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Originator: David Hawker

Decision number: D22-2018

Submitted to: Martin Surl, Police & Crime Commissioner for Gloucestershire

Subject: Developing our Safe and Social Driving approach

Executive summary:

One of the Police and Crime Plan priorities is 'safe and social driving' a principle aim of which is to reduce deaths and serious injury occurring on the County's roads. This can be achieved in many ways but a key contribution from the Constabulary is to identify offending drivers and then strike the right balance between educating to change their behaviour and where appropriate prosecuting them.

This paper builds on the previous request from November 2017 where agreement was given through MEB and PCC Governance to recruit two mobile police staff to work exclusively with Gloucestershire communities to tackle anti-social driver behaviour. These members of staff have been recruited, trained and they commenced working with our communities on 1st May. Their equipment has been funded by the PCC SPEC fund, but their costs will be borne by the traffic unit. The new CJD traffic unit is a product of the CJD restructure and is working towards a cost neutral operating model.

ACC Moss requested that we costed a range of scenarios for increasing the numbers of the community mobile enforcement officers in order to:

- Support neighbourhood policing in addressing anti-social behaviour, as part of the neighbourhood offer.
- Reduce demand on local policing resources.
- Support communities in reducing offending, by supplementing Community Speed Watch initiatives with enforcement.
- To widen the scope of our activities to provide more deterrence against mobile phone & seat belt offenders in line with the Police and Crime Plan.
- Provide resilience to current traffic offence detection capability.

The current national funding arrangements for NDORS education offers do not allow for capital purchases to be funded through the camera operation. Equipment costs for the new mobile staff officers amounting to £80,000 were secured through the PCC

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SPEC fund and arrangements will need to be sought for any further increase in mobile capability agreed.

This paper also considers the potential benefits of centralising minor road traffic investigations away from both local policing and from the Initial Investigation Team. With the creation of funded posts we believe a central unit comprising one police officer and one civilian investigator would be able to service the majority of minor road traffic collision work from these areas and provide a central response to dashcam footage from the general public. In initial discussions with IIT, they believe that this would free up sufficient capacity for them to release a police officer to this unit. Our intention would be to identify low level traffic offences where an educational option could be considered at an early stage, thereby reducing the number of cases requiring full files by up to 80%.

Finally, the paper requests the creation of a safe and social driving communications and research post, to assist the CJD safe and social driving portfolio lead to properly coordinate the force response to internal and external campaigns and requests for support in this area.

Recommendation(s):

1. To employ two further staff as enforcement officers – this will mean that the overall force establishment for enforcement staff will comprise of one police officer and five police staff.
2. Recommendation 1 above to be contingent upon a further successful bid to cover the equipment costs (Approximately £50k).
3. To centralise the road traffic collision investigation function, with the creation of a Police Officer post (from IIT) and a new civilian investigator post, both positions being funded via the traffic unit as allowed under the current formula.
4. Dashcam footage process to be embedded centrally along the lines of the GoSafe Wales 'Operation Snap' and administered by the central traffic investigation unit, taking this strand of work away from IIT.
5. To establish a post in CJD, to assist the force portfolio lead in the coordination of internal and external campaigns and assets in regard to the PCC's safe and social driving agenda.
6. For the Constabulary to be supportive of village camera acquisitions, as part of a neighbourhood approach, so long as these systems are financed by the parishes themselves.

Outcome/approval by:

Signature:



Date: 26/06/2018

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<p>Public access to information</p> <p><i>Information in this form and associated reports is subject to the Freedom of Information Act 2000 and the Elected Local Policing Bodies (Specified Information) Order 2011. Where it has been indicated that this is a decision of significant public interest, all of this form except Part Two will be made available on the website of the OPCC.</i></p> <p><i>Any information that should not be automatically available on request should not be included in Part One but instead on a separate Part Two form.</i></p>	
<p>Is this a decision of significant public interest?</p> <p><i>This includes a decision with any impact on the community, expenditure in excess of £50,000, or any decision that would be of obvious interest to the media or the general public</i></p>	<p>Yes</p>
<p>Is there a Part Two form?</p> <p><i>This section should only include information that, if published:</i></p> <ul style="list-style-type: none"> <i>a) would, in the view of the chief officer of the police, be against the interests of national security;</i> <i>b) might, in the view of the chief officer of police, jeopardise the safety of any person;</i> <i>c) might, in the view of the chief officer of police, prejudice the prevention or detection of crime, the apprehension or prosecution of offenders, or the administration of justice; or</i> <i>d) is prohibited by any enactment.</i> <i>e) breaches commercial sensitivity</i> 	<p>Yes</p>

<p>Originator checklist (must be completed)</p>	<p>Comments including who has approved the report if applicable</p>
<p>Has legal advice been sought on this submission if required?</p>	<p>Not required</p>
<p>Has the Chief Finance Officer been consulted, if required?</p>	<p>The Chief Financial Officer was present at the recent MEB where this proposal was discussed and agreed.</p>
<p>Have equality, diversity and human rights implications been considered, as appropriate?</p>	<p>We are not aware of any issues in this regard.</p>

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How is the recommendation consistent with the objectives of the Police and Crime Plan?	The recommendations are designed to fully support the safe and social driving element of the Police & Crime Plan, and more specifically to support community groups.
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	We have consulted widely internally.
Has communications advice been sought on areas of likely media, community, staff or partner interest and how they might be managed?	This is currently premature. We will devise a communications strategy to launch this when the assets are fully in place.
Have all relevant implications and risks been considered?	Yes

Part One – For publication

1. Purpose of the report

This paper seeks to cover four main areas as follows:

To provide detail on the effect of recruiting additional mobile camera officers, between the existing level of four, in increments of two, up to a maximum of twelve officers.

To centralise the investigation of minor road traffic collisions, improving timeliness and reduce pressure on IIT and front line officers.

To suggest an appropriate method for dealing with dashcam footage submitted by the general public regarding minor traffic offences.

To create a coordinator post in CJD, to bring together the Force activities in the Safe and Social driving priority.

2. Background

Camera Enforcement – mobile community officers

Camera enforcement in Gloucestershire historically used three police officers in mobile camera vans. This was reduced to two in 2015 but this severely impacted upon our ability to support community operations and our resilience in terms of speed detection.

The Constabulary has seen an overall reduction in traffic enforcement by operational officers resulting in difficulty in effectively supporting the PCC's safe and social driving priority.

New technologies in this area will allow for enforcement, in support of community concerns, by way of video evidence, branching out to include offences other than just excess speed such as:

- Mobile phone usage
- Seat belt usage
- Motorway lane discipline or tailgating

We have recently employed two new mobile police staff officers who are employed principally to cover community driving concerns. They actually commenced after a period of training on 1st May. ACC Moss requested that we look at whether the current workforce of 1 police officer and three police staff was the appropriate size to cover the requirements for enforcement of driving standards across the county. Our current proposal recommends an increase from the current four to six and we have tabulated the effects of this increase. Subject to PCC approval it would be our intention to further increase our mobile officers by another two staff, subject to

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interim review and allowing the new approach to stabilise and to be embedded into our communities and working alongside our neighbourhood policing teams.

The new CJD Traffic Unit is a product of the CJD review and subsequent restructure. It has also become subject to funding formula changes arising from the Road Safety Partnership review 2015.

The emergence of Home Office approved technologies now allow for video evidence to be used more widely in traffic offence detection. This allows for:

1. detection and enforcement without the need to stop vehicles to identify the driver,
2. offence administration via back office processes with no police officer involvement,
3. the offer of educational alternatives and
4. a process funded via a nationally agreed cost recovery model.

We currently have 51 community speed watch groups across the county and numerous parishes and individuals that are requesting the Police look at incidents of anti-social driving.

This area of business needs to be fully cognisant of the nationally acceptable funding formula.

We are also aware that villages have purchased and are looking at purchasing speed camera systems that whilst not Home Office Type Approved (HOTA), can provide useful intelligence on speeding issues in local neighbourhoods. It is our intention to work with these communities and deploy enforcement to support their efforts and in support of local policing teams.

The provision of central investigation and review of dashcam footage can also be incorporated into this area of business and potentially our costs recovered.

Collision investigation

The Initial Investigation Team (IIT) receives significant numbers of traffic incidents via the Force Control Room. In 2017, this amounted to 7,142 incidents, the vast majority being non injury and with no means of providing further lines of enquiry. However, they are primarily trying to take work away from front line officers and believe that the creation of a central traffic investigation function would improve the quality and timeliness of traffic investigations.

CJD currently processes paper T1 reports on accidents submitted and can confirm that they are of variable quality and investigations are normally received late, the perception being from officers that these investigations are of less importance than their crime submissions. Since we have a maximum six months to process these offences, it often means that prosecution is the only viable option, as there will normally not be enough time to offer an education alternative.

The organisation has seen an increase in complaints from RTC victims due to investigations being poorly investigated, delayed and prosecution time limits being missed. It is a fact that the organisation lacks a clear supervisory process for RTC investigations as opposed to crimes which are managed via UNIFI. We intend to

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manage/supervise cases via CRASH. Currently the majority of officers do not have access to this case management system and we do not believe it would be a worthwhile investment of time to train officers to use it, when for the majority it would represent only a fraction of their workload.

With the use of the CRASH case system, an officer in the case will still be required for some investigations but the majority of initial evidence gathering can be done by this new unit. Interviews after caution may still be needed and done by an officer from outside the unit but the aim would be to keep this to a minimum. RTCs where offences are crime recordable e.g. dangerous, fatal, and dealt with by CPS will still remain with officers. RTCs where the initial direction is for the case to be handled via the single justice procedure with educational or fixed penalty alternatives, will be solely investigated by the new unit and these represent the overwhelming majority of cases (in excess of 80%).

Dashcam footage

The IIT are seeing increasing amounts of dashcam footage submitted by the general public, either to support traffic collision evidence or more usually, to demonstrate poor or anti-social driving in the county. We know of other forces that have developed a capability to allow the general public to submit dashcam footage for consideration of offences and disposals, normally education or prosecution. We believe this can become a largely automated process, but requires the oversight of a police officer to decide if any offences have been disclosed. We propose that a central investigation unit should be the focal point for this footage – further freeing IIT and front line police officer resources. Processing such cases can then be dealt with via our camera enforcement team.

We propose a six month trial to equip 10 Local Policing vehicles with dashcam to allow additional minor traffic offences to be captured and processed in the back office, without stopping the offending driver. Total cost £2,500 which can be serviced from our camera equipment budget.

Safe and Social driving coordinator

The safe and social driving portfolio now sits in CJD. With the demise of the Gloucestershire Road Safety Partnership, there is currently no coordinating post to cope with the many national campaigns and initiatives around driving. There are numerous requests for use of police assets from schools, PCSOs and communities. In addition, early sight of national campaigns and coordinating police response across several units – traffic police and special constables for example, is currently lacking. We also receive numerous requests for information – through FOI and through PCC and Chief Constable's offices, which require research and consideration. At the moment this is done piecemeal through the CJD Unit Head.

We propose to use the new coordinator to be the focal point in the Constabulary to publicise the work being done across the force in the safe and social driving arena.

- To link in with national and local safety campaigns and coordinate the force response.
- To liaise with the force communications and engagement team to promote the safe and social driving agenda.

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- To liaise with partner agencies to coordinate the safe and social driving agenda across the county.
- To provide a link to councils/parishes/individuals regarding information and research in the road safety arena.

3. Recommendation(s)

As above, to recap:

- To employ two further staff as enforcement officers – this will mean that the overall force establishment for enforcement staff will comprise of one police officer and five police staff.
- Recommendation 1 above, to be contingent upon a further successful bid to cover the equipment costs (Approximately £50k).
- To centralise the road traffic collision investigation function, with the creation of a Police Officer post (from IIT) and a new civilian investigator post, both positions being funded via the traffic unit as allowed under the current formula.
- Dashcam footage process to be embedded centrally along the lines of the GoSafe Wales 'Operation Snap' and administered by the central traffic investigation unit, taking this strand of work away from IIT.
- To establish a post in CJD, to assist the force portfolio lead in the coordination of internal and external campaigns and assets in regard to the PCC's safe and social driving agenda.
- For the Constabulary to be supportive of village camera acquisitions, as part of a neighbourhood approach, so long as these systems are financed by the parishes themselves.

4. Financial and resource implications

The overarching principle in this paper is to contribute towards reducing death and serious injury on the County's roads by identifying offenders and either prosecuting or where appropriate educating them to change their behaviour.

However, the options presented must be financially sustainable.

5. Risk assessment

Compliance with legislation must be maintained and that means that an officer must be available in the department to determine if a conditional offer is appropriate.

There remains a slight risk to organisational reputation when using police staff to detect offences. However, the legislation allows for this and the risk has been accepted by numerous other police forces already adopting this approach of using police staff. The risk is further mitigated as these staff will become subject matter experts and under the close supervision of an experienced supervisor.

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6. Equality & Diversity impact assessment

We are unaware of any issues in this regard.

7. Environmental impact assessment

We are unaware of any issues in this regard.

8. Consultation

HR	No	We are proposing an incremental approach which should reduce pressure on the team and the support services.
Training	No	All training in-house
Legal	N/A	
ICT	To be consulted	ICT will need to be fully consulted regards dashcam footage – how to receive it, how & where to store it and for how long. Plan to visit GoSafe Wales in this respect.
Finance	Yes	
Communications & Engagement	No	But will be announced when posts filled as a neighbourhood/community initiative and the scope of their work (mobile/seat belt etc.) This proposal fully supports 'safe and social driving' priority in the Police and Crime plan.
Staff Associations – (Federation/ Unison/ Supts)	No	We have updated UNISON in the past and will continue to provide sight to them
Ethical	N/A	
EIA	No	We cannot conceive that the additional enforcement will discriminate in any way.
Environmental	No	We are proposing more vehicles on the road. However, we have ordered an electric vehicle for enforcement and would propose a further one for the next officers. The activity is designed to slow vehicles down, reducing emissions and thereby improving air quality.
Sustainability	Yes	Proposals costed and tabulated.
Governance & Compliance (DP, ID, RM, AC, IS, Unifi & PNC)	Yes	Requested to produce effects of additional mobile enforcement by ACC Moss. Requested to incorporate road traffic proposals and dashcam footage by IIT. DP will need to be consulted regards dashcam footage as per ICT above.
Other (subject expert)	Yes	Will visit GoSafe Wales to cover issues raised by ICT & DP

9. Discussed with Communications & Engagement

See above tabulation.

10. Conclusion

Our proposals:

- Support neighbourhood policing in reducing antisocial behaviour with vehicles.
- Fully support and complement the Police and Crime Plan's safe and social driving priority and seek to provide greater enforcement capability within our communities, releasing pressure upon local policing resources.
- Reduce pressure upon the IIT and local policing resources.
- Provide a better service in the investigation of road traffic collision, reducing the numbers of complaints in this area and the number of full files required for prosecution.
- Provide a real opportunity to address and reduce anti-social driving which is seen by the general public on Gloucestershire roads on a daily basis.
- Provide the opportunity to properly coordinate safe and social activities across the force.

Originator approval

Name: Rod Hansen

Job title: Chief Constable



Signature:

Date: 22 June 2018

Chief Executive approval

I am satisfied that relevant advice has been taken into account in the preparation of the report and that this is an appropriate request to be submitted to the PCC.



Signature:

Date: 22 June 2018