatalities from an annual average of 146 in 2002-2004 to 125 in 2010

Short-term Performance Goals

- ⌘ Reduce the number of motorcycle crashes from 4,284 in 2003 to 4,200 in 2006
- ⌘ Reduce the number of motorcycle fatalities from an annual average of 146 in 2002-2004 to 140 in 2006

Performance Measures

- ⌘ Number of motorcycle crashes
- ⌘ Number of motorcycle fatalities

PERFORMANCE OBJECTIVES AND MEASURES

Performance Objectives

- Continue support for the expansion of motorcycle rider education opportunities in 2006, including an Experienced Rider Course.
- Establish at least three new training sites in 2006
- Continue research in 2006 to examine the issues related to unlicensed motorcycle operators
- Increase motorist awareness of motorcycles

Performance Measures

- Number of motorcycle operators trained and licensed
- Number of training sites
- Preliminary report on unlicensed motorcycle operators

STRATEGIES

Public Information and Education (PI&E)



Motorcyclist Intervention and Education

The nature and operation of motorcycles make them more susceptible to crashes than other types of vehicles when the operator uses alcohol. The operator is also more likely to suffer serious injury or death in a crash than are drivers of other types of vehicles. Educational materials that bring this increased risk to the attention of motorcyclists are needed and new channels for their distribution should continue to be developed.



Motorcycle Safety Education

New motorcyclists will be encouraged to complete a motorcycle safety education course and to become licensed operators. The 1997 legislation signed by Governor Pataki which established the *Motorcycle Safety Program* will continue to foster the statewide availability of rider education programs and to increase the number of sites providing training based on criteria established by the MSF. A portion of the motorcycle license and registration fees is set aside to fund this initiative. The public will be informed of the benefits, availability, and location of motorcycle rider education courses throughout the state. Experienced Rider Course (ERC) programs will continue to be offered as well. Future courses will also be conducted to train new instructors (RiderCoaches) for the *Motorcycle Safety Program*.



Motorcycle Safety Awareness

Additional efforts are needed to increase awareness and educate the general driving population about motorcycle safety issues. These efforts include the Governor's annual proclamations, PI&E campaigns, and PSAs designed to heighten the awareness of the motoring public regarding the special safety needs of motorcyclists.

Research and Evaluation

Research and evaluation efforts may be undertaken to identify trends and potential new problem areas and to assist in defining future program direction and potential countermeasures.



Unlicensed Motorcycle Operators

While preliminary research indicates that many motorcyclists involved in crashes are not properly licensed, the extent of the unlicensed motorcyclist problem has not been determined. Research is needed to quantify the problems and identify the reasons motorcyclists do not obtain licenses. Issues related to the current motorcycle permit procedures should also be examined.



Characteristics of Motorcycle Operators

In order to design effective countermeasures and public information and education campaigns, it is necessary to identify target groups and examine factors associated with the risk of involvement in crashes, including exposure, experience operating a motorcycle, training, and the use of protective gear.

PEDESTRIAN, BICYCLE, IN-LINE SKATING NON-MOTORIZED SCOOTER, AND SKATEBOARDING SAFETY

OVERVIEW

Pedestrians, bicyclists, and participants in the various wheel sports, including in-line skaters, non-motorized scooter operators, and skateboarders, are among New York's most vulnerable roadway users. (The term, "Pedestrian Safety," is used to refer to the program area relating to all of these roadway users.) When involved in crashes with motor vehicles and fixed objects, these highway users almost always suffer more serious injuries than vehicle occupants. Although crashes involving this group represent only about 7% of the reportable crashes in the state, they account for about one-fourth of all fatal crashes and approximately 10% of all injury crashes. The injuries sustained in these crashes often require extensive medical treatment and/or lengthy rehabilitation. Treatment and rehabilitation for older injured pedestrians may be even more protracted, resulting in increased costs. For these reasons, the Governor's Traffic Safety Committee (GTSC) has identified Pedestrian Safety as a priority for FFY 2006.

In recognizing the need to address this area, the GTSC has partnered with the Federal Highway Administration (FHWA), NHTSA, and the New York State Department of Transportation to form a 20/10 planning committee whose responsibilities include identifying and developing strategies for reducing pedestrian crashes. "20/10" refers to the goal of reducing fatalities and serious injuries by 20% by the year 2010. Additionally, in partnership with the GTSC, the FHWA provided funding for a pedestrian safety scanning tour; with FHWA's support, a number of pedestrian professionals from around the state visited cities throughout the country that have made significant strides in creating safer environments for pedestrians. The focus of the tour was to learn more about what makes a pedestrian safety program successful and to identify new and best practices in planning, design and engineering, enforcement, and education that could be used to enhance pedestrian safety in New York State.

It is important to note that Governor Pataki signed legislation improving pedestrian safety by simplifying New York State's law regarding pedestrian right-of-way in crosswalks. Since January 19, 2003, drivers must yield to pedestrians walking in a crosswalk in both halves of the street where a traffic signal is not present or operating. This replaced the previous law that required drivers to yield to pedestrians only in their half of the crosswalk.

Two Walkable Communities conferences have been held in New York State; the "One Step at a Time" conference was held in Queensbury in 2001 and the "Next Steps" conference was held in Rochester in 2004. These statewide conferences were jointly sponsored by the GTSC, the NYS Departments of Health, State, and Transportation, the NY Parks and Conservation Association,

the NY Bicycling Coalition, and the NYS Physical Activity Coalition. The purpose of the conferences was to promote the safe and healthy use of the state's transportation systems by people walking and bicycling.

New York also has many ongoing educational efforts in this program area. For instance, *Walk Our Children to School Day* in October is a program designed to increase safety for New York's children. This program has become a national effort, spearheaded by the National Safety Council, Partnership for a Walkable America, and *Walking Magazine*. The *Saved by the Helmet* program, conducted by the NYS Department of Health Bureau of Injury Prevention and the Brain Injury Association, continues to publicize the role of bicycle helmets in the prevention of head injuries.

The New York Bicycling Coalition (NYBC), in cooperation with the GTSC, continues to promote bicycle safety through its new program, "Sharing the Road Safely." The goal of this three-year effort is to heighten bicyclist and pedestrian awareness in two key audiences: new drivers taking the required pre-licensing course and existing drivers participating in the Point and Insurance Reduction Program (PIRP) courses approved by the Department of Motor Vehicles. The first phase will include a review of existing safety materials and pilot testing new materials in the PIRP and Pre Licensing Courses through 45 driver education and PIRP course providers located across the state in geographically-diverse areas. This program hopes to reach up to 1,500 students over two years. The goal of this program is to heighten awareness of safety issues among motorists, motorcyclists, bicyclists, and pedestrians, in order to reduce deaths and injuries.

PEDESTRIAN SAFETY



In each of the four years, 2001-2004, pedestrian crashes accounted for about one-quarter of all fatal crashes. The number of fatal pedestrian crashes decreased from 346 in 2001 to 320 in 2004, representing an 8% decrease. In 2004, 326 pedestrians were killed in traffic crashes.

PEDESTRIAN CRASHES IN NEW YORK STATE, 2001-2004

	2001	2002	2003	2004
Fatal Crashes	346	327	324	320
% of all fatal crashes	24.2	23.5	24.0	23.7
# of pedestrians killed (NYS)	358	326	327	326
In New York City	186	156	162	149
Injury Crashes	17,419	16,931	16,529	n/a
% of all injury crashes	9.7	9.5	9.9	n/a
# of pedestrians injured	17,678	17,214	16,665	n/a

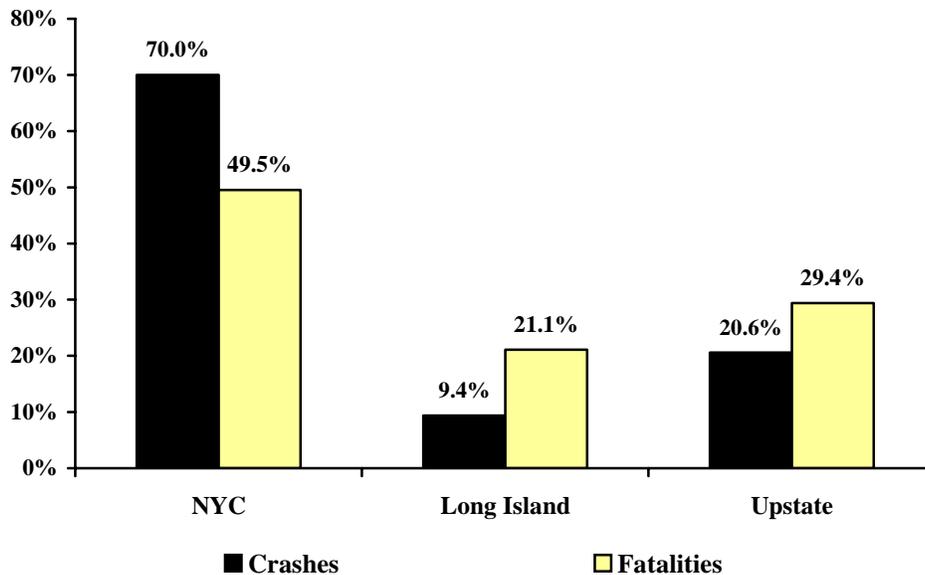


In the years 2001-2003, pedestrian crashes represented approximately 10% of all injury crashes. In 2003, 16,665 pedestrians were injured.



In 2003, 70% of the pedestrian crashes and 50% of the pedestrian fatalities occurred in New York City; 21% of the crashes and 29% of the fatalities occurred Upstate.

NEW YORK STATE PEDESTRIAN CRASHES AND FATALITIES BY AREA, 2003

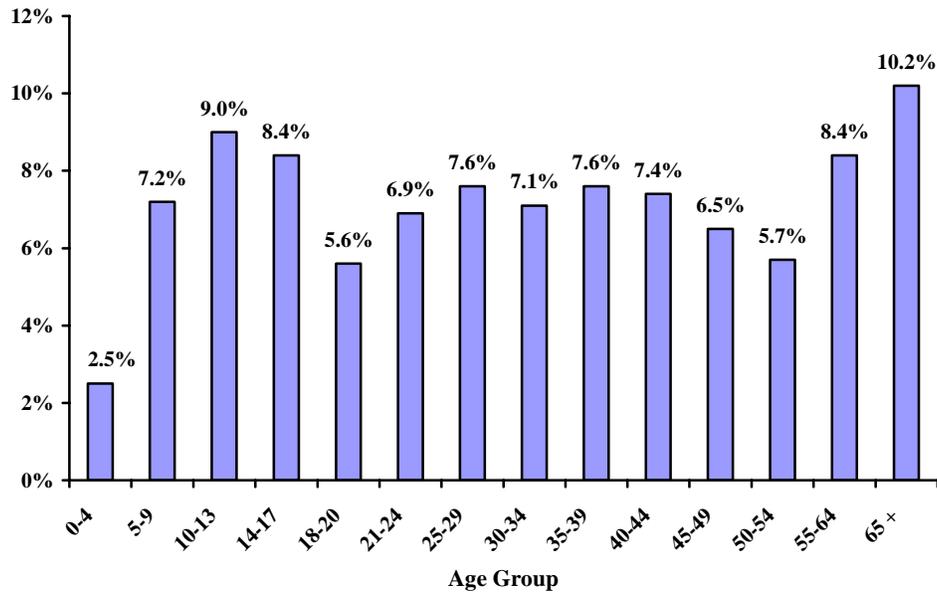


Analyses of 2004 pedestrian/motor vehicle crash data indicate that the largest proportion of fatal pedestrian/motor vehicle crashes occurred between 6 pm and 9 pm (19%), followed by 3 pm-6 pm and 9 pm-midnight (both 15%). Fatal pedestrian crashes were distributed fairly evenly across all days of the week, except that more occurred on Saturday than on any other day. Almost half (45%) of the fatal pedestrian crashes occurred at intersections.



While 19% of pedestrians killed or injured were under 14 years of age, 10% were 65 years of age or older.

AGE OF PEDESTRIANS KILLED OR INJURED IN NEW YORK STATE, 2003



BICYCLE SAFETY

Over the four-year period, 2001-2004, 34 to 42 bicyclists were killed each year in motor vehicle crashes. The seasonal nature of bicycle riding and the lack of information on annual travel by bicycle, in addition to the relatively small numbers, make it difficult to draw conclusions about the data. New York State's law requiring children under age 14 to wear a helmet when riding a bicycle was implemented to mitigate the severity of injuries suffered. In addition, New York has an active program to prevent bicycle crashes through education and increased public awareness for both bicyclists and motorists.

BICYCLE CRASHES IN NEW YORK STATE, 2001-2004



	2001	2002	2003	2004
Fatal Crashes	42	34	38	40
% of all fatal crashes	2.9	2.5	2.8	3.0
# of bicyclists killed (NYS)	42	34	38	39
In New York City	15	18	16	13
Injury Crashes	6,754	6,024	5,627	n/a
% of all injury crashes	3.8	3.4	3.4	n/a
# of bicyclists injured	6,749	5,992	5,581	n/a

The key results of analyses of bicycle/motor vehicle crash data are presented below.



Bicycle/motor vehicle fatal crashes represented approximately 3% of all fatal crashes in each of the four years, 2001-2004. On average, 38 bicyclists were killed each year.

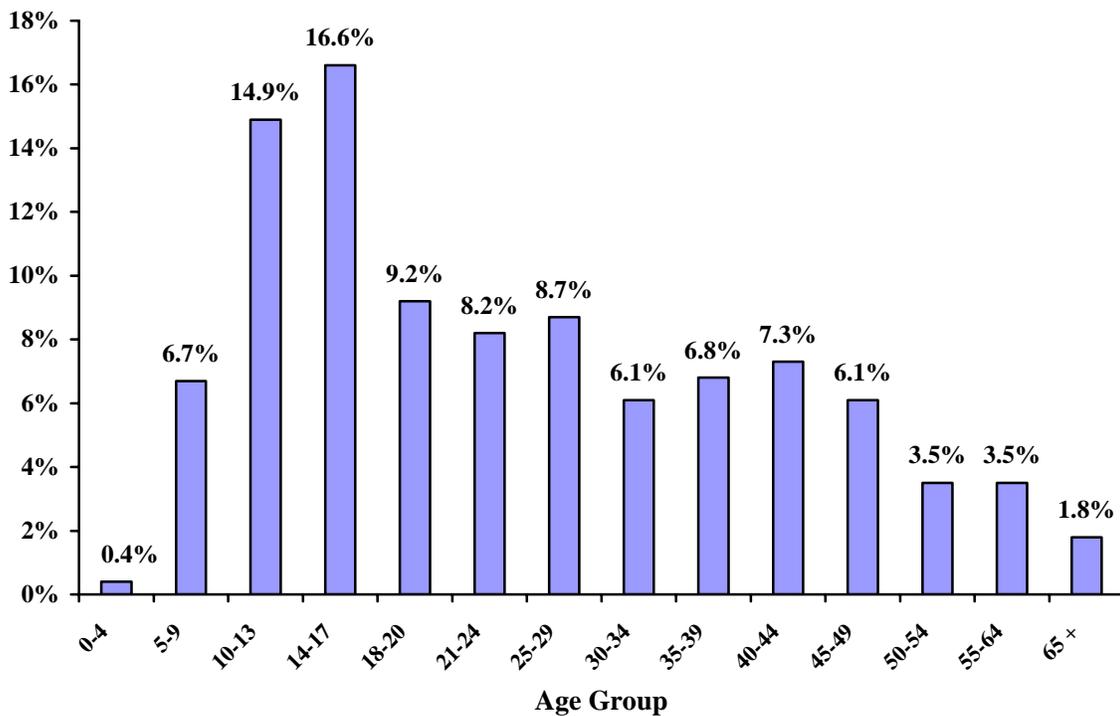


In each of the three years, 2001-2003, approximately 3% of all injury crashes involved a bicycle. The number of bicyclists injured has decreased dramatically from 6,749 in 2001 to 5,581 in 2003.



In 2003, 22% of the bicyclists killed or injured in motor vehicle crashes were under 14 years of age, with an additional 17% being ages 14-17.

NEW YORK STATE BICYCLISTS KILLED OR INJURED BY AGE, 2003



In 2003, one-half (50%) of the bicycle/motor vehicle crashes occurred between 3 pm and 9 pm. A slightly greater proportion of these crashes occurred on each weekday than on Saturday and Sunday.

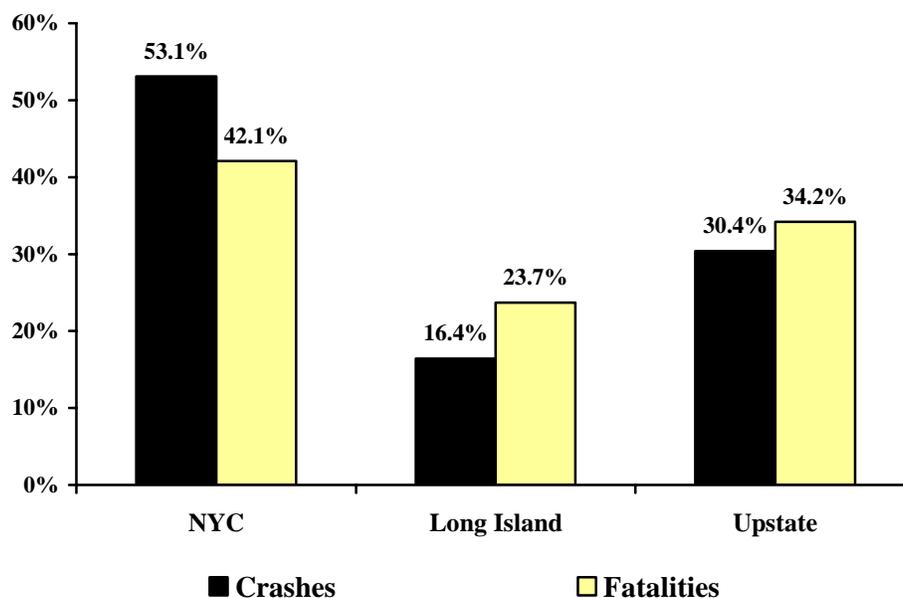


In 2003, 72% of the bicycle/motor vehicle crashes occurred on municipal streets.



In 2003, over half (53%) of all bicycle crashes and 42% of the bicyclist fatalities occurred in New York City. While 30% of the bicycle crashes occurred Upstate, 34% of the fatalities occurred Upstate.

NEW YORK STATE BICYCLE CRASHES AND FATALITIES BY AREA, 2003



IN-LINE SKATING SAFETY

In-line skating remains a popular activity in New York State. Although primarily considered to be a recreational activity, it is also used by messenger/delivery services in the New York City metropolitan area. Since January 1996, when legislation signed by Governor Pataki became effective, children under age 14 have been required to wear a helmet when skating. In July 1996, a revised police crash report form was distributed to enforcement agencies. The new form allows for the capture of information on in-line skating crashes, including the type of safety equipment used by skaters. At this time, the number of crashes involving in-line skaters is too small to allow meaningful analyses. Many localities are beginning to track the data and have expanded their traffic safety programs to include in-line skating safety issues.

NON-MOTORIZED SCOOTER SAFETY

The increasing popularity of scooters in New York State in recent years has been paralleled by a substantial rise in scooter-related injuries. Since July 1, 2002, it has been illegal for persons 13 years of age or younger to operate a scooter or ride as a passenger on a scooter without wearing an approved bicycle helmet.

The growing problem with scooter safety centers on the devices that are motorized, but are not equipped to be registered as motor vehicles. Currently, these types of scooters are illegal to use on New York's roadways and in areas used by pedestrians and bicyclists. To address the issue of scooter safety, the GTSC continues to support many statewide wheel sport safety programs. These programs generally include a helmet distribution component and instruction in the proper fit for helmets for operators of non-motorized scooters.

SKATEBOARDING SAFETY

Effective January 1, 2005, New York's Vehicle and Traffic Law was amended to require skateboard riders under age 14 to wear an approved helmet. Skateboard safety is also promoted through the many statewide wheel sport safety programs the GTSC continues to support; these programs frequently provide skateboarders with helmets and instruction in their proper fit.

PERFORMANCE GOALS AND MEASURES

Long-term Performance Goals

- Reduce the number of pedestrians killed in traffic crashes statewide from 326 in 2004 to 295 in 2010
- Reduce the number of pedestrians killed in traffic crashes in New York City from 149 in 2004 to 125 in 2010
- Reduce the number of pedestrians injured in traffic crashes from 16,665 in 2003 to 15,000 in 2010
- Reduce the number of bicyclists killed in traffic crashes statewide from 39 in 2004 to 30 in 2010
- Reduce the number of bicyclists killed in traffic crashes in New York City from 13 in 2004 to 7 in 2010
- Reduce the number of bicyclists injured in traffic crashes statewide from 5,581 in 2003 to 5,025 in 2010

Short-term Performance Goals

- Reduce the number of pedestrians killed in traffic crashes statewide from 326 in 2004 to 315 in 2006
- Reduce the number of pedestrians killed in traffic crashes in New York City from 149 in 2004 to 140 in 2006
- Reduce the number of pedestrians injured in traffic crashes from 16,665 in 2003 to 16,000 in 2006

- Reduce the number of bicyclists killed in traffic crashes statewide from 39 in 2004 to 35 in 2006
- Reduce the number of bicyclists killed in traffic crashes in New York City from 13 in 2004 to 10 in 2006
- Reduce the number of bicyclists injured in traffic crashes statewide from 5,581 in 2003 to 5,360 in 2006

Performance Measures

- Number of pedestrians killed in traffic crashes statewide
- Number of pedestrians killed in traffic crashes in New York City
- Number of pedestrians injured in traffic crashes statewide
- Number of bicyclists killed in traffic crashes statewide
- Number of bicyclists killed in traffic crashes in New York City
- Number of bicyclists injured in traffic crashes statewide

PERFORMANCE OBJECTIVES AND MEASURES

Performance Objectives

- Continue to provide education on pedestrian safety to both the general public and specific target groups in 2006
- Continue to develop and evaluate engineering solutions to pedestrian safety problems in 2006
- Initiate research in 2006 to determine the nature and scope of the pedestrian crash problem, especially with respect to the location of crashes and, in crashes involving alcohol, whether the driver or the pedestrian was impaired
- Provide education on bicycle safety to the general public and specific target groups in 2006

Performance Measures

- Number of people educated on pedestrian safety
- Development of engineering solutions to pedestrian safety problems
- Interim report on the nature and scope of the pedestrian safety problem
- Number of people educated on bicycle safety

STRATEGIES

Public Information and Education

Pedestrians, bicyclists, in-line skaters, non-motorized scooter operators, and skateboarders are among the most vulnerable highway users. Education must be provided to persons of all ages in these groups to increase their awareness of safety issues and ways to avoid crash involvement and injuries. In addition, heightening the awareness of the motoring public to the behaviors and vulnerabilities of these other users of our roadways is an important tool in promoting the concept of “sharing the road.” More education should be provided to these groups on the rules of the road and the dangers of alcohol and drug impairment. Public information and education efforts to enhance pedestrian, bicycle, in-line skating, and non-motorized scooter safety will be supported.

Examples of specific strategies include:



Share the Road PI&E Program

Continue education and public awareness activities that promote a “share the road” message among motorists; encourage compliance with traffic laws relating to pedestrians, bicyclists, in-line skaters, scooter riders, and skateboarders; and provide education on safe practices for pedestrians, bicyclists, in-line skaters, scooter riders, and skateboarders. The *Share the Road Safely* booklet has been revised to include information on non-motorized scooter and motorcycle safety and the helmet law.



Safety Equipment

In addition to increasing compliance with the helmet law, the objective of these public information and education efforts will be to increase youth acceptance of wearing proper safety equipment. Such efforts should encourage the use of appropriate safety equipment including knee pads; elbow pads; wrist guards; helmets; and reflective equipment, clothing, or vests. Many counties in New York State have community-based bicycle safety programs which routinely include a helmet distribution component and bicycle rodeos to teach children the necessary survival skills when riding a bicycle in urban environments.

Community-Based Programs in Pedestrian, Bicycle, In-line Skating, Non-Motorized Scooter, and Skateboarding Safety

Pedestrian, bicycle, in-line skating, non-motorized, and skateboarding safety programs developed and implemented on the local level will continue to be supported. Examples include:



Community Pedestrian Safety Projects

Pedestrian safety projects, such as *New York's Walk Our Children to School Campaign* or the *Children Celebrate Safety* in Schenectady, should be implemented. Specific project components should include community-based education (e.g., through hospitals) and increased enforcement.



Comprehensive Local Efforts in Pedestrian, Bicycle, In-Line Skating, Non-Motorized Scooter, and Skateboarding Safety

These programs will involve a grass-roots approach to the identification and resolution of local pedestrian, bicycle, in-line skating, skateboarding, and scooter safety problems. It is recommended that communities establish coalitions to focus on the issues that have been identified and promote the goals and objectives set by the coalition.

Networking among the various community partners will be encouraged in order to expand the resources available and the potential delivery system for these programs and other initiatives. Community-based programs will foster local support for efforts to decrease the scope of the pedestrian, bicycle, in-line skating, skateboarding, and scooter safety problems that have been identified. The local networks that are established will also be encouraged to link with appropriate state and national programs.

The development and implementation of model programs which may be expanded to other areas of the state or nation will be encouraged. These would include innovative community-based programs and/or campaigns that will be carefully documented and evaluated to identify successful strategies and program components that other communities can be encouraged to adopt.



Helmet Distribution Programs

Helmet distribution programs will continue to expand in order to increase the availability, proper fitting, and use of helmets for bicyclists, in-line skaters, non-motorized scooter riders, and skateboarders.

Training

Various training programs in the area of pedestrian, bicycle, in-line skating, non-motorized scooter, and skateboarding safety will be considered for implementation. The objective of the training programs will be to increase knowledge and awareness of topics related to these areas of highway safety. Training may be delivered on a local, regional, or statewide basis and may utilize electronic media.

Research and Evaluation

These projects will include evaluation efforts undertaken to assess program effectiveness, identify trends and potential new problem areas, and assist in defining future program direction and potential countermeasures. These efforts will include, but not be limited to, the collection and analysis of bicycle, in-line skating, scooter, and skateboard helmet use data to determine the effectiveness of current efforts to increase helmet usage rates, and research and evaluation activities to determine the prevalence and circumstances of crashes involving in-line skaters and scooters and the scope and characteristics of incidents involving impaired pedestrians.

OCCUPANT PROTECTION

OVERVIEW

Twenty years ago New York became the first state to pass a mandatory seat belt law. Nearly all states have since followed New York's lead, and nationally, occupant protection has risen to a level commensurate with its life-saving potential. The evolution of seat belt programs, from first requiring seat belts to be installed by auto manufacturers in the 1960's to national "mobilizations," has been remarkable, as has been the increase in usage. As with impaired driving, social norms regarding the use of safety restraints, especially for children, have changed radically.

Following the implementation of New York's law, the state's seat belt compliance rate increased gradually in New York, until the mid-1990s when it leveled off at about 75 percent. It was at that point that highway safety professionals rallied behind a new program called *Buckle Up New York*. *BUNY*, as it has come to be known, is a high-visibility enforcement and public information and education (PI&E) campaign. *Buckle Up New York* has since added the national *Click It or Ticket* slogan to its name.

Nearly every police department in New York State has significantly increased its level of seat belt enforcement as a result of participating in this program; unprecedented numbers of seat belt tickets have been issued and public awareness is at an all time high. Based on observational surveys conducted by the New York State Police in conjunction with the May 2005 mobilization, New York's seat belt compliance rate has risen to over 90 percent. A second measure, use rates as reported in police accident reports of fatal and serious injury crashes, shows substantial improvement as well. While the total number of seat belt tickets issued in 2003 and 2004 was down from 2002, in part a consequence of higher compliance rates, the number of tickets issued remains considerably higher than in years prior to the *BUNY* campaign.

The GTSC has been able to support nearly 300 police agencies annually over the past few years through Section 157a and Section 157b Innovative Grant funding. Funded police agencies will continue to periodically conduct high-visibility waves of seat belt and child restraint enforcement using strategies that include checkpoints and saturation patrols. Special tactics, such as the use of "spotters," will continue to be employed. These activities will occur in nearly every jurisdiction; almost every major police agency in the state will participate and many of the checkpoints will be multi-agency in nature. The multi-agency aspect of this campaign has proven highly successful and has served to increase public awareness of the zero-tolerance approach. This multi-agency approach is being expanded to other enforcement programs, including the *Traffic Safety Corridor Program* and *Safe and Sober Campaign*.

The use of occupant restraints is known to be a highly effective way to reduce the risk of death and serious injury in motor vehicle crashes. The youngest vehicle occupants continue to be of special concern, since motor vehicle crashes are the number one cause of death among children. Several issues related to child passenger safety will continue to be addressed. This includes the availability of child safety seats to all segments of the population, the high incidence of incorrect installation and misuse of child safety seats, and potential injuries to children following deployment of passenger-side air bags.

Since April 1998, New York has had an active Child Passenger Safety Task Force. Co-chaired by the GTSC and the Department of Health's Bureau of Injury Prevention, the Task Force has taken a lead role in seeking solutions to the issues that have been identified. The strategies for improving child passenger safety have been compiled into a *Child Passenger Safety Education Program* for New York State. One component of this comprehensive program is a public information campaign to increase knowledge and public awareness of the issues related to child passenger safety. New York's campaign will continue to promote the concepts that all children under four are required to be restrained in child safety seats, children 12 and under should ride in the rear seat, and child safety seats should never be used in the front seat of vehicles with passenger-side airbags.

In 2006, the campaign will also continue to promote the use of child restraint systems that are appropriate for the child's size and weight; a particular focus will be the use of booster seats for children who have outgrown their child safety seats. These efforts will be reinforced by the new child passenger safety law that went into effect on March 27, 2005, requiring all children ages four, five, and six to be restrained in an appropriate child restraint system when riding in a motor vehicle.

Another component of New York's child passenger safety program is the establishment of permanent fitting stations where certified child passenger safety technicians can provide instruction in the proper use and installation of child safety seats. There are currently 225 permanent fitting stations located throughout the state.

The availability of Section 405 and Section 2003(b) Occupant Protection Incentive Grant funds has enabled New York to expand the state's *Child Passenger Safety Education Program*. The program will continue to focus on increasing the pool of traffic safety professionals who are qualified to evaluate, demonstrate, and provide instruction on the correct installation and proper use of child safety seats; the program will also provide increased access to child passenger safety education by increasing the numbers of safety seat check events and permanent fitting stations.

As a result of the regional Task Force meetings held in 2003, a New York State Child Passenger Safety Advisory Board was convened in January 2004 to promote a higher level of skill, knowledge, and participation among technicians and instructors, and to improve child passenger safety in all regions of New York State. Members of the Board were chosen to represent different regions of the state to enhance communication, provide assistance and program direction, address regional problems and issues, and ensure that the state's Child Passenger Safety Standards of Performance are upheld. Meetings are held at least four times a year.

Based on an analysis of the most current New York State data available, the status of issues related to occupant protection is summarized as follows:



Based on New York's annual statewide observational surveys, the seat belt usage rate increased from 80% in 2001 to 85% in 2003 and has remained at that level for the past two years.

NEW YORK STATE SEAT BELT USAGE RATES, 2001-2005

2001	2002	2003	2004	2005
80%	83%	85%	85%	85%



The number of fatalities among vehicle occupants covered by the seat belt law declined from 2001 to 2003. The number of covered occupants receiving serious and moderate injuries also declined between 2001 and 2003. Compared to 2001, the number of uninjured occupants decreased by a large amount in 2002 and 2003, both in terms of absolute number and as a percentage of crash-involved vehicle occupants. The large decline in uninjured occupants in 2002 and 2003, compared to 2001, is due in large part to changes in data collection with regard to property damage crashes that were implemented during 2001; the changes resulted in a reduction in the number of uninjured occupants included.

VEHICLE OCCUPANTS COVERED BY NEW YORK STATE'S SEAT BELT LAW INVOLVED IN CRASHES,* 2001-2003

	2001		2002		2003	
	#	%	#	%	#	%
Fatalities	859	0.14	853	0.22	752	0.18
Serious Injuries	9,087	1.44	9,415	2.40	8,703	2.13
Moderate Injuries	21,980	3.49	21,661	5.51	19,024	4.66
Minor Injuries	159,092	25.23	143,529	36.53	144,145	35.30
Unknown Injury	5,114	0.81	4,651	1.18	3,820	0.94
Uninjured	434,421	68.90	212,765	54.16	231,903	56.79
Total Occupants	630,553		392,874		408,347	

* Police-reported crashes



Over the period 2001 to 2003, the Mean Severity of Injury (MSI) measure indicates that the severity of injuries suffered by vehicle occupants covered by the seat belt law remained the same. In calculating the MSI, a weight of 4 is assigned to a fatality, 3 to a serious injury, 2 to a moderate injury, and 1 to a minor injury. In each of the three years, 2001-2003, the MSI was 1.22.

MEAN SEVERITY OF INJURY (MSI) FOR VEHICLE OCCUPANTS COVERED BY NEW YORK STATE'S SEAT BELT LAW, 2001-2003

2001	2002	2003
1.22	1.22	1.22



Based on police crash reports, reported restraint use in crashes increased from 77% in 2001 to 84% in 2003. Restraint use information is consistently not available for every occupant involved in a crash and reported use in crashes is less reliable than observed use in statewide surveys

REPORTED RESTRAINT USE IN CRASHES IN NEW YORK STATE, 2001-2003

	2001	2002	2003
Restraint Used	77.3%	82.2%	83.5%
No Restraint	5.1%	5.8%	5.9%
Unspecified	17.6%	12.0%	10.6%



The success of New York's *Buckle Up New York* campaign and the efforts put forth by the more than 300 enforcement agencies that are participating in the campaign is evidenced by the number of seat belt tickets issued by enforcement agencies in recent years. The number of seat belt tickets reached an all-time high of more than 550,000 in 2002. In 2003 and 2004, the number of tickets written for violations of the seat belt law declined to approximately 542,000 and 517,000, respectively.



In 2004, seat belt violations comprised 14% of all tickets issued. Currently, over 90% of seat belt violations result in a conviction.

SEAT BELT TICKETS ISSUED IN NEW YORK STATE, * 2001-2004

	2001		2002		2003		2004	
	#	%	#	%	#	%	#	%
State Police	101,379	24.8	120,958	21.9	112,162	20.7	99,197	19.2
County Police	52,666	12.9	59,562	10.8	47,525	8.8	37,043	7.2
Local Police	255,196	62.4	371,437	67.3	381,941	70.5	380,478	73.6
Total	409,241		551,957		541,628		516,718	

* Includes tickets issued under the TSLED and Administrative Adjudication systems.

PERFORMANCE GOALS AND MEASURES

Long-term Performance Goals

- ⊃ Reduce the proportion of occupants in vehicles covered by the seat belt law who are killed in crashes from .18% in 2003 to .14% in 2010
- ⊃ Reduce the proportion of occupants in vehicles covered by the seat belt law who suffer serious injuries in crashes from 2.13% in 2003 to 1.95% in 2010
- ⊃ Reduce the MSI for occupants in vehicles covered by the seat belt law from 1.22 in 2003 to 1.19 in 2010

Short-term Performance Goals

- ⊃ Reduce the proportion of occupants in vehicles covered by the seat belt law who are killed in crashes from .18% in 2003 to .17% in 2006
- ⊃ Reduce the proportion of occupants in vehicles covered by the seat belt law who suffer serious injuries in crashes from 2.13% in 2003 to 2.05% in 2006
- ⊃ Reduce the MSI for occupants in vehicles covered by the seat belt law from 1.22 in 2003 to 1.21 in 2006

Performance Measures

- ⊃ Proportion of fatalities among occupants of vehicles covered by the seat belt law
- ⊃ Proportion of serious injuries among occupants of vehicles covered by the seat belt law
- ⊃ Mean Severity of Injury (MSI)

PERFORMANCE OBJECTIVES AND MEASURES

Performance Objectives

- ⊃ Increase the safety restraint usage rate for front seat motor vehicle occupants from 85% in 2005 to 86% in 2006
- ⊃ Increase knowledge and awareness of the importance of safety restraint use, children riding in the back seat, the correct use of child safety seats, and seat belt use on school buses

Performance Measures

- ⊃ Proportion of front seat occupants observed using seat belts
- ⊃ Number of persons trained/educated on issues related to seat belts and child safety seats

STRATEGIES

Enforcement



Buckle Up New York/Click It or Ticket

As is the case with most positive driving behaviors, enforcement has been the key to improving seat belt usage rates. When coupled with a vigorous public information and education campaign, the results can be even more profound. Such has been the case with the *Buckle Up New York/Click It or Ticket* campaign. With funding from the Governor's Traffic Safety Committee and the collective efforts of New York's law enforcement agencies, the *Buckle Up New York/Click It or Ticket* campaign has had a major effect on seat belt usage in New York.

Several aspects of New York's high-visibility enforcement program have contributed to its success. Most notable is the widespread support from the police community at all levels, from the executive and command level to the rank and file. The change in attitude and subsequent increase in the level of enforcement have been extraordinary. It was not that long ago that many police officers viewed issuing seat belt tickets very negatively. Police officers, like the public at large, simply were not wearing their seat belts in large numbers and considered ticketing motorists to be unimportant. To say that seat belt enforcement was not a priority within the police community would be an understatement. However, as society has changed its attitude toward seat belts, so too have police officers, to the advantage of all.

In addition to strong support from police officers, the level of funding has made it possible to mobilize substantial numbers of police officers dedicated solely to enforcement of the occupant restraint laws. In fact, generous grant funding was probably the catalyst to this large mobilization at the outset. While approximately 300 agencies are currently funded to participate in the program, the program has the support of nearly every police agency in the state.

The New York State Police will continue to coordinate many of the *Buckle Up New York/Click It or Ticket* enforcement and data collection activities including multi-agency checkpoints, statewide data collection from all agencies, and pre- and post-observational surveys. Troop Commanders will continue to reach out to Chiefs and Sheriffs to solicit their support and participation in the program.

The campaign will continue to incorporate two mobilizations in Fiscal Year 2006. The first, a 7-day November “wave,” will be conducted around the Thanksgiving holiday period, a time with historically high traffic volumes and a high number of crashes. The second mobilization, of 14 days duration, will coincide with the national *Click It or Ticket* mobilization in May. Additional enforcement efforts will be conducted during *National Child Passenger Week* in February. Enforcement activities will consist of checkpoints and dedicated roving patrols. Some police departments distribute informational materials and promotional items at checkpoints. Extensive efforts are geared toward media outreach at the state and local level to ensure that these activities are highly publicized.

In addition to the November 2005 and May 2006 mobilizations, the “*Expanded Efforts*” component of the *BUNY* campaign will continue. The *Expanded Efforts* component provides funding to police agencies to conduct supplemental enforcement activities throughout the year, at times outside the traditional mobilizations. Grantees are still required to participate in the mobilizations; however, the expanded efforts component alleviates the manpower strain and other limitations many departments were experiencing, while allowing for an option based on local needs and strategies. Grantees will also be strongly encouraged to conduct media outreach activities. The local media is viewed by a majority of police agencies as an effective and important tool to enhance their enforcement activities.

A number of counties in New York have been shown to have significantly higher than average rates of unrestrained motorists who are fatally and seriously injured in crashes. Also, certain regions of the state have lower compliance rates as measured by observational surveys. These counties and regions have been targeted for an increased occupant restraint enforcement effort by the State Police. The GTSC will make funding for the local police agencies in these low use areas a higher priority.

Each of the ten State Police Troops across the state has recently been tasked with developing a Troop Highway Safety Plan, a responsibility formerly of the Division Traffic Services Section at Headquarters. Working within parameters established by Headquarters staff, the Troops will be responsible for addressing specific issues and needs

within their areas, including occupant protection, aggressive driving, and impaired driving. It is expected that a number of innovative plans will result from this new approach.

Public Information and Education

Efforts to educate the public about the importance and correct use of safety restraints, including seat belts, booster seats, and child safety restraints, will promote even greater compliance. The strategies funded under this task will include educational programs and public information campaigns directed toward the general public; target groups identified as having low usage rates, including minority, rural, low income, and special needs populations; and groups such as medical personnel who interact with the public and are in a position to assist with the educational effort.



Occupant Restraint Campaign

The Department of Motor Vehicles and the New York State Police provide an occupant restraint display at the New York State Fair each year; the State Fair draws nearly one million visitors annually. In addition to the PI&E materials displayed and disseminated, the State Police provide “Rollover” and “Convincer” demonstrations. The Rollover is a motor vehicle set on an axis that actually rolls over with dummies inside. The public is able to see first-hand the effectiveness of seat belt use in rollover crashes. The Convincer is a sled that travels down a decline at five miles per hour and comes to an abrupt stop, simulating a crash at low speeds; the person on the sled experiences the effectiveness of the seat belt in a crash. The State Police will also host the annual Empire State Law Enforcement Traffic Safety Conference, disseminating valuable information to officers from the more than 200 police agencies attending. Each year occupant protection is one of the highlighted programs.

Funded through a GTSC grant, the NYS Sheriffs’ Association will continue to provide three safety belt Convincers for use by their member agencies. These devices will be assigned on a regional basis and made available to all of the state’s sheriffs for educational activities. Many groups, including police and health and safety professionals, also give presentations at schools, fairs, and other locations, and seat belt Convincer and Rollover simulator demonstrations by the State Police are often incorporated into these presentations. The State Police conduct monthly occupant restraint educational details in each Troop statewide.

The GTSC, the New York State Police, and the New York City Police Department will engage in joint efforts including conducting press events, issuing public service announcements targeting minority communities, and providing a display and presentation at the New York City Auto Show. The GTSC expects to use paid media in very select areas of the state to target populations under-represented in current outreach efforts.

An appropriate evaluation methodology, such as a telephone survey, focus groups, or surveys at DMV offices, will be used to assess the effectiveness of the paid media campaign in raising awareness of occupant restraint issues among the target audience.

Child Restraint Programs



Child Passenger Protection Public Information and Education

There is a continuing need to educate the public on the importance of child safety seat use and to provide instruction on correct installation procedures as the design of vehicles, car seats, and air bags continues to change. A comprehensive statewide program will continue to raise public awareness of child passenger safety issues and provide education to parents, grandparents, and other caregivers that will enable them to better ensure the safety of the children they transport.

Other initiatives that will be supported include the following:

- ⊃ A public information and education campaign promoting the use of booster seats for children ages four to seven
- ⊃ A public information and education campaign that uses new and updated materials and media messages to disseminate information on the importance of child restraint and seat belt use, the types of restraint systems that are appropriate for children of different ages and weights, the importance of having children 12 and under ride in the rear seat, and instructions on the proper use of child safety seats
- ⊃ A public information and education campaign targeting culturally diverse populations using educational materials in different languages and media specifically for the targeted populations
- ⊃ Child passenger safety training for personnel representing various professions and organizations involved in promoting traffic safety, including law enforcement, the public health and medical communities, fire and other emergency response personnel, transportation services personnel, social services personnel, daycare providers, pre-school bus drivers, other school bus drivers, and staff in other related community programs
- ⊃ A public information and education campaign to promote the Child Passenger Safety program targeting employers of law enforcement, fire, emergency medical services, and health care professionals
- ⊃ Child safety seat check events and permanent fitting stations sponsored by state or local agencies or coalitions to conduct educational activities and provide the public with individualized instruction on the correct installation and proper use of the child safety seats and booster seats in their vehicles



Training/Updates for Child Passenger Safety Technicians and Instructors

In response to the continuing need to train additional child passenger safety technicians and instructors, child passenger safety training programs will be expanded.

NHTSA's Standardized Child Passenger Safety Technician Training Program will continue to be supported. This 32-hour course is taught through a combination of lectures, role-playing, and hands-on practice with child safety seats and vehicle belt systems.

Successful course completion requires passing both written and skills tests and participating in a child safety seat check event. The course provides a training opportunity for individuals who wish to educate, conduct, or participate in child passenger safety educational activities at child safety seat check events or at permanent fitting stations or to educate others in their communities to conduct child passenger safety awareness training workshops. After successfully completing this course, participants qualify to receive certification from the National Safe Kids Campaign. Emphasis will continue on training bi-lingual child passenger safety technicians and instructors and efforts will be made to train more technicians in the health care professions. The Governor's Traffic Safety Committee will coordinate and oversee these classes.

Certified technicians and instructors need to keep current with new developments in child passenger safety. Efforts will be made to provide continuing education for technicians and instructors by supporting attendance at national child passenger safety conferences, the annual Child Passenger Safety Technical Conference, regional Child Passenger Safety Task Force meetings, special needs training, and refresher/update classes for re-certification.

As the child passenger safety program expands, regional Task Force meetings will be held as needed to address local issues, as well as to gain input from technicians and instructors across the state. Members of the New York State CPS Advisory Board will represent each region of the State to help improve communication, provide assistance and program direction, address regional problems and issues, and assure that our Child Passenger Safety Standards of Performance are upheld. As the Child Passenger Safety standardized curriculum changes, refresher/update classes are needed to keep technicians and instructors up-to-date. The GTSC will also support a one-day Renewal Class that is specifically designed for technicians whose certification from the National Safe Kids Campaign has lapsed. Classes will be conducted in all regions of the state.



Child Passenger Safety Awareness Training Programs

These courses present awareness information and/or specific technical information regarding child restraint selection, installation, and correct use. The awareness program offers “Train-the-Trainer” workshops of various lengths and focuses. People who complete a two-day child awareness training course will be considered “practitioners” and will be able to assist at child safety seat check events and fitting stations. The GTSC will provide the training manuals for these programs.

The awareness training programs that will be supported may include but are not limited to the following:

- ⊃ *Operation Kids-Fire/Rescue*, a NHTSA two-day training program designed for fire and rescue professionals
- ⊃ *Operation Kids-Law Enforcement*, a four-hour awareness program for administrators, eight-hour orientation program for law enforcement, or two-day hands-on training program for law enforcement officers

- ⊃ *Operation Kids-RN*, a two-day awareness training program for nurses
- ⊃ *Moving Kids Safely in Child Care*, a 12-hour awareness training program for child care providers
- ⊃ Child passenger safety awareness training for parents, grandparents, and caregivers will continue. Awareness training will be expanded to target other groups such as participants in expectant parent classes at hospitals and clinics, participants in teen parent classes at schools, foster care parents, day care providers, bus transportation workers at Head Start programs, and personnel at retail stores. Efforts will be made to reach out to culturally diverse communities to conduct awareness classes.
- ⊃ Child passenger safety training for special needs children will be provided to hospital and health care professionals who work with children with disabilities and special health care needs.
- ⊃ The State Police will also incorporate awareness training for new Troopers during their 26-week basic training at the State Police Academy. In addition, in-service training will be conducted to re-certify Troopers who are child safety technicians.



Seat Belt Use on School Buses

Data compiled by the Pupil Transportation Safety Institute, Inc. indicate that in New York State most school bus-related fatalities involve students outside the bus. To minimize the hazards to students inside the bus, the development of training materials for students on the proper use of seat belts on school buses may be supported.



Child Safety Seat Distribution Programs

Child safety seat distribution programs will be expanded in an effort to reach low-income families in all counties in the state. Partnerships with hospitals will be considered as a way to ensure that a child restraint is available for every newborn's trip home from the hospital.



Permanent Fitting Stations

Efforts will continue to increase the number of permanent fitting stations across the state, as well as to ensure that fitting stations are staffed by certified child passenger safety technicians. In Fiscal Year 2006, efforts will continue to establish permanent fitting stations staffed by bi-lingual certified technicians in culturally diverse communities. The use of trailers will help to establish mobile fitting stations in rural communities of the state. Efforts will also be made to work with children's hospitals to establish additional special needs fitting stations.



Booster Seats

The GTSC will support efforts to increase public awareness of the importance of booster seat use for children. A new safety restraint law in New York requires all children ages four, five, and six to be restrained in an appropriate child restraint system, including booster seats. Existing child passenger safety brochures will be updated to reflect the new law. Booster seat educational materials will be developed and distributed by state and local agencies or coalitions to increase public awareness. Child safety seat check events and clinics will be conducted to target booster seat age children. Child safety seat distribution programs will be expanded to provide booster seats to low-income families in all counties in the state.

Legislative and Regulatory Measures

Recent legislative initiatives include a bill to amend the seat belt law, requiring all vehicle occupants to be properly restrained, regardless of age or seating position. Currently, rear seat passengers 16 years of age and older are not required to be belted. Other pending legislative proposals include:

- ⊃ Requiring certain taxi cabs to have child safety restraints
- ⊃ Prohibiting the operation of vans or station wagons used as school buses unless pupils are wearing seat belts
- ⊃ Requiring the use of seat belts by passengers of school buses; requiring the Commissioner of Transportation to place warning signs on all school buses

In addition, legislation limiting the liability of certified technicians who check child restraints is under development.

While the outcome of these legislative proposals is far from certain, they do illustrate the continued emphasis on occupant protection in New York State.

Research and Evaluation

Evaluations will be undertaken to measure the effectiveness of the occupant protection program by analyzing changes in the number and severity of crashes and the number of tickets and convictions for violations of the seat belt law. Other evaluation methods will include observational surveys of seat belt and child restraint use and surveys to measure the knowledge, attitudes, and behaviors of New York drivers relating to occupant restraint issues. Where appropriate, administrative or program evaluations will also be conducted to document the implementation of programs or legislation. Research will be conducted to identify the characteristics of those motorists who do not use safety restraints; these groups can then be targeted in future campaigns. Research on child restraint programs and policies will continue.

TRAFFIC RECORDS

OVERVIEW

The extensive use of performance-based program planning by agencies and organizations involved in traffic safety at all jurisdictional levels requires access to a variety of traffic records data. Changes in demographics, traffic patterns, and conditions of the highway infrastructure at both the state and local levels present a significant challenge to the state's highway safety community in identifying the nature and location of traffic safety problems. To develop appropriate countermeasures that meet these challenges, traffic safety professionals need data on crashes and injuries, arrests and convictions for traffic violations, and highway engineering initiatives. The need for accurate and timely data, together with an ever increasing need for data analysis support, is being addressed vigorously by New York through major improvements in the way it maintains and uses its traffic records systems.

The importance placed on improving the state's traffic records systems is evident in Governor Pataki's continuing support of efforts to improve the state's accident and ticket records systems. It is also evident in the improvements made in the traffic-related systems maintained by the Department of Transportation, Department of Health, Division of Criminal Justice Services, Division of Probation and Correctional Alternatives, and the Division of State Police. Under the direction of the GTSC, system improvements are monitored annually by the state's Traffic Records Advisory Committee.

An overview of the current issues related to traffic records is presented below.



Improvements to various components of the accident information system (AIS) continue. Through DMV's continued participation in the TraCs initiative, approximately 30,000 reports were received electronically between January and May 2005. Over the coming year, it is expected that DMV will receive about 6,000-8,000 crash reports per month through TraCs. Specific accomplishments during the past year include expediting the availability of accident reports for sale to customers and initiating the transfer of AIS database technical administration from an external vendor to DMV's IT Office. During the coming year, efforts will focus on 1) transferring administrative responsibility of the AIS database to DMV's IT, 2) improving timeliness of data, 3) testing the interface between AIS and the new geographic information subsystem, 4) testing an internet sales system for use by selected businesses, and 5) increasing electronic submission of accident reports.



Development of the new GIS-based Accident Location Information System (ALIS) is ongoing. A new base map has been completed using a variety of state and local resources while development of the application is nearing completion. The application currently exists in a beta testing environment and is expected to go into full production in fall 2005. When complete, the ALIS application will allow for accident location coding, querying and analysis using the new base map and a wide variety of geographic locators, as well as provide a mechanism for maintaining an up-to-date base map. The application will be a critical component in identifying high accident locations and developing measures to address problems at these sites.



The eDATE project to electronically accept ticket data from both enforcement agencies and courts is ongoing. In 2004, approximately 160,000 tickets were processed and added to the TSLE&D database. In 2005, expansion of these electronic transmission capabilities is continuing among courts and police agencies across the state; more than 193,000 tickets were processed between January and June 2005.



The project to reengineer the Administrative Adjudication (AA) ticket system has been completed. Under the reengineering effort, the AA system was converted to a data base format and can now receive ticket data electronically. Between January and June 2005, almost 6,000 tickets were received electronically. Over the past year, the enforcement agencies covered by the AA system have also begun using the new uniform traffic ticket.



A critical component of conducting specific research and evaluation studies for use in developing effective traffic safety countermeasures is the ability to link data from different data files. Initiatives to link various traffic-safety related data systems are ongoing. Data files from the DMV and DOH are linked on an annual basis to conduct studies on injury outcomes related to the use of occupant restraints in crashes. Data files from the DMV, Division of Probation and Correctional Alternatives, and Division of Criminal Justice Services are being linked to conduct a study on the involvement of high risk probationers in motor vehicle crashes.



Roadway-related data systems and advances in technology designed to capture roadway data more efficiently are key to identifying and prioritizing highway improvements. Progress continues with respect to developing the capability to collect and analyze roadway-related data that can be used to support engineering solutions that seek to improve traffic flow, thereby reducing dangerous driving behaviors, and to decrease crashes, fatalities, and injuries. This effort involves the development or enhancement of DOT databases and the use of technologies such as traffic signal timing devices, GIS, and digitized crash reports to capture needed data in a timely, accurate manner. Another activity involved in this effort includes the development of highway inventory systems at the state and local levels, which enable traffic safety managers to identify problem sites and make recommendations for improvements.

PERFORMANCE GOALS AND MEASURES

Long-term Performance Goals

- Continue to expand the capability to collect, retrieve, and disseminate traffic safety data electronically, on both the local and statewide levels, through 2010
- Continue to improve data linkage capabilities, on both the local and statewide levels, among the various traffic safety-related data systems through 2010

Short-term Performance Goals

- Continue to assist with the coordination and direction of efforts to upgrade and link, as appropriate, the state's various traffic safety-related data systems in 2006
- Continue efforts to enhance DMV's AIS and TSLED records systems which will provide for the more timely and accurate capture, reporting, and access to crash and ticket data through electronic means in 2006
- Complete the report on the comprehensive assessment of the state's major traffic records systems in 2006

Performance Measures

- Data linkage capabilities developed, integrated, and operational
- Proportion of crash and ticket information that is received electronically
- Report on assessment of the state's major traffic records systems

PERFORMANCE OBJECTIVES AND MEASURES

Performance Objectives

- Continue to support implementation of technologies that promote traffic safety by enforcement agencies and the courts at the local level, including providing the training required to use such technologies, in 2006
- Continue to support implementation of technologies that promote traffic safety by agencies and courts at the state level in 2006

Performance Measures

- Number of police agencies submitting crash and ticket data electronically to DMV
- Number of courts submitting ticket disposition data electronically to DMV

STRATEGIES



Statewide Coordination of Traffic Records Systems Improvements

The GTSC will continue to coordinate efforts with other agencies and sources of funding to complete projects that improve traffic records systems, files, and programs. With input from the Traffic Records Advisory Committee (TRAC), this process will identify and describe current data systems, the input and output process flows for the technologies used, and the legal considerations that govern the operation and use of the systems. The primary goal of the TRAC is to expand the availability and use of traffic safety data at all jurisdictional levels and by all traffic safety partners. A key component of this process is a comprehensive assessment of the state's traffic records systems. In addition to the TSLE&D and AIS systems, the assessment will document the current status and identify improvement opportunities for the traffic records systems that relate to vehicles, (title and registration), roadways, drivers, and injury surveillance (e.g., EMS).



Development and Use of Data Linkages

To support program planning initiatives, the traffic safety community needs a variety of information on crashes which reside in different data systems, including information about the driver, vehicle, type of crash, location of crash, types of injuries, types of medical care received, and the associated costs. Continued improvements in data linkages will enhance the development of program initiatives that target specific population sub-groups and permit the examination of costs associated with crashes.



Use of Technology to Disseminate Information

The GTSC's Internet web site is a major medium for disseminating information on new developments in traffic safety, research programs, and other topics. The website and other communication technology are important in the communication of data and public information relating to highway safety programs that will benefit all of the GTSC's customers and partners, as well as the general public. Efforts to expand the communications capabilities and resources of the traffic safety community will continue to be supported.



Improvements to the Accident and Ticket Systems

Initiatives to improve DMV's accident and ticket reporting systems are ongoing. These improvements include the application of new technologies and the establishment of additional linkages that will improve the timeliness, accuracy, and completeness of the data collected. Opportunities exist to reduce the prevalence of duplicate records, standardize the data, and eliminate the necessity of relying on motorists' accident reports.

This program continues to support the data entry of police accident reports, traffic tickets, and court adjudication reports from the field and directly from the courts through the use of state-of-the-art technology. Also included is the development or modification of software for crash reports and traffic ticket systems and the purchase of equipment, such as laptop computers, printers, and bar code and magnetic strip readers. A significant element in this process is the accurate coding of location information. Improvements in this area will provide information which will significantly improve enforcement, engineering, and EMS efforts throughout the state.



TraCS – Electronic Ticket and Accident Report Project

The GTSC's support of TraCS (Traffic and Criminal Software) is ongoing. The use of TraCS will continue to expand throughout the state in the coming year to state, county, and local police agencies. This includes the State Police, the New York City Police Department, most large city and county police agencies, and a limited number of medium- to smaller-sized agencies.

TraCS is the software in the patrol vehicle that produces an automated (electronic) ticket and accident report and is part of the larger program to automate traffic records systems throughout the state. TraCS produces more timely and accurate records, which are easily and quickly transmitted to the various users of highway safety data. Analysis of this data will not only be more thorough but will provide more timely information from which traffic safety professionals will be able to develop more effective strategies.



Improve and Expand Use of Roadway Data Files

The federal Safe, Accountable, Flexible and Efficient Transportation Equity Act (SAFETEA) is expected to continue practices initiated under TEA-21 which encourage states to develop cost-effective highway safety improvements. The NYS Department of Transportation is improving its roadway data files to provide for more accurate, consistent, and timely information, as well as provide for easier access to the data collected. The systematic upgrade of the state's roadway data information system is key to initiating countermeasures which help reduce crashes and their severity. This information is used to assist in the identification of problem locations, the determination

of the most appropriate type(s) of improvement, and the prioritization of sites for planned improvements.



Research and Evaluation

Research and evaluation are essential components of the highway safety planning process, and a variety of research and evaluation initiatives will be supported at both the state and local levels. Competing interests and finite resources make it imperative that there be a consistent, systematic process of problem identification and prioritization. A research and evaluation agenda is needed to identify the priority areas for the development of potential countermeasures and the assessment of their effectiveness.

Research will also support the development, implementation, and evaluation of new initiatives in conjunction with the state's 402 grant program. In addition, analytical support will be provided to traffic safety agencies and organizations at all jurisdictional levels, including support for the collection, analysis, and reporting of data. Initiatives to provide training and technical assistance in the use of the state's traffic records systems will also be supported.



Distracted Driving

The issue of distracted driving continues to be of concern to the state's traffic safety community. Because information on the specific sources of driver distraction is limited, efforts to determine the extent to which distracted drivers contribute to crashes are ongoing. In recent years, the use of cell phones while driving has become one of the most prominent concerns with respect to distracted driving behavior. To address this issue, New York became the first state to pass a statewide cell phone law banning the use of hand-held cell phones by vehicle operators on New York's roadways. Effective November 1, 2001, the law also provided that a comprehensive study on distracted driving, including the use of cell phones while driving, be conducted and a report on the study be submitted to the Legislature by November 1, 2005.

To facilitate the collection of data on cell phone use and other driver distractions as contributory factors in crashes, the DMV's police accident report forms were changed, effective July 1, 2001, to include Acell phones@ as a specific driver distraction choice for police. The revised form also changed the ADriver Inattention@ option to ADriver Inattention/Distracted@ and requires that the police officer state the specific nature of the distraction. The purpose of these changes is to collect the data needed to determine the extent to which specific distracted driving behaviors, especially the use of cell phones, are contributory factors in crashes.

Since the change in the police accident report form occurred July 1, 2001, 2002 is the first full calendar year for which data are available for analysis purposes. As indicated in the table below, fatal and injury crashes involving “driver inattention/distraction” as a contributory factor varied slightly in recent years. Over the three years, 2002-2004, approximately 9% of fatal crashes had “driver inattention/distraction” reported as a contributory factor. In each of the years 2002-2004, between one and three fatal crashes had a cell phone reported as a contributory factor.

In 2003, 15% of the injury crashes had “driver inattention/distraction” reported as a contributory factor, down from 19% in 2002. In 2003, 221 injury crashes had a cell phone reported as a contributory factor.

**“DRIVER INATTENTION/DISTRACTION” CRASHES
IN NEW YORK STATE,* 2002-2004**

	2002	2003	2004
Fatal Crashes	127	118	115
% of all fatal crashes	9.1%	8.5%	8.5%
Fatal Crashes Involving Cell Phone Use	1	1	3
% of all fatal crashes	0.07%	0.07%	0.07%
Injury Crashes	30,088	25,586	n/a
% of all injury crashes	19.1%	15.3%	n/a
Injury Crashes Involving Cell Phone Use	197	221	n/a
% of all injury crashes	0.1%	0.1%	n/a

* Police-reported crashes

When more crash data become available, additional analyses on the scope and specific characteristics of the distracted driving problem and the relative risks associated with various distractions will be conducted. Telephone and observational surveys are also being conducted to support the study required under the cell phone law; they will help determine the frequency of cell phone use while driving within the driving population. Ticket data are also being analyzed to determine the extent of compliance with and enforcement of the cell phone law. In 2004, the third full year of the cell phone law, approximately 210,000 summonses were issued to motorists for non-compliance, indicating that serious driver distraction and compliance problems exist. The information gathered through these various approaches will be important for the development of appropriate and effective messages to raise public awareness of the dangers of distracted driving.

COMMUNITY TRAFFIC SAFETY PROGRAMS

OVERVIEW

Community Traffic Safety Programs combine strategies from several traffic safety program areas to address local highway safety problems. Communities within a county are encouraged to cooperatively develop a strategic plan which identifies and documents the county's highway safety problems. Because of the integral role local programs play in the attainment of the statewide highway safety goals, expanding the number of counties participating in the program continues to be a priority.

NEW YORK STATE DEMOGRAPHIC AND CRASH DATA BY COUNTY, 2003												
County	Population		Licensed Drivers		Fatal/PI Crashes		Pedestrian Crashes		Bicycle Crashes		Motorcycle Crashes	
	#	%	#	%	#	%	#	%	#	%	#	%
Statewide	19,212,425		11,353,991		168,865		16,873		5,689		4,284	
Albany	297,945	1.6	200,491	1.8	3,273	1.9	216	1.3	81	1.4	84	2.0
Allegany	50,597	0.3	33,475	0.3	327	0.2	10	0.1	3	0.1	14	0.3
Broome	198,836	1.0	145,375	1.3	1,615	1.0	73	0.4	44	0.8	52	1.2
Cattaraugus	83,377	0.4	59,465	0.5	578	0.3	12	0.1	11	0.2	20	0.5
Cayuga	82,000	0.4	55,969	0.5	604	0.4	22	0.1	13	0.2	28	0.7
Chautauqua	137,908	0.7	97,885	0.9	1,113	0.7	57	0.3	47	0.8	45	1.1
Chemung	90,258	0.5	63,453	0.6	568	0.3	21	0.1	22	0.4	8	0.2
Chenango	51,744	0.3	38,408	0.3	387	0.2	11	0.1	2	<0.1	12	0.3
Clinton	81,442	0.4	56,009	0.5	575	0.3	11	0.1	21	0.4	25	0.6
Columbia	63,297	0.3	48,461	0.4	504	0.3	13	0.1	8	0.1	14	0.3
Cortland	48,972	0.3	33,027	0.3	439	0.3	9	0.1	9	0.2	17	0.4
Delaware	47,284	0.2	38,583	0.3	351	0.2	11	0.1	3	0.1	7	0.2
Dutchess	291,076	1.5	209,676	1.8	2,774	1.6	84	0.5	46	0.8	107	2.5
Erie	939,722	4.9	650,473	5.7	7,951	4.7	502	3.0	263	4.6	199	4.6
Essex	39,085	0.2	28,939	0.3	302	0.2	13	0.1	8	0.1	21	0.5
Franklin	51,091	0.3	34,565	0.3	332	0.2	11	0.1	6	0.1	11	0.3
Fulton	55,351	0.3	40,449	0.4	460	0.3	17	0.1	12	0.2	13	0.3
Genesee	59,915	0.3	44,839	0.4	634	0.4	21	0.1	15	0.3	20	0.5

NEW YORK STATE DEMOGRAPHIC AND CRASH DATA BY COUNTY, 2003 (cont'd.)

County	Population		Licensed Drivers		Fatal/PI Crashes		Pedestrian Crashes		Bicycle Crashes		Motorcycle Crashes	
	#	%	#	%	#	%	#	%	#	%	#	%
Greene	48,851	0.3	37,755	0.3	476	0.3	17	0.1	6	0.1	25	0.6
Hamilton	5,261	<0.1	4,921	<0.1	53	<0.1	2	<0.1	2	<0.1	7	0.2
Herkimer	63,725	0.3	46,085	0.4	432	0.3	22	0.1	7	0.1	19	0.4
Jefferson	113,284	0.6	71,281	0.6	688	0.4	28	0.2	19	0.3	20	0.5
Lewis	26,598	0.1	19,855	0.2	181	0.1	6	<0.1	2	<0.1	8	0.2
Livingston	64,586	0.3	45,736	0.4	436	0.3	2	<0.1	4	0.1	25	0.6
Madison	70,275	0.4	50,609	0.4	521	0.3	17	0.1	15	0.3	21	0.5
Monroe	735,774	3.8	517,528	4.6	5,942	3.5	293	1.7	253	4.4	177	4.1
Montgomery	49,247	0.3	36,206	0.3	399	0.2	17	0.1	4	0.1	10	0.2
Nassau	1,340,485	7.0	1,002,192	8.8	16,276	9.6	975	5.8	470	8.3	298	7.0
Niagara	218,306	1.1	159,680	1.4	1,801	1.1	88	0.5	65	1.1	70	1.6
Oneida	234,368	1.2	162,850	1.4	2,092	1.2	110	0.7	70	1.2	68	1.6
Onondaga	459,441	2.4	322,747	2.8	4,226	2.5	226	1.3	119	2.1	145	3.4
Ontario	102,714	0.5	76,715	0.7	845	0.5	24	0.1	19	0.3	32	0.7
Orange	364,580	1.9	245,479	2.2	3,748	2.2	154	0.9	60	1.1	126	2.9
Orleans	43,926	0.2	30,035	0.3	265	0.2	13	0.1	2	<0.1	8	0.2
Oswego	123,572	0.6	87,281	0.8	1,027	0.6	40	0.2	15	0.3	28	0.7
Otsego	62,475	0.3	44,602	0.4	493	0.3	22	0.1	5	0.1	21	0.5
Putnam	99,707	0.5	78,272	0.7	894	0.5	31	0.2	4	0.1	28	0.7
Rensselaer	153,142	0.8	109,829	1.0	1,107	0.7	56	0.3	23	0.4	38	0.9
Rockland	292,969	1.5	213,025	1.9	2,946	1.7	145	0.9	39	0.7	74	1.7
St. Lawrence	111,320	0.6	75,569	0.7	702	0.4	23	0.1	14	0.2	30	0.7
Saratoga	210,302	1.1	160,344	1.4	1,440	0.9	42	0.2	24	0.4	59	1.4
Schenectady	147,382	0.8	114,345	1.0	1,228	0.7	79	0.5	67	1.2	40	0.9
Schoharie	31,841	0.2	23,904	0.2	257	0.2	7	<0.1	2	<0.1	12	0.3
Schuyler	19,478	0.1	14,115	0.1	135	0.1	3	<0.1	1	<0.1	12	0.3
Seneca	35,026	0.2	24,668	0.2	269	0.2	2	<0.1	8	0.1	10	0.2
Steuben	99,015	0.5	73,487	0.6	723	0.4	26	0.2	12	0.2	30	0.7
Suffolk	1,468,290	7.6	1,087,453	9.6	15,049	8.9	613	3.6	460	8.1	388	9.1
Sullivan	75,194	0.4	57,008	0.5	805	0.5	31	0.2	7	0.1	19	0.4
Tioga	51,767	0.3	38,772	0.3	309	0.2	7	<0.1	5	0.1	9	0.2
Tompkins	99,405	0.5	63,529	0.6	689	0.4	24	0.1	19	0.3	33	0.8
Ulster	181,425	0.9	134,296	1.2	1,783	1.1	47	0.3	28	0.5	72	1.7
Warren	64,780	0.3	48,206	0.4	652	0.4	18	0.1	23	0.4	55	1.3
Washington	62,067	0.3	44,157	0.4	418	0.2	15	0.1	10	0.2	27	0.6

NEW YORK STATE DEMOGRAPHIC AND CRASH DATA BY COUNTY, 2003 (cont'd.)

County	Population		Licensed Drivers		Fatal/PI Crashes		Pedestrian Crashes		Bicycle Crashes		Motorcycle Crashes	
	#	%	#	%	#	%	#	%	#	%	#	%
Wayne	93,976	0.5	69,996	0.6	595	0.4	24	0.1	18	0.3	23	0.5
Westchester	940,561	4.9	660,362	5.8	8,092	4.8	679	4.0	137	2.4	168	3.9
Wyoming	43,102	0.2	30,251	0.3	307	0.2	19	0.1	6	0.1	11	0.3
Yates	24,682	0.1	17,211	0.2	120	0.1	3	<0.1	1	<0.1	6	0.1
New York City												
Bronx	1,364,680	7.1	424,379	3.7	11,003	6.5	1,922	11.4	345	6.1	185	4.3
Kings	2,483,164	12.9	840,212	7.4	21,068	12.5	3,953	23.4	1,173	20.6	384	9.0
New York	1,557,014	8.1	700,737	6.2	11,897	7.0	3,250	19.3	919	16.2	336	7.8
Queens	2,224,238	11.7	1,067,175	9.4	19,668	11.6	2,301	13.6	522	9.2	352	8.2
Richmond	460,530	2.4	294,938	2.6	3,734	2.2	360	2.1	61	1.1	76	1.8

STRATEGIES

Community-Based Highway Safety Programs

Projects undertaken by local jurisdictions to address traffic safety problems and statewide initiatives to enhance local services will be supported. Examples of projects include the following:



Local Highway Safety Programs

The Governor's Traffic Safety Committee will work with the counties to expand the number of grants provided to community-based programs which take a comprehensive approach to addressing local traffic safety problems.



Coalition Development

The Governor's Traffic Safety Committee will continue to promote the development of broad-based coalitions that include organizations with differing perspectives on traffic safety issues, e.g., private sector organizations, the media, and industry associations.

There is also a need to establish coalitions among the organizations with common interests, *e.g.*, the business community, the trucking industry, and local government associations. Efforts should focus on crash avoidance and prevention education for high risk target groups within local communities. Examples of such partnerships include, the New York State Partnership for Walk Our Children to School (WOCS) which recently broadened its scope to include the Safe Routes to School Initiative, the New York State Partnership for Drowsy Driving (NYPDD), and the Capital District Safe Kids Coalition.

Training



Training for Community Program Personnel

A training needs analysis for managers of local traffic safety programs will be pursued; following this assessment, appropriate training and other educational programs will be made available to local project personnel to increase their knowledge of traffic safety issues and to help them become more effective program managers. Specific areas for training might include, but are not limited to, presentation skills, project management, and performance assessment.



Motorist Education to Prevent Passing of Stopped School Buses

Motorists who pass stopped school buses continue to pose a threat to children boarding and departing buses. Under the direction of Governor Pataki, the Department of Motor Vehicles and the Governor's Traffic Safety Committee, with its member agencies, have been very active in addressing this issue through *Operation Safe Stop*, the media, and participation in the Tri-Agency School Bus Committee. These and other efforts to increase public awareness of the importance of stopping for school buses will continue.



Safety Central: Safety Programs for New York's Children

In New York State, injuries are the leading cause of hospitalization for children ages 10 to 14 and the leading cause of death for persons ages 5 to 24. Traffic-related injuries account for a significant percentage of those injuries.

The goal of the Capital Region Safety Central project is to reduce the traffic-related injuries and fatalities among children. Safety City is a full-scale street with intersections that include real traffic and pedestrian signals, street signs, pavement markings, railroad crossings, and street furniture. The facility and programs conducted at the site will be made available regionally to all elementary schools for age-appropriate education in the following areas: pedestrian safety; bicycle/in-line/non-motorized scooter safety; school bus and school zone safety; railroad crossing safety; and stranger awareness.

PROGRAM MANAGEMENT

OVERVIEW

The Governor's Traffic Safety Committee (GTSC) is responsible for coordinating and managing New York State's comprehensive highway safety program. The GTSC takes a leadership role in identifying the state's overall traffic safety priorities; provides assistance to its partners in problem identification at the local level; and works with its partners to develop programs, public information campaigns, and other activities to address the problems identified. In addition to the 402 highway safety grant program, the GTSC administers various TEA-21 incentive grant programs awarded to the state and grants under proposed Surface Transportation Extension Acts. In administering the state's highway safety program, the GTSC takes a comprehensive approach, providing funding for a wide variety of programs targeting crash and injury reduction through education, enforcement, engineering, community involvement, and greater access to safety-related data.

As part of its program management function, the GTSC will undertake activities to address the following needs and challenges that have been identified:



Ensure that highway safety resources are allocated in the most efficient manner to effectively address the highway safety problems that have been identified and prioritized



Coordinate multiple programs and partners that compete for limited resources



Assess training needs to ensure the delivery of relevant and high-quality training programs



Make appropriate, up-to-date, and adequate public information and education materials available to the traffic safety community



Continue to monitor grant projects



Provide for the timely and efficient approval of county funding proposals and the allocation and liquidation of funds



Strengthen existing public/private partnerships and build new coalitions to support highway safety efforts

PERFORMANCE GOALS

- ⊃ Enhance GTSC's role in setting goals and priorities for the state's highway safety program
- ⊃ Identify highway safety problems and solutions to reduce fatalities and injuries on New York State's roadways
- ⊃ Continue to explore and expand technology as a means to disseminate traffic safety information, including grant applications and forms, and enhance the ability to communicate with customers
- ⊃ Provide direction, guidance, and assistance to support the efforts of public and private partners to improve highway safety
- ⊃ Develop and maintain policies and procedures that provide for the effective, efficient, and economical operation of the highway safety program
- ⊃ Coordinate and provide training opportunities and programs for New York State's traffic safety professionals
- ⊃ Provide for the continued integration of evaluation into the state's highway safety program to maximize effectiveness and provide long-term benefits to the program
- ⊃ Improve the timeliness of grant approvals and the allocation and liquidation of funding

STRATEGIES

New York's Strategic Plan for Highway Safety

The GTSC is committed to continuing and enhancing planning at the state and local levels and to promoting the use of the Highway Safety Strategic Plan as the principal document for setting priorities, directing program efforts, and assigning resources. The GTSC will also continue to support and participate in the development of a NYS Comprehensive Highway Safety Plan based on the American Association of State Highway Transportation Officials' (AASHTO) model. In addition, New York will continue compiling the results of the 2005 assessment of the state's traffic records systems. The assessment will be used to prepare a new Strategic Plan for Traffic Records Improvements that will guide future enhancements of the state's traffic safety data systems.

Training Opportunities

Training has been identified as a valuable tool to meet the needs of grantees, partners, and staff. GTSC will continue to assess the training needs of its highway safety partners, coordinate them with the priorities outlined in New York State's Highway Safety Strategic Plan, and provide appropriate training opportunities. Training will be delivered in a variety of formats as appropriate, e.g., workshops, seminars, classroom settings.

Planning and Administration

The planning and administration function is responsible for the overall coordination of the Section 157, 163, 164, 402, 403, 405, 410, 408, 2003(b), and any new highway safety programs in New York State. The staff of the GTSC, working with the state's traffic safety networks, grantees, and other partners, identifies highway safety problems in New York. The staff then assists in the development of programs to address these problems and provides support services for the general administration of the highway safety program.

In overseeing the highway safety program, the GTSC planning and administrative staff is responsible for the administration of the federal letter of credit; the evaluation of local funding proposals; the evaluation of statewide funding proposals; the follow-up on administrative requirements related to funded projects; the review of progress reports; and the monitoring, auditing, accounting, and vouchering functions. In addition to these administrative tasks, the GTSC serves as the focal point for the analysis and dissemination of new information and technology to the traffic safety community in New York State. The GTSC staff reviews materials from highway safety organizations; prepares position papers on highway safety problems as directed by the Commissioner; provides training, technical advice, and expert guidance; and participates in meetings, workshops, and conferences.

The GTSC has established or participated on a number of subcommittees and task forces to address the increasingly complex issues of traffic safety. Groups that are currently active include the NYS Safety Initiative; the NYS Child Passenger Safety Advisory Board; the Highway Initiatives Task Force; the DRE & SFST Steering Committee; the Highway Safety Conference Planning Committee; the Capital District *Safe Kids* Coalition Pedestrian Subcommittee; the *Campaign Safe and Sober*, *Operation Lifesaver*, *Safe Stop*, and *Walk Our Children to School* committees; and NHTSA's 402 Performance Process Workshop and Data Analysis and Evaluation Pilot. A new effort recently undertaken by the GTSC and its public and private sector partners is the Working Group on Human Errors. The goal of this initiative is to reduce traffic crashes by increasing public awareness of the role human error plays in crashes and effecting changes in driving behaviors over the long-term.

These efforts cover a wide range of topics and have become important components of the GTSC's planning process. Most of the groups focus on the identification of long-term initiatives; the tasks that are assigned to these groups are redefined and expanded as needed.

Plan for Public Information & Education

A comprehensive and coordinated PI&E program for New York State will continue to address current traffic safety issues and support traffic safety programs at the state and local levels. Market research may be incorporated into the development of PI&E campaigns and focus groups may be used to test messages and identify appropriate strategies. Periodic surveys will be conducted to assess public awareness of traffic safety issues and track changes in attitudes, perceptions, and reported behaviors. The results of these studies will be used to modify and improve future campaigns.

Highway Safety Presentations and Workshops

Assistance, in the form of grants, program expertise, and/or human resources, may be provided to our partners, such as the Institute for Traffic Safety Management and Research, the Greater New York Automobile Dealers' Association, the media, and other non-profit groups, for the presentation of innovative highway safety topics. Topics will be presented through forums, symposia, roundtable discussions, and other venues. Planning is underway for a series of workshops that will aid in the dissemination of new and best practices.

Alternative Funding Sources

Efforts to utilize all available means for improving and promoting New York State's Highway Safety Program will continue. This includes the identification of non-traditional sources and mechanisms for funding traffic safety programs. These opportunities should be identified and strategies to secure this funding should be explored.