

Public Document Pack

Sussex Police and Crime Panel

Members are hereby requested to attend a virtual meeting of the Sussex Police and Crime Panel to be held at **10.30 am** on **Friday, 25 September 2020**.

Note: In accordance with regulations in response to the current public health emergency, this meeting will be held virtually with members in remote attendance. Public access is via webcasting.

The meeting will be available to watch live via the Internet at this address:

<http://www.eastsussex.public-i.tv/core/>

Tony Kershaw

Clerk to the Police and Crime Panel

17 September 2020

Agenda

Part I

- | | | |
|----------|----|---|
| 10.30 am | 1. | Declarations of Interest (Pages 5 - 6) |
| | | Declarations of interest should be made by members at the start of the meeting, but interests usually/previously declared are included in a table attached. |
| 10.35 am | 2. | Minutes of the Previous Meeting of the Panel (Pages 7 - 18) |
| | | To confirm the minutes of the previous meeting on 26 June 2020 (cream paper). |
| 10.45 am | 3. | Urgent Matters |
| | | Items not on the agenda which the Chairman of the meeting is of the opinion should be considered as a matter of urgency. |
| 10.50 am | 4. | Public and Panel Questions to the Sussex Police and Crime Commissioner (Pages 19 - 20) |
| | | The Panel is asked to raise any issues or queries concerning crime and policing in Sussex with the Commissioner. |
| | | There will be one question per member only and one supplementary question; further supplementary questions allowable only where time permits. The Chairman will seek to group together questions on the same topic. |
| | | Written questions may be submitted by members of the public up to two weeks in advance of a meeting. The Chairman of the Panel or the Commissioner will be invited to provide a response |

by noon of the day before the meeting. Questions, together with as many responses as possible, will be published on the Panel's website (www.sussexpcp.gov.uk).

Questions have been received from two correspondents. The Panel is invited to note the responses.

- 11.10 am 5. **The Role of the Commissioner and Sussex Police in response to Rural Crime and Business Crime** (Pages 21 - 34)

The report provides an outline of the Sussex Police response to rural crime and business crime and the measures that have been taken by the Commissioner to hold the Chief Constable to account for ensuring that the police response remains efficient, effective and responsive to the needs of the public.

The Panel is asked to consider the Commissioner's vision of what a successful outcome might be, and the measures used to determine whether or not this vision has been achieved.

- 11.55 am 6. **Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services' Inspection of Roads Policing** (Pages 35 - 104)

The Panel is asked to note HMICFRS' report on Roads Policing and scrutinise the Commissioner's letter in response.

- 12.40 pm 7. **Quarterly Report of Complaints** (Pages 105 - 108)

Report by the Clerk to the Police and Crime Panel.

The report provides details of the correspondence received and the action taken.

The Panel is asked to consider the report and raise any issues or concerns.

- 12.55 pm 8. **Working Group Appointments**

The Panel is asked to note the proposed membership and chairmanship of the Precept Working Group to act as a critical friend to development of the Precept.

The proposed membership is as follows: Cllr Simmons, Cllr Whippy, Cllr Denis, Cllr O'Quinn, Cllr Briscoe, Cllr Webster, Mrs Scholefield and Mr Nightingale.

Mrs Scholefield has been nominated to continue as Chairman.

The Working Group will meet twice, on 27 November 2020 and 12 January 2021.

- 1.00 pm 9. **Reflection on Visit to Chichester Custody Centre** (Verbal Report)
- Members who attended the tour are asked to provide verbal feedback.
- As background information, Panel Members were asked to consider the findings of HMICFRS' **Report on an unannounced inspection visit to police custody suites in Sussex** (4-15 November 2019).
- The report can be accessed here:
<https://www.justiceinspectorates.gov.uk/hmiprisons/inspection/s/sussex-police-custody/>
- 1.20 pm 10. **Date of Next Meeting and Future Meeting Dates**
- The next meeting of the Panel will take place on 29 January 2021 at 10.30am at County Hall, Lewes.
- Future meeting dates below:
- 15 February 2021 (reserve)

To all members of the Sussex Police and Crime Panel

This page is intentionally left blank

Sussex Police and Crime Panel – 25 September 2020

The Panel is asked to agree the table of personal interests below.
Any interests not listed which members of the Panel feel are appropriate for declaration must be declared under agenda Item 1, Declaration of Interests, or at any stage such an interest becomes apparent during the meeting.

Table of standing personal interests

Panel Member	Personal Interest
Bill Bentley	Lead Member for Communities and Safety Chairman of East Sussex Safer Communities Board Chairman of East Sussex Civil Military Partnership Board
Roy Briscoe	Member of Joint Arun and Chichester Community Safety Partnership
Johnny Denis	Co-Chair of Lewes and Eastbourne Community Safety Partnership
Susan Scholefield	A serving Magistrate Chair of the Competition Appeal Tribunal and Competition Service Senior Independent Director of Surrey and Borders Partnership NHS Foundation Trust
Dave Simmons	Chairman of Adur and Worthing Safer Communities Partnership Sussex Partnership NHS Foundation Trust Council of Governors
Dee Simson	Member of Brighton and Hove Community Safety Partnership Member of Woodingdean Neighbourhood Watch
Brenda Smith	Cabinet Member for Public Protection at Crawley Borough Council Chair of Safer Crawley Partnership

Val Turner	Member of Safer Communities Partnership, Adur and Worthing
Norman Webster	Member of Mid Sussex Community Safety Partnership
Rebecca Whippy	Co-Chair of Lewes and Eastbourne Community Safety Partnership Lead for Community Safety at Eastbourne Borough Council Member of Eastbourne Borough Council Joint Action Group Member of Eastbourne Neighbourhood Watch CEO of Embrace East Sussex Independent SEND Litigator
Gill Yeates	Member of Safer Arun Partnership Member of Joint Arun and Chichester Community Safety Partnership
Tricia Youtan	Member of Horsham Community Safety Partnership Cabinet Member for Community Safety at Horsham District Council
Carolyn Lambert	Vice Chair of East Sussex Fire Authority Member of Fire Commission
Philip Lunn	Member of Safer Wealden Partnership
Jackie O'Quinn	Lead Member of Brighton & Hove Community Safety Partnership
Brian Drayson	Co-Chair Safer Hastings and Rother Partnership
Paul Barnett	Co-Chair Safer Hastings and Rother Partnership

Sussex Police and Crime Panel – Minutes of the previous meeting

26 June 2020 – A virtual meeting of the Panel held at 10.30am.

Present:

Cllr Bill Bentley (Chairman)	East Sussex County Council	Cllr Christian Mitchell (Vice-Chairman)	West Sussex County Council
Cllr David Simmons	Adur District Council	Cllr Gill Yeates	Arun District Council
Cllr Roy Briscoe	Chichester District Council	Cllr Carolyn Lambert	East Sussex County Council
Cllr Johnny Denis	Lewes District Council	Cllr Norman Webster	Mid Sussex District Council
Cllr Philip Lunn	Wealden District Council	Cllr Tricia Youtan	Horsham District Council
Mrs Susan Scholefield	Independent member	Mr Peter Nightingale	Independent member
Cllr Val Turner	Worthing Borough Council	Cllr Jackie O’Quinn	Brighton & Hove City Council
Cllr Paul Barnett	Hastings Borough Council	Cllr Brian Drayson	Rother District Council
Cllr Dee Simson	Brighton & Hove City Council	Cllr Rebecca Whippy	Eastbourne Borough Council
Cllr Michael Jones (Substitute)	Crawley Borough Council		

Apologies were received from Cllr Brenda Smith (Crawley Borough Council).

Present from the Office of the Police and Crime Commissioner (OSPC):
Commissioner Katy Bourne, Mark Streater (Chief Executive & Monitoring
Officer), Iain McCulloch (Chief Finance Officer), Mervin Dadd (Chief
Communications and Insight Officer).

Part I

The Chairman welcomed two new appointments to the Panel, Cllr Brian Drayson (Rother District Council) and Cllr Paul Barnett (Hastings Borough Council) along with Substitute for Crawley Borough Council, Cllr Michael Jones.

On behalf of the Panel, the Chairman thanked outgoing Sussex Police Chief Constable, Giles York, for his six years of service in post.

31. Declarations of Interest

31.1 In accordance with the code of conduct, members of the Panel declared the personal interests contained in the table below.

Panel Member	Personal Interest
Bill Bentley	Lead Member for Communities and Safety Chairman of East Sussex Safer Communities Board Chairman of East Sussex Civil Military Partnership Board
Roy Briscoe	Member of Joint Arun and Chichester Community Safety Partnership
Johnny Denis	Co-Chair of Lewes and Eastbourne Community Safety Partnership
Susan Scholefield	A serving Magistrate Chair of Competition Appeal Tribunal and Competition Service Senior Independent Director of Surrey and Borders Partnership NHS Foundation Trust
Dave Simmons	Chairman of Adur and Worthing Safer Communities Partnership Sussex Partnership NHS Foundation Trust Council
Dee Simson	Member of Brighton & Hove Community Safety Partnership Member of Woodingdean Neighbourhood Watch
Brenda Smith	Cabinet Member for Public Protection at Crawley Borough Council Chair of Safer Crawley Partnership
Val Turner	Member of Safer Communities Partnership, Adur and Worthing
Norman Webster	Member of Mid Sussex Community Safety Partnership

Rebecca Whippy	Co-Chair of Lewes and Eastbourne Community Safety Partnership Lead for Community Safety at Eastbourne Borough Council Member of Eastbourne Borough Council Joint Action Group Member of Eastbourne Neighbourhood Watch CEO of Embrace East Sussex Independent SEND Litigator
Gill Yeates	Member of Safer Arun Partnership Member of Joint Arun and Chichester Community Safety Partnership
Tricia Youtan	Member of Horsham Community Safety Partnership Cabinet Member for Community Safety at Horsham District Council
Carolyn Lambert	Vice Chair of East Sussex Fire Authority Member of Fire Commission
Phillip Lunn	Member of Safer Wealden Partnership
Jackie O'Quinn	Lead Member of Brighton & Hove Community Safety Partnership
Brian Drayson	Co-Chair Safety Rother Partnership
Paul Barnett	Co-Chair Safety Hastings Partnership

32. Minutes

32.1 Resolved – that the minutes of the previous meeting held on 31 January 2020 be approved as a correct record and that they be signed electronically by the Chairman following the meeting.

33. Public and Panel questions to the Commissioner

33.1 The Panel noted a published version of written public and Panel questions with answers from the Commissioner (copy appended to the signed minutes). The Panel was not invited to ask supplementary questions, as agreed prior to the meeting, due to the significant amount

of business on the agenda.

34. The Sussex Police and Crime Commissioner's role in Sussex Police's response to COVID-19

34.1 The Panel considered a report by the Sussex Police and Crime Commissioner, who gave an overview. The Panel was informed that the report follows a chronological order of events and contains a breakdown of the Commissioner's role at both national and local level, in addition to the work of Sussex Police. The report was introduced by Mark Streater, Chief Executive & Monitoring Officer of OSPCC.

34.2 The Chief Executive commented that the Commissioner's fundamental duty was to support the Chief Constable and Sussex Police to provide a professional, co-ordinated response to the unique challenges presented by the pandemic.

34.3 PCC involvement at local level

The OSPCC Chief Executive highlighted the following;

- The PCC authorised using the Force's reserves to ensure all frontline officers were provided with personal protective equipment at a cost of £2.1 million.
- The PCC's statutory duty includes overseeing the delivery of services to victims of domestic abuse, harassment and stalking – offences which heightened over the course of lockdown.
- Increased communications aligning local and national messaging targeting domestic abuse victims to raise a high profile and increase public confidence in the support services available.
- The PCC provided written evidence to the Home Affairs Select Committee on preparedness with a specific emphasis on domestic abuse.
- Revision of the Safe Space Sussex online directory listing victim support services to include a covert tab and safety button.
- Working with the Ministry of Justice to secure an additional near £600,000 in funding on behalf of domestic abuse victim and survivor charities in Sussex.
- The PCC supported the continuation of the REBOOT Sussex Early Intervention Youth Programme in providing additional support to children through imaginative virtual working, teleconferencing and broadcasting via YouTube.

- The PCC continued to Chair online meetings of Surrey and Sussex Criminal Justice Partnership to ensure co-ordinated management of the meetings taking place over the course of lockdown.
- Video Enabled Justice (VEJ) was operated to ensure prosecution continuity adhered to social distancing guidance following the Lord Chancellor's announcement permitting Video Remand Hearings for detainees to undertake their first hearing without physical attendance in the courtroom.
- The PCC organised a bespoke meeting for all Sussex MPs to discuss the policing challenges and kept them informed of the Force's response throughout the lockdown period.
- Performance Accountability meetings continued via online meetings to ensure ongoing scrutiny of issues pertinent to the pandemic (e.g. public confidence reassurance, fixed penalty notices and PPE availability) plus support of the Chief Constable and his team.

34.4 PCC involvement at national level

- As Chairman of The Association of Police and Crime Commissioners (APCC), the PCC held weekly meetings with PCC colleagues, ministers and the Chairman of The National Police Chiefs' Council in relation to coordinating support to meet national requirements. In addition, the PCC carried out a number of media opportunities to reinforce regional/local policing messaging around pertinent crimes at the time which included; domestic abuse, child sexual exploitation and fraud.

34.5 Sussex Police response

- The final aspect of the report covers Sussex Police's role in co-ordinating the Local Resilience Forum and the subsequent financial impact.

34.6 The PCC reflected on the report by praising the Force's policing in response to recent cases of large outdoor gatherings of young people in Brighton & Hove and the effectiveness of the national approach - 'engage, explain and encourage to go home'.

34.7 The Chairman invited the Panel to ask questions. A summary of questions and responses were as follows:

- Members raised concerns about the pressures put on the county's coastal areas during lockdown due to increasing visitor levels as restrictions ease and non-essential travel is permitted, as well as the public health risk this poses to both residents and visitors. The

Commissioner acknowledged the Force cannot prevent people travelling to coastal areas but was so far pleased with the officer engagement and general cooperation of the public where crowds began to form with enforcement only being used as a last resort. She went on to comment that the majority of fixed penalty notices issued were to visitors from outside of Sussex. The Commissioner reiterated her belief that the Force is adequately resourced to respond and sufficient PPE is available to all frontline officers.

- It was questioned on a resident's behalf whether Sussex Police has powers to impose a 'local lockdown' in coastal areas with high visitor footfall. The Commissioner advised to refer to the Coronavirus Bill and raise the matter with the local MP, reiterating that Sussex Police will assist local authorities and health partners where possible, working within the law.
- It was asked if funding could be made available through the OSPCC to street homeless projects in Eastbourne and help re-locate homeless people temporarily occupying the town's hotels as the hospitality sector begins to re-open. The Commissioner confirmed that her office is working with criminal justice partners on finding housing for prisoners upon their release, which is a particular issue in West Sussex. She added that the OSPCC's Community Safety Fund has previously contributed to street homeless projects and invited expression of interests from local organisations in response to COVID-19.
- Further clarification of Sussex Police's powers to manage crowd control ahead of the next phase of restrictions lifting on 4 July and an example given of road closures put in place between Rye and Camber to prevent further access to Camber Sands. The Commissioner strongly reiterated that the Force cannot be held to account for monitoring social distancing but it is responsible for upholding the Coronavirus Bill emergency legislation. The Commissioner also identified that the example offered is a public safety measure and represents a decision taken by the multi-partnership Strategic Coordinating Group.
- The Commissioner was asked for her thoughts on the use of IT by the force in light of changing circumstances. The PCC confirmed Microsoft Teams video conferencing software is being rolled out across Sussex Police and re-assured the Panel that virtual meetings conducted by the Force are high security.
- Members sought an indication as to the certainty of the Government fully reimbursing Sussex Police's budget to cover the significant extra costs involved with resourcing the COVID-response in addition to the alternative contingency plans. The Commissioner confirmed she is in regular contact with the Minister for Policing and remains confident of a positive outcome from the imminent

announcement. She added that forming contingency options is an ongoing piece of work and it will be informed by the Medium-Term Financial Forecast.

- Members raised concerns on behalf of local residents in Brighton & Hove as to the lack of action against drug dealing and drug-taking by young people during recent large outdoor gatherings in the area. The Commissioner confirmed that no arrests were made but recognised that the Force would have taken action had intelligence indicated that illegal activities took place.
- The added stress caused to individual frontline members of the workforce was raised as a cause for concern and whether the Force has support services in place. The Commissioner said that the mental welfare and wellbeing of the Force's employees is extremely important and explained that there are many permanent channels open to police officers and staff (available prior to COVID-19) to access help and support. She gave an example of the 'back-up buddy' mobile application, developed by a police officer, which offers advice to staff and officers.

34.8 In summary of the discussion, the Vice-Chairman thanked the Commissioner on behalf of the Panel for answering their questions and praised the impressiveness of the Force's response to the pandemic in unprecedented circumstances.

34.9 The Chairman concurred and concluded by appealing to the general public that Sussex Police is there to offer support and attacking police officers is never acceptable.

Resolved - that the Panel:

- i) Noted the report on the Sussex Police and Crime Commissioner's role in Sussex Police's response to COVID-19.

35. The Sussex Police and Crime Commissioner's Annual Report and Financial Outturn Report 2019/20

35.1 The Panel considered a report by the Sussex Police and Crime Commissioner, which was introduced by the Commissioner, Katy Bourne. The Commissioner reiterated the Chairman's reminder to the Panel that the report was published following the lockdown period, enforced by the COVID-19 pandemic, and therefore does not inform of the financial implications and challenges as a result of the national health emergency. The Commissioner highlighted the progress made against the Police & Crime Plan's four policing and crime objectives:

1. Strengthen local policing

The Commissioner noted;

- The increase in precept will enable the force to recruit 400 extra personnel by March 2023 – made up of police constables, police community support officers (PCSOs) and specialist staff.
- Improvements made to the non-emergency 101 helpline included reduced call waiting times and handling of an increase in online reports.
- The Tactical Enforcement Unit made 76 arrests and produced 190 intelligence reports in its role targeting serious offenders and disrupting organised crime since launching in December 2019.

2. Work with local communities and partners to keep Sussex safe

- The Safer in Sussex Community Fund awarded £150,000 to 54 community projects during 2019/20 – a total of 364 projects have received £1.7M in funding since 2012.
- A new Rural Crime Team comprised of 16 officers launched in June 2020 as a direct result of the precept increase.
- An additional 824 days of policing was funded by a £1.3M grant awarded by the Government's Serious Violence Fund – the equivalent of 2,000 police officers being deployed.
- £880,000 was secured in forming a Violence Reduction Unit to bring specialists together to tackle serious violence and the underlying causes of violent crime.
- Continuation of funding for Community Safety Partnerships was protected for a 7th consecutive year and each partnership was awarded a share of £182,000 allocated from the Serious Violence Fund.
- The award-winning Restorative Justice Partnership has maintained a 100% satisfaction rate following mediation meetings between victims and offenders.
- The Force's Independent Custody Visitor Scheme was one of two in the country to be awarded platinum status in May 2019, of which coincided with an 11% year-on-year increase in the number of detainees willing to accept visits from trained visitors.

3. Protect the vulnerable and help victims cope and recover from crime and abuse

- Progress made in raising the profile of stalking at local and national level led to its inclusion within the Home Secretary's National Domestic Abuse and Stalking Working Group, sat on by the Commissioner.
- All national police forces have now adopted the F.O.U.R acronym (Fixated, Obsessed, Unwanted, Repeated) to describe the signs of stalking behaviour and incorporated by College of Policing guidance.

- Almost 40,000 victims of crime with complex needs were supported through the service delivered by Victim Support – of which 2,500 individuals identified as 'really vulnerable' received face-to-face support.
- Around 1,000 vulnerable victims of fraud have been supported through funding of specialist fraud case workers.
- The REBOOT intervention programme supported 938 young people across Sussex – this exceeded the force's target three times over.

4. Improve access to justice for victims and witnesses

- Sussex Police are one of five force areas to practice video-enabled justice and a further two vulnerable victim and witness units have ensured there is one in each policing division. The unit allows the victims to give evidence remotely and the provision was highlighted given the current social distancing guidelines in effect.
- The OSPCC has invested more than £500,000 into The Safe Space Sussex Funding Network – made up of 32 approved specialist providers. The network was designed to ensure funding longevity among smaller groups and enable the OSPCC to review levels of service provision prior to recognising and awarding new providers.

35.2 The Commissioner thanked her team for their professionalism and support amid the COVID-19 pandemic in enabling her to carry out her role effectively.

35.3 The Chairman left the meeting at 11.38am.

35.4 The Vice-Chairman invited the Panel to ask questions. A summary of questions and responses were as follows:

- Members sought re-assurance in respect of a recent report highlighting the disproportionate number of stop and searches carried out on the county's black, Asian and minority ethnic (BAME) communities. The Commissioner acknowledged the report was produced by her office and re-assured the Panel that the matter is; under ongoing review led by the Temporary Chief Constable (TCC), Jo Shiner, featured as a standing item on the force's Ethics and Legitimacy Board and being considered by an external scrutiny panel. The Commissioner concluded that mid-term success should be measured by the proportionality level of stop and searches compared with the tangible outcomes. The Commissioner added that BAME representation within the force is improving and drew attention to a recent attestation ceremony recognising 64 new officers - of which 10% were BAME.

The Chairman re-joined the meeting at 11.43am.

- The Commissioner was congratulated on the success of the REBOOT programme. On the back of this, Members questioned whether funding would be made available to projects in direct response to Mate Crime (a form of hate crime which involves the offender befriending a vulnerable/at-risk individual, who may have special needs, with the intent to exploit, abuse or theft). The Commissioner advised that TCC Shiner would represent an appropriate contact to raise the matter with as the National Policing Lead for Children and Young People.
- It was asked whether the 10 new officers recruited for the Rural Crime Team are now in post and this was confirmed by the Commissioner along with an explanation regarding their suitability for the role.
- A suggestion was made that an Equalities section should be included in future reports. The Commissioner noted the suggestion.
- An explanation was requested on the monitoring, feedback and reporting process for grant awards made to local programmes. The Commissioner outlined expectations of funding applications for up to £5,000, which are required to demonstrate how a project will deliver in line with one of the Police & Crime Plan's four objectives. A member of the Commissioner's office follow-up with grant recipients for an informal update at the end of the year.
- The Chairman acknowledged the report is in draft format in terms of its design and asked when the final version is due to be published. The Commissioner estimated the report will be finalised for publication to include infographics and photos by the end of July 2020.
- In relation to the Estates Strategy, Members raised concerns regarding police presence from residents of towns and villages without a police station in light of growing populations caused by new housing developments. The Commissioner summarised the national Operation Uplift campaign and recruitment drive at local level. The strategy is under constant review and the Commissioner re-iterated that consideration will be given as to whether current facilities can be transformed to improve public assurance and engagement. A revised strategy will be published later in the year.
- The report was commended for the achievements demonstrated, local farmers' appreciation was passed on with regard to recognising and addressing the rural crime issue. The Commissioner thanked Head of Performance, Graham Kane, for the report's production.

35.5 The Vice-Chairman echoed the commendation and complimented the comprehensive report.

35.6 Resolved - that the Panel:

i) Noted the Sussex Police and Crime Commissioner's Annual Report and Financial Outturn Report 2019/20.

35.7 The Commissioner placed on record her thanks to the Panel for their input and expressed appreciation for their support.

36. Quarterly Report of Complaints

36.1 The Panel considered a report from the Clerk to the Panel, providing an update on complaints received in the last quarter.

36.2 Under paragraph 2.4.3, it was highlighted that a response had since been received from the OSPCC and would be shared with the Panel in the following week.

36.3 Resolved – that the Panel notes the complaints against the Commissioner.

The Chairman welcomed two new attendees to the meeting; Temporary Chief Constable and the Commissioner's preferred candidate to Chief Constable of Sussex Police, Jo Shiner – in addition to WSCC's Principal Solicitor, Diane Henshaw.

37. Procedure to be followed at Confirmation Hearings

37.1 The Panel received and noted the procedure to be followed at confirmation hearings of the Panel (copy appended to the signed version of the minutes).

38. Confirmation Hearing for the proposed Chief Constable of Sussex Police

38.1 The Panel considered a report by the Police and Crime Commissioner concerning the proposed appointment of the Chief Constable of Sussex Police. The Commissioner introduced the candidate, Jo Shiner, and informed the Panel of the selection process to make the proposed appointment.

38.2 The Chairman invited TCC Shiner to deliver a five-minute verbal presentation on her 'five-year vision for Sussex Police'. The following themes were covered:

- Protecting and working in partnership with communities
- Catching criminals and excellent standards of evidence gathering
- Delivering an outstanding service to victims and witnesses

38.3 The candidate answered questions from the Panel on the following topics:

- 'Policing by Consent' and the challenge to uphold amid COVID-19;

- Managing resource levels in the county's urban and rural areas;
- The challenge of working with colleagues, as an in-house appointment;
- What does success look like in terms of successful and effective policing;
- Involving partners and local communities in policing;
- Motivational techniques and communicating the future direction of the force to all staff;
- Examples of challenging the course of action set out by a superior;
- Maintaining levels of staff performance in high-pressure situations; and
- Career challenges and achievements that will help to perform the role.

39. Date of Next Meeting

- 39.1 The next meeting of the Panel would take place on 25 September 2020 at 10.30am at County Hall, Lewes – subject to Government guidance.

Part II

40. Exclusion of Press and Public

- 40.1 Resolved – That under Section 100(4) of the Local Government Act 1972, the public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in Part I, of Schedule 12A, of the Act by virtue of the paragraph specified under the item and that, in all the circumstances of the case, the public interest in maintaining the exemption of that information outweighs the public interest in disclosing the information.

41. Private Determination of Recommendations to the Police and Crime Commissioner

Exempt: paragraph 1, Information about individuals

- 41.1 Resolved - The Panel considered the appointment of the proposed Chief Constable to Sussex Police and it was RECOMMENDED that the proposed candidate be appointed following unanimous agreement. The Panel was content that the professional competence and personal independence of the candidate had been established.

The meeting ended at 2.52pm.

Chairman

Sussex Police and Crime Panel - Public and Panel Questions to the Commissioner

25 September 2020

Report by the Clerk to the Police and Crime Panel

The table below provides a schedule of the questions received prior to this meeting and where possible responses have been included. Responses will be tabled at the meeting that were not available at the time of despatch. Written questions must be received 2 weeks before a meeting of the Panel and the Commissioner or Panel Chairman is invited to provide a response by noon of the day before the meeting.

Questions that relate to operational matters of Sussex Police will be passed to a relevant officer at Sussex Police for a response and a brief summary of the question will be provided below. For the current meeting, two questions have been received for a response by the Commissioner.

Question	Response
<p>1.</p> <p>On her personal Twitter account, the Police and Crime Commissioner gives as her email contact the Office of the Police and Crime Commissioner and references her role and positions held because of it - yet uses it to publicise Conservative Party campaigning events. Is this ethical and/or legal?</p> <p>Mr Chester of Littlehampton</p>	

2.

Dear Ms. Bourne,

With reducing air pollution in mind, I am contacting you to request a clarification of the action that Sussex Police are prepared to take to enforce the law controlling motor vehicles parked with their engines running (and while being driven emitting excessive/smoky exhaust). I have been informed that neither Horsham District Council nor West Sussex County Council have sufficient resources to undertake enforcement at this time, despite it being a contravention of the Highway Code (number 123) and The Road Vehicles (Construction and Use) Regulations 1986.

I would like to know whether private citizens can validly warn offenders of the likelihood of police enforcement action?

Thanking you in advance, I look forward to hearing your response.

Yours sincerely,

A Horsham District resident



SUSSEX POLICE AND CRIME PANEL

25 September 2020

The Role of the PCC and Sussex Police in Response to Rural Crime and Business Crime

Report by The Clerk to Sussex Police and Crime Panel

Focus for Scrutiny

The Panel is asked to scrutinise the Commissioner's actions and decisions in respect of Sussex Police's work in tackling rural crime and business crime.

In particular, what is the Commissioner's vision for what success will look like, and what performance measures will she use to help her determine whether or not Sussex Police's work in these areas is delivering the desired outcomes?

1. Background

- 1.1 Rural crime and business crime are issues of significance in Sussex, both meriting mention in the Commissioner's Police and Crime Plan 2017/21.

On Business Crime: "I acknowledge that reduced business crime is fundamental to further investment, which supports employment and economic prosperity, and will work with the Chief Constable to ensure that consistent levels of support, access to information, and approaches to engagement are demonstrated by the police to all businesses experiencing crime and anti-social behaviour across Sussex."

On Rural Crime: "The geographic make-up of Sussex means that it is essential that a proportionate focus is placed on tackling rural crime and I will hold the Chief Constable to account for ensuring that an appropriate balance between what is happening in rural areas and urban centres exists."

Appendices

Appendix 1: Report by the Sussex Police and Crime Commissioner: The role of the PCC and Sussex Police in Response to Rural Crime and Business Crime

Tony Kershaw

Clerk to Sussex Police and Crime Panel

Contact: Ninesh Edwards, (T) 0330 222 2542(E)
ninesh.edwards@westsussex.gov.uk

This page is intentionally left blank

To:	The Sussex Police & Crime Panel
From:	The Sussex Police & Crime Commissioner
Subject:	The role of the PCC and Sussex Police in response to rural crime and business crime
Date:	25 September 2020
Recommendation:	That the Police & Crime Panel note the report

1.0 Introduction

- 1.1 This report sets out the role of the Sussex Police & Crime Commissioner (PCC) and Sussex Police in response to both rural crime and business crime and provides a summary of the activity that has been undertaken in each area.
- 1.2 The report also provides an outline of the Sussex Police response to rural crime and business crime and the measures that have been taken by the PCC to hold the Chief Constable to account for ensuring that the police response remains efficient, effective and responsive to the needs of the public.

2.0 About Sussex

- 2.1 Sussex Police serves a population of 1.7 million. The police force area covers the rural and urban counties of East Sussex (including Brighton & Hove) and West Sussex – spanning an area of 1,460 square miles.
- 2.2 The South Downs National Park covers an area of 628 square miles and stretches for 87 miles from Winchester to Eastbourne throughout the counties of Hampshire, West Sussex and East Sussex. Sussex also has Gatwick Airport – the second busiest airport in the UK – and a coastline that spans more than 80 miles from Chichester Harbour to Camber Sands.



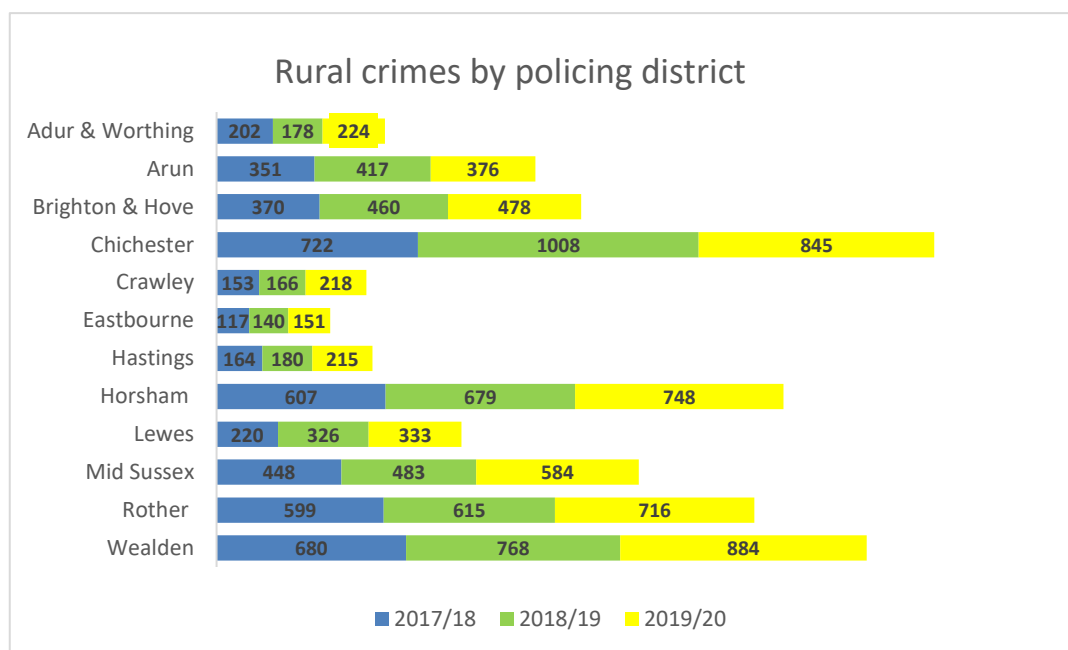
3.0 Rural Crime: Setting the Scene

- 3.1 A rural crime is defined as any offence that takes place in a rural location. There are four distinct categories of rural crime: agricultural; equine; wildlife and heritage. Rural crime can also be included within environmental crime, which covers illegal waste dumping; fly-tipping; polluting watercourses and land.
- 3.1.1 Agricultural crime – covers working farms, farm machinery, farm buildings and smallholdings. Offences include theft of equipment or fuel, damage to property and livestock worrying.
- 3.1.2 Equine crime – covers working stables and equestrian centres and includes offences such as tack theft and livestock worrying.
- 3.1.3 Wildlife crime – includes hare coursing, poaching and interfering with protected species.
- 3.1.4 Heritage crime – covers “any offence which harms the value of England's heritage assets and their settings to this and future generations.” Offences include theft of lead from churches, damage to ancient monuments and illegal metal detecting.
- 3.2 Sussex Police use a ‘rural’ marker to record any offences that take place in a rural location throughout the county. The ‘Rural-Urban Classification’ is used to distinguish between rural and urban areas – and defines areas as rural if they fall outside of settlements with more than 10,000 resident population.
- 3.3 Rural crime increased by 6% in Sussex during 2019/20, in comparison to the same period a year earlier. This equated to an additional 352 rural crimes recorded.

District	2017/18	2018/19	2019/20	No. Difference 2018/19 .v. 2019/20	% Difference 2018/19 .v. 2019/20
Adur & Worthing	202	178	224	+ 46	+ 26%
Arun	351	417	376	- 41	- 10%
Brighton & Hove	370	460	478	+ 18	+ 4%
Chichester	722	1,008	845	- 163	- 16%
Crawley	153	166	218	+ 52	+ 31%
Eastbourne	117	140	151	+ 11	+ 8%
Hastings	164	180	215	+ 35	+ 19%
Horsham	607	679	748	+ 69	+ 10%
Lewes	220	326	333	+ 7	+ 2%
Mid Sussex	448	483	584	+ 101	+ 21%
Rother	599	615	716	+ 101	+ 16%
Wealden	680	768	884	+ 116	+ 15%
Total	4,633	5,420	5,772	+ 352	+ 6%

- 3.4 Offending in rural areas is most prevalent during the summer months with longer days and increased daylight hours. A reducing trend is apparent in the autumn and winter months.

- 3.5 The greatest percentage increase in rural crimes recorded in Sussex occurred in Crawley during 2019/20 which increased by 31% (and an additional 52 offences) and was followed by Adur & Worthing (26% increase and 46 additional offences) and Mid Sussex (21% increase and 101 additional offences). The highest proportion of rural offences recorded in the last financial year were within Chichester and Wealden districts, with both representing 15% of the total number of rural crimes recorded in Sussex.



- 3.6 The only two districts to experience reductions in recorded rural crimes during the year were Chichester (16% reduction and 163 fewer crimes) and Arun (10% reduction and 41 fewer crimes).
- 3.7 The greatest increase in rural crime type was observed for 'burglary' with an additional 172 offences recorded (+24%) during 2019/20, divided almost equally between 'residential burglary' (+85 offences and +22%) and 'business and community burglary' (+87 offences and +27%). This growth was largely driven by increases in Mid Sussex, Horsham and Rother districts.
- 3.8 There were also an additional 210 'violent crimes' (+12%) recorded in 2019/20, compared to the previous financial year. Of these offences, 95 were additional 'stalking and harassment' offences (+42%), with Chichester (+20) and Horsham (+18) districts accounting for 38 of these offences. Reductions were apparent for 'vehicle offences' (106 fewer offences and -16%) and 'theft and handling' (11 fewer offences and -1%).

Crime Type	2018/19	2019/20	No. Difference	% Difference
Violent crime	1,727	1,937	+ 210	+ 12%
Burglary	716	888	+ 172	+ 24%
Criminal damage	760	797	+ 37	+ 5%
Drug offences	190	223	+ 33	+ 17%
Other offences	212	221	+ 9	+ 4%
Public Order	385	393	+ 8	+ 2%
Theft and handling	766	755	- 11	- 1%
Vehicle offences	664	558	- 106	- 16%
Total	5,420	5,772	+ 352	+ 6%

- 3.9 It is recognised that rural crime continues to remain under-reported in Sussex and throughout England and Wales. It is fundamentally important that all rural crimes and incidents are reported because this enables each police force area to develop intelligence regarding repeat offenders, times and locations which can then be used to plan, target and deploy police resources.

4.0 Rural Crime: Response

- 4.1 The geographic make-up of Sussex means that it is essential that a proportionate focus is placed on tackling rural crime. The PCC remains strongly committed to ensuring that rural crimes are taken as seriously as urban crimes in Sussex. The PCC has continued to monitor the resources allocated to police rural crime in Sussex to ensure that these remain appropriate.
- 4.2 In recent years, the PCC has raised additional funding through the police precept to secure additional resources to allow Sussex Police to meet more demand and accelerate their recruitment plans to reduce crime, deal robustly with criminals, improve outcomes for victims and meet the expectations of residents, taxpayers and visitors. The PCC secured an increase to the precept for 2020/21 to enable more enforcement, increased investigation and an even greater policing presence in towns, villages and online, including investment in a specialist Rural Crime Team.
- 4.3 On 1 June 2020, Sussex Police launched this dedicated Rural Crime Team to tackle crime, incidents and unlawful behaviour that affect the rural and isolated communities most. The team consists of two sergeants; 8 police constables and six Police Community Support Officers (PCSOs) and operates out of bases at Midhurst (West Sussex) and Heathfield (East Sussex).
- 4.4 This team provides specialist knowledge, engagement, intelligence gathering and enforcement activity across the county, with officers distributed throughout Sussex, together with the ability to come together to deliver targeted 'days of action'. This approach not only offers a visible deterrent to criminals, it provides more proactive and preventative policing in the rural parts of Sussex.
- 4.5 The Rural Crime Team also provides increased visibility, enforcement and support for rural businesses and the crimes and offences that are either prevalent or a concern to rural businesses. This will build on the existing Sussex Police Country Watch schemes which connect those living and working in rural parts of the country to create communities that share information, develop communication networks and work with the police with the intention of reducing rural crime.
- 4.6 Since its inception in June 2020, the Rural Crime Team has already carried out the following operational activity:
- ✓ 8 stop and searches carried out and 2 arrests made. It is worth emphasising that – as the Rural Crime Team has provided support to a number of other policing teams – any stop and searches and arrests will be included in the statistics of those teams.
 - ✓ 181 intelligence reports generated following proactive policing patrols;

- ✓ 185 new members signed up to Country Watch (increasing the total membership to 517);
 - ✓ 316 Computer-Aided Dispatches tagged with an Operation Tracker marker – the operational marker used to collate all rural crime incidents and offences;
 - ✓ Over 10,000 miles of rural roads patrolled – including narrow lanes, off the main highways that were not previously covered.
- 4.7 To assist them in this work, Sussex Police has developed a Rural Crime Strategy which outlines how the Force will incorporate rural crime and protecting rural communities into the wider approach to delivering local policing. The National Farmers' Union (NFU) and the Country Land & Business Association (CLA) were both involved in the production of this Strategy.
- 4.8 The Strategy recognises both the specific crime types which can affect rural communities as well as the unique vulnerabilities of those who live and work in rural areas. The Strategy provides an enhanced understanding of rural-specific crimes and the scale and impact that these crimes can have. The Strategy contains four policing objectives which seek to:
- ✓ Provide an effective policing service to the rural community;
 - ✓ Make the rural communities feel safer;
 - ✓ Build effective partnerships to respond to the needs of rural communities;
 - ✓ Increase the confidence of rural communities in the police.
- 4.9 The Strategy can be viewed on the Sussex Police website through the following link:
www.sussex.police.uk/SysSiteAssets/media/downloads/sussex/about-us/priorities-and-direction/sussex-police-rural-crime-strategy.pdf
- 4.10 Sussex Police has also developed a '*Rural Crime Network*' to raise awareness about rural crime and its impact amongst police officers and staff. The Network consists of 40 '*Single Points of Contact*' identified throughout the Force and will support the Rural Crime Team in their work. In addition, all new police constable recruits are now given practical rural crime training from local farmers as part of their initial training.
- 4.11 The Force has also modernised its approach to rural policing through a more creative use of mobile Automatic Number Plate Recognition (ANPR) and Unmanned Aerial Vehicles (UAV), i.e. drone technology. This approach has provided heightened response and prevention capabilities with Sussex Police better able to search for offenders and discarded evidence more efficiently, as well as performing other tasks such as mapping and site surveys.
- 4.12 The PCC has continued to hold roundtable meetings with representatives from across the county to look in depth at the policing approach and response to rural crime. This has included discussions about face-to-face engagement with the police, processes for reporting incidents and offences and the feedback provided by the Force about ongoing investigations.

4.13 The PCC understands – through her ongoing consultations with residents, the NFU and the CLA – that rural and village communities have, at times, felt overlooked previously. These concerns have been fed back to the new Chief Constable and her senior team, with Sussex Police renewing its commitment to proactively work in partnership with rural communities to tackle rural crime.

4.14 In addition, the PCC is also a member of the National Rural Crime Network which is working to see greater recognition and understanding of the problems and impact of crime in rural areas so that more can be done to keep people safer. Established in July 2014, the Network is supported by 32 PCCs and their respective police force areas, together with a range of other organisations with an interest in rural affairs and community safety, including Neighbourhood Watch to Historic England.

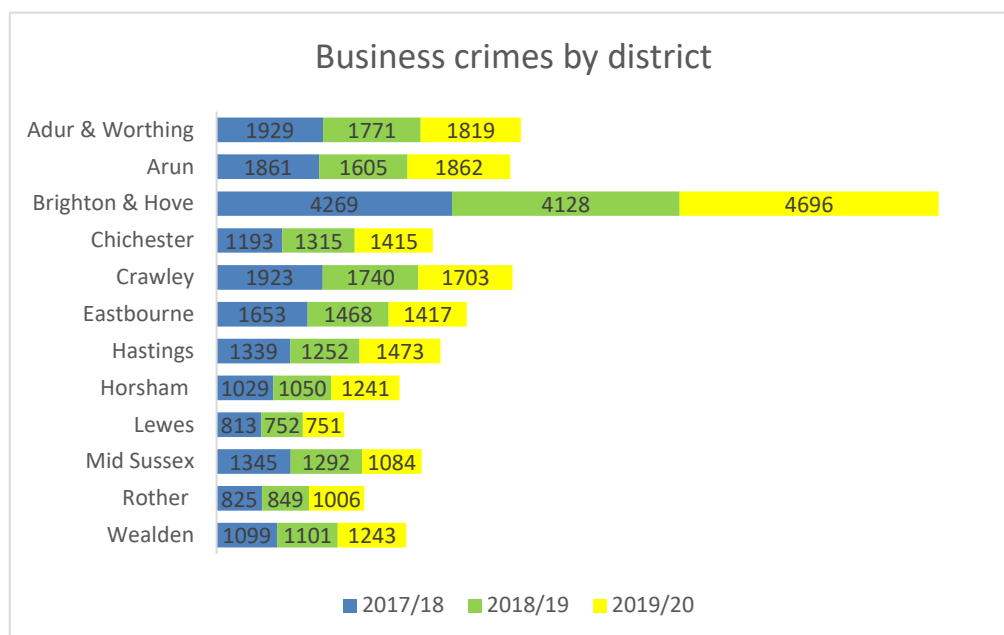
5.0 Business Crime: Setting the Scene

5.1 Business crime is defined by the National Business Crime Centre (NBCC) as “any criminal offence where a business, or person in the course of their employment, is the victim”. Much like the approach taken for rural crime, Sussex Police uses a ‘business’ marker to record any offences that take place in either a business setting or against an individual during the course of their employment.

5.2 Business crime increased by 8% in Sussex during 2019/20, in comparison to the same period a year earlier. This equated to an additional 1,510 business crimes recorded.

District	2017/18	2018/19	2019/20	No. Difference 2018/19 .v. 2019/20	% Difference 2018/19 .v. 2019/20
Adur & Worthing	1,929	1,771	1,819	+ 48	+ 3%
Arun	1,861	1,605	1,862	+ 257	+ 16%
Brighton & Hove	4,269	4,128	4,696	+ 568	+ 14%
Chichester	1,193	1,315	1,415	+ 100	+ 8%
Crawley	1,923	1,740	1,703	- 37	- 2%
Eastbourne	1,653	1,468	1,417	- 51	- 3%
Gatwick	345	334	443	+ 109	+ 33%
Hastings	1,339	1,252	1,473	+ 221	+ 18%
Horsham	1,029	1,050	1,241	+ 191	+ 18%
Lewes	813	752	751	- 1	0%
Mid Sussex	1,345	1,292	1,084	- 208	- 16%
Rother	825	849	1,006	+ 157	+ 18%
Wealden	1,099	1,101	1,243	+ 142	+ 13%
Unknown	19	37	51	+ 14	+ 38%
Total	19,642	18,694	20,204	1,510	+ 8%

5.3 Brighton & Hove recorded the greatest increase in business crimes, with an additional 568 offences recorded (+14%) during the financial year, in comparison to 2018/19. The largest percentage increases were attributed to Hastings, Horsham and Rother districts which increased by 18% each (and an additional 221, 191 and 157 offences, respectively) in 2019/20.



- 5.4 Mid Sussex district recorded a 16% reduction in business crime – equivalent to 208 fewer business crimes – with reductions also apparent for Eastbourne (-3% and 51 fewer offences), Crawley (-2% and 37 fewer offences) and Lewes (1 fewer offence) districts across the financial year.
- 5.5 There were 20,204 business crimes reported to Sussex Police during 2019/20, of which 'theft from a shop' contributed to 9,415 and (47%) of all recorded crime. The greatest increase in business crime type was observed for 'theft and handling', with an additional 1,166 offences recorded (and +10%). Increases were also recorded for 'burglary' (+14% and 300 additional offences) and criminal damage (+2% and 79 additional offences).

Crime Type	2018/19	2019/20	Difference	% Difference
Theft and handling	12,199	13,365	+ 1,166	+ 10%
Burglary	2,098	2,398	+ 300	+ 14%
Criminal damage	3,748	3,827	+ 79	+ 2%
Fraud and forgery	139	166	+ 27	+ 19%
Violent crime	347	330	+ 17	- 5%
Drug offences	8	12	+ 4	+ 50%
Other offences	155	106	- 49	- 32%
Total	18,694	20,204	+ 1,510	+ 8%

- 5.6 Locally, there has also been an increase in violence and threats of violence towards those who work in the retail industry, with an estimated 20% increase in offences recorded this year, in comparison to 2018/19.
- 5.7 This issue has been further exacerbated by product shortages, social distancing measures and the requirement to enforce the wearing of face masks in shops as a result of the coronavirus (COVID-19) pandemic. It is difficult to quantify these figures exactly because these offences are not recorded as a specific category. This local trend is, however, representative of an increasing national trend throughout England and Wales.

- 5.8 Similarly to rural crime, it is recognised that business crime continues to remain under-reported nationally and the aforementioned figures may not be reflective of the actual levels of offending in Sussex. The ability of the police service to respond to business crime would be enhanced if all crimes and incidents were reported because this would enable Sussex Police to develop intelligence regarding repeat offenders, times and locations which can then be used to plan, target and deploy police resources.
- 5.9 Sussex Police is continuing to explore new ways for businesses to report crimes and incidents or share information and intelligence in order to remove some of the barriers that businesses have in terms of reporting multiple offences. The Force is also exploring ways to improve police officer and staff understanding about the scale and impact of retail crimes.
- 5.10 The Force is supportive of the guidance that has been produced by Chambers of Commerce and the Federation of Small Businesses to support all businesses in respect of reporting crimes and incidents and the identification and reporting of fraud and forgery offences.

6.0 Business Crime: Response

- 6.1 The PCC recognises that tackling business and retail crime remains fundamental to encourage inward investment which supports employment and economic prosperity. The PCC has sought to ensure that consistent levels of support, access to information and approaches to engagement are demonstrated by Sussex Police to all businesses and retailers experiencing crime and anti-social behaviour across Sussex.
- 6.2 Sussex Police has developed a Business Crime Strategy – one of the first of its kind in England and Wales – which has provided a baseline commitment to working with businesses in Sussex to improve confidence, prevent crime and reduce the harm caused to businesses by crime. The formation of the Business Crime Working Group will build on this Strategy for short, medium and long-term developments (see 6.17 for further information).

Reporting and Investigation

- 6.3 The Incident Resolution Centre (IRC) assesses, investigates and responds to 70% of all business crimes reported to Sussex Police, including most of the 'theft from shop' and 'violence and threats of violence' offences. The IRC also acts as a central point of contact for Business Crime Reduction Partnerships (BCRPs), Business Improvement Districts (BIDs) and the Security Operations Centres (SOCs) which require police assistance.
- 6.4 The IRC has four dedicated police officers responsible for business crimes. This approach provides better communication and continuity for businesses, many of whom are reporting hundreds of crimes and incidents each year. These dedicated resources are recognised to have contributed to improvements in the efficiency and effectiveness of the Force response, in terms of interventions, outcomes and the number of individuals identified as prolific and repeat offenders.

- 6.5 The other 30% of business crimes are investigated by either the Response, Prevention or Investigation teams on each of the individual policing districts. This approach facilitates increased local engagement and the development of bespoke business crime action plans to address specific threats to local areas; identify high-risk or prolific offenders and establish problem-solving approaches in line with Forcewide neighbourhood policing guidance.

Partnership Working and Data Sharing

- 6.6 Sussex Police work closely with the 7 BCRPs and 8 BIDs in Sussex. The BCRPs are subscription-based and business-led action groups that work with police and the local authorities to tackle and reduce crime and disorder affecting businesses. The BCRPs are located in Brighton & Hove; Bognor Regis; Chichester; Crawley; Eastbourne; Hastings and Worthing.
- 6.7 The BIDs are business-led and funded partnerships formed to represent and improve defined commercial areas. The BIDs directly involve local businesses in local activities and allow the business communities and local authorities to work together to improve the local trading and working environments, with the BCRPs providing a crime prevention strand and capability. Six of the BCRPs have a BID co-located in their area – Brighton & Hove; Bognor Regis; Chichester; Eastbourne; Hastings and Worthing – with two further standalone BIDs located at Manor Royal Business Park in Crawley and Lancing Business Park.
- 6.8 Sussex Police also works in partnership with business wardens and private security officers – some of which are accredited, through the Community Safety Accreditation Scheme, with powers to support the police and local authorities. These individuals are allied to the BCRPs and BIDs and link into local policing teams through regular engagement and attendance at intelligence briefings.
- 6.9 Each of the BCRPs and BIDs in Sussex operate to core principles, accredited to national standards. This includes the use of one platform, DISC, for sharing information and intelligence at a local and countywide level. Sussex Police has also developed an online reporting capability, through the same platform, which enables businesses to report crimes and incidents directly to the Force. This approach represents a channel-shift in police contact from the telephone to online reporting.
- 6.10 This capability was enhanced further in 2020 with the adoption of the Digital Evidence Management System (DEMS) which enables individuals and businesses to upload digital evidence directly to Sussex Police. This digital evidence, including CCTV footage, can be accessed by police officers immediately and has enabled the Force to respond to offences in significantly reduced and improved timescales, in comparison to the previously adopted approach where evidence had to be physically collected or posted.
- 6.11 Sussex Police operates its own police-specific version of DISC which provides the capability to research all BCRP information, intelligence and image galleries, together with the ability to send out secure notifications to all of the members regarding crime prevention advice, alerts and images of persons of interest.

- 6.12 The same DISC platform is also used by Sussex Police to support the existing Country Watch schemes and the newly formed Rural Crime Team by facilitating the sharing of information, development of communication networks and partnership working to reduce rural crime.
- 6.13 The Force has established 'Information Sharing Agreements' (ISAs) with each of the BCRPs, BIDs and local authorities who employ CSAS accredited staff. This approach supports effective data sharing between the police, crime reduction agencies and businesses, whilst demonstrating compliance with the General Data Protection Regulation (GDPR) and other data protection legislation.

Safer Sussex Business Partnership (SSBP)

- 6.14 In February 2020, the PCC convened a roundtable meeting to address the concerns of local businesses. This included senior members of Sussex Police, business crime experts, representatives from Tesco, Sainsbury's, Marks & Spencer and the Co-op, together with individuals from local retail stores. This meeting culminated in the formation of the Safer Sussex Business Partnership.
- 6.15 The Partnership, chaired by the PCC, was established to facilitate consultation and seek advice from the business community to develop stronger links between Sussex Police and local businesses in order to make Sussex a safer place in which to live, work and shop. The Partnership provides a forum to recognise better the impact of crime on businesses and the wider community; to share knowledge, information and intelligence; to provide advice and guidance on measures to prevent businesses from becoming victims of crime and to cut crime, stop repeat offences and catch and detain those responsible.
- 6.16 Through the Partnership, the PCC hosted three further consultation sessions with Sussex Police, retail businesses and SSBP partners during June and July 2020. These sessions provided valuable findings and feedback from the business community in respect of violence against retail staff in Sussex; reporting of retail crimes to Sussex Police and investigation and feedback on crimes and incidents affecting Sussex businesses.
- 6.17 To support the work of the SSBP, Sussex Police has formed a Business Crime Working Group that will look to develop the strategic direction for the Force in respect of business crime; monitor performance in this area and to manage projects and change plans through to completion in respect of business crime. The PCC was represented at the inaugural Business Crime Working Group meeting on 28 August 2020 by a member of the OSPCC team.
- 6.18 Sussex Police has also established various crime prevention initiatives to help tackle crime against businesses, including Police and Security; Pubwatch; Shopwatch; Shared radio scheme and Secured Environment. Further information can be viewed on the Sussex Police website through the following link: www.sussex.police.uk/cp/crime-prevention/business-robbery/business-partnerships/

7.0 Accountability

- 7.1 The PCC has sought to make additional resources available to the Chief Constable to improve the Sussex Police capacity and capability in response to rural crime and business crime.
- 7.2 Now that this investment has been realised, the PCC will hold the Chief Constable to account for its delivery. This will include an expectation that Sussex Police demonstrate an enhanced response to both rural crime and business crime and the management of prolific offenders in order to prevent further harm and to protect businesses and the local economy in Sussex.
- 7.3 It is a statutory responsibility for the PCC to hold the Chief Constable to account for delivering efficient and effective policing in Sussex that is responsive to the needs of the public. The PCC has continued to use her monthly webcast Performance & Accountability Meetings (PAMs) to scrutinise and challenge the Chief Constable about the Sussex Police response to rural crime and business crime on behalf of members of the public.
- 7.4 Rural crime was raised as a theme at the PAMs on 31 July 2015; 24 February 2017; 21 September 2018 and 21 February 2020. Business crime was raised at the PAMs on 20 February 2015, 19 May 2017 and 19 June 2020. These sessions are archived and can be viewed on the PCC's website through the following link:
www.sussex-pcc.gov.uk/get-involved/webcasting/
- 7.5 After concluding a year in the role as Chair of the Association of Police & Crime Commissioners (APCC), the PCC was appointed the APCC National Lead for Business and Retail Crime.
- 7.6 The PCC is already working closely with Sussex Police, business owners, business crime experts and PCC colleagues in England and Wales to address this subject. Her position as National Lead will provide the PCC with further opportunities to work with the Minister for Policing and Crime and other key representatives who are focused on tackling business crime.

Recommended – That the Police & Crime Panel note the report.

Mark Streater
Chief Executive & Monitoring Officer
Office of the Sussex Police & Crime Commissioner

This page is intentionally left blank



SUSSEX POLICE AND CRIME PANEL

25 September 2020

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services' Inspection of Roads Policing

Report by The Clerk to Sussex Police and Crime Panel

Focus for Scrutiny

The Panel is asked to scrutinise the Commissioner's actions and decisions following the publication of Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services' inspection report on roads policing.

1. Background

- 1.1 Successive precept increases have financed increased investment in roads policing and the subject of enforcement is one which is frequently raised by correspondents to the Panel.
- 1.2 By population, and by miles travelled, in comparison to our "statistical neighbours group" (deemed as such by the Chartered Institute of Public Finance and Accountancy, CIPFA), Sussex has one of the highest numbers of people killed and seriously injured (KSI). Per billion miles travelled, East and West Sussex together have the highest KSI figures among the comparator authorities (Reported Road Casualties Great Britain 2019, provisional data).
- 1.3 Since 2010 Sussex's rate of reduction in the numbers KSIs has plateaued and, arguably, compared to other areas, similar progress in reducing the numbers KSI has not been made.
- 1.4 Regarding road safety, the Commissioner in her Police and Crime Plan 2017/21 said: "I will continue to encourage communities and partners to play a full and active part in making the roads of Sussex safer, and will seek to put measures in place which help prevent the main causes of death and injury on the roads of Sussex. This work will be carried out in partnership with the Sussex Safer Roads Partnership, Operation Crackdown and Community Speed Watch groups."
- 1.5 Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) published a report in July 2020 on how roads are policed in

England and Wales. The Commissioner discussed the report's findings with the Chief Constable in a Performance and Accountability Meeting later in July (PAMs are "an opportunity for the Commissioner to hold the Chief Constable to account on behalf of the public in an open and transparent way"), and wrote in response to HMICFRS in September.

Appendices:

To inform this scrutiny, the following appendices have been provided:

Appendix 1: Roads Policing: Not optional - An Inspection of Roads Policing in England and Wales – Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services Inspection Report

Appendix 2: Minutes of the Performance and Accountability Meeting of 31 July 2020 (at which the PCC held the Chief Constable to account for the issues highlighted in the HMICFRS Report)

Appendix 3: The Commissioner's letter (dated 2 September 2020) of response to the HMICFRS Report

Background Reports

The following background reading and viewing is also suggested:

The relevant scrutiny committee at West Sussex County Council considered a report on the work undertaken by the authority jointly with Sussex Safer Roads Partnership at a meeting in January 2020:
<https://bit.ly/3c1zzVk>

The relevant scrutiny committee at East Sussex County Council considered a report on road safety at a meeting in September 2018:
<https://bit.ly/2RtZ5Jt>

The Panel previously scrutinised the issue of road safety in October 2015. Minutes of the meeting can be found here: <https://bit.ly/35CobOp>

Tony Kershaw

Clerk to Sussex Police and Crime Panel

Contact:

Ninesh Edwards (T) 0330 222 2542
(E) ninesh.edwards@westsussex.gov.uk



Roads Policing: Not optional

An inspection of roads policing in
England and Wales

Contents

Foreword	1
Summary	3
Introduction	8
Methodology	11
Strategy	12
Main finding: Roads policing in some forces is inadequate	12
The NPCC national strategy for policing the roads	12
Role of government	16
Analysis, evaluation and sharing best practice	18
Structure	22
Main finding: Often capability and capacity don't meet demand	22
Do forces have the capability and capacity to meet their strategic roads policing objectives?	22
Reduction in capacity and capability	23
Understanding demand and effectiveness	26
How effective is enforcement activity?	26
Speed enforcement	27
Other enforcement activity	31
How are motorways policed?	37
How well are investigations into fatal and serious injury collisions resourced?	39
Engagement with road safety partners and the public	44
Main finding: A lack of co-ordination hinders effective engagement with partners and the public	44
How well do the police work with road safety partners?	45
How effectively do police forces work with other agencies?	46
Engagement with the public	46
Engaging with those most at risk	48

Training	50
Main finding: Roads policing training should be standardised and accredited	50
What training do officers get in roads policing?	51
Conclusion	53
Annex A: Terms of reference	54
Annex B: Forces inspected	55

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.

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.

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.

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

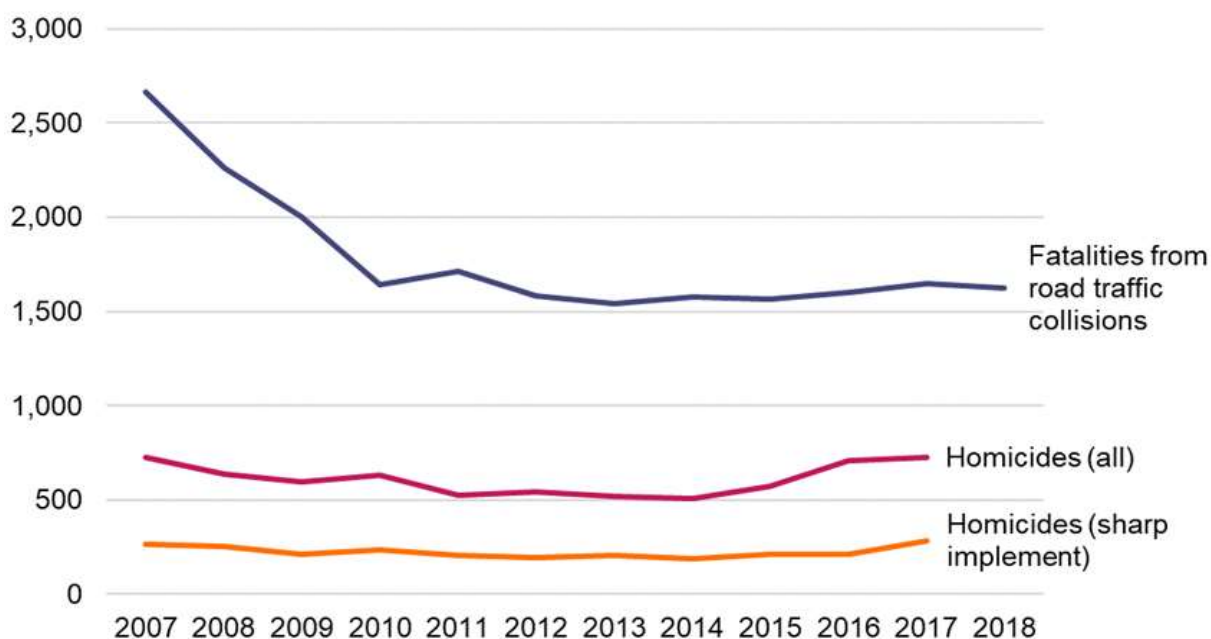
Fatalities

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

⁵ Some forces have adapted this to include driving without due care and attention or driving without insurance and refer to the 'fatal five' instead.

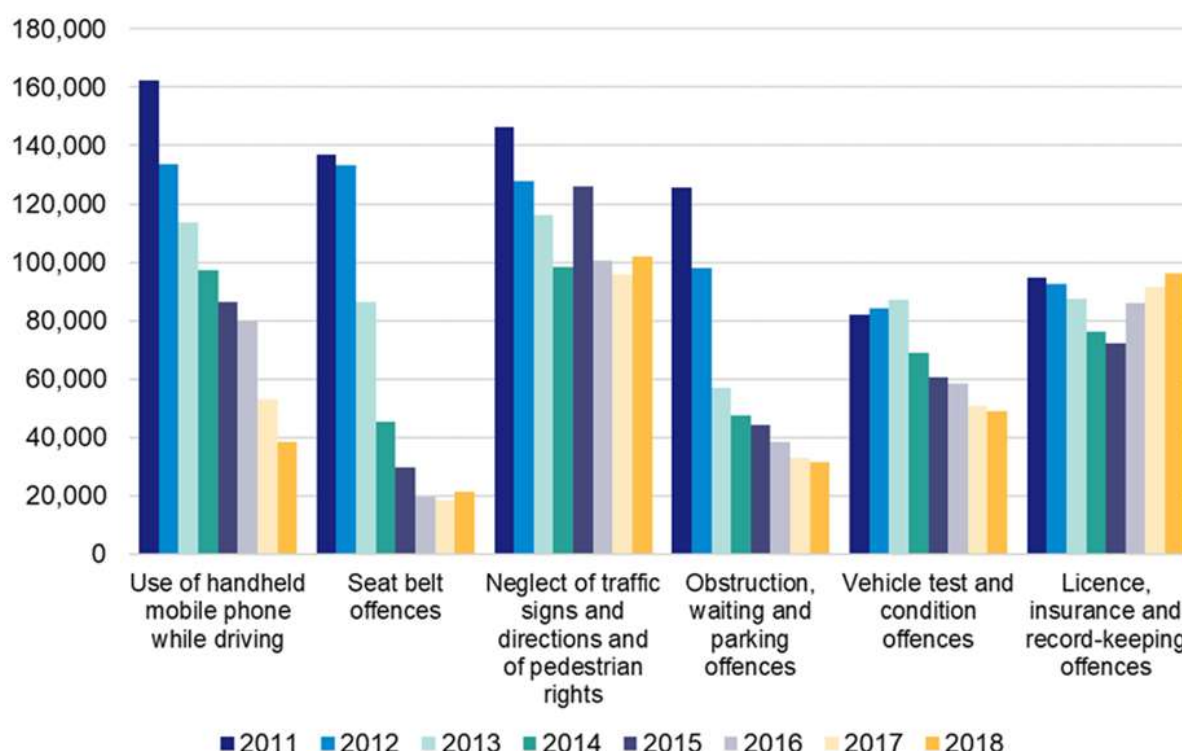
We reviewed the police and crime plans for each of the 43 police forces in England and Wales. Roads policing or road safety was listed as a priority in only 19 of 43 force plans. In one 21-page plan, the word 'road' appeared only once, where it referred to partner agencies (not the force) being concerned 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?').

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.⁶

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,⁷ 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

⁶ [Reported road casualties in Great Britain: 2018 annual report](#), Department for Transport, 2019, p23.

⁷ 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.

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.

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.

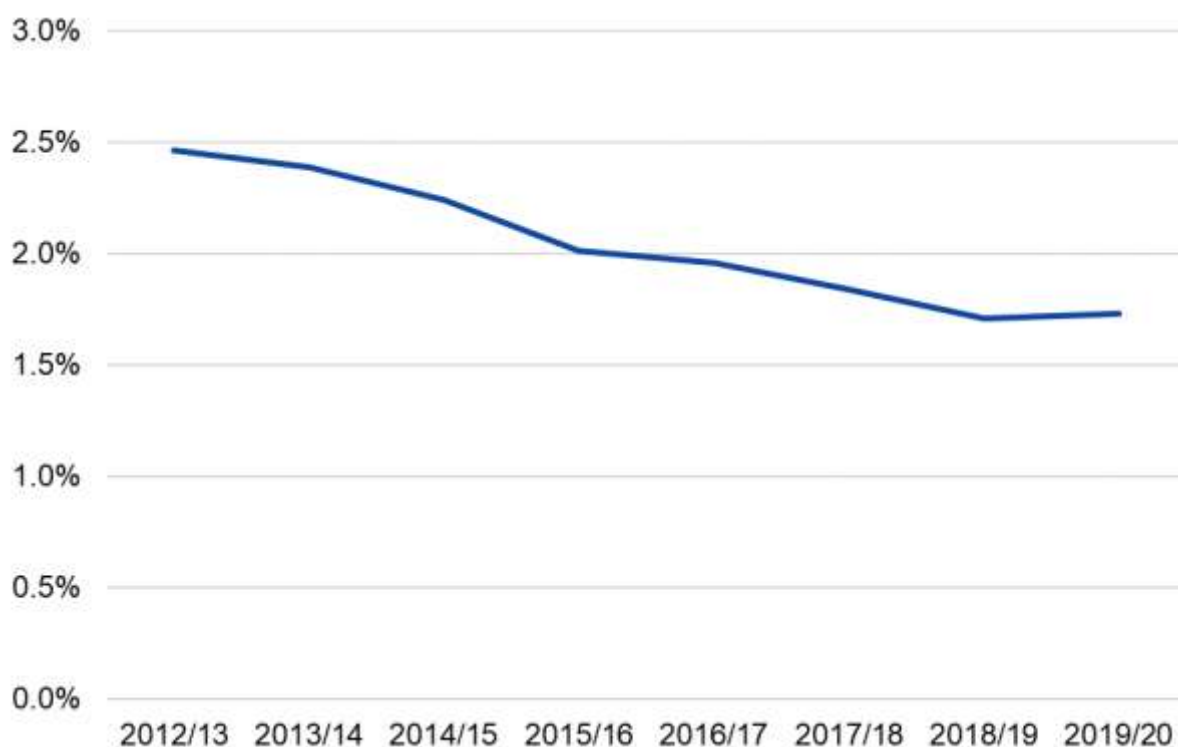
Reduction in capacity and capability

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.⁹ 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".

⁹ [*Reported road casualties on the Strategic Road Network 2017*](#), Highways England, 2017.

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 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.

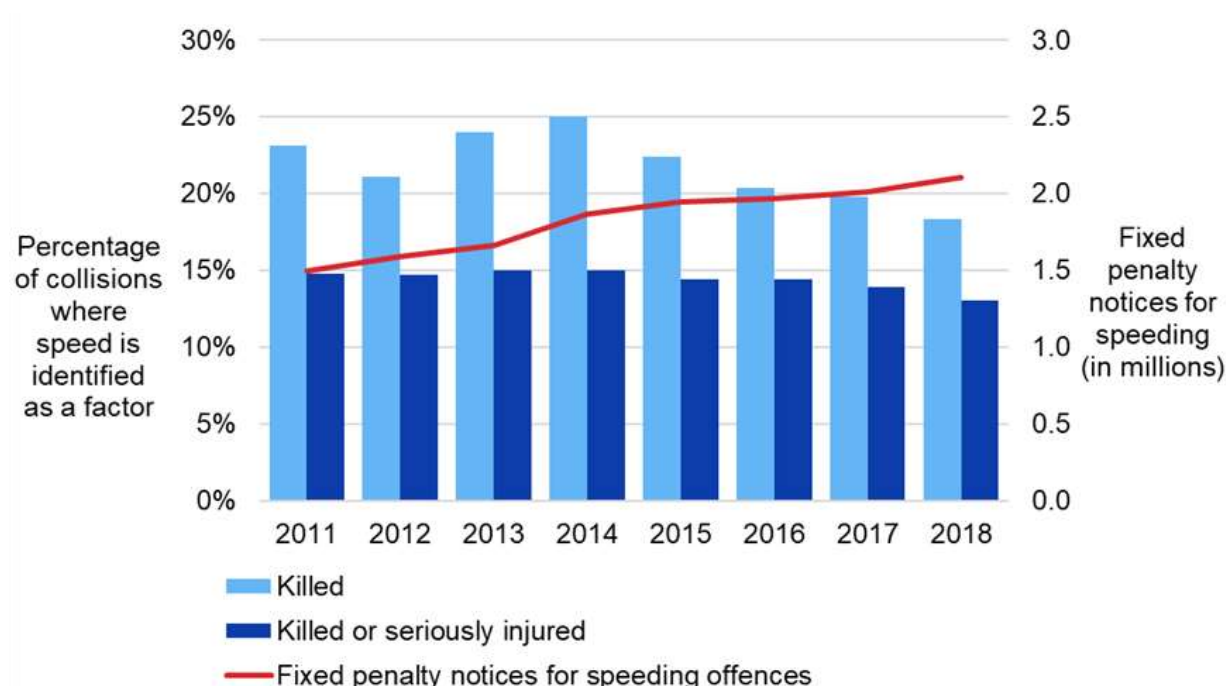
Speed enforcement

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 2,105,409.¹⁰ The majority of this increase is accounted for 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 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.

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



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.”

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

¹⁰ [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.

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 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](#).¹² 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

¹² The 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.

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.

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.

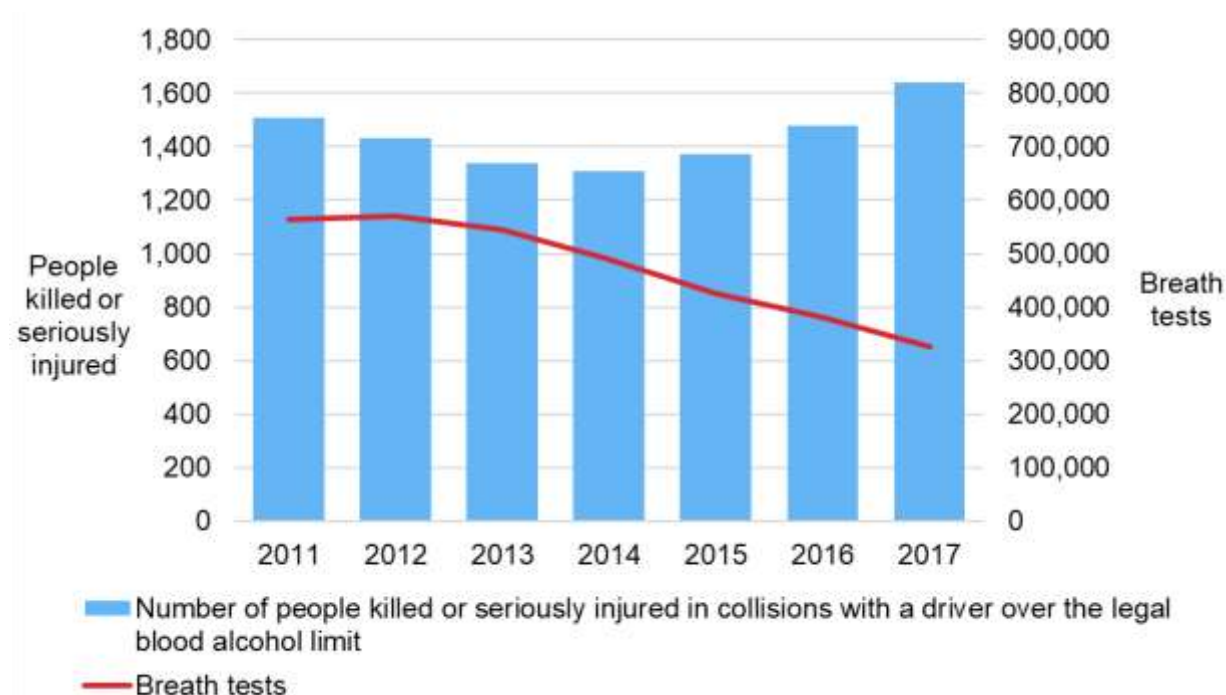
Furthermore, while we can't attribute causation, it is notable that, over a similar period, there has been an increase in the number of collisions that involve fatalities or serious injuries.

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 320,988.¹³ 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.

¹³ [*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 over the legal blood alcohol limit, and the number of breath tests conducted in England and Wales, 2011 to 2017



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.)

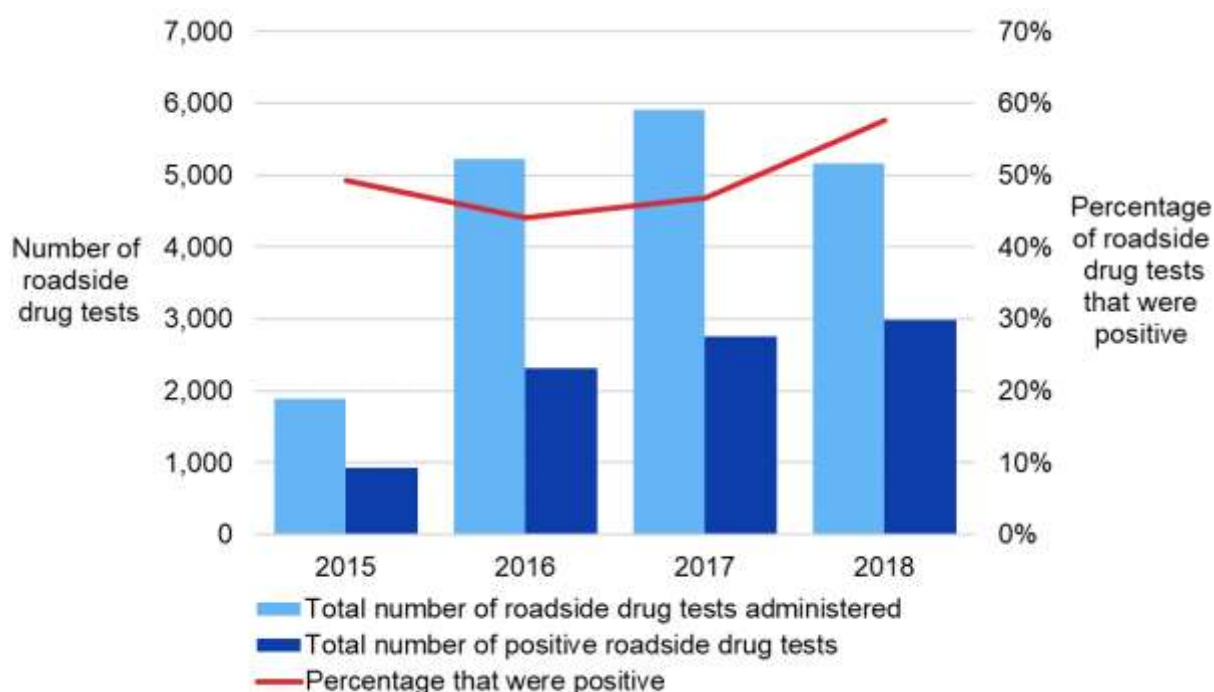
The Committee noted that the number of road traffic offences had fallen but: “the number of ‘causing death’ offences, which will always be recorded where they occur, hasn’t fallen. This is significant as it suggests that the reduction in overall offences that are recorded doesn’t represent a reduction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

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



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.

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.

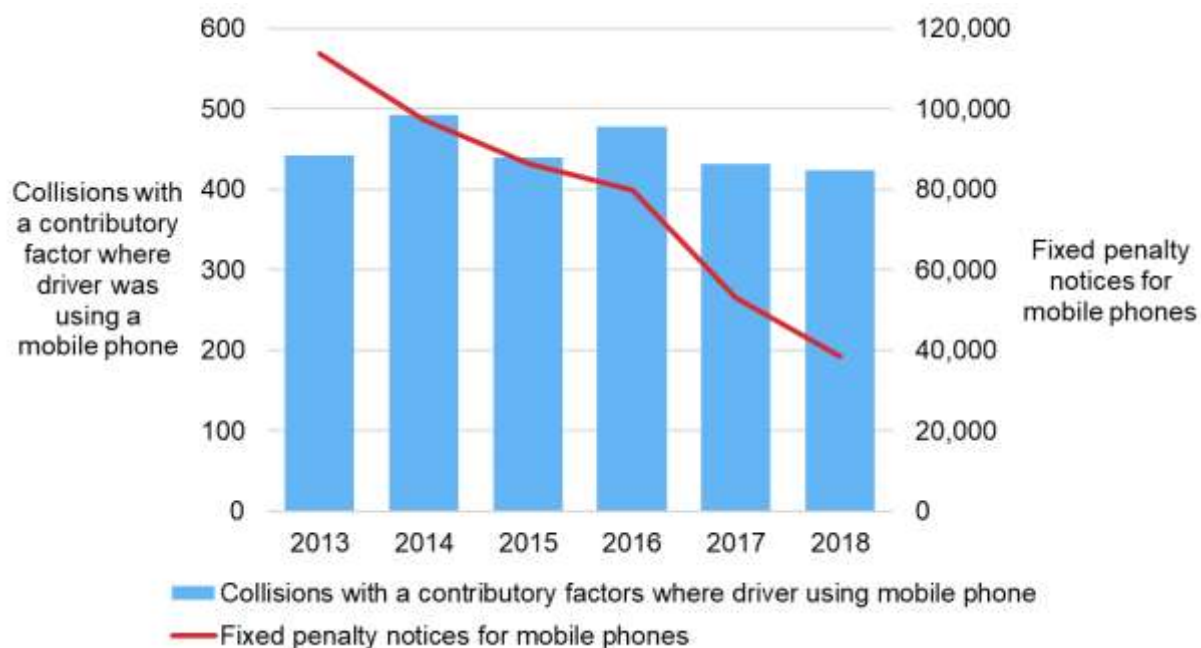
However, as contributory factors are assessed by the officer at the scene of the collision, it isn't always easy to know whether a mobile phone was a likely or possible factor in that collision, unless the collision is observed by the officer, or there is evidence from witnesses, CCTV etc, or the driver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



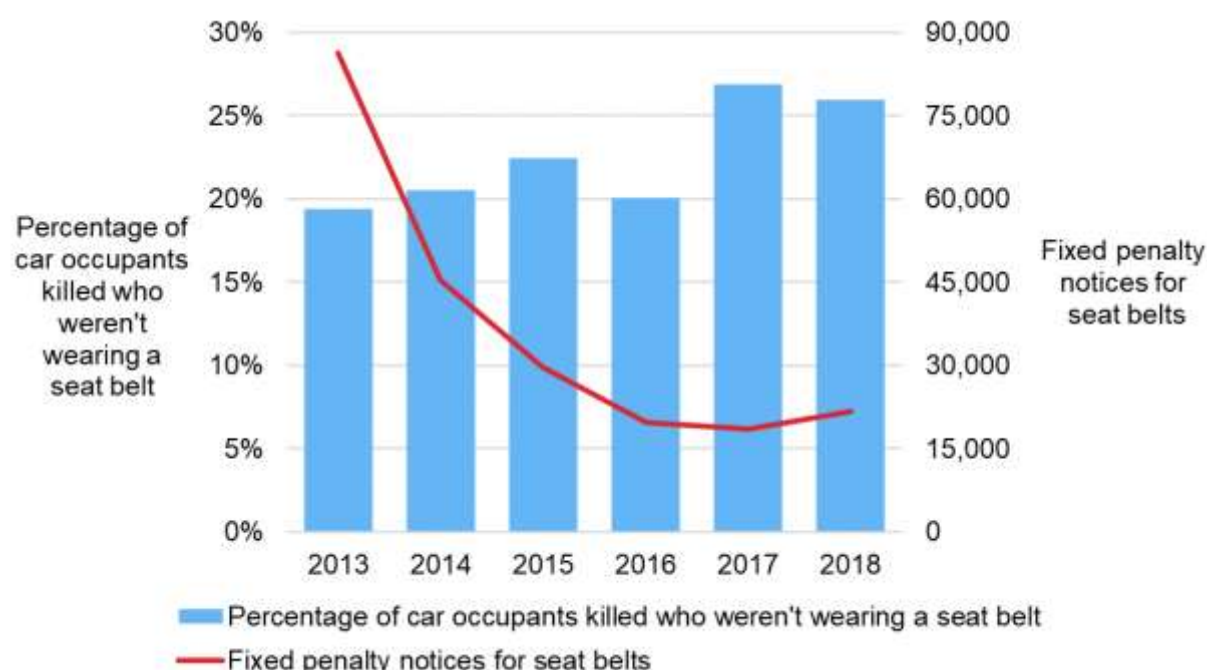
Source: Department for Transport

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.”¹⁵

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

¹⁵ [Professionalising Investigations Programme: Programme policy 2017](#), College of Policing, 2017, p3.

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 HMCPSI 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 with 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 such 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".¹⁶ 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.

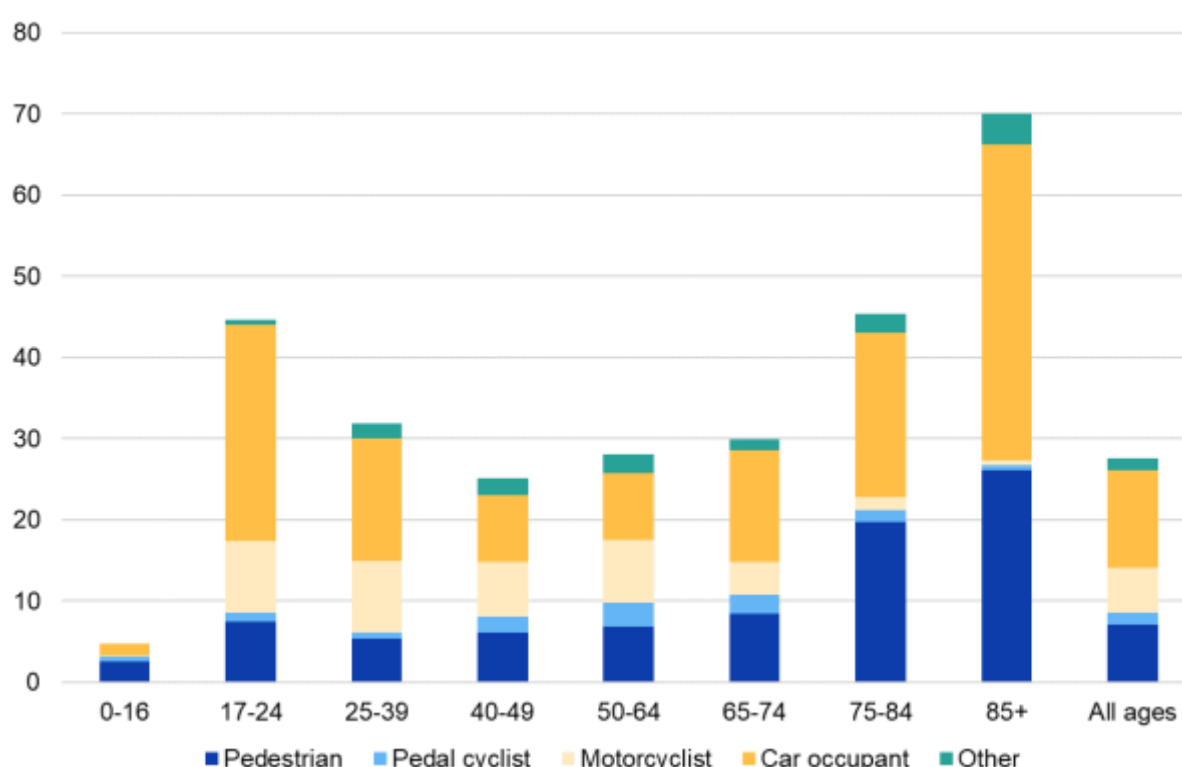
In all the forces we inspected we found examples of [community speedwatch](#) schemes. These are a good way for forces to engage with local communities. However, the degree to which they were supported once again varied between forces. In one force, there were over 100 local volunteers who helped with 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.

¹⁶ 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 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



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 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.

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 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.

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.

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

This page is intentionally left blank

EXTRACT FROM PERFORMANCE & ACCOUNTABILITY MEETING MINUTES

DATE: 31 July 2020

LOCATION: Office of the Sussex Police & Crime Commissioner, Sackville House, Lewes

PRESENT: Police & Crime Commissioner – Katy Bourne (KB)
Chief Executive Officer – Mark Streater (MS)
Chief Constable – Jo Shiner (JS)
Temporary Deputy Chief Constable – Julia Chapman (JC)
Digital Content Officer – Sammi Carwardine (webcasting)
Head of Performance – Graham Kane (minutes)

HMICFRS – ROADS POLICING INSPECTION

Earlier this month, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) published the findings from their inspection of roads policing in England and Wales. The inspection looked at the ability of the police service to provide an efficient and effective roads policing capability and made it clear that *"roads policing is not optional."*

A. How have you reflected on the findings of this report?

B. The inspection report made 13 recommendations to the police and other bodies, of which seven of these were relevant to Chief Constables. What plans are in place to ensure that these recommendations are progressed by the Force?

The Chief Constable welcomed the HMICFRS report which provides Sussex Police with a clear framework to review how roads policing is delivered across the county. Sussex Police was not one of the seven police force areas inspected but did take part in a pre-inspection telephone discussion to contribute to the overall findings.

It was recognised that gaps existed previously in respect of the Sussex Police response to roads policing and that this is an area the Force is working hard to address. The positive direction that Sussex Police is now taking in terms of road safety – assisted by increased investment in RPU resources (from the precept) and the planned formulation of the Specialist Enforcement Unit (SEU) in January 2021 – represents a renewed commitment to protect better the communities in Sussex. These improvements to the Force's capacity and capability are anticipated to contribute positively towards reducing the number of KSIs recorded and tackling criminals using the road network.

JS confirmed that Sussex Police has plans in place to address the seven specific recommendations identified for Chief Constables, many of which had already been progressed prior to the publication of the report. A summary was provided in respect of each of the individual recommendations, as follows:

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.

It was highlighted that whilst road safety is not currently included within the Strategic Threat and Risk Assessment (STRA) for Sussex Police, KSI reduction is included within the Control Strategy. The STRA is being developed to enhance further the Force's overarching plans and processes in place around casualty reduction and will complement this existing work.

Sussex Police has also introduced a quarterly Strategic Oversight Board to develop bespoke problem-solving plans for each of the policing districts, using the STRA and any associated data to support the work in this area. This approach is anticipated to comprise of the tactical leads from within Operations Command working alongside the Single Point of Contact (SPoC) for KSIs identified on each of the three policing divisions.

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.**

The Intelligence, Tasking and Partnership (ITAP) team, together with the Data Team within the SSRP, are the Force's dedicated analytical capability – responsible for assessing the data received and providing an intelligence-led response to roads policing in Sussex.

The ITAP and the Corporate Development Department within Sussex Police, are also in the process of developing a more detailed performance pack, using national data, partnership data and weather indicators. This approach is anticipated to provide policing indicators that will enable the Force to predict demand and to task resources more effectively.

A full evaluation of all road safety initiatives delivered in Sussex is carried out after each campaign has concluded. These post-implementation reviews consider geographical locations and demographics to inform the development of educational materials and to determine targeted police and partner activity.

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.

Sussex Police is fully compliant with the Department for Transport Circular. Minimal work is required to update the mapping locations of the speed and red-light camera sites in Sussex and the data published on the SSRP website.

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.

Sussex Police use Operation Crackdown – a similar provision to Operation Snap – to enable members of the public to share digital video footage. The Force remains committed to improving Operation Crackdown, including simplifying the process for members of the public to share digital content further still.

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.

The Force has continued to monitor the resources allocated to police the strategic road network in Sussex to ensure that these remain sufficient and, through increases to the policing precept in Sussex in recent years, additional RPU resources have been secured.

The introduction of the SEU in January 2021 will deliver proactive and targeted operational activity where the communities of Sussex need it most, to disrupt, enforce and protect. The SEU will focus on the road network to make the roads in Sussex a hostile place for offenders to carry out their criminal activities by denying them the opportunity with visible and robust policing.

The Armed Response Officers (AROs) in Sussex are also tasked to proactively support the RPU to target those using the roads illegally when they are not deployed or in training. The AROs can carry out vehicle stops, checks and testing and provide the Force with additional resilience in this area.

Sussex Police and the SSRP work together effectively to tackle and prevent the main causes of serious injuries and deaths on the county's roads.

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.

The Serious Collision Investigation Unit (SCIU) in Sussex is currently being reviewed by a newly appointed Detective Inspector – under the direction and guidance of a Detective Chief Inspector – to ensure that the investigation standards set by the College of Policing (CoP) are met fully.

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.

The welfare support that is provided to the officers within the SCIU is currently being monitored through existing line management arrangements and referrals to Occupational Health. The 'Defuse' process – used to respond to the welfare needs of officers and staff who have experienced or been involved in traumatic incidents – is also used to provide a 'fast-time' response, as required.

The Family Liaison Officers (FLO) are managed by the Major Crime Team (MCT) in Surrey and are split between the crime and RPU functions in Sussex. The same welfare support that is provided to the SCIU officers is also made available to the FLOs.

The importance of ensuring that appropriate welfare support is provided to SCIU and FLO officers was recognised. It was acknowledged that more could be done to assess better the trauma experienced by these individuals and to provide them with the offer of support and assistance to improve their emotional welfare.

This page is intentionally left blank

Katy Bourne OBE
Sussex Police & Crime Commissioner

Tel: 01273 481561
Email: pcc@sussex-pcc.gov.uk
www.sussex-pcc.gov.uk

The Office of the
Sussex Police &
Crime Commissioner
Sackville House
Brooks Close, Lewes
East Sussex, BN7 2FZ



**Sussex
Police & Crime
Commissioner**

Ms Zoe Billingham
HM Inspector of Constabulary
Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service
6th Floor – Globe House
89 Eccleston Square
London
SW1V 1PN

2 September 2020

Dear Zoe

HMICFRS – Roads Policing Inspection

I write in respect of the recently published findings in the '*Roads Policing: Not optional*' thematic inspection into the roads policing in England and Wales. I welcome the opportunity to comment on Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) report and have carefully studied its findings and recommendations.

I understand the importance that the residents of Sussex place on road safety and recognise that safer roads and communities can be created by working together and sharing the roads responsibly.

The HMICFRS report provided police force areas with a clear framework to review how roads policing is delivered across England and Wales. Sussex Police was not one of the seven police force areas inspected but did take part in a pre-inspection telephone discussion to contribute to the overall findings.

I understood fully the clear message contained within the report that "*roads policing is not optional*". The significant and positive impact that roads policing can have in terms of reducing the number of deaths caused by road traffic collisions is clear for all to see with worrying trends apparent in recent years, seeing the number of fatalities gradually increase again after steadily falling for many years since 1979.

I shared HMICFRS' concerns that roads policing is seen as less of a priority than it should be and that the importance of how roads in England and Wales are policed has diminished. The starkness of this position is highlighted further with confirmation that spending on roads policing was cut by 34% (taking inflation into account) between 2013 and 2019, resulting in fewer officers responding to offences that cause deaths on the roads.

The Force has continued to monitor the resources allocated to police the strategic road network in Sussex to ensure that these remain appropriate. In recent years, I have raised additional funding through the police precept to secure additional resources for the Road Policing Unit (RPU) and, in January 2021, a new Specialist Enforcement Unit (SEU) will be introduced to deliver proactive and targeted operational policing activity where the communities of Sussex need it most. The SEU will concentrate on the road network in Sussex to make these roads a hostile place for offenders to carry out criminal activities by denying them the opportunity through visible and robust policing. Further information about the SEU can be viewed through the following link:

www.sussex.police.uk/police-forces/sussex-police/areas/careers/jobs/specialist-enforcement-unit/

Agenda Item 6

Appendix 3

Sussex Police & Crime Commissioner

Tel: 01273 481561

Email: pcc@sussex-pcc.gov.uk

www.sussex-pcc.gov.uk

The Office of the
Sussex Police &
Crime Commissioner
Sackville House
Brooks Close, Lewes
East Sussex, BN7 2FZ



**Sussex
Police & Crime
Commissioner**

I am also pleased to confirm that roads policing remains a key feature in my Police & Crime Plan and through my continued participation in #TalkSussex – an extensive public engagement programme – I continue to encourage communities and partners to play a full and active part in making the roads of Sussex safer to prevent the main causes of death and injury on the roads of Sussex. This work is carried out in partnership with the Sussex Safer Roads Partnership, Operation Crackdown and local Community Speed Watch groups. My Police & Crime Plan can be viewed through the following link:

www.sussex-pcc.gov.uk/our-priorities/police-crime-plan/

Influencing and changing driver attitudes and behaviours through a combination of education, engineering and enforcement is another essential requirement towards ensuring long-term improvements to road safety – this is because prosecution alone does not provide a sustainable solution. I am pleased to confirm that a full evaluation of all road safety initiatives delivered in Sussex is carried out after each campaign has concluded. These post-implementation reviews consider operational activity, geographical locations and individual demographics to inform the development of future educational materials and to determine targeted police and partner activity.

As always, I discussed the content of the inspection report with the Chief Constable at our webcast monthly Performance & Accountability Meeting on 31 July 2020. Strong assurances were provided to me regarding the positive direction that Sussex Police is now taking in terms of road safety – assisted by increased investment in RPU resources and the planned formulation of the SEU – and represents a renewed commitment to protect better the communities and all road users in Sussex.

Further improvements are also planned to Operation Crackdown – to simplify the process for members of the public to share information, intelligence and digital video footage. Sussex Police is also working to develop policing indicators that will enable the Force to predict demand and to task road policing resources more effectively, through a combination of local partnership data, national statistics and weather information.

The inspection report made 13 recommendations to the police and other bodies to improve the effectiveness of roads policing in England and Wales, of which seven were specifically relevant to Chief Constables. I am reassured that the Force is working hard to address each of these within the timescales set by HMICFRS, many of which had already been progressed prior to the publication of the report. This PAM session is archived and can be viewed on my website using the following link: www.sussex-pcc.gov.uk/get-involved/webcasting/

I am confident that the increased investment in the roads policing resources in Sussex will contribute positively towards improving the capacity and capability of the Force in this area, reducing the number of individuals killed or seriously injured on the roads and tackling criminals using the road network – protecting further the communities of Sussex.

In closing, I would like to formally challenge Recommendation 3 in the report that "*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 issued should require reference to roads policing in all police and crime plans.*" It is my role as the Sussex Police & Crime Commissioner (PCC) to reflect accurately the policing, crime and community safety issues which members of the public have told me are most important to them in my Police & Crime Plan. It is not for HMICFRS to collectively determine what these priorities should be for each police force area in England and Wales – that remains the responsibility of each individual PCC, in consultation with their electorate.

Katy Bourne OBE
Sussex Police & Crime Commissioner

Tel: 01273 481561
Email: pcc@sussex-pcc.gov.uk
www.sussex-pcc.gov.uk

The Office of the
Sussex Police &
Crime Commissioner
Sackville House
Brooks Close, Lewes
East Sussex, BN7 2FZ



**Sussex
Police & Crime
Commissioner**

I will continue to closely monitor the progress of Sussex Police in this important area.

Yours sincerely

Katy Bourne OBE
Sussex Police & Crime Commissioner

This page is intentionally left blank



Complaints about the Sussex Police and Crime Commissioner

25 September 2020

Report by The Clerk to Sussex Police and Crime Panel

Focus for Scrutiny

That the Panel considers the complaints against the Commissioner, and any action that the Panel might take in respect of these.

1. Background

- 1.1 In accordance with the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2011, Sussex Police & Crime Panel (PCP) is responsible for the initial handling of complaints against Sussex Police and Crime Commissioner (PCC).
- 1.2 At its meeting of 26 November 2012, the Panel decided to delegate its initial handling duties to the Clerk to Sussex Police and Crime Panel, and to consider a report of the complaints received, quarterly.
- 1.3 Serious complaints (those alleging criminal conduct) are referred automatically to the Independent Office for Police Conduct (IOPC). Regarding non-serious complaints, a sub-committee can meet to consider any of these which in the Panel's view require informal resolution.

2. Correspondence Received from 12 June to 3 September 2020.

- 2.1 The Panel takes the view that all correspondence raising issues with policing in Sussex should be recorded, whether or not the issues fall within the Panel's statutory remit.
- 2.2 During the subject period, no one contacted the Panel to raise new matters (either directly, referred via the IOPC, or referred by the Office of Sussex Police and Crime Commissioner (OSPCC)).

Complaints

- 2.3 During the subject period no one raised issues which constituted a serious complaint, as defined by the Regulations (see 1.3). No conduct issues were brought to the Panel's attention.

2.4 Correspondence Recorded, but not Considered by the Clerk to be a Complaint within the Panel's Remit:

2.4.1 Nothing received.

Correspondence Recorded, and Considered by the Clerk to be a Non-Serious Complaint within the Panel's Remit:

2.5 Nothing received.

Serious Complaints (allegations of criminal conduct)

- 2.5.1 As reported to the Panel's June meeting, a serious complaint was received in April, alleging that the Commissioner initiated a criminal inquiry against the complainant at the behest of Mr Andrew Stansfeld, Police and Crime Commissioner for Thames Valley. The Clerk to the Panel considered that this constituted a serious complaint, and it was referred to the IOPC on 29 April.
- 2.5.2 The IOPC wrote back to the Panel on 9 June, finding that, upon review of the complaint, it was not considered that the allegations were supported, and that there was no indication that Mrs Bourne had committed a criminal offence. Consequently, having no remit in respect of the matter, the complaint was returned to the Panel, to be dealt with in accordance with Part 4 of the Elected Local Policing Bodies (Complaints and Misconduct) Regulation 2012. Options include entering a process known as "informal resolution", and taking no further action.
- 2.5.3 To inform the Panel's decision on how best it might proceed in respect of the Regulation, the Clerk wrote to the OSPCC on 10 June, seeking the Commissioner's comment on the complaint.
- 2.5.4 Following consideration of the OSPCC's response, the Panel considered its next steps under the regulations. One avenue open to the Panel was to follow the process described as "informal resolution". Potential outcomes from this are that the Commissioner apologises, makes an improvement or change in procedures, or accepts that something went wrong but that no other action is appropriate. However, no aspect of the allegations and their consequent investigation would indicate that any of these potential outcomes would be appropriate or warranted. Based on the information available to the Panel, no learning for the Commissioner and/or her officers arising from the matters brought to light by the complaint and their investigation could be identified.
- 2.5.5 The Panel decided to take no further action in relation to the complaint. This decision is final, and there is no right of appeal. The complainant was advised of this outcome on 31 July.

3. **Resource Implications and Value for Money**

- 3.1 The cost of handling complaints is met from the funds provided by the Home Office for the operation and administration of Sussex Police and Crime Panel.

4. **Risk Management Implications**

- 4.1 It is important that residents can have confidence in the integrity of the system for handling complaints against the Sussex Police and Crime Commissioner and their Deputy (where one has been appointed).

5. **Other Considerations – Equality – Crime Reduction – Human Rights**

- 5.1 Not applicable

Tony Kershaw

Clerk to Sussex Police and Crime Panel

Contact:

Ninesh Edwards

(T) 033 022 22542

(E) ninesh.edwards@westsussex.gov.uk

This page is intentionally left blank