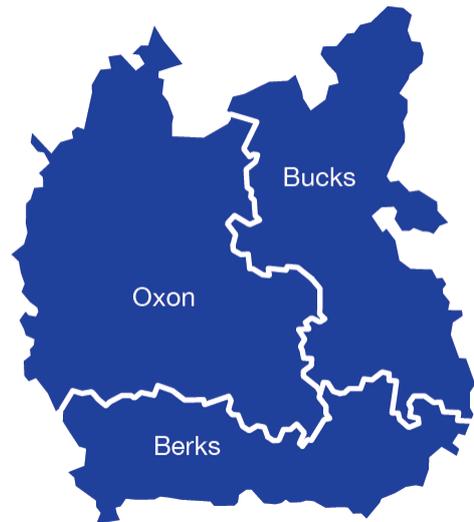


Agenda

Date: Friday, 20 November 2020

Time: 11.00 am

Venue: virtual



Map and Directions

The Briefing Meeting for Members will be held at 10am. There should be sufficient space in the car park at the Council Offices.

<http://www.aylesburyvaledc.gov.uk/finding-us>

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Therefore by entering the room, you are consenting to being filmed and to the possible use of those images and sound recordings. If Members of the public do not wish to have their image captured they should highlight this to an Officer. If you have any queries regarding this, please contact the Scrutiny Officer on 07990368048

1. **Apologies for Absence**
2. **Declarations of Interest**
3. **Minutes** (Pages 1 - 12)

To agree the Minutes of the meeting held on 4 September 2020.

4. **Public Question Time**

Anyone who works or lives in the Thames Valley can ask a question

at meetings of the Police and Crime Panel, at which a 20 minute session will be designated for hearing from the public.

If you'd like to participate, please read the Public Question Time Scheme and submit your questions by email to contact@thamesvalleypcp.org.uk at least three working days in advance of the meeting.

5. Thames Valley Police - Estate Collaboration with 'Blue Light' emergency Services and Local Authorities (Pages 13 - 20)

The Panel to receive a presentation from Peter Smith (Strategy & Assets Manager, TVP Property Services). Report attached, together with background information paper, produced by the Panel's Scrutiny Officer.

6. Update on Road Safety Working Group (Pages 21 - 128)

To consider an attached report which updates the Panel on the work of the Road Safety Working Group which was set up as a result of a recommendation of this Panel in April 2017.

Supt Colin Hudson from TVP will present the item.

7. Police and Crime Plan Strategic Priority 2 - Performance Report - Prevention and Early Intervention (Pages 129 - 142)

To receive a report from the Police and Crime Commissioner.

8. Professional & Ethical Standards Panel's Annual Assurance Report 2019 (Pages 143 - 150)

To consider the attached report.

9. Report of the Complaints Sub-Committee (Pages 151 - 152)

To receive the attached report summarising recent complaints considered.

10. Chairman and PCC Announcements and Topical Issues (Pages 153 - 158)

To receive announcements from the PCC and the Chairman of the Panel and to note and ask questions on the topical issues report, produced by the Panel's Scrutiny Officer.

11. Work Programme (Pages 159 - 162)

For Panel Members to put forward items for the Work Programme including ideas for themed meetings.

12. Exclusion of Press and Public

The public should be excluded during this item because its discussion in public would be likely to lead to the disclosure to members of the public present of information relating to the financial or business affairs of any particular person as detailed in paragraph 3 of Part I of Schedule 12A to the Local Government Act 1972 (as amended):

It is considered that in this case the public interest in maintaining the exemption outweighs the public interest in disclosing the information in that such disclosure would infringe the rights of the individual to privacy contrary to the general law and the duty of the authority to respect human rights and to comply with that law and contrary to the authority's duties as a fair employer.

PART II

13. Equip ERP Programme Update (Pages 163 - 166)

To receive a confidential report from the Police and Crime Commissioner.

Date of next meeting: 29 January 2021

Membership

Chairman – Councillor Kieron Mallon
Deputy Chairman - Councillor Bill Bendyshe-Brown

Committee Members:

Councillor

Adey
Barnett-Ward
Robin Bradburn
David Cannon
Culverhouse
Davies
Neil Fawcett
Harrison
Jones

Morrice
Nazir
Patman
David Rouane
Rowles
Sangster
District Councillor Louise U
pton
Winn

Gahir
Jenny Hannaby
Hayes
Emma Hobbs
Alan Law
Keith McLean
Ian Snowdon
John Tanner

Andrew McHugh

Bowden
Kevin Bulmer



Minutes

Minutes of the Thames Valley Police and Crime Panel held virtually on Friday, 4 September 2020, commencing at 11.00 am and concluding at 1.05 pm.

Members Present

Councillor Kieron Mallon (Oxfordshire County Council) (Chairman), Councillor Julia Adey (Buckinghamshire Council – Co-Opted Member) (Vice-Chairman), Councillor Adele Barnett-Ward (Reading Borough Council), Councillor Bill Bendyshe-Brown (Buckinghamshire Council), Councillor Robin Bradburn (Milton Keynes Council), Councillor David Cannon (Royal Borough of Windsor and Maidenhead), Councillor Emily Culverhouse (Buckinghamshire Council – Co-Opted Member), Councillor Neil Fawcett (Vale of White Horse District Council), Councillor Dorothy Hayes (Bracknell Forest Council) (Substitute Member), Elizabeth Jones (Independent Member), Councillor Norman MacRae (West Oxfordshire District Council), Councillor Andrew McHugh (Cherwell District Council), Phillip Morrice (Independent Member), Councillor Mohammed Nazir (Slough Borough Council), Councillor Barrie Patman (Wokingham Borough Council), Councillor David Rouane (South Oxfordshire District Council), Councillor Claire Rowles (West Berkshire Council), Councillor Ray Sangster (Buckinghamshire Council – Co-Opted Member), Councillor Dr Louise Upton (Oxford City Council) and Councillor Mark Winn (Buckinghamshire Council – Co-Opted Member).

Officer Present

Khalid Ahmed (Scrutiny Officer).

Others Present

Kate Agha (Oxford against Cutting), Matthew Barber (Deputy Thames Valley Police and Crime Commissioner), John Campbell (Chief Constable, Thames Valley Police), Paul Hammond (Chief Executive Officer of PCC), Catherine Marriott (Office of PCC), Anthony Stansfeld (Thames Valley Police and Crime Commissioner) and Ian Thompson (Chief Finance Officer of PCC).

If you have a query please contact Khalid Ahmed, Thames Valley Police & Crime Panel Scrutiny Officer (Tel: 07990 368048; Email: khalid.ahmed@oxfordshire.gov.uk)

17/20 **APOLOGIES FOR ABSENCE**

An apology for absence was submitted by Councillor John Harrison (Bracknell Forest Council) (Councillor Dorothy Hayes substituting).

18/20 **APPOINTMENT OF VICE-CHAIRMAN TO THE PANEL**

Councillor Bill-Bendyshe-Brown was appointed Vice-Chairman of the Panel for the rest of the municipal year.

19/20 **MINUTES**

The Minutes of the meeting held on 19 June 2020 were agreed as a correct record and signed by the Chairman.

[The Panel was informed that in relation to Minute 15/20 – Taxi-Licensing Coordinator Single Point of Contact Post -the Panel's decision on requesting that the LGA consider taking forward the standardisation of taxi licensing was sent. The response was that the Department of Transport has produced statutory guidance on taxi licensing but there was still no legislation standardising licensing. Further discussions would take place with the LGA on taking this forward.

The PCC undertook to take this forward and update the Panel.]

20/20

REVIEW OF PANEL RULES OF PROCEDURE, PANEL MEMBERSHIP AND APPOINTMENT TO SUB-COMMITTEE AND TASK GROUPS

The Panel received a report which provided details of the Panel's Rules of Procedure and Panel Arrangements. A number of minor amendments were agreed which would update the documents.

Reference was made to the last meeting of the Panel held on 19 June 2020, where Members were informed that Buckinghamshire Council had made Co-Opted Member appointments to the Panel, which were subject to interview. It was reported that the four Co-Opted Members were interviewed by the Chairman of the Police and Crime Panel, Councillor Bendyshe-Brown and Councillor Patman and their appointments were confirmed.

It was also reported that Buckinghamshire Council had appointed Councillor David Carroll as a Standing Deputy Member, for the appointed full Member, Councillor Bill Bendyshe-Brown.

The Panel was asked to consider the memberships of the Panel's Complaints Sub-Committee and the Budget Task and Finish Group.

RESOLVED – (1) That the Panel's Rules of Procedure and Panel Arrangements be noted, subject to the amendments made.

(2) That ratification of the following appointments of the 4 Buckinghamshire Council Co-Opted Members be made:

Councillor Julia Adey (co-opted)

Councillor Emily Culverhouse (co-opted)

Councillor Ray Sangster (co-opted)

Councillor Mark Winn (co-opted)

(3) That approval be given to the memberships of the following:

Complaints Sub-Committee (7)– Cllr Julia Adey, Cllr Bill Bendyshe-Brown, Cllr Emily Culverhouse, Cllr Andrew McHugh, Cllr Kieron Mallon, Cllr Norman MacRae and Phillip Morrice.

Budget Task and Finish Group (5) – Cllr Robin Bradburn, Cllr Andrew McHugh, Cllr Barrie Patman and Cllr David Rouane. (1 vacancy)

21/20

THEMED ITEM - EXPLOITATION - PREVENTING CSE/MODERN SLAVERY/FORCED MARRIAGE/HIDDEN HARM/FEMALE GENITAL MUTILATION AND HONOUR BASED CRIME/PEOPLE TRAFFICKING

The Panel was provided with a report on its wide-ranging themed item of “Exploitation”, together with additional supporting documents relating to the areas covered under “Exploitation”.

The Police and Crime Commissioner provided statistics and data for the Thames Valley to enable Panel members to receive a Thames Valley perspective on the issues of exploitation and the prevention of child sexual exploitation (CSE), modern slavery, forced marriage, hidden harm, female genital mutilation (FGM) and people trafficking.

The Panel was informed that from a PCC’s perspective, the prevention of exploitation generally related to two of the strategic priorities detailed in the Police and Crime Commissioner’s Police and Crime Plan 2017-2021:

- Strategic Priority 1, ‘Vulnerability’ (which includes the response by police and partners to human trafficking, forced marriages, FGM, CSE and other hidden harm such as honour-based violence, coercive control, stalking and harassment)
- Strategic Priority 2, ‘Prevention and Early Intervention’ (which includes the prevention of CSE and FGM).

The Chairman of the Panel gave Members the background to the item and referred to this Panel setting up a Child Sexual Exploitation (CSE) Sub-Committee as a result of the Operation Bullfinch Inquiry into sexual exploitation of children in Oxford. The PCC provided brilliant support to this to drive forward the objectives of the Sub-Committee which was to raise awareness across the Thames Valley of CSE and other exploitation related issues.

Kate Agha from Oxford against Cutting attended the meeting and provided the Panel with details of the work the organisation carried out throughout the three counties of the Thames Valley, in conjunction with other organisations.

FGM was a form of child abuse and a violation of Human Rights. Oxford against Cutting was a diverse organisation, both at Board Level and in terms of Directors and facilitators. Women of different nationalities, some of whom have been affected by the practice carry out the work of the organisation.

The organisation focused on harmful practises such as FGM, Honour Based abuses and Forced Marriages. The core work was around prevention and education with workshops facilitated by survivors of harmful practises, so they had that experience and knowledge to enable them to speak about the impact of these practises and the impact on the individual and families.

Oxford against Cutting received funding from the PCC for a two-year school project and was able to provide 60 sessions in Berkshire, Buckinghamshire and Oxfordshire, which reached 2,770 people by the end of the 2 years.

FGM was a taboo subject, was hidden, was difficult to measure and hard to know how to prevent. This was a cultural issue, with people often reluctant to talk about it. There was a nervousness of teachers in school talking about FGM and Forced Marriage, particularly because of cultural sensitivity.

A consequence of the sessions has been the huge increase in confidence in talking about FGM during safeguarding. In Berkshire for example before the schools' project, 43% were not confident talking about the issue, but at the end of the training, 71% felt more confident. Poster campaigns took place, during lockdown, a web café was held, for those women who could not access community groups.

Reference was made to work carried out by the organisation, which was commissioned by PCC; the Black, Asian, Minority Ethnic and Refugee (BAMER) project, which focused on engaging and raising awareness around such crime types/victims across the Thames Valley region.

Reference was made to some of the projects in partnership Oxford against Cutting were involved in such as with Oxfordshire County Council and the Chairman asked if this information could be sent out. In addition, the Chairman asked that details of events be shared with Panel Members and CSPs to enable messages to get out into the community.

The Panel was informed that the organisation carried out most of its work in Oxfordshire where it was based, however, schools training on FGM and Honour Based Abuse was delivered in Berkshire, Buckinghamshire and Oxfordshire.

In response to a question, Kate Agha reported that Oxford against Cutting did not directly receive funding from the Home Office, however, financial support came from Thames Valley PCC, Oxfordshire County Council and MK MASH.

The PCC reported that in his early days as PCC, Sexual Crimes against Children was brought to the fore by the Bullfinch Inquiry in Oxford. In relation to FGM, he had financially supported organisations who fought to eradicate this. This was well supported, particularly in Oxfordshire, but not as well in other parts of the Thames Valley. The PCC expressed concern at areas such as Slough where this hidden crime went undetected, partly because people were reluctant to speak to the authorities. Educating people that this practise was unacceptable in the UK was important.

The Chairman referred to the importance of schools, and particularly teachers making the authorities aware of children who were being trafficked abroad for FGM and for Forced Marriages. The PCC was asked to encourage greater coverage of the Thames Valley in relation to combatting these issues as Berkshire and Buckinghamshire did not have the same level of coverage.

Questions

(1) Recent reports have indicated that there have been a record number of child sex abuse crimes reported to TVP, with over 2,000 in the last 12 months up to June 2019. What more can the PCC do to ensure that he is meeting his Strategic Priority 2 objective of prevention and early intervention, which these figures on CSE indicate he is not?

[The PCC reported that Multi Agency Safeguarding Hubs throughout the Thames Valley were there for the public to report such crimes, although he recognised that they were reactive. He reiterated the role which schools and teachers had in preventing such crime. It was not always the case that teachers reported these crimes. The problem was not just a Police issue, local authorities and other agencies had a role to play in terms of early intervention and prevention.]

The Panel was informed that the reporting of such crimes had improved which meant the statistics were misleading. The greater the promotion of reporting these crimes, the more cases there would be, therefore it was difficult to determine whether child sexual abuse had gone up. The Chief Constable explained that there had to be caution regarding whether these crimes had increased. There had been increased awareness of hidden crimes such as FGM, Forced Marriage, Honour Based Crimes etc, which had resulted in more reporting so an increase in the number of reported crimes was not necessarily a negative.]

(2) The representative from Oxford against Cutting was asked whether women from the affected communities were part of the organisation?

[Kate Agha replied that women from affected communities were involved in the organisation which helped in terms of reaching out to communities. Ideally it would be helpful if there were outreach workers in each county, although Oxford against Cutting did cover the whole of the Thames Valley. The Chairman stressed the importance of Members of the Panel being conduits on these issues through their local authorities and to look at ways of providing possible funding.]

(3) Reference was made to Thames Valley's Independent Trauma Advisors project and the cost benefit analysis as detailed on page 57 of the agenda. The PCC was asked for clarity and more detail on the figures.

[The PCC undertook to provide clarification on this to Councillor McHugh.]

(4) Could the PCC explain why in relation to Modern Slavery was the rate of referrals to the National Referral Mechanism (2016-17) increased in the Thames Valley by 122%, compared to a national average of 63%? Have the referral figures for Thames Valley got better?

[The PCC replied that making something a priority would result in figures going up. The Chief Constable referred to a significant training programme which officers undertook which raised everyone's awareness to Modern Slavery, Hidden Harm etc, which resulted in greater reporting.]

(5) In relation to FGM, there is a lot of very good educational work taking place across the Thames Valley, however, to ensure consistency of approach, would the development of a Thames Valley FGM strategy help in tackling the problem? Also, what more can be done for the Police to get prosecutions on FGM and Forced Marriage.

[The PCC reported that this was often very difficult as do you want to take the children away from the parents. There were no easy answers, but facilitators needed to be prosecuted. The Chief Constable reported that in 2019/20 in the Thames Valley there were 9 offences of Forced Marriage, but there were no prosecutions. This was a complex area with offences committed behind closed doors and with communities staying silent. Kate Agha added that if the Police and authorities were heavy handed, certain communities would feel alienated. There was a difficult line to tread.]

The Chairman thanked the PCC, the Chief Constable and Kate Agha for their excellent contributions to the themed item and commented that he was heartened at the work and the funding provided by the PCC into this area.

Reference was made to other areas of exploitation which the Panel should look at which included Modern Slavery; particularly in relation to car washes, agricultural work and building work and Forced Marriage and Honour Based Crime. Within Honour Based Crime, there was also a hidden crime of homosexual men being forced into marriage.

It was agreed that these issues comprise another themed scrutiny item and be included in this Panel's work programme for a future meeting.

RESOLVED – That the information provided by the PCC and Oxford against Cutting be noted and the Panel will continue to monitor this area.

22/20

POLICE AND CRIME PLAN STRATEGIC PRIORITY 4: PERFORMANCE REPORT - SERIOUS ORGANISED CRIME AND TERRORISM

Consideration was given to a report of the PCC, which summarised the progress to date (Year 3, 2019/20, quarter 4) on the delivery of the Police and Crime Plan Strategic Priority 4 – Serious Organised Crime and Terrorism.

Questions

(1) Could the PCC provide details of where improvements needed to be made in relation to the management of organised crime groups and county lines drug gangs and would this involve CSPs?

[The PCC reported that in relation to Serious Organised Crime there had been recent major operations led by the National Crime Agency which produced results. Reference was made to Major Fraud which the National Crime Agency estimated amounted to around £190 Billion; bigger than drug related crime.

Serious Organised Crime gangs were very organised and operated via sophisticated encrypted IT. In relation to county lines, this was ongoing national problem, which

during Covid 19, had been easier to deal with. However, since the easing of lockdown with more cars on the road and trains running, this had increased. County lines emanated from major cities and TVP only had the ability to stop once the activity came into the Thames Valley.

The Chief Constable provided details of how the Police nationally and locally dealt with Serious Organised Crime, including county lines. There was lots of Police disruptive work taking place, but the problem was huge. There was lots of casual use of drugs as well as addict use, and a campaign had taken place to highlight the issue. A hostile environment was needed to disrupt the trade, together with a multi-agency approach including CSPs to disrupt the trade in drugs.]

(2) The Member from Reading Borough Council wished to place on record her thanks to the Chief Constable and to Thames Valley Police for the work they had carried out during and post the recent terrorist attack in Reading.

The PCC was asked, with the recent terrorist attack in Forbury Gardens Reading what work is he doing to ensure there is increased vigilance from residents of the threat of terrorism in Thames Valley?

[The PCC acknowledged that it was difficult to get over to the public that there was always the threat of terrorism. The public needed to look into their own communities at times as there were extremists from the far right and far left and from religious groups. From initial investigations the Forbury Gardens attacker was a lone operator. Counter Terrorism Police had information on 30 – 40,000 persons of interest and it was impossible to place all of these on permanent surveillance. It was very difficult for the Police if someone suspected a person of being a terrorist unless there was firm evidence.

The Chief Constable referred to Prevent which was the Government's counter terrorism strategy which aimed to stop people becoming terrorists or supporting them. The strategy aimed at providing practical help and support to stop individuals being drawn into terrorism. The Police and other agencies worked very closely in an attempt to divert those identified people away from extremism and terrorism.]

(3) With the funding the PCC provides to organisations to reduce re-offending and to reduce serious organised crime how does the PCC measure the success of this initiative?

[The PCC reported that officers did monitor the performance of organisations who were funded by the PCC. They had to provide quarterly reports which provided information on how the money was spent. The Victims First Hub monitored the spending on victim services. The PCC agreed to provide a full written answer to this question which would be circulated to Panel Members.]

RESOLVED - That the report of the PCC and the progress made on the delivery of the Police and Crime key aims in relation to Serious Organised Crime and Terrorism be noted.

POLICE AND CRIME PLAN STRATEGIC PRIORITY 5 - PERFORMANCE REPORT - POLICE ETHICS AND REFORM

Consideration was given to a report of the PCC, which summarised the progress to date (Year 3, 2019/20, quarter 4) on the delivery of the Police and Crime Plan Strategic Priority 5 – Police Ethics and Reform.

Questions

(1) How was the PCC trying to improve the perception of the Police amongst young people, particularly with increases in the use of stop and search tactics?

[The PCC reported that the Police were not receiving complaints in relation to stop and search which seemed to be effective and fair. There had been increases in knife crime because of the use of stop and search. This practice had to be watched carefully and had to be used fairly and proportionally.]

(2) In relation to the safety of all Police staff, will the PCC be providing the necessary support and funding to TVP to enable the recommendations of the recent National Police Chiefs' Council review into Police Safety to be implemented? Reference was made to the use of body worn cameras which caused less confrontation which was welcome.

[The PCC informed the Panel that it was unclear what the costs would be, although a big cost would be in relation to the increased provision of tasers. Funding for this would come from the Home Office. Police safety was very important in light of the tragic circumstances in PC Andrew Harper's killing.]

The use of body worn cameras was very useful, particularly in relation to the night time economy.]

(3) Could the PCC provide an update on the implementation of the Contact Management Platform, particularly around crime recording? Has this been successful?

[The PCC replied that the implementation of the Contact Management Platform had been a long and difficult process and he was not satisfied at the delays of implementation. The system would transform the reporting processes in one shared platform for Thames Valley Police and Hampshire Constabulary.]

(4) With the Covid 19 Pandemic changing the way organisations provide services, what impact has the pandemic had on the Police as a service? Reference was made to officers of neighbourhood policing teams being diverted into Response Teams.

[The Chief Constable reported that during the Covid 19 Pandemic, Policing had to be prioritised so policing teams had to be merged to ensure that Police numbers were available for priority operational needs. Officers had now returned to neighbourhood teams.]

RESOLVED - That the report of the PCC and the progress made on the delivery of the Police and Crime key aims in relation to Police Ethics and Reform be noted.

24/20

ANNUAL ASSURANCE REPORT 2019 FROM THE JOINT INDEPENDENT AUDIT COMMITTEE TO THE PCC FOR THAMES VALLEY AND THE CHIEF CONSTABLE OF THAMES VALLEY POLICE

Members received the Annual Assurance Report 2019 from the Joint Independent Audit Committee of the PCC and Chief Constable. The Joint Independent Audit Committee was a key component of the arrangements for securing effective corporate governance and provided an independent and high-level focus on the audit, assurance and reporting arrangements that underpinned good governance and financial management and reporting standards.

The PCC reported that the Chairman of the Joint Committee, Dr Louis Lee, had retired and the membership had changed.

The PCC was asked to provide information on the Tri-Force Enterprise Resource Planning (ERP) system which the External Auditors had expressed concern at the financial and operational risks. The Panel was informed that this was a complex issue and it was agreed that an update be provided to the Panel before the next Panel meeting.

RESOLVED – That the report be noted and the PCC and Chief Constable be asked to provide an update on the ERP system to Panel Members.

25/20

UPDATE ON RECRUITMENT AND RETENTION WITHIN THAMES VALLEY POLICE

The Panel was provided with a report which provided details of Police recruitment and Retention within Thames Valley.

The Chief Constable summarised the key parts of the report:

- In the year 1st April 2019 to 31st March 2020, TVP appointed 470.3 new officers. 376 of these were recruits and 31 officers transferred in from other forces.
- Year to date (1st April 2020 to 31st July 2020) TVP have appointed 149 new student officers. 7.4% of these recruits are from a BAME background, 28.2% are female. The Panel congratulated the Chief Constable on these figures.
- This year police officer leavers have significantly reduced from a predicted average based on the last two years of 26 per month to 17 per month. This was due to officers delaying plans to retire, transfer out or resigning due to the uncertainty caused by Covid 19. Transfers out were predicted to increase to previous yearly averages but resignations were likely to remain lower.
- Recruitment had not been significantly affected by Covid 19. Processes had been adapted to enable TVP to continue on bringing people into TVP e.g. online assessment centres. The recruitment pipeline was very healthy with enough candidates to fill intakes through to the new year. There were a further

10 intakes/courses of 19 students each planned for this year. (Total for year 20 courses).

- Operation Uplift - In September 2019 the government announced an uplift of 20,000 officers over 3 years across the country. In year 1, TVP were awarded 183 of that number and TVP were on track to exceed that number by 31st March 2021. Numbers for years 2 and 3 had not yet been announced by the Home Office but it was predicted that TVP would get a further 150 officers in each year.
- Officers from the 1st Uplift tranche were all being posted to the frontline ICR teams.
- **Detectives** - Forces across the country had been experiencing a shortage in detectives. At the end of July TVP had 24.3 vacancies - but this was a reduction of 18.9 on the months before and represented a significant improvement. There were an increased number of officers taking the National Investigators Exam (96 enlisted for Sept) and there were increased numbers applying to become DCs.
- TVP had undertaken a number of initiatives to encourage applications, including increased exam support and the process that enabled PCs to join CID before they took the National Investigators' Examination, alongside the recruitment events which were held for DCs.
- Oxfordshire and Buckinghamshire DC establishments were forecast to be close to 100% of establishment over the next three months.
- TVP were currently open for recruitment for the Specialist Entry DHEP programme which started in early 2021. There was also a Police Now detective cohort starting in January. This was a combined total of 48 new aspiring detectives.
- Police Community Support Officer numbers were 60.1 under their establishment of 413. This was partly due to a significant number joining to be police officers.
- There was a high turnover of staff within Contact Management. There were currently 30.34 under their establishment of 521.47. Planned intakes had been significantly reduced due to Covid 19 and it was predicted that they would finish the year 39.22 under establishment.

In relation to positive engagement and Action Team, a dedicated team of officers had been set up to work on the recruitment, development and retention primarily of BAME officers. Reference was made to the last recruitment phase where 24% of applicants were from a BAME background; this was encouraging.

The team had been reaching out to BAME communities and supporting BAME individuals who had expressed an interest in joining TVP. Their work had been constrained by Covid 19 which meant that face to face events/meetings had to be cancelled. However, they were able to carry on their work online e.g. Facebook Live events and by telephone with individuals.

The team had put together a mentoring scheme for new officers so that they had someone to support them once they join TVP. There had been a positive action development scheme developed to support BAME officers from PS to Chief Inspector.

For new Entry Routes, in November this year the current recruit programme, would be replaced by two new entry routes: the Police Constable Degree Apprenticeship and the Degree Entry Holder Programme. Both these routes were being run in conjunction with Bucks New University.

Recruits joining would not need to be a degree holder but, if they were not, they would join through the PCDA route. This was a three-year programme at the end of which the officer would have a practical policing degree.

The TVP People project aimed to improve the retention of officers and certain groups of police staff where turnover is high e.g. Contact Management.

Issues discussed included the targeting of ex-servicemen and women for recruitment; the shortfall in Police Community Support Officers, particularly in Milton Keynes, and the repercussions this had for community policing.

The Chief Constable reported that in relation to Contact Management, he was pleased to report that the average time to answer a 101 call was now 100 seconds, which was a vast improvement.

In response to a question about attracting more women to the Police, the Chief Constable reported that women were well supported in the staffing numbers; with 56% of the whole Police Force (staff and police officers) being women and 37% being Police Officers.

RESOLVED – That the report of the Chief Constable be noted and the Force be congratulated on the positive news in relation to recruitment and retention.

26/20

REPORT OF THE COMPLAINTS SUB-COMMITTEE

The Panel noted the report of the Complaints Sub-Committee.

27/20

CHAIRMAN/PCC UPDATES/TOPICAL ISSUES

A Member asked the PCC about the recent announcement that all crime had fallen by a third during the Covid 19 crisis but drug crime had risen nationally in April by 20%, and in May by 40%. How did these figures compare with Thames Valley's figures? The Panel was informed that overall in the Thames Valley during lockdown, some crimes had fallen dramatically, however with the movement of people restricted, detection rates had risen which may have accounted for the increase in these figures.

A number of Panel Members raised the issue of the problem of car cruising clubs and the impact this had on local communities. The PCC and Chief Constable were asked for the Police policy on these gatherings. The Chief Constable referred to the use of Open Space Orders which had worked, although this often displaced the activity.

The Chairman referred to often different approaches from Local Area Commanders and that there should be a common approach/policy across the Force area. A

comparison was made with the different approaches by local authorities to illegal traveller encampments because Traveller legislation did not provide consistency.

The report of the Scrutiny Officer on topical issues was received.

28/20 **WORK PROGRAMME**

Noted.

..... in the Chair

Date of signing

POLICE & CRIME PANEL

20TH NOVEMBER 2020

TVP Estate Collaboration Overview

1. Report Purpose

To update the Police and Crime Panel (PCP) on where Thames Valley Police (TVP) is with estate collaboration with 'Blue Light' and Local Authority partners, achievements to date, and future activity and opportunities.

2. Background

- There is a legal requirement to consider collaboration (Crime & Disorder Act 2017).
- Prior to 2015/16, and following the 2008 financial crisis there was an increasing degree of stated intentions between partners to collaborate and Officer level engagement. The outcomes were generally limited with a few exceptions, notably a number of Multi-Agency Safeguarding Hubs (MASH's) established in 2013/14 and a few TVP Neighbourhood office leases.
- A Memorandum of Understanding (MoU) for Blue Light estate collaboration was agreed in 2015, although this only covers Fire (all 3 Thames Valley Fire Services) and Police. Engagement by South Central Ambulance Service (SCAS) has been sporadic. Activity under the MoU very quickly became 'business as usual' (BAU), with good and constructive relationships at Officer level. An estates update was a standing item in quarterly Blue Light Steering Group meetings.
- From 2016, TVP and the 3 Fire Services (and to a lesser extent SCAS) have all engaged to varying degrees in the 3 county level One Public Estate (OPE) programmes initiated regionally by the Cabinet Office and the Local Government Association (LGA). These have broadened the estates conversation across a wider local partnership base including Councils, Blue Light, LEP, numerous Health Trusts and some central Government departments.
- While this report focusses on Blue Light and Council collaboration, collaboration also occurs at the Town/Parish council level with a number of councils hosting TVP local Neighbourhood offices.
- The scope and scale of potential projects and initiatives since 2015 has broadened significantly, beyond initial "quick wins". All partners have had a period of ongoing estate rationalisation, resulting in future projects becoming more complex and/or challenging to deliver. TVP during the past 5 years has had several intentional temporary pauses in implementing estate plans, arising from the Priority Based Budget (PBB) review, Operating Model, Uplift, COVID and now the Effectiveness and Efficiency review, most of which have impacted to some degree on the pace in progressing collaborative projects
- Post COVID-19 may well give rise to new opportunities, as TVP and all our partners are now considering or developing plans for further estate rationalisation, and/or cost offsetting/income generation, taking advantage of the embedding of greater home/remote working capability.

- The TVP Asset Management Plan (AMP) is refreshed every 2 years; its key annexes addressing the estate disposal programme and future retention strategy for each site, are “live” documents reflecting the fluid nature of estate plans, increasing costs certainty and updated receipts. The 2020 iteration has been delayed due to COVID and the current Effectiveness & Efficiency review, with the expectation from the latter that an expansion of estate rationalisation plans will be needed to address increased budgetary pressures. The expected shift to a more home based working model for a range of functions, and greater ICT capability for operational teams gives rise to the need to re-assess estate requirements (and space use) Force-wide.

3. Current Position

a. **Projects Completed**

The number of situations where TVP are located within partner premises and vice versa fluctuates over time. The current position is reflected in the summary table below, covering a range of facilities from Neighbourhood Police offices, MASH’s, Closed Circuit TV (CCTV) hubs, Police Station (PS) replacements, and general and specialist support facilities. The largest is the Victims First and Witness Care hub office in the Royal Berkshire Fire & Rescue Service (RBF&RS) HQ in Reading (189 sqm). The total is down from a peak of 56 in 2016.

| Co-location | Bucks | Berks | Oxon | TOTAL |
|-----------------------|-----------|-----------|-----------|-----------|
| TVP in Partner sites | 7 | 16 | 14 | 37 |
| Partners in TVP sites | 4 | 1 | 10 | 15 |
| TOTAL | 11 | 17 | 24 | 52 |

There are also numerous informal arrangements in both scenarios which are not reflected here. This may be a touchdown use of council desks by Local Policing Areas (LPA’s) or specialist health teams’ regular use of Custody Suite, and some LPA, rooms.

b. **Projects in Progress**

The TVP 2018 AMP has 14 extant disposal projects at various stages of development, of which 9 have planned, or in progress, smaller replacement solutions involving partner premises. 6 of those are in Buckinghamshire, 2 in Oxfordshire and 1 in Berkshire. The potential of Crowthorne Fire Station (FS) for drop in use by the LPA is under review after a pilot use period by the local Neighbourhood Police team; the new FS opened in May 2020, and the Police Station was sold in 2018, and on operational grounds no formal replacement was considered necessary at that time.

The most significant current project nearing completion is the new Tri-Service Blue Light hub (BLH) at West Ashlands Milton Keynes. This impressive new building is now in operational use, although the small TVP Neighbourhood Base is not yet in use, but is expected to be by Christmas. This enables the sale of the large Bletchley PS. A smaller scale new Tri-Service hub is physically underway at Theale, Berkshire where again a TVP Neighbourhood Base will be established,

enabling the sale of Pangbourne PS. Carterton in Oxfordshire is expected to be another smaller Tri-Service Hub within 3-4 years.

Linked to planned housing and population growth, TVP monitor housing plans by Local Authority area, and engage with the planning system where necessary. While developer contribution commitments in excess of £3.2m have been legally secured since 2010 (with £1.2m paid to TVP already), there are a number of new Neighbourhood Police office requirements identified in large strategic growth areas. These are typically small offices with 2 to 6 desks and usually located within new Community Centres and hubs.

The majority of these new offices have been recognised in policy and/or legal agreements, with 1 completed (Broughton FS), and 3 underway but not yet occupied (Milton Keynes Western Expansion Area, Didcot Great Western Park, and Arborfield). 22 potential offices are identified so far, but the number is under regular review, and a few may not either be required or be deliverable. Of the 22, 6 are in Buckinghamshire, 8 in Berkshire and 8 in Oxfordshire. Most of these will involve provision within Council or community association controlled premises provided by developers.

The planned TVP review of Neighbourhood Policing might have an impact on future requirements, as well as the current Neighbourhood Police office portfolio, which has reduced significantly since 2010.

c. Projects Not Progressed

Not all collaborative projects that have been considered are able to progress. Below are some examples of projects that were aborted for various reasons:

- Reading Whitley Wood BLH (including the Reading PS replacement) – cost
- Windsor York House PS replacement – planning
- Wantage FS – insufficient space for co-location
- Thames FS – timing & funding
- RBF&RS Facilities support from TVP – work done in-house by F&RS
- High Wycombe BLH – viability, deliverability & timing
- Witney BLH – viability and deliverability
- Depots/workshops consolidation – geography & timing

The most significant of these was the Reading Whitley Wood Fire/Police hub, utilising adjacent site ownerships to provide enhanced new facilities for the F&RS and a Reading PS replacement for TVP. This project was discussed for around 2 years and has an indicative total cost value of approximately £25m.

d. One Public Estate (OPE)

Berkshire and Oxfordshire have had the strongest/most relevant engagement with OPE, with a number of projects proposed, assessed and some progressed. There has been limited relevance for Blue Light in the Buckinghamshire OPE programme so far. The majority of Blue Light OPE projects to date were, or would have been considered, BAU, but with OPE providing some feasibility funding to enable an earlier or faster consideration of them. Place Reviews have not been well developed across any OPE area as yet, although Bracknell Forest Council developed a good localised example of one.

4. **Benefits** (primarily from a TVP perspective)

There have been 8 completed projects (6 Council, 2 F&RS) that have given rise to direct financial benefits for TVP, directly linked to downsizing the local estate footprint. From a financial perspective (net of replacement costs) and in summary:

a. **Achieved to date**

| | |
|-------------------|-------------|
| Capital Receipts: | £5.1m |
| Revenue Savings: | £257,000 pa |

b. **Planned**

| | |
|-------------------|-------------|
| Capital Receipts: | £6.4m |
| Revenue Savings: | £259,000 pa |

While TVP has achieved receipts and savings, host partners receive an income and in some cases enhancements to existing buildings. There is kudos deriving from facilitating a co-location of other public services, particularly where facilities can be “badged” as Blue Light tri-service, or accommodating multi-agency hubs.

Some co-locations give rise to direct service improvement benefits (e.g. collaborative teams such as MASH, Child Sexual Exploitation, Emergency Duties Team, Custody, Problem Solving) and indirect benefits of closer contact and relationship building with other services – such as at retained Fire Stations.

Our communities also benefit by retaining a visible TVP footprint in various locations, providing operational resilience and public re-assurance, whereas some Forces have chosen to remove them. This benefit is particularly the case at our Sector Police Station level, typically in market towns. The public presumably see public sector bodies sharing estate as the right thing to do, where this is practical to achieve.

A number of co-locations have taken place that have incurred a “new” cost to TVP over the years – such as some MASH’s hosted by Councils (offset to some degree by TVP charging an agreed uniform rate to Councils it hosts), and the Victims Hub. Some co-locations remain on a nil cost/charge basis, both within TVP buildings and where TVP is within partner buildings. CCTV hubs are reflected in a wider partnership arrangement.

One benefit that is particularly noticeable is the constructive and strong personal relationships between estates teams around Blue Light. OPE has fostered much better/more productive relationships with Council estates leads.

5. **Future Projects**

COVID and the implications on future ways of working for all public sector estates, will represent an opportunity for further collaborative discussions. It is currently unclear whether this will generate specific collaborative estate projects that are worthwhile and viable, however the discussion can be broad to cover estate related procurement, training etc. A joint approach to some procurement is already a feature of Blue Light collaboration.

Pre-COVID, there was a range of potential projects and feasibility assessments underway, or being considered. Below are some examples which are or maybe picked up as necessary going forward.

Buckinghamshire - Waddesdon FS, Amersham civic area (possible OPE), Buckingham

Berkshire - Bracknell (possible OPE or BAU), Reading town centre facility, Newbury

Oxfordshire - Oxford co-location opportunities, Bicester Civic Area, Didcot Place Review (all of these possibly OPE), Carterton FS/Blue Light Hub, Oxfordshire CCTV hub.

There are other possible themes for discussion, or re-visiting periodically if circumstances change, such as AMP alignment, depots/workshops, estates services functions, training, housing growth.

Ongoing OPE programmes and future government funding/bidding rounds are likely to generate further collaborative opportunities over time. The OPE boards are keen to keep Blue Light services engaged.

6. Threats & Opportunities

Some issues and risks/threats that can impact on the extent of and outcomes from collaboration would include:

National funding climate [austerity] – a focus on people/jobs over estate drives estate rationalisation, and conversely, making better use of retained estates across the public sector to enable that

Business continuity [resilience] – where estate sharing enables a local operational footprint to be maintained and service delivery supported

Housing/population growth – often generates a collaborative discussion around a collective public sector requirement, and solution to major growth pressures

Organisational reviews & changes – can alter the ongoing requirement and rationale for retention, or disposal, in specific cases. The nature of some reviews can rightly justify a pause in estate plans, but this needs to be balanced against resultant frustration

Sustainability – an increasing agenda priority which might involve sharing best practice, procurement and other opportunities to enhance our collective sustainability performance.

Enabling ICT – increasingly important to help enable further challenging estate rationalisation and maintain service delivery. A greater ability for ICT to make it easier

to utilise respective estate portfolios on a shared occupancy basis, would possibly encourage more estate sharing at a local level.

Future role of OPE – while the relevance of OPE to TVP, and Blue Light generally, has waned, TVP Property Services continue to engage and monitor opportunities for collaboration. In Berkshire there is a shift now towards a much more strategic and wide-ranging pan-Berkshire approach, replacing what has felt like a tactical level series of localised estate projects. There may be a review across Berkshire of Council HQ facilities and what opportunities may arise post-COVID.

7. Summary & Next Steps

There are certainly positive messages from the work undertaken and in hand currently, as outlined above. It is however recognised that we could all collectively do more. Post-COVID opportunities should be explored, and ideas shared. Relationships can be built upon with a move away from residual “arm’s length” approaches still prevalent in some councils.

Approaches to collaborative estate projects should be standardised where practical – something that has been progressed with Blue Light. Appropriate prioritisation of projects needs monitoring, as what can be important for TVP is sometimes of low priority for a partner, and vice versa.

With so much change underway and likely, it becomes increasingly important to scan what is happening nationally on estates issues, through national bodies such as the National Police Estates Group, National Fire Estates Group and ACES. OPE can be a channel to develop and share more localised best practice, tapping into national and regional best practice examples.

Finally, the estate always needs to support service delivery, so as operational collaboration initiatives are developed, early engagement with the estates leads is important to ensure a co-ordinated approach to delivering the best estate outcome when required. For example, that worked well with the rollout of MASH offices.

Background Information

Emergency Services Collaboration in Thames Valley

The Policing and Crime Act 2017 provides a mandate for Blue Light services to achieve closer working, collaboration and integration where appropriate in the interests of greater transparency, efficiency gains and provide improved value to the community.

The **Thames Valley Collaboration Steering Group** produced an Emergency Services Collaboration in the Thames Valley document and the following excerpts were taken from the document.

The Steering Group provides the political and non-executive leadership of the Ambulance, Fire and Rescue and Police services across the Thames Valley. The blue light services of the Thames Valley have a proud tradition of collaboration and the Steering Group is committed to supporting and driving collaborative initiatives across the emergency services.

From the day-to-day interaction of front-line staff at emergency incidents, to the sharing of premises and procurement opportunities, regular work in partnership takes place for the good of Thames Valley communities.

In 2017, the Policing and Crime Act placed a statutory duty on fire and rescue authorities, police forces, and ambulance trusts to:

- Keep collaboration opportunities under review;
- Notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- Give effect to a proposed collaboration, where the proposed parties agree that it would be in the interests of their efficiency or effectiveness and that it does not have an adverse effect on public safety.

Why should Collaboration take place?

All of the emergency services in the Thames Valley collaborate with other services on their borders and there are many examples nationally of what has been achieved by collaboration.

Under the Policing and Crime Act 2017, the Police and Crime Commissioner was given an enabling power to undertake the preparation of a business case to consider the benefits of changes in the governance arrangements of the services involved.

Section 2(1) of the Policing and Crime Act imposes on each of the three emergency services, a new duty to keep collaboration opportunities under review where it would be in the interests of efficiency or effectiveness of at least two of the services, for those services to give effect to such collaboration.

Section 2(2) requires that where an emergency service identifies an opportunity to collaborate, it has a duty to notify the other relevant emergency services of the proposed collaboration.

Section 2(3) then imposes a duty to consider whether the proposed collaboration would be in the interests of the efficiency or effectiveness of the proposed parties.

Where two or more of the emergency services consider it would be in the interests of their efficiency or effectiveness to collaborate, section 2(5) gives rise to a duty to enter into a collaboration agreement.

Estates collaboration

There is an established process between the fire and rescue services and TVP and forms a sub-group of the Interoperability Group. Through regular meetings, those responsible for management of the estate consider the entire portfolio and seek opportunities for improvements by working together. Oxfordshire County Council FRS (OFRS), Buckinghamshire & Milton Keynes FRS (B&MK FRS) and Royal Berkshire Fire and Rescue Service (RBFRS) provide Dynamic Activation Points for ambulance crews; these include welfare facilities and electrical charging points for SCAS at many of their stations.

Work is also underway to develop shared facilities at Newport Pagnell and Princes Risborough Fire stations, and the whole area of joint development of the estate is kept under constant review by the services.

In Royal Berkshire, a number of collaborative estates projects are ongoing. Royal Berkshire's first tri-service station was opened in Hungerford in June 2017, with another tri-service station opened at Crowthorne in the summer of 2020.

At Theale, it is proposed to build a new fire station with facilities provided for both SCAS and TVP on the premises. And similarly the three services are investigating the feasibility of integrated facilities in the area of Whitley Wood/Three Mile Cross near Reading.

In April 2018, Thames Valley Police teams integrated with fire service support teams at the Fire Service Headquarters in Calcot, Reading.

The Milton Keynes Emergency Services Hub was developed by Buckinghamshire and Milton Keynes Fire Authority, working with South Central Ambulance Trust and Thames Valley Police. It is a new purpose built 'Hub' that will see all three services operate from one site, based at West Ashland in Milton Keynes.

The state-of-the-art building will allow the three services to exit five existing sites in the Milton Keynes area, which will free-up those sites for alternative use and provide substantial savings to taxpayers from reduced running costs.

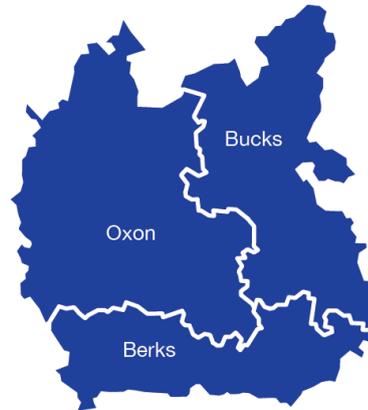
In Oxfordshire, a number of fire stations are under consideration for redevelopment, with a view to increasing collaborative working as a result.

Report to the Thames Valley Police & Crime Panel

Title: Update on Road Safety Working Group and Safer Roads Strategy

Date: 20 November 2020

Author: Khalid Ahmed, Scrutiny Officer, Thames Valley Police & Crime Panel



Purpose of the report

The PCC has commissioned a report from TVP, updating the Panel on the work of the Road Safety Working Group (**Report attached**). Supt Colin Hudson from TVP will present the item and address the recommendations this Panel asked to be considered when the Road Safety Working Group was set up at a Panel meeting in April 2017.

Background

1. At a Police and Crime Panel meeting in April 2017, consideration was given to an item on Roads Policing, a core part of policing. At the meeting, the Panel heard from officers from Casualty Reduction (Bucks County Council), Road Safety Unit (West Berkshire Council) and from Safer Roads Berkshire. The minutes of that meeting can be found here: [Minutes of 7 April 2017 relating to Road Safety Item](#)
2. As a result of the information the Panel received, the following recommendations were agreed:

That a Working Group be set up to look at roads policing and that requests for information on this area be sent to the Deputy Chief Constable. Areas for consideration to include:-

- **More transparent documentation on their strategy on roads policing**
- **Consideration of a business case for average speed cameras**
- **Improved dialogue between police and local authorities on the siting and decommissioning of speed cameras and the need for a Deployment Strategy**
- **Consideration of the most effective way to ensure better co-ordination of information across the Thames Valley and ways to improve partnership working.**

Information

3. The Thames Valley has the largest motorway network of any police force in the country and has major trunk roads such as the A34 also cross the area. One of the PCC's aims is for the Police and partners to address road safety concerns, especially among vulnerable groups, cyclists and pedestrians. Roads policing in the Thames Valley is carried out by Thames Valley Police's Roads Policing Unit (RPU), which is a collaborated unit with Hampshire Constabulary. .
4. From **Thames Valley Police & Hampshire Constabulary - Keeping our Roads Safe** document, here are the Joint Unit's aims:

The Thames Valley Police and Hampshire Constabulary Joint Operations Roads Policing Unit delivers targeted enforcement and education providing a deterrent designed to make the roads safer and reduce the numbers of persons killed or seriously injured. The unit aims to deliver a high quality roads policing service in accordance with the National Police Chiefs' Council 'Policing our Roads Together 2018 – 2021' paper.

5. The strategic objectives, set out in the NPCC document under five strands, govern the joint Roads Policing Unit strategy, which has four objectives –
 1. Intelligent enforcement and working in partnership to achieve safe roads, free from harm
 2. Work together to establish secure roads free from the threat of serious organised crime, terrorism, or anti-social use.
 3. Through effective, information led patrols and engagement with partnerships, deliver a safer and more secure road network across the Joint Operation Unit (JOU).
 4. Work together to promote public confidence and satisfaction through successful investigations and effective communication.

Activities are prioritised within the twin areas of prevention and enforcement focusing on the 'Fatal 4' offences of: - excessive speed, drink/drug driving, non-wearing of seatbelts and mobile phone and distraction offences.

Police & Crime Panel Briefing – Roads Policing Update

Roads Policing sits within the Joint Operations Unit covering Hampshire Constabulary and Thames Valley Police.

Roads policing has a number of functions and the teams are divided into four strands all working towards the wider NPCC Roads Policing Strategy:

Road Safety – Enforcement, Driver Education, Partners & Campaigns

Disruption – Tackle Criminal & Anti-Social use of the roads

Response – Manage KSI collisions & incidents and keep the strategic road open

Investigation – KSI collisions and serious offences on the roads.

There were 1687 people seriously injured and 99 people killed on the roads within TVP and Hampshire in 2019.

Roads policing have a performance framework within the JOU that looks at the key indicators of casualty reduction, enforcement (fatal 4), attendance to KSI's and the strategic road network along with wider force support and operations.

Regular meetings are held with Local Authority road safety partners as part of a quarterly Road Safety Group meeting. The purpose of this meeting is to discuss local road safety priorities and co-ordination of campaigns at a local and national level.

Roads policing also support the NPCC and NRPOI Road Safety calendar that has a schedule of campaigns to increase road safety and reduce KSI's nationally.

In response to the PCP questions:

- [More transparent documentation on TVP/Hampshire strategy on roads policing \(Is there a Road Safety Strategy with targets etc\)](#)

The current JOU Roads Policing plan is based on the National Police Chiefs Council (NPCC) 5 year strategy 2015-2020 of policing the roads in partnership. The strategy is available via the NPCC or internal TVP Roads Policing site.

There are four key objectives, SAFE, SECURE, EFFECTIVE, EFFICIENT roads. We work in partnership with all Local & Unitary Authorities and other agencies including the Fire Service and SCAS to achieve safe roads free from harm.

Roads policing hold a monthly Tasking and Co-Ordination Group (TCG) meeting that identifies the highest risk locations and offenders on our roads. Roads policing resources will be tasked with attending the locations or tackling offending. The meeting also identifies casualty trends in relation to vulnerable road users and links this with road safety campaigns at a national and local level. This process is transparent and auditable.

The Safer Roads Team deploy mobile speed camera vans to areas identified as having a high rate of KSI's, personal injury collisions, community concern or non-compliance of speed. They also form part of the TCG process to support enforcement on high harm roads.

As part of a wider HMICFRS review of Roads Policing there is more focus on making roads safer and re-investing in Roads Policing, which has historically been cut.



RP - HMIC Report
2020.pdf.docx

- Consideration of a business case for average speed cameras (an update on this please)

The Safer Roads Unit is responsible for the majority of mobile and fixed cameras within the JOU. I have not been made aware of any previous business case in TVP for average speed cameras.

There are no police funded average speed camera sites installed in TVP or Hampshire.

Average speed systems are recognised as one of the most effective deterrents in relation to speed and have wider environmental benefits. However the cost of the systems has precluded this technology in the past.

As technology has improved and cost reduced, we are now in a position to review the systems available and a procurement process will take place in 2021 to identify a solution for the A272 in Hampshire which has been highlighted as a high risk road.

Equipment can be leased over a fixed term, which reduces initial cost and allows for relocation if higher priority sites are identified. If the scheme in Hampshire is successful, this will form a blueprint for possible roll out of average speed devices across both forces in the future.

- [Improved dialogue between police and local authorities on the siting and decommissioning of speed cameras and the need for a Deployment Strategy.](#)

TVP is currently in the process of upgrading roadside cameras as part of a digitalisation programme.

Existing fixed camera locations have been rated in order of priority using collision and offence data over a 5 year period, the weighting being 60% collisions and 40% offences.

Each location has been individually assessed taking into consideration site environment and Roads Policing are working jointly with the nine local and unitary authorities to identify suitable locations for upgrade.

The siting of fixed cameras has historically been governed by 'DfT Circular 1/2007: Use of Speed and Red-light cameras for traffic enforcement: Guidance on deployment, visibility and signing'.

For consideration of a new fixed camera site all other measures i.e. road layout changes, signing and lining modifications would have to be tried, evidenced and exhausted. Evidence that there is still a valid issue and risk would be required, a full risk based assessment would be made taking into account, collision and casualty data, any available speed data, any available Community Speedwatch data and any specific local road layout or hazards.

The Local Authority can consult with the police in relation to areas that they feel should have an increased level of enforcement including a fixed speed camera via the Thames Valley Road Safety Working Group (see below). if required.

The deployment of police mobile safety camera vans is an operational decision based on a number of factors. The vans will be deployed to sites that have been assessed for compliance with legislation along with KSI data, personal injury collision data, evidence of non-compliance with the speed limit and community concern.

The Safer Roads Team are currently working on a better communications strategy to keep the local police areas and Local Authorities up to date with activity and outcomes.

The attached report highlights some of the national challenges in relation to road safety and camera enforcement.



Road Safety
Support - Enforceme

- Consideration of developing a Thames Valley wide partnership to ensure better co-ordination of information across the Thames Valley.

The Roads Policing - Road Safety Team chair a quarterly meeting with all Local Authorities and partners in SCAS and the Fire Service as part of the **Thames Valley Road Safety Working Group**.

The purpose of the meeting is to improve Road Safety across Thames Valley, share information and plan campaigns at a local and national level.

There is no statutory guidelines for Local Authorities in relation to Road Safety, which can result a varying level of support, funding and co-ordination at a local level.

It is clear that good communication within this group is key to effective partnerships in Road Safety.

A/Chief Inspector Scott Long

Roads Policing

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Roads Policing: Not optional

An inspection of roads policing in
England and Wales

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UNDER EMBARGO

Foreword

The police have a vital part to play in ensuring that the road network operates efficiently and that those who use it can do so in safety and security.

There can be no starker illustration of the importance of that role than the number of people killed on the roads of England and Wales. Between 2015 and 2018, an average of 1,610 people lost their lives each year. Many more were seriously injured.

Yet, we found that the importance of roads policing has been in decline for some years. For example, we looked at the police and crime plan for each of the forces in England and Wales, to see if roads policing was a priority. Often, these plans made little or no reference to roads policing.

This lack of importance has serious implications for road safety. It inhibits forces' ability to:

- enforce the law and educate those who, due to their behaviour, increase the risk of death or serious injury on the roads;
- develop effective partnerships and co-ordinated joint working with highways agencies and local authorities;
- exchange information and intelligence with these organisations about dangerous roads and road users;
- work effectively with vulnerable road users, such as motorcyclists and young people; and
- evaluate the effectiveness of police initiatives intended to make the roads safer.

Roads policing officers have a much broader function than the conventional notion of a 'traffic officer'. However, alongside additional duties, these officers are still expected to fulfil a 'traffic' role. This requires specialist training and support from forces. Yet we found roads policing officers whose training was so inadequate they couldn't identify and prosecute offences relating to heavy goods vehicles (HGVs). In one force, a lack of intelligence support left the roads policing team relying on social media and their personal mobile phones to share intelligence.

This wasn't the case in all seven of the forces that we inspected; West Midlands and the Metropolitan Police Service were notable exceptions. Strategic leaders, officers and staff were all able to demonstrate a strong commitment to roads policing and the positive effect that this had on road safety.

We have made 13 recommendations, to the police and other bodies, which are intended to:

- give clarity and guidance to the police and other bodies about their collective responsibilities;
- improve forces' understanding of the risks faced by road users in their areas;
- make sure forces and road safety partners work together effectively;
- bring about compliance with national guidance on the use of speed and red-light cameras; and
- provide greater support and training to officers who investigate road deaths.

UNDER EMBARGO

Summary

We examined how effectively the road network of England and Wales is policed. We sought to establish:

- Are national and local roads policing strategies effective?
- Does capability and capacity match demand?
- Do the police engage effectively with the public and partners?
- How well are police officers trained to deal with roads policing matters?

How effective are the national and local strategic approaches to roads policing?

Roads policing in some forces is inadequate

In 2018, the [National Police Chiefs' Council](#) (NPCC) published its latest national roads policing strategy, [Policing our Roads Together](#). The strategy sets out three main objectives:

- safe roads, free from harm;
- secure roads free from the threat of serious crime and terrorism; and
- efficient roads that promote public confidence and satisfaction.

Some forces have only adopted parts of the national roads policing strategy. Some were unable to provide us with any evidence of a strategic approach to reducing deaths on the road. Partner agencies – particularly local authorities – are often not involved in police road safety initiatives, which can result in a disjointed, and inefficient approach to road safety. With some notable exceptions, forces were unable to demonstrate that their enforcement activity was based on a comprehensive understanding of the causes of deaths and serious injury on the roads in their area. Best practice, such as problem-solving approaches to reducing serious collisions, isn't being shared effectively.

How well are capability and capacity matched to demand?

Often capability and capacity doesn't meet demand

The number of dedicated roads policing officers has declined, while their responsibilities for supporting general policing have increased. In some cases, resources have been reduced without any understanding of demand. The lack of analytical support means that enforcement activity is often unfocused and haphazard, and its effectiveness isn't evaluated. We also found examples of forces removing road policing patrols from motorways and main roads with little consultation with

highways agencies. And the support provided to those in specialist roads policing roles varies considerably.

How well do the police engage with the public and partners?

A lack of co-ordination hinders effective engagement with the public and partners

Police and partner agencies don't have a shared understanding of road safety issues. This inhibits effective operational activity both nationally and locally. There was also a lack of evaluation of what road safety activities work. This can prevent meaningful engagement taking place with identified vulnerable groups, such as young drivers. More effective road safety partnerships use analysis and shared information to make roads safer.

How well are police officers trained to deal with roads policing matters?

Roads policing training should be standardised and accredited

There is no accredited national training programme for roads policing officers. The [College of Policing](#) has a range of training modules, but they aren't mandatory, and forces have developed their own approaches. As a result, there is inconsistency in how, when, and to what level officers are trained. The continued professional development of officers is inconsistent and insufficient. This has led to skills gaps in some forces such as the inability to routinely deal with heavy goods vehicles, or to manage incidents on the strategic road network. Welfare support for roads policing officers is also inconsistent.

We make 13 recommendations to improve the effectiveness of roads policing in England and Wales.

Recommendation 1

By 1 August 2021, the Department for Transport and the Home Office should develop and publish a national road safety strategy that provides clear guidance to the police, local authorities, highways agencies and other strategic partners. The strategy should include an explanation of the roles and responsibilities of each agency and the expectations of central government.

Recommendation 2

By 1 August 2021, the Home Office should revise the Strategic Policing Requirement to include an explicit reference to roads policing. Any revision should also include guidance on which bodies the requirement to collaborate with extends to.

Recommendation 3

By 1 April 2021, the Home Office should use the statutory power under [section 7\(4\) of the Police Reform and Social Responsibility Act 2011](#) to issue guidance on what should be included within future police and crime plans. The guidance should require reference to roads policing in all police and crime plans.

Recommendation 4

With immediate effect, chief constables should make sure that roads policing is included in their force's strategic threat and risk assessments, which should identify the areas of highest harm and risk and the appropriate responses.

Recommendation 5

By 1 April 2021, the National Police Chiefs' Council should review the role and structure of national roads policing operations and intelligence.

Recommendation 6

With immediate effect, chief constables should make sure:

- their force has enough analytical capability (including that provided by road safety partnerships) to identify risks and threats on the road network within their force area;
- that information shared by partners relating to road safety is used effectively to reduce those risks and threats; and
- there is evaluation of road safety initiatives to establish their effectiveness.

Recommendation 7

By 1 August 2021, the Department for Transport, in consultation with the Home Office and the Welsh government should review and refresh Department for Transport Circular 1/2007. The Circular should include a requirement that forces, or local road safety partnerships should publish the annual revenue received as a result of the provision of driver offending-related training and how that revenue has been spent.

Recommendation 8

With immediate effect, chief constables should make sure that their force (or where applicable road safety partnerships of which their force is a member), comply with (the current version of) Department for Transport Circular 1/2007 in relation to the use of speed and red-light cameras.

Recommendation 9

With immediate effect, in forces where Operation Snap (the provision of digital video footage by the public) has been adopted, chief constables should make sure that it has enough resources and process to support its efficient and effective use.

Recommendation 10

With immediate effect, chief constables should satisfy themselves that the resources allocated to policing the strategic road network within their force areas are sufficient. As part of that process they should make sure that their force has effective partnership arrangements including appropriate intelligence sharing agreements with relevant highways agencies.

Recommendation 11

By 1 August 2021, the College of Policing should include a serious collision investigation module for completion along with the Professionalising Investigation Programme. This should include:

- minimum national training standards; and
- certification for all serious collision investigators.

Chief constables should make sure that all serious collision investigators in their force are then trained to those standards.

Recommendation 12

With immediate effect, chief constables should make sure that appropriate welfare support is provided to specialist investigators and family liaison officers involved in the investigation of fatal road traffic collisions.

Recommendation 13

By 1 April 2021, the College of Policing and the National Police Chiefs' Council should establish role profiles for defined functions within roads policing and identify the required skills and capabilities.

Areas for improvement

- Force-level support to national roads policing operations and intelligence structure is an area for improvement.
- The efficient and effective exchange of all collision data with other relevant bodies is an area for improvement.
- The awareness and understanding of the changes in the Professionalising Investigation Programme within police forces is an area for improvement.

UNDER EMBARGO

Introduction

About HMICFRS

HMICFRS independently assesses the effectiveness and efficiency of police forces and fire and rescue services – in the public interest. In preparing our reports, we ask the questions that citizens would ask, and publish the answers in an accessible form, using our expertise to interpret the evidence and make recommendations for improvement.

Context

Roads policing

Police officers, road safety partnership staff and volunteers carry out roads policing every day. It takes many forms including [community speedwatch](#) schemes, the use of speed cameras and police officers on patrol.

Roads policing has evolved from ‘traffic officers’ who were mainly focused on enforcement of road traffic legislation, and dealing with road traffic collisions, to a wider concept of policing the roads. This wider concept includes the use of roads policing resources to target criminals who use the road network for their criminal purpose.

Road traffic collisions involving fatal and serious injury

The Department for Transport publishes annual reports on the number of road traffic collisions including those that result in people being killed or seriously injured. In 2016, the police changed the way they record how severe the injuries from these collisions are. This means that comparison between figures before and after this change isn’t an effective means of forming an accurate judgement on the number of collisions involving serious injury.

In 2018, 23,931 people in England and Wales suffered serious injury in traffic collisions.¹ Often these injuries are life-changing and have profound implications for the people involved and their families.

Fatalities

Since 1979, the number of people killed on the roads in England and Wales has steadily fallen. This was particularly the case between 2006 and 2010 when,

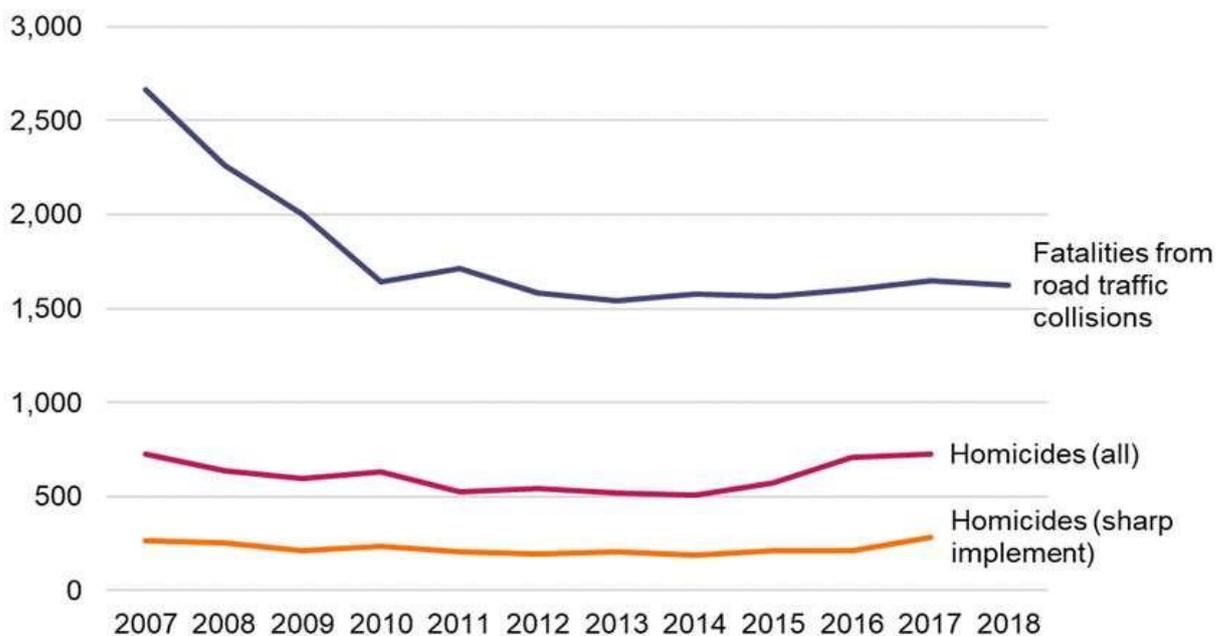
¹ [Reported road casualties in Great Britain: 2018 annual report](#), Department for Transport, 2019, p1.

according to the Department for Transport, there was a “substantial reduction in fatalities”.²

A combination of several factors possibly brought about this long-term reduction. These include improvements in the design and manufacture of vehicles and the engineering of roads; developments in medical care; and a greater presence and purpose of police officers on the roads.

But, since 2013, the number of deaths caused by road traffic collisions in England and Wales has gradually increased, rising from 1,541 fatalities in 2013 to 1,624 fatalities in 2018.³ In the 12 months to March 2018, 726 people lost their lives as a result of homicide.⁴ Of these, 285 were killed as a result of knife crime (or other sharp implement). Figure 1 shows the trend in road collision fatalities and homicide since 2007.

Figure 1: Road traffic collision fatalities compared with homicides in England and Wales, 2007 to 2018



Source: Department for Transport

Note: Homicides are in financial years, and road traffic collisions are in calendar years

² As before, p3.

³ As before, p1.

⁴ [Homicide in England and Wales: year ending March 2018](#), Office for National Statistics, 2019.

Every one of these deaths is a tragedy, but we found that road safety isn't prominent in the consciousness of many politicians, police leaders and the public. This is

reflected in the level of priority that some forces and police and crime commissioners (PCCs) give to roads policing.

Our commission

In this inspection, we examined the effectiveness of roads policing's contribution to road safety in England and Wales. We did this by considering:

- How well understood are national and local police strategies for roads policing, and how well are they applied?
- To what degree do police forces have a co-ordinated and well-resourced structure for policing the road network (including the ability to allocate appropriate investigative and enforcement resources at a national, regional and local level)?
- How well understood are the roles and responsibilities of police forces and partner agencies? How effective are police forces at engaging with these partners and the public to reduce casualties on the road network?
- How, and to what degree, do police forces develop and share learning products to enable effective first response as well as specialist capabilities?

Our full terms of reference can be found at Annex A.

We also compared the results of our inspection with the recommendations of the Criminal Justice Joint Inspection by Her Majesty's Crown Prosecution Service Inspectorate (HMCPPI) and HMIC (now HMICFRS) of the [investigation and prosecution of fatal road traffic incidents](#) in February 2015. That report contained recommendations that had relevance to this inspection.

Methodology

Fieldwork for this inspection took place between October and December 2019. We visited seven police forces in England and Wales. We used a common set of questions and interviewed staff in similar roles in each force.

We invited the PCC or local policing body for each of the seven forces to give us their views. A full list of those inspected is in Annex B.

In each force, we interviewed the people responsible for roads policing and held focus groups with relevant operational staff. We also spoke to people from other relevant organisations, including local authorities and highways agencies. And we spoke with other interested parties, to get their opinions and find examples of best practice. In total, we spoke with about 300 people. (The highways agencies aren't within the scope of our responsibilities, but we are grateful to those who gave their time freely to contribute to this inspection.)

We reviewed documents such as strategies, action plans, policies and procedures, some of which were specific to each organisation. The Department for Transport also provided us with data.

Strategy

In this chapter we consider:

- How effective are the national and local strategies for roads policing?
- Is policing activity appropriately supported with analysis and evaluation?
- Is best practice efficiently identified and shared?

Main finding: Roads policing in some forces is inadequate

In 2018, the NPCC published its latest national roads policing strategy, [*Policing our Roads Together*](#). The strategy sets out three main objectives:

- safe roads, free from harm;
- secure roads free from the threat of serious crime and terrorism; and
- efficient roads that promote public confidence and satisfaction.

Some forces we inspected have only adopted parts of the national roads policing strategy. Some were unable to provide us with any evidence of a strategic approach to reducing deaths on the road. Partner agencies – particularly local authorities – are often not involved in police road safety initiatives, which can result in a disjointed, and inefficient approach to road safety. With some notable exceptions, forces were unable to demonstrate that their enforcement activity was based on a comprehensive understanding of the causes of deaths and serious injury on the roads in their area. Best practice, such as problem-solving approaches to reducing serious collisions, isn't being shared effectively.

The NPCC national strategy for policing the roads

The [NPCC strategy](#) is clear that the focus of all police activity, especially enforcement, should be the 'fatal four' offences: "drink and drug driving; the non-wearing of seat belts; excess speed and driving whilst distracted"² (see below, 'Other enforcement activity').

The strategy, although not extensive, sets out in clear terms what forces' priorities should be for roads policing. However, forces aren't obliged to follow the strategy. PCCs, along with chief constables, are responsible for setting priorities in each force

² Some forces have adapted this to include driving without due care and attention or driving without insurance and refer to the 'fatal five' instead.

area. [Section 5 of the Police Reform and Social Responsibility Act 2011](#) requires each PCC to publish plans that set out these priorities.

We reviewed the police and crime plans for each of the 43 police forces in England and Wales. Roads policing or road safety was listed as a priority in only 19 of 43 force plans. In one 21-page plan, the word 'road' appeared only once, where it referred to partner agencies (not the force) being concerned about road safety issues. In another, there was no reference to roads or road safety at all.

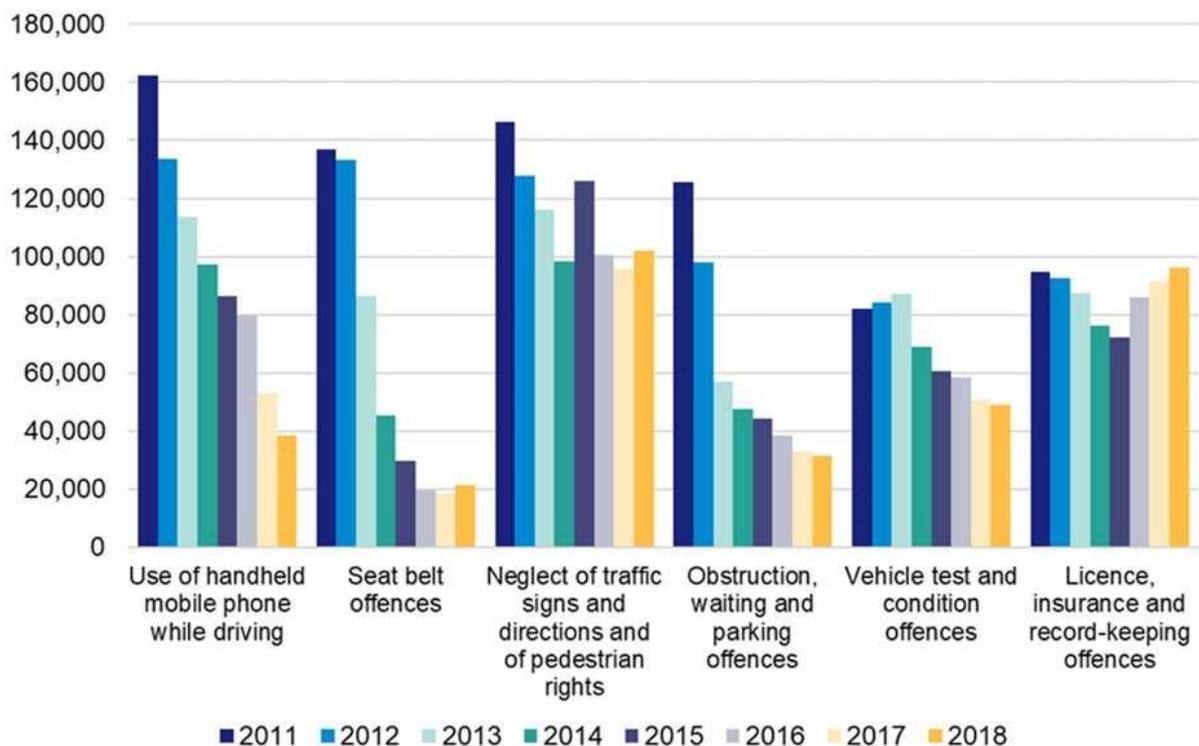
Each force that we inspected told us that they had adopted the NPCC's roads policing strategy. But, although some forces had an effective response to the whole strategy, others appeared to be selective in which elements of the strategy they chose to implement. This resulted in an inadequate application of the strategy.

For example, the second objective of [the strategy](#) is "secure roads free from the threat of serious crime and terrorism". Proactive, intelligence-led activity that denies criminals the use of the road network is vital in combatting all types of crime, from high-volume crime to drug supply and modern-day slavery. The more effective forces had a balanced approach to the strategy, combining effective tactics to promote road safety while, at the same time, targeting criminals. But, in other forces roads policing officers were focussed entirely on tackling criminality on the road. This came at the expense of those parts of the strategy focused on reducing fatalities and casualties.

The low priority that some forces give roads policing is demonstrated by the reduction in enforcement activity by police officers. The following chart illustrates the general decline in the number of fixed penalty tickets issued for certain road traffic offences. Fixed penalties issued for speeding, which have increased, have been excluded from this graph as they are mainly identified by cameras (see below, 'How effective is enforcement?').

UNDER EMBROIDERY

Figure 2: Fixed penalty tickets issued for traffic offences in England and Wales, 2011 to 2018



Source: Home Office

In addition, our analysis of [data collected by the Chartered Institute of Public Finance and Accountancy](#) shows that annual police expenditure on roads policing in England and Wales reduced by around 34 percent in real terms (taking inflation into account) between 2012/13 and 2019/20 (see below, ‘Reduction in capacity and capability’).

Local strategies

Unsurprisingly there is a lot of variation in how the national strategy is translated into local plans and activity. In those forces with a better approach to roads policing we found a clear line from the national strategy to the local police and crime plan. This then influenced the local road safety plan, which was structured around the national objectives. Officers and staff were aware not only of the plan but also their role in achieving it.

Other forces had no plans, or if they did staff had little knowledge of them.

Consequently, roads policing officers felt isolated. They weren’t set roads policing priorities and were rarely asked about their contribution to reducing road casualties.

One senior officer told us: “There is no connection between the strategy and the people running around doing the doing”. This observation was borne out by our inspection roads policing supervisors from the same force, who told us that they were unaware of either the national or local strategies.

In another force, the PCC explained the absence of roads policing from their priorities by saying that they were “not aware of anything that made us worry about it”. Over 100 people were killed on the roads in that force area between 2015 and 2019.

Strategic partnerships

During our inspection we spoke with partner agencies, such as local authorities and representatives of highways agencies, to establish how well the police worked with them to improve road safety (see below, 'Road safety partnerships').

Unfortunately, we found that in several force areas the partnership approach to road safety was poor. Often this was as a result of the force and partner agencies having different (or even contradictory) priorities and objectives.

Local authority staff told us that they had previously understood that their local force's approach to roads policing was focused on road safety. However, in their view, those priorities seemed to have changed in recent years, putting more emphasis on serious crime. This didn't necessarily fit with the immediate priorities of partners.

Where partnerships worked well, the police and their local partners were closely aligned; an example would be the Metropolitan Police Service (MPS) and Transport for London (TfL). Contractual and financial arrangements between them create a close working relationship, with a sharp focus on road safety. Their shared action plan also reflects the national strategy. (This arrangement is helped by the fact that the MPS and TfL are the responsibility of the Mayor of London, which facilitates their close working relationship.)

Unfortunately, in other forces, we found examples where police and partners were working in isolation. In some, the relationship was even described as adversarial. Senior officers told us of the difficulties working with partners and different local authorities that have no obligation to comply with a roads policing strategy. Others told us that roads policing is "often an afterthought" and that it was no longer considered to be a priority. One PCC called for "a much heavier steer from central government to set the 'mood music' for the roads policing approach".

Collaboration

The [Strategic Policing Requirement](#) (SPR) sets out the Home Secretary's view of the national threats that the police must prepare for. The SPR states that forces "need to work collaboratively, and with other partners, national agencies or national arrangements, to make sure such threats are tackled effectively". The SPR doesn't go as far as to state which partners and agencies this duty extends to.

Some we spoke with expressed concern that this lack of clarity, about which bodies forces were expected to collaborate with, could cause "differing strengths of relationships" between partner agencies and police forces. This was reflected in our observations on the different approaches taken by forces to engage with highways agencies (see below, 'How are motorways policed?').

They felt that greater clarity about the required relationship between forces and, for example, highways agencies, highways authorities and combined authorities (who all have responsibility for traffic management and road maintenance) would provide greater national consistency around who forces, and PCCs, should collaborate and engage with.

We agree with this sentiment and believe that clarity within the SPR would encourage stronger partnership working.

Role of government

In 2019, the Department for Transport published [The Road Safety Statement 2019: A Lifetime of Road Safety](#). This 69-page document sets out the Department's plans to improve road safety using "evidence, research, collaboration and consultation". The statement recognises the many different factors involved in developing an "integrated approach to road safety". It also highlights what it describes as a "combined roads policing project team", which will bring together representatives from the Department, the Home Office, the NPCC and Highways England.

We commend both the aspirations within the document and the multi-faceted approach to road safety that it describes. But we are concerned that it falls short of making clear what central government expects from the police (and other agencies) in promoting road safety.

We believe that the statement should be developed into a cross-departmental government road safety strategy. This would provide clear guidance not just to the police but also to local authorities, highways agencies and other strategic partners – although we recognise that the existence of a strategy doesn't guarantee that activity will follow, or that the strategy will be complied with.

In 2013, the Welsh Government published the [Road Safety Framework for Wales](#). This document sets out the Welsh Government's aspirations for road safety. It contains clear targets for reducing collisions that cause deaths and serious injuries. Like the Department for Transport's statement, we think this is a useful document. The Welsh force we inspected didn't have a force roads policing strategy. In addition, casualty reduction didn't feature in its strategic threat and risk assessment (the process by which forces analyse the threats and risks they need to commit resources to) or in any [problem profiles](#). This makes it clear that a strategy by itself isn't enough: it must be supported by a requirement to comply.

As highlighted above, it is for PCCs to establish the priorities for individual forces. They aren't obliged to reflect national government strategies, or those of bodies like the NPCC. They are however required by law to have regard to the [SPR](#).

The Strategic Policing Requirement

This document sets out the Home Secretary's view of the national threats that the police must prepare for and the appropriate national policing capabilities that are required to counter those threats.

The SPR is structured in two parts:

- **Part A** specifies those threats to national security and safety that either affect multiple police force areas or may need resources to be brought together from multiple police force areas.
- **Part B** specifies the policing response that is required nationally, in co-operation with other agencies, to counter these threats.

The SPR was introduced in 2012 and reviewed in 2015. The latest version identifies six threats that police and crime commissioners must consider when establishing local policing plans: terrorism; serious and organised crime; a national cyber security incident; threats to public order and public safety; civil emergencies; and child sexual abuse. We don't suggest that roads policing should replace any of these identified threats. However, between 2016 and 2018, 4,872 people died and 69,580 were seriously injured as a result of road traffic collisions on the roads of England and Wales. The estimated cost of all road traffic collisions (including those that go unreported) is approximately £36 billion per year.³

Incidents or collisions on the road network have a serious economic consequence: for example, [in 2011 the estimated cost of motorway closures was £1 billion](#). Often, response to these incidents requires co-operation between forces and other agencies. Effective roads policing supports the law enforcement response to other threats identified within the SPR, such as serious and organised crime.

As a result, we believe that roads policing should be included within the SPR.

Furthermore, [section 7\(4\) of the Police Reform and Social Responsibility Act 2011](#) enables the relevant Secretary of State (in this case the Home Secretary) to issue guidance on what should be included in future police and crime plans. If deaths and serious injuries on the roads are to be reduced, we recommend that the Home Secretary makes use of this provision.

Precedents

The idea of multiple government departments working together to guide the activity of police forces and agencies in relation to road safety isn't a new one. In 2000, the then government published a road safety strategy called [Tomorrow's roads: safer for everyone](#). The strategy called for government agencies, local authorities, police forces, and others to work together to improve road safety. This was followed in 2005 when the Association of Chief Police Officers,⁴ the Department for Transport, and the Home Office published a [joint roads policing strategy](#). The status of roads policing was further reinforced with the publication of the [National Community Safety Plan 2008-11](#). This plan identified the reduction in the number of people killed or seriously injured on the roads as a priority for the police.

Each of these documents reinforced the status of roads policing in the context of police duties. But we have concluded that, for a variety of reasons, that standing has diminished. We believe that the implementation of these recommendations will generate a much greater strategic focus on roads policing and safety.⁸

Recommendation 1

By 1 August 2021, the Department for Transport and the Home Office should develop and publish a national road safety strategy that provides clear guidance to the police, local authorities, highways agencies and other strategic partners.

³ [Reported road casualties in Great Britain: 2018 annual report](#), Department for Transport, 2019, p23.

⁴ In 2015 The Association of Chief Police Officers was replaced by the [National Police Chiefs' Council](#).⁸ In making recommendation 1 we recognise that the Welsh Government already has an appropriate document in place.

The strategy should include an explanation of the roles and responsibilities of each agency and the expectations of central government.

Recommendation 2

By 1 August 2021, the Home Office should revise the Strategic Policing Requirement to include an explicit reference to roads policing. Any revision should also include guidance on which bodies the requirement to collaborate with extends to.

Recommendation 3

By 1 April 2021, the Home Office should use the statutory power under [section 7\(4\) of the Police Reform and Social Responsibility Act 2011](#) to issue guidance on what should be included within future police and crime plans. The guidance should require reference to roads policing in all police and crime plans.

Analysis, evaluation and sharing best practice

Effective analysis of information and intelligence helps to make sure that resources are deployed in the right place, at the right time, and on the right activity. Timely evaluation of that activity enables the police to either revise deployments or identify what works and share best practice.

Analysis

We found some notable examples of forces that recognised the value of analysis. But in most of the forces that we visited, there was a poor understanding of vulnerable road users, repeat offenders, or the causes of collisions. And there is little evidence, either nationally or locally, of roads policing activity being effectively evaluated, or of best practice being efficiently shared.

In West Midlands Police, we were pleased to find that senior officers clearly recognised the benefits of analysis. The strategic lead advocated taking a [public health approach](#) to roads policing, similar to that being used to tackle knife crime. In that force, daily tasking is informed by data relating to collisions, the ‘fatal four’ offences, motor insurance databases, and [automatic number plate recognition](#) (ANPR) information, which analysts have innovatively used to produce intelligence assessments. The force was clear that it needed to use this information to protect its communities and had invested in ensuring that enough analytical capability was available. We commend this approach.

And once again, the resources available to the MPS through its relationship with TfL mean that the force has a range of analytical products that help it make effective decisions. These include weekly data about serious collisions and the factors that contributed to them.

In other forces, we found little analysis of serious collisions or other relevant intelligence to help officers achieve the objectives of the national strategy or – where they exist – the local strategy. Disappointingly, the earlier example of a force not having a strategic threat and risk assessment relating to road safety wasn't an isolated one (see above, 'Role of government'). Several of the forces we visited were in a similar position. This reflected what one chief officer described as "an immaturity" in the approach to roads policing. One partner agency told us that they regularly provide a force with road safety data, but they suspected that the force "did nothing with it".

In one force whose assessment did include roads policing, vulnerable groups, such as motorcyclists and road users between the ages of 17 and 24 were identified (see below, 'Engaging with those most at risk'). But having completed this analysis, the force was unable to provide a corresponding plan.

These assessments are important, as are the tactical plans that come from them. They provide senior managers with the information they need to set priorities and make resources available to deal with emerging threats and risks. Excluding roads policing from these assessments, or limiting the analysis in them, means that activity is unlikely to be focused. And that makes forces less effective at improving road safety.

Recommendation 4

With immediate effect, chief constables should make sure that roads policing is included in their force's strategic threat and risk assessments, which should identify the areas of highest harm and risk and the appropriate responses.

Just as initial analysis is important, so is evaluating subsequent activity to make sure that it is effective and worthwhile. We hoped to find examples of this, as well as a clear process for sharing best practice between forces. In our view, this would encourage a national approach and help in the early adoption of tactics and participation in national roads policing campaigns.

In all the forces that we visited we found little evidence of activity being evaluated or shared, even where that activity seemed worthwhile. Most people we spoke with, including senior officers, were unaware of the national process for sharing best practice.

National campaigns and sharing of best practice

The chief constable, who is the national lead for roads policing, is supported by a national structure and a small team known as the national roads policing operations and intelligence (NRPOI). The team is responsible for co-ordinating national activity; it isn't a statutory organisation, nor is it mandatory for forces and partners to engage with it. NRPOI manages national roads policing initiatives and operations like the NPCC's regular national roads policing campaigns. It co-ordinates national meetings and events. In addition, it also circulates best practice between police forces and partner agencies.

Few of the practitioners we spoke with knew anything about NRPOI or its role in roads policing – even senior officers. As a result, the national influence of this group isn't enough to prompt police forces to commit to the national strategy.

Both the chair and deputy chair of the group are senior police officers who undertake these roles in addition to their full-time duties. However, NRPOI does have a small number of dedicated staff. They are funded by two external organisations: the [UK Road Offender Education](#) (UKROEd), and the [Motor Insurers Bureau](#).

The regional and national meetings are attended by representatives from police forces and partners who have an interest in roads policing and safety. They are expected to share information and contribute to the national calendar of events and projects. The meetings don't achieve this effectively as not all forces are members, engage in campaigns, or take up initiatives that NRPOI, despite a lack of evaluation, identify as best practice.

National campaigns

NRPOI is responsible for co-ordinating the NPCC roads policing campaigns calendar. To assist forces in prioritising campaigns they are separated into two tiers. Tier one campaigns are those sponsored by the NPCC, whereas tier two road safety campaigns are those undertaken simultaneously by European police forces. The NPCC lead for roads policing expects forces to participate in those campaigns that are designated as tier one; tier two are carried out on a voluntary basis.

However, we were told that the promotion of national campaigns wasn't very effective because forces aren't obliged to take part in them. Roads policing officers in one force told us that they don't participate in national road safety campaigns and haven't for some years. Senior managers tell them about the campaigns, but officers can't dedicate any time to them. This is because of competing demands from elsewhere.

In another force, we asked local officers about roads policing national campaigns. They told us that they only see the information boards meant for the public – information about campaigns isn't directly fed down to them through internal communications or 'tasking' requests. As a result, they don't feel any expectation to contribute to these campaigns.

This lack of engagement also prevented the effective evaluation of national campaigns and the sharing of information. Staff from NRPOI told us that they were often either not informed of the results of local activity or received data in different formats. They described how information and intelligence was shared but couldn't explain how (or whether) it was translated into activity in forces. They told us that reports were given to strategic leads in the force, but they had no way of knowing whether they had been followed up.

Similarly, there didn't appear to be any structured method for NRPOI to achieve one of its further objectives: "To act as an advocate within partner organisations, police forces and regions in identifying, discussing and addressing issues of common concern and avoid unnecessary duplication of effort". Once again, we couldn't establish how this was achieved other than through attendance at meetings. We found

a similar position with the sharing of best practice, which we expected to be a core function of the group.

For example, during our inspection we attended a NRPOI meeting. Only 12 police forces were represented, and the officers that attended were mainly constables, sergeants, or inspectors. Conversely, representatives from external organisations were generally at a senior level. The meeting received presentations on initiatives aimed at reducing serious injury or death and preventing criminals from using the roads. After each presentation, the chair suggested that the initiative be supported nationally, but there was no clarity on how to present it to chief officers for support in each force. The chair merely asked the relatively junior officers present to take the request to their force to seek interest and engagement.

The purpose of NRPOI is a good one. However, we concluded that it wasn't sufficiently equipped, supported or empowered to carry out its stated goals.

Recommendation 5

By 1 April 2021, the National Police Chiefs' Council should review the role and structure of national roads policing operations and intelligence.

Area for improvement

Force-level support to national roads policing operations and intelligence structure is an area for improvement.

Structure

In this chapter we consider:

- Do forces have the capability and capacity to meet their strategic roads policing objectives?
- Do forces have a good understanding of demand and effectiveness?
- Is enforcement activity effective?
- Are motorways policed well?
- Are investigations into fatal and serious injury collisions supported?

Main finding: Often capability and capacity don't meet demand

The number of dedicated roads policing officers has declined, while their responsibilities for supporting general policing have increased. In some cases,

resources have been reduced without any understanding of demand. The lack of analytical support means that enforcement activity is often unfocused and haphazard, and its effectiveness isn't evaluated. We also found examples of forces removing road policing patrols from motorways and main roads with little consultation with highways agencies. And the support provided to those in specialist roads policing roles varies considerably.

Do forces have the capability and capacity to meet their strategic roads policing objectives?

'Capability' is the ability of a force to carry out a function. 'Capacity' is having the resources available to carry out that function. Specialist roads policing capability and capacity varies between police forces, as does the role of roads policing officers. For example, in some forces they are dedicated to enforcing road traffic law and investigating serious road traffic collisions. In others, the role is included in the duties of armed response officers. And some forces don't have any dedicated roads policing officers at all. For this reason, comparing one force with another or establishing a definitive number of specialist roads policing officers is difficult.

However, in March 2016, the [House of Commons Transport Committee](#) published its [report on road traffic law enforcement](#). The Committee identified that over the previous decade the number of specialist roads policing officers had consistently fallen.

During this inspection we didn't find any evidence to suggest that this national trend has been reversed. We also found little evidence that decisions that reduced or diverted capacity – or diminished capability – were taken with a clear understanding of demand or an awareness of their potential impact. Instead, we found that decisions to reduce staffing levels or increase responsibilities were driven by financial constraints and the need for roads policing units to simply lose their fair share.

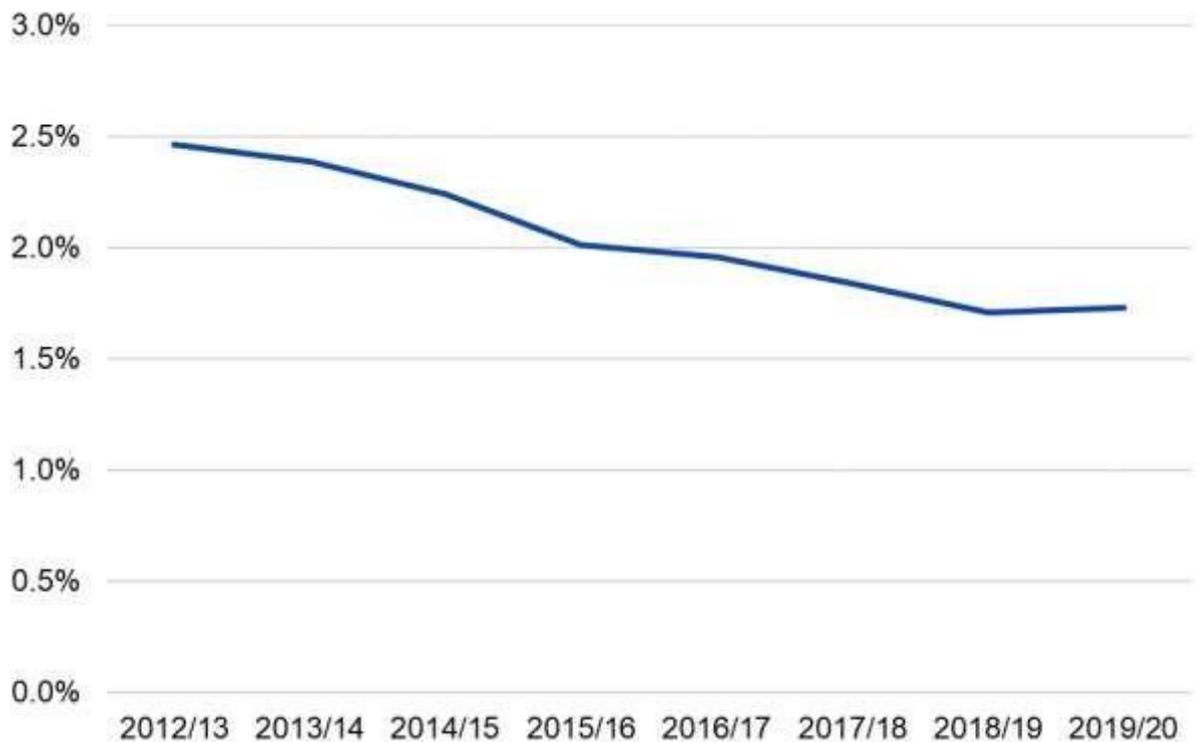
Reduction in capacity and capability

All police forces have had to make difficult decisions as they have implemented reductions in capacity and capability across all areas of activity, and roads policing has been no exception.

Between 2013 and 2019, the total amount of money spent by police forces in England and Wales on all police functions reduced by about 6.1 percent. However, the reduction in expenditure for roads policing has reduced by about 34 percent in real terms (taking inflation into account), which is approximately £120m.

Figure 3 shows how the percentage of overall police spend on roads policing in England and Wales has decreased since 2012/13.

Figure 3: Percentage of National Revenue Expenditure spent on roads policing in England and Wales, 2012/13 to 2019/20



Source: [Chartered Institute of Public Finance and Accountancy Police Objective Analysis data](#)

Note: All figures in this graph use Police Objective Analysis estimates data Capacity

Inevitably, this decrease in expenditure has resulted in a reduction of capacity caused by the cut in the number of specialist roads policing officers and the broadening responsibilities of the remaining officers.

In one force, we were told that the number of full-time constables had been reduced from 90 to 80. However, the force needed a minimum of 70 officers for its shift system to work effectively, and at the time of our inspection it was 20 percent below that minimum level. As a result, roads policing patrols stop at 2am when demand from collisions was identified as being low. But this decision ignored the need for roads policing officers to target drink-driving at a time when officers suspected it was more likely to happen.

In another force we were told that, at times, one officer provided the total roads policing response for an entire county (at such times, response and neighbourhood officers would be expected to help).

Given these examples, it isn't difficult to understand the reduction in road enforcement activity: if officers aren't available, there won't be any activity.

Capability

Often, the reduction in capacity has been achieved by 'natural wastage': as officers retire or transfer to other roles within forces, they are simply not replaced.

While this may have achieved the required financial savings, the lack of succession planning (that is, planning for how to deal with the loss of skills and experience when officers leave) has resulted in a lack of expertise to carry out roads policing functions. One supervisor told us that the average length of service of officers in his roads policing unit was approximately two and a half years, and as a result many weren't experienced or trained in all required skills.

This has obvious practical implications, particularly in areas of roads policing that need specialist knowledge or skills.

Specialist skills gap

Additional qualifications and expertise are often required to deal with commercial vehicles like HGVs or public service vehicles, and with the legislation that governs their use. Examples include: issuing prohibition notices; checking compliance with operating licences; or enforcing driving hours (tachograph) regulations.

Although they account for a relatively small proportion of the volume of traffic on motorways and trunk roads, HGVs are involved in 28 percent of collisions that involve either serious injury or a fatality. This increases to over 30 percent when fatalities alone are considered.⁵ Despite these statistics, we found that in the forces we inspected there was often little focus on HGVs.

In several forces there was no evidence of effective succession planning or training in relation to HGVs. This meant that when experienced officers left, units and forces no longer had the required expertise, and were unable to deal competently with enforcement activity for HGVs. This was illustrated by comments from a group of less experienced officers who joked that they "only stop vehicles we can see over".

One force with a substantial port within its area estimated that it had over 6,000 HGVs travelling through it daily. Yet we were told that it wasn't carrying out any focused enforcement activity.

Similarly, some forces reported difficulties in filling the posts of specialist serious collision investigators, who investigate road traffic collisions that result in death or serious injury (see below, 'What training do officers get in roads policing?'). This has

⁵ [Reported road casualties on the Strategic Road Network 2017](#), Highways England, 2017.

resulted in long-term vacancies and increased workloads for staff who deal with the most sensitive enquiries.

Shared responsibilities

During our inspection, we found several examples of dedicated roads policing officers having their responsibilities broadened to include general policing duties. This often resulted in their being regularly deployed to crime initiatives or to support colleagues in dealing with general demand. We were told that roads policing officers in some forces spent only 20 percent of their time on roads policing duties.

In other forces, roads policing is the responsibility of officers who have other competing duties, such as armed response officers. However, the reality is that, armed officers already have responsibilities such as counter-terrorism patrols and need to be available for spontaneous firearms incidents – their core function – which often leaves them unavailable for roads policing.

In several forces that we visited, we were told by senior officers that – to “do more with less” – their force had adopted what they described as a “whole-force” response to roads policing. They explained that all officers were expected to carry out enforcement of road traffic legislation. While this may be one approach to narrowing the gap in resources, we found that this was rarely rooted in reality. Local response officers told us that they were seldom briefed on, or directed towards, roads policing issues. In the most extreme cases, officers felt that they were discouraged from being proactive as this was seen as a distraction from their central role of responding to incidents. We were told that “no-one thanks you for being tied up with a drink-drive prisoner for two hours”.

This culture has a negative effect on officers’ development. We were told that it wasn’t unusual for student officers to complete their two-year probationary period without having experience of basic roads policing activity, such as making an arrest for drink driving. Given these examples, it isn’t difficult to understand why enforcement activity has reduced (see below, ‘How effective is enforcement activity?’).

The principle of a whole-force approach, if well executed, is a good one. Targeting those who present a risk to communities or the use of unsafe vehicles on the roads is a core function of the police. However, it will only be effective if officers are appropriately tasked, informed and trained.

Understanding demand and effectiveness

Too often we found that organisational structures had been implemented with little understanding of demand, or of the resources needed to meet the requirements of national and force strategies. This was compounded, with some notable exceptions, by forces doing little to understand whether the way they were using their resources was effective.

We found little evidence of forces carrying out any evaluation of their structures or activity. And in most forces, there wasn’t any evidence of officers and managers being held to account, or even of confirmation that activity was taking place. One

senior officer responsible for roads policing told us that in the previous two years they had never been asked to account for their performance.

There were some exceptions. One force recognised that local officers had become largely de-skilled in roads policing and set about reversing the prior decision to disband their roads policing capability. While the initial increase in staffing has been relatively modest, it has been accompanied by a structure that includes oversight groups and some analytical capability.

The PCC for this force emphasised the importance of analysis: “There is a gap in understanding exactly what will be needed to become effective. Analysis needs to be improved to allow for effective tasking of resources in the future.”

This is a positive step. However, the fact remains that many forces don't have effective processes to help them understand the level of demand, which would enable them to accurately assess the resources needed for roads policing. Consequently, in some forces the resourcing of roads policing is set based on what funding is available, rather than the actual demand. Therefore, forces can't be confident that local capacity and capability are enough to meet demand, reduce casualties, and be consistent with their strategies and plans.

Analysis and evaluation are equally important when deciding what activities a force's limited resources will be dedicated to. This is particularly relevant to enforcement activity.

How effective is enforcement activity?

We hoped to find that forces had adopted coherent, intelligence-led approaches to the enforcement of road traffic legislation and the targeting of those criminals that use the roads. We expected forces to have made best use of data and intelligence when deciding when, where, and how their resources would be deployed.

We were pleased to find that in some forces this was the case. They were able to demonstrate an excellent understanding of roads policing issues and subsequent planned deployments of officers and had well-established structures for review and oversight.

Unfortunately, in others we found incoherence, with officers deciding their own priorities with little analytical support or direction. In some cases, we found that the rationale for the deployment of camera enforcement technology was open to the suspicion that it supported a self-serving approach to raising revenue.

Analytical capability

It was obvious that a significant factor in these differing approaches was the availability of dedicated analytical resources. Just as analysis of demand is vital when setting levels of capacity and capability, it is also central to ensuring the effective use of those resources.

West Midlands Police made a considerable investment in its analytical resources, to make sure that enough were dedicated to roads policing. Its analysts were clear that

their job was to focus on reducing serious collisions and reducing criminal use of the roads. The force provided us with analytical and intelligence products that it used to help understand factors that contributed to this, such as the fatal four and other road safety issues. In doing so, the force used data from partners effectively. Intelligence briefings included details of high-harm offenders, such as disqualified and repeat drink drivers, and the use of the road by organised crime gangs. This force told us about an innovative way they were using the ANPR database. And they described initiatives to target repeat offenders by plotting their regular routes to allow roads policing patrols to intervene. As a result, the force was able to show that it had reduced the number of casualties on its roads and disrupted criminal activity.

Conversely, in other forces we found a lack of effective use of analytical products or targeted enforcement activity to support roads policing. Where data was received from partners, it wasn't used to any consequence. Officers told us that they didn't receive any products that showed whether their enforcement activity had any effect on the number of collisions. The use of ANPR was minimal, with only a small number of vehicles equipped and staff given little direction or support in using it.

In another force, officers described how the intelligence process for roads policing was completely broken. They received so little in the way of intelligence to enable them to target offenders that they had resorted to sharing information among themselves via social media apps. This is unacceptable.

Recommendation 6

With immediate effect, chief constables should make sure:

- their force has enough analytical capability (including that provided by road safety partnerships) to identify risks and threats on the road network within their force area;
- that information shared by partners relating to road safety is used effectively to reduce those risks and threats; and
- there is evaluation of road safety initiatives to establish their effectiveness.

Speed enforcement

When enforcing the law, police forces should be able to demonstrate that their actions are necessary, proportionate and lawful. In simple terms, they need to show that they are treating people fairly. This is particularly important when forces and partners rely on technology to enforce speed limits.

In contrast to the other fatal four offences, the number of fixed penalty tickets issued for excessive speed has risen. Between 2011 and 2018, the number of tickets issued increased by 41 percent to 2,105,409.⁶ The majority of this increase is accounted for

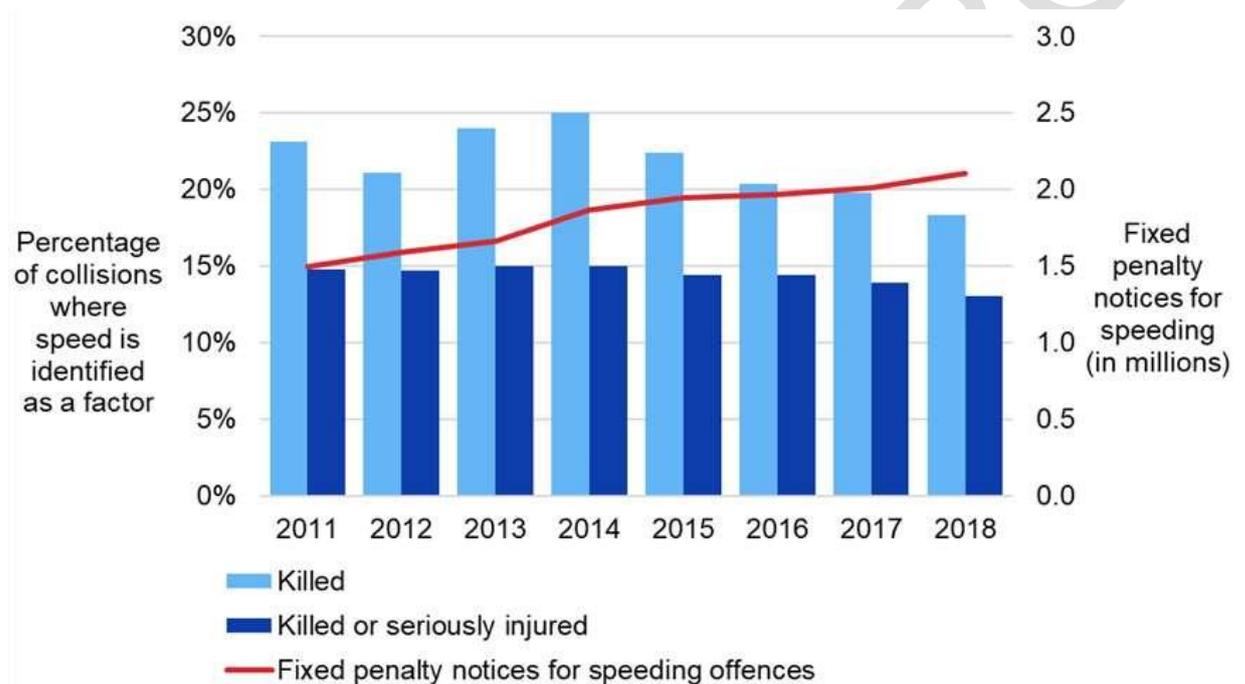
⁶ [Police powers and procedures, England and Wales, year ending 31 March 2019](#), Home Office, 2019.

¹¹ [Road safety factsheet](#), Royal Society for the Prevention of Accidents, 2018.

by the use of speed enforcement cameras. Some question the effectiveness of using such cameras and suspect that they are used as a source of revenue by police.

The reality is that use of cameras is effective in reducing serious collisions.¹¹ Figure 4 illustrates the increase in enforcement since 2014 by the issuing of fixed penalties for

Figure 4: Percentage of collisions where a person was killed or seriously injured



Source: Department for Transport

Note: Speeding as a contributing factor includes ‘exceeding the speed limit’ or ‘travelling too fast for conditions’

In its 2016 report, [Road traffic law enforcement](#), the House of Commons Transport Committee commented that “There is also a concern where enforcement is carried out by technology, it is perceived as unfair by the public or as a means to raise revenue rather than to improve road safety. This should never be the case.” speeding offences and a reduction in the proportion of collisions where a person was killed or seriously injured in which speed is identified as a contributory factor.

that had speeding as a contributory factor and the number of fixed penalty notices issued for speeding offences in England and Wales, 2011 to 2018

However, police forces and road safety partnerships don't receive the funds from fines and fixed penalties issued as a result of their use. They are, however, allowed to recover costs for the administration of offences and provision of educational schemes such as speed awareness courses. Crucially, what constitutes recovery of costs is open to interpretation.

Deployment of cameras

The deployment of speed cameras in most force areas isn't actually carried out by the police. Instead, it is carried out by road safety partnerships (or safety camera partnerships) of which forces are members. In some cases, the police involvement in the use of cameras is limited to the administrative resources that support the processing of fixed penalties or the offer of speed awareness courses.

In most of the forces that we visited, the rationale for using camera-based technology for enforcement was clear, and the decisions about where they are placed were supported by a process intended to maintain public confidence in their use.

In addition, forces had also adopted [community speedwatch](#) schemes, which are integrated, to varying degrees, into their approaches to speed enforcement and road safety. These schemes are primarily intended to change drivers' behaviour through education rather than by prosecution.

However, we also found examples where the use of partnership enforcement activity appeared to be in direct conflict with the development of a speedwatch scheme. In one force area, a safety partnership agreement prevented local speedwatch schemes from operating on roads where the safety partnership deployed mobile speed enforcement cameras.

This apparent unwillingness to support education over enforcement had led to suspicion among officers, including some at chief officer level, that the focus of activity was intended to increase revenue for the safety partnership. In support of this, they gave examples of some camera sites that they believed didn't have a history of collisions or other identified vulnerabilities.

Elsewhere, we were told that the reason enforcement took place at certain locations was that they were "good hunting grounds", rather than because they had a history of collisions.

In order to combat perceptions of unfairness, forces and their partners need to make sure that there is transparency over how and where cameras are located. There are already government guidelines on this issue, but we believe that these should be refreshed to include a requirement for publication of what revenue is raised and how it is spent.

Circular 1/2007

In 2007, the Department for Transport issued [Circular 1/2007](#). The circular provides guidance and best practice advice on deploying speed enforcement cameras. The circular is advisory only – the Department for Transport doesn't have the statutory powers to force local authorities to take a particular action. Recommendations in the circular are wide-ranging and include advice on: the period that analysis of collision data should relate to; confirmation that the speed limit at camera sites is correct; and continued collection of data relating to public opinion. We found that the degree to which the circular's advice was followed was more apparent in some areas than others.

As a result of long-standing rules, money raised from court fines and fixed penalties must be passed to the [Consolidated Fund of the Exchequer](#). This means that police forces don't benefit directly from the issuing of fixed penalties for road traffic offences. However, police forces do recover costs from the provision of speed awareness courses.

Speed awareness courses

[UKROEd](#) is a subsidiary body of the [Road Safety Trust](#).⁷ UKROEd's main objectives are to operate, manage, administer and develop the [National Driver Offender Retraining Scheme](#) (NDORS) on behalf of the police service.

The fee charged to those attending the courses varies from force area to force area. We understand that it ranges from £80 to £100. However, UKROEd sets the amount that forces can claim back from that fee as cost recovery. At the time of our inspection this was set at £45. This sum is intended to replace the original police budget earmarked for course provision.

However, dependent upon police costs and the number attending speed awareness courses, there is the potential in some cases for revenue to be generated. This was identified at the time NDORS was established, when it was agreed by the Association of Chief Police Officers that any such surplus could be used by police forces for the purpose of "policing the road". Unfortunately, beyond that, there aren't any further guidelines for forces or safety camera partnerships to follow when deciding how revenue from speed awareness courses should be spent.

Transparency

The level of interpretation, and misinterpretation, that the current advice is open to isn't helpful in ensuring that the public perception is one of fairness. We believe that clarity is required regarding what constitutes reasonable costs and what, if any, revenue partnerships and forces gain from the provision of speed awareness courses and other driver education initiatives.

As we have identified, [Circular 1/2007](#) provides guidance and best practice advice on the deployment of speed enforcement cameras. However, it doesn't make any reference to how forces and road safety partnerships deal with revenue raised from speed awareness courses. We believe that this would be a useful addition to the guidance, which should be renewed and recirculated to forces and local authorities.

In doing so, it should also include a requirement that forces, or local safety partnerships, publish on an annual basis, details of any revenue received as a result of the provision of driver offending related training and on what that revenue was spent.

Elsewhere in this report we have encouraged the Department for Transport to work more closely with the Home Office to develop a national roads policing strategy (see above, 'Role of government'). We believe that working in the same spirit of co-operation, and the issuing of a joint circular between the two departments, would bring similar benefits to the development of road safety in England and Wales.

⁷The Road Safety Trust was awarded charitable status in March 2014. It is also a company limited by guarantee. As a company, its members are 44 police forces in England, Wales and Northern Ireland.

Recommendation 7

By 1 August 2021, the Department for Transport, in consultation with the Home Office and the Welsh government should review and refresh Department for Transport Circular 1/2007. The Circular should include a requirement that forces, or local road safety partnerships should publish the annual revenue received as a result of the provision of driver offending-related training and how that revenue has been spent.

Recommendation 8

With immediate effect, chief constables should make sure that their force (or where applicable road safety partnerships of which their force is a member), comply with (the current version of) Department for Transport Circular 1/2007 in relation to the use of speed and red-light cameras.

Other enforcement activity

Enforcement of other road traffic offences, including the other three of the fatal four, still relies heavily in most cases on an interaction between an offender and a police officer. (In some cases, seat belt offences and the use of mobile phones can be identified by camera.) Given the issues of reduced capability and capacity within forces, it is unsurprising that there has been a sustained reduction in most areas of enforcement.

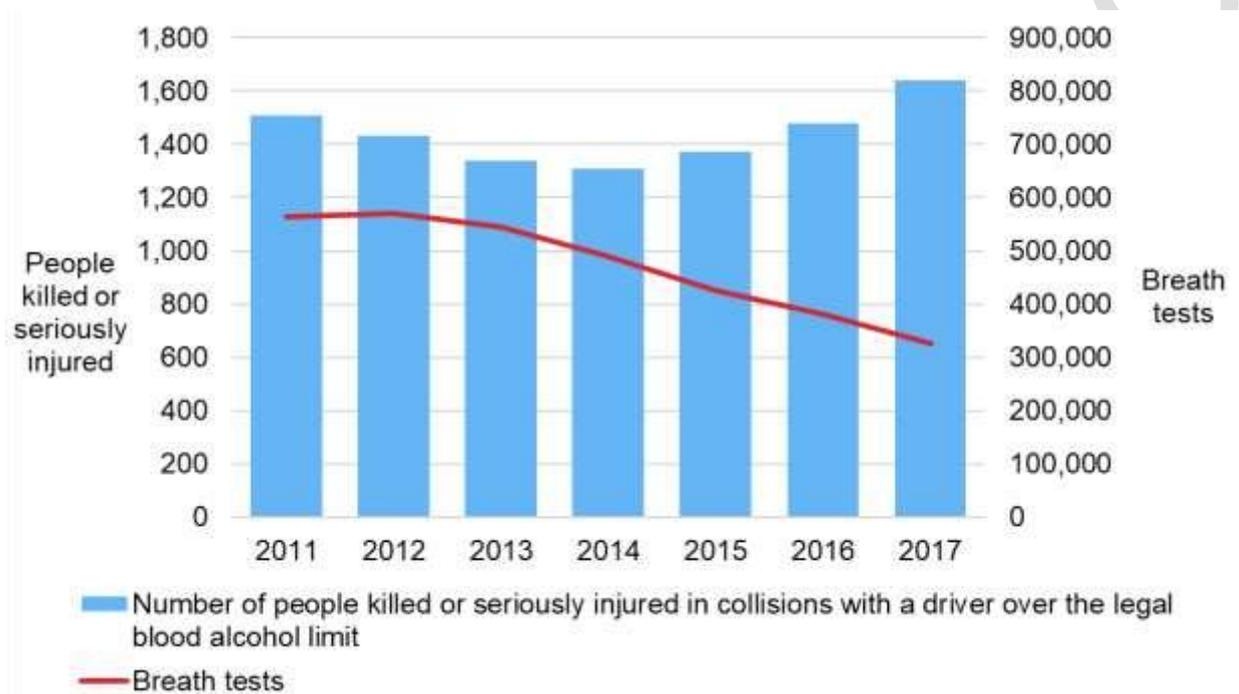
Furthermore, while we can't attribute causation, it is notable that, over a similar period, there has been an increase in the number of collisions that involve fatalities or serious injuries.

Drink driving

Between 2015 and 2018, the number of breathalyser tests carried out in England and Wales dropped by 25 percent, from 425,325 to 320,988.⁸ Again, since 2014 there has been a corresponding rise in the number of people killed or seriously injured in road traffic collisions where the driver is over the legal blood alcohol limit.

⁸ [*Police powers and procedures, England and Wales year ending 31 March 2019*](#), Home Office, 2019.

Figure 5: Number of people killed or seriously injured in collisions with a driver



Source: Department for Transport

Although the number of breath tests carried out by the police has dropped, the proportion of them that proved to be positive, or were failed or refused has increased from 11.9 percent in 2015, to 15.2 percent in 2018. This suggests that underlying offending behaviours may have increased.

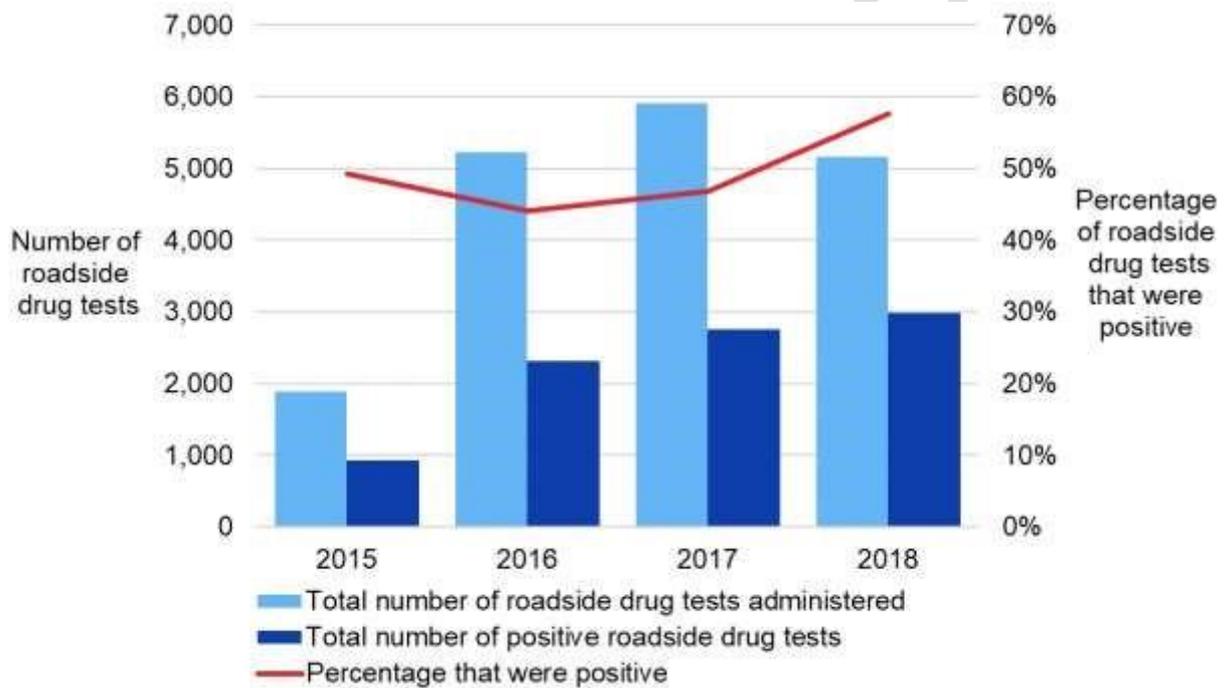
The House of Commons Transport Committee made a similar point in its 2016 report, [Road traffic law enforcement. Causing death by careless driving when under influence of drink or drugs](#) is one of a group of offences known as ‘causing death’ offences. (Other causing death offences are: causing death by dangerous driving; causing death by careless or inconsiderate driving; and causing death by driving while unlicensed, disqualified or uninsured.)

over the legal blood alcohol limit, and the number of breath tests conducted in England and Wales, 2011 to 2017

The Committee noted that the number of road traffic offences had fallen but: “the number of ‘causing death’ offences, which will always be recorded where they occur, hasn’t fallen. This is significant as it suggests that the reduction in overall offences that are recorded doesn’t represent a reduction in offences actually being committed.”

Drug driving

In 2015 the law changed making it easier for the police to deal with drivers suspected of [driving under the influence of drugs](#). Roadside screening tests for cannabis and cocaine were introduced, as well as police station-based tests for other controlled drugs such as heroin and LSD. In addition, it became illegal to drive after taking certain prescribed drugs that impair driving if they are taken other than as prescribed.



Source: National Roads Policing Operations and Intelligence

The evidence that we have gathered during this inspection points to the reduction in the number of breathalyser tests being the result of a reduction in capacity among forces. There has been a reduction in the number of dedicated roads policing officers, and, as discussed above, response officers often feel discouraged from being proactive. However, in the case of roadside drug testing, we believe that there are further reasons for the reduction: the capacity of forensic service providers, and the cost.

Throughout the inspection, we were told by officers and supervisors that the ability to conduct roadside drug screening was a powerful tool that they were keen to use. However, they expressed frustration that the screening, and the subsequent forensic analysis of blood samples, was effectively rationed to manage available budgets and the capacity of forensic service providers to deal with demand. Data provided by NRPOI illustrates that the number of roadside drug tests carried out as part of national campaigns has fallen. But, like breathalyser test data, the percentage of those that fail the test has increased since 2016. Once again, this may suggest that offending behaviour has also increased.

Figure 6: The number of roadside drug tests and the percentage of positive tests in England and Wales, 2015 to 2018

Following the changes in legislation, there was an unsurprising increase in drug driving enforcement as officers took advantage of the new equipment. But within two years the volume of blood samples taken following positive roadside tests exceeded the capacity of forensic service providers. This resulted in backlogs and the time limit for prosecutions being missed. In addition, the cost of analysis rose from around £220 to approximately £280 per test.

Faced with limited forensic budgets and increased costs, forces have told officers to restrict the use of screening tests and limit the number of blood samples submitted for analysis. In one force, we were told that – although the cost of analysis was a factor – the main restriction was the limited capacity of the forensic service provider. This resulted in the whole force being restricted to nine submissions per month, and so officers were discouraged from being proactive.

The inescapable conclusion is that offenders who are suspected of driving while under the influence of drugs are being tolerated and allowed to present a continuing threat to communities. We don't believe that this is acceptable.

In her 2020 Annual Report, the [Forensic Science Regulator](#) raised the issue of the lack of toxicology capability within the forensic science service providers that the police rely on. The regulator commented on the need to: “ensure that a longer-term strategy for sustainable provision of high-quality forensic science is developed as a matter of urgency”. We are in complete agreement.

Mobile phones

Between 2011 and 2017 the number of fixed penalty notices issued for using a handheld mobile phone while driving dropped by just over 76 percent, from around 162,400 tickets to around 38,600. During the same period the number of mobile phone-related collisions remained broadly stable.

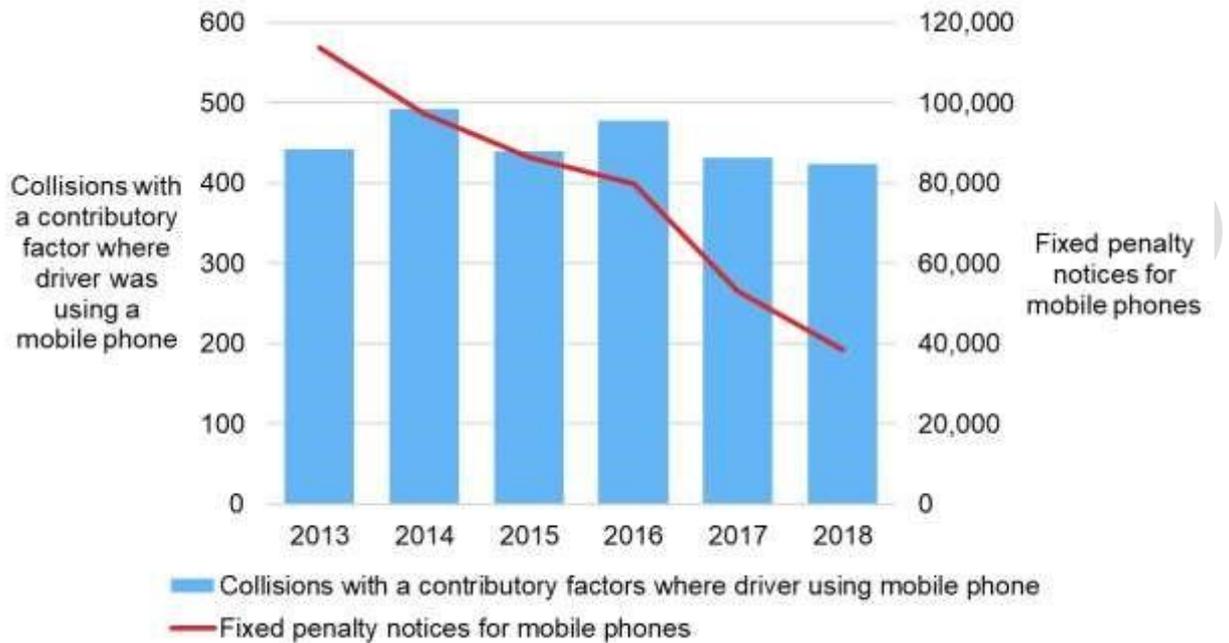
However, as contributory factors are assessed by the officer at the scene of the collision, it isn't always easy to know whether a mobile phone was a likely or possible factor in that collision, unless the collision is observed by the officer, or there is evidence from witnesses, CCTV etc, or the driver admits to it.

As such, it is hard to know how prevalent this actually is. But there is evidence from other sources that this remains a problem. The [RAC Report on Motoring 2019](#) said:

Almost a quarter of all drivers – the equivalent of just under 10 million motorists (23%) – confess that they make or receive calls on a handheld phone while they are driving at least occasionally. Among drivers aged between 17 and 24, this rate is 51%.

Meanwhile, 17% of all drivers – and a shocking 35% of under-25s – say they check texts, email or social media while driving, despite the heightened level of risk involved in looking away from the road for seconds at a time.

Figure 7: Number of collisions with a contributory factor where driver was using a mobile phone, and the number of fixed penalty notices issued for mobile phone use in England and Wales, 2013 to 2018



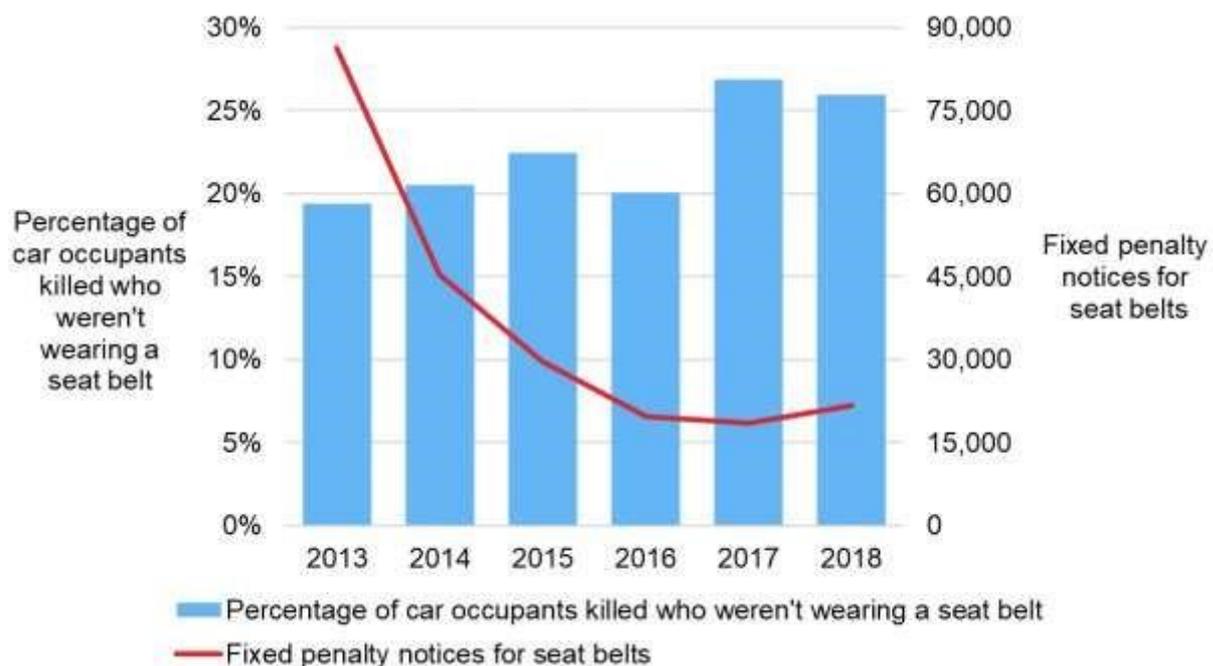
Source: Department for Transport

Seat belts

There is an upward trend in car occupants killed who aren't wearing a seat belt. In 2013, just under 20 percent of car occupants killed in collisions were found to have not been wearing a seat belt at the time of the collision.¹⁴ By 2018, this figure had risen to just under 26 percent. Over the same period, the number of fixed penalty notices issued for not wearing a seat belt reduced by 75 percent, from approximately 86,300 to about 21,600.

¹⁴ [Road accidents and safety statistics](#), Department for Transport, 2020.

Figure 8: Percentage of car occupants killed who weren't wearing a seat belt, and the number of fixed penalty notices issued for seat belts in England and Wales, 2013 to 2018



Source: Department for Transport

Relationship between enforcement and road death

Many who we spoke with believed that the marked reduction in enforcement activity had a practical effect on the behaviour of drivers. They told us that as the visibility of road traffic police had reduced, so had the “fear of being caught”, and this in turn had led to an increase in offending.

This was further illustrated by the [RAC Report on Motoring 2018](#). The Foundation reported that 68 percent of people who took part in its survey believed there were “not enough police on the road to enforce driving laws”, and 28 percent believed that it “was not very likely that they would get caught if they broke most motoring laws.

A year later, in its [2019 report](#), the Foundation identified that one in five drivers thought that they had driven while over the alcohol limit in the previous 12 months.

These are not positive illustrations of an effective approach to enforcement.

Operation Snap

One cost-effective way in which forces can engage with the public and deal with road traffic offences is the use of video footage recorded on dashcams and helmet cameras. Operation Snap was initially developed by forces in Wales and the approach has now been adopted by many English forces. It enables the public to upload footage of road traffic offences that may provide evidence for prosecutions or lead to other police action.

The project has been recognised by the Department for Transport as best practice, and we agree. If implemented well, the scheme has the potential to significantly

reduce the bureaucracy associated with the file preparation process for the police, as well as building good relationships with the public.

However, once again, we found examples of forces that had adopted the scheme without enough consideration of potential demand and the resources needed to meet it. In some forces, support functions were overwhelmed by the number of submissions. This resulted in some being unable to meet the [legal requirement](#) to notify registered keepers of vehicles of potential prosecutions (usually, if they aren't notified within 14 days, they can't be convicted of the offence). In others, the process for submitting footage was difficult and there was little or no contact with the people who had been motivated enough to provide it.

There are obvious benefits to the scheme, but it must be properly resourced and there should be clarity on how and when submitted footage will be used.

Recommendation 9

With immediate effect, in forces where Operation Snap (the provision of digital video footage by the public) has been adopted, chief constables should make sure that it has enough resources and process to support its efficient and effective use.

How are motorways policed?

In England and Wales, the strategic road network is made up of motorways and the most significant trunk or 'A' roads. They are administered by highways agencies – [Highways England](#), [North and Mid Wales Trunk Road Agent](#), and [South Wales Trunk Road Agent](#). These are responsible for operating, maintaining and improving the network. Policing the network remains the responsibility of the local force that a stretch of road or motorway runs through.

We found that the police presence on the strategic road network, and in particular on motorways, varies considerably. In some forces there is an evident commitment to what was clearly viewed as a central role for the police. However, other forces relied almost entirely on patrols provided by the highways agencies to offer any visible presence. To make matters worse, the engagement and support given by those forces to agency patrols can only be described as poor.

Highways agency traffic officers

Each highways agency is also responsible for providing highways agency traffic officers. Highways traffic officers play a significant role in ensuring that traffic on the strategic road network flows efficiently and that road users are safe. They have some statutory powers such as the ability to stop and direct traffic; to close lanes and carriageways; and to provide mobile and temporary road closures. However, these powers aren't comparable to the wide-ranging ones of police officers. For example, highways traffic officers aren't empowered to stop vehicles for road traffic offences or to conduct searches of people or vehicles.

When they were first introduced, highways traffic officers often worked alongside police officers taking on tasks that didn't require the full range of police powers. They were also able to provide additional visibility and reassurance on the road network. And, in some force areas, this remains the case.

Central Motorway Police Group

The [Central Motorway Police Group](#) is made up of officers and staff from West Midlands Police and Staffordshire Police. It is a significant commitment, but one that is obviously supported by strategic leaders. One chief officer was clear that the policing of the motorways was “a core function of the police not only in terms of reducing casualties and improving driving standards but also the ability to target serious organised crime”.

We spoke to officers and staff from the group, as well as those from Highways England. We found them to be enthusiastic about their role. Importantly, they clearly understand the roles and responsibilities of each agency and how they can support each other.

Conversely, in another force a decision had been taken some years ago that the police would no longer routinely patrol the section of motorway that ran through its force area. As a result, police presence is restricted to attending incidents. Communication between the force and the relevant highways agency is limited to attendance at meetings by senior representatives, and there is little interaction at the operational level. For example, officers from both agencies attending the same incident on the motorway were unable to communicate with each other using the radio equipment they had been issued. Instead, they had to rely on sharing mobile telephone numbers.

Intelligence sharing

In all the forces we visited, we found that the sharing of intelligence between the police and highways agencies could be improved. In some, good working relationships meant that some limited tasking took place. In others, there was no recognition that agencies and forces were able to help each other. For example, in one force area, footage from the front and rear dashcams in highways agency vehicles was rarely, if ever, requested by the police.

Furthermore, there was little appetite among senior police officers in any force we spoke to for engaging in a formal information sharing agreement, even with appropriate safeguards. In our view this is a missed opportunity.

Denying criminals the use of the road

The NPCC strategy [Policing our Roads Together](#) is clear about the need to detect and disrupt criminals who use the road. In doing so it is supportive of other government and police strategies such as the [Serious and Organised Crime Strategy](#). For example, effective policing of the motorways would complement the [county lines](#) operations, which target organised drug trafficking from cities to new rural markets.

It is clear to us that targeting criminals as they use the road network and disrupting their activity is an effective problem-solving approach. Often these are the individuals who drive dangerously without regard to the risk and harm that they cause other road users.

It is equally apparent that a visible police presence – or lack of it, on some parts of the motorway network – won't be lost on those engaged in serious criminal activities. An unintended (or accepted) consequence of police forces withdrawing from the motorway network is that criminals haven't been denied the use of those particular roads.

Recommendation 10

With immediate effect, chief constables should satisfy themselves that the resources allocated to policing the strategic road network within their force areas are sufficient. As part of that process they should make sure that their force has effective partnership arrangements including appropriate intelligence sharing agreements with relevant highways agencies.

How well are investigations into fatal and serious injury collisions resourced?

Any incident that results in loss of life or serious injury presents many difficulties and demands for those who are responsible for its investigation. These include initial scene preservation and the gathering of evidence in all its forms, file preparation, and engagement with the criminal justice system. At the same time, the many and varied needs and expectations of victims and their families need to be met in a timely and sensitive manner.

In most instances of homicide, these difficulties are the responsibility of major incident teams, comprised predominantly of detective officers and staff. The size and workload of these teams will, understandably, vary dependent upon the force and individual cases. However, homicide investigations should be conducted to a [nationally agreed standard](#) which has clearly identified roles such as: exhibit officer; disclosure officer; family liaison officer; and investigating officer. We found that the arrangements for investigating road deaths are strikingly different, even when the death was the result of a driving offence.

Despite many forces establishing serious collision investigation teams, many fatal road traffic collision investigations are often carried out by one officer, rather than a team of officers. Consequently, we found that many such officers are working at capacity.

Serious collision investigators

The College of Policing's [Authorised Professional Practice \(APP\) document for road policing](#) categorises types of fatal road collisions, to help identify the level of resources that may be required for a particular investigation. There are five categories:

- **Category A+** – assessed as likely homicide investigation or where the complexity requires the deployment of a nationally registered senior investigating officer.
- **Category A** – confirmed fatality – one or more vehicles failed to stop and/or drivers decamped or other factors are present that significantly increase the complexity of the investigation.
- **Category B** – confirmed fatality – all drivers/riders are known or can be immediately identified.
- **Category C** – confirmed fatality – driver/rider only killed, no third-party involvement; inquest only.
- **Category D** – confirmed fatality – driver/rider only killed, death due to natural causes, may involve a third party; no inquest necessary.

While each case should be treated on its own merits, it is worth noting that only in cases that are considered a possible homicide is there a requirement to deploy a nationally registered senior investigating officer. Most fatal collision investigations will be carried out by individual serious collision investigators, and they must do this to a high standard.

The Professionalising Investigation Programme

The [Professionalising Investigation Programme](#) (PIP) was introduced in 2003. It is intended to provide “a structured and consistent development and maintenance programme for investigative skills ... at all levels in the police service and in other sectors of law enforcement.”⁹

The purpose of the programme is to provide a national standard of accreditation for investigators. It does this through a programme of examination, training, and workplace assessment.

The PIP levels are:

- PIP 1 – priority and volume crime investigations;
- PIP 2 – serious and complex investigations;
- PIP 3 – major investigations; and
- PIP 4 – strategic management of highly complex investigations.

The programme policy correctly identifies that “failure to comply with this policy could affect the perception and ability of law enforcement to carry out its function professionally, ethically and effectively in respect of priority and volume, serious and complex, and major crime investigations”. The document also identifies adoption of the policy as “best practice across law enforcement”.

In setting out the categories of investigation at each level of accreditation, the policy recognises that there “is no available definition of what constitutes a serious or complex investigation”. We have no doubt that the investigation of fatal collisions falls into that category. Some forces recognise this; they require their serious collision

⁹ [Professionalising Investigations Programme: Programme policy 2017](#), College of Policing, 2017, p3.

investigators to be accredited to the PIP 2 level. But this isn't universal, and we think it should be.

Until 2018, PIP 2 reflected the broad range of skills that investigators need in order to be recognised as detectives. While many of these skills were also required by collision investigators, some – such as the investigation of sexual offences – were not. As a result, most PIP 2 investigators are detective officers.

Previously, investigators who wished to complete the PIP 2 process had to sit an examination as well as completing a minimum six-month work place assessment carried out by an identified tutor. For a roads policing officer, this would normally have meant carrying out a period of attachment with their force's criminal investigation department.

Some forces decided that this wasn't an economical use of resources and simply decided that collision investigators wouldn't be required to attain the PIP 2 standard. Investigators told us that the lack of accreditation undermined their credibility in the eyes of some bereaved families and, importantly, when giving evidence in court. Other forces, having recognised the importance of investigator accreditation, chose to staff their serious collision investigation units exclusively with detective officers who had previously attained PIP 2 accreditation. Generally, this worked well in terms of leading to higher quality collision investigations. But its consequence was that experienced roads policing officers were often prevented from developing their investigation skills and careers. Interviewees also pointed out that, while detectives may be experienced investigators, they sometimes have little knowledge of roads policing legislation.

Unfortunately, in all the forces that we inspected managers and staff – including those in training roles – were unaware of the changes that had been made to PIP that make it more accessible for all investigators.

In October 2018, the College of Policing launched revised training programmes for PIP 1 and PIP 2 investigators. We were told that these new programmes are focused on “core investigative skills”. PIP 2 became a shorter programme with the intention of developing the skills that are needed by those carrying out serious and complex investigations. Many of the elements of the previous programme, which were focussed on investigating specific types of crime have been removed.

This development has gone part way to addressing a recommendation from an earlier inspection. In 2015, HMIC (now HMICFRS) and HMCPSP published a report on a [joint inspection of the investigation and prosecution of fatal road traffic incidents](#). That report contained recommendations that the College of Policing should include “road death” within PIP and “make the training programme accessible and relevant to all road death investigators”. The College was also asked to:

develop and promote:

- an accreditation process for all road death investigators; and
- national training standards for all road death investigation personnel.

We recognise that the College has made progress in making the PIP 2 programme accessible and relevant to all investigators. However, it needs to go further in ensuring that appropriate training is available for serious collision investigators.

The way that the programme is now structured allows for the development of additional modules that allow for the teaching of specialist knowledge for specific investigation types. Completion of PIP 2 is a prerequisite for access to these modules. However, at the time of our inspection, the additional module for collision investigators wasn't in place. As a result, the training provision for serious collision investigators still doesn't adequately reflect the skills and responsibilities that are required for this role. We understand that the College is working to address this.

In addition, the College should also make sure that the national training standards and certification that were called for in 2015 are put in place.

Recommendation 11

By 1 August 2021, the College of Policing should include a serious collision investigation module for completion along with the Professionalising Investigation Programme. This should include:

- minimum national training standards; and
- certification for all serious collision investigators.

Chief constables should make sure that all serious collision investigators in their force are then trained to those standards.

Area for improvement

The awareness and understanding of the changes in the Professionalising Investigation Programme within police forces is an area for improvement.

Family liaison officers

The primary purpose of a family liaison officer (FLO) is to gather evidence and information from the victim's family. They are a vital part of an investigative team. The FLO also provides support and information, in a sensitive and compassionate manner, securing the confidence and trust of families and ensuring that they are given timely information in accordance with the needs of the investigation.

The role can be extremely taxing. It is important that officers' welfare, including their workload, is continually monitored. Unfortunately, once again, we found that the approach some forces took to this important aspect of road death investigation fell short of what should be expected.

In homicide teams, FLO is a standalone role. However, we found several examples of serious collision investigators 'double hatting' and carrying out the family liaison role. We were pleased to find in one force that a specific roads policing FLO team had

been created, clearly separating the role of investigator from that of the FLO. Officers were highly supportive of the arrangement.

The deployment of FLOs in any force is managed by family liaison co-ordinators. It is their job to make sure that FLOs aren't repeatedly deployed or carry an excessive number of cases, which may have a detrimental effect on both their health and the service they provide to families.

In most forces that we visited, the number of roads policing FLOs wasn't enough to meet the demand. This meant that they were responsible for far more cases than the FLOs in homicide investigation teams. One officer told us that when they volunteered for the role, they were told that they shouldn't be expected to deal with more than three cases simultaneously, but in fact it wasn't unusual for them to be dealing with as many as eight families at any one time.

In other forces, an FLO told us that supervisors still expected them to carry out a certain level of enforcement activity while dealing with bereaved families.

In most forces, there was a good level of welfare support given to FLOs and other roads policing officers exposed to traumatic incidents. This included mandatory requirements that officers attend counselling sessions to make sure that they receive appropriate support. Disappointingly, we also found examples where officers complained of not receiving any support or, in the case of one officer, simply completing an annual self-assessment declaring themselves fit to continue in the role.

Once again, we find ourselves returning to a subject that was identified in the [2015 joint inspection](#). That report identified themes that are depressingly familiar: the lack of recognition of the pressures of FLO deployments and insufficient welfare support.

Recommendation 12

With immediate effect, chief constables should make sure that appropriate welfare support is provided to specialist investigators and family liaison officers involved in the investigation of fatal road traffic collisions.

Engagement with road safety partners and the public

In this section we assess:

- How well do the police work with road safety partners?

- How effectively do police forces work with other agencies?
- How well do the police engage with the public?
- Do forces adequately identify those at increased risk?

Main finding: A lack of co-ordination hinders effective engagement with partners and the public

Police and partner agencies don't have a shared understanding of road safety issues. This inhibits effective operational activity both nationally and locally. There was also a lack of evaluation of what road safety activities work. This can prevent meaningful engagement taking place with identified vulnerable groups, such as young drivers. More effective road safety partnerships use analysis and shared information to make roads safer.

Road safety partnerships

The police work with partner agencies in road safety partnerships. These are intended to co-ordinate the work and bring together resources to make roads safer and reduce the number of people who are killed or seriously injured.

Partner agencies include local authorities, highways agencies and mayoral authorities. There is no set membership of road safety partnerships, and these will vary across the country as areas have different issues to address. For example, some areas may not have a motorway running through, so wouldn't include a highways agency in their partnership. Some road safety partnerships are led by the police while others are led by other agencies. Also, the names of partnerships vary to reflect the specific function that a partnership carries out in an area.

Whatever a partnership is called, and whichever organisation is leading it, we would expect to see the partnership operate with a shared strategy and objectives. This should lead to focussed activity to make roads safer.

How well do the police work with road safety partners?

We found that the roles and responsibilities for road safety weren't always clear across forces and partners. In some areas, partners told us that they were unaware of what police roles and objectives were. In others, meetings with partners at a senior level didn't result in anything meaningful. One chief officer told us that "there is no lack of discourse but this did not lead to focused activity".

We found better communication and co-ordination in those areas where forces and partners had a shared road safety strategy. In our view, this led to a better understanding of the capability and capacity of the different agencies and provided a more focussed approach to reducing road casualties. We have previously identified the close working relationship between the MPS and TfL (see above, 'Strategic partnerships'). The force provided us with numerous examples of how it worked closely with TfL in support of its [Vision Zero](#) strategy. Once again, we recognise that the relationship with TfL is, in many ways, unique, but we also found a similar approach to partnership working in a smaller force. In this case, the force and the local

authority had an agreed local transport plan that included a target to reduce road casualties with both organisations working closely to achieve it.

Sharing information with partners

The data sharing arrangements with partners were found to vary across forces. In some forces we found effective working relationships for sharing information. In other areas, we were told by partners that they provide information and data to the police, but this isn't reciprocated.

There is also a perception that a large amount of data is provided to the police, with little, if any, use made of it by the force. This again supports our view that some forces don't have structured and effective capability to collect, analyse and disseminate the information they possess for roads policing (see above, 'Strategic partnerships').

Consequently, there are intelligence gaps and a lack of understanding of what the data means. Partnership activity is therefore not as effective as it could be if data was shared and analysed in a way that informed how best to work to reduce road deaths and injuries.

Engineering to reduce road deaths

The identification of collision hotspots and the appropriate engineering responses, such as new road layouts, lighting, or signage is an important part of improving road safety.

Highways agencies and local authorities are responsible for designing new road layouts or altering existing ones. However, the police can contribute to the safety of these road environments by sharing collision data and professional opinion. In all the forces that we visited, we found that the police contribution to a shared problem-solving approach was greatly appreciated by partners from all agencies.

However, concern was raised that, in some cases, forces have withdrawn from long-standing data sharing arrangements. As a result, local authorities didn't know about emerging patterns of non-injury accidents that could have been used to predict the potential for more serious collisions.

Earlier in this report, we highlighted the importance of forces ensuring that they have enough analytical capability to identify risks and threats on the road network within their force areas and to determine appropriate tactics to reduce them (see above, 'Analysis, evaluation and sharing best practice'). It is equally important that, having identified those risks and threats, they share them efficiently with partners.

Area for improvement

The efficient and effective exchange of all collision data with other relevant bodies is an area for improvement.

How effectively do police forces work with other agencies?

What multi-agency enforcement operations take place?

In addition to working with local partners, the police work with other agencies that have enforcement powers. Organisations such as the Driver and Vehicle Standards Agency and Her Majesty's Revenue & Customs both have powers to examine vehicles and prosecute drivers and owners.

Co-ordinated operations are an effective way to target those who present a risk to road safety, particularly those vehicles that are being used in a dangerous condition. By working together, agencies can maximise opportunities for improving road safety. Focusing on enforcement against offenders who present a high risk is an effective problem-solving technique.

We found several positive examples of the police working well with other agencies. In one force, there were 33 such operations in a three-month period. In a single operation 40 vehicles were stopped: 36 had serious defects, and 6 were seized.

However, it was disappointing that this type of activity wasn't as evident in all the forces that we visited. And, where it was, we were told that joint operations are getting smaller and less frequent due to a lack of police resources. And we were also told of operations being cancelled at short notice due to officers being withdrawn or diverted elsewhere. An assistant chief constable told us: "there isn't the scope to release them from other work to multi-agency operations". Unsurprisingly, this led to frustration on the part of partners who had already committed their own staff.

Engagement with the public

Police publicity and enforcement campaigns are an important way of engaging with road users. They help the police and partners educate the public about the behaviours that cause road collisions, especially the fatal four, and the potential consequences should they be caught breaking the law. We hoped to find forces using campaigns effectively to enable the public to make better decisions when they use the road.

National campaigns

As we have set out (see above, 'National campaigns and sharing of best practice'), the NRPOI team is responsible for co-ordinating the NPCC roads policing campaigns calendar. And as we have also set out previously, the level of participation in these campaigns varies from force to force.

In 2019, the NPCC carried out a strategic review of roads policing in England and Wales. The review, which is unpublished, concluded that participants were suffering from what it described as "campaign fatigue". It identified that police and other agency road safety campaigns are often out of step with each other, with unconnected campaigns running at the same time or campaigns with the same theme being carried out at different times of the year. This lack of co-ordination results in a lack of participation by forces, and ineffective engagement with the public.

We had practical experience of this. Our inspection of one force coincided with a national road safety campaign carried out by a national organisation. We asked officers and staff, including specialist roads policing staff, if they were aware of the

campaign. The majority were completely unaware, and the force had no planned activity to support it.

The NPCC review recognised these issues and included among its recommendations an undertaking that “NPCC Roads Policing should explore opportunities for greater strategic collaboration with other key stakeholders on ‘fatal 4’ campaigns”.¹⁰ We agree.

Local engagement

In several forces, we were pleased to find good engagement initiatives that were supported by clear communication plans. The majority of these were schemes or projects that had been identified locally, recognised as being good practice and then supported by the force.

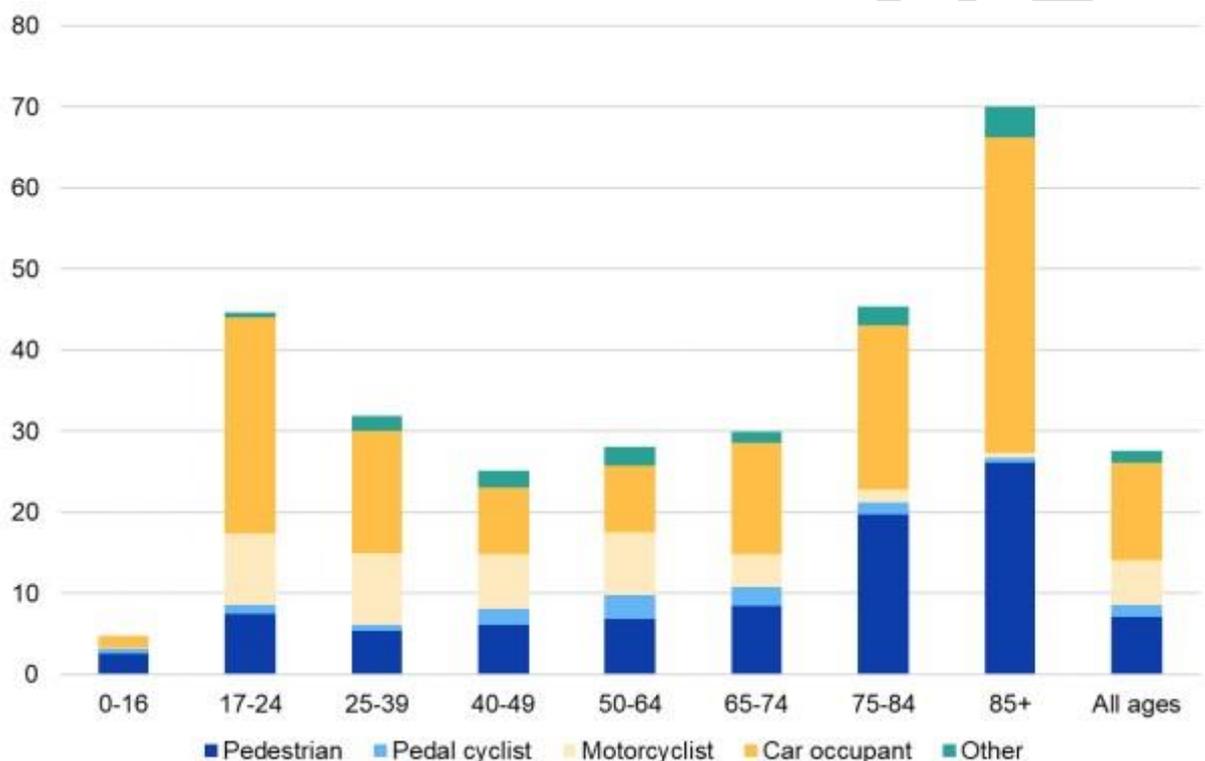
Often, these schemes used a variety of methods to engage with the public including social media, roadside signage, newsletters, and local volunteers. In one force junior officers had secured funding for the refurbishment of a double-decker bus that could be used at public events. We commend all these initiatives.

In all the forces we inspected we found examples of [community speedwatch](#) schemes. These are a good way for forces to engage with local communities. However, the degree to which they were supported once again varied between forces. In one force, there were over 100 local volunteers who helped with the scheme. However, another force had little involvement in the scheme that ran in their area as it was managed by the fire service. The same force didn’t have any communication plans to inform how it intended to engage with the public in relation to road safety. Any campaigns were described as “ad hoc” with no evaluation as to their effectiveness.

¹⁰ *NPCC Roads Policing Strategic Review*, National Police Chiefs’ Council, 2019, unpublished.

Engaging with those most at risk

The obvious groups of road users that police and partners should be engaging with are those that are statistically at the highest risk of being involved in collisions. Figure 9 shows the fatality rate among different age groups, split by road user type. It illustrates that people over the age of 85 have the highest fatality rate of all age groups and are more likely to be killed on the roads as a pedestrian. Those in the 17



Source: Department for Transport

Some forces have recognised these high-risk groups and ensured that they have targeted them with specific initiatives aimed at positively affecting driving behaviours. These initiatives include:

- [Close Pass](#) and [Exchanging Places](#) – two projects aimed at improving the safety to 24-year-old age group are more likely to be killed as a car occupant. Data from the Department for Transport also shows that motorcycle users account for just 0.8 percent of vehicular traffic, but make up 26 percent of all those killed or seriously injured.

Figure 9: Fatality rate per one million population, by age band and road user, in Great Britain – 2018

of cyclists;

- [Operation Tramline](#) – a partnership initiative with Highways England using HGV tractor units to help improve driver behaviour on the strategic road network; and
- several forces have used virtual-reality headsets to educate young drivers in the realities of traffic collisions.

In those forces with a more effective approach to roads policing this kind of activity formed part of the force's strategy and tactical plans. Unfortunately, in some forces, notably those without clear road safety strategies, the promotion of schemes like these was left to enthusiastic individual officers. We concluded that – without the commitment of these individual officers – it was unlikely that activity would take place.

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Training

In this section we assess:

- What training do officers get in roads policing?
- How well are newly appointed roads policing officers trained?
- How effectively are specialist roads policing officers supported?

Main finding: Roads policing training should be standardised and accredited

There is no accredited national training programme for roads policing officers. The College of Policing has a range of modules, but they aren't mandatory, and forces have developed their own approaches. As a result, there is inconsistency in how, when, and to what level officers are trained. The continued professional development of officers is inconsistent and insufficient. This has led to skills gaps in some forces such as the inability to routinely deal with HGVs, or to manage incidents on the strategic road network. Welfare support for roads policing officers is also inconsistent.

The College of Policing

The [College of Policing](#) is the professional body for everyone who works for the police service in England and Wales. One of the functions of the College is to “set educational requirements to assure the public of the quality and consistency of policing skills”.

The College owns and maintains the [National Policing Curriculum](#). The curriculum comprises the national learning standards for learning and development within the police service.

In addition, the College is responsible for [APP](#), which is described by the College as “the official source of professional practice on policing”. Police officers and staff are expected to have regard to APP in discharging their responsibilities.

As part of the National Policing Curriculum, the College sets out the recommended content for student officer roads policing training under nine headings:

- introduction to policing the roads;
- policing the roads in the community;
- disrupting criminality and countering terrorism;
- vehicles and related offences;
- driver responsibilities and related offences;
- dealing with roads-related incidents and minor collisions;
- roads-related offences and methods of disposal; • recognising and responding to a critical incident; and
- drink and drug driving.

What training do officers get in roads policing?

Student officers

We have previously highlighted what some senior officers described as a “whole-force” approach to roads policing (see above, ‘Shared responsibilities’). For this to happen, all officers, including those embarking on their police careers, need to be confident in their knowledge of road traffic legislation. However, throughout our inspection we were repeatedly told that the training in roads policing that student officers receive is extremely limited.

At the time of our inspection, student officers received 18 weeks of classroom-based training as part of the [Initial Police Learning and Development Programme](#). Although the College sets 'learning outcomes' under the nine headings, it can't instruct forces to follow its guidance or set the amount of time allocated for each subject. This is the responsibility of individual forces. We were told that in most forces, roads policing training is limited to just one week. In some forces it could be even less.

In our opinion, it is very unlikely that, in such a short time, forces can provide recruits with the level of learning that the College has deemed necessary. In addition, in some of the forces that we inspected, we found that there was no opportunity for student officers to carry out attachments to roads policing units. All of this undermines the importance of roads policing in the mindset of officers and leaves many of them unprepared for their responsibilities once qualified.

Roads policing officers

The transition from a general policing role to a specialist one requires an increase in relevant skills and knowledge. When officers become – for example – detectives, firearms officers or dog handlers, they undergo extensive training and assessment to acquire formal qualifications and their competency is assessed. These qualifications are often set down in APP and have strict assessment criteria such as the [PIP](#) (see above, 'How well are investigations into fatal and serious injury collisions resourced?').

We believe that it would be reasonable to expect similar requirements for officers who specialise in roads policing, who require extensive training in road traffic legislation, collision investigation, and advanced driving.

However, in the absence of a national standard for the skills and qualifications required for roads policing officers, forces are establishing their own. And these can vary considerably.

For example, in one force newly appointed roads policing officers were required to attend a three-week course. In addition to road traffic legislation the course also included inputs on: health and safety issues such as 'fast road' training (that is, the ability to operate safely on motorways and other trunk roads); and the use of technical equipment. Another force had implemented development portfolios for new roads policing officers to complete.

However, in another force, there had been no specific roads policing training for six years. The force had recognised this and had developed its own non-accredited training programme. In forces like this we found an over-reliance on what was described as 'on the job training' in place of formal courses or learning provision. This means officers learning from colleagues in the workplace, often while attending

Recommendation 13

By 1 April 2021, the College of Policing and the National Police Chiefs' Council should establish role profiles for defined functions within roads policing and identify the required skills and capabilities.

real-life incidents. This assumes that those imparting the experience are themselves suitably skilled in the subject matter and can provide effective training in a structured manner. Unfortunately, this isn't always the case. The situation is unacceptable and has the potential to leave both officers and forces vulnerable to criticism.

Conclusion

In 2018, 1,624 people were killed and a further 23,931 suffered serious – often life-changing – injuries as a result of road traffic collisions in England and Wales. The number of those killed on the roads had been in steady decline for over 30 years. But in 2013, that trend changed, and began to show a gradual increase.

This change coincided with a cut of around 34 percent (or £120m) in the annual amount that police forces spent on roads policing. This has resulted in a drop in the number of dedicated roads policing officers. These reductions are reflected in the substantial decrease in police enforcement activity. In particular, the targeting of those offences that are known to cause road deaths such as the fatal four: drink and drug driving; the non-wearing of seat belts; excess speed and driving whilst distracted, for example, mobile phones.

Roads policing and the contribution that it makes to overall road safety is a central function of the police. However, we found that its importance has diminished – fewer than half of police and crime plans listed roads policing or road safety as a priority. There is an absence of effective strategies, both nationally and locally, resulting in an approach that is inconsistent and, in some forces, inadequate.

In addition, to the tragic loss of lives, the financial cost of all road traffic collisions (including those that go unreported) is estimated to be around £36 billion per year. In one year alone, the estimated cost of motorway closures was £1 billion. But some forces are failing to recognise their part in making the road network safe and efficient; and how best to work with partner agencies that have a shared responsibility for road safety.

We identified some good initiatives, but too often the effect of these was unclear due to a lack of analysis and evaluation. And when it was identified, good practice wasn't shared across forces in an effective manner. Similarly, the support provided to national road safety campaigns wasn't consistent, which adversely affected their effectiveness. Too often we found officers that hadn't been given the appropriate training and support to allow them to carry out a critical role.

There is a clear, and pressing, need for government, police and crime commissioners, chief officers, and the College of Policing to recognise the importance of roads policing in reducing death on the roads. To enable this, we urge the government to include roads policing within the Strategic Policing Requirement.

We make 13 recommendations to improve the effectiveness of roads policing in England and Wales. In doing so, we are clear, roads policing is not optional.

Annex A: Terms of reference

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) will undertake an inspection of the effectiveness and efficiency of the police service's ability to provide roads policing capability. HMICFRS will inspect one example of a collaboration between forces as well as a further five individual force areas. The inspection will focus on five areas: strategy; structure; partnerships; enforcement; and prevention. It will seek to identify how police forces, with partner agencies, reduce harm to road users across the road network in England and Wales.

This inspection will consider:

- How well understood and applied are national and local police strategies for roads policing?
- To what degree do police forces have a co-ordinated, and well-resourced structure for policing the road network? This will include the ability to allocate appropriate investigative and enforcement resources at a national, regional and local level.
- How well understood are the roles and responsibilities of police forces and partner agencies? This will include how effective police forces are at engaging with the public, and partners, to reduce casualties on the road network.
- How, and to what degree, do police forces develop and disseminate learning products to enable effective first response as well as specialist capabilities?

This inspection will be conducted by HMICFRS in accordance with the Police Act 1996, Schedule 4A, paragraph 6.

Annex B: Forces inspected

Devon and Cornwall Police

Dorset Police

Humberside Police

The Metropolitan Police Service

Staffordshire Police

South Wales Police

West Midlands Police

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Road Safety Support Enforcement Strategy 'Raising the Game'

Road Safety Support Ltd

Meredydd Hughes CBE QPM MA, Emma Kelly BA (Hons) MBA and Jan Sjorup Eng MIET

September 2019

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Road Safety Support (RSS)

Road Safety Support (RSS) is unique in the world, in that it is the only company that offers the following services as part of a single integrated unit. It is a not-for-profit company that provides a range of specialist services to Police/Local and National government organisations in the UK and overseas that share a common commitment to road casualty reduction. RSS has already been retained by and is regularly assisting over 90% of Police Force, Local Authority and Safer Roads Partnerships etc. in England and Wales in the common goal to reduce road deaths and injuries. It supports a National and International communication network and provides opportunities for members to meet together at events throughout the year so that best practice can be shared.

It is fully recognised and appreciated that there are distinct variations between certain aspects of the various administration and prosecution processes within various countries as compared with those applied in England and Wales. Notwithstanding these, RSS has, for some years, been consulted about and provided invaluable assistance and guidance in connection with a wide range of legal, technical, enforcement and procedural matters for a variety of organisations from across the globe. RSS employ a team of leading specialists to provide support in all day-to-day casualty reduction activities in a number of areas, including:

Enforcement

- Advice on enforcement technology capabilities
- Assistance with the operation of technology
- Enforcement device testing
- Analysis of enforcement device evidence
- Advice on “back office” offence processing requirements
- Information on “back office” software capabilities and performance
- Guidance on outsourcing of “back office” functions
- Review of “back office” procedures.
- Calibration of speedometer devices
- Calibration of speedometers
- Evidential trails

Justice

- Swift advice on legal challenges
- Auditing of legal processes
- Assistance with the preparation of Prosecution cases
- Provision of expert reports with difficult Defence challenges
- Provision of expert court witnesses in legal challenges
- The support of, or prosecution of speeding and other motoring cases if required

Strategy

- Development of data-led enforcement strategies
- Enforcement technology deployment
- Assistance with the production of policies and guidance documents

- Support in the procurement of enforcement technology and services
- Support with data analysis techniques and software
- Guidance on data-led enforcement and communications campaigns
- Advice on effective working between data and communications teams
- Support in using data to develop effective road safety enforcement strategies
- Support in developing targeted communications strategies
- Advice in the creation of media and marketing campaigns
- Advice on promoting road safety activities
- Guidance on and assistance with media relations
- Access to a secure members' website containing a range of information and legal advice
- Support in implementing targeted communications strategies
- Support with road safety media relations and assistance with writing effective news releases

In July 2018, the company was awarded ISO 17025 accreditation, the single most important standard for calibration and testing laboratories around the world.

The facility has been approved by the United Kingdom Accreditation Service (UKAS) to test the accuracy of speed cameras and other devices, either at its dedicated testing track or on any road across the world. It is one of just a small number of accredited laboratories of its kind worldwide.

As a company we are incredibly proud to achieve this accreditation. It reflects the high standards, knowledge and professionalism of Road Safety Support and our team responsible for the testing and calibration process.

ISO 17025 specifies the competence and quality management system requirements for laboratories that provide testing or calibration services. It ensures that the enforcement technology in use on our roads is effective and reliable. It gives confidence that the validity of the results provided and the accuracy of the measurements undertaken can be relied upon and are traceable to national standards.

For a number of years Road Safety Support has been responsible for testing the reliability and accuracy of new road traffic enforcement technologies in the Type Approval process, on behalf of the Home Office. RSS add value to the calibration of devices by also checking the integrity of devices in an operational setting. We assist police forces, enforcement authorities and road safety organisations with evidential trails, providing a robust mechanism to ensure that the devices have been fitted according to a countries governmental rules and guidelines, this provides reassurance to the enforcement authority that they will not face any potential legal challenge, which could result in reparations, which could potentially include the repayment of fines and penalties issued incorrectly because of the incorrect installation.

For further information on our services, please visit www.roadsafetysupport.co.uk

Foreword

Road Safety Enforcement: Raising the Game

UK road deaths are no longer reducing in any meaningful way. After many years of successful initiatives to reduce the number of people killed and seriously injured, we have stagnated.

“There were 1,793 reported road deaths in 2017, similar to the level seen since 2012. There were 39% fewer fatalities in 2017 compared with 2007.”¹

Worldwide, this is not the case. Emerging economies are often facing increasing death tolls, but where there is a political will to do so, reductions can be delivered rapidly through better engineered roads, safer cars, driver training and often through attention to pedestrian issues and protecting two wheeled riders.

These are not obvious avenues for us. We have already delivered so many improvements in these areas. Many countries are embracing the concept of the self-explanatory ‘Vision Zero’ and looking at ideas around a ‘Safe Systems’ approach to further casualty reduction. We, too, need to fully embrace this.

Recognising that enforcement plays a key role in casualty reduction, we have re-considered our current enforcement picture for speeding offences. This crucial area of road safety is ripe for review and change. We believe that we are not making the most effective use of the assets available to Road Safety Partnerships and that we are clinging on to out-dated ideas that do not allow us to do more at a time when there are fewer alternatives available.

This report, therefore, offers ideas on how we can use safety camera technology in a more effective way. Change often requires courage and determination to achieve it. This report offers strong evidence to support a different speed enforcement strategy across the UK, which can help to deliver the casualty reductions we all seek.

This document, and the enforcement model contained within it, is the culmination of all the hard work and expertise of the Road Safety Support staff and specialists, including the learning that is afforded to us by our members. We would like to thank all of those who have poured over this document, peer-reviewed it and offered their feedback and advice.

Some special thanks go to:

Antonio Avenoso, Executive Director, European Transport Safety Council;
Dovile Adminaite-Fodor, Project Manager, European Transport Safety Council;
Teresa Ciano, Partnership Manager for GoSafe Wales, Wales Casualty Reduction Partnership, Chair of Road Safety Wales and Trustee PACTS;
Barry Smith, Partnership Manager for South Yorkshire Safety Cameras;
Jon Farr, Partnership Project Manager, Peninsula Road Safety Partnership.

¹ DFT: Reported Road Casualties in Great Britain: 2017 Annual Report

Overview

The equivalent of two passenger planes of people are dying on EU roads every two weeks.² This puts into context the issue that road safety professionals across Europe are facing. It further enhances the necessity for casualty reduction efforts and road safety to continue to be a priority for both national and local government.

Traditional methods of roads' policing have changed over recent years. No longer are most police forces fortunate enough to have the capacity to deploy patrol cars on every major route or highway. To supplement and enhance the efforts of roads' policing units, forces turned to technology and the safety camera programme was born.

Whilst the safety camera programme has had a significant effect on the reduction of road casualties within the UK and other countries (e.g. France) the road safety community is now finding it harder to achieve further reductions in the numbers of people being killed and seriously injured. In essence, the strategy has stagnated.

Generally - with only a few exceptions - the UK has continued to use the same enforcement strategy since the introduction of the programme in 2001, initially using fixed 'Speed and Red-Light' cameras, and latterly, mobile cameras. The current strategy appears only to maintain the reductions achieved during the first years of the programme.

We in Road Safety Support (RSS) believe the road safety community needs to 'raise the game' and revise the enforcement strategies to have any significant effect on casualty reduction. Across the Channel, France continues to review its road safety legislation and enforcement strategies, introducing new and innovative methods of speed enforcement designed to increase general deterrence. Already they are starting to reap the benefits.

The evidence gained over many years demonstrates that speed cameras are extremely effective at reducing road casualties, especially those of a higher severity. The time has come to develop robust enforcement strategies that enhance not only casualty reduction, but can also link into crime and community safety strategies – denying criminals the use of the roads as well as detecting those who are intent on trying to harm our communities through terrorism.

Safety cameras need, therefore, to be used in a more effective way, one that intensifies their deterrent effect on drivers over a wider area. For too long we have restricted their use to areas known as 'collision cluster sites'. These sites either no longer exist or are difficult to find using the existing criteria. The reason for this is due to the original success of the system. Safety cameras are now a known deterrent to offending drivers. By enhancing the strategy and making them effective over a wider area, the evidence from elsewhere suggests the road safety community will be able to provide a further step change in casualty reduction.

² Avenoso, A, (2019) 'Two passenger planes crash, killing everyone on board – This is how many people die on EU roads every week' ETSC available at <https://etsc.eu/two-passenger-planes-crash-killing-everyone-on-board-this-is-how-many-people-die-on-eu-roads-every-week/> accessed 08/04/2019

This document is primarily aimed at senior managers who are responsible for strategic planning within a Road Safety Partnership or roads' policing setting. That said, this document should form a core understanding for those working within roads' policing / traffic / collision investigation departments, Road Safety Partnerships and local authority settings, on how safety cameras started, and became, a fundamental addition to the road safety toolkit on both the strategic road network and local roads.

Enforcement – Introduction and History in the UK

“In an ideal world, there would hardly be a need for enforcement. However, it is obvious from the extent to which vehicles are travelling at excessive speed in all member countries, such a world does not exist. Enforcement is, therefore, an important and necessary measure for speed management purposes.”³

A report by the World Health Organization (WHO), suggests that excessive or inappropriate speed contributes to one in every three road traffic fatalities worldwide.⁴ It truly is a global pandemic.

Speed enforcement is universally recognised as an essential component of speed management. Driver education alone cannot deliver compliance, and excess speed is recognised as one of the most significant factors in fatal collisions. Without effective enforcement there can be no progress towards safer roads. Despite the technological advances in drivers' aids, (e.g. adaptive cruise control), it continues to be necessary as an essential activity which has a major impact on safety outcomes.

“The basis of traffic law enforcement is legislation and the aim is to achieve compliance with this legislation. Whether drivers comply with traffic rules depends on the advantages and disadvantages of doing so and their relative value.”⁵ In many cases, sound legislation is sufficient to make them comply. For those who will not comply, police enforcement is the only response.

Philosophically, regulation and enforcement are reliant on the concept that those subject to the regime will amend their behaviour to avoid sanction. For this to be effective, actual enforcement must take place. This leads to an objective risk of detection. This objective dread of detection – evident in all crime enforcement – also leads to a non-evidence based subjective dread of detection, i.e. the risk people believe there is. This subjective dread of detection can be increased by specific enforcement strategies and by publicity campaigns, and attention to enforcement activities in the media. Without actual enforcement, however, the subjective perception rapidly dwindles. There is no substitute for reality.

³ Organisation for Economic Co-Operation and Development (OECD) (2006) 'Speed Management' OECD Publications

⁴ World Health Organisation (WHO) (2017) 'Managing Speed', World Health Organisation

⁵ Organisation for Economic Co-Operation and Development (OECD) (2006) 'Speed Management' OECD Publications

This leads to the second requirement – effective sanctions on those apprehended. Criminal research shows that higher penalties are no substitute for effective detection of crime, but inadequate penalties, or no sanction, prevent effective detection from altering behaviours. Applying this to speed enforcement, we see that increasing the perceived level of detection, coupled with retaining effective penalties, offers the best way to maximise the results of enforcement and give the best effect on fatality levels.

So, we are not calling for increased sanctions, merely deriving the maximum benefit from current enforcement levels and current sanctions. There is no need to change enforcement thresholds or to talk of zero tolerance. What is needed is to drive greater results from existing parameters, existing enforcement resources and existing penalties.

The greatest effect on driver behaviour is that caused by increasing general deterrence. A robust and random enforcement strategy increases the perceived perception of enforcement levels to the driver, thereby increasing the subjective risk of apprehension and the likelihood of being detected. Like them or loathe them, safety cameras are proven to increase compliance.

Enforcement, detection and the resultant speed management, is therefore, widely recognised as one of the key pillars of safer roads and is specifically included in both the ‘Vision Zero’ and the ‘UN Decade of Action’ initiatives to reduce fatalities worldwide.

Indeed, many organisations and countries across the globe are embracing the ‘Safe System’ approach, also known as ‘Sustainable Safety’.

Road Safety Support firmly believes in supporting all types of road safety, because, in order to make our road transport systems ultimately safe, we need safer vehicles, safer people, safer roads and safer speeds. The ‘Safe System’ is being used increasingly to help shape and articulate powerful and co-ordinated strategies for road safety. Enforcement, and the integration of speed management to reduce casualties, forms part of the ‘Safe System’ methodology and creates a vital link between the enforcement authorities and the agencies who are responsible for the highways. For it to be successful, true partnership working between various stakeholders needs to work in tandem.

At its core the safe system has three basic principles:

1. human life and health are paramount;
2. humans make mistakes;
3. humans are fragile.

We also have the issue of speed limits and whether these need to be reviewed. The Road Safety Management Capacity review states, “The lack of alignment with Safe System is evident particularly on the single carriageway rural network where 60 mph is the national speed limit for road use by low and highspeed vehicles, motorised and non-motorised vehicles, farm and leisure traffic. Here, inappropriate speed by users within the posted speed limit is typically cited as a regular contributory

factor in road crashes, rather than inappropriate road design and speed limit, which does not encourage appropriate speed.”⁶

Nobody said this would be easy. Road death is without doubt one of the most pressing public health challenges we face. The cost to family, friends and society is great.

Legislation

Automated, and other digital speed enforcement requires robust road safety legislation to support it. Legislation makes our road network a safer place to travel as it provides rules for road users to comply with. There will always be those who disobey those rules either through a lack of judgement at the time or by deliberate action.

The use of automated speed enforcement on UK roads required changes to the Road Traffic Regulation Act so that speedometer devices could be used on the road network for enforcement purposes. Legislation under Section 89 of the Road Traffic Regulation Act 1984, as amended, stated that it is an offence to exceed the speed limit.

Under the chairmanship of Dr Peter North, the Road Traffic Law Review started in 1985 and the final report was published in 1988.⁷

The “North Report” recommended that greater use should be made of technological innovations to promote compliance with road traffic law, including modern camera technology.⁸

The necessary legal framework to support that recommendation was put in place by Sections 23 and 40 of the Road Traffic Act 1991. The former substituted a new Section 20 into the Road Traffic Offenders’ Act 1988, allowing evidence collected by automated speed cameras to be used in proceedings for a speeding or red-light offence. The latter inserted Section 95A into the Highways Act 1980 to give Highway Authorities the power to install and maintain, on or near the highway, structures and equipment for the detection of traffic offences. Taken together, the legislation provided for:

- local authority powers to install and maintain roadside camera equipment;
- police powers to require information about the identity of a driver that became known as section 172 of the Road Traffic Act;⁹
- provision for evidence generated by speed and traffic light cameras to serve as the sole evidence against an offender (without corroborative evidence from

⁶ Breen, J., McMahon, K., Robertson, E., Stephenson, C. (2018) ‘Road Safety Management Capacity Review’ Department for Transport

⁷ Butcher, L. (2013) ‘Roads: Speed Cameras’ House of Commons Library Note SN350 accessed 08/05/2019

⁸ ibid.

⁹ ibid.

police officers) ***providing that the technology used was type approved by the Home Secretary;***

- the conditional offer of a fixed penalty which could be sent through the post, thus allowing increased volumes of recorded offences to be dealt with.

These changes provided the means that allowed the technology to be used on the roads.

In the United Kingdom the registered keeper of the vehicle is identified as the owner of the vehicle, but they may not be the driver of the vehicle at the time of an offence. A further amendment to the Act, Section 172, was added because many registered keepers of vehicles issued with Notice of Intended Prosecutions (NIP) failed or refused to nominate the driver of the vehicle at the time of the offence. Section 172 made it a duty to provide information as to the identity of the driver in certain circumstances. The penalty for not providing that information is higher than that of a speeding offence.

The Importance of Government and Stakeholder Support

“Without a strong, sustained public commitment to robust enforcement of speed limits on the network by government, senior police officers and managers, speed management programmes are unlikely to be effective.”¹⁰

A lack of knowledge of the enforcement system - how it works and its overall aims – is detrimental to the overall casualty reduction system. An absence of senior leadership support can have a significant effect on the reductions that could be obtained if a robust strategy, efficient processes and full organisational support are forthcoming. Staff at all levels need to understand that road collisions, while having awful and unconceivable consequences for the individual victims, also have wider social and financial implications for the local community. The Department for Transport (DfT) estimates that the economic cost of a fatal road collision is currently £2.06 million (DfT Reported Road Casualties in Great Britain: 2015 Annual Report).¹¹

Road Safety Support understands the difficulties that face Road Safety Partnerships, local authorities and police forces. As everyone is aware, in the current economic climate, significant cuts have been made to public funding. Every area is vulnerable and there are competing demands within organisations, as well as between them. Cost reduction measures often have knock-on effects in other bodies, and every service is now experiencing difficulty in delivering effective public services at a local, regional and national level. Road Safety bodies are no exception and are facing tough challenges to deliver what is essentially a statutory obligation, often with many conflicting demands on the resources. Delivering exceptional value and ensuring economies of scale is therefore vital.

¹⁰ U.S. Department of Transportation National Highway Traffic Safety Administration, (2008) ‘Speed Enforcement Program Guidelines’ U.S. Department of Transportation National Highway Traffic Safety Administration.

¹¹ Department of Transport (DfT), (2016) ‘2015 Reported road casualties Great Britain: 2015, annual report’, Road Safety Statistics, Department for Transport

“Her Majesty’s Chief Inspector of Constabulary reports that the police workforce has been reduced by 18% from 243,900 officers in 2010 to 200,600 in 2016. However, the reduction in traffic officer numbers has been particularly sharp, doubling that percentage cut. The National Police Chiefs’ Council reports that since 2010, traffic officer numbers have reduced by around 36% from 5,500 to 3,500. Policing levels have declined due to budget cuts, local decision-making and increasing use of automation. Currently, there is no separate traffic police function in some police forces although many forces have retained a discrete traffic policing role.”¹²

Working with decision makers at the highest levels, we need to ensure that road safety remains a high priority on the political agenda. Active road safety enforcement can promote economic activities and can contribute to crime reduction through denying criminals the use of the road. Additionally, in a world where the threat of terrorism is severe, the road network is the one place that we can look and seek out those who may want to disrupt our way of life. A holistic view of these policing priorities can, therefore, be beneficial and should continue to be incorporated into any road enforcement strategy.

Internal strategy documents often act as ‘internal marketing’ to senior managers, politicians and ultimately members of the public in garnering support. Stakeholder support is imperative to the introduction of enforcement strategies that are known to reduce road deaths and serious injuries.

Stakeholders can be divided into the following groups:

- Key Influencers: Chief Officers, Councillors (district and community), Government, Local Authorities, Devolved Governments (NI, Scotland, Wales) NHS, Police (including Chief Constables, Police Area Commanders, Designated Area Inspectors / Sergeants, Designated PCSOs, BikeSafe Instructors), Local Institute of Advanced Motorists’ Groups, Driving Instructors, Motorcycle Action Group, RoadPeace, Brake, Parliamentary Advisory Council for Transport Safety;
- Offenders: those that have offended, work to change driving behaviour and attitudes;
- General Public: working with all members of the community to encourage compliance with road traffic laws including speed limits, seatbelt wearing and mobile phone use etc. while driving;
- Community (pro-active supporters): those members of the community who have actively raised issues of speeding at sites of community concern, or have taken positive steps to establish community speed watch groups themselves;
- Media: working with those who can have direct influence on target groups and who can sway public opinion and include regional / local media and freelance journalists.

Collaborative working between key partners is vital and this will become even more important if we are to ensure that, together, we keep the numbers of people being killed or seriously injured moving in the right direction.

¹²Breen, J., McMahon, K., Robertson, E., Salter, E., Stephenson, C., Thomas, P, (2018) ‘Road Safety Management Capacity Review’, Department for Transport.

West London Speed Camera Demonstration Project

Automatic speed enforcement cameras were first introduced into the UK in 1992 in what became known as the *West London Speed Camera Demonstration Project*.¹³ Other countries had followed a similar path to that of the UK with regard to speed camera operations, with earlier lessons of implementation providing guidance on setting up the project.¹⁴

The project became operational on 15 October 1992. The presence of enforcement cameras on trunk roads was signposted throughout the area. A before-and-after study analysed changes during the 36-month period of collisions on non-trunk roads in the boroughs involved in the project.

Here is a summary of that report.

- Fatal accidents showed an overall reduction from 62 in the before period to 19, a decrease of 69.4%. When tested relative to control, a highly significant reduction of 55.7% is indicated to have been attributable directly to the cameras. All routes in the study area showed reductions in fatal accidents.
- Slight accidents showed an overall reduction of 7.9%. However, tests relative to control data indicate that what would otherwise have been a small increase in slight injury accidents, was turned into a highly significant reduction of 8.1% as a result of introducing the cameras.
- Overall, the results show that while the introduction of cameras resulted in significant reductions in total accidents, they are seen to have been most effective in reducing the specifically targeted higher severity collisions.
- Collisions which had been assigned as contributory factors (224 & 225) '*Going too fast with regard to the road environment or other road users*' (Page 16), showed an overall reduction of 64.7%. When tested relative to control, a highly significant reduction of 58.7% is indicated to have been attributable directly to the cameras.
- Accidents with Contributory Factor (204) '*Disobeyed automatic traffic signals*' (Page 19), showed an overall decrease across the study area of 29.5%. When tested relative to control, a decrease of 16.0% was identified as being attributable to the cameras, but this was not statistically significant.

¹³ London Accident Analysis Unit Environment and Transport Studies, Department London Research Centre (1997) 'West London Speed Camera Demonstration Project', Department for Transport (DfT) or can be accessed through <http://webarchive.nationalarchives.gov.uk/20090104005813/http://www.dft.gov.uk/pdf/pgr/roadsafety/speedmanagement/nscp/nscp/westlondonspeedcamerademonst4601>

¹⁴ Delaney, A., Ward, H. and Cameron M., (2005) 'The History and Development of Speed Camera Use', MONASH University, Accident Research Agency.

- A highly significant increase relative to control data was found in collisions having Contributory Factor (216) *'Driving too close to the vehicle in front'* (Page 21). A further study showed that such collisions formed a higher proportion of all collisions in the study area, as has occurred to a lesser extent throughout the rest of London, and that they did not negate the overall benefit of the Demonstration Project.
- Single vehicle, non-pedestrian accidents, which are often indicative of loss of control of the vehicle, showed an overall reduction of 29.1%. When tested relative to the control data, a highly significant decrease of 30.3% across the study area was also identified.
- There were commensurate reductions in casualties within the study area following introduction of the cameras, with an overall reduction of 12.2% in total casualties, but with fatal and seriously injured casualty totals combined reducing by 30.1%.
- Vulnerable road users were indicated, with overall decreases in casualties of 40.6% for pedestrians, 12.8% for pedal cyclists, and 19.9% for powered two-wheeler riders.
- Car occupant casualties, who form by far the largest casualty group, showed an overall reduction of 10.9%.
- The second part of the study did not identify any evidence of accident transfer to non-trunk roads because of the introduction of speed cameras on trunk roads in the West London Demonstration Project area.

The demonstration provided evidence that speed cameras were an effective tool at reducing road casualties, especially those of a high severity.

National Safety Camera Programme 2000 to 2007

The study from the previous safety camera pilot, the 'West London Demonstration', provided the evidence that speed cameras worked.¹⁵

In 2000, a system was introduced that allowed eight pilot areas to recover the costs of operating speed and red-light cameras (safety cameras) from fines resulting from enforcement. In 2001, legislation was introduced that allowed the system to be extended to other areas. A national programme was then gradually introduced across most police force areas.

In Feb 2003, the Department for Transport (DfT) published a report, 'A cost recovery system for speed and red-light cameras two-year pilot evaluation', that analysed the effectiveness of the system in twenty-four areas over the first two years.¹⁶

¹⁵ London Accident Analysis Unit Environment and Transport Studies, Department London Research Centre (1997) 'West London Speed Camera Demonstration Project', Department for Transport (DfT)

¹⁶ Department of Transport (2003), 'A Cost Recovery System for Speed and Red-Light Cameras - Two-Year Pilot Evaluation' Road Safety Division, Department for Transport.

This report was later updated to include the analysis of all thirty-eight areas that were operating within the programme over the four-year period from April 2000 to March 2004.¹⁷ Only areas operating within the programme for at least a year were included in the analysis.

High level results were as follows:

- Vehicle speeds were down. Surveys showed that vehicle speeds at speed camera sites had dropped by around 6% following the introduction of cameras. At new sites, there was a 31% reduction in vehicles breaking the speed limit. At fixed sites, there was a 70% reduction and at mobile sites there was a 18% reduction. Overall, the proportion of vehicles speeding excessively (i.e. 15 mph more than the speed limit) fell by 91% at fixed camera sites and by 36% at mobile camera sites.
- Both casualties and deaths were down. After allowing for the long-term trend, but without allowing for selection effects, there was a 22% reduction in personal injury collisions (PICs) at sites after cameras were introduced. Overall, 42% fewer people were killed or seriously injured. At camera sites, there was also a reduction of over 100 fatalities per annum (32% fewer). There were 1,745 fewer people killed or seriously injured and 4,230 fewer personal injury collisions per annum in 2004.

Road Safety Partnerships 2007 Onwards

The Safety Camera Programme ran from 1999 to 2007, initially as an eight-force pilot to test the criteria and funding arrangements known as hypothecation and subsequently in 38 areas. The funding arrangement allowed fine costs to be paid back to the local police force or Highway Authority on offences detected at those enforcement sites that met the criteria of the programme.

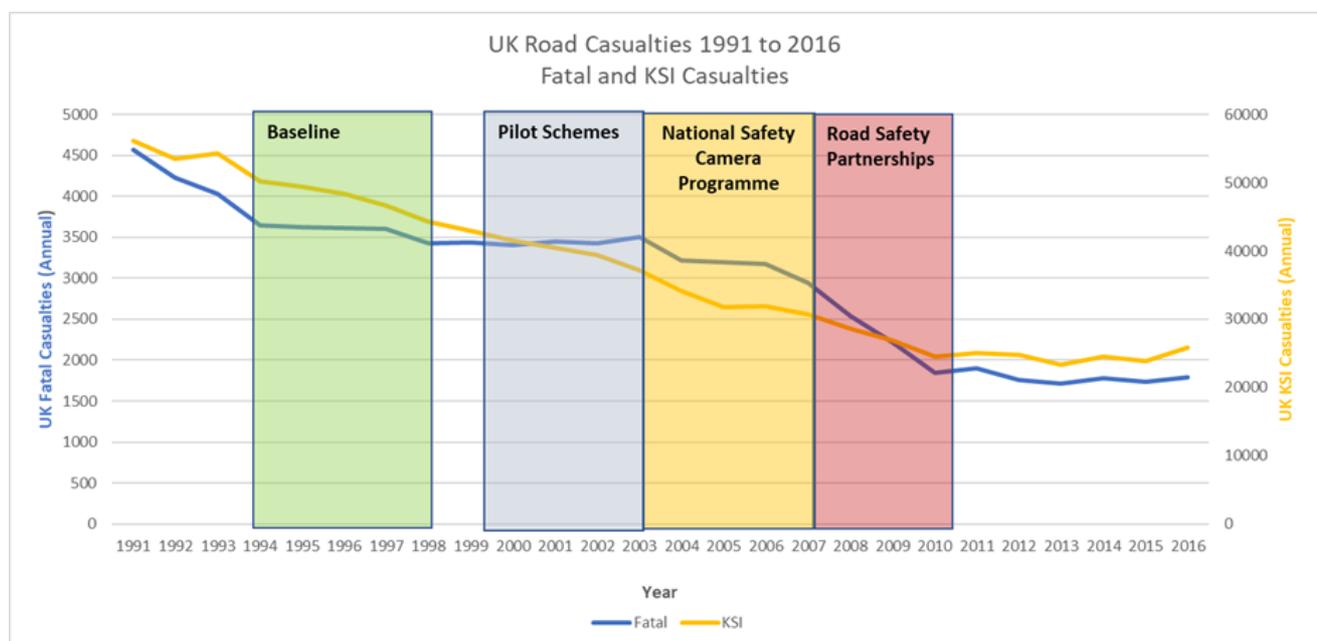
The Safety Camera Programme ended in 2007. Police forces and Road Safety Partnerships lost funding through hypothecation of the fine which was replaced by a formula-based, fixed grant. This formula was calculated dependent on previous funding and the number of killed and seriously injured casualties within the police force area. The fixed grant then ended in 2010. Funding was no longer ring-fenced, resulting in an almost catastrophic end to Road Safety Partnerships and casualty reduction activities in the UK. As predicted by road safety campaigners and RSS, road safety funding was cut by more than £34 million nationally in 2010.

An alternate source of limited funding became available through an educational diversion to prosecution for low end offenders known as the National Driver Offender Retraining Scheme (NDORS). It is a scheme unique to the UK, where a motorist who has been caught committing a low-level traffic offence (e.g. speeding only a few miles per hour over the speed limit), can be offered the opportunity to attend a course focusing on re-education to achieve greater compliance with the Road

¹⁷Department of Transport (2005) 'The National Safety Camera Programme: Four-Year Evaluation Report', Department for Transport

Traffic legislation. This scheme also served to provide a mechanism for Road Safety Partnerships to continue, albeit with a much smaller funding solution, solely based on cost recovery. Originally the scheme started with a speed awareness course and now offers a total of seven courses covering various low-level motoring offences. An independent evaluation of the scheme in May 2018 found that participating in a Speed Awareness course was more “effective at reducing speed re-offending than a Fixed Penalty Notice (comprising a fine and penalty points) over a period of 3 years.”¹⁸

The effects on casualty reduction utilising the Safety Camera Programme model, followed by the Road Safety Partnerships, can be seen in the chart ‘UK Road Casualties 1991 to 2016’. This showed that a co-ordinated partnership approach, utilising data analysis, enforcement and communications, was a very effective tool for reducing road casualties, with significant reductions seen especially of those of a higher severity.



Safety Camera Deployment Guidance

Guidance on the use of speed camera technology was first introduced in 1992 in the issue of a DfT publication, ‘Roads Circular 1/92: Use of Technology for Traffic Enforcement: Guidance on Deployment’.¹⁹ The guidance provided the first information on how speed cameras were best placed to reduce casualties. It was later updated in a consolidated copy of the ‘Handbook of Rules and Guidance for the National Safety Camera Programme for England and Wales

¹⁸ Barrett, G. & The Institute for Transport Studies, University of Leeds (2018) ‘Impact Evaluation of the National Speed Awareness Course’. Ipsos MORI Social Research Institute

¹⁹ Department for Transport (1992) *Roads Circular 1/92: Use of Technology for Traffic Enforcement: Guidance on Deployment* Department for Transport

for 2005/06'.²⁰ It was last updated in January 2006. In 2007, when national governance of the programme ended, the guidance was revised and summarised in the 'DfT Circular 1/2007: Use of Speed and Red-light cameras for traffic enforcement: Guidance on deployment, visibility and signing'.

21

National guidance in the use of enforcement technology between 2000-2007 provided a nationwide strategy to police forces and partnerships on how to deploy speed camera enforcement assets. This was achieved by concentrating deployment on locations where there was seen to be a high incidence of collisions, especially collisions of a higher severity. This would encourage partnerships to deploy safety cameras to the best effect to reduce road casualties.

That strategy was very effective and became known as the Red, Amber, Green (RAG) enforcement strategy. As expected, generally throughout the UK, casualties reduced where fixed speed cameras had been installed and mobile enforcement cameras had been deployed. The guidance provided a standardised approach that could be monitored and evaluated across the UK. It applied, usually, only to new sites introduced after the guidance was first distributed. It did not apply retrospectively, although Road Safety Partnerships were required to review regularly the need for each camera site.

Separate handbooks covered England and Wales, Scotland and Northern Ireland. The guidance represented good practice, which Road Safety Partnerships were expected to consider, but it was not mandatory.

The aim of the guidance was to specify the situations when areas should install cameras, how to select sites, monitor and evaluate them. Following the end of the National Safety Camera Programme in 2007, the handbooks and other guidance were superseded by the above mentioned DfT Circular 01/2007, which took effect from 1 April 2007.²²

To be clear, in terms of enforcement the guidance had no bearing on the enforcement of offences. Non-compliance with the guidance did not provide any mitigation of, or defence for, an alleged

offence committed under current UK law. This served to identify conditions for which operational costs could be applied for.

Specifically, the introduction states:

“This circular provides guidance and best practice advice on the deployment of speed and red-light cameras after 1 April 2007. The guidance does not restrict or fetter the police’s discretion to enforce covertly anywhere, at any time.”

²⁰ Department of Transport (DfT) (2006), 'Handbook of Rules and Guidance for the National Safety Camera Programme for England and Wales for 2005/06', Department for Transport

²¹ Department of Transport (DfT) (2007), 'Use of Speed and Red-light Cameras for Traffic Enforcement Guidance of Deployment, Visibility and signing'. DfT Circular 01/2007, The Stationary Office

²² Ibid.

The RAG enforcement strategy has been in existence for 27 years since the first guidance was published in 1992. It provided a means to identify quickly 'collision cluster sites' that were known for a high number of collisions and then prioritise them, based on the severity of the casualties involved at the different locations. Treatment was either through mobile or the more expensive fixed, automated and average speed cameras, dependent on the number of casualties at the site.

Site treatment through enforcement generally resulted in a reduction in collisions at that site based on a three-year, before-and-after criteria, and monitored thereafter. The National Safety Camera programme, and the processes involved, identified those areas of most concern and resulted in the 42% reduction of Killed and Seriously Injured (KSI) casualties on the sites selected by 2010.

As time moves forward, identifying further sites, using the same criteria, becomes much harder to achieve. Its suitability for inclusion in present day enforcement strategies, therefore, needs to be questioned. There is no doubt, however, that this strategy achieved results and contributed for many years to casualty reduction efforts in the UK. It also provided hard evidence that speed cameras were an effective tool at reducing road casualties.

The reduction of road casualties, through enforcement at identified cluster sites diluted the national picture, with casualties becoming spread out over the wider area. The percentage of vulnerable road-user casualties, pedestrians and cyclists started to increase. This was because high-severity cluster sites had been treated and casualties reduced, thereby making those vulnerable road-user percentages higher in comparison.

Further casualty reduction gains utilising enforcement can only be achieved by looking at enforcement over the wider area and should no longer solely focus on concentrated sites with criteria that are no longer fit for purpose.

Publication of Information Related to Speed Cameras

In 2010, to achieve further acceptance and transparency from the public regarding speed camera operation, the DfT set up a working group to consider what site information could be published.²³ What was clear at that time, was that a few police forces were adopting different enforcement strategies from the RAG system that was operated generally. Publishing site data would be detrimental to those strategies; therefore, publication of mobile camera sites was not required. Police forces generally publish offence and casualty information on their fixed assets on an annual basis.

²³ Association of Chief Police Officers (ACPO) (April 2011) 'Report of a Working Group about the Publication of Information Related to Speed Cameras' Government Publishing Service available at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/4359/working-group-speed-camera-report.pdf
Accessed 08/04/2019

The French Connection

The French Speed Camera Programme represented one of the most important and effective innovations in that country's road safety policy over the decade. An estimated 16,000 fatalities were avoided due to the Speed Camera Policy (SCP) between 2003 and 2010, as well as more than 62,000 light and severe injuries.²⁴

Speed enforcement in France is similar to that in the UK, except that, in the UK the driver of the vehicle at the time of the offence is liable. In France, it is the owner of the vehicle that is liable if the name of the driver at the time of the offence is not forthcoming. The UK system is more expensive to administer as the driver of the vehicle needs to be identified. Early problems with owners failing to do this led the UK Government, in September 2007, to increase the penalty in the Road Traffic Act of 'Duty to give information as to identity of driver' up to £1000 and six penalty points.²⁵ In France, the owner is liable for the penalty even if the driver cannot be identified, making the administration process easier.

"Before the implementation of the Automatic Speed Enforcement Programme (ASEP), France's traffic fatality rate was higher than that of several OECD (Organisation for Economic Co-operation and Development) countries. In 2000, France's traffic fatality rate was 136 per head 100,000 of population. Speed limit violations were a major concern for the authorities. Over 60% of all recorded speeds exceeded the prescribed speed limits: 40% by more than 10 km/h, 5% by more than 30 km/h. Part of the problem was the lack of effective enforcement."²⁶

President Chirac announced, on the 14th July 2002, that traffic safety was among the top priorities of his next five-year term. A few weeks later, three distinct traffic safety measures were announced:

- implementation of the ASEP;
- increased severity of penalties for traffic violations;
- creation of new traffic offences.

In the period between Chirac's announcement and the effective introduction of the ASEP, print and visual media provided wide and positive coverage of the new policy.

"The first photo radar devices were installed in November 2003, after a trial period between March and November 2003. Since then, roughly 500 radar devices have been installed each year. By 2010, more than 2,756 speed cameras — 1,823 fixed devices and 933 mobile ones — were operating throughout the public road and highway network. Warning signs alert drivers to the presence of fixed

²⁴ Carnis, L., (2008) 'The French Automated Speed Enforcement Programme: A Deterrent System at Work', Australasian Road Safety Research, Policing and Education Conference, Adelaide

²⁵ Sentencing Council, 'Offences for which penalty notices are available' available on <https://www.sentencingcouncil.org.uk/explanatory-material/magistrates-court/item/out-of-court-disposals/7-offences-for-which-penalty-notices-are-available/> accessed 08/04/2019

²⁶ Carnis, L. and Blais, E (2013), 'An Assessment of the Safety Effects of the French Speed Camera Program', Accident Analysis and Prevention 51 (2013) 301-309, Elsevier

photo radar devices but not to mobile ones and controls are conducted in unmarked police vehicles.”

²⁷ Warning signs were later removed to increase the subjected risk of apprehension.

“Fixed devices are generally installed close to ‘black spots’, or near to areas experiencing high levels of speed limit violations whereas location of the mobile radar devices used in various speed enforcement contexts will depend on police officers’ knowledge and strategy.

The ASEP can be considered as a combination of general and specific deterrence, since fixed photo radar devices should dissuade potential offenders from speeding whereas mobile devices should deter those who are caught and penalized. The expected effectiveness of the ASEP rests on three basic principles of deterrence theory.

The first invokes the certainty of punishment, which is the probability of being detected and sentenced for a speed limit violation. Building a credible ASEP means gridding the road network with enough speed cameras to yield a high probability of detection and punishment.

The second principle is one of swift punishment. The fine is sent to the car owner in less than 8 days following the detection of the offense and demerit points are then added to the driver’s record.

The third principle concerns the severity of punishment. Accordingly, the amount of fine and the demerit points added are proportional to the speed excess.”²⁸

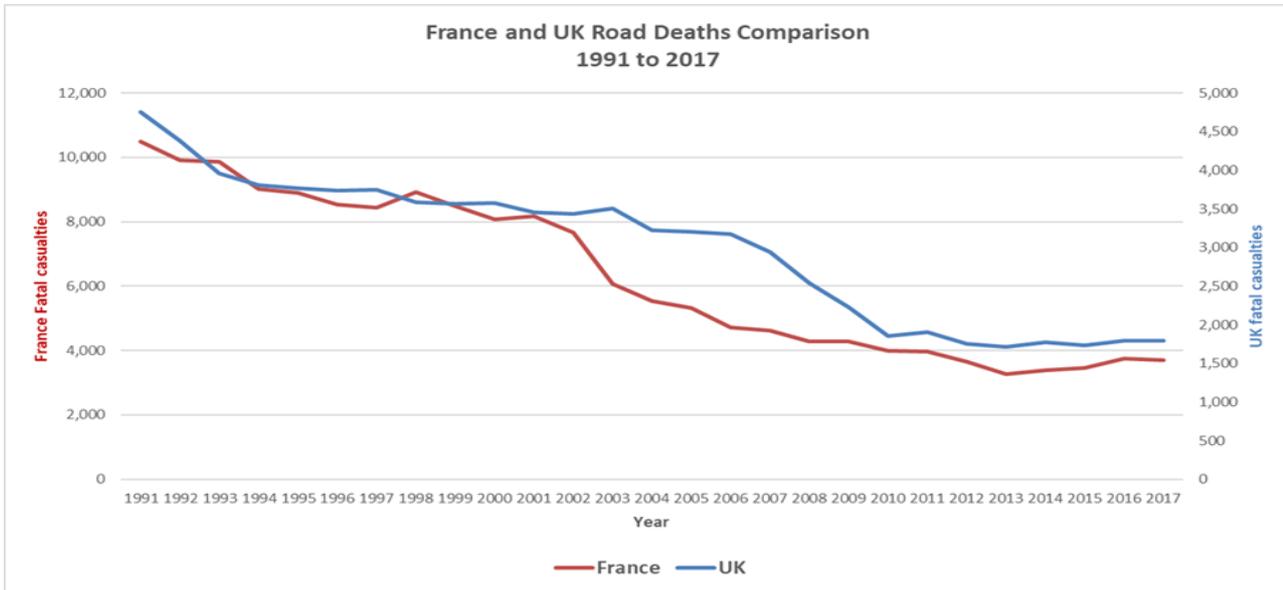
The introduction of a speed camera system saw similar declines in road deaths to that seen in the UK as shown in the chart below, ‘France and UK road deaths comparison 1991 to 2017’. The chart shows that the most dramatic decline in road deaths in France was that seen in the first year of operation. Much of this was due to the 14th July presidential announcement by the incumbent president, Jacques Chirac, as mentioned previously. It is calculated that this announcement contributed a 12.1% reduction in fatal casualties in that year alone, prior to cameras being installed, and highlights the benefits of effective communication and political leadership in support of enforcement.²⁹

In 2010, it is interesting to note that both the UK and France started to flatline, as highlighted in the chart.

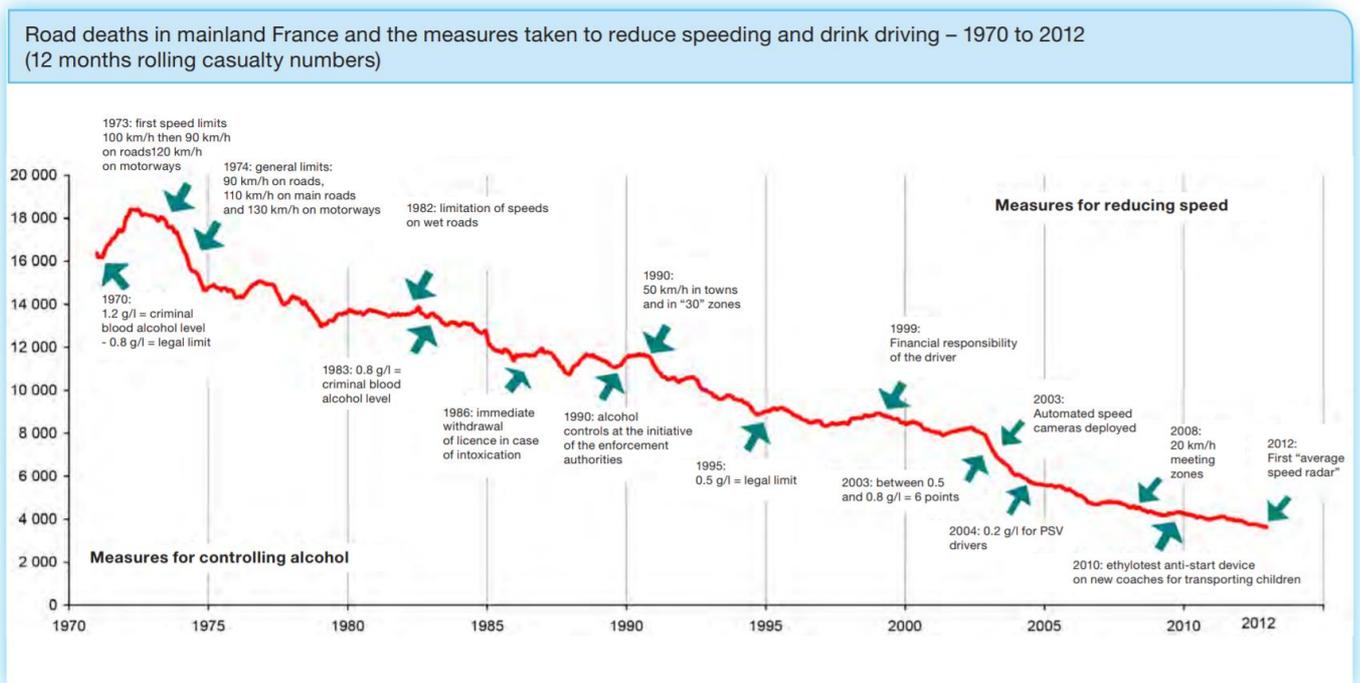
²⁷ Ibid.

²⁸ Ibid.

²⁹ Insurance Institute for Highway Safety Highway Loss Data Institute (IIHSHLDI) (2013), ‘Speed Camera Enforcement Cuts Fatality Rate 10 Percent in France’ Status report, Vol 48, No 6, available at <https://www.iihs.org/iihs/sr/statusreport/article/48/6/4> accessed 08/04/2019



France has always been proactive in road safety and to some extent has been ahead of the UK, introducing legislation around seatbelt wearing in cars and helmets for motorcyclists back in the 1970's. A long-term strategy was developed, which saw decreases in KSIs from the 1970s onwards. France has introduced step changes at various stages, which have aided in their casualty reduction efforts, with one of the most dramatic decreases resulting from the introduction of automated speed enforcement as demonstrated in the graph below.³⁰



³⁰ Salathé, M., (2012) 'Road Safety in France: 2012 Annual Report' French Road Safety Observatory (ONISR)

Like most of the EU, France has seen a gradual increase in road deaths since 2013. However, in recent years, France has increased the deterrence effect of enforcement. It has achieved this by introducing tighter legislation and more enforcement technology. By increasing the general deterrence effect through the introduction of covert in-car mobile enforcement vehicles and average speed technology, greater deterrence is provided over the wider area.

In 2017, France reduced road deaths by just 0.8% compared to 2016. However, a more significant breakthrough came in 2018 with a 4.9% reduction compared to 2017. 3,259 people are estimated to have died on French mainland roads in 2018, representing 189 people fewer than in 2017.³¹ Whilst the authors of this report believe that the introduction of covert cameras had a huge influence on this reduction, we accept that it was one of many measures that contributed to the overall success of the strategy. Alongside the introduction of covert speed cameras France also reduced the speed limit on rural single carriageways from 90 km/h to 80 km/h; the measure became effective on 1 July 2018. The reduction of the speed limit on rural roads, combined with speed enforcement, had a significant contribution to make to improve French figures in 2018. The recent 2019 ETSC PIN report states, “In the last four years France has struggled to reduce the number of road deaths. As a response to the lack of road safety progress, the French government had announced a series of new measures, including lowering the standard speed limit from 90 km/h to 80 on two-lane rural roads with no separating guard rail. The measure became effective on 1 July 2018. 63% of all road deaths occur on the country’s rural roads. The government estimates that the lower speed limit could prevent 350 to 400 deaths a year if substantially complied with.”³²

“A sound evaluation of the effectiveness of the lower speed limit will require several years of data, and will be done in two years-time. However, a preliminary study by the French Research Institute

Cerema and the French Road Safety Observatory shows that the measure has already started to bring positive results.”³³ “Based on provisional data, 116 fewer road deaths occurred on rural roads limited to the new 80 km/h speed limit compared to the 2013-2017 average on the same roads for months July to December. The same comparison for the rest of the French road network shows an improvement of only 11 deaths, which is not a significant change.”³⁴

Whilst covert cameras are not routinely used in the UK at the time of writing, it is the authors’ intentions to see this technology utilised in the future for enforcement purposes. We would envisage that this technology may be in use within the next five years subject to Home Office Type Approval.

There are many other countries that have implemented successful initiatives to reduce the number of people being killed and seriously injured, e.g. Ireland, Sweden and Netherlands. Often countries can use different approaches to automatic enforcement. Some countries identify the driver of the vehicle; some identify the owner of the vehicle. A report by ETSC found that “efficiency of automatic

³¹ Observatoire national Interministériel de la sécurité routière, ‘Accidentalité routière 2018 – estimations au 28 janvier 2019’ Observatoire national Interministériel de la sécurité routière

³² Adminaité-Fodor, D. and Jost, G. (February 2018) Reducing Speeding in Europe Pin Flash 36, ETSC

³³ Ibid

³⁴ Ibid

enforcement is higher if the vehicle owner and not the vehicle driver is held liable, since it is easier and faster to identify the owner than the driver.”³⁵

The use of a public communications strategy in road safety is essential in raising communities’ awareness of safety issues on the road network. Jacques Chirac’s announcement in 2003 highlights what effective communication can achieve, and it should not be underestimated.³⁶ For enforcement to be effective, those who use the road network need to be consistently reminded that enforcement exists and what the consequences are for them if they flout the rules that are in place to protect them. Road users need to believe that the level of enforcement is high, with the likelihood of detection great. Developing these perceptions is a key part of the communications strategy.

Road safety publicity, aimed at increasing both awareness of specific enforcement programmes and general public awareness of safety issues, has been integral to the implementation of many speed enforcement programmes. Such publicity is commonly run to increase the general deterrence effect associated with new or existing enforcement programmes.

Studies have shown that publicity supporting enforcement programmes has been statistically effective in magnifying the effects of the enforcement programme over a range of different road types.³⁷ The combined effect of speed enforcement programmes and publicity is highly cost-beneficial in terms of lives saved and financial cost.

Publicity supporting speed enforcement programmes is also more effective in reducing crashes when it is specific to the enforcement rather than when it encompasses more general speed-related themes.

Public support for the use of safety cameras is high and is extremely well documented, for example, within the National Safety Camera Programme Four Year Report.

“The level of public support for the use of cameras has been consistently high with 82% of people questioned agreeing with the statement that ‘the use of safety cameras should be supported as a method of reducing casualties.’ From the public attitude surveys there was strong evidence that there was overall positive support for the use of cameras and this stemmed from the belief that the cameras were in place to save lives – 71% of people surveyed agreed that the primary use of cameras was to save lives.”³⁸ It was also well documented by individual Road Safety Partnerships who carried out ‘tracking’ research on a quarterly basis, including public perception surveys. Support for speed cameras is also reported in the British Social Attitudes Survey 2017.³⁹

³⁵ Admaite, D., Jost, G., Stipdonk, H. and Ward, H. (June 2016) ‘How Traffic Law Enforcement Can Contribute to Safer Roads: Pin Flash Report 31’ ETSC

³⁶ Carnis, L. and Blais, E. (2013) ‘An Assessment of the Safety Effects of the French Speed Camera Program’, Accident Analysis and Prevention 51 (2013)301-309 available at https://www.atsol.com/wp-content/uploads/2013/04/2013_AccidentAnalysisAndPrevention_AssessmentOfFrenchSpeedCameraProgram.pdf Accessed 08/04/2019

³⁷ Delaney, A., Diamantopoulou, K. and Cameron, M. (March 2003) ‘MUARC’s Speed Enforcement Research: Principles Learnt and Implications for Practice’ report number 200, Monash University

³⁸ Gains, A., Nordstrom, M., Heydecker, B., Shrewsbury, J., Mountain, L., and Maher, M. (December 2005) ‘The National Safety Camera Programme: Four Year Evaluation Report, PA Consulting Group

³⁹ Department for Transport (July 2018) ‘British Social Attitudes Survey 2017: Public Attitudes Towards Transport’, Social Research Report, Department for Transport

High profile media activity has also been found to be effective in reducing collisions that cause casualties - even when enforcement levels are low - as this activity increases the perceived perception of enforcement.

Between 2003 and 2010, the UK Safety Camera Programme had dedicated Communication Managers whose roles were to raise awareness and increase the publicity surrounding enforcement to increase the perceived levels of enforcement, and ultimately, to save lives. It was highly effective and significantly contributed to the 50% reduction in road fatalities up to 2010.

From 2007 to 2010, there was a period of adverse publicity towards the Safety Camera Programme which was generated within certain parts of the media, although it could be said that it also contributed to the general deterrence of the camera system, since the publicity suggested that motorists were under constant siege from automated enforcement. This, however, has not been researched.

In 2010, during a period of uncertainty around funding issues, control of the safety camera system was devolved from national government to Local Authorities. Whilst each Local Authority implemented a road safety strategy under their statutory obligation, this has led to a more fragmented approach.

A lesson learnt from this period is that any publicity, good or bad, is effective at raising awareness and increasing the perceived perception of enforcement. It should, therefore, not be discounted or ignored. There remains national and international evidence over many years confirming that speed cameras are an effective tool at reducing road casualties.

With any enforcement strategy, stakeholders should be prepared for negative press comments from certain media outlets and sections of society. Media strategies can be utilised to counteract this including the use of the national and international evidence proving speed cameras work. It is imperative that the support for the police and their activity remains constant and consistent. This will strengthen the public's perception that the flouting of road safety laws will not be tolerated.

Since 2010, the road safety community has seen a decline in enforcement marketing. Communications concentrate on educating road users and raising driver awareness on road safety issues. However, changing driver behaviour takes a long time and road safety professionals will only start to see the fruits of their labour trickle through to the casualty figures in years to come. Whilst this is an important part of the system, it has resulted in reducing national awareness of the safety camera system and enforcement. In effect, it has reduced the perceived perception of enforcement i.e. people no longer perceive that they will be caught. It was documented in the vehicle speed compliance statistics for Great Britain in 2017 that:

- 48% of cars exceeded the speed limit on motorways;
- 9% of cars exceed the speed limit on national speed limit single carriageways;
- 52% of cars exceeded the speed limit on 30 mph roads;
- 86% of cars exceeded the speed limit on 20 mph roads.⁴⁰

This, therefore, gives a greater degree in confidence that people are not complying with the speed limit because they do not fear detection.

Target setting for road safety, which used to be normal procedure for Road Safety Partnerships, police forces and indeed at a national level, has not been undertaken for a number of years now. Targets united all of the different actors in the road safety community to be proactive and to work together. Whether that be to reduce KSIs by a certain rate, observe compliance rates on the roads or evaluate education interventions we need to monitor more closely what we do. “We cannot measure what we do not know!”⁴¹

It is imperative that enforcement communications are given a higher priority and that communication managers are imbedded closely within the enforcement teams so there is no delay in countering adverse publicity and spreading important enforcement and road safety messages.

Enforcement can have an instant effect, whilst education and behaviour change, as already mentioned, are a long-term goal. We need to raise our enforcement efforts whilst continuing to utilise behaviour change models, which will hopefully lead to a long-term culture change.

Education is of course valuable and road safety should be nurtured from a young age. Whilst most European countries signed the UNECE Convention on Road Traffic agreeing to commit to provide road safety education in all schools, at all levels, a report by ETSC of traffic safety and mobility education in Europe shows that in practice this is not always delivered.⁴² The report further highlights that road safety education is only provided in the Czech Republic, Ireland and Germany at all levels. ETSC believe that more should be done to improve the quality and quantity of evaluations of traffic safety and mobility of education programmes. They are keen to encourage those with responsibility for road safety education to engage actively in this activity and ultimately to share their findings.

Whilst education for young people is a long-term goal, the results of this work will not be seen for many years to come, particularly until there is a standardised approach which has been evaluated and proven to work. This is obviously too late for those who are already driving / riding and there are many educational interventions aimed at various road user groups, (e.g. elderly road users, motorcyclists) aimed at changing ‘bad’ habits through the use of behaviour change techniques. Again, these interventions need to be monitored and evaluated over time.

The ‘European Survey of Road Users’ Safety Attitudes’ (ESRA) researching road user perception about speed enforcement activities found that 22% of respondents from the UK think it is likely they can be checked for speeding on a regular trip compared to, for example, 55% in France.⁴³

Communication strategies should include sections on how enforcement works within the ‘Safe System’ and how the approaches adopted by the partnerships / police forces are trying to protect the communities they serve. They should also seek to re-adopt public perception surveys, which can

⁴¹Sowell, W., Dr. (2018) ‘International Road Safety and Innovation Forum’ International Road Federation, Bulgaria

⁴² Mütze, F. and De Dobbeleer, W. (January 2019) ‘The Status of Traffic Safety and Mobility Education in Europe’, ETSC, Fundación MAPFRE, VSV and LEARN!

⁴³ Yannis, G., Laiou, A., Theofilatos, A., & Dragomanovits, A. (2016). ‘Speeding. ESRA Thematic Report no. 1’. ESRA Project (European Survey of Road Users’ Safety Attitudes). Athens, Greece: National Technical University of Athens

be utilised to produce press articles, enhance social media coverage and provide valuable insights into the public's perspective of enforcement and safety cameras. Value will also come in preparing the public for more mobile enforcement activity rather than the historic fixed cameras they are so familiar with and will heighten the perceived perception of speeding being detected whilst on the road network.

Wide Area Enforcement

Adopting the Red Amber Green (RAG) enforcement strategy has enabled Road Safety Partnerships and police forces to identify collision cluster sites using criteria that found the worst casualty locations. Those sites were then treated using enforcement to deter speed and hence reduce casualties using either fixed, mobile or average speed cameras.

Supported by communications, the UK saw a dramatic decrease in road casualties of all severities over a short period of time where cameras had been installed. The problem we now face is that gaining further casualty reductions from our current position becomes difficult. Identifying further sites using the same old criteria is harder to achieve as most have already been identified. Enforcing existing sites maintains the reduction already achieved over previous years at those locations but is unlikely to reduce the casualties any further. Modifying the existing site criteria could be an option so that further sites can be identified. However, that simply identifies further sites to add to the existing site portfolio and does not address casualties over the wider area.

The illustration 'Enforcement strategy for the wider area' is typical of the strategy that most police force areas implement. It illustrates casualties across the whole of the geographic area. Within this area, the blue circle highlights those casualties the cameras treat (selected through site criteria). The remainder in the wider area are left untreated. Supporting communications can help, but modifying the criteria to identify more sites only extends the effect as shown by the blue ring surrounding the blue circle in the diagram below. Removing the criteria altogether for some types of cameras (e.g. mobile cameras) may provide a solution. This will allow further sites to be selected over the wider area (visibility of the deterrence), therefore providing greater general deterrence to the driver.

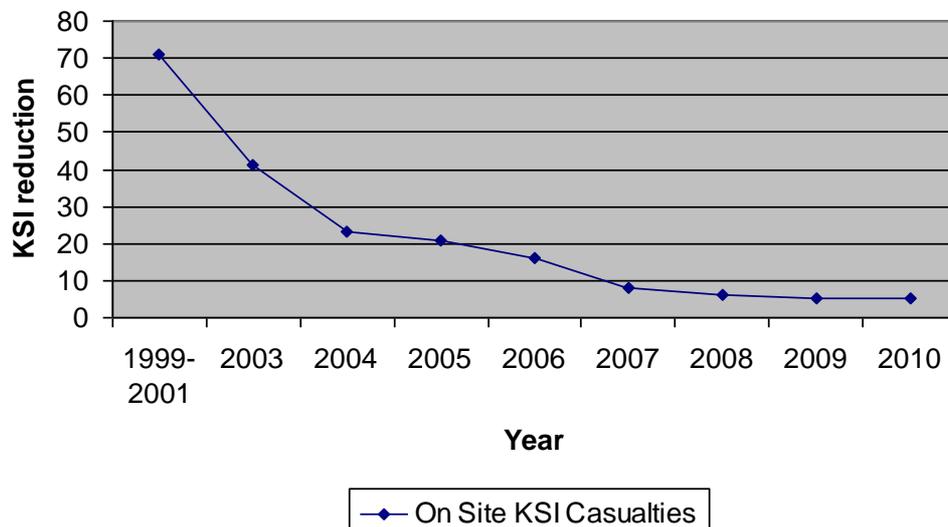
Modern digital enforcement technology, such as distributed average speed and digital mobile cameras, provide the means, method and capability to enforce over the wider area providing greater saturation of enforcement over the road network.



Cumbria Random Road Watch Case Study

Between 2003 to 2007, Cumbria operated the Red, Amber, Green model preferred by many forces, forming its enforcement strategy around it. By 2006, it was apparent that continuing with the same strategy would only maintain that reduction already achieved. It would not continue the reduction to a level previously obtained as on-site casualties had reduced to a level that further reductions would be insignificant.

On Site KSI Casualties



An enforcement strategy, based on the World Health Organisation Systems Approach⁴⁴ and an enforcement model from Queensland⁴⁵, was adopted in 2007 to expand the influence of cameras over the Cumbria wider area. The evidence from Queensland suggested that adopting a Random Road Watch strategy would have a greater influence over the higher casualty severities reducing them by up to 30% within 18 months. The table provides a summary of the strategy adopted by Cumbria in 2007.

| 2003 to 2007 | | 2007 to 2011 |
|--------------------|--|--|
| Identify Problems | Cluster Collision Sites | Routes Expand the influence of casualty reduction effect of speed enforcement Tackle familiarity and complacency Maintain or reduce costs of enforcement |
| Form Strategy | Enforce Cluster Sites Enforce Complaint and Exceptional Sites Enforce Around Sites | Continue Cluster Enforcement Publish/Name/Enforce Routes on implementation Multiple Van on Route Enforcement Deploy in Accordance With Intelligence Tie In with National Intelligence Model Enforce Exceptional Sites |
| Targets | Dft LPSA stretched Targets Police Fiscal Year Targets | Agree Targets with All Agencies Agree Specific Targets (M/C, Rural, Urban, Young Driver etc) Agree Migration and Target Vectors on Annual Basis |
| Monitor & Evaluate | CCC Report to Steering Group | Monthly to CCC for CRSP Monthly to Steering Group Police Internal Reporting |

Within 18 months of its adoption, Cumbria saw similar effects to that of Queensland, meeting its 2010 road casualty targets three years early.⁴⁶

⁴⁴ Peden, M., Scurfield, D., Sleet, D., Mohan, D., Hyder, A., Jarawan, E. and Mathers, C (2004) 'World Report on Road Traffic Injury Prevention', World Health Organisation

⁴⁵ Newstead, S., Cameron, L., Leggett M (February 1999), 'Evaluation of the Queensland Random Road Watch Programme', Report 149, Monash University Accident Research Centre

⁴⁶ Cumbria Safety Cameras, About Us, available at <http://www.cumbriasafetycameras.org/About> accessed 08/04/2019

Random Road Watch Explained (Safety Cameras)

“The randomness of enforcement is a major determinant of drivers’ subjective assessment of risk of apprehension.”⁴⁷ The exact location and time of speed enforcement should be unknown to drivers.

The unpredictability of enforcement actions will increase the sustainability of effects in terms of time and space. Enforcement activities are best rotated randomly. It is an enforcement resource management technique that randomly schedules levels of enforcement with the aim of realising long-term, widespread coverage of a road network.

Evidence from the Australian scheme showed benefit/cost ratio for the programme was estimated to be 55:1.

Sites are selected for maximum visibility at different times on routes and locations to increase *subjective apprehension* and hence the *general deterrence* of being detected and prosecuted.

Random Road Watch:

- is phased in over time on routes and sites;
- involves a public awareness campaign at the programme introduction;
- increases the perceived perception of enforcement using limited resources;
- is effective for mobile enforcement;
- randomises enforcement, enhancing the deterrent effect and giving the impression of a large-scale enforcement effort;
- implementation provides a further step change that aids speed and casualty reduction;
- is known to be particularly effective in reducing fatal casualties; (Australian evidence suggests 31% reduction in fatal casualties over 18 months) (Newstead et al);
- was effective straight away, due to the public perception of increased enforcement.

Cumbria identified safe enforcement sites within the wider area. Sites were selected for maximum visibility of the enforcement vehicles rather than a collision cluster site; previously selected sites were still being treated to maintain the reductions already achieved.

Enforcement time on site was reduced, with vans enforcing for a shorter period allowing more sites in the wider area to be enforced using the same assets. Marketing was essential to its success, with no adverse publicity seen during its introduction or since.

⁴⁷ Organisation for Economic Co-Operation and Development (OECD) (2006) ‘Speed Management’ OECD Publications

The Layered Approach – Raising the Game

In the UK, enforcement is carried out by police forces and Road Safety Partnerships using several methods including:

- traditional police enforcement, (e.g. using a police officer at the side of the road);
- fixed speed and average speed cameras;
- a safety camera van on the side of the road;
- a community concern check.

Each has a role to play and, overall, provide a blended enforcement solution to maximise the deterrent effect, especially that aspect known as ‘general deterrence’.

Traditional police enforcement using hand held enforcement devices can be targeted from intelligence and can be used at a specific location and time to provide a specific deterrence to targeted vehicles.

Mobile speed camera vans are highly visible and can be utilised over the wider area. They can detect offences over a greater range, delivering far greater general deterrence to the motoring public. Moving them around the wider area frequently gives the appearance of many enforcement vehicles, increasing the perception of enforcement.

Average speed cameras protect workers in roadworks or can be used on routes; they offer almost total compliance and are seen to be fair by members of the public. Modern average speed camera systems can be utilised as a wide area enforcement solution in urban areas and a number of UK forces are piloting this use already, (e.g. Lancashire⁴⁸, Bedfordshire⁴⁹).

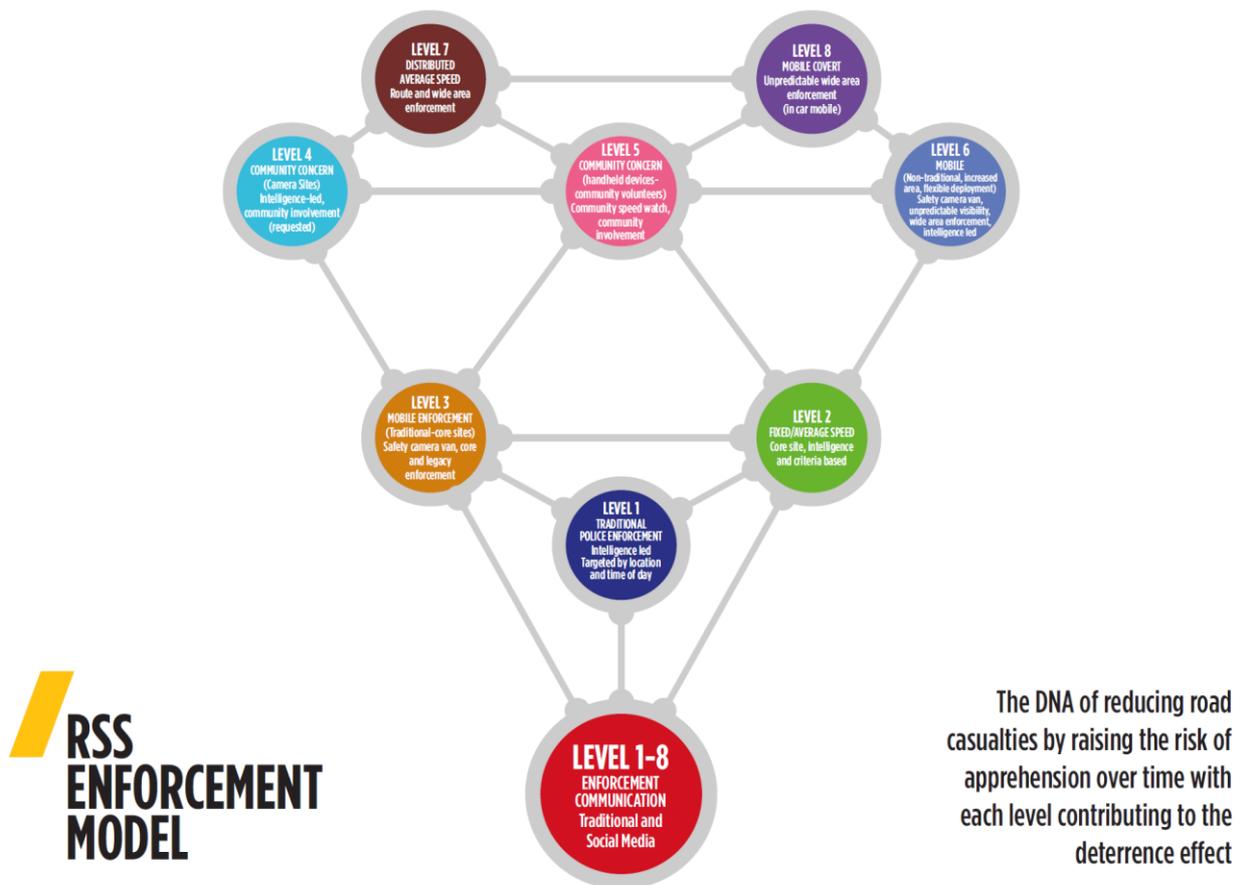
Community concern programmes provide reassurance to local communities and significantly raise awareness of enforcement, especially in rural areas. All layers work together, increasing the subjective risk of apprehension to increase the general deterrence over the wider areas. In essence, we are moving to a strategy of ‘Unpredictable Visibility’.

Forces and Partnerships can utilise any layer and even add an additional enforcement layer.

The main enforcement aim is to be highly visible over the wider area, increasing the perceived risk of detection by the belief that there is robust enforcement against those who do not comply with the legislation.

⁴⁸ Lancashire Constabulary (2019) ‘Average Speed Cameras’ available at <https://www.lancashire.police.uk/help-advice/road-safety/average-speed-cameras/> accessed 08/04/2019

⁴⁹ Bedford Borough Council (2019) ‘Average Speed Cameras’ available at <https://www.bedford.gov.uk/parking-roads-and-travel/road-safety/speed-limits/average-speed-cameras/> accessed 08/04/2019



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The Layers can be described as follows:

Layer 1 Traditional Police Enforcement

- Intelligence Led
- Targeted (location and time of day)

Layer 2 Fixed / Average speed

- Core site
- Intelligence and criteria based

Layer 3 Mobile Enforcement (traditional – core sites)

- Safety camera van
- Core and legacy enforcement

Layer 4 Community Concern (camera sites)

- Intelligence led
- Community Involvement (request)

Layer 5 Community Concern (handheld devices - community volunteers)

- Community Speed watch
- Community involvement

Layer 6 Mobile (non-traditional, increased area, flexible deployment)

- Safety camera van
- Unpredictability visibility
- Wide area enforcement, intelligence led

Layer 7 Distributed Average Speed

- Route and wide area enforcement

Layer 8 Mobile Covert

- Unpredictable wide area enforcement (in car mobile).⁵⁰

Enforcement Steps to Casualty Reduction

The aim of any speed enforcement strategy is to reduce road casualties by altering driver behaviour in a positive way. However, its effect is limited over time, with any casualty reductions tapering off. The National Safety Camera programme made significant reductions in road casualties but further step changes now need to be considered and taken to continue that reduction.⁵¹ Continuing to do the same enforcement strategy only maintains the reduction already achieved with the likelihood that casualties will be seen to increase.

Adopting a wide area enforcement strategy that is supported through communication campaigns and robust enforcement, provides a further step that will lead to additional casualty reduction gains. However, it should not be a final solution. Further step changes are needed, with implementation and support through marketing, to achieve further reductions. The introduction of covert mobile enforcement vehicles, as a further enforcement layer, should be considered as part of a long term, stepped enforcement strategy, with further steps introduced over time.⁵²

⁵⁰ Hughes, M., Kelly, E., and Sjorup, J (June 2019) 'Road Safety Support (RSS) Enforcement Model, The DNA of Reducing Road Casualties' Road Safety Support.

⁵¹ Gains, A., Nordstrom, M., Heydecker, B., Shrewsbury, J., Mountain, L., and Maher, M. (December 2005) 'The National Safety Camera Programme: Four Year Evaluation Report, PA Consulting Group

⁵² Arotake, T., (April 2002) Bringing Down the Road Toll: The Speed Camera Programme, New Zealand Government

The Effect on Road Policing

One has to consider the effects of a wide area enforcement model that utilises a more random and covert approach to speed enforcement. A robust wide area enforcement model will not only increase the general deterrence over the wider area but will have beneficial effects for other areas of road policing.

In January 2005, the Department of Transport (DfT), the Home Office (HO) and the Association of Chief Police Officers (ACPO), issued a statement (Roads' Policing Strategy) regarding the use of Great Britain's roads.⁵³ In its statement, it identified five priorities of importance to make the UK's roads and way of life safer.

These priorities were:

- denying criminals use of the roads by enforcing the law;
- reducing road casualties;
- tackling the threat of terrorism;
- reducing anti-social use of the roads;
- enhancing public confidence and reassurance by patrolling the roads.

Priorities within policing have changed. Resources and traditional policing methods that were once the preserve of roads' policing have been diverted into other areas. Priorities within roads' policing have not changed though and, in some areas, the threat and risk has increased.

Digital camera technologies, that are now available to police forces, are much improved compared to those that were previously available. Increased capabilities, better communication and ease of process are all now in place within these technologies. Roads' Policing Officers have to become smarter and use these assets in a more effective way that does not just target one of those priorities, (reducing road casualties), but in ways which can increase our capabilities in the other priority areas too. Expanding the reach of camera technologies into the wider area can provide us with a deterrence benefit but also with further intelligence. Platforms that can be utilised in the other areas include:

- National security and counter terrorism;
- Serious, organised and major crime;
- Local crime;
- Community confidence and reassurance;
- Crime prevention and reduction.

There are several police force areas which already benefit from using a combined camera solution in their mobile camera vans' platforms, operating speed cameras and passive Automatic Number Plate Recognition (ANPR) cameras together. Distributed average speed systems can be used in a wide area speed enforcement strategy and provide further intelligence where they will help to detect, deter and disrupt criminality in an urban environment. Opening them over the wider area increases that impact.

⁵³ Brake (2016) 'Road Policing in the UK' available at <http://www.brake.org.uk/facts-resources/15-facts/493-road-policing-in-the-uk> accessed 08/04/2019

Conclusion

The UK has been very successful in its casualty reduction efforts and its use of camera technology in previous years, halving the number of deaths and serious injuries over a short period of time. Those reductions have stalled over recent years, although the UK does have better public acceptance of the systems that are in use. Continuing the existing enforcement strategies that have been in operation for over 28 years will not reduce casualties further but merely maintain the reductions that have already been achieved.

The Road Safety community must learn from the good practice achieved elsewhere and adopt those strategies nationally in a long-term, stepped approach to enforcement deterrence over the wider area, like that in operation in France, for example. For this strategy to work, it must be supported by proactive communication to achieve compliance on the road network through the deterrence of 'unpredictable visibility'.

It is of vital importance that this strategy is led from the top and support is garnered from all stakeholders. This will assist in ensuring a joined-up approach with a unity of purpose. Road Safety Support can provide police forces or Road Safety Partnerships who need assistance with developing a long-term strategy and can advise on engaging with relevant stakeholders. Holding internal workshops to disseminate this information is a vital component in 'raising the game' to take road casualty reduction to the next level. Road Safety Support has devised a short workshop, which members may wish to run in their respective areas or regions to capitalise on this strategy.

We need those in senior positions to connect road safety to organised crime, crime reduction, anti-terrorism and anti-social use of the roads' operations. Only by doing this can 'we' ultimately protect and serve communities.

Driver behaviour change and educational diversions are fundamentally important, but they are a long-term objective of the overall strategy. The fastest way to achieve casualty reduction is through general deterrence and police forces must not discount the use of random or covert enforcement to do that. There is mounting evidence to show that this is a very effective tool. Public support cannot be under-estimated. The silent minority let their voices be heard in 2010 when they thought that speed cameras were going to be switched off. Cameras make the roads safer for all road users and can be used to deter those members of our society who wish to cause us harm and disrupt the way of life that we take so easily for granted.

There are no legal barriers to covert or random enforcement. We are limited only by our own courage in introducing change.

'Behold the turtle. He makes progress only when he sticks his neck out.' ⁵⁴

⁵⁴ James Bryant Conant 1893-1978, American Chemist and President of Harvard University, 'The Yale Book of Quotations' edited by Associate Librarian and Lecturer in Legal Research Fred R Shapiro, pg. 167 original quote in 'The American Treasury:1455-1955,' ed. Clifton Fadiman (1955)

Recommendations

These recommendations are primary aimed at road safety partnership managers, operational camera enforcement managers and senior police officers who are responsible for developing a road safety enforcement strategy.

Our aim within this document has been to provide insight and reference how and where the safety camera programme originated. In essence we have looked at the past, the present and touched on where the future of enforcement may seek to go. It is clear that over the last number of years KSI figures have stagnated. To have an effect we need to implement a new co-ordinated approach to enforcement. The recommendations below aim to help provide the steps required to make this step change a reality.

1. Introduce a long-term, stepped or layered enforcement strategy.
2. Adopt a wide area approach to enforcement.
3. Operate a flexible approach to mobile enforcement that is random over the wider area and not selected by rigid criteria.
4. Plan to introduce covert enforcement over the wider area to increase the general deterrence effect and the enhanced perception of enforcement – ‘unpredictable visibility’.
5. Include a proactive marketing strategy to support enforcement interventions.
6. Increase stakeholder support from the public, civic leaders and colleagues by proactive internal and external marketing, which links into other areas of policing.
7. Police Forces may want to consider adopting local and national enforcement plans with yearly targets for compliance levels, including on speeding, in line with the EC 2004 Recommendation of Traffic Law Enforcement.⁵⁵
8. Investigate a blended solution for camera technology that will benefit other areas of road policing that will make our roads safer.
9. Encourage Partnerships to work together to implement the strategies at the same time so as to gain maximum general deterrence and PR.

⁵⁵ Official Journal of the European Union. EC COMMISSION RECOMMENDATION (6 April 2004) ‘on enforcement in the field of road safety 111/77 For the Commission Loyola DE PALACIO Vice-President’ available at <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2004:111:0075:0082:EN:PDF>

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Meredydd Hughes CBE QPM MA

Meredydd is a former UK Chief Constable. His national responsibilities included leadership of major public and sporting events, roads policing, firearms, public order, and emergency planning.



Now Road Safety Support Executive Chairman, he works internationally as a consultant and lecturer in his specialist policing and security fields, bringing his 32 years of Policing leadership to bear on critical problems in road safety, counter terrorism, and major event command. He lectures on strategic leadership at the Indian National Police Academy in Hyderabad.

With two friends, Med founded Road Safety Support Ltd in 2007. They now employ specialist lawyers, scientists and technicians, and have an international reputation for road safety strategy and enforcement consultancy. Working worldwide, they have delivered projects for the UN, charities, and national governments. They partner with agencies in every continent to reduce road death.

A keen climber and mountaineer, he has completed a master's degree in Leadership Studies at the Charles Sturt University, Australia.

Emma Kelly BA (Hons) MBA

Emma works as an independent specialist for Road Safety Support(RSS) . Her role as the Development, PR and Advocacy Manager involves working with police forces, road safety partnerships and stakeholders in both the UK and internationally to develop robust road safety strategies.



In addition, she advises on marketing and communications strategies. Previously, Emma was the Communications Manager for the Merseyside Road Safety Partnership and prior to this she worked within the community safety and crime reduction field. Emma has spoken at conferences and presented at a number of workshops on speed management, focusing specifically on the importance of a strong enforcement strategy and the critical function of ASE in reducing road death and injury. She was Invited to speak at a side event titled 'Excessive Speeding & Distracted Driving: Global Best Practices in Enforcement' in Stockholm around the 3rd Global Ministerial Conference on Road Safety, February 2020. Emma represents RSS on a number of working groups and expert panels, including autonomous vehicles and she has been invited to judge entries for road safety awards e.g. First Car Young Driver Awards.

She has a Degree in History and Psychology as well as a Master's Degree in Business and Administration. Emma was a Trustee for Relate (Cheshire and Merseyside) from 2011 to 2015. In her spare time, she supports a domestic violence social enterprise.

Jan Sjorup Eng MIET

Jan has 40 years' engineering experience in electronics, telecommunications, data analysis and road safety strategy. His earlier career after leaving the Royal Navy (RN) was involved in the testing and



build of Submarine launched weapon systems preparing and producing analysis reports for the Ministry of Defense (MOD) and the US Department of Defense (DoD) with respect to the at sea nuclear deterrent. He has been involved with safety camera systems and speed enforcement since 2003, firstly as the Data Manager for the Cumbria Safety Cameras programme and later as the Project Manager.

Joining Road Safety Support (RSS) in 2009, he has acted as the partnership Liaison Manager for RSS, specialising in data analysis and enforcement strategies providing advice and support to forces, road safety partnerships throughout England Wales and Northern Ireland, and Highways England. He has acted on the behalf of the Department for Transport (DfT), Home Office (HO) and the Association of Chief Police Officers (ACPO). In 2010 he assisted the DfT, on behalf of ACPO, by auditing Road Safety Partnerships to identify best practice and areas of concern, providing recommendations to ACPO, DfT and the Government, for ministerial reports. With the UK Government decentralising road safety funding in 2010, he also prepared with his colleagues the business case for partnership continuation to provide a cost neutral sustainable solution for the future with the emphasis on education rather than enforcement alone. Since 2010 He has provided on-going support to UK forces and partnerships with detailed analysis of STATS 19 data, including Contributory analysis and trends for their force and district levels.

Jan lives in the Eden Valley in the English Lake district with his wife Frances. In his spare time, he is kept busy with his pet dogs and two horses.

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OFFICE OF THE POLICE & CRIME COMMISSIONER FOR THAMES VALLEY

PCC PROGRESS REPORT TO THE THAMES VALLEY POLICE AND CRIME PANEL 20th November 2020

Police and Crime Plan Strategic Priority 2: **Prevention and Early Intervention**

I ensure delivery of my Police and Crime Plan 2017-2021 objectives by holding to account Thames Valley Police (TVP) and other PCC-funded and commissioned service providers for their delivery of specific operational policing, crime reduction and community safety objectives.

The Chief Constable produces an Annual Force Delivery Plan which complements and supports my Police and Crime Plan. I attend monthly Service Improvement Reviews across Local Policing Areas in Thames Valley and Force Performance Group meetings whereby I can witness the Chief Constable and Deputy Chief Constable (DCC) holding relevant operational personnel to account for their performance in delivering their specific aims, objectives and targets. Furthermore, at my quarterly 'Level 1' public meetings I hold the Chief Constable to account for delivery of operational policing against the Force's Annual Delivery Plan.

In respect of **Strategic Priority 2 ('Prevention and Early Intervention')** my objective is to improve safeguarding of children, young adults and people with multiple needs in physical and virtual space, with particular emphasis on the following areas:

- Cyber and digital crime ('Cybercrime' for short)
- Young people at risk
- Perceptions of crime
- Whole place approaches.

My Police and Crime Plan sets out the following '**Key Aims**' for addressing Prevention and Early Intervention:

1. **Coordinated efforts by police and partner agencies to improve public awareness of measures to protect themselves from cybercrime, particularly targeting those most at risk (such as those at either end of the age spectrum)**
2. **Increased focus by all agencies on preventing and tackling 'peer on peer' abuse.**
3. **A coordinated strategy between police, health and local authorities to tackle FGM in Thames Valley, leading to improved reporting of FGM and evidenced approaches on prevention.**
4. **Improved reporting and understanding of the prevalence and nature of hate crime across Thames Valley.**
5. **Police and partners address road safety concerns, especially amongst vulnerable groups such as younger people, cyclists and pedestrians.**
6. **Improved use of technology by police, in order to prevent crime and support earlier intervention with known offenders.**

I have summarised below the cumulative progress to date (Year 4, 2020/21, to end of Qtr. 2) on the delivery of the above, four-year, Police and Crime Plan 'Key Aims'.

2019/20 PROGRESS ON DELIVERY OF STRATEGIC PRIORITY 2 'KEY AIMS'

(as at Year 4, 2020/21, Qtr. 2)

1. Coordinated efforts by police and partner agencies to improve public awareness of measures to protect themselves from cybercrime, particularly targeting those most at risk (such as those at either end of the age spectrum)

TVP Delivery Plan actions & progress:

2020/21:

- The newly formed Economic Crime Unit Criminal Finance Team continues to maximise use of Proceeds of Crime Act (POCA) powers and is in the early stages of a number of money laundering investigations. Of note is Operation Hedge, where restraint orders have been successfully applied to a large sum of money in bank accounts suspected to have been obtained through 'romance' frauds. TVP have increased their use of civil powers in relation to POCA Account Freezing orders and currently have freezing orders in place in relation to over £1 million of suspected criminal cash held in banks accounts.
- In May 2020, Thames Valley Police responded to two banking protocol reports which resulted in suspects being arrested. The victims from both offences have been provided with enhanced safeguarding and fraud prevention advice.

2019/20:

- Operation Signature (financial abuse safeguarding) continues to develop and improve through operational learning gained from an ongoing assessment of our response to identified potential vulnerability. TVP has an ongoing formal programme of internal training across the organisation which embeds the knowledge needed to conduct effective safeguarding and gives clear guidance of the organisation's expectation that this work is a priority.
- Organised by TVP and Oxford Brookes University, a Security and Crime Prevention Fair took place at the university as part of Fresher's week, focusing on fraud. TVP Fraud Prevention Officers attended the event to equip students with practical skills on how to keep themselves, their property and their money safe.

2018/19:

- The Economic Crime Unit, in partnership with Oxford Brookes University and Santander, delivered a fraud protection programme in relation to avoiding becoming 'money mules'.
- Aylesbury LPA ran a neighbourhood watch pilot in conjunction with NHW Thames Valley and using Home Office funding to utilise volunteers to offer fraud prevention advice to the elderly.
- Since the launch of the Banking Protocol in the Thames Valley in February 2018, £602,000 worth of fraud has been prevented and a total of 73 emergency calls have been responded to through the scheme. The scheme has protected vulnerable people, stopped the money of innocent victims falling into criminal hands and investigations are ongoing to bring offenders to justice.
- The South East Regional Organised Crime Unit has spoken to more than 6,500 people from over 2,000 organisations, providing Cyber Protect & Prevent advice. A widespread national social media campaign reached more than 2 million people with cyber protect

and prevent messages. The team also worked with TeenTech, an organisation that encourages teenagers to take up a career in science, engineering or technology, to develop a package teaching the positive and ethical use of computers. More than 4,000 teachers and professionals working with young people have been provided with advice to remove the risk of children offending.

2017/18:

- All LPAs offered cyber and fraud prevention material for frontline officers.
- The Cyber team made a dedicated resource in the Economic Crime Unit (ECU), providing a point of contact for advice for front-line officers investigating a crime with a cyber element.
- Force promoted, through radio interviews and social media posts, the 'Little Book of Cyber Scams.
- CCMT (Chief Constables Management Team) agreed, in July 2017, proposals for Force activity in relation to Operation Signature, to provide targeted safeguarding and crime prevention activity for victims identified via Action Fraud. Funding in support of this activity was provided by the PCC
- Use of the Special Constabulary to support victims and educate the public on cybercrime and fraud prevention being maximised. Twelve Special Constables with ICT backgrounds were identified to help deliver community support around cybercrime.
- The Force undertook a comprehensive review and refresh of operational guidance concerning how to deal with cybercrime, with a focus on the young and elderly. This guidance will include guidance on how officers can support victims of cybercrime to help reduce becoming a repeat victim.
- The Thames Valley Cyber Crime Strategy was produced for adoption by Community Safety Partnerships to help deliver cybercrime awareness training to community groups.
- The Force was successful in its bid for Office of the PCC cybercrime grant funding for Alter Ego Productions to produce a bespoke theatre piece looking at healthy relationships online and performed to Year 6 students in 2018.
- The #Protectyourworld cybercrime campaign was launched in November 2017, focusing on groups that have been identified as vulnerable online, including young people, older people and small businesses. The activities included staying safe online competitions for under 18s, online safety Q&A sessions for the public and an online safeguarding attended by 150 professionals working with vulnerable children and young adults.
- More Crime Scene Investigators (CSIs) were trained in the Spektor forensic intelligence package to deal with cybercrime.
- Part 2 of the Hidden Harm campaign was launched focussing on online child abuse, which incorporated National Child Sexual Exploitation Awareness Day. The campaign included two videos, produced in-house, providing guidance on how to set up parental controls on the Xbox and PS4.
- The second phase of the Cyber Crime campaign #ProtectYourWorld, launched in February 2018, aimed at young people and their parents or carers to keep them safe online. This included support from a range of partners including numerous councils,

Oxfordshire Army Cadets, Berkshire Community Foundation, South East Regional Organised Crime Unit (SEROCU), Clearly Speaking (a support service for those with Autistic Spectrum disorders and other associated difficulties) and Safe! (Support for young people affected by crime). An online live Q&A delivered as part of the campaign, in partnership with the NSPCC, resulted in over 12,000 views.

OPCC initiatives & progress:

2020/21:

- The programme of works under the Home Office Early Intervention Youth Fund was completed between end March and end June across the Thames Valley with all submissions on time and complete and all funding spent. A full evaluation report was also delivered to the Home Office including lessons to be learned about commissioning and managing projects that work with young people at risk of criminal involvement and also how to best utilise the strength of existing partnership networks for the sake of young people and high quality prevention work
- Testament to the success of the programme, a number of the individual local projects have found alternative funding or mainstreamed it and the benefits are continuing in every part of the Thames Valley.
- In some areas, notably West Berkshire, identification of funding will enable the benefits to span all schools in that borough whereas the funding in other areas is for priority schools (based on information about exclusion rates).
- Much of the youth related service provision grant funded by the PCC has successfully adapted to the impact of Covid with many moving to digital meetings. This has, in some areas, actually increased engagement. Additionally there have been reports that some young people who were difficult to engage and who did not value the face-to-face youth work are (now that it is not available) demonstrating far more compliance and positive behaviours than before the first lockdown.
- Every Community Safety Partnership (CSP) across the force has prevention support for young people as part of their core work and the conversations have shifted from always funding tertiary work towards investing better in (often non-statutory) high impact prevention work. Examples include:
 - Missing and exploitation panels
 - Youth Drug Diversion schemes
 - Earlier Mental Health support
 - Expansion of work into primary schools (where previous was secondary only)
 - Shift for Youth Offending Teams into preventative work (mentoring, youth workers co-located in schools)
 - Utilising local football clubs - ensuring youth spaces feel safe to young people
 - Parenting programmes
 - Interactive sessions in schools where pupils from primary through to secondary use digital storyboards to understand choices and consequences

2019/20:

- The OPCC continues to deliver and evaluate the projects funded under the EIYF. Three tiers of work are being supported including
 - Tier 1 - schools awareness via a theatre production which has now been delivered in most schools and will end in March 2020.
 - Tier 2 – detached youth work and alternative education provision involving access to employment and mental health support.
 - Tier 3 – Targeted support for those already excluded and/or already in contact with the CJS.

- The Violence Reduction Unit (VRU) Funding received in November 2020 supports a linked body of projects focussing on both adults and young people at risk of or involved in violent crime or exploitation. The decision in Thames Valley to extend this programme to support exploitation has been widely endorsed and complements a parallel TVP programme of work funded at LPA level under police 'surge' funding. For further information on the VRU funded projects, see up-date under 'Vulnerability' progress report.

2018/19:

- The PCC provided over £213,000 of funding to organisations across the Thames Valley to raise awareness and provide training on cybercrime. This included £50,000 to develop a play to be delivered to primary school students. The cybercrime play has already been shown to 3,000 students aged 9 - 11 years old across 60 schools in Oxfordshire (Qtr. 1) and toured Buckinghamshire in September and October and Berkshire in November and December.
- Early Intervention Youth Fund (EIYF) – the OPCC collaborated with all 18 local authorities and 14 community safety partnerships (CSPs) across the Thames Valley and successfully bid for Home Office grant funding of £822,000 which was awarded in November 2018. This collaboration is facilitating the following initiatives:
 - **OPCC** is funding a Business Change Project Manager and a Partnership Analyst to support the local delivery of this work.
 - **Oxfordshire** has adopted a common Child Exploitation framework, which is being adopted in other areas.
 - **Slough** CSP have shared their existing work around gang violence and enabling better choices in YP.
 - **Bracknell** CSP is investing time in data analysis around violence to improve understanding and ask better questions.
 - **Buckinghamshire** has pulled together a county-wide thematic group led by the YOS to improve the partnership approach.
 - **Milton Keynes** has paid for knife crime theatre performances in secondary schools.

2017/18:

- The OPCC has recruited a Communications Support Officer (Jan 2018) whose role includes development of fraud awareness initiatives with elderly and other vulnerable groups via partner engagement and roll out of the PCC's 'Safe Locations' strategy.
- The PCC's 10% top-slice of Community Safety Funding (CSF) was used to support targeted priorities - £100,000 was allocated to Cybercrime initiatives.
- In collaboration with TVP Economic Crime Unit, PCC agreed funding for one-year pilot under Operation Signature (mentioned above under TVP activity) to support Thames Valley victims of fraud, identify more vulnerable individuals requiring on-going police support, and provide advice and signposting to support.

2. Increased focus by all agencies on preventing and tackling 'peer on peer' abuse

TVP Delivery Plan actions & progress:

- Milton Keynes and Buckinghamshire ran a summer programme (2018) around gang and criminal exploitation, run by Act2Improv (ATI). The programme was intended as a preventative diversion from gang membership or exploitation, with the success monitored through quantitative measures of re-offending.
- Youths at risk of crime, committing crime or being vulnerable, took part in 'Music & Motivation', a project offering education, interaction through music and opportunities to pursue their own interests with support and mentors (landscaping, graphic design etc.). The diversion was a success, achieved community support and funding, while demonstrably reducing the youths' involvement in police incidents. A mentoring scheme in Cherwell has also seen successes.

2017/18:

- Developed operational guidance and bespoke intelligence collection plans to tackle Honour-Based Abuse (HBA), Forced Marriage (FM), coercive control and stalking as well as working to increase partnership data contributions.
- Hosted a Peer Learning Event on Child Sexual Exploitation (CSE), sharing learning with 16 police forces across England and Wales.
- Undertook a review of the operational guidance for key areas of safeguarding and completed the Child Sexual Exploitation guidance.
- Oxfordshire CSP invested £40,000 in a Violence Against Women and Girls (VAWG) Co-ordinator post.
- Launched the 18 month 'Hidden Harm' campaign (Oct 2017).
- Launched operational guidance for those responding to cases of adults at risk and are currently working on 'mate crime', which will help uncover and look at issues involved in elder abuse.
- Slough LPA has adopted the Home Office 'Violence Against Women and Girls' (VAWG) strategy, which was commended at the South East Regional Home Office (VAWG) conference
- Cherwell & West Oxfordshire LPA launched the 'Safeguarding Children in Banbury' project in collaboration with local schools.
- The PCC agreed to fund a 'Healthy Relationships Programme', which will educate children about the importance of healthy relationships. The programme is being developed in both primary and secondary schools.
- Slough LPA is supporting the development of the Innovation Hub within the Slough Children's Services Trust, which aims to provide better support to children and families on the edge of care and provide earlier intervention. To support this, TVP has seconded a police officer to work within the Hub (located within Council premises).

- TVP published guidance for its officers on 'Child Safeguarding – Initial Actions'

OPCC initiatives & progress:

2019/20:

- Delivery of domestic abuse campaign on coercive control. 'Know this isn't Love' poster campaign and the subsequent video 'Don't disappear' highlighting warning signs of relationship abuse was launched and shared with partners across the Thames Valley

2018/19:

- Over £3m of community safety funding provided by the PCC to local authorities across the Thames Valley to tackle local priorities, including peer on peer abuse where relevant to the local area. This included an initiative whereby the OPCC commissioned SAFE! to provide a Young Victims Service across Thames Valley, which includes supporting victims of 'peer on peer' abuse.

2017/18:

- The OPCC is developing a domestic abuse campaign to increase opportunities for early intervention and prevention, e.g. Camden Council's 'coercive control' campaign will be utilised by the OPCC in May/June 2018 including, as an off-shoot of this campaign, promotion of 'Clare's Law' in March 2018.

OPCC Community Safety Fund Initiatives:

- Oxfordshire CSP invested £9,446 expanding their 'Safe Places Scheme'; places in the community where the vulnerable can seek advice and support with crime and safety concerns. Identified 33 new Safe Places in Wallingford and 17 in Didcot.
- Slough CSP invested £74,500 on a comprehensive 'Healthy Relationship' campaign throughout all schools in the area.

OPCC's Victims' Services initiatives:

- The Young Victims Service ('SAFE') facilitated a group with recently arrived young migrant men at City of Oxford College. Weekly group meetings focus on discussion around healthy relationships and sex, managing risk, protective behaviours and positive activities.

OPCC Specialist Counselling Service

- Qtr 1 activity focussed on promoting counsellor application process, receiving and processing applications, recruiting and induction for counsellors. 70 Approved Counsellors receiving Induction.
 - Total counselling capacity – 218 hours per week
 - Currently uneven spread across Thames Valley.
 - Focused town/county recruitment via Facebook and direct emailing via Counselling Directory.
- Qtr 2 activity focussed on identifying (restricted) referral routes and raising awareness of the service through those routes. Restricted routes necessary to ensure that supply can meet demand. Range of referral routes:
 - TVP (Child Abuse Investigation Units, Domestic Abuse Investigation Units, School Liaison Officers, Family Liaison Officers, Specially Trained Officers)
 - PCC Commissioned Victims Services Providers
 - Non-PCC providers of Victims Services (e.g. Rape Crisis Centres)
 - Probation Victim Liaison Units
 - Commenced accepting referrals in September 2017.

3. A coordinated strategy between police, health and local authorities to tackle Female Genital Mutilation (FGM) in Thames Valley, leading to improved reporting of FGM and evidenced approaches on prevention

TVP Delivery Plan actions & progress:

2019/20:

- In Q1, the Force improved on the Early Interventions strand of the plan – including actions such as ‘train the trainer’ scheme for Female Genital Mutilation (as well as domestic abuse victims through the Prosecution Working Group meetings). For this, outside partners have come in to train dedicated points of contact in the crime investigation units, who then trained their peers.

2018/19:

- Following a “train the trainer” scheme, each Child Abuse Investigation Unit now has a Single Point of Contact on FGM who has received training from Oxford Against Cutting and the Rose Centre and shares this knowledge with peers in the LPAs and PVP to improve understanding and police response.

2017/18:

- Launched the 18 month ‘Hidden Harm’ campaign (Oct 2017).
- Undertook a review of the operational guidance for key areas of safeguarding, and completed the Child Sexual Exploitation guidance, which now includes guidance regarding Female Genital Mutilation (FGM).
- An ‘East Berkshire Against Violence’ conference was held for over 150 practitioners in Slough (Nov 2017) with speakers covering areas such as forced marriage, domestic abuse and FGM.

OPCC initiatives & progress:

2020/21:

- Published the final report from the Violence Against Women and Girls Transformation fund project to improve the multi-agency response to VAWG in BAMER communities. The BAMER (now BAED, Black And Ethnically Diverse) Partnership Board is continuing with an action plan to address recommendations from the project evaluation.

2019/20:

- Projects funded to support education and community awareness and support regarding FGM ended in 2018-19. The FGM Board supporting those programmes also ended due to lack of attendance, but work strands and awareness raising continue under the OPCC chaired BAMER Board which supports the VAWG Transformation funding project to better engage with BAMER Communities to address FGM, forced marriage, DA and SA. The VAWG funding ends in April 2020, however, the OPCC intends to submit a further bid under the MoJ grant for 2 x BAMER ISVAs.

2018/19:

- The PCC provided nearly £120,000 funding to seven organisations across the Thames Valley to deliver this key aim. Funded initiatives include:

- Oxford Against Cutting received funding to deliver a two year programme. It has prioritised its training to schools based on the highest number of girls from communities which may be affected by FGM. To date over 500 teachers and Year 2 pupils have attended training sessions with the aim of increasing awareness and understanding of FGM.
- The Rose Centre in Reading was provided funding to hold workshops with women and girls impacted by FGM and to host a men's group. 64 men have attended the group to date, discussing the role of men in stopping FGM.
- An Advice Hub is being developed, as part of the Rose Centre in Reading, where professionals can access advice online or by phone
- Slough Refugee Support was provided funding to deliver midwife and client sessions headed up by a Somali speaking midwife with course materials available in the Somali language. These sessions aim to raise awareness of FGM amongst attendees and recognise the fact that it is practised in the UK as well as their home country.

2017/18:

- The PCC's 10% top-slice of Community Safety Funding (CSF) was used to support targeted priorities - £100,000 was allocated to support local projects / organisations providing services that will improve reporting and prevention of Female Genital Mutilation (FGM).
- Following two successful government funding applications (£400k) to the 'Violence Against Women and Girls' (VAWG) Transformation Fund (via The Department for Communities and Local Government and The Home Office), the Thames Valley 'Black, Asian, Minority Ethnic and Refugee' (BAMER) Project Board was established to support the assessment, improvement and better coordination of the multi-agency response to VAWG in BAMER communities across the region.
- The BAMER Board established, with a strategic post recruited by Oxfordshire CC and BAMER outreach posts recruited by TVP LPAs.

4. Improved reporting and understanding of the prevalence and nature of Hate Crime across Thames Valley

TVP Delivery Plan actions & progress:

2020/21:

- Latest published Hate Crime figures for the period April – August 2020 are presented below.

TVP Performance Measures 2020/21 (period: 1 April 2020 – 31 August 2020)

| Measure | Comparison (Aug 2019) | Aug 2020 |
|--|----------------------------------|---------------------|
| Increase in confidence of victims to report Hate Crime and Incidents: | | |
| Level of Racist crime | 1,226 | 1,708 |
| Level of Faith related crime | 87 | 82 |

| | | |
|--|-----|------------|
| Level of Homophobic crime | 183 | 213 |
| Level of Transphobic crime | 38 | 46 |
| Level of Disability related crime | 141 | 157 |
| | | |
| Level of Racist incidents | 383 | 280 |
| Level of Faith related incidents | 31 | 9 |
| Level of Homophobic incidents | 78 | 45 |
| Level of Transphobic incidents | 26 | 15 |
| Level of Disability related incidents | 96 | 71 |

2018/19:

- A joint TVP / CPS hate crime prosecution working group was established, with a focus on file quality to maximise successful prosecutions.
- Phase 4 of the Hidden Harm campaign completed, concluding the campaign as a whole. With a focus on Hate Crime, Phase 4 reached more than 835,000 people on social media, and was supported by campaigners such as the National Black Police Association and the disability charity United Response. 44 community events were held by neighbourhood teams, and activities were further supported by schools, local authorities and other emergency service partners.

2017/18:

- Developed assurance mechanisms, both on LPAs and centrally, to increase recognition, recording and response to hate crime, providing support to LPA Hate Crime 'Single Points of Contact' (SPOCs). The Force also delivered Hate Crime e-learning and developing classroom-based training in support of this, which is now being rolled out across the Force.
- Force held a 'Hate Crime Week' (Oct 2017), during which Force and LPA activities had a focus on engagement, confidence building and increasing reporting.
- Developed and published operational guidance to support officers' management of hate incidents.
- Each LPA has its own 'Hate Crime Action Plan' which is monitored at Hate Crime Operational Review Meetings to ensure a consistent approach.
- TVP developed engagement, publicity and reassurance with the Muslim community re the hate crime "Punish a Muslim" day offences.
- "Dealing with Hate Crime" training has been delivered both on-line and in the classroom.

OPCC initiatives & progress:

2019/20:

- The rollout of Victims First Connect supports 3rd Party Hate crime reporting.

2018/19:

- A third-party reporting mechanism has been created within the Victims First service which allows victims or witnesses who aren't comfortable reporting directly to the police to report to Victims First instead.

- A campaign to raise awareness of hate crime and encourage those who are a victim or a witness to report it has been developed and continues to be promoted.
- The OPCC is currently developing the Victims First Connect service which consists of information points in the community with the aim that a number of these will also be third party reporting sites for hate crime.

2017/18:

- The PCC took over the Hate Crime 3rd party reporting Helpline, website and App in April 2017.
- The OPCC developed a 'Let's Hate Hate' campaign and a programme of activities to help improve hate crime awareness and reporting. The campaign was publicised and promoted digitally and offline, and marketing material has been sent to TVP LPAs, parish councils and local community groups to raise awareness.

5. Police and partners address road safety concerns, especially amongst vulnerable groups such as younger people, cyclists and pedestrians

TVP Delivery Plan actions & progress:

2020/21:

- The first quarter (April – June 2020) performance has shown a 9.6% reduction in collisions when compared to the same period in 2019.

2018/19:

- The #SlowDown social media campaign aimed at highlighting the risks of driving at illegal / inappropriate speeds was delivered, with over 28,000 views.
- Corporate Communications ran a "Be bright, be seen" social media campaign about the need for reflective clothing to improve safety on the roads, which was seen by 12,143 people online.
- Corporate Communications delivered social media activity as part of Motorcycle Safety Week, which was seen by around 16,000 people online.
- As part of the drink and drug driving summer operation, a video 'Karen's Story' was produced featuring a bereaved mother whose daughter was killed in a drink drive collision caused by a family friend. The short video sits on YouTube. Social media channels were used to promote this anti-drink and drug drive message and media were invited to speak to the mother, Karen.
- 'Safe Drive Stay Alive' is a theatre education project exploring the circumstances and consequences of a road traffic collision. Aimed at 16 to 18 year olds, the campaign reaches new and pre-drivers, influencing behaviour and attitude on the roads. Produced by a road safety partnership including Thames Valley and Hampshire Police, local councils and emergency services, around 15,000 young people attended the performances during November 2018.
- The annual Roads Policing Christmas drink and drug driving awareness campaign was run in collaboration with Hampshire Constabulary, and the video materials had a total of 91k views.

- Operation Tutelage was developed by the Joint Operations Unit of Thames Valley Police and Hampshire Constabulary to tackle uninsured drivers. It was launched in November 2018 and has been adopted as a national initiative.

2017/18:

- TVP worked with 'Brake' (a road safety charity) to deliver the 'Speed Down Saves Lives' road safety week (Nov 2017) to reduce the number of road accidents.
- Operation Holly was delivered to reduce the opportunity for motorists to drive whilst impaired by either drugs or alcohol and thereby prevent road casualties.
- Bracknell & Wokingham LPA, working in partnership with a local parish council which has provided speed detection equipment, enables the results to be forwarded for targeted enforcement.
- Online road traffic collision reporting is now live on the TVP website, to allow the public to report accidents online.

6. Improved use of technology by police, in order to prevent crime and support earlier intervention with known offenders

TVP Delivery Plan actions & progress:

2020/21:

- Force-wide business rules for Priority Crime Teams and the investigative restructure was launched in April. This represents a significant change in the local ability to focus on dwelling burglary, both in terms of reduction and detection.
- COVID has significantly curtailed TVP's ability to physically work with partners, especially those in the charity and education sectors. However, stronger links were developed with the Metropolitan Police Service Op Orochi Command, and stood up a dedicated team of police officers and police staff to better identify, disrupt and bring to justice county drugs line. During the 'lockdown' period the force used existing and emerging technology to support mapping of COVID related breaches and criminality.
- The COVID pandemic has accelerated the deployment of mobile devices and technology across the force, to support new ways of working.

2018/19:

- The LPA-led multi-agency tasking and co-ordination (MATAC) process is being implemented in Oxfordshire and then across the force, focusing on a greater sharing of information between police and partners to target those causing the most harm.
- Protecting Vulnerable People have updated Niche with registered sex offender details so they are visible to neighbourhood police teams. Tasked visits will be undertaken by neighbourhood teams to specific offenders who are displaying chaotic behaviours, using local knowledge to monitor potential offenders and maximise local intelligence. Although the numbers involved are small, initial feedback is positive.
- The upgrade to TVP's crime recording system (Niche) was implemented in February 2019. This update aligns TVP with other regional forces.

2017/18:

- Digital Media Investigators (DMIs) are being used by Force CID and Hi-TEC Crime, and ACESO (phone downloads) are used in almost all investigations within Force CID.
- The Digital Transformation Portfolio is in a discovery stage where all relevant proposals are being reviewed for scope, budget and fit within the programmes.
- ICT has continued to expand its rollout of smartphones beyond the initial 7,000 across both Hampshire and Thames Valley and new laptops and Body Worn Video (BWV) cameras have also been deployed, in line with the 'Smarter Ways of Working' (SWoW) strategy.
- ICT is working to deliver a central 'cloud-based' storage solution for BWV footage which will enable the uploading and viewing of BWV footage from any TVP enabled workstation and also provide an enable to share footage with partners, including CPS and Courts.
- TVP is developing a collaborative approach to Automatic Number Plate Recognition (ANPR) with Hampshire Constabulary.
- Integrated Offender Management (IOM) and the Violent Sex Offenders Register now managed under one Detective Chief Inspector, to provide clarity and additional resources to support Multi-Agency Public Protection Arrangements (MAPPA) (responsible authorities).
- Post July 2017, 98% of Crime Scene Investigators have forensic mobile device examination capability.
- More Crime Scene Investigators (CSIs) are being trained in the 'Spektor' forensic intelligence package to deal with cybercrime.
- The Force's Home Office-sponsored research project into 'Predictive Harm Analysis' continued into Year 2 (2017/18) with initial testing yielding positive outcomes. Engagement with LPAs on the use of predictive analytics is ongoing. A bid has been made by the Force for £80,000 to fund staff to take the project forward post-March 2018.
- Bracknell & Wokingham LPA has worked with their local communities to map home CCTV systems to gather evidence. This initiative has already led to a successful prosecution.
- The CCTV strategy working group has met, and is benchmarking hub solutions with other forces; gathering evidence based around existing demand, crime prevention and resolution statistics to develop an effective CCTV strategy.
- ICT Services now being designed in a way that allows sharing across regional forces, using cloud technologies. This enables shared solutions and best practice, and reduces the cost burden on TVP.

Anthony Stansfeld

Police and Crime Commissioner for Thames Valley

20 November 2020

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Professional & Ethical Standards Panel



ANNUAL ASSURANCE REPORT 2019

Introduction and Background

1. The Police and Crime Commissioner for Thames Valley (PCC) is responsible for securing the maintenance of an efficient and effective police force. The Chief Constable of Thames Valley Police (TVP) is responsible for maintaining the Queen's peace and has direction and control over TVP officers and staff.
2. The PCC, on behalf of the public, is responsible for holding the Chief Constable to account for the exercise of his functions, including those of persons under his direction and control, and for the overall performance of the Force. However, in law, the PCC must not fetter the operational independence of the Force or the Chief Constable who leads it.
3. Under the Police Reform Act 2002, the Chief Constable is the 'Appropriate Authority' responsible for dealing with complaints and misconduct matters raised against TVP police officers and staff below the rank of Chief Constable and/or complaints about the quality of service members of the public have received from the Force. In practice, the Chief Constable delegates this statutory responsibility to his Professional Standards Department (PSD).
4. One of the PCC's 'holding to account' duties is to monitor the adequacy and effectiveness of the Force's handling of all complaints made against police officers, staff and the quality of service provided by the Force. The Chief Constable, therefore, has a duty to ensure adequate and effective systems and procedures are in place for managing and monitoring complaints against the Force, and for ensuring the PCC is kept informed of matters relating to the handling of complaints against TVP in such a way as to enable the PCC to discharge his statutory 'holding to account' obligations in relation to complaints made against the Force.
5. To help discharge their respective responsibilities, in April 2014 the PCC and Chief Constable jointly established the 'Complaints, Integrity and Ethics Panel'. As of December 2019, the Panel comprised of 8 independent members of the public who were originally appointed following an open recruitment and selection process. However, as of January 2020, the Panel had 7 members with 1 due to resign in April 2020.
6. As well as ensuring the Chief Constable and PCC are dealing with complaints appropriately, other functions of the Panel include monitoring the proportionality

and consistency of decision making by the Force as well as constructively challenging the way that the Chief Constable and the PCC handle professional and ethical standards issues. Full details can be found in the Terms of Reference which are attached.

7. In the April 2019 meeting the Panel welcomed the new Head of PSD Colin Paine.
8. Panel Chair and Deputy Chair elections took place in the June 2019 meeting, with Mark Harris nominated and agreed to continue as Chair by the Panel and Olga Senior nominated and agreed to continue as Deputy Chair.
9. In the August 2019 meeting, the Deputy PCC proposed that the Panel's Terms of Reference (TOR) should be updated and that the Panel be renamed as the 'Professional and Ethical Standards Panel'. After discussion and questions from the Panel, the new TOR were agreed (attached at Appendix A) and the new name was adopted.
10. In the February 2019, meeting the Panel congratulated John Campbell on his promotion to Chief Constable at what would be his last PESP meeting. The next meeting (and all future meetings) were to be attended by the new Deputy Chief Constable, Jason Hogg.

Purpose of Report

11. The purpose of this Annual Assurance Report is to provide the PCC and Chief Constable with an assurance, as appropriate, as to the adequacy and effectiveness of the Force's arrangements for handling and dealing with complaints made against the Force. This report brings to the attention of the Chief Constable and the PCC whether the Panel has any collective views, concerns or recommendations, based on its assessment of the type and volume of complaints made against the Force. The report also details how they were dealt with, concerning issues relating to policing integrity, ethics and professional standards.

Panel Findings – Complaints Handling

12. The Panel may receive, upon request, a random selection of closed complaint files based on a theme agreed by members. Files are randomly selected from those held by the PSD. The case files are made available before meetings for the Panel to scrutinise in readiness to feed back comments at the Panel meeting and to address issues arising. Panel members also attend confidential PSD Tasking meetings where live cases are discussed.
13. During the period December 2018 to December 2019, Force-wide themes and cases reviewed at the Panel meetings were as follows:

- Ethics of undercover policing and Covert Human Intelligence Sources (CHIS)
- Backlog of vetting records
- Ethical dilemmas and decisions facing TVP staff

14. The random testing of some complaints revealed queries that required further information to be provided by PSD. This served to provide assurance to members as to the appropriateness of the outcome for those complaints and/or to facilitate informed consideration by members as to whether some operational practices giving rise to a complaint may benefit from formal policy review by the Force.

15. Nevertheless, the Panel's scrutiny of complaint cases has revealed no serious procedural failures. We are satisfied that, overall, the procedures themselves (as pertinent to the categories of complaints reviewed) comply with the requirements of the national police complaints system and appear fit for purpose, and the management of complaints handling overall by PSD is considered by members to be of a high standard.

Panel Findings - PSD Complaints & Misconduct Performance Reporting and Monitoring System

16. At each meeting, the Panel received a copy of the PSD performance monitoring report presenting data covering complaints and misconduct matters. The data is divided into two sections, namely 'Complaint Information' and 'Conduct Information'. Previously the Panel changed the frequency of data presented to make it more pertinent.

17. Matters of concern and issues raised or noted by members during the year included:

- The ethics of undercover policing and the risks involved.
- The handling of complainants with learning disabilities.
- The arrest in Milton Keynes of YouTube Prankster Mr Ally Law.
- Vetting issues in relation to TVP staff not yet being cleared.
- TVP ICT systems and the need for them to 'talk to each other'.
- The increase in admin on the OPCC due to the new complaint reforms being implemented.
- Concerns with using Artificial Intelligence during calls to the Contact Management Centre (CMC) from members of the public.
- Black and Minority Ethnic (BME) representation within the Force.
- Poor victim contact.
- Ethical dilemmas.
- Abuse of authority in relation to officer relationships with victims of crime.
- High number of complaints against Roads Policing.

All of these concerns and issues were satisfactorily considered and explained either at the relevant meetings or 'action items' were tabled to address the concerns at future meetings.

18. The Panel decided that they would like a programme as far ahead as possible for scheduled Local Police Area (LPA) visits so that they may accompany PSD. In March 2019 a member of the Panel visited Milton Keynes as the LPA had a higher level of complaints.

19. The Panel have been updated on the Operating Model and the on-demand access to complaints information and no issues were raised with these.

Panel Findings – policies and practices concerning professional standards, integrity and ethics issues

20. During the year the Panel received presentations, reports and 'question and answer' sessions that have provided the opportunity for members to reflect on professional standards, integrity and ethical issues and how well they are reflected in operational policing policies and practices.

21. Presentations received covered the following topics:

- Vetting Procedures/Backlog.
- Early Intervention Scheme.
- Crime Prediction Software.
- Investigative Algorithms.
- 'Drugs Plugging' in Custody.
- CHIS.
- Police Complaints Reforms.
- Crime Data Integrity.
- Visit to Abingdon CMC with a presentation on the Control Room and CMC. (The Panel have now requested a visit to Kidlington CMC).

22. The Panel have offered independent observations and advice which has been positively received by the Force as 'constructive challenge' and acted upon as necessary and appropriate. They were also asked by the Head of PSD to deliberate on decisions taken by him that particular officers' actions were misconduct and not gross misconduct.

Other Panel Business – General

23. The Panel's new Terms of Reference are attached at Appendix A.

24. In January 2020 1 Panel member tendered his resignation for his last meeting to be April 2020. Another also resigned in January 2020 with immediate effect. It has

been decided however that no new Panel members will be recruited until the next PCC is in post.

25. Members requested and adopted a new procedure for personal 'self-reporting of potential conflicts of interest' which was implemented in February 2019.

Conclusions

26. The Panel's purpose is to monitor and, where necessary, challenge the way complaints against TVP police officers and staff are handled by the Force, and how the adequacy and effectiveness of these arrangements and outcomes are overseen by the Chief Constable and PCC. In addition, the work of the Panel includes the review and challenge of associated ethics and professional standards issues.

27. Constructive challenges over the past twelve months on a wide range of topics have given the Panel a greater insight to the types of complaints and conduct issues faced by the Force and how they are handled.

28. In receiving this insight, however, the Panel continues to appreciate the various external challenges faced by the Force, and the instrumental role played by the PSD. The role of PSD entails investigating complaints in a consistent, transparent and fair manner and identifying police officers and staff who do not reflect the values, ethics and professional standards expected by Thames Valley Police and the communities it serves. The Panel also recognised the importance of 'best practice' and the way PSD seeks this out and implements it across the Force.

29. Nevertheless, the Panel feel that the positive relationship and degree of trust that has developed with the Chief Constable, the PCC and senior staff has enabled the members to contribute constructively and objectively to the ongoing monitoring of the adequacy and effectiveness of the arrangements for handling complaints and the testing of operational policies and practices, from an external, independent, professional standard, integrity and ethics viewpoint.

Assurance Statement

30. In summary, based on the information and knowledge that the Panel have gathered collectively or know about individually, the Panel can provide an assurance to the PCC and Chief Constable that the complaints handling and management arrangements in place within Thames Valley Police are operating efficiently and effectively.

Professional & Ethical Standards Panel

30 March 2020

Panel members:

Mark Harris (Chairman)

Olga Senior (Deputy Chairman)

John Barlow

Dr Hazel Dawe

Ian Jones

Dr Hannah Maslen (now resigned)

Verity Murrice

Andrew Pinkard (due to resign in April 2020)

PROFESSIONAL & ETHICAL STANDARDS PANEL

TERMS OF REFERENCE

Purpose

Policing in this country is by consent of the public. Police integrity is critical if the public are to trust the police to use their powers wisely and fairly.

The Professional & Ethical Standards Panel (the Panel) has been jointly commissioned by the Chief Constable and the Police and Crime Commissioner (PCC). The purpose of the panel is to provide a transparent forum that encourages constructive challenge over the way complaints against police officers and staff and professional and ethical standards issues are handled by Thames Valley Police and overseen by the Chief Constable and the PCC.

This will help to ensure that Thames Valley Police has clear ethical standards and achieves the highest levels of integrity and service delivery.

Terms of Reference

1. To regularly review a selection of complaints files so that the panel can satisfy itself that the Force's working policies and procedures for handling and resolving complaints made against police officers and staff comply with current legislation, regulation and statutory guidance.
2. To use performance data regarding complaints to ensure that the force has an effective complaints reporting and monitoring system in place and is identifying and learning from any recurring patterns or themes.
3. To review the progress of live complaint cases or misconduct investigations, including appeals, which cause or are likely to cause particular community concern.
4. In undertaking terms (1) to (3), to continually monitor the proportionality and consistency of decision making, and raise any concern with respect to the occurrence of, or potential for, apparent bias or discrimination against minority groups as appropriate.
5. To review areas relating to professional and ethical standards and to make appropriate recommendations.
6. To consider specific matters referred to the Panel by either the Chief Constable, the PCC or Panel Members and to make recommendations.

7. To report, on an annual basis, the summary findings, conclusions and recommendations of the panel to the Chief Constable and the PCC.
8. To consider within one month any allegation of misconduct or proposal for dismissal made against the Chief Executive and/or the Chief Finance Officer of the office of the PCC, and recommend to the PCC whether it should be further investigated or progressed.
9. At all times, to maintain confidentiality with respect to the matters and information to which the panel have access.

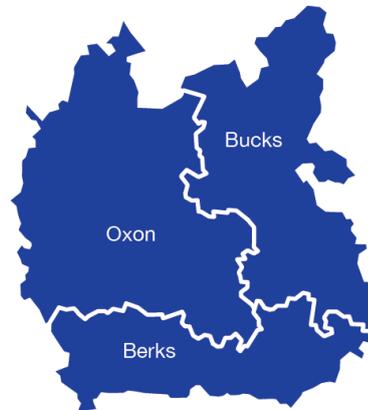
August 2019

Report to the Thames Valley Police & Crime Panel

Title: Report of the Thames Valley
Police & Crime Panel
Complaints Sub-Committee

Date: 20 November 2020

Author: Khalid Ahmed, Scrutiny
Officer, Thames Valley Police
& Crime Panel



Background

1. As set out in the Police Reform and Social Responsibility (PRSR) Act 2011, and further explained in the Policing Protocol Order 2011, Police and Crime Panels (PCPs) perform a scrutiny function for PCCs, providing challenge and support, and acting as a critical friend. PCPs are currently responsible for handling non-serious complaints made about a PCC and a Deputy PCC and resolving these through the process for “informal resolution”, as set out in the PRSR Act 2011 and the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012.
2. A Sub-Committee of the Panel discharges this duty on its behalf. The Chairman of the Sub-Committee is currently Councillor Bill Bendyshe-Brown.
3. It was agreed that the Sub-Committee should submit its report to the Panel on a quarterly basis, when complaints had been considered.
4. It should be noted that the proceedings of meetings where complaints are heard are confidential.

Complaints Received

5. Two complaints made against the Police and Crime Commissioner were considered at a Special meeting of the PCP held on 4 September 2020.
6. One of the complaints, after consideration of submissions from the complainant and from the PCC, the Panel agreed to partially uphold the complaint against the PCC. The PCC was also to be informed that if there was another occurrence of him becoming involved in issues outside his remit as PCC for Thames Valley, he would be invited before the PCP to explain his actions.
7. In relation to the second complaint, the Sub-Committee found that there was no firm evidence to substantiate the allegations made by the complainant. The Sub-Committee after considering the written submissions provided by the complainant and the PCC

decided that this complaint made against the Police and Crime Commissioner, did not have any merit.

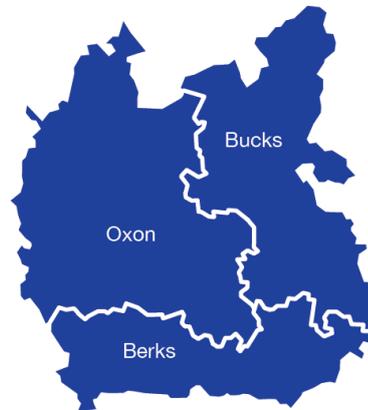
8. A Complaints Sub-Committee took place on 23 September 2020. There were two complaints made against the Police and Crime Commissioner and two complaints made against the Deputy Police and Crime Commissioner. For all four complaints, consideration was given to written representations from both parties. It was agreed that all four complaints did not have any merit.

Recommendation

It is recommended that the Thames Valley Police & Crime Panel note the report of the Complaints Sub-Committee

Report to the Thames Valley Police & Crime Panel

Title: Topical Issues
Date: 20 November 2020
Author: Khalid Ahmed, Scrutiny
Officer, Thames Valley Police
& Crime Panel



NPCC and College of Policing pledge to improve officer and staff safety following largest ever survey of police workforce

<https://news.npcc.police.uk/releases/npcc-and-college-of-policing-pledge-to-improve-officer-and-staff-safety-following-largest-ever-survey-of-police-workforce>

Rural Crime during the Pandemic

<https://www.fwi.co.uk/news/crime/poll-has-rural-crime-worsened-during-the-pandemic>

Almost three-quarters of people living in the countryside (74%) think rural crime is on the increase, according to a poll carried out by the Countryside Alliance (CA).

More than 8,000 people who live or work in the countryside were surveyed about the effects of crime and the policing of rural communities.

Police to tackle rural crime in Oxfordshire as problems rise in lockdown

<https://www.oxfordmail.co.uk/news/18857824.police-tackle-rural-crime-oxfordshire-problems-rise-lockdown/>

Landowners and farmers saw a rise in rural crime since lockdown and Thames Valley Police have been asked to continue to tackle these problems. The NFU and CLA have encouraged Thames Valley Police to continue working closely with farmers and landowners when tackling all forms of rural crime.

A meeting was held before the latest lockdown, on a farm in Great Missenden, Buckinghamshire on October 29. The meeting considered the force's approach to policing, focusing on results and examining ways that farmers and landowners can work in partnership with police.

Current problems include thefts from farms, especially GPS kits, trespass and hare coursing. Also discussed were livestock worrying, when dogs chase or attack sheep and cattle, and fly-tipping which escalated during the first lockdown earlier this year.

CLA south east regional director Michael Valenzia said: “We welcome the work of Thames Valley Police’s rural crime team; rural areas experience complex issues and we would encourage the force to resource them accordingly using PCSOs or police constables, as well as using ANPR and other technology to catch and deter criminals.

“Many farmers and landowners have seen a rise in issues since lockdown, especially around livestock worrying linked to increased access and a lack of knowledge of the countryside among a minority of visitors.

“The CLA has been actively promoting the Countryside Code and has called on the Education Secretary to reintroduce it onto the school curriculum. We ask that the police play their part and prioritise fighting rural crimes such as dog and equipment theft, fly-tipping, hare coursing and poaching across Buckinghamshire, Berkshire and Oxfordshire.”

Car Cruising – Police warn they are breaking the law

<https://www.miltonkeynes.co.uk/news/crime/police-warn-car-cruises-milton-keynes-they-are-breaking-law-3029651>

Prevent strategies and domestic abuse cases under lockdown are ‘being looked at’ by Buckinghamshire Council

<https://www.bucksfreepress.co.uk/news/18708210.prevent-strategies-domestic-abuse-cases-lockdown-being-looked-at-buckinghamshire-council/>

Online radicalisation, domestic violence, and the rate of burglaries in the county are just some of the criminal activities being monitored more closely by the council in light of lockdown.

Prevent strategies, victim safeguarding, and residential break-ins emerged as “key themes” of concern for councillors, according to findings published additionally to the Safer Buckinghamshire Plan 2020-23.

The plan’s main purpose is to uphold community safety through close assessment of criminal activity in Buckinghamshire and its causes, while also identifying “emerging trends and issues”. The Safer Buckinghamshire Plan 2020-23 five priorities:

- Community resilience – targeted support for communities with “greater levels” of crime and anti-social behaviour
- Protecting vulnerable adults and children – reducing exposure to and commitment of crime or exploitation
- Drugs, alcohol and poor mental health impact – reducing crime and harm linked to these factors
- Domestic abuse – early intervention and improving victim services
- Dealing with offending – preventing first time offending, bringing offenders to justice, and stopping re-offending

In the report itself, which surveyed 2,379 people, some of the top crime concerns in the county included burglary, fraud, scams and vehicle crime.

Victims First introduce live chat to support victims of crime across Berkshire

<https://www.readingchronicle.co.uk/news/18708118.victims-first-introduce-live-chat-support-victims-crime-across-berkshire/>

Victims First, which is managed by the Office of the Police and Crime Commissioner will introduce a Live Chat will be staffed by trained Victims First Officers during Victims First opening hours.

It offers free support to any victim or witness of crime in the Thames Valley regardless of the crime, when it took place or whether or not the crime has been reported to the police.

Thames Valley, Sussex and Surrey Police's software could be scrapped

<https://www.bbc.co.uk/news/uk-england-oxfordshire-54093816>

Software that three police forces, including Thames Valley Police hoped would make them more efficient could be scrapped before it is rolled out. Thames Valley, Sussex and Surrey Police said they have paid £3.3m in total to accountancy firm KPMG since 2016 for the new program, Equip.

The Thames Valley's Police and Crime Commissioner (PCC) said the forces' internal costs were "very considerable" and exceeded the total paid to KPMG. The three Forces' Chief Constables may recommend the project is ditched within weeks.

A joint implementation team working across the three forces has 47 staff.

The software would be used for financial management, human resources and recruitment and was meant to save the forces valuable time and money

The Thames Valley Police Authority's annual accounts for 2019-20 state the forces' total commitment to KPMG is £9.4m.

Banking and Serious Organised Crime - Thames Valley Police and Crime Commissioner

<https://www.dailymail.co.uk/debate/article-8749265/JOHN-HUMPHRYS-todays-bank-robbers-ones-suits-not-masks.html>

Over £970,000 awarded to help keep streets safe

The Police and Crime Commissioner (PCC) for Thames Valley has successfully bid for £970,000 to help make communities safer.

Anthony Stansfeld, Police and Crime Commissioner for the Thames Valley, said: "I am delighted my office has secured more than £970,000 funding across two bids for the Safer

Streets Fund. This funding will be used to tackle crime such as robbery, theft and burglary in hotspots in our area.

“We will ensure this funding goes straight to the frontline to support and help our communities. As part of our bids, we will be looking at many areas of improvement such as supporting landlords to make their properties more secure, installing better street lighting, CCTV and dedicated cycle storage in areas of concern.

“We will also be working with local communities to engage them with crime prevention through advice and education. I look forward to seeing positive outcomes for our communities as my office works with Thames Valley Police and other partners to utilise this funding.”

The Police and Crime Commissioner for Thames Valley has received £972,264 across two bids which initially focus on East Oxford and the Iffley Road area of the city. This work will feed into a bigger project which will evaluate crime reduction as a result of these bids and what investments can be made across the rest of Thames Valley.

Over £807,000 awarded to support victims of domestic abuse and sexual violence

The Ministry of Justice funding has been awarded to 26 organisations across the Thames Valley. Anthony Stansfeld said: “During lockdown, organisations across the Thames Valley have worked tirelessly to ensure they continue to support victims. Many have adapted the way they work and invested in technology to reach people remotely. Some have also lost income through their inability to raise funds.

“I am delighted to be able to award this funding to help them support victims during this time. As restrictions begin to ease, it is likely we will see a rise in the number of people seeking support from domestic abuse and sexual violence services and it is vital that this support remains available and accessible to those who need it.”

Organisations will spend the funding across a range of areas including utilising technology to enable remote working, PPE and cleaning supplies to help deliver face-to-face working as restrictions ease, as well as new programmes of support and staffing costs.

PCC on the latest police officer recruitment figures

The latest figures from the Home Office show that the Thames Valley is ahead of recruitment targets for 2020. Anthony Stansfeld said: “By the end of March 2021, we were due to have recruited an additional 183 police officers for the Thames Valley. However, by the end of June 2020 we have already exceeded this target by 36 officers (a total of 219 officers recruited). I am delighted to see these figures, and we continue to remain committed to the Government's police officer uplift programme.

“In recent months, we have seen the importance of the work of our officers. The new recruits will provide us with extra resilience for the future. We are keen to attract applicants to these roles from a range of backgrounds. This will not only bring different knowledge and expertise but help build stronger relationships with the public and our local communities.”

Youth Drug Diversion Scheme to be rolled out Force wide

The Office of the Police and Crime Commissioner, Thames Valley Police and partners are rolling out a drug diversion scheme for under 18's force wide as part of work being delivered by the Violence Reduction Unit.

The scheme aims to reduce the harm caused by the use of drugs and drug related offences. It gives those young people found in possession of small quantities of illegal drugs the opportunity to take part in a tailored diversion to address their drug use as an alternative to facing prosecution.

This specialised support aims to prevent the cycle of reoffending and long term demand upon police and judicial services.

If a young person has engaged with the scheme and is found to be in possession of a small quantity of drugs again, they will still have the opportunity to take part in the diversion - allowing for the reason for the possession to be explored and further support provided.

If a young person is found to be in possession of larger quantities of drugs, are suspected of supplying illegal substances, or does not engage in the diversion support offered, they will face arrest and prosecution.

The youth drug diversion scheme is being rolled out across all Thames Valley Local Policing Areas in co-ordination with the Youth Offending Teams following the success of two pilots. In November 2018, the force launched a pilot scheme in West Berkshire. Then, in January this year, a second pilot scheme was launched in Windsor and Maidenhead.

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Thames Valley Police & Crime Panel Work Programme 2020/21

| Date | Main Agenda Focus | Other agenda items |
|------------------|---|---|
| 19 June 2020 | Police and Crime Commissioner – Response to Covid 19 | <ul style="list-style-type: none"> • Public questions • PCP Annual Report • PCC Annual Report • Update on Single Point of Contact – Taxi Licensing • Chairman/ PCC Updates /Topical Issues • Work Programme |
| 4 September 2020 | Themed Item: Exploitation - Preventing CSE/Modern Slavery/Forced Marriage/Hidden Harm/ FGM and Honour Based Crime/ People Trafficking =ll | <ul style="list-style-type: none"> • Public questions • Updated Rules of Procedure to include Appointment of Buckinghamshire Council Co-Opted Members, appointment to Sub-Committees • Annual Assurance Report – Joint Independent Audit Committee • Update on Recruitment and Retention within Thames Valley Police • Performance Reports – Serious Organised Crime and Terrorism • Performance Report – Police Ethics and Reform • Report of Complaints Sub-Committee • Chairman/PCC Updates/Topical Issues • Work Programme |

| Date | Main Agenda Focus | Other agenda items |
|------------------------|---|---|
| 20 November 2020 | Themed item – Property/Assets – Looking at shared facilities between TVP and other “blue light” emergency services | <ul style="list-style-type: none"> • Performance – Prevention and Early intervention • Professional & Ethical Standards Panel Annual Assurance Report 2019 • Update on the work and structure of the Thames Valley Road Safety Working Group/Safer Road Strategy • Enterprise Resource Planning (ERP)/Equip Programme - Update • Report of Complaints Sub-Committee • Public questions • Chairman/PCC Updates/Topical issues • Work Programme |
| 29 January 2021 | PCC Draft Budget – To review and make recommendations on the proposed precept for 2020/21 and to receive a report from the Budget Task and Finish Group | <ul style="list-style-type: none"> • Public questions • Performance report – Vulnerability • Complaints Reforms – Update by Thames Valley Professional Standards Department (PSD) • Update on Violence Reduction Units • Chairman/PCC Updates /Topical Issues • Work Programme |

| Date | Main Agenda Focus | Other agenda items |
|---------------|--|--|
| 16 April 2021 | Themed Item – Exploitation - Modern Slavery/ Forced Marriage and Honour Based Crime. | <ul style="list-style-type: none"> • Police and Crime Commissioner – Successes and Failures during his term of office • Performance Reports - Reducing Re-offending, • Public questions • Chairman/PCC Updates /Topical Issues • Work Programme |

Future Items for Work Programme:

A Joint Protocol for the working relationship between the Thames Valley Police and Crime Commissioner and the Thames Valley Police and Crime Panel

The next Police and Crime Plan

Rural Crime

Community Safety Partnerships update

Dates for PCP Meetings for 2021/22

18 June 2021

3 September 2021

19 November 2021

28 January 2022

8 April 2022

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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