AN OVERVIEW OF RANDOM BREATH TESTING OPERATIONS IN VICTORIA 1989-1991

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Towards the end of 1989 the Victoria police took delivery of 13 highly visible, purpose-built buses from which to conduct RBT operations. Prior to that testing had been primarily car-based. Operational data from the initiative have been made available to monitor the changes in police operations as the initiative evolved. RBT operational data from July 1989 to June 1991, covering the period where buses were introduced, have been used to monitor these changes.

The main change in RBT activity over the two years was the increased usage of buses and the resultant decrease in car-based testing. In the metropolitan area the change to buses was almost immediate while the introduction of buses to rural Victoria was much slower and varied across police districts.

The introduction of buses has led to increases in the number of RBT tests and gradual, but relatively smaller, increases in the total number of hours of RBT operations and session duration in the metropolitan area. In the rural areas the number of tests and duration of RBT sessions have, until early 1991, remained relatively constant. The number of hours spent testing in rural areas has varied over time.

The main change due to the introduction of buses for the purpose of RBT has been a large increase in the number of people tested for only small changes in the total time spent testing.
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Acknowledgements

This analysis of Random Breath Testing operations was made possible by the provision of data by Victoria Police staff of the Traffic Alcohol Section.
EXECUTIVE SUMMARY

Since its inception in 1976, random breath testing (RBT) operations had been primarily car-based. As part of the RBT Initiative (commencing towards the end of 1989), the Victoria Police took progressive delivery of 13 highly visible, purpose built buses from which to conduct RBT operations. Operational data from the initiative have been made available to monitor the changes in police operations as the initiative evolved. RBT operational data from July 1989 to June 1991, covering the period where buses were introduced, have been used to monitor these changes.

The main change in RBT activity over the two years was the increased usage of buses and the resultant decrease in car-based testing. In the metropolitan area the change to buses was almost immediate while the introduction of buses to rural Victoria was much slower and varied across police districts.

The introduction of buses has led to increases in the number of RBT tests and gradual, but relatively smaller, increases in the total number of hours of RBT operations and session duration in the metropolitan area. In the rural areas the number of tests and duration of RBT sessions have, until early 1991, remained relatively constant. The number of hours spent testing in rural areas has varied over time.

The main change due to the introduction of buses for the purpose of RBT has been a large increase in the number of people tested for only small changes in the total time spent testing.
1.0 INTRODUCTION

Random Breath Testing (RBT) originally was introduced to Victoria in 1976 and involved random breath testing drivers, for alcohol levels, from police cars. Towards the end of 1989 the Victoria police began to use highly visible, purpose-built buses from which to conduct RBT operations. Previously testing was primarily car-based, although four Toyota Coaster buses were also used. Operational data from July 1989 to June 1991 was made available to monitor the changes brought about by the introduction of bus-based RBT testing.

The RBT initiative has been evaluated to determine the effect the program has had on road accidents (Drummond, Sullivan & Cavallo, 1992; Cameron, Cavallo & Sullivan, 1992; Cavallo & Cameron, 1992). The operational data was essential to understand the exact nature of the program and to undertake the post-hoc quasi-experimental evaluation.

The extensive analysis of operational data also provides feedback to the agencies implementing the initiative. This report provides a summary of RBT operations with graphical representations of the data.

2.0 RBT INITIATIVE - OPERATIONAL DATA

An examination of the characteristics of RBT and a description of its operation in the period from July 1989 to June 1991 for different areas in Victoria was undertaken to assist the evaluation of its effectiveness. The characteristics available for examination were:

- the number of hours of testing;
- the number of tests conducted;
- the ratio of bus-based and car-based RBT;
- session duration;
- time of day and day of week of operation; and
- the number of drivers detected with a positive reading.

2.1 RBT Operations Statewide

Information regarding RBT and preliminary breath testing (PBT) operations in each police district in Victoria was obtained for the two year period from July 1989 to June 1991. PBT operations involve mobile intercepts and tests of drivers involved in crashes.

Between July 1989 to June 1991 there were:

17,625 RBT sessions
over 23,000 hours of RBT testing
almost 1.8 million RBT tests

The number of RBT tests steadily increased over the two years while, at the same time, PBT testing appeared to decrease somewhat after 1989 (Figure 2.1).
In contrast, hours of testing overall remained relatively constant, apart from increases when the RBT initiative was first introduced (last quarter 1989) and at the beginning of 1991 (Figure 2.2).

The number of RBT tests conducted in Victoria since 1977 progressively increased over time with a substantial increase from around \( \frac{1}{2} \) million tests in 1989 to over 900,000 in 1990 and 1.1 million in 1991 as a result of the initiative.
2.2 RBT in Metropolitan and Rural Victoria

In this study the metropolitan area is defined as police districts A to J, whilst remaining police districts (K to Q) constitute rural areas. Maps of areas of the State which make up the metropolitan and rural police districts appear in Appendix A.

2.2.1 Hours of RBT testing

Overall, the total number of hours of RBT testing was greater in rural Victoria (14,000 hours) than in the Melbourne metropolitan area (9,000 hours) over the two years. However, in the metropolitan area hours of testing gradually increased to a level of around 480 hours per month by 1991, whilst in the rural area, the number of hours spent testing was more variable, decreasing throughout most of 1990. There were intensified efforts in rural Victoria in January and March 1991 however, with over 1000 hours of testing in each month (Figure 2.3).

Figure 2.3 RBT - Monthly Number of Hours of Testing

2.2.2 Number of RBT tests

Overall, the metropolitan area had a much greater number of tests (1.2 million tests) than the rural area (~0.5 million tests). The number of persons tested in the metropolitan area generally increased (to about 70,000 tests per month) while the numbers tested in the rural area remained steady at around 20,000 tests per month (Figure 2.4).
2.2.3 Car and bus-based RBT operations

In late 1989, 13 new buses were purchased and fitted for the purpose of conducting RBT tests. The main differences between bus and car-based RBT testing is that there are more police personnel operating each bus and the capacity for RBT testing is therefore increased. Calculations for the two year period show that bus-based RBT operations more than doubled the testing rate of car-based RBT operations in both the metropolitan (154 tests per hour from buses and 70 tests per hour from cars) and rural areas (89 tests per hour from buses and 31 tests per hour from cars).

There was a steady increase in both the proportion of RBT tests conducted and hours spent testing out of buses. RBT testing in the metropolitan area shifted from being primarily car-based (80 to 90% of hours between July-September 1989) to almost completely bus-based, with cars accounting for less than 10% of hours, by September 1990 (Figures 2.5 and 2.6). In the metropolitan area bus-based RBT was the primary form of RBT operation since November 1989 in terms of both hours of testing and number of tests conducted.
Figure 2.5 Metropolitan RBT Tests

Figure 2.6 Metropolitan RBT Hours
In contrast, RBT testing in the rural area changed from being almost completely car-based to a level in which cars accounted for about 60% of RBT hours by June 1991 (Figures 2.7 and 2.8). The trend of shifting towards buses in the rural area appeared to be continuing at the end of the two years.

Figure 2.7 Rural RBT Tests

![Figure 2.7 Rural RBT Tests](image)

Figure 2.8 Rural RBT Hours

![Figure 2.8 Rural RBT Hours](image)
2.2.4 *RBT session duration*

**RBT session duration in the metropolitan area:** There was an increase in session duration over the two year time period as shown by the shifting distribution (Figures 2.9 to 2.12) and also the average durations (Figure 2.13) for six monthly periods. In the period from July to December 1989 the majority of sessions were under 1 hour in duration. The number of longer sessions increased over time, with the majority of sessions lasting from 1½ to 3 hours and also greater than 5 hours by mid-1990 and 1991. This trend was consistent with the gradual increase in hours of operation over time and the number of sessions remaining relatively constant.

*Figure 2.9 Metropolitan Session Duration Jul to Dec 1989*

*Figure 2.10 Metropolitan Session Duration Jan to Jun 1990*
Figure 2.11 Metropolitan Session Duration Jul to Dec 1990

Figure 2.12 Metropolitan Session Duration Jan to Jun 1991
RBT session duration in the rural area: Session duration did not change greatly (Figures 2.14 to 2.17). The vast majority of sessions in rural Victoria were less than 1 hour in duration, although, in the first half of 1991 there was an increase in the number of sessions greater than five hours in duration. The average session duration decreased until the first half of 1991 (Figure 2.18).

Figure 2.14 Rural Session Duration Jul to Dec 1989
Figure 2.15 Rural Session Duration Jan to Jun 1990

Figure 2.16 Rural Session Duration Jul to Dec 1990
Figure 2.17 Rural Session Duration Jan to Jun 1991

Figure 2.18 Rural Area Mean Session Duration
Bus and car-based session duration: Whilst the average session duration of buses operating in the rural area remained at around two hours, the distribution has changed over time with an increase in the number of bus sessions less than one hour and also greater than five hours. The duration of bus sessions in the metropolitan area did not change over the two year period with a mean duration of over 3 hours. Car session duration was also steady over the period in both the metropolitan and rural areas with the majority of sessions being under 1 hour in duration.

The increase in session duration in the metropolitan area appeared to be the result of the shift from predominantly car-based operations to almost totally bus-based operations which were typically longer in duration. Since the shift towards buses was slower in the rural area the introduction of the buses had relatively little effect on session duration in these areas until the first half of 1991.

2.2.5 Start/end times of RBT sessions

The start times in the metropolitan area did not greatly change with a median start time between 7pm and 8pm. Over that time period RBT operations tended to finish later with the median finish time shifting from about 9pm in the last six months of 1989 to 11pm in the first six months of 1991 (Figures 2.19 to 2.22). It appeared that the increase observed in session duration in the metropolitan area was the result of the sessions running later. There was a reduction in the level of testing during late morning and early afternoon.

In the rural area the start and end times of RBT sessions did not greatly change. (Figures 2.23 to 2.26).

Figure 2.19 Metropolitan Start/End Times Jul to Dec 1989
Figure 2.20 Metropolitan Start/End Times Jan to Jun 1990

Figure 2.21 Metropolitan Start/End Times Jul to Dec 1990
Figure 2.22 Metropolitan Start/End Times Jan to Jun 1991

Figure 2.23 Rural Start/End Times Jul to Dec 1989
Figure 2.24 Rural Start/End Times Jan to Jun 1990

Figure 2.25 Rural Start/End Times Jul to Dec 1990
2.2.6 RBT by day of week

In the metropolitan area Thursday, Friday and Saturday are the days with the highest number of hours of RBT testing. RBT operations became even more concentrated on these days as compared to the earlier part of the week (Figure 2.27) although there were substantial periods of time spent testing on each day of week. The emphasis of time spent in rural RBT testing shifted from Friday, Saturday and Sunday to be more in line with the metropolitan area (Figure 2.28).

Figure 2.27 Metropolitan RBT Hours by Day of Week
2.2.7 PBT

There is very little information available about PBT tests (tests from mobile intercepts and crash involved drivers) conducted in the two year period except for the number tested in metropolitan and country areas each month. It should be noted that metropolitan and country are Police definitions and differ slightly from the definitions used previously.

Of the 919,450 PBT tests conducted 62% occurred in metropolitan areas while the remaining 38% of PBT tests were in country Victoria.

2.2.8 Hit rates

The RBT hit rate (percentage of positive BAC tests) in the metropolitan area over the two year period (0.25 to 0.40%) was consistently higher than in rural Victoria (0.10 to 0.15%) as shown in Figure 2.29. For both areas the hit rate varied somewhat over this period with no clear upward or downward trends. The hit rate for PBT (3 to 4%) is much higher than for RBT but, as with RBT, there was no obvious trend (Figure 2.30).
Figure 2.29 RBT Hit Rate (Positive BAC) - Metropolitan v. Rural

Figure 2.30 PBT Hit Rate (Positive BAC) - Metropolitan v. Country
2.3 RBT in Police Districts

2.3.1 Hours spent RBT testing and numbers of tests conducted

The number of hours spent testing and the total number of RBT tests conducted within each police district were examined (Figures 2.31 and 2.32).

Figure 2.31 Hours of RBT Testing

Figure 2.32 RBT Tests
Districts in the metropolitan area spent similar amounts of time RBT testing and conducted similar numbers of tests per hour (Figure 2.33). In districts A, B and C there were more tests conducted each hour, in comparison to other districts. This can be explained by the higher traffic volumes in these districts which are located in and around the inner metropolitan area. Districts D, E and F recorded the lowest number of tests per hour.  

Figure 2.33 RBT - Rate of Testing in Police Districts

In the different rural police districts there was marked variation in the number of hours spent testing and the number of tests conducted. When broken down into the different divisions it can be seen that the majority of RBT in some rural districts was concentrated mainly in one of the divisions, generally the one closer to Melbourne. This is most evident in districts M and O, the two districts immediately north west of the metropolitan area.

2.3.2 Car and bus-based operations

The introduction of buses occurred almost immediately in all of the metropolitan police districts while their introduction to rural areas was slower and at varying times across police districts. Some rural districts/divisions began introducing buses early in 1990 while other districts/divisions first began to use them in late 1990 or early 1991.

A detailed analysis of the number and proportion of hours and tests conducted from car and bus-based operations, for each individual police district, is presented in Appendix B.

In closely scrutinising the amount of bus use in the different police districts and divisions it appears that the type of RBT in a district can be categorised into one of three models. The metropolitan districts were all similar, in that they moved to buses very quickly. In the rural area there appeared to be some districts/divisions that introduced low levels of bus based RBT in late 1989/early 1990 with the remaining areas making very little use of buses until, at least, late 1990.
2.4 Summary of RBT Operations

The main change in RBT activity over the two years was the increased usage of buses and the decrease in car-based RBT. The introduction of buses almost immediately substituted car-based RBT in all police districts in the metropolitan area while their introduction in the rural area was much slower and varied across police districts.

This led to a much higher number of RBT tests and gradual, but relatively smaller, increases in the total number of hours of RBT operations and session duration in the metropolitan area. In rural Victoria, the number of RBT tests conducted and the duration of RBT sessions (until 1991) remained relatively constant, even though the number of hours spent testing was variable over time. In some rural areas bus-based RBT was used at low levels whilst at the remaining rural locations bus-based RBT was not used consistently until late 1990/early 1991. Overall in Victoria this resulted in a substantial increase in the number of RBT tests for only gradual changes in the time spent testing.

REFERENCES


Appendix A

Location of Metropolitan and Rural Police Districts
Appendix B

RBT Operations in Police Districts
Police District A
Number of RBT tests from Cars and Buses

July 89 - June 91

Police District A
Proportion of RBT tests from Cars and Buses

July 89 - June 91
Police District A
Number of Minutes of Car and Bus based RBT

Proportion of Car and Bus based RBT Minutes

July 89 - June 91
Police District B
Number of RBT tests from Cars and Buses

July 89 - June 91

Police District B
Proportion of RBT tests from Cars and Buses

July 89 - June 91
Police District B
Number of Minutes of Car and Bus based RBT

Proportion of Car and Bus based RBT Minutes
Police District C
Number of RBT tests from Cars and Buses

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Police District C
Proportion of RBT tests from Cars and Buses

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Police District C
Number of Minutes of Car and Bus based RBT

Proportion of Car and Bus based RBT Minutes
Police District D
Number of RBT tests from Cars and Buses

Police District D
Proportion of RBT tests from Cars and Buses
Police District D
Number of Minutes of Car and Bus based RBT

Police District D
Proportion of Car and Bus based RBT Minutes
Police District E
Number of RBT tests from Cars and Buses

Police District E
Proportion of RBT tests from Cars and Buses
Police District E
Number of Minutes of Car and Bus based RBT

Police District E
Proportion of Car and Bus based RBT Minutes
Police District F
Number of RBT tests from Cars and Buses

Police District F
Proportion of RBT tests from Cars and Buses
Police District F
Number of Minutes of Car and Bus based RBT

Police District F
Proportion of Car and Bus based RBT Minutes
Police District G
Number of RBT tests from Cars and Buses

July 89 - June 91

Police District G
Proportion of RBT tests from Cars and Buses

July 89 - June 91
Police District G
Number of Minutes of Car and Bus based RBT

July 89 - June 91

Police District G
Proportion of Car and Bus based RBT Minutes

July 88 - June 91
Police District H
Number of RBT tests from Cars and Buses

Police District H
Proportion of RBT tests from Cars and Buses
Police District H
Number of Minutes of Car and Bus based RBT

Police District H
Proportion of Car and Bus based RBT Minutes
Police District I
Number of RBT tests from Cars and Buses

Proportion of RBT tests from Cars and Buses

July 88 - June 91
July 89 - June 91
Police District I

Number of Minutes of Car and Bus based RBT

Proportion of Car and Bus based RBT Minutes
Police District J
Number of RBT tests from Cars and Buses

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July 89 - June 91

Police District J
Proportion of RBT tests from Cars and Buses

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July 89 - June 91
Police District J
Number of Minutes of Car and Bus based RBT

Police District J
Proportion of Car and Bus based RBT Minutes
Police District K1
Number of RBT tests from Cars and Buses

Police District K1
Proportion of RBT tests from Cars and Buses
Police District K1
Number of Minutes of Car and Bus based RBT

Police District K1
Proportion of Car and Bus based RBT Minutes
Police District K2
Number of RBT tests from Cars and Buses

Police District K2
Proportion of RBT tests from Cars and Buses
Police District K2
Number of Minutes of Car and Bus based RBT

Police District K2
Proportion of Car and Bus based RBT Minutes
Police District L1
Number of RBT tests from Cars and Buses

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July 89 - June 91

Proportion of RBT tests from Cars and Buses

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July 89 - June 91
Police District L1
Number of Minutes of Car and Bus based RBT

- Car
- Bus

July 88 - June 91

Police District L1
Proportion of Car and Bus based RBT Minutes

- Car
- Bus

July 88 - June 91
Police District L2
Number of RBT tests from Cars and Buses

July 89 - June 91

Police District L2
Proportion of RBT tests from Cars and Buses

July 89 - June 91
Police District L2
Number of Minutes of Car and Bus based RBT

[Bar graph showing the number of minutes of RBT for cars and buses from July 89 to June 91.]

Police District L2
Proportion of Car and Bus based RBT Minutes

[Bar graph showing the proportion of RBT minutes for cars and buses from July 89 to June 91.]
Police District M1
Number of RBT tests from Cars and Buses

Police District M1
Proportion of RBT tests from Cars and Buses
Police District M1
Number of Minutes of Car and Bus based RBT

July 89 - June 91

Police District M1
Proportion of Car and Bus based RBT Minutes

July 89 - June 91
Police District M2
Number of RBT tests from Cars and Buses

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July 89 - June 91

Police District M2
Proportion of RBT tests from Cars and Buses

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July 89 - June 91
Police District M2
Number of Minutes of Car and Bus based RBT

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Police District M2
Proportion of Car and Bus based RBT Minutes

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July 89 - June 91
Police District N1
Number of Minutes of Car and Bus based RBT

Proportion of Car and Bus based RBT Minutes

July 89 - June 91
Police District N2
Number of RBT tests from Cars and Buses

![Number of RBT tests from Cars and Buses](image)

Police District N2
Proportion of RBT tests from Cars and Buses

![Proportion of RBT tests from Cars and Buses](image)
Police District N2
Number of Minutes of Car and Bus based RBT

Police District N2
Proportion of Car and Bus based RBT Minutes
Police District 01
Number of RBT tests from Cars and Buses

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July 89 - June 91

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Proportion of RBT tests from Cars and Buses

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<th>Car</th>
<th>Bus</th>
</tr>
</thead>
</table>

July 89 - June 91
Police District 01
Number of Minutes of Car and Bus based RBT

Police District 01
Proportion of Car and Bus based RBT Minutes
Police District O2
Number of RBT tests from Cars and Buses

Police District O2
Proportion of RBT tests from Cars and Buses
Police District 02
Number of Minutes of Car and Bus based RBT

<table>
<thead>
<tr>
<th>Car</th>
<th>Bus</th>
</tr>
</thead>
<tbody>
<tr>
<td>0%</td>
<td>100%</td>
</tr>
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<td>20%</td>
<td>80%</td>
</tr>
<tr>
<td>40%</td>
<td>60%</td>
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<tr>
<td>60%</td>
<td>40%</td>
</tr>
</tbody>
</table>

Police District 02
Proportion of Car and Bus based RBT Minutes

<table>
<thead>
<tr>
<th>Car</th>
<th>Bus</th>
</tr>
</thead>
<tbody>
<tr>
<td>0%</td>
<td>100%</td>
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<td>20%</td>
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<tr>
<td>60%</td>
<td>40%</td>
</tr>
</tbody>
</table>

July 80 - June 91
Police District P1
Number of RBT tests from Cars and Buses

![Graph showing number of RBT tests from cars and buses from July 89 to June 91.]

Police District P1
Proportion of RBT tests from Cars and Buses

![Graph showing proportion of RBT tests from cars and buses from July 89 to June 91.]

Police District P1
Number of Minutes of Car and Bus based RBT

July 89 - June 91

Proportion of Car and Bus based RBT Minutes

July 89 - June 91
Police District P2
Number of RBT tests from Cars and Buses

Police District P2
Proportion of RBT tests from Cars and Buses
Police District P2
Number of Minutes of Car and Bus based RBT

July 89 - June 91

Police District P2
Proportion of Car and Bus based RBT Minutes

July 89 - June 91
Police District Q1
Number of RBT tests from Cars and Buses

Police District Q1
Proportion of RBT tests from Cars and Buses
Police District Q1
Number of Minutes of Car and Bus based RBT

Police District Q1
Proportion of Car and Bus based RBT Minutes
Police District Q2
Number of RBT tests from Cars and Buses

Police District Q2
Proportion of RBT tests from Cars and Buses
Police District Q2
Number of Minutes of Car and Bus based RBT

July 89 - June 91

Police District Q2
Proportion of Car and Bus based RBT Minutes

July 89 - June 91