



VICTORIA POLICE

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Road Policing Strategy Towards Zero 2019-2020



Foreword from the Chief Commissioner

I am very pleased to present the *Victoria Police Road Policing Strategy Towards Zero 2019-2020*.

This strategy aligns our work with the Victorian Government's *Towards Zero 2016-2020 Victoria's Road Safety Strategy & Action Plan*, which aims to reduce serious injuries by 15 per cent and lives lost to fewer than 200 by the end of 2020. It outlines our commitment to the *Towards Zero 2016-2020 Victoria's Road Safety Strategy & Action Plan* road safety goals and what we need to do to work towards them. It also provides the organisation and our frontline police with direction, priorities and focus into the future.

Victoria is now over halfway through the implementation of the *Towards Zero 2016-2020 Victoria's Road Safety Strategy & Action Plan* and this strategy has been developed to refocus our efforts and set new priorities to ensure we continue to meet our road safety commitments. It also addresses the lessons learned from the findings of *Taskforce Deliver 2018: Investigation into the Falsification of Preliminary Breath Tests within Victoria Police* and the *External Review of Road Policing in Victoria – Towards Zero*.

Over the past 30 years, we have seen a steady reduction in the number of lives lost and serious injuries on our roads. In 2018, a record low number of 213 people lost their lives on Victorian roads. However, the concerning rise in the number of lives lost during the start of 2019 prompts us to renew our focus on road safety and work towards trying to improve it.

This strategy is based on the modelling undertaken by the Monash University Accident Research Centre (MUARC) that helped us to better understand how we and our road safety partners can have an even greater impact on road trauma. For Victoria Police, it means thinking about how our enforcement efforts can be enhanced. It also means building upon existing relationships with our key stakeholders to collaboratively improve the safety of the Victorian road network more broadly. I am fully committed to working with government and our road safety partners to achieve the *Towards Zero 2016-2020 Victoria's Road Safety Strategy & Action Plan* goals according to the MUARC recommendations.

I am very proud of what our police have achieved to date in enhancing road safety. The need to respond to road trauma places our officers in complex and distressing situations. We know that the constantly evolving criminal and road safety environments continue to increase demands on our frontline police. This strategy sets out how we can continue to help keep our roads and the community safe in the face of difficult and emerging challenges. It commits us to building further individual and organisational capability over the next two years, including the pursuit of longer-term bodies of work, if we are to further reduce deaths and serious injuries on our roads.

The *Victoria Police Road Policing Strategy Towards Zero 2019-2020* forms part of our broader modernisation program. It establishes a roadmap for our organisation to become more evidence-based, agile, and collaborative in our road policing duties as we work towards making Victorian roads the safest in the world.

I urge all police officers to strive towards zero deaths and serious injuries on our roads as one life lost or one serious injury is still one too many.

Graham Ashton AM
Chief Commissioner



A message from the Assistant Commissioner, Road Policing Command

My vision is for Victoria Police to become the world leader in road safety. This will require us to work together in new ways, while building on our past achievements and maintaining the high regard the Victorian community has in our road policing activities. Our frontline police are critical to achieving this vision. They all have a contribution to make and we value their efforts.

The current road safety environment presents a unique set of challenges now and into the future. Too many people are still being killed or injured on Victorian roads, especially on rural roads. Speed, drug and drink driving, distraction, and not wearing restraints remain the leading causes of death and serious injury on our roads. These fatalities and serious injuries have devastating effects, not just for those who sustain them, but also for their families, friends and communities. Serious road collisions also have a major impact on our frontline police who respond to them. Sometimes the effects are long-lasting. The health and wellbeing of our employees is paramount.

Death and serious injury on our roads is unacceptable for the community and for Victoria Police. As a step towards a vision of zero deaths or serious injuries on Victorian roads, the *Towards Zero 2016-2020 Victoria's Road Safety Strategy & Action Plan* (Towards Zero) aims to reduce serious injuries by 15 per cent and lives lost to fewer than 200 by the end of 2020. For this to become a reality, the Towards Zero strategy and action plan articulates how everyone needs to work together to make the roads a safer place. This includes the Victorian Government agencies and partners, vehicle manufacturers, transport companies, and the community.

It is against this backdrop that this strategy strengthens our collaborative approach to road safety. It asks all police to continue to focus on road safety as a priority, working together to make our roads safer. All Victoria Police officers are responsible for preventing and reducing road trauma. It is also important that our road policing responsibilities continue to be delivered in an ethical manner and we each accept personal responsibility for professionalism and leadership.

This strategy seeks to prioritise our road safety efforts in areas that are aligned to Towards Zero. It directs our enforcement efforts in 2019 and 2020 on recidivist offenders, rural areas, and the offences that are the largest contributors to road trauma: speed, impaired driving, driver distraction, not using seatbelts or other restraints, and unauthorised driving. We have retained enforcement numbers for the next 18 months for random breath testing and roadside drug testing as they are performance measures for the Victorian Government. Victoria Police has agreed to those measures as the scientific research tells us that at those levels, we will successfully deliver our contribution to the Towards Zero goals. However, we have listened to our police, and these commitments will be achieved and measured by the time allocated to these tasks rather than through the setting of numerically-based targets.

In meeting the deliverables under this strategy, it is important that we remain focused on what we are trying to achieve. It is easy to get caught up in the numbers and forget why police are out there providing a visible presence on our roads and educating motorists. The scientific research is clear that police enforcement of drink and drug driving, speed, distracted and unauthorised driving, and seatbelts and other restraint use has the potential to reduce road trauma substantially. This means that every time we are visible on the roads and have interactions with road users, the safer our roads will be.

In addition to enforcement, this strategy also focuses on improving the safety of Victorian roads, especially rural roads. This can be achieved through effective engagement with our local, state and national road safety partners, leveraging their skills, knowledge and resources to assist Victoria Police to achieve our vision. Local Area Commanders will continue to build on existing local safety committees to identify roads in need of safety infrastructure upgrades and drive the implementation of safety improvements. Coupled with this is the need for active engagement with local communities and other stakeholders to build understanding and acceptance of safer speeds on different types of roads.



A message from the Assistant Commissioner, Road Policing Command (continued)

This strategy also looks beyond 2020. The internal and external environments have changed significantly and the demands on our police have increased substantially over time. In light of these changes, we need to review the road policing activities we currently undertake and the resources we allocate to them. This strategy commits us to working with our stakeholders to build a more contemporary road policing strategy, which we intend to begin rolling out in 2021. The outcomes of this work will identify the types and levels of policing services we will need to deliver to the community to improve road safety, which will then inform our Staff Allocation Model. Through this process, we will also assess our approach to the setting of enforcement targets.

This strategy also reflects our commitment to embrace technology solutions for reducing road trauma and our ongoing search for game changers. I am determined over the next two years to explore new technologies to assist in the deterrence and detection of driver fatigue, distraction and impairment.

In the meantime, we must maintain a highly-visible police presence on our roads, targeting the main risks of drink and drug driving, speed, unauthorised driving, not using seatbelts and other restraints and driver distraction. These actions form a critical part of achieving the Towards Zero goals. Our enforcement activities enable us to detect both unlawful road behaviour and criminals using the road network. They also provide an important deterrence message to both the individual and broader community. For example, every random breath test has the potential to save lives, either by deterring a person from driving after drinking in the future, influencing family members and friends they tell about their experience, or taking an impaired motorist off the road.

It is both an exciting and ambitious strategy, but it is not without its challenges. It sets the scene for road policing in Victoria Police to be even more effective, operating in a more modern, evidence-based and responsive way so that every road user in Victoria arrives at their destination safely, every time.

I am confident that we can achieve the demands of this strategy through effective partnerships, and the commitment and dedication of all Victoria Police employees.

Stephen Leane
Assistant Commissioner

Introduction

The annual number of lives lost on Victorian roads is a third of what it was 30 years ago. Despite this, trauma associated with the use of Victorian roads remains significant. In 2018, 213 people died and over 6,500 people were hospitalised from injuries sustained on Victorian roads.

In 2016, the Victorian Government released its *Towards Zero 2016-2020 Victoria's Road Safety Strategy & Action Plan* (Towards Zero) with ambitious, but achievable, road safety targets. The goal is reduce serious injuries by 15 per cent and lives lost to fewer than 200 by the end of 2020.

Towards Zero has a long-term vision of zero serious injuries and lives lost on Victorian roads, and is something all Victorian road safety partners continue working towards. The Victorian road safety partners include the Department of Justice and Community Safety, Department of Transport, Department of Health and Human Services, Transport Accident Commission (TAC), Victoria Police and VicRoads. New road safety goals are set every five years to make sure we continue to move toward this long term vision.

Towards Zero is based on the best-practice Safe System approach to road safety. This is a holistic method that aims to minimise the risk of death or serious injury on the roads by taking into account the interaction between roads, vehicles, speeds and road users.

Towards Zero has a strong focus on achieving safer roads through infrastructure investment on high speed, rural and regional roads. Initiatives include the installation of flexible safety barriers on country roads, and audio-tactile centre and edge lines along high-speed roads. Traffic calming and speed limit reductions in residential streets are also key focus areas.

Victoria Police continues to play a critical role in reducing road trauma in Victoria through highly visible and sustained enforcement. However, there is much more we can do to achieve the Towards Zero road safety goals.

Achieving safer roads through more effective road safety cameras is also a priority under Towards Zero and the Victorian Government is committed to investigating new, more effective safety camera technologies. Victoria Police has a key role to play in negotiating with road safety partners for changes to infrastructure and speed limits, and in influencing road safety camera locations in areas where those initiatives will have a positive impact on road trauma.

Victoria Police's enforcement component of Towards Zero has been informed by modelling undertaken by the Monash University Accident Research Centre (MUARC), which has been grounded in scientific research. The MUARC modelling shows that our road policing efforts have, and will continue to prevent significant road trauma. However, it also tells us that given increases in population, motor vehicle travel and economic growth, if we continue to maintain our current levels of enforcement, the number of lives lost will remain stable, or increase.

Under the Safe System approach to road safety, Victoria Police's main role is to encourage safer road use through highly visible enforcement, deterrence and community engagement activities.

Victoria Police also has a key role in developing partnerships with stakeholders to influence road infrastructure investment, appropriate speed limits and road safety camera installations on high speed roads, and to help build community understanding and support for safer speeds and speed limits.

Safe System

The 'Safe System' approach accepts that the human body is vulnerable and although people will inevitably make mistakes, no one should die because of those human frailties. The model is based on the premise that road safety is a shared responsibility. It focuses on improving safety across the whole system: road user behaviour, travel speeds, vehicles and the roads and roadside environments. Effective partnerships and community engagement are critical elements of the Safe System approach.

Victoria Police is an integral partner in the Safe System approach. Our role is to undertake highly visible and sustained prevention, enforcement and community engagement operations to ensure safe speeds and safe road user behaviour.

A broader role for Victoria Police in a Safe System model is to ensure that Victoria has safer roads and safer speeds. This is achieved through partnerships with stakeholders to drive road infrastructure treatments and appropriate speed limits on high speed and high-risk roads, and to help build greater community understanding and acceptance of safer speeds.

Introduction (continued)

The MUARC research suggests that increased enforcement will further reduce road trauma, especially for random breath testing, roadside drug testing, and mobile, fixed and point to point safety cameras.

In some areas, it will be possible to achieve the necessary increases in enforcement in the short term, and even exceed them. For example, recent Victorian Government funding for an expansion of our roadside drug testing program and for the roll-out of mobile Automatic Number Plate Recognition (ANPR) to our Highway Patrol fleet will enable us to enhance our enforcement efforts in the areas of drug driving and unauthorised driving. In other areas, we, through reviewing our operating model and developing a time-on-task approach, will work towards achieving the necessary levels of enforcement activity.

In 2017, Victoria Police commissioned the *External Review of Road Policing in Victoria – Towards Zero* (the External Review), which was conducted by Mr Ken Lay AO APM and Dr Bruce Corben. The External Review reinforced the requirement for us to refocus our road policing activities in accordance with the Towards Zero deliverables. It also identified opportunities to enhance our systems and processes to improve organisational performance, particularly in the areas of leadership, accountability, and intelligence-led tasking and coordination.

In 2018, Mr Neil Comrie presented the findings of *Taskforce Deliver 2018 – Investigation into the falsification of Preliminary Breath Tests within Victoria Police* (Taskforce Deliver). The Taskforce Deliver report highlighted some important issues for us to consider as we move towards increasing our road policing enforcement efforts. It also identified opportunities to improve application of intelligence and scientific research to inform decision making, to improve accountability and governance processes, ethics and culture, and road safety partnerships.

We have heard what the road policing concerns and issues are for our police, which have been gathered through both engagement and interviews for the Taskforce Deliver and External Review reports. Our people have told us of the limited opportunities to target high-risk drivers and repeat offenders when there is a focus on general deterrence strategies such as random breath testing. Removing these high-risk and recidivist offenders from the roads is a priority for Victoria Police, so we need to achieve an effective balance between general and specific deterrence strategies. Our frontline police have also told us that requests to do more need to be supported by credible scientific research, and that we need to engage with them much more to explain the rationale behind the tasking and to better assess capacity to undertake the work.



This strategy focuses our enforcement efforts in 2019 and 2020 in areas that align with the Towards Zero goals to reduce serious injuries by 15 per cent and lives lost to fewer than 200 by the end of 2020.

We are committed over the next two years to assess and review our enforcement levels, and to identify the appropriate mix of measures and resources required to meet future Victorian road safety goals.

Over the next 18 months, we will also work with our frontline police and road safety partners to identify the types and levels of enforcement we need to aspire to if we are to continue to have an impact on reducing road trauma from 2021 and beyond.

Both the Towards Zero goals and our future enforcement levels are ambitious, but they are deliberately so. Setting goals helps us all to recognise that road deaths and serious injuries are preventable, and to focus resources in areas where we will have the greatest impact on road safety. But like all agencies responsible for the implementation of Towards Zero, we will have to balance those goals in the context of current and emerging challenges, budget and demographic pressures, current resources, and other community safety priorities.

WHEN IT COMES TO ROAD SAFETY, ENFORCEMENT IS IMPORTANT

Every year on Victorian roads, **drink driving enforcement prevents an estimated:**

23 lives lost & **420** serious injuries

Our vision, strategic directions and capability focus

Our vision

To work together with our road safety partners, stakeholders, community and government to make Victorian roads the safest in the world.

Our strategic directions

1. Deliver Victoria Police's contribution to *Towards Zero 2016-2020* road safety goals.
2. Continue to build capability and readiness to increase enforcement levels in 2021-2025.
3. Influence safer roads and safer speeds through effective partnerships and community engagement.
4. Look beyond 2025.



Blue Paper Transformation Pathways

- Leadership
- Agility
- Evidence-based
- Technology reform
- Partnership
- Safety

Core capabilities

- Police presence and visibility
- Offence detection
- Harm minimisation
- Offender management
- Offence pattern response

Enabling capabilities

- Stakeholder engagement
- Inter-agency collaboration
- Intelligence analysis and forecasting
- Research and development
- Leadership development
- People performance management
- Training and professional development
- Strategic planning
- Workforce planning
- ICT systems

What we have achieved so far

Victoria has a proud history of leading the world in road safety. Safety cameras, random breath testing, roadside drug testing, compulsory wearing of seatbelts and bike helmets all started in Victoria. These initiatives were followed by a complete overhaul of the state's trauma system, which saw the risk of dying from a collision halved in just 10 years. As a result of our pioneering approach, the number of lives lost annually on Victorian roads dropped considerably from 1061 deaths in 1970 to a record low of 213 deaths in 2018.

Major contributions to this dramatic decline in lives lost have come from improvements to the safety of vehicles and roads infrastructure, new road safety legislation, intensive public education, medical advances, and effective police enforcement.

Victoria Police enforcement of unlawful road user behaviour has been critical to the reduction of road trauma over the last 50 years. Operations targeting driver impairment (alcohol, drugs, distraction and fatigue), use of seatbelts and other restraints, speed, and unauthorised driving have prevented a significant number of deaths and serious injuries on Victorian roads.

In 2017-18, just over 4.4 million Victorian drivers were tested for illegal blood alcohol levels, with the majority of those tests administered by our general duties police. This demonstrates that each and every member of Victoria Police has been integral in saving lives and reducing harm on our roads and confirms our commitment to a whole-of-organisation responsibility for road safety. Over the last five financial years, on average, Victoria Police administered over 3.4 million random breath tests annually.

In 2016, we created the Heavy Vehicle Crime Investigation Unit to build on the road enforcement expertise and to investigate suspected breaches of the National Heavy Vehicle Law's *chain of responsibility* and criminal offending in the heavy vehicle industry.

In 2018, we began the rollout of 10 new state-of-the-art alcohol and drug testing vehicles. We have increased the number of roadside drug screening tests from 40,000 tests in 2014 to 100,000 tests in 2017. Since 1 July 2018, an additional 50,000 tests are being performed each year for two financial years.

We have also commenced the deployment of mobile ANPR and in-car video technology in the fleet of 221 Highway Patrol vehicles. Fifty five units have already been deployed. Once fully rolled out in 2021, we will have the potential to do 45 million number plate scans per year. Mobile ANPR is enabling police to remove more unauthorised drivers from the road, reducing the risk of fatalities and serious injuries related to these drivers' behaviour.

Since May 2018, our regions have been allocated 53 additional divisional Highway Patrol officers, who will be deployed by April 2020. This allocation reflects the recognition of the significant contribution that the Highway Patrol makes to road and community safety.

Our enforcement strategies still have a crucial role to play in Victorian road safety – but they must be reassessed and refreshed to ensure they continue to be effective.

We have achieved success in embedding the Safe System approach into road policing in Victoria Police. There are numerous examples of effective partnerships at all levels where road safety outcomes are being achieved through collaboration. However, there are opportunities for us to review these partnerships to ensure they are focused on road safety priority areas.

CHILD RESTRAINTS

In the event of a collision, **the use of child restraints can reduce deaths of:**

infants by **70%**

&

small children by **54% to 80%**

Strategic direction 1:

Deliver Victoria Police's contribution to Towards Zero 2016-2020 road safety goals

What we are currently doing

Becoming more evidence-based by enhancing our use of intelligence and research to optimise resource deployment and tasking.

- We are strengthening our tasking and coordination to ensure road policing resources are deployed for maximum impact.
- We are utilising an intelligence-based deployment model to ensure the additional roadside drug tests are allocated to areas of high road trauma, including rural locations.
- We are enhancing our impaired driver intelligence collection, dissemination and data sharing with road safety partners through replacement of the Alcohol and Drug Impaired Driver Information System.

Reforming technology to strengthen our visibility and responsiveness.

- We are rolling out mobile ANPR and in-car video to our Highway Patrol fleet.
- We are distributing and equipping frontline operational vehicles with standard and high-speed vehicle immobilising devices.



Strategic direction 1 (continued)

What we will do

Strengthen our co-production with stakeholders and focus our enforcement effort to support the *Towards Zero 2016-2020: Victoria's Road Safety Strategy & Action Plan*.

Our commitment is to:

- Conduct three million random breath tests annually, which includes:
 - 1.3 million Alcohol and Drug Testing Vehicle-based random breath tests annually by the Road Policing Drug and Alcohol Section.
 - 1.7 million random breath tests annually by regions and commands.
 - » All motor vehicle drivers intercepted will be requested to undertake a random breath test.
- Conduct 150,000 roadside drug tests annually.

These commitments will be achieved and measured by the time allocated to these tasks by our workforce.

We will also continue to:

- Target recidivist road offenders and criminals who use the road network.
- Enhance our enforcement focus in rural areas.
- Undertake enforcement activities targeting offences which are the largest contributors to road trauma:
 - drink and drug driving
 - speeding
 - driver distraction
 - not using seatbelts and other restraints
 - unauthorised driving.

Enhance our leadership by engaging in ethical behaviour and be accountable for our actions, our operational and strategic deliverables, and our areas of responsibility all of the time.

- Each police officer undertaking road policing duties will adhere to Victoria Police Road Policing Responsibilities and Accountabilities Model (see pages 19-21).
- We will explore options for a more effective supervisory regime for the oversight of random breath testing (especially at the Road Policing Drug and Alcohol Section).

Become more evidence-based by strengthening our use of intelligence and research to inform tasking and coordination.

- We will produce fit-for-purpose intelligence products that inform decision-making.
- We will randomly deploy our alcohol and drug testing vehicles in areas of high road trauma and during high-risk hours during the evening and night.
- We will work with our road safety partners to develop a contemporary Traffic Enforcement Guide that is more readily accessible and used by police.

Strengthen our relationships with our road safety partners and undertake collaborative projects that are aligned to Towards Zero and Safe Systems principles.

- We will develop a schedule of joint operations to ensure TAC and Victorian Government road user education campaigns complement our enforcement operations.
- We will ensure all divisional road safety priorities are addressed according to the prevention-intelligence-enforcement-response (PIERS) planning framework within the Safe System approach.

MOBILE PHONES

Drivers using a mobile phone are:

4x more likely to be involved in a collision than drivers not using a mobile phone

Strategic direction 2:

Continue to build capability and readiness to increase our road policing enforcement levels in 2021-2025

What we are currently doing

Becoming more evidence-based by understanding and adopting the most effective enforcement practices

- Investment in research and process design means we are designing a sustainable, effective and efficient approach to the deterrence of drug-impaired driving.
- We are conducting a trial of roadside drug testing at some one-person stations.
- In collaboration with MUARC, we are undertaking:
 - An evaluation of the 2015 expansion of roadside drug testing to 100,000.
 - An updated assessment of the impact of random breath testing on road trauma outcomes, by levels of testing, area, and time of enforcement.

Reforming our technology to assist in the deterrence, detection and prosecution of high-risk driver behaviour

- We are pursuing funding options to introduce the automated issue of penalty infringement notices through our mobile handheld devices.
- As part of the Roadside Drug Testing (RDT) Expansion project, we are investigating the automation of the roadside administrative processes associated with roadside drug testing.
- We are working with VicRoads and the Department of Justice and Community Safety to enhance vehicle identification using new technologies and existing data.



Strategic direction 2 (continued)

What we will do

Become more evidence-based through enhancing our use of intelligence and research to inform our service delivery.

- In collaboration with MUARC and our other road safety partners, we will develop:
 - The next evidence-based Victoria Police road policing strategy to identify the types and levels of services we need to deliver to support the Victorian Government's road safety goals for 2021 and beyond.
 - A strategic research agenda to identify and address our knowledge gaps.
 - An interim data strategy to improve the accessibility and use of existing data that meets our immediate research needs.
 - A data reform strategy that build the data future for road policing policy and service delivery design, intelligence, research and performance monitoring.
- We will identify opportunities to maximise our police presence and technical enforcement in rural areas.
- We will review and refocus our state-wide road policing operations to align them more closely to our road safety goals and priorities.
- We will continue to build the internal capability of our intelligence practitioners.
- We will engage with our road safety partners to explore options for joint data and intelligence sharing to enhance our knowledge and understanding of road trauma, its risk factors, and effective interventions.
- We will enhance our capability and capacity to target recidivists and high-risk road users.
- We will conduct ongoing analysis of Australian and international research into best practice in road policing enforcement.
- We will evaluate the one-member station roadside drug testing trial and explore options for expansion of the program.

Enhance our leadership through aligning culture with our strategy.

- We will develop and implement a Workplace Culture Framework, which sets out our values, behaviours, and standards to assist all employees to contribute positively to the road policing profession.
- We will build a more diverse and inclusive workforce in road policing.
- We will develop a more integrated and strategic approach to internal communications and consultation with frontline police.
- We will uplift leadership capability across all levels, with a focus on sergeants and senior sergeants.
- We will develop and deliver a Road Policing Executive Leadership course to all senior managers with road policing responsibilities.

Strengthen our relationships with road safety partners and collaborate more closely in the development and delivery of future Victorian road safety goals.

- We will align our enforcement to contribute to the Victorian Government's road safety goals for 2021 and beyond.
- We will develop a stakeholder engagement strategy to promote more effective and collaborative partnerships with our internal and external stakeholders.
- We will work collaboratively with our national road safety partners to influence the national road safety agenda.

Become more agile through enhanced integration and interoperability.

- Road Policing Command will conduct joint operations with the regions to proactively target and apprehend recidivist offenders and high-risk road users.
- We will review and improve the tasking, coordination and operational effectiveness of our Highway Patrol resources.
- Road Policing Command will work with the regions to integrate road policing technology into local operations and events.
- We will explore the expansion of ANPR technology for broader law enforcement and intelligence purposes, with a view to initiating a pilot and proof-of-concept program.

SEATBELTS

Enforcing the use of restraints is critical to road safety.
Wearing a seatbelt reduces the risk of death among:

drivers and front seat passengers by

40% to 65%

&

rear seat passengers by

25% to 75%

Strategic direction 3:

Influence safer roads and safer speeds through effective partnerships and community engagement

What we are currently doing

Strengthening engagement with our road safety partners to influence safer speeds.

- We are working with our road safety partners to support the roll-out of the mobile safety camera replacement program.
- We are engaging with our road safety partners to introduce mobile point-to-point safety cameras across high-risk locations in rural and metropolitan areas.

What we will do

Build effective partnerships to improve road infrastructure and influence safer speed limits.

- We will maintain effective local safety committees in each police service areas to collaboratively implement road infrastructure upgrades and safer speed initiatives on local high speed and high-risk roads.
- We will work with our road safety partners to support an expansion of the road safety camera network by identifying new technologies, exploring options, identifying locations, and undertaking scheduling of camera hours.
- We will explore options with our road safety partners to further support community engagement and address community concerns about road safety and enforcement responses.
- We will undertake a safer roads and safer speeds gap analysis, highlighting roads for infrastructure upgrades and safer speed settings for consideration by the Victorian Government.



Strategic direction 4: Look beyond 2025

What we are currently doing

Becoming more evidence-based through harnessing road safety innovation.

- We are working with VicRoads, MUARC, and our other road safety partners to trial new technology to detect fatigued drivers.
- We are partnering with the MUARC in the Enhanced Crash Investigation Study to identify new and innovative programs to prevent road trauma.

What we will do

Focus on reforming our technology by exploring new and emerging technologies to improve safety and produce efficiencies at the frontline.

- We will work with autonomous vehicle manufacturers and our road safety partners to fully understand the benefits and risks of this technology and how it impacts our road policing service delivery to the community.
- We will explore the replacement of current speed measurement devices and associated investment in a contemporary technology replacement solution.
- We will explore technology options for expanding the general deterrence effect of random breath and roadside drug testing.
- We will submit an application to the Victorian Government to replace our preliminary breath test and evidentiary breath test devices, which includes technological advancements and data recording capabilities.



General and specific deterrence strategies

Road policing is different from non-road crime policing. In broad terms, road policing seeks to prevent high-risk road behaviour through the application of deterrence strategies, rather than through active enforcement.

There are two types of deterrence strategies:

General deterrence: is the extent to which people are deterred from doing a certain action, not because they have been caught, but because they believe they may be caught, and the consequences of being caught are undesirable.

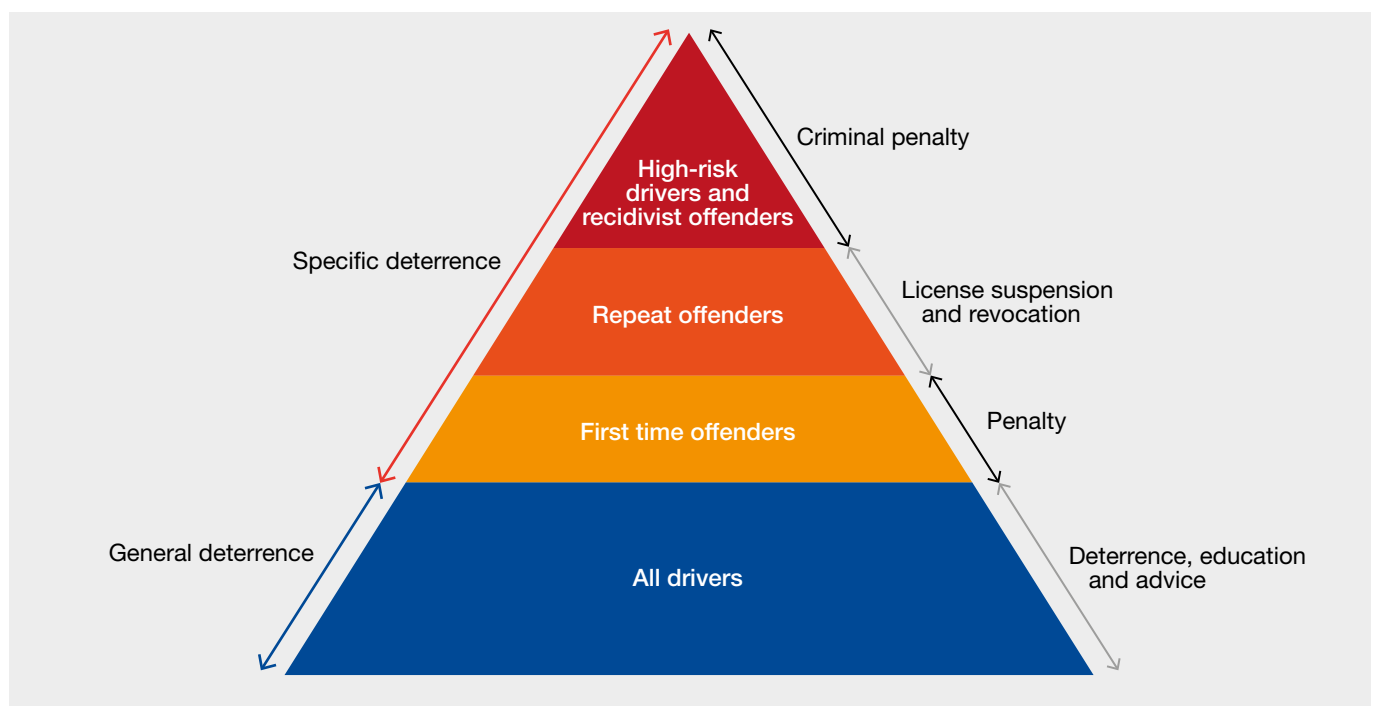
Specific deterrence: is the extent to which a person is deterred from doing a certain action again because they have been previously caught and penalised for that behaviour.

The Road Policing enforcement pyramid shows that police and other road safety partners employ general deterrence and education measures at the bottom encouraging all drivers to voluntarily comply with the law. Specific deterrence strategies are escalated up the pyramid to prevent second and subsequent offences for those who choose not to voluntarily comply. The most severe and less frequently used penalties are served on serious high-risk and recidivist offenders.

Random breath testing is an example of the application of deterrence theory. The main purpose of random breath testing is to deter the general population from drink driving. General deterrence is a central aim of other road safety initiatives, such as roadside drug testing and visible cameras on the side of the road to deter motorists from breaking the speed limit.

There is extensive research from Australia and overseas that shows RBT is extremely effective in reducing drink driving and in preventing alcohol-related road collisions. However, to be effective, random breath test operations need to be highly visible, sustained and widespread, with high levels of testing. The commitment to high testing levels requires extensive resources, including police, member hours and equipment to maintain. It also detracts from the ability of police to focus on high-risk and recidivist offenders, and other community safety and crime priorities.

Effective policing requires innovation in practice. We are committed over the next two years to explore more effective and efficient ways to undertake general deterrence operations to free up our police to focus more on recidivist and high-risk drivers.



Our operational priorities

Drink and drug driving

While road deaths among drink drivers are declining, the presence of illicit drugs found in drivers killed on Victorian roads is increasing.

The enforcement of drink and drug driving has contributed to large reductions in road trauma. Research has consistently demonstrated the link between these two enforcement activities and reductions in road trauma.

Drink and drug driving are priority areas in Towards Zero.

Driver distraction

The use of handheld devices (e.g. mobile phones or iPads) is the main driver distraction that can be policed and is a priority area of Towards Zero. Talking or messaging on a hand-held device seriously affects a driver's concentration, behaviour and ability to control their vehicle.

Handheld device use has been linked to five per cent of deaths and three per cent of serious injuries on Victorian roads. Survey research has indicated that 56 per cent of drivers use a handheld mobile phone while driving.

Unauthorised drivers

Unlicensed and other unauthorised drivers pose a significant risk to road and community safety.

Unauthorised driving contributes to road trauma. In 2017-18, eight per cent of fatal collisions involved unauthorised driving.

Unauthorised driving is also a strong indicator of criminality, especially recidivist offending and property crime.

Speed

Speed enforcement is a key element of Towards Zero.

Speed is acknowledged as a key contributor to the risk of collisions and their severity.

Safety cameras save lives. Mobile and fixed safety cameras, hand-held laser/radar devices, speed/red-light intersection cameras, and point-to-point speed cameras all contribute to reductions in road trauma.

Seatbelts and other restraints

Use of seatbelts and other restraints by passengers and drivers saves lives and prevents serious injury, and is a key focus of Towards Zero.

Victoria was the first in the world to introduce compulsory seatbelt use. In 2018, 18 per cent of all passengers and drivers who lost their lives were unrestrained. The majority of non-seatbelt wearing fatalities were single vehicle collisions, on rural roads, and during high alcohol times.

Rural roads

Making rural roads safer is a priority area of Towards Zero.

Over half of all road fatalities in Victoria occur on 100 and 110km/hr rural roads. A large proportion of lives lost on rural roads in Victoria are caused by a combination of speed, alcohol, and not wearing a seatbelt.



Internal and external drivers

This strategy is based on an assessment of the internal and external challenges and opportunities in our operating environment during 2019-2020 and beyond.

National Office of Road Safety

On 1 July 2019, the Australian Government's Office of Road Safety was established. It is one of the recommendations of the Inquiry into the *National Road Safety Strategy 2011-2020*. The body will provide a national point for leadership and collaboration on road safety priorities, working with the states, territories, local governments, and road safety stakeholders. With the Office now operating, we will begin to see increasing momentum in the national oversight, governance and accountability of state and territory road safety performance.

Impacts of population and travel growth on road safety

Melbourne has had the largest growth of all Australian greater capital cities in the 10 years to 2016. Between 2008 and 2018, Melbourne ranked fifth in the world for growth in motor vehicles, with 1.2 million cars added to our roads during that period. Nine out of 10 Melbourne trips occur in private vehicles, equalling 11.3 million person trips per day.

A population increase of 1.5 million residents is projected for Melbourne between 2015 and 2031. In turn, this will increase the number of daily trips in private motor vehicles in Melbourne to 14 million and the demand for freight by 51 per cent. This population growth is not expected to be evenly distributed across Melbourne, but concentrated in the Melbourne CBD and other inner metropolitan areas. An additional 400,000 workers are also expected by 2031, increasing the number of daily trips to work within Greater Melbourne to over 2 million. Public transport usage is forecast to increase, but only marginally, with the majority of those trips to work continuing to be made in private motor vehicles. Higher traffic volume, and greater concentrations of pedestrians and other vulnerable road users, particularly at conflict points such as intersections, will contribute to an increase in serious injury collisions in and around Melbourne.

Modelling by MUARC shows that our business-as-usual road policing initiatives will continue to prevent significant numbers of road deaths to 2020, but given increases in population, motor vehicle travel and economic activity, road trauma trends are not improving, but instead are remaining stable.

Our enforcement levels have not increased commensurate with increases in the numbers of vehicles or population growth. The MUARC modelling shows that increased police enforcement will have a further impact on the number of lives lost and serious injuries. Both population and road vehicle travel forecasts will continue to place additional demands on our road policing service delivery into the future.

Governance and accountability

Road policing in Victoria has a proud history and tradition. Victoria Police officers are committed to road safety, are passionate about their work, and share the vision of a future where there are zero deaths and serious injuries on our roads. Alongside Victoria Police's proud history and commitment to road policing, incidents recently identified in the Taskforce Deliver report have challenged the integrity of our random breath testing regime and the reputation of Victoria Police more broadly. The report includes recommendations for Victoria Police regarding the importance of ethical behaviour, accountability and governance within the road policing domain.

Culture and leadership

To fully integrate performance targets into our day-to-day policing operations, and to increase our enforcement levels over time, we will need to address our culture and leadership. The Taskforce Deliver report does reveal worrying beliefs, attitudes and behaviours that we must reshape, as they affect how some of our police regard and undertake their road policing duties. More worryingly, our culture makes it difficult to raise concerns over operational practices that may impact on integrity.

Our police do not accept road trauma and support the organisation's approach to road safety. To enhance our road safety outcomes, everyone needs to be a road safety leader. We must strive to create an environment where our professional and ethical standards are at front of mind during decision making so police are guided to make the right choices all of the time.

Internal and external drivers (continued)

Evidence-based and intelligence-led decision making

The need to become more evidence-based and intelligence-led is a strategic priority for the organisation as outlined in the *Victoria Police Capability Plan: Capability Framework*. Intelligence-led policing has been integrated into Victoria Police since the development of the Victoria Police Intelligence Doctrine (VPID) in 2012. The application of intelligence to inform decision making and tasking and coordination in Victoria Police continues to evolve and strengthen. However, we do not always apply these standards uniformly to the tasking and coordination of road policing operations.

There are also opportunities for us to explore the possibility of greater joint intelligence and data sharing with our road safety partners. Limitations in our access to other data holdings mean that our road safety analyses are often dependent solely on police data, which can be problematic. Police data records the time and location of the collision, but it does not always help us understand road user behaviour and movement patterns that are known to increase the risk of serious injury or death. This knowledge will enable us to deploy our resources more effectively to prevent more collisions before they occur. We also know from our own experiences and feedback from our road safety partners that our serious injury data holdings require improvements. Our research partners have identified other areas where we can enhance the accessibility and quality of our enforcement data to inform more contemporary and reliable scientific research.

Consultation and communication

Possibilities exist for our operational strategies to be better informed by consultation with all employees, and the rationale for them communicated clearly to those tasked with their implementation. There are opportunities for us to develop a more integrated and strategic approach to our internal communication, including enabling frontline police to contribute to the development and implementation of new systems and processes.

Resource allocation

We recognise the need for this strategy to fully consider the impact of our enforcement goals on our capacity to deliver them. Victoria Police operates in a constantly changing and complex environment. In recent years, Victoria Police has allocated limited resources toward the increases in terrorism-related threats, gang-related activity, aggravated burglary, carjacking, public order and major events. Road policing has also become more complex, with legislative changes increasing opportunities for police to impound vehicles and put high-risk drivers before the courts. The rise in the national terrorism threat level to high for all police in January 2015 saw Victoria Police implement additional operational safety measures. After the introduction of these safety measures, we saw a reduction in road policing enforcement efforts as our police adjusted to the new working arrangements. The impact of the changing nature of crime is significant and it sometimes challenges our ability to sustain a focus on all priorities all of the time.

We know that conducting large scale operations such as random breath testing can inhibit our frontline police's capacity to undertake other road policing and community safety duties. Conversely, consultation has revealed that Highway Patrol, whose primary function is road policing activities, are frequently tasked to non-road policing duties as new and emerging issues arise. While this demonstrates the agility and flexibility of our frontline police, which is the style of policing that Victoria Police wants to promote, achieving the optimal use and application of our resources is a challenge.

Evidence-based approaches to road policing, especially random breath and roadside drug testing operations are resource intensive. The scientific research tells us that random breath testing is remarkably effective in providing general deterrence of drink driving in urban areas and should be preferred over operations aimed principally at apprehending drink drivers. Optimising the effectiveness of these operations requires large numbers of police to be deployed frequently and for long periods of time. Other deterrence strategies, such as enforcing speed limits, prohibited use of mobile phones or non-use of seatbelts and other restraints, all similarly require highly visible and sustained operations. We need to ensure that the importance and value of these preventative operations relative to specific deterrence strategies that target high risk drivers or criminal offenders is understood by our workforce. There are also opportunities for us to review the allocation of resources to general deterrence relative to specific deterrence.

Rural roads

With two in three deaths and serious injuries on Victorian roads occurring in rural areas, enhancing road safety in country Victoria remains a challenge. The MUARC modelling identified opportunities to broaden the deterrence and reach of random breath and roadside drug testing in rural areas. We are aware of some deficiencies in the roadside drug testing program that limits police at rural stations, particularly one-member stations, doing these tests. We acknowledge the frustration of those police who are committed to preventing drug-related road trauma in rural locations. There is an urgent need to build a more agile and efficient roadside drug testing program that is fit-for-purpose for both metro and rural areas.

While population forecasts predict much of the future growth in Victoria's population will occur in the Greater Melbourne area, employment and travel growth is also projected to increase within the existing growth corridors in Melbourne's outer south-east, north and west. The population in regional Victoria is also forecast to grow by nearly 20 per cent from 1.4 million to approximately 1.7 million by 2031. Greater Geelong, Greater Bendigo and Ballarat are projected to account for half of the growth in Victoria's regions. With the majority of lives lost occurring in rural and regional Victoria, increases in private vehicle use in line with future population growth place upward pressures on road trauma in these areas.

SEATBELT ENFORCEMENT

Police enforcement of the use of seatbelts and other restraints has significant benefits in both the short and long term behaviour of motorists. **Seatbelt enforcement by police leads to an increase of:**

21% in seatbelt use during an operation
&
15% after the enforcement finishes



Our values, roles and accountability

Organisational values

The organisational values support and guide our road policing duties and underpin our policies, procedures and practices, and how we interact with the community and each other.

Our values are:

Safety – Our commitment to the health, safety, and wellbeing of ourselves, our fellow employees and the community in which we serve is integral to our success in achieving the vision of making Victorian roads the safest in the world.

Leadership – Guiding, trusting, developing and empowering each other, and inspiring participation and commitment of our colleagues and the community to work collaboratively will help us to achieve our vision of making Victorian roads the safest in the world.

Integrity – Undertaking road policing duties with honesty, honour and impartiality, respecting the right of fair process for all, and maintaining confidentiality and respect for those we deal with will enhance trust and confidence in the community we serve.

Flexibility – By remaining open-minded at all times, adaptive to change, while welcoming difference and practicing tolerance, we will continue to deliver effective and ethical road policing services to meet the changing needs and expectations of the community we serve.

Support – By recognising and rewarding the service of our colleagues, promoting professional and career development, and caring for the wellbeing of our colleagues, we will promote a collaborative and whole-of-organisation approach to achieving the vision of making Victorian roads the safest in the world.

Respect – By embracing the diversity that exists within our community, listening to others with patience, valuing opinions while appreciating and acknowledging the efforts of others, and treating others with dignity and respect builds stronger relationships with each other and the community, and enables us to deliver road policing services more effectively and collaboratively.

Professionalism – By accepting responsibility for our actions, being accountable to our customers and ourselves, leading by example, communicating honestly, openly and consistently, and continually striving for excellence, we will continue to professionalise road policing to achieve optimal road safety outcomes.



Victoria Police Road Policing Responsibilities and Accountabilities Model

Accountability has always been embedded in the structure of Victoria Police and its policies and procedures. However, in response to the evolving environment and to further strengthen accountability within road policing, the Victoria Police Road Policing Responsibilities and Accountabilities Model has been developed. It supports a results-driven approach to road safety where responsibility and accountability for achieving those results exist in a decentralised environment across all levels of the organisation.

The primary objective of the model is to create a formal system of accountability for Victoria Police in undertaking its road policing roles and responsibilities at all levels to achieve road safety outcomes in accordance with the Victoria Police Road Policing Strategy. Various ranks and roles within Victoria Police are responsible and held accountable for implementing appropriate strategies for addressing different levels of road safety issues. The road policing responsibilities and accountabilities for various roles and ranks are diagrammatically represented overleaf.

All frontline police have responsibility for road safety as part of their day-to-day tasks. They are responsible for road safety at a level appropriate to their rank and responsibilities, and all but constables and senior constables are responsible for holding those at a lower rank accountable for their efforts. Higher ranks that have more authority and experience are responsible for all issues within a geographic area (e.g. police service area or division).

Region, command and department leaders are accountable for achieving their deliverables under this strategy, including leadership in cross-command/region collaboration.

The State Tasking and Coordination Committee (T&C) monitors the road policing performance and resource deployments of regions and commands, monitors and reviews road policing priorities, and prioritises the deployment of state-level resources.

The Victoria Police Operations Committee oversees the organisational approach to road safety and its alignment to Victorian Government policy objectives.

Ultimately, Victoria Police Executive Command holds all employees and forums accountable for achieving the overall outcomes of the Road Policing Strategy and the Victorian Government's Budget Paper 3 performance measures.

Accountability at all levels of the organisation is facilitated through the existing T&C structure and processes. Accountability is driven by regular T&C meetings that provide a forum for prioritising road policing issues, planning responses, allocating tasks, coordinating resources, and documenting the work being done. T&C meetings also allow for the systematic review of priorities and responses, and for the assessment of progress in addressing priorities. Annual divisional and command or theme based CompStats, and the regional and state Road Policing forums also form part of the accountability process.

The Victoria Police organisational values and Code of Conduct – Professional and Ethical Standards underpin a culture of responsibility and accountability, and guide all police undertaking road policing duties to hold themselves to account for their actions all of the time. This model also instructs all leaders, managers and supervisors responsible for deliverables under the Road Policing Strategy to accept responsibility to model the organisational values, code of conduct and minimum standards.

Victoria Police Road Policing Responsibilities and

INTERNAL OVERSIGHT	Executive Command
	Operations Committee
STRATEGY	Victoria Police Road Policing Strategy
RESPONSIBILITIES AND ACCOUNTABILITIES	STATE TASKING AND COORDINATION <ul style="list-style-type: none"> Priority state-wide road policing events and operations
	<div> OPERATIONS SUPPORT SUPERINTENDENT <ul style="list-style-type: none"> Regional Action Plans aligned to the Road Policing Strategy State Road Policing Forum Regional T&C Regional Road Policing Forum </div> <div> REGION COMMANDER <ul style="list-style-type: none"> Regional deliverables aligned to the Road Policing Strategy Chair Regional T&C Chair Regional Road Policing Forum Regional Road Policing Leadership </div>
	<div> ROAD POLICING INSPECTOR <ul style="list-style-type: none"> Coordination of RPC resources deployment across the region Regional coordination of resource deployment to state-wide road policing operations Regional coordination of TAC funding bids Regional road policing and Local Safety Committee support and advice Regional road policing capability </div> <div> LOCAL AREA COMMANDER <ul style="list-style-type: none"> Police service area tasking and coordination Road safety leadership capability of Work Unit Managers Monitoring and driving compliance re: <ul style="list-style-type: none"> Road policing learning activities Vehicle Impoundment Program Divisional T&C <ul style="list-style-type: none"> Deployment of general duties police to priority road policing issues, state-wide road policing operations and to support RPC operations Deployment of general duties police to target recidivist and high-risk road offenders Rostering general duties police to road policing demand Local Safety Committee TAC funding bids Local road safety partnerships </div>
	ALL POLICE <ul style="list-style-type: none"> Actively conduct random and targeted checks on drivers and vehicles to deter and detect all types of road policing offences Conduct a preliminary breath test on all drivers intercepted Contribute to an enhanced community perception of a visible police presence on the roads
ETHICS AND PROFESSIONAL STANDARDS	All employees are required to behave in a professional manner that exhibits the organisational values, <i>Code of Conduct – Professional and Ethical Standards</i> and to treat each other with dignity and respect, regardless of rank or classification.

Accountabilities Model

- Monitor state-wide road policing priority issues

DIVISION COMMANDER

- State Road Policing Forum
- Divisional CompStat
- Divisional Action Plans aligned to the Road Policing Strategy
- Divisional Driving Review Panel
- Divisional T&C
 - Safe System PIERS Plans
 - TAC funding bids
 - Support to RPC operations
 - State-wide road policing operations
 - High-risk and recidivist road offenders

TASKING AND COORDINATION INSPECTOR

- Division tasking and coordination
- Proactive scanning of emerging local road policing issues
- Fit-for-purpose road policing intel products
- Deployment of Highway Patrol resources to priority divisional road policing issues, state-wide road policing operations and support to RPC operations
- Rostering Highway Patrol officers to demand

INVESTIGATION AND RESPONSE INSPECTOR

- ARM Category 2 and 3 injury collisions
- Recidivist criminal offenders

ROAD POLICING COMMAND

- Head of Road Policing Practice
- Road Policing Strategy
- Road Safety Senior Executive Group
- State-based road safety partnerships
- National road safety partnerships
- Road Fatality Review Panel
- TAC schedule of joint operations
- Command tasking and coordination
- Command CompStat
- Regional Road Policing Forum
- State Road Policing Forum
- Deployment of drug and alcohol testing vehicles to priority locations
- Deployment of State Highway Patrol resources to priority issues.
- Support to Regional operations and events
- Support to regions in the targeting of recidivist and high-risk road offenders
- Proactive scanning of new and emerging strategic/state-wide road policing issues
- ARM Category 1 injury collisions
- Chain of responsibility Heavy Vehicle investigations

- Utilise specialised equipment to detect criminal offenders and unlawful road user behaviour (ANPR, PBT, RDT, and speed detection devices)
- Ensure alcohol and blood tests are conducted for all drivers involved in fatal and serious crashes

Acknowledgement of traditional owners

Victoria Police pay our respect to the traditional owners of lands on which we live and work.

We pay our respects to Elders and all Aboriginal and Torres Strait Islander peoples who continue to care for their country, culture and people.

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VICTORIA POLICE