Windsor Heights Police Department

IOWA DEPARTMENT OF TRANSPORTATION

JUSTIFICATION REPORT

July 2012

Windsor Heights
the heart of it all

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Problem Statement

The Windsor Heights Police Department serves a residential population of just under 5,000 people within a greater Des Moines metropolitan community of approximately 400,000 residents. The City of Windsor Heights is approximately a mile and a half square with state Highway 28, state Highway 6, and Interstate 235 running through it. The police department consists of thirteen sworn officers, nine of which are assigned to the Patrol Division. According to the Iowa Department of Public Safety, the City has the second highest crime index rating in Polk County for the last two published years, behind only the City of Des Moines. Officers of the WHPD answer/initiate on average 8,000 calls for service annually, conduct more than 1,200 case investigations, and in calendar year 2011 arrested 900 law violators (felonies and misdemeanors).

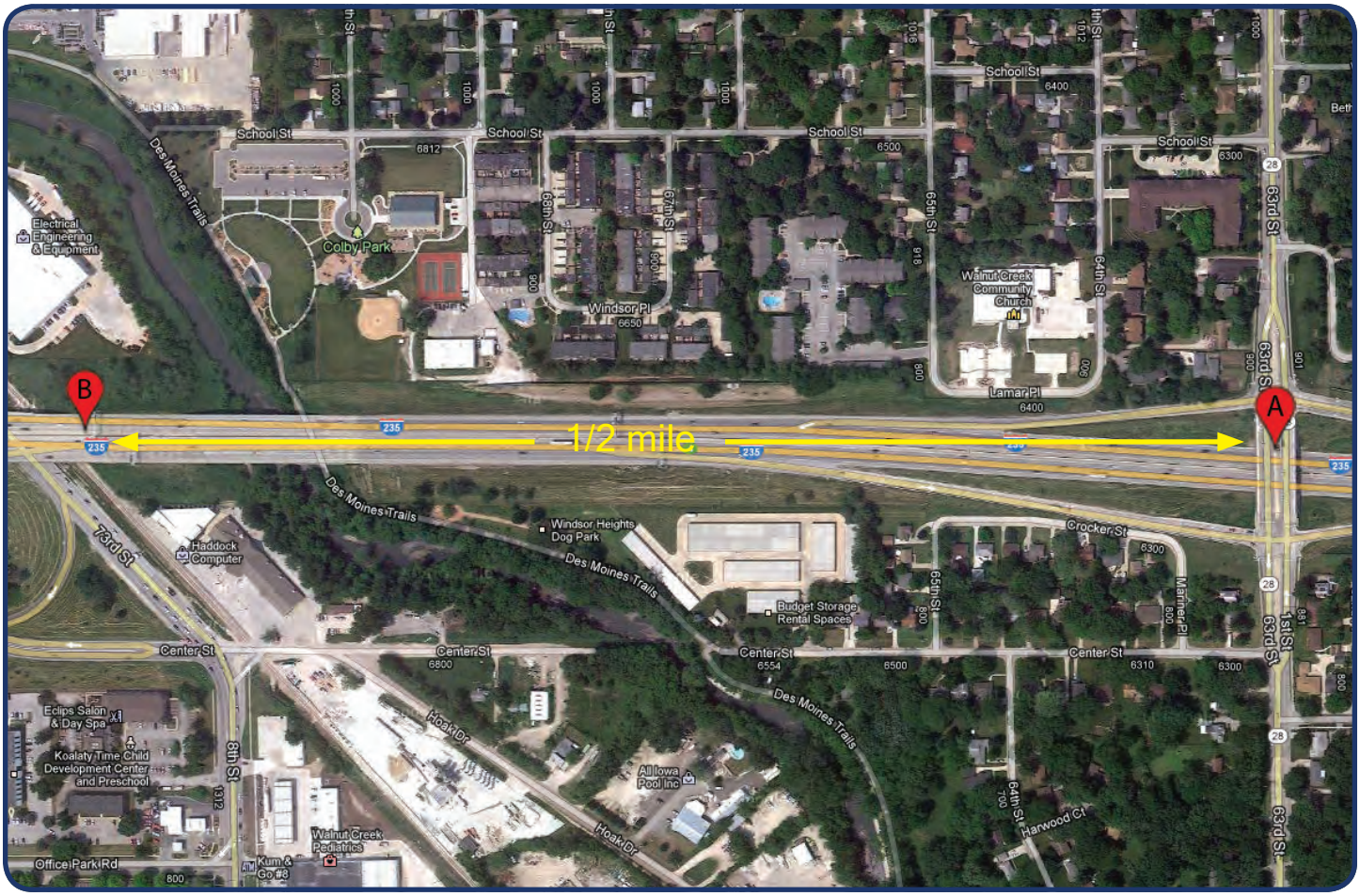
One of the most common complaints received by the police department is that of traffic related issues. Through use of a data-driven approach to assessing the most dangerous roadways throughout the community, and metropolitan Polk County as a whole, the roughly one mile stretch of Interstate 235 that passes through Windsor Heights shows a consistent history as the most called to area for police personnel of any roadway in the City. Windsor Heights is further shown to have the highest rate of crashes (2005-2009) of any Interstate corridor throughout Polk County. When analyzing crash data for Windsor Heights, the I-235 corridor has the highest number of crashes, and causes the greatest number of injuries or fatalities of any roadway, and shows speed as the number one causal factor for contributing circumstances of a reported motor vehicle crash.

Due to limited municipal staffing allocations available to patrol the Interstate, and several other complicating factors (such as sheer volume of vehicles traveling the roadway, significance of congestion during peak commuting, lack of scene safety to work crashes or enlist conventional means of traffic enforcement), this stretch of roadway is prime for the introduction of automated technologies. An automated system can act as a bridge between enforcement and public policy to better balance on-going needs for policing as well as ensure consistent and regular enforcement of flagrant violations.

This document is being submitted as a formal written justification to the Iowa Department of Transportation by the City of Windsor Heights in pursuit of approval and permitting of a fixed speed enforcement system along westbound I-235 at 63rd Street and 73rd Street. The intent is to apply for permits to implement a fixed enforcement system on or near the recently re-constructed 63rd St. bridge, as well as utilize the existing sign gantry in approximately the 7100 block of I-235 westbound.

"An automated system can act as a bridge between enforcement and public policy to better balance on-going needs for policing as well as ensure consistent and regular enforcement of flagrant violations."

The images on pages 2 - 9 provide an outline of the proposed fixed speed enforcement installation ▷

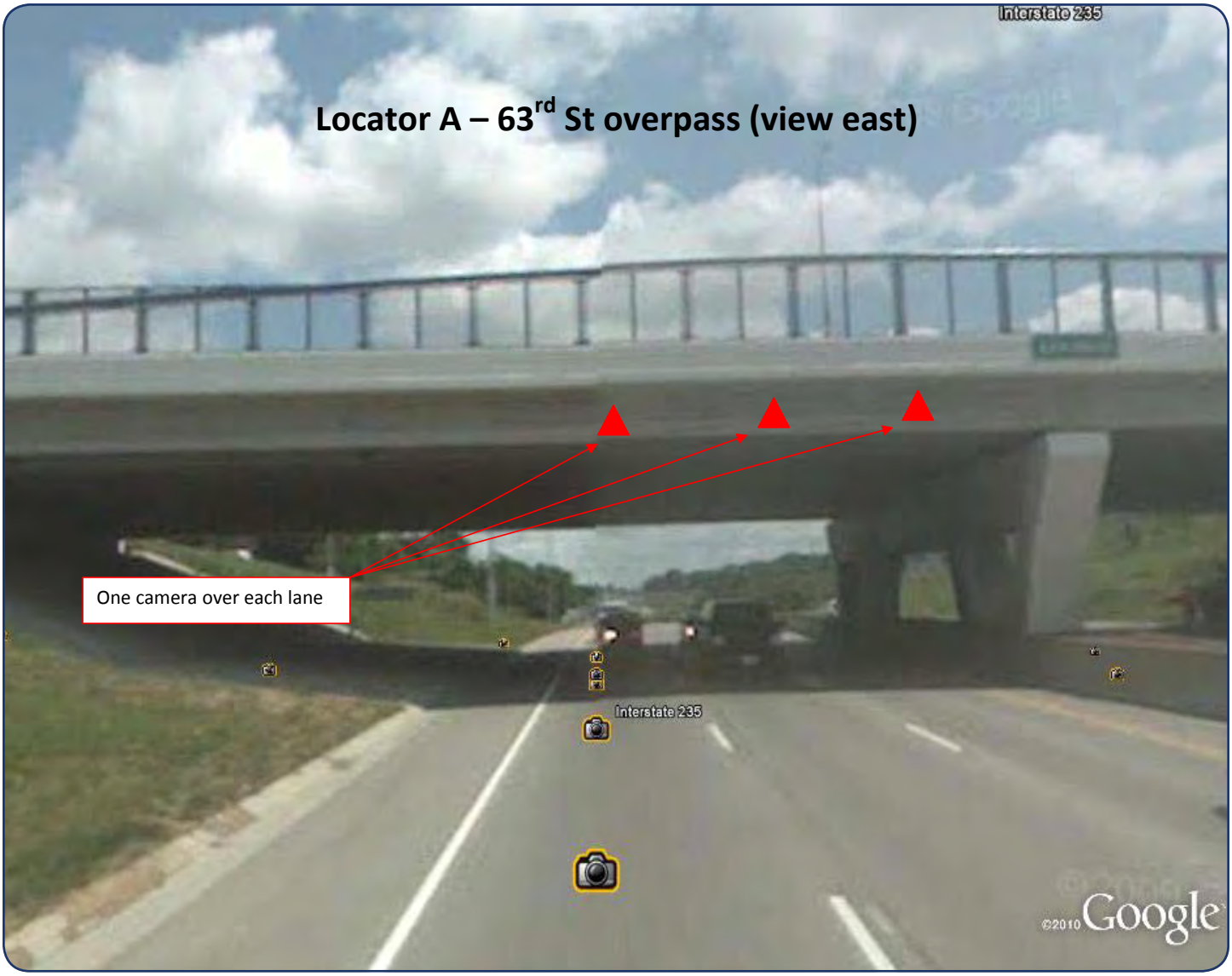


Aerial view showing camera locations A and B

Figure 1

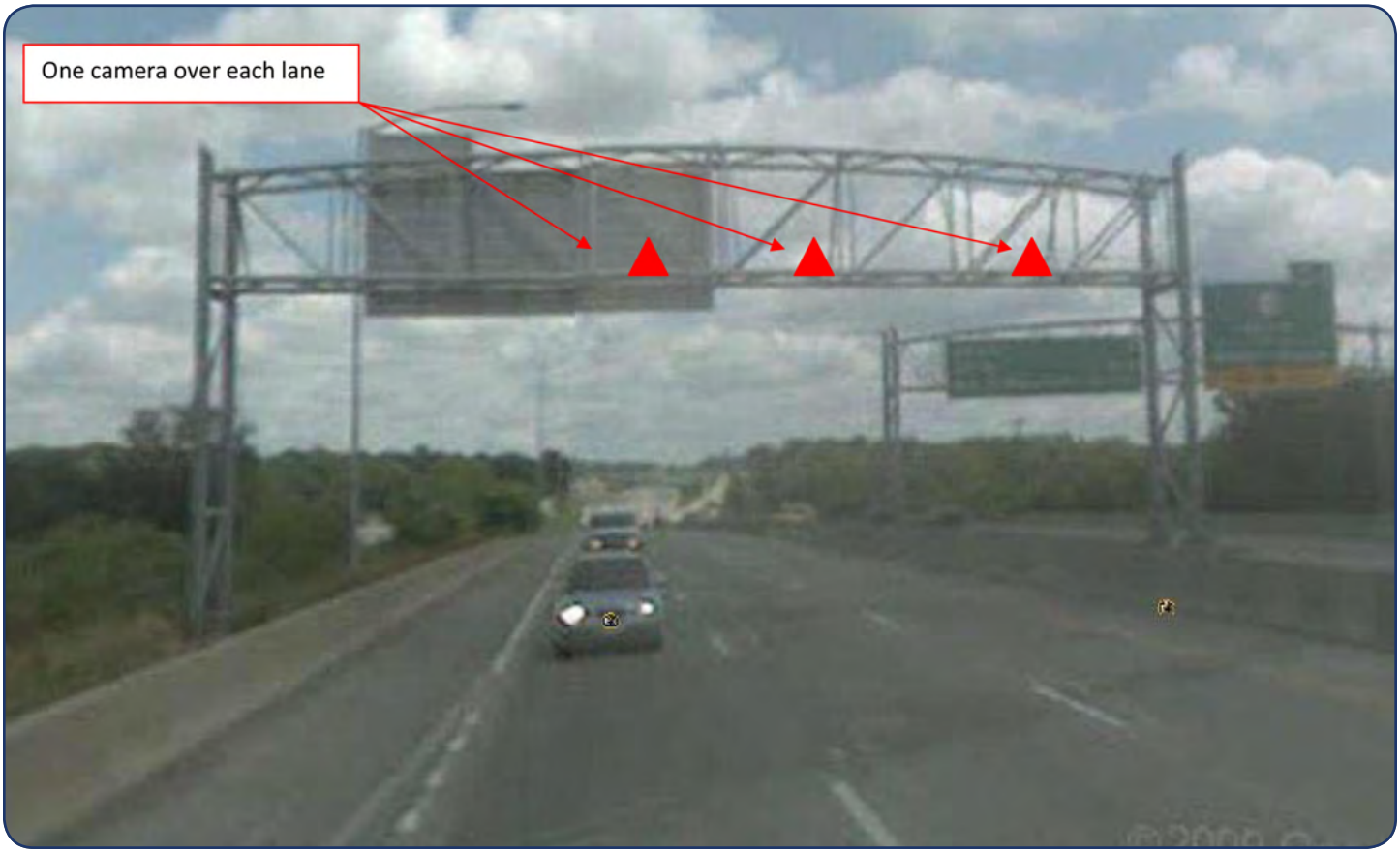
Locator A - 63rd St. overpass (aerial view)

Figure 2



Locator A - 63rd St. overpass (view east)

Figure 3



Locator B - Truss just east of 73rd St. exit ramp (view east)

Figure 4

Locator B - Truss just east of 73rd St. exit ramp (aerial view)

Figure 5

Aerial view illustrating speed limit within the enforcement zone.

Figure 6

60 mph speed limit sign adjacent to Waveland Park Golf Course.
The sign is attached to the 56th Street light pole west of Polk Blvd.

Figure 7

60 mph speed limit sign adjacent to Colby Park. It's just east of Walnut Creek. The sign is attached to the 73rd/8th Street light pole west of 63rd St.

Figure 8

Speed Camera installation

Figure 9

Figure 10

The data included herein is being forwarded to Iowa DOT Highway Division District 1 Director, Scott Dockstader, as a request for full cooperation and immediate implementation on Interstate 235 where the City of Windsor Heights has home rule and primary responsibility for law enforcement, as well as primary responsibility for emergent public safety responses. The enclosed data referenced in the photographs and graphs has been supplied to Windsor Heights Police Chief Dennis McDaniel through requests for assistance from traffic engineers and analysts associated with the Des Moines Area Metropolitan Planning Organization, Iowa State University's Center for Transportation Research and Education, from data published by the Iowa Department of Transportation and the Iowa Department of Public Safety, and through annual statistics gathered and reported by the Windsor Heights Police Department.

Additional credible information and studies supporting the implementation of fixed automated enforcement systems as an effective traffic safety strategy are available throughout multiple regional and national resources to which the City of Windsor Heights is willing to supply the Iowa Department of Transportation for additional analysis if requested.

Local Analysis

The Windsor Heights Police Department began formally evaluating the feasibility of introducing an automated traffic enforcement program to the community in early calendar year 2010. By the fall of 2010, comprehensive data had been collected to be studied. For this study, top priority was given to evaluating a fixed enforcement system along I-235 due to the frequency of calls for service to this roadway as well as the challenges it presents in routine enforcement activities. Secondary priority was given to evaluating a mobile enforcement system for interior, slower speed roadways to address citizens' speeding concerns in their residential neighborhoods. Crash data did not support the need for exploring red light enforcement in the City at that time.

The purpose of addressing I-235 as the top priority was due to three (3) primary concerns:

1. I-235 has the highest frequency and most violent crashes of any roadway in the City.
2. The Police Department has a limited ability to allocate personnel resources to take enforcement action in problem areas of the roadway due to multiple factors.
3. Emergency responses to motor vehicle crashes on I-235 are dangerous to public safety personnel.

1. Crash Data

The first effort made in this study was to measure countywide crash data along all Interstate corridors for a five year sampling. See Figure 11 below.

The results showed that Windsor Heights had the #1 highest rate (number of crashes per million vehicle miles traveled) of crashes along I-235 [63rd St. – 73rd St. + east and west entrance/exit ramps]. It also showed Windsor Heights borders the #1 highest frequency (total number) crash area [73rd St. – 86th St. + ramps] and borders the #2 highest composite (rate, frequency, severity) ranked stretch of dangerous roadway [56th St. – 63rd St. + ramps] with the #1 highest composite ranking being 42nd St. – 56th St. So, in other words, Windsor Heights' stretch of I-235 is in the middle of possibly the most dangerous stretch of I-235 [42nd St. – 86th St.] and strategic placement of continuous enforcement may be effective in drawing additional attentiveness to motorists driving behaviors which, in turn, should aid in reducing the number of crashes and their severity in this area over time.

2005-2009 MPO Interstate Corridor Crash Ranking List
Listing and Description Data
(developed November 3, 2010)

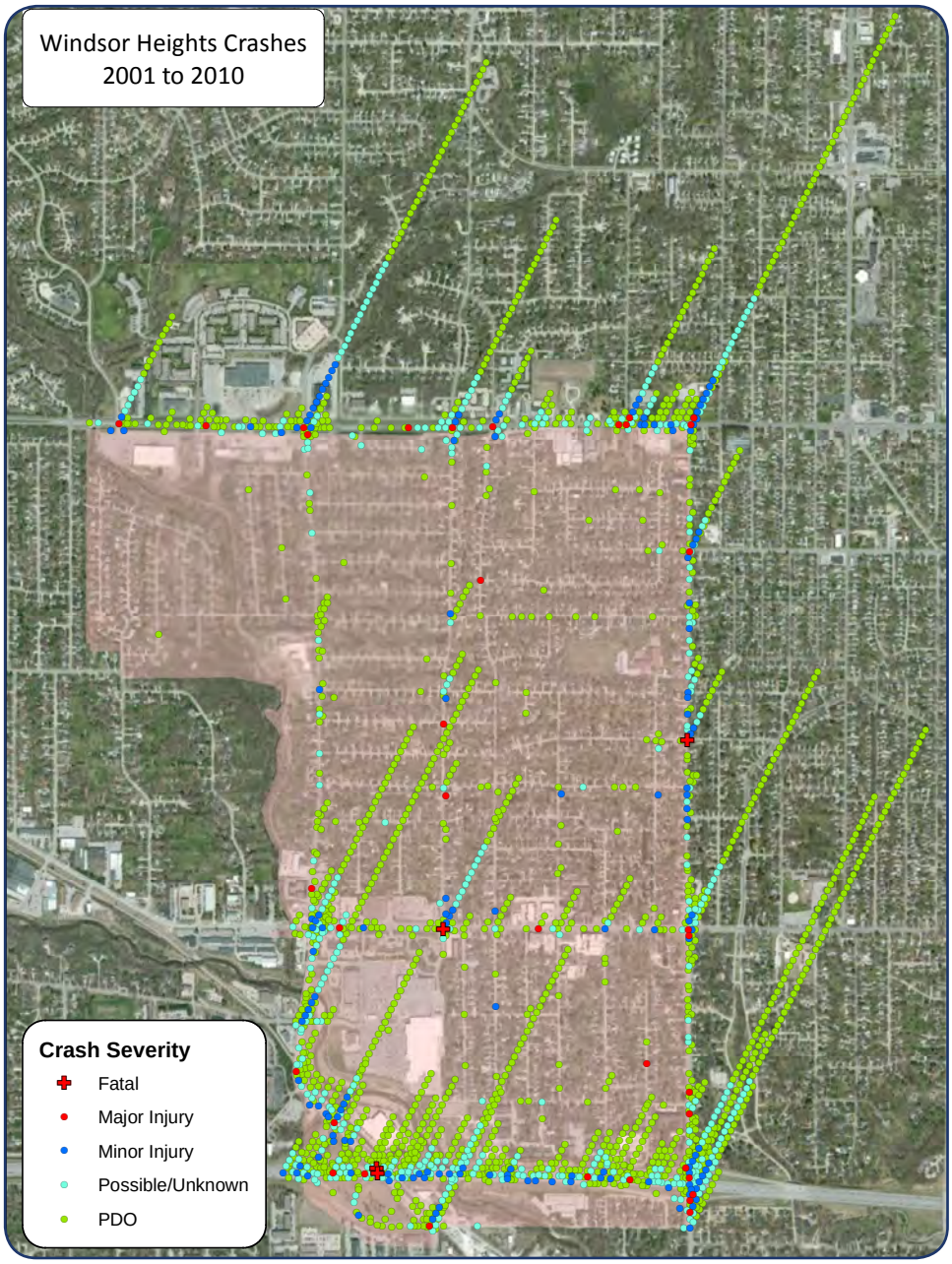
	Individual Rank Values			Frequency							Severity Values							Rate Values		
MPO Corridor Crash Ranking	Frequency Rank	Rate Rank	Severity Rank	Crash Frequency	Fatal Crashes	Major Injury Crashes	Minor Injury Crashes	Possible Injury Crashes	Unknown Injury Crashes	Property Damage Only Crashes	Injury Severity Index	Total Injuries	Fatalities	Major Injuries	Minor Injuries	Possible Injuries	Unknown Injuries	Crash Rate (Crashes per Million Vehicle Miles Traveled)	Weighted Traffic Volume	Total Crashes
1	3	19	2	138	0	8	9	23	6	92	1025	53	0	9	9	28	7	1.7579	53,692	138
2	6	6	12	115	0	4	5	23	5	78	500	41	0	4	7	25	5	2.3109	52,374	115
2	5	20	8	117	0	4	4	25	0	84	583	43	0	5	5	33	0	1.6951	36,587	117
2	6	35	3	115	2	4	15	17	1	76	883	45	2	4	16	22	1	1.2513	40,751	115
5	10	17	13	101	0	3	14	22	7	55	495	54	0	3	16	26	9	1.8411	51,296	101
6	14	42	5	89	0	2	7	10	0	70	605	29	0	5	9	15	0	1.1439	21,211	89
7	8	23	14	111	0	2	11	16	0	82	457	34	0	3	14	17	0	1.4838	40,751	111
8	2	22	18	140	1	2	7	25	2	103	422	44	1	2	9	30	2	1.4883	32,242	140
8	22	14	15	66	0	3	10	11	1	41	453	30	0	3	14	12	1	1.9777	16,885	66
10	19	37	10	76	2	1	2	12	1	58	539	25	2	2	2	18	1	1.2187	18,078	76
Windsor Heights locations on Interstate 235																				
25	1	25	34	154	0	0	18	29	5	102	241	61	0	0	20	35	6	1.4567	43,230	154
34	17	8	48	77	0	1	2	17	7	50	150	33	0	1	2	20	10	2.2208	44,425	77
39	16	1	60	82	0	0	4	21	5	52	81	36	0	0	5	25	6	2.7277	49,473	82

DM 56th - 63rd STREET
#2 Highest Composite Rank
Weighted DOT formula averaging frequency, rate & severity

WDM/CLIVE 73rd - 86th STREET
#1 Highest Frequency Rank
Apples to apples comparison of number of crashes along Interstates

WH 63rd - 73rd STREET
#1 Highest Rate
Comparison per million vehicle miles
Overall leveler between corridors

Figure 11

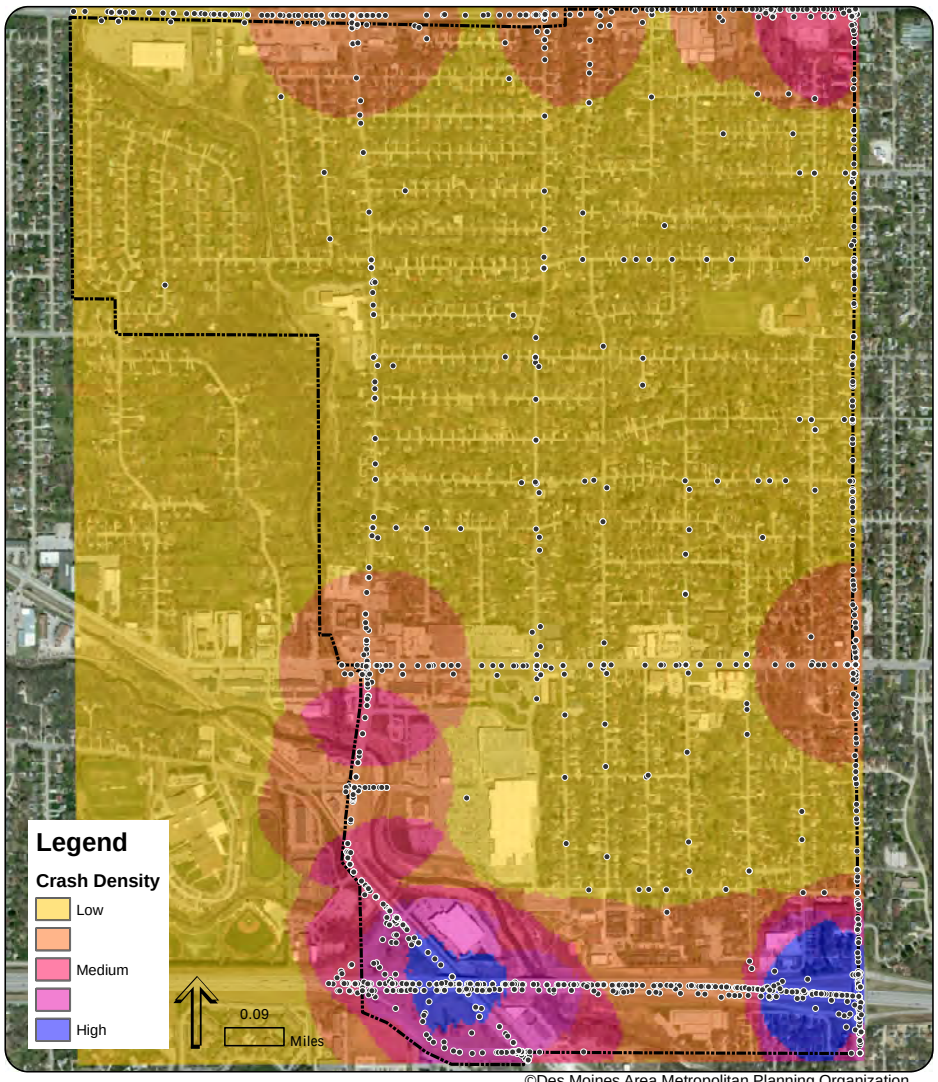


Map detailing crash severity

Figure 12

A second effort of the study was to evaluate a statistical breakdown of roadways and the number of vehicles traveling throughout the City's jurisdiction, which can be divided into three primary categories: (a.) I-235 freeway system ~ 0.8 mile each direction; (b.) State highways - Hwy 28 (63rd St.) ~ 1.6 miles southbound, Hwy 6 (Hickman Rd.) ~ 1.2 miles eastbound; the City's interior streets make up approximately 22 lane miles. In assessing the DOT's weighted Average Annual Daily Traffic count for 2010, the roadways studied showed that (a.) I-235 freeway system sees 101,068 vehicle daily; (b.) State highways - Hwy 28 (63rd St.) has 18,804 daily commuters, Hwy 6 (Hickman Rd.) sees 20,478 vehicles; interior city streets were not measured by the Iowa DOT, but individual roadway counts through other means of the City showed ranges from as few as a dozen vehicles per day on some cul-de-sacs to 2,000+ vehicles per day on larger arterials.

The graphics on pages 12 & 13 outline the severity & density of crashes within the City of Windsor Heights, from 2001 through 2010 ▷



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Vehicle Crashes

Density of Crashes from 2001-2010
Source: Crash Mapping Analysis Tool (CMAT) Version 3.7

Map detailing crash density

Figure 13

Next, the police department made the decision to track the data back further to a ten year span between 2001-2010. Maps utilizing DOT crash data for this time period were created to show crash severity and crash density. Figures 12 & 13 highlight crash severity and density.

This data was further broken down into an overall crash history of Interstate 235 according to direction of travel and severity by five year comparison [2001-2005 and 2006-2010]. Figures 14 & 15 highlight the crash history data.

City of Windsor Heights, Iowa - Interstate Crash History by Reported Direction of Travel and Crash Severity 2001 - 2010

Road Type	Analysis Period	Eastbound						Westbound						Other****					
		Crash Severity					Grand Total	Crash Severity					Grand Total	Crash Severity					Grand Total
		Fatal	Major Injury	Minor Injury	Possible/ Unknown	Property Damage Only		Fatal	Major Injury	Minor Injury	Possible/ Unknown	Property Damage Only		Fatal	Major Injury	Minor Injury	Possible/ Unknown	Property Damage Only	
Interstate*	2001-2005	1	1	7	18	83	110	0	1	14	43	126	184		5	18	37	122	182
	2006-2010	0	0	5	21	62	88	1	1	6	32	115	155		2	8	19	95	124
	Total	1	1	12	39	145	198	1	2	20	75	241	339		7	26	56	217	306

* Includes Interstate mainline, ramp merge/diverge areas and ramp intersections. Includes all 73rd Street ramps and the 63rd Street WB on ramp and EB off ramps (does not include the WB off ramp and EB on ramp). Includes Interstate mainline between the western most 73rd Street ramp termini to the 63rd Street bridge.
**** Includes crashes where vehicle(s) initial direction(s) of travel was reported as northbound, southbound, multi-direction (due to multiple vehicle involvement) and was unreported.

Disclaimer
The information contained in this report was derived from the May 2, 2011 Iowa Department of Transportation crash database. The data presented represent estimates. If errors or odd cases are found, please communicate the case number or send a printed crash report to Michael Pawlovich, Iowa DOT, Office of Traffic and Safety, (Michael.Pawlovich@dot.iowa.gov, 515.239.1428). Since the database is actively being updated, edited, and reviewed, some of the fatality totals may differ from the Fatality Analysis Reporting System (FARS). If fatal crash/fatality errors or odd cases are found, please contact Scott Falb, Iowa DOT, Office of Driver Services, (Scott.Falb@dot.iowa.gov.515.237.3154).

ctre Center for Transportation Research and Education
Iowa State University
Iowa Traffic Safety ITSDS Data Service
Iowa Department of Transportation
Governor's Traffic Safety Bureau

Figure 14

City of Windsor Heights, Iowa - Interstate Crash History
by Road Type and Crash Severity
2001 - 2010

Road Type		Analysis Period	Crash Severity					Grand Total
			Fatal	Major Injury	Minor Injury	Possible/ Unknown	Property Damage Only	
Interstate*		2001-2005	1	7	39	98	331	476
		2006-2010	1	3	19	72	272	367
		Total	2	10	58	170	603	843
Surface Streets	Shared Jurisdiction**	2001-2005	0	6	16	45	91	158
		2006-2010	1	1	15	34	114	165
		Total	1	7	31	79	205	323
	Windsor Heights (Inclusive)***	2001-2005	0	5	16	61	214	296
		2006-2010	1	3	15	43	211	273
		Total	1	8	31	104	425	569

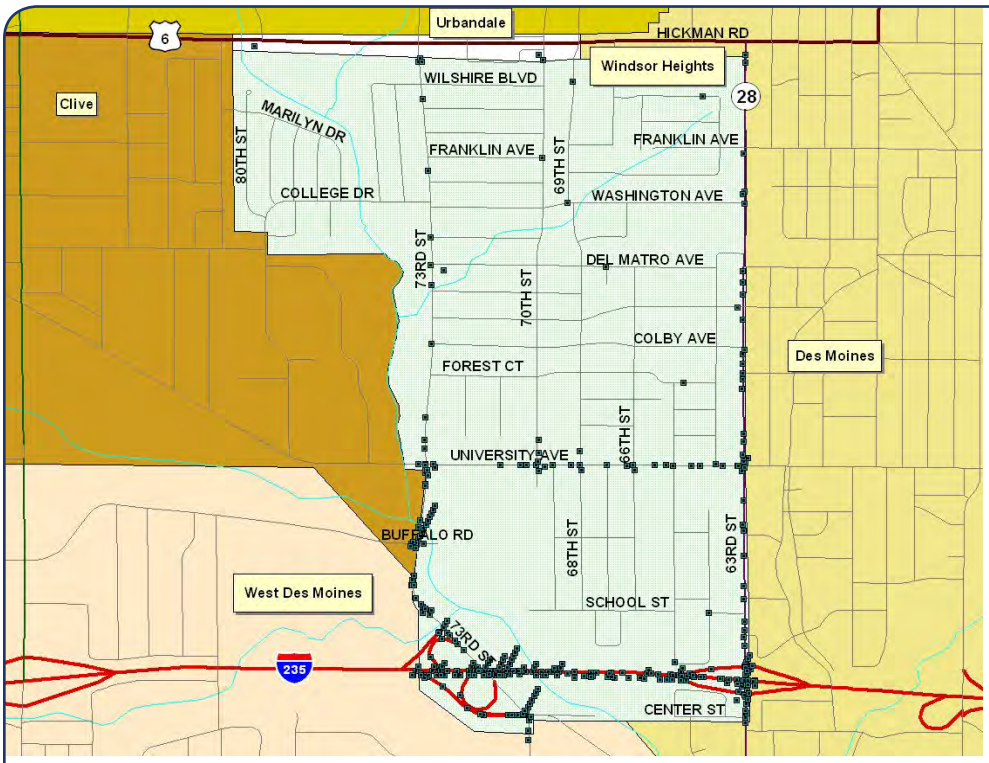
*Includes Interstate mainline, ramps, ramp merge/diverge areas and ramp intersections. Includes all 73rd Street ramps and the 63rd Street WB on ramp and EB off ramp (does not include the WB off ramp and EB on ramp). Includes Interstate mainline between the western most 73rd Street ramp termini to the 63rd Street bridge.
**Includes: 1) Only shared jurisdiction roads, located on the Windsor Heights corporate limits, i.e. Hickman Road (US 6) and 63rd Street (Iowa 28), 2) EB vehicles on Hickman Road, SB vehicles on 63rd Street.
***Includes only roads located entirely within the Windsor Heights incorporated area.

2010 Data

I-235 (0.8 miles) Weighted AADT = 101,068; Max AADT = 104,800; Min AADT = 94,100
Hickman Road (1.2 miles) Weighted AADT = 20,478; Max AADT = 21,500; Min AADT = 19,700
63rd Street (1.6 miles) Weighted AADT = 18,804; Max AADT = 28,800; Min AADT = 13,500

Figure 15

Existing data from the DOT's website was then assessed to identify the most frequent causal factor for these crashes. The result was a determination that speed was the most frequent causal factor for the periods the DOT had mapped [2001-2005 and 2004-2008]. Figures 16 & 17 depict further breakdown of crash history in the City of Windsor Heights. Figure 18 details the percentage of reportable crashes related to speed in this location. Figure 19 reflects an hour-by-hour comparison of all crashes on I-235 in Windsor Heights versus those caused by speed.



City of Windsor Heights

Citywide

Reported Crash History

2001-2005

Urban Crashes

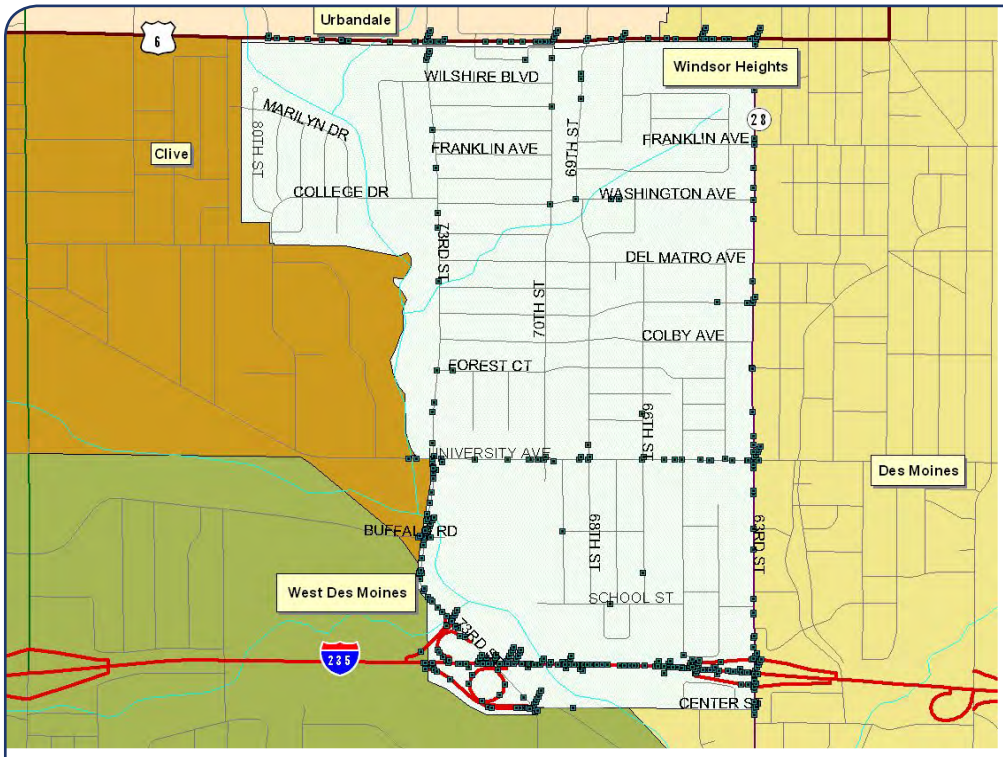
Speed-related

Crashes: Total: 372 Fatal: 1 Major: 4 Minor: 33 Poss/Unk: 83 Prop. Dmg. Only: 251
Injuries: Total: 167 Fatal: 1 Major: 4 Minor: 45 Poss/Unk: 117

Notes: (none)

Iowa Department of Transportation
Highway Division, Engineering Bureau, Office of Traffic and Safety

Figure 16



City of Windsor

Citywide

Reported Crash History

2004-2008

Urban Crashes

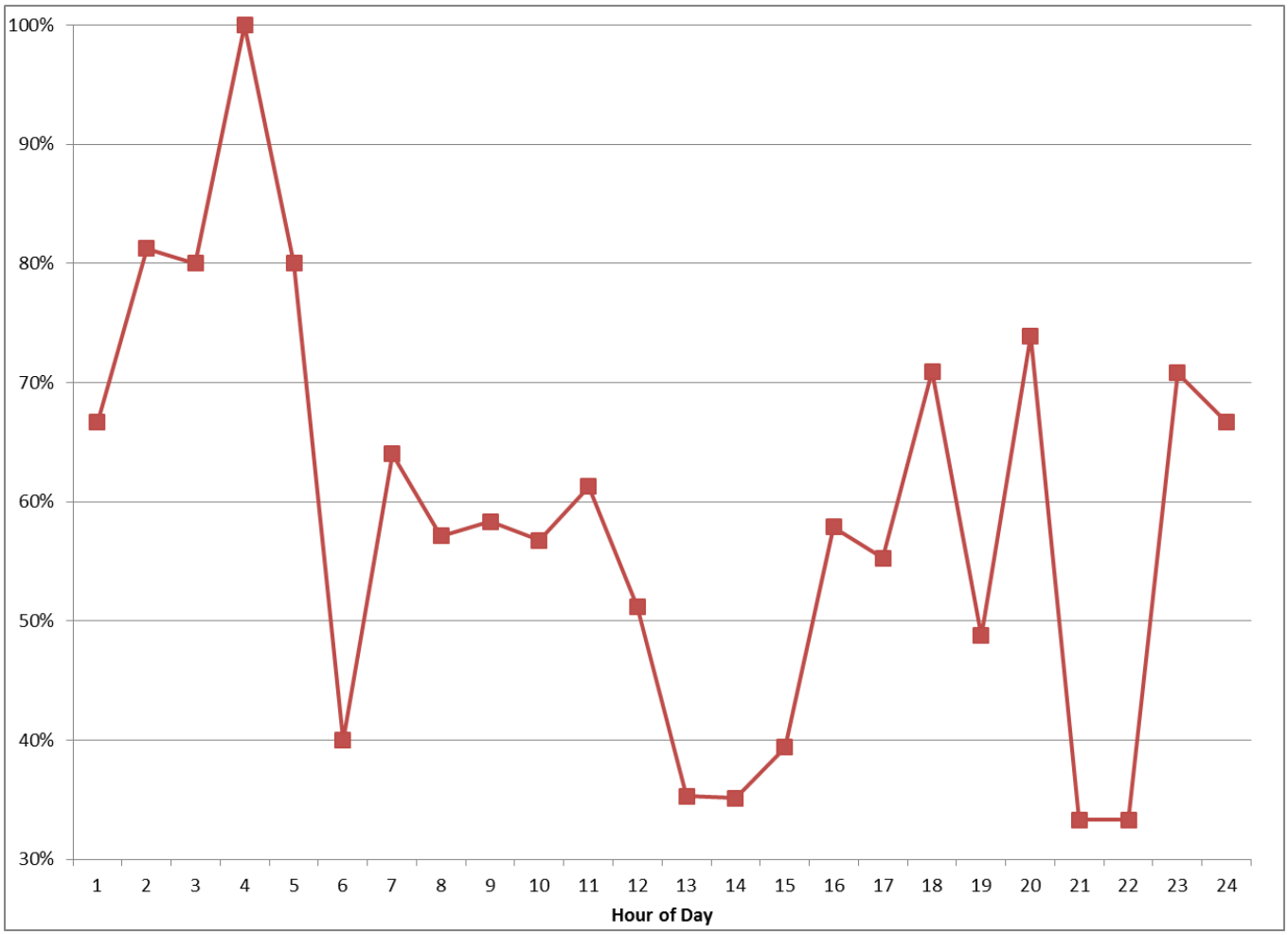
Speed-related

Crashes						Injuries					
Crashes	Fatal	Major	Minor	Poss/Unk	PDO	Injuries	Fatalities	Major	Minor	Possible	Unknown
444	1	2	20	90	331	155	1	2	27	125	

Iowa Department of Transportation
Highway Division, Engineering Bureau, Office of Traffic and Safety

Figure 17

Speed-Related Crash History (2001-2010), Percent by Hour of Day



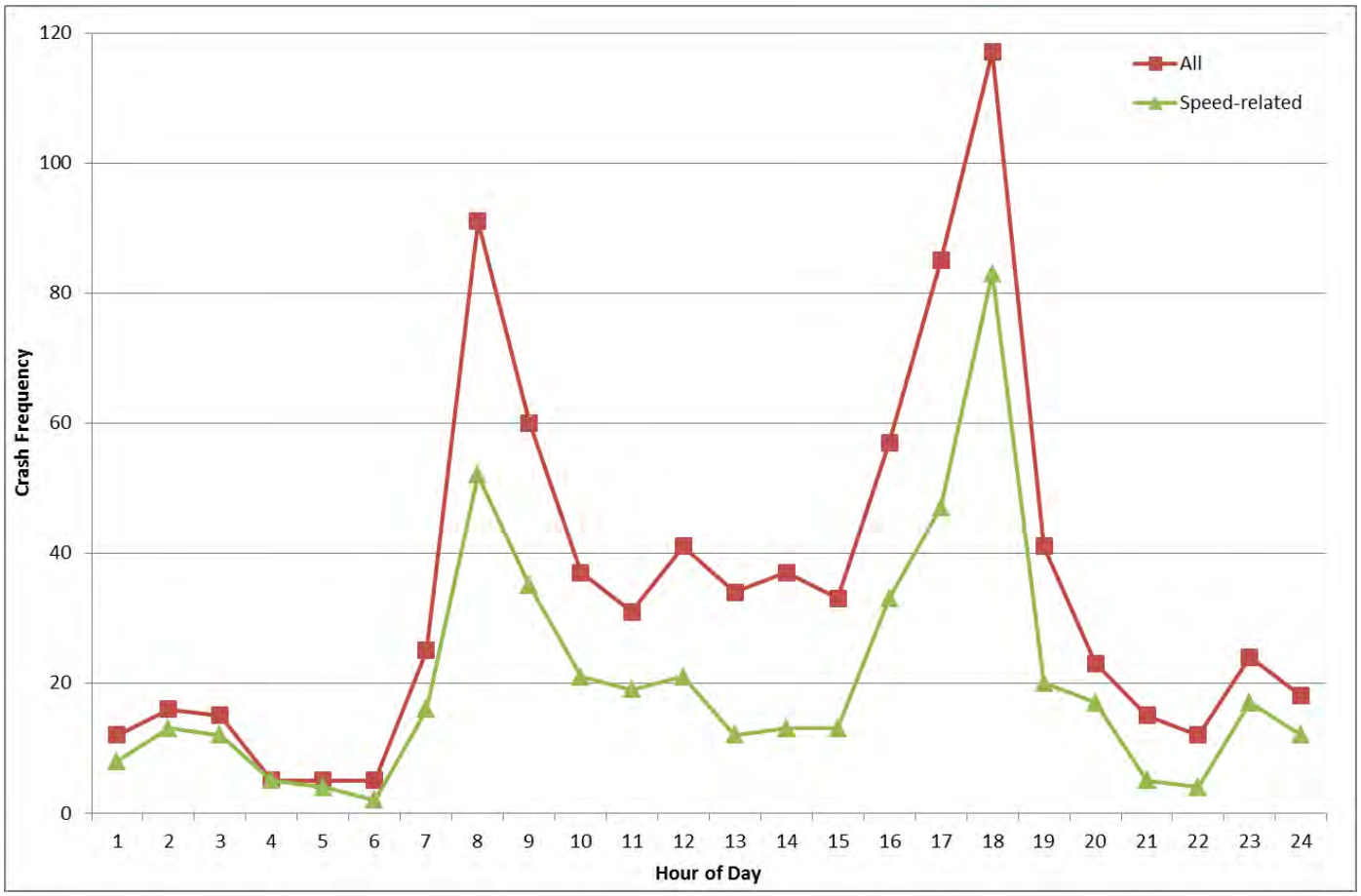
Interstate 235 at 63rd St. – 73rd St. + east and west entrance/exit ramps

Figure 18

Note: Speed-related crashes were defined as those with any of the following driver contributing circumstances reported:

1. Exceeded Authorized Speed
2. Driving Too Fast for Conditions
3. Lost Control
4. Followed Too Close
5. Over Correcting/Over Steering

Complete Crash History (2001-2010) by Hour of Day



Interstate 235 at 63rd St. – 73rd St. + east and west entrance/exit ramps

Figure 19

As a final step in studying the environment, the City invited Gatso USA to deploy their mobile speed system in an unmarked rental vehicle on Tuesday, August 23rd, 2011. The vehicle was positioned on the outside shoulder of westbound Interstate 235 midweek for a fifteen hour period, and gathered data to include the morning and evening commute. The vehicle was unmarked in an effort to get a true sampling of data to evaluate. Due to the limitation of one Doppler radar system shooting across three lanes of traffic, not all speed data could be captured. However, the results still appeared significant and gave a basis to extrapolate relevant information. In total, data was collected from 19,165 vehicles that passed. The results showed 4,804 vehicles (~25%) were identified as speeding, with 216 going greater than 70 mph (posted speed limit of 60 mph).

Windsor Heights Police Department

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Crime Trends in Windsor Heights *(by I-LEADS data)*
Five Year Comparison of Police Activity and Calls for Service

	2011	2010	2009	2008	2007
Calls for Service:	8398	7963	8040	8233	7690
Cases Made:	1389	1123	1230	1315	1074
Arrests:	900	648	631	709	453
Traffic Stops:	2742	2791	3103	3256	2346
Accidents:	328	325	318	311	387

Animal calls:	264	235	213	174	42
Assault calls:	41	30	40	26	22
Building checks:	607	516	376	254	219
Burglary calls:	73	42	39	49	59
Death Invest:	6	8	8	5	4
Dispute, Fight:	108	125	87	117	130
DPQ, Disorderly:	87	87	140	124	86
Domestics:	97	112	96	98	110
Forgery, Fraud:	44	30	86	44	44
Incomplete 911:	131	156	111	104	140
Liquor Violations:	110	132	140	184	68
Missing Persons:	22	20	11	16	20
Narcotics/Drugs:	160	95	55	25	27
Shoplifting, Theft:	288	228	353	354	307
Suspicious Activity:	421	420	303	370	387
Vandalism:	51	55	93	92	63
*Crime Index Rating***:	not yet available	not yet available	#2	#2	#3

Dennis W. McDaniel, Chief of Police

Protection. Service. Enforcement. Education.

Figure 20

2. Personnel Allocations

The Windsor Heights Police Department has a limited ability to allocate personnel resources to take enforcement action in problem areas along Interstate 235 due to multiple factors, the first being the relative lack of unobligated time available for proactive Interstate enforcement. In an average year, the WHPD Patrol Division polices 8,000 calls for service, with approximately 3,000 of these being proactive traffic stops. It investigates a rough average of 100 cases per month. The majority of this work is accomplished by eight patrol officers and one supervisor, typically with two officers working per patrol shift - three shifts per day. As a result of policing a transient population much higher than its residential numbers reflect, the City's crime index rating, according to FBI Uniform Crime Reporting statistics standards, is consistently among the top in Polk County. Figures 20 & 21 reference two reports for further information on this concept.

Adding further complexity to the issue of interstate speed enforcement, efforts on high-speed roadways such as I-235 require an extension of time and distance to catch up to violators. In Windsor Heights' case, this results in officers being outside of their home jurisdiction for extended periods of time and

Why do we need so much police personnel?

****Crime index ratings –**

A crime index rating ("CIR") is a form of measure that attempts to standardize crime reporting uniformly according to population. It is supposed to be the ultimate leveler between jurisdictions. By mathematical equation and ratio-analysis, the system allows for comparing communities of 5,000 residents to those of 100,000 or more.

BACKGROUND: The FBI has a standardized system of gathering statistics from all law enforcement jurisdictions across the nation. Then they complete a statistical analysis of these crimes, reports filed, and publish what is called the Uniform Crime Report (UCR). Typically this information is released approximately 18 months to arrears from the end of the calendar year.

The State of Iowa's Department of Public Safety also analyzes these same reported numbers that go to the FBI, and they produce a breakdown for each county in Iowa and then each city in each county. They publish this information on the DPS website. It is typically processed more rapidly and more completely for local authorities than what the FBI report offers. The FBI looks for national trends, whereas the State looks at local numbers. This police department then utilizes these numbers as comparison points for evaluating the actual number of crimes reported between jurisdictions and the level of activity for the City of Windsor Heights in comparison to other municipal metro area law enforcement agencies (Table 7). The countywide comparison by the State also generates the Crime Index Rating for each agency within the county for that reported calendar year (Table 1).

THEORY: In measuring crime index ratings and actual numbers of reported crimes, a city wants their CIR number to be high and their actual crime numbers reported to be low. The lower the CIR number, the higher the crime ranking of that city (when applying mathematical formulas that account for population levelers per 100,000). So to have the #1 CIR in Polk County means that, in an apples-to-apples comparison of reported crimes, that particular city has the most crime by ratio to its number of residents. A city would much rather be among the bottom few than within the top few spots in their county.

It is important to note that the mathematical formula that decides crime index ratings does not weight certain crimes or offer multipliers for more severe or violent crimes. So a homicide is equivalent to a shoplifter. This is how a city with a high crime index rating such as Windsor Heights can still be considered a "safe" community. The usefulness of evaluating crime index ratings and reported crimes comes in for two reasons: (1) when evaluating staffing levels and determining adequate personnel resources for a city in comparison to other surrounding cities, and (2) when setting priorities by management on how best to allocate personnel resources within the Department.

SUMMARY: Crime knows no boundaries. In the Des Moines metro area, the community of Windsor Heights is likely to experience similar crimes as its neighboring communities of Clive, Urbandale, West Des Moines, and Des Moines. However, being a gateway community to other cities with multiple major thoroughfares, large business, and affordable housing (owner occupied and rental stock), Windsor Heights needs a police department with resources capable of servicing a population much greater than 5,000 people. A majority of issues this police department addresses are from transient offenders or visitors. Therefore, the decision to adequately staff this law enforcement agency is a policy decision by local elected officials based upon measured needs and expectations of the community with foundation in data measurements. Priorities are then set to serve residents, commuters, visitors, and business owners. If Windsor Heights was a rural township separated from the Des Moines area it would not need the staffing levels it has in the police department because it wouldn't see the level of crimes it does within the metro. But to handle the volume of crime this city sees annually, it is necessary to staff more personnel and implement strategic crime prevention and enforcement measures. If these measures aren't taken, ultimately it would be the residents that suffer through increased response times and an under-resourced policing organization incapable of adequately handling the daily environment it functions in.

Dennis W. McDaniel, Chief of Police

Protection. Service. Enforcement. Education.

Figure 21

increases response times to emergencies simultaneously occurring in Windsor Heights. That in turn creates a greater dependence on neighboring law enforcement agencies for support [example: If both officers are outside of the City on a stop that involves an arrest or field sobriety testing, they may be unable to break away for an emergent call in Windsor Heights. This means relying upon a neighboring jurisdiction to handle our residents' and business members' concerns.]. To further complicate matters, inter-agency communication now results in working with a minimum of two separate communication centers, which creates additional timeliness issues, safety concerns, and logistics challenges. Inevitably, problems compound and this becomes a slippery slope.

So how then does police administration best set enforcement priorities for frequency and duration of targeted enforcement along I-235? If it has been identified, through data collection, as the City's most dangerous roadway, yet to take consistent enforcement action is to leave other areas of the City exposed and residents potentially vulnerable to lengthy response times, where do successful outcomes lie without the introduction of additional resources?

When specifically assessing the potential of sustainable multi jurisdictional partnerships with outside law enforcement resources, neither the Polk County Sheriff's Office nor the Iowa State Patrol are able to offer prolonged commitments of their staff. Both agencies face resource allocation/availability challenges with their respective Patrol Divisions and serve a far greater population than the one-mile stretch of Interstate 235 that runs through Windsor Heights. Their staffing is typically focused in areas of the county where there is not a municipal law enforcement presence. However, the Central Iowa Traffic Safety Task Force (CITSTF) has recently approved an updated 28E agreement that lists all of the interstate systems in Polk and Dallas counties as full-time enforcement zones. The City hopes that this may increase frequency of enforcement on its responsible portion of I-235 by outside municipal, county, and state jurisdictions that observe high-risk driving behaviors as they pass through Windsor Heights.

3. Environmental Dangers to Public Safety Personnel

It has been reported that the Iowa DOT has been studying the congestion issues in Windsor Heights of westbound I-235 from 63rd to 73rd Streets. At the end of calendar year 2010, it was announced that there would be an auxiliary lane added to the westbound portion of the road, similar to what currently exists on the eastbound side in the same area. The exact time frame for this re-engineering effort had been discussed to be as soon as 2013 or as late as 2016. The most recent information supplied to the City of Windsor Heights is that the construction project will be let in January 2013 and should be completed by the end of that calendar year. While this re-engineering of the westbound travel way is anticipated to relieve some of the congestion and merge issues experienced during high volume traffic patterns, the City does not believe that this construction project will cure the recurring need for emergent public safety responses or aid in the enforcement of traffic violations (excessive speed, aggressive driving, following too closely, failure to maintain a clear and safe distance) associated with this area.

> "I-235 has been identified through data collection as the City's most dangerous roadway. Where do successful outcomes lie without the introduction of additional resources?"

Additionally, a year-long construction project in this area without continuous police monitoring is expected to increase demands for public safety responses to crashes; further limit the ability to institute conventional enforcement techniques due to narrowed shoulder widths; extend the time and distance needed to initiate motor vehicle law enforcement; increase rush hour congestion; create significant dangers for work zone employees; add incidents of aggressive driving or road rage; and cause more complex strains on personnel deployments due to additional traffic back-ups and crashes on arterial roadways leading into the construction zone.

See next page for photos of current crash safety zone operational protocols during non-construction periods. When lanes of travel are reduced during upcoming construction, it will force greater interruptions in inter-state commerce than what is reflected in these photographs.

The photographs on page 23 provide an example of disruption & danger caused by a crash on Interstate 235 ▷

Figure 22

Figure 23

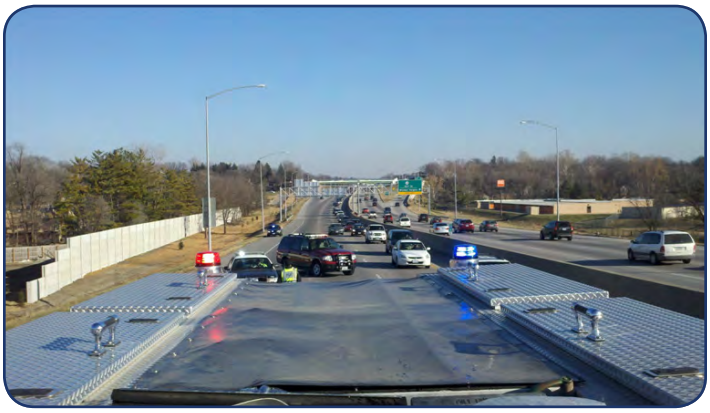


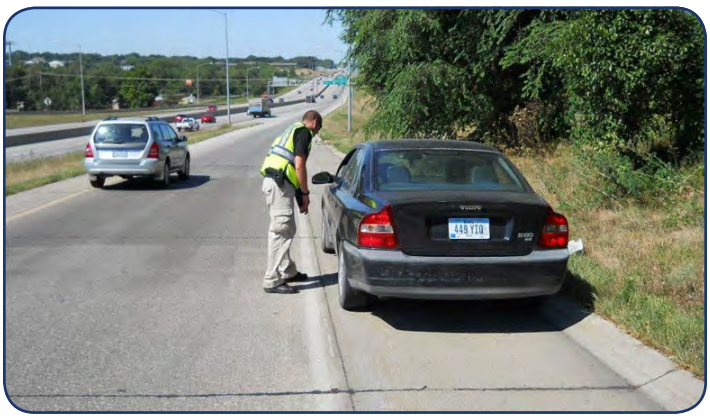
Figure 24

Further, as westbound I-235 is presently engineered, traditional methods of enforcement are limited and dangerous to law enforcement personnel. With average annual daily traffic counts in excess of 100,000 vehicles and two merge areas less than one mile apart, it is difficult for officers to safely and effectively introduce traditional enforcement by observing speeds from the on-ramp or shoulder. This attempt at enforcement also creates a potential need for high-speed pursuit of violators as the officers merge into heavy traffic, which can be dangerous to police and civilians. The struggle becomes getting through the slower moving outer lanes of traffic to get to the faster moving interior lanes (assuming it is even possible to get a clear Doppler radar or laser measurement on the interior, faster moving vehicles).

Moreover, while static, visible patrol for violators is an effective tool for the change of driver behaviors, reductions in violations that are achieved through conventional enforcement are temporary. Conversely, with the continuous presence of automated enforcement technologies, the deterrent effect will be on-going and sustain heightened awareness of driving behaviors for extended periods of time.

To further address safety aspects of traditional enforcement, the following photographs are of a mid-sized vehicle being approached by an officer on the inner and outer shoulders of the roadway as well as an on-ramp. Each of the environments reflected in the photos consistently forces the officer into a tactically disadvantaged position that creates added safety concerns for the officer's welfare. The dangers reflected in these photos include being forced into the high-speed roadway, being elevated into a position that causes visual barriers or an off-balanced approach, pinning the officer against a concrete or metal barrier, and/or not allowing a safe area for retreat without jumping into on-coming traffic or over a bridge.

These images depict the danger to Public Safety Personnel, during routine traffic stops on I - 235 & its ramps.



On ramp traffic stop

Figure 25

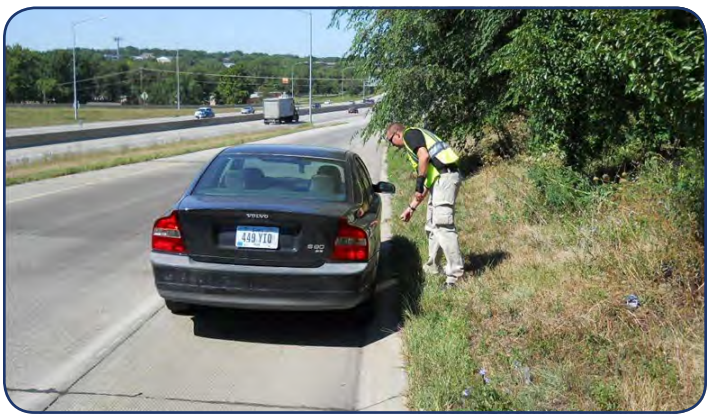
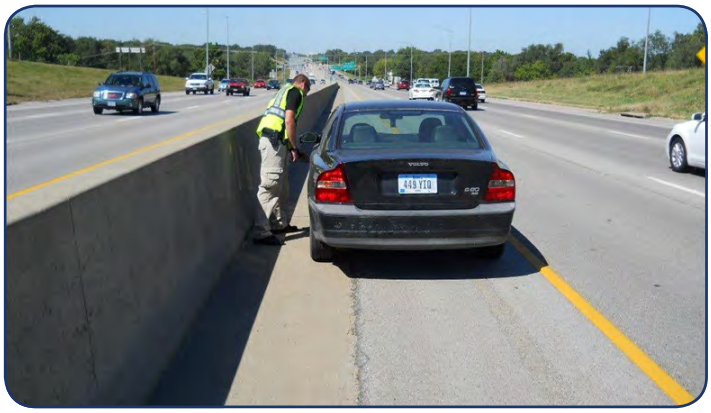


Figure 26



Inner shoulder traffic stop

Figure 27

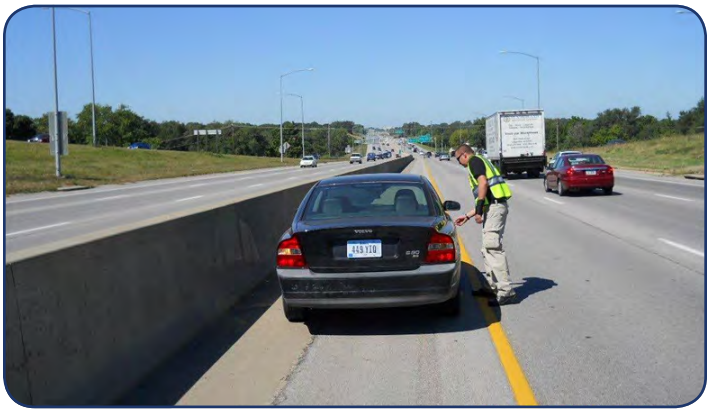
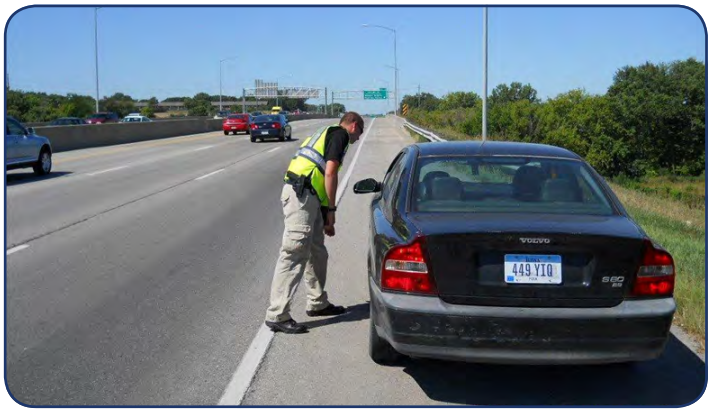


Figure 28



Outer shoulder traffic stop

Figure 29

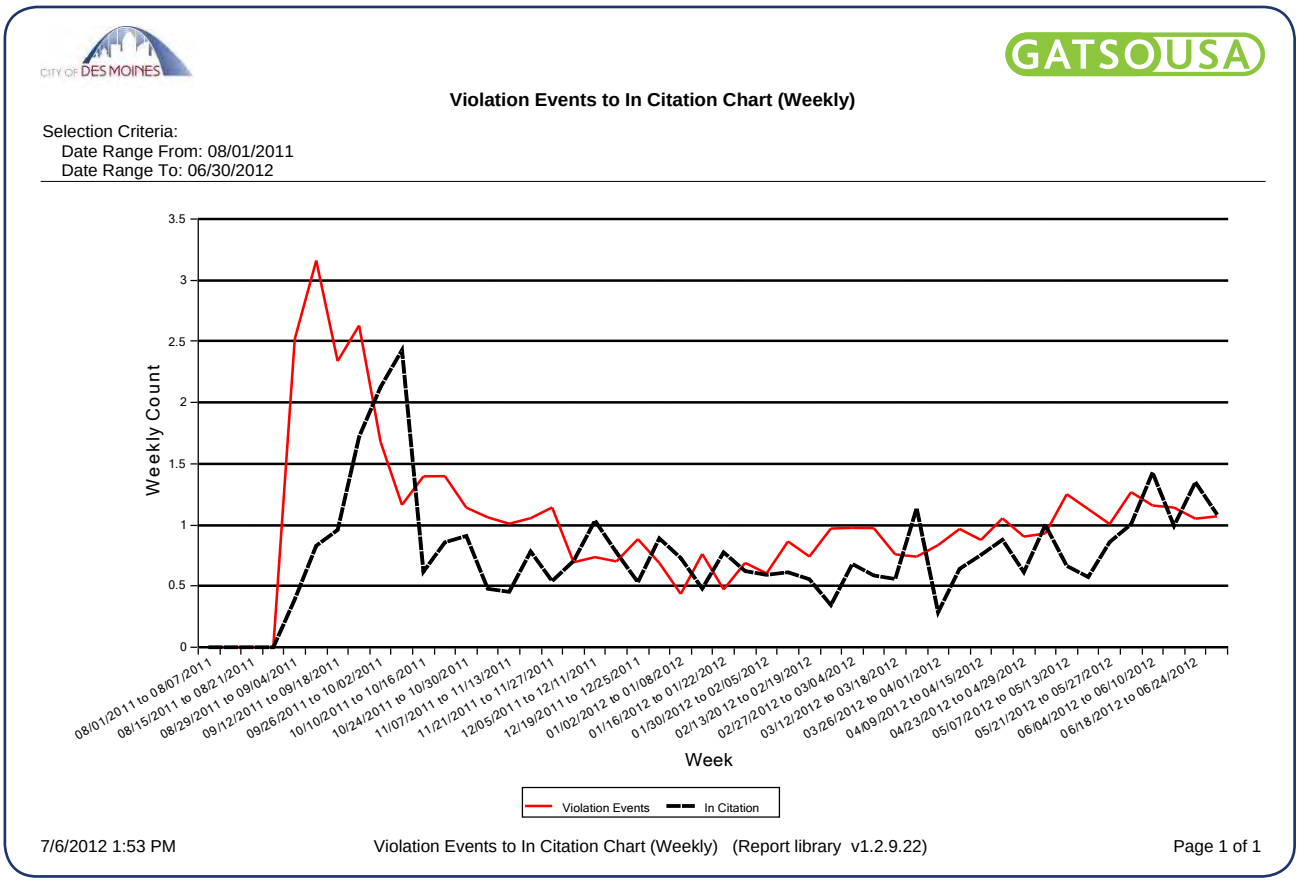
Figure 30

Successful Statewide Automated Enforcement

Throughout the state of Iowa, automated speed enforcement technologies are currently operating in some capacity in the cities of Cedar Rapids, Davenport, Des Moines, Fort Dodge, and Sioux City. Fixed freeway systems are in operation in the cities of Cedar Rapids (I-380 near "the curves") and Des Moines (eastbound I-235 near 42nd St.). Looking at Cedar Rapids' 2011 yearend data for their fixed system, traffic crashes on I-380 were down 76%, injury crashes down 75%, traffic crashes on I-380 curves were down 82%, and injury crashes on the curves down 87%. Prior to implementing this system, The Cedar Rapids Police Department investigated on average, two fatalities per year on the I-380 curves. Since fixed enforcement implementation, zero fatalities have occurred.

Looking more locally for traffic pattern comparisons relative to Windsor Heights, the City of Des Moines' results after implementation of a fixed enforcement system towards the end of 2011 showed initial deployment of cameras on I-235 in August 2011 resulted in detecting 8,185 speeding violations. By the end of December 2011, only 2,710 citations were issued that month. See figure 31 below.

Figure 31



The chart above outlines a summary of the reduction in speeding violations detected on I-235 since the enforcement started in September 2011.

This is a 66% decrease in violations less than five months after fixed system implementation and with further reductions in 2012, the enforced section of I-235 is expected to sustain the current ambient levels of improved driver behavior for the duration of the contracted deployment.

This is indicative of an on-going automated enforcement presence supplemented with traditional enforcement measures. Many elected officials and motorists that frequent the area have commented on and off the record, at the differences noted in motorists' driving behaviors along that stretch of roadway, and the overall traffic calming effect the cameras have had on the freeway system as a whole.

Summary

Iowans value the safety and security of their communities. They expect their transportation system to provide them and others with a safe and efficient means of travel. In the world of traffic safety, three E's are frequently mentioned when attempting to address serious safety concerns – Education, Engineering, and Enforcement. When examining reported data from the stretch of Interstate 235 that passes through Windsor Heights, this location meets the DOT's criteria to be defined as both a high-crash and high-risk location. It shows a prime opportunity for a well-rounded intervention strategy (traffic safety plan) to alleviate the dangers of a high-speed roadway. The sites selected in Windsor Heights will address areas where conventional enforcement is unsafe or ineffective, tackle an area with a significant crash history attributed to speeding, focus technology in a location where operational issues create a significant problem managing the orderly flow of traffic, and will potentially influence the safety of a future work zone.

The City would like the Iowa Department of Transportation to partner with them to utilize the most comprehensive and effective resources available to minimize motoring hazards on this portion of the freeway. Over the last several years, in addition to proactive patrols and enforcement efforts, the Windsor Heights Police Department has worked high-speed reportable crashes on I-235 an average of every four to five days, and answered calls for service to the roadway more frequently than every other day. With the introduction of a fixed automated speed system, the police department is striving for the sustained ability to adequately enforce traffic safety and speeding laws without compromising officer safety, increasing response times to community incidents, or routinely leaving the City understaffed and potentially exposed to public safety emergencies.

The City has proposed a plan that would place fixed enforcement systems at its eastern and western-most Interstate boundaries, which also coincides with the two densest areas of reported crashes (63rd St. & 73rd St.). Each of these systems will have the capability of operating independently to detect flagrant speed violations. The technology will also allow for a "section control" system, which ties the two independent locations together in order to monitor average speed between the two locations. By doing this, motorists will not slow down just prior to the first technology location and then speed back up after it, but rather sustain a slower speed throughout Windsor Heights' enforcement jurisdiction and create a safer area to merge into traffic, especially once the location is re-engineered.

When the DOT follows through on re-engineering an auxiliary lane for westbound travel as announced, this will offer some relief to the congestion that occurs during rush hour commutes. However, this will not remedy the needs for enforcement or re-education of motorists in their driving behaviors. In fact, due to the "bottle neck" being removed, it may create the

potential for roadway speeds to increase to a level that is detrimental to overall safe travel. At that point, speed limit designations may need to be revisited. In addition, after the construction is concluded, data will have to be evaluated long-term to determine the success of the re-engineering and whether or not any new safety issues are created from it.

In any case, the responsibilities of enforcement lie primarily with the City of Windsor Heights, and the City is requesting the DOT's permission through issuance of permits to implement its in-depth plan to address this problem area with a fixed automated enforcement system that will also include a looping DVR system. The police department will then be able to utilize this DVR tool in follow-up analysis of crashes and criminal investigations. Responsible uses of technology such as this, coupled with a comprehensive automated system that works jointly with police department outreach and DOT re-engineering efforts, should minimize the likelihood and frequency of future auto crashes in this area.

As the City of Windsor Heights has worked through the planning stages of implementing this traffic safety plan, it has consistently and repeatedly engaged the public in an awareness campaign, which has included a "town hall" style meeting, multiple media releases, television interviews, social media, discussion and testimony to state legislators, the production of an informational brochure to be sent to all residential households in the community, and a dedicated portion of the City's website to the topic of automated speed enforcement. The primary purpose behind these efforts has been, and will continue to be, to educate citizens on their need to motor safely.

The needs for this system are readily identifiable. Specific goals and objectives of the proposed automated enforcement program are also easily recognized. The City desires to demonstrate a measurable commitment to making Windsor Heights' roadways safer to travel, through:

- Lowering the frequency and severity of reportable traffic crashes on I-235.
- Deter incidents of aggressive driving at all times including rush hours.
- Consistently enforce traffic safety and speeding laws.
- Strive to re-educate and influence motorists' driving behaviors throughout the Des Moines metropolitan area.

Conclusion

Nationally, speed control is being identified as a top safety priority for law enforcement to address. Public safety professionals have learned over the years that if we reduce incidents of drivers not wearing seat belts we will save lives. We also know that reductions in incidents of impaired driving will save lives. The next high risk behavior to address in combating motor vehicle injuries, fatalities, and the economic burden of crashes is to address excessive speeds and aggressive driving behaviors. Automated enforcement is a key resource that can be utilized successfully by local governments to accomplish this.

When stepping back and looking at traffic fatalities throughout the nation, it is important to keep perspective when viewing the responsibility law enforcement has to maintain safe roadways. Approximately ninety (90) people die every single day in traffic crashes across this country, and hundreds more suffer from serious injuries daily. One such occurrence recently took place in the exact location this traffic safety plan is attempting to address (westbound I-235 in Windsor Heights in June of 2012). A motorist was travelling at a high-rate of speed, weaving in and out of traffic. The motorist

lost control of his vehicle and hit another westbound automobile. The consequence was a serious collision that resulted in the victim vehicle rolling over. Four days later the passenger in that vehicle died from trauma related to this crash.

To put this issue in another context, the loss of ninety people on our roadways every single day is more than the number of average daily deaths in the United States due to leukemia, lymphoma, prostate or pancreatic cancer, and nearly as many as breast cancer. Or, in looking to view it as a transportation issue, if a plane crashed every day killing ninety people, how long would it take government and society to support public controls and awareness to that issue? Nevertheless, because motor vehicle deaths are spread out, one or two here and there each day across several states, people have come to accept a certain amount of collateral damage on our roadways.

These losses and the entirety of serious injury crashes emergency responders address have an associated cost to every household, not to mention the emotional harm to affected loved ones. Reminding motorists how to drive safely for their own good and the safety of others is necessary, and we are making advances. It is time for automated enforcement technology to be embraced as the safety program that it is. Put simply, these technologies work to make our roadways safer while creating an opportunity for reallocation of limited dollars and public safety personnel resources to answer calls for service, respond to crimes in progress, investigate active cases, and proactively patrol our neighborhoods and school zones.

Respectfully Submitted

- Dennis W. McDaniel, Chief of Police

Figure 32

Windsor Heights Police Department
1133 66th Street
Windsor Heights, Iowa 50324
515.277.4453

ORDINANCE NO. __12-4__

AN ORDINANCE AMENDING THE MUNICIPAL CODE OF ORDINANCES OF THE CITY OF WINDSOR HEIGHTS, IOWA, BY ADDING PROVISIONS PERTAINING TO THE ADMINISTRATION OF TRAFFIC CODE, TRAFFIC CONTROL DEVICES, AND SPEED REGULATIONS, UNDER THE TRAFFIC AND VEHICLES ORDINANCE OF CHAPTER 60

Be It Enacted by the City Council of the City of Windsor Heights, Iowa:

SECTION 1. AMENDMENT. Section 60.02.08 is hereby added:

60.02.08 AUTOMATED TRAFFIC ENFORCEMENT. The City of Windsor Heights, in accordance with its police powers, may deploy, erect or cause to have erected an automated traffic enforcement system for making video and/or photographic images of vehicles that fail to obey red light traffic signals at intersections designated by the city administrator, or designee, or fail to obey speed regulations at other locations in the City. The systems may be managed by a private contractor that owns and operates the requisite equipment, with supervisory control vested in the City's Police Department. Video and/or photographic images shall be provided to the Police Department by the contractor for review.

1. **Definitions.**

   A. **Automated Traffic Citation** shall mean a notice of fine generated in connection with the automated traffic enforcement system.

   B. **Automated Traffic Enforcement Contractor** shall mean the company or entity, if any, with which the City of Windsor Heights contracts to provide equipment and/or services in connection with the Automated Traffic Enforcement System.

   C. **Automated Traffic Enforcement (ATE) System** shall mean an electronic system consisting of photographic, video, and/or electronic camera(s) and a vehicle sensor(s) installed to work in conjunction with an official traffic controller or Police Department employee(s) to automatically produce photographs, video or digital images of each vehicle violating a standard traffic control device or speed restriction.

   D. **Vehicle Owner** shall mean the person or entity identified by the Iowa Department of Transportation, or registered with any other state vehicle registration office, as the registered owner of a vehicle.

2. **Vehicle Owner's Civil Liability for Certain Traffic Offenses.**

Figure 33

A. The Vehicle Owner shall be liable for a fine as imposed below if such a vehicle crosses a marked stop line or the intersection plane at a system location when the traffic signal for that vehicle's direction is emitting a steady red light or arrow.

B. The Vehicle Owner shall be liable for a fine as imposed below if such vehicle travels at a speed above the posted limit.

C. The violation may be exempted from liability as outlined in this Ordinance, and other defenses may be considered in connection with the appeals process.

D. An Automated Traffic Citation will not be sent or reported to the Iowa Department of Transportation or similar department of any other state for the purpose of being added to the Vehicle Owner's driving record.

3. **Notice of Violation; Fine.**

A. Notice of any Automated Traffic Citation will be mailed to the Vehicle Owner. The Automated Traffic Enforcement Contractor shall mail the notice within thirty (30) days after the Police Department determines a violation of the City's traffic control ordinances has occurred. The notice shall include the name and address of the Vehicle Owner; the vehicle make, if available and readily discernable, and registration number; the violation charged; the time; the date; the location of the alleged violation; the applicable fine and monetary penalty which shall be assessed for late payment; information on how to contest the notice on its merits; and that the basis of the notice is a photographic record obtained by an Automated Traffic Enforcement System.

B. Any violation of Subsection 2(A) shall be subject to a civil fine of one hundred dollars ($100), made payable to the City of Windsor Heights.

C. Any violation of Subsection 2(B) shall be subject to one of the civil fines identified in the table below. The fine for any violation committed in a designated Road Work Zone, as defined by the City's Code of Ordinances Subsection 60.01.01(12), shall be doubled—as identified in the table below. All civil fines shall be made payable to the City of Windsor Heights.

Speed over the limit in miles per hour ("MPH")	Civil Fine	If in a Road Work Zone
11 through 15 MPH	$65	$130
16 through 20 MPH	$75	$150
21 MPH and more	$80 plus $5 for each additional mile over 21 MPH	$160 plus $5 for each additional mile over 21 MPH

Figure 34

4. **Contesting an Automated Traffic Citation.** A Vehicle Owner who has been issued an Automated Traffic Citation may contest the citation as follows:

   A. By submitting, in a form specified by the City, a request for an administrative review to be held at the Police Department before an impartial administrative appeals board (the "Board"). Such a request must be filed within thirty (30) days from the date of the notice of the Automated Traffic Citation sent to the Vehicle Owner. The Board may either uphold or dismiss the Automated Traffic Citation and shall mail its written decision within ten (10) days after the review to the address provided on the request for the review. If the citation is upheld, then the Board shall include in its written decision a date by which the fine must be paid and, on or before that date, the Vehicle Owner shall either pay the fine or submit a request pursuant to the Subsection 4(B).

   B. By submitting, in a form specified by the City, a request that—in lieu of the Automated Traffic Citation—a municipal infraction citation be filed with the Small Claims Division of the Iowa District Court in Polk County. Such a request must be filed within thirty (30) days of whichever is later, either: the date of the notice of the Automated Traffic Citation sent to the Vehicle Owner; or the date of the Board's decision pursuant to Subsection 4(A). Such a request will require the Vehicle Owner to file an answer and appearance with the Clerk of Court for the matter to be set for trial. If at trial the Court finds the Vehicle Owner guilty of the municipal infraction, state mandated court costs and municipal infraction penalties may be added to the amount of the fine imposed by this section.

5. **Exceptions to Owner Liability.** There shall be no liability pursuant to this section if:

   A. The operator of the vehicle in question was issued a uniform traffic citation for the violation pursuant to the City's Code of Ordinances Chapter 60 or Iowa Code Chapter 321; or

   B. The violation occurred at any time after the vehicle in question or its state registration plates were reported to a law enforcement agency as having been stolen, provided, however, the vehicle or its plates had not been recovered by the Vehicle Owner at the time of the alleged violation; or

   C. The vehicle in question was an authorized emergency vehicle engaged in an official act; or

   D. The officer inspecting the recorded image determines that the vehicle in question was lawfully participating in a funeral procession; or

   E. The officer inspecting the recorded image determines that the vehicle in question entered the intersection in order to yield the right-of-way to an emergency vehicle.

Figure 35

6. **Failure to Pay or Appeal in a Timely Manner.** If the recipient of an Automated Traffic Citation either does not pay the civil penalty when due or does not contest the Automated Traffic Citation as provided herein, the City may:

A. Attempt to collect the payment via a second Automated Traffic Citation notification with a service fee added to the civil fine. If the end of an additional thirty (30) day period given for the second notification is reached and the Vehicle Owner does not pay the fine or request a trial pursuant to Subsection 4(B), the Vehicle Owner shall be deemed guilty of the violation and be held liable for the fine amount plus any additional service fees.

B. The City may then refer the Vehicle Owner to a private service agent for collection of the civil penalties imposed under the provisions of this ordinance, together with any interest and service fees thereon, by either the private agency on behalf of the City or by civil suit; and/or

C. Refer the Vehicle Owner to the State's income offset billing program for payment; or

D. File a municipal infraction, and a corresponding fine sought, pursuant to the City's Code of Ordinances Chapter 4. If the Court finds the Vehicle Owner guilty of the municipal infraction, state mandated court costs will be added to the amount of the fine imposed.

SECTION 2. AMENDMENT. Chapter 60.01.01 DEFINITIONS is hereby amended by adding the following new subsection:

12. "Road Work Zone" means the portion of a highway which is identified by posted or moving signs as the site of construction, maintenance, survey, or utility work. The zone starts upon meeting the first sign identifying the zone and continues until a posted or moving sign indicates that the work zone has ended.

SECTION 3. AMENDMENT. Chapter 60.04.06 is hereby added:

6. USE OF AUTOMATED ENFORCEMENT. Automated Traffic Enforcement technologies may be utilized to enforce speed regulations in Subsection 60.04 by civil fine pursuant to ATE regulations set forth in Section 60.02.08.

SECTION 4. REPEALER. All parts of the "MUNICIPAL CODE OF ORDINANCES OF THE CITY OF WINDSOR HEIGHTS, IOWA" in conflict herewith are hereby repealed.

SECTION 5. SEVERABILITY CLAUSE. If any section, provision, sentence, clause, phrase or part of this Ordinance shall be adjudged to be invalid or unconstitutional, such adjudication shall

Figure 36

not affect the validity of this Ordinance as a whole or any section, subsection, provision, sentence, clause, phrase or part thereof not adjudged invalid or unconstitutional.

SECTION 6. WHEN EFFECTIVE. This Ordinance shall be in effect from and after its final passage, approval and notice of its passage is given as provided by law.

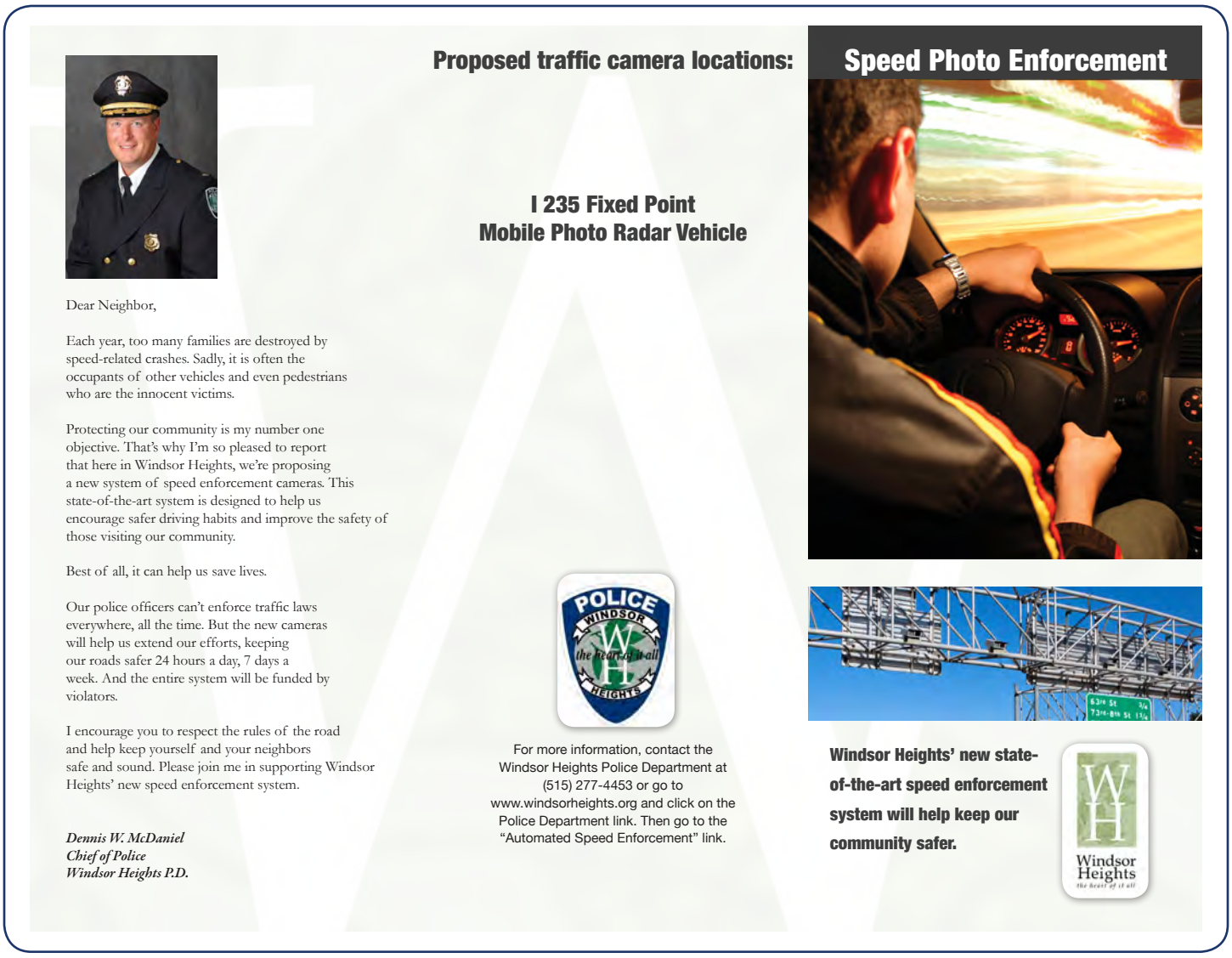
Passed by the City Council this 26th day of March, 2012, 2nd day of April, 2012 and approved this 16th day of April, 2012.

Jerry Sullivan, Mayor

ATTEST:

Marketa George Oliver, City Administrator/Clerk

Figure 37



Dear Neighbor,

Each year, too many families are destroyed by speed-related crashes. Sadly, it is often the occupants of other vehicles and even pedestrians who are the innocent victims.

Protecting our community is my number one objective. That's why I'm so pleased to report that here in Windsor Heights, we're proposing a new system of speed enforcement cameras. This state-of-the-art system is designed to help us encourage safer driving habits and improve the safety of those visiting our community.

Best of all, it can help us save lives.

Our police officers can't enforce traffic laws everywhere, all the time. But the new cameras will help us extend our efforts, keeping our roads safer 24 hours a day, 7 days a week. And the entire system will be funded by violators.

I encourage you to respect the rules of the road and help keep yourself and your neighbors safe and sound. Please join me in supporting Windsor Heights' new speed enforcement system.

Dennis W. McDaniel
Chief of Police
Windsor Heights P.D.

Proposed traffic camera locations:

I 235 Fixed Point
Mobile Photo Radar Vehicle

For more information, contact the Windsor Heights Police Department at (515) 277-4453 or go to www.windsorheights.org and click on the Police Department link. Then go to the "Automated Speed Enforcement" link.

Speed Photo Enforcement

Windsor Heights' new state-of-the-art speed enforcement system will help keep our community safer.

Windsor Heights

Windsor Heights' public education tri-fold brochure (outside)

Figure 38

It's simple. Speed enforcement cameras work.

They modify driver behavior - and, this reduces the number of accidents. Together, we can make the new program a success in Windsor Heights.

Windsor Heights
the heart of it all

Q: Is speeding really that big of a problem?

A: Yes. According to the Insurance Institute for Highway Safety, speeding is a factor in one-third of all fatal crashes in the U.S., killing more than 10,000 people per year. In addition, speed-related crashes cost the U.S. economy approximately $40Billion annually. (Source: National Highway Transportation Safety Administration NHTSA)

Q: How can photo enforcement cameras help?

A: The cameras will help us enforce traffic laws by automatically photographing vehicles whose drivers are flagrantly speeding or driving too quickly in residential and school zones. The system continuously monitors the enforcement area and the camera is triggered by any vehicle traveling at a predetermined high speed. Cameras record the date, time of day, vehicle speed and license plate from the rear of the vehicle.

Q: Why can't the police monitor the roads instead?

A: We are committed to keeping you and your neighbors safe, but no community can afford to police every road every hour of every day. Even strategic allocations of personnel resources could never provide the same level of enforcement capabilities as a well-placed automated system. The new cameras will help keep our roads safer by taking a data driven approach to deployments, which allows officers to spend their time investigating crimes and protecting Windsor Heights through other deterrence efforts.

Q: What else can we expect from the photo enforcement camera system?

A: Across the country, cameras have been shown to substantially reduce violations, decrease the number of crashes, and improve driver behavior. This technology will also allow us to "flip a switch" during certain emergencies such as bank robberies or child abductions in order to detect known suspect vehicles on the roadway.

Q: What about my privacy? Will I be photographed every time I drive past a camera?

A: No. Cameras are set so that only vehicles that are speeding above a certain threshold are photographed. If you obey speed limits, you won't be photographed.

Q: Does someone double-check the photographs before drivers are ticketed?

A: Yes, triple-check them actually. Our vendor will do the initial screenings of information then our trained police officers review every picture to verify vehicle information and ensure the vehicle is in violation. These officers utilize the same standards for enforcement as they would with a criminal violation. Only after this process is completed, will tickets be mailed to vehicle owners and those owners will then have the right to reassign blame to another party if necessary or exercise the appeal process.

Q: Can we afford this? How much will it cost?

A: There is no cost to our community for installing, operating, or maintaining the system. It will take police personnel to manage the program, approve the violations, and work through the appeals and collection process. However, the entire program will be funded by the violators. And, if our results are like those in many communities, there will also be surplus revenue for Windsor Heights to re-invest in public safety and infrastructure improvements.

Q: Is this just a way for Windsor Heights to make money?

A: No. Our main objective is to deter violators, not to catch them. If we were just interested in writing tickets, we would not publicize our efforts. Signs will be posted prior to each enforcement area, warning drivers that photo enforcement is in use. But if drivers continue to speed, they will be fined through a civil infraction process at a lesser rate than a normal criminal citation.

Q: Do photo enforcement cameras have a positive track record?

A: Yes, cameras are already used for law enforcement in many U.S. cities as well as other communities in Iowa. To date, the data is showing that these tools are changing driver behavior and making our roadways safer.

Q: How do other communities feel about photo enforcement traffic cameras?

A: Most people support the cameras once they begin to experience the positive results of fewer crashes and less aggressive drivers. Like anything new, there is bound to be an adjustment period, but soon drivers will get used to obeying the traffic rules and see that everyone else is too. Over time, most communities will agree that the benefits of increased safety make it worthwhile.

For more information, contact the Windsor Heights Police Department at (515) 277-4453 or go to www.windsorheights.org and click on the Police Department link. Then go to the "Automated Speed Enforcement" link.

Windsor Heights
the heart of it all

Windsor Heights' public education tri-fold brochure (inside)

Figure 39