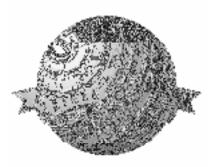
# SPECIAL AUDIT REPORT

OF

# SAFE TRAFFIC OPERATIONS PROGRAM ALBUQUERQUE POLICE DEPARTMENT

**REPORT NO. 07-112** 



**City of Albuquerque Office of Internal Audit and Investigations**  Safe Traffic Operations Program – Albuquerque Police Department Report No. 07-112 Executive Summary

**Background** The Office of Internal Audit and Investigations (OIAI) conducted a special audit of the Safe Traffic Operations Program (STOP) managed by the Albuquerque Police Department (APD). The City has a contract with Redflex Traffic Systems, Inc. (Redflex) to operate STOP. The audit was requested by the City Council.

In 2004, the City received a grant from the State of New Mexico, Traffic Safety Bureau to evaluate automated traffic enforcement. The program's goal is to use photo enforcement technology to enforce the law fairly and consistently. In September 2004, the City installed cameras at Montgomery and San Mateo and Eubank and Montgomery. When the City initially implemented the program, it issued warnings. The City began issuing citations on May 5, 2005.

**Objective:** How much money has been collected from the program?

We compared the general ledger to the lockbox spreadsheet maintained by APD's Fiscal Manager. During our comparison, we noticed three transactions totaling \$31,922 that posted to the general ledger but were not included on the spreadsheet. These three transactions appear to be posting errors.

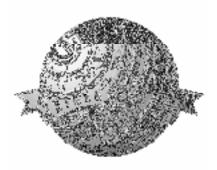
#### **Recommendation:**

APD should regularly compare all transactions posted to the City's general ledger against revenues posted to the lockbox website. APD should promptly investigate and resolve any discrepancies. APD should document these reviews.

In addition to the objective noted above, OIAI answered the following questions during fieldwork and no exceptions were noted:

- What is the focus and what are the goals of STOP?
- How does STOP determine where cameras are placed?
- How many red light/speeding cameras are currently in place?
- How do citizens reach STOP for information?
- How and by whom are violations reviewed to determine if a citation should be issued?
- How effective are appeals and extension processes?
- How many citations have been appealed?
- How many citations have been dismissed?
- How has the program had a direct effect on reducing accidents?
- How many citations have been issued since inception of the program?
- How are collected funds being disbursed?

### Management responses are included in the audit report.





Office of Internal Audit and Investigations P.O. Box 1293 Albuquerque, New Mexico 87103

September 27, 2007

Accountability in Government Oversight Committee City of Albuquerque Albuquerque, New Mexico

# Audit: Safe Traffic Operations Program Albuquerque Police Department 07-112

# FINAL

# **INTRODUCTION**

The Office of Internal Audit and Investigations (OIAI) conducted a special audit of the Safe Traffic Operations Program (STOP) managed by the Albuquerque Police Department (APD). The City has a contract with Redflex Traffic Systems, Inc. (Redflex) to operate STOP. The audit was requested by the City Council.

In 2004, the City received a grant from the State of New Mexico, Traffic Safety Bureau to evaluate automated traffic enforcement. The program's goal is to use photo enforcement technology to enforce the law fairly and consistently. In September 2004, the City installed cameras at Montgomery and San Mateo and Eubank and Montgomery. When the City initially implemented the program, it issued warnings. The City began issuing citations on May 5, 2005.

As of April 5, 2007, 19 intersections have automated enforcement cameras. All automated enforcement cameras capture red light and speeding violations. As of April 5, 2007, the City also operates three mobile speed vans. In accordance with the Redflex Agreement, the mobile speed vans are used primarily in school and construction zones; however, they can be used on any City street.

### AUDIT OBJECTIVES

The objectives of the audit were to determine:

- What is the focus and what are the goals of STOP?
- How does STOP determine where cameras are placed?
- How many red light/speeding cameras are currently in place?

- How do citizens reach STOP for information?
- How and by whom are violations reviewed to determine if a citation should be issued?
- How effective are appeals and extension processes?
- How many citations have been appealed?
- How many citations have been dismissed?
- How has the program had a direct effect on reducing accidents?
- How many citations have been issued since inception of the program?
- How much money has been collected from the program?
- How are collected funds being disbursed?

# <u>SCOPE</u>

Our audit did not include an examination of all functions and activities related to STOP. Our scope included operational and financial aspects of STOP from Fiscal Year (FY) 05 to FY07.

This report and its conclusions are based on information taken from a sample of transactions and do not intend to represent an examination of all related transactions and activities. The audit report is based on our examination of activities through the completion of fieldwork, August 10, 2007, and does not reflect events or accounting entries after that date.

The audit was conducted in accordance with Government Auditing Standards.

# **METHODOLOGY**

During the audit, OIAI interviewed personnel in APD, the Legal Department (Legal), the Department of Municipal Development (DMD), and the Office of Management and Budget (OMB).

OIAI reviewed supporting documentation, including:

- The agreement between the City and Redflex;
- The STOP Ordinance;
- STOP information available on the City's website;
- STOP reports to the Mayor and City Council;
- FY07 Approved Budget and Performance Plan for APD, Legal, and DMD;
- Automated Enforcement Program Policies and Procedures; and
- STOP revenues/expenditures reported in the general ledger using ReportNet.

### **INFORMATION PROVIDED ON AUDIT OBJECTIVES:**

#### What is the focus and what are the goals of STOP?

OIAI reviewed the STOP Ordinance, the City's website, and the agreement with Redflex. The focus of STOP can be summarized in the following quote from the STOP Ordinance:

City Council finds that there is a significant risk to the health and safety of the community from drivers who run red lights and exceed posted speed limits. City Council finds that the City of Albuquerque has one of the highest fatality and serious injury rates in the nation resulting from red light violations and blatant disregard by drivers for existing state red light laws. Drivers in the city must progress away from the attitude that a red light is merely a suggestion to stop.

OIAI identified the following goals of STOP:

- Decrease red light and speed violations;
- Prevent crashes;
- Avoid injuries;
- Save lives; and
- Improve traffic safety.

#### How does STOP determine where cameras are placed?

Per the City of Albuquerque Automated Enforcement Program Policies and Procedures, the following criteria shall be considered when evaluating and selecting an intersection for STOP:

- Citizen complaints of red light running.
- Proximity to school zones.
- Proximity to senior housing.
- Traffic collision statistics.
- Pedestrian and traffic flow.
- City Council recommendations.

OIAI reviewed additional documentation, including the City's website and a FY07 second quarter report provided to the Mayor and City Council. OIAI also interviewed the APD Lieutenant in charge of STOP. Traffic collision statistics are the primary criteria used to determine where cameras are placed.

APD provided two reports prepared by the Division of Government Research at the University of New Mexico:

- The Fifty Worst Intersections in New Mexico for Crashes in January 2002 through December 2004.
- Intersections in Albuquerque with Thirty or More Crashes in January 2001 through December 2003.

OIAI's review of the first report revealed that:

- 17 of 42 (40%) of the top 42 worst intersections in Albuquerque are monitored by automated enforcement cameras.
- 8 of 10 (80%) of the top 10 worst intersections in Albuquerque are monitored by automated enforcement cameras.

OIAI's review of the second report revealed that:

- 14 of 19 (74%) of the top 19 worst intersections in Albuquerque are monitored by automated enforcement cameras.
- 8 of 10 (80%) of the top 10 worst intersections in Albuquerque are monitored by automated enforcement cameras.

# How many red light/speeding cameras are currently in place?

OIAI reviewed the City's website and a report provided by Redflex to APD. As of April 5, 2007, 19 intersections have automated enforcement cameras, including 38 operational approaches. For example, San Mateo and Montgomery has two approaches that are operational – one Northbound and one Eastbound. All automated enforcement cameras capture red light and speeding violations (also see Map of Camera Locations at Appendix A).

Intersection	Number of Approaches
Montgomery & Eubank	1
San Mateo & Montgomery	2
Lomas Blvd and Juan Tabo Blvd	2
Coors Blvd & Paseo Del Norte	2
Wyoming Blvd & Montgomery Blvd	2
Wyoming Blvd & Menaul Blvd	2
San Mateo Blvd & Menaul Blvd	2
Coors Blvd & Montano Rd	3
Montgomery Blvd & Carlisle Blvd	2
Paseo Del Norte & Jefferson St	2
Coors Blvd & Quail Rd	2
Coors Blvd & Central Ave	2
Carlisle Blvd & Menaul Blvd	2
Wyoming Blvd & Academy Rd	2
Coors Blvd Bypass & Ellison Dr	2
Eubank Blvd & Lomas Blvd	2
Central Ave & Louisiana Blvd	2
Eubank Blvd & Central Ave	2
Louisiana Blvd & Menaul Blvd	2
Total:	38

### How do citizens reach STOP for information?

Information about STOP is available on the City's website, including a feedback and contact page. Through this page, citizens can provide feedback about STOP via email.

Citizens can also link to Redflex and the online payment option through the City's website. Each of these websites includes contact information.

OIAI reviewed a sample <u>Notice of STOP Violation</u> (see Appendix B). Contact phone numbers, including a toll-free phone number, are included on the instructions page of the Notice.

# How and by whom are violations reviewed to determine if a citation should be issued?

OIAI reviewed the STOP Ordinance, the City of Albuquerque Automated Enforcement Program Policies and Procedures, and the agreement with Redflex. These documents, as well as training

provided by Redflex, guide STOP activities, including Automated Enforcement Officers' review of violations data. OIAI also interviewed the APD Lieutenant in charge of STOP and one of the sworn officers who reviews STOP violations.

Officers assigned as Automated Enforcement Officers are responsible for reviewing violations data, which includes video and still images. As of July 16, 2007, the City has nine sworn officers who review violations data, including:

- one full-time sworn officer;
- six part-time sworn officers assigned to photo enforcement;
- two full-time sworn officers assigned to APD who assist with photo enforcement.

All violations data is stored and processed by the Redflex System. Automated Enforcement Officers can access the Redflex System through a virtual private network (VPN) using any computer equipped with a high-speed internet connection and a web browser. A VPN is a private network that is configured within a public network such as the Internet.

The Automated Enforcement Officers review the violations data to determine whether a Citation Notice should be issued, and transmit such determination to Redflex in the form of an electronic signature. Redflex does not have the ability or authorization to make Citation Notice decisions.

# How effective are appeals and extension processes? How many citations have been appealed? How many citations have been dismissed?

Legal's Office of Administrative Hearings (OAH) handles administrative hearings for the City, including STOP hearings. OIAI judgmentally selected July 16, 2007 and observed five successive STOP hearings which included three right turn on red violations and two speeding violations. During our observations, OIAI noted the following:

- Four City employees were present, including an Administrative Hearing Officer (AHO), the Automated Enforcement Officer who authorized the citation, and two additional Legal employees.
- The recipient of the citation was present.
- The AHO began each of the hearings, stating the date, time and citation number.
- The recipient of the citation was sworn-in by the OAH.
- The Automated Enforcement Officer presented the City's evidence, including video and still images of the violation.

- The recipient of the citation presented his/her defense.
- The AHO made his decision.
- In all five STOP hearings, the citation was upheld.

The OAH has been tracking STOP hearings data since its formation in January 2007. OIAI reviewed these tracking reports and noted that from January 2007 through June 2007:

- 8,548 STOP hearings (appeals) have been scheduled. However, for various reasons, the hearing may not take place. For example, the recipient of the citation may not show up for the hearing. Also, after taking a second look at the violation online, the recipient may decide that he/she committed the violation and go ahead and pay the citation.
- 581 continuances were granted. Continuances are granted when a hearing cannot be held within 90 days from the date the citation was mailed to the recipient. Both parties – the City and the recipient of the citation must agree to the continuance.
- 2,405 citations were dismissed, including 881 that were dismissed because a hearing was not held within 90 days from the date the citation was mailed to the recipient.

In January, February, and March 2007, the OAH was building its staff. As a result, more citations were dismissed due to the 90 day rule during this time frame – 659 of 881 (75%).

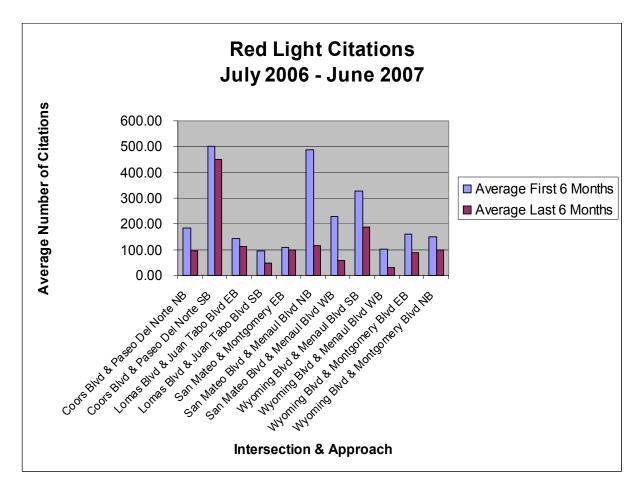
The STOP Ordinance was amended in June 2007. Now, hearings must be held within 90 days from the date of the request for hearing unless a continuance is granted pursuant to the consent of both parties – the City and the recipient of the citation.

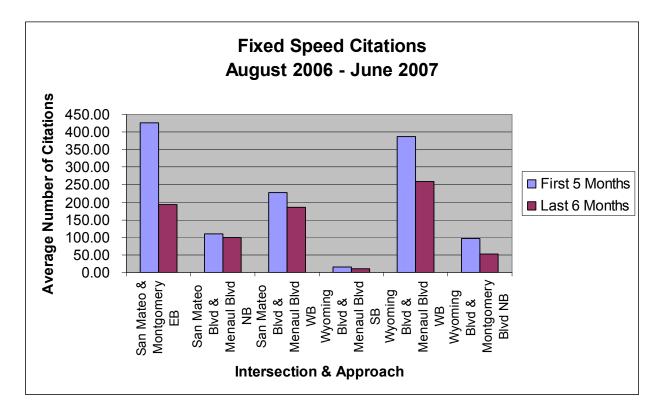
# How has the program had a direct effect on reducing accidents?

OIAI interviewed APD and OMB staff and determined that it might prove difficult to quantify the direct effect of STOP on reducing accidents. For example, the term intersection is open for interpretation. Does the term include the intersection and anything within one hundred yards, 200 yards, etc? Does the term include businesses adjacent to the intersection? Also, the level of information included within the accident reports varies from officer to officer.

Acknowledging that STOP is relatively new and the limitations of the accident data noted above, OIAI reviewed a report provided by APD – Red Light Camera Intersection Crash Count. At the two intersections where cameras have been in place the longest, the average number of crashes has decreased by 2.1 crashes per month at San Mateo and Montgomery and by .88 crashes per month at Eubank and Montgomery.

OIAI analyzed a report provided by Redflex that summarizes red light/speeding citations issued at those intersections where cameras have been in place at least one year and prepared the following charts:





The two charts presented above indicate that the number of red light/speeding citations issued has declined over time.

# How many citations have been issued since inception of the program? How much money has been collected from the program? How are collected funds being disbursed?

OIAI interviewed Redflex personnel and between October 1, 2004 and August 10, 2007, Redflex issued:

- 62,476 fixed speed citations;
- 62,049 red light citations;
- 18,120 speed van citations; and
- 7,637 red light warning citations.

The red light numbers above include warning citations issued from October 2004 through April 2005, the pilot phase of the program. In May 2005, Redflex stopped issuing warning citations and began issuing Notices of Violation.

OIAI also reviewed a report provided by Redflex and noted that between June 2005 and June 2007 there were:

- 42,933 fully or partially-paid red light citations;
- 32,747 fully or partially-paid fixed speed citations;
- 10,544 fully or partially-paid speed van citations.

Redflex does not have a payment plan, but some citizens do make partial payments. In these cases, Redflex sends a letter to the citizen acknowledging the partial payment and requesting payment of the outstanding balance.

To determine how much money has been collected and how it is being spent, OIAI reviewed the City's general ledger and interviewed the following:

- APD, who reviews the violations data;
- Legal, who conducts STOP administrative hearings;
- DMD, who installed certain cameras; and
- OMB, who conducted a prior analysis of STOP revenues/expenditures.

OIAI identified the following Net Revenues from FY05 through FY07, the majority of which is general fund activity:

Citation Revenue	\$10,611,397	
Expenditures paid to Redflex	(\$2,844,920)	
APD Personnel Expenditures	(\$465,888)	
APD Direct Expenditures,		
excluding Personnel & Redflex	(\$761,350)	1
Subtotal APD:	\$6,539,239	
OAH Expenditures	(\$731,958)	0
Net (Revenues - Expenditures):	\$5,807,281	

① - Includes Payment in Process of \$307,963.

**2** - OAH conducts various administrative hearings, including red light/speeding citation appeals, wastewater appeals, and animal control appeals. The operating expenditures reported here include all of OAH, not just expenditures for red light/speeding citation appeals.

DMD's STOP expenditures are not listed separately in the table above because they charged their STOP expenditures, excluding personnel costs, to an activity number provided by APD.

Both APD and Legal have established separate activity numbers for FY08 to track revenues and expenditures.

### **FINDINGS**

The following findings concern areas that we believe could be improved by the implementation of the related recommendations.

# 1. <u>APD SHOULD REGULARLY COMPARE ALL TRANSACTIONS POSTED TO THE</u> <u>GENERAL LEDGER AGAINST THE LOCKBOX WEBSITE</u>.

STOP payments can be made online or mailed to a lockbox. APD's Fiscal Manager has readonly access to the lockbox website and can view account activity, including STOP receipts and transfers to the City. Since this information is only available online for approximately 30 days, APD's Fiscal Manager also maintains a spreadsheet that mirrors the lockbox website. During our comparison, we noticed three transactions that posted to the general ledger but were not included on the spreadsheet.

APD's Fiscal Manager stated that these transactions (all debit entries), totaling \$31,922, are posting errors. APD's Fiscal Manger periodically reconciles the credit entries (STOP revenues) in the general ledger to the lockbox spreadsheet, but does not reconcile the debit entries. As a result, total revenues generated by STOP are incorrectly reported in the general ledger.

The Government Finance Officers Association (GFOA) recommends that organizations implement adequate internal control procedures to protect public funds and perform reconciliations to the general ledger and other supporting accounting ledgers in a timely manner.

### **RECOMMENDATION**

APD should regularly compare all transactions posted to the City's general ledger against revenues posted to the lockbox website. APD should promptly investigate and resolve any discrepancies. APD should document these reviews.

#### **RESPONSE FROM APD**

"APD agrees with this recommendation and will implement the necessary procedures to ensure that all transactions posted to the City's general ledger are compared to the STOP revenues posted to the lockbox website, and that discrepancies are promptly investigated and resolved."

### **CONCLUSION**

As most of the objectives were informational in nature, many of these questions were addressed in the introduction section of the report. However, during our review of Redflex revenues, we noted three transactions that posted to the general ledger, but were not included on the lockbox spreadsheet prepared by APD.

We appreciate the assistance and cooperation of APD, Legal, and DMD personnel during the audit.

Principal Auditor

**REVIEWED**:

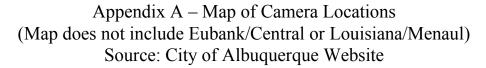
Audit Manager

Internal Auditor

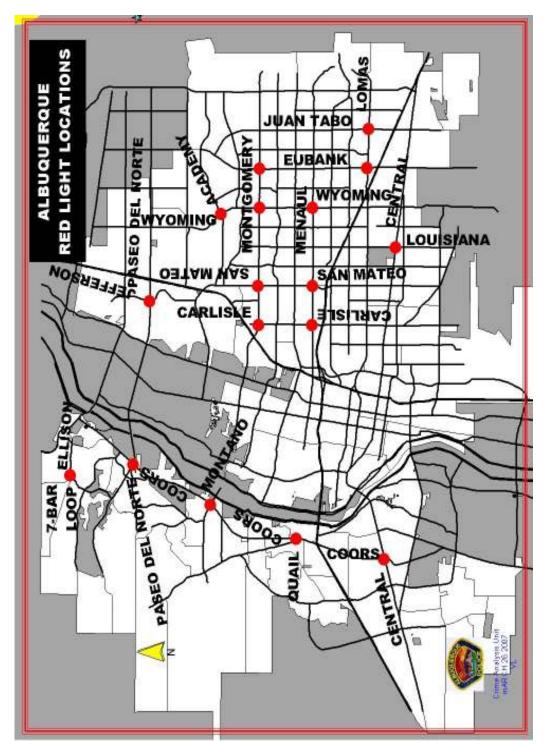
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APPROVED FOR PUBLICATION:

Carmen Kavelman, CPA, CISA, CGAP Director Office of Internal Audit & Investigations Chairperson, Accountability in Government Oversight Committee



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Appendix B – Sample Notice of STOP Violation

# Appendix B – Sample Notice of STOP Violation

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# Appendix B - Sample Notice of STOP Violation

from the date of this STOP Fine will lead to increasing fines and penalties including loss of the subject volicie. After you have received this STOP Fine, it is a criminal violation to sell, transfer or otherwise convey bits to the subject motor vehicle to another person unless all applicable STOP Fines are paid

As the registered owner(s) of the volucio described in this Notice, the City holds you resubnishe for paying this Fine.

No points will be assessed to your driving record and no record of this violation will be sont to your insurance collepany or the Drymon of Motor Vehicles.

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Camera Information

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2. You may new the video of the vie at on all www.photonolice.com. Frier City Code: ABC Computers are available for new longer operative at A buquerque public tibraries.

PAYMENT INSTRUCTIONS: No Contest Payment of STOP Find (To be completed by line person to whom this Notice was issued). Please styll and cate before. By signing below you acknowledge that you are enviring your right to a hearing.

You may pay by cashie/e check or money order payable to "Photo STOP", malled with the payment coupon to Photo STOP P.O. Box 76842 Cleveland, OH 44101-6500 Do not mail cash. To avoid Datauli, please write the Notice number and vehicle license plate number on your clines, or money order.

· You may usy by credit card over the internal at www.photenetics.com, Enter City Code: ABQ

# Appendix B – Sample Notice of STOP Violation

CITY OF ALBUQUERQUE	INSTRUCTIONS PAGE	Photo STOP

#### 1. RIGHT TO TALK TO THE ISSUING OFFICER.

If you have questions concerning this wollaken, please contact the Alboquarque Perice Department. Advised at 5608 and Street N.W. Alboquarque, NM 9/107, Phone, 505-761-5552, and schedule a time to discuss the matter wentile issuing officer. Wolk inside not semifilize

#### 6. VIEW VIOLATION ON THE INTERNET

The violation has been captured on whet and is available for 60 days from the date of violation. The whee can be viewed on the internet of www.photonobice.com.Enter City Code: ABO

If you to not have access to computer, computers are available to the public for use for encominal feeled Aryuguerque Public Libraries. Please refer to your phone book for the library most concernent to you.

#### 3. YOU MUST SELECT ONE OF THE FOLLOWING OPTIONS

Complete the coupon on the Options Page for the potion you select and return the coupon in the anciased envelope. Make sure the maring address on the reverse side of the coupon appears in the window of the end case envelope.

#### A klendify Analber Driver

λ is sufficient evidence of a violation of Alburyerove Oily Orginance Section 7.11.1 et. seq. P. O.A. 1954 as amondod, that the paraget registered as the owner of the vehicle was operating at the time of violation. However, tability of the ewiner may be removed in the Africa vit of New Responsibility (Option A of the mail in coupon on page 21 is completed and returned in the and based envelope by - 4M X2007.

#### B Contest the STOP Fine & Request a Hearing

 To nontreal the STOP Fire, you have, within 120 days of the cate of this STOP Fire, appear at The Office of Alan methodow bearings 200 3rd St. NW (at Types), Downlow: #01 inst Plaza rabove Gallena shapping mally, North Towar, 7th Boor, Sure 735, A bug, ender NM 8/102 and request a hearing.

- v for information call 585 791 (0002).
- The Hearing will be considered within 90 days of the case of this STOP Fine.
- The Hearing Officer can exclude any person from the Hearing in the event of mappropriete behavior.

#### It is your burden to prove any of the following available duforeers:

- The vehicle was stolen or otherwise being driven without your knowledge or permission at the time of the vipisition. You must have all police report or other reliable ordenice to avail yourset of the defense.
- 7 The ownership of the vehicle like lawlinky been transferred and conveyed from you to another cerson solers the line of the victorian. The assert this defense, you must identify the transferred and provide proof of conveyence.
- 2. The evidence does not show that a unlation was committed invirong the subject vehicle

The Learning Officer will report his or her ruking on the Hearing to more than 10 days following the Fearing if you det not prevail at the Hearing, you must pay the STOP Find and any agendiant floss or panalities Honey with r = 20 lideys. That payment hust be made in the isame fashion outlined in Fayment Interactions to the effective sole of this Notice.

#### C Pay the STOP Fina by Mail

As the registered owner of the vehicle described in this Nobes, we have no shore but to hop you responsible for paying the STO-inne by 4/13/2007. No points will be assessed to your driving record and to record of the Valation will be serving your insurance company or the Division of Mater Valaties. Of course if you were had the driver at the time of the attense, you may choose to complete the atflavit on Cotion A of the mail in decision age 2 of this Nobes and indicate whe was critical get.

- Please de not sond cash
- Make Check or Money order payable to "Photo STOP"
- Payments by Parsonal Chark of Money Order are accepted. Please mail in the enclosed envelope along wonline payment coupling or with Option Clot bage 2
- A \$ 100 39 acministrative fee will be assessed for rejected or declined payments.
- Uredil caro payments can also be made online al <u>www.photonolice.com. Emer Gity Crate\_ABQ</u>
- 4. DEFAULT
- You MUST respond to this STOP Fine of Violation within 20 days of its issuance. You may pay the STOP Fine or Request a Hearing within these 20 days. If you coincil respond within 20 days, you will befault. After Default, in accident to the STOP Fine, you will even the City of Alouquerque a Default fine equal to two (2) times the amount of the STOP Fine. See the Fine Schedule on the other side of the Notice.
- If you feel that you have been hold in Default error, you will have the opportunity to recreate a Hearing on the Default determination. You will NOT have the opportunity to contrast the Violation at the Default Hearing. "You are successful at the Default determination Hearing the Hearing Offices may determine that you will not have to day the Default fine, but you Will, have to pay the STOP Fine.
- For questions regarding this Notice, contact the "STOP" Customer Service Call Center toll from at 1-877-847-2338, between 9-00am and 4:00pm (MST).