



JOU JOINT
OPERATIONS
UNIT

Thames Valley Police & Hampshire Constabulary

Keeping our Roads Safe

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Thames Valley Police & Hampshire Constabulary

Keeping our Roads Safe

Our Aim

The Thames Valley Police and Hampshire Constabulary Joint Operations Roads Policing Unit delivers targeted enforcement and education providing a deterrent designed to make the roads safer and reduce the numbers of persons killed or seriously injured.

The unit aims to deliver a high quality roads policing service in accordance with the National Police Chiefs' Council 'Policing our Roads Together 2018 – 2021' paper (see below link)

<http://library.college.police.uk/docs/appref/Policing-our-Roads-Together-partners-copy.pdf>

The strategic objectives, set out in the NPCC document under five strands, govern our own joint Roads Policing Unit strategy which has four objectives –

1. Intelligent enforcement and working in partnership to achieve safe roads, free from harm
2. Work together to establish secure roads free from the threat of serious organised crime, terrorism or anti-social use.
3. Through effective, information led patrols and engagement with our partnerships, deliver a safer and more secure road network across the JOU.
4. Work together to promote public confidence and satisfaction through successful investigations and effective communication.

We will prioritise our activities within the twin areas of prevention and enforcement focusing on the 'Fatal 4' offences of;

- Excessive speed
- Drink/drug driving
- Non-wearing of seatbelts
- Mobile phone and distraction offences.

No one agency on their own can deliver reductions in the numbers of persons killed or injured and therefore greater levels of effective partnership working are necessary to achieve these objectives.

Strategic Objectives

Objective One - SAFE

Work in partnership to achieve safe roads free from harm.

We will adopt a twin approach to enforcement and education utilising technology to reduce the numbers of persons killed or seriously injured on our roads especially vulnerable groups including younger and older people, cyclists, motorcyclists and pedestrians. Educational initiatives will focus on groups such as older drivers.

This includes positioning and administering safety cameras, working with partners and communities to share information and intelligence to reduce casualties, using diversion schemes as an alternative to prosecution, participating in joint road safety initiatives and ensuring a consistent and appropriate road safety message is promoted by all the partners.

Objective Two – SECURE

Work together to establish secure roads free from the threat of serious organised crime, terrorism or anti-social use.

We will continue to share information between partners and develop intelligence in order to promote joint enforcement and the use of vehicle identification technology to detect and disrupt those criminals who use the roads.

We will use structured briefings to ensure our patrol officers are tasked appropriately and we will deploy

suitably trained officers to respond effectively to information and credible threats from small scale interventions to larger pre planned operations such as the disruption of Organised Crime Groups.

Objective Three - EFFECTIVE

Through effective, information led patrols and engagement with our partners we will deliver a safer and more secure road network across both Forces 24 hours a day, 7 days a week.

Effective visible policing patrols and appropriate response times are an important element of the Forces commitment to protecting the public. We will provide a visible public presence to reassure motorists and enforce legislation as well as communicate wider joint decisions to the public to enable them to make informed travel choices.

Objective Four - EFFICIENT

Work together to promote public confidence and satisfaction through successful investigations and effective communication. We will be innovative and flexible in our approach and use cost effective solutions that work and enjoy public support and legitimacy.

We will provide suitably trained Family Liaison Officers to liaise with the victims of serious incidents so that processes are explained and persons are guided through the investigative and judicial process.

ROAD SAFETY	Enforcement, driver education, partners & campaigns
DISRUPTION	Tackle criminal & anti-social use of the roads
RESPONSE	Manage serious collisions & incidents and keep the strategic roads open
INVESTIGATION	Provide sufficient suitably trained staff to investigate collisions resulting in deaths or life changing injuries in accordance with Authorised Professional Practice

Background

Thames Valley and Hampshire have some of the busiest road networks, including SMART motorways, in the UK. We service and work with Highways England and the following local and unitary authorities -

Thames Valley Police covers the counties of Buckinghamshire (Buckinghamshire County Council), Oxfordshire (Oxfordshire County Council) and Berkshire which comprises of 6 unitary authorities - Royal Borough of Windsor & Maidenhead Council, West Berkshire Council, Slough Borough Council, Reading Borough Council, Wokingham Borough Council and Bracknell Forest Council. In addition there is Milton Keynes Unitary Authority.

Hampshire is made up of 4 local and unitary authorities; Hampshire County Council, Southampton City Council, Portsmouth City Council and the Isle of Wight Council.

Governance

The Police and Crime Plans for both Thames Valley Police and Hampshire Constabulary contain strategic priorities for the next 3 years including the importance of road safety particularly amongst vulnerable road users.

The formation of the newly created South Central Strategic Road Safety Board has afforded the opportunity to provide oversight and scrutiny of the activities and resources that contribute towards enforcement and education on our roads.

Working to this body is the new Road Safety Working Group chaired by the JOU Road Safety Manager whose role is to liaise with road safety partners in the other emergency services and the various local authorities in the absence of the now defunct Safety Camera Partnership.

This group will meet every four months.

There are no financial contributions from the agencies but members seek to ensure that limited resources are shared and deployed to best effect and that activities and messages concerning road safety are co-ordinated and aligned based upon a rolling 12 month enforcement campaign calendar as well as other regional and national campaigns.

Sitting alongside the Road Safety Working Group, and accountable to the Head of RPU through the Strategic Road Safety Board, is the JOU Roads Policing TT&CG (Tactical Tasking and Co-ordination Group).

This meeting is held every two months and is chaired by the Roads Policing Chief Inspector.

The Chair will approve requests from across the JOU for additional resources that are required to run enforcement operations or educational activities in areas where problems are identified. These operations will be in support of the campaign calendar (speed, impaired driving) or where other problems are identified by Police or the local community such as large gatherings of vehicles causing anti-social behaviour.

In this way, activity is focussed in the areas requiring intervention rather than others that don't have a particular history but do generate frequent requests for enforcement.

Methodology

Thames Valley Police and Hampshire Constabulary receive many requests in relation to how the roads across the region are policed, how speed limits are decided upon and how and why enforcement cameras are deployed in specific locations.

The requests can be addressed in a number of ways –

- Speed enforcement (responsibility of the Police)
- Engineering measures
- Education

This strategy seeks to consider the most suitable approach to an identified problem in the context of limited financial and appropriate policing resources.

The strategy should help promote an appropriate response that delivers against the Roads Policing strategic priorities and objectives. It will also complement, and can be measured against, the various local and unitary authority plans that detail this area of business and has been drawn up following consultation with these persons.

The strategy will be of interest therefore to –

- Thames Valley Police and Hampshire Constabulary officers
- Persons with a professional interest in promoting road safety
- Members of the public

In order to achieve the strategic objectives across the JOU the Roads Policing Unit will employ the following actions as appropriate -

- We will utilise an intelligence and evidence based approach for actions that are undertaken within the JOU.
- Enforcement sites will be evaluated for effectiveness using killed or seriously injured (KSI), community concern and speed related data from the previous 5 years and this data will be reviewed annually and amended accordingly. Cameras will subsequently be digitised or chosen for decommissioning after consultation with the local authority.
- We will focus our road traffic enforcement on the 'Fatal 4' in response to existing circumstances and upcoming risks concentrating our efforts on persistent offenders, roads where excessive speed contributes to injury collisions and locations subject to valid and evidenced complaints that identify an emerging risk to road safety.
- We will work in conjunction with our partners and communities to share information and respond to intelligence passed to us so that collisions and casualties can be reduced.
- We will work to a JOU thematic Road Safety Calendar taking part in road safety initiatives as well as local, regional and national campaigns such as Safe Drive Stay Alive, Think! & TISPOL.
- We will continue to support local Community Speed Watch schemes.
- We will engage with identified vulnerable road user groups through targeted campaigns to reduce the likelihood of these groups becoming road casualties.

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- We will position road safety cameras and deploy our officers and staff in response to any emerging road safety concerns or issues as appropriate.
- We will communicate our actions, and why we have taken them, to provide a uniform and consistent road safety message to everyone.
- We will utilise national diversion schemes to educate road users and improve driving standards, as an alternative to prosecution, to support the road safety message and prevent repeat offending behaviour. There is empirical evidence to suggest diversionary courses positively reduce repeat offending.
- We will use our expertise in traffic management as well as that of the local authorities as part of the decision making process for matters relating to the road network.

Speed Enforcement Options

The Police are responsible for enforcing speed limits across the JOU area.

Local and Unitary Authorities are responsible for providing speed management measures on the public highway to reinforce appropriate speeds (except those maintained by Highways England).

Speed limits should be evidence led, self-explaining and seek to reinforce the driver's assessment of what is a safe speed to travel. They should encourage self-compliance and not be seen by drivers as a target.

Proposed speed limits should be supported by the Police but the determination of what is a suitable speed limit is the preserve of the local authority.

In determining limits factors such as environmental issues, levels of use by vulnerable users and motor vehicles, the speed collision history and the existing mean and 85th percentile speeds (the speeds at or below which 85% of all vehicles are observed to travel under free flowing conditions) are considered.

Roads Policing officers will focus activity on the Fatal 4 offences at locations that stand out above others in relation to having a high collision history.

Measurement of activity will be by the number of injury collisions where speeding and distraction are contributory factors and by the number of KSI (killed or seriously injured) road incidents.

The Police have finite resources and competing demands for officers' time. Officers will be deployed to conduct enforcement activity at qualifying locations largely based on this collision history once again ensuring intervention is in the areas that require it most.

Department for Transport (DfT) circular 01/2007 (Use of Speed and Red Light Cameras for Traffic Enforcement) provides guidelines for how a location may be selected for the siting of cameras to help with enforcement.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/465165/dft-circular-0107.pdf

The circular identifies that in seeking to reduce injury collisions then local priorities and conditions should be taken into account.

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This circular was re-published by DfT in October 2015 and all traffic authorities were reminded of the reason why it was first published – ‘to ensure fairness and safety on our roads’. The circular provides guidance on a range of camera related issues, including site selection criteria, that had been developed under the previously existing but now defunct Safety Camera Partnership.

The circular also summarised key DfT research which suggested that the Safety Camera Partnership had been successful in reducing casualties and collisions. It remains guidance only although the College of Policing is currently creating an updated document to take account of the change in working practices over the intervening period.

The purpose of safety camera enforcement is to achieve compliance with speed limits thus reducing speed related collisions and thereby casualties. The reason for the use of safety cameras should be clear to road users. Good visibility of cameras and signing can act as an aid to achieving compliance and the circular provides guidance on the visibility and conspicuity of camera sites as well as enforcement officers and vehicles. It is recommended as best practice.

All mandatory speed limits can be enforced. Generally the environment should assist road users in identifying what the speed limit is as this too will aid compliance. Traffic authorities are encouraged to maintain this approach so that the limit becomes self-explanatory and in turn encourages lower speeds without being over-reliant on enforcement.

It is recognised that local authorities continue to use DfT's 'Setting Local Speed Limits' guidance to ensure consistency across the country.

Where a length of road is subject to a speed restriction, and it may not always be obvious what the reason for that limit is, it is preferable to implement measures to assist with achieving lower speeds. This is preferable to relying on speed limit signs and enforcement alone. However it should also be recognised that in some situations the favoured solution may be either unaffordable or unacceptable to the local community or take too long to implement. In these circumstances, alternative safety technologies may be utilised as either a temporary or permanent solution.

Speed and red light enforcement cameras have been used in Hampshire, Berkshire, Buckinghamshire and Oxfordshire since 1992.

Not all camera housings are in operation at the same time. Resources are prioritised between fixed and mobile camera sites retaining an element of flexibility thus ensuring they are utilised where they are most needed.

Fixed Camera Safety Enforcement

There are currently 40 red light and fixed camera installations in Hampshire and 284 in Thames Valley although the number can fluctuate as technology and the need for certain sites changes.

Criteria that has previously been used to decide on a fixed camera site location has often included factors such as an evidenced history of speed related collisions and a degree of non-compliance with the posted speed limit coupled with no obvious and viable road safety alternatives to camera use eg. Engineering solutions are cost prohibitive.

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The operation of the camera on site is the responsibility of the Police as part of the enforcement process. This will include siting the camera within the available housings, stocking and unloading film (where wet film cameras are still in use) and the subsequent process of producing the fixed penalty notice offers.

Thames Valley Police and Hampshire Constabulary provide staffing for an effective and efficient enforcement process. Associated costs, including back office functions, will form part of the eligible expenditure approved by the Superintendent, Head of Roads Policing.

Numbers of fixed penalties will be monitored by the Police in relation to the existing interface with Her Majesty's Courts Service. Regular reviews of the numbers of offences captured and the process between the Police and HMCS will be undertaken.

The JOU only deploys safety cameras that are Home Office Type Approved devices. These cameras provide protection for drivers and other road users placing emphasis on vulnerable groups to reduce casualties and provide reassurance for communities.

Our enforcement efforts will focus on persistent offenders, roads where excessive speed contributes to injury collisions and locations which are subject to valid evidenced complaints.

Evidence from independent evaluations of the National Safety Camera Programme (2000-2004) has consistently shown that the use of cameras has been effective when deployment was based upon locations where a specific level of KSI collisions and excessive speed above NPCC thresholds had occurred.

In consultation with the local authority the two Forces are currently in the process of digitising some of the fixed camera sites to reduce operating costs and make more efficient use of technology. In Thames Valley, the expectation is that 120 sites should have been upgraded by the end of 2020.

In prioritising which sites are to be digitised, existing fixed camera locations have been rated using collision and offence data over a 5 year period (weighted towards collisions (60%) rather than offences (40)).

Sites not selected for digitisation (following dialogue with the Local Authority) will be considered for appropriate activity via mobile camera enforcement whilst the decommissioning of the equipment is the responsibility of the local authority.

Mobile Camera Safety Enforcement

Complaints regarding speeding will initially be dealt with by the local Neighbourhood Team or Traffic Management Officer who will make an assessment of the problem and provide an appropriate response.

Responses may include;

- a) evidence gathering through the placement of a SID (Speed Indicating Device);
- b) utilisation of Community Speed Watch;
- c) local roadside enforcement.

Community Speed Watch (CSW) is a group of volunteers who, together with a speed indicator device, provide a visible deterrent to those using a stretch of road identified through local concerns as possibly having a speeding problem. This approach focusses on education rather than enforcement but should this local activity provide credible evidence of a speed problem then the location can be assessed for potential mobile camera enforcement activity.

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Across the JOU area approximately 600 mobile camera sites have so far been identified, assessed and are available for use. Mobile enforcement can be used to complement fixed enforcement.

Hampshire Constabulary and Thames Valley Police have a total of 22 Safety Camera Operators. 16 of the operators carry out mobile enforcement and the remaining 6 operators carry out a combination of fixed camera operations and mobile enforcement.

In common with other police force areas across the country enforcement locations are identified utilising collision and casualty data.

In addition, the average number of offences per hour is used as a secondary measure to calculate the level of enforcement taking into consideration NPCC guidelines.

Safety Camera Operators work to a strategy that provides an even and balanced level of enforcement across the force areas in accordance with the allocated number of loadings.

Mobile camera sites have 5 levels of enforcement based on the average number of offences captured per hour (Category 1 sites capture the highest number of offences and Category 5 the fewest). It should be emphasised that there is no target to detect a certain number of offences per day or month at any camera location.

In determining the amount of enforcement time spent at each site, greater emphasis will be given to those sites that record the highest number of offences captured. At such sites additional measures to reduce speed should also be considered eg. education. As a guide only, Safety Camera Operators are estimated to have sufficient time to conduct around 80 hours of speed enforcement per month across the various sites. The remaining time will be spent on associated duties including attendance at court.

Data Monitoring and Publication of Data

In 2011 DfT requested that organisations using fixed enforcement cameras publish data on an appropriate local website. The information was to include the number of injury collisions and casualties together with speed data held for fixed speed camera locations for their area. DfT also requested that deployment policies and offence data for these sites be published by the relevant police force operating fixed speed cameras.

Examination of this data will provide evidence as to whether a safety camera is having an impact in reducing speed and speed related collisions in a given location.

The link for the Thames Valley and Hampshire area is <http://www.tvphampshiretraffweb.co.uk/>

Safety Camera Revenue

Thames Valley Police, Hampshire Constabulary and Local Authorities do not profit from the revenue generated through safety camera enforcement. Cameras are present to improve road safety not to generate an income as is often perceived. The revenue generated via fines is collected by HM Treasury.

Where drivers are eligible to attend a diversionary course (as opposed to paying a fine or attending court) there is a national framework in place allowing the providing police force to recover £45 for each placement. This fee is intended to cover the back office provision of service e.g. staffing and premise costs. It is referred to as cost recovery and is based on the receipts of those attending. The monies generated are held separately from all other police budgets.

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Both Hampshire and Thames Valley Chief Officers have determined that any surplus will be prioritised towards promoting road safety initiatives as approved by the Superintendent, Head of Roads Policing.

Such initiatives include Safe Drive Stay Alive which is an educational programme designed to help young adults stay safe on our roads.

Camera Decommissioning

As part of the digitisation process, and as a result of the continual review process of all camera sites within the JOU area, a decision may be taken as to whether to decommission a particular camera site.

The governing factors in the decision making process would include sites where an engineering or other solution has been put in place which has significantly reduced the risk to road users and following on from this speed surveys indicate the free flow 85th percentile speed is below the NPCC enforcement threshold resulting in an improved collision history (no casualties for at least 5 years).

Where cameras themselves may not be solving the problem and decommissioning is therefore being considered then alternative solutions should be sought.

Prior to any decommissioning work being undertaken consultation will be initiated with the relevant local authority.

Local authorities are responsible for the decommissioning of camera sites if not selected for digitisation.

If sites are selected for digitisation then, as local authorities own the existing infrastructure, it becomes their responsibility to remove it following a request from Police.

Road markings, signage and the provision of a power supply would continue to be maintained and provided by the local authority. This has been the position to date and no change is foreseen in this respect. Any change to this position would need to be considered and consulted on by all parties.

The service and maintenance of any new installation is the responsibility of the respective police force following consultation with the local authority.