The Development and Implementation of a Quality Traffic Service Program

TP 14278 E

Prepared by:

Royal Canadian Mounted Police, Traffic Committee
Canadian Association of Chiefs of Police, and
Transport Canada, Road Safety and Motor Vehicle Regulation Directorate

2003

Dedication

This manual is dedicated to the front-line traffic and general duty police men and women who daily face the daunting task of saving lives on our roadways. Without their dedication, commitment and belief in a "better way," the development of a quality traffic service program would never have been possible.

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17. Abstract

In 1998 the members of the CACP Traffic Committee accepted responsibility to undertake an indepth study of the state of traffic services in Canada. This was achieved through the development and implementation of a Traffic Service Pilot Project in the RCMP jurisdiction in Southern Alberta. The purpose of the project was to identify the major issues and problems relating to traffic law enforcement and to develop and implement a more effective traffic services program designed to reduce death and serious injuries on the Nation's highways.

This manual outlines the basic steps to follow in reviewing a traffic service program. It is based from beginning to end on sound problem solving and community based policing principles. Built on sound visions and mission statements and the experience gained in the training of over 500 front-line traffic members and their civilian partners, the manual guides the reader through the tasks of determining the reliability and validity of data systems; reviewing existing enforcement practices and accountability systems; undertaking focus group sessions with traffic managers and front-line members; developing and implementing traffic enforcement strategies aimed at reducing death and serious injuries; review of the functional job descriptions for traffic managers and front-line members; and, finally, provides a description of the course material used to train traffic members in the delivery of a quality traffic service program.

The conclusions drawn from the Project is that after five years of research activity and program development, traffic law enforcement's fixation on speeding related offences on our major four-lane highways and the continued lack of quality data were and are severely hampering efforts to address the key issues that are resulting in death and injuries on our roadways. It is a fixation that modern police service – and their communities – who consider themselves to be forward thinking and supporters of public safety oriented problem solving, can ill afford if the Nation hopes to reduce death and serious injuries on our roadways.

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17. Résumé

En 1998, les membres du comité de la circulation de l'ACCP (Association canadienne des chefs de police) ont accepté d'effectuer une étude approfondie de la situation de la police de la circulation au Canada. Cela a été fait en élaborant et en mettant en œuvre un projet pilote de la police de la circulation dans le secteur relevant de la GRC au sud de l'Alberta. Le projet avait pour but de cerner les questions et problèmes majeurs ayant trait à l'application du code de la route ainsi que d'élaborer et mettre en œuvre un programme plus efficace de police de la circulation conçu pour réduire la mortalité et les blessures graves sur les routes du pays.

Ce manuel décrit les étapes fondamentales à suivre pour examiner un programme de police de la circulation. Il se base du début à la fin sur de solides principes de résolution de problèmes et de maintien de l'ordre dans la communauté. S'appuyant sur des visions et énoncés de mission éclairés et sur l'expérience acquise lors de la formation de plus de 500 membres de la police de la circulation travaillant en première ligne et de leurs collègues civils, le manuel guide le lecteur dans les tâches consistant à déterminer la fiabilité et la validité des systèmes de données; à examiner les pratiques de mise en application et les systèmes de responsabilisation existants; à entreprendre des séances de discussion avec des gestionnaires de la circulation et des policiers de la circulation travaillant en première ligne; à élaborer et à mettre en œuvre des stratégies d'application du code de la route visant à réduire la mortalité et les blessures graves. Le manuel se penche ensuite sur les descriptions des tâches fonctionnelles des gestionnaires de la circulation et des policiers de la circulation travaillant en première ligne et enfin il fournit une description du matériel de cours servant à former les membres de la police de la circulation dans l'application d'un programme de police de la circulation qui est de qualité.

Les conclusions que l'on tire du projet sont qu'après cinq ans de travail de recherche et d'élaboration de programmes, cette obsession dans l'application du code de la route de s'en tenir essentiellement aux infractions reliées à la vitesse sur nos principales routes à quatre voies et le manque prolongé de données de qualité ont entravé et entravent encore sérieusement les efforts visant à s'attaquer aux principaux problèmes qui entraînent des morts et des blessés sur nos routes. C'est une obsession que les services de police modernes – et leurs communautés – qui se considèrent avant-gardistes et appuient une résolution de problèmes centrée sur la sécurité publique, ne peuvent guère se permettre si le Canada espère réduire la mortalité et les blessures graves sur nos routes.

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In addition, recognition must go to the following organizations for their invaluable support and contribution of resources:

- Road Safety Directorate, Transport Canada
- Traffic Committee, Canadian Association of Chiefs of Police
- Royal Canadian Mounted Police, Headquarters, Ottawa
- Royal Canadian Mounted Police, K Division (Alberta)
- Royal Canadian Mounted Police, E Division (British Columbia)
- Ontario Provincial Police
- Sûreté du Québec
- Alberta Centre for Injury Control and Research
- Alberta Transportation
- Regional health authorities, Alberta Health
- Alberta Motor Association

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Foreword by the Chairman of the CACP Traffic Committee

When I was asked to provide a foreword to this manual, I had to visualize who might assume responsibility within the policing hierarchy to review its contents. The subject matter, after all, was traffic safety, and not many policing services in Canada had given much thought to it over the last 10 years. We had lost sight of the fact that 3,000 Canadians were dying on our roads each year. And we had lost sight of the fact that we had a major leadership role to play in making the roads safer for our communities.

In the end, the answer was simple. This manual is – if nothing else – a call to action for senior police managers to take ownership for the safety of our travelling public. Over the years, shifting police priorities, greater demands on resources and contracting agreements have eroded our traffic service functions. In addition, traffic units that survived were not being led by public safety centred problem solving to identify how, when and where people were dying. Instead, they were allowed to react to the next emergency or public complaint that came along. There was and is no accountability for traffic safety. While we publicly support efforts to reduce impaired driving, increase seat belt wearing rates and address the problem of the high-risk driver, the performance of our front-line members is being measured largely by the number of speeding tickets they issue. It is a system that we simply cannot afford to support.

In 1998 the members of the CACP Traffic Committee accepted responsibility to undertake an in-depth study of the state of traffic services in Canada. After five years of research activity, the committee concluded that traffic law enforcement was suffering from underfunding and redirected resourcing. If we as a policing community truly embrace the principle of community-based problem solving, then the deaths and serious injuries that are occurring on our roadways demand our immediate and dedicated attention.

This manual provides the policing community with an opportunity to collaborate on one of the most important priorities we face, namely the safety of our motoring public. As police managers we cannot find fault with the principles and processes outlined in this manual. It is based from beginning to end on sound problem solving and community-based policing principles.

The development of a quality traffic service delivery system dedicated to improving public safety on our roadways is also having an impact on our ability to respond to the high-risk driver and the criminal elements within our communities. To this end, this manual provides the blueprint for achieving quality policing in our respective services.

Deputy Commissioner Maurice Pilon
Chairman, Canadian Association of Chiefs of Police Traffic Committee

Overview of the Manual

This manual provides a step-by-step description of the activities to direct a Police Project Team in studying the efficiencies and deficiencies of their traffic service delivery program. It is designed to allow you access to greater degrees of information, either through links to papers, research methodologies and data collection forms, or through direct contact with a subject expert in the police community or a government agency. Not all the lessons and methodologies developed over the course of the Southern Alberta Pilot Project could be included in this manual. Instead, its purpose is to serve as a road map for all those who wish to undertake the journey. In reality, in-class training is essential to fully understand the intricacy of the tasks outlined in each part of the manual.

Part 1 – Mobilization

Part 1 examines how to create the environment for change and how to build the foundation for your undertaking through a comprehensive review and understanding of the "community policing" philosophy and the principles of "public safety centred problem solving." It then examines the process for undertaking an examination of your organizational strategies and policies, and how to develop your knowledge and understanding of the national and provincial road safety organizational infrastructure. It then discusses the criteria for selecting your project team and partners and, finally, how to select a project area or district for your traffic service project.

Part 2 – Collecting and Analyzing the Baseline Data

The first section of Part 2 outlines the steps necessary to assess the extent and nature of your motor vehicle fatalities and serious injuries. This leads into a discussion of the validity and reliability of the motor vehicle collision data collected by your members, and then the processes for compiling data on existing enforcement practices, and the environmental scan that will provide an overview of population distributions, the work and the road system in your jurisdiction.

The second section of Part 2 examines the research projects critical to the problem-solving process and establishment of the baseline behavioural data against which you will be measuring change. These include developing and implementing focus group sessions with the front-line members and non-commissioned officers (NCOs); member and public opinion surveys; and road user behaviour surveys on seat belt wearing, drinking driving habits, and speeding and intersection violations. The section also demonstrates how to create the risk management statements for your major causes of death and serious injury.

Lastly, a discussion of the methodology for examining your collision investigation/analyst program is provided.

Part 3 – Team Accountability, Targets and Goals

Part 3 examines the targets and issues that relate to Project Team accountability, and the need to establish priorities on intervening variables such as seat belt wearing rates and level of impaired driving; and organizational objectives such as changes in morale, problem-solving initiatives and greater enforcement efficiencies. Part 3 also examines National Road Safety Vision 2010 and presents the individual targets that must be achieved in order to meet the 2010 goal.

Part 4 – Human Resources

HR issues relating to traffic service functions have long been ignored. In response, functional job analyses of front-line traffic personnel, NCOs and traffic coordinators were undertaken. Part 4 also examines the job descriptions developed and the issues relating to team and individual accountability and performance measures.

Part 5 – Organizational Structure

Part 5 asks the basic question, "Who is accountable in your police service for public safety on your roadways?" Often neglected, the organizational structure needed to support traffic service is examined for the purpose of developing line authority and accountability within the organization for traffic service functions. To this end, a model organizational structure is examined for police organizations having dedicated traffic service resources.

Part 6 –   Communications

The greatest challenge a Project Team has is keeping everyone – from the front-line workers to NCOs, officers and the Senior Executive Council – informed and apprised of what is happening from the moment the Project Team is formed. This part examines the communications initiatives that can be undertaken to minimize the rumour mill. In addition, it examines the major shortcoming of most road safety public education campaigns, which target large urban populations, and outlines the need to involve rural residents in the design and implementation of rural road safety programs.

Part 7 – Three-Day Training Workshops

To date, two training courses have been developed for traffic service functions. The first is a three-day training program for members who will be providing the traffic service training for their organization, and the second is a three-day course for members providing font-line traffic service functions. The material provided is taken from the RCMP "E" Division training program, which can be readily amended to accommodate the training program in any Canadian police community.

Part 8 – Accountability and Evaluation

Part 8 examines the program auditing process developed and implemented in the RCMP Southern Alberta Project. In addition, it examines the processes of identifying the various benchmarks used to establish the accountability framework. Benchmarks are not restricted to fatalities and serious injuries. They include all of the baseline information you will have collected throughout your problem-solving process. This includes enforcement profiles, driver behaviour studies, traffic resource profiles, educational and awareness programs, partnerships and team service delivery.

Part 9 – Traffic Enforcement and Education Strategies

Part 9 is intended as a best practice warehouse for research projects and enforcement and education strategies that have been developed by or with major input from police services. It currently contains the research and strategies developed during the RCMP Pilot Project and subsequent rollout across the country. The intention is to update this section of the manual on a regular basis to incorporate new initiatives developed by police services across the country.

Introduction and Overview
of the RCMP Traffic Service Pilot Project

Each year 2,800 Canadians die in motor vehicle related collisions and 17,000 more are seriously injured on our roadways. The question police services and the Canadian public face is whether these collisions can be prevented and, if so, what initiatives need to be implemented. Because Canadian police services are responsible for public safety on our roads, it was deemed appropriate to conduct an in-depth review of traffic law enforcement with emphasis on the current state of traffic services. The Traffic Committee of the Canadian Association of Chiefs of Police undertook a three-year innovative study into policing practices with the understanding that traffic law enforcement was undoubtedly suffering on a national level and needed to be addressed. It became quite evident from the outset that a lack of funding, redirected priorities and disproportionate knowledge and training were the key components that required examination and effective change.

In response to this issue, the Royal Canadian Mounted Police accepted the role as lead agency in 1998 and stipulated that the Southern Alberta District would be the area of study for this ground-breaking pilot project. This was a progressive move by the RCMP, since their operations, policies and methods would be the subject of microscopic examination throughout the process. Their willingness to participate for the long-term benefit of quality traffic service delivery has been appreciated.

It is important to recognize that this project was the first initiative in Canada to undertake an in-depth examination of the unique problems associated with road safety in rural areas. Prior to this undertaking, most road safety programs had been developed and delivered to predominately urban areas of the country. As a consequence, variables such as research designs, communications activities and enforcement and education strategies had to be reinvented to accommodate the realities of smaller populations spread over vast rural areas. (The methodology, however, does not exclude the undertaking of an in-depth analysis of urban-based traffic service issues.)

To commence the review process, a core working group was created. Interagency partnerships were established with the Ontario Provincial Police, Sûreté du Québec, federal and provincial transportation departments and research agencies, as well as the Alberta Centre for Injury Control and Research (ACICR). In return, ACICR was granted the right to publish all research findings relating to the project. In addition, a secondment was arranged for an education and program development specialist from the Alberta Motor Association.

During the three years that followed, the pilot Project Team would successfully bring about a well-accepted and effective traffic delivery service that would be much better prepared to have a systematic impact on public safety and ultimately

the reduction of death and serious injuries on our roadways. This was achieved through the efforts of partners and community volunteers at the national, provincial and local levels to assess the state of driver behaviours relating to the use of seat belts, speeding, stop sign violations, and issues surrounding impaired drivers in rural areas throughout the province. Through the use of opinion and knowledge surveys, baseline data were collected regarding attitudes and misconceptions among police service members. Initial findings justified a complete review of organizational structures with a view to providing a supportive network for a restructured and innovative rural enforcement program.

This manual represents the cumulative knowledge and experiences gained by the Canadian Association of Chiefs of Police Traffic Committee and the RCMP, who served as the lead agency in the development and implementation of the Southern Alberta Pilot Project and the subsequent rollout of the program in eight provinces policed by the RCMP.

While the project was based on dedicated traffic units working in rural areas, the adherence to the principles of community policing and public safety centred problem solving ensures that it is a study on how to assess and develop a quality traffic service program for dedicated traffic and general duty units in both rural and municipal police services.

RCMP Traffic Service Pilot Project.doc

Guiding Principles

- Assume nothing and begin the project with an open mind and a commitment to public safety. It would not be normal for a police service to undertake this task without preconceived ideas of where their traffic program or organization as a whole ranks relative to other police services. Regardless of the uniform colour or shoulder patch, every police member is dedicated to serve and protect. There is no cause nobler than saving a life. Learn from the errors of others and strive to be the best.

- There must be full support from all levels of the organization to create the appropriate environment for change. The attitudes of employees at all levels are critical to the success of the change process that you seek. Effective service delivery requires initiative, leadership, empowerment, devolution of authority, accountability and flexibility. The quality of the people chosen to lead the project is crucial to change. Ensure that the right people are selected.

- The key client in this process is the front-line uniformed member who has responsibility for public safety on your roadway. Developing, empowering and supporting the front-line should be the primary driving force for change. Recruit the best young minds and train them in the ways of public safety oriented problem solving.

- Intensive managerial effort and significant resourcing are required to complete the process of developing a quality traffic service program. This effort must be consistent and sustained and it must reflect service support to the front-line. The success or failure in moving from the conceptual to the practical will rest squarely on the managers' shoulders.

- In undertaking this project, senior managers should be providing clear instructions as to their expectations of the project team. Clear and concise statements must be developed that direct activities to review the efficiencies and deficiencies of the traffic service function within the organization.

- Do not condemn old practices. Accept the premise that if the knowledge components relating to traffic safety issues were never there in the first place, then the system has failed to assist managers and the front-line in developing a quality service delivery process.

- The project will be developed and guided by evidence-based decision making. All funding and resourcing decisions will be based on a business case approach, and measurable outcomes will be developed for all programs. What gets measured gets done.

- The dynamics of change are not built on opinions or feelings but rather on a foundation of knowledge.

- The involvement of partners and clients is critical to the implementation of a quality traffic service program. This interaction, however, must rest on two basic principles:

  ➢ There must be unanimity in mission, vision and values.

  ➢ Valid problem-solving techniques must be employed to identify priorities and to justify expenditure of enforcement and education resources.

PART 1 – MOBILIZATION

1.1 CREATING THE ENVIRONMENT FOR CHANGE

The starting point for your project is an open mind. It would not be normal for a police service to begin this process without forming preconceived ideas of where their traffic program or organization as a whole ranks relative to other police services.

- This, however, is not a contest. The key issue is whether your organization is doing its best to protect the travelling public from death and serious injuries.

- A process has been developed and described in this manual that endeavours to create a quality traffic service program in your organization that will save lives and reduce serious injuries.

- Your reward in undertaking this process is the knowledge that you will have contributed to achieving the Canadian objective of having the safest roads in the world by 2010.

The findings of the project conclusively demonstrated that the duties performed by traffic members were not aligned with any reasonable definition of quality service delivery. Traffic had in fact suffered from underfunding and redirected priorities. There was no problem solving, misinformation regarding community policing abounded, and little to no accountability existed for how, when and where traffic service performed its duties.

Your police service might be light years ahead in addressing public safety issues. It is possible that every member of your service who performs a traffic function can tell you how many people died in traffic crashes in your jurisdiction last year, how many died at intersection crashes, and how many died as a result of impairment, the non-use of seat belts, or speeding. This knowledge might also be reflected in the number of tickets they issued for each of the high-risk road user behaviours. Or maybe not!

The first step is to fully understand the task that you are about to undertake.

- You are about to enter into a multi-year project. There are no shortcuts to this undertaking.

- Your overall task is to examine, in depth and in an unbiased manner, the efficiencies and deficiencies of your traffic service program.

- Your primary objective is to enhance the quality of your traffic service program in order to maximize your ability to reduce deaths and serious injuries on your roadways.

- You must become an expert on how people are killed and injured in motor vehicle crashes, not only in your jurisdiction but also in your province and in the country.

1.2 COMMUNITY POLICING AND TRAFFIC SERVICE

Leading up to the mobilization of the CACP Traffic Committee in the 1990s, five papers were developed that examined the relationship of traffic issues to community policing. These papers endeavoured to challenge the traditional perceptions of the role of traffic service in community policing. They also challenged the misconceptions surrounding the manner in which police services approach community policing.

1.2a High Risk Driver and Community Policing, CACP 1997.doc
1.2b Community Policing and Public Safety – 1999 and Beyond.doc
1.2c Community Policing and Traffic Law Enforcement – BC 98.DOC
1.2d The Community Approach to Policing and Operation Impact.doc
1.2e National High-Risk Driver Task Force.DOC

How committed is your organization to be led by the principles of community policing and the desire to use sound problem-solving techniques in identifying your most serious problems? Does your organization really know how to operationalize community policing? In developing the philosophy of community policing, many services chose to use traffic service and the indiscriminate issuing of speeding tickets as an example of the worst-case scenario. In fact, traffic service was and is more involved in community policing than any other service delivery system.

This manual will take you through the basic steps relating to public safety problem solving. If your organization supports the philosophy, then you in turn must embrace it wholeheartedly in everything you do. The following section endeavours to demonstrate the importance of the philosophy of community policing and public safety centred problem solving.

1.2.1 Community Policing

Community policing is a philosophy of police service delivery. It does not result from the specific application of programs or tactics such as bicycle patrols, crime prevention, increased visibility or community police offices. Though these are all important, they do not represent a philosophical change in the way we do business. Community policing acknowledges that, in addition to responding to emergency calls and charging offenders, police have always been involved with service calls related to the greatest risks to public safety. Community policing means a philosophical shift toward dealing with these community problems with proactive strategies. It becomes our "lifestyle," the way we do business.

Community policing is a collaborative effort between the police and the community. It identifies the greatest risks to public safety in the community and then searches for solutions to these problems. It is founded on close, mutually beneficial links between police and community members. Community policing seeks the input and talents of all members of the community in the effort to improve public safety on our roadways.

Effective community policing will have a positive impact on harm reduction while enhancing the quality of life in our communities. It accomplishes these things by combining the efforts and resources of the police, local government and community members. At the centre of community policing are three essential and complementary core components: community partnership, problem-solving methodologies and change management.

Community partnership recognizes the value of bringing the people back into the policing process. All elements of society must pull together if we are to deal effectively with the unacceptable level of deaths and injuries on our roadways.

Public safety centred problem solving utilizes the CAPRA model to identify the specific concerns that are most threatening to the safety and well-being of our communities. These concerns then become the priorities for joint police-community intervention strategies.

> *"Change management requires a clear recognition that forging community policing partnerships and implementing problem-solving activities will necessitate changes in the organizational structure of policing. Properly managed change involves a recognition of the need for change, the communication of a clear vision that change is possible, the identification of the concrete steps needed for positive change to occur, the development of an understanding of the benefits of change, as well as the creation of an organization-wide commitment to change."* (Source: Community Policing Consortium)

Community policing does not offer a quick fix. It requires a long-term commitment by police to work with the community to reach mutually agreed upon targets and goals. Forming lasting partnerships to identify and eliminate the underlying causes of fatal and injury collisions will take effort, time and patience on the part of all involved.

There are seven fundamental elements of the service delivery model for traffic services. Referred to as "The Seven Keys to Success," they are:

1. Traffic Services Mission Statement
2. Public Safety Centred Problem Solving
3. Quality Data

4. Priorities
5. Targets and Goals
6. Accountability
7. Knowledge

These seven elements form the basis for all the activity outlined in this manual as well as for the three-day training courses described in Part 7.

1.2.2 Public Safety Centred Problem Solving: How We Operationalize the Community Policing Philosophy

All modern police services have adopted and utilize a problem-solving methodology within their present service delivery models. The RCMP have adopted the CAPRA problem-solving model, while the OPP utilize PARE and the SQ use SMARE. These methodologies share many common components regardless of the organization. Problem-solving methodologies universally identify who is affected, what is the problem, data analysis, partnerships, responses, assessment and evaluation. The use of problem-solving methodologies ensures that police utilize a systematic, consistent approach to their service delivery. This approach is often referred to as "smart policing."

A full account of the RCMP CAPRA problem-solving model can be found in the PowerPoint presentations and speaking notes in the folder "Training the Trainers" and in the following file.

[1.2.2 Components of CAPRA Model.doc](#)

1.3 REVIEWING YOUR ORGANIZATIONAL POLICY AND STRUCTURE

From the beginning, you will want to work with the tools your organization has already developed for guiding public safety problem-solving activities and a quality service delivery system. Understanding your corporate philosophy on these issues will help steer you through many difficulties. It will also be invaluable when you brief senior management because you will always be working within the framework they themselves have endorsed.

1.3.1 Mission Statement

The primary question you are asking in undertaking this task is whether your organization and your contracting partner have a clear and concise vision and mission statement to direct your traffic service program. For example, a police service might have the following statement for its mission:

"Preserve the peace, uphold law and order and provide quality service in partnership with our communities."

Assume for the moment that your traffic service program is in need of a major overhaul. Does this mission statement give you a clear direction on where you are going in your efforts to fix the problems? Now consider the following:

"We are dedicated to improving public safety on our roadways."

This statement leaves no doubt as to where you are going with your traffic service program and what your primary duties and responsibilities are going to be.

1.3.2 Strategic Priorities

Organizations usually develop a list of priorities to direct activities for the coming year. Review current-year priorities to determine if there are any direct or indirect statements that relate to public safety on the roadways. For example:

- Traffic crashes are the leading cause of death and serious injury among Canadian youth. Any directional statement relating to the safety of youth, therefore, is an important component of your business case.

- Criminals and law-abiding citizens have something in common: they share the same roads. "Looking beyond the ticket" for the criminal will become an import component at some point in your project.

In addition, revisit past audits on your organization to determine if there are any outstanding recommendations relating to accountability and responsibility for public safety on your roadways. For example, an audit of one police service recommended that it review – and, if required, revise – the effectiveness measures of its traffic management services. It you are seeking approval from senior management for change, statements such as this give power to your case.

1.3.3 Organizational Structure

Understanding your organizational structure and reporting framework will save a great deal of frustration in the future. While it might be self-evident, understand to whom you report and to whom you are accountable. They are not always the same person or group. As the project expands, it will begin to involve units and entities outside your immediate span of authority. For example, at some point you may wish to undertake a pilot project in one district rather than implementing change throughout the whole province or municipality. Consider developing a Memorandum of Understanding if a number of senior police managers become involved.

1.3.3 Memorandum of Understanding.doc

1.3.4 Traffic Training Programs – Cadet and In-House

Undertake a complete review of your existing training programs relating to the delivery of traffic service functions. Review both your entry-level and in-house training programs. A review of the RCMP training program indicated that traffic was being used as the worst-case scenario of community policing, and instructors were suggesting that new members might wish to avoid traffic duties.

As your program is rolled out, serious consideration should be given to holding a workshop for the people who are providing the training on traffic service issues, community policing and problem solving. "Training the trainers" will provide them with an in-depth understanding of traffic service issues.

1.3.5 Understanding the Change Process

Change of any kind brings resistance. As Machiavelli observed in 1513, "the innovator makes enemies of all those who prospered under the old order, and only lukewarm support is forthcoming from those who would prosper under the new." It is important that you have a basic understanding why this resistance to change takes place.

Among the guiding principles outlined at the beginning of this manual was a recommendation that you should avoid condemning old practices. You should proceed on the premise that if the knowledge components relating to traffic safety issues were never there in the first place, then the system has failed to assist managers and the front-line in developing a quality service delivery process. The key to this statement is the suggestion that knowledge is critical to the change process.

Everyone you encounter in the course of the project will have personal attitudes or opinions on road safety issues. Experience has shown that participants in these groups will come to the table with what they "perceive" or "feel" the road safety problems are. Generally, an opinion or attitude is built on two components: a knowledge component and an emotional component. Your task is to build the knowledge component with compelling evidence and data that will systematically reduce the emotional attachment that police and the public alike have to old myths and opinions regarding traffic safety issues. You will build this knowledge armed with the tools and problem-solving exercises in this manual. Consider the following points:

➢ Consultation between two parties must be based on some predetermined level of knowledge about each other's beliefs, attitudes and cognitive understanding of the issues and problems relating to road safety.

➢ Each side will have a different understanding of how to undertake risk management of the problem, but do not lose sight of the fact that there is a difference between perception and reality.

- The police and the public will not necessarily have an accurate understanding of the risks involved. Attitudes will probably be based on an emotional understanding rather than a cognitive understanding.

- The challenge is to provide the proper knowledge without insulting the public or members. Your information will be viewed as suspect; therefore, there is a need to be credible. People's worries about a given risk are often out of proportion to the actual risk. Their fear is either far greater than warranted by the actual danger or, occasionally, less. One excellent example of this is some parents' perceptions about the risk posed to children travelling on buses. School bus transportation is the safest form of travel in the country. Emotionally, however, parents may perceive busing as being extremely dangerous.

- There are often large discrepancies between the risks experts worry about and those that the general public are most concerned about.

- The risk statements developed in Part 2 will be central to your efforts to manage risk within your consultation group and to direct attention and decisions to issues that pose the greatest threat to public safety.

- Risks that are imposed loom larger than those that are voluntary. People will accept the risk of skiing but not the risk of food additives.

- Similarly, risks that people can take steps to control are more acceptable than those they feel are beyond their control. For example, they have little fear of wearing a seat belt because they are controlling their driving behaviour, but they have a very real fear of the impaired driver, over whom they have no control.

- Risks that seem unfairly shared are seen as more hazardous. If other people are avoiding a risk that I must face, that risk is more objectionable.

Finally, it is important to understand the many conflicts faced by individuals and organizations when confronted with a change. Get a head start on understanding the processes involved by viewing the film *Discovering the Future Beyond Paradigms,* based on the book by Joel A. Barker and produced by Infinity Limited and Chart House Learning Corporation. (The RCMP Training Section number associated with this production is 90481.)

1. 4 ROAD SAFETY PARTNERS

1.4.1 Understanding Partnerships

Knowing your clients and partners is critical to the formation of your project team and the development and implementation of your program. The first tendency will be to contact any association that has "Safety" in its title or any association that you might associate with safety.

Never enter into an agreement or propose a union with a partner until you have done your homework. Begin the process by requesting the following information:

➢ Their vision and mission statements

➢ A copy of their strategic plan

➢ A copy of their priorities

➢ A list of their key clients or membership

➢ Facts about their resource base

Begin the process of partnership formation by understanding that your police service brings more resources to the table than any partner ever will. The mathematics is simple. If it costs roughly $120,000 a year to employ and maintain a police unit (vehicle plus officer) and you have 20 units performing traffic duties, your contribution to public safety is $2,400,000 a year. There is a twofold message here:

➢ First, if your organization is putting that level of resources into public safety on the roadways, you should be leading the parade. Remember, however, that leadership does not mean dictatorship.

➢ Second, in order to lead the parade, you have to have a greater knowledge base and understanding of the road safety issues than any partner, client or stakeholder.

Your mission will indicate that you are dedicated to improving public safety on your roadways. As we work through the manual, you will begin to see that the public safety problem-solving process directs us to concentrate primarily on those crashes that result in death and serious injury.

Potential stakeholders or partners may have different goals and expectations. Insurance associations, for example, may be primarily interested in reducing property damage collisions. But maximizing resources to reduce property damage will take police away from the mission of saving lives and reducing serious injuries. The two types of collision have different characteristics. Property damage crashes tend to occur during high-volume periods on divided highways. Collisions resulting in death and serious injury, however, could occur anytime, including during the night and on weekends.

Another serious concern is that some associations poll their membership annually to determine their opinions and feelings with respect to major driving risks. The bottom line with public safety problem solving is that you are initiating a process to obtain valid and reliable information on what is killing people in your area: how, when, and where. You are moving into a world that demands empirical evidence and no longer operates on opinions and feelings. If you

accept this premise, you are rightfully contemplating the amount of work that will be required to brief and train your partners in the ways of the problem-solving process.

Finally, you bring much more to the table than your resources. You bring your identity and your uniform. Outside agencies increase their visibility and credibility simply by being associated with you.

The time has come for you to lead. Select only those who are prepared to follow from no other motive than saving lives and reducing serious injuries on your roadways. If they are the right agency, they will soon become a full and equal partner in your project.

Selection Criteria for Partners

➢ **They must have a mission statement that closely resembles the spirit of being "dedicated to reducing death and serious injuries on your roadways."**

➢ **They must be prepared to accept the use of public safety centred problem-solving techniques to identify the top road safety priorities that will maximize your resources in reducing death and serious injuries.**

1.4.2 PRIMARY ROAD SAFETY CLIENTS AND PARTNERS

As we work through the process outlined in this manual, the central theme we will continue to return to is the principle of community policing and your police services problem-solving model. One of the primary components is identifying and knowing your clients. This is where your work in collecting vision and mission statements from government and non-government safety associations comes into play.

The first question to ask is, "Who pays your salary?" If it is a provincial or federal government agency, it will probably be the Solicitor General or Attorney General. Having reviewed their mandates on road safety issues, you will find that in most provinces these departments are primarily responsible for the criminal code sections on impaired driving. Which departments and organizations have the mandate for road safety? The following is a brief description of the major police partners in road safety in Canada.

1.4.2.1 Canadian Association of Chiefs of Police, Traffic Committee

Vision statements: To encourage and facilitate the development of an effective and efficient national traffic enforcement system which will make Canadian roads the safest in the world by the year 2001. The direct products of the Committee are:

- To reduce death and serious injuries resulting from the use of motor vehicles.

- To provide leadership in establishing cooperation, coordination and communication of traffic enforcement issues among all members of the Canadian Policing Community.

1.4.2.2   Transport Canada, Road Safety Directorate

Vision statement: Canada will have the safest roads in the world by the year 2010. The end result is to reduce deaths, serious injuries, vehicle emissions, and property damage and energy consumption resulting from the use of motor vehicles.

The Road Safety Directorate is responsible at the federal level for reducing deaths, serious injuries, property damage, and damage to the environment resulting from the use of motor vehicles. It exercises this mandate under the authority of the Motor Vehicle Safety Act by undertaking research and developing motor vehicle safety standards, regulations and testing procedures for all new vehicles, tires and specified equipment manufactured in, or imported into Canada. It also administers the Motor Vehicle Transport Act.

The Directorate is also responsible for investigating motor vehicle safety defects and has contracts with eight universities across Canada (Vancouver, Calgary, Saskatoon, Toronto, London, Montreal, Fredericton and Halifax), which provide immediate response to problems and defects in all regions of the country. The defect investigation teams work closely with regional police forces in collision investigation matters.

Contact: Director General, Road Safety Directorate (613) 993-6735
Contacts: General Enquiries: 1-800-333-0371
Publication requests: 1-800-333-0371
1.4.2.2 Transport Canada Collision Investigation Teams.doc

1.4.2.3   Provincial/Territorial Governments

The provincial governments have responsibility for all matters relating to the behaviour of drivers in their jurisdictions. They exercise this responsibility through driver and vehicle licensing controls, legislation, and enforcement and public education programs. In addition, the provinces have responsibility for all aspects of roadway design and operation.

1.4.2.4 Canadian Council of Motor Transport Administrators

The CCMTA is a non-profit organization composed of senior representatives from the federal, provincial and territorial departments and agencies responsible for the administration, regulation and control of motor vehicle transportation and

highway safety. In addition, associate membership is available to private organizations and other government departments and agencies with an interest in matters dealing with motor vehicle transportation and road safety.

Transport Canada works in cooperation with the provincial governments through the CCMTA to establish national road safety objectives and priorities. Within this framework, the department contributes to education programs designed to increase the proper use of occupant restraint systems, increase the use of daytime running lights and reduce impaired driving, all of which are intended to improve driving practices.

Standing Committees of the CCMTA:
- Compliance and Regulatory Affairs
- Drivers and Vehicles
- Road Safety Research and Policies

These committees report to the Council of Ministers Responsible for Transportation and Highway Safety through the Council of Deputy Ministers and the CCMTA Board of Directors. The CCMTA sets national objectives for road safety issues such as the 95% use of occupant restraints, and the 30% reduction in impaired driving.

Federal and provincial members of CCMTA:
Contact: CCMTA Secretariat (613) 736-1395
2003 CCMTA Directory1.pdf

1.4.2.5 Transportation Association of Canada

TAC's overall mission is to promote safe, efficient, effective and environmentally sustainable transportation services in support of the nation's social and economic goals. The 550 members of the non-profit association act as a neutral forum for the discussion of transportation issues and concerns, and as a focus for resolution of technical issues in the roadway transportation area. Its corporate membership includes all levels of government, other associations, consultants, contractors, shippers, goods carriers, passenger transport services, and academic and research institutes.

The TAC Board chairman is usually a provincial minister of transportation. An executive committee of the Board plans programs and guidelines and provides direction to TAC's councils and committees, including the Research and Development Council, Urban Transportation Council, Multi-Modal Council and National Transportation Week.
Contact: TAC Secretariat: (613) 736-1395

1.4.2.6 National Public Safety Organizations

NPSO is a committee created by the Road Safety Directorate, Transport Canada, for the purpose of allowing the Department to meet and consult with major clients on matters relating to the development and implementation of new motor vehicle regulations, research activity, and national road safety programs.

The committee meets twice a year in Ottawa. It consists of over 20 agencies such as the CACP, the Canada Safety Council, the Canadian Medical Association, Canadian Trucking Association, School Bus Operators, the Automobile Protection Association and the Canadian Automobile Association. A complete list is provided in the following file.

1.4.2.6 National Public Safety Organizations.doc

1.5 SELECTING THE PROJECT AREA

In the case of provincial police services and large metropolitan areas, your first inclination may be to undertake a review of your whole jurisdiction with the intent of having a new program rolled out across your service. It is strongly recommended that you step back for a moment and consider the magnitude of the project and the resources that will be required to undertake such a task. You are in effect risking everything on one roll of the dice if you attempt to undertake a service-wide program from the beginning. It is better in the long run to develop and implement a pilot project in one district, learn from your mistakes and then develop the business plan, with costing, to roll it out across the rest of your jurisdiction.

The following criteria will help you select your pilot area.

- **Number of fatalities:** The challenge faced in both rural and urban-based programs is obtaining large enough numbers of motor vehicle fatalities to give you confidence in identifying the major causes of death and injury. The baseline for National Road Safety Vision 2010 is the number of deaths and serious injuries occurring over the years 1996 to 2001 inclusive.

- **Geography and population:** Select an area that is representative of the major portion of your jurisdiction, both in geography and in demographics. Members of different socioeconomic groups demonstrate different risk-taking behaviours. Identify roads that have high volumes of tourist or transient travellers.

- **Urban/rural:** The area should have a mix of both major and minor urban and rural areas with towns and villages. Based on national data, you can expect a disproportionate number of fatal collisions to occur in your rural

jurisdictions. Preference should be given, therefore, to areas with a high rural component..

- **Road types, posted speed limits and traffic volumes:** Ideally you would like to select an area that gives you a representative sample of four-lane divided, two-lane undivided, and gravel with varying speed limits and traffic volumes.

- **Expectations of support from the district manager:** If you have two or three districts that qualify in all aspects, the deciding factor should be the degree of willingness by the district manager to support your project. Obviously this is someone who is greatly concerned about the number of deaths and serious injuries occurring in the district; supports problem-solving and quality service delivery principles; and is willing to take risks.

- **NCOs who are willing to step outside the box:** Presume from the beginning that you will discover faults with the manner in which your traffic service program is being delivered. In all likelihood, the NCOs and the NCOs before them knew only one way to do the job. They must be involved in the project at a very early stage, and those who believe that there may be a better way to do the job will be invaluable to your efforts later on.

- **Partners and volunteer groups:** As will be demonstrated in the next section on selecting the project team, due diligence should always be practised before entering into a partnership. In addition, recognize that all partners do not need to remain on your advisory committee throughout the project. For example, in the early stages you need partners such as the ministries of transport, who can help you analyze the data. Then you can move on to partners who will help you undertake research projects, and finally there are partners who will help in undertaking public education initiatives.

  Local partners you should consider are:

  - ➢ Crown prosecutors
  - ➢ Judges, with their perceptions on seat belt and impaired driving offences
  - ➢ The district coroner, who will be needed to ensure valid and reliable data on fatally injured road users
  - ➢ District health authorities or other health volunteers, to conduct roadside survey observations
  - ➢ Research-based universities or colleges

- **Availability of space:** Throughout the project you will need to bring all the police resources in the project area together for briefings, workshops and finally training. Adequate space and accommodations will be required in a central location.

Caution:

- *At this point the presence of community action groups should not be given a high priority in selecting a pilot area unless they bring members who have expertise in research. In fact, groups that have a specific concern (e.g. school bus safety, speeding, child restraints), groups like MADD or safety councils who offer a wide range of programs will not be able to afford any meaningful assistance to you during your problem-solving phase.*

- *You should not involve any group or be drawn into supporting any road safety initiative in your pilot area until you have had ample time to review and determine the major causes of death and serious injury in your jurisdiction.*

1.6 Selecting and Developing the Project Team

Following a review of this manual, the first task will be to prepare a business case and/or a briefing package to support or reject further work on the project.

Recommendation: The starting point in committing to this project is for senior management to appoint two officers to review this manual and interview members of the CACP/RCMP Project Team.

1.6.1 Project Leader

Your project leader should be the most experienced traffic member you have. He or she must, however, demonstrate a clear understanding of the need to develop and implement a quality traffic service delivery system, and the need to lead the process through a sound public safety oriented problem-solving methodology. The leader's rank obviously demonstrates senior management's commitment to the project. At the same time, anyone undertaking this project should be prepared to stay for four to five years. The key attributes for the project leader are:

- Effective management skills

- Proven ability to effectively lead and motivate staff and to implement change

- A sound knowledge of your service's direction and values

- Effective interpersonal, written and oral skills to communicate with all levels of government and non-government stakeholder groups

- An established background in operational policing and the ability to coordinate policing services
- Prior knowledge or understanding of research methodology would be advantageous

In addition, one member of the project team should have knowledge relating to human behaviour, learning principles and research designs. In-depth knowledge of road safety issues is a prerequisite.

1.6.2 Police Members

There are a number of philosophical and practical issues for the project leader to consider when picking additional police members for the team. It is suggested that at some point you will need at least two additional front-line officers to assist you in problem solving, training and evaluation.

- At this point it is advantageous to bring in young members who understand the realities of front-line traffic duties and have dealt with side issues such as the judicial system.

- Strive for team depth by selecting young members who are excellent communicators and who can be used to make public presentations on the project and road safety issues in general.

- Consider that the investment you make in younger members is going to be the program's legacy for the future. You will in effect be initiating the process of professionalizing the traffic service in your organization.

- If traffic service is not being properly delivered in the project area, the very best minds you have on the road are better off working full-time with you to develop a quality program for the future than spinning their wheels on the road.

Keep your options open when selecting additional team members. It is wise to give potential candidates small projects to begin with in order to assess their interest, commitment and abilities for the long run.

1.6.3 Civilian Members

The first major tasks your committee will undertake will be related to the collection and analysis of motor vehicle collision data.

1.6.3.1 Provincial Department Responsible for Road Safety

In the initial five to six months of the project, you will want a representative from this agency sitting on your committee. The next section will outline the tasks this

person will be asked to perform. This member need only be present when you have agenda items specifically dealing with data quality, collection and analysis.

1.6.3.2 Research Expert

Before we outline the qualifications of this individual, it is necessary to emphasize how important it is to take charge of your own research activity. The bottom line is that you are collecting data and undertaking research to establish baseline data on the driving population in your pilot area. Your ability to develop, implement and evaluate your enforcement and education programs depends on your ability to understand the basics of research design and to measure change in driving behaviours. If this aspect is left to any other agency, the data will become their property, and they will decide what information is appropriate to release to the general public. You cannot subject your project to any such constraints. Government agencies are welcome partners in funding research projects. But it must be clear that the police have ownership of the problem of deaths and serious injuries on the roadways and are consequently the owners of the data. Acceptance of this premise is the only way public safety oriented problem solving will work.

One method of resolving this issue is to seek a win-win solution with a local university or college research department. They will analyze the data collected from your research surveys. You get the results, and they are given permission to publish the findings.

1.6.3.3 Communications and Public Information Expert

From the outset you should have a communications plan in place to inform your clients and partners inside and outside the policing community, and within your own police service. This entails the preparation of newsletters, articles for police magazines, briefing notes and presentations. This person becomes extremely important as you draft strategies with partners for the development and implementation of enforcement and education programs.

Clear, concise and timely communications are essential from the day you open your project office. Don't wait for rumours to start. Remember that plenty of worthy pilot projects have faded into the woodwork in the absence of sustained commitment. You are attempting to change a process that has been ignored for years. You are an innovator, and as such you will make enemies of those who prospered under the old system. Misinformation is the last thing you want.

1.6.4 Project Team Equipment Requirements

Critical to the team's success is the acquisition of proper equipment for conducting day-to-day business and roadside surveys. The following is a list of some of the critical pieces of equipment required:

Coordinating team:

1. Sufficient office space
2. Hands-free conference phones
3. Cellular phones and pagers
4. High-end laptops (one per team member) – 40 GB minimum with CD burner, video card, speakers and maximum monitor size
5. Docking station for each laptop
6. Monitor – 21 inch minimum
7. Scanner
8. High-end projector – the smaller the better
9. Entire WordPerfect or Microsoft Office suite
10. Data analysis software
11. Vehicle for each team member

Surveys:

1. Reflective vests for volunteers
2. Hand counters
3. Digital roadside screening devices
4. Speed survey devices
5. Clipboards and pens that can write in the rain
6. Clipboard flashlights
7. Flashlights

In addition, the team must have a full-time support person knowledgeable in the entire WordPerfect or Microsoft Office suite. Preference should be given to someone with a background in spreadsheet development. As well, consideration should be given to having a full-time data analyst as part of the team.

1.7 TEAM CHARTER AND WORK PLANS

Having established your team and identified your objective, the next step is to develop the Team Charter to help you stay the course. The Charter will identify your project managers and team members, and will specify reporting procedures. It will define the purpose of the project and identify your vision and mission statements. It will also identify your costing authorities. The following file provides an example of a Team Charter.

1.7 Team Charter - SAD.doc

Develop work plans and task outlines to guide your activity and team accountability. The following files provide examples of work plans, organizational charts and business plans.

PART 2 – COLLECTING AND ANALYZING THE BASELINE DATA

2.1 IDENTIFYING THE EXTENT AND NATURE OF THE PROBLEM

The first task is to determine the major causes of death and serious injury resulting from motor vehicle crashes. It is worthwhile understanding what happens to the information from the point it is recorded at the roadside to the point where it becomes part of the national road safety data bank.

The police record collision data on a form that was created by the provincial authorities to collect data relating to their problem-solving needs – not the needs of the police. (In fact, most provincial collision report forms have been created with little or no input from the policing community.) The provincial governments then forward the data from a select number of variables to Transport Canada, which in turn produces a national summary.

The problem-solving process begins with a review of the national, then the provincial, and then finally the regional data sets. This will allow you to compare the extent and nature of your problem relative to other regions and provinces.

Reviewing data at the three levels will provide information on:

- The percentage ownership your policing jurisdiction has of the total number of motor vehicle related deaths and serious injuries in your province

- The fatality/serious injury causation trends relative to other provinces and the nation as a whole

- How the issue of motor vehicle deaths and serious injuries compares to other community concerns, such as firearm-related deaths, property crimes and other crimes

- How, why, when and where the majority of motor vehicle related deaths and serious injuries are occurring nationally, provincially and within a particular policing jurisdiction

- The quality and reliability of motor vehicle collision data

- The need to restructure the police motor vehicle data system

It is critical that you and your team become subject matter experts on the quality of motor vehicle collision data. Opinion surveys have demonstrated that many police believe that collision data are collected for insurance purposes only. The first step toward a quality service delivery system, therefore, is making everyone understand that valid and reliable data are essential to public safety oriented problem solving.

In the next sections, we will be using the data collected by police to dermine how, when, where and why people are being killed and seriously injured on Canadian roadways. The process will lead to the identification of the the top four to five causes of death and serious injury at the national level, the provincial level and finally at the regional and district level. The review will then carry over into the enforcment data to identify the top four to five violations enforced by the police services in your province and region. At this point you will be able to compare the causation data with the enforcment data. The comparison will show the quality of service being provided with respect to maximizing resources to reduce death and serious injuries on your roadways.

2.2 MOTOR VEHICLE COLLISION AND CASUALTY DATA

There are two primary dependent variables to consider in reviewing the data. The first relates to the number of incidents of a motor vehicle collision that have taken place on your roadways. Requesting printouts of occurrences will provide the number of collisions involving property damage, injuries, serious injuries and deaths. One collision, however, can result in multiple serious injuries and deaths. The second dependent variable upon which data breakouts can be obtained relates to casualties. Requesting data runs on casualties will provide information on the number of people who were fatally or seriously injured in all collisions.

2.2.1 Definitions and Data Sources

As you work through data collection and analysis, it is important to question data sources and definitions. Remember that the data you collect for the most part are intended for agencies other than the police service. Definitions they use may not align with the needs of your policing jurisdiction to undertake public safety centred problem solving. The following is a short list of some of the variables to examine:

- A fatal crash can result in multiple deaths. Clearly differentiate between the "event" and the number of resulting fatalities.

- The definition of a municipal area versus a rural area comes from the data dictionary maintained by the provincial ministry responsible for collection and warehousing of collision data. Traditionally, a rural area is simply defined as outside an urban area on a roadway with a posted speed limit of 80 km/h. But what about fatal collisions on a primary highway 100 km from an urban area? When requesting data on rural versus urban, be aware of the definitions being used.

- Carefully review your definition of a serious injury. At the lowest end of the scale, a serious injury is defined as a 24-hour stay in the hospital even if only for observational purposes. Often, however, police members fail to follow up on the crash to determine if the victim actually stayed in hospital

for 24 hours. As a consequence, most data on serious injuries are seriously flawed.

Ask yourself why your organization does not house collision data or collect baseline survey information on the major behavioural causes of collisions. For that matter, why does your organization not have a research plan to ensure proper problem identification? Remember that you have committed to the development of a quality traffic law enforcement program. This means you are doing the right thing at the right time, targeting the particular behaviour that is the major public safety issue for the area.

2.2.2 What to Request for Data Analysis

All requests for data should be based on the following set of variables:

➢ The period should cover the last five years for which data are available.

➢ Examine each of the following geographical levels broken out by urban versus rural:

❑ National level

❑ Provincial level

❑ The geographical area you police within the province

❑ Each police region or district within your geographical area of responsibility

➢ For each geographical level, request the following information:

❑ Occurrences: The number of collisions resulting in fatalities and serious injuries (e.g. there were 50 crashes resulting in deaths and serious injuries)

❑ Casualties: The number of people killed and seriously injured in motor vehicle related collisions (e.g. in the 50 crashes, 75 people were killed)

Example of a data request:

For the years 1996-2001, all road users killed and seriously injured within the province broken down by urban versus rural.

Each variable you wish to examine is then tagged to the above request as follows:

❑ By road user class – driver, passenger, pedestrian, bicyclist, motorcyclist

❑ By sex and age of victim

❑ By time of day, day of week and month

❑ By single versus multi-vehicle crash

❏ By seat belt use

❏ By driver condition – e.g. "impaired or had been drinking"

❏ By causation – e.g. speed too fast for conditions, ignored sign (intersection)

❏ By road type – e.g. divided, undivided or gravel roadway

As trends develop, you may want to request additional data runs to expand on how, why, when and where your road users are being killed. For example, you might find that there are a large number of single-vehicle fatality crashes in your police region. The next data run might look like this:

For the years 1996-2000, all road users killed and seriously injured in single-vehicle crashes within the region broken down by road type, driver condition (i.e. level of impairment) use of seat belt and time of day.

2.2.3 Incomplete Data

In many instances, the investigating officer will fail to record all pertinent information on the collision report form. Causation information, for example, is not always recorded. This severely limits your ability to draw valid conclusions from your data. In some cases, the unknown information could have had a dramatic impact on identifying the extent and nature of a problem, such as in determining the non-use of seat belts or determining the BAC levels of fatally injured drivers. The following is a list of some common problems:

- Incomplete name and address of the deceased

- Missing or incomplete date of the occurrence

- Incomplete information on location

- Incomplete information on injury coding

- Overuse of the "unknown" and "other" categories for the non-use of seat belts

- No indication of driver's BAC level

- Overuse of "speeding" as the causal factor for the crash

- Underuse of driver condition categories such as driver impaired, had been drinking, fatigue, etc., including the failure to undertake additional investigation to confirm or amend the collision report

2.2.4 Identifying Priorities

The product of this problem-solving exercise will be the identification of the major causes of motor vehicle death and serious injuries in your jurisdiction compared

to the causes at the provincial and national levels. An examination of national and provincial data revealed two major factors as to how and why road users were dying:

❑ Non-use of seat belts
❑ Impaired driving

In general, two additional factors have been identified at the provincial level:

❑ Intersection collisions
❑ Speeding

The remaining analyses will provide you with an overall picture of where and at what time of the day, week and month people are dying as a result of the four major factors listed above. Your analysis of the regional or district data may identify additional causes that you will have to deal with to improve public safety.

As data analysis progresses, trends in frequency by month, day of the week and time can be identified at the division and district level. At the level of the unit or traffic patrol jurisdiction, this becomes more difficult. The tendency is to look for specific problem areas – a particular intersection or a particular stretch of roadway. The reality is that very few jurisdictions will have enough fatalities or serious injuries, even over time, to support the identification of a specific location requiring specific actions.

As the data are analyzed, particular driver behaviours emerge from area to area or throughout traffic regions. The frequency of those behaviours tends to increase as the week gets closer to the weekend. The analysis will also identify behavioural trends from single-vehicle collisions and multi-vehicle collisions.

The importance of data analysis cannot be overemphasized; this information sets the foundation for the traffic programs that will be developed to meet specific goals and targets.

2.2.5 Impaired Drivers: Coroners' Report on Fatally Injured Road Users

Sources other than the provincial collision form are required to assess the extent and nature of the impaired driving problem in your province or territory. Each year, the Traffic Injury Research Foundation compiles a national report that describes the magnitude and characteristics of the alcohol-crash problem in Canada and within each province and territory.

Using provincial coroners' data, the report includes data on alcohol levels found in the bodies of fatally injured drivers and pedestrians, and looks at the number of people who died in alcohol-related crashes. It also examines alcohol involvement in those crashes in which someone was seriously injured but not

killed. The most current report is generally for the period two years prior to the present year. This information is available from the CCMTA Secretariat at www.ccmta.ca

2.3 ENFORCEMENT PROFILE

Having identified the major causes of death and serious injury on your roadways, the next step is to determine whether your enforcement responses are aligned to the major problems. This task involves building an accurate enforcement profile of your police service at the provincial, regional and detachment level for dedicated traffic members and general duty officers. The following is a partial listing of the data you will want to examine. If the problem solving identifies other concerns (e.g. commercial vehicle collisions), you will want to add them to your enforcement profile list.

It is also important to track the number of warnings that members are issuing for each offence. If members are truly dedicated to saving lives and firmly believe that speeding kills, why would they withdraw a charge and opt for a warning?

Recording Table: Enforcement Profile	Traffic	General Duty
Municipal		
Total Provincial Charges		
Total Moving Traffic Charges		
Total Non-Moving Traffic Charges		
Total Radar Charges/Warnings		
Total Seat Belt Charges/Warnings		
Total Child Restraint Charges/Warnings		
Total Stop Sign Charges/Warnings		
Total Traffic Light Charges/Warnings		
Total Drinking Driving Charges		
Total 24-Hour Suspensions		
Total Drugs		
Total Other Criminal Charges		

For each of the above major categories, determine the percentage of the total moving violations issued by your service – and the average number of charges per officer. Note that other classes of charges should be added to measure your enforcement profile for other problems you have identified in your area.

2.3 Traffic Unit Enforcement Profile Template.xls

2.4 ENVIRONMENTAL SCAN

While the environmental scan is one of the most obvious and easiest research projects to undertake, it is often ignored by police services. Each region and municipality has unique characteristics. The geography can vary from mountainous terrain to flat prairies. The characteristics of the population and the workforce can vary dramatically across regions. The types of roads, weather and traffic volumes in your region will all influence your fatality rates. It is critical, therefore, that you take the time to complete an in-depth environmental scan of your region. Following are some of the key issues to examine:

- Geographic area covered by the region

- Types of industry within the region

- Population of region compared to the province by rural/urban split

- Population distribution by sex, age and education compared to province

- Ethnic makeup of the population

- Labour force

- Family income

- Licensed drivers and vehicles for the province and by region within the province

- Roadway lengths and configuration (divided, undivided, gravel) by speed limits

- Traffic volumes and type by roadway configuration

The following files contain examples of environmental scans from Southern Alberta.

2.4 Environmental Scan Recording Form.doc
2.4.1 Sample Environmental Scan (SAD).doc

2.5 FOCUS GROUPS

In order to improve the quality and effectiveness of police traffic service delivery, an intimate awareness of the current status of the service is necessary. The focus group sessions will provide the groundwork for this awareness.

2.5.1 Police

At this point in the project, the data should be demonstrating whether your traffic service is aligned with the high-risk driving behaviours that are the leading causes of death and injury on your roadways. If they are not aligned, the next step is to begin the process of interviewing the police personnel responsible for traffic safety to determine their level of awareness, knowledge and perceptions of traffic safety issues.

Focus groups should be held for each of the following groups:

- Front-line traffic constables
- Front-line operational traffic supervisors (corporals, sergeants)
- Traffic managers (staff sergeants)
- Front-line general duty constables
- General duty supervisors
- Detachment managers

Randomly select six to seven members for each group. Two researchers can then be employed to interview the group, one to ask the questions and the other to record the responses. The usual procedure is to seat the members around a table. The groups should not be mixed, and at no time should a member superior in rank to the group be allowed to sit in on the sessions. A written report is prepared on each group, and the responses are used to shape the direction of your training sessions.

The focus group sessions will provide an overview and understanding of the following issues:

- The current state of traffic safety in terms of road user behaviours that cause crashes, at the national, provincial and local levels
- How police services currently problem solve on traffic service issues
- The role of community policing in resolving traffic safety issues, and the role of communities in problem identification
- Whether current performance measures are consistent with organizational and community priorities
- The level of participants' trust in the ability of members to work alone
- Participants' knowledge of road safety issues

2.5.1 Focus Group Facilitators Guide.doc
2.5.2 Focus Group Questions - NCOs.doc
2.5.3 Focus Group Recording Form - Front-line.doc
2.5.4 Focus Group Sessions in SAD - Summary Report.doc

2.5.2 Partners and Clients

The Southern Alberta Traffic Service Pilot Project failed to undertake focus group sessions with partners and clients; however, it is recommended that these sessions be built into your work plan. They will establish the level of knowledge and the opinions of your key partners relative to your own members. The following are examples of partners to interview:

- Provincial Solicitor General
- Provincial transportation authority

- Provincial automobile and road safety associations
- Police service boards

2.6 OPINION AND KNOWLEDGE SURVEYS

Public forums or community consultations that the police have organized appear to have one common theme: the majority of issues raised by the public are concerns regarding traffic-related incidents. It has been hypothesized, however, that many of these concerns are related more to traffic management matters than to actual threatening events. The outcome of these meetings is often based on what the community and police "feel" might be the problems. Always rely on sound problem-solving procedures to demonstrate what the high-risk driving problems are.

If lack of knowledge among members of the police and the community is one of the greatest problems you face, it is essential that you establish some baseline data on what their knowledge and opinions are, so that you will be able to demonstrate (1) what needs to be changed; and (2) whether any future effort to change knowledge and opinion levels has been effective.

Police and public opinion and knowledge surveys are both designed to meet the same objectives, namely to determine:

- Awareness of collision causation issues
- Priorities relative to road safety
- Level of satisfaction with the police service
- Knowledge of community-based service delivery
- Key components of training and education programs

2.6.1 Police Opinion Survey

The survey of police members is easily undertaken by e-mailing a questionnaire to front-line officers and NCOs. Covering letters and an accountability system are imperative. Even if you are going to implement a pilot program in only one region of your jurisdiction, it is definitely wise to consider a survey of your entire organization.

2.6.1.1 Police Opinion Survey - Covering Letter.doc
2.6.1.2 Police Opinion Survey - Questionnaire.doc

Evaluating the responses and preparing a final report will cost money if in-house research support is not available. Some partners can offer invaluable assistance for both the police and the public opinion surveys.

2.6.2 Public Opinion Survey

This survey will cost money, so again seek assistance from a partner such as the ministry responsible for road safety. The first wave of public opinion surveys in Alberta involved a sample size of 800 Albertans, for which the contractor charged approximately $36,000. The methodology and questionnaire are available in the following files.

2.6.2.1 Public Opinion Survey-Proposal.doc
2.6.2.2 Public Opinion Survey Questionnaire.doc

2.7 ROAD USER BEHAVIOURAL RESEARCH

For every major cause of death and serious injury uncovered by the analysis of your motor vehicle collision data, you must undertake a survey of your road user population to establish the baseline determinants of the extent and nature of the behaviour that is resulting in death and injury.

For example, you might discover that 50% of your dead vehicle occupants were unbelted. The next question you must ask is, "How many vehicle occupants in my jurisdiction are not wearing seat belts?"

Similarly:

- ❑ If 35% of your dead drivers were impaired, how many drivers in your jurisdiction are driving while impaired?

- ❑ If 25% of your fatal collisions are intersection-related, how many drivers are failing to obey traffic control devices?

- ❑ If 20% of your fatal crashes are speed-related, how many people are speeding in the locations where deaths and serious injuries are occurring? What is the speed variance (the difference between the fastest and slowest speed), as well as the mean (average), mode (the range that occurs most frequently) and median (midpoint) speeds on the road in question?

It follows that intervention programs will be aimed at increasing seat belt use, decreasing impaired driving, decreasing the incidence of traffic sign violations and reducing the speed variance. It is essential, therefore, that you undertake surveys of road user behaviours to establish your baseline level of compliance. Achieving your road user behaviour targets (e.g. a 95% seat belt wearing rate) will in turn lead to a reduction in the targets for motor vehicle deaths and serious injuries.

While the issue of target setting and accountability will be dealt with in depth in Part 3, it is important to remember at this point that the nation has a vision of having the safest roads in the world by 2008-2010. The target is to reduce fatalities and serious injuries by 30% over the period 1996-2001 by the years

2008-2010. But national and provincial goals have also been set for a number of high-risk driving behaviours:

- Minimum seat belt wearing rates of 95% and proper use of child restraints by all motor vehicle occupants

- A 40% decrease in the percentage of road users fatally or seriously injured in crashes involving drinking drivers

- A 20% decrease in the number of road users fatally or seriously injured in crashes involving high-risk drivers

- A 20% decrease in the number of young drivers/riders (those aged 16-19 years) killed or seriously injured in crashes

- A 20% decrease in the number of road users killed or seriously injured in speed- or intersection-related crashes

- A 30% decrease in the number of fatally or seriously injured vulnerable road users (pedestrians, motorcyclists and cyclists)

- A 20% decrease in the number of road users killed or seriously injured in crashes involving commercial vehicles

To address any of these targets, surveys must be undertaken to establish the baseline behaviour levels. The movement toward a quality traffic service program dedicated to public safety must be guided by sound problem-solving techniques that establish baseline data on these road user behaviours.

2.7.1 Occupant Restraint Use Studies

There are four reasons why you should choose occupant restraints for the entry-level investigation into road user behaviour:

- It is the easiest of all road user behaviours to measure, and consequently is the easiest behaviour to use to measure the success or failure of your enforcement and education strategies.

- It is the least costly of all surveys to organize, implement and evaluate.

- It is one of the easiest behaviours to modify through enforcement and education initiatives.

- Achieving a 95% seat belt wearing rate will be the most effective method of reaching your fatality reduction targets.

The following table depicts seat belt wearing rates during 1998 in a sample of the member countries of the Organization for Economic Cooperation and Development (OECD):

Country	Urban Rate	Rural Rate

Germany	90%	94%
Sweden	85%	87%
Norway	80%	93%
Canada	92%	N/A

Transport Canada has undertaken annual seat belt surveys in all provinces and territories since 1978. In addition, the Department recently conducted a national survey of rural seat belt wearing rates. Copies of the reports can be obtained from the Road Safety web page (www.tc.gc.ca/roadsafety). In general, the sites selected for the surveys have been concentrated in and around major urban centres. Consequently, the national average tends to reflect urban usage rates as opposed to usage rates in predominantly rural areas. Recognizing this shortfall, the Southern Alberta Pilot Project, in partnership with Transport Canada, developed a methodology for obtaining information on rural seat belt use. The following documents will assist you in planning and implementing a survey in rural areas of your jurisdictions.

2.7.1 Alberta Occupant Restraint Plan 1999.doc
2.7.1.1 Seat Belt Survey Methodology.doc
2.7.1.2 Alberta Rural Seat Belt Report 2002.doc
2.7.1.3 Seat Belt Survey - Guide for Observers.doc
2.7.1.4 Seat Belt Survey - Guide for Regional Coordinators.doc
2.7.1.5 Seat Belt Survey Coordinators Package.doc
2.7.1.6 Seat Belt Survey Volunteers Guidebook.doc

For information on urban-based surveys and sampling procedures, contact the Road Safety Directorate, Transport Canada, at 1-800-333-0371.

2.7.2 Impaired Driving Studies

Alcohol is a major causal factor in motor vehicle deaths and serious injuries. Police and coroners' reports show that roughly 33% of all drivers who are fatally injured had been drinking prior to the crash. The majority of these drivers (27%) were criminally impaired. (See the following table for international comparisons.) These statistics by themselves, however, are not sufficient to establish the extent and nature of the impaired driving problem. To establish risk, it is necessary to survey the driving population to determine how many impaired drivers are on the road at any given time.

Table: Percentage of drivers killed who had a BAC above the country's criminal level – 1997/1998

Country	Percentage	Criminal Level
Japan	5%	50 mg%
Netherlands	8%	50 mg%
Germany	11%	50 mg%

Sweden	16%	20 mg%
Great Britain	20%	80 mg%
Finland	24%	50 mg%
United States	28%	80/100 mg%
Canada	32%	80 mg%

Nighttime drinking driving surveys have been undertaken internationally, nationally and in selected provinces since 1974. Generally, the surveys take place between the hours of 10 p.m. and 3 a.m. The basic methodology involves the selection of sites and the random selection of vehicles from the traffic flow. Drivers are asked to answer a short questionnaire and then to voluntarily provide a breath sample for analysis. In 1974, 6% of nighttime drivers in Canada had BACs equal to or greater than 80 mg%. More recent surveys report that the proportion of criminally impaired drivers has decreased to around 3% of the nighttime driving population. Nevertheless, these drivers accounted for 34% of all fatal crashes and 1,134 fatalities in 1999.

Any serious effort to reduce impaired driving in your region must be preceded by a survey of drinking driving habits. The survey methodology is complex, and the collection and analysis is costly. The RCMP in Alberta, Alberta Transportation, and the Alberta Centre for Injury Control and Research undertook a survey with the assistance of Transport Canada. The background documentation, methodology and report are attached.

2.7.2.1Alberta Nighttime Drinking Driving Survey Objectives.doc
2.7.2.2 Alberta Nighttime DD Funding Request.doc
2.7.2.3 Alberta Nighttime Drinking Driver Methodology.doc
2.7.2.4 Alberta Nighttime Drinking Driver Survey Questionnaire.doc
2.7.2.5 Alberta Nighttime Drinking Driving Report.doc

Roadside drinking driving surveys are essential to the understanding and measuring of the effects of impaired driving countermeasures. Two major considerations in these surveys are to take every precaution possible to ensure the safety of the survey crews and to keep refusal rates for breath samples at the lowest possible level. This requires the full cooperation of your police members, who must provide assistance in selecting drivers from the traffic flow and in ensuring that an impaired driver does not violate the conditions of the survey by driving away if he or she is found to be criminally impaired. The file 2.7.3 below was prepared for Canadian police services by the CACP Traffic Committee to assist in seeking permission from senior executives for the undertaking of impaired driving surveys.

As you address the problems associated with impaired driving, some partners will advocate stiffer penalties for impaired driving offences. To help you understand and explain the critical issues relating to the Criminal Code, the Traffic Committee of the CACP submitted the item 2.7.2 below to the Justice

Hearing Committee. Finally, the third item (2.7.4 below) is an overview of results from the 1997 National Police Survey on Impaired Driving.

2.7.2 Impaired Driving - CACP Submission to Justice.doc
2.7.3 CACP Briefing Note on Nighttime Drinking Driving Surveys.DOC
2.7.4 Police Impaired Driving Survey - 1997 Briefing Note.doc

2.7.3 Speeding Studies

Of all the causation variables relating to crashes and fatalities, speeding is possibly the least understood and the most controversial. Transport Canada undertook a review of the speeding issue in 1997 that provided the following conclusions:

➢ While arguments have been made as to why higher speeds cause collisions, such as reduced vehicle stability and reduced reaction time, there has been no evidence to indicate such a relationship exists.

➢ Many researchers suggest that speed variance, as opposed to speed limit, may in fact be linked to higher collision rates. These studies also established a U-shaped relationship, indicating collision causation by slower drivers as well as faster drivers. One study reports that cars travelling 10 mph under the speed limit were three to five times more likely to be involved in a fatal crash than cars travelling 10 mph over the speed limit.

➢ The fact that collision rates on high-speed four-lane divided highways are half of those occurring on two-lane undivided highways also discredits the simple speed/crash rate relationship, indicating the effect of other factors, such as highway design, on collision rates.

The single greatest inhibitor to establishing the extent to which speed is a causal factor in crashes and fatalities is the lack of quality data. Data from eight provinces suggest that speed is a causal factor in 15% to 25% of all motor vehicle fatalities. The data used to assess the extent and nature of the speeding problem in crashes, in most cases, are derived solely from police officers' observations and opinions. Those opinions can be based on three possibilities:

• The vehicles were travelling faster than the posted speed limit.

• The impact was of sufficient force to destroy the engineered "life space" of the vehicle.

• The speed was too fast for conditions.

If 100 front-line members investigated the same crash, which of the above options would they work with, and what standard would they employ to reach their decision?

Problem solving on speed variables requires, as a first step, assurance that you have valid and reliable data. For this to occur, it will be necessary to undertake observational studies to establish the mean, mode and median speeds and the speed variance among drivers travelling over high-risk road segments.

Having established the baseline speeding behaviour, you will then be in a position to develop and implement programs and measure the effectiveness of those programs through follow-up surveys.

Of all behavioural studies undertaken in the Alberta Pilot Project, the task of acquiring speed survey equipment, receiving approval and implementing the surveys was the most challenging. Although police are continually asked to enforce speed limits, there is limited appetite to determine the extent and nature of the problem or share information relating to speeding. As such, two projects were undertaken:

1. To determine what reasonably priced equipment was available for the police to undertake speed surveys

2. To investigate whether the equipment functioned in a variety of weather conditions and allowed the police to determine the extent and nature of the speed problem on roadways where they have enforcement responsibility

Findings:

- A search of the Internet reveals that a large variety of speed survey equipment is available. For the purposes of the Alberta project, speed survey equipment was purchased as well as provided on a one-year demonstration from Nu-Metrics of Uniontown, Pennsylvania (www.nu-metrics.com).

- The first device was a Hi-Star NC-97. This device was manually anchored to the roadway using impact drills and concrete anchors. The device was programmed through computer software, and information was downloaded at the end of predetermined survey periods.

- It was concluded that this device was useful in determining the extent and nature of speeding problems in urban areas. For major highway surveys, however, the device did not meet our needs. Additionally, installation, set-up and downloading of the information was a laborious and time-consuming process.

- The second device, called a groundhog permanent traffic counter, was found to be very functional. Preliminary data support the position that the device could adequately meet needs with regard to determining the extent and nature of the problem and could operate under a variety of situations.

The cost of four units with communications capabilities was just over $27,000 Canadian.

Four groundhogs were embedded in the pavement in the worst collision control zone of Highway 2 between Edmonton and Calgary for a six-month period. As a result, 3.3 million vehicles were monitored. Some 14% exceeded the posted speed limit by 20 km/h or more, 29% exceeded the posted speed limit by 1 km/h to 9 km/h, and 55% were under the posted speed limit.

2.7.4 Intersection Studies

A review of motor vehicle collisions data demonstrates that intersections are a significant area of concern relating to deaths and serious injuries. For example, intersection collisions accounted for 27% of total deaths and 24% of total serious injuries between the years 1996 and 2001 in the RCMP's jurisdiction in Alberta.

Data regarding driver behaviour at traffic lights, stop signs and other controlled and non-controlled intersections do not exist. In addition, limited or no information is available as to the percentage of enforcement action on an intersection offence.

Reviews of intersections from an engineering perspective are needed. This includes assessment of view obstructions, line of sight, the contribution of T intersections to intersection collisions, the practicality of speed bumps, whether stop signs should be changed to yield signs, the speed of vehicles approaching intersections, as well as the residency of drivers involved in intersection collisions.

A considerable proportion of collisions on rural roads occur at intersections. Some behaviours that can be enforced by police include failure to stop at stop signs, failure to yield, entering when unsafe, and running red lights. Little is known about the effectiveness of such enforcement tactics, and even less is known about the proportion of drivers who commit intersection offences. Red-light cameras are becoming more widespread and to a large extent are automatic. However, they are costly and are not that effective in reducing serious crashes. Also, increased attention to speed limit enforcement can lead to improved intersection behaviour by lowering approach speeds. This is an area where engineering and perhaps advanced technology can probably be much more effective than enforcement.

During the 1999 rural Alberta seat belt observation survey, an observational survey was also undertaken of drivers who did not stop at stop signs. A stop was defined as the wheels of the motor vehicle coming to a complete stop. Results for the 374 observation sites at 130 locations throughout rural Alberta revealed that 39.6% of all vehicles surveyed did not stop at stop signs.

2.8 DEVELOPING THE RISK MANAGEMENT STATEMENTS

To this point, information has been gathered from three sources: motor vehicle collision data, the enforcement profile, and road user behaviour surveys. The task now is to bring this information together in order to develop your risk statements on motor vehicle fatalities. You will then be in a position to examine your enforcement responses for each of your major road safety priorities as follows:

(Note that the numbers used are estimates only. Your task will be to ensure that valid and reliable data are obtained to construct risk management statements for your jurisdiction.)

2.8.1 Occupant Restraints

➢ 50% of your dead vehicle occupants were unbelted.

➢ The seat belt usage rate is 75%.

➢ The enforcement profile shows that only 15% of the total charges issued by your members are seat belt related.

➢ The target calls for a minimum of 95% seat belt use among all vehicle occupants.

Risk Statement: The 25% of the driving population not wearing belts accounts for 50% of the casualties but represents only 15% of total enforcement activity.

2.8.2 Impaired Driving

➢ 34% of the fatally injured drivers were criminally impaired, and such drivers account for 45% of all the people killed in your jurisdiction.

➢ Nighttime surveys indicate that 3% of drivers are criminally impaired.

➢ The enforcement profile shows that each member, on average, charges three impaired drivers a year and issues 10 24-hour suspensions.

➢ The target calls for a 40% decrease in the percentage of road users fatally or seriously injured in crashes involving drinking drivers.

Risk Statement: Three percent of the nighttime driving population is criminally impaired, and these drivers are responsible for 45% of all road users fatally injured. Our enforcement response is three charges and 10 suspensions per member per year.

2.8.3 Speeding

Because of the questionable quality of speed-related data, it is difficult to develop accurate speed risk statements. Few jurisdictions have reliable data on speeding

norms on high-risk sections of roadways. At best, it is possible to attribute speed to 15% to 25% of all fatalities. It is, however, easy to assess the enforcement profile on speeding-related charges. Thus the only meaningful risk statement that can be made is that:

Risk Statement: Conservatively, police data show that speed might be a factor in 15% to 25% of all fatalities, yet 70% to 90% of all traffic enforcement activity is related to speeding violations.

2.8.4 Intersections

There were 226 deaths at stop signs in Alberta over the 1996-2000 period, which accounted for 27% of all deaths. The percentage of all drivers failing to come to a complete stop was 39.6%. Between 1999 and 2002, an annual average of 9,647 stop sign charges were issued. This represented 3% of the overall enforcement for the period.

Risk Statement: The 40% of the population failing to stop at intersections accounts for 27% of all vehicle deaths, and the enforcement profile indicates that this behaviour represents only 3% of all enforcement activity.

Similar risk/enforcement response statements should be developed for each high-risk behaviour (e.g. commercial vehicle collisions) that problem solving has identified as a serious danger to public safety in your jurisdiction.

2.9 REVIEWING THE COLLISION INVESTIGATION/ANALYST PROGRAM

In theory, the police collision investigator should be the heart and soul of the traffic service function. He or she has an in-depth understanding of the dynamics of a motor vehicle crash and is often the person of choice to make presentations to police and safety groups on how people are being killed and injured in motor vehicle crashes. An in-depth review of a collision investigation program in one police service, however, suggests that the function warrants serious examination.

One of the guiding principles noted at the beginning of this manual was that all members involved in the change process had to come with an open mind. But the collision analyst program is built primarily on the task of determining fault in a motor vehicle crash. The central building blocks for assessing fault are calculations of speed and changes in velocity of one or more vehicles involved in the collision. Speeding and the other pre-crash conditions are the primary causes of the crash. If, however, we change the question from "what caused the crash?" to "what caused the death of the occupant?" we discover that little or no emphasis is placed on whether a seat belt was worn, the occupants were ejected or the driver was impaired, and – more important – whether there was "life space" left in the passenger compartment after the crash.

An in-depth review of the collision analyst program, possibly by an external audit, is essential to determine how, why and when collisions resulting in deaths or serious injuries are being investigated. For large jurisdictions, a review of the collision investigation structure, organization, training, accountability process and policies should be undertaken in order to understand this complex function.

2.9.1 Collision Analysis Master Form.doc
2.9.3 Collision Analyst External Clients.doc
2.9.4 Collision Analyst Internal Survey.doc
2.9.5 Collision Analyst Survey Form K Division.doc
2.9.6 Collision Analyst Final Review Report K Division.doc
2.9.7 Collision Analyst Final Report .doc

PART 3 – TEAM ACCOUNTABILITY, TARGETS AND GOALS

Up to this point, the emphasis has been on the need to direct efforts and goals toward the achievement of "the safest roads in the world." Using this as the primary focus, the tendency is to define accountability in terms of the number of lives saved and serious injuries avoided. There is danger, however, in putting all your eggs in one basket. The sceptics within the policing community will demand at a very early stage to see the impact you are having on motor vehicle fatalities. The reality is that any changes that do occur in reduced motor vehicle deaths and serious injuries will only become evident over a period of four to five years. Remember from the outset that reductions in deaths and serious injuries, and ultimately the achievement of the national 2010 targets, are totally dependent on your ability to develop and implement a quality traffic service program.

You must, therefore, make it clear to the powers that be at an early stage of your program development that you and your team will be held accountable for creating that quality service. This section discusses the development of an accountability framework for your team members and the objectives of the National Road Safety Vision 2010, which police services will be obligated to achieve.

3.1 THE ACCOUNTABILITY FRAMEWORK FOR THE PROJECT TEAM

3.1.1 Review of the RCMP Traffic Service Strategic Plan

Stop for a moment and consider all the tasks that have been laid out to this point. You have been asked to undertake data analyses, improve upon the validity and reliability of the collision report data, and undertake research projects on members and the public. You have completed focus group sessions, prepared business cases and developed short- and long-term work plans. The end product of all this work is the development of a new quality traffic service program. So what should you be held accountable for? Consider the following:

- Developing an effective traffic service program

- Increasing morale among traffic and general duty members

- Fully developing and implementing a traffic service problem-solving model

- Fully implementing an effective community policing philosophy

- Improving the structure and accountability process for traffic service

- Increasing the traffic safety knowledge level of front-line members, NCOs and senior management

- Empowering front-line members to problem solve, develop partnerships, and develop creative responses to complex problems

- Changing driver behaviour through increases in seat belt wearing rates, reduced impaired driving levels, reduced speed variance, etc.

Following the rollout of the traffic program across the RCMP divisions involved in the Southern Alberta Pilot Project, the project team regrouped and developed a Five-Year Strategic Plan, which had as one of its central themes the accountability for a quality RCMP Traffic Service.

3.1 RCMP Five-Year Strategic Traffic Plan.doc

The following excerpt from the Strategic Plan demonstrates that the overall objectives can be readily converted into accountability statements. You may wish to review these strategies and objectives and incorporate them into your accountability framework.

Strategic Paths

Strategic Path 1 Creating an Environment for Change

Objective A: Enhance the profile of Traffic Services internally and externally.
Objective B: Team service delivery to enhance effectiveness and efficiency.
Objective C: Improve the use of strategic partnerships.
Objective D: Performance measure based on contribution to public safety on the roadways.
Objective E: Continuous learning.
Objective F: Structural change.

Initial Strategies:

- Design and implement a communication strategy that will raise the profile and communicate the direction of traffic services both internally and externally. This will be achieved through formal communiqués, presentations and the development of web sites to target the internal and external audience.

- Development of a training strategy that will include a Course Training Standard for the initial national traffic training and development of a CAPRA-based training continuum that will provide the tools required for traffic members to function in all areas within the Program.

- Engage, educate and create awareness among the Departments of Justice, Health and Transport in terms of our related objectives and interdependency.

- Develop research and evaluation tools.

- Work with the contract divisions to ensure the installation of an approved organizational structure for the delivery of quality traffic services in each division.

- Raise the awareness of all traffic members regarding our contribution in the fight against organized crime, the detection of threats to national security and the procedures involved in processing information.

<u>**Strategic Path 2**</u> **Installation of a Quality Service Model**

Objective A: Utilize Public Safety Centred Problem Solving Methodology

Initial Strategies:

- Ensure adherence to the traffic services mission statement.
- Collect quality data.
- Establish priorities.
- Set targets and goals.
- Develop an accountability framework.
- Acquire the requisite knowledge.
- Evaluate the Program.

## 3.2 NATIONAL ROAD SAFETY VISION 2010

The premise is that if your team is held accountable for the development of a quality traffic service program based on public safety oriented problem solving, then the result will be a reduction in motor vehicle deaths and serious injuries. At this point, the business case can be put forward to support the achievement of the national 2010 targets.

Canada's "Vision" is to make our roads the safest in the world. The Vision was adopted by the Canadian Council of Motor Transport Administrators and officially endorsed by all ministers of Transportation and Highway Safety in 1996. The Vision is a national effort that is supported by all levels of government as well as key public and private sector stakeholders. The strategic objectives of the five-year plan, originally known as Road Safety Vision 2001, are to raise public awareness of road safety issues; improve communication, cooperation and collaboration among road safety agencies; toughen enforcement measures; and improve the quality and collection of national road safety data.

On April 6, 2001, Deputy Commissioner Maurice Pilon joined the Honourable David Collenette, Minister of Transport, in unveiling the successor to Road Safety Vision 2001, Road Safety Vision 2010. The new Vision includes an overall national target and sub-targets (to be reviewed annually and revised in 2006, if necessary). The Traffic Committee of the Canadian Association of Chiefs of Police has been a key partner in the development of the national strategy.

3.2.1 Current Status

Canada currently ranks fifth in terms of road safety among the 29 member countries of the Organization for Economic Cooperation and Development (OECD). The rankings are based on fatality rates per billion vehicle kilometres travelled.
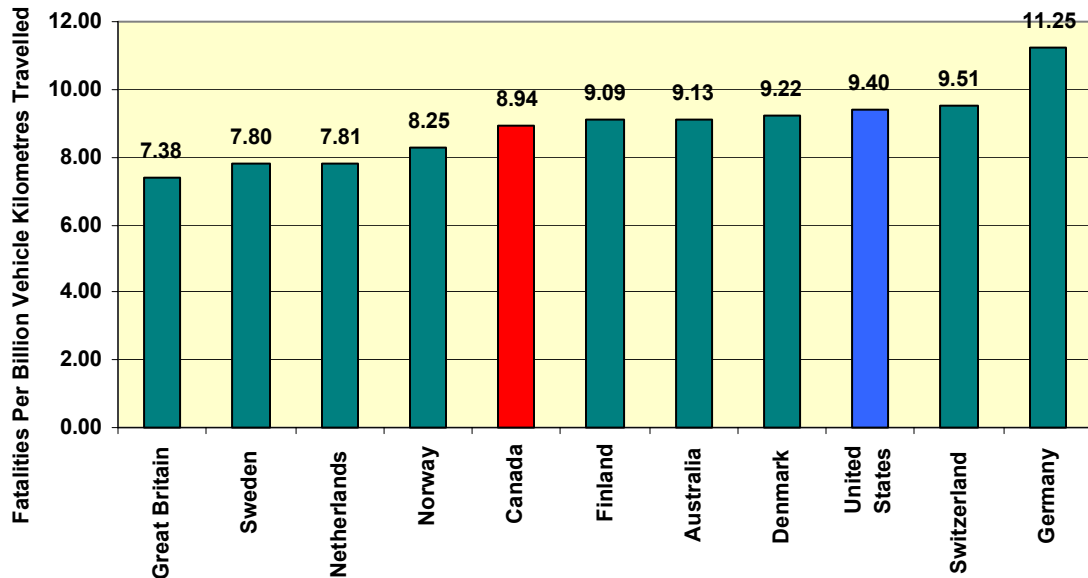
3.2.2 The National Road Safety Target

A 30% decrease in the average number of road users killed and seriously injured during the 2008-2010 period compared with comparable 1996-2001 figures.

3.2.3 National Road Safety Sub-Targets

➢ Minimum seat belt wearing rates of 95% and proper use of child restraints by all motor vehicle occupants

➢ A 40% decrease in the number of unbelted fatally or seriously injured occupants

➢ A 40% decrease in the percent of road users fatally or seriously injured in crashes involving drinking drivers

➢ A 40% decrease in the number of road users fatally or seriously injured on rural roadways

➢ A 20% reduction in the number of road users killed or seriously injured in speed and intersection-related crashes

- ➢ A 20% decrease in the percent of drivers who commit three high-risk driving infractions (two if they are alcohol-related) within a two-year time frame

- ➢ A 20% decrease in the number of young drivers/riders (those 16-19 years) killed or seriously injured in crashes

- ➢ A 20% decrease in the number of road users killed or seriously injured in crashes involving commercial carriers

- ➢ A 30% decrease in the number of vulnerable road user fatalities and serious injuries (i.e. pedestrians, bicyclists)

The report on Road Safety Vision 2010 can be found on the Transport Canada web site (www.tc.gc.ca/roadsafety/stats/statsi_e.htm).

ACHIEVEMENT OF THESE TARGETS WOULD REDUCE CANADA'S ANNUAL ROAD FATALITY TOTAL TO FEWER THAN 2,100 BY THE YEAR 2010.

3.2.4 Reference Material on National Road Safety Priorities

Occupant Restraints

The following reports can be found on the Transport Canada web site (www.tc.gc.ca/roadsafety/stats/statsi_e.htm).

Evaluation of the Effectiveness of Air Bags and Seat Belts. Transport Canada Report TP13187. 2001.

Seat Belt Use in Canada. Annual Reports

3.2.4.3 National Occupant Restraint Program 1996.DOC
3.2.4.4 National Occupant Restraint Program 2010.doc

Impaired Driving

You may download *The Alcohol-Crash Problem in Canada* in PDF format (669 KB). To view PDF documents, you will need Adobe Acrobat Reader. If you need an alternative format or more information, contact the Road Safety Directorate, Transport Canada, by e-mail at RoadSafetyWebMail@tc.gc.ca or call toll free 1-800-333-0371.

In addition, the Traffic Injury Research Foundation (TIRF) is an internationally acclaimed research organization specializing in such issues as impaired driving by drugs and alcohol, collision histories of young and elderly drivers, motor vehicle collision trends among female drivers, and ignition interlock programs. For updates on TIRF's research activity, go to www.trafficinjuryresearch.com

Speeding

A number of authoritative reports on speed and speed control have been undertaken nationally and internationally. The following list is provided for those who seek in-depth knowledge of the variables relating to speed control.

Cirillo, J., "Interstate System Accident Research Study II, Interim Report II," *Public Roads,* Vol. 35, No. 3, August 1968.

Farber, N.J., Gadirau, R. "Speed Variance and Its Influence on Accidents." University of Virginia. Prepared for the AAA Foundation for Traffic Safety, July 1988.

Hauer, E. "Accidents, Overtaking and Speed Control." *Accident Analysis & Prevention* 3 (1), pp. 1-14, 1971.

Hauer, E., Ahlin, F. "The Effect of Speed Enforcement on Driver Speed Choice." University of Toronto. Prepared for Transport Canada, Ottawa, Ontario, December 1979.

Parker, M.R. Jr. (a). "Effects of Raising and Lowering Speed Limits." FHWA-RD-92-084, Prepared for the Federal Highway Administration, Washington, D.C., September 1992.

Parker, M.R. Jr. (b). "Comparison of Speed Zoning Procedures and Their Effectiveness." Final Report, Contract No. 89-1204. Prepared for Michigan Department of Transportation, Lansing, Michigan, September 1992.

Solomon, D. "Accidents on Main Rural Highways Related to Speed, Driver and Vehicle." U.S. Bureau of Public Roads, 1964.

Zaal, D. "Traffic Law Enforcement: A Review of the Literature." Netherlands Institute for Road Safety Research (SWOV) and the Australian Federal Office of Road Safety, Canberra, Australia, April 1994.

Part 4 – Human Resources

Three of the important guiding principles stated at the beginning of this manual are directly related to human resources issues.

- The key client is the front-line uniformed member who has responsibility for public safety on the roadway. Developing, empowering and supporting the front-line should be the primary driving force for change.

- Intensive managerial effort and significant resourcing are required to complete the process of developing a quality traffic service program. The success or failure in moving from the conceptual to the practical will rest squarely on the managers' shoulders.

- There must be full support from all levels of the organization to create the appropriate environment for change. The attitudes of employees at all levels are critical to the success of the change process you seek.

In order to satisfy these principles, it is essential that a review be undertaken of every level within the organization to determine if the job descriptions of middle to upper management reflect responsibility and accountability for public safety on the roadways, and to determine if the appropriate structure is in place to support the front-line member in fully exercising his or her duties and responsibilities for public safety on the roadways. Moving from principles to actions involves a step-by-step review of the following issues:

- Functional Job Analysis
- Job Descriptions
- Performance Measures and Accountability

4.1 FUNCTIONAL JOB ANALYSIS

The RCMP traffic service job descriptions had not been reviewed for some time and consequently were out of date. In many ways they were out of line with what the project team perceived to be essential for a quality service delivery system. In response, a four-day workshop was convened in 2000 with a group of subject matter experts that included members from the ranks being examined.

As a result of this exercise, a Functional Job Analysis has been completed and published for the front-line traffic constable, and a draft outline has been prepared on the duties and responsibilities of the traffic corporal position. These are attached.

4.1.1 Functional Job Analysis - Constable.doc
4.1.2 Functional Job Analysis - Corporal.doc

4.2 JOB DESCRIPTIONS

It is important that the job descriptions reflect the extent and nature of the work that traffic members should be performing. To this end, RCMP traffic service job descriptions are included for your review.

4.2.1 RCMP Level 1 - Constable.doc
4.2.2 RCMP Level 2 - Corporal.doc
4.2.3 RCMP Level 3 - Unit Commander.doc (Traffic Sergeant)
4.2.4 RCMP Level 4 - District Commander.doc (Traffic Staff Sergeant)
4.2.5 RCMP Level 5 - Division Coordinator.doc (Traffic Staff Sergeant)

4.3 PERFORMANCE MEASURES AND ACCOUNTABILITY

Performance measures are the tools used by middle and upper managers to assess the degree to which the organization is achieving its goals and targets. Very early in the Pilot Project it became obvious that performance measures and accountability had deteriorated to the point where – in most cases – the number of "ticks" was all that mattered. As discussed in the problem-solving section of this manual, enforcement profiles showed that more likely than not, the major portion of the ticks were for speeding-related charges. Very little had been done to implement a process for assessing the quality of a charge or simply to tie the enforcement activity to the major causes of death and serious injury.

As stated in the Guiding Principles, the key client is the front-line uniformed member who has responsibility for public safety on the roadway. Developing, empowering and supporting the front-line should be the primary driving force for change. Redefining the job descriptions of the front-line members was, therefore, a critical first step in fulfilling this mandate. We asked the question, "What do we want the front-line to do?" And in turn, "How do we make middle and upper management accountable for empowering and executing tasks like problem solving and dealing with problem issues?"

The initial response was to create a Performance Agreement that would be signed by both the front-line and NCOs. In the end, however, this was perceived as being too threatening to both management and the front-line and was consequently abandoned. The main points contained within the agreement, nevertheless, still represent the concepts and issues that are critical to the success or failure of a traffic program.

4.3.1 Front-line Traffic Service Member

The front-line traffic service member will be accountable to the traffic supervisor to:

- Deliver a quality traffic service to all internal and external partners and clients.

- Form internal and external partnerships to enhance a quality traffic service program.

- Utilize accurate data collection and problem-solving techniques to set attainable goals for the national program.

- In consultation with internal and external partners, identify problems as well as a methodology for solving the problems and a method of implementation.

- Be responsible for recording accurate data and notes, and for fully and correctly completing forms on collisions and charges as they relate to the traffic function.

- Effectively adapt behaviour to changing circumstances in order to reach our goals and to address diverse and changing community needs.

- Participate in the development of performance measures with local traffic supervisors.

Individual performance measures will be based on the personal effort expended toward the noted goals, in conjunction with participating in education programs and maintaining and expanding partnerships both internally and externally to achieve a quality service traffic program.

4.3.2 Traffic Supervisor

The traffic supervisor will be accountable to the traffic commander and the front-line members to:

- Be involved in all meetings, discussions and decisions that affect front-line members and the traffic service program.

- Develop and deliver traffic service programs based on accurate data and problem-solving techniques to meet our goals and mission statement.

- Develop and maintain community partnerships.

- Liaise with both internal and external partners to gather statistical data for evaluating our goals.

- Inspire others to excellence by "walking the talk" and leading by example, promoting, fostering and demonstrating the RCMP mission, values and commitments, and the traffic service mission, vision and commitments.

- Support change and continuous learning.

- Create a risk-free environment that supports testing new ideas to meet performance standards.

- ➢ Take appropriate action with employees who consistently fail to meet performance standards.

- ➢ Design and develop opportunities to challenge, motivate and empower the team and individual employees.

- ➢ Monitor work and provide performance feedback to employees.

- ➢ Maintain appropriate records.

The traffic supervisor will participate in a consultative manner in the development of performance measures with front-line traffic members. Individual performance will be based on the personal effort expended toward the noted goals, in conjunction with participating in education programs and maintaining and expanding partnerships both internally and externally to achieve a quality service traffic program.

4.3.3 Traffic Commander

The traffic commander will be accountable to the district officer and by extension to the traffic supervisors to:

- ➢ Advise the district officer of any concerns deserving his or her attention.

- ➢ Advise the traffic supervisor in a timely manner of current or future traffic service concerns.

- ➢ Create and maintain a positive work environment by providing positive feedback and promoting positive two-way communication.

- ➢ Be the mentor to front-line traffic members and traffic supervisors.

- ➢ Participate in the development and implementation of strategic plans and performance agreements.

- ➢ Establish risk management and quality assurance systems.

- ➢ Encourage supervisors to create a collaborative and cooperative atmosphere.

- ➢ Establish effective organizational processes and structures to achieve strategic goals.

- ➢ Work effectively with a broad range of organizations, people, situations and groups at all levels of responsibility, both internally and externally to the organization.

- ➢ Demonstrate flexibility.

- ➢ Take appropriate action with employees who consistently fail to meet performance standards.

4.3.4 Traffic Coordinator

The traffic coordinator will be responsible to senior management and to the district officers to:

➢ Co-manage the development and implementation of the Pilot Project including research initiatives, enforcement and education strategies, and communication plans.

➢ Advise the traffic commanders of any concerns or trends that may impact the traffic commanders' area of responsibility.

➢ Consult with the traffic commanders on all issues concerning the Pilot Project.

➢ Obtain and distribute, in a timely manner, accurate data on the impact of various education and traffic service programs.

➢ Advise the district officers of current and future traffic services programs.

➢ Monitor national and provincial collision records.

➢ Avail members of best practice strategies and current risk management information.

4.3.5 Performance Agreement for the Executive Group

As indicated earlier in this section, it was critical to demonstrate commitment from senior management to the front-line members. To this end, a Performance Agreement was developed that essentially achieved that commitment and support for Canada's Road Safety Vision 2010. In order to contribute to Canada achieving the safest roadways in the world, the executive group further agreed to build on the Traffic Mission and execute the National RCMP Traffic Services Strategic Plan. The full document is attached.

4.3.5 Performance Agreement for the Executive Group.doc

PART 5 – ORGANIZATIONAL STRUCTURE

The type of organizational structure you have in place for traffic service delivery will have a direct impact on the quality of service delivery. Over the last 10 years there has been a trend among urban and rural police services to segment resources into districts or regions. There are many reasons for this, but the central purpose seems to be related to the movement toward community policing and the need to address the unique problems of each region or district. Traffic resources were divided in the same manner and were further segmented into detachments within districts. The outcome, in general, has been a fragmented traffic service system accountable only to the detachment commander. Any effort to bring all resources together into a team to reduce deaths and serious injuries is severely tested.

Data analysis has shown that across detachments, districts, regions, provinces and countries, two primary factors account for the majority of deaths and serious injuries: the non-use of seat belts and the criminal act of impaired driving. The national target calls for the achievement of a 95% seat belt wearing rate and a 40% reduction in the number of people dying as a result of an impaired driver.

These targets will be achieved only through the development and implementation of traffic and education programs that employ teams of enforcement personnel, supported by a system that is accountable to the front-line from the highest executive levels to the traffic supervisor.

5.1. DEVELOPING THE ORGANIZATIONAL STRUCTURE

Most organizations will have access to resources that can assist in undertaking a review of the organization. The most difficult part is determining beforehand what the end product organization should look like. The Pilot Project addressed this problem by undertaking a workshop, which was convened in December 2000, of RCMP members ranking from the front-line to the regional deputy commissioners. The purpose of the workshop was to develop a new organizational model for Traffic Service in the RCMP.

The challenge given to the attendees was to create an organizational model for Traffic that extends from the front-line through districts, divisional and Headquarters Ottawa that would assist front-line traffic members in saving lives on our roadways. The group was asked to turn the pyramid structure upside down and to examine the question, "What structure do we need to build to support the front-line Traffic member?" Dr. Theresa Kline from the University of Calgary facilitated the two-day workshop. The resulting report is attached.

5.1 Developing the Organization Structure.doc

PART 6 – COMMUNICATIONS

6.1 COMMUNICATION ELEMENTS

From the first moment a meeting is held within your organization to discuss the possibility of reviewing your traffic service program, the rumour mill will start grinding. With the formation of a project team to undertake the review, detachment commanders and front-line members will exhibit either outright joy at the possibility of changing the way they do business or outright paranoia at the threat this might pose to the old way of doing business. In addition, your review may also appear as a threat to government agencies and road safety partners who have a long-standing involvement in traffic safety issues.

Clear, concise and timely communications are absolutely essential to the success of your project. Once senior management demonstrates commitment to the development of a quality traffic service program, your communications program must move into high gear. Remember that your key clients are the front-line members and NCOs. Communicate with them at the earliest possible moment, explaining the purpose of the project, outlining the first steps of data collection, and promising follow-up communiqués as the various elements are completed. When you complete your problem-solving phase, the communications plan will expand to include the development of PowerPoint presentations.

The following is a short list of key clients who need to be briefed on a continuous basis:

- Front-line members and NCOs
- Senior police management
- Provincial government and municipal officials
- Provincial and community safety groups

The following reference material is offered as templates for your various communication activities.

6.1.1 News Letter1.doc
6.1.2 News Letter 2000.doc
6.1.3 STEP News Letter.doc
6.1.4 Pilot Project Status Report.doc
6.1.5 Summary Report June 1999.doc
6.1.6 Briefing Note for Commissioner.doc
6.1.7 Briefing Note for District Commander.doc
6.1.8 Brief Note for Contract Partners.doc

6.2 DEVELOPMENT OF A RURAL COMMUNICATIONS PLAN

Little attention has been devoted to addressing rural road safety in Canada. There have been sporadic efforts in various provinces, but there has not been a coordinated federal, province and local effort to address this problem. As a consequence, most public education and communication programs have been developed primarily for populations in major urban areas. To address this shortcoming, the project team developed a communications plan for the delivery of messages to populations in rural Canada.

Key to the plan was an undertaking to identify what rural residents thought we should be doing to communicate road safety information to them. This consultation process should be part of your communications plan. Town hall meetings should be held with members of rural communities, not only to identify communication processes that are most effective in reaching rural populations but also to gain an understanding of their concerns regarding road safety.

Reports on the development of the communications strategy are attached.

6.2.1 Communication Project Summary for Stakeholders.doc
6.2.2 Communications Audit.doc
6.2.3 Communications Framework.doc

PART 7 – THREE-DAY TRAINING WORKSHOPS

If you have completed the tasks outlined in the first six parts of this manual, you have now arrived at the point where you can develop the plan to train all your members in public safety centred problem solving. This manual by itself cannot hope to accommodate all the questions, problems and techniques that have surfaced in the course of training over 500 police members and their partners in the last five years. Two traffic service training programs have therefore been developed, each three days long.

The first three-day training program is aimed at members who will be providing the traffic service training for their organization. The second three-day course is for members who fulfill front-line traffic service functions.

There are currently seven RCMP members who are qualified in developing and delivering both of the three-day courses. In principle, the first course – "Training the Trainers" – is targeted at identified candidates within your organization who could assist in delivering the training to your front-line members. The course outline, speaking notes and PowerPoint presentations are contained in the folder identified as "Training the Trainers."

The course outline, speaking notes and PowerPoint presentations for the second course – targeted at front-line members and their NCOs – can be found in the folder "Front-line Training Course."

The following sections provide an overview of the major components of the Front-line Training Course.

7.1 GOAL OF THE WORKSHOP

"To create an environment for change that focuses on improving public safety on our roadways"

7.2 OBJECTIVES OF THE WORKSHOP

- Candidates will achieve an understanding of national and provincial priorities.

- Candidates will achieve an understanding of RCMP internal structures for accountability at the national and provincial levels.

- Candidates will be knowledgeable and proficient in public safety centred problem solving strategies.

- Candidates will demonstrate an ability to work through a problem-solving scenario using CAPRA as a problem-solving model.

- Candidates will demonstrate an ability to prioritize problems at a unit level based on harm reduction.

- Candidates will be able to state the leading causes of death and injury on our roadways.

- Candidates will be able to identify the most effective means of preventing death and injury on our roadways.

- Candidates, working in teams, will develop an innovative operational strategy.

- Candidates will demonstrate an ability to develop short- and long-term strategic goals at the unit level.

7.3 TEACHING OBJECTIVES AND OUTCOMES

Training Day 1

Dynamics of Change: Candidates will achieve a level of understanding of the national and divisional strategic priorities for road safety.

Candidates will be presented with the seven elements required to create a quality traffic service delivery model:

1. Traffic Services Mission Statement
2. Public Safety Centred Problem Solving
3. Quality Data
4. Priorities
5. Targets and Goals
6. Accountability
7. Knowledge

Data Collection: Candidates will be provided with an introduction to the collision data currently available. The data presented will consider trends for seat belt wearing rates, fatality and injury collision rates and collision causal factors as they relate to the divisional and district level. Candidates will be informed of the value and limits of the provincial data for problem solving at the unit, region and divisional level.

Public Safety Centred Problem Solving: Candidates will gain an understanding of how, through the evolution of policing, problem solving has emerged as the operational foundation within the community policing philosophy. The training segment compares the various styles of community policing and considers their individual effectiveness with regard to public safety. Candidates will be shown the benefits of moving from the present incident-driven policing model to the proactive problem-solving model. Utilizing the CAPRA problem-

solving model, candidates will analyze existing data and will then design problem-solving strategies based on their findings.

"Discovering the Future Beyond Paradigms" (Video): Candidates are challenged to have an open mind and to consider innovative strategies that have not been attempted within their present paradigm.

Training Day 2

Motor Vehicle Safety Standards: This segment presents information on the history and development of motor vehicle safety standards. Candidates will be shown the numerous safety features that have been engineered into modern motor vehicles (the engineered life space, air bags, reinforced side door beams, laminated glass, etc.). Candidates will be able to state three ways a person is killed or injured in a motor vehicle collision. Candidates will be informed on how physics plays a crucial role in the dynamics of a crash. Candidates will be able to state the four types of collisions and their individual dynamics.

Occupant Restraints: Candidates will be able to state that the most effective way to save a life in a collision is a seat belt. Candidates will be presented with statistical information on seat belt wearing rates and the direct correlation between high motor vehicle fatalities and low seat belt usage. Candidates will be presented with factual responses to the many myths of seat belt usage. Candidates will be shown the proper restraints, and the proper way to wear them, for all occupants including children.

Impaired Driving: Candidates will be able to state that the most devastating problem on our roadways is impaired driving. Candidates will be presented with research data on the scope and magnitude of the impaired driving problem in the Lower Mainland District, E Division (British Columbia) and Canada. Candidates will be shown which age groups are statistically most at risk of being in a fatal collision when impaired. Candidates will be provided information on the history and statistical effectiveness of strategies used to combat impaired driving.

Evaluating the Risk to Public Safety: Candidates will be challenged to prioritize collision causal factors based on the risk to public safety on the roadways of the Lower Mainland District. Candidates will be presented with the top five causal factors of fatal collisions in the Lower Mainland, based on information from collision reports. Candidates will achieve a level of understanding of the need for quality and consistent data to validate the significance of causal factors.

Operationalizing the Philosophy: Candidates will be presented with best practices from existing problem-solving strategies. Candidates will examine how the philosophical changes proposed in the workshop can be implemented at the individual and unit level. The components of the RCMP CAPRA problem-solving

model will be used as a template for this exercise. Candidates will use the collision data to identify high-risk road safety issues, track partnerships and evaluate service delivery at the unit level.

Training Day 3

Innovative Operational Strategies: Candidates will be presented with the history, philosophy and best practices of various operational strategies being utilized in Canada. Candidates will examine best practices and the components necessary to design and implement an effective operational strategy. Working in teams, candidates will design and present an innovative operational strategy for a priority problem from within the unit area.

Designing Your Future: This segment focuses on the development of a new service delivery model at the unit level. Candidates will be presented with the steps they will be required to take during the days following the workshop. Candidates will be presented with the unit requirements that will be measured 30 days from the conclusion of the workshop. Candidates will be provided with definitions of the individual roles and responsibilities within the new service delivery model. The individual roles will include coordinators for data analysis, training, enforcement, education, engineering and media. Candidates, during breakout groups, will identify members responsible for coordinating these specific areas. During the breakout groups, candidates will also discuss, evaluate and present performance measures to be implemented at the unit level, based on the new service delivery model.

7.4 TRAINING MATERIAL AND PRESENTATIONS

If you are interested in reviewing comprehensive training materials, please consult the files in these two electronic folders:
* Training the Trainers
* Frontline Training Course

PART 8 – ACCOUNTABILITY AND EVALUATION

8.1 AUDITING THE PROGRAM

The traffic service Pilot Project was implemented in Southern Alberta District in the period 1999 to 2001 for the purpose of reviewing efficiencies and deficiencies in traffic service. Early in 2001, efforts turned to developing an audit instrument that would measure the impact of the program on the delivery of quality traffic service.

To that point, extensive research had been conducted to establish the baseline opinions and knowledge of traffic commanders, supervisors and front-line traffic members. In addition, they had participated in focus group sessions, undertaken three-day training workshops, prepared performance agreements, and developed and implemented a selected traffic enforcement and education program. This activity should have changed the manner in which the members deliver traffic service. Did it? To find out, an audit of traffic service was proposed. The audit would:

- Identify the duties, responsibilities and daily work priorities of the front-line traffic members, their commanders and supervisors, collision reconstructionists and analysts, and the Traffic Coordinator in K Division, and assess what changes had taken place in their working patterns since the Pilot Project was inaugurated.

- Identify detachment duties and responsibilities with respect to traffic service functions.

- Examine and define the line authorities for traffic service, from the Contract Policing Branch, through Headquarters, to the Traffic Coordinator.

- Audit the Pilot Project team's handling of the development and implementation of the project.

The RCMP Northwest Region Audit Team was asked to undertake the audit, and members were selected from Saskatchewan and Nova Scotia. The following documents provide background information on the formation of the audit instrument, the audit form itself, and the final report completed in October 2001.

The audit report contains a list of the major recommendations emanating from the study, along with conclusions relating to the effectiveness of the project in changing the manner in which the front-line and NCOs were now undertaking their traffic service duties.

8.1.1 Guidelines for Traffic Service Audit.doc
8.1.2 Audit Form.doc
8.1.3 SAD Audit Report to CACP 2002.doc
8.1.4 Alberta Audit Report 2001.rtf

8.2 BENCHMARKING AND ACCOUNTABILITY REPORTS

The benchmarking process is not limited to information on fatalities and serious injuries. It also includes all the baseline information that you collected throughout your problem-solving process. This includes enforcement profiles, driver behaviour studies, traffic resource profiles, educational and awareness programs, partnerships and team service delivery. Before you can move ahead, it is necessary to know where you are.

8.2.1 Benchmarking

When benchmarking fatalities, serious injuries and other injuries, it is important to review a minimum of five years of data, or more if possible. This allows for the establishment of trend information. Reviewing collision report forms will be necessary, as police data systems typically do not track fatalities, serious injuries and injuries but rather events. You could ask the provincial transportation department for the information relative to your jurisdiction, but that would defeat the purpose of this exercise. Not only will the reviewers be able to develop trends, but they will become knowledgeable road safety experts. To ensure the benchmarking and accountability process is initiated, the traffic services team (program manager and traffic coordinators) must develop an ongoing monitoring process. Key areas to monitor are: team service development, performance agreements, regular unit visitation, enforcement profiles, resource levels, partnerships, program development, ongoing baseline surveys and reviews of collision data, and the coaching of individuals on the data quality of collision report forms within your organization.

8.2.2 Enforcement Profiles

As with the collision data, it is important to benchmark enforcement efforts for traffic, detachment and municipal detachment members. This establishes the contribution each section is making to the target areas. At the same time, it allows for the development of risk statements relative to the target areas. Undoubtedly, it will determine whether data elements such as stop sign, traffic light, seat belt, child passenger offences and commercial vehicle offences are being tracked.

8.2.3 Road User Behavioural Studies

All of your efforts to measure road user behaviours will become benchmarks, against which you will undertake follow-up research to determine whether your enforcement and education strategies have actually changed behaviours. Remember that this activity must be police driven in order for your service to own the data. If a government agency undertakes this activity for you, they will own the data, potentially opening the door to a situation where "bad" news will not be released to the public.

8.2.4 Traffic Service Resourcing Profiles

The importance of this area cannot be overstated. You have embarked on a new service delivery model for traffic services. That model requires adequate staffing levels of dedicated traffic units to ensure consistent service delivery. It is important to track the number of vacant positions and to identify the reasons they are vacant.

8.2.5 Education and Awareness Programs

Benchmark all your activity relating to education and awareness. The success or failure of any program lies in the public's understanding of the issues, what you are planning to do about them, and the benefit to overall public safety. As such, police involvement in educational activities is critical. What is different from other road safety programs is the fact that you are now utilizing data your police members have gathered. It is important to critically look at what you have, its effectiveness and what other avenues have to be explored. Remember that your successes and failures are of immense value to other police services developing similar programs.

8.2.6 Partnerships

The need to form meaningful partnerships has been emphasized throughout this manual. If partnerships are that important, then every level of the policing hierarchy should be held accountable for them. The partnerships developed by the Commissioner or Chief will be different from those developed by the front-line members. But remember that it is not quantity that counts with partners but rather quality.

8.2.7 Team Service Delivery

The success or failure of your program will lie in your ability to implement traffic teams consisting of the following: data collection and analysis coordinator, education and awareness coordinator, training coordinator, engineering coordinator, and media coordinator. Implementation of this program will require ongoing mentoring, monitoring and facilitation by the traffic service team. As such, it will be necessary to institute scheduled progress reporting by these units. Suggested reporting periods are 30, 60 and 90-day cycles. These periodic audits, in the form of unit visitations, will indicate progress in embedding team service delivery.

8.2.8 Government and Individual Police Service Benchmarking and Accountability Forms

Transport Canada has developed an accountability form for provincial and territorial government agencies responsible for road safety.

[3.2.3.1 Vision 2010 TF Survey -Feb 03.doc](#)

Each police service can develop individual targets for achieving the national goal. An example of provincial or regional target settings is attached.

[8.2.8 BENCH MARKING SPREADSHEET K DIVISION.xls](#)

PART 9 – TRAFFIC ENFORCEMENT AND EDUCATION STRATEGIES

Part 9 is intended as a best practice warehouse, containing research projects and enforcement and education strategies that have been developed by or with major input from police services. It currently contains the research and strategies developed during the RCMP Pilot Project and subsequent rollout across the country. The intention is to update this section of the manual on a regular basis to incorporate new initiatives developed by police services across the country.

Strategies
9.1 Impaired Driving Strategies .doc
9.2 STEP Strategies.DOC
9.3 Strategic Program Plan - K Div.doc

See folder "Selective Traffic Enforcement Strategies" **(ZIP 30.8MB)**
See folder "Five-Year Plan" (ZIP 136 KB)