



House of Commons
Transport Committee

Roads Policing and Technology: Getting the right balance

Tenth Report of Session 2005–06

*Report, together with formal minutes, oral and
written evidence*

*Ordered by The House of Commons
to be printed 18 October 2006*

HC 975

Published on 31 October 2006
by authority of the House of Commons
London: The Stationery Office Limited
£23.00

The Transport Committee

The Transport Committee is appointed by the House of Commons to examine the expenditure, administration and policy of the Department for Transport and its associated public bodies.

Current membership

Mrs Gwyneth Dunwoody MP (*Labour, Crewe*) (Chairman)
Mr David Clelland MP (*Labour, Tyne Bridge*)
Mr Jeffrey M. Donaldson MP (*Democratic Unionist, Lagan Valley*)
Clive Efford MP (*Labour, Eltham*)
Mrs Louise Ellman MP (*Labour/Co-operative, Liverpool Riverside*)
Mr Robert Goodwill MP (*Conservative, Scarborough & Whitby*)
Mr John Leech MP (*Liberal Democrat, Manchester, Withington*)
Mr Eric Martlew MP (*Labour, Carlisle*)
Mr Lee Scott MP (*Conservative, Ilford North*)
Mr Graham Stringer MP (*Labour, Manchester Blackley*)
Mr David Wilshire MP (*Conservative, Spelthorne*)

Powers

The Committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the Internet via www.parliament.uk.

Publications

The Reports and evidence of the Committee are published by The Stationery Office by Order of the House. All publications of the Committee (including press notices) are on the Internet at www.parliament.uk/transcom. A list of Reports of the Committee in the present Parliament is at the back of this volume.

Committee staff

The current staff of the Committee are Tom Healey (Clerk), Annette Toft (Second Clerk), Clare Maltby (Committee Specialist), Louise Butcher (Inquiry Manager), Tony Catinella (Committee Assistant), Ronnie Jefferson (Secretary), Henry Ayi-Hyde (Senior Office Clerk) and Laura Kibby (Media Officer).

Contacts

All correspondence should be addressed to the Clerk of the Transport Committee, House of Commons, 7 Millbank, London SW1P 3JA. The telephone number for general enquiries is 020 7219 6263; the Committee's email address is transcom@parliament.uk

Contents

Report	<i>Page</i>
1 Introduction	3
2 Setting the context: the road casualty problem	5
3 The decline of roads policing: under-prioritised and under-resourced	8
Definition of a Roads Police Officer	9
Multi-tasking	9
Number of roads police officers	11
Use of 'non-sworn' staff	12
National policing plans	13
Evidence-based policing priorities	16
4 The potential of roads policing	18
HM Inspectorate of Constabulary assessment	20
Promotional campaigns	21
Roads policing strategy	23
5 Relationship between officers and technology	26
Investment in staff	26
Technology cannot replace police officers	26
Technology increases efficiency	27
Applying the National Intelligence Model to roads policing	29
Training	30
Investment in technology	31
The influence of new technologies on deployment decisions	33
Introducing new technologies into enforcement	34
Type approval	35
6 Speed enforcement	37
Safety Camera Partnerships	37
Safety camera guidelines	38
The future of the National Safety Camera Partnerships	41
Future technologies for speed limit enforcement	44
Time-distance cameras	44
Intelligent Road Studs	44
Intelligent Speed Adaptation	45
7 Drink and drug driving	47
Increasing prevalence of drink-driving and drug-driving	47
Prevalence increases as enforcement decreases	48
Use of technology in tackling drink-driving and drug-driving	50
Roadside evidential alcohol breath testing equipment	50
Drug screening equipment	52
Field Impairment Test	54

Legislation and enforcement of drink-driving and drug-driving	55
The permitted blood alcohol content	55
Proving 'impairment' through the use of drugs	56
8 Other impairment	58
Mobile telephone use	58
Fatigue	59
Haulage vehicles	60
9 Conclusions	62
Conclusions and recommendations	64
Formal minutes	74
Witnesses	75
List of written evidence	76
Reports from the Transport Committee since 2005	78

1 Introduction

1. Road crash fatalities and injuries have decreased over successive decades but the death toll remains far too high. In 2005, traffic collisions killed 3,201 people, seriously injured 28,954 and slightly injured a further 238,862.¹ Many of these casualties might have been avoided if there were a higher level of compliance with traffic law.² The Committee decided to investigate what role roads policing plays in casualty reduction and how performance could be improved.

2. Witnesses were invited to submit evidence on the following points:

- Are traffic officers adequately resourced, trained and supported?
- What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?
- Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties? What evidence is there that the changing balance between traffic officers and technology has influenced casualty reduction rates?
- How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?
- How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?
- How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?
- How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

3. We are grateful to all those who submitted evidence to this inquiry (listed at the end of this report) and to the Ministers of the Department for Transport and Home Office for appearing jointly to give evidence. We are also grateful for the assistance of our Specialist Adviser, Robert Gifford, of the Parliamentary Advisory Council for Transport Safety.

1 Department for Transport & National Statistics (2006) Road Casualties Great Britain: 2005 Annual Report

2 The Government collects data on the number of collisions and the number of road traffic offences, but it does not routinely match the two.

4. This Report sets out the context of the casualty problem, the role of roads policing, and the relationship between police officers and technology. It then takes examples of particular offences and high risk driving behaviours and examines how technology has influenced their enforcement: speeding; drink-driving; drug-driving; driving while using a mobile telephone; and driving while impaired by fatigue. Road casualty reduction is achieved through a combination of road user education, improvements to vehicle design and the road environment, and enforcement of road traffic laws. While all these elements are vital, this report focuses exclusively on the role of roads policing and the contribution which enforcement can make to casualty reduction.

2 Setting the context: the road casualty problem

5. The Department for Transport is currently on track to meet its Public Service Agreement target to reduce road casualties. By 2010, the target is to achieve, compared with the average for 1994–98:

- a 40% reduction in the number of people killed or seriously injured (KSI) in road collisions;
- a 50% reduction in the number of children under 16 killed or seriously injured; and
- a 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.³

6. The target also commits the Department to tackling the significantly higher incidence of road traffic injuries in disadvantaged communities. The Department for Transport now has underway the second three-yearly review of progress in implementation of the Road Safety Strategy and expects subsequently to review its casualty reduction policy for the period beyond 2010.⁴ Despite having one of the safest road environments in the world,⁵ road travel is still far more dangerous than other modes of transport, as demonstrated by the table below.

3 Scottish Ministers and the National Assembly for Wales have concurrent responsibility with the UK Government for the promotion of road safety in Scotland and Wales respectively. Northern Ireland has its own road safety strategy for 2002–2012, which seeks a one third reduction in the number of people killed or seriously injured each year on Northern Ireland roads by 2012. http://www.roadsafetyni.org/roadsafetystrategy_051102.pdf

4 Ev 150

5 Transport Statistics Great Britain: 2005 Edition shows in Table 10.7 that only Sweden had a lower rate of road deaths per head of population than Great Britain in 2003.

Table 1: Passenger casualty rates by mode in 2004

	Killed (per billion passenger kilometres)	Killed or seriously injured (per billion passenger kilometres)
Air	0.0	0.0
Rail	0.2	N/A⁶
Water	0.0	47
Bus and coach	0.4	9
Car	2.5	25
Van	0.8	8
Two-wheeled motor vehicle	105	1,194
Pedal cycle	35	597
Pedestrian	37	409

Source: DfT Road Casualties Great Britain 2006 Edition, Table 52, page 130

7. We congratulate the Department for Transport, the police, local authorities and road safety professionals for the good progress that has been made toward the casualty reduction targets. This is a considerable achievement. There should be no complacency however, when over 3,000 people continue to be killed each year, and almost 30,000 are seriously injured. The number of deaths and injuries remains far too high. People accept a level of risk on the road which far surpasses anything they would consent to in other aspects of daily life, including other modes of transport.

8. Table 2 below illustrates the progress that has been made and the scale of the problem which we still face.

⁶ Reporting regulations on the railways use a different categorisation of casualties to the road environment. The only categories used are deaths and injuries. It is therefore not possible to identify the number of serious injuries.

Table 2: Road Casualties in Great Britain: Main Results: 2006

Road Casualties in Great Britain	1994–1998 average	2000	2001	2002	2003	2004	2005
People killed	3,578	3,409	3,450	3,431	3,508	3,221	3,201
People killed and seriously injured	47,656	41,564	40,560	39,407	37,215	34,351	32,155
Casualties of all severities	319,928	320,283	313,309	302,605	290,607	280,840	271,017

9. The vast majority of these casualties are preventable: research indicates that up to 95% of road collisions are attributable to human error.⁷ A considerable element of this human error involves illegal or irresponsible driving behaviour. Road traffic law is one of the main tools available to society to reduce the number and severity of road collisions, by defining behaviour which is held to be unduly risky as illegal. But laws are only effective if they are obeyed and the law is more likely to be obeyed when it is visibly enforced. A significant level of enforcement is likely to have a deterrent effect and to persuade potential offenders to observe traffic laws.

7 Sabey, B.E. and Taylor, H. (1980) The Known Risks We Run: The Highway. TRRL Supplementary Report 567. Crowthorne: TRRL.

3 The decline of roads policing: under-prioritised and under-resourced

10. We heard that roads policing has been under-resourced and under-prioritised at both local and national level for many years. The marginalisation of roads policing is expressed in the falling numbers of dedicated roads police officers, its absence from strategic policing plans, and the deteriorating levels of training. The Police Federation told us that the demise of traffic policing had been a controversial policing issue for many years. The Police Federation was not alone in raising concerns. They told us that RoSPA, RoadPeace and HM Inspectorate of Constabulary had all expressed similar concerns over the fall in traffic police numbers.⁸

11. It has been suggested that the decline of roads policing activity has led directly to increasing traffic violations on the UK's roads. The West Yorkshire Road Safety Strategy Group argued that the government priorities for the police had not included adequate roads policing targets. This led to a diversion of police resources away from roads policing, and in turn, to increasing public disregard for road traffic law and its enforcement.⁹ The London Borough of Camden agreed with this view: "we believe that in London there has been a growing driver culture that there is very little effective traffic enforcement taking place, and that this has contributed to a degradation of driving standards, with a detrimental effect on road safety."¹⁰

12. The Borough supported this assertion by pointing to the fact that when it took over enforcement of moving traffic offences (such as banned movements and no entry) from the police, it issued 25,000 Penalty Charge Notices for these offences in Camden in the first six months of operation.¹¹ For offences which have not been decriminalised, the under-resourcing of police enforcement has meant local authorities have in some cases paid for the police to dedicate time to specific road safety duties and initiatives.¹²

13. Perhaps the most shocking illustration of the impact of inadequate visible traffic enforcement was provided by Transport for London. The London Road Safety Unit identified that the decline in roads policing had been reflected in a sustained increase in 'hit and run' collisions since the 1990s. In some London Boroughs up to a quarter of pedestrian injuries are caused by drivers who failed to stop.¹³ The average proportion of hit and run collisions almost doubled from around 8% of all collisions in the 1990s to 15% in 2004.¹⁴ The Unit went on to suggest that such collisions cluster on certain roads and tend to occur at particular times of the night, which would make them ideal for targeted policing.

8 Ev 51

9 Ev 81

10 Ev 119

11 Ibid

12 Ev 81

13 Ev 98

14 Ibid

14. The standard of driving and number of violations are not the only aspect to have been affected by falling numbers of roads police officers. RoadPeace, a charity for road crash victims, suggested that the lack of resources has led to poor performance in specialist collision investigations. It stated:

In London, 50 specialist collision investigators used to be responsible for investigating both fatal and near fatal crashes, but we understand this has changed. Now near fatal crashes are investigated by the general borough police and receive a much worse level of service. So fatal crashes may receive greater attention but the near fatals, which outnumber fatal crashes by 3–4 times, receive much, much less.¹⁵

Definition of a Roads Police Officer

15. In the course of conducting a benchmarking study, the Police Superintendents' Association of England and Wales (PSAEW) discovered that there was no standard definition of a roads police officer. The Association indicated that owing to the changes in force structures and the changing nature of roads policing there appeared to be no agreed definition.¹⁶ The Government provided the following definition of the police traffic function:

- Operational—staff who are predominantly employed on motor-cycles or in patrol vehicles for the policing of traffic and motorway related duties. This does not include officers employed in accident investigation, vehicle examination and radar duties.
- Operational Support—staff who are predominantly employed to support the traffic function of the force including radar, accident investigation, vehicle examination and traffic administration. Includes officers working with hazardous chemicals.
- Organisational Support—Administrative staff predominantly serving the internal needs of the traffic function of the force.¹⁷

What these definitions acknowledge implicitly, but not explicitly, with the use of the word 'predominantly', is that traffic functions may be carried out by ordinary police officers and roads police officers may just as easily be deployed to other functions. The boundaries between specialised units have largely dissolved with the introduction of 'multi-tasking'.

Multi-tasking

16. The difficulty in defining and subsequently counting the number of staff involved in roads policing indicates the considerable changes that have taken place in policing over recent years. The emergence of 'multi-tasking' and the flexibility this allows Chief Police Officers in their deployment decisions has had a considerable effect on roads policing. Mr Meredydd Hughes, the Association of Chief Police Officers' Head of Road Policing, told us:

15 Ev 20

16 Ev 54

17 Ev 150

policing has changed quite radically in the last few years, and it is very difficult to identify a roads policing officer [...] Policing is multi-tasked; you have the same staff doing different things, and in re-organisational terms officers sometimes get roads policing as a secondary function [...] That means that you cannot judge who is involved in roads policing exclusively by a single number, you have to look at the breadth [...] a huge number of roads policing functions are carried out as part of core policing by ordinary police officers.¹⁸

17. While this approach affords flexibility, we heard from many witnesses that it also raises concerns over the priority given to roads policing duties in this context.¹⁹ There is a fear that roads policing loses priority to other competing demands. The Intelligent Transport Society for the United Kingdom (ITS-UK) argued that increases in roads policing resources might have been negated through additional policing demands, primarily counter-terrorism. Such demands will have had an effect as high-speed response units such as roads policing may be readily redeployed as conventional police resources. Roads policing resources were often the first option available for urgent re-allocation.²⁰

18. Perhaps more alarming is the fact that some police forces have disbanded their specialist units altogether. Brake, a road safety charity, argued that transferring roads policing duties to non-specialist staff was inadequate because roads police officers required specialist training.²¹ The PSAEW illustrated the limitations of such an approach:

Much of roads policing activity can be undertaken by non specialist officers [...] There is however a need for specialist roads policing officers with the right levels of training and equipment and with the support at senior levels to be able to respond effectively to serious collisions, undertake professional investigations and carry out the more specialist enforcement and tactical pursuits.²²

Mr Hughes, of ACPO, shared some of the concerns about disbanded roads policing units:

Unfortunately, evidence you may hear from the HMIC will show that the model [...] is not important. It is not the structure, it is how they carry out roads policing [...] I, personally, prefer to keep the officers in the centralised unit where we can ensure their skills set is maintained, where they're tasked and co-ordinated in the appropriate way. However, officers taking an alternative view are entitled to that, if they maintain the standards.²³

19. The Home Office and Her Majesty's Inspectorate of Constabulary, however, insist that the existence of a separate specialised unit is not fundamental to a high quality of roads policing. Mr Huw Jones, of HM Inspectorate of Constabulary told us: "if they are trained properly and if they are tasked properly, that is really the crucial thing here [...] it should be the role of every police officer to make sure that the roads are safe, and it should not be

18 Q4

19 Ev 81, 69, 20, 28, 22

20 Ev 69

21 Ev 22

22 Ev 54

23 Q12

something only left to a few.”²⁴ The then Home Office Minister, Paul Goggins MP, argued that the number of roads police officers was not a good indicator of the standard of roads policing being provided:

I would argue it is rather old-fashioned to think simply in terms of dedicated road traffic officers. What we want are police officers who are able to enforce roads policing [...] As we go forward, we want to see roads policing integrated. It is not enough just to say there are so many officers. We want every officer to see roads policing as part of his responsibility.²⁵

20. The Association of Chief Police Officers added that because of the efficiencies in policing made possible through the use of new technologies, each officer is now able to achieve more than in the past. A decline in numbers does not in this context necessarily equate to a decline in enforcement. It stated: “The effective deployment of existing resources is the key factor rather than an obsession with the numbers of traffic officers.”²⁶

Number of roads police officers

21. Despite the difficulties in defining exactly what constitutes a roads police officer in such a sophisticated work environment, all indicators suggest that the number of roads police officers has fallen quite markedly over consecutive decades. According to Her Majesty’s Inspectorate of Constabulary, designated traffic officers fell from 15–20% of force strength in 1966 to seven per cent of force strength in 1998.²⁷ Over a more recent period, the number of operational traffic officers fell between 1999 and 2004 by 21%. Conversely, support staff numbers for traffic policing rose by 242% during the same period.²⁸

22. The trend has taken an upturn, however, since 2003. The Home Office Minister told us that in 2002–3 there were 6,902 police officers whose primary role was roads policing; and in 2004–5 there were 7,104.²⁹ The benchmarking study by PSAEW also found that the number of Sergeants and Constables involved in roads policing had increased between 2004 and 2005, although the number of Inspectors had remained constant.³⁰

23. The experience of police forces is that roads policing requires specialised knowledge and skills, specific training and equipment. The practice of treating roads policing as a secondary or additional duty of officers engaged in other activities offers chief constables a high degree of flexibility in how they use their officers, but there is a significant danger that it will lead in the longer-term to a reduced priority for roads policing. This is nowhere more in evidence than in the fact that it is no longer possible to say with any certainty how many officers are now engaged with roads policing. Multi-tasking in this way requires careful monitoring, and if it is found that the

24 Qq 13–14

25 Qq 325, 352

26 Ev 1

27 HMIC. 1998. Road Policing and Traffic: HMIC Thematic Inspection Report. Home Office. London: 10–12

28 See Hansard, HC Debate 10 January 2005, col 364W

29 Q323 and Ev 150. “Traffic function” includes officers who provide operational, operational support and organisational support duties. The numbers are for “full time equivalents”.

30 Ev 54

arrangement further impedes the ability of police officers to dedicate the necessary time and resources to operational roads policing, a different approach should be introduced. The special role of roads police officers must be recognised and protected, and the high standards of roads policing—which have helped the UK’s roads to be among the safest in the world—must be maintained.

Use of ‘non-sworn’ staff

24. There has recently been a transfer of responsibility for some roads policing duties away from the police and onto ‘non sworn’ staff. The main examples of such staff in the road environment are Highways Agency Traffic Officers (HATOs) and Police Community Support Officers. The Highways Agency officers were established through the Traffic Management Act 2004, which transfers responsibility from the police to HATOs for improving road safety and reducing incident-related congestion on motorways and ‘all purpose trunk roads’ in England. The Police Reform Act 2002 introduced the designation of Community Support Officers. These are police authority support staff intended to provide an ‘anti-crime presence’ and reassurance through high-visibility foot patrol.³¹

25. The introduction of an extended ‘law enforcement family’ incorporating more non-sworn staff has both advantages and disadvantages. The decision to decriminalise some moving traffic offences has relieved some of the pressure on police officers. In theory it should allow police officers to concentrate more fully on preventing dangerous and careless driving offences. Whether this will occur in practice has yet to be seen. The transfer has allowed a significant increase in the enforcement of moving traffic offences, which for some time have not been considered as a high priority by the police, but which nevertheless cause mayhem, congestion and danger on the road network. This transfer has generally been considered a success, although it is still early days in the operation of decriminalised enforcement.

26. The Police Federation voiced concerns about HATOs and the difficulties presented by having road enforcement officers controlled by a separate government department. In particular the organisation suggested that the role of police officers is threatened by the emergence of HATOs. It stated:

We have serious concerns that resources, training and support will be adversely affected by the new HATOs. As their profile and technical ability increase we anticipate further extension of their powers—a powers creep that could lead to the eventual disappearance of police officers from the enforcement of road traffic legislation in favour of other key policing priorities. Moreover, we believe it to be dysfunctional and unsustainable for two separate government departments to oversee roads police officers and HATOs. Conflicts and confusion are inevitable where remits overlap and we would advice strong caution against any new powers being conferred to HATOs.³²

31 <http://police.homeoffice.gov.uk/community-policing/community-support-officers/community-cso-faq/>

32 Ev 51. See also Ev 65

27. There was concern that Police Community Support Officers should not have identical powers to Roads Police Officers, such as stopping vehicles and the power of detention.³³ The danger of ‘powers creep’ was thought by the Police Federation to be more significant for HATOs than Police Community Support Officers.³⁴ This is because the Traffic Management Act 2004 which established HATOs permits the Secretary of State by Order to change their remit and powers, a process which is subject to little further parliamentary scrutiny.³⁵

28. The Department for Transport pointed to evidence of the success of the Highways Agency Traffic Officers in keeping traffic moving and assisting motorists in difficulty on the motorway. According to the Department, in the West Midlands, Traffic Officers are now attending almost eight out of 10 incidents on the network, and have contributed to a 10% decrease in congestion despite a three per cent increase in traffic flow in the region.³⁶ The Home Office Minister indicated that the introduction of Highways Agency Traffic Officers had released 540 police officers (full time equivalent) to undertake other activities.³⁷

29. Policing the roads is a complex and resource-intensive activity. The government has attempted to free police time by transferring responsibility for some roads policing tasks to non-sworn officers. In using subsidiary staff the Department for Transport and the Home Office must ensure that the lines of control and areas of responsibility are very clearly delineated. The onus is on the Government to ensure there is no drift of responsibility. In assessing the impact of the Highways Agency Traffic Officers the Government should evaluate the impact not only on traffic flows, but on other factors such as safety and protection of crash scenes and evidence. It should monitor any actual conflict between the responsibility of the Highways Agency to keep the network flowing and the need for the police to investigate crashes in considerable detail. The Government should set out guidelines to resolve these issues to determine a sensible balance between these two conflicting factors.

National policing plans

30. A further demonstration of the marginalisation of roads policing is the failure to give it due emphasis in the National Policing Plans and other strategic documents produced by the Home Office. The Home Office publishes rolling three-year National Policing Plans, which set out national priorities and provide the framework for local police planning.³⁸

31. The Departments’ joint submission stated: “the first three National Policing Plans included a clear expectation that effective roads policing would be given proper attention.”³⁹ We are astounded that the Government considers that these plans placed an

33 Q63

34 Ev 69

35 Q150, Ev 65, Traffic Management Act 2004 section 8

36 Department for Transport Press Notice 28/04/2006 “Highways Agency Traffic Officers Join Forces With Thames Valley Police”

37 Q320

38 Home Office (2003) The National Policing Plan 2004–07 Home Office Communication Directorate: London

39 Ev 101

emphasis on roads policing. It seems to us, and to many of our witnesses, that roads policing has not been established as a priority in these plans: being listed only under the 'other areas of work' sections, or relegated to an example to illustrate an area of responsibility.⁴⁰ As Chief Inspector Jan Berry of the Police Federation told us:

the National Policing Plan failed to have any mention of any roads policing requirements in the first couple of years. Our feedback to Government on every single occasion is that this is an integral part of policing and must be included. It is now included but there is no measurement attached to it. What gets counted gets done in policing and whilst I am not the first person to support performance measures [...] you do need to have a measurement if roads policing is going to be taken seriously.⁴¹

32. We were intrigued by the basis used to determine the priorities for national Policing Plan and what evidence-base there was for allocating these. The Department for Transport and the Home Office responded that: "The National Policing Plan is published by the Home Secretary in consultation with key stakeholders."⁴² The submission went on to state: "The priorities are informed by the Association of Chief Police Officer's National Strategic Assessment."⁴³ Given the strong feeling about road casualty reduction, we find it peculiar that roads policing is not given greater weight in such consultations. We question the extent to which road safety representatives, roads police officers and local residents generally are given the opportunity to participate in such consultations.

Targets and performance indicators

33. We also heard of the problems faced in attempting to prioritise roads policing when there is little in the way of performance indicators and targets to measure progress. Although the Government's road safety strategy, *Tomorrow's Roads Safer for Everyone* makes clear that roads policing is an essential element of the strategy, the Government's road casualty reduction target is a Public Service Agreement target for the Department for Transport, but not the Home Office.⁴⁴ This creates something of a tension in terms of the priority given to enforcing road traffic law: responsibility for road casualty reduction is splintered rather than shared.

34. The Police Superintendents Association of England and Wales told us: "if casualty reduction targets were jointly owned by the Home Office and Department for Transport, this would ensure that the police service at BCU [Basic Command Unit] and force level would recognise more fully its commitment to casualty reduction."⁴⁵ This view was shared by many other witnesses.⁴⁶ This included the Police Federation, which stated: "Regrettably,

40 PACTS (2005) 'Policing Road Risk: Enforcement, Technologies and Road Safety'. Parliamentary Advisory Council For Transport Safety, Occasional Research Reports. London. ISSN 1748-8338. Page 16

41 Q120

42 Ev 150

43 Ibid

44 DETR (2000) *Tomorrow's Roads Safer for Everyone*

45 Ev 54

46 Ev 81, 124, 51, Qq 19, 20, 138

there is little incentive for Chief Constables to focus resources on this issue as it is not seen as a Home Office priority.”⁴⁷

35. Failure to include prominent reference to roads policing in the Plans is thought to lead directly to the diminished resources made available for the activity. Transport for London told us: “TfL does not believe that the necessary resources are directed at these issues. In many ways this relates to the position of traffic policing in the national policing priorities framework [...]”⁴⁸

36. Although the casualty targets are not shared by the Home Office, the road casualty rate is used as an indicator in the Policing Performance Assessment Framework. One of the 32 indicators measures the number of people killed or seriously injured in road traffic collisions per 100 million vehicle kilometres travelled.⁴⁹ The Framework allows performance to be compared between forces. In the view of the Association of Chief Police Officers, however, this performance indicator is not a sufficient encouragement to ensure the prominence of roads policing:

Locally, the Government is encouraging better performance by local partnerships through the Community Safety Plan. However, whilst specific in their demands upon police and local authorities to develop effective crime reduction and antisocial behaviour strategies, there is no mention of road safety or road crime other than the Killed and Seriously Injured ‘Policing Performance Assessment Framework’ indicator. There is a need for greater incentives in the way of performance indicators for road safety and road policing to be included in the Community Safety Plan.⁵⁰

37. Police performance is measured in terms of sanctioned detections, but not all types of crime are counted.⁵¹ The offences listed within the counting rules are extensive and range from the abstraction of electricity, to fraudulent use of a car tax disc. We heard that some serious driving offences were not counted as ‘sanctioned detections’.⁵² The Police Superintendents’ Association of England and Wales told us that the offences of drink and drug driving and disqualified driving do not fall within the Home Office counting rules.⁵³ The PSAEW argued that, if the offences of drink/drug-driving, and driving while disqualified were counted as sanctioned detections, it would encourage forces to devote more resources to tackling them, with a positive effect on road safety.⁵⁴

38. Failure to include roads policing as a priority in the National Policing Plan over a number of years seriously undermines the claim that roads policing is seen by the Home Office as a core part of police activity. In the future the Home Office must ensure that road safety and roads policing representatives are fully consulted when the

47 Ev 51

48 Ev 86

49 Ev 101

50 Ev 1

51 A sanctioned detection is a notifiable recorded crime which results in the following steps: charge; summons; caution; taken into consideration; and penalty notice.

52 Q139, Ev 54, 64

53 Ev 64

54 Ibid

priorities for the National Policing Plan are being determined. We recommend that the road casualty reduction targets become part of the Home Office's Public Service Agreements. Given the vital contribution that roads policing can make to casualty reduction, the targets should be explicitly acknowledged to be the joint responsibility of both the Department for Transport and the Home Office. The offences of drink driving, drug driving and disqualified driving are serious ones, and should be included in the Home Office Counting Rules for Recorded Crime.

Evidence-based policing priorities

39. We heard that traffic law enforcement had become a low policing priority because it is a low political priority. Firearms and other types of street crime were perceived to be more important. Mr Hughes of ACPO told us:

The issue is quite straightforward: it is that the public demand a level of protection from the threat of firearms, which they do not reflect in public opinion in terms of the threat from cars often. I am well aware, and I am the leading spokesperson, of the fact that ten times as many people are killed on the roads as are, in fact, murdered every year, but there are political realities and a breadth of issues to sort out.⁵⁵

We were alarmed to hear this argument advanced by the most senior police officer in the country with responsibility for roads policing.

40. Mr Hughes indicated that in local consultations for the Crime and Disorder Reduction Partnerships, roads policing had been “very low down their scale of priorities”.⁵⁶ This was contested by other witnesses.⁵⁷ Chief Superintendent Derek Barnett, representing the PSAEW, told us:

I was here when you had the previous evidence and there was a suggestion that traffic policing casualty reduction was not of prime importance to local communities. Certainly my experience when I have been a BCU commander is that my postbag and my public meetings featured very, very strongly casualty reduction, speeding offences and anti-social use of vehicles.⁵⁸

Indeed, it was brought to our attention that the 2003–04 British Crime Survey found that speeding traffic was the most commonly mentioned antisocial behaviour (cited by 43% of the population), outranking other problems such as illegal parking, uncontrolled fireworks, drug use or dealing, vandalism or graffiti.⁵⁹ This was backed by a survey undertaken in the London Borough of Camden which found that 66 per cent of respondents would support more enforcement against traffic offences and 52 per cent supported funding more police speed enforcement.⁶⁰ The Police Superintendents Association concurred: “Community

55 Q8

56 Q16

57 Ev 116, 81, 119, 134, 54

58 Q139

59 In Ev 116, “Perceptions and experience of antisocial behaviour: findings from the 2003/2004 British Crime Survey” by Martin Wood, see <http://www.homeoffice.gov.uk/rds/pdfs04/rdsolr4904.pdf>

60 Ev 119

consultation invariably supports enhanced local roads policing to tackle anti-social use of the roads.”⁶¹

41. While we understand the need for local input into policing priorities, deployment decisions should be based primarily upon evidence: of the harm which results from specific types of offence and the potential of enforcement to prevent this. We believe such an approach would place roads policing high on the list of priorities. Because it is not possible to establish what proportion of road traffic collisions have involved an offence, it is difficult to assess what proportion of the 34,331 deaths and serious injuries each year could be prevented through better enforcement. We understand that the Home Office and Department for Transport are looking at ways of identifying links between offences and collision data.⁶²

42. With the existing data, we know that in 2004, 454 people were successfully prosecuted for events that resulted in the death of another road user.⁶³ This figure is far from comprehensive, however, because, as the government’s submission identified, a proportion of dead drivers will have been committing an offence at the time they were killed but this will not feature in offence totals. For example, we know that in 2004, 1,747 drivers and motorcyclists were killed in collisions; however what we do not know is what number of these drivers committed an offence which contributed to the collision taking place. Furthermore, as a report of the former Transport Committee has identified, there is still a tendency for prosecutors to pursue the lesser offence of careless driving, rather than causing death by dangerous driving, even where a death has resulted because of the greater chance of conviction.⁶⁴

43. In comparison, in 2004, 1,427 people died from drug poisoning (misuse); and 820 homicides were recorded in 2004–05 in England and Wales (in 20 of which the victim was struck by a motor vehicle).⁶⁵ **The Home Office should base priorities in the National Policing Plans on evidence of the actual number of casualties which result from different types of crime, not the amount of publicity they generate. We welcome the decision by the Home Office and the Department for Transport to undertake research into the links between offences and collision data. The results of this research must be taken fully into account in police deployment decisions.**

61 Ev 54

62 Ev 150

63 Ibid

64 House of Commons Transport Committee Sixteenth Report of Session 2003–04, HC 105-I Traffic Law and its Enforcement

65 Ev 150

4 The potential of roads policing

44. The marginalisation of roads policing is particularly disturbing when its potential to reduce casualties is considered. The Transport Research Laboratory (TRL) was unambiguous in its conclusion: “The great majority of studies in the literature have found that increasing the level of traffic policing reduces the number of road accidents and traffic violations.”⁶⁶ The Police Superintendents Association of England and Wales also recognised this in practice:

Increased compliance has a positive impact upon collision rates and casualty rates. Enforcement is the role of the police, and when properly resourced and targeted the service can deliver effective results. The Christmas drink drive campaign demonstrates this.⁶⁷

45. TRL were commissioned by Transport for London to examine how methods and levels of policing affect road casualty rates.⁶⁸ They concluded that the main objective of traffic law enforcement is to deter drivers from committing offences. It is suggested that the underlying mechanism of deterrence is that road users’ behaviour can be modified by making them fearful of the consequences of committing traffic violations.⁶⁹ But, as the researchers identified, this deterrent effect is only created if road users believe that they are likely to be apprehended, prosecuted and convicted for committing illegal acts, and that the eventual penalty will be severe and swiftly administered. They also found, however, that the relationship between levels of policing and collision and casualty rates is non-linear.

46. TRL explored in detail what types of roads policing are most effective in creating the deterrent effect. The work identified evidence in favour of deploying traffic police largely at random over the whole road network; a main advantage of this approach is that a driver’s perceived risk of detection becomes greater than the objective risk. TRL stated:

In practice, the random allocation of stationary policing methods to different locations on the road network has been found to be effective, producing substantial impacts on accident rates [...] The main advantage of this method of traffic policing is that it requires relatively low levels of police manpower [...] drivers would be unable to predict where and when they might be observed by police. This approach contrasts with the more common approach of targeting police resources on roads where traffic violations are known to be most likely [...] Thus, the goal of maximising deterrence may conflict with the goal of catching as many offenders as possible.”⁷⁰

From this research it can be strongly argued that increased roads policing will deter traffic law violations, thereby raising the standard of driving and reducing the likelihood of a collision and consequent casualties.

66 Ev 68

67 Ev 54

68 TRL Report TRL637

69 Zaal, 1994 in Ev 68

70 Ev 68

47. Recent experience in France also shows the importance of highly visible police enforcement on the roads. There, road deaths were cut by over 20% in the space of one year, principally through increased enforcement of existing traffic laws.⁷¹ Great Britain already has a much lower casualty rate than France, but the experience indicates the potential of vigorous traffic enforcement.

Visible roads policing

48. TRL also found that stationary and highly visible policing appears to be the most effective method for reducing violations and collisions.⁷² There was much support for the importance of visible roads policing in the evidence we received.⁷³ The Police Federation argued that the problem of drink-driving was the best illustration of the importance of a visible police presence on the roads. It stated:

it can be no surprise that drink drive deaths have increased as the number drink drive tests have fallen (by around 30,000 per annum since 1999). As with any form of crime, individuals make a calculated decision based upon their perception of the risk of being caught and the likely punishment that will entail.⁷⁴

49. The London Borough of Camden gave an interesting account of the value of highly visible roads policing. It described a joint enforcement project between the Borough and the Metropolitan Police. The pilot project used Neighbourhood Renewal Funding to pay for additional police time for enhanced enforcement on roads which had a proven speed and casualty problem. The officers mainly focussed on speeding vehicles and issued a booklet to drivers showing the clear links between speed, collisions and injury severity. Because the project used officers and not cameras, however, its effect was wider than speed enforcement. Officers were also able to act on the condition of the vehicle, driver behaviour other than speed, and whether drivers were legally entitled to be driving. The results of the project are contained in the table below, the data are for July 2004 to December 2005.⁷⁵

71 TRL (2004) 'How methods and levels of policing affect road casualty rates'

72 Ev 68

73 Ev 81, 119, 68, 51, 65, 129, 131, 142, 54, 146, 86, 98, Qq 9, 22, 81–86, 133, 180, 319

74 Ev 51

75 Ev 119

Table 3: Results of the London Borough of Camden Enforcement Project

	Project total	% of those stopped
Vehicles stopped	2,606	100%
Vehicles examined	1,631	63%
Verbal warnings issued	1,689	65%
Fixed Penalty Notice Endorsed (for speeding)	512	19.6%
Fixed Penalty Notice non-endorsable (not for speeding)	71	2.7%
Processed for prosecution	174	6.6%
Poor driving/without due care	26	1%
Vehicle problems/offences	77	2.9%
No insurance/tax/ licence/ MOT	56	2.1%
No seatbelt/helmet	101	3.9%
Use of mobile phone whilst driving	29	1.1%
Other traffic offences	32	1.2%
Arrests ⁷⁶	6	0.23%
Non speeding offences that would not have been dealt with in purely camera based enforcement:	2,094	80.4%

50. The Borough told us:

Camden, and the Police believe that there is value, in road safety terms, in every one of the 2,606 interventions. This includes a discussion with a road safety policing professional on the impact of speed, poor driving behaviour or poor vehicle maintenance on road safety. There is a value in drivers knowing that enforcement of ALL traffic regulations takes place, and that they should drive accordingly.⁷⁷

We agree with this statement.

51. In the interests of public safety, roads policing should be more about deterrence than about maximising the number of drivers caught for offending. We recommend that roads policing is guided by the conclusions of TRL's research into the methods and levels of roads policing. Visible, stationary roads policing units should be increasingly deployed randomly at different locations on the road network. This kind of visible policing will increase the deterrent effect and the perceived risk of detection across the network as a whole. The importance of visible roads policing should not be underestimated. In the context of rising numbers of 'hit and run' collisions the importance of a police presence is even greater. There is value in drivers knowing that enforcement of *all* traffic regulations takes place.

HM Inspectorate of Constabulary assessment

52. In the recent assessments of police performance undertaken by HM Inspectorate of Constabulary, roads policing was rated highly. Five forces were graded as 'Excellent', 27 as 'Good', 11 as 'Fair' and none were graded 'Poor'. HM Inspectorate of Constabulary discovered that 70% of the forces questioned were deemed to have a clear, well formulated roads policing strategy in place, while 63% of the forces questioned were found to have "well formulated processes and a culture for monitoring Roads Policing performance".⁷⁸ It

⁷⁶ The six arrests included one for theft, one for a vehicle in a dangerous condition, one for possession of an offensive weapon, one for drink driving, and two people who were wanted on earlier warrants. (Ev 119)

⁷⁷ Ibid

⁷⁸ Ev 4

is a matter of some concern that one force was considered to need significant review of its roads policing strategy and how it integrated with other strategies.⁷⁹ We were told that in the 2006 Baseline Assessment all forces will have to have adopted the Roads Policing Strategy and have a chief officer lead in order to obtain a grading of 'Fair' or above.⁸⁰

53. HM Inspectorate of Constabulary's assessment concentrated mainly on the models and frameworks in place, and less so on the actual casualty rates recorded in the force areas.⁸¹ Astonishingly, Mr Jones of HM Inspectorate of Constabulary told us that there was no correlation between the forces assessed to be performing least well at roads policing and those with the highest casualty rates.⁸² We think there is merit in assessing both, and certainly that the actual casualty rate should be the most prominent indicator of successful roads policing.

54. We also suggest that it would be valuable to conduct real world compliance checks to give an indication of the level of traffic law violations taking place. Brake stated:

There should also be regular and high profile traffic police checks, and panda car patrols, in communities of all sizes. Most communities we talk to do not report evidence of checks on seat belts, mobile phone use, or even radar gun speed checks on a regular basis in their areas.⁸³

Regular checks of compliance with traffic laws governing speed limits, seat belt wearing, mobile telephone use, vehicle condition, careless driving, and drink and drug driving, would give a clear picture of where there are problems and the results would help target local enforcement strategies for optimum effect. These compliance rate checks would help identify what impact traffic law enforcement has on the casualty rate, and would assist a more preventative approach.

55. We are pleased that roads policing operations performed well in HM Inspectorate of Constabulary's assessment of protective services. But the result is undermined by the fact that it was not heavily influenced by actual casualty rates. Models and frameworks in place should form part of the assessment, but the single 'outcome' indicator of primary importance in assessing roads policing performance should be the level of road casualties and the casualty reduction rate. The police should periodically monitor 'real world' compliance with traffic law in order to give an indication of the scale of violations and to help target police enforcement efforts where they will have maximum impact.

Promotional campaigns

56. The impact of police enforcement is likely to be enhanced where it is supported with educational and promotional campaigns which raise peoples' awareness both of dangerous driving behaviour and of the enforcement operation itself (and therefore the increased

79 Ibid

80 Ev 150

81 Ev 4, 17, Qq 28, 29

82 Qq 29, 30

83 Ev 22

likelihood of detection). The Department for Transport, rather than the Home Office, is responsible for road safety publicity. The transport minister, Dr Stephen Ladyman MP, stated that in the financial year 2005–06, £18 million was secured for expenditure on the Department’s road safety ‘Think!’ campaign.⁸⁴ He highlighted the campaign’s success: “the Think! campaign has won a whole raft of advertising industry Oscars in the last week for its effectiveness.”⁸⁵

57. We heard evidence from a variety of road safety charities which indicated that advertising was not sufficiently widespread to raise general awareness of road safety issues or the scale of people injured and killed on the roads. Ms Cynthia Barlow of RoadPeace told us: “I think it is true that the general public does not know enough about road casualties and road deaths. They are really not aware of the extent of the problem.”⁸⁶ Ms Paige Mitchell of the Slower Speeds Initiative added: “I have done some focus group work with people [...] they are appalled when they find out the level of casualties and they make frequent reference to things like the Twin Towers.”⁸⁷

58. The Department for Transport acknowledged that campaigns to change culture take a long time to have an effect and require regular prompts to stimulate shifting attitudes and incremental changes in behaviour.⁸⁸ It also recognised that the worst road safety offenders are often the most resistant to road safety campaign messages. The Department stated that it is “now developing engagement strategies to reach particularly difficult audiences such as young drivers.”⁸⁹ Research has shown that men, mid-age drivers (25–44), and those who drove more than 20,000 miles per annum had the most negative perceptions of safety cameras for example.⁹⁰ It is important that effective campaigns are devised which reach the drivers most likely to violate traffic law and be involved in collisions. Campaigns must be maintained and renewed to ensure generations do not slip through the road safety net.

59. Advertising could not only raise awareness of casualty rates, but would also support enforcement activity.⁹¹ The Department was criticised for not investing sufficiently in television advertising to support enforcement. Ms Mary Williams of Brake stated:

the levels of television advertising on road safety matters do not support enforcement and certainly there is no campaign saying “Beware: you will be caught”, because of course roads policing is too minimal so we cannot tie up the two things anyway, but there is a very low level of education in terms of television spend.

The organisation noted that the National Safety Camera Programme was not supported by a national television advertising campaign to maximise the deterrent effect of the enforcement.⁹² This concern was reinforced by the Association of Chief Police Officers

84 Ev 150

85 Q315

86 Q87

87 Ibid

88 Ev 150

89 Ibid

90 Ev 73

91 Ev 22, Q227

92 Ev 22

which stated: “there is a clear need to ensure that the Government makes a clear commitment to strongly supporting the benefits of new enforcement technology through strong advertising [...]”⁹³ Chief Superintendent Barnett of Police Superintendents Association of England and Wales suggested that the Department learn from some of the very effective advertising material used abroad.⁹⁴

60. Although an advertising budget of £18 million appears generous, it is just 0.1% of the estimated economic cost imposed by road collisions.⁹⁵ **The level of road casualties each year is not widely known. The public should be educated about the number of people killed and injured, the dangers of driving and the risks of offending. While some excellent campaign materials are produced, exposure to these materials needs to be increased. The effort that goes into producing them should be matched by investment in ensuring the material reaches the target audience regularly and in the most effective way. Advertising campaigns should more effectively support enforcement campaigns to maximise the impact of roads policing.**

Roads policing strategy

61. In January 2005 a Roads Policing Strategy was published jointly by the Department for Transport, Association of Chief Police Officers and the Home Office.⁹⁶ The publication of the Roads Policing Strategy was broadly welcomed.⁹⁷ The Strategy set a focus on:

- denying criminals use of the road⁹⁸;
- reducing road casualties;
- tackling terrorism;
- reducing antisocial use of roads⁹⁹; and
- providing reassurance to the public.

62. Publication of the joint strategy is a step forward and given it is only 18 months into the strategy it is arguably too early to judge results. Nevertheless, we heard criticisms that the Strategy had not had the impact on roads policing that was anticipated. The Police Federation told us: “In reality we have seen no higher priority or investment given to the work of traffic officers following the introduction of the Joint Roads Policing Strategy.”¹⁰⁰

93 Ev 1

94 Q159

95 According to the DfT’s *Highways Economic Note No. 1: 2004* The total value of prevention of all road accidents in 2004 was estimated to have been £18,004m.

96 DfT, HO, ACPO Roads Policing Strategy (January 2005)
www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_033749.pdf

97 Ev 81,136, 54,28, 25, 1, 86

98 The Strategy states: “Criminals use roads to carry out a great deal of their activity—ranging from burglary and theft to drug dealing and terrorism. Proactive road policing can deny criminals the unchallenged use of the roads, and is an effective measure for containing and deterring crime.”

99 The Strategy notes that “bad driving—such as ‘tailgating’, aggressive overtaking, undisciplined lane behaviour and verbal abuse—make other road users feel threatened.”

100 Ev 51

There was criticism of the fact that there is still no national mandate to implement the strategy at force level, and not all forces have adopted it.¹⁰¹

63. It is hard to judge the impact the strategy has made because the police have yet to adopt outcome performance indicators to judge progress.¹⁰² In terms of good practice, we would expect the framework for evaluating a strategy to be introduced at the same point as the strategy itself, or very soon afterward. It is very disappointing that the Strategy is over a year old, and there is still no agreement on what indicators should be used to judge its effectiveness. The Strategy included a commitment to develop indicators of outcome, and proposed these should include:

- The proportion of breath tests following collisions which show positive, providing an indicator of the prevalence of drink-driving, which can be monitored over time;
- Data from speed monitoring devices such as those at safety camera sites, which provide an indicator of the prevalence of speeding;
- Data on levels of observed compliance with seat belt use; and
- Local opinion polling to monitor how safe and secure people feel on the roads.¹⁰³

The Home Office Minister committed to review the success of the Roads Policing Strategy in the near future: “there is no point in having a strategy unless you measure its effectiveness. That is something we will be considering in the near future: how and when to review and measure the effectiveness of the Strategy.”¹⁰⁴ As we are now 18 months into the Strategy, there is a risk that any outcome measures adopted might appear to be based on the easy wins already identified rather than the most challenging targets that ought to be set.

64. While the introduction of the Roads Policing Strategy was broadly welcomed there has been some doubt over the actual impact it has had. The Home Office, Department for Transport and ACPO must jointly commit to evaluate its effectiveness and set outcome performance indicators to assist such judgements. It is of concern that not all forces have adopted the strategy—the Home Office should put in place the incentives to ensure all do so.

Emphasis of the Strategy

65. There is concern that the emphasis on ‘denying criminals the use of the road’ and ‘tackling terrorism’ may detract from road casualty reduction efforts.¹⁰⁵ The links between road crime and other mainstream crime have begun to be realised. These links are important. The development of some technologies has intensified this transition, for example Automatic Number Plate Recognition equipment. Nonetheless, if this connection

101 Ev 69, 54

102 Qq 6, 307

103 DfT, HO, ACPO Roads Policing Strategy (January 2005), paragraph 27

104 Q307

105 Ev 129, 139, 86

were to result in the re-deployment of roads police officers away from road casualty reduction work, and into detecting ‘mainstream’ criminals when they are on the road, this would be wrong.

66. There is a fear that the emphasis in the strategy separates traffic law offenders from other types of offenders, and that the implication is that ‘mainstream offenders’ should be prioritised above traffic offenders. Living Streets, a charity which campaigns for a better environment for people on foot, stated:

The [...] Roads Policing Strategy [...] tends to reinforce a view that the police should focus on offenders who fit into being an “other” in opposition to the “normal” road user. The “others” in this case being criminals, yobs and terrorists [...] Whilst we agree that these are important priorities [...] there is a danger that this adds to a perception that only certain kinds of offences and offenders will be dealt with.¹⁰⁶

To some extent this fear was confirmed by HM Inspectorate of Constabulary which explained that in assessing the quality of roads policing operations, more attention was given to this agenda, than a road safety agenda:

Some emphasis was put on the level of casualty reduction through the intelligence, prevention and enforcement functions when inspecting Roads Policing as a protective service, but the main focus of the review was denying criminals the use of the roads.¹⁰⁷

67. The Home Office Minister indicated that it is not a case of ‘either/or’ but instead ‘both/and’.¹⁰⁸ We agree that roads policing should be well integrated into other types of policing and that there can be advantages to this type of cross-over. We were less reassured, however, when the Minister described how integrating roads policing into tackling other types of offending would increase resources for roads policing:

The chief constable is likely to invest more money if, in putting the kit in the vehicles or giving it to police officers out in the community, they are dealing not only with roads policing but other aspects of policing as well, because if you can deal with antisocial behaviour, the use of uninsured vehicles, possible terrorist threats, drug dealers as well as enforcing roads policing more generally clearly he is getting a bigger bang for the buck that he is investing.¹⁰⁹

68. It is a matter for concern that the emphasis of roads policing has to some extent transferred from road casualty reduction work to tackling terrorism. Both objectives are clearly extremely important. The need to deal with terrorism should not reduce efforts or resources in what should be a core policing function that includes tackling the driving offences most likely to result in a collision; such as speeding and impaired driving.

106 Ev 129

107 Ev 17

108 Q375

109 Q366

5 Relationship between officers and technology

69. There have been significant advances in the technologies used to facilitate traffic enforcement, and these technological developments have had an important impact on roads policing. The Roads Policing Strategy explains that technology has already or is expected to provide more scope for identifying vehicles; managing traffic; varying speed limits; warning of problems; signing diversions; and experimenting with hard shoulder running.¹¹⁰ Most technological developments have been welcomed for the greater efficiencies they provide.¹¹¹ There have nevertheless been concerns about the impact of technology on the role of police officers. This section gives attention to the relationship between roads police officers and technology, how this relationship has changed over recent years, and how to optimise the interaction for the benefit of road safety.

Investment in staff

Technology cannot replace police officers

70. Technology has an important role in strengthening, not replacing, police officer enforcement. The joint Roads Policing Strategy makes it clear that technology should complement the role of police officers:

Technology cannot wholly replace the police: an adequate police presence on the road is also vital. For example, safety camera technology is successfully reducing speeding, collisions, deaths and casualties [...] But physical police presence is needed to deal with [...] significant problems which camera and other technology cannot yet detect, including drink and drug driving, careless and dangerous driving, and failure to use safety belts.¹¹²

This view was shared by many witnesses.¹¹³ The Association of Chief Police Officers, for example, stated: “The introduction of speed cameras [...] should release officers for other patrolling duties and never be used as an excuse for reducing road-policing numbers.”¹¹⁴

71. This is not just a matter of protecting police interests. The fact is there are many duties performed by police officers which cannot be executed by technology. Brake listed some examples: tests for alcohol and drugs; seat belt checks; mobile speed checks; vehicle maintenance checks; spotting driver tiredness or other impairments; spotting mobile telephone use; advice and information giving to drivers; and community engagement.¹¹⁵ The London Borough of Camden added: offences involving powered two wheelers, poor

¹¹⁰ DfT, Home Office, ACPO Roads Policing Strategy (January 2005) Paragraph 17

¹¹¹ Ev 116, 81, 119, 124, 51, 20, 136, 25, 1, 86, 101

¹¹² DfT, HO, ACPO Roads Policing Strategy (January 2005) paragraph 18

¹¹³ Q134, Ev 81, 119, 51, 136, 139, 22, 1, 101

¹¹⁴ Ev 1

¹¹⁵ Ev 22

driver/rider behaviour and driver crime.¹¹⁶ The Police Federation concurred: “Technology [...] is no substitute for the observant, experienced and highly trained traffic police officer.” Transport for London identified the value of real-time intervention achieved through officer action; whereas technological enforcement tends to involve a delayed reaction such as a penalty ticket in the post.¹¹⁷

72. Despite the assertion in the Roads Policing Strategy and a similar statement in evidence to our inquiry from the Department for Transport and Home Office, that technology should not replace officers, some witnesses indicated that the reduced numbers of roads police officers were, in part, a result of technological developments.¹¹⁸ Chief Inspector Berry told us: “I do not want to see technology stop. It is a huge advantage but we are tending to replace human beings with technology and I think that is a retrograde step.”¹¹⁹ Lt Col Tex Pemberton, of West Sussex County Council, stated: “I think there has probably been a reliance as we have rolled out more safety cameras [...] the police have probably thought this is a way of reducing the manpower on the policing on the roads.”¹²⁰

Technology increases efficiency

73. Although technology could never replace the full function of officers, few could doubt the success of technology in increasing the efficiency of roads policing functions. Over many years we have seen the efficiency with which certain traffic offences are enforced improve with the assistance of technology. In 1982, evidential breath testing equipment was introduced to help enforce drink-driving legislation. This cut the costs of breath tests from “tens of pounds to a matter of pence”.¹²¹ It also increased the speed of the testing process and meant that many more people could be tested in a set time. In the early 1990s speed and red-light cameras were first deployed. Speeding is now the largest motoring offence group dealt with by the police, comprising a third of all motoring offences in 2002.¹²² The cameras are able to provide a continuous deterrent effect and research has shown cameras to be very effective in reducing speeding and red light running. The section on speeding, chapter 6, and impairment including drink- and drug-driving, chapter 7, examine in more detail the changes that have been made.

74. Most recently, technologies have been designed to provide real time information and data access. Automatic Number Plate Recognition (ANPR) technology has had a significant impact. The Department and Home Office told us that an ANPR-enabled police officer makes about nine times the number of arrests usually expected and may contribute over three times more offenders brought to justice.¹²³ Such a dramatic increase in efficiency is to be welcomed.

116 Ev 119

117 Ev 139

118 Ev 69, Qq 134, 255

119 Q134

120 Q255

121 Ev 101

122 Ev 25 quoting Ayres et al 2004

123 Ev 101

75. There are many extremely dedicated and committed police officers working on traffic law enforcement. Technology must complement their role and not be seen as an excuse for reducing the number of roads police officers. In some forces there has been a tendency to see technology as ‘freeing up’ police officers to be deployed on duties other than roads policing—this approach is short-sighted. There are numerous serious traffic offences which technology cannot yet detect. In addition, technology cannot perform the educative role that police officers carry out. While it is hard to measure the value of stopping drivers to give a warning and some guidance, that type of intervention seems certain to have some effect in raising driving standards. The Police also play an important role in collecting the collision and casualty data which underpin the road safety targets and future strategies and interventions. Technology cannot replace police officers: its value lies in making roads police officers more efficient and effective in carrying out their duties. The Home Office and individual forces should properly invest in both roads police officers and technologies to enhance the impact of police enforcement.

76. New technology such as speed cameras and automatic number-plate recognition can make a significant contribution to road safety. But it should not be seen as an alternative to police officers on the ground. There are a number of important aspects of officers’ work—warning and advising drivers, collecting collision and casualty data and, most importantly, detecting certain moving vehicle offences—which cannot be carried out by new technology. We recommend that the Government issue clear guidance to police forces about the role of new technology in supplementing, not supplanting, the work of roads police officers.

Staff operation of technology

77. There is of course a relationship between new equipment and the officers needed to operate it. Investment in enforcement technology requires investment in staff to operate the equipment and to act upon the intelligence.

78. Our inquiry identified that some technologies were not being fully applied because of a shortage of staff to process the information and pursue offenders. We heard for example that Automatic Number Plate Recognition technology was so efficient at identifying vehicles which were wanted for either previous crimes or registration-type offences that it was not possible to act upon each positive identification. The Police Federation told us:

At the Dartford Tunnel and connecting road network it is suggested that ANPR can achieve one million “hits” per day. A successful identification rate of only two percent equates to some 20,000 hits per day. Even allowing for some prioritising, this huge volume would require a veritable army of road police officers to cope with such a high demand.¹²⁴

79. Most new enforcement equipment requires staff to interpret and act on the intelligence. If the resources are unavailable then the capacity of the technology is curtailed. The police are not able to maximise the impact of Automatic Number Plate

Recognition technology because they do not have the resources to respond to every positive identification. This gives a worrying indication of the level of lawlessness on our roads. New technology must be supported by adequate police staff resources and skills.

Applying the National Intelligence Model to roads policing

80. The National Intelligence Model (NIM) was published in 2000. It promotes intelligence-led policing on a national basis and aims to standardise intelligence-related structures, processes and practices across all police services. The Model attempts to systematise the ways in which the police service handles information and makes key decisions about the deployment of resources. The police are encouraged to apply the National Intelligence Model to all areas of policing, including road traffic enforcement. The Association of Chief Police Officers told us that its 'Operations Forum' is a tactical co-ordinating group which, by applying the National Intelligence Model, seeks to encourage a consistent approach to road policing strategies throughout forces.¹²⁵ But the Association also explained: "it is ultimately a matter for chief constables to decide their force's approach and there may therefore be individual variations."

81. In principle, the National Intelligence Model should help increase the efficiency of road policing efforts. Its impact, however, will depend on how thoroughly the model has been adopted and integrated. According to research by the Police Superintendents Association of England and Wales, 25 forces have adopted the National Intelligence Model into roads policing at force and inter-force level, but fewer have integrated it at local BCU level.¹²⁶ In HM Inspectorate of Constabulary's 2005 Baseline Assessment, 74% of forces questioned were found to have an effective intelligence-led approach.¹²⁷ According to the assessment, ten forces required some development in this regard.¹²⁸ Compared to other protective services, HM Inspectorate of Constabulary's assessment found that in roads policing "the use of intelligence and information was generally weak and was confined to the gathering and analysis of collision statistics. In particular, many of the forces assessed had no intelligence analyst dedicated to this function."¹²⁹

82. HM Inspectorate of Constabulary's assessment identified some serious weaknesses in the use of intelligence for roads policing activities, and use of the National Intelligence Model was found to be 'patchy'. We expect these weaknesses to be addressed promptly in order to optimise the effectiveness of roads policing. **The National Intelligence Model has an important role in improving intelligence-led policing and should help the police to identify where to focus resources to achieve maximum effect. We hope to see the Model more fully integrated into roads policing and casualty reduction, including at the local level. The Inspectorate should continue to evaluate progress in these important areas.**

125 Ev 1

126 Ev 54

127 Ev 4

128 Ibid

129 Ev 4

Training

83. It has already been noted that specialist training is an important aspect of roads policing. During the course of our inquiry it became apparent that the standard of specialist roads policing training had been neglected in some aspects and some forces. Chief Superintendent Barnett, of the Police Superintendents' Association, described the changes:

It certainly used to be the case that to be a specialist roads policing officer you had to be advanced driver trained, and then you had to have additional training [in] [...] how to carry out proper investigations, how to deal with the scenes of serious collisions, how to deal with foreign goods vehicles [...] now those skills have lapsed, the training has lapsed and we now have people who are undertaking specialist roads policing duties who have not had the proper training.¹³⁰

The Police Superintendents' Association identified that as a result of a lack of training, some officers engaged in traffic duties do not have the required skills to undertake collision scene management and protection. The Association commented: "It is inconceivable that specialist officers engaged on crime investigation would not be provided with the appropriate level of training."¹³¹

84. The Police Federation agreed with the interpretation of falling standards of specialist training. It stated:

We believe the level of training and general competencies for traffic police officers to enforce the myriad of road traffic legislation is in decline. Many officers, for example, no longer have competences in the enforcement of driving hours legislation, construction and use regulations [...] or the transportation of hazardous chemicals.¹³²

RoadPeace criticised the ad hoc nature of training for collision investigation: "Collision investigation training is not mandatory, driver training is inconsistent."¹³³

85. Although some tasks can be safely undertaken by non-specialist police officers,¹³⁴ there is a clear need for specialist training for roads police officers to ensure that there are officers available to competently, safely and effectively deal with serious collisions, undertake professional investigations and carry out tactical pursuits and more specialist enforcement activity.¹³⁵

130 Q149

131 Ev 54

132 Ev 51

133 Ev 20

134 The Police Superintendents Association suggests enforcement of drink driving, seat belt and mobile telephone legislation, Ev 54.

135 Ev 54

Consequences of inadequate specialist training

86. Where the appropriate degree of competence has not been met there are likely to be grave consequences. Chief Inspector Berry told us that police officers had been killed because they had failed to deal appropriately with the scene of road incidents. She stated: “Motorways and other roads are hugely dangerous places and we need to make sure people are skilled to operate in that environment.”¹³⁶ In addition, if technology is not used competently it can reduce the chances of a successful prosecution and hinder the pursuit of justice for road traffic victims. RoadPeace pointed to examples where cases had been lost because the evidence had not been of a high standard owing to errors in how equipment was used and information gathered:

We need to be in a situation whereby the evidence that is got from technology is absolutely reliable and firm and incontestable, which is not the case at the moment. People have disputed speed and they have disputed the tachograph, so we need to get them right [...] it is not that difficult to find loopholes in the prosecution and investigation because the standard is simply not high enough.¹³⁷

87. With the move away from specialist roads police officers to centralised roads policing units there must be a strenuous effort to ensure there is no reduction in the specialist training provided. Initial and refresher training for police officers must be improved. It is imperative that officers engaged in roads policing understand how to manage and protect the scene of a serious road collision, both for their own safety and for the quality of the crash investigation. Offenders must not have the opportunity to escape serious driving charges because of police failure to use equipment competently or as a result of procedural irregularities.

Investment in technology

88. Recent technological developments have transformed roads policing. For new technologies to fulfil their potential it is necessary for proper investment to be made in both the design and development of new technologies, and in the distribution and rolling-out of equipment to all forces across the country. We heard that both aspects require further support.

89. It has been suggested that the technology available to the police for road traffic enforcement is in many cases inferior to that available to private sector recovery companies, such as the RAC and the AA, and to other government departments, such as the Highways Agency’s control rooms.¹³⁸ The technology used in crash investigation was thought to be substandard by RoadPeace: for example, crash locations are still manually recorded by the police, whereas other government and utility personnel have been using Global Positioning Satellite systems for such activities for years.¹³⁹ RoadPeace explained that Police forces in other countries use hand-held computers to record collision details.

¹³⁶ Q171

¹³⁷ Q87

¹³⁸ Ev 51, 20, Qq 156–158

¹³⁹ Ev 20

There were other examples of superior technologies and systems used abroad. In France speed cameras issue penalty charge notices to the driver within 48 hours of the offence.¹⁴⁰ In Germany technological devices have been used to detect drug-driving for many years (this is discussed in more detail in chapter 7).

90. There seems to be a difficulty in ensuring that individual police forces have invested in the technology available. For example, we heard that the coverage of ANPR technology and speed cameras is often exaggerated and should be used more widely for casualty reduction.¹⁴¹ The Police Federation told us: “The reality is that very few police vehicles are equipped with ANPR [...] We do not have the precise figures [...] but it cannot be any greater than 3 to 5 per cent of the total force fleet.”¹⁴² The Transport Minister stated that: “it is up to individual constabularies to invest in the technology they need to make that information available to their officers at the roadside.”¹⁴³

Data systems

91. Data management is a growing area of police work which has been supported by technological developments. There are problems, however, maintaining the accuracy of these databases and ensuring interoperability between forces.¹⁴⁴ Chief Inspector Berry told us: “as far as mobile data is concerned there are some roads policing vehicles which will have mobile data ability and communications; the vast majority have not and it is some way down the line before we can expect to have it.”¹⁴⁵ In relation to IT systems, Chief Superintendent Barnett said: “The technology is out there and it is working in the commercial sector. It is true to say that the commercial sector is faster on its feet than the public services are.”¹⁴⁶

92. The Department for Transport and the Home Office were keen to identify the progress that has been made in making data available to roads police officers.¹⁴⁷ In relation to the motor insurance database, the Transport Minister explained that the Department has developed protocols with the insurance industry to promote more up-to-date information being made available. The Minister told us: “These are not instantaneous processes [...] but we have made huge progress over the last year or so and we will keep making progress over the next year or so.”¹⁴⁸

93. Roads police officers should have access to the most advanced technology available, and at least the same level of technology as private sector recovery services and the Highways Agency. The Home Office must also look at international technological developments and assess their applicability in the UK. **We believe it signals an**

140 Ev 25

141 Ev 22, 65

142 Ev 65

143 Q358

144 Qq 154–158, 371

145 Q157

146 Q158

147 Ev 101, Q371

148 Q371

insupportable choice of priorities that Highways Agency vehicles designed to keep traffic moving on the motorway should be better equipped than the police service's law enforcement vehicles. We heard that there are problems with IT interoperability between databases and between forces. We welcome the progress that has been made in this area and expect further resources to be found to invest in roads policing technology, to ensure that wherever possible access to data is instantaneous. This is the responsibility of both individual Chief Constables and central government.

The influence of new technologies on deployment decisions

94. A factor we identified during the course of our inquiry was the extent to which new technological developments can influence and shape patterns of policing. Because a new piece of equipment enables one aspect of roads policing to be undertaken more efficiently, it can tend to dominate operations and detract resources away from other important functions.

95. A significant example of this pattern is the emergence of Automatic Number Plate Recognition (ANPR) technology. Several witnesses were keen to stress how effective this piece of technology can be in terms of identifying vehicles and matching this information to other databases, such as the driver and vehicle licensing system, insurance databases and soon the MOT database. There is considerable concern, however, among road safety professionals that the emphasis on using ANPR to assist some roads policing duties has been to the detriment of much road casualty reduction work.¹⁴⁹ The Police Federation stated:

It seems the priority for ANPR is in favour of criminal activity, and supports the concept of denying the criminal the use of the road, not on road safety. We therefore foresee a further decline of roads policing skills in the future and this is supported by anecdotal evidence from officers up and down the country.¹⁵⁰

West Yorkshire Road Safety Strategy Group concurred:

There is some concern that the police may be spending too much time on the ANPR activities at the expense of overall roads policing issues. Whilst appreciating the value of ANPR operations and the link between criminality and road safety the over reliance on ANPR activities could leave major areas of visible roads policing and road traffic enforcement without sufficient attention.¹⁵¹

96. The danger of allowing technological development to dominate deployment decisions is that those offences which are not easily detected by technology will be neglected. ANPR has been used to encourage the police to focus on 'denying criminals use of the road'. This objective is important and the links between different types of offence need to be recognised, but there are limits to the use of ANPR in improving road safety. Just because the technology is operated on the roads does not mean it is focused on traffic law in particular. The evidence we received about the use of ANPR technology gave the

¹⁴⁹ Ev 81, 51, 65, 69, Q266

¹⁵⁰ Ev 51

¹⁵¹ Ev 81

impression that so long as a vehicle is properly registered and taxed and the driver is not wanted for some previous offence, any other driving offences being committed, such as driving while using a mobile telephone, will not ordinarily be detected or enforced by ANPR teams.

97. Technological developments alone should not be allowed to direct or unduly influence the deployment of police resources. Automatic Number Plate Recognition is an example of a technological development which has had a significant impact on policing. It very efficiently enables the police to identify vehicles wanted for past offences and registration-type offences when they are on the road. We welcome its introduction and wish to see all forces making full use of the technology. Nevertheless, it is vital that the police teams visible on the roads fulfil the whole range of road policing tasks and enforce *all* types of traffic offence.

Introducing new technologies into enforcement

98. Careful thought needs to be given to how technology is introduced into enforcement. The way in which the safety camera programme and hypothecation of the penalty charges were introduced provides an example of how important it is to get this right.¹⁵² The Slower Speeds Initiative identified how it could have been better handled:

It should have been easy to foresee that a sudden increase in speed limit enforcement would generate controversy, given the statistics on rates of speeding, evidence on driver attitudes to speeding and knowledge of speed limits and the power of the motoring lobby in the media. There was insufficient preparation of the public and professionals, including the police, for the roll out of the policy. The evidence-base for the policy has still not been properly disseminated or discussed.¹⁵³

99. We heard that the police felt alone in explaining and defending the new funding regime and that there was little support from the Government. The Association of Chief Police Officers told us:

Following the introduction of safety cameras, the police service was almost a lone voice in their defence and no robust support was offered by Government until very late in the day. Whilst that has been addressed, there is a clear need to ensure that the Government makes a clear commitment to strongly supporting the benefits of new enforcement technology through strong advertising and robust defence in the media, rather than expect the police to defend them.¹⁵⁴

Indeed, research by Dr Claire Corbett, of Brunel University, in late 2003 found that there was a poor understanding of how camera sites were selected and what happened to

¹⁵² The Vehicles (Crime) Act 2001 enabled Safety Camera Partnerships to retain some of the revenue from penalties to cover camera operating costs, any surplus went to the HM Treasury Consolidated Fund. Safety Camera Partnerships are discussed in more detail in Chapter 6.

¹⁵³ Ev 25

¹⁵⁴ Ev 1

revenue; and that understanding was especially low among London drivers, male drivers and high mileage drivers.¹⁵⁵

100. When new technologies and new systems of enforcement are introduced there must be adequate attention given to how best to contribute to the public and media debate. The Government should properly convey reasons for the changes. Lessons about the importance of public communication must be learned from the safety camera hypothecation scheme. Both the Department for Transport and the Home Office must do more to publicly support new enforcement initiatives and ensure their success.

Type approval

101. Before certain new technologies can be used officially by the police in enforcement of traffic law, they have to be ‘type approved’ by the Home Office. This ensures that the equipment is reliable, robust and of a sufficiently high standard to be used to produce evidence.

102. The type approval process has two stages: one led by the ACPO Traffic Enforcement Technology Sub Committee and the second by the Home Office Scientific Development Branch.¹⁵⁶ The ACPO committee review the technical description and health and safety information of any new device presented by a company, and if it is thought to have merit, the committee allocates three police forces to carry out tests in accordance with guidance. The ACPO committee then writes to the Home Office Scientific Development Branch with a decision on whether the device should be pursued. The Branch carry out further technical tests, and if these are satisfactorily completed it recommends Type Approval to the Home Office Public Order and Police Co-operation Unit.

103. While most people would recognise the importance of testing and checking new equipment to guarantee its reliability, the type approval process has come in for criticism, and not only from potential manufacturers of the new equipment. The process is challenged for being lengthy and expensive.¹⁵⁷ The cost of this process is thought to be a deterrent to innovation in some cases. Commenting on the delays caused by type approval, the Police Federation said: “We believe this process must be subject to a serious review, and a new system established which encourages innovation by manufacturers.”¹⁵⁸ Mr Neal Skelton of ITS-UK warned against rushing the type approval process:

There are inherent delays in the type approval process, but I am aware that they are really going as fast as they can go because the type approval process seeks to eradicate subsequent challenges and costly court implications. So if you tried to speed it up you probably could but there will be retrospective effects, I would be sure.¹⁵⁹

¹⁵⁵ Ev 73. There is more discussion of speed cameras in chapter 6 ‘Speed enforcement’.

¹⁵⁶ <http://scienceandresearch.homeoffice.gov.uk/hosdb/public-protection/road-safety-cameras/ACPO-traffic-enforcement/>

¹⁵⁷ EV 51, 69

¹⁵⁸ Ev 51

¹⁵⁹ Q234

104. The delay in securing type approval for roadside alcohol screening equipment was identified. The problems this creates for enforcement are discussed in more detail in chapter 7.¹⁶⁰ In discussing the delays, however, the Home Office Minister told us:

There is no complacency about it but, because we have to provide something which will stand up as evidence in court, it is important that the devices that are used are completely and utterly reliable. Indeed, the Home Secretary would not sign off approval for anything that was not capable of giving that kind of evidence 100% of the time.¹⁶¹

The example of the roadside alcohol screening equipment highlights the frustration that the police and other road safety professionals encounter when Parliament passes legislation bringing in new enforcement powers, but the police are unable to then make use of these powers because the technology does not yet exist.¹⁶² Ideally the powers and the equipment should be introduced at the same time.

105. Difficulty achieving full market development of new technologies, and Home Office type approval, can lead to delay in anticipated improvements in roads policing. Ideally any necessary legislation and type approval of new technologies will come about at the same time—this requires proper planning and investment in research, design and development. The Home Office should examine whether the type approval process can be improved and accelerated without jeopardizing the outcomes. The process should encourage, not hinder, manufacturers to innovate.

¹⁶⁰ See paragraph 147

¹⁶¹ Q330

¹⁶² Q240

6 Speed enforcement

106. The use of camera technology to enforce speed limits illustrates how the technology of enforcement cannot be treated in isolation from political and social factors.¹⁶³ The decisions taken in relation to safety cameras and the national guidelines set down to govern their use have been based on considerations other than simply the effectiveness of the technology in enforcing limits and reducing road deaths and injuries.

Safety Camera Partnerships

107. Speed cameras were first used on the UK's roads in 1992.¹⁶⁴ The use of cameras has radically increased the detection of speed limit violations. Between 1999 and 2002 the number of speed offences detected by speed cameras increased from about 500,000 to 1,400,000.¹⁶⁵ Their effect in reducing speeding can be seen in the fall in the percentage of drivers breaking the speed limit. In 1994, 69% of drivers exceeded the 30 miles per hour limit; by 2005 this had fallen to 50%.¹⁶⁶

108. Whilst cameras are clearly effective in reducing speeding and red light running, research indicated that the full benefits of cameras were not being realised because of budgetary constraints. In 1998 the Government decided to allow local road safety partnerships to recover their enforcement costs from penalty charges incurred by offenders. The Partnerships could not make a profit from the operation; any surplus went to the Treasury. The Safety Camera Partnerships were piloted in 2000 in eight areas. The Vehicles (Crime) Act 2001 allowed the system to be extended nationally. Local partnerships consist of the police, local authorities, the Magistrates' courts, the Highways Agency (where appropriate) and other key stakeholders including the local health authority.¹⁶⁷

Cameras successfully reduce death and injury

109. Evaluation of the safety camera partnerships over the four year period from April 2000 to March 2004 identified their success in reducing speeding and the resultant casualties. The evaluation found that vehicle speeds had been reduced by 70% at new fixed camera sites and by 18% at new mobile sites. Reductions in the proportion of vehicles breaking the speed limit by 15 miles per hour or more were even greater. Both casualties and deaths were down—after allowing for the long-term trend, but without allowing for selection effects (such as regression-to-mean)¹⁶⁸ there was a 22% reduction in personal

163 Ev 25

164 DfT Road Casualties Great Britain: 2004 Annual Report, page 119

165 Ev 150

166 National Statistics 'Transport Statistics Bulletin: Vehicle Speeds in Great Britain'.

167 Ev 101

168 'Regression-to-mean', sometimes called 'bias by selection', complicates evaluations at sites with high collision numbers (blackspot sites) in that these sites have often been chosen following a year with particularly high numbers occurring. In practice their collisions will tend to reduce in the next year even if no treatment is applied. Even if three-year accident totals are considered at the worst accident sites in an area, it is likely that the accident frequencies were at the high end of the naturally occurring random fluctuations, and in subsequent years these sites

injury collisions at sites after cameras were introduced.¹⁶⁹ Overall 42% fewer people were killed or seriously injured. After allowing for both regression-to-mean and long-term trends in collision frequencies, the average effect of a sample of 216 cameras was a reduction of 19% in both personal injury collisions and fatal and serious collisions.¹⁷⁰

110. Despite the impression sometimes given by the media, there is no doubt that speed camera enforcement is very strongly supported by the public. Research found that throughout the last decade, on average 82% of people approved of speed camera operation.¹⁷¹ There was also a positive cost-benefit ratio of around 1:2.7. In the fourth year, the benefits to society from the avoided injuries were in excess of £258 million compared to enforcement costs of around £96 million. RoadPeace pointed to the efficiency of speed camera enforcement compared to officer enforcement:

A police officer must document every contact with the public and this is estimated by the police to take 15 minutes. We believe this should be publicised and the effectiveness of cameras (which could detect hundreds of speeding incidents in this time) should be compared.¹⁷²

Research by TRL has identified that although cameras are very efficient, physical policing methods can have a different type of impact. The researchers found that the minimum distance halo associated with physical policing is about five times greater than the minimum associated with speed cameras.¹⁷³ This reinforces the argument for both officer and technological enforcement, but does not detract from the efficiency of camera enforcement.

Safety camera guidelines

111. Although the Safety Camera Partnerships achieved a great deal in the first four years of operation, it was put to us that the impact had been subdued by the guidelines which the Government had adopted. The criteria most criticised were the visibility standards and the requirement for four road deaths or serious injuries to have happened in the previous three years at camera locations.¹⁷⁴ The Slower Speeds Initiative told us:

In reaction to controversy the Government imposed rules for camera visibility and siting criteria that reduced the camera sphere of influence and encouraged drivers to speed outside the range of cameras. Both of these effects could be expected to counteract the casualty reducing potential of the technology [...] Speed cameras

will experience lower numbers. See Road Safety Good Practice Guidance, Department for Transport, October 2001, paragraphs 5.119 to 5.123.

169 PA Consulting & UCL (2005) The national safety camera programme four-year evaluation report

170 Since the site selection guidelines for cameras include casualty threshold levels, it is likely that some of the observed reductions in collisions will be attributable to regression-to-mean effects.

171 Ev 73

172 Ev 20

173 Ev 68 "Distance halo" refers to the distance that the effects of enforcement last after drivers pass the enforcement site "Time halo" refers to the length of time that the effects of enforcement on drivers' speed behaviour continued after the police presence was removed.

174 Ev 81, 96, 69, 134, 25. Q91

would be made much more effective if they were inconspicuous and deployed randomly.¹⁷⁵

The West Yorkshire Road Safety Strategy Group identified that the speed criteria in the guidelines were problematic on rural roads: “In West Yorkshire [...] most of the rural roads do not meet the speed criteria, despite meeting the casualty criteria. However these roads often have a significant proportion of drivers who exceed the speed limit by more than 20 mph, whilst the majority obey the limit.”¹⁷⁶

112. The Strategy Group also criticised the requirement for deaths and injuries to have occurred and stated: “The public find it difficult to understand why safety cameras cannot be used when they see many collisions at a location only to be told that they were not serious enough.”¹⁷⁷ This was a common complaint. Ms Williams of Brake told us: “If you tell a community that until they have sacrificed their children’s lives or injured them they cannot have a camera outside their school or their community, they are not desperately happy about that.”¹⁷⁸ Ms Mitchell of the Slower Speeds Initiative pointed out that it is not necessary to wait until collisions and casualties have occurred because the speed/crash relationship is categorical.¹⁷⁹ The frequency of collisions and the severity of casualties increase with speed. Depending on the type of road, every 1 mile per hour reduction in average speed will reduce crashes by between 2–7%.¹⁸⁰

113. The Department for Transport and Home Office countered that rules governing the National Safety Camera Programme have ensured that cameras have been used only where they meet a proven road safety need.¹⁸¹ The Departments also argued that the visibility guidelines had won public support: “The decision to adopt a high visibility enforcement approach [...] has generally been welcomed by the public and has led to sustained levels of public support for the programme and use of camera technology.”¹⁸² The Departments have no hard evidence, however, to support this assertion.¹⁸³

114. Even with these strict guidelines we heard there were many locations which met the criteria, but where cameras had not yet been installed.¹⁸⁴ The Association of Chief Police Officers indicated that between only one and seven per cent of the road network is currently covered by Safety Camera Partnership activity.¹⁸⁵ Transport for London noted that there are potentially 300 sites in London alone which meet the criteria of the National

175 Ev 25

176 Ev 96

177 Ibid

178 Q12

179 Q86

180 Taylor, MC, Lynam, DC, Baruya, A (2000) ‘The effects of drivers’ speed on the frequency of road accidents’ TRL 421

181 Ev 101

182 Ibid

183 Ev 150

184 Ev 22, 86, Q256

185 Ev 1

Safety Camera Partnership guidelines and which are not yet covered by safety camera equipment.¹⁸⁶

115. Despite the success in bringing down the collision and casualty rate the Association of Chief Police Officers, unlike road safety campaigners and local authorities, was not keen for more cameras to be installed. Mr Hughes of ACPO told us: “I do not want to see an extension of the numbers of speed cameras currently in use. I would welcome the flexibility to move those cameras to sites where the killed and seriously injured rate has risen.”¹⁸⁷ The Police Federation indicated that cameras should be given less, not more, emphasis: “we believe there is an over reliance now on enforcement cameras, which have fallen under the control of camera partnerships.”¹⁸⁸

116. The Department and the Home Office were reticent when it came to recommending more cameras. The Transport Minister suggested that partnerships should be encouraged to look at solutions to speeding other than cameras. He told us: “it was clear to us that, in certain areas, partnerships had formed which might be minded to look first for a road camera based solution rather than a better and perhaps more cost effective solution.”¹⁸⁹

117. We questioned the Department about which measures were more effective and more cost-effective than speed cameras. The response from the Department identified a comparative study of measures which had been implemented: a speed camera in Bicester; a road hump in Abingdon; a 20 mph zone in Sutton; and a vehicle-activated sign in Norfolk.¹⁹⁰ These examples were taken from the Department’s Road Safety Good Practice Guide and set out the reduction in speed and casualties following implementation of the measure and the cost benefit in terms of the first year rate of return. In these examples the 20 mph zone and the speed-activated sign had achieved greater casualty reduction than the camera (8.1 and 3.1 per year respectively, compared to 2.2). In terms of the value for money, however, the speed camera was shown to be the most cost-effective (the first year rate of return was 12 times the cost, compared to 0.8 and 10.6 respectively).

118. It was disappointing that whilst acknowledging the essential role of safety cameras, the Association of Chief Police Officers’ Head of Road Policing did not wish to see more cameras in use. We find such a contradictory approach bewildering. Well-placed cameras bring tremendous safety benefits at excellent cost-benefit ratios. A more cost effective measure for reducing speeds and casualties has yet to be introduced. An increase in safety camera coverage would be supported by evidence, as well as public opinion. There are many more sites which meet the existing camera guidelines and more funding should be made available to enable better coverage.

119. The police and road safety campaigners want flexibility on where and how to deploy cameras. It is a disgrace that the existing Department for Transport guidelines require potentially preventable deaths and injuries to have occurred in a location before

186 Ev 86

187 Q33

188 Ev 51

189 Q345

190 Ev 150

cameras can be installed. The relationship between speed and collisions is so well proven that this requirement is unnecessary and even irresponsible. Evidence of excessive speed is evidence of danger and there is no need to wait for somebody to die in order to take action intended to slow vehicles. We recommend that the casualty criteria be lifted. Future guidance from the Department should emphasise the importance of local decisions about camera siting; there should be more flexibility for rural roads with casualty problems which do not meet speed criteria and urban roads which cannot fulfil the visibility requirements.

Enforcement threshold speeds

120. We heard that the impact of cameras had also been lessened by the artificially high enforcement threshold speeds.¹⁹¹ The Slower Speeds Initiative stated: “The threshold speeds which trigger enforcement are well above, and increasingly known to be above, the speed limit.”¹⁹² This is a real concern as research by Corbett and Caramlau identified that around 40% of vehicles travel above the 30 miles per hour speed limit but *below* the prosecution threshold speed.¹⁹³ It is at precisely these speeds that a pedestrian’s chance of surviving a collision is cut drastically: a pedestrian is more than twice as likely to be killed if hit at 35 miles per hour than at 30 miles per hour.¹⁹⁴ Gloucestershire County Council also noted that the threshold speeds differ in police authority areas across the country, leading to inconsistency.¹⁹⁵

121. The threshold speeds are set above the actual speed limit to avoid disputes about actual speed travelled. **Even driving a few miles per hour over the speed limit makes a big difference in a collision with a pedestrian or cyclist: the chances of survival halve between collisions at 30 miles per hour and 35 miles per hour.** With more accurate camera equipment and with accurate digital speedometers installed in vehicles, it would be possible to lower the enforcement threshold speeds. The Government and the police should work towards harmonizing threshold speeds and reducing these to nearer the actual speed limit in order to improve the effectiveness of speed cameras, and to better protect pedestrians and cyclists.

The future of the National Safety Camera Partnerships

122. The Secretary of State for Transport announced in December 2005 that the current Safety Camera Partnership rules and programme will cease on 31 March 2007.¹⁹⁶ Under the proposed new arrangements, penalty charge revenue from offenders will go to the Treasury and will no longer be ring-fenced for safety camera enforcement operations. The Treasury will then make funding—£110 million in the first year¹⁹⁷—available to local

¹⁹¹ Ev 131, 25, 73

¹⁹² Ev 25

¹⁹³ Corbett, C. and Caramlau, I. (2004) ‘The nature and extent of excess speed in London and drivers’ perceptions of safety cameras.’ Commissioned by London Safety Camera Partnership

¹⁹⁴ There is a 50 per cent chance of being killed at 35 mph compared to a 20 per cent chance of being killed at 30 mph.

¹⁹⁵ Ev 131

¹⁹⁶ See Hansard, 15 December 2005, col 178W5.

¹⁹⁷ Q347

authorities through the Local Transport Plan system. The funding can be spent on any road safety initiatives and is not therefore restricted to camera operations.

123. The Home Office and the Department for Transport have indicated that the new system is designed to encourage a greater mixture of safety measures. The Home Office Minister told us:

What we are very keen on is to make sure that the money generated is not just spent on more and more cameras but is spent on a more comprehensive approach to road safety. It is very important [...] that we get a properly balanced enforcement strategy that reflects the needs of particular local communities [...]¹⁹⁸

The Department for Transport stated:

local partnerships will have much greater local freedom to pursue whichever locally agreed mix of road safety measures will make the greatest contribution to reducing road casualties [...] this will also facilitate longer term financial planning and stability. The Government fully expects that camera technology will continue to feature in those local decisions. However local partnerships will also be able to direct further resources to more traditional policing methods if this is considered to be a local priority.¹⁹⁹

124. The greater degree of flexibility was welcomed.²⁰⁰ The move away from hypothecation was also supported by some witnesses because a widely-held, but mistaken, belief that the cameras were raising net revenue for the Safety Partnerships was thought to be obscuring the real issues.²⁰¹ The RAC Foundation stated: “using the revenue for a broader range of education, engineering and enforcement projects [...] would remove any doubt about the priorities, reduce criticism and produce a better [...] road safety package.”²⁰² Mr Rob Salmon, of West Sussex County Council, added: “the benefit is the removal of the linkage between expenditure and fine income because that has been perceived nationally as a very negative aspect of the safety camera programme.”²⁰³

125. Nevertheless, there was concern that the new funding arrangements would harm the partnership working that has been developed and in particular that the police would be negatively affected. As the Parliamentary Advisory Council for Transport Safety (PACTS) stated:

PACTS is concerned that as prime responsibility lies with the highways authorities, without a structure bringing together regional road safety stakeholders, the role of the police in determining local road safety interventions may be diminished [...]

¹⁹⁸ Q343

¹⁹⁹ Ev 101

²⁰⁰ Ev 136, 28, 85, 101

²⁰¹ Qq 37, 275

²⁰² Ev 28

²⁰³ Q275

there is thus potential for the role of safety cameras in casualty reduction to also be diminished.²⁰⁴

126. All levels of the police service shared this concern. The Association of Chief Police Officers stated: “Whilst forces are generally supportive of the proposed changes, there is some concern that since the funding is not ring-fenced, funding might be diverted away from safety cameras by other partners.”²⁰⁵ The Police Federation told us:

The sweeping changes made to funding arrangements are likely to have a significant impact on the way road safety partnerships function. Local authorities will be able to receive 70 per cent of the funding without any “strings attached”. Some may choose to take the money and abandon the safety cameras—possibly handing them back to the police [...] this will have clear implications for the way safety cameras are managed.²⁰⁶

Mr Barnett, representing the Police Superintendents’ Association of England and Wales, added: “The concern we have is that we do not want to be left with the rump of all the enforcement without the support of the funding that comes with it.”²⁰⁷

127. Transport for London has also expressed concern that the new funding arrangements will limit the plans it has to expand coverage by safety cameras.²⁰⁸ Under current arrangements, this expansion could have been self-funding, but with the new system Transport for London has been informed it has a fixed budget for camera partnership activities of £10.5 million to £12.5 million for the financial years 2007–08, 2008–09 and 2009–10. The organisation told us: “It is our current understanding that our growth could only be at the expense of another Partnership’s decline.” An additional concern about the new arrangements was that without the national structure of the Safety Camera Partnerships the nationwide interchange of ideas and experiences could be diluted or lost.²⁰⁹

128. The change in funding arrangements for the National Safety Camera Partnerships ends the ring-fencing for camera operations. The police fear that under the new system their involvement could be sidelined and their access to funding might be curtailed. Transport for London in particular has concerns that it will be difficult to increase funds to expand camera enforcement even where cameras are the most effective solution. Camera Partnerships have provided valuable lessons in partnership working; the connections that have been made must not be lost. We will keep the new arrangements under review and hope to see that cameras continue to be an important part of casualty reduction for as long as they remain one of the most effective interventions.

204 Ev 136

205 Ev 1

206 Ev 51

207 Q160

208 Ev 98

209 Ev 85

Future technologies for speed limit enforcement

Time-distance cameras

129. Safety cameras have proven very effective in reducing speeds and preventing casualties, but that does not mean that technological developments should stop there. Time-distance cameras have been very effective where they have been used, and their widespread deployment could have an important impact in further enhancing the effectiveness of camera enforcement and deterrence to speeding.²¹⁰ The cameras cover longer stretches of road. Times of entry to and exit from the zone can be recorded and compared with expected travel time if all speed limits within the zone were observed. The cameras could be used on high speed and low speed roads, including residential roads. Such cameras may be preferable to road engineering measures such as speed humps for a variety of reasons.

130. Transport for London is exploring the potential of time-distance cameras in enforcing 20 miles per hour speed limits on residential roads. The organisation suggests that time-distance cameras could allow 20 miles per hour zones to be introduced and enforced on London's 10,000 kilometres of residential roads within the next 10 years, rather than the 35 years it would take to install road humps. The organisation stated: "This is a real opportunity to halve casualties in London's residential areas, using self-funding measures. It will be vital, however, to allow the fine income to be retained in order to run the camera systems and fund new schemes."²¹¹ TfL is in the process of securing Home Office type approval for the equipment.²¹²

131. The Slower Speeds Initiative suggested that such a system would be considered fairer since drivers are not penalised for momentary violations.²¹³ It argued the cameras would also be more effective since the deterrent effect is active over a larger area and thereby secures more consistent compliance with the speed limit. It noted that the four-year evaluation report on safety cameras showed that time-distance cameras reduced speeding on average by 53% and completely eliminated 'high-end' offences (exceeding the speed limit by more than 15 miles per hour). The Police Federation also called for greater use of these cameras and indicated that current funding constraints had limited their use to date. It told us: "It would be far better in the interests of driver compliance to consider wider use of speed/distance devices. We acknowledge the expense involved, but we are concerned that better, more efficient technology is not being developed quickly enough."²¹⁴

Intelligent Road Studs

132. We also heard that intelligent road studs (IRS) may have potential to be used in speed enforcement. The studs protrude only 4 millimetres above the road surface yet can house lighting systems, weather and road conditions sensors, infra-red speed detectors and digital

²¹⁰ Ev 116, 119, 51, 25, 86, 98

²¹¹ Ev 98

²¹² Q283

²¹³ Ev 25

²¹⁴ Ev 51

video cameras. They can collect and transmit data to roadside cabinets which can be connected to traffic control systems.²¹⁵ The studs are already in use in the UK and abroad as a cheap and effective means detecting weather and lighting conditions. The Slower Speeds Initiative told us:

IRS technology could combine vehicle activated driver information and warning systems with enforcement. Speeding drivers could activate warning lights indicating that they should slow down. If they failed to heed the warning, they could then trigger camera studs to record their speed and issue violation notices.²¹⁶

Intelligent Speed Adaptation

133. Intelligent Speed Adaptation may also have a role in the near to medium future. Our predecessor Committee made recommendations on its application for safety purposes.²¹⁷ Intelligent Speed Adaptation is a system of in-vehicle speed limitation. The vehicle is located and provided with information about the speed limit on the road, through a combination of a Global Positioning System and a digital road map. This information is connected to the vehicle's power train: throttle, ignition, fuelling system, gearbox and brakes. The system provides in-vehicle technology which prevents the driver exceeding the speed limit, except in emergency situations.

134. Initial research in the UK, funded by the former Department of the Environment, Transport and the Regions and undertaken by the University of Leeds and the Motor Industry Research Association, identified that a full mandatory dynamic form of Intelligent Speed Adaptation would lead to a reduction of 36% in all injury collisions and of 59% in fatal crashes. There was support from many of our witnesses for its early introduction.²¹⁸ As Stephen Plowden commented:

There is something ridiculous about allowing excessively fast and powerful cars on the road and then trying, at great expense and with only modest success, to stop people from using that power.²¹⁹

135. **Speed cameras have achieved significant reductions in collisions and casualties. There remains potential to increase this impact not only through the rules and arrangements which govern their use, but also through ongoing technological developments. Time-distance cameras improve effectiveness: the Department for Transport, Home Office and police forces should take the steps necessary to encourage their use and make sure sufficient resources are invested. The possibility of using time-distance cameras to enforce 20 miles per hour limits on residential roads should be explored by the Department. We welcome Transport for London's efforts to secure Home Office type approval for such equipment in order to protect vulnerable road users through enforcement of appropriate speed limits. Development work on**

215 Ev 25

216 Ibid

217 House of Commons Transport Committee Seventeenth Report 2003–04 'Cars of the Future' (HC 319-I)

218 Ev 116, 127, 129, 85, 44, 25, and Qq 5, 14, 266, 281, 283

219 Ev 116

Intelligent Speed Adaptation should be continued. We would welcome the early introduction of in-vehicle enforcement technology. The potential of Intelligent Road Studs should also be further explored.

7 Drink and drug driving

136. The enforcement of drink-driving and drug-driving legislation is a good illustration of the importance of having both police officers and effective technology available and working well together. There have been delays in getting access to the most appropriate new technologies, and debates about whether legislative change is needed to enable more effective enforcement.

Increasing prevalence of drink-driving and drug-driving

137. During the 1980s the number of people killed and seriously injured in drink-drive collisions in Great Britain fell from over 9000 (1,450 deaths, 7,970 serious injuries) to just less than 5,000 (760 deaths, 4,090 serious injuries).²²⁰ Over the last ten years, however, there has been no overriding trend in the number of alcohol-related road deaths and injuries. The level has fluctuated from year to year. The fewest alcohol-related deaths—460—occurred in 1998 and 1999, but the number has since risen to 580 in 2003, and provisional data suggests 560 deaths in 2005.²²¹

138. The prevalence of drug-driving is also thought by the police to have increased.²²² The Department for Transport's casualty data does not record drug-related road collisions and casualties separately to drink-related ones, so it is difficult to analyse the exact number of casualties.²²³ However, the Home Office statistics relating to motoring offences now include separate data for driver impairment through drugs where this can be identified. In 2004, 203 people were found guilty of being 'unfit to drive through drugs (impairment)' and 15 people were found guilty of being 'in charge of a motor vehicle while unfit through drugs (impairment)'.²²⁴ The Transport Research Laboratory conducted two sets of surveys between 1985 and 1987 and between 1996 and 1999. These showed a six-fold increase in the number of collisions involving drivers who had taken illegal substances, from 3 per cent to 18% (mainly cannabis).²²⁵

139. Furthermore, we heard that the level of drug-driving was likely to be much higher than that recorded. If a driver tests positive for alcohol he or she is unlikely also to be tested for the presence of drugs.²²⁶ This is because it is much easier to prosecute for excess alcohol than it is for drugs and the penalty is the same.²²⁷ It should be noted that the legislation covering drug-driving covers both illegal and prescribed drugs.

220 Mainly as a result of increased enforcement, advertising campaigns and a clear indication from the courts that a conviction for drinking and driving resulted in the loss of the licence.

221 DfT Road Casualties Great Britain: 2005 Annual Report

222 Ev 51

223 Ev 150

224 Home Office (30.3.06) Motoring Offences and Breath Tests, England and Wales 2004 Supplementary Tables: Table 15, page 45

225 Tunbridge, RJ, Keigan, M, James, FJ (2001) 'The incidence of drugs and alcohol in road accident fatalities' TRL 495

226 Ev 119, 18, 150

227 Ev 18

Prevalence increases as enforcement decreases

140. Much of the evidence we received indicated that the incidence of drink-driving had increased as the resources given to enforcing drink-driving legislation have fallen.²²⁸ The number of roadside screening tests for alcohol has declined, while the percentage of positive tests has risen. In 1998, there was a peak of 815,000 tests, in which 13% were positive; in 2001, there were 624,000 tests, of which 16% were positive.²²⁹ This represents a dramatic reduction in drink-driving enforcement, with 191,000 fewer tests per year in the space of just three years. The Police Federation told us:

The importance of a visible police presence is perhaps best illustrated by the problem of drink/drug driving, as it can be no surprise that drink drive deaths have increased as the number drink drive tests have fallen [...] We believe the decline in roads policing has been an important contributory factor to the increase in this crime.²³⁰

141. PACTS noted that there was also a great deal of disparity in the number of breath tests per head of population across different police force areas. For example, in Devon, Cornwall and Norfolk, the rate is 380–700 tests per 100,000 people, whereas in North Wales and Hampshire, there is a much higher rate of over 2,000 tests per 100,000 people. The rate of breath testing is also much lower in the UK than the much of the rest of Europe. As PACTS identified:

In terms of tests per head of population, only Ireland and Austria have a lower rate of testing than the UK. In 2000, the UK conducted one screening test for every 67 people; in the Netherlands the figure is 1 in 16, in Spain 1 in 30 and in Finland, 1 in 4. The European average probability of being breath tested is 1 in 16 inhabitants.²³¹

In addition, in the UK the current powers do not permit random testing. In most European Union countries the police are entitled to use random breath testing, the only exceptions being Denmark, UK and Ireland. A Swiss study in 1998 found that random breath testing was one of the most cost effective safety measures that can be implemented.²³²

142. Tackling drink-driving would be extremely cost effective, according to a European Commission report. The report estimated that the cost-benefit ratio of increased drink-driving enforcement measures over 15 years would be 1:9.4 in the UK. This staggeringly high cost-benefit ratio is more than the 1:6.9 for the European Union as a whole; indicating the particular problem which the UK has with drink-driving casualties.²³³ In comparison, the Home Office told us that a street-crime initiative designed to tackle robbery had achieved benefits of 4.5 to 5 times the costs.²³⁴ Mr Hughes, ACPO Head of Road Policing, expressed that in his view the police should be doing more enforcement of drink-driving.

228 Ev 51, 69, 136, Q185

229 Ev 136

230 Ev 51

231 Ev 136

232 Ibid

233 ICF Consulting (2003) Cost benefit analysis of road safety improvements. ICF: London

234 Ev 150

He stated: “I do not think it needs to be too complex; I think we need to do more of the same things we are doing now. In addition, I think we should find new ways of getting the messages out to a new generation of drivers.”²³⁵

143. The perceived lack of enforcement of drug-driving legislation was also thought to be partly responsible for the increase in this type of impairment. The Transport Minister told us:

there is certainly anecdotal evidence and a growing body of substantial evidence that many young people are designating a driver when they go out and that driver is not engaged in consuming alcohol but they may be smoking a joint, because young people sometimes do not appreciate that drugs can impair driving as well. In addition to that, there is a growing number of people who do not think you can be caught for drug-driving.²³⁶

In fact, over the last five years there has been a significant increase in the number of laboratory drug sample tests carried out by the police: from approximately 350 to 3,700 per year.²³⁷ The lack of advertising and educational campaigns regarding drug-driving was also highlighted.²³⁸ The London Borough of Camden told us:

The dangers of drug-driving has not received anywhere near the same attention as drink-driving. The public is not adequately informed about the consequences in terms of penalties and risk associated with drug-driving, whether it be illicit drugs or prescription and over the counter drugs.²³⁹

144. More than one in six people killed in road crashes are the victim of drivers over the permitted alcohol limit. This is far too many deaths and indicates a level of non-compliance with traffic law which is appallingly high. The number of drink-drive casualties has increased in recent years, as the number of roads policing officers has fallen. Police enforcement has a crucial role to play. As ACPO noted, the operation does not need to be complex: it is a case of doing much more of the same. We need a uniformly stringent approach to drink-driving enforcement. There should be a greater effort to understand and address the reasons for an increasing number of people's preparedness to drink-drive.

145. The incidence of drug-driving is also on the rise, although the actual scale of the problem is still unknown. There is a widely-held belief among offenders that drug-driving is not enforced by the police. The drug-driving enforcement campaign has not yet really begun in earnest. Given the estimated scale of the problem, there must be much greater enforcement and a publicity campaign directed at drug-driving. The Department for Transport must do more to educate the public of the dangers of both drug-driving and drink-driving.

235 Q53

236 Q327

237 Ev 18

238 Ev 69

239 Ev 119

Use of technology in tackling drink-driving and drug-driving

Roadside evidential alcohol breath testing equipment

146. As we have already mentioned, evidential breath testing equipment was introduced in 1982 to detect drink-driving.²⁴⁰ Technology has continued to develop. The Serious Organised Crime and Police Act 2005 permitted evidential as well as screening alcohol breath tests at the roadside. Roadside screeners are devices that help police make a judgement about whether to pursue a case.²⁴¹ The equipment allows officers to immediately test for the *level* of alcohol as well as for the presence of alcohol.²⁴² The power to undertake evidential alcohol testing at the roadside was welcomed by the police. The Police Superintendents' Association stated:

Roadside evidential testing will allow the police in suitable situations to deal very efficiently with offenders, (both at the roadside and at hospital). It will eliminate the need for time consuming travel and long periods in the police station. It will give officers more time to test other drivers and therefore increase productivity without increased resources.²⁴³

The Police Federation agreed:

At present, officers have to complete a paper form for each and every negative breath test they conduct. This is unnecessarily bureaucratic. The roadside screening device could automatically store the key data (to be downloaded by the officer on a weekly or monthly basis – involving no paperwork).²⁴⁴

147. Despite the legislation having been passed, we heard that the actual equipment was not yet widely available. It was suggested that the equipment had not been introduced quickly to the market.²⁴⁵ The type approval process was identified as one obstacle to its availability.²⁴⁶ The Association of Chief Police Officers told us:

Roadside evidential testing for alcohol and drug screening are both lawful but are not used in practice due to the time it takes to provide a specification for equipment and the type approval process itself. One real issue is the cost. Currently it costs in the region of £60,000 to type approve a device and all current suppliers are reporting a reluctance to submit for approval without some commitment from the police to purchase large numbers of devices.²⁴⁷

240 An evidential breath analyser is used by the police to determine the percentage of alcohol in the breath of a motorist. This can be submitted as evidence in court.

241 Ev 101

242 Q61

243 Ev 54

244 Ev 51

245 Q61

246 Ev 51, 1. See paragraph 101 earlier in this report for a discussion of the type approval process.

247 Ev 1

The Association called on the government to fund the type approval process to ensure that a 'business benefit' could still be made by individual forces. It advised: "Free approval, as is the case with speed detection devices, funded by the Government would accelerate this advance."²⁴⁸ The Home Office Minister indicated that the equipment should be available before March 2007.²⁴⁹

148. It is disappointing that the police, Home Office and Department for Transport have not found funding to secure the type approval of roadside evidential breath testing equipment. It is unacceptable that last year the Government announced £15 million of extra funding for the continuing development of Automatic Number Plate Recognition technology, and yet it has not made £60,000 available to ensure type approval of roadside evidential breath testing equipment, which could be instrumental in reducing the 3,000-plus people killed and seriously injured through alcohol-related road crashes each year. The Government must work earnestly with manufacturers to resolve barriers to production of the equipment as a matter of urgency.

149. The way in which existing technology is used also influences the effectiveness and efficiency of enforcement. The Police Federation made an argument for removing the optional blood or urine test for offenders with between 40 and 50 micrograms of alcohol in 100 millilitres of breath (the limit is 35 micrograms). The Federation stated:

We believe that the accuracy of modern testing equipment is such that this option should be withdrawn, thereby releasing officers from unnecessary bureaucracy. Offenders are already protected by the cautioning policy which disposes of those between 35 and 39 micrograms (inclusive) without prosecution. We believe this would free up approximately two hours of officer time per officer.²⁵⁰

As technology improves the government should review the guidelines governing its use to ensure they continue to strike the correct balance between gathering sufficient evidence to prosecute and making effective use of police time. We recommend the government reviews the merits of offering a blood and urine testing option to drivers with between 40 and 50 micrograms of alcohol in 100 millilitres of breath. Improvements in technological accuracy may have made such an option superfluous.

Alcolocks

150. Technology has been developed which prevents drivers from starting a vehicle if they exceed the permitted alcohol concentration. The breath alcohol ignition interlock device ('alcolock') is an electronic device, which is installed in a car. Before the driver is able to turn on the ignition he or she has to take a breath test in order to check their breath alcohol concentration. If the breath test reveals an alcohol concentration above the predetermined threshold level, the alcolock is activated and it is impossible to start the car. Various

248 Ibid

249 Q331

250 Ev 51

witnesses supported the development of such technology; particularly for past drink-drive offenders.²⁵¹

151. The Road Safety Bill, currently before Parliament, makes provision for the potential future use of alcohol interlock instruments in drink-driving offender programmes.²⁵² **The scale of the drink-drive problem indicates the need for all efforts to be made to promote compliance. Where technology can help increase compliance its use should be encouraged. ‘Alcolocks’ should be fitted to offenders’ vehicles. In addition, the Department should evaluate the impact of eventually fitting alcolocks in all new vehicles, and should the results prove to be beneficial for road safety, the Government should push for alcolock fitment to be incorporated into the European Whole Vehicle Type Approval standards. The alcolock should be calibrated to the Member State’s national alcohol limit.**

Drug screening equipment

152. Detecting drug-driving has traditionally been problematic. New powers were introduced for roadside testing in September 2003.²⁵³ The Police now have the power to administer an impairment test to indicate whether a person is unfit to drive due to drugs (the ‘field impairment tests’) and a separate test for the presence of drugs in a person’s body (‘drug screening test’).

153. Again, however, despite the powers being available, technology which enables the drug screening test to be undertaken has not yet been approved for use. The Police Federation described the situation: “The service is in desperate need of an effective drug screening device but this still appears to be some way off. Part of the reason for this is the difficulty and costs associated with Home Office type approval.”²⁵⁴ The Department for Transport and Home Office denied there had been any delay in achieving type approval for drug screening equipment. They told us:

Painstaking work has been under way to develop a necessarily rigorous and detailed specification for a drug screening device. We expect to issue the specification later this year. It will then be for manufacturers to produce devices against that specification and submit them for type approval. The type approval process includes stringent operational and laboratory tests and typically takes at least six months from first submission of a device.²⁵⁵

154. One company advised that it had already made a roadside drug screening device and that this was available and in use overseas. D.Tech International told us:

Between the DfT and the Home Office, they have been chasing “Blue Sky” solutions [...] Drugwipe 5 is an instant read-out disposable device for detecting the consumption of drugs. It is already used by a number of Police Forces [...] Drugwipe

251 Qq 93, 221, 222, and Ev 69, 85, 22

252 Ev 101

253 This amends section 6 of the Road Traffic Act

254 Ev 51

255 Ev 150

has been used by all the traffic police in Germany for 10 years and is under trial through out Europe, with Finland and Belgium having gone operational in late 2005.²⁵⁶

The company suggested that its device helped police make an informed decision at the roadside about whether to invest time with a drug impairment specialist and the Forensic Medical Examiner (police doctor) at the police station. It stated: “traffic officers are very wary of being marked down for bringing someone forward through the above process, incurring all the costs, and failing to prosecute. Hence their desire for a preliminary roadside screen to confirm their suspicion that drugs are involved.”²⁵⁷ The Department for Transport and Home Office indicated that they were aware of this technology but that it was not suitable for use in the UK because “legislative provisions and operational conditions [...] vary across the continent.”²⁵⁸

155. The Government told us that the Home Office Scientific Development Branch was currently developing a sophisticated device that is expected to be able to detect and identify all drugs, including illicit drugs, prescription and over-the-counter medicines.²⁵⁹ It indicated that the device would not be type approved for a couple of years, and at that point a full specification would be available for manufacturers to make and market the device.

156. We welcome the development work which is underway into technologies that will effectively and accurately detect whether drivers have used drugs. Drug-driving already poses a very significant danger on our roads: studies indicate that 18% of collisions involve a driver in whom illicit drugs are present. We are therefore concerned that, given the extent of the problem, far too little attention has been dedicated to such research and development. It is a complex task but the Home Office must prioritise the development of drug screening equipment and police officers must have access to this technology at the earliest possible opportunity. Until this technology is available, the deterrent effect of enforcement will be minimal.

157. ITS-UK indicated that, while drug screening technology is under development, close co-operation is required between roads policing and the Forensic Science Service to ensure prosecution is pursued wherever possible.²⁶⁰ The Association of Chief Police Officers explained that drug screening would help the police to gain convictions because of the removal of the requirement for a doctor to confirm that the driver is impaired through a drug, which they told us is: “something many are either unable or reluctant to do [...]”²⁶¹ ACPO suggested that doctors should be better educated and trained in the identification of impairment if enforcement is to improve. A recent Department for Transport research

256 Ev 124

257 Ibid

258 Ev 150

259 Ibid

260 Ev 69

261 Ev 1

report recommended that the significant number of disagreements between police officers' and medical examiners' findings should be investigated.²⁶²

158. There should be effective co-operation between roads police officers and forensic scientists to ensure that prosecutions for drug-driving offences are pursued wherever possible. We are concerned that in the context of drug-driving enforcement, the results of police and medical tests frequently do not match. This problem should be explored and both groups should be better trained in the procedures.

Field Impairment Test

159. While the police wait for a drug screening device to become available, they have been undertaking the non-technologically-dependent Field Impairment Test (FIT). The test is used by the police at the roadside to judge whether a driver is impaired. If the driver is unable to perform the test satisfactorily, the officer may decide to arrest him or her on suspicion that drug use may be the cause. At the station the Forensic Medical Examiner certifies whether the driver's condition is due to drink or drugs and a biological sample is taken for drug analysis. The test has five components: pupillary examination; the Romberg Test (estimating the passage of 30 seconds); the walk and turn task; the one-legged stand test; and the finger to nose task.²⁶³

160. For the first time, in the 2005 Christmas Drink Drive campaign, Field Impairment Tests were carried out on drivers suspected of being affected by drugs. Of the 540 people tested, 178 (33%) were subsequently arrested for drugs offences.²⁶⁴ A research project commissioned by the Department for Transport published in 2006 found that the Field Impairment Test had generally proved effective at policing drugged drivers. Using roadside application of the Field Impairment Test, officers correctly identified positive and negative results in 66% of cases. Both the Police Superintendents Association and the Association of Chief Police Officers argued that the Field Impairment Test was the most significant improvement in drug enforcement for many years.²⁶⁵ Despite the success, not all forces have adopted the Field Impairment Test and the number of officers trained in the Field Impairment Test procedure is unknown.²⁶⁶

161. We are pleased to see that in the absence of drug screening devices, the police have developed the Field Impairment Test to assist officers to accurately detect drug drivers. The early results are promising. It is therefore disappointing that not all forces have adopted the system. The Home Office and the Association of Chief Police Officers should work together to ensure that the Field Impairment Test procedure is harmonised and fully applied across police forces.

262 DfT (2006) Monitoring the Effectiveness of the UK Field Impairment Tests: Road Safety Research Report No. 63

263 Ibid

264 Association of Chief Police Officers News Release 11 January 2006 (Ref 02/06) Drink and Drug Driving Levels Unacceptable http://www.acpo.police.uk/pressrelease.asp?PR_GUID={A38B3B8E-3329-46C1-AE24-C9412E7CCDBB}

265 Ev 54, 1

266 Ev 22, 18

Legislation and enforcement of drink-driving and drug-driving

162. Various aspects of the legislation governing the enforcement of drink-driving and drug-driving have been criticised for reducing the impact and potential of police enforcement. Suggested improvements are discussed in the sections below.

The permitted blood alcohol content

163. In the UK the maximum permitted blood alcohol content is 80 milligrammes of alcohol per 100 millilitres of blood. The European Commission adopted a non-binding Recommendation in January 2001 that Member States should set blood alcohol content limits at or below 50 milligrammes, and the only Member States other than the UK that have not yet complied with this Recommendation are Ireland and Luxembourg. It is estimated that reducing the permitted blood alcohol content from 80 milligrammes to 50 milligrammes would reduce casualties by about 65 deaths per year.²⁶⁷

164. A reduction in the permitted blood alcohol concentration was supported by road safety campaigners and the police.²⁶⁸ Many witnesses made the argument that a lower limit brought greater clarity and was less likely to lead to drivers attempting to judge the limit.²⁶⁹ Mr Hughes, of the Association of Chief Police Officers, told us: “I still think that is a good idea to bring us in line with the levels identified in other Western European nations as being appropriate.”²⁷⁰ He went on: “I think it brings greater clarity. It reinforces the message that you should not drink and drive, and I think that is the only message that we can try and get out.”²⁷¹ The Police Federation concurred with this view:

we believe that if the legal limit was aligned to that of the rest of Europe a strong message would be sent that drinking and driving must not be tolerated. There is every reason to believe that with lowering the limit there will be a pro rata impact on people who drink and drive.²⁷²

165. Despite the broad support for a lower limit, the Government did not include provision for lowering the limit in the recent Road Safety Bill. The Transport Minister did not accept that more lives would be saved if the permitted blood alcohol content were reduced from 80 milligrammes to 50 milligrammes.²⁷³ He stated:

It seems to me obvious that the target for our enforcement, our priority, has to be catching all of the people who are over the 80 micrograms limit and saving the 500

267 Parliamentary Advisory Council for Transport Safety Research Briefing (2005) ‘Reducing the BAC Limit to 50mg—What Can We Expect to Gain? A Fresh Look at Drink-Drive Deaths and Injuries’ by Professor Richard E Allsop, Centre for Transport Studies, University College London.

268 Ev 119, 51, 65, and Qq 48, 49, 220

269 Qq 48, 49 and Ev 69, 65

270 Q48

271 Q49

272 Ev 65

273 Q332

lives before we start diverting police resources to try to catch the 70 or so that are between the 50 and 80 limit.²⁷⁴

The Minister told us that reducing the limit would not, through greater clarity, reduce the number of people tempted to drink-drive. He stated: “That is only an opinion. I do not think we have the slightest bit of evidence to suggest that that is the case.”²⁷⁵ The fact that it is the opinion of the most senior police officer in the country with responsibility for roads policing, and also the view of other police associations, should be of some interest to the Minister.

Proving ‘impairment’ through the use of drugs

166. We heard that enforcing drug-driving legislation was made more difficult by the legal requirement to prove impairment through the use of drugs, rather than simply the presence of drugs in the driver’s body. This is partly because of the complications of including drivers impaired through legal medicines within the legislation. There are also difficulties because some drugs remain in the body long after they have had an impairment effect.²⁷⁶

167. The Association of Chief Police Officers has called for a change to the legislation.²⁷⁷ It stated:

We must consider law changes that remove the burden of proving impairment and encourage the development of the needed technology to establish if drivers are drug abusers or not[...] the current legal framework is inadequate to permit effective enforcement and stimulate new technology development.²⁷⁸

Such a change was supported by Brake.²⁷⁹ The Department for Transport and Home Office indicated a willingness to consider the potential of a change to this requirement. The Transport Minister told us: “The position as it is at the moment, with the state of testing and with the myriad of drugs available that people might be using, is that the sensible measure to use is one of impairment, but it is a debate [...]”²⁸⁰ The Home Office Minister added: “Government and all of us would be equally intolerant of drug-driving as we are of drunk-driving. The question is how it can be measured [...] It is extraordinarily complicated. I too would welcome the debate but it is more complex than the alcohol.”²⁸¹

168. It is anomalous that evidence of impairment is required to bring a successful prosecution for driving under the influence of illegal drugs, whereas blood-alcohol levels are sufficient to bring a prosecution for drink-driving. This anomaly will not be easy to

274 Q332

275 Q333

276 Qq 335, 336

277 Ev 1, Q48

278 Ev 1

279 Ev 22

280 Q335

281 Q336

rectify given the number of different illegal drugs and the need to establish suitable tests and limits for the presence of each one and the combined impact of several drugs. Nonetheless, we believe that **the continuing requirement to prove impairment is an obstacle to the effective policing of the drug-driving problem. We recommend that the Government work in consultation with police services and the appropriate medical experts to identify suitable thresholds and tests for the presence of illegal drugs in a driver's body. At the same time, the Government should bring forward the legislation necessary to enable drivers to be prosecuted on the basis of drug-testing rather than impairment-testing.** It may well be that such tests become available for some drugs before others, and a phased move from impairment to drug-testing, starting with the most commonly abused drugs, might be necessary.

169. This leaves the question of those whose ability to drive is impaired through the use of legal medicines. This is a much more vexed area since many medicines will not lead to any impairment, some will invariably lead to impairment, and others might or might not depending on the circumstances. If use of a medicine is likely to result in driver impairment this must be made absolutely clear on the product label. There are also questions surrounding the abuse of legal medicines for recreational purposes. **We believe that impairment is still the appropriate test in relation to drivers who are affected by licensed medicines.**

8 Other impairment

170. Impairment for reasons other than alcohol and drug consumption has proven difficult to tackle through technological enforcement. Mobile telephone use and fatigued drivers are good illustrations of significant road safety risks which require more urgent attention and inventive approaches to explore whether technology can be used to help increase the level of enforcement.

Mobile telephone use

171. It became an offence to drive while using a hand-held mobile telephone, or similar device, on 1 December 2003. Nonetheless, non-compliance is common. From a safety perspective, it is imperative that people do not drive while using a mobile telephone: drivers engaged in a mobile telephone conversation are four times more likely to crash than other drivers.²⁸²

172. Although it is equally distracting for a driver to be involved in a telephone conversation using a hands-free kit as a handheld telephone, the legislation covered only hand-held devices in the offence, as the police argued it would be easier to detect and therefore enforce.²⁸³ In 2004 there were 73,976 fixed penalty notices issued for driving while using a hand-held mobile telephone. Anecdotally, the prevalence of this offence is much higher.²⁸⁴ A recent survey by TRL for the DfT found that 1.7% of car drivers and 2.5% of van and lorry drivers were using a hand-held mobile telephone while driving.²⁸⁵ RoadPeace recommended that where a fatal crash has occurred, the police should check mobile telephone records as standard procedure to see if a mobile telephone had been used prior to the collision taking place.²⁸⁶ This would assist crash investigators and would also provide a more reliable indicator of the extent of the problem.

173. It is a matter of concern that more attention has not been given to enforcing the legislation. Mr Skelton, of ITS UK, described a diminishing enforcement effort and deterrent effect: “with the mobile phone [...] when the legislation was first introduced there was a very high compliance because the penalties were recognised to be quite stringent. However, I think as time has passed the potential has slipped and has lapsed [...]”²⁸⁷ The AA Motoring Trust supported this view: “The new car telephone laws seem to

282 Direct Line TRL Report. RoSPA 2002, Brake Policy Sheet 2002, the Stewart Report 2000

283 Independent Expert Group on Mobile Phones Report of the Group (The Stewart Report) 2000

284 Home Office Offences Relating to Motor Vehicles England and Wales 2004 Supplementary Tables

285 DfT commissioned TRL to conduct periodic surveys into the use of mobile phones by drivers of cars and other motor vehicles (vans and lorries). The most recent survey was done in April 2006 at 30 sites representing a full range of road types and conditions. Based on a sample of over 80,000 cars and 20,000 other vehicles it was observed that 1.7% of car drivers were using a hand-held mobile phone in April 2006, compared to 1.1% in September 2004; for van and lorry drivers this was 2.5%, up from 2.2% in September 2004. (TRL LF2100 Mobile Phone Use by Drivers, 2004–06 August 2006)

286 Ev 42

287 Q199

be ignored by many drivers probably because they feel there is little chance of being apprehended.”²⁸⁸

174. Reports in the press have indicated that camera technology is available which can detect hand-held mobile telephone use and which can be used in automated enforcement. Evidence we received from witnesses to this inquiry, however, indicated that such technology is not yet available to the police.²⁸⁹ Asked to comment on the potential use of ANPR technology in the enforcement of mobile telephone and seatbelt wearing offences the ACPO Head of Road Policing, Mr Hughes, told us: “My understanding of the specific technology that has been mentioned is that it only works under fairly restrictive conditions. We should be very wary of believing IT salesmen [...]”²⁹⁰ Technology for automated enforcement of the legislation may not exist, but the road safety charity Brake advised that a device already exists which can prevent a driver using a mobile telephone unless the handbrake is on.²⁹¹

175. Driving while using a mobile telephone is extremely impairing—drivers holding a mobile telephone conversation are four times more likely to be involved in a crash. Anyone who observes traffic for even a short period of time is likely to see this law being flouted with impunity—it is disappointing that there have not been more high profile enforcement operations to support the change in legislation. Failure to enforce the new law risks bringing traffic law enforcement into disrepute. Given the significantly increased risk of collision, the police should undertake regular and highly visible enforcement action, supported by targeted advertising campaigns.

176. Collision data should include details of whether a driver was using a mobile telephone at the time of the incident, and certainly in all fatal crashes the collision investigator should check telephone records to identify whether the driver was using a telephone at the time of the crash. The fact that it is currently difficult (or impossible) to detect mobile telephone use through technology should not mean that this law is neglected. In addition, the Home Office should support research into new technologies which detect telephone use or prevent people from driving while using them.

Fatigue

177. According to the Government's road safety strategy, fatigue may be the principal factor in 10% of all car crashes—and more on the motorways and in the early hours. Research puts the figure at 16–20%.²⁹² It is estimated that 40% of all sleep-related collisions are work-related.²⁹³ The actual number of incidents of fatigue-related crashes is hard to identify because people are reluctant to admit to falling asleep at the wheel, and after falling asleep many drivers do not recollect having felt sleepy beforehand.

288 Ev 139

289 Qq 42, 145, 278

290 Q42

291 Ev 44

292 Horne and Reyner (1995) Sleep Related Vehicle Accidents. *British Medical Journal*, 310

293 Ev 31

178. The Home Office Scientific Development Branch is currently developing a device for measuring all types of driver impairment, which would include fatigue effects. The device, known as the Roadside Impairment Test Apparatus carries out six tests of abilities needed for driving: tracking ability; short-term memory; gap estimation, information processing, sustained attention and choice.²⁹⁴ The Home Office stated that analysis of data from this study should be completed by autumn 2006. It told us:

Decisions as to the future direction of work will be taken at this stage. If there appears to have been sufficient discrimination shown between the impaired and unimpaired subjects, there will be a need for wider ranging studies, field trials and evaluation over an extended period. It is likely therefore to be some years before a device might be available for operational use.²⁹⁵

179. We welcome the research being undertaken by the Home Office Scientific Development Branch into a device which would help police officers reliably detect impairment in drivers. If such a device is shown to be effective, the Home Office should ensure that police officers have access to this equipment as soon as possible, and that they are adequately resourced and trained to make best use of it.

Haulage vehicles

180. Fatigue is a particular risk for long-distance and haulage drivers. The Department for Transport's executive agency, the Vehicle and Operator Services Agency (VOSA) carries out enforcement checks on commercial drivers and vehicles. The 2003–04 compliance checks identified that more than 20% of trucks and drivers had paperwork offences: the biggest set of breaches was drivers' hours rules.²⁹⁶ These offences endanger all road users. The Freight Transport Association indicated that foreign-registered heavy goods vehicle operators posed particular problems on the UK road network.²⁹⁷ In 2005, nine per cent of all heavy goods vehicles involved in collisions in Great Britain were foreign-registered.²⁹⁸ The Freight Transport Association stated:

there are a growing number of foreign operators on the roads that do not operate to the same standards as UK operators, particularly regarding drivers' hours infringements and overloading offences [...] There needs to be increased exchanges of information across all European states to ensure that the safety levels on UK roads are maintained.²⁹⁹

181. The Department for Transport told us that more resources had been put into commercial vehicle compliance checks and that between 2004 and 2005 checks and prohibitions in relation to traffic issues (operator licences, tachographs, driver's hours and such) increased by 16.4% and 53.7% respectively. It stated: "the power to stop has enabled

²⁹⁴ Ev 150

²⁹⁵ Ibid

²⁹⁶ Q106

²⁹⁷ Ev 31

²⁹⁸ DfT Road Casualties Great Britain 2006, page 37

²⁹⁹ Ev 31

VOSA to increase roadside check volumes, and vehicle prohibitions for serious defects. There has also been increased deterrence, enhanced by the presence of a fleet of liveried vehicles and uniformed Examiners.”³⁰⁰ Nevertheless, the Freight Transport Association and Brake both indicated that the Vehicle and Operator Services Agency needed more enforcement resources to better address these safety concerns.³⁰¹ Ms Williams, of Brake, stated:

there has been a slight increase in the last decade in the number of traffic examiners who do enforcement for drivers’ hours rules, but only by 36 officers for the whole of the UK. It is my understanding from liaising with VOSA and other agencies that this is a major area of concern.³⁰²

182. In addition, we are concerned by the indication from the relevant trade unions that the Department is considering ‘outsourcing’ the enforcement work of VOSA.³⁰³ It strikes us that this proposal is fraught with potential difficulties. It could in effect introduce a private police force onto the UK’s roads which would be a fundamental departure from the existing picture of law enforcement. The proposals would require very careful parliamentary scrutiny.

183. Commercial vehicle and driver compliance checks should be properly resourced. The Department for Transport and Vehicle and Operator Services Agency should work together to enforce vehicle safety standards on all vehicles, including foreign-registered Heavy Goods Vehicles. We welcome measures in the Road Safety Bill that toughen the regime for foreign-registered vehicles.

300 Ev 101

301 Ev 31, 22, Qq 94, 106

302 Q106

303 Letter from PCS, Prospect and Amicus dated 31 August 2006

9 Conclusions

184. The Department for Transport has a clear road safety strategy and has made good progress towards its 2010 casualty reduction targets. But despite the efforts of many dedicated police officers, and other road safety practitioners, the Home Office continues to deny traffic law enforcement the priority it should have. Many tens of thousands of traffic law offences are committed every year and only a small percentage of these are detected and followed with police action. This neglect endangers all road users and, partly as a result, the UK continues to endure a death and injury toll on its roads which would not be deemed acceptable in any other aspect of daily life. **The Home Office should explicitly adopt the 2010 road casualty reduction targets as part of its Public Service Agreement with the Treasury and as a key priority in its future National Policing Plans.**

185. A higher profile and visible traffic enforcement effort, backed by significant investment, would bring important casualty reductions. We urge the Government and Chief Constables to make this a priority. The cost-benefit ratios of many measures now available are extremely promising. In order to make the most of traffic enforcement efforts, roads police officers need access to the best technological equipment available. New technological developments must be properly funded and researched. The Government should ensure that the type approval process achieves its objectives without hindering innovation. **The government and manufacturers should work together to expedite the availability of new equipment which could radically improve the impact of roads policing and funding should be found to ensure a prompt roll-out nationwide. For example, we recommend time-distance (average speed) cameras are quickly installed, and roadside evidential breath testing equipment must be type-approved and available as a matter of urgency.**

186. **Roads police officers need proper training in how to use new technology. High quality training both protects officers operating in the road environment and increases the chances of successful prosecutions and justice for victims of collisions.** Officers also need to apply the National Intelligence Model to deployment decisions to maximise the impact of operations. Care is needed to ensure that the technology which is available does not determine the type of enforcement undertaken, and that operations are decided according to evidence of risk. For example, Automatic Number Plate Recognition technology is a very useful piece of technology but it should not skew attention away from casualty reduction to 'denying criminals use of the road'. **Perception of public and political concern over high profile crimes should not be given precedence over evidence indicating actual risks and the success of intervention measures.**

187. Closer attention should be given to the social and cultural environment in which new enforcement technologies are introduced. The Department should re-examine the validity of the decisions it makes governing the use of new enforcement equipment. The case should be properly and publicly made for new enforcement strategies and technologies; the Department should not resort to artificially limiting their effectiveness in an effort to increase perceived acceptance. Where necessary, road traffic law should be updated to allow optimal use of new technological developments. **The government should be bold in enabling the use of technologies which actually prevent offences being committed: for**

example, Intelligent Speed Adaptation and ‘alcolocks’ should be introduced as soon as possible.

188. The efficiencies which technology can bring should not be seen as a straightforward opportunity to cut the number of roads police officers. Technology alone cannot carry out the multitude of functions undertaken by a competent roads police officer. There is certainly value in drivers knowing that enforcement of *all* traffic regulations takes place regularly. We are concerned to learn that roads policing has become a secondary function in many forces and we deplore the long-term marginalisation of such a highly specialised and valuable sector of policing. **We look to the Department for Transport, the Home Office and the Association of Chief Police Officers—authors of the joint Roads Policing Strategy—to ensure that the Strategy is having a prominent and positive impact on policing decisions across the country.**

Conclusions and recommendations

Setting the context

1. We congratulate the Department for Transport, the police, local authorities and road safety professionals for the good progress that has been made toward the casualty reduction targets. This is a considerable achievement. There should be no complacency however, when over 3,000 people continue to be killed each year, and almost 30,000 are seriously injured. The number of deaths and injuries remains far too high. People accept a level of risk on the road which far surpasses anything they would consent to in other aspects of daily life, including other modes of transport. (Paragraph 7)

Number of roads police officers

2. The experience of police forces is that roads policing requires specialised knowledge and skills, specific training and equipment. The practice of treating roads policing as a secondary or additional duty of officers engaged in other activities offers chief constables a high degree of flexibility in how they use their officers, but there is a significant danger that it will lead in the longer-term to a reduced priority for roads policing. This is nowhere more in evidence than in the fact that it is no longer possible to say with any certainty how many officers are now engaged with roads policing. Multi-tasking in this way requires careful monitoring, and if it is found that the arrangement further impedes the ability of police officers to dedicate the necessary time and resources to operational roads policing, a different approach should be introduced. The special role of roads police officers must be recognised and protected, and the high standards of roads policing—which have helped the UK's roads to be among the safest in the world—must be maintained. (Paragraph 23)

Use of 'non-sworn' staff

3. Policing the roads is a complex and resource-intensive activity. The government has attempted to free police time by transferring responsibility for some roads policing tasks to non-sworn officers. In using subsidiary staff the Department for Transport and the Home Office must ensure that the lines of control and areas of responsibility are very clearly delineated. The onus is on the Government to ensure there is no drift of responsibility. In assessing the impact of the Highways Agency Traffic Officers the Government should evaluate the impact not only on traffic flows, but on other factors such as safety and protection of crash scenes and evidence. It should monitor any actual conflict between the responsibility of the Highways Agency to keep the network flowing and the need for the police to investigate crashes in considerable detail. The Government should set out guidelines to resolve these issues to determine a sensible balance between these two conflicting factors. (Paragraph 29)

National policing plans

4. Failure to include roads policing as a priority in the National Policing Plan over a number of years seriously undermines the claim that roads policing is seen by the Home Office as a core part of police activity. In the future the Home Office must ensure that road safety and roads policing representatives are fully consulted when the priorities for the National Policing Plan are being determined. We recommend that the road casualty reduction targets become part of the Home Office's Public Service Agreements. Given the vital contribution that roads policing can make to casualty reduction, the targets should be explicitly acknowledged to be the joint responsibility of both the Department for Transport and the Home Office. The offences of drink driving, drug driving and disqualified driving are serious ones, and should be included in the Home Office Counting Rules for Recorded Crime. (Paragraph 38)

Evidence-based policing priorities

5. The Home Office should base priorities in the National Policing Plans on evidence of the actual number of casualties which result from different types of crime, not the amount of publicity they generate. We welcome the decision by the Home Office and the Department for Transport to undertake research into the links between offences and collision data. The results of this research must be taken fully into account in police deployment decisions. (Paragraph 43)

The potential of roads policing

6. In the interests of public safety, roads policing should be more about deterrence than about maximising the number of drivers caught for offending. We recommend that roads policing is guided by the conclusions of TRL's research into the methods and levels of roads policing. Visible, stationary roads policing units should be increasingly deployed randomly at different locations on the road network. This kind of visible policing will increase the deterrent effect and the perceived risk of detection across the network as a whole. The importance of visible roads policing should not be underestimated. In the context of rising numbers of 'hit and run' collisions the importance of a police presence is even greater. There is value in drivers knowing that enforcement of all traffic regulations takes place. (Paragraph 51)

HM Inspectorate of Constabulary assessment

7. We are pleased that roads policing operations performed well in HM Inspectorate of Constabulary's assessment of protective services. But the result is undermined by the fact that it was not heavily influenced by actual casualty rates. Models and frameworks in place should form part of the assessment, but the single 'outcome' indicator of primary importance in assessing roads policing performance should be the level of road casualties and the casualty reduction rate. The police should periodically monitor 'real world' compliance with traffic law in order to give an indication of the scale of violations and to help target police enforcement efforts where they will have maximum impact. (Paragraph 55)

Promotional campaigns

8. The level of road casualties each year is not widely known. The public should be educated about the number of people killed and injured, the dangers of driving and the risks of offending. While some excellent campaign materials are produced, exposure to these materials needs to be increased. The effort that goes into producing them should be matched by investment in ensuring the material reaches the target audience regularly and in the most effective way. Advertising campaigns should more effectively support enforcement campaigns to maximise the impact of roads policing. (Paragraph 60)

Roads policing strategy

9. While the introduction of the Roads Policing Strategy was broadly welcomed there has been some doubt over the actual impact it has had. The Home Office, Department for Transport and ACPO must jointly commit to evaluate its effectiveness and set outcome performance indicators to assist such judgements. It is of concern that not all forces have adopted the strategy—the Home Office should put in place the incentives to ensure all do so. (Paragraph 64)
10. It is a matter for concern that the emphasis of roads policing has to some extent transferred from road casualty reduction work to tackling terrorism. Both objectives are clearly extremely important. The need to deal with terrorism should not reduce efforts or resources in what should be a core policing function that includes tackling the driving offences most likely to result in a collision; such as speeding and impaired driving. (Paragraph 68)

Investment in staff

11. There are many extremely dedicated and committed police officers working on traffic law enforcement. Technology must complement their role and not be seen as an excuse for reducing the number of roads police officers. In some forces there has been a tendency to see technology as ‘freeing up’ police officers to be deployed on duties other than roads policing—this approach is short-sighted. There are numerous serious traffic offences which technology cannot yet detect. In addition, technology cannot perform the educative role that police officers carry out. While it is hard to measure the value of stopping drivers to give a warning and some guidance, that type of intervention seems certain to have some effect in raising driving standards. The Police also play an important role in collecting the collision and casualty data which underpin the road safety targets and future strategies and interventions. Technology cannot replace police officers: its value lies in making roads police officers more efficient and effective in carrying out their duties. The Home Office and individual forces should properly invest in both roads police officers and technologies to enhance the impact of police enforcement. (Paragraph 75)
12. New technology such as speed cameras and automatic number-plate recognition can make a significant contribution to road safety. But it should not be seen as an alternative to police officers on the ground. There are a number of important aspects

of officers' work—warning and advising drivers, collecting collision and casualty data and, most importantly, detecting certain moving vehicle offences—which cannot be carried out by new technology. We recommend that the Government issue clear guidance to police forces about the role of new technology in supplementing, not supplanting, the work of roads police officers. (Paragraph 76)

13. Most new enforcement equipment requires staff to interpret and act on the intelligence. If the resources are unavailable then the capacity of the technology is curtailed. The police are not able to maximise the impact of Automatic Number Plate Recognition technology because they do not have the resources to respond to every positive identification. This gives a worrying indication of the level of lawlessness on our roads. New technology must be supported by adequate police staff resources and skills. (Paragraph 79)

Applying the National Intelligence Model to roads policing

14. The National Intelligence Model has an important role in improving intelligence-led policing and should help the police to identify where to focus resources to achieve maximum effect. We hope to see the Model more fully integrated into roads policing and casualty reduction, including at the local level. The Inspectorate should continue to evaluate progress in these important areas. (Paragraph 82)

Training

15. With the move away from specialist roads police officers to centralised roads policing units there must be a strenuous effort to ensure there is no reduction in the specialist training provided. Initial and refresher training for police officers must be improved. It is imperative that officers engaged in roads policing understand how to manage and protect the scene of a serious road collision, both for their own safety and for the quality of the crash investigation. Offenders must not have the opportunity to escape serious driving charges because of police failure to use equipment competently or as a result of procedural irregularities. (Paragraph 87)

Investment in technology

16. We believe it signals an insupportable choice of priorities that Highways Agency vehicles designed to keep traffic moving on the motorway should be better equipped than the police service's law enforcement vehicles. We heard that there are problems with IT interoperability between databases and between forces. We welcome the progress that has been made in this area and expect further resources to be found to invest in roads policing technology, to ensure that wherever possible access to data is instantaneous. This is the responsibility of both individual Chief Constables and central government. (Paragraph 93)

The influence of new technologies on deployment decisions

17. Technological developments alone should not be allowed to direct or unduly influence the deployment of police resources. Automatic Number Plate Recognition

is an example of a technological development which has had a significant impact on policing. It very efficiently enables the police to identify vehicles wanted for past offences and registration-type offences when they are on the road. We welcome its introduction and wish to see all forces making full use of the technology. Nevertheless, it is vital that the police teams visible on the roads fulfil the whole range of road policing tasks and enforce all types of traffic offence. (Paragraph 97)

Introducing new technologies into enforcement

18. When new technologies and new systems of enforcement are introduced there must be adequate attention given to how best to contribute to the public and media debate. The Government should properly convey reasons for the changes. Lessons about the importance of public communication must be learned from the safety camera hypothecation scheme. Both the Department for Transport and the Home Office must do more to publicly support new enforcement initiatives and ensure their success. (Paragraph 100)

Type approval

19. Difficulty achieving full market development of new technologies, and Home Office type approval, can lead to delay in anticipated improvements in roads policing. Ideally any necessary legislation and type approval of new technologies will come about at the same time—this requires proper planning and investment in research, design and development. The Home Office should examine whether the type approval process can be improved and accelerated without jeopardizing the outcomes. The process should encourage, not hinder, manufacturers to innovate. (Paragraph 105)

Safety Camera Partnerships

20. It was disappointing that whilst acknowledging the essential role of safety cameras, the Association of Chief Police Officers' Head of Road Policing did not wish to see more cameras in use. We find such a contradictory approach bewildering. Well-placed cameras bring tremendous safety benefits at excellent cost-benefit ratios. A more cost effective measure for reducing speeds and casualties has yet to be introduced. An increase in safety camera coverage would be supported by evidence, as well as public opinion. There are many more sites which meet the existing camera guidelines and more funding should be made available to enable better coverage. (Paragraph 118)
21. The police and road safety campaigners want flexibility on where and how to deploy cameras. It is a disgrace that the existing Department for Transport guidelines require potentially preventable deaths and injuries to have occurred in a location before cameras can be installed. The relationship between speed and collisions is so well proven that this requirement is unnecessary and even irresponsible. Evidence of excessive speed is evidence of danger and there is no need to wait for somebody to die in order to take action intended to slow vehicles. We recommend that the casualty criteria be lifted. Future guidance from the Department should emphasise

the importance of local decisions about camera siting: there should be more flexibility for rural roads with casualty problems which do not meet speed criteria and urban roads which cannot fulfil the visibility requirements. (Paragraph 119)

22. Even driving a few miles per hour over the speed limit makes a big difference in a collision with a pedestrian or cyclist: the chances of survival halve between collisions at 30 miles per hour and 35 miles per hour. With more accurate camera equipment and with accurate digital speedometers installed in vehicles, it would be possible to lower the enforcement threshold speeds. The Government and the police should work towards harmonizing threshold speeds and reducing these to nearer the actual speed limit in order to improve the effectiveness of speed cameras, and to better protect pedestrians and cyclists. (Paragraph 121)
23. The change in funding arrangements for the National Safety Camera Partnerships ends the ring-fencing for camera operations. The police fear that under the new system their involvement could be sidelined and their access to funding might be curtailed. Transport for London in particular has concerns that it will be difficult to increase funds to expand camera enforcement even where cameras are the most effective solution. Camera Partnerships have provided valuable lessons in partnership working; the connections that have been made must not be lost. We will keep the new arrangements under review and hope to see that cameras continue to be an important part of casualty reduction for as long as they remain one of the most effective interventions. (Paragraph 128)

Future technologies for speed limit enforcement

24. Speed cameras have achieved significant reductions in collisions and casualties. There remains potential to increase this impact not only through the rules and arrangements which govern their use, but also through ongoing technological developments. Time-distance cameras improve effectiveness: the Department for Transport, Home Office and police forces should take the steps necessary to encourage their use and make sure sufficient resources are invested. The possibility of using time-distance cameras to enforce 20 miles per hour limits on residential roads should be explored by the Department. We welcome Transport for London's efforts to secure Home Office type approval for such equipment in order to protect vulnerable road users through enforcement of appropriate speed limits. Development work on Intelligent Speed Adaptation should be continued. We would welcome the early introduction of in-vehicle enforcement technology. The potential of Intelligent Road Studs should also be further explored. (Paragraph 135)

Increasing prevalence of drink-driving and drug-driving

25. More than one in six people killed in road crashes are the victim of drivers over the permitted alcohol limit. This is far too many deaths and indicates a level of non-compliance with traffic law which is appallingly high. The number of drink-drive casualties has increased in recent years, as the number of roads policing officers has fallen. Police enforcement has a crucial role to play. As ACPO noted, the operation does not need to be complex: it is a case of doing much more of the same. We need a uniformly stringent approach to drink-driving enforcement. There should be a

greater effort to understand and address the reasons for an increasing number of people's preparedness to drink-drive. (Paragraph 144)

26. The incidence of drug-driving is also on the rise, although the actual scale of the problem is still unknown. There is a widely-held belief among offenders that drug-driving is not enforced by the police. The drug-driving enforcement campaign has not yet really begun in earnest. Given the estimated scale of the problem, there must be much greater enforcement and a publicity campaign directed at drug-driving. The Department for Transport must do more to educate the public of the dangers of both drug-driving and drink-driving. (Paragraph 145)

Use of technology in tackling drink-driving and drug-driving

27. It is disappointing that the police, Home Office and Department for Transport have not found funding to secure the type approval of roadside evidential breath testing equipment. It is unacceptable that last year the Government announced £15 million of extra funding for the continuing development of Automatic Number Plate Recognition technology, and yet it has not made £60,000 available to ensure type approval of roadside evidential breath testing equipment, which could be instrumental in reducing the 3,000-plus people killed and seriously injured through alcohol-related road crashes each year. The Government must work earnestly with manufacturers to resolve barriers to production of the equipment as a matter of urgency. (Paragraph 148)
28. As technology improves the government should review the guidelines governing its use to ensure they continue to strike the correct balance between gathering sufficient evidence to prosecute and making effective use of police time. We recommend the government reviews the merits of offering a blood and urine testing option to drivers with between 40 and 50 micrograms of alcohol in 100 millilitres of breath. Improvements in technological accuracy may have made such an option superfluous. (Paragraph 149)
29. The scale of the drink-drive problem indicates the need for all efforts to be made to promote compliance. Where technology can help increase compliance its use should be encouraged. 'Alcolocks' should be fitted to offenders' vehicles. In addition, the Department should evaluate the impact of eventually fitting alcolocks in all new vehicles, and should the results prove to be beneficial for road safety, the Government should push for alcolock fitment to be incorporated into the European Whole Vehicle Type Approval standards. The alcolock should be calibrated to the Member State's national alcohol limit. (Paragraph 151)

Drug screening equipment

30. We welcome the development work which is underway into technologies that will effectively and accurately detect whether drivers have used drugs. Drug-driving already poses a very significant danger on our roads: studies indicate that 18% of collisions involve a driver in whom illicit drugs are present. We are therefore concerned that, given the extent of the problem, far too little attention has been dedicated to such research and development. It is a complex task but the Home

Office must prioritise the development of drug screening equipment and police officers must have access to this technology at the earliest possible opportunity. Until this technology is available, the deterrent effect of enforcement will be minimal. (Paragraph 156)

31. There should be effective co-operation between roads police officers and forensic scientists to ensure that prosecutions for drug-driving offences are pursued wherever possible. We are concerned that in the context of drug-driving enforcement, the results of police and medical tests frequently do not match. This problem should be explored and both groups should be better trained in the procedures. (Paragraph 158)

Field Impairment Test

32. We are pleased to see that in the absence of drug screening devices, the police have developed the Field Impairment Test to assist officers to accurately detect drug drivers. The early results are promising. It is therefore disappointing that not all forces have adopted the system. The Home Office and the Association of Chief Police Officers should work together to ensure that the Field Impairment Test procedure is harmonised and fully applied across police forces. (Paragraph 161)

Legislation and enforcement of drink-driving and drug-driving

33. the continuing requirement to prove impairment is an obstacle to the effective policing of the drug-driving problem. We recommend that the Government work in consultation with police services and the appropriate medical experts to identify suitable thresholds and tests for the presence of illegal drugs in a driver's body. At the same time, the Government should bring forward the legislation necessary to enable drivers to be prosecuted on the basis of drug-testing rather than impairment-testing. (Paragraph 168)
34. We believe that impairment is still the appropriate test in relation to drivers who are affected by licensed medicines. (Paragraph 169)

Mobile telephone use

35. Driving while using a mobile telephone is extremely impairing—drivers holding a mobile telephone conversation are four times more likely to be involved in a crash. Anyone who observes traffic for even a short period of time is likely to see this law being flouted with impunity—it is disappointing that there have not been more high profile enforcement operations to support the change in legislation. Failure to enforce the new law risks bringing traffic law enforcement into disrepute. Given the significantly increased risk of collision, the police should undertake regular and highly visible enforcement action, supported by targeted advertising campaigns. (Paragraph 175)
36. Collision data should include details of whether a driver was using a mobile telephone at the time of the incident, and certainly in all fatal crashes the collision investigator should check telephone records to identify whether the driver was using

a telephone at the time of the crash. The fact that it is currently difficult (or impossible) to detect mobile telephone use through technology should not mean that this law is neglected. In addition, the Home Office should support research into new technologies which detect telephone use or prevent people from driving while using them. (Paragraph 176)

Fatigue

37. We welcome the research being undertaken by the Home Office Scientific Development Branch into a device which would help police officers reliably detect impairment in drivers. If such a device is shown to be effective, the Home Office should ensure that police officers have access to this equipment as soon as possible, and that they are adequately resourced and trained to make best use of it. (Paragraph 179)

Haulage vehicles

38. Commercial vehicle and driver compliance checks should be properly resourced. The Department for Transport and Vehicle and Operator Services Agency should work together to enforce vehicle safety standards on all vehicles, including foreign-registered Heavy Goods Vehicles. We welcome measures in the Road Safety Bill that toughen the regime for foreign-registered vehicles. (Paragraph 183)

Conclusions

39. The Home Office should explicitly adopt the 2010 road casualty reduction targets as part of its Public Service Agreement with the Treasury and as a key priority in its future National Policing Plans. (Paragraph 184)
40. The government and manufacturers should work together to expedite the availability of new equipment which could radically improve the impact of roads policing and funding should be found to ensure a prompt roll-out nationwide. For example, we recommend time-distance (average speed) cameras are quickly installed, and roadside evidential breath testing equipment must be type-approved and available as a matter of urgency. (Paragraph 185)
41. Roads police officers need proper training in how to use new technology. High quality training both protects officers operating in the road environment and increases the chances of successful prosecutions and justice for victims of collisions. (Paragraph 186)
42. Perception of public and political concern over high profile crimes should not be given precedence over evidence indicating actual risks and the success of intervention measures. (Paragraph 186)
43. The government should be bold in enabling the use of technologies which actually prevent offences being committed: for example, Intelligent Speed Adaptation and ‘alcolocks’ should be introduced as soon as possible. (Paragraph 187)

44. The efficiencies which technology can bring should not be seen as a straightforward opportunity to cut the number of roads police officers. (Paragraph 188)
45. We look to the Department for Transport, the Home Office and the Association of Chief Police Officers—authors of the joint Roads Policing Strategy—to ensure that the Strategy is having a prominent and positive impact on policing decisions across the country. (Paragraph 188)

Formal minutes

WEDNESDAY 18 OCTOBER 2006

Members present:

Mrs Gwyneth Dunwoody , in the Chair

Mr David Clelland
Clive Efford
Mrs Louise Ellman
Mr Robert Goodwill

Mr John Leech
Mr Eric Martlew
Mr Lee Scott
Graham Stringer

Draft Report (Roads Policing and Technology: Getting the Right Balance), proposed by the Chairman, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 188 read and agreed to.

Ordered, That the Appendices to the Minutes of Evidence taken before the Committee be reported to the House.

Ordered, That the provisions of Standing Order No. 134 (Select Committees (Reports)) be applied to the Report.

Ordered, That the Chairman do make the Report to the House.

[Adjourned till Wednesday 25 October at 2.30 pm.]

Witnesses

Wednesday 8 March 2006

Page

Chief Constable Meredydd Hughes, **South Yorkshire Police, Association of Chief Police Officers**; Deputy Chief Constable Huw Jones, **Assistant Inspector of Constabulary, Her Majesty's Inspectorate of Constabulary** **Ev 8**

Ms Cynthia Barlow, **Trustee, Roadpeace**; Ms Mary Williams OBE, **Chief Executive, Brake**; Ms Paige Mitchell, **Co-ordinator, Slower Speeds Initiative**; Mr Kevin Delaney, **Head of Traffic and Road Safety, RAC Foundation for Motoring**; Mr Malcolm Bingham, **Head of Roads and Traffic Management, Freight Transport Association** **Ev 35**

Chief Inspector Jan Berry, **Kent Police, Chairman, Police Federation of England and Wales**; Chief Superintendent Derek Barnett, **Cheshire Constabulary, Police Superintendents' Association of England and Wales** **Ev 57**

Wednesday 15 March 2006

Ms Lorna Pearce, **Senior Project Manager, and Dr Jeremy Broughton, Senior Research Fellow, Transport Research Laboratory**; Mr Neal Skelton, **Head of Professional Services, Intelligent Transport Society UK**; Dr Claire Corbett, **Senior Lecturer, School of Social Science and Law, Brunel University** **Ev 74**

Mr Steve Thornton, **Principal Engineer, City of Bradford, Chair, and Mr Dave Sherborne, Casualty Reduction Manager, Leeds City Council, West Yorkshire Road Safety Strategy Group**; Lt Col Tex Pemberton, **Cabinet Member, Highways and Transport, and Mr Rob Salmon, Assistant Head of Highways and Transport, West Sussex County Council**; Mr Steve Burton, **Deputy Director, Transport Police and Enforcement, and Mr Chris Lines, Head of London Road Safety Unit, Transport for London** **Ev 89**

Mr Paul Goggins MP, **Parliamentary Under Secretary of State, Home Office, and Dr Stephen Ladyman MP, Minister of State, Department for Transport** **Ev 106**

List of written evidence

01	Association of Chief Police Officers of England, Wales and Northern Ireland	Ev 1
02	HM Inspectorate of Constabulary	Ev 4
03	HM Inspectorate of Constabulary, Supplementary memorandum	Ev 17
04	Association of Chief Police Officers, Supplementary memorandum	Ev 18
05	RoadPeace	Ev 20
06	Brake	Ev 22
07	Slower Speeds Initiative	Ev 25
08	RAC Foundation for Motoring	Ev 28
09	Freight Transport Association	Ev 31
10	RoadPeace, Supplementary memorandum	Ev 42
11	Brake, Supplementary memorandum	Ev 44
12	Slower Speeds Initiative, Supplementary memorandum	Ev 44
13	Freight Transport Association, Supplementary memorandum	Ev 48
14	Police Federation of England and Wales	Ev 51
15	Police Superintendents' Association of England and Wales	Ev 54
16	Police Superintendents' Association, Supplementary memorandum	Ev 64
17	Police Federation, Supplementary memorandum	Ev 65
18	Transport Research Laboratory	Ev 68
19	Intelligent Transport Society for the United Kingdom	Ev 69
20	Dr Claire Corbett, School of Social Science and Law, Brunel University	Ev 73
21	West Yorkshire Road Safety Strategy Group	Ev 81
22	West Sussex County Council	Ev 85
23	Transport for London	Ev 86
24	West Yorkshire Road Safety Strategy Group, Supplementary memorandum	Ev 96
25	West Sussex County Council, Supplementary memorandum	Ev 97
26	Transport for London, Supplementary memorandum	Ev 98
27	Transport for London's Road Safety Unit	Ev 98
28	Home Office and Department for Transport	Ev 101
29	Mr Stephen Plowden	Ev 116
30	London Borough of Camden	Ev 119
31	D.tec International Limited	Ev 124
32	Sustrans	Ev 127
33	Living Streets	Ev 129
34	Gloucestershire County Council	Ev 131
35	Mr Charles Brown	Ev 134
36	PACTS	Ev 136
37	AA Motoring Trust	Ev 139
38	Road Haulage Association Ltd	Ev 142
39	Upper Slaughter Parish Council	Ev 145
40	Institution of Highways and Transportation	Ev 146
41	Dr R J Tunbridge	Ev 147

42	Mr Michael Chance	Ev 148
43	Department for Transport, Supplementary memorandum	Ev 149
44	Home Office and Department for Transport, Supplementary memorandum	Ev 150

Reports from the Transport Committee since 2005

Session 2005–06

First Report	UK Transport Security – preliminary report	HC 637
Second Report	Financial Protection for Air Travellers: Second Report Abandoning Effective Protection	HC 636
Third Report	Going for Gold: Transport for London's 2012 Olympic Games	HC 588
Fourth Report	Departmental Annual Report 2005	HC 684
Fifth Report	Future of the British Transport Police	HC 1070
Sixth Report	How fair are the fares? Train fares and ticketing	HC 700
Seventh Report	Parking Policy and Enforcement	HC 748
Eighth Report	Piracy	HC 1026
Ninth Report	The work of The DfT's Executive Agencies – DVO Group and the Highways Agency	HC 907
Tenth Report	Roads Policing and Technology: Getting the balance right	HC 975
Eleventh Report	Bus Services across the UK	HC 1317
Twelfth Report	Local Transport Planning and Funding	HC 1120
First Special Report	The Performance of the London Underground: Government Response to the Committee's Sixth Report of Session 2004–05	HC 431
Second Special Report	The Departmental Annual Report 2004: Government Response to the Committee's Fourth Report of Session 2004–05	HC 432
Third Special Report	Integrated Transport: the future of light rail and modern trams in the UK: Government Response to the Committee's Tenth Report of session 2004–05	HC 526
Fourth Special Report	Search and Rescue: Government Response to the Committee's Eighth Report of Session 2004–05	HC 586
Fifth Special Report	Rural Railways: Government Response to the Committee's Fifth Report of Session 2004–05	HC 587
Sixth Special Report	Tonnage Tax: Government Response to the Committee's Second Report of Session 2004–05	HC 611
Seventh Special Report	Financial Protection for Air Travellers: Government and Civil Aviation Authority Responses to the Committee's Fifteenth Report of Session 2003–04	HC 639
Eighth Special Report	European Community Competence and Transport: Government Response to the Committee's Ninth Report of Session 2004–05	HC 976

Ninth Special Report	Financial Protection for Air Travellers: Abandoning Effective Protection: Government and Civil Aviation Authority Responses to the Committee's Second Report of Session 2005–06	HC 996
Tenth Special Report	Going for Gold: Transport for London's 2012 Olympic Games: Government Response to the committee's Third Report of Session 2005–06	HC 1152
Eleventh Special Report	Departmental Annual Report 2005: Government Response to the Committee's Fourth Report of Session 2005–06	HC 1517
Twelfth Special Report	Future of the British Transport Police: Government Response to the Committee's Fifth Report of Session 2005–06	HC 1639
Thirteenth Special Report	How fair are the fares? Train fares and ticketing: Government Response to the Committee's Sixth Report of Session 2005–06	HC 1640
Fourteenth Special Report	Parking Policy and Enforcement: Government Response to the Committee's Seventh Report of Session 2005–06	HC 1641
Fifteenth Special Report	The Work of the Department for Transport's Agencies – Driver and Vehicle Operator Group and the Highways Agency: Government Response to the Committee's Ninth Report of Session 2005–06	HC 1615

Oral evidence

Taken before the Transport Committee

on Wednesday 8 March 2006

Members present:

Mrs Gwyneth Dunwoody, in the Chair

Clive Efford
Mrs Louise Ellman
Mr Robert Goodwill

Mr John Leech
Mr Eric Martlew
Graham Stringer

Memorandum submitted by The Association of Chief Police Officers (ACPO)

Thank you for the opportunity to make a submission on behalf of the Association of Chief Police Officers to your current enquiry on Traffic Policing. I note that this enquiry follows closely after the recently published PACTS report *Policing Road Risk: Enforcement, Technologies and Road Safety*. My Association made a major contribution to the report by providing a member of the Advisory Committee for the PACTS report, which my Association has endorsed as an accurate picture of road policing today.

Having consulted with my fellow chief constables, please find below a response to each the questions posed in your press release dated 25 January. On a general note, I believe that it is important to point out the position of ACPO in terms of the performance of police forces. ACPO is a private company, limited by guarantee. The purpose of the Association is to provide chief constables with good practice guidance and advice and to speak on behalf of the police service on national issues. ACPO has no role in monitoring the performance of chief constables, neither has it any influence over the manner in which they deploy resources, or the level of those resources. It is therefore important that you seek the views of Her Majesty's Inspector of Constabulary in this respect.

Are traffic officers adequately resourced, trained and supported?

The training and resourcing of traffic officers is a matter for individual chief constables. ACPO has no reason to believe that there are any inadequacies in this respect. Indeed, HMIC has indicated that all 43 forces in England and Wales have been audited in terms of their road policing work and all found to be between "fair" and "excellent". Whilst studies show that there has been a consistent decline in the number of officers deployed on road policing duties, it is important to remember that numbers do not always equate to effectiveness. Improvements in technology can mean that fewer officers can be more effective. The effectiveness of ANPR teams in achieving significantly more arrests per officer than patrolling officers is a case in point. The effective deployment of existing resources is the key factor rather than an obsession with the numbers of traffic officers.

What impact has the joint road policing strategy had on the work of traffic officers?

Whilst I cannot comment upon the effect upon the operational deployment of road policing officers, I am encouraged by the level of take-up of the joint strategy and its inclusion in local strategies. This is leading to a more focussed, intelligence-led approach to the deployment of resources.

How has it influenced the priority given to roads policing and the resources invested?

Priorities in policing are determined by many factors, including the performance measures set by the Home Office. The investment of resources in roads policing will therefore depend upon competing calls upon those resources and the need to meet national performance targets in other areas. Whilst a number of forces report that the joint strategy has resulted in a positive effect upon the prioritisation of road policing it is not possible to measure the overall effect nationally at this time.

Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties?

ACPO has always maintained that technology should be regarded as supporting and enhancing the work of patrolling officers and not replacing them. The introduction of speed cameras, for example, should release officers for other patrolling duties and never be used as an excuse for reducing road-policing numbers.

What evidence is there that the changing balance between traffic officers and technology have influenced casualty reduction rates?

The true extent of the influence that road policing has over casualty reduction rates is difficult to establish, although a number of studies have indicated a close correlation between enforcement and death and injury reduction. If technology is used to enhance and support road policing rather than replace it, then the effect upon casualty rates should be a positive one.

How effective and how efficient is roads policing in reducing the number of casualties?

As part of a multi-agency approach to road safety, road policing has a very important part to play in reducing road casualties and forces consider their contribution to that partnership an essential and effective one. The PACTS report *Policing Road Risk: Enforcement Technologies and Road Safety* suggests a direct link between road policing and casualty reduction. In that report both the DfT and Home Office are quoted as stating that road policing is essential to casualty reduction.

Are police forces concentrating traffic enforcement on the right areas and activities in order to achieve maximum casualty reduction?

Forces are provided with clear guidance on the most effective strategies and tactics. Firstly, in the Joint Road Policing Strategy, which identifies Speeding, drink/drug driving and seat belt, wearing as the key road safety priorities. Secondly, the Annual ACPO Road Policing Strategic Assessment provides detailed information on how road policing resources can be most effectively used using the National Intelligence Model and identifying five priority areas:

- Denying criminals the use of the road.
- Tackling the threat of terrorism.
- Reducing road casualties.
- Enhancing public confidence and reassurance by patrolling the roads.
- Reducing anti-social behaviour.

To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

ACPO has a very high profile role in the dissemination of good practice in enforcement and casualty reduction strategies and tactics to all the forces in England, Wales and Northern Ireland and forces do have a common approach to road policing. There is a strong regional basis for road policing. Each Region has a Senior Traffic Officers Conference (STOC) chaired by the Regional Chair, an ACPO Member. ACPO has an Operations Forum, Chaired by a chief constable, which the Regional STOC chairs attend. The Operations Forum also acts as a tactical tasking and co-ordinating group which, by applying the National Intelligence model, seeks to further encourage a consistent approach to the road policing strategies and tactics throughout forces.

That said that, it is ultimately a matter for chief constables to decide their force's approach and there may therefore be individual variations. However, responses show that both the Joint Strategy and the tasking and coordinating of resources through the national intelligence model are now the norm.

How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue?

Roadside evidential testing for alcohol and drug screening are both lawful but are not used in practice due to the time it takes to provide a specification for equipment and the type approval process itself. One real issue is the cost. Currently it costs in the region of £60K to type approve a device and all current suppliers are reporting a reluctance to submit for approval without some commitment from the police to purchase large numbers of devices.

Roadside evidential testing will allow the police in suitable situations to deal very efficiently with offenders, (both at the roadside and at hospital). It will eliminate the need for time consuming travel and long periods in the police station. It will give officers more time to test other drivers and therefore increase productivity without increased resources.

Drug screening will help the police to gain convictions as it will remove the requirement for a Doctor to confirm the driver impaired through a drug, something many are either unable or reluctant to do. The development of drug screening technology is very complicated and industry is a long way from providing the type of device permitted under the Act.

Companies who have produced devices for other, less exacting, applications rarely acknowledge these complications, and an officer's evidence of impairment remains currently the best option.

Field Impairment Testing might not be considered as a “technological solution” but it is the most significant improvement in drug enforcement for many years and likely to be so for some time. Officers stopping suspected drivers are often reluctant to arrest and bring them into the station, FIT supports their suspicion and can provide that confidence. We need to ensure that doctors are better educated and trained in the identification of impairment if we are to have a real impact in this area of enforcement.

There is no fully effective technology yet on the horizon. We need accurate roadside screeners to detect drugs and eliminate the need for a doctor. We must consider law changes that remove the burden of proving impairment and encourage the development of the needed technology to establish if drivers are drug abusers or not.

Is the best use being made of these technologies?

Yes, but we do need to alter current roadside alcohol screeners to allow for the collection of accurate statistical data to remove the paper bureaucracy. However, current type approval will make this so expensive it might be difficult to show the business benefit. Free approval, as is the case with speed detection devices, funded by the Government would accelerate this advance.

What legislative, strategic and operational changes would improve the effectiveness of these technologies?

Please see above paragraphs about the need to develop new legislation in respect of drug driving which does not rely on proving impairment. It is acknowledged that technology in drug detection needs to improve, but the current legal framework is inadequate to permit effective enforcement and stimulate new technology development.

How will the new funding arrangements announced by the Secretary of State affect the work of the safety camera partnerships?

The new funding mechanism transfers the funds via the Local Transport Provision to Highways Authorities in England (with the exception of London) and to the Welsh Assembly. All Highways Authorities will need to ensure that commensurate financial support is provided to police forces in order to ensure that the appropriate level of enforcement is maintained to deliver their overall casual reduction commitments.

The proposed wider road safety partnerships should allow for greater latitude in local control. Currently only between 1% and 7% of the road network is covered by Safety Camera Partnership activity and there is a growing perception among motorists that it is all right to speed where no cameras are present.

The Camera Safety Programme currently accounts for over 90% of speed enforcement taking place and the programme concludes in March 2007. It is therefore incumbent upon Highways Authorities and the Police Service to ensure that the proposed Wider Road Safety Partnerships are established and that these build upon the current achievements.

The new partnerships must release funds to Safety Camera Partnerships and forces for specific road policing operations using ANPR and other technology by specialist Road Traffic Officers if the decline in road policing is to be reversed. Failure to deliver this will make our roads more dangerous and reduce our impact on crime.

Whilst forces are generally supportive of the proposed changes, there is some concern that since the funding is not ring fenced, funding might be diverted away from safety cameras by other partners.

What lessons can be learned from the experience of speed limit enforcement using camera technology?

Despite the concerted campaign against safety cameras by sections of the media and a small but vociferous group of campaigners, their introduction has resulted in a significant reduction in vehicle speeds and death and injury. Speeding is becoming more socially unacceptable and average speeds are reducing. Following the introduction of safety cameras, the police service was almost a lone voice in their defence and no robust support was offered by Government until very late in the day. Whilst that has been addressed, there is a clear need to ensure that the Government makes a clear commitment to strongly supporting the benefits of new enforcement technology through strong advertising and robust defence in the media, rather than expect the police to defend them.

How effective are multi-agency approaches to safety issues?

The effectiveness of multi-agency approaches to safety issues will depend upon the level of commitment and resources devoted to the particular partnership. All forces signal their commitment to multi-agency working in road safety and particularly value their involvement in Casualty Reduction Partnerships. The very fact that the UK is a world leader in casualty reduction, with one of the best overall safety records, certainly supports the case for their effectiveness.

What steps are required to improve partnership work between the police, Department of Transport, local authorities and other agencies?

Nationally, ACPO has a very close relationship with the DfT and its Agencies and with local authorities through its links with the Association of Police Authorities and the Local Government Association. Locally, the Government is encouraging better performance by local partnerships through the Community Safety Plan. However, whilst specific in their demands upon police and local authorities to develop effective crime reduction and antisocial behaviour strategies, there is no mention of road safety or road crime other than the KSI PPAF indicator. There is a need for greater incentives in the way of performance indicators for road safety and road policing to be included in the Community Safety Plan.

The ACPO Roads Policing Business Area welcomes the opportunity to develop the debate on road safety beyond media single-issue focus. It is imperative that the new wider road safety partnerships resource continued technology deployment, new technology development and above all, the supervision of the roads by trained specialist police officers pursuing criminals and enforcing road safety legislation. Please accept the above responses as being on behalf of the Police Service.

17 February 2006

Memorandum submitted by HM Inspectorate of Constabulary

INTRODUCTION

Her Majesty's Inspectorate of Constabulary (HMIC) welcomes the opportunity to contribute to the Transport Committee inquiry on the effectiveness of traffic policing in England and Wales. HMIC is uniquely positioned to comment on this aspect, both from operational and strategic levels, because of its long history of inspecting police forces and its role in providing the Home Secretary and other stakeholders with professionally informed views on policing issues.

This submission sets out HMIC's views on the areas relating to traffic policing subject to examination by the Transport Committee.

1. THE STRUCTURE AND ROLE OF HMIC

1.1 The principal role of HMIC is to promote the efficiency and effectiveness of policing and law enforcement in England, Wales and Northern Ireland through assessment and inspection of police organisations and functions, for which it has responsibility to ensure:

- performance is improved;
- good practice is spread; and
- standards are agreed, achieved and maintained.

It is also a key part of HMIC's role to provide advice and support to criminal justice partners and the tripartite partners (Home Secretary, Chief Officers and Police Authorities).

1.2 Her Majesty's Chief Inspector of Constabulary (HMCIC) is the principal police advisor to the Home Secretary and fulfils a pivotal role in advising Ministers and Home Office officials on aspects of policing, on both operational and strategic matters. He also supports the Home Secretary in the selection of senior appointments through his chairing of both the Police Leadership Development Board and the Senior Appointments Panel.

1.3 The HMIC work programme is extensive and increasing demands reflect those placed on the police service generally. Some of this work is described within this report; however, the most visible aspect and perhaps the area in which HMIC is most recognised is its inspection programme, the guidance and advice which flows from it and the production of inspection reports. Focused force inspections, thematic inspections, Basic Command Unit inspections and Best Value review inspections all form part of the programme to drive improved performance within the Police Service. The whole inspection programme is designed to provide support where it is most needed and is informed by an annual comparative Baseline Assessment of all forces.

2. SUMMARY OF HMIC'S ACTIVITY

2.1 HMIC is one of the key organisations driving improvements within policing and over the years has fully supported the Government's efforts to reduce casualties. HMIC is fully engaged at all levels within the Home Office and with ACPO on road policing, with HMIs or staff officers contributing to shaping policy and developments.

2.2 Through a combination of the national community safety plan, the national strategic assessments and the professional expertise which exists within the organisation and its partners, HMIC seeks to identify key priorities for inspection. Using the environmental scanning of the day, one such area was that of road policing.

2.3 During 1998, HMIC undertook a thematic inspection, which resulted in a report entitled “Road Policing and Traffic”. This highlighted a requirement to

“integrate road policing and traffic officers into core policing and ensure strong and open channels of communication in both directions for information and intelligence”.

The report also called for monitored strategies, based on local needs with structures and suitably trained, experienced resources to meet aims and targets; local commanders held responsible for intelligence-led delivery (with consistent prosecution policy) alongside multi-agency partners; positive action to increase diversity of staff; and investment in technology.

2.4 Since 1998, HMIC has conducted a further 36 separate thematic inspections on all aspects of policing including Police integrity (1999); crime and disorder (Calling Time on Crime 2000); police visibility and accessibility (Open all hours 2001); training matters (2002); diversity matters (2003); modernising the Service (2004); child abuse prevention and investigation (Keeping safe, Staying safe 2004).

2.5 In 2004, changes meant that performance information was provided to HMIC as a customer of RDS and the Home Office. Currently, only casualty figures for those killed or seriously injured from road collisions exist and that is for the purposes of the 2010 casualty reduction targets. Some further data is collected by the Home Office but this is limited for any meaningful performance assessment in comparative terms.

2.6 HMIC’s principal methodology for inspection is the Baseline Assessment and this is used to monitor efficiency and effectiveness across a range of 27 policing functions and activities including road policing. It operates through frameworks of questions and standards expected providing self assessments and incorporating the views of other regulators and partners. Following an annual high level comprehensive assessment of strengths and areas for improvement, a tailored programme of inspection activity is set for each force. The results of the baseline assessment for 2005 are detailed later in this paper at Section 4.

3. ACPO NATIONAL ROADS POLICING STRATEGY

3.1 In January 2005, the Department for Transport, the Home Office and Association of Chief Police Officers launched their national strategy to set roads policing in the context of overall police work, establish the issues which are a continuing priority for road policing, and identify the principles which should underpin operational practice and the development of policy. The strategy focuses on:

- Denying criminals the uses of the roads by enforcing the law.
- Reducing road casualties.
- Tackling the threat of terrorism.
- Reducing anti-social use of the roads.
- Enhancing public confidence.

3.2 The strategy is now part of the delivery of the National Policing Plan. It is recognised that few performance indicators exist and there are proposals within the strategy to develop indicators of outcome.

3.3 In order to receive a “fair” grading within Baseline Assessment, considered as acceptable performance, forces must have a strategy for road policing based upon the national document.

4. BASELINE ASSESSMENT

4.1 In 2005 Baseline Assessments were conducted including roads policing. The self-assessment was carried out before the launch of the above national roads policing strategy, however the assessment fieldwork was carried out after this date.

4.2 Some five forces were graded as Excellent, 27 as Good, 11 as Fair and none were graded as Poor. Of the 27 frameworks assessed, road policing revealed the 4th best performance nationally. Frameworks on tackling Level 2 criminality and investigating major crime were among the worst performance assessments. The forces graded Excellent for road policing were:

- Avon and Somerset.
- Hampshire.
- Metropolitan.
- Staffordshire.
- West Midlands.

4.3 The West Midlands Police is the only one of this group that has a roads policing unit (RPU) devolved to each operational command unit (OCU), the remainder have centralised units.

4.4 With regard to the focus of the inquiry, the assessment revealed a number of key judgements through its framework of questions that may assist:

Is there a systematic approach to determining the resources needed for roads policing? (BA Question 7)

HMIC identified effective leadership with regards to Road Policing at Chief Officer level in 90% of forces questioned and where significant improvements were necessary in one force, action plans were developed. The resourcing to this function ranged from 1.5% of force establishment to 9.1%. However, this did not impact upon the assessed performance. Training was being delivered to roads policing staff in all forces and evidence was found of specialist crime training being provided to improve the investigation of road deaths as one example.

4.5 Does the force have a roads policing strategy that fully supports and is integrated with other force strategies, including the crime strategy? (BA Question 2)

HMIC discovered 70% of forces questioned were deemed to have clear, well formulated strategy in place. There was some room for improvement in wider consultation. Only one force needed significant review. All of these documents took account of the national strategy.

4.6 To what extent is roads policing activity intelligence-led? (BA Question 8)

HMIC revealed 74% of forces questioned were found to have an effective intelligence-led approach. The National Intelligence Model was embedded in RPUs of many forces with resources being tasked appropriately at all levels. Ten forces required some development in this regard.

4.7 Have roads policing performance targets been met and how well does performance compare with other forces? (BA Question 3) Are the arrangements for roads policing -ie, centrally managed or devolved—sufficiently clear to enable effective, co-ordinated delivery? (BA Question 4)

HMIC found 63% of forces questioned were found to have well formulated processes and culture for monitoring Roads Policing performance. Of the 19 forces questioned on their 2010 casualty reduction target, all reported they were on track to achieve it.

4.8 Does the roads policing strategy set out the relative emphasis on different activities? (BA Question 5) How well is performance measured and managed? (BA Question 6)

Good use of technology was found in 78% of forces questioned, the remainder (eight forces) did require a degree of review of such use. Clear evidence was found of good exploitation of technology and technical support in the form of automated number plate recognition (ANPR), speed detection equipment and road crash investigation.

4.9 To what extent does the force engage with external partners in relation to roads policing and casualty reduction? (BA Question 11)

93% of forces questioned were found to have well established and effective partnership arrangements in relation to reducing road casualties. Evidence was found of improved relationships with criminal justice partners.

5. PROTECTIVE SERVICES REVIEW

5.1 In June 2004, the then Home Secretary commissioned HMIC to provide a professional assessment of whether the present 43 force structure is the right one to meet the challenges posed by the present and future policing environment.

5.2 Central to our approach to this work was the concept of protective services, which had its origins in the discussion raised by the Home Office/Strategy Unit report in 2004 on the nature of policing services at different levels. At force, regional and national/international level they suggested that the police protect the public, for example by dealing with serious organised crime & terrorism. This is in contrast to local policing where police work with the public at the neighbourhood level in tackling anti-social behaviour, or where the police work for the public in dealing with volume crime.¹

¹ Police Reform: A joint Home Office/Strategy Unit project—Summary Report, p 11 (2004).

5.3 The focus of protective services necessitated the development of a new methodology for assessing individual force capability and capacity in the following key areas²:

- Major Crime (homicide).
- Serious, Organised and Cross Border Crime.
- Counter Terrorism and Extremism.
- Civil Contingencies.
- Critical Incidents.
- Public Order.
- Strategic Roads Policing.

5.4 Within this context “capability” refers to an organisation’s ability to provide a service to an agreed standard. “Capacity” refers to how much of that level of service can be provided.

5.5 The assessment methodology itself is based on the series of templates that were developed in the Mind the (Level 2) Gap report. Each protective service is assessed in relation to standards identified with ACPO on; intelligence (what do we know about the issue); prevention (what are we doing to stop this); and enforcement/resolution (what ability do we have to intervene effectively). The assessments obtained from the review were combined to provide each force with an overall rating for each protective service that was scored on a rating system of 1–4 as follows:

1. Only reactive capability demonstrated.
2. Reactive capability, with only limited proactive capability demonstrated.
3. Reactive capability, with significant proactive capability demonstrated.
4. Reactive capability with comprehensive proactive capability demonstrated.

5.6 *The Findings*

Overall the findings were stark—very few forces assessed fully met the required standard. It was also apparent that size matters: larger forces were more likely to have much greater capability and resilience whilst, in many cases, smaller forces found it hard to provide the services to an acceptable standard. It was also apparent that being bigger was not enough to guarantee strong protective services. The environment (situation) also mattered. For example, the presence of cities, ports, or events (ie repeated exposure to risks and challenges) also enhance the repertoire of protective services that forces offer the public. Able leadership was also influential in that it allowed smaller forces to punch above their weight on these issues.

5.7 This trend was also evident in relation to our findings from the assessment of Roads Policing, albeit the correlation was less marked than in the other six protective services. Relative to most of the other protective services Roads Policing can be considered to have scored well, albeit at a national level the average rating fell between a “2” and a “3” and thus did not show sufficient capability and capacity overall. It rated well in relation to “enforcement” and “prevention” functions, but the use of intelligence and information was generally weak and was confined to the gathering and analysis of collision statistics. In particular, many of the forces assessed had no intelligence analyst dedicated to this function. A significant number of forces also had a separate tasking and co-ordinating process for roads policing units and where they were tasked it was generally towards roads policing or reassurance issues rather than tackling Level 2 criminality.

5.8 Where Roads Policing did appear within Strategic Assessments, the focus was primarily on casualty reduction, with limited or no consideration of tackling Level 2 criminality and terrorist activity on the roads. In some cases, forces that had a high profile for roads policing issues, did not feature it within their policing plan.

5.9 Where forces had maintained a distinct Roads Policing Unit (RPU) the focus was towards casualty reduction as this is the only area in which there were, and are, clear performance indicators. In addition, the historic role of traffic policing has focussed on enforcement of vehicle related offences and this mindset was still evident within some forces, particularly within centralised RPUs. One force with a centralised unit demonstrating good practice was Thames Valley, with these officers focusing on both casualty reduction and tackling criminality.

5.10 However, it was also the case that some RPUs suffer from what HMIC has termed “double hatting”, which occurs when specialist officers hold dual roles or responsibilities. In many smaller forces RPUs are also often responsible for the provision of firearms cover and the review identified an unfortunate example of the complications that can arise whereby in one force, officers were required leave the scene of a fatal road traffic accident on a major road to deal with a firearms incident because there were no other adequately trained resources immediately available.

² These were agreed upon following consultation with ACPO and an analysis of the 2004 National Strategic Assessment.

5.11 The work of the Central Motorway Patrol Group (CMPG), a collaborative enterprise between the West Midlands Police, West Mercia Police, Staffordshire Police and Warwickshire Police, has also achieved good results, balancing the desire to address criminality whilst maintaining a focus on casualty reduction. On the debit side, however, there were concerns around infrastructure, procedural and human resource constraints and these have undermined the overall perception of effectiveness.

5.12 It should further be noted that “Closing the Gap” undertook a detailed analysis of the benefits, or otherwise, of collaboration and concluded that under current policing structures it does not offer an effective or efficient model for gaps in Level 2 services. The experience to date is that management costs are high, the functionality of operational support systems is low and governance problematic. Present progress, practice, and governance together with the fact that some are sceptical of the value of change suggests that at best, progress will be complex, slow and of limited impact. The position is best summarised by one of the contributors to this element of the review who simply stated “any success we have cannot be compared to how much better we would have done if managed by one organisation”.

5.13 The investment of forces into specialist assets such as firearms seems directly attributable to size. In some cases informal arrangements have developed into a permanent service, allowing forces to chose to under-resource in this roads policing area (one force assessed provides ARV cover to their neighbour every night shift, without recompense).

5.14 *Building on Good Practice*

One clear benefit of the protective service assessments is that they allowed HMIC to identify key critical success factors. With regards to roads policing high performing forces generally:

- Consider the range of national road policing priorities including denying criminals use of the roads network.
- Effectively and pro-actively target these resources, through analysis and profiling, to preventative and enforcement activity towards casualty reduction and tackling criminality.
- Have developed a robust performance regime which ensures effective measurement of the contribution these resources make to force priorities.

6. CONCLUSION

6.1 While there is room for improvement across the country, this framework area of the Baseline Assessment is viewed as positive with less risk than other policing functions given limited HMIC resources. The Protective Services Review provided a countrywide intrusive inspection that added to our knowledge and confirmed our position on roads policing.

7 March 2006

Witnesses: **Mr Meredydd Hughes**, Chief Constable, South Yorkshire, The Association of Chief Police Officers, and **Mr Huw Jones**, Deputy Chief Constable, Assistant Inspector of Constabulary, Her Majesty’s Inspectorate of Constabulary, gave evidence.

Chairman: Good afternoon, gentlemen, you are most warmly welcome this afternoon. We have one small bit of housekeeping to accomplish before we can begin: Members having an interest to declare.

Mr Martlew: Member of the Transport and General Workers’ Union and GMB (General and Municipal Workers).

Graham Stringer: Member of Amicus.

Clive Efford: Member of the Transport and General Workers’ Union.

Chairman: Gwyneth Dunwoody, Aslef.

Mrs Ellman: Member of the Transport and General Workers’ Union.

Q1 Chairman: Thank you. Gentlemen, this is a matter of considerable importance to this Committee and we therefore welcome your evidence and the evidence of those for whom you speak. May I ask you firstly to introduce yourselves for the record?

Mr Hughes: Good afternoon, Madam Chairman. My name is Meredydd Hughes, I am the Chief Constable of the South Yorkshire Police and I am now the ACPO lead for roads policing in England and Wales.

Mr Jones: Good afternoon, Madam Chairman. Huw Jones, Her Majesty’s Assistant Inspector of Constabulary.

Q2 Chairman: Thank you very much indeed. Did either of you have anything you wanted to say before we begin?

Mr Hughes: Not at all. I am grateful to have the opportunity to submit evidence to the Committee and I look forward to answering your questions.

Q3 Chairman: It is very nice to see that we are starting off with a set of witnesses that we cannot in any way regard as being other than of the highest quality.

Mr Hughes: I hope to live up to that, Madam Chairman.

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

Q4 Chairman: Between 1999 and 2004 operational traffic officer numbers fell by 21%. Why was that?

Mr Hughes: I would say that that is Chief Constables exercising their responsibility to look at the widest range of priorities laid out for them, the huge range of priorities put upon them, in part, and largely by central Government plans, and making decisions about a finite number of resources. Whilst resources overall in the police service has gone up by 7 per cent over a set period the number of incidents to which they have to respond has gone up by nearer 1,000%. Roads policing officer numbers actually did fall over that time; there is some evidence now that those numbers are creeping back up. That is the first point. The second point, Madam Chairman, is that policing has changed quite radically in the last few years, and it is very difficult to identify a roads policing officer. You might find this strange, but there are three definitions, for example, of a Special Branch officer, and you might think that was such a refined post that there must be one clear idea about what they do. Policing is multi-tasked; you have the same staff doing different things, and in reorganisational terms officers sometimes get roads policing as a secondary function. In my own force—and I am an officer who cut my roads policing department—I had the responsibility of finding additional firearms officers to protect both the public and police officers in South Yorkshire. At the same time, I promised my local police authority that I will deliver neighbourhood-based policing. I have to find those resources from somewhere; I looked to the road policing teams, and then what I did was I gave the responsibility for enforcement of minor infractions and fixed penalty tickets to the firearms officers who were thus created and gave them secondary responsibility. That means that you cannot judge who is involved in roads policing exclusively by a single number, you have to look at the breadth. The final point on this is that, of course, a huge number of roads policing functions are carried out as part of core policing by ordinary police officers.

Q5 Chairman: Yes, I understand that. If I was being anti-social I might say: “How many people were killed by firearms or terrorism last year in Yorkshire and how many were killed on the roads?”

Mr Hughes: That is an absolutely fair question.

Q6 Chairman: It does sort of leap into my tiny, empty mind.

Mr Hughes: I would not describe your mind as either tiny or empty—

Q7 Chairman: Good. That is wise.

Mr Hughes: It is your prerogative, Madam Chairman, not mine.

Q8 Chairman: When you get outside, Chief Constable, you can say what you like.

Mr Hughes: I tend to say things up front rather than behind doors—it is more fun that way. The issue is quite straightforward: it is that the public demand a level of protection from the threat of firearms, which

they do not reflect in public opinion in terms of the threat from cars often. I am well aware, and I am the leading spokesperson, of the fact that 10 times as many people are killed on the roads as are, in fact, murdered every year, but there are political realities and a breadth of issues to sort out.

Q9 Chairman: If there are 43 different forces, a lot of them with totally different definitions of what is a roads police officer, and quite often this is really regarded as a secondary function, how are we to know which are the people with specific responsibility? Would you tell us how the time of a traffic police officer is typically spent? What are his, or her, main priorities?

Mr Hughes: For a roads policing officer in my force, which is the best exemplar because I have been out and seen them do it, a great deal of their activity is preventative. I would expect them to have a skills set that includes the investigation of fatal and life-changing injuries; they have an educative function, they have an enforcement role in terms of issuing tickets for a wide variety of offences or arresting people for crime, and they very much have a role of visible prevention by being apparent on the streets.

Q10 Chairman: The Transport Research Laboratory says that enforcement would have a direct influence upon a 5% reduction in killed and seriously injured; measures to control drink-driving and improved driver behaviour. Surely, that ought to be not a secondary function of the police force but a primary function.

Mr Hughes: I would agree. I only use the phrase “secondary function” in terms of specific officers who were engaged in specific crime.

Q11 Chairman: In effect, you have encapsulated the problem. You told us that because, presumably, there is not a specific instruction that tells you: “You must have X numbers of police who are devoted to road policing”, all the other things take precedence and when the pressure comes on a Chief Constable to find extra officers for other duties, guess who gets taken off first?

Mr Hughes: There are no specific requirements on any force to have any types of officers—specific numbers—so it is not being less developed in that regard, it is the same. You mention there, specifically, drink-driving; most drink-driving offences are detected by operational officers working in the community on neighbourhood or similar activities. That is where that work is done, primarily, anyway. That is a core function for them.

Q12 Chairman: So do you think there is any evidence that if you actually disband a dedicated road policing unit it has an effect on enforcement?

Mr Hughes: I believe it does. Unfortunately, evidence you may hear from the HMIC will show that the model as described by yourself and in the various reports is not important. It is not the structure, it is how they carry out roads policing. So if colleagues have chosen to have their roads policing officers broken into small groups around the

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

communities that make up a force area, that may well be as effective as officers who are in a centralised unit. I, personally, prefer to keep the officers in the centralised unit where we can ensure their skills set is maintained, where they are tasked and co-ordinated in the appropriate way. However, officers taking an alternative view are entitled to that, if they maintain the standards.

Q13 Chairman: You have rather been called into account there, Mr Jones.

Mr Jones: Yes, I have. It certainly is our view that we should not be counting numbers; it is actually what are the outcomes that these officers are achieving? As the Chief Constable has said, if they are trained properly and if they are tasked properly, that is really the crucial thing here. It is: what intelligence do we have? Where should we put these resources? If they are put in the right place with the right training, they will actually achieve what we require of them. So it is not just pure numbers, it is actually what we do with these numbers.

Q14 Chairman: That must be true of all policemen. If they are not properly trained and they are not in the right place they are not going to be a lot of use! We are talking about a very specific problem of road traffic, which kills 3,200 people in a year. We are not talking about a small number of deaths.

Mr Jones: It is actually core policing now. I think there is an issue about should it stand alone or not, and our view is it should be incorporated in core policing; it should be the role of every police officer to make sure that the roads are safe, and it should not be something only left to a few.

Q15 Mrs Ellman: Mr Hughes, when you were asked before about road policing you said there were certain political realities. Does that mean that you do not feel any pressure on you to deal with road policing?

Mr Hughes: I do right now! My colleagues will—

Q16 Chairman: I do not think that counts, Mr Hughes.

Mr Hughes: In truth, most performance indicators for the service are focused on areas around individual victimisation in terms of property crime, and if you look at the suite of performance indicators that will bear me out. This area is not alone in having, perhaps, insufficient performance indicators to balance up the demands on other aspects, but it is wider than that. I would not want to just say: "Oh, it is because the Home Office makes us all go down one path"; that would be too simplistic. When you actually go out and ask the public through Crime and Disorder Reduction Partnerships or through public consultation through police authorities, it is a fact that roads policing and enforcement comes very low down their scale of priorities. In a customer focused environment, where public services are intended to be more customer-focused, we have a battle of hearts and minds to win. If you have lost a member of your family, or if you have been subject to victimisation

on the roads, or if you are in an area where people are using vehicles anti-socially, then it comes up the scale. That is, I believe, dealt with by my colleagues at force level, but it is an issue that broadly, across the whole of the UK, there is less pressure on chief officers to put people into roads policing than there would be to put them into, for example, at the moment, neighbourhood based policing.

Q17 Mrs Ellman: The Department for Transport has targets for casualty reduction. If that target was shared by the Home Office, would that make a difference to the way this is approached?

Mr Hughes: Yes. I would want to say that I see the Department for Transport and the Home Office officials working very closely together. In the few months since I have taken up this post I have had ministerial-level meetings, senior official meetings and I am aware of a great degree of synchronicity between what they are looking for. They are working together. I do not see huge gaps between them. However, the target on this is a Department for Transport one rather than a Home Office one.

Q18 Mrs Ellman: So it would be different if it was a target for the Home Office?

Mr Hughes: I cannot say; that would be down to how they included it in their suite of performance indicators for the service as a whole. Not all performance indicators are given the same level of enforcement or of regard, and there are large numbers of them. The battle is always to reduce them so that local flexibility plays a key. We are talking here where the perspective is from the centre. Policing is locally delivered, it is a local service and we must balance what local communities want in terms of their police services.

Q19 Chairman: The reality is, whether you like it or not, the Home Office has given you certain core tasks and they are going to lean on you if you do not respond. They will set down the priorities and unless it is written down—forgive me—it seems to me that the police force does not quite notice.

Mr Hughes: I think my colleagues would notice, and I think we want to do the best possible job across all the areas for the public. I would agree that resources tend to follow where there are performance indicators and I think it would be naïve not to. What gets measured gets managed, is an old sore, but the issue there is that you also have to provide a service to local communities. As we move into a world of differently sized forces, I think that balance will become even more critical.

Q20 Mrs Ellman: Mr Jones, how do you see this? Do you think that more attention would be given to roads policing if there was an indicator for it within the Home Office, or do you think it could be done within the remit there is at the moment?

Mr Jones: I am in total agreement. If it was a performance indicator given to all forces through the Home Office then, probably, it would have a different profile, shall we say? I think we have to remember as well that in the past the police have

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

followed performance indicators and, if you take volume crime as an example, followed those indicators all the way and now, of course, we are having to look at protective services because a majority of the resources have gone one way. It is getting that fine balance. I think you are right; if they were there then they would have to have a different profile.

Q21 Mrs Ellman: One of the priority areas in the Roads Policing Strategy is enhancing public confidence by patrolling the roads. Is that done sufficiently?

Mr Hughes: If you ask the public they will tell you that there is insufficient patrolling in any regard, particularly by foot patrol. Patrolling a road at a strategic level I do not think there is enough, and I recently moved to offer more resources, through the police authority, to my roads policing group. I am in a fortunate position that my police authority have given me reserves in order to be able to do that, and also to reinforce the counter-terrorist and other aspects of South Yorkshire's policing. That position is entirely dependent on local police authorities. Do I think there are enough officers on patrol? No. That matches, obviously, the public's requirement but how you patrol is as important as the numbers.

Q22 Mrs Ellman: What about stationary and visible policing? Do you think that is more important than patrolling?

Mr Hughes: No. As a broad principle I think visible policing is very important but we are increasingly led by the national intelligence model that we should be, which says where to put resources in order to reduce crime and disorder to the most effect. That often does not satisfy certain communities who want a police officer at a set point at a set time, regardless of the real threat to the public under those circumstances. So we have a constant debate, in the same way all public services do, about how we use resources. That is not a problem; that is part of being a public servant.

Q23 Mrs Ellman: How is the intelligence-led model of policing applied to roads policing?

Mr Hughes: I would say that it is patchy, if I was to be entirely frank. Where it has been brought in it tends to be silo-ed, so that where a roads policing group is using the NIM effectively it tends—I am talking in generalities, Madam Chairman, I hope you accept that; there will obviously be places of very good practice where it is fully integrated and there will be others where NIM generally is not as well integrated as it should be. The overall picture for roads policing is that it has tended to be separately brought in and specifically for roads policing groups, separate from the other aspects of core policing. There is one exception to this, and that is the use of Automatic Number Plate Recognition equipment, where the teams that have been set up—usually with roads policing officers as the core of it—but that is what I mean about overlapping activities. They could quite reasonably be considered to be intelligence-gathering officers or crime fighting

police officers as well as roads policing officers. But where teams of ANPR have been set up they are very much integrated into the broad intelligence picture for a force.

Q24 Mrs Ellman: Mr Jones, we are told that the last thematic inspection of road policing was in 1998. Is that correct? What has happened since then?

Mr Jones: Yes, it is. The broad outcome of that was really to integrate roads policing into core policing, and clearly we have been talking about that today.

Q25 Chairman: That was when it started to go down. Is that what we are to assume?

Mr Jones: No, I do not think it did; I think it actually brought it to the local base where it should be because it is more than just reducing casualties, it is about tackling criminality on the roads, it is about counter-terrorism and otherwise it would have stayed in one place, as the Chief Constable has mentioned, into a silo. Last year we undertook an extremely painstaking and intrusive inspection across every force in England and Wales with protective services in mind. There are seven protective services, and you can go from counter-terrorism and organised crime through, and one of them was roads policing, so that every force was inspected by ourselves. As I say, it was extremely intrusive, and from that we came out with scores for all the forces. I have to say that of all the seven areas that was the highest scoring area, so roads policing scored better at protecting the public than, say, some of the other areas. Of course, we know that the debate has now moved on to restructuring the police, and I am sure we do not need to go into that now, but roads policing did score well. There is still a lot to do though, and we felt that we should share the results with every force and, in fact, they have the templates and our inspection process as well, so they are now self-inspecting against those. So although there has not been a thematic, there has been a far more intrusive and hard look at them within the last twelve months.

Q26 Mrs Ellman: Can you tell us which police authorities give concern in this area?

Mr Jones: In a sense there are none because nobody scored a "poor", which did not happen in the other protective services. So, as I say, this was the best managed of those seven.

Q27 Chairman: I am not bright, Mr Jones. You are telling me the numbers have gone down until recently, a lot of people disbanded these particular services but when you did an intrusive inspection (which conjures up the marvellous suggestion that most of your inspections are not intrusive) you came up with the suggestion that this had got a better response? Does that seem mildly unlikely to you?

Mr Jones: If you just look at numbers then yes, it does, but actually, as I have said before, it is not about the numbers that are in roads policing, it is about—

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

Q28 Chairman: How do you measure those results then? What kind of nice, tight measure do you use to that says to you: “This lot are doing all right”?

Mr Jones: It goes from casualty reduction all the way through to how is the NIM process (that is National Intelligence Model) being used? Is the intelligence from all the areas going into focusing those resources where they should be? It looks at partnership—what is the partnership with the Highways Agency, with all the local authorities? So it goes through partnership enforcement and the whole raft, again, of what we have been discussing today. In our opinion, roads policing, although it could be improved especially around the intelligence side, fared better than some of the others.

Q29 Mr Leech: Is there any correlation between the least well performing forces and the worst areas in terms of accidents?

Mr Jones: There are not, actually. In fact, there is not even a correlation between those that still have what we would call dedicated traffic or roads policing units and those that put it into core policing. There is no correlation between those that have higher numbers or percentages of officers doing this work.

Q30 Mr Leech: That is not skewed by having one of the benchmarks being: are you reducing the number of accidents?

Mr Jones: No, it is not.

Q31 Mr Martlew: Just on casualties, and listening to what you are saying, obviously, over the years, the numbers of police have reduced but the numbers of casualties have reduced as well. Is that a vindication of what you have done?

Mr Jones: I am not so sure it is, and I do not think that we can claim that because there are many other things that come into play: I have mentioned partners; we have not really got on to it yet but there is the technology that is being used; it is the way in which, again, we are using the resources. So I do not think you can put that down to any one thing. The only good thing is, as you say, that casualties are going down.

Q32 Mr Martlew: For the public and myself, if you see a policeman on a Sunday parked up on the motorway you are not very happy; if you see a policeman walking round outside your house you are delighted. Is that part of the aspect of why you have had this reduction in numbers?

Mr Hughes: I guess that falls to me. Yes, that is part of it, in the broadest possible terms. In terms of casualty reduction, I can say that, in my own force area, when we reduced the number of police officers, casualties were stable over that time, so that the number of officers who were involved in roads policing, when I took them out and put them into firearms, did not seem to make any appreciable difference. The point is we are just looking at one small part of enforcement, education and engineering. Road engineering is continually improving (there is always room for further

improvement) and education is improving, but we have actually also got to broaden our minds and think about the fact that we have an NHS that is far more focused now on delivering critical casualty management in that first, golden, hour and much better equipped with people arriving at the scenes of RTCs much more quickly. So there are going to be a number of reasons why the numbers of people killed in road collisions, hopefully, can decline. My fear is that we have put a lot of interest in technology in protecting drivers inside motor vehicles. Until very recently I have not seen the same interest in protecting pedestrians by the manufacturers of motor cars. I think it is my responsibility, and I do not just speak for motorists in terms of roads policing but I am also interested in what we can do for pedestrians, horse-riders, cyclists and all the other user groups of the highways and the roads.

Chairman: A very revolutionary idea.

Q33 Clive Efford: Can I just move on to enforcement of speed limits. In your memorandum you say that motorists speed where there are no cameras. To what extent would you like to see the road network covered by speed cameras?

Mr Hughes: I do not want to see an extension of the numbers of speed cameras currently in use. I would welcome the flexibility to move those cameras to sites where the KSI (Killed and Seriously Injured) rate has risen. In other words, it is about using those cameras in a wider environment. The reality of the use of speed cameras is that they cover a very small percentage of our roads at the moment—they tend to be point cameras. There is new technology coming on that sees those cameras being used over wider road lengths. One example is the 608 in Nottingham, another one is the Stocksbridge Bypass in my own force area, which has one of the highest casualty rates in the UK. It is now covered by a series which measures your average speed between start and finish on a road, which therefore gives the motorist, I think—the “generally law-abiding” motorist is the phrase we have heard—the opportunity to make sure they keep their average speed over an area without being penalised for just a short distance. Speed cameras play an essential role in reducing casualties; I want to see us have the continued flexibility to deploy them where they are needed.

Q34 Clive Efford: Currently they account for 90% of speed enforcement. Is too much emphasis being placed on cameras in speed enforcement?

Mr Hughes: No, I do not think there is. Speed remains, as far as I am concerned, the most critical factor. There are others about driver behaviour, driver responsibility, driver stupidity; there are issues there, however, about a balance of the way that we enforce the law. As far as I am concerned, if I am serious—and I am very serious—about reducing casualties then when I become aware of an accident hotspot where speed is a critical factor I should put a police officer there to constantly monitor and control speed. If I put a machine there to do it, as far as I am concerned I am releasing a police officer to

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

go and investigate burglaries or to go and investigate other serious breaches of road traffic law and behaviour. So I see them as freeing up police resources for the bigger picture.

Q35 Clive Efford: Freeing up police resources for patrolling road aspects—

Mr Hughes: All aspects.

Q36 Clive Efford: aspects of road crime or all aspects of crime?

Mr Hughes: Road crime, in my case. I would not make a direct correlation between putting a speed camera in one position and therefore taking a police officer out of roads policing.

Q37 Clive Efford: Do you think the Government is committed to camera enforcement?

Mr Hughes: I welcome the flexibility that is coming in the change of policy. I still have concerns that the funding into casualty reduction and road safety should be available to the police service nationally. It will come in through a new means. I think actually breaking the link between the direct number of tickets issued and the amount of money that comes back to a local area is probably a good thing. I am saddened that we never were able to win the argument that it was a revenue stream. I frequently point out (often to the embarrassment, I think, of others) that it was the only area of fining where the money came back to the local community. After all, if we commit burglaries or assaults the money comes straight into the Treasury coffers and nothing comes back to local policing. So I thought it was an innovative idea to get more funding back into local policing, and I am sorry to see it end in that regard.

Q38 Clive Efford: An interesting concept that the police should raise more money than they actually cost.

Mr Hughes: I am sorry, we never did; we only got our expenses back. That was another point that was not made. You do not make a profit on this locally; you cover your local expenses.

Q39 Clive Efford: The rules relating to camera partnerships. Do you think the way the Government approached it limited the effectiveness of it?

Mr Hughes: I was not involved in roads policing at that particular time when the rules came in. My awareness of the rules, therefore, I can only speak for the last few months, and therefore I do welcome the way that the funding has been made more flexible so that we can use the funding to fund local engineering or interactive signage—the ones that flash up when you come into somewhere and say that you are going too fast, please slow down—because they have some effect. Actually, their effect is limited unless you also do enforcement. Making sure that is flexible. I understand, in fact, that we were able originally to use the money for that kind of initiative and then that flexibility was taken away from us, so it is good to see it back.

Q40 Clive Efford: Do you think the flexibility is there for the local partnerships to act in anticipation of, say, an accident spot where there is likely to be injury caused rather than wait for the accidents and the numbers to tot up to then move in and put a camera in?

Mr Hughes: The change in planning is not in place yet; that will be a question of how it is actually delivered on the ground. I would hope that is the case. I am rather a sceptic about government promises of funding to the police service—forgive me, I have been a cop for 27 years. I look forward to seeing the money arrive in the local authority and partnership arrangements so that we can spend it on accident reduction and road crime enforcement.

Q41 Clive Efford: On the motorway network, do you think that cameras should be used more to enforce the national speed limit on motorways?

Mr Hughes: No. I think they should go where the intelligence tells us the biggest risk is, and that is not the motorway network.

Q42 Clive Efford: One last thing on technology: we now have number plate recognition technology. There has been speculation about our being able to identify individuals driving vehicles and, perhaps, even identify individuals committing crimes like using a mobile 'phone or wearing seat belts. Do you have any views on that sort of technology?

Mr Hughes: My understanding of the specific technology that has been mentioned is that it only works under fairly restrictive conditions. We should be very wary of believing IT salesmen, you know; they are not the most reliable indicator of the true success of products. My responsibility as Chair of the Roads Policing Enforcement Technology Subcommittee (not surprisingly known as RPET) is to test and type-approve with the Home Office all the new technology coming into the UK. I was very excited about new technology about 18 months ago that seemed to offer the opportunity to do something about “close-following”—those people who tailgate on roads. Sadly, it seems that what will work in a very nice alpine tunnel does not quite cut it on the sort of roads of Yorkshire and Lancashire in the typical weather that we have in the UK. So there is a huge gap between innovative ideas at that end and the delivery of usable technology at that one, and I think this is too early to say. I have a bigger issue about that which is the intrusiveness of technology into activity. At the end of this, I still want to see more roads policing officers on the road exercising their discretion about reporting offenders for serious crimes, and I would prefer to see the energies of all involved in this in doing more in respect of drink and drug related driving.

Chairman: Chief Constable, I am going to be a bit brutal with both my Members and my witnesses now. We need to get through a lot of things.

Q43 Graham Stringer: Just to clarify one point, Mr Hughes, earlier on you said that police numbers had gone up by 7%.

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

Mr Hughes: That is overall.

Q44 Graham Stringer: What period of time are you talking about?

Mr Hughes: I was using a 12-year timescale.

Q45 Graham Stringer: For both figures?

Mr Hughes: The same period.

Q46 Graham Stringer: It was 12 years?

Mr Hughes: Yes.

Q47 Graham Stringer: The increases have been more significant recently.

Mr Hughes: I accept that, and it was an indicator not an absolute.

Q48 Graham Stringer: Mr Jones, is it ACPO's policy that the blood alcohol level should be reduced from 80 micrograms to 50 micrograms?

Mr Jones: I will actually pass the ball over on that one.

Mr Hughes: Thank you. With respect to my colleague, that is probably more my area. We have campaigned or been taking this issue forward, and I know this Committee has considered evidence in respect of this fairly recently. I still think that is a good idea to bring us in line with the levels identified in other Western European nations as being appropriate. It does not answer the question about enforcement, it merely sets a new threshold. In fact, my worry is about the level of drug-driving that we believe we are seeing and covering, and my concerns are about still the requirement to prove impairment rather than the fact that somebody merely has drugs in their body.

Q49 Graham Stringer: Can we stay with alcohol for a minute? You do not accept the argument that is being put forward by some people that if you lower the limit people would say: "I can't be bothered with that, I will have four or five pints rather than one", whereas they will try and stay below 80 micrograms?

Mr Hughes: No, I think it brings greater clarity. It reinforces the message that you should not drink and drive, and I think that is the only message that we can try and get out. I have sat down recently with the people who produce all the advertising material and we need to look again at how we get these messages out. It is almost as though we have a new generation of drivers and drinkers, and need to get that message back out. To try and answer your question, I think the clarity of saying: "Don't drink and drive", and the level is now so low that you cannot safely have one drink, would outweigh those who say: "In that case I can't be bothered".

Q50 Graham Stringer: That is interesting because the figures are going the wrong way.

Mr Hughes: They have bottomed, rather than going the wrong way, I think. We are not making the continued improvement we wanted to see.

Q51 Graham Stringer: Would you recommend, together with lowering the blood alcohol level, random breath-testing? Do you think that would have a dramatic impact on the figures?

Mr Hughes: Currently, our policy is that I believe we have the powers necessary to do all the tests that we would wish to.

Q52 Graham Stringer: Can you clarify what that means? Do you mean you can do random breath-testing?

Mr Hughes: No, it does not mean we can do random breath-testing but the law permits an officer with reasonable suspicion to ask a member of the motoring public to give a specimen of breath for a breath test, and I have never met a practical police officer yet who has found themselves unable to give a breath test when they felt one was necessary.

Q53 Graham Stringer: So what changes, apart from dropping the blood alcohol level, would you recommend to bring the number of drug related or alcohol related accidents down?

Mr Hughes: I would want to see some of the things that I brought in this year in taking up this post. We doubled the length of the Christmas drink-drive campaign in order to get the messages out early before the Christmas party season, as it were, started. I think we have an enforcement level that needs to be increased, and I think we should be running more of the campaigns. I do not think it needs to be too complex; I think we need to do more of the same things we are doing now. In addition, I think we should find new ways of getting the messages out to a new generation of drivers that it is part of the privilege of being a driver and part of the responsibility of being a good driver.

Q54 Graham Stringer: One last question on a completely different area. Mini motorcycles are becoming an increasing problem, in urban areas in particular. You look puzzled by that.

Mr Hughes: No, no, I have heard of them.

Q55 Graham Stringer: It is a general question. I think the problem is increasing. Do you believe that that the law applying to them is good enough, at the moment, or would you recommend changing the law?

Mr Hughes: It is some time since I have personally had to deal with a mini motorcyclist. My understanding from colleagues is that the law is clear that they are unlawful on the roads and enforcement action should be taken against them.

Chairman: I think, if you do not mind, we will leave it there.

Q56 Mr Goodwill: My question relates to motorcycles as well, where we see a disproportionate number of deaths and serious injuries in relation to the number of motorcycles on the road and the amount of use they get. Have you a particular strategy to try and address this problem, which seems to be one area of road safety which is not improving?

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

Mr Hughes: It is not improving. Can I just make clear that the quote attributed to me in this week's edition of *Motorcycle News*, where I allegedly say that "most born-again bikers are too old, too stupid or too stubborn to learn" is, in fact, inaccurate?

Q57 Graham Stringer: It sounds very accurate to me!

Mr Hughes: You may well think that, Mr Stringer, but it is not my position to say that. The purpose of me saying that is that I take the issue seriously and not flippantly. We have a number of road safety campaigns going on around the UK, which I hugely support. I think motorcyclists feel the frustration of being pent up in traffic conditions where they cannot ride safely and are as often the victims of other motorists as they are the originators of their own downfall. So it is not just a matter of educating motorcyclists about the use of their own vehicles but it is about continually educating other road users about the relatively vulnerable motorcyclist out on the highway. I think we need to do, again, more of the same. I am sorry if this sounds like a stunning lack of originality but when you have got something that will and should deliver results and you just need to do more of it, then that is the answer in the first case. I know how hard many of my colleagues work to meet up with groups of motorcyclists at the great honey-pots of summer motorcycling in the Yorkshire Dales and in Derbyshire and get the message across as to what their responsibilities are. In terms of enforcement, motorcyclists are subject to the same road laws as the rest of us.

Q58 Chairman: Chief Constable, you said the police have the power to carry out evidential testing for alcohol and drugs at the roadside but they are not using those powers. That is pretty astonishing, is it not? Is there a particular reason for that?

Mr Hughes: You have me slightly stumped in the sense that I do not understand the context of the comment. I am sorry; I am not trying to be evasive.

Q59 Chairman: Not just in relation to motorcyclists but in relation to road enforcement generally.

Mr Hughes: Officers showed a reluctance initially to use some of the fitness testing that accompanied the proving of somebody being impaired through drugs. Officers have the ability to test for drink-driving, and without further understanding of the context in which that comment was made I am at a loss. I apologise.

Q60 Chairman: ACPO says that the real issue with roadside testing is the cost; it costs in the region of 60K to type-approve a device and then people do not want to use them.

Mr Hughes: Right. Thank you.

Q61 Chairman: You are saying that you think that the Government should fund approval of roadside alcohol screeners. This must not only affect motorcyclists, this must affect all sorts of people.

Mr Hughes: This is not about the individual use of equipment by the roadside by individual officers; this is about the market developing new equipment

that will allow officers to test for evidential breath-testing at the roadside. We seek to develop a new generation of equipment that will record more data at the roadside and will allow officers to immediately test for the level of alcohol as well as for the presence of alcohol. That item refers to the barriers to the production of that equipment by the manufacturing people; it does not relate to individual officers refusing to use the kit.

Q62 Mr Leech: Can I ask if you support the proposal in the Road Safety Bill for the introduction of graduated penalties?

Mr Hughes: I think "yes" is my short answer, with a huge degree of qualification, which you gathered from my hesitation at the start. I think we have to be very careful with messages that we send out around roads policing, and things that will look like diminution of how seriously we take these matters. However, I think we should recognise that there are scales and degrees of culpability and include that in the law.

Q63 Chairman: Can I ask you to what extent should Police Support Officers be empowered to issue Section 59 notices and other fines for motoring?

Mr Hughes: Again, it is how you do it. I am a great believer in keeping Police Support Officers distinctively different to police officers. My greatest concern is about giving such people the power of detention. Leaving that aside, there is a whole range of other powers which I think it is entirely fair that they have. What that one would involve, however, is training them and equipping them to effectively and safely stop vehicles before you do anything else. I think, therefore, we should treat that with a degree of caution.

Q64 Mr Leech: What do you think the likely outcome of reducing the points from three to two for people speeding, up to 39 miles an hour in a 30 zone, will be?

Mr Hughes: I do not know the answer to that. I do not claim any great vision of the future. Those who have researched the issue say that this is a good thing in making the law more acceptable to the public and, therefore, more likely to be complied with. I cannot judge any more accurately the specific likelihood.

Q65 Chairman: Mr Jones, we are running out of time and I have some questions for you. Not all police forces have adopted this Roads Policing Strategy, have they, and yet you have actually said that they ought to in order to receive a fair grading. Why were not any forces graded as poor in your baseline assessment?

Mr Jones: What they have not done is adopt everything in there. All of them have adopted parts of it, so we have had to look at it there. You could not grade any force as "poor" if they have put most of what they think they should do in. What they have done is made sure, as I say, again, it has gone right into the core policing and gone into the areas that we have asked them to do.

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

Q66 Chairman: You talk about intelligence and information being weak in relation to roads policing. How can that be improved?

Mr Jones: Again, to qualify that, when we say it is weak, there is intelligence being used in there; it is not being used across the board, so it has not been integrated with, say, the criminal processes as well. So you may get intelligence just on roads policing per se but it is not being integrated into, say, the terrorist side of it, the intelligence and tasking process, or into the criminal areas, and what we wanted to see is that it is actually used so that the resources that it requires, or anything else requires, are prioritised. At the moment that is not being done, so it is not something that is in sequence, it is something that sits to one side.

Q67 Chairman: I think I might understand that but I find it a bit confusing. Why did you, when you called for a skills audit of every single force in the 1998 inspection reports, not follow this up? Has it taken place?

Mr Jones: I could not tell you whether it has taken place. What I can tell you is that looking at the skills that are required for a traffic or a roads policing officer there is an awful lot of development going on there. They are being trained in specific skills areas—ie the investigation of fatal or serious accidents all the way through into care for the victims' families as well, right the way through to how they actually inspect, shall we say, heavy—

Q68 Chairman: Mr Jones, we are told that every force should complete a skills audit because there is evidence that where the more specialised traffic functions are devolved over time some degradation of officers' specialist skills occurs. "Only after such an audit can training be based on a business case and delivered to maximum effect". What did you mean by that?

Mr Jones: It means that you have to look at what do we require from our officers, and specifically what kind of specialist areas. I know that forces—

Q69 Chairman: You were saying, in 1998, that you did not know where they were and what they are doing. I want to know whether, in fact, you followed that up.

Mr Jones: Yes, I am certain we have. If you look at the baseline, where we have put the baseline is looking at those very areas. We are looking at: have they skilled their officers up? Are they developed? Are they trained and retrained so that when new technology comes in, new investigation issues come in and new manuals come in they are trained in it? I can say that they absolutely are because we look at that every year.

Q70 Chairman: The 1998 report raised concerns over the use of ANPR and reliance on out-of-date data. Has that been resolved?

Mr Jones: Yes, it has.

Q71 Chairman: Is the Police Computer directly connected with the Driver and Vehicle Licensing Agency database?

Mr Hughes: Yes, it is.

Q72 Chairman: It is. So it works efficiently?

Mr Hughes: Yes. It is also connected, and I led the project for ACPO, to the motor insurance database. The MOT database comes on line and it is improving all the time.

Q73 Chairman: To what extent are civil liberties concerns raised by the use of technology such as Automatic Number Plate Recognition and black box recorders?

Mr Hughes: I think the civil liberties argument is in favour of using Automatic Number Plate Recognition. It removes discretion from officers at times as to which vehicle they stop by giving them a clear indicator of which vehicles are more likely to yield a criminals than others. That has two impacts: first of all, it focuses them on those most likely to be criminals and, secondly, allows the law-abiding motorist unimpeded progression and saves them having to produce all their documents at a police station. So I think there are civil liberty benefits through the use of ANPR.

Q74 Chairman: Have you solved the problem of cloned number plates?

Mr Hughes: No, but DVLA is currently doing more research on that to chip number plates in order to cut down the problem. Humans will never entirely solve something by technology because somebody else will come up with a way of getting round it. So it is a battle you keep fighting; we will come back in 10 years and we will still be fighting that battle.

Q75 Chairman: Mr Jones, in general terms, there was a call for hypothecation of camera fine revenues, and this of course has been altered recently. What is the view of the Inspectorate?

Mr Jones: I think we broadly support it, but with all things to do with hypothecation, and we have had the discussion earlier on, it is where does the revenue go? Where is it going? Is it going back into the local areas? Is it going back into enforcement, roads policing and prevention? Or does it go elsewhere? Our view on hypothecation is it should come back to assist the service in the areas we need it.

Q76 Chairman: Chief Constable, finally, is it your view that traffic policing is given its due weight across the 43 forces? Is it your view that an agreed policy can be, at least, enunciated to make it clear that this is a matter of saving lives every day, not just occasionally?

Mr Hughes: No, I do not think enough weight is given to roads policing and enforcement across the whole 43. I think there is a great deal more to be done. That is against the background of the fact that we try and do so much in terms of all the other aspects of core policing as well. Do I believe that a

8 March 2006 Mr Meredydd Hughes and Mr Huw Jones

clear policy can be enunciated? Yes, it can. We have issued the strategy, that is clear, but we live in a world where there are strategies for everything and the Roads Policing Strategy document is one of a number that are out there trying to guide policing. Perhaps changes in the structure of the police service will bring greater clarity.

Q77 Chairman: Is it enough just to give three weeks' training to road death investigators?

Mr Hughes: It depends on the contents of the three weeks' training. I opened my last course in South Yorkshire Police and the syllabus was comprehensive and very detailed. The feedback of

the officers at the conclusion of that was that they had all the skills necessary. You can fit an awful lot in three weeks.

Q78 Chairman: So we could actually shorten the training of police officers quite markedly if we gave them six months—

Mr Hughes: You can, Chairman, but the Federation are on later and they will probably tell you that everything needs more training.

Q79 Chairman: Stick with your own questions, Chief Constable; you will not get in trouble.

Mr Hughes: I am in enough trouble.

Chairman: Can I thank you both very much.

Supplementary memorandum submitted by HM Inspectorate of Constabulary

I refer to your letter of the 14 March requesting supplementary evidence; I am pleased to supply the following clarification.

What action is HMIC taking to raise standards in those forces which have no roads policing strategy or casualty reduction strategy, or no ACPO Roads Policing Champion? What powers does HMIC have to intervene to raise standards?

HMIC works closely with ACPO to set the standards which a force can achieve a grade of excellent, good or fair when inspected annually. In the 2006, Baseline Assessment, forces will have to have adopted the ACPO Roads Policing Strategy 2005 and have a chief officer lead in order to obtain a "Fair" grading.

The Home Secretary gained new powers of direction in the Police Reform Act 2002. These powers define HMIC's formal and central role in the new police performance monitoring regime. HMIC's baseline assessment of comparative force performance, which contributes to prioritising the formal inspection programme, will provide feedback to chief officers and police authorities about their force's performance, in both absolute and comparative terms. HMIC liaises with the force to discuss any serious performance issues. HMIC will provide advice and guidance on specific issues and initiatives which have proved to be good practice elsewhere and which have delivered an improvement in performance.

In forces where performance is unsatisfactory, the Home Office would decide whether a formal offer of assistance from the Home Office's Police Standards Unit (PSU) should be made. This type of assistance is categorised as a formal engagement. If there is no significant improvement within a reasonable timescale, the position would be reviewed to consider whether more needed to be done to implement an effective recovery plan, including escalation to a formal collaboration. Collaboration involves more substantive work with forces where serious, persistent or systematic problems have been identified. PSU together with HMIC will work to improve performance. The final level of action would involve the use of powers provided in Section 40 or 41b of the Police Act 1996. Such a step would require prior Home Secretary approval and would only take place in exceptional circumstances, after a detailed discussion with the force at earlier stages.

(Q 29 Mr Leech) Please clarify what emphasis was put on the level of casualty reduction achieved when inspecting Roads Policing as a protective service? Were there authorities which scored well because they had the correct models and systems in place, although they had not reduced road casualties by a similar number to other forces?

Some emphasis was put on the level of casualty reduction through the intelligence, prevention and enforcement functions when inspecting Roads Policing as a protective service, but the main focus of the review was denying criminals the use of the roads. Current work being undertaken by the Audit Commission (of which HMIC is sighted), is an assessment of road safety models and systems employed by local authorities to reduce and prevent road casualties. This work is due to report early summer 2006.

27 March 2006

Supplementary memorandum submitted by The Association of Chief Police Officers of England, Wales and Northern Ireland

Thank you for your letter dated 14 March, with supplementary questions for my considerations. Please find below my response to those questions. You will note that there is an attachment to the response to question 3—a copy of the ACPO ANPR Strategy for the Police Service, 2005–08:³

1. The Roads Policing Strategy has not been adopted by all forces—is this a matter for concern? What have you done to encourage adoption of the strategy?

To date, only three forces have not formally adopted the Joint Road Policing Strategy. Two of these forces will be reviewing their current strategies in 2006, in the light of the Joint Strategy. The third force has no plans to adopt the Strategy but still contributes to the five key priority areas, although not formally recognising the document in its own Strategy. The Strategy has the status of good practice advice to forces and I would not, therefore, criticise those who have yet to adopt it.

I would also draw your attention to the response of Huw Jones in the transcript of the Committee Hearing to question 65:

“What they have not done is adopt everything in there. All of them have adopted parts of it . . .”

2. To what extent do the Police take into account research (such as that by the Transport Research Laboratory) which has examined the effectiveness of different types of policing such as stationary, visible and mobile policing? How do Police forces use this information when making decisions on how to deploy roads police? How are the results of research disseminated to the Police?

ACPO has a Research and Development Portfolio, is headed by Bob Golding, an Assistant Chief Constable, and he is also responsible for the Research and Development Portfolio of the ACPO Road Policing Business Area. This signals ACPO's commitment to being closely involved in R & D matters. The Road Policing R & D Portfolio maintains a close liaison with the Road Crime Section of the Home Office Public Order and Police Cooperation Unit through day-to-day contact and membership of its Road Policing Research Committee. The Portfolio also maintains close liaison with the Home Office Scientific Development Branch. Indeed, one of its scientists has a permanent place on the ACPO Road Policing Operations Forum, attended by road policing professionals representing the ACPO Regions. ACPO does conduct limited environmental scanning of new research and was aware of the TRL report, “How methods and levels of policing affect road casualty rates” published in 2005, but understood that, having been commissioned by TFL, it was London specific and did not therefore examine it in detail or draw the attention of forces to it. ACPO does circulate the details of relevant pieces of research to its members and road policing professionals as and when necessary but not on a regular basis.

3. To what extent has the focus in the Roads Policing Strategy on “Denying Criminals the Use of the Road” moved road policing resources away from enforcement of traffic law, towards more general law enforcement?

The ACPO ANPR Strategy for the Police Service 2005/08, which supplements the Roads Policing Strategy is the main means of operationalising the desire to focus roads policing resources on more general law enforcement as well as traffic law enforcement. However, before providing more detail, I feel it is necessary to make two overriding points of clarification:

Firstly, the enforcement of traffic law and more general law enforcement are not mutually exclusive activities. Specifically, academic research has shown conclusively that those who commit a wide range of criminal offences are also predisposed towards traffic law offending. As such, an effective way of targeting and disrupting mainstream offenders is to target their traffic offending. For example, a prolific burglar who uses a motor vehicle in the commission of his offending is also likely to be driving an uninsured and unlicensed vehicle. Targeting uninsured and unlicensed vehicles, particularly through the use of ANPR, is quite likely to bring this burglar to police attention. Use of our new powers to seize uninsured and unlicensed vehicles will then result in this criminal losing the means to commit crime as readily, thereby significantly disrupting their criminal activity as well as improving road safety.

Secondly. It is wrong to see roads policing resources only in terms of the number of officers within roads policing units. In particular, the adopting of ANPR as a mainstream policing tool has led to the establishment of at least one dedicated ANPR intercept team (usually one Sgt and six PCs) in all forces in England and Wales, with a commitment to increase this number in the next few years. Whilst many of these units may not be termed roads policing resources, they are in fact a very high profile visible policing presence on the roads targeted at stopping vehicles on an intelligence led basis for either traffic or more general law enforcement purposes. Any consideration of the total roads policing resources must take account of these intercept teams.

³ Not printed.

4. *You confirmed (Q 51 in transcript) that ACPO does not support the introduction of random breath testing. What is ACPO's views on the potential for "targeted breath testing" powers? Targeted breath testing would allow the police to conduct breath tests in locations and at times that they suspect drink-driving is taking place. These powers would be more limited than random breath testing. This was a proposal in the 1998 consultation on Combating Drink Driving—Next Steps. The powers could be similar to the stop and search powers conferred under the Knives Act 1997.*

I would support the targeted breath testing powers proposal but please note that this is a personal view and not one that has been put to my colleagues nationally. I have examined the PACTS proposal in this respect and found that it has merit. The support of my association would, however, could not be fully relied upon until such time as a full proposal had been the subject of national consultation.

5. *Do you accept the international research evidence that random and targeted breath testing increases compliance rates?*

I do accept that international evidence shows that in the countries that it is adopted random and targeted breath testing has had a positive increase on compliance rates. However, it is not always clear what influence increased enforcement activity may have had on the outcome. The adoption of random and targeted enforcement might not necessarily have the same results in the UK.

6. *The UK has one of the lowest rates of breath testing in Europe. Why are there not more breath tests carried out in the UK?*

The level of resources applied to drink driving enforcement is a matter for individual chief constables. Police Officers in the UK conduct breath tests when they suspect alcohol or where a collision has occurred. The decision to breath test, in the absence of random testing, is a matter of discretion for the individual officer. There have been suggestions that more tests are conducted than reported but it is a matter for individual chief constables to tighten up their reporting procedures, not ACPO.

The real question is how much of an impact are police in the UK having upon drink related road death. In 2003, drink-driving fatalities in the UK were 0.98 per 100,000 population—one of the five lowest of the 14 EU countries that provided the data. The data gathered in the UK is very accurate, this cannot necessarily be said for some of those countries shown to have a better record than the UK—Slovakia, Czech Republic and Italy for example. In short, it is not the number of tests that are carried that is important but testing the right people and detecting the drink drive offenders. The ACPO recommendation that all drivers in collisions dealt with by police should be breath tested is an important factor in this.

7. *How successful has Field Impairment Testing of drug driving been? How does the number of successful prosecutions using Field Impairment Tests compare to that for drug-driving before Field Impairment Tests were introduced?*

Over the last five years, laboratory drug sample testing has increased from approximately 350 to 3,700 per year. The only change to the investigative process has been the introduction of FIT in a few forces as a voluntary measure in 2000 and in most forces as a legally enforceable requirement in 2005 with a corresponding increase in instructor training. Drug impairment and Drink Impairment figures are a combined statistic at the Home Office and cannot be divided. It is also hard to see the full extent of Drug Impaired driving because it is much easier to prosecute for excess alcohol than it is for drugs. Consequently, a driver who may have a combination of both in their body will generally be prosecuted for the alcohol offence since this is easier to prosecute and the penalty is the same, even though the person may have performed badly in a FIT test and even though drugs may be present. These factors prevent police from acquiring a clear picture of the extent of the problem.

8. *How many forces have not yet adopted Field Impairment Testing? Why have not all forces adopted Field Impairment Testing?*

ACPO has not required forces to report on their up take of FIT. We do know the number of instructors but not the number of trained officers.

9. *You told us (Q76) that roads policing should have a higher priority. You also told us that there was no need for an extension of the number of speed cameras (Q33) and no need for random breath testing powers (Q51). What aspect of traffic law enforcement should be increased, and how should this be achieved?*

Whilst speed cameras play an important role in reducing those killed and seriously injured on the roads, there is no doubt that other types of offending also need to be addressed if the downward trend in KSIs is to continue. This includes enforcement of seatbelt legislation, enforcement in regard to the roadworthiness of vehicles and targeting those drivers most likely to be involved in collisions (eg disqualified drivers, drink/drug drivers, uninsured drivers, unlicensed drivers and those driving stolen motor vehicles or driving aggressively or antisocially).

ANPR is the best method of targeting many of these offences. As such, ACPO advocates that when funding for the Safety Camera Partnerships changes in 2007–08 to funding for more general road safety activity, there should be an anticipation that some of this funding will be spent on enabling police enforcement campaigns—for example, through purchasing additional ANPR equipment.

10. *Should the police now reduce the threshold speed that triggers enforcement? How accurate is the speed detection technology—does it need such a large margin for error?*

The current stance is that the threshold should not be reduced at present. However, as new holder of the work stream dealing with speed enforcement and portfolio holder for Safety Cameras, ACC Adam Briggs is to commence a review of the current position to include current detection technology, in-car technology and the relevant thresholds. This review will include the involvement of, amongst others, Chief Supt Jerry Moore at the Department for Transport and the ACPO Roads Policing Operations Forum to ensure that all relevant stakeholders are consulted.

11. *Do you have any concerns over the use of Automatic Number Plate Recognition technology? Does it encourage the “de-skilling” of traffic officers as the Police Federation has suggested?*

ACPO has no concerns over the use of ANPR technology and does not accept the view that the use of ANPR “de-skills” traffic officers. ANPR assists officers to identify vehicles that are more likely than not to be worth stopping. From that point onwards, it is entirely down to the skills of the officer as to whether this targeted stop produces results, whether in terms of traffic law enforcement or more general law enforcement.

It would be ACPO’s view that by effectively targeting officers, there is a vast increase in their productive time that is time spent with drivers who are likely to be offending. In turn, this means the officers deal with a far greater range of offenders and offending vehicles. This increases their experience much more quickly than traditional methods of policing and leads to them having higher skills than officers who are not targeted in this way through ANPR. In particular, ANPR equipped officers rapidly learn how to establish the true identity of drivers, leading to fewer unservable summons or offenders failing to appear at court etc.

Please accept this response as being on behalf of the Police Service.

30 March 2006

Memorandum submitted by RoadPeace

INTRODUCTION

Established in 1992, RoadPeace is the national charity for road crash victims. While there are many organisations campaigning for road danger reduction (and rightly so), we fear we are the only organisation whose primary focus is improving the post crash response, ensuring crashes are properly investigated and that victims of crashes receive the same support as do other victims of crime and disease. Our response has concentrated on the collision investigation responsibilities of the traffic police.

We have provided our answers to the seven questions below.

1. *Are traffic officers adequately resourced, trained and supported?*

No. Collision investigation training is not mandatory, driver training is inconsistent. According to ACPO’s Road Death Investigation Manual, a collision investigator assigned to a fatal crash should have at least three weeks training. This is not good enough. Specialist collision investigation is vital and must be carried out by fully trained specialists. Borough police could carry out routine traffic law enforcement but, in our experience, this does not happen often.

2. What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

We are not aware of any increased priority being given to road crash investigation. In London, the 50 specialist collision investigators used to be responsible for investigating both fatal and near fatal crashes but we understand this has changed. Now near fatal crashes are investigated by the general borough police and receive a much worse level of service. So fatal crashes may receive greater attention but the near fatalities, which outnumber fatal crashes by three to four times, receive much much less. This is the subject of the RoadPeace Annual lecture this April—Injury Collision investigation—the widening justice gap.

Despite speeding being the leading form of anti-social behaviour reported in a recent British Crime Survey, it is still not considered a priority by the safer neighbourhood initiatives.

Each year, the DfT estimates the cost of crashes (value of prevention) and includes the cost of police resources in the investigation and prosecution. The most recent estimates for 2004 stated the average cost of police resources on a fatal crash investigation was £1,600 and £190 for a serious injury collision. These estimates have not increased significantly since the introduction of the Road Death Investigation Manual.

We also know of police services that do not assign an FLO in all fatal cases or for more than the first few days.

3. Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties?

We believe there is insufficient use of technology in the collision investigation. Crash locations are still manually recorded whereas other govt and utility personnel have been using GPS systems for years. Police forces in other countries use hand held computers to record collision details.

Even when technology exists, it is not always used in collision investigation. We know of crashes where local authorities have refused to review their CCTV or congestion charging cameras to help identify hit and run drivers.

All police cars should be equipped with black boxes. We would like to see this extended to all government vehicles and readily available for the public, as it is in the US where they are marketed at parents of teenage drivers.

We do not agree with the claim that cameras have led to a reduction in traffic police. That was the work of politicians and senior police officers. Cameras are merely a tool that can be used to increase or decrease your effectiveness, just like vehicles and the problems the police have with unauthorised pursuits. A police officer must document every contact with the public and this is estimated by the police to take 15 minutes. We believe this should be publicised and the effectiveness of cameras (which could detect hundreds of speeding incidents in this time) should be compared.

4. How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

Protecting life on the road needs to be just as important as it is off the road. This is not the case now. It would help if...

1. Victims of crashes had the same rights as victims of other crime. Until it has been decided that no crime was involved, victims of crashes should be treated as if they were a victim of crime.
2. Crash victims should be formally represented on the Victim's Advisory Panel as are victims of murder and manslaughter despite only accounting for a fraction of the number of road deaths.
3. Fatal and serious injury road crashes were included in the Police Crime Recorded Information System (CRIS). Every police service website will have the CRIS data. It is ridiculous to see how pickpocket cases and cycle thefts are monitored but find no mention of fatal or serious crashes.
4. Judicial outcome was monitored so the number of charges and convictions could be compared between police services and with other crime. We understand from Home Office Statistics that the conviction rate of those causing death by dangerous driving was about 99%—this indicates that the CPS will not prosecute for a Section 1 unless there is a virtual guarantee of success.
5. Common definition. We should speak of road violence and include cases where there was a risk of violence if no injury. This would be consistent with other police definitions, ie violent crime as the recent Home Office report stated nearly half of all violent crime did not involve an injury (and many of the victims did not even think it was a crime—"just something that happened"). Domestic violence does not require physical injury so why is the road safety concern restricted to the cases of death and serious injury. Why not the fear of these events?

5. *How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?*

We would like to see much greater use of breathalysers with random testing to be allowed. We would like to see drugs tests carried out whenever police stop a driver because they believe his driving is impaired but find he is not over the limit for alcohol. Whilst there is no drugs equivalent of the breathalyser, there is no reason why blood or urine tests should not be carried out particularly where a death or serious injury has resulted.

6. *How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?*

Under the new funding arrangement, we expect an increase in the number of hours the cameras are active, if not additional camera sites. As long as interventions have to be economically justified, we believe cameras will continue to be a common countermeasure.

The key lesson from speed cameras has been the inconsistent evaluation standards. More popular interventions, especially with offenders, do not have to meet the same standard as do other interventions. Compare the evaluation of speed cameras with that of speed awareness courses. There is no evidence that the speed awareness courses do work and previous research has shown remedial driver education to be ineffective. We resent how more popular but less effective measures are used at the sake of protecting life. Recent research by both TRL and Leeds (two separate studies) has shown driver improvement courses to be a failure and we hope the police services will stop using them until they can be improved.

7. *How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?*

We have been disappointed at the partnership work of the Home Office's Road Death and Injury Working Group. The Department of Health has never sent a representative and the Home Office would rather focus on the need for emotional support and benefit advice than ensure collisions are properly investigated and families are kept informed.

Many local authority road safety plans are also produced without any consultation with the police and we believe they should be a joint publication.

15 February 2006

Memorandum submitted by Brake

BACKGROUND INFORMATION ON BRAKE'S WORK

Brake is the national road safety charity, dedicated to stopping deaths and injuries on roads and to caring for people bereaved and affected by road crashes. Brake carries out research into road users' attitudes on aspects of road safety, including traffic law and its enforcement. It also works with people bereaved and seriously injured in road crashes to campaign for changes in the law, which will benefit road safety.

Brake is a registered charity funded by donations and Government departments—Home Office, Department for Transport, and the Department of Health.

Like anyone who breaks the law and endangers lives, drivers who break laws on the road should expect to be caught and punished for their risky behaviour. Drivers who cause death and injury, or put their own and others' lives at risk through their illegal driving; and companies running fleets of vehicles which do not follow safe procedures, must be caught and deterred through effective traffic policing.

Comprehensive traffic law and its enforcement is central to Brake campaigning. Since our inception, we have campaigned for better enforcement of improved traffic laws, which is key to preventing deaths and injuries on roads as one of the three critical "E"s—Engineering, Enforcement and Education.

Answers to the inquiries specific questions:

Are traffic officers adequately resourced, trained and supported?

No.

1. Ad hoc, officers across the country complain of under-resourcing and lack of training. They do so with passion and no small level of concern.

2. Some forces—a survey would be required to say how many—appear to have entirely or partially disbanded their traffic units, making traffic enforcement the duty of other departments, such as armed response units who are routinely “on-road”. This is inadequate as traffic officers require specialist training.
3. Even if an officer is a dedicated traffic officer, the committee needs to consider the range of duties a traffic officer may undertake when considering their resourcing levels. Sometimes traffic officers, for example, are also trained to be Family Liaison Officers (FLOs). This duty involves working with families bereaved by road death, and helping them through the “police process”. This duty in itself is very time consuming (for example, attending court cases and inquests with the family, visiting them in their home to explain the police investigation, and generally being “on call” to answer their questions). Yet even in this remit some forces are failing. Some are so stretched that they only allow a family access to a FLO if the death of their loved one is going to result in a death by dangerous driving charge (in cases of road death, this charge is much less common than lesser charges).

What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing and the resources invested?

None noted, but this may be the case in some forces.

Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties? What evidence is there that the changing balance between officers and technology has influenced casualty reduction rates?

The following duties, and many others doubtless, cannot be undertaken without officers present:

- (a) tests for alcohol and drugs;
- (b) seat belt checks;
- (c) mobile radar gun speed checks;
- (d) vehicle maintenance checks;
- (e) spotting driver tiredness or other impairments (weaving);
- (f) spotting mobile phone use;
- (g) advice and information giving to drivers; and
- (h) community engagement (working with communities to understand their enforcement needs).

Also, the coverage of speed cameras and ANPR technology is often exaggerated. There are many sites where this technology should be used and it is not.

How effective and how efficient is roads policing in reducing the number of road casualties?

In Victoria, Australia, there was a concerted effort to increase traffic policing to tackle drink drivers. This included increasing resources and also increasing powers. Police are allowed to road block and randomly test at key locations and key times (eg late at night near pubs and clubs). The results have been significant decreases in drink driving.

Another important benefit of effective traffic policing is its “link” to one of the other critical Es—education. If traffic policing is effective, and clearly present, then ad campaigns on TV, radio and in cinemas can be created to support this policing—along the lines of “commit an offence on the road and you WILL be caught.” At present, in the UK, there is no such evident deterrent, with the exception of the use of speed cameras, which relates to only one, albeit important, offence on roads, and, strangely, was not supported by an ad campaign nationally.

Roads policing is particularly powerful at reducing particular types of particularly dangerous road use. For example, young, usually male, drivers who steal cars, or drive unlicensed or uninsured, who speed, and take drugs and alcohol. Brake supports families who have been bereaved by such drivers on a regular basis. We frequently come across cases where a driver has been caught driving unlicensed, been fined, but then chosen to drive unlicensed and dangerously again and consequently killed. Offenders clearly make these decisions to drive illegally because they do not think, often rightly, that they will be caught. But the cost is often someone’s life.

In summary, roads policing is critical to road safety, in the same way that policing our communities is critical to general law and order, otherwise the law simply has no teeth.

Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction?

Brake has long-complained about the placement of speed cameras. Nearly all cameras must, at present, be placed where there have been casualties. We believe this is the wrong approach. We should not have to wait for death or serious injury before enforcing safety. We believe cameras should be in all communities, around schools and homes, as well as on major trunk roads. The Government has announced that it is changing the rules on camera placement so we are hopeful that this will result in more cameras in areas where there are people on foot and bicycles, who need protecting from speeding drivers, as well as on light-traffic rural roads which are often plagued by speeding, overtaking drivers who can be lethal to themselves and other road users.

There should also be regular and high profile traffic police checks, and panda car patrols, in communities of all sizes. Most communities we talk to do not report evidence of checks on seat belts, mobile phone use, or even radar gun speed checks on a regular basis in their areas.

To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

Widely in our experience. Some, for example, have introduced “FIT” drug testing. Others have not. Some have traffic units, others do not. Some have an annual “plan” of enforcement checks—eg “this month it’s seatbelts”—and others do not. Some are heavily involved in community education programmes—and others are not. Only a comprehensive survey—which Brake intends to do this year—would help identify these regional differences.

How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?

Drugs: Brake welcomes the “FIT” testing for drugs and is encouraged that a medical roadside test for drugs is currently in development and wish this technology to be approved successfully and used as soon as possible. However, this needs to be supported by relevant laws—eg a law banning driving on illegal drugs (there isn’t one) and a law for killing someone under the influence of illegal drugs (at present the law has to prove the driver was impaired by the drugs, not just on them). There also needs to be an effective high profile advertising campaign on TV on the dangers of driving on drugs—there has never been one.

Fatigue: Fatigue detection and enforcement is still a difficult area although we are pleased that following some high profile crashes—eg the Selby crash that killed 10 men—there have been detailed investigations that have enabled fatigue to be proved (in this case, through internet records proving the driver was awake the night before). For drivers at work, the working hours regulations are not in line with academic advice—which is that drivers should only drive if they have had a good night’s sleep, and should take regular breaks of at least 15 minutes at least every two hours. We also need more national TV advertising campaigns.

Alcohol: The main hindrance to effective alcohol detection is the requirement for police to suspect an offence has been committed (eg by spotting a weaving vehicle), rather than the power to randomly stop vehicles in targeted locations such as near pubs late at night. Brake has also campaigned for the drink drive limit to be reduced—ours is among the highest in Europe which conflicts with Government and Brake and local authority campaigns encouraging drivers to have “not a drop”.

However, we welcome the development of alco-locks but would like to see their use rolled out. We also believe that this use of technology to prevent offenders reoffending should be expanded to use of tagging for unlicensed as well as drunk drivers (see comments above about repeat offenders).

How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships?

It is hard to tell, although the Government indicates it will be more money and therefore consequently we can hope for more resources locally. If this includes resources for engineering measures, such as safety zones around schools, this will be a good thing, but we would not want to see a decrease in cameras, rather an increase.

Brake, is concerned that the move by Government to require expenditure on a range of RS measures, not just cameras, is simply creating one more capital “pot” that locally has to be bid for. Capital pots are inevitably restricted in size by central Government.

Brake would prefer all funds from speed cameras to be given to the areas in which the funds are collected, and ploughed back into road safety measures in those areas, and for all Local Transport Plans (LTPs) to be transparent in their expenditure of funds on road safety measures, whether it is cameras or engineering.

Often it is difficult to work out how much has been spent on specific road safety improvements, such as Home Zones, and how much on other measures such as general road maintenance. The Government doesn't even centrally record how many 20 mph limits there are in the UK, so it is very hard even to know national progress on development of road safety engineering issues that are in dire need of development in many urban areas.

What lessons can be learned from the experience of speed limit enforcement using camera technology?

1. It works.
2. It requires support through intensive education campaigns.
3. The majority of people remain supportive of cameras, despite a backlash from motoring organisations and from some media.
4. Cameras slow down traffic and therefore should be placed outside schools and communities—before a death or injury has occurred, not after.

How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

1. There needs to be much more responsibility taken by national Government to monitor what is occurring locally. There should be recording of local activity by the DfT so it can monitor progress, eg spread of 20 mph limits, use of speed cameras, etc.
2. The DfT and the Home Office need to work much closer together to understand the importance of road policing and to ensure that it is at least a key objective on the national policing plan.
3. While we have regional traffic policing, police forces should be required to report levels of offending in different areas of traffic to national government, eg alcohol, drugs, mobile phone, seat belt, speed. They should then be required to set targets, approved by the Home Office, for the following year. There should be public “league tables” published of performance in these areas.
4. At a local level, it is vital that the Local Authority and the police service work together to support each other. Local enforcement campaigns must be supported by local advertising/education campaigns.

16 February 2006

Memorandum submitted by the Slower Speeds Initiative

SUMMARY

We discuss the use of technology to reduce speed. Speeding is the main form of motoring offence dealt with by the police. The problem should be addressed at source through vehicle design and technology to aid driver compliance with speed limits. Controversy has prevented the most effective use of speed cameras. To achieve wider speed limit compliance cost-effective deployment strategies for speed cameras would be evidence based. Time over distance enforcement cameras should be used more. The potential of intelligent road studs should be explored. Event data recorders would produce better evidence for prosecutions while reducing the investigative burden on police. Traffic policing should make full use of available and emerging enforcement technology to reduce the wider impacts of speed and ensure more equitable and less damaging use of the road network.

THE SLOWER SPEEDS INITIATIVE

The Slower Speeds Initiative was founded in March 1998 by the Children's Play Council, CTC, the Environmental Transport Association, the Pedestrians Association, the Pedestrian Policy Group, the Road Danger Reduction Forum, RoadPeace, Sustrans and Transport 2000. We work to raise awareness of the benefits of lower speeds in controlling the adverse impacts of our transport system and enabling the use of sustainable transport modes. Technology should be used systematically—from vehicle design to traffic management—to reduce rather than exacerbate the impacts of speed.

1. Technologies to increase compliance with speed limits—reducing the burden on the police by dealing with the problem at source

Getting the right balance between traffic policing and technology should start with the use of technology to reduce the overall scale of the task.

The scale of the problem

Speed limits are rarely enforced; nevertheless speeding is a major burden on the police. The majority of drivers speed (Department for Transport 2005). In 2001 motoring offences accounted for nearly half of the offences dealt with each day by the police (Home Office 2001). Speeding is the largest motoring offence group dealt with by the police, 31% of all motoring offences in 2002 (Ayres *et al* 2004). The number of speeding offences dealt with by the police has been rising steadily year on year with the increasing use of speed cameras.

A significant amount of police time is taken up in dealing with road crashes. In 1994 it was estimated to be around 11% of traffic police time (Hooke *et al* 1996).

Nearly 3,500 people are killed annually on our roads and speed has been found to be the main contributory factor in about a third of these (Mosedale and Purdy 2004). This makes speeding the leading cause of violent death in the UK. It is also the anti-social behaviour of greatest concern to the public (Wood 2004). It is obvious that reducing the burden of speeding on the police as well as society would be enormously beneficial.

Vehicle design

The problem of speeding and therefore the scale of the enforcement burden is very largely a result of vehicle design. The problem should be reduced at source through motor vehicle construction and use regulations. Intelligent speed adaptation, limits on top speed and acceleration should be a priority for Government.

In-car information

Better in-car information to drivers should be introduced to make compliance with all speed limits much easier. Speedometer design could ensure that drivers are always aware of their speed. Increased speed limit enforcement and the rules on camera signing and visibility have created a rudimentary intelligent speed adaptation system. In-car speed warning information is now widely available. Clear signing of speed limits and a more effective camera deployment strategy would stimulate this market whilst helping to deter speeding.

Event Data Recorders

In-car technology to monitor how a car is being driven would also reduce the enforcement burden on the police. Many cars are already fitted with an array of electronic devices (event data recorders or EDRs) to improve crash survivability for occupants, assist maintenance, allow tracking in the case of theft and even call emergency services. EDRs associated with air-bags can take readings of speed and accelerator and brake pedal positions at intervals of a few seconds and can store data on minor impacts and collisions for up to 60 days (Ward 2002). When drivers know that this information is being recorded crashes are reduced by 20 to 30% (SWOV 1997; PACTS 1999).

An Irish insurance scheme uses a black box system to discourage speeding by young drivers. They pay around £500 to fit a device that warns them when they exceed a speed limit and records location and speed for later analysis by the insurer. Drivers who stick to the speed limit get lower premiums. In addition to paying for itself, the system is reducing crashes and claims (Byrne 2003). “Pay-as-you-drive” insurance policies in the UK using such technology and available digital maps could provide incentives in the short term for the voluntary uptake of speed reducing technology.

Top speed limited vehicles equipped with event data recorders could be used to reduce repeat offending as a part of sentencing, on the model of the “alco-lock”.

Appropriate speed limits

Police concerns about enforceability constitute one of the major obstacles to the lower speed limits sought by communities around the country. Using technology to reduce the enforcement burden on police would help to remove this barrier to more appropriate speed limits. Lower average speeds will in turn reduce the burden of road crashes on society, as well as enabling more sustainable forms of transport.

2. Technologies to enforce speed limits

Lessons from the safety camera experience

The safety camera experience demonstrates that the technology of enforcement, and its effectiveness, cannot be treated in isolation from political and social factors. The constraints under which Safety Camera Partnerships have had to operate mean that it cannot be assumed that speed cameras have been used as effectively as they could be.

It should have been easy to foresee that a sudden increase in speed limit enforcement would generate controversy, given the statistics on rates of speeding, evidence on driver attitudes to speeding and knowledge of speed limits (Silcock *et al* 1999) and the power of the motoring lobby in the media. There was insufficient preparation of the public and professionals, including the police, for the roll out of the policy. The evidence-base for the policy has still not been properly disseminated or discussed.

In reaction to controversy the Government imposed rules for camera visibility and siting criteria that reduced the camera sphere of influence and encouraged drivers to speed outside the range of cameras. Both of these effects could be expected to counteract the casualty reducing potential of the technology. The rules also had the effect of increasing reliance on mobile cameras which not only require a police presence and thus increase costs but are also less effective than fixed cameras at reducing speed and casualties (Gains *et al* 2005).

By implying that speeding is only of real concern some places, for special reasons (a very serious crash history) and by positively encouraging speeding away from cameras the presentation of policy and the deployment strategy imposed on Safety Camera Partnerships weakened the validity and intelligibility of the policy and fed controversy.

While it may not yet be universally accepted, the evidence base for the use of speed cameras is well-established, including in research commissioned by the Department for Transport. Even within the constraints imposed on them four years of work by Safety Camera Partnerships have extended the evidence base. In general, crash frequency and severity are correlated with speed. Depending on the type of road, every 1 mph reduction in average speed will reduce crashes by between 2–7%. A mere 2 mph reduction in average speeds across the entire road network would prevent more than 200 deaths and 3,500 serious casualties a year (Taylor *et al* 2000).

The strong relationship between speed and crashes indicates that the aim of enforcement should be widespread compliance with speed limits. Automatic detection is so far the best way we have to achieve this. It should free police for “live” traffic duties. Reducing average speeds would also help to reduce the danger of traffic violations not detectable by cameras and not occurring within the field of vision of a traffic officer.

The threshold speeds which trigger enforcement are well above, and increasingly known to be above, the speed limit. The speed crash relationship indicates that this will also limit the casualty reduction potential of speed cameras. The official rationale for high thresholds is that the police want to avoid disputes about marginal violations in order to be certain of securing a conviction. But there is also anecdotal evidence that thresholds are high in order to reduce the throughput of penalties. This is a bad reason to tolerate lawbreaking and danger. Targets to progressively reduce thresholds and harmonise them across police force efforts would increase the effectiveness of speed cameras. Digital speedometers and event data recorders would reduce dispute over actual speeds.

A more effective deployment strategy

To encourage their compliance with speed limits, drivers should have a high degree of certainty that the limit is being enforced with a high degree of uncertainty about where and when it is being enforced (Kallberg *et al* 1998). In theory, drivers should need nothing more than a sign reminding them of the speed limit and the commitment to enforce, accompanied by publicity at a national and local level about the reasons for enforcement.

The speed-crash relationship shows that enforcing speed limits wherever speeding poses an undue risk will help to prevent casualties as well as to reduce them. Speed cameras would be made much more effective if they were inconspicuous and deployed randomly.

More effective enforcement technology

The French experience of speed limit enforcement contrasts sharply with the UK. In 2002 President Chirac instigated a successful and popular crackdown on speeding. One element of the strategy is a fully automated digital system of detection and enforcement which issues a penalty notice within 48 hours of the offence. Steve Stradling has noted that the long time period between offending and charging typical in the UK is one cause of driver resentment of speed cameras.

The aim of speed limit enforcement should be deterrence. The locations of even inconspicuously sited fixed cameras can in time become known to drivers, with a reduction in their deterrent effect. Time over distance camera technologies (for example SPECS digital cameras) using Automatic Number Plate Recognition overcome this problem by calculating average speed between two points and automatically recording drivers travelling over a threshold speed. This is perceived to be fairer since drivers are not penalised for incidental violations. It is more effective in reducing casualties and speed since it secures more consistent compliance with the speed limit. The fourth year report on safety cameras showed that distance of over time cameras reduced speeding on average by 53% and completely eliminated high end offences (exceeding the speed limit by more than 15 mph). There should be much wider use of this technology.

Another technology which could have huge potential is the intelligent road stud (IRS). The studs are set into the road. Protruding only 4mm, they are very inconspicuous. They can house lighting systems, weather and road conditions sensors, infra-red speed detectors and digital video cameras. They can collect and transmit data to road side cabinets which can be connected to traffic control systems. IRS technology is in use in the UK and abroad as a cheap and effective means detecting weather and lighting conditions and providing visual guidance to drivers when required.

It appears that IRS technology could combine vehicle activated driver information and warning systems with enforcement. Speeding drivers could activate warning lights indicating that they should slow down. If they failed to heed the warning, they could then trigger camera studs to record their speed and issue violation notices. The system could even confirm to drivers that it had switched from a warning to enforcement mode.

3. Technologies for fair and efficient prosecution of road traffic law

The speed crash relationship shows that even small differences in speed can make a difference to whether a crash occurs and the severity of the outcome when it does. Current crash investigation methods can only give very crude estimates of the speeds involved. Advanced braking systems eliminate skid marks which have been relied on in the past to estimate speed.

The poor quality of data on speed leads to injustice in the courts when gross negligence cannot be proved and drivers who kill or maim are let off with very light or even no sentencing. Poor data also reinforces a general lack of sensitivity on the part of the police and coroners to the importance of speed as a factor in crashes.

Event data recorders would solve this problem. Police investigating crashes involving death or serious injury would have reliable and accurate data. This would not only increase justice for victims of road crashes but would reduce the investigative burden on the police. There would be wider benefits if the data were also available to emergency and medical services in dealing with crash victims (Martinez 2003) and to road safety researchers.

4. Technology to support a wider role for traffic policing

Casualty reduction is an important aim for roads policing but it is not the only one. As the 2005 joint Roads Policing Strategy acknowledges, traffic policing should also reduce anti-social use of the roads. Speeding drivers intimidate and endanger all road users but their impacts disproportionately affect the most vulnerable—pedestrians and cyclists, young and old. Speeding increases severance, noise and pollution in communities. It results in excessive emissions of CO₂.

The importance of road policing to a more equitable and sustainable transport system was recognised by Her Majesty's Inspectorate of Constabulary in its 1998 report on road policing:

“The Integrated Transport Policy aims to direct more people from cars to public transport, bicycles and walking, particularly commuters and children travelling to and from school. This presupposes a safe environment with little fear of crime, disorder and injury, which is an implicit future demand on the police.” (Her Majesty's Inspectorate of Constabulary 1998, para 1.19)

The police should make full use of available and emerging technology to protect the rights of all road users and ensure equitable and less damaging use of the road network.

CONCLUSIONS

The most important application of technology in traffic law enforcement would be to eliminate the problem through vehicle design. In-car technology should be introduced to aid compliance, increase driver responsibility and improve the quality of evidence for prosecution. Existing cameras should be used more effectively by being deployed inconspicuously to maximise compliance. Time over distance enforcement technologies should be used more widely. The potential for intelligent road studs to warn and enforce should be tested. Police use of technology should aim to make road transport more equitable and sustainable.

17 February 2006

Memorandum submitted by the RAC Foundation for Motoring

INTRODUCTION

The RAC Foundation for Motoring was established in 1999 as an independent organisation to campaign on a variety of issues of general interest to responsible motorists. These include roads, traffic, road user safety and vehicle security, as well as environmental concerns, motoring taxation and parking/traffic law enforcement.

TRAFFIC POLICING AND TECHNOLOGY PAST AND PRESENT

Traffic policing has always involved the use of technology. In the early 1900s police officers operated “speed traps” on the Brighton Road, now the A23, using a combination of hand signals and a stopwatch over a measured mile of road. At much the same time and using the same mathematical formula, the Paris Prefecture of Police was testing “a camera to prove the speed of automobiles”.

Thereafter police vehicles were used to pursue speeding motorists often with disastrous consequences and this led to the opening of police driving schools in London [Hendon] and throughout the UK. The traffic policing role developed into more general traffic patrol duties utilising officers who were trained in both mechanical and legal aspects of vehicles and their use on the road.

For most of the 20th century, technology was confined to the enforcement of speed limits. Very accurate large diameter speedometers were in regular use in police cars until the 1980s and were joined and later superseded by hand held “radar speed detectors” such as Muniquip and “in car” equipment to measure both average speed [VASCAR] and spot speeds [Police Pilot]. These systems were later widely used with a CCTV system [Provida] incorporating real time high quality video film of a vehicle, together with data about the day, time and speed of the police vehicle and which was widely and successfully used in speeding and cases of bad driving.

At the beginning of the 1990s, traffic light cameras were introduced into the UK, providing welcome improvements in driver behaviour as well as reductions in collisions and serious casualties at light controlled junctions. In 1992 speed cameras were introduced in London, the first at a high-risk crash and casualty site on the A316, The Avenue TW7, to the South/West of Twickenham Bridge. Initial trials with both speed and traffic light enforcement cameras proved very successful and produced significant casualty reductions, freeing up traffic officers for pro-active traffic patrol deployment elsewhere. However, enforcement cameras were used in addition to police traffic patrols, the latter continuing to provide a dedicated traffic patrol presence across police force areas throughout the country.

The 1990s saw a reduction in the number of dedicated traffic patrol officers. Some police forces changed the name from Traffic patrol and widened the scope of traffic officer’s work to include a range of normal police duties, thereby reducing the amount of time available for traditional traffic patrolling. Other forces amalgamated Traffic and Firearms Support mobile response vehicles, again reducing the scope for labour intensive traffic enforcement work. Finally, some forces simply reduced the size of their Traffic Division.

At the same time, the number of speed enforcement cameras increased exponentially and whilst the two phenomena were undoubtedly linked, there is little hard evidence about whether the rise in the number of speed cameras caused, or was the result of, reductions in the number of dedicated traffic police officers. However, a previous head of the ACPO Roads Policing Business Group is reported to have suggested that the increase in cameras may have contributed to the reduction in traffic officers.

The 1990s also saw the assumption by a growing number of local authorities of powers in the Road Traffic Act 1991 to enforce parking, waiting and loading offences on the street, hitherto dealt with exclusively by the police service.

These trends continued into the 21st century and saw arrangements for the hypothecation of revenue raised by speed cameras to be used for their administration and operation by speed or safety camera partnerships and the purchase of more cameras.

ACPO agreed with the Highways Agency to relinquish police primacy in relation to a wide range of roles and responsibilities for the efficient management of the UK motorway network and the creation of a uniformed Highways Agency Traffic Officer force, whose black and yellow “Battenberg” liveried vehicles are now an increasingly familiar sight on UK motorways, perhaps more so than police cars.

The Traffic Management Act 2003 and its London equivalent, have seen the police service relinquish primacy for the enforcement of a range of traffic management and safety measures ranging from bus lanes and “yellow box junctions” to prescribed and proscribed turn signs, now increasingly enforced for local authorities by “civil enforcement officers”.

Finally 2004–05 saw the launch of a joint ACPO, DfT and Home Office initiative on roads policing, which many see as the resurgence of the traditional traffic police officers. This view draws support from the introduction of police operated roadside checks using “automated number plate readers”, linked to insurance, police and vehicle/driver licensing databases and which allows police officers to accurately target vehicles and drivers suspected of committing traffic and other criminal offences.

However, whilst the National Roads Policing Strategy may indeed see an increase in traditional traffic policing using dedicated, well trained and equipped traffic officers, road policing objectives (attempting to deny criminals the use of the road whilst at the same time reassuring law abiding road users) could largely be delivered without such expertise using a combination of roadside cameras and car-borne uniformed police officers with little specialist training, enforcing mobile phone, speed and seatbelt regulations, without necessarily tackling dangerous and careless driving, as well as driving when impaired by drink or drugs, be they proscribed, prescribed, or patent medicines.

THE ROAD SAFETY IMPLICATIONS

Implications of the joint roads policing strategy

The RAC Foundation for Motoring believes that questions about the impact of the joint roads policing strategy on the work of traffic officers; the priority given to roads policing and resources invested, including the selection, training and equipment of traffic police, are best left to those more closely involved in the process.

The balance between technology and the human element

Whilst traffic policing has traditionally been based on traffic police officers, using technology as an enforcement tool, the past decade has seen a shift in emphasis away from the human touch of traffic officers, towards enforcement by cameras and a widespread public perception that technology and especially enforcement cameras have begun to influence road safety policy and enforcement strategy, concentrating on what cameras can do. This, in turn, affects public perception of road safety policies and the enforcement agencies.

Evidence of the impact of the change in emphasis is often contradictory. Whilst it is clear that fixed site cameras do make a significant impact on the frequency and severity of crashes and casualties where they are sited, their impact seems to be limited to the particular site. On a wider scale, the encouraging downward trend in road fatalities began to slow during the mid 1990s, at about the same time as the emphasis began to shift away from traffic patrols.

Effectiveness of roads policing

Effective road user safety strategies are the result of three separate, but interactive approaches, education, engineering and enforcement. However, little research has been to quantify the respective affects of each and it may be impossible to separate them. However the RAC Foundation believes that a broadly-based enforcement strategy, coupled with continuing driver education as well as well designed roads and road furniture will improve the safety of all road users and reduce casualties.

Technology and the detection of driver impairment

Technology has provided the police with an extremely effective means of detecting alcohol and thus enforcing drink drive legislation, without the need to prove impairment.

However, developing a single test similar to breath test equipment for a wide variety of drugs (prescribed, proscribed and patent medicines), with various chemical constituents and with widely different effects, is proving much more difficult and even if such a device were to be developed there is no legal limit for the amount of such drugs in the body. Until the technical and legal issues have been resolved, the present position set out in S4 Road Traffic Act 1988, of impairment will remain. Nevertheless the police service has developed a series of roadside impairment tests which, together with other evidence, would justify the arrest of a driver on suspicion of impairment and provide grounds for requiring a sample for drug analysis and the RAC Foundation would like to see these more widely used.

Effect of the new funding arrangements

The RAC Foundation for Motoring believes that the new funding arrangements provide a sound basis to tackle public perceptions about speed camera priorities. Current criticism has focused on the fact that speed camera enforcement is funded by the fine revenue generated and has led to a perception that revenue raising and not casualty reduction is the priority of partnership. There is also criticism that whilst speed camera operations are well funded and expanding, other areas of road safety activity, engineering, education and other enforcement activity are less well funded.

RAC Foundation has for some time argued that incorporating safety camera partnerships into wider local road safety partnerships and using the revenue for a broader range of education, engineering and enforcement projects, rather than simply financing camera operations would remove any doubt about the priorities, reduce criticism and produce a better funded and more coherent area wide road safety package. We believe that the proposed changes in funding will achieve this.

Effectiveness of multi-agency approaches

The RAC Foundation believes that multi-agency approaches to road safety projects, drawing together a range of expertise and remedial measures, are essential to the success of specific road safety initiatives and road safety policies in general.

We believe that local road safety schemes offer the best prospects for effective casualty reduction because they are tailored to local problems and conditions and are likely to inspire greater commitment among local people. For this reason we feel that local, regional and national campaigns should be co-ordinated where this is possible and that greater funding and support should be provided to local schemes.

The future

The past decade has seen a reduction in police primacy in traffic law enforcement, with an ever increasing number of local authorities taking responsibility for enforcement of parking waiting and loading regulations (yellow/red lines and on street parking). The Traffic Management Act 2004, will allow local authorities to enforce bus lanes, box junctions and a variety of safety-related mandatory traffic signs using newly created “civil enforcement officers”.

On the motorways uniformed Highways Agency Traffic Officers have either taken over, or share with police responsibility for a wide range of safety critical tasks and have broadly similar powers to police to direct traffic and to stop individual motorists.

The potential clearly exists for non-police enforcement agencies to assume, or share responsibility for an increasing range of traffic violations. Whilst the powers to enforce traffic signs included in the Traffic Management Act could be widened to include “Stop” and “Give Way” signs as well as speed limits indicated by traffic signs and traffic lights themselves.

The Committee might wish to consider the potential benefits and problems arising from bringing further traffic violations within the scope of non-police enforcement agencies, leaving police officers to concentrate on the most serious driving offences; dangerous, careless and inconsiderate driving, as well as driving with excess alcohol or when impaired by drugs be they proscribed, prescribed, or patent medicines.

15 February 2006

Memorandum submitted by The Freight Transport Association

INTRODUCTION

Freight Transport Association represents the freight transport interests of businesses throughout the UK. Its members range from small and medium size enterprises to multi-national public companies and are involved in all modes of transport. FTA members operate over 200,000 heavy goods vehicles, about half the UK fleet, are responsible for 90% of freight moved by rail and 70% of goods shipped by sea and air. This unique multi modal mandate enables FTA to speak authoritatively on all aspects of freight based on the broader transport needs of industry in the economy.

FTA welcomes the opportunity to provide the Select Transport Committee with the industry’s views regarding transport policing and the use of technology.

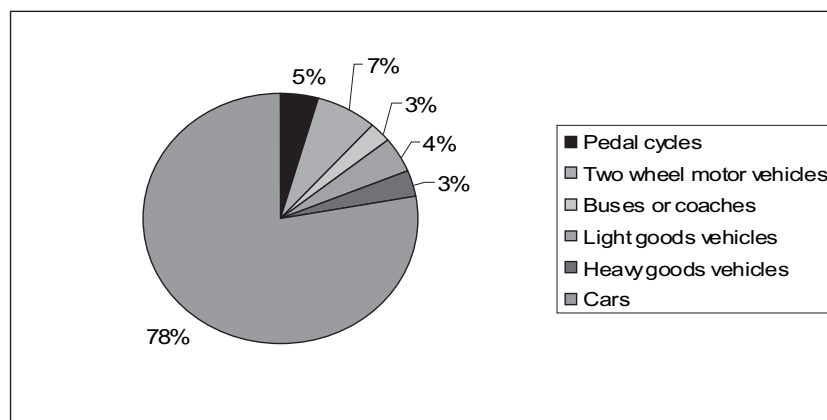
Specifically, in response to this inquiry we provide the industry’s comments on the following issues:

- Road Safety Issues;
- Use of technology for enforcement; and
- Enforcement of road safety.

ROAD SAFETY ISSUES

FTA is committed to measures to improve road safety and has always maintained that influencing driver behaviour is a crucial element. FTA strives to promote road safety and raise awareness of specific issues affecting Heavy Goods Vehicle (HGV) and Light Goods Vehicle (LGV) operators and drivers. In addition, FTA works to continuously improve awareness of the effects speeding, alcohol and drugs, and driver fatigue can have on overall road safety.

The freight transport industry is committed to ensuring that road safety on today’s busy road network is at its highest. As shown in Table 1, during 2004 accident involvement rates for HGVs and LGVs rates were among the lowest and were significantly lower than those involving cars.

Table 1: Accident Involvement by Type of Vehicle (2004)

Source: Road Casualties in Great Britain 2004: Annual Report (Department for Transport)

As referenced above, FTA actively works to raise awareness in the freight transport industry of road safety issues. This includes active campaigns with members and the public with industry initiatives, guidance documentation and publications, such as:

- Driving at work—the FTA compliance guide.
- “Well Driven” scheme.
- Urban Friendly Deliveries.
- Alcohol and Drugs—managing the risk.
- Drink and drugs in the road transport industry.
- Driver Fatigue Booklet.
- Driver Fatigue—a guide for transport managers.

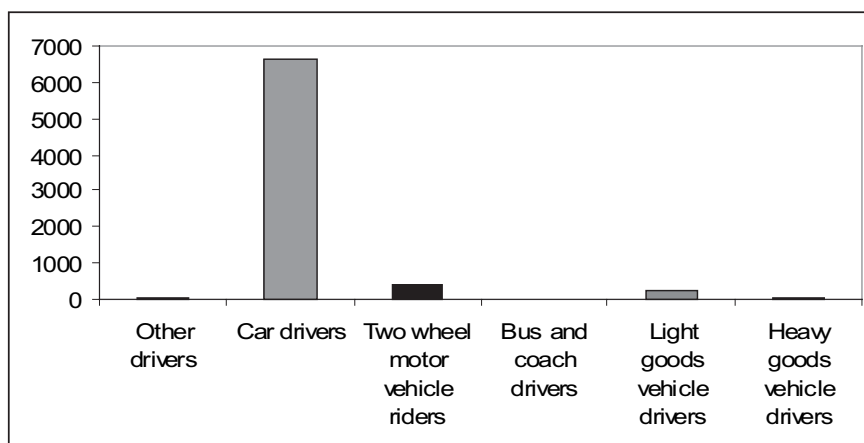
Speeding

Driver behaviour in relation to speed and speed limits is a prominent feature of FTA’s management and driver training services. Overall, however, there needs to be a careful balance between safety and reliability and overall journey time to ensure the competitiveness of business and the economy as a whole.

Use of alcohol and drugs

The freight transport industry is also committed to ensure that there is an industry best practice of zero tolerance to use of alcohol and drugs while in the work place. FTA actively works with its members to provide guidance to improve transport managers and drivers’ awareness of the effects of alcohol, drugs and over-the-counter medications used in the work place.

Statistics in Table 2 show that in 2004, of those drivers involved in an accident who were breathalysed, the number of drivers of HGVs and LGVs that failed the breath test was significantly lower than car drivers.

Table 2: Breath Test Failures by Motor Vehicle Driver (2004)

Source: Road Casualties in Great Britain 2004: Annual Report (Department for Transport)

Fatigue

According to the Department for Transport's *Think! Road Safety* campaign, 20% of accidents on long journeys on trunk roads and motorways are caused by falling asleep at the wheel. It is estimated that 300 people are killed a year when drivers have fallen asleep at the wheel and that 40% of all sleep related accidents are work-related.

USE OF TECHNOLOGY

To ensure improved road safety FTA strongly supports a greater emphasis on technology-led enforcement by Government. It is the industry's position that the use of technology could potentially lead to more effective and consistent enforcement. However, it needs to be made more apparent that such technology is being used and would be enforced in order to better influence driver behaviour.

There does, however, need to be a continuation of officers carrying out road policing duties. A firm balance needs to be ensured as reliance on technology alone could have the possibility of increasing the number of arguments made against road safety enforcement penalties. This in turn could increase the burden on the courts. Currently, police forces are well respected by the majority of the public; however, as we have seen in the past with the introduction of speed cameras, there is a distrust of technology among some elements of the population. Elimination of the human element of discretion in assessing severity, as it relates to enforcement, and complete reliance on automation could result in loss of public sympathy for policing.

With regards to the use of technology for the enforcement of road safety in the freight transport industry, FTA encourages the Government to invest in new technologies that will assist in enforcement activities for foreign operators, such as utilisation of Automatic Number Plate Recognition cameras linked to weigh-in-motion mobile sensors.

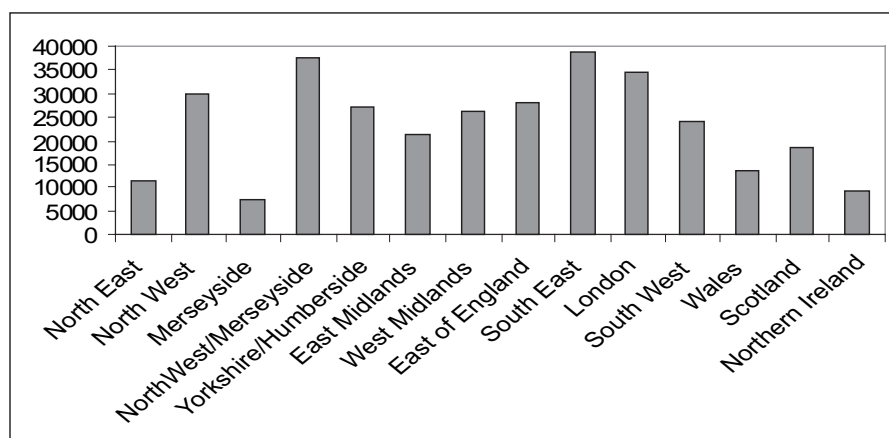
Statistics show that, when a vehicle is overweight, there is a higher probability of other offences occurring, such as drivers' hours infringements. Trials of technology to check a vehicle's weight have proved to be highly effective. As recommended in The Burns Report, Government needs to ensure that adequate finance is made available to ensure main UK port entry trunk routes are fully equipped with this technology. Continued utilisation of such technology will allow a more effective approach to enforcement and create a level playing field of enforcement between both UK and foreign operators.

ENFORCEMENT OF ROAD SAFETY

FTA recognises that it is sometimes necessary to increase road safety through increased enforcement. For example, evidence would suggest that there has been a reduction in accidents, in and around speed-camera locations, because of increased awareness of the technology and an increase fear of getting caught. FTA, however, maintains that enforcement resources and measures should focus on locations where the problems of non-compliance and associated accidents are greatest. Resources should be focused in order to ensure that the highest problem areas are targeted, rather than blanket enforcement across the board.

FTA firmly supports the need for enforcement of road safety at the highest level, however, there needs to be consistent enforcement at the a national level. Statistics indicate that there are significantly higher accident casualties in some regions, as compared to others (Table 3). For example, in 2004 the number of casualties in the South East totalled 38,869 (13% of the UK total) where as casualties in the North West/Merseyside totalled only 7,374 (3% of the UK total).

This variations maybe the result of various factors, however, FTA believes that strong enforcement of road safety measures—both through technology and the work of traffic officers—contributes to a reduction of road accidents. By ensuring that traffic policing policies are consistently enforced through the country, there is the potential to see road accident casualties decrease in all UK regions.

Table 3: Casualties by Government Office Region (2004)

Source: Source: Road Casualties in Great Britain 2004: Annual Report (Department for Transport)

FTA appreciates that there are a number of agencies that are responsible for road safety, in particular the Department for Transport which has a role in road casualty reduction from an infrastructure point of view, and the Home Office which has a role in enforcement of road safety from a road policing point of view. FTA's view, however, is that, as the national network is managed by a single administrative authority, it needs to be policed on the same basis. FTA therefore recommends that policing the network should be aligned on the same basis as management of the network. Furthermore, there also needs to be greater transparency of this enforcement.

For example with regard to enforcement of speed management, FTA's position is that setting local speed limits should look for a consistent approach. There are many examples where drivers face of a lack of consistency in speed setting between separate local authority areas and indeed even within the same authority boundaries. If drivers cannot see good reasons for the imposition of speed limits, particularly where the speed varies over short distances, the perception is created of over regulation without good cause.

The setting of speed limits along stretches of roads that have a number of areas of different restrictions, such as villages and changes in urban environment, should be standardised to discourage speeding up and slowly down. This may mean that some short stretches have lower speeds where local authorities feel that higher speed can apply, but the consistency will encourage drivers to comply and help to prevent some incidents created by drivers trying to overtake slower moving vehicles on short stretches.

Furthermore, there needs to be more indication of speed limits, particularly in areas where the speed limit changes often and there is a heavy reliance on technology for enforcement, such as speed cameras, to remind drivers of the appropriate limit. The use of repeater signs and use of highly visible road markings are important tools to remind drivers of the speed limit and therefore aid in improving road safety.

There are also a number of safety concerns regarding foreign HGV operators in the UK and the lack of enforcement resources available to the Vehicle & Operator Service Agency (VOSA) to address these concerns. As detailed in The Burns Report, there are a growing number of foreign operators on the roads that do not operate to the same standards as UK operators, particularly regarding drivers' hours infringements and overloading offences.

VOSA systems have access to comprehensive information about the specification, operational history and infringement levels of UK vehicles and drivers, but very little information is available about foreign vehicles. There needs to be increased exchanges of information across all European states to ensure that the safety levels on UK roads are maintained.

There is also a need for increased communication and cooperation between all agencies involved in road safety. Each agency needs to have a strong understanding of the role of the other agency, including what is being enforced and how the other agency approaches its enforcement actions.

SUMMARY

It is the position of the freight transport industry that in order to achieve improvements in road safety Government needs to:

- Place a stronger emphasis on technology-led enforcement;
- Maintain a firm balance between the reliance on technology and use of police officers;
- Ensure greater consistency of enforcement;
- Increase public awareness of the use of technology for road safety;
- Influence driver behaviour through greater emphasis on what technology is enforcing;

- Target enforcement to ensure best use of resources to achieve optimum results in terms of compliance and accident reduction;
- Align policing the road networks on the same basis as management of the network;
- Provide more indications of speed limits, particularly in areas where there are frequent changes and heavy reliance on technology for enforcement;
- Ensure that enforcement agencies that operate along side the police, such as VOSA, have the resources—both monetarily and technologically—to ensure a level-playing field among all freight operators in the UK; and
- Work to increase communication and cooperation between all agencies involved in road safety.

14 February 2006

Witnesses: **Ms Cynthia Barlow**, Trustee, RoadPeace, **Ms Mary Williams OBE**, Chief Executive, Brake, **Ms Paige Mitchell**, Co-ordinator, Slower Speeds Initiative, **Mr Kevin Delaney**, Head of Traffic and Road Safety, RAC Foundation for Motoring, and **Mr Malcolm Bingham**, Head of Roads and Traffic Management, Freight Transport Association gave evidence.

Q80 Chairman: Good afternoon to you all. May I ask you, firstly, to identify yourselves for the record, starting from my left and your right?

Ms Barlow: I am Cynthia Barlow from RoadPeace.

Ms Williams: I am Mary Williams from Brake.

Ms Mitchell: Paige Mitchell from the Slower Speeds Initiative.

Mr Delaney: Kevin Delaney from the RAC Foundation.

Mr Bingham: Malcolm Bingham from the Freight Transport Association.

Q81 Chairman: We are very grateful to you for coming this afternoon. I think, possibly, we will from time to time ask individual questions—as you are quite a broad range—of individual people, but if you want to chip in by all means do. Does anybody have anything they want to say very briefly? Can we then start with questions. Can I ask about the Roads Policing Strategy. How important is visible traffic policing?

Mr Delaney: Madam Chairman, I think it is difficult to under-estimate the importance of visible traffic policing; it provides a deterrent for those who may want to break the law and it provides reassurance for the vast majority of otherwise law-abiding motorists.

Q82 Chairman: Have the police got the balance right between officer-led enforcement and technology-led enforcement?

Mr Bingham: I think, Madam Chairman, it is always the difficulty of a balance. Certainly in our industry we recognise that and agree with Mr Delaney's comment about visible enforcement and the encouragement that it gives to industry operators if there is a police influence there.

Q83 Chairman: Are you saying, Mr Bingham, that they have got it right or they have not got it right?

Mr Bingham: I think there are difficulties with it that the police, for some years, have been concentrating, we believe, on detecting crime and less and less, on a scale, on the enforcement of road traffic issues. Therefore, we believe that there is a gap that we need to bridge with some form of technology to help that issue.

Q84 Chairman: Do you think there is enough money given to traffic law enforcement?

Ms Mitchell: No.

Ms Williams: No. I think to say: "Is there an appropriate balance between technology and visible road policing?" is actually a bit of a moot question because there is not enough of either. We have, as was just said by Mr Hughes earlier, actually—although you would not believe it from the tabloid press—a very small proportion of our roads covered with speed cameras. There are so many other bits of technology that can be implemented that probably more than one person on this panel would welcome, such as intelligent speed adaptation, where speed limits are controlled through satellites when you enter a new zone. There is great scope for technology, and we should welcome that technology because, as Mr Hughes said, it frees up police time. Yet, at the same time, he said he would not welcome more cameras. I think there would be many road safety lobbyists that would welcome both more technology and more road policing.

Q85 Chairman: In general terms, the Roads Policing Strategy is a year old. What impact do you think it has made?

Ms Williams: I think it is very hard to judge. If you look at the strategy, at the back of it, it has number 27; it says that: "The objective will therefore be to develop indicators of outcome", and that it will, hopefully, require forces to have such indicators, such as the proportion of breath tests following collisions. So if a force had a problem—all forces have a problem with drink-driving and drug-driving—we would be able to audit what they were doing in terms of numbers of breath tests, and perhaps they could be given targets for increased numbers of breath tests the following year. I did talk to Mr Hughes about that issue, and they have yet to develop such outcomes because, obviously, they are at the beginning of the strategy. However, I think that is absolutely essential.

Q86 Mrs Ellman: We were told just a few minutes ago by ACPO that there does not seem to be public pressure for roads policing. I wonder how you might react to that.

8 March 2006 Ms Cynthia Barlow, Ms Mary Williams OBE, Ms Paige Mitchell, Mr Kevin Delaney and Mr Malcolm Bingham

Ms Mitchell: I think that we need to have much more reliable surveys. Certainly the people who contact us want to see more roads policing, and they want to see more action by the police on existing limits, and also more support from the police on lowering limits where they live. There is an indication that speeding is considered the most important form of anti-social behaviour. That was in a study by the British Crime Survey and in some of the earlier studies of user satisfaction [Best Value Surveys]. One thing the Crime and Disorder Act saw was the development of crime and disorder strategies, which saw people given the opportunity to register road safety as a major concern. I live in Herefordshire and that happened and road safety is now a primary issue in the crime and disorder strategy, so I think that we are getting very mixed messages and that may be based on the survey methodology.

Mr Delaney: Madam Chairman, I am not sure that we are getting mixed messages. Everybody who talks to me says that they want to see more visible policing on the roads. I have some difficulty in differentiating between a white police car and a yellow speed camera but that is because of my background. Undoubtedly, the message that I get from road users is that they would want to see more visible policing concentrating on—I say concentrating but at least giving a fair amount of time to—the most serious offences. I think this is one of the problems that we have got into, that the technology actually allows concentration on things such as speed which can be done by cameras, or offences such as not wearing seat belts or using mobile phones which will require very little in terms of skill and expertise, so these are enforced proactively, whereas the most serious motoring offences—careless driving, dangerous driving and drink driving—tend to be enforced reactively, namely after a crash. This certainly seems to be something which concerns most of the motorists who get in touch with me.

Ms Mitchell: I would just like to come in on that. First of all, we know that most of the cameras are being employed on a *post hoc* basis which given the speed/crash relationship is not necessary. That is number one. Secondly, speeding is by far and away the most important contributor to road casualties, particularly the severe ones, and if we are looking at effective use of public resources then it makes perfectly good sense to get as wide compliance with speed limits as we possibly can. We also know that the public has not been very well informed on the risks of speeding. So the high support for more enforcement under the present circumstances is actually quite a testimony to the way people feel about it.

Q87 Chairman: Wait a minute, I am sorry, forgive me for interrupting Mrs Ellman, but they have not been informed? You mean with over 3,000 people killed every year the public does not connect speeding and death?

Ms Mitchell: I do not think the public know that. I have done some focus group work with people and what is striking is, number one, they are appalled

when they find out the level of casualties and they make frequent reference to things like the Twin Towers. Number two, they are also quite worried about the types of road casualty reduction targets that we have. One of the things that is interesting about the way we operate the system at the moment is that those targets are decided by boffins in back rooms, and I think the majority of the public actually would go for much more stringent targets if they knew a) that they could have a hand in it and b) that there was some way of using technology and policing effectively to bring casualties down.

Ms Williams: If I can say a word about education. I am looking at the DfT's timetable for television advertising on the topic of speed page, and I am seeing that they have got a week in May and two weeks in June. If that is combined with all the other areas such as child car seats—and the rules have been changed on child car seats as we know in a few weeks and in fact there is no television advertising on that at all—the levels of television advertising on road safety matters do not support enforcement and certainly there is no campaign saying “Beware: you will be caught”, because of course roads policing is too minimal so we cannot tie up the two things anyway, but there is a very low level of education in terms of television spend. I think if you talked to the DfT publicity unit then they would tell you that they would like more money.

Ms Mitchell: Speeding is the most common motoring crime. It is being carried out by people a lot of whom do not believe it is a crime or do not believe that their speeding is a crime. They are doing it under conditions in which they are told that speeding is exciting and something that they can control. That is the message that the car gives them. So the need to educate people about the underlying risks, the scale of the risks of speeding and how risks are elevated by relatively minor infractions and violations is a continuing need.

Ms Barlow: I think it is true that the general public does not know enough about road casualties and road deaths. They are really not aware of the extent of the problem. They should be because I think they need to make decisions about funding in that the probable cost of each death is about £1.5 million. When you talk of the families, the coroner, the police, the courts, everything, it is about £1.5 million. The Health Service could make better use of that money if it was not caring for casualties. Could I just say one more thing about the need in terms of the connection and the link between technology and policing. Could we have more firmness in this? I know so many cases where families have done their own investigation because the police have not followed up CCTV, where families have got their own witness statements, and so on. We need to be in a situation whereby the evidence that is got from technology is absolutely reliable and firm and incontestable, which is not the case at the moment. People have disputed speed and they have disputed the tachograph, so we need to get them right. Also, I spoke recently to a solicitor from a firm up north which has become famous for exploiting loopholes.

8 March 2006 Ms Cynthia Barlow, Ms Mary Williams OBE, Ms Paige Mitchell, Mr Kevin Delaney and Mr Malcolm Bingham

They have a very high success rate in getting people off traffic offences and they have a long list of celebrity and footballer clients. Could I just say that from my own experience in my daughter's case—my daughter was killed by a lorry—it is not that difficult to find loopholes in the prosecution and investigation because the standard is simply not high enough. Again, we need to produce a situation where the evidence and the procedures are absolutely spot-on so there could be no doubt at all.

Q88 Mrs Ellman: Brake gave evidence saying that there should be more monitoring at a local level and more information. Does everyone agree with that?

Ms Williams: I am sorry, I cannot hear you.

Q89 Mrs Ellman: Brake said there should be more police monitoring of accidents and enforcement at a local level. Does everybody think that would help in informing people better of what is happening?

Ms Mitchell: One of the things I find very interesting about the way we operate the transport system is that we collect data on almost everything apart from speed. We know that speed is a big factor but local authorities generally only collect data on speed when there has been a crash or when there is an evident problem. That means they do not have a good idea about the level of risks across the road network and if that were monitored and there were performance indicators—and I appreciate the problem about too much coming down on the backs of police—for speed limit compliance, I think we would see much more effective use of technology and a much more proactive and preventative approach to road casualties.

Ms Williams: To qualify that, of course my comment referred to a broader spectrum than just speed, although I totally concur that speed is the most important, but in particular things like alcohol and drugs can be monitored and monitored in a really quite straightforward way. For example, if we look at commercial vehicle enforcement, VOSA, the agency with responsibility for commercial vehicle enforcement, does an annual compliance check where they go out and they randomly look at people across the fleet. What a good idea. Unfortunately, it shows that it has still got very high rates of poor compliance in that industry. This is what we need and we definitely need it on a force-by-force basis.

Q90 Mrs Ellman: Are speed cameras effectively reducing casualties?

Mr Delaney: Yes, to put it bluntly, they are. If you put a speed camera at the side of the road you will do two things. You will reduce the speed of vehicles going past that point and you will certainly reduce the severity, if not necessarily the frequency, of crashes. I think the problem with speed cameras is that their effect is limited to the point where they are situated. Sometimes that is a problem of the decision as to what technology to introduce. You may have a much wider area problem than one speed camera

will deal with. Sometimes it is simply a product of the fact that the message about speed has not been properly got across.

Mr Bingham: If I may add to that. We believe that there is an issue about understanding what the speed limit is about. The speed cameras in one sense do flag up the fact there is a problem area but very often motorists forget what the actual speed is in that area. There may be a speed camera but they do not always associate the speed limit with that area. We have submitted on several occasions that there should be more effective signing around those areas to make sure that drivers are more aware and, coupled with that, a more consistent approach to the laying down of speed limits in different areas, to make sure that the motorists are assured that they are within the legal bands.

Q91 Mrs Ellman: Is there enough flexibility now for siting speed cameras where there have been injuries without waiting for more deaths?

Ms Williams: The rules are about to change on that but at the moment it requires a certain number of casualties within x number of years (either three or four years) but that requirement is absolutely horrendous. If you tell a community that until they have sacrificed their children's lives or injured them they cannot have a camera outside their school or their community, they are not desperately happy about that.

Ms Mitchell: I would answer that with two points. One, when you ask whether speed cameras are effective why do you not also ask is there anything that is more effective, and as far as we know in terms of casualty reduction there is not. Education and all the other things which are proposed do not actually stand up as well as speed control techniques of which the speed camera is one of the most cost-effective. When you ask about the casualty criteria for location, I think the question has to be what is the rationale for it, and the only rationale for it, as far as I can understand it, is in the development of the netting off programme they have had to find some kind of way of containing the coverage of speed cameras and making them politically popular, not by explaining what they were for but by trying to limit the number of people who would be affected by them. That is the only rationale for asking people to die or be seriously injured before you enforce the law that applies for protecting everyone on the public highway.

Chairman: I think Mr Martlew had something he wanted to ask on that.

Q92 Mr Martlew: Just the point that was made about the lack of speed limit signs. I bought a new car and it has the technology that tells me when I am coming to a speed camera. Is the reality that that is the way forward, that new technology should be introduced into every vehicle that will a) control speed and b) tell me what the speed limit is in their area?

8 March 2006 Ms Cynthia Barlow, Ms Mary Williams OBE, Ms Paige Mitchell, Mr Kevin Delaney
and Mr Malcolm Bingham

Mr Bingham: I think one of the difficulties with some of the technology round about controlling vehicle speed is very often some drivers start to rely on that a little bit too much and it is not always the speed limit that is the issue. Sometimes you need to worry about other things that are on the road as well. I think that there is a combination of issues that you can put into place. Certainly things like cruise control have been fitted to a lot of heavy goods vehicles for some while but it is particularly for things for long distance drivers when they are on open roads and motorways.

Q93 Mr Martlew: But would you not welcome the introduction of this new technology? Obviously vehicles have a speed limit on them of the maximum in the country but what about variable speed limits for various roads?

Mr Bingham: As an Association we would welcome any device that is going to help with control as long as it does not put the driver into a situation where they are thinking they have got something that is going to keep them safe that effectively does not in certain circumstances.

Mr Delaney: Can I add to that. I think when we are talking about technology, at the moment we have become focused on technology as part of an enforcement programme. Technology has got a huge role to play in all sorts of other things. For example, the work being done at Leeds University on detecting the independent speed of monitors would actually prevent drivers from exceeding the speed limit. It not only tells you what the speed limit is, it prevents you from exceeding the speed limit. I accept that that does not necessarily equate to a safe drive—it is possible to drive dangerously and not exceed the speed limit—but it actually removes certain elements from the equation. In addition, there is equipment that is being developed and tested that would actually prevent drivers from starting the car when they get behind the wheel having taken too much alcohol, or perhaps any alcohol at all. That could be developed to include drugs as well. So technology does have a huge role to play and I am not sitting here making a case for the old-fashioned copper (of whom I was one) against modern technology. What I am here making a case for, I hope, is a proper balance between the two.

Q94 Mr Martlew: I think that is very useful. Coming back to Mr Bingham, there has been an announcement today about foreign vehicles from the Department for Transport. Recently on a long journey I started to count them and I gave up because there were so many. Is there a specific problem with foreign vehicles with regard to road safety?

Mr Bingham: We commissioned a study recently with the Road Haulage Association called the Burns Inquiry, which was looking primarily at freight taxes, but one of the major issues that came out of that was the unfair competition element of foreign haulage and some of the standards that those hauliers work to. We have a tremendous system in

the United Kingdom called the Operator Licensing System that looks to provide a safe system of operating commercial vehicles in the United Kingdom, but those foreign hauliers do not have to comply with that system and sometimes are not aware of the standards that we impose on our roads, and therefore it is one of the elements that we have looked at where we think technology can play a tremendous role. We welcomed the announcement from the Department for Transport earlier on about some funding for wave and motion sensors on the roads from the ports and indeed coupled with that automatic number plate readers. Where we have another problem is where our operators are all registered and can be recognised by the enforcement authorities; the foreign operators are not. We have a difficulty with that and we believe it will take some time, even within Europe, to get that as a standard, and we need to put something into place before that European initiative comes into being, and this form of enforcement is the method to facilitate that.

Q95 Mrs Ellman: Mr Bingham, would you say there is any conflict between national competitiveness and speed limit enforcement as an issue?

Mr Bingham: I think our issue is on a broader range than speed but I think speed is an element of that. If you have a system that allows drivers to speed to make up time, for example, as an issue, and we know that that is an issue both internationally and nationally, then it can create a conflict, and most operators in the United Kingdom that want to comply with the Operator Licensing System and keep their businesses running, control their drivers in that way. Where you have got unfair competition, whether it is for speed or other things, then there is a problem.

Q96 Chairman: The difficulty, Mr Bingham, is that I have got a case where the firm concerned, which is a very large concern, of course contracts this out and has really given instructions to the driver not to do certain things and not to drive down certain roads, but then they have to do a certain number of runs per night and they can only do them at a particular speed. Until we can get the employers to get their views sorted out are we not going to face this constant opposing pressure?

Mr Bingham: I think there is an issue with that and the industry is aware of it. In fact, we have had long discussions as part of that Burns Inquiry and some of the evidence that came up through that. I think there is a growing awareness within the industry that there needs to be a more rational approach to the way that operations are run, to comply with time constraints in many ways, and a lot of it is perhaps created by unreliable journeys and all the rest of it that operators have to deal with. If we can look at this enforcement technology to try and put the message across that any infringement of the rules is not only a problem for society in the UK but a problem for the industry as well, I think we will move forward.

8 March 2006 Ms Cynthia Barlow, Ms Mary Williams OBE, Ms Paige Mitchell, Mr Kevin Delaney and Mr Malcolm Bingham

Mr Delaney: Madam Chairman, could I say another approach to it would be to create an offence of corporate manslaughter, which would effectively deal—

Chairman: Well, Mr Delaney, we have made that recommendation and we are not going down that road. As you know, we have strong views here and we will continue to push them. Now I am sorry, I am going to move on to Mr Efford.

Q97 Clive Efford: Can I just clarify something Mr Bingham said earlier on about cameras and signage. Are you saying that you would remove cameras in favour of improved signage?

Mr Bingham: No, I am suggesting that we couple the two together so that the signage is more obvious to drivers, together with the cameras, so that drivers will know what speed limit they are in. Very often, particularly in 30 mile an hour speed limits, that signage is not there. I know the Department has issued guidance to local authorities lately that they can put extra signs up in 30 mile an hour limits but it is a slow process putting that in place. We have suggested that if there is a camera why not put the speed limit on the camera and then everybody knows what the speed limit is.

Q98 Clive Efford: A driver should not be on the road if he does not know the speed limits.

Mr Bingham: I accept that but very often you get speed limits, particularly in urban areas, which are very variable.

Q99 Clive Efford: Mr Delaney, would drivers rather other methods of speed enforcement were used than cameras such as traffic management measures?

Mr Delaney: From the approaches I get the problem seems to be the concentration, if you like, on cameras, to the apparent—and I do stress apparent—exclusion of other methods. So I think what drivers would want is a broad mix of measures. There are some drivers out there who would want no enforcement whatsoever and I hold no brief there. Drivers tend to want a broad mix of measures. They want speed to be dealt with by a variety of methods. Some of them would probably even, dare I say, welcome the introduction of ISA.

Q100 Clive Efford: ISA being?

Mr Delaney: Intelligent speed adaptation. Some of them would probably welcome it. What drivers want is a broad mix of effective traffic management, including enforcement.

Q101 Clive Efford: I just wanted to ask you, Mr Delaney, I hear a lot of car driver lobby groups make that argument, but in practice it does not seem to make any sense to me because we do not tend to see road cameras down residential roads, they tend to be on main roads where you would not have any other method of traffic management to reduce speed. Is that not true?

Mr Delaney: I accept that. Human beings are not always logical.

Q102 Clive Efford: Car drivers perhaps more than others.

Ms Williams: I think that adds to what I was going to say, which is that in those residential areas we do of course need to see a mix of measures, which does include the other aspect we have not talked about which is engineering. There would need to be, for example, school safety zones and residential safety zones. We have pockets of pilot home zones around the UK but we do not see these rolled out routinely across communities like other European countries such as the Netherlands. We do not see safety zones outside all schools where we have reduced the limit to 20 miles an hour, which would be common in other European countries. We do not even have crossings outside some schools and outside some schools we cannot even recruit school crossing patrols because it is just too dangerous. You do need that combination of measures because I do think that does help a driver to understand why there is a camera there, and hopefully in future it will be possible to put a camera there and there will not be these ridiculous rules on casualties.

Q103 Clive Efford: The most dangerous drivers outside all my schools are the parents.

Ms Williams: I am not arguing with that and of course we need to get parents outside their cars and walking to schools.

Q104 Clive Efford: They seem to think that the yellow zigzag lines are there just to create their own private parking space. 20 mile per hour zones are being rolled out. Do you have any view on how that is going?

Ms Williams: One of the problems with 20 mile per hour zones is that local authorities have been given the power to implement them but the Department for Transport has not retained the responsibility to audit how many there are. We are about to do a survey on this issue, but certainly there are many local authorities who are not rolling out 20 mile per hour zones.

Ms Mitchell: We have done some work on that in development, and the aspirations of local authorities—and we did a pretty broad coverage of the entire UK—are extremely limited in comparison to practice on the Continent. This was established by the Commission for Integrated Transport European Best Practice Survey about six years ago. In the cities where cycling, walking and public transport are high in the priorities of mode choice there is usually a blanket area coverage of 20 mile per hour speed limits, 30 kph, and in the best practice areas it is about 65 to 80% of the road network. Our most widely covered city now is about 26% and that is Kingston-upon-Hull. Most authorities are looking at around 15% of the network in 15 years and that is mainly restricted to residential roads. One of the problems is the expense of engineering measures, which would be reduced if cameras could be used to enforce 20 mile per hour speed limits. The other problem is that we do not give enough money to road safety spending anyway. It needs to have a

8 March 2006 Ms Cynthia Barlow, Ms Mary Williams OBE, Ms Paige Mitchell, Mr Kevin Delaney and Mr Malcolm Bingham

much higher priority in the transport budget because it has got one of the highest rates of return, if nothing else.

Q105 Clive Efford: Ms Barlow, you said earlier on that you felt that it was too easy for people to avoid conviction for speeding on roads.

Ms Barlow: Yes.

Q106 Mr Efford: I was quite intrigued by that comment. Could you briefly set out for us where you think we could tighten up on the enforcement through the courts?

Ms Barlow: This particular firm that I spoke to a couple of weeks ago managed to find very tiny loopholes in the way evidence is gathered, the way samples are taken, those sorts of things, which are enough for a case to be thrown out. This particular firm, as I said, has got a very high success rate which inevitably runs alongside a very low success rate in terms of the Crown Prosecution Service, so I do think that there is a lot of work to be done on just making sure that all the systems are properly monitored and properly followed so that people are not able to get off serious driving charges just on the basis of procedural irregularity. It is a nonsense. Could I just say I would be grateful if all of the motoring organisations could be persuaded to take a much more responsible approach to behaviour on the roads, in the sense that speeding is the leading one, but so many people seem to regard being caught for speeding as simply being unlucky rather than breaking the law, and that same attitude is going in other directions as well. We know that there are prosecutions for manslaughter cases on the books where firms are regularly forcing their drivers to exceed the proper number of hours. We know that there is a very high percentage in the road haulage industry of drivers falling asleep at the wheel. There are things that you can do about that but it depends on everybody who uses the roads accepting their responsibility for the rights of other road users, and at the moment they are not; it is a very selfish attitude.

Ms Williams: If I can add to Cynthia's comments with some figures on driver tiredness, for example. In the basic compliance check in 2003–04, which is the latest one I have got here, more than one in five trucks had paperwork offences and the biggest set of breaches was drivers' hours rules. To talk about how enforcement has increased in this area (because today is about enforcement and technology) there has been a slight increase in the last decade in the number of traffic examiners who do enforcement for drivers' hours rules, but only by 36 officers for the whole of the UK. It is my understanding from liaising with VOSA and other agencies that this is a major area of concern. There are fleets in the UK which are doing enormous good works to improve their risk management in all sorts of ways, to make sure their drivers are not tired or are not stressed and do not have other medical problems or whatever, but there is still a significant proportion of the industry that needs to be tackled with significantly

more enforcement, and I think it is important for this inquiry to remember VOSA's enforcement levels, as I am sure you will be doing.

Mr Bingham: Could I pick up on that because there were several obvious references to the industry. The Freight Transport Association some years ago won the Prince Michael Award for Safety for the fatigue campaign which they ran with a number of police forces across the country. What I am trying to say is that as a trade association and as a motoring organisation we do take these things seriously. We have had campaigns on drink and drugs. We have had campaigns on speed. We have had a campaign called "Well Driven". We had a campaign last year to try and reduce the number of bridge strikes across the country, which is a problem area. We do take all these issues seriously. Statistically, HGVs are the safest vehicles on the road and that is not our statistics, that is Department for Transport statistics. The FTA has been working with VOSA for a while now on a number of service level agreements on speed enforcement, initially on depot enforcement but now on roadside enforcement, and we are aware of problem areas. What we believe VOSA needs to do (we believe that VOSA thinks this as well but they may need to answer that) is to more effectively target their enforcement. You will inevitably get some figures that come out of that as a result of that which will show high infringements because they are targeting their enforcement more effectively.

Ms Williams: This is the compliance check I am talking about. It is the random testing check I am talking about.

Chairman: I think we ought not to disagree amongst ourselves when things are going well! Have a go at the ones who are not here who are not concerned. Certainly the road industry generally needs to accept that good enforcement protects them and it is to their benefit for the same reason that we are so concerned about corporate manslaughter. We are not ever in this House, I hope, producing laws for the good but for those who, frankly, who are not always good. Mr Goodwill?

Q107 Mr Goodwill: I have got two questions. First of all to Mrs Mitchell with regard to the 20 mile per hour limit. Do you think we will be able to secure more 20 mile per hour limits and motorists would respect them more if they were made time-limited so they did apply at 2 o'clock in the morning but did apply when children were arriving at school?

Ms Mitchell: No because I think variable speed limits are confusing. I also think that vulnerable road users (who are not just children) should have the right to use the highway any time they like, just like drivers can. There is really no reason to go much faster than 20 miles an hour in built-up areas. I think there is some indication that there is already quite a lot of support for 20 mile per hour speed limits. There was some work done in a survey in London which found very high support (I think around 78%) which went up when people learned more about the casualty severity that surrounds collisions in urban

8 March 2006 Ms Cynthia Barlow, Ms Mary Williams OBE, Ms Paige Mitchell, Mr Kevin Delaney and Mr Malcolm Bingham

areas, and there is also some evidence that motorists themselves think that 30 miles an hour is too high. I think we need to be clear about what we are trying to do in transport systems, clear about the role of speed in doing that, clear about equity on the road network and exposure to death and injury and how that affects the decisions we make, and then explain to people why we are doing things, and then find out what kind of problems we have after that.

Ms Williams: That is right. We should not be curfewing vulnerable road users and we should not be legitimising any argument that, “Oh well, it was late at night and no-one was about—apart from that drunk bloke I happened to hit.”

Q108 Mr Goodwill: A question to Mr Bingham: a lot of the accidents that occur, for example on the A64 in North Yorkshire, are due to dangerous overtaking. Correct me if I am wrong but the speed limit for HGVs on single carriageway trunk roads is only 40 miles an hour which means there is a lot of frustration from motorists travelling behind those vehicles. Given the better technology in trucks and better braking systems et cetera, and given that actually quite a lot of trucks are travelling at 50 anyway, do you think there is some argument to increase the speed limit for trucks on trunk roads or A roads from 40 to 50?

Mr Bingham: We had a discussion on this internally within the Association a year ago and I think there are arguments on both sides, but the main argument I seem to get is from car drivers who have a problem overtaking trucks rather than truck drivers who are trying to stick to speed limits. I accept that sometimes that does not happen as well and that could be dealt with in-vehicle technology. It is very difficult to argue about increasing speed limits and the Freight Transport Association is on record that we do not necessarily agree with that stance¹.

Chairman: Thank you very much. Mr Martlew?

Q109 Mr Martlew: Just on the 20 mile per hour limit, would it not be a better system if we presumed that all roads are 20 miles an hour unless they are signed differently?

Ms Mitchell: Yes that is what we think.

Q110 Mr Martlew: For example, on residential areas it would be unless there was a 30 mile an hour sign, and that would be a way to bring it in throughout this country?

Ms Mitchell: That is right. We think that should be the default limit, and that there are roads which could stand a higher limit but only if there was provision made along the road for cyclists and pedestrians.

Q111 Chairman: We have very little time so I am going to ask a few questions quite quickly. In France, drivers are notified within 48 hours of their speeding offence. Is that a good idea?

Ms Mitchell: We think it is.

Ms Barlow: Yes.

Q112 Chairman: Have you made any assessment at all of how much that would cost?

Ms Mitchell: No, but digital systems tend to be cheaper though.

Q113 Chairman: I see. Are you satisfied that the police have made progress in the use of data recorders in crash investigations?

Ms Mitchell: No.

Q114 Chairman: So what is wrong?

Ms Mitchell: Well, there are several problems.

Q115 Chairman: They are not going fast enough?

Ms Mitchell: On the data recorders there is a problem about accessing the data because it is not consistent and as far as I know from TRL—this is simply a personal communication—it is very, very difficult to get EDR data from a vehicle and it is usually only in a very high profile crash, and it is expensive.

Q116 Chairman: So we are suggesting that that should be an area that ought to be actually investigated more energetically?

Ms Mitchell: Absolutely, yes.

Q117 Chairman: Fatigue please, gentlemen. What role should technology play in preventing fatigue-related crashes?

Mr Delaney: Before we get to the technology, I think there is a big role here for education. What we need to do is to explain to people that whilst it is alright to feel tired when you are on a train, it is alright to fall asleep in front of the television; fatigue is a killer when you are behind the wheel of a car. Far, far too many people are out there driving on the roads when they should actually be doing anything other than being behind the wheel of a car, and that is a message we have not begun to get across yet. We need to begin with education and then thereafter technology does have a role. Technology can detect such things as eye movements and lack of eye movements and so on and so forth. Technology can intervene, but, if you like, that is almost too late. The big battle is to get across to drivers the importance of fatigue. Far too many drivers believe that you are tired when you actually start to nod off whereas the reality is that you have become tired anything up to an hour before then.

Ms Barlow: Could I just say that one of the trade unions is trying to persuade the freight transport industry to adopt sleep apnoea testing for drivers, to do routine, periodic testing for obstructive sleep apnoea, because this is known to be a particular illness that drivers are prone to. Because of the sedentary nature of their job they are more likely to

¹ We would welcome an increase in speeds on certain single carriage roads under certain conditions, such as where car drivers take undue risks in overtaking trucks limited to 40 MPH, and where a road has a bad safety record due to this.

8 March 2006 Ms Cynthia Barlow, Ms Mary Williams OBE, Ms Paige Mitchell, Mr Kevin Delaney
and Mr Malcolm Bingham

have extra weight on the waist and extra weight on the neck and therefore are more likely to suffer from obstructive sleep apnoea and the firms have got to be responsible for periodic testing of drivers for that.

Q118 Chairman: Thank you very much. Can I ask the FTA finally what do you mean by “aligning policing the road network on the same basis as management of the network”?

Mr Bingham: We have a national strategic road network operated by the Highways Agency. We have seen different standards applied across the country, or at least our members see that, of different police forces and different emphases on the way that they are enforcing road traffic issues. What we would

like to see is an alignment across that strategic network, at the very least amongst the police forces to have a standard that is recognised throughout the country. I think that is a matter of putting together best practice in certain areas, and perhaps there is a role for ACPO to play as the advisers to the police forces, and the freight industry can certainly play a part in it with its experience of different standards.

Chairman: Thank you very much. Can I just apologise to you all if we do seem to be rushing a bit this afternoon and explain that your evidence is of great importance and it is not to be regarded as being an indication that we are not taking you very seriously indeed. I am very grateful to you all. Thank you for coming.

Supplementary memorandum submitted by RoadPeace

REQUEST FOR WRITTEN SUPPLEMENTARY EVIDENCE

Our responses to your questions are listed below:

1. *Do you support the proposal in the Road Safety Bill for graduated penalties for speeding? What will be the impact of lowering the minimum penalty from 3 points to 2 points, and in what circumstances would this reduced penalty be appropriate?*

As evident from our response to the relevant DfT consultation which has already been forwarded to the Transport Committee, we are not in favour of this proposal with its reduced minimum penalty, and remain shocked that it was ever proposed, let alone continues to be discussed. None of the current Safer Streets Coalition members support reducing the penalty for speeding. One of RoadPeace’s founding aims was to campaign against road danger reduction and we believe there are strong safety and environmental arguments for not encouraging drivers to speed.

We are not aware of any evidence that even suggests reducing the penalties for speeding would lead to safer roads. As seen in the attached Safety Camera Briefing Pack, we quote the Committee’s “We do not understand how a government which professes to practice evidence-based policy making could even contemplate such a change”. We regret that some other organisations have supported this change, particularly when so many claim to follow an evidence-based approach.

We believe this proposal evolved after the DfT revised its estimate of pedestrian vulnerability, ie pedestrians struck at 30 mph had a 20% risk of death, and not 45% as previously publicised. The Committee should note that we are unaware of any other country, including the US, Australia, Sweden and the Netherlands, that believes its pedestrians are so resilient as they all still use the higher likelihood of death.

At the IAM conference this week, the Road Safety Minister offered a “deal” to drivers. What he failed to mention was that this deal would result in deaths and injuries, especially to vulnerable road users. Nor is any deal needed. Speeding on 30 mph roads has decreased by 20% in recent years and public support for safety cameras is still high, despite the imbalance in resources being invested in negative attacks on cameras. We worry about other deals that might be offered considering the persistence of drink driving and feared rise in drug driving. Or is it only on speeding that the Government is willing to make a deal?

Instead of reducing the fines to offending drivers, we urge the Government to share the camera revenue and invest in support and rehabilitation services for road traffic victims. As stressed in previous submissions, we believe this would help remind the public of the human consequences of speeding.

2. *Has there been any marked improvement in collision investigation since the Road Death Investigation Manual was launched? What further improvements are needed?*

We trust there has been some improvement in fatal collision investigation but we do not think it has been consistent nor adequate. Please note, as stated in the manual, the RDIM can also apply to serious injury collisions. We believe, as noted in our previous submission, that serious injury collision investigations are not given sufficient priority. This is the topic of our Annual Lecture “Injured road crash victims/the widening justice gap”, to be held on 27 April, 3–5 pm, at the Diana, Princes of Wales Memorial Fund in the County Hall. A fee of £15 is being requested of statutory agencies with the proceeds going to the RoadPeace helpline.

In addition to our previous request for the use of GPS in identifying collision locations, our suggestions for improvement include:

- (a) Improved monitoring. At a Metropolitan Police Authority workshop in 2002, the Metropolitan Police Chief Superintendent of Traffic promised to establish a working group, with RoadPeace participation, to supervise and monitor the introduction of the RDIM. This was never done but we were told last year that ACPO was trying to monitor the impact of the introduction of the RDIM. This should include the monitoring of judicial outcomes, as when the RDIM was launched, the police said it would lead to better investigations and more convictions. In 2004, there were only 62 Causing Death by Careless Driving while Under the Influence convictions nationwide and only one in London. It is still not possible to know what percent of fatal or injury crashes result in a careless driving charge or how this varies between service areas, road user groups or time. The proposed Road Safety Bill will correct this with regard to fatal crashes but not serious injury crashes. We understand the conviction rate for Causing Death by Dangerous Driving is over 95%, much higher than that for manslaughter (over 80%) or rape (6%), and thus indicates the CPS is unwilling to proceed with a Section 1 charge unless they are guaranteed of a conviction.
- (b) Post crash reporting. We believe there should be a follow-up form to Stats 19 that is completed at the end of the investigation. This would note the contributory factors, estimated travelling and impact speeds, length (if any) of survival before death, helmet usage, prosecution decision, etc. If contributory factors are to be recorded (and we are concerned that in some areas they are estimated by data operators reading police reports), then they should be recorded at the end of the investigation and not at the start.
- (c) Speed estimation. The manner and priority given to estimating speed varies between areas. As this is the single most important factor, we believe there should be an agreed national procedure. Families are given one estimate by the police but are often told another by a surgeon and they should be able to have more confidence in the police estimate.
- (d) Eyesight and mobile phone use. We believe the police should check or require any driver involved in a fatal crash to undergo an eye exam given the number of drivers with poor eyesight. We also believe the police should check mobile phone records as standard procedure to see if the phone had been used before the fatal crash.
- (e) Information for victims. We believe bereaved families are failed by the current information given them by the Home Office. Although it contains separate chapters on prosecution and compensation, there are no such dedicated chapters on either inquests or investigation. This is in spite of the fact that all cases will involve an investigation, almost all will involve an inquest and only a minority will need information on compensation and prosecution. The assumption is that the Police Family Liaison Office will explain the investigation and the inquest to the family but they deserve to have this in writing. RoadPeace has been campaigning for over 12 years for bereaved families to be informed that careless driving charges need to be laid within six months of the crash. Police tell us they inform families of this deadline on 'a need to know' basis. This is not good enough.

3. *Are you satisfied that the Police have made progress in the use of data recorders in crash investigation? How could the quality of evidence to coroner's courts be improved?*

We are not satisfied of this. In 2005, we contacted the Metropolitan Police to ask about the extent and the effectiveness of data recorders in their fleet. They were supposed to find out and come back to us but never did. We still do not know what percent of police vehicles have data recorders or if there are any plans to extend them to other government vehicles. We look forward to their greater use throughout the motor vehicle fleet as we believe this would improve driver behaviour, collision investigation, and lead to early guilty pleas by culpable drivers.

4. *Can you give us any examples of where access to local authority CCTV for investigative purposes was refused?*

This has been mentioned by callers to the RoadPeace helpline but it is not recorded as a specific field in our helpline database and so we are not easily able to identify these callers. We can recall one specific case. In the summer of 2003, we had a RoadPeace exhibit at the House of Commons. A House of Commons security guard came and mentioned how he had broken both arms in a cycling collision and how he could not get the police to look at CCTV to identify the van involved (it was a hit and run collision). We wrote to Southwark Police on his behalf.

Colin Ettinger, our lecture Speaker, also raised this problem in a recent presentation to our Justice for Road Traffic Victims Parliamentary Group. He spoke of a case that involved a near fatal injury and problems and the difficulties of accessing the CCTV footage from the bus. We believe this information should be readily available for collision investigations. He also spoke of the reluctance to provide a specialist collision investigator until/unless the victim had died.

27 March 2006

Supplementary memorandum submitted by Brake

Please find below Brake's response to the questions raised.

1. Do you support the proposal in the Road Safety Bill for graduated penalties for speeding? What will be the impact of lowering the minimum penalty from 3 points to 2 points, and in what circumstances would this reduced penalty be appropriate?

The Bill in its current format would allow fixed penalty points for speeding to vary from 2 to 6, compared with the current automatic 3 points. While Brake recognises the concept of graduating penalties is to deal more severely with higher-level speeding, it would prefer to see higher-level speeding dealt with through the courts, which would automatically allow for up to 9 penalty points to be handed down to offenders.

Brake is strongly opposed to lowering any minimum penalty for speeding, given that it is such a serious issue—according to the Department for Transport, it is a major factor in one in three fatal road crashes. However, it is particularly concerned by Government proposals, contained in a consultation paper prior to the publication of the Road Safety Bill, which would see 2 points—rather than the current 3—imposed for speeds of up to 39 mph in a 30 mph zone. Given that driving at 39 mph makes death a high probability if the vehicle hits a pedestrian, compared with a probability of survival at speeds below 30 mph, Brake believes the proposal to reduce points for speeding in a 30 mph zone is a road danger, not a road safety, measure that impacts on communities' human right to safety, and has no place in a Road Safety Bill. It would also undermine the Government publicity campaign to raise drivers' awareness that speeding at just a few mph more than a 30 mph limit—built-up areas where kids are most likely to be out and about on foot and bicycles—is likely to mean death, rather than survival, if a child is hit.

2. Are you satisfied that the Police have made progress in the use of data recorders in crash investigation? How could the quality of evidence to coroners' courts be improved?

Brake has no expertise in this area. However, we would welcome much more extensive crash investigations that take into account data recorders but also more timely and detailed witness statements and road skids and other evidence.

3. Are there any in-vehicle technologies either not yet on the market or in need of wider application that could help to improve enforcement and compliance with the law among the haulage industry? If so, please provide details.

Generally, ISA and ANPR should be rolled out across the UK.

Specifically, Brake would support the following measures:

- (a) Wheel nuts that are self-locking and therefore prevent large vehicles' wheels falling off, which kill about 10 people a year. These nuts are on the market, but not being widely used and are not required by law.
- (b) Reversing aids, particularly cameras on any large vehicle that may need to reverse (these are available).
- (c) Visibility aids, such as wide angle mirrors or cameras that completely eliminate "blind spots" (mirrors and cameras which provide a better field of visibility than that required by EC regulations for new trucks are on the market).
- (d) A device that prevents drivers from using a mobile phone unless the handbrake is on (this is available).
- (e) A warning device that prevents drivers from leaving their cabs unless their trailer brakes are on (drivers are sometimes killed when disconnecting air brakes between trailer and tractor—if the trailer brakes are not on, the driver becomes crushed between the two units).
- (f) Daylight running lamps (dipped head lights that automatically come on when a vehicle is started).

17 March 2006

Supplementary memorandum submitted by the Slower Speeds Initiative

GRADUATED PENALTIES FOR SPEEDING

The Slower Speeds Initiative objects strongly to any reduction in speeding penalties. We strongly support a system of graduated penalties which would permit higher fixed penalties in order better to reflect the seriousness of an offence which is the leading cause of violent death and which intimidates and endangers all road users and roadside communities.

We are very concerned that the Department has provided no evidence to support the proposal and that it has offered no evaluation of its likely effect on road danger and casualties, especially in view of the fact that the change is being introduced in road safety legislation.

In this response we examine the fairness of reducing penalties (since this is the ostensible purpose of the proposal), what the evidence suggests the impacts will be and why the evidence does not support reduced penalties for any speeding offences.

FAIRNESS

The ostensible point of reducing penalties is to create a “fairer system for motorists caught speeding” (Department for Transport 2004c). The Government have not set out the way in which the present system is unfair to motorists. In fact, for the crime which is the leading cause of violent death in the UK (RoadPeace and the Slower Speeds Initiative 2005; Mosedale and Purdy 2004), the present system is unaccountably lenient.

The fixed penalty system reinforces the attitude that speeding is a minor, “victimless” and merely administrative offence (Corbett 2003). Only the minimum tariff can be imposed. Since 91% of speeding offences are dealt with through fixed penalty notices (Fiti and Murray 2006), the vast majority are already prosecuted in the most lenient way possible in law. The system of totting up officially sanctions repeat offending.

Speeders are also treated very leniently given levels of enforcement effort, the high threshold speeds for automatic detection, the requirement for drivers to be warned in the majority of cases that enforcement is being carried out and, above all, the requirement for a serious crash history to justify enforcement.

Despite the very high benefit to cost ratio (Gains *et al* 2005) only a tiny proportion of the road network has effective speed limit enforcement. On the generous assumption that half of the estimated 5,000 speed camera sites (Department for Transport 2005a) are “live” at any one time and that each can reduce speed over a 1 kilometre stretch, then 2,500 km of the country’s 387,674 km of public roads (Department for Transport 2005e: Table 7.6), less than 1%, has effective enforcement.

In 30 mph speed limits current ACPO guidelines recommend a 35 mph enforcement threshold (Association of Chief Police Officers 2004), a speed twice as likely to kill a pedestrian as 30 mph according to the Department for Transport (2005d). Signs warn drivers well in advance that enforcement is taking place and the enforcement itself has to be highly visible. There is evidence that this encourages speeding away from camera sites (Corbett and Simon 1999; Fylan *et al* 2006; RAC 2005; Clark 2005).

Speed limits are rarely enforced in the absence of a casualty history. In 2004, 93% of the fixed penalty notices issued for speeding were a result of camera detection of the offence (Fiti and Murray 2006, Tables B and D). The overwhelming majority of camera detection is carried out by Safety Camera Partnerships and the rules have required a speeding related casualty history before enforcement can be carried out. It is hard to imagine a more lenient system than one that allows law-breakers to kill and maim before enforcement takes place and it is hard not to see this as an extreme example of the law being weighted in favour of the criminal and against the victim.

A reduction in penalties implies the need to correct some injustice to drivers whose speeding is detected. The Government’s concern for law-breaking motorists should be seen in the context of a road transport system in which the fear of road danger seriously distorts transport choices and travel patterns and imposes a set of linked burdens on society from obesity and urban air pollution, to growing CO₂ emissions and fuel insecurity.

A MORI study for the Commission for Integrated Transport found 44% of people said they would cycle more if the roads were safer and 26% would travel less by car if the conditions for walking locally were better (Hutton and Klahr 2001). Department for Transport research into attitudes to walking and cycling (Department for Transport 2003) has found that 37% of those asked would use their car less if there were safer walking routes. Three quarters of adults agreed with the statement, “The idea of cycling on busy roads frightens me” and nearly half (47%) agreed strongly.

Traffic danger is the main reason that 58% of parents accompany their 7 to 10 year old children to school (Department for Transport 2005b). A more recent survey by Brake and Green Flag (2006) reveals that 68% of those asked worry about being killed on foot and 36% of people who never cycle on the roads do so for reasons which include a fear of traffic. Road danger was spontaneously mentioned as a barrier to cycle use in another survey (Department for Transport 2004a). Speed featured in the top eight of unprompted local concerns in yet another (Department of Transport, Local Government and the Regions 2001b).

At the same time that they propose reduced penalty points and a fine of £40 for speeding offences, the Government have been very preoccupied with how people behave in public when not in their cars. The Prime Minister has repeatedly defended anti-social behaviour legislation as necessary to protect the vulnerable and the law-abiding. The 2003/2004 British Crime Survey found that speeding is the form of anti-social behaviour of greatest concern to the greatest number of people (43%; Wood 2004) and is more than twice

as worrying to them as behaviour such as littering and graffiti for which the Government recommends a £75 fine in Clean Neighbourhoods and Environment Act 2005 (United Kingdom Parliament 2005). By this measure of public concern, the minimum fine for speeding should be at least £150.

IMPACT OF LOWERING THE PENALTY FROM 3 TO 2 POINTS

A basic test for changes to the speeding penalties regime is their likely effects on road safety. If penalties serve as a deterrent, then lighter penalties will deter less than harsher ones. All the evidence indicates that the result of reducing penalties will be to increase danger on the road, disproportionately affecting vulnerable road users.

Downgrading speeding penalties will suggest to drivers that the offence has been found to be less serious than previously thought, contradicting messages concerning the dangers of speeding which drivers are well known to underestimate (Fylan *et al* 2006; RAC 2005). It could also have the perverse effect of further eroding the legitimacy of enforcement rather than bolstering public respect for the system—the Government's stated aim for the proposal (Department for Transport 2004b).

The message that speeding has suddenly become a less serious offence may provide drivers with a justification to choose higher speeds than at present when they can (Fylan *et al* 2006). The general rule of thumb is that a 1 mph increase in average speed will be accompanied by a 5% increase in the number of crashes (Taylor, Lynam and Baruya 2000). Increasing the average speed of speeders by 1mph is predicted to increase crash frequency by 19% (Transport Research Laboratory 2002).

Drivers who get flashed by speed cameras are twice as likely to be involved in crashes involving injury as drivers who keep within the enforcement threshold (Stradling 2004). By increasing the number of steps to potential disqualification, lower penalties will provide persistent offenders with 30% more opportunities to re-offend and to crash. This will also increase danger for other road users.

CIRCUMSTANCES WHERE A LOWER PENALTY WOULD BE APPROPRIATE

There are no circumstances where a lower penalty would be appropriate.

As we pointed out in our main evidence, speed is the single most important risk factor in road crashes (Elvik *et al* 2004). It is known to be the major contributory factor in nearly 30% of crashes involving death (Mosedale and Purdy 2004). Furthermore, there are very good grounds to consider that this is an underestimate. Very small changes in speed can prevent a crash from occurring or if one does occur make a very large difference in the severity of injuries (Taylor, Lynam and Baruya 2000; Elvik *et al* 2004). The Transport Research Laboratory calculated that a 2 mph reduction in average speed across the entire road network would save 280 lives, prevent 3,900 serious injuries and reduce all crashes involving injury by 24,000 each year (Barker 2002)—around 10% of casualties of each severity. The relationship between speed and crashes is too sensitive to be properly evaluated in crash investigations, no matter how sophisticated. “Minor” violations can have major consequences.

This is especially so if speed limits are inappropriately high. There is clear evidence that from a road safety perspective the 30 mph limit for restricted roads and the 60 mph national limit for single carriageway roads are too high. Speeding is more dangerous than the law acknowledges.

Built up roads: 30 and 40 mph speed limits

The majority of detected speeding offences take place on built up roads. 50% of car drivers exceed the 30 mph limit when they can, with 44% choosing speeds between 30 and 40 mph (Department for Transport 2006). About 80% of speed camera sites are in urban areas, with 64% in 30 mph limits (Gains *et al* 2005: Table 2.2). The proposed new tariff structure would fine a driver £40 and award 2 penalty points for speeds up to 39 mph (Department for Transport 2004b). The vast majority of detected speeding prosecuted by fixed penalty notices must therefore be in the band the Government propose to downgrade.

Impact speeds up to the legal limit of 30 mph can account for 45% of pedestrians deaths; 80% occur at speeds of 40 mph or below (Ashton and Mackay 1979).

40% of road deaths, 59% of road deaths and serious injuries and 68% of all road casualties take place on built-up roads. Pedestrians continue to account for the single largest group of fatalities, 38%. Together, pedestrians and cyclists account for 45% of the deaths, 43% of the deaths and serious injuries and 26% of casualties of all severities on built up roads (Department for Transport 2005c: Table 24).

31% of all road deaths, 50% of road deaths and serious injuries, and 59% of all road casualties occur on roads with a 30 mph speed limit. The breakdown for vulnerable road users is not published but one would expect it to be even higher than for built-up roads as a whole. In the UK in 2003, per unit of exposure measured as distance travelled, pedestrians were 16 times and cyclists were 20 times more likely to be killed or seriously injured than car occupants (Department for Transport 2005c; Tables 13 and 50). Studies of

under-reporting of suggest that these figures could underestimate serious injuries for all road users by a factor of three and nearly six for cyclists (Department of Transport, Local Government and the Regions 2001a; Aeron-Thomas 2000).

There are no official data on the impact speeds at which these casualties are occurring. However, the evidence on the relationship between impact speed and injury severity and on driver speed choice on built up roads strongly suggests that most deaths and serious injuries on these roads must be occurring within the speed band which the Government propose to downgrade as a less serious offence.

While the general rule of thumb is that a 1 mph increase in average speed will be accompanied by a 5% increase in the number of crashes, the relationship varies with the type of road. It is stronger at lower speeds due to the greater number of conflicts and the more varied mix of road users. Transport Research Laboratory have calculated that crashes increase by 6% with every 1 mph increase in average speed on congested urban roads (Taylor, Lynam and Baruya 2000).

Sending an official message that speeds up to 39 mph constitute a less severe offence while increasing opportunities to speed will increase road danger, and will increase it disproportionately for pedestrians and cyclists. We note that the Secretary of State for Transport, Alistair Darling, told the Committee that improving the safety of these road users is not an objective of the policy (House of Commons Transport Committee 2005, Ev 11–12).

Single carriageway roads: 40, 50 and 60 mph limits

In 2005 the average speed of car drivers on single carriageway roads with a 60 mph limit was 49 mph; only 11% of car drivers exceeded the speed limit (Department for Transport 2006). On the best quality single carriageway roads the average speed is only 51 mph (Taylor, Baruya and Kennedy 2000). Even though average speeds are well below the limit, 42% of road deaths occur on these roads (Department for Transport 2005a, Table 13). It is not unlikely that many (on modest estimates, around a third) of these deaths will be the result of excessive (including inappropriate) speed—drivers attempting to drive up to and over 60 mph. Speeding up to 72 mph on these roads cannot possibly be a minor offence.

As we pointed out above, the vast majority of fixed penalty speeding offences are detected by cameras which can only be deployed where there is a serious crash history. Where speed limits are lower than the national limit on rural single carriageway there is also almost always a crash history. If a speed limit has been reduced and then enforced for this reason, it is hard to see how speeding (up to 61 in a 50 mph limit and 50 in a 40 mph limit) on such stretches of road could be considered a minor offence.

40 mph is a common speed limit through villages even though 30 mph is supposed to be the norm (Department of the Environment, Transport and the Regions 2000). Many villages have higher limits, including the national 60 mph limit. Traffic speed is a major blight for country dwellers. Enforcement is usually only carried out in response to a serious crash history. It can not be a minor offence to speed through a village.

Motorways and dual-carriageways

56% of car drivers speed on motorways and 47% speed on dual carriageways (Department for Transport 2006). It is often stated that our highest speed roads are our “safest” and this is sometimes used to argue against the relationship between speed and crashes. But our highest speed roads are also our most highly engineered to minimise potential conflicts between road users.

Even so, when trend is considered, in 2003 the number of fatal crashes on motorways (separate casualty data for dual carriageways are not available) had increased since 1993 while remaining static other roads. The number of fatal and serious crashes had increased slightly while falling on all other roads. The casualty rate had fallen by 6% compared to a 19% reduction on other roads (Department for Transport 2004d, Table 8.3). Motorways have not become safer in the last 10 years relative to other roads.

Crashes on motorways involve more vehicles and more casualties of greater severity than on any other roads (Department for Transport 2004d, Table 12). Any mistake—or violation—by one driver leading to a crash will affect more travellers more severely on a motorway than the same mistake on other roads.

Using an established methodology (Kallberg and Toivanen 1998), the Initiative has calculated that enforcing the speed limit on motorways could prevent over three hundred deaths and serious injuries a year. There is no room for a “minor offence” on our highest speed roads.

Conclusion

In their 2000 consultation on road traffic penalties, the Government noted that speeding is an offence “seen by some as less serious, or involving little risk to others” and that “any perception that these are mere regulatory offences” had to be changed (Home Office *et al* 2000, para 2.2). A quicker/not a slower/route to totting up disqualification was deemed appropriate for those who failed “to heed the warning implicit in the first offence” (para 8.7).

The Government have presented no evidence to support this reversal of their position.

They have suggested that the penalty should reflect the severity of the offence but offered no criteria for severity. They have not evaluated the potential impacts of relaxing the speeding penalties regime. They have demonstrated that they are much more concerned with ‘fairness’ for offenders than safety and equity for law-abiding motorists, vulnerable road users and the communities through which drivers speed.

The policy will send the wrong message to drivers about the seriousness of the offence, could push up speeds and will increase opportunities to speed. It will increase danger on our roads. In built up areas this will disproportionately endanger pedestrians and cyclists. This must have the potential to increase casualties. In addition it will increase the obstacles to transport policies encouraging walking and cycling.

Finally, nowhere does the policy consider whether current limits for which it would relax penalties are optimal from the point of view of society: that is whether they serve to minimise and equitably distribute risk and reflect desirable road use and wider transport objectives. From a road safety perspective, not only are driven speeds already too high but so are many speed limits. On built up roads this is demonstrated by the relationship between speed and injury severity and the disproportionate representation of vulnerable road users in the casualty statistics. On single carriageway roads average speeds are well below the national speed limit. The disintegration of the system of national limits also indicates that speed limits are too high as they are increasingly varied downwards by local authorities.

The rationale for reducing penalties appears to be to make speed limit enforcement more acceptable to drivers. The Government should do this not by making it easier to speed—a dangerous and backward step—but by making it easier for drivers to comply with speed limits. The Government should:

- explain the reason for speed limits and enforcement through high profile publicity campaigns;
- remind drivers of what the speed limits are;
- widen the scope of enforcement to maximise its benefits;
- introduce legislation requiring all cars to be equipped with black boxes; and
- provide incentives for the adoption of driver-operated variable speed limiters while intelligent speed adaptation systems are in development.

11 April 2006

Supplementary memorandum submitted by the Freight Transport Association

Further to your letter for additional information related to Freight Transport Association’s oral evidence given to the Transport Select Committee as part of the Transport Policing and Technology inquiry, we welcome the opportunity to provide you the following additional information.

AUTOMATIC NUMBER PLATE RECOGNITION EQUIPMENT AND WEIGH-IN MOTION SENSORS

You asked for details regarding the potential of Automatic Number Plate Recognition (ANPR) equipment linked to weigh-in-motion sensors, the benefits, wider application costs, and who should pay for these costs.

ANPR cameras linked to weigh-in motion sensors can be used to identify a vehicle, check its weight as it drives past and, for UK vehicles, locate its history from VOSA’s comprehensive database. This information is then linked to enforcement officers, usually stationed slightly further along the road, so that offenders can be stopped and enforcement action taken. It is FTA’s position that the use of such technology would allow the equitable evidence-based treatment of both UK and foreign hauliers.

As stated in VOSA’s *Effectiveness Report 2004–05*, “ANPR is an important part of VOSA’s enforcement toolkit to help target non-compliant, illegal operators, vehicles or drivers. The access to instantaneous information means that enforcement teams can use ANPR to further target activity to lessen the burden on the compliant.” Furthermore, according to VOSA’s *Annual Report and Accounts 2004–05*, as ANPR captures data 24/7 it can help “establish which routes or areas are more likely to be used by overloaded vehicles” allowing VOSA to “strategically deploy staff and resources at the most effective times and locations.”

We understand that the Highways Agency and VOSA have completed evaluations of trials to assess use of ANPR cameras and weigh-in-motion sensors in the West Midlands. This assessment by Government can provide the Committee with details of the benefits of this technology.

The freight industry currently pays for appropriate enforcement through VOSA’s general testing and licensing fees. FTA members look for the most effective and streamlined enforcement and view this technology as a means to better target enforcement. The industry, however, is not in a position to comment on the costs for wider application of ANPR but cautions that any broader roll-out of this technology must be accompanied by cost savings where appropriate.

OTHER IN-VEHICLE TECHNOLOGIES TO IMPROVE ENFORCEMENT AND COMPLIANCE

You requested information about whether there is any in-vehicle technology, either not yet on the market or in need of wider application that could help improve enforcement and compliance with the law among the haulage industry.

As a matter of principle, FTA's position is that more targeted enforcement by VOSA is the easiest way to improve compliance within the freight transport industry. Freight transport is the most regulated part of the road user community and FTA members are committed to ensuring compliance with the law, however, there are some elements of the industry that do not abide by regulatory requirements and targeted VOSA enforcement can ensure that non-compliant operators and drivers are monitored and dealt with effectively.

Regarding technology to improve enforcement and compliance, with the broader fitment of digital tachographs across the industry, VOSA road-side and company inspections will become much easier over time. A further improvement to this, which would make access to information easier as well as aid compliance, is digital tachographs integrated with truck telematics sending real time data via GPS.

Furthermore, in-cab diagnostics that assess overall vehicle performance and fuel consumption will allow companies to better assess driving behaviour, providing more opportunities for operators to ensure compliance.

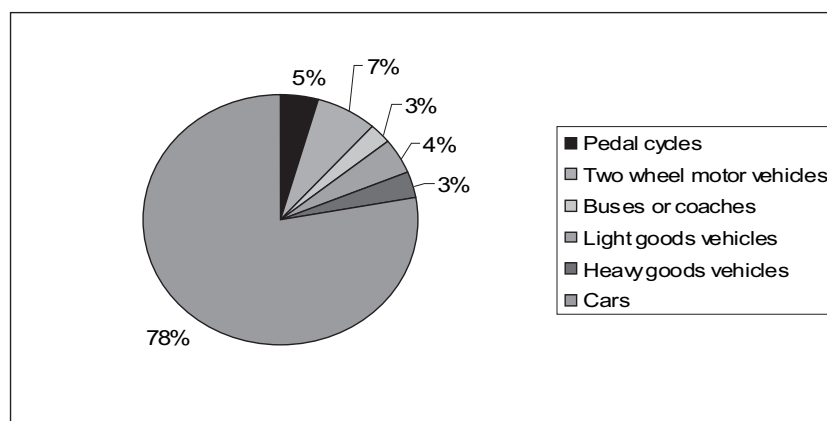
We are also aware that Nissan Motor Co Ltd has announced the development of Distance Control Assist System, an electronic system that helps drivers control the distance between themselves and the vehicle in front. The system is able to determine the following distance of a driver and the relative speed of both cars by using a radar sensor installed in the front bumper.

STATISTICS OF HGVs ROAD SAFETY RECORD

You asked for the source of our statistic that heavy goods vehicles (HGVs) are the safest vehicles on the road and for comparative figures of other types of vehicles.

The statistic cited in the oral evidence was taken from the Department for Transport's (DfT) *Road Casualties in Great Britain 2004: Annual Report* statistics of vehicles involved and involvement rates: by vehicle type and severity of accident: 1994 to 2004 (Table 9). According to these figures we found that statistically HGVs had fewer accidents of all severities than many other types of vehicles on the road. The statistics also indicate that HGVs had a lower incidence of fatal accidents than some other types of vehicles.

From figures also included in our written evidence, the following graph shows there are more accidents of all severity involving cars than other types of vehicles, with HGVs having the second lowest number of accidents after buses and coaches.



Overall, for 2004 DfT statistics show the following figures by vehicle type and severity of accident, for accidents where the type of vehicle involved is reported:

	<i>All Severities</i>	<i>Fatal</i>
Cars	34,416	3,520
Two wheel motor vehicles	26,857	659
Pedal cycles	17,084	144
Light goods vehicles	15,728	267
Heavy goods vehicles	12,516	472
Buses or coaches	10,573	121

Furthermore, according to DfT's *Traffic in Great Britain Q4 2005*, road traffic accident casualties per billion of vehicle kilometres the numbers are lower for HGVs than for cars, with the numbers at 98.06 and 461.84 respectively.

OTHER ISSUES

We would also like to take this opportunity to clarify some issues about the industry raised by other parties during the hearing.

Disputing tachographs and exploiting loopholes

During the testimony it was suggested that some people caught for speeding exploited loopholes and disputed speed and tachograph records. It was also suggested that it is not difficult to find loopholes in the prosecution and investigation process because the standard is not high enough.

The wax discs used in current tachographs and the digital tachographs that will be fitted in vehicles this year are used by operators to monitor driver behaviour, including speeding. Speeding infringements can be monitored by operators through analysis of the tachograph data, and any driver found to be continuously disregarding speed limits can be dealt with through disciplinary action. Furthermore, VOSA road-side and in-company inspections will review tachograph data and deal with any operator that cannot adequately document action taken to address repeated speeding infringements by drivers.

FTA would strongly dispute the assertion that loopholes can be exploited to dispute tachograph records. As mentioned above, freight transport is the most heavily regulated part of the road user community and the industry takes compliance with its regulatory requirements seriously. In fact, FTA's Tachograph Analysis Bureau carries out 120,000 tachograph checks per week for our members. Furthermore, FTA's Vehicle Inspection Services carries out 80,000 weekly inspections of vehicles for members.

Commercial vehicle enforcement

Testimony raised question regarding commercial vehicle enforcement and annual compliance checks that randomly look at commercial fleets. This compliance testing showed the commercial vehicle industry has very high rates of poor compliance.

FTA does not agree that commercial vehicle annual compliance testing shows a high rate of poor compliance. Taken from the VOSA Effectiveness Report 2004–05, the following statistics show improvements in compliance:

- For the second year in succession, motor vehicle initial and final test fail rates decreased
- The initial (as-presented) fail rate decreased slightly from 40.8% to 38.9%
- The final fail rate, which excludes those vehicles that pass the test after the rectification of minor defects during the test, decreased from 27.7% to 25%
- For the third successive year, both initial and final test fail rates for trailers decreased
- The initial (as-presented) fail rate decreased from 26.7% to 26.4%
- The final fail rate, which excludes those vehicles that pass after the rectification of minor defects at the time of the test, fell slightly from 21.9% to 21.7%
- There was a further reduction in the fail rate for speedometers/tachographs, which had increased sharply in 2002–03 following the introduction of a more comprehensive tachograph head check in April 2002
- This saw the initial test fail rate rise from 2.0% to 5.4% in 2002–03, but this fell back to 3.4% in 2003–04 and to 2.4% in 2004–05
- Roadworthiness enforcement results show a decrease for both motor vehicle and trailer compliance, demonstrating the effectiveness of targeted spot checks
- The compliance survey reported an overall prohibition rate of 11.3% for motor vehicles compared with 11.5% in the 2003–04
- The prohibition rate for trailers was 12.9% a decrease from 16.3% in 2003–04
- The Traffic enforcement results showed a decrease in the number of offences reported for prosecution
- Of the vehicles checked, 1.8% had at least one offence reported for prosecution, compared with 2.8% in 2003–04

Driver fatigue

Further testimony indicated that prosecutions for manslaughter cases exist where firms are regularly forcing their drivers to exceed the proper number of hours and that, in the road haulage industry, there is a very high percentage of drivers falling asleep at the wheel. It goes on to suggest that this can be addressed by everyone using the roads accepting their responsibility for the rights of other road users. It was suggested that in 2003–04, in the basic compliance check, more than one in five trucks had paperwork offences and

the biggest set of breaches was drivers' hours rules. Testimony indicates that there has been a slight increase in the last decade of the number of traffic examiners to enforce drivers' hours rules, but this increase has only been by 36 for the whole of the UK.

As indicated during our oral evidence, FTA is committed to measures aimed at improving road safety. The industry strives to be among the safest vehicle operators on the roads, and as part of this FTA actively works to raise awareness in the freight transport industry of road safety issues, including driver fatigue. We can not stress enough that FTA members take road safety very seriously and strive to do our utmost to influence driver behaviour.

In fact, as our testimony stated, FTA won the Prince Michael International Road Safety Award for our driver fatigue campaign run with a number of police forces across the UK, in 2003. This is but one campaign that we have actively engaged in to improve awareness of the effects of various behaviours on overall safety. We have also run successful campaigns to raise awareness among operators and drivers about the effects of speeding, alcohol and drugs.

27 March 2006

Memorandum submitted by Police Federation of England and Wales

1. INTRODUCTION

1.1 The Police Federation of England and Wales is the staff association for over 95% of police officers. Established by statute, we are responsible for the welfare of officers and the provision of an efficient police service.

1.2 We welcome the opportunity to give written evidence and would be happy to provide oral evidence to the Committee at a later date.

1.3 The demise of traffic policing has been a controversial policing issue for many years. The Police Federation is not alone in raising concerns. RoSPA, RoadPeace and HMIC have all expressed similar concerns over the fall in traffic police numbers.

1.4 In 2005 the Police Federation formed a traffic policing sub-committee. In November 2005 we held the inaugural Police Federation Roads Policing seminar attended by Derek Twigg MP (Parliamentary Under Secretary of State, Department for Transport), Chief Constable Meredydd Hughes (ACPO lead on roads policing) and representatives from the Highways Agency and RoSPA.

2. OVERVIEW

2.1 We believe there is growing confusion as to the precise definition and role of roads police officers. Consequently, national figures on officers actually deployed on traffic duties are not as clear as they should, and indeed could, be.

2.2 Technology is an important tool in influencing driver behaviour, especially in respect of speeding. It should be recognised, however, that its use is very limited and is no substitute for the observant, experienced and highly trained traffic police officer.

2.3 The upward trend in drink, and especially drug, driving offences, deaths and injuries, is a great cause for concern. We do not believe this problem will be addressed until the broader problems with roads policing strategies, priorities and funding are addressed.

3. ARE TRAFFIC OFFICERS ADEQUATELY RESOURCED, TRAINED AND SUPPORTED?

3.1 We have serious concerns that resources, training and support will be adversely affected by the new Highways Agency Traffic Officers (HATOs). As their profile and technical ability increase we anticipate further extension of their powers—a powers creep that could lead to the eventual disappearance of police officers from the enforcement of road traffic legislation in favour of other key policing priorities. Moreover, we believe it to be dysfunctional and unsustainable for two separate government departments to oversee roads police officers and HATOs. Conflicts and confusion are inevitable where remits overlap and we would advise strong caution against any new powers being conferred to HATOs. Indeed, we note the Transport Committee's comment in relation to the Traffic Management Bill that:

*"We expect the House will be keenly interested in Clause 8 which gives national authorities the power to give "further special powers" to traffic officers [HATOs]."*⁴

⁴ Transport Select Committee: Traffic Management Bill (First Report)
(<http://www.publications.parliament.uk/pa/cm200304/cmselect/cmtran/144/14404.htm>)

In reply the Government's reassurance was heavily qualified:

*"We have no existing plans to confer further special powers on traffic officers . . . as operational experience develops, further powers may be identified that could make the service more effective."*⁵

3.2 Whilst we believe roads policing teams receive a fairly consistent level of equipment, we would like to see the service keep pace with the private sector. The contrast in on-board vehicle technology available to roads police officers and roads rescue services such as the AA and RAC is of particular interest. In many cases roads rescue services enjoy the sort of technology that would be of great use to police officers.

3.3 We believe the level of training and general competencies for traffic police officers to enforce the myriad of road traffic legislation is in decline. Many officers, for example, no longer have competences in the enforcement of driving hours legislation, construction and use regulations (skills in vehicle technology) or the transportation of hazardous chemicals.

3.4 We are unconvinced that roads policing is considered a priority beyond meeting the key performance figures in respect of casualty targets—this despite the significant impact such patrolling officers have on the spontaneous detection of crime. There is a clear parallel with community policing which fell into decline in the 1980s and 1990s precisely because only a snapshot of the broad spectrum of tasks undertaken by officers was recognised and valued. It is noteworthy that had the service concentrated solely on quantifiable aspects of roads policing over the past 20 years many terrorist suspects and criminals stopped by roads police officers for acting suspiciously would have slipped under the police radar.

4. WHAT IMPACT HAS THE JOINT ROADS POLICING STRATEGY HAD ON THE WORK OF TRAFFIC OFFICERS?

4.1 In reality we have seen no higher priority or investment given to the work of traffic officers following the introduction of the Joint Roads Policing Strategy. The performance of individual forces is measured against specific performance indicators dictated by HMI/Home Office. The Roads Policing Strategy does not feature prominently in these performance indicators. The only direct link is the 2010 casualty reduction target set by the Department for Transport. As with any target regime, it is simply a case of "only what gets measured gets done". At the present time Roads Policing is consequently seen as low priority.

5. HAVE POLICE FORCES ACROSS THE UK GOT THE BALANCE RIGHT BETWEEN TECHNOLOGY-LED ENFORCEMENT AND OFFICERS CARRYING OUT ROAD POLICING DUTIES?

5.1 We believe technology is an important asset in delivering the road safety message. However, it seems the greater focus on road safety in recent years has been to concentrate on speeding through enforcement cameras. This has been the emphasis for far too long, such that we believe there is an over reliance now on enforcement cameras, which have fallen under the control of camera partnerships. Static enforcement cameras are only effective where they are sited and have little effect beyond the immediate vicinity of the camera.

5.2 We are supportive of greater use of Automatic Number Plate Recognition system (ANPR) technology, but have concerns that this is developing into a robotic enforcement process, particularly where police officers place too great a reliance on technology rather than their judgment, experience and discretion. It seems the priority for ANPR is in favour of criminal activity, and supports the concept of denying the criminal the use of the road, not on road safety. We therefore foresee a further decline of roads policing skills in the future and this is supported by anecdotal evidence from officers up and down the country.

5.3 We also have concerns that the "hit rate" of ANPR will present the service with a significant challenge. At the Dartford Tunnel and connecting road network it is suggested that ANPR can achieve one million "hits" per day. A successful identification rate of only 2% equates to some 20,000 hits per day. Even allowing for some prioritising, this huge volume would require a veritable army of road police officers to cope with such a high demand.

5.4 Technology is only as good as the information entered onto a database. As such, at a most basic level, it can never take account of those drivers who use mobile phones, fail to wear seat belts, drive in an anti-social manner, fail to comply with other rules of the road, and nor does it detect drink/drug driving offences. It is also important to note the limits of the benefits of ANPR. As it is restricted to tracking the identity of vehicles, criminals can evade detection by simply travelling in a vehicle not registered in their name or in a vehicle not identified as of interest to the police.

5.5 The importance of a visible police presence is perhaps best illustrated by the problem of drink/drug driving, as it can be no surprise that drink drive deaths have increased as the number drink drive tests have fallen (by around 30,000 per annum since 1999). As with any form of crime, individuals make a calculated decision based upon their perception of the risk of being caught and the likely punishment that will entail. We believe the decline in roads policing has been an important contributory factor to the increase in this crime.

⁵ The Government's response to the Transport Committee's report on the Traffic Management Bill.

6. HOW EFFECTIVE AND HOW EFFICIENT IS ROADS POLICING IN REDUCING THE NUMBER OF ROAD CASUALTIES?

6.1 Although this is an inherently difficult issue to assess as there are many different imponderables (education, road signing and traffic calming, road engineering and improvement in vehicle safety features), we strongly believe enforcement and education delivered by experienced Traffic Police officers plays a vital role in impacting upon driver behaviour. Even the mere sight of a roads police officer influences driver behaviour, as does the belief that traffic officers are, or could be, operating nearby.

7. TO WHAT EXTENT DO APPROACHES TO TRAFFIC ENFORCEMENT AND CASUALTY REDUCTION DIFFER BETWEEN FORCES ACROSS THE COUNTRY?

7.1 In the existing 43 police forces in England and Wales there are effectively 43 different approaches to roads policing, ranging from significant resources and commitment to almost no interest (other than perhaps speed enforcement).

7.2 The methodology adopted by different forces in respect of casualty reduction and enforcement also varies widely. Whilst some forces still have dedicated Road Policing Units with highly trained staff deployed in accordance with casualty data and crime information, others have disbanded these units completely in favour of devolving staff to Basic Command Unit (BCU) level. In such circumstances officers find themselves busy with general police work and the time and energy spent upon roads policing is significantly diminished.

7.3 We are also concerned that due to the number of deaths and injuries on our roads and the need to comply with the Road Death Investigation Manual, too much officer time is spent on investigating these incidents rather than on enforcement or prevention.

8. HOW HAVE TECHNOLOGICAL DEVELOPMENTS AFFECTED BOTH THE DETECTION AND ENFORCEMENT OF DRIVERS IMPAIRED THROUGH ALCOHOL, DRUGS AND FATIGUE?

8.1 In relation to detection, technological developments have had only a minor impact upon drivers impaired through alcohol or drugs. The reason for this minimal assistance is that it still requires a constable to stop and deal with the driver—technology alone will not improve this.

8.2 One area where technology has improved detection is in relation to the use of ANPR. Details of regular drink and drug drivers are added to the ANPR database system which helps officers to identify the vehicles of offenders.

8.3 In respect of enforcement, new state of the art roadside screening equipment for alcohol is beneficial provided that officers have the time and commitment to use it. The service is in desperate need of an effective drug screening device but this still appears to be some way off. Part of the reason for this is the difficulty and costs associated with Home Office type approval. We believe this process must be subject to a serious review, and a new system established which encourages innovation by manufacturers.

9. IS THE BEST USE BEING MADE OF THESE TECHNOLOGIES?

9.1 Yes. Police officers are making best use of what is currently available—but there is still significant room for improvement. At present, officers have to complete a paper form for each and every negative breath test they conduct. This is unnecessarily bureaucratic. The roadside screening device could automatically store the key data (to be downloaded by the officer on a weekly or monthly basis—involving no paperwork). Obstacles to such improvements relate primarily to the “type approval” process. This is very expensive and manufacturers are reluctant to meet these costs in order to upgrade equipment and meet Force demands. Costs for type approval for one device can be as much as £60,000. This has the effect of stifling innovation and new developments.

10. WHAT LEGISLATIVE, STRATEGIC AND OPERATIONAL CHANGES WOULD IMPROVE THE EFFECTIVENESS OF THESE TECHNOLOGIES?

10.1 A number of changes to the legislative framework would assist the police services’ operational effectiveness. Firstly, the drink drive limit should be reduced from its current level of 80 milligrams of alcohol in 100 millilitres of blood to 50 milligrams. The UK is now one of only two countries in the EU that continues to tolerate such high alcohol levels in car drivers. Secondly, the law currently requires a blood or urine option to be offered to those who are between 40 and 50 micrograms of alcohol in 100 millilitres of breath (the limit in breath being 35 micrograms). We believe that the accuracy of modern testing equipment is such that this option should be withdrawn, thereby releasing officers from unnecessary bureaucracy. Offenders are already protected by the cautioning policy which disposes of those between 35 and 39 micrograms (inclusive) without prosecution. We believe this would free up approximately two hours of officer time per officer.

11. HOW WILL THE NEW FUNDING ARRANGEMENT ANNOUNCED BY THE SECRETARY OF STATE AFFECT THE WORK OF THE ROAD SAFETY CAMERA PARTNERSHIPS?

11.1 The sweeping changes made to funding arrangements are likely to have a significant impact on the way road safety partnerships function. Local authorities will be able to receive 70% of the funding without any “strings attached”. Some may choose to take the money and abandon the safety cameras—possibly handing them back to the police. The remaining 30% of funds will be linked to casualty reduction. If local authorities decide to use funds for projects other than safety cameras then revenue will fall and this will have clear implications for the way safety cameras are managed.

12. WHAT LESSONS CAN BE LEARNED FROM THE EXPERIENCE OF SPEED LIMIT ENFORCEMENT USING CAMERA TECHNOLOGY?

12.1 We believe enforcement cameras only impact on driver behaviour or awareness where they are statically situated. It would be far better in the interests of driver compliance to consider wider use of speed/distance devices. We acknowledge the expense involved, but we are concerned that better, more efficient technology is not being developed quickly enough. The impact of speed/distance devices over motorway maintenance areas is very encouraging.

12.2 Most drivers are unsure about the speed limits on roads and we would advocate greater use of “speed repeater boards” and interactive signs.

12.3 We are also concerned of varying levels of enforcement outcomes across the country. This growing postcode lottery can only have an adverse affect upon public confidence.

13. HOW EFFECTIVE ARE MULTI-AGENCY APPROACHES TO SAFETY ISSUES? WHAT STEPS ARE REQUIRED TO IMPROVE PARTNERSHIP WORK BETWEEN THE POLICE, DEPARTMENT FOR TRANSPORT, LOCAL AUTHORITIES AND OTHER AGENCIES?

13.1 Generally, we believe partnership work is the correct way to achieve results. However, we take the view that the present arrangements between the Home Office and the Department for Transport are not as effective as they might be. Casualty reduction targets are dictated by the Department for Transport as opposed to the Home Office. Regrettably, there is little incentive for Chief Constables to focus resources on this issue as it is not seen as a Home Office priority.

14 February 2006

Memorandum submitted by the Police Superintendents’ Association of England and Wales

1. INTRODUCTION

The Police Superintendents’ Association of England and Wales (PSAEW) represent the c 1,500 senior managers within the police service of superintendent and chief superintendent rank. Members of the Association undertake roles as local police commanders at the Basic Command Unit level, command teams, or as specialist support roles such as senior investigating officers (SIO), operational support or other headquarter functional support roles.

This response to the Committee is on behalf of the National Executive of the PSAEW.

2. BACKGROUND

In 2004, the PSAEW recognised that there was a growing perception that the number of police officers engaged in roads policing was falling. Obtaining hard data to support this view was not easy to obtain and owing to the changes in force structures and the changing nature of roads policing such as ANPR, road safety camera partnerships, and the introduction of the Road Death Investigation Manual (RDIM), there appeared to be no agreed definition of what constituted a roads policing officer.

In seeking to clarify the situation, The Association decided to undertake research to measure the number of police officers engaged in roads policing duties in January 2005 and compare this with January 2004. Thus establishing a benchmark to be able to make informed conclusions. It is the intention to repeat this exercise in early 2006.

All 43 branches of the Association were sent a questionnaire, with 31 responding (72%). The Questionnaire set out a definition of what constitutes a road policing officer and sought to establish, how many police officers are engaged in roads policing, gauge the commitment to roads policing within forces and to identify whether roads policing is considered core business. The results can be summarised as follows:

What Constitutes a “Roads policing officer”?

- Sole or primary role is roads policing whether locally or centrally based.
- Includes motorway policing.
- Includes officers who have received specialist roads policing training and use specialist vehicles, equipment or tactics.
- May include officers engaged on armed response vehicle duties (ARV’s), automatic number plate recognition duties (ANPR), and collision investigators.
- NB. Excludes officers engaged in safety camera partnerships.

Number of officers engaged in roads policing. (From the returns of 31 forces)

	January 2004	January 2005
Constable	3,708	3,815
Sergeant	460	472
Inspector	106	106

Issues arising

No significant increase in the number of police officers engaged in Safety camera schemes.

All forces have adopted the RDIM.

Majority of forces (27) have performance management processes to manage roads policing enforcement.

Majority of forces (25) have integrated roads policing into the National Intelligence Model (NIM) process Level two ie at force wide level.

Fewer have integrated at Level one ie at the local BCU level.

All forces engage in national road safety campaigns and multi agency checks.

Majority of forces (26) have a casualty reduction strategy.

Majority of forces (27) have a roads policing strategy.

Majority of forces (28) have adopted the ACPO roads policing strategy.

24 of the forces have motorways within the force area, but not all have dedicated motorway units.

Eight forces do not have an ACPO roads policing “champion”.

25 of the 31 forces report that they anticipate achieving the DfT 2010 casualty reduction targets.

Majority of forces (25) believe roads policing is mainstreamed into police activity at Level 2, however worryingly, under 50% of forces (17) believe that roads policing is mainstreamed into BCU level policing activity.

Benchmark Exercise Conclusions

The research indicates that the reduction in roads policing officers experienced in recent years may be bottoming out and there are indications that resources are beginning slowly and hesitatingly to return. The standard of investigation on deaths occurring on the road complying with the standards of the RDIM is high and most forces are on target to achieve the Department for Transport casualty reduction targets. However it is worrying that not all forces have an identified ACPO roads policing champion. Whilst it is encouraging that the majority of force report that roads policing is mainstreamed into Level 2 policing, less than half of forces believe that roads policing is mainstreamed into BCU activity.

3. TRAFFIC POLICING AND TECHNOLOGY: GETTING THE BALANCE RIGHT

The Committee has posed a number of specific questions.

(i) Are traffic officers adequately resourced, trained and supported?

There is recognition from the PSAEW benchmarking exercise that the level of support for roads policing is variable across the service. Where there is a clear commitment from an ACPO champion, support is likely to be stronger. There are examples where officers engaged on roads policing duties, have not received specialist training. The consequence is that some police officers engaged on traffic duties do not have the required skills to undertake the full range of duties including scene management and protection at the scene of serious road collisions. It is inconceivable that specialist officers engaged on crime investigation would not be provided with the appropriate level of training.

(ii) What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

The strategy has added weight to the previous ACPO strategy which formed the basis of individual force approaches to roads policing. The very fact that a joint strategy including both government departments has been published is welcomed. However, at the moment, the Home Office is responsible for publishing the National Policing Plan, and it contains only a passing reference to the value of roads policing. The concentration on the crime sanctioned detection performance regime has undoubtedly concentrated the minds of Chief Constables and BCU Commanders, and has seen significant enhancement of this particular area of performance and deployment of resources and command commitment. It is noted that two key elements of roads policing performance in relation to road safety and tackling criminality, ie The offences of disqualified driving and driving with excess alcohol/drugs are not included as offences brought to justice. The PSAEW would urge that this be reconsidered.

- (iii) *Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties?*

What evidence is there that the changing balance between traffic officers and technology has influenced casualty rates?

The benchmarking exercise undertaken by the PSAEW does not indicate any significant increase in the number of roads policing officers abstracted to camera enforcement. However, the use of technology has demonstrated that the lack of compliance does still require the active and visible deployment of roads policing officers. Community consultation invariably supports enhanced local roads policing to tackle anti social use of the roads.

- (iv) *How effective and how efficient is roads policing in reducing the number of casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?*

There is clear academic research that indicates enforcement of road traffic legislation increases compliance. Increased compliance has a positive impact upon collision rates and casualty rates. Enforcement is the role of the police, and when properly resourced and targeted the service can deliver effective results. The Christmas drink drive campaign demonstrates this. Where resources are deployed in accordance with the NIM process, effective casualty reduction and disruption to criminality will occur. The current emphasis on force and BCU level performance means that the national targets for casualty reduction rate less prominence than local crime reduction and detection targets.

- (v) *How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?*

Roadside evidential testing and drug screening are both lawful but not in practice due to the time it takes to provide a specification for type approval and the approval itself. Road side evidential testing will allow the police in suitable situations to deal very efficiently with suspected drunk drivers, (both at the roadside and at hospital). It will eliminate the need for time consuming travel and long periods in the police station. This will give the officer more time to test other drivers and therefore increase productivity without increased resources.

Drug screening will help the police to gain convictions as it will remove the requirement for a Doctor to confirm the driver has a condition due to a drug, something many either cannot do or are very reluctant to do, releasing many drivers who otherwise might well have been guilty.

Field Impairment Testing might not be considered as a “technological solution” but it is the most significant improvement in drug enforcement for many years and likely to be so for some time. Officers stopping suspected drivers and often reluctant to arrest and bring them into the station, FIT supports their suspicion and can provide that confidence. It would be useful to have accurate roadside drug screeners to help officers detect drugs and eliminate the requirement for a doctor. In time it would be helpful to develop a drug analysis device at the station similar to the current breath devices and, if the law remains as it is an impairment device that can differentiate between drink and drug impairment and ignore other lawful impairment.

- (vi) *How will the new funding arrangements announced by the Secretary of State affect the work of road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?*

The move from hypothecated camera funding to direct funding is to be welcomed in terms of the message it sends to the public that enforcement is about saving lives and not raising revenue. It should also lead to a more flexible and innovative approach to local casualty reduction initiatives. However, there is some concern that the distribution of funding should be equitable across the partner agencies in such a way that does not exclude the police or unduly favour local authorities.

- (vii) *How effective are multi-agency approaches to safety issues? What steps are required to improve partnership-p work between the police, Department for Transport, local authorities and other agencies?*

The police have a significant role in casualty reduction through their enforcement activity. Over time the police service has developed a good level of expertise and involvement in the education element of road safety. As more emphasis has been placed on measurable aspects of policing there has been a tendency at BCU level to see this activity as non core activity. Where it happens it is welcomed by partners and the message is enhanced by the involvement of police officers who are seen as credible practitioners by the public. Partnerships are benefiting from the new statutory responsibility of the fire service to be involved in road safety. One of the benefits of the governments anti social behaviour agenda has undoubtedly been the implementation of the Crime and Disorder Act 1998 and in particular the introduction of Section 17 of the Act which placed a duty on local authorities to engage in reducing crime and anti social behaviour. The Crime and Reduction Partnerships (CDRP's) have been largely beneficial and the PSAEW would recommend that local roads safety partnerships would benefit from a similar approach.

Similarly, if casualty reduction targets were jointly owned by the Home Office and Department for Transport, this would ensure that the police service at BCU and force level would recognise more fully its commitment to casualty reduction.

4. CONCLUSION

The work undertaken by the Association and in discussion with our colleagues in the Federation and ACPO lead us to have some optimism that roads policing is alive and well, however we have to accept that there are competing demands upon Force Command teams and BCU commanders to achieve measurable performance across a wide range of activity. Those of us who believe passionately about the need to reduce the outrageous loss of life and serious injury on our roads have to stand up and make the case for increased and better roads policing. However, it is not in our view simply a question of numbers. It is about having a clear strategy that involves all levels of the service in roads policing at neighbourhood level, BCU level and at the force wide strategic level. Much of roads policing activity can be undertaken by non specialist officers, for example drink driving, anti social parking, defective lighting, enforcement of seat belt and mobile phone legislation. There is however a need for specialist roads policing officers with the right levels of training and equipment and with the support at senior levels to be able to respond effectively to serious collisions, undertake professional investigations and carry out the more specialist enforcement and tactical pursuits.

We must continue to demonstrate that roads policing is integral to achieving not only safer roads, but in reducing crime, increasing detections and disrupting criminality and terrorism, and enhancing community safety and public reassurance.

15 February 2006

Witnesses: **Chief Inspector Jan Berry**, Kent Police, Chairman, Police Federation of England and Wales; and **Chief Superintendent Derek Barnett**, Cheshire Constabulary, Police Superintendents' Association of England and Wales, gave evidence.

Q119 Chairman: Good afternoon, thank you for being patient. Could I explain to you that being the "tail-end Charlie" in this inquiry is not to be taken as any indication of how important you are! Can I ask you to introduce yourselves for the record.

Chief Inspector Berry: My name is Jan Berry and I am the Chairman of the Police Federation.

Chief Superintendent Barnett: Good afternoon. I am Derek Barnett, the Chief Superintendent from Cheshire Constabulary and representing the Police Superintendents' Association of England and Wales.

Q120 Chairman: Could I just explain I am not responsible for choosing the witnesses, should any accusations of fix be made at any point! Can I ask you both what evidence you have that traffic policing is in decline?

Chief Inspector Berry: I think that some of our colleagues on roads policing find they have less support today than they ever had previously. Although some levels of training are right, some levels of training are not, and I think that is an element of support they feel they need. More than anything else, we have had a National Policing Plan

now for several years and the National Policing Plan failed to have any mention of any roads policing requirements in the first couple of years. Our feedback to Government on every single occasion is that this is an integral part of policing and must be included. It is now included but there is no measurement attached to it. What gets counted gets done in policing and whilst I am not the first person to support performance measures (because I think policing goes beyond that sometimes and some of the difficult things to count do not get valued particularly well) you do need to have a measurement if roads policing is going to be taken seriously.

Q121 Chairman: That is very interesting because the thing that you may have heard earlier on is since there is not an agreed definition of what constitutes a roads police officer, is it possible to do an accurate assessment? I do not know whether you were here when you heard the Chief Constable's evidence where he said that road traffic policing may frequently be a secondary function and therefore it is difficult to assume—he did not put it in quite these terms but what he meant was it is difficult to assume

8 March 2006 Chief Inspector Jan Berry and Chief Superintendent Derek Barnett

who is doing what. If that is the case, then how do we assess how many people we have got doing road traffic policing?

Chief Superintendent Barnett: I did hear what the Chief Constable said and I think there is evidence of a decline in roads policing. My Association some time ago was sensing that there was a decline but we could not find any definitive evidence to prove that so we set about a benchmarking exercise with colleagues across England and Wales, seeking to establish whether there had been a decline. Certainly the evidence from research from the PACs shows that there has but within the Police Service there was no definition of what constituted a roads policing officer nor was there an accurate estimate of the numbers. We set out to try and define that. I spoke to my colleagues in 43 forces and put that to them. It is quite a clear definition and some may argue with it but it was simply did the officers have a prime role to deal with and be engaged in roads policing, and that seems quite straightforward to me, as did have they received proper training and do they use proper specialist equipment. It was based on that definition that we conducted our survey.

Q122 Chairman: I think that seems to be commonsense but have you made representations beyond me for a clearer definition?

Chief Superintendent Barnett: We are part of the ACPO Roads Policing Operations Forum and I presented the details of my exercise to that forum, which is chaired by another chief constable, so that is now in the domain of the Police Service.

Q123 Chairman: Has anyone got any response from ministers because it is really fundamental, is it not? It is no use us saying to the Government we are very concerned about the quality of roads policing if a) it cannot be defined accurately and b) they are able to say the Police Service because they have got 43 different definitions has not really told us what it means by roads policing. Has there been a very clear attempt not just by the superintendents but by everyone to say very clearly to government ministers we need a definition that everybody agrees on?

Chief Superintendent Barnett: I am certainly not aware of that.

Q124 Chairman: Do you agree that the falling road casualty rate must mean traffic policing is more effective than it was five or 10 years ago because that is the other argument put to us?

Chief Superintendent Barnett: It is an argument and it is an argument that is difficult to support either one way or the other. What we do know from our colleagues across the 43 forces in England and Wales (and the research supports that) is that effective roads policing not only provides road casualty reduction but it also provides reassurance and it does tackle criminality because the roads policing officers (or traffic officers as they were called in the past) were clearly people who were engaged in catching criminals as much as they were engaged in road safety as well.

Q125 Chairman: Well, why it is important that it is a specialised role? What training and skills would you require as being basic to this role?

Chief Superintendent Barnett: I think there has been a concentration on the numbers and I think to a certain extent that is right and there must be a baseline at some stage we must establish, but in terms of roads policing, I think there are two elements of that. There is the specialist roads policing and that is what I am particularly interested in. Those are the people who have the specialist training who are able to investigate and be able to use tactical pursuit options, specialist enforcement and to use specialist equipment. At a lower level, a community level, it does not need specialist training to be engaged in enforcing seat belt legislation, for example, or anti-social parking. So I think there are two levels of this.

Q126 Chairman: Have you done any benchmarking for 2006?

Chief Superintendent Barnett: We have started that process. We intend to carry it out this year. The results will not be available until probably September. One caveat on that is the survey was a voluntary survey of my members and the return rate was about 70% which is 31 police forces, so it is only a partial picture.

Q127 Chairman: Yes we were a bit concerned that not all forces measured performance and you have only got, as far as I can see, 27 out of 31 forces with performance management processes. It is a majority but it is not a very good level, is it really?

Chief Superintendent Barnett: I think you have just got to be careful that you are not reading too much into that in as much as that was a questionnaire to a single point of contact.

Q128 Chairman: I understand that but supposing we were to say such strategies ought to be a requirement under the National Community Safety Plan, because you really found out that 26 forces have a casualty reduction strategy, 27 have a roads policing strategy, 28 forces adopted ACPO's roads policing strategy and it still leaves quite a number, does it not, where they have not been able to say to you this is what we do?

Chief Superintendent Barnett: It does. What it does is it begs further research and certainly my Association is not in a position to go into that detail; we are a small organisation.

Q129 Chairman: So it might be one of the things that ought to be suggested to government as a government responsibility?

Chief Inspector Berry: I think it is certainly part of the HMIC inspection regime.

Q130 Chairman: What you have also said at one point is there is a concern that under half of police forces believe that traffic policing is "mainstreamed into Basic Command Unit level policing". That does sounds rather like some police forces I know. What does that mean in English?

8 March 2006 Chief Inspector Jan Berry and Chief Superintendent Derek Barnett

Chief Superintendent Barnett: Mr Hughes, the Chief Constable, mentioned the National Intelligence Model. That splits policing into three levels: a national strategic level; level two is over force boundaries; and level one is local policing. What we found from the survey (and certainly from my experience) is that when police forces deal with roads policing at a force-wide level they are pretty good at integrating it into their day-to-day processes of applying intelligence principles. The worrying aspect of our survey was that when you came down to local level, BCU level, there was less evidence of that. I think less than 50% of BCUs claim to be doing that.

Q131 Chairman: Is there evidence within the Police of which forces are neglecting roads policing? It may not be right to ask you.

Chief Superintendent Barnett: Our survey revealed some gaps but it is difficult in a process such as this to name them in relation to baseline assessment from HMI.

Q132 Chairman: Is there a connection between comparative casualty rates?

Chief Superintendent Barnett: We did not do that work so we are not able to say definitely.

Chairman: Mr Efford?

Q133 Clive Efford: Are we making the most of technology to reduce speed?

Chief Inspector Berry: Certainly with regard to speed cameras I think that they have provided an additional resource but whilst they can be an additional resource I do not think they replace human beings and I think you need to have both. Whether it be a mobile camera or whether it be a static camera, the camera technology is great, but I think you need to have a human resource because the cameras cannot give advice, they cannot detect other offences which may be drink-drive, which is clearly aligned to casualty reduction and to road safety, and they cannot detect whether any criminality has taken place. I think that is why you need to have a blended approach in respect of using technology but also ensuring that you have got that very visible police presence on the streets as well that can enforce the road traffic laws.

Q134 Clive Efford: Do you think that balance is right at the moment or would you like to see more cameras?

Chief Inspector Berry: I do not want to see technology stop. It is a huge advantage but we are tending to replace human beings with technology and I think that is a retrograde step.

Q135 Clive Efford: So do you think the Government have taken on board your concerns in relation to this mix of using personnel to enforce road traffic laws and technology?

Chief Inspector Berry: I think we have to continue to put that message across. I do not think that they have heard it particularly well and I do not think it is just the Government, I think it is chief officers as well. If you have got a piece of technology which on

the face of it could do the same piece of work as a human being then you could deploy that human being doing something else. I think that is particularly short-sighted.

Q136 Clive Efford: Does your Federation have a view on what the most appropriate use is? Do you have a set of criteria for, say, the deployment of speed cameras?

Chief Inspector Berry: No, I think that we want to make sure that speed cameras are not being deployed as a revenue collector but as a safety requirement, and a lot of work has taken place over the last two years in making sure and auditing that that is happening. When revenue is coming in there is a tremendous enticement there for people to maybe put them into areas where they know they are going to get a certain level of income, I think some of the poor practice that has taken place when cameras first came in has been redirected and with the adoption of the National Intelligence Model there is far more thought given to where both static cameras are being placed (some of those are being removed) and the use of mobile cameras as well.

Q137 Clive Efford: So has there been an extensive removal of cameras then that were inappropriately placed previously?

Chief Inspector Berry: I do not think we would say extensive, but I think it is important to say that not every static camera that was there two years ago is still there today. This is something that you have to continue reviewing to make sure there is a need for the cameras to be there.

Q138 Mrs Ellman: Two government departments are involved in policing accident reduction: the Home Office and the Department for Transport. How do you think that should be addressed? Should it be one department or should changes be made?

Chief Superintendent Barnett: I think it is quite clear that the Police Service is very much directed by the Home Office and we are a service that tends towards the Home Office. Road safety and casualty reduction is certainly the Department for Transport. I think it does cause a difficulty for the Police Service in that we are seeking to achieve clearly what are Home Office targets and those are primarily in relation to crime, disorder and other related offences. Casualty reduction does not feature as strongly in our psyche because it is not a Home Office-led area of business.

Q139 Mrs Ellman: Is it your perception that the public are concerned about accidents, even if your targets are not?

Chief Superintendent Barnett: I was here when you had the previous evidence and there was a suggestion that traffic policing casualty reduction was not of prime importance to local communities. Certainly my experience when I have been a BCU commander is that my postbag and my public meetings featured very, very strongly casualty reduction, speeding offences and anti-social use of vehicles.

8 March 2006 Chief Inspector Jan Berry and Chief Superintendent Derek Barnett

Chief Inspector Berry: I think that is right. Sometimes there is a mind-set around somehow an accident is not as serious as a crime. For the Police Federation they are both serious. If your child is killed on the road by a person who has been drinking too much or by a person who is disqualified from driving, that is a crime, and it should be treated the same and yet somehow there is a mind-set in society that it is not, but if it is your child, if that person comes from your family or your community, that is a crime, and I really think it is important from an education point of view that we get that message across.

Chief Superintendent Barnett: May I give an example in as much as if you look at the Home Office list of offences that count as a detection, which has been very much the focus of HMIC activity, obstruction of electricity for example counts as an offence as does fraudulent use of a tax disc but disqualified driving and drink and drug driving does not count as a sanctioned detection, and I think that is an anomaly that should be put right.

Chairman: Absolutely.

Q140 Mrs Ellman: Is there an over-reliance on technology in the roads policing area?

Chief Superintendent Barnett: I do not think there is an over-reliance. I think there is a danger if we do not correct the imbalance that we have at the moment we will lapse into that. I think over the years technology has been a fantastic boon towards reducing speed and reducing collisions and casualties. The problem is that that is seen and accompanied by a reduction in the number of police officers engaged in the same sort of activity.

Q141 Mrs Ellman: Is there evidence that those two things are linked?

Chief Inspector Berry: I think there probably is.

Chief Superintendent Barnett: I think there is evidence in as much as they seem to have coincided.

Chief Inspector Berry: One of the analogies that I would like to place here is around neighbourhood policing. We took police officers off the streets because we could not count what they were doing necessarily and we thought we could use them for more important things. We have learned from that that is not a good idea, and there is a huge danger of us doing exactly the same thing in roads policing. What you cannot count sometimes are the things that mean an awful lot. Physical presence actually does slow people down. The word of warning actually does educate. The fact that if a police officer stops somebody for maybe a broken light, the information they may get from that person, the other crimes that may come to light, they might be drink-driving, or a whole host of other things that can come out of that one stop, is immensely important, and I think it is how you value that. We made the mistake with neighbourhood policing; we should not make the mistake with roads policing as well.

Chief Superintendent Barnett: I think it is sometimes also a trap. You talk about enforcement as being the issuing of a ticket or prosecution but enforcement

can actually be that very thing, the fact that an officer stops somebody and gives them some sort of guidance or advice whatever you may wish to call it, but at least have an intervention, that is equally as much an enforcement as prosecution.

Q142 Mrs Ellman: What about automatic number plate recognition technology; has that brought great benefits?

Chief Inspector Berry: Yes it has. I suspect that we have not got enough resources to make the most of those but I would not want to be without it today. It has been a boon in respect of roads policing and in respect of reducing casualties but it has also helped with criminality as well, and it is this blended approach again that is not just about enforcing road traffic laws, it is also about making sure that we have a response to crime.

Q143 Mrs Ellman: When you said you have not got the resources to make the most use of it, what did you mean?

Chief Inspector Berry: For the number of hits you might get on an ANPR camera we have not got enough police officers to be able to respond to every single one of those. Whilst ANPR is wonderful, no piece of technology is going to be wonderful on its own. For example, criminals and people who drink-drive and people who drive whilst disqualified will learn that if they are using the car they have used previously that will be registered on the ANPR database, and so they will change vehicles. So there are ways of getting around ANPR in some respects of the database, but it is still a cracking piece of technology.

Chief Superintendent Barnett: I think it is fair to say in relation to the number of hits that have been referred to, nor would we ever have enough resources to deal with every hit. It would be impossible purely by the volume, so it really has to be a piece of kit that is aligned to policing skills. The technology is good—absolutely fantastic—but it needs police officers there to be able to interpret it and action the intelligence.

Q144 Mrs Ellman: Are you concerned about the civil liberties aspect of this technology? Are there any issues?

Chief Inspector Berry: The Police Federation has always taken the view that if you have nothing to hide you would not be worried about it.

Q145 Chairman: Ah ha, we have heard that argument before. It does occasionally not meet all the circumstances but we will not go into this.

Chief Inspector Berry: I understand that. Some of the reports in the newspapers over the last couple of days were suggesting that maybe cameras could be used for seat belts and mobile phones. We do not have that technology at the moment. I understand some of that evidence was given earlier on this afternoon. It would be great if we did but we do not have the technology nor necessarily the resources to be able to police it.

8 March 2006 Chief Inspector Jan Berry and Chief Superintendent Derek Barnett

Q146 Chairman: This Committee did an inquiry before the 1997 General Election which looked at what happens in Norway, where they do have exactly that technology and where, as a matter of principle, they block out the faces of both the driver and the people sitting in the front in order that there should be no accusation of, in effect, fishing for information. I know that no British force could ever be accused of fishing, but there is however the unhappy suggestion that we must carefully monitor the use of these pieces of equipment because they go over into other things. All we are worried about is whether as working policemen you think this is a viable argument or whether the argument that while it is there we use it is sufficient for both of the Associations?

Chief Inspector Berry: The point you make is absolutely correct. Whilst if you have not done anything wrong you have got nothing to worry about, the way in which that technology is then used clearly does have to have very clear protocols attached to it.

Q147 Mr Martlew: Can we come to the training of traffic officers and police in general traffic matters. We have already heard a witness say that very often the case that is put to the courts is not presented properly. Did that come as a surprise to you?

Chief Superintendent Barnett: That is something I have heard before. I have spent quite a lot of time working with one of the road charities and I meet a lot of families of victims and they do sometimes have a very poor opinion of the investigation. Sometimes you have to weigh that up against the loss they have suffered and the way that they view the investigation and it is the case many times that I do not think we would ever be able to reach the standard of investigation that they really wish to see. Overall, however, I think the standard of investigation is good. In any process there are bound to be human frailties so there may be occasions when they are not as good. All I can say is that from my experience as a BCU commander I used to see all the files that go through and I thought they were of a very high standard. I have a criminal investigation background as well and they certainly are at least up to if not better than the crime files I saw. Finally, the feedback I get from coroners is that the standard of files that are put in for fatal collisions is very high.

Q148 Mr Martlew: Is that the view of the Police Federation?

Chief Inspector Berry: I think it would be the view of the Federation for most serious road traffic offences and road policing issues, but I think training generally has been given pretty short treatment in policing in recent years. We tend to train people when they come into the service to a reasonable standard but if you are not going to specialise—and specialists would tend to get reasonable training—and you are not going to seek to be promoted, the level of training that has been available to officers and, importantly, refresher training, have been very poor, whether that be driver training or the more skilful training.

Q149 Mr Martlew: Can I come on to driver training? Obviously, over recent years there have been, sadly, quite a few high profile, very bad accidents involving police normally chasing other vehicles. Are you happy that the standard is as good as it used to be on training of police drivers?

Chief Inspector Berry: No. We certainly made some very clear statements at our conference last year that we were not satisfied that all police officers who were required to drive vehicles were being trained to the standard to which they needed to be trained in order to do what was being expected of them or, importantly, what they assumed was being expected of them on some occasions, and that is as much down to training as anything else is. We felt that the advanced training for drivers was reasonable and that that in most forces was being adhered to, but the picture for the rest of the training for officers was very patchy around 43 forces and quite derisory in many respects.

Chief Superintendent Barnett: It is a fair point to make in relation to the training of specialist roads policing officers that it certainly used to be the case that to be a specialist roads policing officer you had to be advanced driver trained, and then you had to have additional training, in other words, how to carry out proper investigations, how to deal with the scenes of serious collisions, how to deal with foreign goods vehicles, et cetera. What is the case now, because a lot of specialist roads policing officers have been dissipated into local policing, is that those skills have lapsed, the training has lapsed and we now have people who are undertaking specialist roads policing duties who have not had the proper training. That is certainly an issue from my Association that we are putting out needs addressing again.

Q150 Chairman: Are you monitoring the effect of the new traffic officers on accidents because, frankly, there are some of us who are rather concerned that in their desire to focus on a very narrow responsibility, that of keeping the traffic moving, they could have an impact upon investigations and things like road accidents?

Chief Superintendent Barnett: I know my colleagues from the Federation have a view about Highways Agency traffic officers which I am sure Jan will talk about in a second. From my point of view it is too early to say yet how effective they are. As a service we are monitoring how effective they are and that can only be done over a 12-month period. In my own force of Cheshire, for example, we have HATOs and they have been out for several months but their training and their familiarity with the road network is not such that we could say that therefore they are embedded. Certainly I know my colleagues in the Federation have a view.

Chief Inspector Berry: From a network point of view it is quite right that the network needs to be free-flowing and that we have to try and keep the network in that state. I think Highways Agency traffic officers have a role to play in assisting the professional road policing officer on motorways and on class A roads. There are jobs which maybe a police officer does not need to hang around to do but the scene still needs

8 March 2006 Chief Inspector Jan Berry and Chief Superintendent Derek Barnett

to be protected, he has to wait for recovery and those types of issues. I think that is a really important role to be done but it does not need to be done by a skilled roads policing officer. However, there is a danger, and your own committee has identified the danger, of powers creep. We are beginning to see it with community support officers and I see it happening also—and more so, probably—with the HATOs because the power is there very clearly in the Act with very little scrutiny from Parliament. The difference we have on this occasion, and it goes back to the question that you asked earlier, is that PCSOs are employed by the police and so we do have some control over their usage, or the chief officer does. HATOs are not employed by the police; they are employed by a government department which is not in competition with the Home Office but working differently, so I think there can be a conflict of interest there.

Q151 Chairman: Just as a matter of interest, let us take 43 as being the number of forces we are going to have to deal with, at least in the foreseeable future. What is the line of reporting? Supposing a police officer dealing with a problem on a motorway found himself faced with some particular gap either in training or in performance that he thought was sufficiently important. Where would the information on that go through to government? Would it go through parallel lines, one lot through the Department of Transport and one lot through the Home Office?

Chief Inspector Berry: Yes.

Chief Superintendent Barnett: Yes. The first thing I can say to offer some reassurance is that at operational level the two groups, the police and the HATOs, are working very closely together and with very little difficulty.

Q152 Chairman: One would hope so.

Chief Superintendent Barnett: There is a bit of reassurance there, but you are right: they are two different organisations working very closely together. It has not been tested yet to be able to say whether we are confident of the result.

Chief Inspector Berry: If I can just help on that point, there are cases where police forces are training HATOs, so they are receiving training in the same way and I think that has to be an advantage.

Q153 Chairman: I love this term “HATOs”. It sounds terribly rural, does it not? How important is the National Intelligence Model? To what extent should it be applied to roads policing?

Chief Superintendent Barnett: I think we referred to it earlier in our evidence, that it is working well at level two, at force-wide level, and I think that is right. The gap seems to be at a local level where community intelligence is not hitting the screen, so to speak, and I think if there is work to do it is on being able to apply roads policing resources with the same level of integrity and criteria as criminal intelligence resources, and roads policing is not doing that.

Chief Inspector Berry: This goes back to the point we made at the beginning, that you are not measuring it.

Q154 Chairman: No. What equipment do recovery vehicles have which the police would benefit from?

Chief Superintendent Barnett: I think you might be alluding to some of the mobile data systems that the recovery vehicles have that the Police Service do not have. It is fair to say that as a service we are developing mobile data.

Q155 Chairman: It has not always been a happy record with some police forces and IT systems.

Chief Superintendent Barnett: Absolutely not, and we are probably some years behind some of our—

Q156 Chairman: Have you asked for new technology and, if so, what response did you receive?

Chief Inspector Berry: We are still waiting, is the response. On the point you make, it is not just recovery vehicles. The Highways Agency vehicles’ controls rooms arguably have far better equipment than we have. The AA, the RAC and everybody else have far better technology than we have.

Q157 Chairman: In a particular way?

Chief Inspector Berry: In the mobile data. Whilst the Highways Agency use the same air wave network for communications as we do, as far as mobile data is concerned there are some roads policing vehicles which will have mobile data ability and communications; the vast majority have not and it is some way down the line before we can expect to have it.

Q158 Chairman: I am very ignorant about these things, Chief Inspector, but does the Home Office specify more than simply how much should be spent in certain areas? Does it indicate to a force, for example, “You should bring your equipment up to a certain level”?

Chief Inspector Berry: There are a lot of reasons why the IT systems, to allow interoperability between forces, are not right. We are beginning to see some interoperability now so that forces can exchange information and intelligence. That will have as much benefit for roads policing intelligence as it will have for the rest of policing. It has taken an awful long time.

Chief Superintendent Barnett: The technology is out there and it is working in the commercial sector. It is true to say that the commercial sector is faster on its feet than the public services are.

Q159 Chairman: Why has the number of drink-drive deaths started to increase again?

Chief Superintendent Barnett: I have a view that that is very much connected with what we have been talking about this afternoon and it is about the number of police officers who are engaged in that sort of activity, trying to prevent and deter. I do not think it is just about police officers and I do not think it is just about police enforcement. I think it is about the message; there is perhaps a generational gap in terms of the message that has got through. I am

8 March 2006 Chief Inspector Jan Berry and Chief Superintendent Derek Barnett

certainly conscious that there is a lot of very good advertising material that is available outside of England and Wales which is very impacting and sends a very clear message about drinking and driving and the outcomes of that which we do not have access to in this country.

Q160 Chairman: If local authorities decide to halt or reduce speed camera operations following the change in funding arrangements do you think police forces will respond by taking up that role?

Chief Superintendent Barnett: Presumably you are talking about the change in the funding for cameras. Again, I think it is too early to say. There is a concern from some of my colleagues. We welcome the change in funding because that sends a message out that speed enforcement is not a profit-making event and I think that is absolutely right. The concern we have is that we do not want to be left with the rump of all the enforcement without the support of the funding that comes with it.

Q161 Chairman: What lessons have been learned from the camera partnerships? Any?

Chief Superintendent Barnett: Some very good lessons have been learned in terms of when partners work together with a common cause they are very effective. That is not new. That has gone on for many years. There is an issue that some of the camera partnerships have perhaps taken a lot of the energy away from some of the less technology-focused partnerships, particularly engineering and particularly education as well, but overall I think the partnerships have worked well. Think the scheme has worked well. There is just a concern about whether the new funding arrangements will hit the service.

Q162 Chairman: Do you think the multi-agency co-operation will continue or do you think the funding will destroy that?

Chief Superintendent Barnett: I think it will continue and it is demonstrated in our own force area. We talked about motorcycles earlier on this afternoon. When local authorities, the police and the emergency services put their efforts together to tackle a problem a lot can be achieved.

Q163 Chairman: Should we police our motorways with speed cameras?

Chief Superintendent Barnett: We do already, certainly at road works.

Q164 Chairman: It is not quite the same thing as having them on the M6 at rush hour, is it?

Chief Superintendent Barnett: No, it is not.

Q165 Chairman: I mean, if it is the Thelwall viaduct you do not have a problem because nobody moves.

Chief Superintendent Barnett: Yes. I think there is a case that the time/distance cameras would be effective on motorways. The issue would be, I guess, making sure the public were aware of that in a way that they are probably not now.

Q166 Chairman: Do you think we are getting too reliant on cameras?

Chief Inspector Berry: That is what I was saying earlier on, that you have to have a mix between technology and human beings. I am not saying that we have got too many cameras. I think they are about right, provided they are used intelligently, but we need to have that human resource that works alongside those cameras. Can I go back to a point that was made about the camera partnerships? It is very often determined by the personalities within those partnerships making them work. There are some brilliant partnerships where the funding will not really make an awful lot of difference. It will help, it will encourage and it will help them to be very creative but there are other ones where it will not work because the personalities do not work. We need to have a mechanism of being able to identify where those partnerships are not working to make them more effective.

Q167 Chairman: Does that not bring us back to your point about training? I am really a bit appalled because I had not taken on board the fact that there was a very structured training system. One of the arguments we have had about the PCSOs and about traffic management officers is precisely that there is an enormous difference between a trained police officer, who is now not the cheapest of commodities in our national exchequer, and those who are very focused on a much lower level, who are much more restricted. Do both your Associations put very strongly to government the need for a continuing process of training throughout a police career because, you will forgive my saying so, Chief Inspector, the Federation is frequently accused of being anti-new technology, anti-changes in working practices, and surely one of the lessons to be learned from what you have been saying is that this is partly because of the structure of the existing training system?

Chief Inspector Berry: Absolutely. As I said, when you join you receive reasonable training. That training is then developed with experience. It is that refresher training that is so important and that is missing from us at the moment.

Q168 Chairman: Would that be helped if you had in a sense a focus on a roads policing unit?

Chief Inspector Berry: Roads policing units will benefit from being trained to undertake the role that they are undertaking. Earlier today I was involved in discussions which hopefully will improve the professional development of all officers, both through qualifications and the accreditation framework within the Police Service, but people have to see training and development as an investment, not as an abstraction, and that is one of the difficulties in policing at the moment.

Q169 Chairman: What happens if somebody realises that the officers doing the job have not got sufficient skills to undertake a full range of traffic duties?

8 March 2006 Chief Inspector Jan Berry and Chief Superintendent Derek Barnett

Chief Superintendent Barnett: It is not the case that there is not training or that it is not of a high standard.

Q170 Chairman: No, I was not suggesting that.

Chief Superintendent Barnett: The problem is that it is patchy and it depends upon each force, each chief constable, as to what extent specialist officers will exist in the first place and the level of training they get. At some levels in terms of investigation, in terms of the Road Death Investigation Manual, there are some very highly trained officers. I would hate to believe that that was not the case but it is patchy and the fear I have is that if you have an officer going to the scene of a serious collision and that officer is not sufficiently trained and aware of how to protect himself or herself and the public and how to gather evidence then we are falling down in our duty.

Q171 Chairman: Supposing we had got a case like that. What action would a senior officer take?

Chief Inspector Berry: This is where the Police Service needs to be a learning organisation because we do not always get it right but we have to look at incidents and make sure that we can learn from them, so if there are safety issues that come out of how a person has dealt with the scene of an incident then we need to make sure that this does not become a sanction and hit them round the head but that we try and learn and develop to make sure we do not do it again. Police officers have learned in their lives from not dealing appropriately with the scene of an incident and we need to make sure that we learn from that particular process. Motorways and other roads are hugely dangerous places and we need to make sure people are skilled to operate in that environment.

Chief Superintendent Barnett: I think senior officers are aware of that. Recently in my own force in Cheshire I was made aware that there were some officers who had moved from criminal investigation work into roads policing work and they had not been

trained, and we were able very quickly to identify that and almost immediately, overnight, put in some mechanisms to put that right.

Q172 Chairman: But, Chief Superintendent, with 43 different forces all behaving like individual prima donnas, with each chief constable having his own patch and doing his own little thing—and they are mostly “he’s”—

Chief Inspector Berry: There are national standards and what the Police Federation and I know the Police Superintendents’ Association have said for some time now is that those national standards have to be met. It should not be down to luck as to which force you happen to be in with regard to what quality of training you get.

Q173 Chairman: Are you really telling me that even the inspectorate would not automatically pick up on the speed at which that level of training has been instituted and that kind of problem has been solved?

Chief Inspector Berry: I think it has been given far more consideration today than maybe it was two or three years ago.

Q174 Chairman: I just want to ask you one more question before you escape. Have you faced any problems getting local authorities to make CCTV footage available for crash investigation?

Chief Superintendent Barnett: I am not aware of any occasions when that has happened.

Chief Inspector Berry: I am not aware of any.

Q175 Chairman: Supposing local authorities and anyone else holding recorded evidence of collisions needed to make it available to the police, are you of the opinion that that is going to be quite possible?

Chief Superintendent Barnett: Yes.

Chief Inspector Berry: I am certainly of that opinion.

Chairman: Can I say that, whatever our questions, we are very aware of the good job that you do and we are very grateful to you both for coming. Thank you very much.

Supplementary memorandum submitted by the Police Superintendents’ Association of England and Wales

REQUEST FOR SUPPLEMENTARY WRITTEN EVIDENCE

1. (Q139) *You discussed offences that count as a detection. Please provide some background to this issue and a list of offences which count and do not count. Where is this held and who has determined “what counts”.*

A sanctioned detection is a notifiable recorded crime resulting in:

Charge;

Summons;

Caution;

Taken into consideration (TIC);

Penalty notice.

Increasing the offences brought to justice is a priority for the Criminal Justice System. Sitting within Domain 2 of the Police Performance Assessment Framework (PPAF) bringing offenders to justice is an important part of the overall picture used to assess individual force and national policing performance in the investigation of crime.

Police force and BCU performance is measured in terms of sanctioned detections applying the Home Office Counting Rules for Recorded Crime

NB. The National Criminal Justice Board has determined that CPS should share the sanction detection target to reflect the contribution they make by delivering early legal advice and in making charging decisions.

There has been considerable effort and attention directed towards improving the sanction detection rate as a measure of police performance. Where such effort has been directed there have been significant improvements in the detection rate. However, the attention towards sanction detections arguably diverts resources and effort away from other key areas of policing that do not get measured in the same way. The Association cited the offences of drink/drug driving and disqualified driving that do not fall within the Home Office counting rules. The offences listed within the counting rules are exhaustive and range from the abstraction of electricity to fraudulent use of a car tax disc.

It is the submission of the Association that the offences of drink/drug driving and disqualified driving, which research has indicated can also be clearly linked to other criminality should be included in the Home Office Counting Rules. If they were to be so included, it is our contention, that the police service would deploy additional effort against these serious offences and thereby having a positive effect upon road safety and community reassurance.

2. *The Association's benchmarking exercise recorded how many forces had an "ACPO Roads Policing Champion". Please can you explain what this role is and its importance.*

The role of Champion is that of a supporter, someone who is prepared to champion the cause of roads policing within the force. It is a recognised role, but not one that is formally set down in any command structure. Each area of business would have a champion. It would not be unusual to have at local command, a member of the BCU command team championing a particular area of activity. However, without support of a roads policing champion at ACPO level, practitioners will find it difficult to see roads policing activity assume the importance it deserves.

The importance of this role is to act as an advocate, to add weight to any bids for resources or to support participation in national roads safety campaigns for example the seasonal drink drive campaigns.

3. *Would you welcome the introduction of "random breath testing" or "targeted breath testing" powers? Why?*

The powers currently available to the police, allow police officers to administer a breath test to any driver who has been involved in a collision, or who the officer suspects has consumed alcohol. Police officers have the power to stop any vehicle on a road. The application of these powers provides adequate opportunity to prevent and detect offences of drink driving. Arguably, it is the robustness of enforcement of current powers that provides the answer to the question. When the police service makes a determined effort to enforce drink drive powers, for example during the seasonal drink drive campaigns, both the motoring public and the police officers recognise the seriousness of the issue and the message is forced home.

The position of the Association is that the current powers are sufficient and that there is no operational imperative to introduce random testing.

However, the Association does recognise the argument that emphasises the positive message that random testing would send to the motoring public and therefore act as a deterrent factor.

4. *What do you think the impact would be of reducing the penalty from 3 points to 2 for driving at 39 mph on a 30 mph limit road?*

The Association supports the principle of graduated penalties, but it is the case that collisions occurring between speeds of 30 mph and 39 mph are the most critical in determining the severity of injury. The message this would send to the motoring public and in particular those who are inclined to drive to the recognised margins of enforcement would be contrary to the desired aims of reducing the unacceptable level of death and serious injuries on our roads.

The Association does not support the proposal to reduce penalty points in such circumstances.

3 April 2006

Supplementary memorandum submitted by the Police Federation of England and Wales

This memorandum is in response to the Transport Committee's request for additional information. We address each question in turn, before providing brief comment on two issues raised in the second oral session of the inquiry we believe to be pertinent to our own oral and written evidence:

According to your submission, the Police Federation recently formed a Traffic and Policing Sub-Committee. Please explain why this was formed, why it was felt necessary and why now.

The Police Federation of England and Wales' Traffic Policing sub-committee was formed in July 2004 due to frontline officers' growing concerns over the direction of traffic policing policy.

First and foremost amongst these concerns was the alarming rate at which the road network has been denuded of a police presence in order to meet neighbourhood policing requirements. Paradoxically, as the service has become more and more subject to central targets and priorities, roads policing has become less of a priority.

Secondly, the introduction and growth of Highways Agency Traffic Officers (HATOs) following the Traffic Management Act 2004 has also presented huge challenges for the future of roads policing, particularly in respect of cooperation and communication. Further, we have strong concerns over the police powers that could be conferred to HATOs in the future by use of secondary legislation, with scant parliamentary debate. We believe it is imperative HATOs do not evolve beyond their original remit, especially as theoretically these powers could be given to private sector company employees. This is of particular significance as unlike the new Community Support Officers, HATOs are not employed by police forces.

Thirdly, the Police Federation believe traffic policing is a core policing task—in contrast to the Minister of State for Transport who merely described visible traffic policing as “significant” during the second oral session of the Committee's inquiry.⁶ It is simply impossible to divorce vehicle crime of a technical nature, road safety or traffic offences from wider criminality. The criminal fraternity utilise the road network and it is only police officers who focus on this aspect of policing roads. If this contribution is not recognised it will not be prioritised.

The purpose of the sub committee is to utilise the skills, knowledge of experienced traffic officers to inform and influence decision makers, both within policing and beyond.

In November 2005 we held the inaugural traffic policing national seminar under the theme “The future of roads policing—opportunity or threat?”. This was in specific response to the distinct lack of change following the launch of the joint roads policing strategy in January 2005. We intend to continue raising the profile of traffic policing by organising other such seminars in the future.

Please can you explain whether you would welcome the introduction of “random breath testing” or “targeted breath testing” powers?

We do not see a need to introduce new powers for performing breath tests. We believe sufficient latitude exists as reasonable targeting comes under the auspices of reasonable suspicion.

Our key concern in this regard is that despite the worrying rise in drink driving the number of such tests has in fact fallen. This issue is therefore inherently linked to not only having a visible and proactive traffic police presence on the roads, but one that undertakes the whole range of road policing tasks rather than focusing on, for instance, ANPR or speeding.

What do you think the impact would be of reducing the penalty from 3 points to 2 points for driving 39 mph on a 30 mph limit road?

Police officers judge speeding offences against a number of factors such as time, place and weather conditions. Clearly speeding at 39 mph in a 30 mph zone past a school at 3 pm on a weekday should be considered a serious offence (indeed we believe it could warrant a 6 point penalty) but in different circumstances, for instance at 3 am, a lower offence of 2 points might be more suitable.

The chief impact therefore of such a reduction in the penalty from 3 points to 2 for driving 39 mph on a 30 mph limit road could therefore be greater public support, provided that this is matched by more severe penalties at more dangerous times of the day. We would support work in this area, particularly examining the affects of variable speed limits abroad. We emphasise however that these views are conjecture: it is impossible to state categorically the impact of such a change until it has taken place, and even then driver behaviour is subject to change over time.

⁶ <http://www.publications.parliament.uk/pa/cm200506/cmselect/cmtran/uc975-ii/uc97502.htm>

“TRAFFIC POLICING AND TECHNOLOGY: GETTING THE BALANCE RIGHT” ORAL EVIDENCE SESSION,
15 MARCH 2006

National ANPR usage

During the above session Paul Goggins MP, Under-Secretary of State for the Home Office, observed that:

“When I was out recently as I was with an inspector in a part of my constituency, he was in a vehicle equipped with ANPR technology. He was dealing with antisocial behaviour. He was reassuring the public. He was also able to detect if there was a vehicle being used illegally and perhaps also then connected with other crime, because we know people who drive illegally are much more likely to be committing other offences. There are many aspects to this police officer. He was not a roads police officer but he was doing roads policing as well as other aspects of his work. As we go forward, we want to see roads policing integrated. It is not enough just to say there are so many officers. We want every officer to see roads policing as part of his responsibility.”

The reality is that very few police vehicles are equipped with ANPR in the way the Minister describes. ANPR technology is restricted almost exclusively to roads policing vehicles—distinct from neighbourhood or other police vehicles. We do not have the precise figures for ANPR, and we are not aware they are held centrally, but it cannot be any greater than 3 to 5% of the total force fleet. It is therefore impossible for the vast majority of police officers to undertake these tasks in the way the Minister describes.

REDUCING THE PERMITTED BLOOD ALCOHOL CONTENT

In response to a question from Mr. John Leech MP regarding whether more lives would be saved if the permitted blood alcohol content was reduced from 80 to 50 micrograms, Dr. Stephen Ladyman MP, Minister of State for Transport, stated:

“It is not as simple as that. Clearly, if everybody obeyed the law and we reduced the blood alcohol level to 50 micrograms, yes, we would save more lives but we think about 500 deaths a year are attributable to people over the 80 micrograms and I think the figure is about 50 to 70 lives a year would be saved by reducing it, involving people between 50 and 80. It seems to me obvious that the target for our enforcement, our priority, has to be catching all of the people who are over the 80 micrograms limit and saving the 500 lives before we start diverting police resources to try to catch the 70 or so that are between the 50 and 80 limit. I do not rule out the possibility, once we have strict enforcement at 80, once we have the situation under good control with 80, of the government of the day wishing to move down to 50. Let us focus where the big gain is to be made first.”⁷

In contrast we believe that if the legal limit was aligned to that of the rest of Europe a strong message would be sent that drinking and driving must not be tolerated. There is every reason to believe that with lowering the limit there will be a pro rata impact on people who drink and drive. It is therefore disappointing that the Minister is apparently unwilling to contemplate a change in the legal drink drive limit.

28 March 2006

⁷ <http://www.publications.parliament.uk/pa/cm200506/cmselect/cmtran/uc975-ii/uc97502.htm>

Wednesday 15 March 2006

Members present:

Mrs Gwyneth Dunwoody, in the Chair

Mr David Clelland
Mr Jeffrey M Donaldson
Mrs Louise Ellman
Mr Robert Goodwill

Mr John Leech
Mr Eric Martlew
Mr Lee Scott
Mr David Wilshire

Memorandum submitted by The Transport Research Laboratory

EXECUTIVE SUMMARY

In London in 2002, over 41,000 people were injured in road accidents, more than 5,500 of whom were killed or seriously injured. Road traffic law is one of the main tools available to society to reduce the number and severity of road accidents, by defining behaviour which is held to be unduly risky—such as drink-driving—as illegal. These laws are only effective if they are obeyed. The likelihood of an offender being caught depends on the level of enforcement of traffic laws, by human policing and increasingly by automatic equipment such as speed cameras. Moreover, a significant level of enforcement is likely to have a deterrent effect and to persuade potential offenders to observe traffic laws. This report presents the results of a review of the relevant technical literature that was undertaken by TRL on behalf of Transport for London (TfL) to investigate “How Methods and Levels of Policing Affect Road Casualty Rates”.

The main aims of the review were:

- to evaluate the findings from existing literature in order to determine whether increasing the level of traffic policing is likely to reduce the number of casualties in road accidents; and
- to summarise the main pieces of work and draw conclusions, including any quantitative relationships between the level of enforcement and the numbers of accidents and casualties.

In order to identify relevant material for inclusion in the review the TRL knowledge base (which comprises a number of databases, including the main catalogue of publications held both in the TRL library and elsewhere) was searched. In total 66 studies were included in the review: 30 were studies of speed or primarily speed enforcement campaigns, five were UK studies of speed camera enforcement, 13 were studies of drink-driving enforcement, 14 studies of red light camera enforcement, and four studies of seatbelt enforcement. In addition, three studies that have been conducted recently to investigate the mean effects of increased enforcement generally on accident rates were included in the review.

The main findings were as follows:

- The great majority of studies in the literature have found that increasing the level of traffic policing reduces the number of road accidents and traffic violations.
- Theory suggests that the relationship between levels of policing and accident/casualty rates is non-linear. At zero enforcement level, accidents and casualties are expected to be at their highest levels. Increases in enforcement will have no noticeable effect at first but at a certain level, when drivers become aware of the increased police presence, accidents and casualties can be expected to begin to fall. Once a saturation point is reached, however, further increases in enforcement levels can be expected to have little or no effect. The challenges for road safety researchers are to establish the levels of policing that are required to bring about the initial decrease in accidents or casualties and to reach the saturation point, and to establish the accident and casualty reductions that can be achieved with these levels of policing.
- Unfortunately, it is difficult in practice to establish the relationship between levels of policing and accident or casualty rates. It has not proved possible to establish the relationship by generalising from studies in the literature because appropriate information about enforcement levels is not given consistently by the different studies. The difficulty in establishing the relationship in London is compounded by the fact that the majority of studies in the literature were conducted outside the UK and that few studies assessed the effects of traffic policing in busy urban areas such as London. Those studies that were conducted in the UK were either small scale, having investigated the effects of policing on a limited number of roads, or were conducted many years ago. Therefore, new research appears to be required in order to establish how the level of policing in London affects the number of accidents and casualties. The results of the research would allow the likely implications for accidents and casualties to be taken into account when adjusting the level of traffic policing in any part of London.

-
- Despite the difficulty of establishing the precise relation between policing levels and accident or casualty rates, some studies have provided limited information about the levels of enforcement required to improve safety. It seems as though stopping one in every six speeding offenders, for example, should have a noticeable effect.
 - On the basis of the literature it is also possible to discriminate between stationary and mobile methods of traffic policing. Each method can involve visible policing in either marked or unmarked police vehicles. Stationary and highly visible policing appears to be the most effective method for reducing violations and accidents, although stationary enforcement in unmarked vehicles has also been found to be effective. Mobile policing methods appear less effective, especially when unmarked police vehicles are used.
 - The effects of increased stationary enforcement seem to last for a limited amount of time after the police presence has been removed. The largest time “halo” appears to be eight weeks, although sustained police presence is required to produce such large effects. The distance halo of stationary policing appears to be in the range of 1.5 miles to five miles from the enforcement site.
 - There is evidence in favour of deploying traffic police largely at random over the whole road network. Theoretically it is likely to increase deterrence. In practice, the random allocation of stationary policing methods to different locations on the road network has been found to be effective, producing substantial impacts on accident rates and reductions in mean speeds and large distance halo effects. The main advantage of this method of traffic policing is that it requires relatively low levels of police manpower.
 - Speed cameras have been found to be particularly effective enforcement tools. They appear to be more effective than physical policing methods in reducing mean speeds and accidents. However, physical policing methods have still been found to be effective and the effects of speed cameras appear to be mainly limited to the speed camera site. On the basis of the literature reviewed, the minimum distance halo associated with physical policing is about five times greater than the minimum associated with speed cameras.
 - Studies of the enforcement of the drink-drive law have also shown that increased policing tends to reduce accidents and casualties.
 - Red light running cameras have been found to be very effective in reducing accidents and casualties. The best estimate for the effects of red light cameras is a reduction of between 25–30% in injury accidents.
 - Although few studies have investigated the effects of seat belt enforcement on accidents, a number have found that increased enforcement of seatbelt laws can increase wearing rates, which is likely to reduce casualties.
-

Memorandum submitted by The Intelligent Transport Society for the United Kingdom

In response to the Transport Committee Press Notice inviting the submission of written memoranda on the effectiveness of traffic policing, ITS United Kingdom, is pleased to provide comment into the effectiveness of traffic policing, and in particular to examine through a series of questions and associated issues the appropriate balance between Traffic Policing and technological deployment.

The Intelligent Transport Society for the United Kingdom, known as ITS United Kingdom, is a not for profit organisation dedicated to promoting the use of ITS technology in the UK and promoting UK technical expertise and systems overseas. Our membership consists of around 150 organisations working in the transport field to promote the use of Intelligent Transport Systems (ITS), which employs modern developments of mobile Information Technology and communications technology to assist all modes of surface transport. We are fortunate in having membership from both public and private sectors and from academia. We are funded entirely from the subscriptions of our members and therefore can independently represent the interests of the whole membership spectrum in this rapidly developing field. A complete list of our Members is attached to this Response.

In particular we would like to respond to the specific issues raised by the Transport Committee as follows:

Are traffic officers adequately resourced, trained and supported?

All indications suggest that the infrastructures to support Roads Policing are well placed with appropriately trained Roads Policing officers allocated correctly fitted and equipped vehicles that are “fit for purpose”. A common complaint however is that Roads Policing priorities are subsumed to Force priorities thereby frustrating efforts to focus on Roads Policing issues.

There is a recognised reduction in the number of Roads Policing officers however there have been efforts to redress this since 2003. Increases in Roads Policing resources may well have been negated through additional policing demands, primarily counter-terrorism. Such demands will have had an effect as high-speed resources such as Roads Policing units may be readily redeployed as conventional police resources.

The primary dilemma is focused around existing Roads Policing resources being required to fulfil an increased police commitment. All too often immediate and urgent police priorities require a reallocation of resources and Roads Policing resources are often the first option that is available with reliance upon the capabilities of alternative agencies to fulfil a similar function, albeit with reduced legislative powers and capabilities.

An examination of Police Forces and their Annual Policing Plans needs to take into account individual forces' local policing priorities, the urban/rural split, the nature and extent of the road network infrastructure and the Roads Policing fleet capabilities and distribution. In addition Police Forces are increasingly concentrating on a "like or like" comparison with Basic Command Unit and "family" groups—the current principal policing focus being directed towards crime reduction as opposed to casualty reduction issues.

Proposals to merge Police Forces will undoubtedly have a significant impact in the future on the allocation and availability of Roads Policing resources as the reduction of the current 43 Police Forces in England and Wales to a lesser number will require a reconsideration of the Roads Policing response to reflect the new Police Force structures and the Roads Policing Strategy. Chief Constables current autonomy will need to be realigned to correlate to the new enlarged Police Force structures, core policing issues and the commitment to Roads Policing issues will need to be considered within current and future National Policing Plans and individual Police Force Annual Policing Plans.

What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

The Roads Policing Strategy has been incorporated into individual Police Force Annual Policing Plans however implementation varies from force to force dependent upon the prioritisation and the allocation of resources investment. Currently there is a National Roads Policing Strategy however there is no mandate for a national implementation programme and its adoption is based upon the local police force priorities; all too often experience suggests that Roads Policing issues are relegated to lesser prominence.

The increase deployment of "non-sworn" law enforcement personnel has provided advantages and disadvantages as many of the responsibilities historic to "sworn" police officers require policing powers; conversely many functions undertaken by police officers were wholly inappropriate to highly trained and expensive Road Policing resources and did not require those police powers. A realignment of such responsibilities requires careful consideration and can be best described as a "sensitive balancing act" that necessitates regular review to ensure its appropriateness; a good example is the transfer of certain responsibilities from the Police Service to the Highways Agency's Traffic Officers where the interface between responsibilities is enhanced through joint control room operation at the Regional Traffic Control Centres. This is a developing relationship that will be fostered through close cooperation.

Increased traffic flow should be reflected with a commensurate increase in Roads Policing resources; this is markedly important when the Police Service is required to be involved in the investigation of fatal and serious road collisions. The Roads Death Investigation Manual demands a criminal investigation process where a Senior Investigating Officer is appointed to ensure the due process of law is upheld; however this may be in conflict with the Highways Agency's remit to maintain traffic flow on primary routes.

Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out Road Policing duties? What evidence is there that the changing balance between traffic officers and technology has influenced casualty reduction rates?

Roads Policing resources primarily use technology-led enforcement as an alternative to conventional Roads Policing operational activities and not necessarily as a supplement. Significant attention should be given to the implications of the deployment of "speed"/"red light" cameras in areas of known fatal and serious collision locations, and despite the proven evidence that the siting of these cameras in such locations has reduced injury rates their installation has attracted vociferous media attention to the extent that it has adversely affected the police "brand" and generally alienated "middle-Britain" motoring public towards the Police Service.

The uptake of Automatic Number Plate Recognition camera systems (ANPR) has provided varying results across all Police Forces. ANPR is a significant "crime reduction tool" and its employment through Projects Spectrum and Laser, reinforced by National Performance Indicators, has shown how effective this particular technology has become. The focus for the use of this technology is concentrated on counter-terrorism and crime reduction to reinforce the policy of "denying criminality the use of the roads" potentially to the disadvantage of road safety initiatives.

"Intelligence-led" Roads Policing operations (involving GAIN, multi-agency partnerships, VOSA and DVLA interaction) are becoming increasingly sophisticated and are targeted to the most appropriate locations using technological support where multi-agency enforcement activity can effect maximum casualty reductions.

Anecdotally Police Force Roads Policing resources remain the most effective means of moderating driver behaviour. Speed reduction is recognised to be the prime influence for casualty reduction statistics however determining the effectiveness and efficiency of this statement is a different matter; individual Traffic collision reports may assist this process but conventional Policing Performance Indicators are generally not subtle enough to identify the effect.

In general terms, other than ANPR, there have been no major technological developments in recent years to have revolutionised operational Roads Policing; consequently existing Home Office Type Approved technology predominates.

BHow effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

As mentioned beforehand policing priorities are generally focused towards crime reduction, counter terrorism and public order issues, and as a result there is a reduced directive towards road casualty reduction. Whilst there is coterminosity between the Home Office and DfT aims and objectives it is the general perception that Department for Transport is the principal agency responsible for casualty reduction rather than the Home Office.

To reinforce this perception many of the “softer” enforcement issues such as congestion charging, safer environment and parking /bus lane enforcement are not regarded as prime policing issues and therefore remain very low on policing priorities. Furthermore decriminalised offences are no longer seen to be a policing responsibility and are considered more applicable as an “extended law-enforcement family” responsibility. The potential for intrusion into traditional areas of policing should remain under continual review to ensure that important policing priorities are not subsumed incorrectly to an alternative agency.

Widely varying dispositions of Roads Policing resourcing are evident throughout all Police Forces in England and Wales; this is based upon the individual Police Force priorities, crime statistics, geographical location, population, ethnic distribution, topography, road network and other influences. It is common for adjacent Police Forces to have dissimilar structures dependent upon the local requirements; consequently the approaches to traffic enforcement and casualty reduction are equally dissimilar.

How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?

There are many new technological challenges in the future as drugs, drink and/or fatigue impairment detectors and “alcolocks” are developed. These technologies remain in the early stages of development and operational availability and deployment is still a distant reality; nevertheless consideration should be given to enactment of appropriate legislation and the preparation of a training regime in anticipation of their introduction. Operational Roads Policing practices need to be considered and incorporated into enacting legislation to ensure compliance and to prevent abuse or avoidance tactics of the relevant technologies.

Consideration may be given to a reduction of the current limits when a driver may drink and then drive a motor vehicle to further minimise legislative loopholes. There is evidence to suggest that that drinking/driving is on the increase; this may be attributed to a previous lack of Roads Policing resources, a lack of education and/or advertising campaigns. A recent disturbing phenomenon is the increased incidence of driving whilst under a drugs or drink/drugs “cocktail” combinations impairment; it is far harder to determine the actual cause of impairment and consequently less likely to result in prosecution. Whilst suitable impairment detection devices are currently being developed their operational implementation is still some way off and in the interim close operational liaison is required between Roads Policing and the Forensic Science Service to ensure prosecution is pursued wherever possible.

Driver fatigue is even more difficult to detect and inappropriate action will prompt an adverse affect, particularly when there is a perception of discrimination between driver status and age groups; “Age Concern” have already lobbied government when the proposals to introduce such technology was first mooted.

It is probable that the maximum benefits may not be gained from impairment technologies owing to the inability of the Roads Policing strategy to impose a national technology-led enforcement campaign across all Police Forces. This is an understandable situation as all new enforcement technologies require Home Office Type Approval; this process involves inherent time delays followed thereafter by a procurement process. There is an understandable reluctance for the Police Service to readily embrace new technologies as each one provokes hitherto unknown legal challenges; therefore the maxim “better the devil you know” is often preferable to prosecuting agencies. Limited budgets necessitate reasoned business cases and procurement processes that are in competition with other issues that may have higher priorities determined by the National Policing Plan and individual Police Force Annual Policing Plans.

How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?

The new funding arrangements for road safety camera partnerships will need to be monitored closely to avoid them being considered as an additional funding option for Local Authorities. Whilst the criteria for camera deployment has been varied and increased the justification to do so will need to have strong supporting evidence and the reasons for their siting will have to be very evident and purpose-specific to satisfy the motoring public that the correct rationale has been considered on all occasions.

Lessons need to be learnt from the considerable disquiet expressed throughout the motoring public regarding the extent of “speed camera” distribution and the prosecution process of Safety Camera Partnerships. The Police Service is regarded as implementing speeding prosecutions merely to supplement police budgets; this is an incorrect perception however one that is predominant and unlikely to change. The “hearts and minds” campaign to achieve a favourable attitude from the public towards road safety cameras is subject to considerable suspicion and the consequential disadvantage is that the long-term impact for the reputation of Roads Policing resources is they receive considerably less sympathy, tolerance, acceptance or support for policing activities. The vociferous antagonism towards road safety cameras has reached a stage whereby criminal action is directed at cameras on a regular basis.

How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

More formalised multi-agency structures with reporting framework are being increasingly considered across England and Wales. Common road safety issues are coterminous to organisations and are being replicated across England and Wales. The Central Policing Motorway Group in the Midlands has demonstrated “best practice” in the “Midlands Motorway Box” of the M6, M5, and M42 motorways that surround Birmingham. Several police forces have combined their Roads Policing resources, together with associated “extended police family” agencies; this successful policing model is being closely assessed for its impact, effectiveness and efficiency.

Police Control Offices are being integrated into Highways Agency Joint Traffic Control Centres and this will undoubtedly bring significant benefits to both parties through the ready interchange of real-time data and information. The future challenge will be the continued integration of police resources into Traffic Control Centres particularly when more than one Police Force Control Room is relocated. Each Police Force has unique and highly individualised procedures, protocols and IT systems that will require gradual integration; this will be achieved through time and the mutual cooperation by all partners involved.

SUMMARY

The current dilemma for Roads Policing is that it having been neglected somewhat across the UK Police Forces for a number of years efforts to redress that imbalance will be difficult to achieve and are often compromised through a proportionate lack of resources needed to compensate for additional policing demands, additional traffic flow and additional legislative requirements.

The greatest threats to the Police Service’s Roads Policing capacity remain the conflicting and often immediate policing priorities, rapidly shifting operational demands to respond to emerging issues and incidents that adversely affect all strategies, including the Roads Policing Strategy and the encroachment of competing “non-sworn” law enforcement agencies that are keen to extend their influence and capabilities. In recent years the Police Service has readily devolved its responsibilities to alternate organisations to better concentrate its efforts on current imperatives. To neglect, for very understandable reasons, one of its prime functions is a dangerous situation particularly when efforts are expended to retrieve “lost ground”.

CONCLUSION

In conclusion, the Intelligent Transport Society for the United Kingdom through its interest groups, members and industry links is ideally placed to provide independent expert advice into the effectiveness of traffic policing and welcomes further opportunities to assist the Transport Committee in this process.

14 February 2006

Memorandum submitted by Dr Claire Corbett, School of Social Science and Law, Brunel University

What lessons can be learned from the experience of speed limit enforcement into camera technology?

Not all approve of speed cameras: Despite their beneficial effect in reducing road casualties, not all people have a positive attitude towards them. The proportion in favour has remained about the same over the last decade, if anything with more showing approval for them currently, comparing views in the mid-1990s (Corbett and Simon, 1999) with those in 2004 (Gains *et al*, 2005). This latter study showed that on average 82% of people who took part in surveys around the country approved their operation.

A survey of drivers in London in late 2003 showed that men, mid-age drivers (25–44) and those who drove more than 20,000 miles per annum had the most negative perceptions of cameras (Corbett and Caramlau, 2004). A Dept for Transport survey conducted in the same year (DfT, 2004) confirmed that men had more negative attitudes towards cameras. Both these latter surveys indicated that women were more “road-safety aware”.

Lesson to learn: Since cameras have been shown to reduce road casualties, educational efforts to encourage more positive views of cameras could more fruitfully be targeted at males.

Different styles of driving at fixed-site camera installations: Research carried out in 1994–95 (Corbett and Simon, 1999) showed that drivers tended to respond to cameras in one of four main ways on particular roads with camera signs.

Either drivers:

- tended always to comply with speed limits keeping close to or under the limit so that cameras made no difference—termed “conformers”; or
- had reduced their speeds somewhat all along the camera-signed road to avoid being caught by camera—termed the “deterred”; or
- tended to slow down before a camera site and then accelerate away downstream—termed “manipulators”; or
- continued to drive well above the limit irrespective of the presence of cameras on the camera-signed road—termed “defiers”.

In the 2003 survey conducted by Corbett and Caramlau, a similar question was posed of London drivers. In response, roughly similar proportions described themselves as “conformers” (about 43% in mid-1990s and 49% in 2003) and “defiers” (about 5% in mid-1990s and 3% in 2003), with far fewer declaring themselves as “deterred” (overall about 46% in the mid-1990s and 15% in 2003), and more claiming they “manipulated” the cameras (about 7% before and 33% now). Within this general shift, in 2003 women were more likely to describe themselves as “conformers” (f: 56%, m: 43%) and men as “manipulators” (m: 39%, f: 25%).

Question arising: While there may have been fewer opportunities for drivers to class themselves as deterred in 2003 since more would have become drivers with cameras already in operation (rather than having to change styles to comply), does it matter that many more declare themselves as “manipulators”?

One might argue “no” on the grounds that cameras are sited at dangerous locations in terms of past accidents thus slowing on such stretches is desirable (reinforced by the government decision in 2003 to paint cameras yellow to improve their conspicuity). However, one might argue “yes, it matters” on the grounds that (a) “a green light” is given to excess speeds elsewhere on those roads, and (b) manipulators have the least favourable attitudes to cameras (especially those who have been detected by camera, Corbett and Simon, 1999), thus alienation may stem primarily from among this type of driver (and perhaps vandalism of cameras). Moreover, interviews with drivers tended to show that drivers in general do not see themselves as part of the speed-accident problem and do not see their own speeding as dangerous otherwise they would not do it (Corbett *et al*, 1998). Manipulators (and defiers) were prominent in this view.

Lesson to learn: Manipulators of cameras tend to prefer higher speeds (Corbett and Simon, 1999; Corbett and Caramlau, 2004), and do not think it dangerous when they exceed limits (Corbett *et al*, 1998). In view of their driving style, it is suggested that education might best be targeted towards such drivers.

The perception of cameras as an “easy money” earner: The original grey colour of fixed-site cameras, occasional complaints as to their lack of conspicuity, and the fact they could operate 24 hours per day with no police presence necessary have helped fuel the notion that they earned “easy money” for the authorities. Until hypothecation was introduced early in the new millennium, all revenue from cameras was returned to the Treasury reinforcing the notion that it was money easily earned for government. This view was found back in the mid-1990s in our research (with 45% agreeing), and persists now as noted in Gains *et al* (2005: 66), with 55% drivers on average across many surveys thinking that cameras are an easy way of making money out of motorists.

The fact that this perception has increased is disappointing given that there are now clear rules that operate for the hypothecation or “netting off” of revenue such that camera partnerships under the National Safety Camera Partnership Scheme must reclaim funds used for new camera installations or for other road safety initiatives. This information seems either not to have percolated through to the public or there is

mistrust or misunderstanding of the hypothecation scheme in general. Certainly, our research in late 2003 indicated that how camera sites were selected and what happened to fine revenue from the cameras was not well understood by London drivers, especially by male drivers and high mileage drivers.

Manipulators were most likely to hold the view of cameras as an easy money earner in the mid-1990s (Corbett and Simon, 1999: 100), and interviews with drivers in 2003 suggested that the same perception of cameras was used to justify faster drivers' preferred choice of speeds above the limit since this allowed speeding to be seen as an "administrative" infraction rather than as a dangerous practice.

The perception of "easy money" in some drivers' minds (in the 2003 survey) was reinforced by a conflation of speed camera fines with parking fines such that both types of offence were seen as administrative rather than civil or criminal infractions (and therefore their speeding was not dangerous).

Lesson to learn: The funding mechanism for cameras may be poorly understood (eg "hypothecation" and "netting off" have no obvious clear meaning), and to some extent the damage may be done—those who want to continue exceeding limits may use the "easy money" perception as a justification to continue doing so. The notion in some newspapers of the motorist as "oppressed" or "victimised" may have added to the challenge in this regard.

With SPECS cameras ready to be rolled out more widely, more motorists could be caught exceeding limits, at least initially. In order to retain majority support for cameras, care will be needed to make much clearer to the public the actual (revised) path of fine revenue to defuse perception of yet an "easier money earner" and any renewed perception of the "oppressed motorist". Campaigns to raise awareness of the positive road safety initiatives that can come from speeding fines would be worthwhile, along with further messages on the dangers of inappropriate and excess speeds. Unfortunately, it is those who most prefer fast driving who are least likely to approve of cameras (eg Corbett and Simon, 1999) and who (among men, at least) are most at risk of accident (Stradling *et al*, 2003).

As penalties for non-compliance could risk alienation of drivers, it might be preferable when the technology exists to reward compliance with speed limits and speed cameras rather than to sanction non-compliance, as has also recently been mooted in respect of ISA installation.

1 March 2006

Witnesses: **Ms Lorna Pearce**, Senior Project Manager, and **Dr Jeremy Broughton**, Senior Research Fellow, Transport Research Laboratory; **Mr Neal Skelton**, Head of Professional Services, Intelligent Transport Society UK; and **Dr Claire Corbett**, Senior Lecturer, School of Social Sciences and Law, Brunel University, gave evidence.

Chairman: Good afternoon, ladies and gentlemen. We have one small piece of housekeeping before we begin, if you will forgive us. Members having an interest to declare?

Mr Clelland: Member of Amicus.

Mr Martlew: Transport & General Workers' Union and the GMB.

Chairman: ASLEF.

Mrs Ellman: Member of the Transport & General Workers' Union.

Ms Pearce: My name is Lorna Pearce and I am a Senior Project Manager at TRL with responsibility for a range of projects investigating road traffic law and driver behaviour.

Dr Broughton: I am Jeremy Broughton from the Transport Research Laboratory. I am a Senior Research Fellow in the same group as Lorna.

Mr Skelton: I am Neal Skelton. I am Head of Professional Services for ITS UK.

Dr Corbett: I am Claire Corbett. I am a Senior Lecturer at Brunel University.

Q176 Chairman: Can I say how warmly welcome you are this afternoon, ladies and gentlemen. If you agree with one another we would be inordinately grateful if you would not repeat what someone else has just said. If you have points to make which are different from other witnesses, perhaps you will indicate and try and catch my eye. The microphones in front of you will record what you say but not project what you say so I am afraid it needs a little bit of voice. If we get too intimate, since we are taking a record of the meeting, some of your wisest words will be lost in the ether, and I am sure you would not like to have that happen. Thank you very much for coming. Could I ask you firstly for the purposes of the record to identify yourselves, starting with my left.

Q177 Chairman: Thank you. Did any of you have a short statement you wanted to make before we begin or may we go straight to questions?

Ms Pearce: If I could describe briefly what we have done. We carried out a literature review for Transport for London into the effectiveness of different types and methods of road policing, and it is largely the findings of that review that we can answer questions about today. That review aimed to evaluate the findings from existing literature in order to determine whether increasing levels of traffic policing is likely to reduce the number of casualties and accidents, and also, if possible, to quantify that relationship between levels of policing and numbers of accidents.

15 March 2006 Ms Lorna Pearce, Dr Jeremy Broughton, Mr Neal Skelton and Dr Claire Corbett

Q178 Chairman: Thank you very much, that is extraordinarily helpful. How strong is the correlation between traffic law enforcement and casualty reduction?

Ms Pearce: We did find evidence of that relationship but what we found in looking at the literature was that the studies that we were evaluating did not really quantify the levels of enforcement before the increase or after, and so it is difficult to actually quantify that relationship.

Q179 Chairman: So you could not really say what increase in resources to traffic enforcement could be justified by a cost-benefit return?

Ms Pearce: Not in numerical terms, no.

Q180 Chairman: How can we improve the effectiveness of enforcement?

Ms Pearce: Some of the findings from the literature review did suggest the most effective types of policing. The most effective are stationary and highly visible policing; followed by stationary but not visible policing, and lastly by mobile and not visible policing.

Q181 Chairman: Of those three categories, what is the deterrent effect, do you think? How could we make the deterrent effect greater?

Ms Pearce: The greatest effect is if the policing is randomly allocated so that basically the drivers are unsure about where they are likely to be detected. It increases their perception of the likelihood of being caught, so a random allocation of the police.

Q182 Chairman: Do you think publicity has got a role to play?

Ms Pearce: Certainly because it is all about drivers' awareness of the likelihood of getting caught.

Q183 Chairman: Do you mean publicity in the sense of where fixed sites are or on how the enforcement penalties work, in what sense?

Ms Pearce: I think probably in both senses. Definitely in terms of what penalties are likely but also the fact that there is an increase in enforcement going on.

Q184 Chairman: The number of operational traffic officers fell by 21% between 1999 and 2004. Does that have an impact on compliance with traffic law?

Ms Pearce: It is not something that I would be able to comment on.

Chairman: Does anyone else want to comment on that? Mr Leech?

Q185 Mr Leech: Just on that point, you said that a lot of the time people's perception about officers being in the area will reduce the number of offences in that area. Do you not think that the reduction in officers over that period of time has meant that people have thought that there is less chance of them being caught and therefore they are more likely to break the law?

Ms Pearce: It is difficult for us to comment on that relationship. All we can say is the findings from this review suggested that people's awareness of a police presence does have a net effect on violations and the level of accidents.

Dr Broughton: Can I just make one point. From the Home Office statistics we can see that over the period that the number of traffic officers has fallen and the number of roadside breath tests have fallen, that has happened at a time when the number of people killed in drink-drive accidents is going up, and I think that is a possible area where we might see a relationship.

Q186 Chairman: Do you think that the police have got the balance right between technology-led enforcement and officer-led enforcement?

Dr Broughton: I think that is very difficult to say but in the case of drink-driving that does depend largely on a human officer clearly with the appropriate equipment, but if there are fewer traffic officers patrolling the streets then they will carry out fewer tests and the likelihood of identifying the drink-driver is correspondingly reduced.

Q187 Chairman: You cannot isolate which bits of enforcement have had the most impact, whether it is the police enforcement on casualty reduction separately from improvements in road engineering?

Dr Broughton: In the analysis we carried out a few years ago in preparation for the 2010 casualty reduction target, we did try to identify the separate elements of policy and their effectiveness, but beyond the three main areas of secondary safety of cars, drink-driving and road safety engineering, there is a large area where you cannot really identify the separate strands.

Q188 Mr Martlew: Just on the drink-driving one, I am very interested that you appeared to imply that because the number of traffic police had gone down that is why the number of deaths from alcohol-related accidents has decreased. Is it not a fact that the country as a whole drinks a lot more than it used to?

Dr Broughton: I would not want to draw that implication.

Q189 Mr Martlew: I thought that was what you said really.

Dr Broughton: The number of roadside breath tests carried out has fallen at a time when the number of traffic officers has fallen. What the linkage is between them—

Q190 Mr Martlew: Is it not also the case that we are consuming more alcohol as a nation than we used to?

Dr Broughton: Yes.

Q191 Mr Martlew: So that could be a cause?

Dr Broughton: Yes, but the number of people killed in drink-drive accidents is rising, whatever the precise mechanism.

15 March 2006 Ms Lorna Pearce, Dr Jeremy Broughton, Mr Neal Skelton and Dr Claire Corbett

Mr Skelton: I think also, as you correctly identify, the 21% reduction in police and traffic officers has changed of late. There has been a reversal of that because I am aware that police forces have sought to address that.

Q192 Chairman: It is a little bit of a late conversion, would you say Mr Skelton, because we have had occasion to question the police about this and it would rather seem that the numbers went down very consistently and have only very, very recently plateau-ed?

Mr Skelton: I think, as has been said, it is part of the National Roads Policing Strategy there is a recognition of that and a reversal of that issue. I think you are correct.

Q193 Chairman: You really feel there has been a noticeable, perhaps we should say, late conversion?

Mr Skelton: A late conversion is fair.

Q194 Mrs Ellman: Research from the Transport Research Laboratory shows how lives could be saved by reductions in speeding and by reductions in drinking and driving. Are those findings communicated to the police and do they then act on them?

Dr Broughton: We carry out all our research for contractors such as the Department for Transport and they receive our findings and they have their own methods for communicating those findings.

Q195 Mrs Ellman: Is that anything you would be aware of, how that is done?

Mr Skelton: Just to follow that point, as a former member of the ACPO Roads Policing Operations Forum, I was aware of the statistics that would be transferred across from the Department for Transport through the Home Office to the appropriate body. There was a transfer through and a recognition of the figures involved.

Q196 Mrs Ellman: The research has also found that stationary policing was more effective than mobile policing. Is that something that the police again have been informed about and acted on?

Mr Skelton: I think again that in a separate area of research the high visibility marking on police vehicles is addressed primarily for the safety of the road officers, but there is a recognition that those markings do have a considerable impact on vehicle identification, and the markings have been replicated by the Highways Agency and also the VOSA, so there is a recognition that the high visibility marking does have a significant impact.

Q197 Mrs Ellman: Do any of you have any precise knowledge of how the research from the Laboratory is actually used by the police, indeed if there is any direct connection?

Ms Pearce: Not necessarily in terms of how it is used by the police, but I am certainly aware of communications between the people for whom we do our research, which in the case of this particular review was Transport for London, the police, and

indeed we were involved in some discussions with the police about the further research that was required as a result of our findings because earlier studies did not quantify the relationship and what we felt we needed was further research that could quantify that. Certainly the police have been involved in those discussions.

Q198 Chairman: Did anybody give you any money to follow up? I think we all accept what you are saying to us. You are giving us a factual basis, but the point Mrs Ellman is making is if we cannot tell who has picked the research up, we cannot tell how far they have gone and we cannot tell what else needs to be found out. Could you tell us whether anyone has asked for any further work?

Ms Pearce: Yes, it is being discussed at the moment. It is a further research project that will have a controlled experiment in London to determine what the impact of a controlled increase in enforcement over a limited period of time would be.

Chairman: Thank you.

Q199 Mrs Ellman: Is there a case for recommending that the police do more enforcement of seat belt wearing, drink-driving and mobile phone use or are there any other specific areas in which you think the police should be more active?

Dr Broughton: They are the three perhaps most clearly identifiable activities. Seat belt wearing is very effective in protecting people involved in accidents. We do have quite high levels of wearing them in this country, but clearly if we could raise them then that would produce casualty reduction benefits. That review did find studies where increased enforcement had led to higher wearing rates so that does seem to be effective, and drink-driving I am sure that is a very important area, as I said before.

Mr Skelton: I think it is fair to say with the mobile phone in particular that when the legislation was first introduced there was a very high compliance because the penalties were recognised to be quite stringent. However, I think as time has passed the potential has slipped and has lapsed, and you are absolutely right there is a cause for a return to higher levels of enforcement on all three areas, but I choose that one in particular.

Q200 Mrs Ellman: How effective are random police checks?

Mr Skelton: I think they are extremely effective, as my colleague was saying beforehand, but I think if random policing is done in a more structured way through intelligence-led policing structured through the National Intelligence Model, again, it does have a marked impact because it is trying to put officers in the right place to do the right thing, but it does require the technological support.

Q201 Mrs Ellman: Her Majesty's Inspectorate of Constabulary recommends that police forces focus on 'denying criminals the use of the road' and on combating terrorism. What are the implications of that for road safety?

15 March 2006 Ms Lorna Pearce, Dr Jeremy Broughton, Mr Neal Skelton and Dr Claire Corbett

Mr Skelton: I think in many respects they go hand-in-hand because if you are looking at criminality right across the range, ranging from counter-terrorism at its most severe through to minor traffic infringements, you are tackling all of them, and in fact in many circumstances you are tackling the highest level of criminality through quite a number of minor road offences. Simultaneous to that you are achieving a reduction in road casualty statistics.

Q202 Mrs Ellman: Should it be mandatory for police forces to have a road casualty reduction strategy? Do you think that would be a helpful thing?

Mr Skelton: Again, yes, I think it has got to be integral to the National Policing Plan, force individual policing plans, and also fully embodied within the National Roads Policing Strategy.

Q203 Mrs Ellman: But roads police officers are sometimes redeployed to other activities?

Mr Skelton: Quite frequently.

Q204 Mrs Ellman: Does not that have an impact on road safety issues?

Mr Skelton: It certainly does and I think from personal experience but also looking at previous evidence, it is being recognised that there is a ready transfer first of roads policing officers in advance of other resources being deployed, so it is a problem, it is a dilemma.

Q205 Mr Scott: A question for the Transport Research Laboratory: you say that stopping one in every six speeding offenders should have a noticeable safety effect. Do we have that level of speed enforcement now in the United Kingdom? What proportion of speeders are currently being detected?

Ms Pearce: I do not know the answer to that question.

Dr Broughton: This was based on a study in the Netherlands with a marked police car and I do not think we do have that level of marked police cars enforcing the speed limits, but clearly there are the automated systems as well, so it is difficult to compare, I think.

Mr Scott: What proportion of roads do you believe should be covered by speed cameras? On the basis of the evidence, would you recommend more speed cameras, more traffic police, both, or neither?

Q206 Chairman: A multiple choice question!

Ms Pearce: I think there is certainly an argument for having both because speed cameras and traffic policing do fulfil a different purpose. Whereas you can have greater numbers of speed cameras which clearly are effective, the traffic police themselves have a larger distance halo effect. Their impact goes further in terms of distance and time than a speed camera, so there is a place for both.

Q207 Mr Scott: If I could just go back to speed cameras for a second. There has been evidence recently that in certain areas speed cameras have seen a 300% increase in accidents since they have

been put in place. Do you believe that if it is proven that it is having no effect on reducing accidents but it is increasing them, that perhaps it would be more appropriate for them to be relocated at best or perhaps taken away?

Ms Pearce: The only research of which I am aware has shown that they are effective in reducing accidents.

Dr Corbett: Could I add something there. There has been a study by Gains and colleagues last year based on the year before showing that, on average, 100 lives are saved and overall 4,000 casualties are saved every year through results of speed cameras, although last year I believe when they looked at the “regression to the mean” effects, which showed that perhaps the cameras were not quite as effective as they seemed to be, it has been concluded that cameras are still worth having and still save lives overall, despite the figures.

Mr Goodwill: I think I read in the paper the other day that there are one million drivers only three points away from a ban. Have you looked at the behaviour of drivers who have either been caught speeding or have got nine points on their licence? Presumably if you have one million people driving within the speed limits, that slows down traffic generally and prevents other people from speeding even if they wanted to?

Chairman: Do you want to comment on whichever “red top” he is reading?

Q208 Mr Goodwill: I think it was the *Yorkshire Post* actually!

Dr Corbett: I believe the Department for Transport are commissioning some research to answer the question that you have raised, so you need to wait a year.

Q209 Mr Goodwill: Is there any research on areas like North Yorkshire, which have no fixed speed cameras, to show that casualties have fallen there or stayed the same? There are some areas with no fixed speed cameras where apparently there is no pressure to install them to reduce accidents.

Dr Broughton: The trends vary very much from one area to another and they are affected by all sorts of aspects in addition to the speed camera issue, so it would be very difficult to draw any clear conclusion.

Chairman: I think we are going to have great difficulty with witnesses who insist on giving us facts. This is so interesting, and, if I may say so mildly unique, that it will obviously disrupt the entire system!

Q210 Mr Clelland: Just to follow up on that question, there must surely be instances where the road conditions generally are similar where in one instance there are fixed speed cameras and in the other there are not? You must be able to make a comparison? Somebody must have done that, surely?

Dr Broughton: Not that I am aware of.

Q211 Mr Clelland: Really? Why not? It seems pretty obvious.

15 March 2006 Ms Lorna Pearce, Dr Jeremy Broughton, Mr Neal Skelton and Dr Claire Corbett

Dr Broughton: As I say, when you come down to specific comparisons you will always find differences of traffic flow. It is a much more complicated issue.

Mr Clelland: Really? I am surprised.

Mr Donaldson: Do you support the proposal in the Road Safety Bill for graduated penalties for speeding and what will be the impact of lowering the minimum penalty from three points to two points? Any of you?

Q212 Chairman: Mr Skelton, come on, risk your reputation and make a stab at it.

Mr Skelton: It goes back to the question that there are one million drivers within three points. Most of those would heave a sigh of relief instantly because there would be a recognition that they had an extra breathing space. How that breathing space would be interpreted is another matter. Would they see that as a breathing space to continue with their activities at excess speed or would they moderate their behaviour accordingly? Time would be the judge. But the real dilemma, as was identified, is that you have one million drivers who are effectively on the brink of disqualification, and that has a marked impact on future driving behaviour, or should.

Dr Corbett: The proposal for fewer penalty points for less marked breaches of the speed limits, especially the 30 mile per hour limit, is not supported by research evidence. The critical band is 30 to 39 miles per hour where mainly survivable chances of vehicle impact switch to mainly fatal ones. There is even double the risk of being killed at 35 miles per hour as opposed to 30 miles per hour. What are in fact termed low-level speed limit breaches are actually very dangerous should a collision occur, especially in urban areas. So I do not think we should be going around saying that it is a minor offence to exceed limits in 30 mile per hour areas therefore justifying a lower penalty, because it is actually quite serious.

Q213 Mr Donaldson: You would not support the reduction in the minimum penalty?

Dr Corbett: Well, not from the research evidence, no.

Q214 Mr Donaldson: Could camera enforcement be effective in enforcing 20 mile per hour speed limits on residential roads? Should cameras be used on these roads?

Mr Skelton: There is no difficulty in achieving those levels of accuracy. There are various technologies that are being looked at which will look at mean speeds covering an area and certainly some are imposed on motorways. That technology is available for residential areas, albeit it is at very preliminary stages. I think the residents of the area would wholeheartedly endorse the reduction of speed limits in those areas, particularly around school areas where there is considerable emotive interest so, yes, it is technically possible and I think it would be acceptable in many areas, but if you lived outside of that residential area and you were using it

as a through route, you might not necessarily have the same opinion. It is the devil takes the hindmost in many respects.

Q215 Mr Donaldson: Do you think that camera enforcement is more effective than, say, traffic calming measures in a 20 miles per hour speed zone, or do you think it makes no difference?

Mr Skelton: I think again it is a subtle combination of the technologies relevant to the location. Another technology which is available is intelligent speed adaptation which would automatically govern the speed of vehicles in certain areas. This is at a very, very early stage and Leeds University is looking at that research, but to say one technology as opposed to another would be very difficult. I think you have got to look at location and circumstances for the appropriate blend.

Q216 Mr Martlew: Can we come back to the issue of drink-driving. The number of road casualties through alcohol-related problems has gone up. Could you explain why you think this is?

Dr Broughton: Sorry?

Q217 Mr Martlew: Why do you think the number of casualties has gone up from people drink-driving?

Dr Broughton: For whatever reason there are more people now who are willing to drive after having drunk. There was a great success in the 1990s with publicity campaigns which led to a very marked change in drivers' attitudes. Having achieved that good situation, it has subsequently deteriorated. Driver attitudes have not been maintained at the level that they were perhaps 10 years ago.

Mr Skelton: There is possibly the suggestion that younger drivers are amongst the main categories who are suffering fatal and serious injuries because they are the ones who have had least effect from the education campaigns, so they are the ones who are more likely to take the risk and suffer the consequences accordingly.

Q218 Mr Martlew: Do you think the police could change the way they enforce the law and make it better?

Mr Skelton: In many respects the drink-drive legislation is very effective and I know that there is a suggestion of lowering the alcohol limits. In association with drink, it is the relationship between drink-driving and drink and drug-driving, and the combination of those does have a marked effect. Whilst a driver might not necessarily be in excess of the limit, as is well-known to be two and a half pints approximately, the limit could well be very adversely affected by a driver who has partaken of illicit or licit drugs. That then could affect the drink-drive limit quite markedly, and that is a fairly recent phenomenon.

Q219 Mr Martlew: Would it be possible to test for that?

Mr Skelton: Yes, there is research underway through the Home Office Scientific Development Branch into relevant devices, but I know from

15 March 2006 Ms Lorna Pearce, Dr Jeremy Broughton, Mr Neal Skelton and Dr Claire Corbett

having been a police adviser at that location that it is a very, very difficult task. However, research is underway to look at the analysis of drugs within drink-drive specimens.

Q220 Mr Martlew: I think you have touched on the issue of lowering the level at which driving becomes illegal. Do you actually support that proposal?

Mr Skelton: Yes I do because the current level is open to interpretation by the driver. If you reduce the level it is still open to interpretation by the driver but it gets less and less. Ultimately you just have a zero tolerance; you have a nil limit.

Q221 Mr Martlew: That is fine but when do people know there is no alcohol in the blood? You go out, have a few drinks, and get up the next morning, and that is the fear of many people.

Mr Skelton: I know there is a discussion about putting “alcolocks” on to ignitions which would prevent the vehicle being driven. I fully support that as a way forward but you have always got to anticipate that a devious driver will find somebody who is sober to circumvent that system, but the technology being in place will achieve the desired effect in many respects.

Q222 Mr Martlew: Just quickly on the alcolocks, would you suggest that, say, all new vehicles be fitted with this or just for drivers who have a past record?

Mr Skelton: I think you could have a staged implementation. You could go for drivers with a past record but ultimately the benefits would translate across to the whole vehicle fleet.

Q223 Chairman: Can I ask you Dr Corbett, do you think enough is being done to win public support and understanding for the need for camera reinforcement?

Dr Corbett: No, I do not. In research we have done in late 2003 it seemed that drivers did not fully appreciate how the camera system operated, how sites were chosen, and what happens to fine monies, and we know that from a series of national surveys every year that in 2004, 55% of people asked, on average, throughout the country thought that cameras represented easy money for government, and I think this is a perception that really needs to be tackled because we do need to keep majority public support for cameras because they are effective.

Q224 Chairman: The trouble was the ones who drove the most, who were men between 25 and 44 and who drove more than 20,000 miles per annum, seemed to be the most negative about cameras.

Dr Corbett: Yes.

Q225 Chairman: Well, in that case, how do you really convince them that they have got to comply with speed limits?

Dr Corbett: That is the difficult problem, is it not? It is like the search for the Holy Grail. We somehow have to get it through to drivers that inappropriate and excess speed is dangerous and does lead to accidents.

Q226 Chairman: Do you think publicity campaigns work?

Dr Corbett: I think the hard-hitting ones do and I think there is some evidence for that.

Q227 Chairman: Have the Home Office and the Department for Transport been active enough and effective enough in leading these campaigns?

Dr Corbett: I think they put a lot of money into these campaigns but I am not quite sure what research goes into evaluating them. I am talking more at the anecdotal level, in research I have done, certainly among drivers that I have spoken to they do seem to be affected by these hard-hitting TV adverts and it does get women in particular to slow down.

Q228 Chairman: Mr Skelton, do you want to have a guess at why the Chief Constable who gave us evidence last week said that he did not want any more cameras?

Mr Skelton: I think again it is a distribution of the resources that are applicable to road safety requirements and probably, stabbing a guess at what he is saying, he is saying the use of the National Intelligence Model and the diversion of human resources, assuming that he has got the right number, will achieve that effect. I think, again, it will probably be the balance of technology plus the human-led policing enforcement.

Q229 Chairman: So is it more cost-effective to have traffic police checks at random times?

Mr Skelton: Again, when you say random, I think the random nature has got to be led by specific intelligence. If you just allow it to be purely random then your effectiveness will deteriorate. If, on the other hand, it is intelligence-led but appears random then it will have the desired effect.

Q230 Chairman: So long as they do not know you are there and you know why you are there, it works?

Mr Skelton: Yes.

Q231 Mr Clelland: Mr Skelton, you say in your memorandum that automatic number plate recognition equipment has provided ‘varying results’. Could you just tell us what the results were?

Mr Skelton: I do not have the specific results with me but I am aware obviously that throughout the 43 police forces in England and Wales there is a different level of adoption by ANPR technology. Whilst there is a national statutory requirement to draw this in line, this is some distance ahead, so, accordingly, the investment has been placed differently in different forces. Certainly there has been a recognition that it is like a domino effect in many respects, that once ANPR is seen to be the effective crime-fighting tool that it is when the adjacent force or adjacent forces adopt that technology quite rapidly but at the present time there is variable uptake.

15 March 2006 Ms Lorna Pearce, Dr Jeremy Broughton, Mr Neal Skelton and Dr Claire Corbett

Q232 Mr Clelland: You also say that “other than ANPR there have been no major technological developments to revolutionise roads policing”. Does that mean you think there are opportunities which have been missed or wasted?

Mr Skelton: I think that ANPR is the current silver bullet. That is the technology that has been fully recognised at the present stage and future technology, for example electronic vehicle identification which is going through very preliminary investigation at the moment, will have a significant impact in the future, but that is a number of years ahead before that is effective.

Q233 Mr Martlew: What will it do?

Mr Skelton: In many respects it is like an ANPR plus. What it will do is it will signify and electronically identify individual vehicles rather than going for the individual vehicle registration mark, which if it is broken, missing or has been corrupted in some form or other, is readily overlooked by the camera system. This sophisticated, internal, electronic vehicle identification linked to the ANPR system giving the visual recognition will give those levels of identification. Tied into the various databases of DVLA, insurance and MOT, it provides a significant tool across the range of criminality, including all the relevant motoring offences.

Q234 Mr Clelland: Are there administrative and bureaucratic obstacles to the introduction of new technology, type approval for instance? Do these cause delays? Can anything be done about speeding up the process?

Mr Skelton: There are inherent delays in the type approval process, but I am aware that they are really going as fast as they can go because the type approval process seeks to eradicate subsequent challenges and costly court implications. So if you tried to speed it up you probably could but there will be retrospective effects, I would be sure.

Q235 Mr Clelland: What about red light running cameras at traffic light junctions; should all junctions be equipped with that sort of equipment?

Mr Skelton: I think again it is relevant to the circumstances in the location. I think if you just have it as a *de facto* establishment, you end up with a risk of complacency potentially. By having the cameras at specified locations, even if the camera does not identify the driver, the identification of the camera at that site should give the driver a recognition that that is a dangerous junction rather than just a blanket coverage.

Q236 Mr Goodwill: I was recently in Bangkok (which is famous for its red lights I suppose) and they have got some fairly simple technology on some of their traffic junctions where the red light is accompanied by a red countdown so you can see exactly how many seconds before it changes to green. Similarly, the green light has a countdown in green. So if you see it at 20 seconds you know that you can get by, if it is five seconds then you probably

have to think about stopping. Have you seen that in action because it seemed to work very well indeed at very busy junctions?

Ms Pearce: The only thing I am aware of is a countdown on pedestrian crossings, which I think some of my colleagues looked into in more detail in another piece of research. I do know there were pros and cons with that because if somebody comes to a pedestrian crossing and they realise they have got a minute to go or 30 seconds to go, they may think, “I am not going to wait that long,” and rush across. So you have to balance that with the effect if they realise they have only got three seconds to wait and they might well wait. Whether the same argument might apply to—

Q237 Mr Goodwill: Cars do not tend to go across a junction on red even if there is nothing coming, in my experience, but they do tend to rush up because they think it may change and then basically slam all the brakes on or be an “amber gambler”, as I think we used advertise, and they just go for it?

Ms Pearce: Again you would need to look at what the different effects were.

Q238 Mr Goodwill: Do you look at technologies in use around the world to see how effective that is or do we tend to be blinkered in the UK?

Ms Pearce: Quite a few of the studies we have we done do look at research in other countries, particularly other countries with similar types of traffic situation.

Mr Skelton: Certainly in the area in which I work there are international bodies throughout the globe where you try and pick best practice.

Q239 Chairman: Mr Skelton, you are telling us about all your new toys which do everything except physically get out and arrest the driver. How many of those are dependent upon type approval?

Mr Skelton: Certainly the drink-drive and the drugs analysers will be the subject of type approval. The intelligence speed adaptation probably would require some type approval process, so I think it is fairly dependent because obviously I would be conscious of subsequent court case challenges against the introduction of new technologies.

Q240 Chairman: When you are saying that consideration should be given to enactment of appropriate legislation, what are we asking for, in what terms? Are we saying that the processes are too long? Are we saying that the law is not precise enough? What are we saying?

Mr Skelton: It really was almost a cry from the heart in many respects that sometimes the technology is introduced and then the legislation to support that technology is subsequent to that, which creates an inherent delay. There is opportunity for co-terminosity as a recognition of the technology and a progression of the legislation. When the technology is ultimately developed and devised the legislation will then be tying in more effectively.

15 March 2006 Ms Lorna Pearce, Dr Jeremy Broughton, Mr Neal Skelton and Dr Claire Corbett

Q241 Chairman: Do you think we would get enormous benefit from enforcing seat belt wearing laws?

Mr Skelton: Certainly I think it would be further support of the casualty reductions.

Q242 Chairman: To all of you, in all of the detailed research that you have done, am I correct in saying that you think we need a combination of different methods so we have both the mechanics and enforcement and new developments? None of you is putting all of your commitment or all of your support into mechanical means?

Dr Corbett: No.

Ms Pearce: No.

Q243 Chairman: Can we take it, Ms Pearce, that you are hoping to persuade your masters to give you enough money to carry on research into the human element in driving?

Ms Pearce: Absolutely.

Q244 Chairman: Could you include a question in that that says “should we forbid all males from being in charge of a combustion engine”?

Ms Pearce: Certainly!

Chairman: Thank you very much. We are very grateful to you all.

Memorandum submitted by West Yorkshire Road Safety Strategy Group

SUMMARY

This submission is made by the West Yorkshire Road Safety Strategy Group, which includes road safety professionals from the five West Yorkshire Highway Authorities along with professionals from Primary Care, the road safety camera partnership, police and the Highways Agency. It discusses the impact of roads policing in West Yorkshire. It also looks at how technology can be used by all partners to reduce casualties.

There have been a number of positive changes to roads policing in West Yorkshire in recent years including the use of new technology although the devolved organisation of West Yorkshire Police and funding issues have led to an inconsistent approach within the Force. Priorities within the separate divisions reflect those set nationally in respect of volume crime and the ability to respond to calls from the public. Roads policing officers are diverted to these other areas of policing which results in insufficient resources being available for the enforcement, education and training requirements that are needed to support other road safety activities in West Yorkshire.

The submission recognises the commitment of roads policing officers and the value of working together in a multi-agency approach to safer roads. It also calls upon government to set appropriate and meaningful roads policing targets to make sure that the police can make the maximum contribution to safer roads.

INTRODUCTION

The West Yorkshire Road Safety Strategy Group (WYRSSG) is a multi-agency working group that determines forward direction in road safety matters in West Yorkshire taking into account government policies and requirements alongside local needs and priorities. It is closely linked to other transport professionals through the Local Transport Plan and encompasses sustainable transport issues alongside the requirements to progress safer roads.

The group comprises the five West Yorkshire Highway Authorities—Bradford MDC, Calderdale MDC, Kirklees MC, Leeds CC and Wakefield MDC—West Yorkshire Police, West Yorkshire Strategic Health, West Yorkshire Casualty Reduction Partnership (Road Safety Camera Partnership), and the Highways Agency. Those represented have their own organisations to plan and progress road safety matters involving professional and community bodies, road safety charities and with local people.

This submission is a combined statement of those involved and is prepared from the day-to-day working arrangements with roads policing teams. It is not known how roads policing officers are deployed in their hours on duty. Government would properly gather that information, direct from the respective police forces. However, this is an otherwise informed submission made from experience gathered over many years.

GENERAL

There are 283 constables, 22 sergeants and two inspectors in West Yorkshire who are roads policing officers (November 2005). The Force policy sets a minimum percentage that each Division or District should have in its patrol strength as roads policing officers—all currently exceed that minimum percentage. The major concerns are of status, recognition, funding and deployment, which may be as a result of the failure of successive governments to give sufficient importance to roads policing.

The roads policing strategy, alongside its stated aims contributes greatly to the use and promotion of sustainable forms of transport and in the rebuilding of local communities, which have suffered from the harmful effects of road traffic.

The reduction in resources and the deployment of roads policing officers reflects the government priorities for the police set through performance targets, which in general have not included adequate roads policing targets. This has led to a lack of strategy direction, inadequate funding for roads policing, a diversion of police resources away from roads policing, and the diversion of roads policing officers away from roads policing duties. This in turn has led to increasing public disregard for road traffic law and its enforcement and, within the service, a lack of appreciation of the role of the Roads Policing Officer and the benefits that can be gained from directing resources into this aspect of policing. Appropriate roads policing targets would redress this imbalance and give the required importance and priority to roads policing.

There is very significant dedication and commitment to duty by roads policing officers in West Yorkshire, where funding and resources have allowed, and their effective deployment is essential to continue to bring down road injuries. In relation to the control of road speeds it will take some 10 years, at least, to build the engineering element of speed management in West Yorkshire. Other initiatives to reduce road speeds, not least persuading drivers to obey traffic law at all times, are critical in reducing road injuries and making our communities safer. Roads policing could be said to be one of the most effective methods to address behaviour that compromises road safety such as the use of mobile phones, speeding, drink/drug driving and the absence of seat belt wearing.

Acknowledgement should also be made of the contribution roads policing officers make to education, training and publicity and to other initiatives for example the driver training courses that are undertaken by Kirklees MC as lead provider for West Yorkshire. It should also be recorded that roads policing officers attend many collisions and collect data from the scene. This information is vital to target resources and know what is successful and what is not.

STRUCTURE AND FUNDING

There are nine police divisions in West Yorkshire—

Bradford: Bradford North, Bradford South and Keighley

Leeds: City & Holbeck, Killingbeck Chapeltown and Pudsey Weetwood

Calderdale—one Division

Wakefield—one Division

Kirklees—one division

Roads policing is organised within those divisional establishments and priorities. In addition there is a separate motorway roads policing unit and a dedicated central ANPR intercept team. Each division approaches roads policing differently although there have been recognisable changes since the first HMIC baseline assessment on roads policing in West Yorkshire, which have resulted in an improved grading. Although WYP have a roads policing lead senior officer, at a Divisional level roads policing is the responsibility of local roads policing sergeants. These officers are accountable to local management teams whose priorities reflect local and national targets that do not necessarily link to road policing.

Funding for roads policing is an issue; a number of authorities either pay for police time for specific duties and initiatives—or participate in joint funding arrangements to address road safety or community needs. This is becoming increasingly difficult to justify when local authorities are being subject to funding pressures and other priorities. In some Districts there is an over reliance on external funding sources for duties that should be provided from base budgets, for example through NRF.

Are traffic officers adequately resourced trained and supported?

In general the evidence in West Yorkshire would suggest that there is insufficient deployment of dedicated roads policing officers to roads policing duties and that there are insufficient resources (staffing, cars and finance) to carry out effective enforcement initiatives and insufficient equipment to carry out and process enforcement activities. Local authorities have given financial support to the police in some of these areas such as funding the purchase of hand held speed detection equipment and of Tintman equipment.

There have been recent developments as previously acknowledged and an increase in ANPR activities that have improved safety. Government action to give the police powers to seize vehicles has had a significant impact although limited numbers of roads policing vehicles are provided with the ANPR capability.

Training for Roads Policing Officers has recently been reviewed in West Yorkshire and a new modular structure is being implemented. During training an officer will be appointed as an aide or trainee and this reflects the system in place for detective officers. The new structure should enhance the status of the roads policing officer and minimise abstractions to other duties during training. However if officers are not in a position to continue to use their expertise due to other demands within Divisions then a loss of these skills is inevitable.

What impact has the joint roads policing strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

The significant development of roads policing in West Yorkshire has come from the HMIC report on roads policing, which coincided with the issue of the joint roads policing strategy. It is difficult to estimate which had the greater effect. Changes in roads policing structures and practices are still developing at different rates in the various police divisions. There is evidence of increasing priority being given to roads policing and some increasing resources, although this may be at risk due to demands on WY Police and councils' funding.

Have the police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties? What evidence is there that the changing balance between traffic officers and technology has influenced the casualty rates?

There is some concern that the police may be spending too much time on the ANPR activities at the expense of overall roads policing issues. Whilst appreciating the value of ANPR operations and the link between criminality and road safety the over reliance on ANPR activities could leave major areas of visible roads policing and road traffic enforcement without sufficient attention. Again this could well reflect the priorities that are set by government and at divisional level. The general disregard for traffic law, traffic regulation orders, seatbelt law etc by motorists, may mirror the way society sees "laws", but still contributes significantly to casualty numbers, year on year. It should be remembered that Police officers are the only people who can deal directly with such offences as careless or dangerous driving.

Casualty rates are reducing in West Yorkshire but there are very many other road safety activities taking place and the downward trends in killed and serious injury have been established for some five years. 2005 had the lowest ever numbers of people killed, people killed and seriously injured, children killed and seriously injured and of pedestrians injured. Clearly the police have had an effect in bringing this about, as has the safety camera partnership—alongside and together with the initiatives undertaken within WYRSSG and its constituent authorities to involve and support local communities.

There is a wider issue of enforcement practices to support sustainable transport provision for example, to support bus priority schemes and HOV lanes. Developments in, and the application of, enforcement technology in these areas would relieve demands made upon roads policing and contribute to a greater respect for road traffic law enforcement in general.

How effective and how efficient is roads policing in reducing the number of road casualties? Are the police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

Our view in West Yorkshire is that the reducing numbers of fatal and serious road injuries are due to the multi-agency approach to safer roads that we use and no one agency or road safety initiative is responsible for this welcome decline. Road safety is a whole whereby the correct safe use of the appropriate road environment is a result of the work that very many agencies, national and local, do to promote road safety. Our speed enforcement strategy is within the West Yorkshire Speed Management Strategy whereby the Road Safety Camera Partnership deals with the roads that meet the numerical criteria for fixed or mobile speed cameras, arguably where the maximum returns can be made in the reduction of road casualties. Divisional roads policing officers deal with other safety issues including those that most concern local communities. There has been an inconsistent approach to the rollout of speed awareness referrals across West Yorkshire, which is reflected in other areas of roads policing. Other initiatives, such as enforcement action to promote seatbelt wearing, are undertaken in line with the priorities to reduce road injuries in the various Metropolitan Districts/Police Divisions, in addition to monthly themed policing arranged around the "Think" campaign. There are infrequent countywide initiatives, most recently in response to rising numbers of motorcyclist killed and seriously injured.

How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs or fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?

Road injury statistics for West Yorkshire only cover alcohol use. They have not shown significant changes in recent years, and the increases seen elsewhere in the country for drink driving related deaths has not been seen within the county. However more resources need to be committed to establish a significant downward trend. Little use has been made of the new powers to perform road side preliminary impairment tests for drivers impaired through drugs, although it remains unclear how prevalent this offence is.

How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?

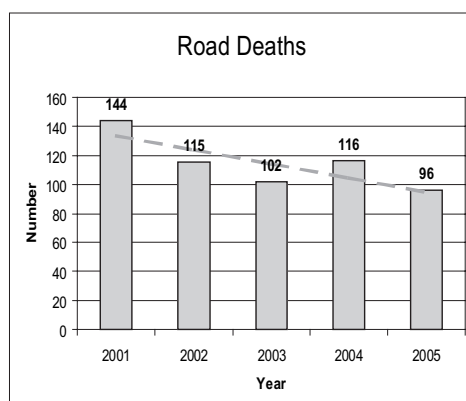
It remains to be seen how the new funding arrangement for road safety will affect the work of the road safety camera partnership. There are eight signatories to the partnership agreement and each needs to be committed to the continuation of the camera partnership under its present structure within West Yorkshire. There are indications at present that this option is preferred, although this arrangement would be under threat if funding was not sufficient. If that is the case, and long-term finance is assured, then there are substantial opportunities to use the public relations activities that have been developed under the camera partnership for the benefit of the wider safer roads activities in West Yorkshire. How much is achievable will depend on the allocations that are given in the LTP settlement. Early discussions are taking place on public relations activities, initiatives that involve local communities and those that influence behaviour, such as driver training and police activities. The allocation that needs to be made to promote safer roads in West Yorkshire and those that need to be made to the constituent authorities remains to be determined and again rely very much on the road safety allocation that is made in the LTP. The camera partnership is fully integrated into WYRSSG and has been part of the development of safer roads in West Yorkshire since it came into being in 2002.

The lessons we have learned in West Yorkshire have been twofold in the contact we have made through the public relations activities and in the effective deployment of mobile and fixed cameras. The positive publicity and the overwhelming support of local communities we have experienced is a reflection of the commitment we have made to public relations. The scheduling of mobile enforcement and the location of fixed cameras has been organised to maximise the impact of safety camera enforcement and is recognised in the governments 4th year report of safety camera activities.

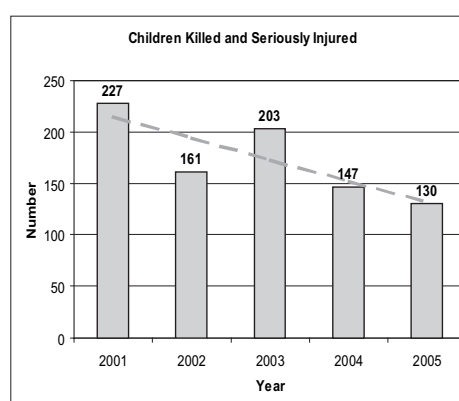
How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

In West Yorkshire road deaths have reduced from 144 in 2001 to 96 (provisional) in 2005, and killed and serious injury to children has fallen from 227 to 130 (provisional). It is difficult to prove how much our multi-agency approach to safer roads has contributed to that but we would strongly point out the advantages we have found in having shared aims and objectives, in the consistency of our messages and in the support we have been able to give all our partners throughout West Yorkshire. "Safer roads" involves everyone and the more people we involve positively then the more we can achieve. Roads police officers are a very valuable resource particularly when taking part in joint undertakings and initiatives to change behaviour and promote road safety, alongside their duties to deal with other volume crime related to road traffic law.

**West Yorkshire -
Road Deaths**



West Yorkshire - Children Killed and Seriously Injured



CONCLUSION

From the detailed consideration of roads policing in West Yorkshire it is evident that, firstly, acknowledgement should be made of the contribution that roads policing makes to the wider transport agenda—not just to casualty reduction. In addition government needs to set appropriate and meaningful roads policing targets to ensure that roads policing is valued and can make the maximum contribution to transport, to the life and wellbeing of our communities and to casualty reduction.

There is continued development of roads policing in West Yorkshire but inconsistencies remain across the districts. This again could be seen as being a result of the absence of direction from government. New technology is being used with the benefits of denying criminals the use of the roads and improving road safety but the extent to which this has been embraced reflects other local and competing policing priorities.

The reduction of road injuries requires a multi-agency approach in which the police need to play their full part. Whilst road injuries are reducing in West Yorkshire it is essential that roads policing is expanded to encompass, further targeted enforcement and education. There is a large potential for the police to bring about behavioural change that could not be achieved otherwise in an acceptable time period.

The new funding arrangements for the road safety camera partnerships would allow further promotion of road safety and the further involvement with local people provided there is sufficient funding.

10 February 2006

Memorandum submitted by West Sussex County Council

INTRODUCTION

This response is being made by West Sussex County Council, as the lead authority, on behalf of the authorities in the Sussex Safety Camera Partnership (SSCP)** who are developing a broader road safety partnership for casualty reduction following the success of the safety cameras. Further responses on the range of questions raised in the press notice have also been prepared by Sussex Police as the primary subject is roads policing, and these are being submitted by them separately. The two groups of questions addressed on behalf of the partnership (at short notice) are:

1. *How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?*
2. *How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?*

[** SSCP comprises East and West Sussex County Councils, Brighton & Hove City Council, the Highways Agency, Sussex Police and Her Majesty's Court Service]

RESPONSES TO THESE SPECIFIC QUESTIONS, IN SUMMARY

- 1(a) *How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships?*

The benefits of the new funding arrangements from 2007–08 are seen as:

- Supporting and encouraging the development of local safety partnerships for another four years subject to all partners' agreement and enduring commitment.
- Widening the scope of partnership funding and strengthen the delivery of road safety promotion by integration with other road safety teams.
- Removing the linkage between expenditure and fine revenue which has undermined the national perception of the purpose of safety camera partnerships.
- Potentially enabling more flexibility in response to the needs of the local community.

Potential concerns are:

- The new funding stream through the Local Transport Plan is not ring fenced, therefore it could be diverted to other projects rather than cameras and associated road safety initiatives.
- The benefits of the nationwide interchange of ideas and experiences on safety camera operations and development could be diluted or lost due to a lack of national co-ordination.
- Possible fragmentation of partnerships which could result in inconsistent enforcement arrangements.

1(b) *What lessons can be learned from the experience of speed limit enforcement using camera technology?*

- Positive contribution to casualty reduction.
- Good for encouragement of partnership working.
- Need to provide consistent and reliable messages to the public about why this action is needed and who benefits (the experience in Sussex has been that the media and public engagement on safety cameras was over 75% positive at the local partnership level, but perceived as being negative at the national level).
- Concern about an apparent shift in national policing priority from the wider range of road policing activities to over-focus on the use of cameras.
- Easier to deliver when there is a consistent approach to speed management and speed limits (as there has been, for example in East and West Sussex).

2(a) *How effective are multi-agency approaches to safety issues?*

- Multi-agency working requires specific commitment and renewal, as well as co-ordination, if it is to be effective and to add value to the otherwise independent approaches of individual agencies.
- In Sussex there has been co-ordination of authorities working together since 1995, with strategic and working groups for road safety strategy, safety cameras, and education, training and publicity. In recent years this has been enhanced by partnership meetings with Leading Members of each authority in the Sussex Safety Camera partnership, chaired by the Cabinet Member for West Sussex Highways and Transport.
- The experience of partnership working in Sussex (three Highway Authorities, Highways Agency, Police, Her Majesty's Court Service and recently the Fire and Rescue Services, with links to the District based crime and disorder local partnerships) is considered to be an effective way of delivering a consistent and balanced approach. Further development is planned to strengthen and broaden these partnerships.
- The commitment to working together assists with the sharing of best practice and procurement of resources, both internally and externally, for cost effective delivery.

2(b) *What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?*

- Further support and reward through the LTP process for partnership funding both revenue and capital.
- At the regional level and national level, further encouragement for co-ordination of information, data analysis and research.

CONCLUSION

- The new funding arrangements will enhance the work of the safety camera partnerships provided that local authorities remain committed to the development of partnership working for casualty reduction. The main lesson learned from the experience to date is that camera technology is an effective tool for reducing casualties but needs to be strongly supported by active road safety promotion to achieve public support.
- Multi-agency working can be effective but needs partnership commitment and renewal, and support from government through the funding mechanism.

(Response prepared by Rob Salmon, Assistant Head of Highways and Transport on behalf of Lt Col Tex Pemberton, Cabinet Member for Highways and Transport, West Sussex County Council, Chairman of the Leaders of SSCP)

16 February 2006

Memorandum submitted by Transport for London

1. SUMMARY

1.1 Transport for London (TfL) strongly supports the continuing role of the police in the areas of traffic policing and traffic management.

1.2 TfL believes that there is still a role for Traffic Police within the traffic management arena and this needs to be carefully balanced and supported by technological solutions.

1.3 TfL believes that the Joint Roads Policing Strategy is an excellent first stage to defining issues in this area, but needs to be enhanced by including partner agency issues.

1.4 TfL believes roads policing could play a larger part in reducing casualties and has not been a high enough priority for the Home Office over the last five years.

1.5 Further work should be undertaken with regard to the development of a national framework to ensure that road safety issues are dealt with as a high priority in the traffic policing area.

2. BACKGROUND

2.1 TfL is the Highway Authority for over 550 kms of London's roads, encompassing the majority of the major roads in London and is known as the Transport for London Road Network (TLRN). As part of the Traffic Management Act 2004, TfL also has a number of responsibilities including the role of Traffic Manager for London and associated network management duty.

2.2 TfL also undertakes a number of enforcement activities in relation to traffic management and the reduction of congestion, these include:

- Traffic management via the London Traffic Control Centre (LTCC) and through this control of traffic signals.
- Camera enforcement of bus lanes in London in partnership with the London Boroughs.
- Camera enforcement of decriminalised moving vehicle offences (such as stopping in yellow box junctions) in partnership with the London Boroughs.
- Enforcement of decriminalised parking offences on the TLRN in partnership with the Metropolitan Police Service (MPS).
- In partnership with the MPS deployment of combined police officer and Police Community Support Officer Teams to deal with congestion hotspots.
- Camera enforcement of speeding offences via the London Safety Camera Partnership (including the MPS amongst others).

2.3 For this reason TfL is an important stakeholder in the debate on traffic policing in London and our answers to the specific questions raised as part of the Select Committee Inquiry are outlined below.

2.4 In addition, after discussions with Committee staff, TfL's London Road Safety Unit has made a complementary submission on road safety issues which should be read in conjunction with this memorandum. Where relevant it has been referred to in the main body of this paper.

QUESTIONS ASKED BY THE COMMITTEE

3. *Are traffic officers adequately resourced, trained and supported?*

3.1 TfL does not believe that the necessary resources are directed at these issues. In many ways this relates to the position of traffic policing in the national policing priorities framework and the relationship of the current roads policing strategy with partner agencies and those contraventions perceived to be low level offences. More details on this issue can be found below.

3.2 In general Traffic Officers in London are well trained and provide an essential service on London's roads.

4. *What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?*

4.1 The strategy has been useful in so far as it has clearly identified the role of policing in this area and the priorities from a police perspective. However, TfL feels that the strategy fails to give sufficient priority to general traffic management activities dealing with what are perceived as low level offences. This type of activity has a key role to play in dealing with the wider issues of criminality on the roads and in society. We feel that the strategy should be expanded to include these areas of activity including network disruption, congestion, parking, etc and incorporate the priorities and roles of partner agencies in this area such as TfL.

4.2 In addition, the profile of road safety in the strategy needs to be reviewed and given a higher priority in the strategy overall. Again, the role of partner agencies and activities associated with roads policing (but not directly delivered by traffic police) such as parking enforcement and traffic management need to be factored into this area as they can contribute to road safety.

5. Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties? What evidence is there that the changing balance between traffic officers and technology has influenced casualty reduction rates?

5.1 Generally TfL is supportive of technology led enforcement and uses it in much of its own enforcement activity. It is important that this activity is fully integrated into the day to day activities of road policing and is not seen as a bolt on or straight replacement. We believe that for many traffic policing/enforcement activities a correct balance needs to be reached between the use of technology and “on street” human intervention.

5.2 We believe for many enforcement activities such as those relating to road safety and parking it is essential that human intervention remains part of the solution. This is because many of the technological solutions lead to delayed enforcement (for example the ticket arrives in the post). For many of these activities real time intervention and compliance with the law is the required outcome and as such a mix of interventions is required.

5.3 From TfL’s technological and advanced planning perspectives, we consider that the need for standardisation of command and control interfaces is of the utmost urgency in London. To prepare the ground for standardisation, TfL is currently working closely with the MPS to examine and develop the requirements of future command and control systems. Consideration should be given to continuing and developing this diagnostic investigation into the support of the interfaces between “on street” and “control room” activities.

5.4 TfL is also very supportive of the use of Automatic Number Plate Recognition (ANPR) operations and works in close partnership with the MPS on traffic enforcement focused operations in London. We believe the priority given to the enforcement of civil offences in these type of activities is not high enough. If the enforcement of persistent offenders of civil offences was pursued more aggressively then there would be benefits to the police in criminal investigations.

5.5 A more detailed description of the use of technology and casualty reduction can be found in the complementary memorandum by TfL’s London Road Safety Unit.

6. How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

6.1 TfL believes roads policing could play a larger part in reducing casualties and has not been a high enough priority for the Home Office over the past five years.

6.2 A detailed examination of road casualty issues from a London perspective can be found in the TfL London Road Safety Unit memorandum.

6.3 The growing levels of cycling in London and changing traffic patterns more widely have brought forward new opportunities, as well as new challenges for traffic and public realm policing. Unfortunately existing traffic law, regulation and enforcement regimes make it particularly difficult to address these challenges with cost-effective measures that will raise awareness of cyclists, reduce collisions, attract public support and improve behaviour, both of cyclists and other road users. Two particular areas the Committee are asked to consider are:

- (i) the review of the Traffic Signs Regulations and General Directions 2002 (TSRGD) requirements in relation to signing and enforcement of cycle facilities. For example, Advanced Stop Lines (ASLs) are not practically enforceable and there is no satisfactory way (in terms of safety, understanding or streetscape) to permit two-way cycling in one-way streets, and;
- (ii) the rollout of initiatives to encourage cyclists to have due regard for traffic regulations and other road users (and vice versa). This is important to the maintenance of respect by other road users for the needs and safety of cyclists. The City of London Police provided a very positive example of how this can be achieved in September last year when they issued on-the-spot £30 fines to cyclists caught disobeying red lights or cycling on footways—the cyclists were then offered the opportunity to avoid the fine if they attended a responsible cyclists training session.

6.4 The bike patrol teams deployed by the MPS and City of London Police have been very successful in combining traffic policing and general operational work as well as offering a visible, positive role model and means of assurance. Accordingly it is recommended that the Committee consider the value and benefits of borough police teams expanding the use of bikes to tackle issues of road safety, encouraging responsible cycling, crime reduction and traffic policing targets.

7. *How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?*

7.1 While TfL has no direct role in this area, we believe that effective enforcement of these issues should have a big impact on road casualty rates.

8. *How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?*

8.1 TfL believes that the London Safety Camera Partnership (LSCP) is a vital part of London's road safety landscape and it is important that changes to the funding arrangements do not impact on this work. TfL believes that the LSCP has always operated in line with the new guidelines announced by the Secretary of State and will make a strong case that investment in London should not be reduced as part of this change.

8.2 Safety cameras have made a huge contribution to London's lower casualty figures. "Before" and "after" studies at new speed camera sites have given benefits of around 50% reductions in killed and seriously injured (KSI) casualties. Cameras work in London and are the ideal road safety intervention for many of the high density and higher speed major roads in the capital, where there are no feasible alternatives. Please see the TfL London Road Safety Unit memorandum for more information.

9. *How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?*

9.1 There are many best practice examples of multi-agency work in the safety area, the LSCP being a good example. We believe that there is a need to these partnerships to be developed within a common framework that allows common solutions to be developed and best practice shared. We believe that a structure similar or associated to existing Crime and Disorder Reduction Partnerships should be investigated to provide a national framework for taking this issue forward.

10. CONCLUSION

10.1 Effective traffic policing is a key component of managing London's road network, reducing congestion, catching criminals and reducing casualties on the roads. Arguably, this area has traditionally been under resourced and under prioritised and this needs to be addressed.

21 February 2006

Witnesses: **Mr Steve Thornton**, Principal Engineer, City of Bradford and Chair of West Yorkshire Road Safety Strategy Group, **Mr Dave Sherborne**, Casualty Reduction Manager, Leeds City Council, West Yorkshire Road Safety Strategy Group; **Lt Col Tex Pemberton**, Cabinet Member for Highways and Transport, and **Mr Rob Salmon**, Assistant Head of Highways and Transport, West Sussex County Council; and **Mr Steve Burton**, Deputy Director of Transport Police and Enforcement, and **Mr Chris Lines**, Head of London Road Safety Unit, Transport for London, gave evidence.

Q245 Chairman: Good afternoon, gentlemen. I see we are all gentlemen. Can I ask you to identify yourselves for the record.

Lt Col Pemberton: My name is Tex Pemberton. I am the Cabinet Member for Highways and Transport in West Sussex.

Mr Salmon: Rob Salmon, I am the Assistant Head of Highways and Transport in West Sussex and Chairman of the Local Safety Camera Partnership's Steering Group.

Mr Thornton: I am Steve Thornton and I am Chair of the West Yorkshire Road Safety Strategy Group. I also chair the West Yorkshire Safety Camera Partnership. I manage the Neighbourhood Road Safety Initiative in Bradford and for the last 12 months was Chair of the Yorkshire and the Humber Casualty Reduction Steering Group.

Q246 Chairman: And your wife is about to divorce you! Mr Sherborne?

Mr Sherborne: Dave Sherborne, I am the Casualty Reduction Manager for Leeds City Council and also the local authority member for the Standing Committee on Road Accident Statistics.

Mr Lines: I am Chris Lines and I am Head of the London Road Safety Unit at Transport for London.

Mr Burton: I am Steve Burton and I am Deputy Director of Transport Policing Enforcement at Transport for London.

Q247 Chairman: Thank you very much. Am I to assume that no-one has anything they particularly want to say. Mr Lines?

Mr Lines: Just as an introductory statement, Madam Chairman, to say that we are very pleased to be here and thank you for asking us for evidence. We are very keen on new technology. We believe it has a big part to play in terms of road safety. If I could just say something about the experiment that Lorna was talking about. That was an analysis of the link

15 March 2006 Mr Steve Thornton, Mr Dave Sherborne, Lt Col Tex Pemberton, Mr Rob Salmon, Mr Steve Burton and Mr Chris Lines

between policing and casualties, which we think is absolutely critical and because the result was as it was we are now moving ahead with a more quantitative trial whereby we will be looking at higher levels of policing on the streets and measuring a surrogate of speed as a surrogate of casualties. So I think it is very important that we find a link so that we have a real business case for more roads policing.

Q248 Chairman: I think that interested us because you have sort of said that policing is in decline but then said there has been a significant cut in casualties, so that would rather eliminate a problem there?

Mr Lines: The two things are not at all exclusive. Policing is only one of the methods of reducing casualties. You said yourself, and the Committee have said, about engineering and changing behaviours, so all those three together are what produce the casualty reduction. If some are doing more than others then you have to look at the balance between them. You can quite easily get casualty reductions from the other methods.

Q249 Chairman: So what part do you think enforcement played in that success in reducing road casualties?

Mr Lines: I have no idea about the quantitatives of it but it did contribute because we do have some roads policing.

Q250 Chairman: And you are hoping to be able to get some more statistics from the study?

Mr Lines: I am hoping to get some statistics which will encourage more roads policing because of the quantitative benefits.

Q251 Chairman: All of you: has traffic policing been given the priority it deserves over the past five years?

Lt Col Pemberton: Yes, I think it has. Could I also add that West Sussex County Council is the lead authority of the Sussex Safety Camera Partnership which is East and West Sussex, Brighton and Hove, it has got the Highways Agency and the Sussex Police, and the boundaries are co-terminous with the Sussex Police and Her Majesty's Court Service, and I chair that partnership group. Yes, I think that roads policing has been given a higher priority in the Sussex area, in West Sussex in particular. I have to be able to stand up on this question of perception of revenue raising or casualty reduction and say to my council and the people of West Sussex that they have my guarantee, as I approved the site selection and the site installation, that it is only for casualty reduction, and we have had some very significant success.

Q252 Chairman: And are you being convincing. Forgive me for asking, I do not know if one is allowed to ask a Lieutenant Colonel if they are convincing. Are you getting it over, sir?

Lt Col Pemberton: We have not had the problem that nationally the perception has been. According to our database, 75% of the people of West Sussex

accept that it is casualty reduction because we make frequent communication with them and we are showing them the statistics, and then leaving them open to challenge of course.

Q253 Chairman: On this, Mr Thornton?

Mr Thornton: In my experience in West Yorkshire, certainly there has not been enough emphasis placed on roads policing. In fact, my view is that we stand or fall together in terms of reducing road injuries, but what has happened in terms of the management of the police has prevented the police from playing their full part in casualty reduction.

Q254 Chairman: So really you think the local authorities are very reliant on the police forces for decisions like that?

Mr Thornton: I think we work together and we work together with local people, and so far from what I have seen in the inquiry we have not looked at how local people can be involved in safer roads and how they can become involved in roads policing in particular.

Q255 Chairman: So at the moment would you say local authorities had any role particularly in policing deployment?

Mr Thornton: Certainly I think we do. We need to work together with the police to look at priorities for us jointly to move forward, certainly to identify trends in road injuries which are the major causes where they are happening, and to work together with local people as a partnership to reduce roads injuries.

Mr Salmon: We have had about 10 years' worth of working with the police on trying to get a priority-based and a strategy-based approach. I think it is true that they have not given as much priority to general road traffic policing. You made a point earlier that this has perhaps been more recently recognised in a change of direction. What we are also finding is that although we are getting full support for the safety camera work, it is being increasingly civilianised, which in itself is not an operational issue but it does beg a question about police resources and how they are being balanced.

Lt Col Pemberton: Every time I have approached the previous Chief Constable of West Sussex (there has just been a change) to pressure him to put more policing on the roads, his answer has been, "Yes, Tex, but where do I get them from? Take them off the burglary squad?" and of course it has always been a question of resources. I think there has probably been a reliance as we have rolled out more safety cameras—and you will notice that we are calling them safety cameras rather than speed cameras—because as we have rolled out more the police have probably thought this is a way of reducing the manpower on the policing on the roads.

Mr Sherborne: Can I just second that. I think we ought to look more at the other issues that were touched on earlier in the session today in terms of dangerous driving, drink-driving and other tasks

15 March 2006 Mr Steve Thornton, Mr Dave Sherborne, Lt Col Tex Pemberton, Mr Rob Salmon, Mr Steve Burton and Mr Chris Lines

that cannot be done by the speed cameras, and I think we are losing the opportunity to tackle those as much as we ought to be able to.

Q256 Mr Goodwill: A question for Mr Thornton, I am sure you have noticed that in North Yorkshire we have achieved good reductions in casualties (with the possible exception of motor cycle accidents) without using fixed speed cameras. How would you square that with this suggestion that it is cameras that are delivering the increased road safety?

Mr Thornton: I have never made a suggestion that cameras on their own are delivering the reductions in road injuries. In Bradford, for example, we have some 86 different initiatives which are targeted towards reducing road injuries. I think we have cameras on 22 roads out of almost 10,000 roads in Bradford. They have an effect where they are placed and they are changing behaviour overall. In West Yorkshire we are seeing average speeds coming down and we are seeing fixed penalties coming down with the installation of cameras. We still need more cameras to cover the roads that meet Government guidelines for the provision of cameras where people have been killed or seriously injured. It was never my suggestion that cameras were the sole cause of the decline in casualties, they are not, there is an awful lot more in there. I think North Yorkshire has very different problems. You have a much bigger area with far more rural roads and I do not think you can compare the situation.

Q257 Chairman: I think we all recognise that Yorkshire is a country of its own! Mr Pemberton?

Lt Col Pemberton: I am from Yorkshire too!

Q258 Chairman: They are everywhere!

Lt Col Pemberton: We are not advocating that safety cameras in themselves would be the sole deterrent because we deal in what we call the four Es. I will put them in order of priority. The education of drivers comes first to us. Then we move into engineering on our roads if education is not working and not being successful. Then we come to enforcement and finally the fourth E is to evaluate all of that, so we work through the four Es. Can I say that I am carrying that message across to Europe and we are working closely with a European group on the same formula.

Q259 Chairman: Very briefly, Mr Thornton, tell us something new.

Mr Thornton: Hopefully it is. We are moving away from the four Es as a road safety model because they concentrate on what professional agencies and enforcement agencies can do rather than how local people can contribute to safety.

Q260 Mrs Ellman: At a previous session of this Committee we had evidence from the police who said that they did not have a great deal of representation locally about traffic enforcement and local road safety issues. Does that fit with your experience?

Mr Salmon: I would say no. I would say the public call continually for a combination of more enforcement and more intervention.

Mr Sherborne: I think it can be true but I think we want to do everything we can to encourage the police to take more active partnership and one of the changes to the regulations for safety cameras that is going to come in from 2007–08 incorporates the funding of safety cameras into the local transport plan, and hopefully this will encourage the local police forces to take much more part of the local transport plan, which I do not think they do so as effectively as they can at the moment.

Q261 Chairman: Mr Lines, are your problems with the Met different?

Mr Lines: No, we are very fortunate in London, Madam Chairman. The Mayor published a road safety strategy document and in it are clearly laid out targets for us to meet and ways of operating, which included partnering. The police are very much part of the pan-London Road Safety Forum which works very well with the boroughs, the police and other forces. We have a very good relationship, understanding and sharing of information.

Q262 Mrs Ellman: What about general police support for local road safety initiatives outside of London? Have you any comment on that?

Mr Thornton: Could I quickly go back to the previous one. In Bradford we have had neighbourhood forums operating in the district for some 12 years now and local people can ask to see council officials to talk about council policy, council practice, and their concerns. They have three meetings a year and this has been going on for 12 years. Two of the biggest concerns for local people are traffic speed and traffic volumes.

Q263 Chairman: That is helpful. Mr Salmon, on this?

Mr Salmon: On your question about police support, we have been fairly fortunate in the whole of Sussex to have a positive police engagement in the development of joint strategies for broader speed management, so in developing our approach to road safety, with speed management as a key part of that activity, the police have been engaged continually, particularly for the last five years but broadly in the last 10 years, in an active way, and that means that we generally have an approach, both through the road death investigation side of things where we jointly investigate from a casualty savings perspective and also through the formulation of route strategies for road safety.

Chairman: I am going to move on if I may. I think we have got the clear view of all of you. Mrs Ellman?

Q264 Mrs Ellman: Transport for London, in your written evidence you say that a lack of roads policing has led to increased 'hit and run' collisions. Could you tell us some more about that?

15 March 2006 Mr Steve Thornton, Mr Dave Sherborne, Lt Col Tex Pemberton, Mr Rob Salmon, Mr Steve Burton and Mr Chris Lines

Mr Lines: To our mind the two things have gone together. It is hard to say what causes more hit and runs, to be honest, there are lots of factors in there but from the point of view of trying to treat them I think the roads policing is a very important element and one of the ways that we would see to get at the cause. What I guess I am really saying is that we would like more roads policing, particularly for our hit and run problem. In some of our boroughs now nearly a quarter of our serious and fatal casualties are hit and run collisions, and it is getting quite epidemic.

Q265 Mrs Ellman: Would you say the balance is right between technology-led and officer-led enforcement?

Mr Lines: I do not see it as a balance. I think if you are determined to reduce casualties then both of them work together. I do not think there is a balancing of the scales. I think you want more of both.

Q266 Chairman: More of both. That is dancing on a pin a little tiny bit. Mr Thornton?

Mr Thornton: I think we need to look carefully at where we use technology. We have been using ANPR equipment in West Yorkshire but to my mind not dealing with major issues of road safety; it has been dealing with criminality.

Mr Salmon: I think we need to develop a balance on the use of technology for influencing the driver or the road user, the vehicle and the road environment, and I think what we have to determine is when technology is assisting road safety and when it can actually be going against the benefits of road safety through distraction of the driver.

Lt Col Pemberton: We are all talking about relying on someone—the driver—making a decision about whether he should or should not or she should or should not exceed the speed limit, and the DfT statistics are that 70% of all drivers at some time are, but there is a piece of technology which is on the table now being worked on which will make the decision, not the driver, and that passing a given point it will govern the speed of the car, and if that given point is the start of the speed limit restricted zone then that is what will happen in the future. It will take political will to bring that in.

Q267 Mrs Ellman: Has decriminalising some driving offences been a positive step?

Mr Burton: I think it has. It allows the police to concentrate on some of the higher level criminality issues. It allows the local transport agency to deal with some of these issues quite effectively. The most important thing that we have found in London—and it goes back to the technology and human intervention issue—is that you need to be sure that they are integrated together because the decriminalised issues are important to us but you need to integrate that with the police activities as well.

Q268 Mrs Ellman: And the Roads Policing Strategy has a focus on ‘denying criminals the use of the road. Is that going to take attention away from safety issues?

Mr Sherborne: One of the first things is that people who disobey the laws of the road are criminals so they are linked so therefore it can be part of the same strategy and it is part of our job to remind the police of that, I think.

Q269 Chairman: Mr Salmon?

Mr Salmon: The same point.

Mr Thornton: For me it was disappointing that the joint strategy is about roads policing really and it is not more community-focused and it does not put in a lot of the transport and health benefits that can come from working together to make safer roads.

Mr Burton: We believe very strongly that if you deal with the low level issues, you pick up and catch a lot of the higher level criminality issues, so I do not think you can split them apart.

Q270 Mrs Ellman: Do you see any division emerging between the police concerned with automatic number plate recognition looking for criminals and local authorities looking at traffic enforcement? Do you see it in that way?

Mr Sherborne: It is a general thing, if I might make the point that local authorities and the police should work together closely on everything.

Q271 Mrs Ellman: Do they though?

Mr Sherborne: And that both sides try and do their best. Obviously co-operation could always be improved but we should continually work to look at how we can help each other.

Q272 Mr Donaldson: How do you expect the new funding arrangements to affect the work of the safety camera partnerships?

Lt Col Pemberton: As part of the four Es I was talking about, I would see that would help more in education. We have been using a piece of equipment called a speed indicator device which is not enforcement, it is part of education. The funding was pulled on that for a period and therefore if we use it now we have to charge the local parish councils, and some of them are not terribly well off. It will give us more flexibility to mix and match our education or enforcement.

Mr Thornton: The safety camera partnership is fully integrated in West Yorkshire and has been since its inception in 2002. I think the opportunities of the new funding are in terms of publicity to give people more information about what we are doing and get support for what we are doing but also to progress initiatives that involve local people and change behaviour.

Mr Lines: There are some good things about the new funding arrangements that we think are very positive. What worries our particular London Safety Camera Partnership is the fact that it is all more or less ring-fenced now in terms of the budgets. In London we are unique in having 300 sites still

15 March 2006 Mr Steve Thornton, Mr Dave Sherborne, Lt Col Tex Pemberton, Mr Rob Salmon, Mr Steve Burton and Mr Chris Lines

outstanding which exceed the criteria, which I do not think is usual in partnerships. There is a lot of potential for doing more in London and we see these funding arrangements as potentially constraining.

Q273 Mr Donaldson: Therefore do you believe that the new funding arrangements will actually reduce the number of cameras that are likely to be in operation?

Mr Lines: Reduce it as opposed to what the long-term plan was, probably not, but if your aspiration is to have increases then yes.

Q274 Mr Donaldson: It minimises the potential for increases?

Mr Lines: Yes.

Q275 Mr Donaldson: Does that apply in other areas, do you think?

Mr Salmon: We would see a slower growth. Frankly, that is driven primarily by the circumstances, in that we are looking at high casualty sites irrespective of any national guidance and the number of high casualty sites will obviously be slower in coming forward having dealt with the predominant number. The other point I would make about the benefit is the removal of the linkage between expenditure and fine income because that has been perceived nationally as a very negative aspect of the safety camera programme. I think the local focus during through the transport plans will change that perception.

Mr Thornton: In West Yorkshire I think the problems with the new funding arrangements are that the indicative allocation for road safety in West Yorkshire does not meet the expenses of the camera partnership, so we are going to have to tighten what we do to stay within those guidelines and it will prevent us expanding cameras to areas that do need it.

Mr Sherborne: If I could just reiterate the point I made earlier. I think the new guidelines and the new way of working will bring the police more closely to work with local authorities, which I think is a good thing. It will also be interesting to see how the local transport plan itself is amended by this quite large new addition in the fact that at the moment the funding in the local transport plans is nearly all for capital expenditure, on engineering schemes and the like, whereas the camera funding is very much revenue for staff, and it would be interesting to see how the wording of the new funding arrangements allows the local transport plan itself to spend more on education, publicity and staffing issues.

Q276 Mr Donaldson: Yet the police have expressed concerns that police forces will lose out now that the funding goes direct to local authorities. I take it that you would dispute that?

Mr Sherborne: Hopefully yes. Time will tell. But I think they will have to join in with local authorities and make their case rather than being isolated, if you like, by choice, and I can only see that as a good thing.

Mr Salmon: I am sure my Cabinet Member can comment on the local partnership strength, but with regard to the regional position I also chair a regional road safety group, and at a recent meeting on this topic there was some considerable concern that partnerships would not necessarily stay as strong if the flexibilities for funding created a different attitude at a local political level, so there is certainly some disquiet out there. However, it is very varied. There are strong partnerships and there are concerns about partnerships not being so strong.

Lt Col Pemberton: Could I add from a partnership point of view that it will vary and there is that risk that you infer, but with a strong partnership, as I think we have got in Sussex, that is not a danger at all; it will stay as it is. What would concern me is if by moving it into the local transport plan the present funding stream were to disappear. That would concern me.

Q277 Mr Donaldson: Through the camera partnerships local authorities have become involved in traffic law enforcement. Are there other types of traffic offences you would welcome the opportunity to become more involved in?

Mr Salmon: Can I say that we were involved before the formal camera partnerships in the sense of working with the police anyway. We have not really seen any difference, only that it has been able to expand and become more co-ordinated and more centrally run. So in that sense we achieve better value for money and certainly much bigger casualty reduction benefits. As far as other areas are concerned, we already have local authority parking enforcement being introduced and I think we see other benefits in terms of better network management, primarily in order to get the streets balanced in terms of local use and in a sense potentially adding to road safety benefits.

Lt Col Pemberton: And releasing police resources when you introduce it to do other things. That was the point I wanted to make.

Q278 Mr Donaldson: Can I ask Mr Thornton, have you been able to use camera technology to detect mobile phone and seat belt offences in Bradford? If so, how successful has it been?

Mr Thornton: I am not aware that we are doing that, although I do know that we have CCTV cameras on traffic signal installations so—

Q279 Chairman: Our source is the *Bradford Evening Argus*; how much weight do you put on that?

Mr Thornton: Actually they have given us an awful lot of good publicity for the casualty reduction savings.

Chairman: But are they likely to be right or wrong?

Q280 Mr Donaldson: What a question!

Mr Thornton: I could not comment. I have not been involved in that so, I am sorry, I cannot answer that one.

15 March 2006 Mr Steve Thornton, Mr Dave Sherborne, Lt Col Tex Pemberton, Mr Rob Salmon, Mr Steve Burton and Mr Chris Lines

Q281 Mr Leech: What do you expect to be the future of speed camera enforcement?

Mr Sherborne: I think in the long term we will see the advent of in-car speed limiters so if that is so then speed cameras will, by force, disappear but I would not like to guess what the long-term effect of that would be or the length of time that will take.

Q282 Mr Leech: Presuming that is going to be in the long term, in the shorter term do you expect the speed cameras that are going to be introduced to be covering speed over some distance or just be the traditional ones that clock speed at a specific point?

Mr Sherborne: There will certainly be both. In urban areas, it is quite difficult to successfully use the ones that look over a long distance because there is a lot of traffic turning off and onto main roads, so in that sense you do not use the spec system that measures it over a mile or two miles because you have a lot of traffic turning off and on the roads.

Mr Lines: To follow up really, I think there is a lot of potential in London for new technology in terms of time-distance cameras. We have had a trial site which has proved very effective and zero casualties in the last year.

Q283 Chairman: A static site that is identifiable; is that right, Mr Lines?

Mr Lines: Yes. Picking up on something that you were mentioning earlier about the use of time-distance cameras to enforce 20 mile per hour areas, we see that as having a lot of potential in London as giving us alternatives to using humps and cushions. We feel if we get some equipment Home Office approved, which we think we can, that we should be able to use that method as an alternative for residents to the engineering methods.

Lt Col Pemberton: I see the camera continuing to be a very useful tool to be used to fit the circumstances and the technology will come along too, but I still believe education comes before enforcement and I would like to see us in this country moving towards a Continental system whereby the driver is not having to read road signs all the time, which itself is distracting, but to have a standard practice so that as we enter our built-up areas, our villages, our parishes it is 30 miles an hour everywhere and as we leave then we can go back to derestricted. That happens everywhere on the Continent. Here we address everything individually. We are going through a programme in West Sussex of looking at all of our 168 parishes to see what the speed limit should be. I would like to see that all those parishes are 30 miles an hour. That means the driver does not have to think. He knows he has entered a built-up area and therefore there is a need and a requirement for a reduction in speed.

Mr Salmon: A point on your question about future use. I think it is a question of the package approach. We are finding cameras increasingly beneficial as part of a speed management package rather than looked at simply as an isolated point of reference tied to the casualty record. We are getting safety benefits of, say, 70% reduction in fatal and serious

injuries if we combine them with other measures. I think route safety will become more of a focus over the next five years, but I agree with the point firstly that new technology should in theory, in about 10 years' time, create sufficient control capability, subject to decisions about how much driver control is acceptable publicly, and, secondly, the time-distance camera will become more prevalent as the technology to implement it becomes cheaper—because they were very expensive to start off with.

Q284 Mr Leech: Do you think that there is sufficient funding available to use the most effective technologies?

Mr Thornton: Probably not. Time-distance certainly is much more expensive and would have been prohibitive in West Yorkshire. I do want to say there is still tremendous support for the use of cameras in West Yorkshire and as our Head of Public Affairs said if we could say yes to every request for cameras you could walk between Leeds and Bradford on top of the boxes.

Mr Lines: Certainly money is a limitation and with the new funding arrangements—the earlier point we made—we would not be able to fund time-distance systems under the current arrangements, for example 20 mile per hour zones.

Q285 Mr Leech: How is a decision made about where you put red light cameras?

Mr Salmon: On exactly the same basis, on a casualty-led approach. We started off in 1995 with a data-led approach on exactly that basis and our first set of cameras were in fact red light cameras in this approach which is why, picking up a point made earlier today, I would not advocate the use of red light cameras at all traffic signal junctions.

Q286 Chairman: That is a nod from Mr Lines which we cannot record. You would agree with that?

Mr Lines: Yes.

Mr Sherborne: Absolutely. I would also say we are looking to reduce the number of casualties. We are assuming that at a junction that does not have any casualties caused by red light violations, you would not dream of putting them anyway, and so we are looking at them as being the most appropriate measure, but if they meet the criteria and they are the most appropriate measure then, yes, you put them in.

Q287 Mr Leech: In circumstances where new traffic lights are being put in maybe new developments for instance, do you think there is a justification for saying that as part of that new junction they should automatically have a red light camera?

Mr Sherborne: No.

Mr Thornton: A major part of our success in selling cameras to local people is our publicity is wherever you see a camera someone has been killed or seriously injured, and in general that is the way we have been able to gain community support.

15 March 2006 Mr Steve Thornton, Mr Dave Sherborne, Lt Col Tex Pemberton, Mr Rob Salmon, Mr Steve Burton and Mr Chris Lines

Lt Col Pemberton: I support that view, if I may.

Mr Clelland: Do you think local authorities devote sufficient time and resources to advanced planning for the use of technology?

Q288 Chairman: Who is going to risk their reputation?

Mr Salmon: I will make a comment. I think we would like to spend a lot more time doing it than we do. We are combining here data management, public information and integration of data collection in a way that actually allows us to work as a partnership. I think the technology question is always going to be limited by funds and we would always like to say let's do more. We do not do as much as we would like to.

Mr Sherborne: One of the important things of the use of technology that we ought to be doing more is working out ways to use new technology to get all this information to the general public. To come back to what the gentleman on my far right has been saying, education is the most important tool we have. We know this information about injury accidents, where they happen, the causes. We need to try and get it out more to the general public through GI systems, the internet is becoming more and more useful, and to make the web sites that local authorities and central government put out more attractive to people.

Q289 Lt Col Pemberton: Because web sites and satellite navigation has been mentioned, we had a recent incident where a vehicle become trapped in a village where it should not have been anyway. He was a Polish driver in a Polish vehicle and he ignored the signs which were pictorial. He said that he did not read the signs because he was following his satellite navigation system. Thus we have to make sure that sat-navs keep up to speed with traffic regulations.

Q290 Chairman: You do not follow the pictures on the signs but you could on the sat-nav?

Lt Col Pemberton: Yes, but because the two were not matched we have to make sure that they become and remain matched.

Q291 Mr Clelland: Are local authorities generally successful at picking up on new technology? Is information easily available and accessible or could this be improved?

Mr Salmon: We are aware of the new technology that is around both through work done by TRL and other research bodies we have mentioned earlier . . . We have regular links across Europe through POLIS, the Department for Transport and the Counter Surveyors Society which we are engaged with, so we are active in that sense. It is a question of where is the priority for investment and delivery.

Mr Lines: It is very similar for London. Additionally, we have a research arm in Transport for London on road safety and that produces reports—for example, the TRL reports—and we assimilate those through the Pan-London Safety Forum to all the stakeholders in London. We have

a very good way of disseminating the reports that Lorna and TRL provide through the boroughs and police in London.

Mr Thornton: As an example, I have recently been working with consultants in London and they have been looking at a dual carriageway improvement for a road in Auckland, New Zealand. Two of us had Google Earth on screen and we were looking at an example in Bradford so we could discuss it in London and transmit it to Auckland, so new technology certainly is being used.

Q292 Mr Goodwill: Some European countries enforce pedestrian lights so that people crossing against a red light at a junction can be prosecuted. Is that something you have looked at, because I have seen a number of potential accidents recently where people crossed against the “Do not walk” sign and the motorist is going through the green. Is that something you have looked at as a way of policing pedestrians a little more at junctions?

Mr Salmon: No.

Mr Sherborne: Local authorities do not make the laws.

Q293 Chairman: I think we dimly perceived that. Is there no differentiation at this end of the table?

Mr Lines: No.

Q294 Chairman: We have not talked to you about things like this magnificently named intelligent road stud, a title I would have thought could be misinterpreted. Do you think that with new technology like that it is going to be possible to say to local authorities, “You should be looking at more of these new ways of at least controlling speed”?

Mr Salmon: We have used intelligent road studs on one of our strategic routes in conjunction with TRL research. We have found them of some benefit.

Q295 Chairman: Is that something that they were doing that they asked you to cooperate with or something that you yourselves asked for?

Mr Salmon: It is something that we were doing and we asked them to evaluate it for us.

Q296 Chairman: And?

Mr Salmon: This was in connection with drawing attention to a junction on a dual carriageway, a 70 mile an hour road with a high casualty rate from cross-over accidents. We used the intelligent road stud concept in combination with other speed management measures to draw attention from the driver perspective. There was some benefit.

Q297 Chairman: What you are really saying is you had no difficulty knowing that there were these new technologies on board and this particular instance suggested it should be one of the methods. Gentlemen, is there anything you would like to say in conclusion, very briefly?

Mr Salmon: Yes. There were earlier references to the benefits of safety cameras. The four year report does make a reference to the benefit cost ratio of about

15 March 2006 Mr Steve Thornton, Mr Dave Sherborne, Lt Col Tex Pemberton, Mr Rob Salmon, Mr Steve Burton and Mr Chris Lines

2.7. To compare that with other research we have been doing on road safety intervention generally, I would say safety cameras compared very favourably towards the upper end of the individual intervention methodology, whether it is traffic calming or accident prevention schemes or speed management schemes. They all have good rates of return if they are targeted and safety cameras are up there amongst the best.

Mr Thornton: I think there are a great many road safety champions out in the local community and the more the agencies progress in road safety and work with local people the safer we will be.

Mr Sherborne: We have talked about the different arms of traffic policing and the responsibility of the police but one of the most important things that

perhaps has not been mentioned very much is that we rely totally on the police to collect the information that we have been talking about, the number of casualties, where the accidents happen and so on. It is vital that we encourage the police as much as possible to spend the resources on collecting this information that we and all of us here need so much.

Lt Col Pemberton: Local authorities are at the coal face of casualty reduction. Just as an assurance, we are very alert to what is happening in terms of technology and we never stop looking, given the budgets, at improvements to bring those casualties down.

Chairman: Thank you very much. Gentlemen, you have all been very helpful and very interesting. I am grateful to you for coming.

Supplementary memorandum submitted by West Yorkshire Road Safety Strategy Group

Thank you for your letter. I have contacted the West Yorkshire Road Safety Strategy Group members and the collective response is:

QUESTION 1

At the present time West Yorkshire has 111 lengths of road where safety cameras are in place, which contain 267 speed camera housings. We also have an additional 53 lengths of road where only mobile speed cameras can be employed. There are 23 red-light violation camera locations.

It is not possible at the present time to be certain as to how many more lengths of road would be suitable for speed cameras; but we have over 60 lengths of road which meet the point's criteria for fixed cameras and a similar number which just meet the point's criteria for mobile cameras. More locations are continually being identified through ongoing investigations in the Metropolitan Districts due to changing circumstances and the occurrence of road crashes. A full analysis will need to be undertaken to determine the overall numbers of high-risk locations under current government guidelines, which would not be a practicable proposition at this time.

QUESTION 2

There are three main reasons why not all of the sites that meet the point's criteria will have safety cameras installed on them, although all of the locations will have been the subject of a request for safety cameras:

- Safety cameras are not the most appropriate remedial treatment.
- The vehicle speeds do not meet the national criteria.
- There is not the sufficient space to install and/or maintain the safety cameras so that they meet the visibility and health and safety standards.

The first reason is valid and safety cameras are considered only when alternative safety measures have been evaluated and discounted. At the present time speed cameras have only been installed when the average speeds over 24 hours and a full 7 days meet the national guidelines. In West Yorkshire this means that most of the rural roads do not meet the speed criteria, despite meeting the casualty criteria. However these roads often have a significant proportion of drivers who exceed the speed limit by more than 20 mph, whilst the majority obey the limit. Rural roads have a high proportion of fatal and serious injury and more flexibility in this area would be welcomed to be able to put measures in place to reduce the numbers of injuries.

Increasingly it is becoming difficult to find appropriate locations for both fixed and mobile cameras that meet the visibility and health and safety criteria. The West Yorkshire Safety Camera Partnership may well consider a change to digital cameras so that the sites do not have to be visited so frequently. It would also be helpful if the visibility criteria could be relaxed, especially in an urban environment, under specific circumstances.

The criteria which require a certain number of serious collisions to have occurred has been useful in the early stages of the safety camera partnerships so as to ensure that each partnership can develop a priority ranking system whereby the locations with the most serious problems of road injuries and speed are treated.

Throughout the different sets of rules/guidelines there has been confusion as to whether the criteria relates to collisions or casualties. The latest criteria relates to collisions but all the measurements of effectiveness (see 4th year report) relate to casualties. This confusion is not helpful when trying to promote the safety camera initiative to the general public. The new points system is an improvement in that it does make a greater allowance for all injury collisions.

The points system should be the only collision criteria and the necessity for fatal or serious injury should be removed. The public find it difficult to understand why safety cameras cannot be used when they see many collisions at a location only to be told that they were not serious enough.

All of the installation of safety cameras by the West Yorkshire Safety Camera Partnership has been data-led. The national criteria impose this on all camera partnerships. This has been very useful in the first instance that the safety camera partnerships have been able to set a transparent priority ranking for new locations, which can be seen as a considered and fair process.

However it may be that there will need to be procedures in place whereby community concerns can be taken into account on roads with speeding problems, before serious collisions occur. This would be based upon the current speed criteria.

24 March 2006

Supplementary memorandum submitted by West Sussex County Council

This additional response is being made by West Sussex County Council, as the lead authority, on behalf of the authorities in the Sussex Safety Camera Partnership (SSCP), to two supplementary questions from the Transport Committee:

1. *How many speed cameras does your authority have in place and how many more are needed to cover all the high-risk locations as defined by the Government guidelines?*

The table below sets out the numbers of existing speed camera sites for all the partners in the Sussex Safety Camera Partnership.

Partner Authority	B&HCC	ESCC	WSCC	HA	Total
Fixed Speed Cameras	10	14	24	5	53
Mobile Speed Cameras	6	7	22	4	39
Total	16	21	46	9	92

A further three fixed sites and two mobile sites have so far been identified for the future programme across the partnership area, and other potential sites are under review. It is not possible to define a number which would cover all current and future high risk sites because new collision data will update the overall analysis and affect the numbers justified for any one future year. In general, the rate of new site justification is expected to reduce as more sites are treated, provided that the totality of road safety intervention continues to drive down the total numbers of casualties, particularly those which are fatal or serious. It is estimated that over the next few years around three new fixed speed and five new mobile speed cameras could become justified each year. In practice a small proportion of potential sites which meet the numerical criteria can not be implemented due to unsuitable site constraints.

2. *How reasonable are the rules on camera location which require four people to have been killed or seriously injured before a camera can be installed? What criteria should be used? How would a data-led approach be different?*

The existing criteria (up to and including 2005–06) of four people killed or seriously injured (together with the speed criterion of 20% exceeding the speed limit) were initially regarded as reasonable rules which provided a clear focus for investment and enforcement targeted at casualty reduction. However, public perception has in some cases interpreted this to mean that no action is justified until several people have been killed at a particular location. The DfT criteria for 2006–07, based on a points system (five for a fatal, two for a serious, one for a slight casualty), still require three killed or serious accidents within the assessment before a camera can be considered, but introduce recognition of the numbers of slight injuries involved at the location. This latest guidance does make the identification of camera sites less inhibiting, so the latest guidance is seen as a step towards providing more flexibility. It also allows a wider remit on the introduction of “exceptional sites”, where the normal criteria are not required to be met, so enabling a positive response to situations of high community concern where other measures are not appropriate or achievable.

It would be possible to incorporate other factors in a points system, and SSCP had developed such an approach for future consideration as part of the national working group discussion with DfT representatives on revisions to the criteria. The SSCP proposal included data on vulnerable road users and levels of

community concern in addition to the present factors in the new points system for the revised criteria. In practice SSCP has followed the DfT criteria and will continue to do so using their revised guidance for the coming year. It is not yet clear what DfT guidance on these criteria there will be with regard to the new funding regime for 2007–08 onwards.

It is considered important to retain a data led focus for the justification of camera sites, so that priority can be determined which meets the road safety strategy and contributes positively to casualty reduction; and explained when engaging with the public. Whilst local flexibility would be welcomed by the developing broader road safety partnership, the provision of some national guidance for the future would ensure a degree of overall consistency across the country which will support road safety campaigns at the national and local level.

29 March 2006

Supplementary memorandum submitted by Transport for London

REQUEST FOR SUPPLEMENTARY WRITTEN EVIDENCE

1. *How many speed cameras does your authority have in place and how many more are needed to cover all the high-risk locations as defined by the Government guidelines?*

There are currently 566 camera housing sites in London. Additionally, we estimate that there are currently 300 sites in London that exceed the Government criteria (of four killed or seriously injured during the past three years). The majority of these will be suitable for treatment using cameras.

2. *How reasonable are the rules on camera location which require four people to have been killed or seriously injured before a camera can be installed? What criteria should be used: How would a data-led approach be different?*

We found the criteria helpful in prioritising sites for treatment and in discussion with local groups who often ask for cameras at locations without a casualty history. The London Safety Camera Partnership (LSCP) receives many such requests from residents for cameras, so criteria are necessary to ensure the resources are applied in a cost effective manner. When the current criteria cease in April 2007, the LSCP will introduce a policy that continues with a casualty-based criteria. This will ensure we treat the highest-risk sites first. The criteria will initially be based on the current DfT guidance and be reduced over time in a managed way as the programme advances.

10 April 2006

Memorandum submitted by Transport for London's Road Safety Unit

1. SUMMARY

1.1 London has been very successful in reducing casualties, having already achieved a 49% reduction in Killed and Seriously Injured (KSI), against a target of 40% by 2010. This has been achieved through a data-led and balanced programme of road engineering, safety cameras, education, training and publicity. Good partnering between stakeholders has also been important, as evidenced by the successful Pan London Road Safety Forum.

1.2 TfL believes roads policing has not been a high enough priority for the Home Office over the past five years. This has led, for example, to a rise in “hit and run” collisions, which are now very substantial in number in some parts of London.

1.3 TfL commissioned a literature review of research into the effectiveness of roads policing, which indicated that more roads policing was linked with fewer collisions. A second project is to be undertaken working with the police to measure changes in casualties and unsafe driving behaviours on links with higher levels of policing to better quantify its effect.

1.4 Safety cameras have made a large contribution to London's lower casualty figures. London is unique in still having potentially some 300 sites which meet the Department for Transport (DfT) criteria of four KSI in the past three years. Our aspiration is to grow the camera operation in London, but this is now in jeopardy following the recent changes in safety camera funding.

1.5 London has around 10,000 km of roads that could be classed as residential and potentially suitable for 20 mph speed limits. Road humps are not popular with buses and the emergency services. New Automatic Number Plate Recognition (ANPR) technology is becoming available that will allow 20 mph zones to be enforced using time-distance cameras. These have huge potential in London, but we will need the fine income to be used to fund new schemes.

2. BACKGROUND

2.1 The London Road Safety Unit was established in 2003 to bring together TfL's work to deliver the London Road Safety Plan. The Unit improves road safety for all road users in the capital through the following activities:

- collation and analysis of casualty data in London;
- road safety research;
- road safety engineering schemes on both TfL and borough roads;
- 20 mph zones;
- speed reducing measures;
- publicity, training and educational campaigns; and
- speed and red light cameras.

2.2 After consultation with Committee staff, it was agreed that TfL's London Road Safety Unit could make a submission on road safety issues. This paper complements TfL's main memorandum on other aspects of traffic policing and technology.

3. INTRODUCTION

3.1 London has been very successful in reducing casualties, having already achieved a 49% reduction in Killed and Seriously Injured (KSI), against a target of 40% by 2010. The Mayor is about to announce new lower casualty reduction targets for London. Casualty targets, reductions and the latest 12 months casualty data to the end of June 2005, are given in the table below.

	<i>Baseline average 1994–98</i>	<i>Target reduction by 2010 %</i>	<i>12 months to June 2005</i>	<i>% reduction</i>	<i>New target reductions %</i>
KSI	6,684	40	3,405	49	50
Pedestrian KSI	2,137	40	1,144	46	50
Cyclist KSI	567	40	328	42	50
P2W KSI	933	40	837	10	40
Child KSI	935	50	381	59	60
All Slight	38,996	10	29,653	24	25

3.2 This phenomenal success has been achieved through a data-led and balanced programme of road engineering, safety cameras, education, training and publicity. Good partnering between stakeholders (in particular the police, boroughs, Greater London Authority, Association of London Government and TfL) has also been important. One of the ways good partnering has been achieved is through the successful Pan London Road Safety Forum. This meets three times a year and brings together road safety stakeholders in London to exchange information, share best practice and consider future programmes.

4. THE BENEFITS OF ROADS POLICING

4.1 TfL believes roads policing could play a larger part in reducing casualties and has not been a high enough priority for the Home Office over the past five years.

4.2 TfL commissioned TRL Ltd to investigate “How methods and levels of policing affect road casualty rates”. The report was published in July 2004 and is available via the link below:

http://www.tfl.gov.uk/streets/downloads/pdf/LRSR/Research_Reports/Policing-Affect-Road-Casualty-Rates.pdf

4.3 For the great majority of studies found in the literature review, increasing the level of traffic policing reduced the number of road collisions and traffic violations. The exact nature of the relationship, however, is complex and non-linear, and it was not possible to quantify the relationship between enforcement levels and collision reductions.

4.4 Stationary and highly visible policing appeared to be the most effective. The “time halo” affect appeared to be around eight weeks, and the “distance halo” affect between 1.5 to 5 miles.

4.5 This study did not provide the link we were looking for between policing levels and collisions for urban streets. We are therefore planning to start a second project soon to measure changes in speeds, seatbelt wearing rates, mobile phone usage while driving etc, on links with differing levels of policing. It is our hope that providing an estimate of the casualty benefits (using surrogate measures) achieved by higher levels of policing, will greatly help Police Services in justifying more resources for traffic enforcement.

4.6 Hit and run collisions are increasing in London,⁸ with up to 25% of pedestrian injuries caused by drivers who did not stop in some boroughs (eg Hackney). These collisions cluster on certain roads and tend to occur at particular times of the night, which make them ideal for targeted policing. We believe hit and runs are linked to the low penalties for driving without insurance, MOT or vehicle licence, coupled with the low likelihood that the vehicle is stopped by the police. The high cost of insurance for young people relative to penalties may contribute to this problem.

4.7 General compliance of drivers to features such as banned turns, yellow boxes and even red traffic signals, also appears to be a growing problem in London. The recent de-criminalisation of some of these offences has allowed camera technology to deal with a few of the most dangerous sites, but again the low level of roads policing in London might be considered to have encouraged this behaviour in the past.

5. SAFETY CAMERAS

5.1 Safety cameras have made a huge contribution to London's lower casualty figures. "Before" and "after" studies at new speed camera sites have given benefits of around 50% reductions in killed and seriously injured (KSI) casualties. Cameras work in London and are the ideal road safety intervention for many of the high density and higher speed major roads in the capital, where there are no feasible alternatives.

5.2 Red light cameras have also proven to be effective, with "before" and "after" studies showing over 50% reductions in KSI casualties on those traffic movements treated. Collision data suggests that there still appears to be potential for further use of red light cameras, where red light violations still appear to be a problem.

5.3 London is unique in having potentially some 300 more sites which meet the current DfT criteria of four KSI in the past three years. At many of these locations speed has been identified as a key factor in the high levels of risk. Safety cameras have proven to be the most effective treatment for many of our high-risk sites, particularly on busy high speed main roads. We would hope to expand our safety camera operation in London, but this is now in jeopardy following the recent changes in safety camera funding. London has different funding arrangements, so will need to be treated separately from other highway authorities. We have been told that there will be a fixed amount, ranging from £10.5 million to £12.5 million for TfL to fund camera partnership activities for the financial years 2007–08, 2008–09 and 2009–10. Given that the DfT guidance on camera funding mentions allocations will be made on a "needs" basis, we are concerned that these fixed amounts have been allocated without due consideration of the fact that London has far more high-risk potential camera sites than any other Partnership. We also have major concerns about the government's fixed camera budget (£110 million) that is available for all camera operations. It is our current understanding that our growth could only be at the expense of another Partnership's decline.

6. FUTURE DEVELOPMENTS

6.1 Research commissioned by TfL has shown that 20 mph zones more than halve KSI casualties. The report is available here:

http://www.tfl.gov.uk/streets/downloads/pdf/LRSR/Research_Reports/Reviewof20mphZonesinLondonBoroughsFullReport.pdf

London has around 10,000 km of roads that could be classed as residential and potentially suitable for 20 mph speed limits. Road humps are not popular with car drivers, buses and the emergency services. New Automatic Number Plate Recognition (ANPR) technology is becoming available that will allow 20 mph zones to be enforced using time-distance cameras. These would work by being placed at the entry/exit gateways to the zone, and recording the number plate and time of passage of every vehicle entering and leaving the zone. The times of entry and exit can be compared and a "travel time" between two points calculated. This can be compared with a threshold time, based on travelling at 20 mph (plus a percentage allowance, as per current Association of Chief Police Officer guidance) and speeding motorists identified.

6.2 This method has the advantages of minimal street clutter and no negative effects for emergency vehicles or buses. This method has huge potential in London, especially if the fine income could be used to fund new camera schemes. De-criminalising speeding in 20 mph zones in London may be one way in which schemes could be self-funding. Alternatively, an agreement from DfT to allow hypothecation of income of 20 mph zones in London would also allow zones to be funded.

⁸ Hit and run collisions have increased from around 8% of all collisions in the 1990s to 11% in 2000; 15% in 2001; 17% in 2002 and 2003; and 15% in 2004.

6.3 Using this new technology could allow London's residential streets to be 20 mph zones in the next 10 years, rather than the 35+ years it would take to install road humps. This is a real opportunity to halve casualties in London's residential areas, using self-funding measures. It will be vital, however, to allow the fine income to be retained in order to run the camera systems and fund new schemes.

7. CONCLUSIONS

7.1 Road safety professionals agree that roads policing is a vital element of any road safety strategy and that levels of roads policing have generally been falling; this is particularly so in London. The results of this can be seen, for example, in rising rates of "hit and run" collisions in the Capital and general disobedience of the law by drivers.

7.2 There is no published research that has quantified a robust link between levels of policing and casualty reductions, but TfL and the Metropolitan Police Service hope to undertake such research in the near future.

7.3 A great deal has been achieved in road safety using tried and tested methods, but the time is now ripe to really use technology to tackle the remaining huge road safety problem.

7.4 TfL is developing time-distance camera systems to enforce 20 mph speed limit zones in residential areas. This will need hypothecated funding to allow residential zones in London to be treated over the next 10 years.

21 February 2006

Memorandum submitted by the Home Office and the Department for Transport

INTRODUCTION

1. For the Government, roads policing is a vitally important part of the policing function. We take police attention to the roads and their enforcement of road traffic law very seriously. We recognise such work is important for road safety, for crime reduction and for maintaining the public's confidence. We want to see a proactive approach, in partnership locally and nationally with the widest range of interested parties—the Highways Agency, local highway authorities, local councils, voluntary and community bodies.

2. Our vision and aims are clear. With the Association of Chief Police Officers (ACPO), we have agreed and announced five specific actions on which we want roads policing to focus:

- Denying criminals the use of the roads.
- Reducing road casualties.
- Tackling the threat of terrorism.
- Reducing anti-social use of the roads.
- Enhancing public confidence and reassurance by patrolling the roads.

3. The Committee's Inquiry of 2004 was a valuable contribution to the consideration of roads policing. The current Inquiry more narrowly focused on the role of technology is timely and equally welcome. This memorandum sets out the current views of the Home Office and the Department for Transport broadly under the headings of the questions raised by the Committee in their Press Notice.

Are traffic officers adequately resourced, trained and supported?

How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

Policing and Road Safety

4. The Government fully recognises the importance of roads policing as an integral part of the day-to-day work of the police. That is why on 11 January 2005 the Home Office (HO), the Department for Transport (DfT) and the Association of Chief Police Officers (ACPO) issued the first ever specific Roads Policing Strategy Statement. Furthermore the first three National Policing Plans included a clear expectation that effective roads policing would be given proper attention.

5. The fourth such Plan was issued in November 2005 as an annex to the National Community Safety Plan for 2006–09. This set out central government’s key community safety priorities and continued the recognition of the importance of roads policing. Implementation of the Roads Policing Strategy is identified in the Plan as a key action for the police service in 2006–07 and the Government gives a specific commitment to support the police in implementing the Strategy.

6. The Plan makes it clear that for the Government roads policing is a critical component of police work. It has an important role to play in meeting the targets of the Government’s Road Safety Strategy for reducing death and injuries on the roads and creating a safe environment for all road users. It reduces crime that involves the dangerous and anti-social misuse of vehicles. It denies criminals the use of the roads and reduces crime more widely—apart from criminals’ use of the roads during their offending, there is a clear link between road traffic offences and the commission of other crimes. Roads policing also promotes the free flow of traffic. Finally, the roads network and the traffic that uses it are an integral part of communities and effective policing can do much to increase communities’ perceptions of safety.

7. How roads policing is undertaken within the framework of the Strategy and in accordance with the National Plans is an operational matter for the police. It is for them to decide if and when changes to their policies and practices are necessary and what those changes might best be. Their work in partnership with other local agencies and the conduct of local crime and disorder audits will inform this process and enable them to prioritise appropriately. This applies also to their allocation of resources and provision of training. Different approaches may appropriately be taken in different parts of the country. Similarly, only individual Police Chiefs can say with authority to what extent their activities have changed because of the Strategy. What the Strategy and Plans make quite clear is that the police should not from the start dismiss their roads policing work as a separate and peripheral undertaking of less intrinsic importance than other police activities.

8. Since the issue of the Roads Policing Strategy Statement, ACPO have organised the first National Roads Policing Conference where Dr Stephen Ladyman gave the keynote address. This took place on 3 October last year and attracted over 300 police delegates from across the country, including many senior officers. Further, on 17 November another conference, organised by the Police Federation, was held in Nottingham, and Derek Twigg, Transport Minister gave an address. Paul Goggins, Minister responsible for roads policing at the Home Office, spoke in October at a major conference on road traffic law and its enforcement organised by the Parliamentary Advisory Council on Transport Safety.

9. In trying to measure the input given to roads policing, it is important not to be misled by considering solely the number of dedicated traffic officers. The last thematic report on roads policing by HM Inspectorate of Constabulary (HMIC) identified an intelligence-led model which integrated this work with other core activities. This might be considered locally to make more effective use of police resources. Where a force adopted such an approach, the number of dedicated officers might reduce as a result. This would not necessarily indicate a lower level of enforcement. Moreover, it is necessary to remember that any police officer, whether or not engaged in specific traffic duties, can enforce road traffic legislation when necessary. Since coming to office, the Government has increased the number of police officers by over 14,000. Their deployment is a matter for individual chief officers, but clearly the increased number means there are more officers available for increased and swifter action against breaches of road traffic law.

Effectiveness of Roads Policing

10. Changes in the pattern of road casualties are attributable to a wide range of factors. The effectiveness of road traffic law and traffic policing is one dimension. It is generally not possible to map out how casualty trends are influenced by any one factor alone or the particular policies adopted by individual forces. Nevertheless, irrespective of the decisions the police take locally on their policies and practices we do want to ensure that roads policing, like other aspects of police work is conducted properly. The best information we have on the effectiveness and efficiency of roads policing comes from the independent assessments carried out by Her Majesty’s Inspectorate of Constabulary (HMIC).

11. Apart from its thematic studies, HMIC conducts a basic annual review of all police forces in England and Wales across a range of broad work areas. Each area is considered in depth, using a variety of resources, to produce for each force an assessment of its performance, with an indication of strengths and weaknesses and identification of any issue causing concern locally. This work includes specific examination of roads policing, which is recognised as a core policing area. The Police Performance Assessments, launched on 27 October 2005 and published on the HO website, report the HMIC findings. They include separately for each force an account of its roads policing performance.

12. The work of HMIC is supplemented by the national Policing Performance Assessment Framework (PPAF). This aims to improve police performance by improving performance management. An essential aspect of PPAF is comparison between forces and from year to year. For 2005–06 there are 32 component indicators within PPAF, including in the “Promoting Safety” domain SPI 9a—the number of people killed or seriously injured in road traffic collisions per 100 million vehicle kilometres travelled. This measure has been included since 2004 (having previously been a Best Value Performance Indicator), and it is also a shared community safety indicator for local authorities.

13. PPAF allows police authorities, following consultation with their chief officer of police and local communities to introduce, beyond the national measures, other purely local measures. These indicators can respond to individual local concerns as they are from time to time expressed. They may vary in nature and number from area to area and time to time as issues are identified and dealt with or priorities change, so do not allow for the comparisons enabled by the national measures. They do however provide a means by which particular aspects of roads policing can be examined where that is thought necessary locally, perhaps in the context of a change in local policy or practice.

The future

14. Last year included an examination of strategic roads policing in its report “Closing the Gap.” HMIC conducted an assessment of the protective services provided by police forces under seven broad headings: serious organised crime, counter terrorism and domestic extremism, civil contingencies and emergency planning, critical incident management, major crime (homicide), public order and strategic roads policing.

15. HMIC concluded in its report that the most effective way of providing these protective services was for existing forces to merge into strategic forces. This would brigade resources, offering opportunities for creating dedicated teams where appropriate, and reduce the need for abstracting resources from the local level to deal with major incidents. The intention of such restructuring would be to release capacity that would improve police performance with regard to crime extending over wider areas, while maintaining performance at local level. There would in the new force areas be a greater strategic oversight, thereby assisting, for example, in the effort to disrupt organised criminals on the roads. At the same time the impact of restructuring on neighborhood policing would be minimal. Police services will continue to be delivered at a local level based upon the needs and concerns of local communities.

16. In the light of this HMIC report, the Home Secretary wrote to all police forces and authorities in September requesting them to develop in consultation with relevant stakeholders (including local communities and criminal justice partners) proposals for restructuring in their regions. At the end of October, forces and authorities submitted an initial short list of proposals for restructuring to the Home Office. The Home Office has assessed these options and provided feedback to forces and authorities stating which options it believes are the most viable and therefore should be developed further. Work is continuing.

Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties? What evidence is there that the changing balance between traffic officers and technology has influenced casualty reduction rates?

17. The increasing use of technology is important. It can both enhance the detection and enforcement of offences and free up officers’ time to concentrate on activities that require their particular skills, experience and powers. Safety cameras, for example, have a proven effectiveness in cutting speeding and accidents. We know they reduce the numbers killed and seriously injured. These cameras support roads policing by their continuous deterrent effect and by enabling more effective and simpler enforcement of speeding and red-light jumping, so that police can focus their road policing work on other offending.

18. The balance between the use of technology and police officer led activity is primarily a question of value for money. But it must involve some local judgement in the light of local situations, priorities and resources. The rules of the National Safety Camera Programme have allowed safety camera partnerships some flexibility in the use of technology whilst ensuring that cameras have been used only where they meet a proven road safety need. Beyond that, the Government would not wish to be prescriptive as to the actual balance between the use of this technology and use of officers. We are quite clear, however, that technology alone cannot meet all the aims of the Roads Policing Strategy.

19. Not all technology is deployed as an alternative to police enforcement. Much of it is used to enhance the work of operational officers who would otherwise be carrying out their road policing functions without the help of such a tool, or to provide information to the police that would otherwise have to be gathered through more conventional means, if it was available at all.

20. Automatic Number Plate Recognition (ANPR) cameras, for example, are immensely valuable to the police for the detection of suspect vehicles. They can now much more easily detect offences such as unlicensed driving, uninsured driving, and driving without a valid tax disc. Vehicles can also be stopped and checked for other purposes and checks initiated by ANPR detection often reveal other crimes. An ANPR enabled officer makes about nine times the number of arrests usually expected and may contribute over three times more offenders brought to justice. ANPR officers spend more of their time out of the police station, relating to the public and immediately available to tackle offending. The Government last year announced £15 million extra funding for the continuing development of ANPR.

21. A major and growing area in which technology is helping to support improved police enforcement is the use of data. For example, the power to release DVLA driver data in bulk to the police is legislated for through Section 71(1) of The Criminal Justice and Court Service Act 2000. This legislation allows a download of the entire drivers’ database to be passed to the Police Information Technology Organisation (PITO), for access by the police via the Police National Computer (PNC). The Drivers Re-engineering

Project is currently developing and trialling an on-line facility which will give police forces direct access to the driver database held at DVLA. This will also explore opportunities for including photographic images of the driver.

22. On a similar note, the Vehicle and Operator Services Agency (VOSA) are in the process of rolling out MOT Computerisation to the 18,500 MOT testing stations in GB to enable the results of MOT tests (about 26 million per annum) to be fed into a central database. All British garages should be converted to computerised tests by the end of March 2006. MOT Computerisation will enable easier checking of the requirement for a vehicle to have a valid test certificate—given that the police will have access to MOT data. The database should also make it possible to issue MOT reminders and to develop more effective methods of ensuring compliance by motorists. DfT are currently exploring and evaluating the options for doing so.

How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?

23. The detection and prevention of impaired driving is another area where technology already helps and will help further in future. Evidential breath testing equipment introduced in 1982 cut the cost of tests for alcohol from tens of pounds to a matter of pence and significantly speeded up the testing process. Roadside screeners are improved devices, some with digital displays, that help police make a judgement about whether to pursue a case. Additionally, the Serious Organised Crime and Police Act 2005 provided for evidential as well as screening alcohol breath tests at the roadside.

24. For the purpose of improving enforcement against drug driving legislation has been taken to allow compulsory tests for impairment and for the presence of drugs and work is under way on the development of devices for the conduct of these tests.

25. The Road Safety Bill, currently before Parliament, makes provision for the potential future use of alcohol interlock instruments for drink driving offender programmes.

How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?

26. The National Safety Camera Programme was introduced as a financial administrative mechanism to allow the costs of prevention, detection and enforcement of speed and red-light offences detected by cameras to be reclaimed from the related fines (the netting-off arrangements). To facilitate these arrangements, and ensure that the safety camera programme operates in the most effective way, the enforcement of speed and red-light offences is delivered through local partnerships consisting of the police, local authorities, the Magistrates' courts, the Highways Agency (where appropriate) and other key stakeholders including the local health authority.

27. The netting off funding arrangement has enabled investment in road safety to be significantly increased over recent years and also rapid rollout of the programme nationally. The regular independent evaluations have confirmed that camera technology and safety camera partnerships have been effective. The decision to adopt a high visibility enforcement approach for enforcement being undertaken within the programme has generally been welcomed by the public and has led to sustained levels of public support for the programme and use of camera technology. The Government however believe that it is now timely to further integrate camera activity and partnerships into the wider road safety delivery process. The Government welcomes the overall positive reaction to the announcement on 15 December 2005 that the netting off funding arrangement for cameras is to end after the financial year 2006–07.

28. The current rules and the national programme will cease on 31 March 2007 at which time local partnerships will have much greater local freedom to pursue whichever locally agreed mix of road safety measures will make the greatest contribution to reducing road casualties. To facilitate best use of this freedom the Government is enhancing the level of road safety funding being allocated to highway authorities in England through the Local Transport Plan over the period 2007–08 to 2010–11. As well as increasing flexibility and funding, this will also facilitate longer term financial planning and stability. The Government fully expects that camera technology will continue to feature in those local decisions. However local partnerships will also be able to direct further resources to more traditional policing methods if this is considered to be a local priority.

29. The safety camera partnerships are already accountable and responsible locally for their decisions and day-to-day operations. The funding and administrative changes will not alter this. However, reflecting the increased financial flexibility, safety camera partnerships are being encouraged to become part of wider road safety partnership working arrangements, as is the case in Lincolnshire. The Government does not intend to be prescriptive on this but Lincolnshire has demonstrated that this approach provides an effective and more joined up approach to road safety delivery across engineering, education and enforcement.

30. The Highways Agency is a member of all English safety camera partnerships, and would welcome the opportunity to contribute to broader road safety partnerships. The HA will continue to use the technology both in support of safety at road works and locations on the network where speed related accidents have occurred.

How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

31. The multi-agency approach not only has the potential to be extremely beneficial and good Value for Money (VfM) but is actually essential for many areas of road safety. Different organisations make different contributions to each of the “four Es (Engineering, Education, Encouragement and Enforcement)”. Engineering requires the expertise of the highway authorities and vehicle authorities (DfT, DVLA, VOSA). Education and publicity (influencing drivers before their journey) are led by DfT but with massive contributions from local authorities and other partners. Encouragement (influencing drivers during their journey) relies on highway authorities and the police deploying strategies that alert non compliant drivers to their behaviour and enforcement requires action by police, courts service, DfT and its agencies.

32. This approach can ensure a co-ordinated effort on road safety, and enable the maximum benefit to be extracted from each agency’s strengths. In particular, by allowing the police to concentrate on enforcement, multi-agency approaches increase the effectiveness of each officer deployed to traffic policing. Joint working on road safety publicity campaigns is an effective way to ensure a single, powerful message goes out rather than a muddle of different ones.

33. Home Office and Department for Transport do not perceive any obvious or major barriers to multi-agency working for safety. Some examples of good practice follow.

ANPR Partnerships

34. One example of multi-agency working with road safety benefits is in the use of data from Automatic Number Plate Recognition (ANPR) cameras. ANPR systems deployed by the Police and Highways Agency utilise DVLA’s database of unlicensed vehicles, enabling such vehicles to be clamped and impounded by DVLA’s contractor working alongside the ANPR units. The clear link between VED evasion and wider criminality is increasingly being recognised by the police resulting in ever increasing numbers of such operations. Many of the vehicles identified are not insured, have no MOT and are driven by disqualified drivers. Other criminal offences including drugs, illegal immigrants, stolen goods and even firearms are also common place. The benefits of partnership work were acknowledged within the Roads Policing Strategy jointly signed in January 2005 by Department for Transport (DfT), Home Office (HO) and the Association of Chief Police Officers (ACPO).

35. The Multi Agency ANPR Strategy Team (MAAST), with HA, DfT, ACPO and HO membership, was formed in 2004 to actively promote ANPR partnering. Other multi-agency projects include Project WASP (Weight and Safety Partnership) in the Midlands that synchronises ANPR with Weigh In Motion Systems (WIMS) technology, enabling real time enforcement by the Vehicle Operating Standards Agency (VOSA) against overloaded commercial vehicles. MAAST continues to explore suitable opportunities, within resources available, to secure greater use of ANPR cameras for road safety purposes.

36. DVLA is about to begin a trial of electronic number plates designed to detect cloned vehicles. There are concerns at the increase in cloning to avoid speeding and parking fines, as well as congestion charging. The police are also concerned about the number of stolen cars that are cloned and sold on to unsuspecting members of the public. DVLA’s trial will involve working with four police forces, using their vehicles, to test the technology alongside ANPR so that vehicles can be detected and stopped. The aim is to provide added value to ANPR and provide assurance that those vehicles detected on cameras are the vehicles that they purport to be.

Shared and transferred functions

37. The Traffic Management Act (2004) enabled the Highways Agency to establish a Traffic Officer Service on Motorways and All Purpose Trunk Roads in England for which the Secretary of State is the Highway Authority. A Partnership between ACPO and Highways Agency was formed to define those Roles and Responsibilities that could be transferred from Police to the Agency for the purpose of:

- Improving road safety.
- Reducing incident related congestion.
- Freeing up police time to focus on criminal activity.

38. It is the joint intention between the Agency and ACPO that the freed up police time, as a result of the transfer of these functions, will be used to concentrate on enforcement and criminality on the strategic road network for which the Secretary of State is responsible.

39. On a similar note, the Police Reform Act 2002 gave VOSA the power to stop vehicles to facilitate vehicle checks and aid enforcement. VOSA now has accreditation from all but one of the 43 police forces in England and Wales (excluding City of London who will not accredit for security reasons).

40. Under the new arrangements the numbers of vehicles checked for roadworthiness in 2005 increased by 35%, over 2004, and the number of prohibition notices issued (for serious vehicle defects) increased by 37.3%—this represents just under 10,250 extra checks and 1,920 extra prohibitions. Checks and prohibitions in relation to traffic issues (eg operator licences, tachographs, driver's hours) also increased, by 16.4% and 53.7% (680) respectively. The power to stop has enabled VOSA to increase roadside check volumes, and vehicle prohibitions for serious defects. There has also been increased deterrence, enhanced by the presence of a fleet of liveried vehicles and uniformed Examiners.

41. A wide range of approaches are deployed by the police in tackling road safety issues. By working together with other agencies, and in some cases transferring functions to them, the Police's key area of strength, as an enforcement agency, are brought to bear with maximum effectiveness. In a similar manner, technology can sometimes improve functions such as detection and targeting of resources.

21 February 2006

Witnesses: **Paul Goggins**, a Member of the House, Under-Secretary of State Home Office, and **Dr Stephen Ladyman**, a Member of the House, Minister of State for Transport, Department for Transport, gave evidence.

Q298 Chairman: Ministers, you are most warmly welcome. Can I welcome you both and say it is very nice of course to have one of our old alumni giving us evidence. Of course, he knows all the ways that we are going to try and benefit from your appearance. Can I ask you firstly to identify yourselves for the record?

Paul Goggins: I am Paul Goggins, Home Office Minister with a number of responsibilities including for roads policing.

Dr Ladyman: I am Steve Ladyman, Minister of State for Transport, again with responsibility for transport issues around road safety and the roads issues you are covering today.

Q299 Chairman: Can I say genuinely that we are delighted to see the two of you together? You will realise that the evidence we are taking during these sessions makes it very clear that the responsibilities that concern us are not just going to be Department for Transport ones or not even just Home Office ones. There is this interlinking and it is very important for us that Whitehall thinks clearly about the way the two things move in tandem. Is there any type of crime that kills and seriously injures more people each year than road crime? Mr Goggins, do you want to have a guess?

Paul Goggins: It depends whether one looks for a direct or an indirect impact in terms of the criminality. One could look, for example, at drug misuse which may claim more casualties per year than are claimed on the roads. Whilst the numbers are coming down compared over time, they are still at a worryingly high level and we would do everything possible to bring the numbers down further.

Q300 Chairman: Is traffic enforcement the top priority for the Home Office?

Paul Goggins: It is a key priority because it is not just an improvement thing in itself; it links with many other aspects of policing. For example, a police officer who is policing a particular neighbourhood in his car, perhaps with an ANPR kit in the vehicle, is

able to deal with antisocial behaviour. He is able using the kit to perhaps identify people who are not insured, not licensed, perhaps people who are wanted for drugs crime from some other place in that locality and he is able to offer reassurance to the public, so there is a whole range of other impacts which come from effective roads policing; but of course roads policing has to be seen as an integral part of policing overall.

Q301 Chairman: We have heard that viewpoint put forward more than once already in this inquiry. The Home Office does not quite seem to give the emphasis to roads policing. We are told, for example, that there is little incentive for chief constables to focus resources on this issue as it is not seen as a Home Office priority. Would you agree with that?

Paul Goggins: I would not agree with that, no. We set it out clearly in our National Policing Plan and in what was of course the first Community Safety Plan we published towards the end of last year. We have made it clear in the Roads Policing Strategy which we published jointly with the Department for Transport and ACPO. I know you have had evidence from Her Majesty's Inspectorate of Constabulary. If you look at some of the assessments that they have provided, they show an encouraging take-up of this issue within local forces with some quite encouraging results. I am sure you and colleagues on this Committee would like to see better but it is something that is being seen as a priority.

Q302 Chairman: Do you think that the Roads Policing Strategy does not feature prominently enough in performance indicators in that what is not measured does not get done?

Paul Goggins: We have the one particular measure that we look at in terms of casualties per distance travelled and it is important that we deliver on that particular one, but of course local forces can adopt their own local priorities too and that is something which is encouraged. There clearly is a balance to be

15 March 2006 Paul Goggins and Dr Stephen Ladyman

drawn here. Everything is a priority but if everything is a priority then nothing is a priority. Of course, police forces have to balance a whole range of issues about dealing with the terrorist threat and serious organised crime as well as local neighbourhood nuisance. What I tried to say at the start was that effective roads policing can be integrated with those other activities too and therefore is an improvement part of any local strategy.

Q303 Chairman: Do you think the priorities ought to reflect the public's perception of risk or the actual numbers of deaths? You probably know that we took evidence from ACPO saying that it is a public demand, that they are concerned about the level of protection from the threat of firearms but they do not reflect this in public opinion in terms of the threat of cars.

Paul Goggins: I would argue that both are important and I think the police are responding to both. Public opinion and public confidence are key factors. The sight of police vehicles in an area as well as police on foot, which is also an important aspect of local policing, can offer reassurance. The way that the police deal with road traffic accidents and incidents is also important and there is some encouraging feedback from people who are at the receiving end, as it were, of those kinds of incidents, but of course we also have to have an evidence base for the way in which this police work is carried forward.

Q304 Chairman: What is your evidence base? How do you fix your priorities? What evidence base do you use for that?

Paul Goggins: The key indicator, as you know, is the casualties per distance travelled and that is an important indicator of whether or not we have effective roads policing but there are other aspects too. If we look, for example, last year at the number of vehicles that were found to be unroadworthy, there is a substantial increase in the number of vehicles that were so identified. The number of prohibition orders last year also increased. I think this shows that the police are making effective use of technology and effective use of the extra 14,000 police officers we now have compared with 1997 to bring this kind of enforcement about. Many of the indicators are rightly decided at the local level. At the national level, we look particularly at the casualties per distance travelled.

Q305 Chairman: You have not adopted the same casualty reduction targets as the Department for Transport, have you?

Paul Goggins: There are differences, although I would hasten to make the point that you were hinting at yourself at the start, which is that we do work closely together. There are policy issues.

Q306 Chairman: Closely together but not necessarily on the same things and working in the same direction.

Paul Goggins: I would like to think we are working in the same direction and clearly the Roads Policing Strategy that we publish jointly demonstrates that.

Q307 Mrs Ellman: On the Roads Policing Strategy, we have had evidence from both the Police Federation and Transport for London who both question whether the Roads Policing Strategy has made any or sufficient difference to road traffic issues. Are you aware of that?

Paul Goggins: People will be beginning to form views about the effectiveness of the strategy. It was published of course in January of last year so it has been in place a little over a year now and people will form judgments. At some point Stephen Ladyman and I and our departments will also have to form a judgment about how effective the strategy is because there is no point in having a strategy unless you measure its effectiveness. That is something we will be considering in the near future: how and when to review and measure the effectiveness of the strategy. We believe that it is the right strategy and the five key principles that we have set out there about denying criminals the use of the roads and so on—you will be familiar with the other principles—are important principles. I believe they are focusing attention, not just nationally but locally too. We will need to consider the evidence for how effective they are in due course. I would suggest that after one year it is probably too soon to form any definitive conclusions about how successful it has been so far.

Q308 Mrs Ellman: Again from the evidence we have had it appears that not all police forces have adopted the strategy. Is that something you are aware of?

Paul Goggins: The principal evidence we have is from Her Majesty's Inspectorate of Constabulary and they give some encouraging evidence in relation to how seriously local forces are taking it with their baseline assessments. They looked altogether at 27 different frameworks. They found roads policing was the fourth highest in terms of successful outcome. They look at the level of effective leadership at 90% and a range of other factors as well, which would indicate that local forces do take roads policing as seriously as they ought to. I simply suggest that people will be forming conclusions about the strategy. I think it is too soon to form a definitive conclusion but certainly we will be wanting to make our own conclusions in due course.

Q309 Mrs Ellman: Would you be looking specifically at ensuring that all forces adopt that strategy?

Paul Goggins: Indeed.

Q310 Mrs Ellman: Is that something you have been monitoring, because evidence given to us suggests that that is not the case.

Paul Goggins: Our principal source of monitoring this information is through Her Majesty's Inspectorate of Constabulary, but we will want to form a rounded view of that in due course. We have not done so as of now but, yes, we would expect local police forces to take this strategy seriously. This is not just a strategy to look nice on the shelves of the Department for Transport and the Home Office. This is meant to inform effective policing in our communities and we would expect them to take it

15 March 2006 Paul Goggins and Dr Stephen Ladyman

seriously, because it is a comprehensive approach. I mentioned one of the five principles; the others are about reducing casualties which is a key factor for both of us, tackling the terrorist threat, reducing antisocial use of the road and enhancing public confidence. This speaks of effective roads policing in terms of promoting safety but also promoting confidence and reducing the criminal threat, both in terms of antisocial behaviour and organised crime. It very much speaks to the priorities that we both have in our departments and we would expect local forces to take it seriously.

Q311 Mrs Ellman: The Department for Transport has published figures showing the economic value of preventing road accidents, suggesting there is a good cost benefit ratio there. How would that compare with other types of police enforcement in terms of cost benefit?

Paul Goggins: Is that a question for me?

Q312 Mrs Ellman: It started off with an assessment from the Department for Transport, saying that they found economic benefits.

Paul Goggins: I would have to send a note to the Committee to do a detailed comparison with other areas. I am aware that it is said that it costs £18 billion a year in terms of the economic impact of casualties, both deaths and serious injuries. That figure would need to be set against other areas. I am happy to do that and send a note to the Committee.

Q313 Chairman: What about Dr Ladyman?

Dr Ladyman: I entirely share the views that Paul has put forward and we do work very closely together. You started off by asking, “Is there anything else that has this rate of fatalities in our society?” 3,200 people a year dying is clearly a very significant number. Not all those of course die as a result of people committing road offences but nevertheless it is a very significant number. If 10 people died today on the railways, we would have a public inquiry tomorrow but 10 people will die today on the roads and, as you rightly say, society will take an almost schizophrenic attitude to it. It is something that we in the DfT take very seriously and we do work very closely with the Home Office. We have identified this figure of £18 billion as being the cost, roughly speaking, of losses as a result of these accidents. That is why we set very aggressive targets for trying to reduce the number of fatalities and people who are seriously injured. We are on target to meet those targets so we are doing something right.

Q314 Chairman: You are doing something right but what do you spend on advertising compared with that 18 million figure that you have produced?

Dr Ladyman: I will have to write to give you the exact figure but I think it is around about the £15 million mark.

Q315 Chairman: Is there a targeted campaign of that sort that says, “We are doing rather well. We are reducing the figures. We know how much it costs when we have these problems. This is what we could afford to spend on even more energetic campaigns”?

Dr Ladyman: It is very much a targeted campaign, a THINK² campaign. We try to identify the problem groups that we have to reach and we very much target our messages at those groups and use channels that can reach those groups, very successfully. I am very pleased to say that the THINK campaign has won a whole raft of advertising industry Oscars in the last week for its effectiveness.

Q316 Chairman: You can produce figures that say they make an immediate impact upon this driving group that we are told cheerfully drive through the world thinking that cameras are a nuisance and they do not really work. You can produce results that say your THINK campaign has instantly had an effect, can you?

Dr Ladyman: Yes, we can. We do that research and we can let you have the impact of the THINK campaign.

Chairman: I think we would be fascinated to see it.

Q317 Mrs Ellman: In France, road deaths were cut by 33% in one year through increased traffic enforcement. Why can we not do the same?

Dr Ladyman: Perhaps we started off from a better position than the French did.

Q318 Mrs Ellman: Did we?

Dr Ladyman: I think we do start off from a better position than the French did.

Q319 Mrs Ellman: How important would you say visible traffic policing is?

Dr Ladyman: I think visible traffic policing is significant. There is this judgment that we have to form and clearly this is a debate which is starting in society now amongst drivers. We have taken the view that, where technology is able to do more cheaply and more effectively the things that used to be done by police officers, it is better to deploy that technology and use the police officers where their skills and experience can be better targeted. Clearly, we do want visible police presence on the roads and I believe we get that visible police presence but do not think that the only thing we do, as well as having a visible police presence on the road, is technology. We also now have 1,000 highways traffic officers out there on the roads, working very closely with the police, clearing up accidents and things like that.

Q320 Chairman: They are not policemen; they are not policing, as you frequently tell me.

Dr Ladyman: No, they are not policing but they are doing things that the police used to have to do so the police are now freed up to do more expert things.

Paul Goggins: We have calculated that in all probability what has been freed up by that move is around about 540 full time equivalent police officers.

² THINK is the brand name for the Department for Transport road safety campaign.

15 March 2006 Paul Goggins and Dr Stephen Ladyman

Q321 Chairman: As you just said to us, it is a very new scheme and we will have to wait and evaluate it when we have enough evidence, will we not?

Dr Ladyman: We do have some very good evidence from the West Midlands which I am happy to let you have.

Chairman: We are always impressed by what happens in the West Midlands.

Q322 Mrs Ellman: Operational police traffic officers have reduced by 20% between 1999 and 2004. Is that a deliberate policy? Do you think that is satisfactory?

Paul Goggins: It is not a deliberate policy but the number of officers, if you make a different comparison, has increased slightly if you look at the figures for 2002–03.

Q323 Chairman: Start again. I am not very clever. Are you telling us that the rest of the world thinks they have gone down but the Home Office thinks they have gone up?

Paul Goggins: I will just give you two simple figures. In 2002–03 there were 6,902 full time equivalent police traffic officers and in 2004–05 there were 7,104.

Q324 Chairman: What is a full time equivalent? In nurses, I know what half a nurse is but what is half a policeman and which half are we talking about?

Paul Goggins: We are talking about full time road traffic officers. I want to go on and make a different point, if I might.

Q325 Chairman: You are skating on thin ice. I would move on rapidly.

Paul Goggins: Just giving you those figures only tells a part of the story. I would argue it is rather old-fashioned to think simply in terms of dedicated road traffic officers. What we want are police officers who are able to enforce roads policing. When I was out recently as I was with an inspector in a part of my constituency, he was in a vehicle equipped with ANPR technology. He was dealing with antisocial behaviour. He was reassuring the public. He was also able to detect if there was a vehicle being used illegally and perhaps also then connected with other crime, because we know people who drive illegally are much more likely to be committing other offences. There are many aspects to this police officer. He was not a roads police officer but he was doing roads policing as well as other aspects of his work. As we go forward, we want to see roads policing integrated. It is not enough just to say there are so many officers. We want every officer to see roads policing as part of his responsibility.

Q326 Mr Goodwill: The Committee may have been falling into a bit of a trap which Dr Ladyman picked up on in that it is almost as if, if no offences were committed, nobody drank and drove, nobody broke the speed limit where there is a speed limit, nobody would be killed on the roads. Quite obviously, there are a number of accidents which are preventable through better policing and a number which will

happen anyway. Given that we have the safest roads in Europe and given that the law of diminishing returns will apply, has any attempt been made to estimate which of these 3,200 casualties are potentially preventable and which is the base line figure at which, no matter how well we are policing, everybody will obey every law every second of the time?

Dr Ladyman: I do not know whether we have a precise figure for that but I will happily write to you with the figures we do have. What I can tell you is that certainly we know that, for those people where a fatality had taken place who had been drinking or where drink was a factor, the figure is probably around 500. There are 500 people who may not have had that accident if they had not been drinking. We know speed is a factor in a very significant percentage of fatalities and I will drop you a line and tell you exactly what that percentage is, but what we do not know of course, and what we can probably never know, is precisely how much speed was a factor in those accidents and precisely how much drink was a factor in those accidents. We can only tell you that it was a factor.

Q327 Mr Goodwill: Do you think we need more emphasis on drinking and drugs as an issue, because it seems you will almost certainly get caught speeding if you speed but people get away with drinking and driving for years until they have an accident.

Dr Ladyman: I absolutely agree with you on both cases. We are seeing a worrying increase in the incidence of people where drug use might have been a factor in that they have been using drugs in the recent past when they were involved in an accident. In particular with young people, there is certainly anecdotal evidence and a growing body of substantial evidence that many young people are designating a driver when they go out and that driver is not engaged in consuming alcohol but they may be smoking a joint, because young people sometimes do not appreciate that drugs can impair driving as well. In addition to that, there is a growing number of people who do not think you can be caught for drug driving. It is entirely erroneous but nevertheless there is that group of people out there. So far as drink is concerned, as the Committee will know, there has been a worrying increase in the number of deaths where drink was a factor in the last year or so, although strangely there seems to have been a reduction in the number of people seriously injured where drink was a factor, which just might indicate—that is something that we are thinking about—that the people who we are not getting at are the serious drinkers who just do not care. It is not somebody who has just drifted slightly over the limit; it is somebody who just does not give a stuff about the law and is drinking heavily and driving.

Q328 Chairman: You will give us a note, as far as you can sort out those figures?

Dr Ladyman: I will.

15 March 2006 Paul Goggins and Dr Stephen Ladyman

Q329 Mr Goodwill: What about random testing? Certainly in my area if the police descended on a pub and tested every car leaving the car park, that news would travel around like wildfire. Do you think there is a place for random testing?

Dr Ladyman: I think there is a need to pick up our game on drink driving. ACPO have recognised this already and I think the previous chief roads police officer publicly acknowledged that they need to pick the pace up on this again. The department and the police are working closely on how we are going to do that. We are talking about having a major summer drink driving campaign as well as a Christmas drink driving campaign.

Q330 Mrs Ellman: Why is it taking so long to secure approval for roadside alcohol screening equipment? We are told that would make testing much simpler.

Dr Ladyman: My understanding is that they are trying to develop a very tight specification for that equipment.

Paul Goggins: It is a complex process. The Home Office Scientific Development Branch are closely involved with that. There is no complacency about it but, because we have to provide something which will stand up as evidence in court, it is important that the devices that are used are completely and utterly reliable. Indeed, the Home Secretary would not sign off approval for anything that was not capable of giving that kind of evidence 100% of the time. We are working on it. Clearly, we have the power to use it now and, as soon as it is feasibly possible, we will be bringing that forward for practical use.

Q331 Mrs Ellman: When do you think that is likely to be?

Paul Goggins: I am told if things go well maybe within the next 12 months, but I would not want to be held to a particular date. As soon as I can give better advice than that, I will certainly let the Committee know because you will be as anxious as I am—and indeed as Dr Ladyman is—to get this into use as soon as possible.

Q332 Mr Leech: Do you accept that more lives would be saved if the permitted blood alcohol content was reduced from 80 to 50 milligrammes?

Dr Ladyman: It is not as simple as that. Clearly, if everybody obeyed the law and we reduced the blood alcohol level to 50 milligrammes³, yes, we would save more lives but we think about 500 deaths a year are attributable to people over the 80 milligrammes and I think the figure is about 50 to 70 lives a year would be saved by reducing it, involving people between 50 and 80. It seems to me obvious that the target for our enforcement, our priority, has to be catching all of the people who are over the 80 milligrammes limit and saving the 500 lives before we start diverting police resources to try to catch the 70 or so that are between the 50 and 80 limit. I do not rule out the possibility, once we have strict enforcement at 80, once we have the situation under

good control with 80, of the government of the day wishing to move down to 50. Let us focus where the big gain is to be made first.

Q333 Mr Leech: Do you not think though that the number of people who are over the limit when they are breathalysed would be massively reduced if they reduced the alcohol limit? If they reduced the alcohol limit, there would be a fair proportion of people who just would not drink at all; whereas at the moment there is a lot of people who will have a couple of drinks thinking that is okay but very often it is not okay.

Dr Ladyman: That is only an opinion. I do not think we have the slightest bit of evidence to suggest that that is the case. It is a judgment call. My judgment is that there are 500 people whose lives are to be saved if we can target police resources where the serious problem is and that is where I would like the police to be focusing. Going to a 50 microgram limit would be a distraction. It is often put to me by people who lobby on this issue, “Look at all these countries around Europe that have already gone to 50 micrograms or tighter levels than that.” Frankly, there are countries around Europe where they have a zero limit but they have a hell of a lot more alcohol related road deaths by proportion than we do because they are not enforcing at the zero limit. My view is get it right at 80 and then we can think about moving to 50 but do not go to 50 now because the police will spend their lives breathalysing people who are much less of a risk than the serious offenders.

Q334 Mr Leech: Would you not accept though that by reducing the limit we would be sending out a very strong message to people that drinking and driving, full stop, is a bad idea and therefore people might be more discouraged from drinking at all?

Dr Ladyman: There are all sorts of ways of sending out messages. I think there are better ways of sending out that message that will not divert the police from the real target.

Q335 Mr Donaldson: Why is the legal emphasis on detecting impairment through the use of illegal drugs rather than driving while on drugs?

Dr Ladyman: That is a debate that we need to have. One can argue that we should have the same sorts of strict legal measure that we have for alcohol in respect of drugs. That is something I am giving some thought to at the moment. The position as it is at the moment, with the state of testing and with the myriad of drugs available that people might be using, is that the sensible measure to use is one of impairment, but it is a debate and I would be interested in hearing the Committee's views on that.

Q336 Mr Donaldson: The Association of Chief Police Officers has called for changes in the law in this regard and they have also been criticised by companies such as D-Tech, which makes drug detection equipment, for not being more active in developing technology to detect drug use. Are these criticisms valid and why have there been delays?

³ The Blood Alcohol Concentration (BAC) level (drink drive limit) is normally expressed in units of 80 milligrammes of alcohol per 100 millilitres of blood.

15 March 2006 Paul Goggins and Dr Stephen Ladyman

Dr Ladyman: I am not sure I would take criticism from a company that makes drug detection equipment, suggesting that we should be more active in developing drug detection equipment. I would have thought that was their job. As a general point of debate, as an issue where public policy may need to evolve, I think this is a valid area for consideration and it is something that I am discussing with ACPO and I am considering. I would be very interested in hearing the Committee's views on it.

Paul Goggins: Government and all of us would be equally intolerant of drug driving as we are of drunk driving. The question is how it can be measured. We have a reliable way of measuring alcohol content in the blood. That is now accepted. We have increasingly sophisticated ways of measuring that soon by the roadside in a way that is reliable and will stand up in court. It is simply harder to do that in relation to drugs, partly because of course some people are able to take drugs legally, which are prescription drugs and so on. The illegal drugs we have impact differently on our systems. Cannabis, for example, remains in the system longer than cocaine does. It is extraordinarily complicated. I too would welcome the debate but it is more complex than the alcohol.

Q337 Mr Donaldson: Yet in Germany the traffic police have been using this drug detection equipment for 10 years. It is on trial throughout Europe. Finland and Belgium have recently adopted it and it is now operational there so why is the UK lagging behind the rest of Europe when the equipment is there, is available and is being used in other European countries?

Paul Goggins: Maybe as part of the debate there are things that we need to look at there and learn from. At the moment, we are still trying to develop a more sophisticated impairment test in relation to drug misuse. That in itself is a challenge that we are grappling with at the moment, so I would be interested to look at the technology they have developed in Germany to do what they do. If there are things we can learn from that, we should, but my view is that deploying this in relation to drugs is more complicated than it is in relation to alcohol.

Dr Ladyman: I am not 100% convinced of the accuracy of your statement because certainly from my conversations with transport ministers for all of those countries—I have had informal discussions with all of them and I have had formal discussions at road safety meetings—I do not have the impression that any of them think that we have a solid, satisfactory strategy for drugs and driving yet.

Q338 Mr Donaldson: The suggestion is only that they might be a bit more advanced than we are. It is the case though that throughout the UK not all police forces adopt field impairment testing to detect drug impaired drivers. Do we not have the same equipment in use and the same traffic enforcement and detection capacity right across the United Kingdom?

Paul Goggins: We should of course be encouraging the highest standards throughout. We are in the process at the moment of developing a more sophisticated way of measuring impairment in relation to drugs. That also is something which is in development and will take some time to come to fruition but when it does that will equip the police throughout the country with an up to date, more sophisticated way of doing this measurement and we would expect people to use it.

Q339 Mr Donaldson: Why does the Home Office not collect data on drug driving offences separately to drink driving casualties?

Paul Goggins: Clearly that is something we may need to give some further thought to. It is a more complex area than it is in relation to alcohol.

Q340 Chairman: The only thing is, Minister, the law makes no differentiation between what is laughingly called recreational drug use and prescription drug use. Does it not seem odd to you that we do not even know how many people are involved who have this kind of problem with drugs in their system?

Paul Goggins: Yes.

Q341 Chairman: Is it something that the department has even considered?

Paul Goggins: I would probably need to go back further than the time I have been in this position to be able to give you a full answer to that question in terms of how seriously it has been considered in the past.

Q342 Chairman: Could I ask you to give me a written note with the department's views and the reasons why they do not differentiate in casualty figures between those who are using drugs and those who are using drink?

Paul Goggins: I would be very happy to do that.

Q343 Chairman: It would not only help us but it would at least give us some clear indication of how the department is thinking. Can I talk to you about safety cameras? The differentiation in the funding, I assume, was driven by the express public perception that safety cameras were an easy means of making money and that is why we have changed the funding and the way they are going to operate. The police have made it very clear that they are concerned that it is going to leave them vulnerable to reductions in funding for speed enforcement. Is that a view you accept?

Paul Goggins: What we are very keen on is to make sure that the money generated is not just spent on more and more cameras but is spent on a more comprehensive approach to road safety. It is very important therefore that the investment that is made is made in the context of crime and disorder reduction partnerships and things of that kind, so that we get a properly balanced enforcement strategy that reflects the needs of particular local communities in towns and cities up and down the country.

15 March 2006 Paul Goggins and Dr Stephen Ladyman

Q344 Chairman: Have the two of you set down anywhere your agreement on what this policy should mean in real terms?

Dr Ladyman: Let me go back to your first question. I do not accept the premise that that was why we changed the rules.

Q345 Chairman: What was the intellectual justification for changing the rules?

Dr Ladyman: One of the things we wanted to deal with was indeed public perception. Our rationale for changing the rules was that it was clear to us that, in certain areas, partnerships had formed which might be minded to look first for a road camera based solution rather than a better and perhaps more cost effective solution.

Q346 Chairman: How many and in what ways? You must have some evidence for this. You would not just make an assertion on the remarks of some passing chief constable, would you?

Dr Ladyman: Why not? I think you make many assertions based on the remarks of passing chief constables.

Q347 Chairman: As you know, I have a very little brain and am of no importance in the scheme of things, whereas you are of quite different standing.

Dr Ladyman: The simple fact is that we had, for very good reasons, put in place a funding regime that was intended to make sure that if people wanted to incur the capital and revenue costs of speed cameras they could use the revenue from them for that purpose. Equally, it was clear that, if that regime stayed in place for ever, there would increasingly be an incentive for people involved in that simply to put more cameras in place, to take that as the easy option to solving road safety issues, rather than to think more widely. There were increasing demands on us from the police, from communities, from lobbyists and from other people who take an interest in road safety issues that the money should be able to be spent more widely than that. Having looked at all of those representations, we took the view that they were correct, that there was still a very clear role for road cameras and we had to make sure that there was funding going to be available to continually deploy road cameras where they were the most appropriate solution to the road safety problem. Equally, we wanted to give an incentive to the existing camera partnerships to broaden their membership, so they were not just going to be the police and the people who put up cameras any more; they were now going to be included in road safety teams from local councils, which they were not in some places. Maybe they should also include the National Health Service and the other emergency services which, in many places, they do not. We wanted to encourage them to expand their partnerships. We wanted to encourage them to look at a wider range of road safety initiatives that they might like to deploy, but we wanted to still give them the power to use cameras where those were appropriate, so it seemed to us a natural evolution of the existing system that we should say, in future,

camera revenue will go to the Treasury, as for any other fine, but the Treasury will retain this very significant block of money, £110 million in the first instance, that will then be available generally to be deployed as the partnerships feel it is best able to be deployed.

Q348 Chairman: That expansion of their role is spelt out in detail in such a way that they know what they are expected to do with their money?

Dr Ladyman: Yes.

Q349 Chairman: Therefore, you have made it very clear to the Home Office that even any suggestion that the police are not going to get the same money from having safety cameras is quite wrong?

Dr Ladyman: That is correct. The police will remain a key partner in a road safety partnership. It will be for them to say how much money they need to carry out their enforcement practice for the camera programme that is available in any particular constabulary area and to establish that they are going to get the money out of that pot.

Q350 Chairman: I am going to come back to you, Mr Goggins, on this whole conception of road traffic officers. I have listened carefully to what you have said and it all sounds ultimately extraordinarily reasonable. Police officers are not going to be required just to do one job; they are going to have multitasking. They are going to be able to do all these different things at once and therefore we cannot isolate the numbers of road traffic officers. Is that the burden of your song or do I misrepresent you?

Paul Goggins: You put it very well. Increasingly now technology is something that every police officer will have at their disposal and that will result in a number of different improvements, not least in terms of roads policing. We need to make sure that people are constrained within a particular role but are able to fulfil their full role. Roads policing will be one aspect but there will be other aspects to the work that they do as well. That means you are making the best use of the technology because you are empowering those officers to do more than they could have done before, but you are also making effective use of their time because they can perform more tasks than they were able to do before.

Q351 Chairman: It also means that you cannot isolate who is doing road traffic work, does it not?

Paul Goggins: There needs to be clear leadership. Again, these are things which Her Majesty's Inspectorate have looked at. There need to be clear systems of monitoring the roads policing policy at the local level. They need to keep their eye on the ball in order to meet the objectives that they set for themselves, but it would be wrong just to think we have these roads police officers here and we have all the other police officers over there. We have made it perfectly plain over a considerable period of time now that we expect roads policing to be integrated into policing as a whole and I think that is a positive

15 March 2006 Paul Goggins and Dr Stephen Ladyman

step forward. I think it is better in terms of general crime reduction and community safety. It is also better in terms of enforcing the law on the roads.

Q352 Chairman: You do not believe that there are certainly skills which are required by a dedicated road traffic unit that are not available, no matter how admirable the other skills are amongst other police officers who might routinely be called upon to do this work?

Paul Goggins: There will be some tasks which are specific and which require particular skills. I am not saying there should be no road traffic officers in the future. Clearly there will be a need for that. There will be a need for good central coordination within police forces as well to make sure that all of this work is properly run, properly organised and directed. I would make the point that a simple headcount no longer tells the story of how effective police forces are in terms of roads policing.

Q353 Chairman: Her Majesty's Inspectorate said that the use of intelligence and information in roads policing was generally weak. What plans do you have to ensure the police have access to motorists' data which is accurate and up to date? Dr Ladyman, which of your many superb agencies is going to undertake this task?

Dr Ladyman: There are several of them that are going to be involved in this. Clearly the DVLA is going to be the key player. The DVLA has made arrangements with the police so that we can download the driver database to the police computers.

Q354 Chairman: Is that working? Too long a pause will indicate a no.

Dr Ladyman: I am hesitating just to say yes it is working because—

Q355 Chairman: Because I might come back to you next week and point out very forcibly that it is not.

Dr Ladyman: Exactly, yes. It is early days.

Q356 Chairman: So it is not working but God will send it to us in due course.

Dr Ladyman: It is working in certain areas. The police do now have access to driver information. They know whether people have a driving licence. They have vehicle registration information. What I am not prepared to leap in and say immediately is that every policeman has access to the insurance database.

Q357 Chairman: Has any policeman? We have taken evidence and it is not always possible for police forces to access the information that you are very confident they can use. Can you assure me that the police do have full access to this information?

Dr Ladyman: We make it available. It is up to individual constabularies—

Q358 Chairman: The system you use would have something to do with it. I could say I am making things available if I stuck them on the board in Welsh. It would not necessarily have universal application.

Dr Ladyman: It is up to individual constabularies to invest in the technology they need to make that information available to their officers at the roadside. What we are doing is making the driver database available, the insurance database available, the car registration database available and, from the end of March when the MOT network is completely computerised, we will increasingly start to make MOT information available.

Q359 Chairman: As a matter of interest, can all of those databases talk to one another within your own department?

Dr Ladyman: There are issues when databases have to talk together.

Q360 Chairman: I know there are issues when they have to. I am not asking you that. I am asking you whether they can.

Dr Ladyman: We can access all the information from those databases.

Q361 Chairman: Can they communicate with one another?

Dr Ladyman: We can download them directly to the police databases and they can get access. From the point of view of the police officer at the roadside, they can get immediate access to them, but they need to invest in the technology that makes that available and of course it is not instantaneous.

Q362 Chairman: Mr Goggins, are you going to make the money immediately available to Her Majesty's police forces so that they can get instant access to all this readily available information?

Paul Goggins: There has been huge investment in the police service, as you know, over the last number of years and that will have enabled the police to invest in new technology. Clearly we need to make greater and better use of it and, to some extent, there is real merit in the point you are making. It is one thing to have the technology and to have it available but you need the data to be reliable as well.

Q363 Chairman: Can they do that? Do they have instant access? Do you police constables have instant access to all this very useful information?

Paul Goggins: The situation is improving all the time but, yes, they do. Let me take, for example, operations that the police have run using ANPR, using information from the DVLA database. They have seized vehicles and moved them off the road, so things are happening as a result of the way that technology is being used. Will it get better? Yes it will, of course.

15 March 2006 Paul Goggins and Dr Stephen Ladyman

Q364 Chairman: Those people who tell us that not only can the police not have instant access to this information but the department cannot even talk between one of its agencies and another are quite wrong?

Dr Ladyman: Put yourself in the position of a chief constable who is trying to decide on his resources.

Q365 Chairman: I do not think I could possibly do that.

Dr Ladyman: Does he want to invest in the sort of technology that would make this information immediately available to his police officers from the police vehicle or does he want to invest in technology that makes access to the information available at the police station and requires his police officers to radio the police station and ask for the information? What we need to do in DVLA, in VOSA and the other agencies of the Department for Transport is make sure that we are making that information as reliable as possible, making sure that the databases have very high levels of integrity and making them available to those police forces that then want to invest in whatever is the most appropriate technology for them to be able to access it.

Q366 Chairman: Mr Goggins, you are now going to give me an explanation of your end of this formula?

Paul Goggins: The chief constable is likely to invest more money if, in putting the kit in the vehicles or giving it to police officers out in the community, they are dealing not only with roads policing but other aspects of policing as well, because if you can deal with antisocial behaviour, the use of uninsured vehicles, possible terrorist threats, drug dealers as well as enforcing roads policing more generally clearly he is getting a bigger bang for the buck that he is investing. The point I made before about integrating roads policing with wider policing is to the advantage of roads policing, certainly in terms of the investment made here.

Q367 Chairman: Is there any work going into the question of civil liberties concerns raised by the use of technology such as Automatic Number Plate Recognition and black box recorders?

Paul Goggins: These debates go on all the time of course, but we are quite clear, certainly at the moment in terms of ANPR, that where the police make a request for information which has been gathered, particularly following a serious incident, that is available. In principle, we are looking at whether that use can be extended. In the end, as with so many other things, in terms of the civil liberties argument, if you have not done anything wrong you have nothing to fear. However, if somebody is running around the country, running drugs and other forms of organised crime, that is a challenge and it is something that has to be dealt with. Of course, it has to be done within rules and within the law in terms of data protection.

Q368 Chairman: We have protocols in place which make it quite clear that the public are properly protected in how the data is used?

Paul Goggins: Indeed. There is data protection legislation in place.

Q369 Chairman: Beyond existing data protection legislation, is there a protocol that is common both to the Department for Transport and the Home Office for the use of such data?

Dr Ladyman: I do not know whether you are implying—

Q370 Chairman: I am asking.

Dr Ladyman: I do not know whether you are implying that the ANPR information collected by the Highways Agency is anonymised. It is not suitable for police purposes. We use it entirely for measuring traffic flows and trying to manage congestion. In principle, what we are prepared to do is to make that camera network available to the police if they want to use it, but the police then will have to be responsible for discussing with the Information Commissioner and other appropriate bodies the way in which it is going to be used for the detection of crime. That will be a matter for the Home Office and for the police, but the ANPR camera network that the Highways Agency deploys is only used for traffic management purposes.

Q371 Mr Goodwill: I was trying to find out what were the practical difficulties of this problem you have about interfacing the various databases for the MOT, the road tax et cetera. Does that mean that if there is one of your North Yorkshire police vans outside Scarborough they can set it up to pick up on stolen vehicles or they can set it up to pick up on tax disc non-payment or they can set it up to look at insurance but they cannot run the whole lot together? Is that what you are saying the practical problem is?

Dr Ladyman: No. The reason I am hesitating about all this is that, before I became an MP, I was one of these IT bods who used to put these sorts of systems together. There is technical complexity in bringing databases together. Either you can bring databases together and make one huge database with all the data in or you can provide tools that can search several databases. From the point of view of the user of that data, all the user of that data is interested in is the information that comes back. He probably is not worried about whether it comes from one or five databases. Technically, if it is coming from five databases, it is easy to say, "The department's databases cannot talk to each other." At some level of the technology maybe that is true but from the point of view of the end user it is nonsense. Of course they can get that information. What we are working towards is to make the data accessible in a way that the police will be able to get instant access to all of those databases. They are not all there yet. For one thing, the MOT computerisation process is not finished. The last garage will not be on the system until the end of March and then we will not have a complete record of all the cars that have MOTs for 12 months after that when everybody has had their next MOT test. We are moving towards all of these things. We have made the insurance companies'

15 March 2006 Paul Goggins and Dr Stephen Ladyman

database available to the police now so they can do what is called enforcing from the record in respect of insurance. As soon as they identify the owner of a particular vehicle, they can check now, instantly, whether that vehicle is insured or not. We are working with the insurance industry to improve the integrity of that database. One of the issues we have is that some companies put the information on instantly when somebody renews their insurance. Other companies put it on more slowly. We are trying to develop protocols with them where the information will be instantly put on so that the police can rely on that information. These are not instantaneous processes. You do not just flick a switch to all these databases and have completely integrated information available on every one of these databases, but we have made huge progress over the last year or so and we will keep making progress over the next year or so.

Q372 Chairman: We have heard that the Automatic Number Plate Recognition equipment is so effective that there are far too many hits for the police to deal with. Is that the case?

Paul Goggins: It is certainly the case that from the research that has been done those police who use ANPR technology are arresting nine times more people than those who operate without ANPR, which you may regard as an improbable statistic, but I asked to see the evidence and it is indeed the case. In terms of offenders brought to justice, three times the amount of cases are brought again by people using that technology, so I think we should be encouraged by that because, by using the technology, we are making more progress in terms of the justice system overall.

Q373 Chairman: It was not actually that point that concerned me, Minister. If the Dartford Tunnel is getting something like a million hits a day, and they have a recognition rate of 2 per cent, which is 20,000 hits a day, almost inevitably the police officers who are dealing with that are not dealing with enforcement like the drink drive checks and the mobile phone use and the things that we have been told need to be used in balance with machines.

Paul Goggins: I think my point still holds that even at this stage of development it is producing that kind of level of result. As Stephen has said, it will improve still further.

Dr Ladyman: Also, do not forget, there are things that we can do to take this burden away from the police. As you well know, we are just taking the Road Safety Bill through Committee. Once the Road Safety Bill is passed it will be an offence to own an uninsured vehicle, in other words we will not have to wait to see the vehicle out on the road being driven to know an offence is being committed, we can use our computers. The DVLA computer will instantly be able to generate a list of those people who own a registered but uninsured vehicle. They will

immediately have committed an offence and we do not need to involve police officers in sending them penalty notices.

Q374 Chairman: At some point someone has to go out and enforce that, do they not? What concerns me is that you might get certainly this enormously high rate of hits but somebody still has to enforce it. Some policeman somewhere has to go and take action. What concerns me is that we may be moving away from this mix of enforcement that means you are not just reliant on machines, you do have people who are using their control of traffic to cut down accidents and deaths.

Dr Ladyman: With the greatest respect I think you are setting up a false premise. If we did not have this technology then, yes, it is true they would not have to enforce any of these things because they would not know these offences were taking place. We would still have the police hiding behind trees with radar guns if we did not have the camera network there. They would not know that people were driving uninsured if they did not have access to these computer systems. We would not be able to tackle people from the record. It is self-evident that the police would be involved in a whole range of policing activities but they still would not be getting at the sort of things you really want them to get at.

Q375 Chairman: We are quite confident that they are not going to move away from the things which particularly concern us to identifying other types of crime?

Paul Goggins: The two issues are inter-related. In looking to enforce effective roads policing other aspects of criminality come in. We know that people who are illegal users of vehicles are also committing other crimes, there is plenty of evidence to suggest that. In doing one you do the other, it is not a question of either/or, it is a question of both/and.

Dr Ladyman: Can I just give you something which I have cleared the publication of today and we will send a copy to the Committee immediately. It is a piece of research which has just been done by TRL on our behalf which is looking exactly at this issue: the correlation between people who we find are committing one type of road traffic offence and who turn out to be committing other offences. The correlation is absolutely huge. You pick up somebody who has not bothered to register their car, and a very high proportion of those people will be committing some other offence as well. These things are inter-related. The offences you are desperate to get at, and you want to see police actively involved in, are very closely correlated to these other offences that we can detect technologically. It is not one or the other, you get both by targeting this type of crime.

Chairman: We are, of course, enormously comforted by these assurances from both you gentlemen. We are delighted that you work so closely together. I am sure we will not have to bring you back at any point to ask whether the subsequent results match up to what you have told us this afternoon. Thank you both for coming today.

Written evidence

APPENDIX 1

Memorandum submitted by Mr Stephen Plowden

SUMMARY

Both the traffic police and their equipment should be financed out of transport budgets. This expenditure would deserve a high place in the allocation of transport budgets. The more that technology can be used to aid the traffic police in their duties, and to make traffic law self-enforcing, the better. The programme of installing speed cameras should not be run down but extended, but a better way of enforcing speed limits is through the vehicle. Fitting vehicles with variable speed limiters should be a priority. Driver-operated variable speed limiters making use of proven technology would be very cheap to fit and could have been introduced decades ago. Instead, the Government is pursuing research on externally activated limiters, which are much more problematic technically and could not be in use for many years, and it has not committed itself to introducing them even when their feasibility has been demonstrated. If this programme cannot be expedited, then the Government should revert to the driver-operated type. It should commit itself now to introducing variable speed limiters of one type or the other as soon as possible. The best way to reduce all the costs and nuisances of motor vehicles, and thereby to reduce the task of traffic policing, is to manufacture more modest vehicles. Construction and use regulations should be based on the principle that no vehicle should cause more danger, pollution or other nuisance, or consume more non-renewable resources, than its transport function requires. The Government should commit itself to this principle and to working in Europe for its adoption. Meanwhile, it should make full use of its powers of taxation to encourage the purchase and use of those models already on the market that have the least social and environmental impact.

1. Although more traffic police are needed, it would be hard to argue that traffic policing deserves a greater share of police time and financial resources than other policing tasks. But extra traffic policing should certainly give better value for money than most of the things on which transport budgets are now spent. The solution is to finance traffic policing out of transport budgets. Chief Constables would retain the right to transfer traffic police to other duties in emergencies or on special occasions. The extent to which such transfers were made would be monitored, and if it was too often, that would have to be sorted out between the police and the authority controlling the transport budget.

2. The more help that technology can give traffic police, and the more that traffic laws can be made self-enforcing, the better. Technological aids for traffic policing, like the traffic police themselves, should also be paid for out of transport budgets. The idea that speed cameras had to be self-financing never made economic sense—we do not expect traffic lights, bus lanes, speed humps and cushions, rumble strips and so on to be self-financing. This practice also gave a handle to those people anxious to discredit cameras by saying that the police and partnerships were motivated by a wish to make money for themselves.

3. It is widely believed that following the recent report on the effectiveness and the economic evaluation of cameras, the Government will reduce the programme. This may indeed be the Government's intention, but it should not be. The report calculated that the benefit/cost ratio of cameras was 2.7 to one. This is probably too low, since the report both overestimated to which casualties at the camera sites would have gone down, in line with the national trend, in the absence of the cameras, and also left out some important benefits (I can expand on these points if the Committee wishes). 2.7 to one is in any case a handsome ratio, sufficient to give cameras a high place in the allocation of a transport budget, although this fact may be obscured by the way in which absurd traffic forecasts inflate the benefit/cost ratios of major roadbuilding schemes.

4. The greatest help that could be given to traffic police would be to design vehicles with reduced powers of acceleration and lower top speeds, and, in so far as powerful vehicles would still be allowed, to make the driver-licensing laws much more stringent in order to restrict access to them. (More stringent driver licensing is especially important for motorcycles). The first step is to introduce variable speed limiters. Driver-operated variable speed limiters could have been introduced at any time in the last thirty years, if not before. The technology is almost identical to cruise control and the extra cost in mass production would be minimal.¹ Retrofitting costs more, but the cost should still be justified in cost/benefit terms.² The Government has, however, opted for the much more elaborate method of externally activated limiters. Even on optimistic assumptions, under the present programme externally activated limiters cannot be in operation for many years (is that why they Government prefers them?) and the Government has not committed itself to introduce them even when their technological feasibility has been demonstrated. Much more effort should be put into this programme, and if the introduction of externally activated limiters really

¹ Stephen Plowden and Mayer Hillman *Danger on the Road, the Needless Scourge*, PSI, 1984, especially pages 100 and 101.

² Stephen Plowden and Mayer Hillman *Speed Control and Transport Policy*, PSI 1996, page 137.

cannot be substantially brought forward, then the Government should reintroduce the idea of driver-operated ones. Either way, it should announce now that it is fully committed to introducing variable speed limiters of one type or the other as soon as possible.

5. Social survey evidence (see table below) suggests that speed limiters would be popular with the public, but they would of course be unpopular with a minority of very vociferous people. This may account for the Government's cool attitude towards them, and indeed for its timidity about enforcing or reducing speed limits generally, even though speeding is a hugely resented nuisance. The Government's attitude is exemplified in the remarks by Mr Darling and Dr Ladyman quoted below. Dr Ladyman's remarks are especially shocking. He is wrong on the facts, since strict enforcement is possible or could be made so, and his refusal even to attempt to enforce an important law is tantamount to an announcement that he is suspending it, which is a gross abuse of his Ministerial position. I hope Parliament, this Committee in particular, will not allow him to get away with it.

6. Variable speed limiters will always be needed to enforce speed limits lower than the national or motorway limit, but the best way to enforce the national limit, whether it stays the same or is reduced (the arguments that it should be no more than 55 mph are very strong), is not to allow vehicles on the road that exceed it, except perhaps by a very small amount. There is something ridiculous about allowing excessively fast and powerful cars on the road and then trying, at great expense and with only modest success, to stop people from using that power. The key to reducing all the dangers and nuisances of traffic, and with them the burden on the police, is to manufacture more modest vehicles. Unfortunately, both the Government and the motor industry are in denial about this obvious fact (I can produce the evidence for this remark if the Committee is interested). Construction and use regulations should be based on the principle that no vehicle should cause more danger, pollution or other nuisance, or consume more non-renewable resources, than its transport function requires. The Government should announce that it is committed to this principle and will urge it on our European partners (some of whom will need no urging) and the EU. In the meantime, it should make full use of its powers of taxation to encourage people who want cars to buy use those models already on the market that have the least social and environmental impact.

THE PUBLIC'S ATTITUDE TO SPEED AND SPEED LIMITERS

Social surveys going back more than 30 years have demonstrated the widespread resentment people feel about speeding traffic. Here are some examples out of many.

Surveys carried out by Social and Community Planning Research (SCPR) in the 1970s showed the great importance of intimidation by traffic in people's lives. Their study on road traffic and the environment, based on a representative sample of more than 5,000 adults in England, showed pedestrian danger to be of much greater concern than other nuisances of traffic such as noise, fumes, vibration and dust and dirt. 27% of respondents were seriously bothered by it and 69% bothered to some degree. 29% said they sometimes felt endangered when walking on pavements or alongside the roads near where they lived. 53% were worried about the road safety of others, especially children and, even more, elderly people. (Jean Morton-Williams, Barry Hedges, Evelyn Fernando *Road Traffic and the Environment*, SCPR, 1978) In another study, people were asked what they would do if given the chance to make their street or road a better place to live in. More people chose to reduce traffic disturbance than to make an improvement not related to traffic, such as tree planting or better street cleaning or rubbish collection. Danger from heavy volumes of traffic or from fast-flowing traffic was of more concern than other traffic nuisance. Respondents were then asked to imagine that they could improve the amenity, with respect to traffic, of the street where they lived or their local shopping centre by accepting some increase in the time they spent travelling each week, or could sacrifice some amenity in order to reduce travel time. Forty-four per cent chose to improve their environment; only three per cent to reduce their journey times. (Gerald Hoinville and Patricia Prescott-Clarke *Traffic Disturbance and Amenity Values*, SCPR, 1972. See especially pages vii, viii, 24.) Another study asked people what they would look for when choosing a new area to live in. The three things ranked highest were good shops close by, safety from road traffic, and peace and quiet. (Gillian Courtenay *Greater Nottingham Problems and Preferences*, SCPR, 1974).

A study published in 1991 looked at changes in children's mobility between 1971 and 1990 in five sharply contrasting areas in England ranging from an inner London suburb to a rural parish in Oxfordshire. (M Hillman, J Adams and J Whitelegg *One False Move... a Study of Children's Independent Mobility*, PSI 1991) It showed a marked decline in children's independent travel and activities. For example, in 1971 80% of children aged seven or eight went to school on their own, but in 1990 only 9%. The most frequently cited reason for parents restricting their children's freedom was fear that they might be injured in a road accident. The 2002 NTS showed that 80% of primary school children were usually accompanied to school by an adult. Traffic danger was given as the reason by three out of five of these people. (Barbara Noble, Dorothy Salathiel, Paul McDonnell, paper given to the Transport Statistics Users Group, April 2005).

The most obvious example of the way that danger distorts travel and prevents people from behaving as they would like to is cycling. Cycling in Britain has shown a long-term decline. In 2004, cycle mileage was less than quarter of what it had been in 1954. (Transport Statistics Great Britain 2005, Table 7.1) This is in sharp contrast with what has been happening in several other European countries, where cycling has been vigorously encouraged. Danger is always the most important reason that people give for not cycling, and

this is supported by their behaviour. A study in the 1970s based on an analysis of Census data on journeys to work showed the very close connection between safe conditions for cycling and the amount of cycle travel. It was found that in flat, safe towns some 43% of journeys to work were made by cycle, but in flat, dangerous towns only 6%. (J A Waldman *Cycling in Towns, a Quantitative Investigation*, Department of Transport, 1977) (There has always been a question, however, as to the direction of the causal connection. It is to be expected that safe conditions would encourage cycling, but it may be more important that when many people cycle, drivers take more care.) In a summary of its research on cycling published in 1998, the TRL concluded that “cycling can be increased by targeted efforts but that more radical measures towards traffic reduction and improved safety will be needed to sustain significant increases in utility cycle use”. (D G Davies, P Emmerson, G Gardner *Achieving the Aims of the National Cycling Strategy: Summary of TRL Research*, TRL 365, 1998). There is a lot of evidence that reducing the speed of traffic on roads which cyclists share with other traffic is a more effective way of reducing danger to cyclists than segregation.

(FRANKLIN John *Cycle path safety: a summary of research* <http://www.lesberries.co.uk/cycling/infra/research.html>)

In 1999, the CPRE undertook a survey of people’s experience of country lanes. 1,022 people were interviewed in 21 districts in different parts of England. Nearly two-thirds said that they or their families felt threatened by traffic either all or some of the time when walking, cycling or riding in country lanes. (Rural Traffic Fear Survey, CPRE 1999)

The British Crime Survey 2004 showed that many more people perceived speeding traffic to be a very (12%) or fairly (31%) big problem of anti-social behaviour in their local areas, than any other nuisance such as rubbish/litter, vandalism, teenagers hanging around. (Martin Wood *Perceptions and experience of anti-social behaviour: findings from the 2003/2004 British Crime Survey*, Home Office Online Report 49/04.)

In December 1992, the following questions were placed on a Gallup omnibus survey by RoSPA. Do you think cars should have speed limiters fitted, that is, a device that automatically prevents a given speed being exceeded? To what speed should they be limited in your opinion?

	<i>All respondents</i>	<i>Car in household</i>	
		<i>Yes</i>	<i>No</i>
Base	1,212	846	366
Yes	69%	63%	83%
No	27%	34%	13%
DK	4%	4%	5%
All saying yes	831	529	302
Under 40	10%	8%	15%
40–49	6%	5%	10%
50–59	12%	12%	14%
60–69	18%	18%	16%
70	30%	34%	33%
71–79	3%	4%	1%
80–89	8%	9%	5%
90 or over	3%	4%	1%
DK	10%	7%	15%

It is perhaps fair to comment that some of those who objected to a fixed speed limiter of the sort apparently referred to might have found a variable speed limiter, especially one operated by the driver, more acceptable.

THE GOVERNMENT’S ATTITUDE TO SPEED LIMITS AND THEIR ENFORCEMENT

Compare and contrast

1. “The one critical success factor underpinning best practice in all case study areas was the introduction of area-wide 20 mph zones. This, coupled with extensive use of pedestrianised areas, has had a dramatic effect on the “urban experience”. It has been fundamental in prompting both strong growth in walking and cycling and in the ability of public transport to compete with the private car. The balance has been shifted away from “movement space” to “exchange space” where the focus is on personal interaction rather than on mobility in car dominated streets.

“This initiative has helped to transform the case study cities across Europe from being noisy, polluted places into vibrant people centred environments as well as facilitating the widespread re-allocation of street space to public transport, cycling and walking to meet increased demand.”

European Best Practice in Delivering Integrated Transport Commission for Integrated Transport, November 2001, Chapter 4.

2. The following report appeared in Local Transport Today 2 December 2004.

“Transport Secretary Alistair Darling has spoken of his dislike for area-wide 20 mph zones.

“In an interview with the London Evening Standard, Darling said: “There’s quite a substantial lobby, people saying we should have 20 mph speed zones through large swathes of towns and cities. I don’t think that’s right, partly because I don’t think it is necessary, partly because it would be difficult to enforce.

““There are cases where 20 mph limits are justified, such as outside a school or a hospital for a short period, but we need to be sensible and grown-up about these things,’ he said.”

Dr Ladyman in Parliament, 29 November 2005

Norman Baker: To ask the Secretary of State for Transport how much extra carbon dioxide in tonnes per annum he estimates arose from the driving of road vehicles in excess of 70 mph in each of the last five years. [30926]

Dr Ladyman: If no vehicles exceeded the speed limits on motorways and dual carriageways we have estimated that savings in the region of 0.5 million tonnes of carbon per annum could theoretically occur. In practice, however, it would be virtually impossible to enforce blanket compliance with the 70 mph speed limit, and the Government have no intention of introducing such a policy.

6 February 2006

APPENDIX 2

Memorandum submitted by the London Borough of Camden

SUMMARY

The submission sets out strong support for an expansion of enforcement and greater police resources going into traffic enforcement. Some extracts from public opinion surveys by the borough are given, as well as the interim results from a unique borough-Metropolitan Police speed enforcement pilot taking place currently. The borough supports a balance between technology and officer based enforcement, and sets out statistics to support this.

INTRODUCTION

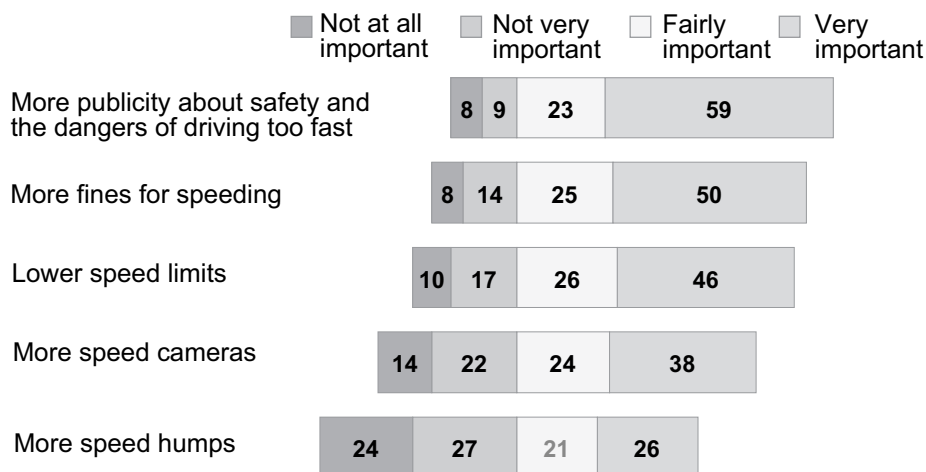
The context in Camden is that we have a successful road safety strategy, which has met the national casualty reduction targets for 2010 by 2004, and we have made excellent progress on the Mayoral targets for pedestrians, to a lesser extent for cyclists, but are struggling to make progress for powered two wheelers. Our Road Safety Plan (2005) sets out our innovative approaches, and how enforcement activity is required to complement engineering and education. Camden believes that in addition to being a strong imperative in itself, casualty reduction and improving road safety is critical in encouraging travel on foot, and by bicycle, both critical issues in achieving the sustainable transport growth which London requires over the coming decade.

1. Are traffic officers adequately resourced, trained and supported? What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

We are not in a position to comment upon all of these issues but we believe that in London there has been a growing driver culture that there is very little effective traffic enforcement taking place, and that this has contributed to a degradation of driving standards, with a detrimental effect on road safety. We were very pleased to gain the additional powers for enforcement of moving traffic offences by under the London Local Authorities and Transport for London Act 2003. We issued over 25,000 PCNs for these offences in Camden in the first six months, and this shows a widespread and flagrant disregard of basic traffic regulations—no entry’s and banned movements included. We do not believe that there are sufficient police resources in London devoted to traffic policing. The public in the borough, and the borough, support strongly more enforcement of traffic law, with particular emphasis on speed management.

Options for Reducing Speeding

Q How important is it in your opinion to have . . . to reduce speeding in Camden?



Base: All residents (500)

Source: MORI

Extracts from recent borough consultations are below. In a MORI survey with the 500-strong citizen's panel in 2002, residents were asked what would make them feel safer crossing busy roads: 82% supported "fines imposed on drivers who do not stop at traffic lights/crossings" (58% great deal safer, 24% fair amount safer), the top support for any of the four measures offered. Views were also sought on the extent of support for a range of measures that could be introduced to reduce speeding in the borough (see adjacent extract).

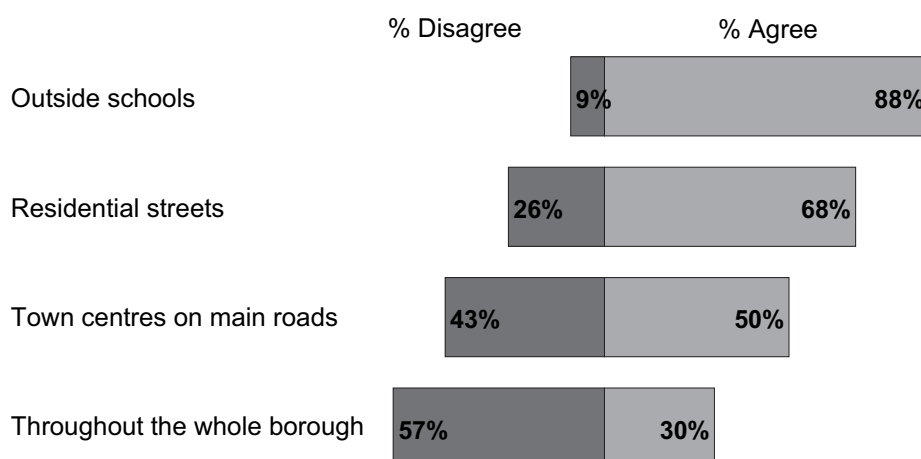
The following are from the borough's Local Implementation Plan (LIP, London version of Local Transport Plans) consultation in early 2005. When asked what would be effective in making the borough safer and more pleasant for walking and cycling:

- 66% supported more enforcement against traffic offences (30% believed this would not be very effective)
- 52% supported funding more police speed enforcement (45% more sceptical)

There was support for lower speed limits, as set out below:

Reducing speed

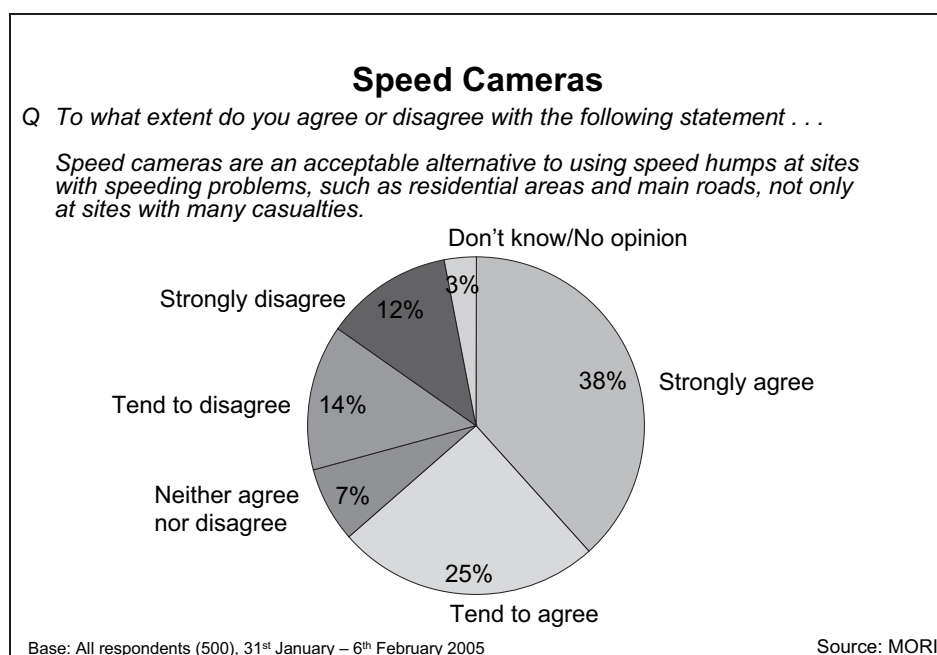
Q How strongly do you agree or disagree that a 20mph speed limit should be introduced in the following situations?



Base: All respondents (500), 31st January – 6th February 2005

Source: MORI

In the same survey when asked which were the most effective methods of controlling speeds 51% supported police patrols, 47% cameras, 34% traffic calming and 23% publicity about the dangers of speeding. Only 3% felt that none of these were effective. Views were also sought on support for use of cameras as alternatives to traffic calming:



2. *Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties? What evidence is there that the changing balance between traffic officers and technology has influenced casualty reduction rates?*

We believe that technology has a strong role to play in continuing improvements in road safety. We welcome the ability to enforce some moving traffic offences (which Camden does ONLY using camera technology). We believe that there is greater scope for these methods of enforcement across the UK. However, we also believe that there is major value in raising the level of officer-based traffic policing. The main value of officer enforcement include:

1. the ability to address a far wider range of road safety issues than technology can address;
2. the additional community safety benefits—wider than traffic enforcement—that can be delivered, including reassurance to the wider community by visible on-street police presence;
3. the value of intervention from respected traffic police officers, and the interaction that they can have over and above the simple receipt of a fine by post.

Evidence for this comes from the interim results of the innovative speed enforcement pilot project, as summarised below.

CAMDEN/METROPOLITAN POLICE JOINT SPEED ENFORCEMENT PILOT PROJECT

In 2004 Camden and the Metropolitan Police started a joint pilot project looking at speed enforcement using traffic police officers. The project, funded by Neighbourhood Renewal Funding (NRF), focussed on roads which had a proven speed and casualty problem, but which were not suitable for physical traffic calming, since as well as reasonably major roads they had been identified by the borough level emergency services as “key routes”.

The project used funding to pay for additional police time—over and above the standard time spent policing the borough—and used police officers with hand-held “speed guns” to enforce.

Focussing on around 8 locations, the officers mainly focussed on speeding vehicles, and used a jointly produced booklet showing the clear links between speed, collisions and injury severity. However, because the project used officers and not speed cameras, the project outputs were wider than this, as set out below. On the issue of speed, officers were able to use a range of responses, from a verbal warning and distribution of the booklet, through endorsement of licence and even prosecution. But officers were also able to pick up on wide range of other issues of relevance to road safety: the condition of the vehicle, driver behaviour other than speed, and whether drivers were legally entitled to be driving—with the appropriate licence, insurance, MOT and even tax.

The initial project will come to a halt in April 2006, and we intend to analyse continuous speed monitoring data to fully grasp impacts on traffic speed, and to look at casualty trends at these sites to try and identify project effects here also. At this point none of this data is available. However, the data below is still of relevance in looking at the balance of technological and officer based enforcement. The pilot data is from mid July 2004 to December 2005 inclusive.

Camden and the Police believe that there is value, in road safety terms, in every one of the 2606 interventions. This includes a discussion with a road safety policing professional on the impact of speed, poor driving behaviour or poor vehicle maintenance on road safety. There is a value in drivers knowing that enforcement of ALL traffic regulations takes place, and that they should drive accordingly. This sits well with the new enforcement of moving traffic offences (other than speed) by the borough's traffic camera network following its decriminalisation in 2004.

In comparison with speed cameras, it is estimated that if each of these sites had had a speed camera perhaps 20% of these drivers would have received a ticket. None of the non-speeding offences would have been addressed.

The arrests included:

- one for theft;
- one for vehicle in a dangerous condition;
- one for possession of an offensive weapon;
- one for drink driving; and
- two wanted on earlier warrants.

We believe that these arrests offer a community safety benefit and show the linkage between driver crime and the wider community safety agenda.

	<i>Project total</i>	<i>% of those stopped</i>
Vehicles stopped	2,606	100%
Vehicles examined	1,631	63%
Verbal warnings issued	1,689	65%
FPN Endorsed (for speeding)	512	19.6%
FPN non-endorsable (ie not for speeding)	71	2.7%
Processed for prosecution	174	6.6%
Poor driving/without due care	26	1%
Vehicle problems/offences	77	2.9%
No insurance/tax/ licence/MOT	56	2.1%
No seatbelt/helmet	101	3.9%
Use of mobile phone whilst driving	29	1.1%
Other traffic offences	32	1.2%
Arrests	6	0.23%
Non speeding offences that would not have been dealt with in purely camera based enforcement:	2,094	80.4%

FPN = Fixed Penalty Notice

For a successful road safety strategy to take place Engineering, Education and Enforcement all have a role to play. Within the Enforcement strand there is a role to play for both technological measures (speed cameras and moving traffic enforcement cameras), but also for the flexible enforcement by police officers, able to pick up on the wide gamut of other traffic offences, driver behaviour and vehicle condition that would not trigger technological enforcement. The ability to make non-traffic arrests is a bonus on top of that.

3. How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

We do not yet have final results from the joint pilot described above. However, we believe that there is real value in raising awareness of a culture of enforcement, and the improvement of compliance rates with all traffic law and regulation generally. This would be in addition to any impacts from particular projects.

We believe that speed management remains key in improving road safety, and that police resources should recognise this. The evidence is clear that speed cameras can address this effectively, although we very strongly support exploration of the new time-distance technology, and allowance of its wider use. However, as described above, there is a range of issues that are also of importance in road safety but are not susceptible of technology-based enforcement, and these also should be key areas of officer-based enforcement. We should not take for granted that impaired driving through alcohol or drugs will not be a rising problem.

There are some areas of road safety work that are not conducive to addressing via engineering, and where education requires effective enforcement backup. One of these areas is Powered Two Wheelers (P2W). We commend the educational BikeSafe project involving the Metropolitan Police, but would request additional resources be devoted to both education of P2W, and enforcement against unsafe riding practices.

4. How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?

Drink-driving: Drink-drive deaths rose from an all time low of 460 deaths in 1998 to around 590 deaths in 2004. Police need wider breath testing powers and Camden supports random breath testing for drivers (currently police need to have reason to breathalyse drivers, such as a motoring offence, injury collision or “suspicion” that driver may be under the influence): “a high breath testing rate is acknowledged to have a deterrent effect upon potential drink-drivers, although research shows that a lower number of carefully targeted breath tests, which lessen the burden on police resources, can identify a large proportion of drink-drivers”. Source Richard Campbell, Transport Statistics: Road Safety, Dept for Transport.

Camden supports the call from many road safety organisations to lower the drink-drive blood alcohol limit (BAL) from 80 milligram’s of alcohol per 100 millilitres of blood to 50 milligram’s of alcohol per 100 millilitres of blood.

Drug driving: The dangers of drug-driving has not received anywhere near the same attention as drink-driving. The public is not adequately informed about the consequences in terms of penalties and risk associated with drug driving, whether it be illicit drugs or prescription and over the counter drugs. Camden proposes that the government campaigns to raise public awareness of this serious and growing problem.

Research by TRL showed significant increases in the number of people testing positive for drugs who were involved in fatal collisions. “Between the 1980s and 1990s the number of people involved in fatal road accidents who tested positive for cannabis increased four-fold (3% to 12%), with detection of illegal drugs overall increasing from 3% to 18%. The BMA fears that this number will rise given the increasing use of drugs—nearly half of 16–24 years old in England and Wales are reported as having tried cannabis and 39% claimed to have taken hallucinogens”—BMA press release.

Recent on-line surveys in the south-east revealed that 39% of young drivers who responded admitted to driving within 12 hours of taking drugs (KISS 100 on-line survey 2005. 1,922 respondents).

It is likely that the incidence of drug driving is underestimated, since drivers are more likely to be breath tested for alcohol at the roadside and if they fail the breathalyser it is unlikely they will also be tested for drugs. Camden supports roadside field impairment tests by the police to ascertain whether a person is unfit to drive due to drugs and urges that police are resourced adequately to enable them to give real priority to this problem. Camden also supports the BMA’s call for “speedier and more specific and co-ordinated research in order to establish appropriate drug testing devices”.

5. How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?

Detail is still rather vague on the proposed overall changes in the legal arrangements around safety cameras, but we will comment from what we believe to be the case. Camden welcomes some of the changes—notably the relaxation of the requirement for four KSI casualties at a site. However, we believe that there is real potential to expand safety camera use—particularly using the new time-distance cameras—to enforce speed limits across residential areas (20mph Zones), and to enforce speeds along urban major roads that are key routes for the emergency services and therefore not so suitable for engineering measures. Note the public opinion support for enforcement above. We do NOT support the proposed national cap on the total funding available for LSCPs, as we believe this will be a real constraint on the wider use of camera based enforcement, just when the time-distance technology and relaxation of the KSI site requirements allow for a change in approach.

6. How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

We would support greater partnership working, and believe that multi-agency approaches to road safety and wider community safety are essential and effective. The current speed enforcement pilot relied on the Met Police and Camden agreeing a joint approach and agreed target sites, based on a strong evidence-led approach. Sustaining the necessary funding longer term remains problematic.

We would be supportive of a project in London between the Met Police, local authorities including Transport for London and the Association of London Government, and the DVLA, looking to reduce the estimated 10–15% of vehicles in the capital which are illegal in some way—no MOT, no insurance, no legal registration etc. We believe that this minority are likely to be over-represented in traffic offences and in

collisions, and have a disproportionate impact on casualty figures. Other studies show clear links between driver crime and more general criminal behaviour—the same individuals who commit driver crime are far more likely to commit other types of crime. A Home Office study showed that drink drivers were twice as likely to have a criminal record than the population generally, and dangerous or disqualified drivers had twice as many previous convictions as drink drivers.³

We also believe that targeting this sector of drivers would have significant benefits for community safety through arrests for non-traffic offences, and would have widespread community support.

CONCLUSION

- There should be an expansion of traffic enforcement, including both technology and officer based systems.
- There should be more police resources devoted to traffic enforcement.
- Enforcement is required to address issues of speed management and that technological methods should be encouraged to improve (eg time-distance) and the use become more widespread.
- There remains a strong need for human based enforcement to address those multiple issues that are not susceptible to technology based systems. These include powered two wheelers, poor driver/ rider behaviour and driver crime, impaired driving, poor vehicle condition, and sites and types of offences not susceptible to engineering based solutions.
- We support random breath testing, a lower blood alcohol limit and better research into drug driving.
- There are real benefits in officer based traffic enforcement, both in road safety terms and more widely.
- There remains room for strengthened and new partnerships.

10 February 2006

APPENDIX 3

Memorandum submitted by D.tec International Limited

SUMMARY

By 2010 the UK needs to reduce accidents and casualties to 50% of 2000 levels.

The recent EC funded IMMORTAL study showed that of the 1,300 drivers chosen at random in Glasgow, one in seven had taken illegal drugs in the last 48 hours. Two of the 10 RTA fatalities each day and in some studies, four of the 10 daily traffic fatalities have illegal drugs in their system. Drug driving situation is being hidden from the public and what response there is has fallen between the two departments, with no priority to save lives. Technology has existed since the late 90's that could greatly assist the detection and arrest process. Between the DfT and the Home Office, they have been chasing "Blue Sky" solutions rather than adapting processes and changing legislation to utilise current and available technology. Government has not been asked to ban driving on drugs, so the law remains requiring proof of impairment. The Police were left to develop their own good but restrictively used solution, the Drug Impairment Test. The traffic officers want a simple road side screen to assist and greatly improve the effectiveness of the prosecution process.

The question is, what have Government and the assorted Ministries done to allow the Police to tackle the same problem? To be frank, the answer is worse than very little, over the past eight years it has effectively hindered the Polices ability to remove drug drivers from the road.

BACKGROUND

Dtec International Ltd has been working in UK in the drug detection field for 10 years, on the supply of Drugwipe equipment and training for road side drug driver screening as has been the case since 1995 in Germany. Dtec supply a drug screening service to some of the countries largest bus and transport organisations who because society is giving them the potential problem of employees on drugs, they either screen all employees at random or safety critical employees, ie drivers, regularly.

In 1996–98, the Dept for Transport funded a study of equipment capable of detecting drug consumption in a driver at the road side. The two devices capable of the task were operated by serving officers. Drugwipes were used to screen 5,000 drivers by a simple wipe on the skin. The driver was then provided with a 3 page questionnaire to complete it at a later time, supply an envelope and stamp and return it to the DoT. A long shot? There were over 60% of the people that made the effort to reply! By far the majority of the responses

³ Rose, G (2000) *The criminal histories of serious traffic offenders*, HORS 206 London: Home Office.

were “we do not mind being screened if it catches the drug drivers, It is a problem of great concern, please do something now”. I do not believe the results of this trial were ever made public, even when the Journalists asked for information on the specific trial, they were told no such data existed. Other studies of a similar nature were also either delayed for several years or just never published. Why hide the facts?

DTec International Ltd, took the police feed back and created the new easier to read and operate Drugwipe 5. Since then, I feel like I have been perpetually pushing the DfT to move forward with use of the new improved Drugwipe 5 device. Effort that appeared to fall on deaf ears. There was always some reason not to go forward with an available solution that could do a very good job and could have saved lives.

Why did it take so long to provide legislation allowing traffic police to take samples and then it came as an amendment in the RATS act? The authority to demand an impairment test took a similar tortuous route.

One hurdle is that officials have assumed that the Government would never change the law to ban driving with drugs in your body, as is the situation in Germany. The UK law requires proof of impairment. Hence DfT and HO keep moving forward with requiring proof of impairment, which leads to talk and research on “impairment meters”. Blue sky research takes many years. In the mean time people are dying. Even worse for the accountants are the 10 fold higher number of seriously injured that take massive amounts of NHS funds to care for or cure!

The Police on the road want to reduce these drug driving casualties. Eight years ago, the “Government” would not let them have the available screening technology, so two officers from Strathclyde Traffic adapted the US Field Sobriety Test into a UK suitable field impairment test. This has over five years been developed and is now called the Drug Impairment Test. The DfT received Home Office approval and a small number of traffic officers are now trained to perform DIT at the road side.

So the true situation at the moment in the UK, is that we have a certain sector of the public that has grown up accepting the use of drugs, and they consider the police to have no method of detecting the drugs they have consumed. The likelihood of being caught by the almost non existent Traffic Police is minimal, and then the chance that the particular officer is DIT trained is even less. So no deterrent for a problem that has an equivalence to drink driving and is seen in at least two of the 10 RTA fatalities each day and in some studies, four of the 10 daily traffic fatalities have illegal drugs in there system.

The recent EC funded IMMORTAL study showed that of the 1,300 drivers chosen at random in Glasgow, one in seven had taken illegal drugs in the last 48 hours.

Surely this must worry you?

I attended the Association of Chief Police Officer’s Roads Policing conference at the National Motorcycle Museum late in 2005. I noted down several of the principle speaker, Dr Ladyman’s comments that impressed me.

“If we are not doing what we can today, then we share the responsibility!”

“We have to deploy the technology available to us today!”

“£18 billion cost of road accidents in the UK per year”

Also comments from other experienced and knowledgeable speakers.

Adam Briggs, ACC Cleveland, on accident figures for drink and drug driving.

“EC is requiring 50% reduction in road deaths by 2010” and the EC report in 2003 recommended regular enforcement of Alcohol and Drug laws, “The UK is expected to report on progress at the end of 2005.” “We have to change the crying game.”

Richard Brunstrum, CC, North Wales, Chair ACPO Traffic, on accident figures.

“We intend to be a major player in Europe, we are required to work to the plan, but how?”

David Griffith, DCC Humberside, on the National Strategic Assessment.

“Traffic volume is expected to increase 20% between now and 2010, so we have to drastically reduce the RTA fatalities in a rapidly increasing market.”

Conference voted that 61% thought that reducing road casualties should be the most important issue for a traffic police officer today.

Jerry Moore, CSupt, Roads Safety, Dept for Transport.

“Average number of people alcohol screened after an injury collision is 50%”

A lamentable fact, but where is his concern and priority for the drug driving problem? Conference voted 6% thought the Police were being successful and 62% thought that they the nations traffic police, were not doing as much as they could.

Some powerful statements from some learned people, but as far as drug driver screening, who is picking up the ball and running with it to create a rapid conclusion. In my view, for the last seven years, no one is championing it.

PROBLEM

We have a volume of cars that is growing rapidly giving us 20% more cars in 2010 over 2000. We have a potential level of driving within 48 hours of illegal drug consumption of one in six or seven. (ref IMMORTAL, Wylie *et al*). We are expecting a relatively small number of trained officers to correctly and efficiently perform the Drug Impairment Test (DIT) at the road side, one of the most dangerous places to be, come rain or shine, day or night.

As good as the DIT may be in ideal circumstances, I understand that the traffic officers are not able to perform it as intended, ie at the road side. The officers either feel the weather is too bad, the conditions at the side of the road are not conducive or most importantly, safe to perform the DIT. So they have to make a decision to let the person go or take them back to the station and perform the DIT in a stable environment. It is this very decision that the Traffic Police require assistance with.

I have spoken to a large number of serving traffic police officers at many trade shows over the past 10 years and their view is, all they need is a simple but very effective road side screen. After that positive, they will then spend the next one to two hours processing the driver in the station with a Drug Impairment Test specialist, and pay the FME bill and the FSS laboratory bill in the knowledge that the prosecution will most likely be successful. These same serving traffic officers are very wary of being marked down for bringing someone forward through the above process, incurring all the costs, and failing to prosecute. Hence their desire for a preliminary road side screen to confirm their suspicion that drugs are involved.

So, ideally, ALL traffic officers would be able to observe bad driving, suspect alcohol or drugs, alcohol screen and if below the limit, ALL of them be able to use Drugwipe 5 on the skin or saliva of the suspect in the safety of the police vehicle. Then add water, wait five minutes and read the quality line and any result lines, finally noting in their book or procedure certificate, a positive result to a particular drug or drugs. Take the driver back to the safety of a station for Drug Impairment Test by a “trained and very importantly, a practiced expert” to show impairment. After a medical review by the doctor, take a blood or urine sample for laboratory analysis and specification of the type of drug and level found. This quickly and safely provides a full picture of impairment to the court for prosecution.

POTENTIAL SOLUTION

I distribute a device called Drugwipe 5 that can very effectively screen either saliva or the skin of a suspect driver. The sample is taken either at the road side or more importantly, inside the relative safety of the police vehicle, by ANY easily trained officer. With only the addition of a drop of water, the Drugwipe 5 gives a clear result in five minutes with out the need for bulky additional electronic devices. Training takes less than one hour and is no more complicated to operate and read than a simple home pregnancy test. Price per test is around £20 each. Just think what an instant effect a couple of million pounds would have on the statistics. Availability? Drugwipe 5 has been available

HURDLES TO OVERCOME

If you ask the people at the Dept for Transport and on the ACPO Roads Policing sub committee, what they are doing about the drug driver screening, you may possibly get the same replies as I have.

“Drugwipe and other devices can not do an effective job” Dept for Transport.

Have they asked me, the device distributor for our latest capability? No.

Have they performed their own studies on the effectiveness of current products? No. They are relying on information from other countries studies, performed a number of years ago but only recently published. ROSITA I and ROSITA II. Even so, that information was still positive enough for Australia, Finland and Belgium to commence road side screening with Drugwipe.

“Levels of detection have not been decided by the Home Office, therefore no device can be declared as available now”. Dept for Transport.

The DfT and the HO are debating over whether levels of detection should be 20 or 50 ng/ml (nano grammes per milli litre). Is Drugwipe or another product to be potentially rejected because it can detect 30ng/ml but not 20ng/ml? When in reality, some one who has recently consumed and is under the influence as far as driving impairment is concerned, will have levels a 100 to a 1,000 times higher!

“We are drafting a specification for type approval” Dept for Transport.

So the DfT is employing the FSS (who have a commercial tie up with one of the two possible credible suppliers) to write a specification for a device, which would then be assessed for compliance and then have to be approved by the Home Office before being available to Police. This took years to even get started to commission the report and has been ongoing for over two years and it is still not been finalised.

“The draft specification from a year ago stated Type Approval will require an electronic reader” Dept for Transport advised by the FSS (who has a commercial tie up with the company that MUST use an electronic reader for their equipment to work.)

Why? The law (RATS Act) does not require an electronic reader. An electronic device uses exactly the same chemical detection element but simply gives out a reading of yes or no. BUT, an electronic device will take time to design, build, test, comply with the phenomenally strict regulations covering all the other electronics in a police vehicle, take operator training time, calibration, asset management, space and weight in the car, plus capital expense. More delay upon delay.

OBSERVATIONS AND A WAY FORWARD

We are not talking about the evidence that creates the prosecution, we are talking about a screening device that gives the officer the confirmation that his suspicion of drug driving is correct. He has seen bad driving, suspected impairment, tested but not found alcohol. Confirmation that he should proceed with the time and effort and cost to determine that the driver is in fact impaired on drugs and confirm it with a drug impairment test, a doctor examination and a laboratory result.

With regard to the DfT and the Home Office, if it is not on our list of priorities, we are not being assessed on achieving it, so we will get on with some thing else.

Surely they should be tasked, what is substantially correct with what we can get right now, and how effective this would be if we introduced it as soon as possible. With use, yes, improvements will become apparent and need to be addressed but many lives will have already been saved.

It has also been shown in several published studies and polls, including one by the AA, that members of the public believe that they cannot be detected for consuming drugs. In their own words, “the introduction of a road side screening device would prove a massive deterrent” and therefore for the Police, a very effective tool.

Society would also be able to see the benefit, not only to Road Safety but also the massive potential cost savings to the Health Service for the many serious injuries and the masses of minor injuries, from the immediate introduction of an effective road side screening device. As a long shot, may be the current Minister for Health could spent £10 million and save £100 million or more by the funding of the police use of the Drugwipe 5 for road side screening?

Drugwipe 5 is an instant read out disposable device for detecting the consumption of drugs. It is already used by a number of Police Forces, the National Crime Squad and NCIS including the testing of their own officers. Drugwipe 5 is under assessment with the Home Office and the Dept for Transport for Drug Driver Screening. Drugwipe has been used by all the traffic police in Germany for 10 years and is under trial through out Europe, with Finland and Belgium having gone operational in late 2005. The Minister for Police in the State of Victoria, Australia, after only six months Drugwipe usage, was amazed at the magnitude of the problem, and seeing the effectiveness of the screening, has ordered eight more specialist drug driver screening units equipped with Drugwipe.

CONCLUSION

Today's technology such as Drugwipe can help the traffic police be more effective in reducing drug driving and would be a massive deterrent to the potential offenders.

You are asking is the fact that the target is on one department's agenda but the operational capability in the control of another, hindering progress? The answer is Yes! Most definitely and it is costing lives. Approve available equipment and start reducing the casualties.

Please also ask yourselves this question. Why have we spent more Government time and effort on preventing the death of a number of foxes by hunting, than we have on preventing the deaths of our friends, family and colleagues through driving on drugs? You now only have four years to get fatalities from 3,300 to below 2,000!

14 February 2006

APPENDIX 4

Memorandum submitted by Sustrans

SUMMARY

- This is a brief reply by the sustainable transport charity Sustrans.
- We believe Traffic Policing is about more than casualty reduction—it impacts on a wide range of environmental and social policy.
- A danger reduction approach is essential to achieving real road safety.

- All public policy areas should now operate within the twin constraints of climate change and energy supply.
- We support the wider use of technology to enforce traffic laws, especially so in respect to speed cameras, ANPR and Intelligent Speed Adaptation.

Sustrans' vision is a world in which people choose to travel in ways that benefit their health and the environment. Sustrans is the charity behind practical and innovative solutions to some of the UK's biggest transport challenges, including the award-winning National Cycle Network, Safe Routes to School, TravelSmart, Liveable Neighbourhoods, and Active Travel to improve health.

We believe that Traffic Policing and Technology is more than just a matter of road casualty reduction. Illegal, threatening, and careless driving has a wide range of adverse impacts. These include:

- Anti-social behaviour by motorists.
- Community severance.
- Social exclusion.
- Loss of independent children's mobility.
- Route severance.
- Background traffic noise.
- Pollution.
- Greenhouse gas emissions.
- Suppression of healthy travel modes.
- A reduction in walking and cycling trips.

Sustrans' work now takes place within the framework of Climate Change. We support the Government's efforts at raising public awareness on this issue, but believe much greater urgency is required. It may be only a few years before Climate Change becomes inevitable, with dire consequences, well-rehearsed over the last 12 months. At the same time world production of oil and gas is likely to follow the UK's into long-term decline. Fossil and fuel-based transport policies need a major re-think. For greenhouse gas emissions from transport, Sustrans supports the recent VIBAT study by Hillary and Banister for the Department of Transport that these can and must be reduced 60% by 2030.

We believe that this situation requires a complete reversal in Transport funding and priorities, and that Traffic Policing and Technology will also have key roles to play in this.

Traffic policing is labour-intensive and expensive, and technology clearly has a major role to play in making traffic laws self-enforcing. Therefore Sustrans supports:

- Use of speed cameras, both fixed and mobile.
- Hypothecation of speed camera revenue into a wider road safety budget.
- The use of in-car speed limiters (Intelligent Speed Adaptation), starting immediately with driver-operated systems.
- Use of in-vehicle black-box journey recorders.
- Automatic Number Plate Recognition.
- Lower-powered vehicles: most cars are absurdly over-engineered even for current circumstances, and need considerable re-designing for a carbon-constrained future.

ROAD SAFETY BILL

Sustrans is a member of the Safer Streets Coalition, which has undertaken extensive lobbying on the current Road Safety Bill. Among the proposed amendments the Coalition has tabled are:

- Lower "default" speed limits: 30 mph for villages, 20 mph for "community streets".
- Driver liability: new rules to make it easier for cyclists and other non-motorised users to claim damages from drivers who hit them.
- A ban on all speed camera detectors.
- A ban on hands-free mobile phones (as well as hand-held, currently).
- Lowering the blood-alcohol limit to 50 mg per 100 ml of blood.
- Maintaining the current level of penalty points for "marginally" exceeding speed limits.

We believe that such measures will improve road safety and thereby assist road policing.

SLOWER SPEEDS INITIATIVE

Sustrans is a member of the Initiative, which looks at issues such as speed management and speed limits. The Initiative has had some adverse experience of the police not understanding the wider social and environmental aspects of speed policy, and urge the Committee to probe police witnesses on this.

In particular SSI feels there is a need for a National Speed Management Strategy, with new limits to support this. As well as the new environmental agenda these limits would in part include issues of social equity. Currently there are:

- Higher rates of death and injury for vulnerable road users.
- Disproportionate impacts of speed on roadside communities.
- Exclusion from the road network for cyclists and pedestrians: walking trips have declined 22% since 1980 and levels of cycling are now at their lowest ever recorded levels. (The source for both these is “Road Traffic in Great Britain 2005”.) We drew the Committee’s attention to these worrying statistics as a matter of urgency.

CONCLUSION

Traffic Policing and Technology both have vital roles to play in currently reducing the many adverse impacts of motorised traffic. Sustrans expects them to have an even greater role in the future, as we seek to travel by means that do less harm to the environment. We urge the Committee to take such issues into their consideration.

14 February 2006

APPENDIX 5

Memorandum submitted by Living Streets

SUMMARY OF RESPONSE

- Speed cameras improve road safety.
- Automatic number plate recognition (ANPR) has led to an increase in the arrests for certain offences.
- But cameras and ANPR have a limited affect and only cover certain offences.
- Intelligent speed adaptation can have a major impact on road safety and public sector bodies should develop plans to adopt it for their own fleets and those they directly regulate.
- Government, car makers and insurers should discuss incentives to persuade drivers to adopt ISA.
- The Department for Transport should promote concessions for ISA vehicles in proposals for road user charging.
- A strong visible police presence is needed alongside increasing use of new technology.
- Police forces should be prepared to target unsafe and illegal driving by all drivers and be aware of the cumulative effect of “minor” offences on pedestrians.
- Police forces should work positively with local authorities to extend the number of 20 mph limits and zones.

1. ABOUT LIVING STREETS

1.1 Living Streets is a national charity which campaigns for better streets and public spaces for people on foot.

1.2 The history of Living Streets demonstrates the strength of our agenda. We were formed in 1929, as the Pedestrians Association. We have grown rapidly in the last few years and our work is supported by a network of 46 branches and affiliated groups, 40 local authority members and a growing number of corporate members.

1.3 As well as working to influence others, we also carry out a range of practical work to implement our vision. This includes facilitating Community Street Audits (which engage with the people using streets to identify improvements) and providing training and consultancy to practitioners who design and manage our streets.

2. RESPONDING TO THE CONSULTATION

2.1 This response from Living Streets focusses on the road safety implications of street and traffic policing and the use of new technology. As it covers only two areas, it does not follow the questions set out in the call for submissions. The response draws on our experience of working on road safety issues and from consultation with our members and supporters.

3. NEW TECHNOLOGY

3.1 New technology offers opportunities to improve road safety. Living Streets supports the use of speed cameras and believes that the spread of a network of cameras has had a positive impact on reducing road traffic casualties.

3.2 Automatic number plate recognition (ANPR) has led to a positive impact on arrest rates. A 2004 Home Office report⁴ highlighted the kinds of arrests that have been made as a result of police intercept teams using ANPR. Of the 13,499 arrests, 3,324 were for driving offences such as driving whilst disqualified. These could be expected to have a positive impact on road safety but we are not aware of research that looks at this issue in particular although it is a logical assumption that removing those disqualified from driving from the roads would contribute to safer roads.

3.3 However, both these technologies catch offenders once offences have been committed—speed cameras at particular points where it is known that drivers often speed and ANPR for drivers who have committed offences which have been logged on the police national computer or vehicle excise duty databases. They do not in themselves influence behaviour directly.

3.4 Intelligent speed adaptation (ISA) has the greater potential to directly influence behaviour and could make a significant impact on road traffic safety. The different levels of speed intervention or regulation through ISA would have different impacts on road safety. Research for Transport for London by the University of Leeds and Mira⁵ suggests that implementing mandatory fixed ISA would produce a 20% reduction in injury accidents and a 37% reduction in fatal accidents in London whilst an individual vehicle with an overridable intervening ISA would be predicted to be involved in 19.3% fewer injury accidents per unit of time.

3.5 Although the technology is still being developed (the University of Leeds study said that no off-the-shelf ISA exists that can be recommended for deployment in London), policy makers should be considering how it can be promoted and road users encouraged to take it up. Living Streets would like to see public sector agencies develop plans to adopt ISA systems for their vehicle fleets and for those vehicles they directly regulate (eg taxis and buses in the case of Transport for London).

3.6 We would also like to see Government initiate discussions with car makers and insurers on incentives for drivers to adopt ISA. The Department for Transport should also consider how incentives for drivers to adopt ISA could be developed within proposals for road pricing (for instance considering exemptions for vehicles with ISA in schemes under the congestion element of the Department for Transport's transport innovation fund).

3.7 Development of ISA could also contribute to greater use of 20 mph limits which are currently not recommended by the Department for Transport where speeds are above 24 mph because of the lack of enforcement to directly challenge driver behaviour.

3.8 The use of geographical information systems can also have an impact on road safety. Police and local authorities need to work together to share data to help inform decisions about improvements alongside other information like pedestrian demand and use.

4. POLICE PRESENCE

4.1 Although new technology is already contributing to road safety, it is not enough on its own. The use of cameras tends to only catch certain behaviour such as speeding or jumping red lights. Research also suggests that speed cameras effect seems to be mainly limited to the camera site.⁶

4.2 Living Streets argues that there needs to be a visible police presence alongside the use of new technology. Research suggests that the minimum distance “halo effect” (the effect of the presence of the police on driver behaviour in the area around where the police are seen) is five times greater than for speed cameras.⁷

⁴ Driving Crime Down: Denying Criminals the Use of the Road, Home Office/Association of Chief Police Officers/PA Consulting, October 2004.

⁵ Intelligent Speed Adaptation: Literature Review and Scoping Study, January 2006, University of Leeds/Mira Ltd for Transport for London.

⁶ How Methods and Levels of Policing Affect Road Casualty Rates, TRL for Transport for London, July 2004.

⁷ *ibid*

4.3 However, there has been a long-term marginalisation of traffic policing as other priorities have taken precedence. Responses from Living Streets supporters to our request for views put this down to police viewing those committing road safety offence (eg driving dangerously) differently to those committing other types of offence (eg robbery) even though the impact may be as severe.

4.4 The Department for Transport's Roads Policing Strategy, published with the Association of Chief Police Officers and the Home Office, tends to reinforce a view that the police should focus on offenders who fit into being an "other" in opposition to the "normal" road user. The "others" in this case being criminals, yobs and terrorists (through the focus on denying criminals the use of the roads, reducing anti-social behaviour and tackling the threat of terrorism).

4.5 Whilst we agree that these are important priorities and we recognise that the strategy also prioritises reducing road casualties and enhancing public confidence by patrolling roads, there is a danger that this adds to a perception that only certain kinds of offences and offenders will be dealt with.

4.6 The impact of what might be regarded as more minor offences can lead to an overall reduction in road safety and to pedestrians feeling unsafe and therefore less likely to walk to destinations, especially for older people, people with disabilities and those with young children.

4.7 Respondents to Living Streets suggested a number of areas where more attention could be paid. These include:

- enforcement of speed limits.
- using a mobile phone while driving.
- failing to indicate.
- failing to stop at pedestrian crossings.
- driving on and obstructing pavements.
- obstructing pedestrian crossings.
- failing to give way to pedestrians at driveways and crossovers.
- cycling on the footway.

4.8 The identification with road offenders as an "other" can also lead to a reluctance to enforce speed limits or agree to new reduced speed limits, particularly 20 mph limits and 20 mph zones, because normal drivers will not accept this. Although new technology can help improve enforcement, we would like to see police forces adopt a more positive attitude to 20 mph limits and work with local authorities and other agencies on making streets safer for pedestrians.

14 February 2006

APPENDIX 6

Memorandum submitted by Gloucestershire County Council

INTRODUCTION

Gloucestershire Constabulary was established in 1839. The present day force employs 1,327 police officers and a further 801 police staff.

The Constabulary is responsible for policing the County of Gloucestershire, an area of approximately 1,000 square miles. To accomplish this the force has a budget of £95.9 million for the financial year 2005–06.

Gloucestershire Constabulary serves the same geographical area as the Highway Authority, (Gloucestershire County Council). This coincidence means that the Highway Authority and the Constabulary share the same road casualty reduction targets derived from and monitored via a common database, maintained by the County Council.

Gloucestershire County Council performs the role of local processing authority for road collision statistics, providing a monthly report to the Department for Transport (DfT) on behalf of the Constabulary. The data trail involves a standard report (Stats 19), completed by a roads policing officer at the scene of a road traffic collision (RTC). Data from the form is entered to the County Council computer system by civilian staff in the Police Criminal Justice Department. After further validation by County Council staff, a monthly report is sent to the DfT for the compilation of national statistics.

Casualty reduction targets in Gloucestershire are currently on track but last year 54 people lost their lives in road traffic collisions in the county, many of them young inexperienced riders and drivers.

ADDRESSING THE QUESTIONS IN THE ENQUIRY PRESS NOTICE

1. Are traffic officers adequately resourced, trained and supported?

From a road safety perspective, the straight answer is no. Gloucestershire has 644 km of motorway and principal road network, much of which carries long distance traffic travelling through the county. The perception of residents and road users in general, is that a more conspicuous police presence on our road network would significantly improve driver behaviour and hence safety.

2. What impact has the Joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

This is really a question for the Constabulary; I do not have sufficient information to make an informed comment.

3. Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties? What evidence is there that the changing balance between traffic officers and technology has influenced casualty reduction?

Once again I do not have specific data to give an informed reply but the message our elected members are receiving from the community, is that roads policing is inadequately resourced. Arguably both areas are short of investment given the scale of the road safety problem. Technology has an important part to play in roads policing but not as a substitute for officer patrols. Traffic police provide an excellent opportunity to raise standards of driving through contact with road users.

Automatic Number Plate Recognition (ANPR) and camera enforcement offer scope to deal very effectively with specific issues of safety and legality on the network but if they are used as a substitute for roads policing we are likely to see a rise in traffic offences like obscured number plates, faulty vehicle lights, no seat belt, mobile phones and infringements of weight restrictions, which are already not uncommon.

Gloucestershire Constabulary operates a vehicle rectification scheme whereby motorists are offered the opportunity to correct a vehicle fault within a fixed period as an alternative to prosecution. The scheme is very effective but needs the support of officers on the ground for it to work.

4. How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

This is a difficult question to answer. There are many activities in road safety that we instinctively feel contribute to casualty reduction but are nevertheless very difficult to monitor. For example most Local Authorities invest in road safety education programmes in schools. The aim is to equip young people with skills and attitudes that will keep them safe for life. In a mobile society however these benefits may not necessarily be measured in the same location that the investment was made.

Traffic officers have an important education role. Technology can be very effective in managing specific behaviours but only good roads policing leads to a general improvement in “roadcraft”.

One of my enduring concerns about roads policing across the country, is the inconsistency between speed enforcement thresholds. As a local authority responsible for ensuring our network complies with signing rules and highway infrastructure in general, it seems anomalous that enforcement thresholds can vary significantly from one police authority area to another.

5. How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?

Again as a highway authority we do not have the information for an informed response to this question. However there is potential in my view for more use of black box technology in vehicles, to help police monitor and evaluate events leading up to an accident. This in turn should have a deterrent effect on errant behaviour. Driver fatigue in particular is difficult to establish after the event and we no longer monitor seat belt compliance for accident involved car occupants, because the information gathered by the investigating officer is unreliable.

6. How will the new funding arrangements announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?

The answer to the first part of this question is that we do not yet know. Despite robust evidence that camera enforcement reduces casualties (evidenced in four successive national reports) a small but effective campaign has been waged against the use of camera technology or at least against the funding mechanism.

Now that funding decisions are to be made locally we may see some of this hostility subside, especially since a good deal of the controversy has been fuelled by one or two national newspapers. On the down side however the new funding mechanism will be much more complicated for camera partnerships operating across a number of Local Highway Authorities all with separate Local Transport Plans (LTPs). As a result we may see less consistency in camera enforcement from one police area to another.

The constraints of the national project have helped to build a consistent approach to camera deployment, particularly in terms of site justification, visibility, signing etc. Firm guidance will be required from the DfT post April 2007 to ensure this consistency is retained.

Ring fenced camera projects have also supported and funded extensive road safety campaign work. Some of this may suffer without the benefit of the current ring fencing.

In general there is a good deal of support for camera partnership activity. For example a survey of Gloucester City residents undertaken last year, showed that 81.4% felt speed cameras were acceptable 14.7% thought they were unacceptable and 3.9% had no opinion.

There is much more that could be achieved however if we can get national agreement on speed enforcement thresholds. For example ACPO is championing speed awareness training as an alternative to prosecution for low-end speeders. We feel this is the wrong approach; In Gloucestershire we believe that drivers are much more likely to benefit from attending a speed awareness training session than simply paying a fine. We believe therefore that speed awareness sessions should be offered to all (with the exception of very high end speeders) for a first time offence, rather than just those caught in a narrow band just above the ACPO enforcement threshold.

Camera technology has proved very effective at managing speed at sites with a speed related accident history. However mobile camera teams are a valuable resource and could have a wider enforcement role. With the right legislation in place, mobile camera vans might possibly also be used to support fixed penalty enforcement of mobile phone infringements, HGV bans and other motoring offences.

In Gloucestershire there has been some discussion about fitting camera vans with “Tracker” technologies to help detect and trace stolen vehicles.

The national project has facilitated high level of liaison on enforcement matters. The project has generated some excellent collaboration between road safety professionals, the police and the magistrate’s service and best practice has been willingly shared at national and regional level through the facilities of the national project. Those involved in Camera Partnerships will have to work hard post April 2007 to maintain this best practice.

Camera partnerships have enabled some good collaborative work at regional level on publicity and campaigns. Through economies of scale and pooling of resources this has permitted innovative work that would otherwise have been out of reach to individual partnerships. Again Partnership staff will have to work hard to maintain this level of collaboration post April 2007.

7. How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

One of the problems in road safety is that people tend to feel they have a “natural” understanding of the issues without recourse to evidence from analysis. Multi-agency approaches to road safety are particularly vulnerable, with activities resulting from good intentions, which do not necessarily address the problem areas. It is essential that road safety partnerships should be data led. The LTP authority and those engaged in the analysis of road safety statistics should have a key role in directing if not leading multi-agency partnerships. The current national rules governing safety camera partnerships are a good example of how it should work. Road Safety Partnerships formed post April 2007 will have to take care not to lose the clarity of purpose gained from this approach.

SUMMARY

Roads policing has suffered from a shortage of resources in comparison with the scale of the road safety problem.

There is a perception that whilst roads policing technologies continue to develop, officer patrols have been under funded.

Vehicle rectification schemes make a positive contribution to road safety but they rely on roads policing to be effective.

Good roads policing and the inherent education benefits are inhibited by the lack of consistency in speed enforcement thresholds across the country.

Black Box technologies have a role to play in accident investigation.

Highway Authorities and the Police will have to work hard post April 2007 to preserve the gains made under the national safety camera project.

Retaining a data led approach to speed enforcement will be a challenge once the constraints of the national project are lifted.

Regional working and collaboration are likely to suffer once the national rules for camera partnerships are lifted.

Speed awareness training should be offered to all first offence speeders other than those who would ordinarily go to court due to the level of the offence.

Mobile camera enforcement teams could have a wider enforcement role with the right legislation in place.

Multi-agency approaches to road safety can be very effective bringing a range of skills and resources to the problem, but they must remain data led.

CONCLUSION

Road policing officers are central to the road safety challenge. They are the only agency involved right through from collecting the data at the scene of a collision to delivering road safety solutions.

Roads policing needs to be complimented by new technologies but not replaced by them. The education role of roads policing is key.

Roads policing should operate in a more consistent national framework, especially in respect to speed enforcement thresholds.

Safety Camera Partnerships have been a highly effective mechanism for the developing good data led multi-agency work on speed education and enforcement. Firm guidelines are now needed from the DfT to ensure that this good practice is not lost post April 2007 and that we do not return to a fragmented approach to speed enforcement.

13 February 2006

APPENDIX 7

Memorandum submitted by Mr Charles Brown

I am neither professionally nor politically involved in transport and highways matters. I have been very concerned for many years of the apparent license given to vehicle drivers to flout the law with the resulting damage to others. As a driver of many years standing I can also view it from behind the steering wheel.

I have been involved for some years in a wide variety of consultations over highways matters in Derbyshire and the East Midlands, with most levels of professionals involved, and with other members of the public. My response comes from this experience.

SUMMARY

Over reliance in the “magic” of technology has not replaced the reduction in policing of our roads.

Locally, policing of roads is not seen as a high priority and the police appear to be free to make their own choices over this.

Relying on cameras to police road speeds means that all other lengths of roads where the majority of collisions occur are neglected.

Rules set out in Whitehall often do not allow concerned local professionals to deal effectively with their particular problems.

Multi-agency approach is ineffective in ensuring road speeds are curbed.

1. In answer to your third question on balance between technology and officers in person, my answer is that it is not right. That in relation to casualty reduction cannot be answered in general terms and has to be looked at in individual areas.

In Derbyshire the police have apparently used the excuse of cameras to dramatically reduce the checking of road vehicle speeds by individual officers, and the casualty rate reduction is struggling to meet targets, yet alone improve on them.

2. In answer to your fourth question on efficiency of roads policing, I can only answer that this appears to be very low. Some authorities such as Northamptonshire have made positive steps to reduce speeding that includes publicity on casualty rates on certain stretches of road, and the offer to speeding drivers of an intensive course in the reasons they should not speed. They report this as being successful in reducing speeding by these drivers. In Derbyshire there appears to be a lack of willingness to enforce speed limits and an unwillingness to publicise the casualties on the roads where they occur.

3. Road Safety Partnerships appear hamstrung by the DfT guidelines on where these cameras may be placed. The necessity for a high record of KSI before cameras are installed should be removed. The moral issue raised of asking for sacrificial victims before we make our roads safer should be completely unacceptable in a civilised society.

This KSI requirement means that cameras are only used in places where collisions occur regularly. Statistics show that the majority of collisions occur quite randomly across the road network and so will never be caught on camera.

The effectiveness of fixed cameras is reduced by:

- the necessity for them to be made very obvious to drivers
- allowing drivers to use camera detection devices
- drivers reducing their speeds for the short distance over which most cameras operate
- the majority of camera sites not containing a camera.

The effectiveness of mobile cameras is also reduced for the first above reason.

4. My answer to the question on the effectiveness of multi-agency approach in Derbyshire is that it appears to have set back progress rather than improved it.

- The police say it is the job of the Safety Camera Partnership to control speeding.
- The Safety Camera Partnership say they can only put in cameras where they comply with DfT guidelines.
- The Derbyshire County Council say they have no influence on how the police allocate their resources.
- The police say the highways authority have to introduce ‘traffic calming’ features on the roads if they want speed limits reduced.
- The Highways Authority say they do not have the money to introduce such schemes except in a way limited in both number and effectiveness.
- The introduction of Community Forums in Chesterfield led to two full days of public debate by local people on “Major Causes of Concern”. The number of references relating to dangers of and on the roads exceeded the number of references to crime. Yet road safety was not mentioned anywhere in the resulting Community Safety Strategy. The excuse being that as the Borough was not the Highways authority it had no power in the matter. This in spite of being “In Partnership” with all the above bodies.

Avoiding responsibility by “passing the buck” has been the result.

I am unable to see how reducing traffic speeds and enforcing speed limits can be improved through the existing partnership arrangements. The incredible amounts of time and paperwork work involved in and between these organisations blocks the job of getting things done.

CONCLUSION

A. Whilst human casualties resulting from collisions should be a main reason for reducing traffic speeds, there are many other reasons for doing so:

- An estimated 20,000 people a year dying before their time from vehicle pollution.
- Reduction in noise.
- Reduction in danger and community severance caused by traffic.
- Reduction in road congestion.
- Increase in road capacity.
- Not least—reduction in greenhouse gas emissions, and thus global warming.

B. A single organisation is required to enforce road speeds, which suggests a transport police force. This will no doubt be strongly opposed by existing police forces. This argument should only be accepted if our present police change their attitude of “not wanting to upset law abiding citizens” by catching them for speeding. Why speeding is not breaking the law is unexplained.

C. One way of overcoming the problem of B) might be to make exceeding the speed limit a criminal offence.

D. Barbara Castle when Minister of Transport changed the belief that drinking and driving was perfectly acceptable to the present position where it is regarded as socially unacceptable and is widely avoided.

What about a similar campaign to convert speeding from a “normal” way of driving to being socially unacceptable?

E. The technological method of controlling maximum vehicle speeds and setting these controllers from roadside beacons is now available. What is required is the political will to introduce them, along with reduced speed limits in many places.

14 February 2006

APPENDIX 8

Memorandum submitted by PACTS

1. The Parliamentary Advisory Council for Transport Safety (PACTS) is a registered charity and an associate Parliamentary Group. Its charitable objective is, “To protect human life through the promotion of transport safety for the public benefit”. Its aim is to advise and inform members of the Houses of Parliament on air, rail and road safety issues. PACTS brings together safety professionals and legislators to identify research-based solutions to transport safety problems having regard to cost, effectiveness, achievability and acceptability. We welcome the opportunity to contribute to the current inquiry.

2. PACTS published a significant research report on the topic of technology and traffic law enforcement in September last year, *Policing Road Risk: Enforcement, Technologies and Road Safety*. This submission draws from that report and detailed reading of it will provide a more thorough discussion of issues around traffic policing and technology. A copy is enclosed for your information.

3. In responding to the Committee’s terms of reference, this submission will discuss the effectiveness and efficiency of roads policing in reducing roads casualties, how technological developments affect both the detection and enforcement of impaired drivers, whether police forces have the right balance between technology-led and officer-based enforcement and note how the new road safety funding arrangements will affect road safety partnerships.

4. Roads policing is an integral element of efforts to reduce road casualties. The philosophy behind road safety is often characterised as the “three Es”: engineering, education and enforcement. Police are charged with the enforcement of traffic law, but in carrying out this duty, they also reinforce education messages and ensure compliance with engineering measures.

5. The vast majority of casualties are preventable: research indicates that up to 95% of road collisions are attributable to human error.⁸ A considerable element of this human error involves illegal or irresponsible driving behaviour. Road traffic enforcement concentrates on combating and preventing illegal or irresponsible driving behaviour and it therefore has significant potential to reduce these types of casualties. Supporting this view is analysis from the Transport Research Laboratory, which estimated that increased and improved enforcement could deliver casualty reductions:

- measures for speed reduction would contribute to a 5% reduction in Killed and Seriously Injured (KSI) collisions;
- measures to control drink driving would contribute a 1.2% reduction in KSIs; and
- measures for improved driver behaviour would contribute a further 1% reduction in KSIs.⁹

6. As well as being an effective means of reducing road casualties, roads policing is also very cost efficient. The Department for Transport (DfT) estimates that the economic value of preventing road casualties in the UK would be £18 billion per year. The European Commission has estimated that the cost-benefit ratio of increased enforcement measures over 15 years in the UK would be:

- 1: 4.1 for speeding;
- 1: 9.4 for drink driving; and
- 1: 10.2 for seat belt wearing.¹⁰

7. Roads policing is a vital aspect of the effort to reduce casualties, primarily by monitoring and enforcing traffic law, but also through playing an educative role to encourage safe driving. However, it must be noted that the effectiveness of the police in reducing casualties is closely related to the priority attached to this work and, consequently, the resources available for it.

8. As this inquiry’s terms of reference set out, there has been a long-term decline in the number of dedicated traffic police. In addition, the road casualty reduction target is part of the DfT’s Public Service Agreement, yet roads police are within the remit of the Home Office. Roads policing has also not been

⁸ PACTS, *Policing Road Risk: enforcement, technologies and road safety*, p 6.

⁹ Transport Research Laboratory, in PACTS, *Policing Road Risk: enforcement, technologies and road safety*, p 6.

¹⁰ PACTS, *Policing Road Risk: enforcement, technologies and road safety*, p 6.

prominent in recent National Policing Plans and was omitted from the Home Office's Policing: building safer communities together green paper. Taken together, these factors work against roads policing receiving the necessary prioritisation and resources and have an impact on the ability of the police to contribute to reductions in road casualties.

9. In assessing whether police forces are concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction, PACTS would suggest that more could be done to address the two major contributory factors of road casualties: speeding and drink driving.

10. Excessive or inappropriate speed is factor in one in three collisions and even more significant in fatal crashes. In the context of declining numbers of dedicated traffic police, the use of safety cameras has been vital to efficiently and remotely monitor and enforce speed laws. As the recently published four year evaluation report showed, safety cameras are very successful in lowering speeds and reducing collisions. However, PACTS is concerned that changes to the operation of safety camera partnerships have the potential to reduce the role of cameras in monitoring and enforcing speed laws and reducing casualties.

11. The Secretary of State for Transport announced last December that from 2007–08 the safety camera partnership structure would be disbanded and funding for a range of road safety initiatives would be provided to highways authorities through the Local Transport Plan process. While the new flexibility is to be welcomed, PACTS is concerned that as prime responsibility lies with the highways authorities, without a structure bringing together regional road safety stakeholders, the role of the police in determining local road safety interventions may be diminished. As a key source of intelligence on speed problem areas and as an operator of safety cameras, there is thus potential for the role of safety cameras in casualty reduction to also be diminished.

12. There is also scope to improve enforcement of the drink-driving laws to reduce casualties. After more than two decades of significant advances in combating drink driving, casualties have again begun to rise. PACTS is concerned that the number of roadside screening tests for alcohol has been declining, while the percentage of positive tests have been rising:

- in 1998, there was a peak of 815,000 tests, in which 13% were positive; and
- in 2001, there were 624,000 tests, of which 16% were positive.

13. Although the UK has a strict drink-driving regime—once convicted, a driver loses their licence for a year—and although the UK is a leader in other areas of road safety, the rate of breath-testing is amongst the lowest in Europe. In terms of tests per head of population, only Ireland and Austria have a lower rate of testing than the UK. In 2000, the UK conducted one screening test for every 67 people; in the Netherlands the figure is one in 16, in Spain one in 30 and in Finland, one in four. The European average probability of being breath tested is one in 16 inhabitants.

14. The extent to which approaches to traffic enforcement differ across the country is illustrated most clearly in the breath-testing rates across England. The Home Office Statistical Bulletin of June 2005 provides figures for the number of breath tests per 100,000 head of population by police force boundary. It reveals a marked difference in breath-testing rates between police forces. For example, in Devon and Cornwall and Norfolk, the rate is 380–700 tests per 100,000 people, whereas in North Wales and Hampshire, there is a much higher rate of over 2,000 tests per 100,000 people. This geographical disparity indicates that there is still much work to be done to address drinking and driving and generate a uniformly stringent approach. PACTS would urge that priority be given to increasing the level of testing and, consequently, increasing the public perception of the likelihood of being tested.

15. Technological developments underpin these road casualty reduction strategies, in particular for the detection and enforcement of drink-driving. Alcohol impairment technology has been in use for several decades. However, the technology has developed sufficiently to enable mobile use of evidential breath tests, which give a definitive reading of blood alcohol levels and do not require drivers to be taken to a police station for a second test. This has benefits for enforcement as not only are police undertaking enforcement more efficiently, but it confirms impairment at the time of driving; a second evidential test, often hours later at the police station, can provide a Blood Alcohol Content (BAC) reading below the legal maximum despite the driver's earlier failed roadside test.

16. In the short term, the key legislative change that could assist in increasing the effectiveness of alcohol impairment technologies, is to extend police powers for breath testing to allow roadside screening tests to be administered without the current need for "suspicion" of offending. The requirement for "suspicion" introduces an element of uncertainty about police powers that could act as a disincentive to test a driver. PACTS remains disappointed that the Government chose not to support an amendment to the Road Safety Bill that would have introduced targeted breath testing, where any driver in a defined geographical area and for a defined time period could be tested for blood alcohol content.

17. There are also technologies currently in development to detect drug induced impairment. There is a growing level of concern about the effect of driving under the influence of drugs. Assessing impairment from illicit drugs is more complex than alcohol because they may continue to appear in the bloodstream for a considerable period after their impairment effect has worn off and there is considerable variability between levels of dosage and levels of impairment. This prevents drug levels detected in blood, saliva or sweat from

being used as an indicator of impairment level in the same way that BAC is used. Although new technologies allow swift and simple drugs tests to be conducted, their usefulness can be limited by the lack of direct links to impairment, which is the crucial question for road safety.

18. New technologies aimed at detecting and assessing driver impairment are currently under development. One example measures impairment on reaction times and hand-eye co-ordination, rather than substances in blood or breath. The most significant advantage would be to measure impairment that may currently cause driving problems but is difficult to assess, including impairment resulting from fatigue, legal and medicinal drugs and the interaction between alcohol and illicit drugs. A more generalised impairment detection technology could shift the focus of testing towards an aptitude to drive at a particular point in time and away from a preoccupation with the cause of the impairment. This may contribute towards a greater awareness among drivers about the dangers of driving while fatigued or impaired through the use of medicinal drugs, as well as generating greater awareness of the interaction between alcohol and both prescription and illicit drugs.

19. On the question of facilitating greater testing for non-alcohol related impairment, the first step in any enforcement strategy would be for the Home Office to provide separate data on drink and drug driving offences, to give an accurate statistic on the prevalence of drug driving. Secondly, there is great scope for a reaction time and hand-eye co-ordination based impairment device to measure fitness to drive. PACTS would suggest further research and debate to develop a generalised impairment technology able to measure fitness to drive.

20. Technology has made enforcement of traffic violations that are key contributors to road casualties—speeding and drink driving—efficient and effective. It also underpins the entitlement to drive regime through databases providing information on drivers, such as Automatic Number Plate Recognition (ANPR). Nonetheless, the skills of roads police—including discretion, their educative role and ability to respond to bad driving offences not detectable through automated enforcement—cannot be replicated by technology. The ACPO/DfT/Home Office Roads Policing Strategy recognised the important role technologies play in strengthening, not replacing, enforcement duties:

Technology cannot wholly replace the police: an adequate police presence on the road is also vital. For example, safety camera technology is successfully reducing speeding, collisions, deaths and casualties at the 5,000 or so fixed and mobile camera sites in Great Britain. But physical police presence is needed to deal with speeding elsewhere on the road network, including the motorways,—and there are other significant problems which camera and other technology cannot yet detect, including drink and drug driving, careless and dangerous driving, and failure to use safety belts.¹¹

21. In broad terms, PACTS would suggest that there is a reasonable balance between technology-led enforcement and officers carrying out roads policing. Indeed, further use of technologies like ANPR to detect vehicle administration offences and developments in impairment devices could greatly assist traffic police without replacing their role. However, the general decline in prominence of roads policing and numbers of dedicated traffic officers would indicate that there is scope for further action to ensure there is an appropriate balance. PACTS is keen to ensure that the recent slight rise in traffic police numbers does not slip and the impetus generated by the Roads Policing Strategy is maintained.

22. The evidence of how the changing balance between traffic officers and technology has contributed to road casualty reductions is most clearly seen in the lower current levels of KSIs than in previous decades. In 1966 designated traffic officers made up 15–20% of force strength, compared to 7% in 1998. In that time, breathalysers have been introduced and refined, safety cameras have been introduced and more efficient data management has evolved to support the driver entitlement regime. During that time the number of people killed on the roads has declined from 8,000 in 1967 to 3,500 in 2004 and the number of seriously injured has fallen from 100,000 and 30,000 for the same years. Consistent enforcement by traffic police, in particular, as well as road and vehicle design has contributed to this reduction. However, accurate and efficient technology underpins these reductions.

23. The most recent evidence that technology contributes to casualty reduction in a way that solely relying on policing cannot, is The national safety camera programme: four year evaluation report, published by DfT in December 2005. Allowing for the “natural” fall in the number of collisions which can occur over time, the evaluation found that there was a reduction of 20% across slight, serious and fatal collisions compared to the likely number had the camera not been installed at those sites where it was possible to undertake a reliable analysis of the “regression to the mean” effect.

24. It is clear that technology has played a central role in assisting the police in their efforts to reduce road casualties. PACTS would recommend:

- legislative change to allow more effective use of alcohol impairment technology through targeted breath testing;
- prioritisation of technological developments to allow accurate impairment measurements across the range of fatigue and substance-induced impairments;

¹¹ ACPO/DfT/Home Office, in PACTS, Policing Road Risk: enforcement, technologies and road safety, p 21.

-
- the acknowledgement of the key role played by roads policing in reducing casualties in strategic and operational documents and resource allocation; and
 - further research into the effectiveness of roads policing to establish the kind of roads policing that would contribute most to casualty reduction.

15 February 2006

APPENDIX 9

Memorandum submitted by the AA Motoring Trust

The AA established the AA Motoring Trust in 2002 as a charity to which it could donate its historic public interest, motoring and road safety work.

The AA Motoring Trust sponsors and commissions research and provides advocacy, advice and information across the field of motoring, roads, transport and the environment. Key parts of its research are road safety and the social issues surrounding car use.

EXECUTIVE SUMMARY

Recent years have seen a reduction in the manpower devoted to traffic policing. This decline may have stopped in 2003 but the trend is confused by a widening of the old definition of traffic policing to road policing, taking in two additional elements—denying the use of the road to criminals and tackling terrorism. This may mean that fewer resources devoted to road policing are being used in the areas that would have been called traffic policing several years ago, meaning that traffic policing numbers could well be in decline.

The decline in traffic policing could have been a response to rising levels of crime and rising concern about crime. If this is the case it almost certainly reflects public concern, and the use of technology to replace the missing traffic officers has done much to offset the road safety effects of changing the allocation of manpower resources. But this has also created new public concerns.

On the other hand, the emergence of technology may have precipitated the change. If this is the case it is hard to argue that it has been successful. Policemen are much less frequently seen on the road deterring bad behaviour. Drink driving enforcement (at least in terms of breath tests required) has fallen. Drink drive deaths have risen, offsetting the life savings made by camera enforcement. The new car telephone laws seem to be ignored by many drivers probably because they feel there is little chance of being apprehended.

If traffic policing has changed in response to public demand for more action against crime, it reflects the needs of a democracy, and adequate steps have been taken to counter the impact in road safety terms through a greater reliance on technology. However, those involved with road safety (including the AA Trust) would wish to see more police manpower resources. If traffic policing has changed because it is felt that the changes would have improved traffic policing, the effectiveness of the change has to be questioned.

1. INTRODUCTION

Traffic enforcement has a key role in making the roads safer. In recent years there has been a perceptible drop in the level of traffic policing, which may have been remedied by the introduction of the road policing strategy. However, the new definition of roads policing is wider than just “traditional” traffic policing. Roads policing combines three elements of “traditional” traffic policing:

- Reducing road casualties;
- Reducing anti-social use of the roads; and
- Enhancing public confidence and reassurance by patrolling the roads;

with two new elements:

- Denying criminals the use of the roads; and
- Tackling the threat of terrorism.

It is not clear whether the effect of the strategy has been to increase “traditional” policing. In fact the net effect of the wider definition may be that in spite of the reported increase in road policing manpower, there may be less “traditional” traffic police. Similarly the introduction of Highways Agency Traffic Officers has reduced a “traditional” burden on the police but this may have been taken up in the less “traditional” areas of roads policing.

“Traditional” policing is hugely important to road safety. Much of it needs to be done by specialist officers. There is a need to deter and to apprehend those who drive dangerously, aggressively, and knowingly illegally, and who do this frequently. It seems that this element of policing has declined in recent years. The recent change in emphasis means that the system is now more geared to catching motoring law breakers for

offences which can be easily identified by automatic equipment, and which require minimum resources to prosecute, than to visibly deterring and, if necessary catching those who drive in the most outrageous and dangerous fashion.

Although this drift seems detrimental to road safety there is a wider picture. When the AA Trust researched the views of motorists on this and similar issues for the Committee's review of traffic law and its enforcement in October 2003, 56% of drivers, and 54% of the population as a whole agreed with the statement "Police spend too much time and energy enforcing traffic laws." The same statement had been tested on a sample of the population for the 1986 North Report on Motoring Law. Then only 43% agreed. There are a variety of possible reasons for this. It seems likely however that the response to the statement "I am more concerned about being a victim of crime than I am about becoming a road accident victim" is key. This met with agreement from 54% of drivers, 57% of the population and 62% of non-drivers.

It may well be that the changes in traffic policing reflect the public opinion that more needs to be done to counter crime, terrorism and antisocial behaviour. This is certainly the message from the AA Trust's research, from the media and from politicians. If the public feels that the greatest emphasis should be on fighting crime and terrorism, adjusting the way the roads are policed to maintain a road safety effect while better deploying resources to fight crime seems quite appropriate.

If the changes in recent years have been to better enforce traffic law, it is easy to argue they have failed. There are some simple indicators: between 1998 and 2003 the number of breath tests conducted fell from 815,000 to 534,000 while drink drive deaths rose from 460 to 590; the number of written warnings issued and of vehicle defect rectification scheme notices complied with both fell by 100,000. These changes cannot but suggest that traffic policing efforts have been reduced. If the goal has been to maintain an effective traffic policing effort while diverting resources to other areas, it is equally easy to argue they have succeeded, road deaths staying roughly level over the same period.

The key question is how the nation prioritises policing road safety against policing crime, terrorism and antisocial behaviour.

The use of Automatic Number Plate Reading equipment (ANPR) must be applauded. It is vital that the database links with licensing, tax, MOT and insurance are carried through and used. It has the capacity to deal with those who drive outside the law, not only improving safety but also saving law-abiding motorists money, while having no perceptible effect on the legal driver.

2. SPECIFIC QUESTIONS RAISED BY THE COMMITTEE

Are traffic officers adequately resourced, trained and supported?

Individually, officers appear to be adequately resourced, trained and supported. However, the main question is whether there are enough traffic officers. This can be looked at two ways.

The first is the most simple. Are there enough traffic officers? Most who work in road safety would say "no". We would say "no". However, the public do not seem to agree.

As has already been shown, in 2003 an AA Trust study showed that 54% of the public agreed with the statement "Police spend too much time and energy enforcing traffic laws". Only 36% disagreed. This could be compared with 43% agreement in 1986. Another statement in the same survey—"I am more concerned about being a victim of crime than I am about becoming a road accident victim" attracted agreement from 54% of drivers, 57% of the population and 62% of non-drivers. Only a quarter of people disagreed. This can be construed to suggest that the public wants its police to concentrate its resources on fighting crime, not enforcing traffic law.

This leads to the second issue. The public may well like there to be more police officers involved in traffic policing, but this is secondary to there being adequate officers to fight crime and antisocial behaviour. At the moment they feel that the fight against crime is still under resourced, reflecting the views of crime projected in the media, and by politicians. They do not feel this is the case for traffic policing.

What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

The AA Motoring Trust has no evidence to show how the change has affected traffic officers. But we have to point out that the new strategy has redefined traffic policing, making it hard to determine whether the level of road policing resources devoted to denying criminals the use of the roads, and to anti-terrorism activities account for more than the increase in total resources which has been reported. Although road policing numbers may be increasing it is not clear whether there are more police officers working to prevent dangerous and careless driving and driving under the influence of drink or drugs.

Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties? What evidence is there that the changing balance between traffic officers and technology has influenced casualty reduction rates?

Camera technology appears to have reduced road deaths by 100 per year. It is questionable whether any further appreciable inroads will be made without major changes that could outrage public opinion. Since 1998 estimated drink drive deaths have risen by 130, effectively offsetting the speed camera gains. If this can in any way be attributed to the reduction from 815,000 to 534,000 roadside breath tests over the same period there is an argument that the shift to technology from officers in cars on the road has not cut fatalities. However, there has been a near 10,000 reduction in serious injuries since 1998.

If, as has been suggested above, the reduction in traffic policing manpower has been a reflection of public demand for more action against crime, the use of technology has achieved much in offsetting the effect on road safety of this manpower redistribution.

Few members of the public who understand the use of Automatic Number Plate Reading equipment (ANPR) oppose its use to fight crime, or to apprehend those driving illegally. It has huge benefits to both areas but does require road policing manpower to stop and deal with those identified by the system.

How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

Recorded casualties have decreased considerably. Fatalities less so. Different conclusions can be reached depending on the indicator used and the allowance made for under reporting.

Whether the right areas are being targeted is a moot point. The vast majority of the UK's motorists are trying to do the best they can, and be as safe as they can when they are driving. But they make mistakes. There are also those who have no consideration for others and who drive in a way that is almost criminal in intent. Others are inexperienced or naive in their driving. One of the problems of recent approaches may have been to concentrate on the first group at the expense of the others. There is a fear that traffic enforcement is concentrating on those who are easiest to pursue, most likely to pay promptly, and whose prosecution involves least time and expense, in preference to those who pose the biggest dangers on the road yet are far from easy to apprehend and punish. This approach may have had a short-term effect, but there is a need to return to tackling the worst drivers.

Different police forces have different priorities. There are massive differences—at least when looked at per head of population—in the levels of activity by forces. The forces most active with speed cameras issue eight times as many tickets as the least, while five fold differences between most and least active are apparent for both breath tests conducted and for positive tests. Conducting more tests does not however mean that more offences are detected. Interestingly the difference for casualties is less than three fold. It is hard to escape the conclusion that local priorities determine policing practice, and that this may reflect the demands of society.

How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?

In recent years fairly little new has been achieved by technology in this area. The AA Trust would want to ensure that systems that could lead to arrest and/or conviction were robust, and would command public confidence, and would not want to see unproven systems hastily introduced.

The AA Trust would be happy to see evidential roadside breath testing with approved equipment and adequate safeguards, such as the retention of the blood test option in marginal cases. Although we are aware of systems that can detect the presence of drugs we are not yet sure that they meet the standards necessary for police use.

When new technology is introduced it is important to ensure that steps are taken to safeguard public confidence in the early days of the system. This was important at the time of the introduction of evidential breath testing in the 1980s, and is equally so now, at a time when new safety measures meet an increasingly hostile reception in some areas of public affairs and the media.

How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?

The new arrangements should remove suggestions that money, not safety, is the main motivator for cameras—a view taken by 73% of the population. This may help retain public confidence in the system.

It may mean that partnerships have to limit the level of enforcement as they use up the grants available from central government. This will require careful planning. But whether this will affect road safety is open to debate. Camera boxes will remain visible and will continue to deter lawbreaking. It will be important that mobile cameras continue to be used at sites, as a deterrent even if they are not securing prosecutions. Deterrence is all.

The biggest risk is that partnerships will try to cut corners to save money. Standards of back office work must not decline and work on the enforcement of those who ignore notices must continue.

The key lesson to be learned from the introduction of speed cameras is that public opinion is not won overnight. Systems need to be “marketed” to the driving public—not just imposed. Although AA Trust surveys show that 69% of drivers find camera enforcement acceptable, this figure was much higher in the early days of the scheme.

How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

The public impression of partnership work is dominated by safety camera partnerships, and all the misapprehensions that have been generated about them.

It seems unlikely that further opportunities will arise for partnerships on the safety camera partnership scale. Smaller partnership projects with smaller budgets operating in less controversial areas have had considerable success—especially in the provision of training.

3. CONCLUSION

Traffic policing is essential to road safety. In recent years it has become increasingly reliant on technology and it is unclear whether this has been an attempt to enforce traffic law better, or whether it has been an attempt to mitigate the effect of police manpower being diverted to combat crime. There are strong indications that a majority of the population are concerned about crime, and want to see more emphasis on crime, even if this is to the detriment of road safety.

Some offences (speeding is the most obvious) can be easily enforced by technology. Others are more qualitative and require an experienced police officer to establish the offence, stop the offender’s car and take the case to court. It is important that the pursuit of the latter is not reduced. Those who choose to drive badly, those who choose to drive after drinking or taking drugs, almost certainly pose a greater safety threat than those who make the occasional error.

Roads policing is a vital part of both the struggle for safer roads and the fight against crime. Roads policing must not be neglected in favour of other policing priorities, and the role of traditional traffic policing must not be subordinated to technology. Road safety needs there to be police officers on the road deterring and prosecuting those who drive most badly or who flout the law.

The development of ANPR systems—to counter illegal road use and the use of the roads by criminals is welcomed.

15 February 2006

APPENDIX 10

Memorandum submitted by the Road Haulage Association Ltd

INTRODUCTION

The Road Haulage Association (RHA) was formed in 1945 to look after the interests of haulage contractors in various areas of the country, in effect, amalgamating local organisations that had already been established. The Association has subsequently developed into becoming the primary trade association representing the hire-or-reward sector of the road transport industry. There are presently some 10,000 companies in RHA membership, varying from major operators operating hundreds of vehicles through to single vehicle owner-drivers. Operators represented by this association run between them approximately 100,000 heavy goods vehicles. As such the evidence below focuses on the interests of the professional road haulier.

BACKGROUND TO THE INDUSTRY

The road haulage industry has an essential role to play in the UK economy, accounting for 6% of Gross Domestic Product and employing overall some 1 million people. Government figures show that 103,000 registered goods vehicle operators carry out over 80% of all the domestic freight movements within the UK, utilising 394,600 licensed heavy goods vehicles and 265,000 semi-trailers.

When considering the level of traffic policing carried out by the present 42 individual police authorities it must be remembered that, as well as the domestic commercial fleet outlined above, there are also many thousands of Continental registered goods vehicles regularly running on UK roads. At present it is apparent that a percentage of these trucks and their drivers are not adhering to the strict rules with which the domestic fleet complies.

Are traffic officers adequately resourced, trained and supported?

Physical and visible traffic policing by trained and professional officers of the law has been in decline for several years. Government's own figures show that, between 1999 and 2004, operational traffic officer numbers fell by 21%. Specialised in-house traffic policing schools and instructors are now virtually non-existent, with training being carried out by private bought-in providers, as well as well publicised incidents of individual police officers carrying out "vehicle awareness" by travelling on the public highway at excessive speed without the guidance of a professional instructor.

Furthermore, there has been some restructuring of traffic policing and an increasing use of "non-sworn" police staff which is a cause for concern.

What impact has the joint Roads Policing Strategy had on the work of traffic officers? How has it influenced the priority given to roads policing, and the resources invested?

The road casualty reduction target is part of the Department for Transport's Public Service Agreement, yet traffic police are within the remit of the Home Office. This split could account for a failure to adequately include traffic policing objectives into the National Policing Plans. The Department for Transport published the joint Roads Policing Strategy with the Association of Chief Police Officers and the Home Office. This road policing strategy set a focus on denying criminals use of the road, reducing road casualties, tackling terrorism, reducing antisocial use of roads, and providing reassurance to the public.

However, the RHA is concerned that the road policing strategy is presently not fulfilling these objectives. In recent years we have experienced a significant increase in the theft of vehicles and/or loads by professional criminals engaged in organised crime. Although the absence of any consistent approach to data collection makes it difficult to quantify how much road freight crime costs the United Kingdom each year, thefts recorded by Truck-Pol amounted to approximately £74 million in 2003–04. This is a conservative estimate, as over 55% of crime reports received by Truck-Pol do not specify the load value. To compound this situation there are reports that Truck-Pol may well lose its government funding. This would only exacerbate a growing problem.

Have police forces across the UK got the balance right between technology-led enforcement and officers carrying out road policing duties?

A dramatic increase in the reliance on technology rather than face to face enforcement has led to a reduction in confidence in the police and there is a widespread concern that emphasis has now changed from prevention of traffic related offences to collection of fines via electronic evidence alone.

Safety Camera Partnerships now operate throughout most of England and Wales and unmanned side of the road safety cameras have changed the context of roads policing, offering local authorities an unending stream of funding, while at the same time reducing the perceived need to budget for extensive traffic car movements within an authorities area of jurisdiction.

Although it can be argued that safety cameras (speed and red-light enforcement cameras) act as a visual deterrent, they only achieve their aim in one specific locality/area. Furthermore, a speed camera cannot detect other types of dangerous driving or driving whilst under the influence of drink or drugs. Nor can criminals or terrorists be deterred from their illegal activities by the presence of a camera, whereas the sight of a police car and traffic officers may well make them think again before committing an offence.

The RHA feels that technology is being used as a replacement for the physical presence of uniformed traffic police officers, rather than as an additional tool for traffic police officers to use.

What evidence is there that the changing balance between traffic officers and technology has influenced casualty reduction rates?

Although technological advances have undoubtedly had some effect on road traffic incidents, physical road traffic policing is an essential element of road casualty reduction. In 2004, traffic collisions killed 3,221 people and seriously injured a further 31,130. On average nine people still die on our roads each day. A further 85 are seriously injured.

However, we must not forget that, despite its higher levels of traffic and congestion, the UK shares with Sweden and the Netherlands the lowest road fatality rates of all 25 European member states. Britain's roads are becoming safer to drive on and roads rated as having a high or medium risk for death and serious injuries have fallen by 30% since 2002 (source: AA Motoring Trust).

How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction? To what extent do approaches to traffic enforcement and casualty reduction differ between forces across the country?

Inter-urban single carriageway roads are amongst those categorised as having the highest risk of incident involving injury or fatality to those travelling in motor vehicles, with an accident rate of more than 10 times those of motorways. (source: Eurorap). It could be assumed from these statistics that police forces are not allocating enough resource to A and B roads, yet the priorities of Police and other enforcement agencies are largely determined, or at least strongly influenced by Government policies and priorities, so it is difficult to comment on this aspect of the Inquiry questions.

Best Value Performance Indicator (BVPI) 132 (reduction of KSI road casualty rate) is the only BVPI applying to the Police Service, which deals with "road policing" and in the context of all the other BVPI's applicable to policing, clearly reflects the priority (or lack of) attached by Government to road policing.

This in turn clearly influences Chief Constables' decisions about the deployment and management of resources within their respective forces and it can be no coincidence that the past decade has seen either a transfer of resources away from traffic patrol duties, or an increase in the non-traffic functions performed by traffic officers in most UK police forces.

The RHA is concerned that different police forces have differing approaches to enforcement, particularly with regard to speeding. In the past enforcement action on speed was limited to those vehicles exceeding the 10% + 2 rule. However, a number of forces are now known to be employing much lower tolerances—and these are not consistent with each other. Whilst speeding must not be condoned, such differing approaches can only lead to confusion amongst drivers. The RHA would prefer to see a common approach.

How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?

There is much debate regarding intelligent speed adaptation, impairment detectors and "alcolocks". However, until these methods of detection have been thoroughly tested and approved the only proven way to improve detection of drivers operating vehicles whilst impaired by alcohol, drugs and fatigue is a police officer making an informed decision to interrogate a driver and use whatever technology is available.

How will the new funding arrangement announced by the Secretary of State affect the work of the road safety camera partnerships? What lessons can be learned from the experience of speed limit enforcement using camera technology?

The management arrangements for the programme have encouraged closer working arrangements between the police, highway authorities and other local stakeholders to improve road safety.

Although the introduction of safety camera technology has been received in a positive manner by a majority of the public, the various surveys that have been carried out since they were first introduced in the 1990's have shown a gradual reduction in support. A perceived over-dependence on safety camera enforcement, to the detriment of a physical police presence on our roads, urgently needs to be addressed.

How effective are multi-agency approaches to safety issues? What steps are required to improve partnership work between the police, Department for Transport, local authorities and other agencies?

VOSA has recently been given the “Power to Stop” by the majority of the existing police authorities, to enable them to stop or pull over vehicles/drivers, without a uniformed police officer being in attendance. The RHA supports this move as it has facilitated an increased level of enforcement activity.

The role of another Department for Transport agency, the Highways Agency, has been completely restructured over the last two years and staff levels are rising month by month to cover their new areas of responsibility. This is in contrast to the situation at VOSA where responsibilities are being increased when a 5% staff reduction is taking place.

Highways Agency Traffic Officers are focussed on reducing congestion and improving reliability of the strategic road network, rather than being tasked with enforcement. Clearly this releases police officers from one of their previous roles and allows them to focus on higher priority activities. However, the RHA is concerned that the availability of HA traffic officers must not be used as an excuse to cutback on the number of police officers deployed.

CONCLUSION

The most effective measure that could be implemented to change behaviour of drivers would undoubtedly be an increase in the number of traffic police patrols on our roads. Despite a Government commitment to provide a highly visible police presence on our roads (January 2005), the RHA believes that resources should be increased. Indeed, we believe there is a case for the establishment of a “national traffic police” force to ensure that this area is given appropriate priority and is undertaken in an effective, efficient and consistent manner throughout the country.

15 February 2006

APPENDIX 11

Memorandum submitted by Upper Slaughter Parish Council

SUMMARY

Members of the Upper Slaughter Parish Council and residents of the village of Upper Slaughter shared concerns about the speed and volume of vehicles, both motor cars and heavy good vehicles, along the road known locally as Buckle Street that runs between the A429 at Bourton-on-the-Water and the B 4077. In particular they were very concerned about the safety of children attending the Stepping Stones Nursery at Manor Farm Buildings. In order to support their case for a reduced speed limit to be introduced along the road in front of the school, the Parish Council undertook a traffic survey in accordance with Gloucestershire County Council Road Safety Unit guidelines.

Traffic was monitored from four separate locations in the vicinity of Manor Farm Buildings during peak and off-peak periods, between 2 August and 14 August 2005. Nearly 4,000 readings were taken by volunteers from the village and the Parish Council and the data collected was analysed by location and time.

The Parish Council resolved at their meeting in September 2005 that the results of the survey should be forwarded to the Gloucestershire County Council Road Safety Unit with the strong recommendation that the speed limit along part of Buckle Street should be reduced to a maximum of 40 miles per hour. The reasons for the recommendation were as follows:

- The survey found that overall, at least 85% of drivers were travelling at or less than 43/44 miles per hour, indicating a maximum safe speed for that stretch of road. This measurement ranged from 41/42 to 47/48 miles per hour depending on the location monitored. All were considerably less than the existing 60 mile per hour limit along Buckle Street.
- In the vicinity of Manor Farm Buildings, the road is lined with overhanging trees which result in reduced light levels and visibility. Although no problems were noted during the survey, the maximum safe speed may be further reduced during the winter months.
- Therefore, to ensure the safety of children, parents and staff using the Stepping Stones Nursery situated within Manor Farm buildings, the speed limit along Buckle Street past the nursery should be reduced.
- A reduced speed limit would also enhance the safety of those using the commercial premises which share the same entrance as the nursery school, as well as those using the residential accesses along this stretch of road.
- Existing signage could be improved and any signs indicating a new speed limit should be linked to existing school signs so that drivers understand the reason for the reduced speed.

- Councillors recommended that a reduced speed limit should be imposed along Buckle Street between specific sections of the road marked on a map.

It should be added that the residents of Upper Slaughter continue to be fully supportive of this Parish Council initiative. Some of them have children at the school and all of them use Buckle Street regularly.

The owner of Stepping Stones Nursery School and the Managing Director of Huntsman's Quarries both attended a Parish Council meeting to discuss this matter and fully supported the recommendation to reduce the speed limit to 40 mph along this stretch of Buckle Street. Parents of children at the school also supported the recommendation.

Subsequently the Parish Council received notification via Gloucestershire County Council that the Traffic Management Inspector of Gloucestershire Constabulary was unable to consider the recommendation for the following reasons:

"I firmly believe that this is an unrealistic request . . . as drivers would fail miserably to appreciate a 40 mph limit . . . This would devalue other limits and cause this limit to be ignored and abused . . . I would suggest that . . . it would be a waste of time and important money on installing a 40 mph limit for which there is no reason, basis or evidence. The police would have difficulty in enforcing this stretch . . . I can confirm that we the police would not support such a proposal".

CONCLUSION

It appears from the letter received from the police that even a well researched, well supported case with upfront guidance and input from the County Road Safety Unit is not enough to ensure that a reduced speed limit can be introduced to protect children at a nursery school. The Parish Council was very disappointed in the decision and will consider further action to get their recommendation implemented.

In answer to the question posed by the Press Notice "How effective and how efficient is roads policing in reducing the number of road casualties? Are police forces concentrating traffic enforcement on the right areas and activities to achieve maximum casualty reduction?" the Parish Council would have to answer that the police have not taken the opportunity to prevent a potentially nasty, even fatal accident from taking place by means of intelligent speed adaptation in a specific location for very important reasons.

15 February 2006

APPENDIX 12

Memorandum submitted by The Institution of Highways and Transportation

The Institution of Highways & Transportation (IHT) is grateful for the opportunity to take up your invite and contribute to your document. Having consulted with our members, our comments are as follows:

Observed driver practice over recent years has indicated a steady rise in the average speeds and in all probability in free flow conditions on any part of the motorway network approximately 20% of the traffic (only cars and vans because HGV's are speed limited) exceed the posted speed limit by between 10–15 mph. Drivers, one can only presume, feeling cosseted in a safe environment with in their modern vehicles are prepared to travel at high speeds with short headway distances between leading and trailing vehicles because they have realised there is increasing less likelihood of their poor driving behaviour being observed by police officers. This driving pattern does not appear to be affecting (increasing) the casualty rate but the numbers of deaths on motorways are not falling in the same way that they are on other parts of the road network. A factor in this may be an increasing number of high differential speed impacts which result from these high vehicle speeds.

Research work undertaken to look into how methods and levels of policing affect road casualty rates by TRL the main findings were as follows:

The great majority of studies in the literature have found that increasing the level of traffic policing reduces the number of road accidents and traffic violations.

Theory suggests that the relationship between levels of policing and accident/casualty rates is non-linear. At zero enforcement level, accidents and casualties are expected to be at their highest levels. Increases in enforcement will have no noticeable effect at first but at a certain level, when drivers become aware of the increased police presence, accidents and casualties can be expected to begin to fall. Once a saturation point is reached, however, further increases in enforcement levels can be expected to have little or no effect. The challenges for road safety researchers are to establish the levels of policing that are required to bring about the initial decrease in accidents or casualties and to reach the saturation point, and to establish the accident and casualty reductions that can be achieved with these levels of policing.

Unfortunately, it is difficult in practice to establish the relationship between levels of policing and accident or casualty rates. It has not proved possible to establish the relationship by generalising from studies in the literature because appropriate information about enforcement levels is not given consistently by the different

studies. Despite the difficulty of establishing the precise relation between policing levels and accident or casualty rates, some studies have provided limited information about the levels of enforcement required to improve safety. It seems as though stopping one in every six speeding offenders, for example, should have a noticeable effect.

On the basis of the literature it is also possible to discriminate between stationary and mobile methods of traffic policing. Each method can involve visible policing in either marked or unmarked police vehicles. Stationary and highly visible policing appears to be the most effective method for reducing violations and accidents, although stationary enforcement in unmarked vehicles has also been found to be effective. Mobile policing methods appear less effective, especially when unmarked police vehicles are used.

The effects of increased stationary enforcement seem to last for a limited amount of time after the police presence has been removed. The largest time “halo” appears to be eight weeks, although sustained police presence is required to produce such large effects. The distance halo of stationary policing appears to be in the range of 1.5 miles to five miles from the enforcement site.

There is evidence in favour of deploying traffic police largely at random over the whole road network. Theoretically it is likely to increase deterrence. In practice, the random allocation of stationary policing methods to different locations on the road network has been found to be effective, producing substantial impacts on accident rates and reductions in mean speeds and large distance halo effects. The main advantage of this method of traffic policing is that it requires relatively low levels of police manpower.

Speed cameras have been found to be particularly effective enforcement tools. They appear to be more effective than physical policing methods in reducing mean speeds and accidents. However, physical policing methods have still been found to be effective and the effects of speed cameras appear to be mainly limited to the speed camera site. On the basis of the literature reviewed, the minimum distance halo associated with physical policing is about five times greater than the minimum associated with speed cameras.

The Institution of Highways and Transportation, founded in 1930, has 10,600 members concerned with the design, construction, maintenance and operation of transport systems and infrastructure across all transport modes in both the public and private sectors. The IHT promotes excellence in transport systems and infrastructure.

19 January 2006

APPENDIX 13

Memorandum submitted by Dr R J Tunbridge

In respect of Press Notice 22/2005–06 issued on 25 January 2006, I am taking this opportunity to submit the following memorandum to the committee.

My principal concern is with the enforcement aspects of drug driving so my comments relate only to the following aspect of the committee’s investigation:

“How have technological developments affected both the detection and enforcement of drivers impaired through alcohol, drugs and fatigue? Is the best use being made of these technologies? What legislative, strategic and operational changes would improve the effectiveness of these technologies?”

Until December 2004 I was Head of Impairment Studies at the Transport Research Laboratory (TRL). Since then I have been an independent consultant on Alcohol and Drug Driving. I have worked actively in the field of drink and drug driving for over 20 years and I am Internationally recognised as an expert in the field. I attach a copy of my CV for your information.

My concerns, in particular, are to speed up the type approval process for roadside drug screening devices. The Railways and Transport Safety Act 2003 allows for roadside screening using the mediums of saliva or sweat. However, such devices require type approval by the Forensic Science Service (FSS) before the Act can be properly put into force.

The FSS issued a consultation document with a proposed specification for such a device in which closed in July 2005. No conclusions on this consultation have yet been published and *in my view the proposed specification was far more rigorous than necessary and this is leading to delays in the introduction of suitable devices.*

The comments I submitted to the FSS consultation are I believe particularly relevant to the committee’s investigations and these are summarized below:

Having been intimately involved with the Research & Development of roadside drug screening instruments since 1997, I have the following comments to make.

- In my view the suggested guide for Type Approval is far more sophisticated and complex than it needs to be.
- The devices required under the provisions of the Railway & Transport Safety Act 2003 are for screening purposes only; they are not required to be of evidential standard.

- In my view, the suggested practical requirements, if adhered to, will delay the practical implementation of roadside drug testing by a significant time, maybe several years.
- In my view, what we require is a simple, effective screening device that can be brought into effect quickly to address the problem of detecting drivers who may be impaired through drug use. We do not require a complex evidential standard device that will require months or years of further development.
- If such an approach had been adopted for the first roadside alcohol breath screeners in 1967, instead of the simple potassium dichromate crystal/“blow in the bag” technology, effective enforcement of the then new drink driving legislation would have been put back several years.

The FSS together with the Home Office and the Department for Transport are currently considering the “Next Steps” in the type approval process.

In my view, we already have suitable devices, currently commercially available, which could be put to use now to enforce the measures in the Railways & Transport Safety Act 2003. Devices such as Cozart “Rapiscan” and “Drugwipe 5” have been used in many tens of thousands of roadside tests in Germany, Australia, Finland and Italy. There is no good reason why they should not be used in the UK.

In fact the European Commission is shortly to start a major project, DRUID, evaluating the practical use of such devices. This will involve at least nine police forces across Europe (including Cleveland Police in the UK) and it will also evaluate at least six other drug detection devices similar to Cozart and Drugwipe.

There can be no reasonable excuse to delay introduction of such devices to combat the increasing evidence that drug driving is a major road safety problem.

14 February 2006

APPENDIX 14

Memorandum submitted by Mr Michael Chance

BACKGROUND

On 14 April last year I passed a speed camera in Bristol Road South, Birmingham. My speed was 51 mph on a road subject to a 40 mph limit. In the absence of special reasons for not endorsing penalty points on my licence I would have been disqualified for at least six months under the “totting-up” provisions (and I take no pride in that).

When I received a notice of intended prosecution (NIP) I wrote to the West Midlands Police admitting the offence. I outlined what had occurred and queried whether formal action was necessary. In a nutshell, my wife and I left home very early on 14 April to attend a funeral at Lodge Hill Crematorium where I was to deliver the eulogy. We travelled westwards along the A14 intending to join the M6. We lost about two hours due to huge tailback followed by the diversion of M6-bound traffic on to the M1. I had to hurry. I would never have forgiven myself if I had been unable to give the eulogy to a much respected former colleague and close friend of over forty years. The funeral was at 1 pm and the camera checked my speed, very close to the crematorium, at 1.01 pm. The first hymn was being sung when I rushed into the building. If necessary I can supply a copy of my letter to the police and its enclosures, namely the order of service for the funeral and a letter from the Highways Agency outlining why the holdup occurred.

I enclose a copy of a letter dated 10 June 2005 from the police¹². Sergeant Sweet did not, in fact; see my letter to the police and did not send the letter of 10 June. A member of the administrative staff has a supply of such letters and dispatches them. I confess that I did not notice the note on the NIP mentioned in the police letter and I did not keep a copy of the NIP (which I had to return to the police indicating that I had been the driver). You will see, however, that according to the police letter a note accompanying the NIP read, “The Central Ticket Office does not have the authority to review cases where there may be mitigating circumstances. The Office will not, therefore, take up any personal correspondence to this end, either by post or telephone”. The letter went on to say that the only alternative to a fixed penalty was a hearing in the Magistrates Court.

On 14 June (when we were away) I was sent a conditional offer of a fixed penalty. I wrote to the officer in charge of the fixed penalty office on 1 July, saying I wished to have the matter dealt with in the Magistrates Court, would admit the offence and would submit that there were special reasons why penalty points should not be endorsed on my licence. I enclose a copy of the letter. The letter was received by the police on 4 July. Despite this, on 14 July I was sent a document headed “FINAL WARNING” claiming that I had ignored the conditional offer of a fixed penalty. I enclose a copy¹². You will see that it states, “You should remember that if you are found guilty by a court of this offence, you are likely to receive a greater penalty than the Fixed Penalty Offer. A Magistrates Court can fine you up to £1,000 (£2,500 on Motorways) and endorse up to six penalty points on your licence”. There is no statutory provision for the use of a “Final Warning” of

¹² Not printed.

this kind and I do not know whether police forces other than the West Midlands Police use such documents. The West Midlands Police have acknowledged that it was inappropriate to send such a notice to me, having regard to my letter of 1 July, and I hope they have now revised their procedures.

The first hearing of the case was at Birmingham Magistrates Court on 14 October 2005. The file was passed to the Crown Prosecution Service very shortly before this hearing, so that the CPS did not have an opportunity to consider whether the decision to prosecute was appropriate. I entered a plea of guilty and said I wished to submit that there were special reasons for not endorsing my licence. Due to shortage of court time, the hearing was adjourned until 5 November 2005 when I gave sworn evidence of the matters which I have outlined above. The Crown Prosecutor did not challenge the accuracy of my evidence. The court found that there were special reasons for not endorsing penalty points on my licence. Thus I have no complaint whatever about the eventual outcome of the case. I believe, however, that the procedures I have outlined may result in injustice to others who do not share my knowledge of the law. (I was Chief Crown Prosecutor for North London in 1986–87 and subsequently held the position now known as the Service’s Director of Casework).

THE CODE FOR CROWN PROSECUTORS

The police, rather than the CPS, take decisions on prosecutions in minor cases, although it is the duty of the Service to review those decisions and they should receive files in time for them to do so. There is a Code for Crown Prosecutors, issued by the Director of Public Prosecutions pursuant to section 10 of the Prosecution of Offences Act 1985. Paragraph 5.1 of the Code provides that in deciding whether to prosecute a Crown Prosecutor must first decide whether there is sufficient evidence of an offence. If there is, he must then “decide whether a prosecution is needed in the public interest”. Paragraph 1.2 of the Code provides that, “Police Officers should apply the provisions of this Code whenever they are responsible for deciding whether to charge a person with an offence”.

CONCLUSION

I understand from Mr David Blundell, the Chief Crown Prosecutor for the West Midlands, that the West Midlands Police procedure for conditional offers of fixed penalties is the same as that in the rest of England and Wales, save that Mr Blundell does not know whether other forces dispatch a “Final Warning”. The matter is, therefore, one of some importance.

There are two respects in which the present practice is improper and, I am sure, open to challenge in the High Court if procedures are not revised. First, the note accompanying the NIP indicates that mitigating circumstances will not be taken into account. To comply with the statutory Code they should be. Where a person nevertheless writes to the police outlining what he regards as mitigating circumstances, he is normally reminded of the note accompanying the NIP and told that if he is not content with a fixed penalty the matter “*will have to be heard before the Magistrates Court*”. This amounts to an express indication that paragraphs 1.2 and 5.1 of the Code will be ignored. I am told by Mr Blundell that sometimes people write to the police (as I did) advancing mitigating circumstances notwithstanding the note with the NIP, and that occasionally a clerk shows such a letter to a police officer who decides not to prosecute. Clearly such a practice is unsatisfactory, since the note with the NIP is designed to deter people from advancing what they regard as mitigating circumstances and, presumably, is normally successful in doing so.

Secondly, it is questionable whether the police in the West Midlands (and perhaps elsewhere) should dispatch non-statutory documents of the “Final Warning” kind. But if such documents are to be used, it cannot be right for them simply to say that a greater penalty than that mentioned in the fixed penalty notice—including up to six penalty points—is likely to be imposed on a court hearing. To be fair, such documents should be balanced by an indication that a court may impose *lesser* penalties than those mentioned in the fixed penalty notice (and *no* penalty points) where the offender can demonstrate special reasons for that course.

I am sure your committee will be anxious to satisfy itself that the fixed penalty procedure is utilised effectively but fairly. That is not achieved where the police (a) expressly ignore the statutory Code and (b) send out material outlining the potential disadvantages of a court hearing without mention of the potential advantages. The impression is given that the police are intent on securing fixed penalties at all costs.

20 March 2006

Supplementary memorandum submitted by the Department for Transport

The independent annual evaluations of the national safety camera programme have continuously shown high levels of public support for the use of safety cameras. For example, the four year evaluation shows that 82% of people agreed with the statement that the use of safety cameras should be supported as a method of reducing casualties, and that 75% agreed with the statement that cameras are meant to encourage drivers to stick to the limits, not punish them.

The high visibility rules were introduced as part of the Government's decision to make the camera netting off scheme available nationally. The move was designed to ensure a clearer and fairer camera enforcement regime, and this reflected our view that the public were more likely to appreciate the objectives and usefulness of cameras if they truly believed that they were there to deter speeding and reduce casualties, not to raise revenue. This is supported through the surveys considered by the independent evaluations, which in the four year report show that a higher proportion agree with the statement that the primary aim of cameras is to save lives (71%), than agree with the statement that cameras are an easy way of making money out of motorists (55%).

The Department is not aware of any specific survey/research on public support for the Government's decision to make cameras visible. We are aware that one or two partnerships have asked questions on visibility after cameras were made yellow. For example a residents' survey carried out by the Essex Safety Camera Partnership in December 2002 showed that 72% of residents living within 500 metres of a fixed camera site agreed with the statement that it is better to have cameras easily visible and brightly coloured (details of the survey can be found at http://www.essexsafetycameras.co.uk/public_page_02.html). However this was not one of the national questions that all partnerships have asked. It is not therefore, for example, reflected in the annual evaluations of the national safety camera programme.

However, anecdotal evidence, and some of the correspondence and telephone enquiries received by the Department from members of the public, does indicate that the move, and the more recent changes to improve the signing of cameras and speed limits, is very much welcomed by those who genuinely wish to adhere to the speed limit. Indeed there are calls from some groups, such as the Institute for Advance Motorists and RoSPA, for us to go further, for example by placing the speed limit on the camera itself.

There is evidence from a number of surveys, including the RAC Foundation, that many people exceed speed limits at some time or another. The national safety camera programme has also been the subject of increased and sustained attack by some elements of the media and pro-speed groups. Much of the latter has been based on the erroneous belief that cameras are deployed purely for revenue raising reasons. Yet as explained above, national surveys have continued to show sustained high levels of public acceptance and support for the national safety camera programme. Whilst we have no documented evidence, we firmly believe that the decision to make cameras visible, and the further moves to improve the associated signing regime, will have been instrumental in this.

The Department has recently consulted key road safety stakeholders on its proposed guidance to highway authorities on the deployment of safety cameras post 1 April 2007. Comments were invited from organisations represented on the Road Safety Advisory Panel, Motorists' Forum and National Safety Camera Programme Board. Only two stakeholders have said that cameras should not be highly visible and conspicuous.

16 October 2006

Supplementary memorandum submitted by the Home Office and the Department for Transport

REQUEST FOR ADDITIONAL INFORMATION FROM THE COMMITTEE

TRAFFIC LAW

1. Q313—*What percentage of road traffic collisions involve some sort of traffic law violation? What percentage of road traffic collisions that result in death and serious injury involve some traffic law violation?*

Statistics are currently available in respect of individual road traffic offences but these are not matched to collisions data. The Government's priority is to obtain accident statistics as quickly as possible, rather than for the police to carry out detailed analysis of the information. There is also the point that such statistics may not be comprehensive because it is likely that a proportion of dead drivers will have been committing an offence at the time they were killed but this will not feature in offence totals. The Home Office and DfT are, however, looking at ways of achieving links between offences and accident data.

2. Mr Goggins: *"It depends whether one looks for a direct or an indirect impact in terms of the criminality. One could look, for example, at drug misuse which may claim more casualties per year than are claimed on the roads. Whilst the numbers are coming down compared over time, they are still at a worryingly high level and we would do everything possible to bring the numbers down further." Please provide a comparative break down of the number of deaths and the number of serious injuries from different types of recorded crime, including road traffic offences.*

In 2004, the latest year for which figures are available, 1,427 died from drug misuse in England and Wales (*Deaths related to drug poisoning, England and Wales*, Office of National Statistics). The most relevant information on deaths from criminal causes is contained in *HO Statistical Bulletin 11/05 Crime in England and Wales, 2004–05* and its supplement *HO Statistical Bulletin 2/06: Violent Crime Overview: Homicide and*

Gun Crime 2004–05 In 2004, 414 died as a result of the offences of causing death by dangerous driving or by careless driving whilst under the influence of drink or drugs and 40 died as a result of the offence of causing death by aggravated vehicle taking.

Other non-accidental deaths are classified as homicide. The available information includes the apparent method of killing (eg type of weapon used). In 2004–05 the police in England and Wales recorded 820 homicides. In 20 of them, the victim was struck by a motor vehicle. The information also includes the apparent circumstances of the homicide:

Quarrel, revenge or loss of temper	300
Theft, etc	36
Terrorism	0
Resisting or avoiding arrest	1
Gang warfare, etc	6
Arson	24
Other	104
Not known	349
Total	820

Information on the number of serious injuries resulting from road traffic offences is not available. 19,425 were seriously wounded as the result of a criminal act.

3. Q326—*Mr Goodwill: “Quite obviously, there are a number of accidents which are preventable through better policing and a number which will happen anyway. Given that we have the safest roads in Europe and given that the law of diminishing returns will apply, has any attempt been made to estimate which of these 3,200 casualties are potentially preventable and which is the base line figure at which, no matter how well we are policing, everybody will obey every law every second of the time?” Dr Ladyman: “I do not know whether we have a precise figure for that but I will happily write to you with the figures we do have.” Please provide the DfT’s assessment of what reduction in road casualties is considered feasible and achievable over the long term.*

In one sense all accidents are potentially preventable but the issue of causation is complex. The precipitating factors may not necessarily involve a breach of the law, whilst in some cases where an offence is committed an accident or injury might have been averted by mitigating action on the part of someone other than the offender. We do not have such details.

For the foreseeable future the Government is concentrating on meeting, and preferably exceeding, the casualty reduction targets in the Road Safety Strategy. These are to reduce all road deaths and serious injuries by 40%, and child road deaths and serious injuries by 50%, by 2010 compared with the average for 1994–98. The second 3-yearly review of Strategy progress is about to start and the Government will subsequently review its casualty reduction policy for the period beyond 2010. Police enforcement will undoubtedly continue to be a crucial factor in what further reductions in casualty totals are achievable, together with driver education and the importance of changing attitudes among less responsible motorists.

DfT has commissioned research “A Study on the Effectiveness of Road Policing Methods”, the objectives of which are:

- to carry out a statistical analysis of motoring offences and injury accident levels in different police force areas within Great Britain;
- to investigate different enforcement strategies or other targeting employed in different forces in relation to prosecution and accident data;
- to provide recommendations on any further work required to evaluate the effectiveness of different strategies, with the aim of identifying best practice and informing decisions on deployment.

Phase 1 of this project is underway and involves the construction of a database drawing together data from many sources to facilitate the required analysis. This will enable trends to be identified and assessments of whether individual forces appear to be doing better, or less well, in terms of casualty reduction than other forces considered “similar” in other ways. Any such features can then be highlighted and followed up to determine if there is anything in their enforcement strategies and/or practices that might explain the differences. However, the project will not estimate “which . . . casualties are potentially preventable through better policing.”.

PLANS AND STRATEGIES

4. Q302 *Mr Goggins: “Local forces can adopt their own local priorities too and that is something which is encouraged.” Does the Home Office collect details of what performance indicators are used by police forces locally? If so, how many forces have local road casualty reduction performance indicators, and what are these?*

The Home Office has not previously collected details of the performance indicators used by police forces locally. At present therefore, we do not know if forces have set individual local road casualty indicators. The local policing domain has however now been implemented within the Policing Performance Assessment Framework and forces have been provided with guidance about setting targets that can be assessed. Details

about local performance indicators set for 2006–07 will therefore be collected from the summer of 2006. Forces have a statutory obligation to publish their local performance measures by 30 June 2006. A collection and collation process will then be undertaken to evaluate the types of indicators that forces are setting at a local level.

5. *On what basis are the priorities for the National Policing Plan decided? What evidence-base is there to these decisions?*

The Police Reform Act 2002 requires the Government to lay before Parliament by the end of November each year a National Policing Plan for the following three years. The National Policing Plan is published by the Home Secretary in consultation with key stakeholders. It sets out the strategic priorities and direction for the police service both for the medium term and the year ahead and establishes the performance framework, including any indicators and targets against which police performance will be measured and compared. The National Policing Plan 2006–09 was published as an annex to the National Community Safety Plan in November 2005. This recognises that the delivery of community safety requires a multi-agency approach.

The National Policing Plan seeks to strike a balance between national and local priorities by setting a clear framework of national minimum standards and performance assessment while leaving sufficient flexibility for locally identified priorities to be addressed. The priorities are informed by the Association of Chief Police Officer's National Strategic Assessment. The Assessment and the Plan set the framework for policing in England and Wales against which forces and authorities undertake their planning.

6. *Why has the Home Office not adopted the 2010 casualty reduction targets jointly with the Department for Transport?*

These are Government targets, set in *Tomorrow's Roads—Safer for Everyone: the Government's road safety strategy and casualty reduction targets for 2010*, published in March 2000. The Home Office shares with the Department for Transport and other key players a commitment to meeting the targets and undertaking action accordingly in its own specific policy areas.

7. Q307—*When will there be a review of the joint Roads Policing Strategy and the impact it has had? What is the timetable for this review? How will the impact be assessed and what criteria will be used?*

The Strategy statement was issued only in January 2005 and it would seem premature to undertake a review at present. The baseline assessments conducted annually by HM Inspectorate of Constabulary will indicate the impact of the statement and inform any consideration of the need for a revised version. In the 2006 baseline assessment forces will have to have adopted the Roads Policing Strategy and have a chief officer lead in order to obtain a grading of Fair or above.

8. *Is it appropriate that Her Majesty's Inspectorate of Constabulary's inspection of road policing was based on the systems and methodologies in place, and did not take account of the actual casualty reduction achieved (Q29 Mr Leech and Q308)? Should casualty reduction be an aspect of the inspection in determining how successful each force is in conducting roads policing?*

Casualty reduction already is an aspect of the roads policing section of the annual baseline assessments of all forces in England, Wales and Northern Ireland. It will feature again in the 2006–07 assessment. HMIC's review of roads policing as a protective service, to which the Committee seems to be referring, was not an inspection. It gave some attention to the level of casualty reduction through intelligence, prevention and enforcement functions, but the main focus was on denying criminals the use of the roads.

9. Q310—*What action will you now take to ensure every police force has adopted the joint Roads Policing Strategy?*

HMIC will examine a force's adoption of the Strategy as part of its annual baseline assessment. Roads policing is recognised in this exercise as an integral part of core policing and HMIC will expect it to be based on the Strategy. In the 2006 baseline assessment forces will have to have adopted the Strategy 2005 and have a chief officer lead in order to obtain a grading of Fair or above.

HMIC's formal and central role in the new police performance monitoring regime is set out in the Police Reform Act 2002. HMIC's baseline assessments will provide feedback to chief officers and police authorities about their force's performance and HMIC will liaise with forces to discuss any significant performance issues. HMIC will provide advice and guidance, including on good practice elsewhere which has delivered improvements in performance.

Where performance is unsatisfactory, the Home Office would decide whether there should be a formal offer of assistance from its Police Standards Unit. If there were then no significant improvement within a reasonable timescale, there would be consideration whether more was necessary to implement an effective recovery plan. This could include formal collaboration, entailing more substantive work where serious, persistent or systematic problems have been identified.

The final level of action would involve the use of powers under Section 40 or 41A of the Police Act 1996. Section 40 empowers the Secretary of State to direct the police authority responsible for maintaining the force concerned to take such remedial measures as he may specify. Section 41A empowers him to direct the police authority responsible for maintaining the force to submit an action plan to him. Such a step would only be taken in exceptional circumstances, after a detailed discussion with the force at earlier stages.

10. *Enforcement of traffic law brings advantageous cost-benefit ratios. The Department for Transport estimates that the economic value of preventing road casualties in the UK would be £18 billion per year. How do these cost-benefit ratios compare to other types of police enforcement activity?*

The economic value of preventing road traffic casualties is not a cost-benefit ratio, as there is no indication of cost input to compare with benefit output. The prevention of road traffic casualties is in any case not solely the result of police enforcement activity. Such factors as improved vehicle and road design, different social attitudes towards behaviour such as drink driving, the impact of road safety campaigns, the level and quality of medical intervention following a road traffic collision all have an impact. Moreover, not all road traffic casualties result from the commission of a criminal act.

The overall annual costs of crime were estimated in 2000 to be around £60 billion a year (*The Economic and Social Costs of Crime*, HO Research Study 217, 2000). The figure is not comprehensive: it does not for example take account of fear of crime and quality of life costs.

Whilst useful in highlighting the scale of problems, such an estimate says little about how resources should be distributed between various objectives to achieve the maximum benefit for society. What matters more in allocating resources between various objectives is how increased (or reduced) expenditure on these objectives affects the prevalence and severity of the problem being addressed.

Cost-benefit ratios are one way of comparing the relative benefits of increasing expenditure on particular objectives. They show the increase in benefit (or reduction in harm) for each £1 spent on a particular objective. Cost benefit ratios for police activity to address crime are unfortunately difficult to calculate because of the number of factors which must be controlled for or considered, and the difficulty in attributing causality. It is likely too that the results would vary by force area and original crime rate. Ratios for different activities might be prepared on different bases and they may only apply to very specific circumstances.

A detailed analysis has been carried out in respect of one specific undertaking, the Street Crime Initiative, designed to address one crime type, namely robbery. This concluded that the policy seemed to be cost effective, with the annual net social benefits being somewhere in the range of £107 to £130 million, as compared to a cost of £24 million. This was the case even after allowing for possible displacement/diffusion effects onto other crimes and adjacent areas. The savings brought about by the initiative were estimated therefore to be around 4.5 to 5 times the initial cost. It might, however, be imprudent to assume that the rate of return would remain at this level as the amount of money directed at an area was increased, since at some point diminishing returns could be expected.

ADVERTISING

11. Q314 *Chairman: "... what do you spend on advertising compared with that 18 million figure that you have produced?" Dr Ladyman: "I will have to write to give you the exact figure but I think it is around about the £15 million mark." Please confirm the actual expenditure on road safety advertising.*

During our discussion we touched on the THINK! road safety campaign and its effectiveness. In recent years, we have devoted £14 million to THINK! each year. In the financial year 2005–06, we were able to secure £18 million expenditure for the campaign.

12. Q316 *Dr Ladyman: "We do that research and we can let you have the impact of the think campaign." Please provide the results of the evaluation of the impact and effectiveness of the Think! campaign advertising. If the results are broken down by target group we would be grateful for that information, including, for example, the impact on high mileage drivers and males between 25–44 years of age.*

Culture change campaigns generally take time to impact. People need to be educated and informed to influence attitudes and behaviour. They also require regular prompts and reminders to stimulate change and shifting attitudes and changing behaviour is inevitably slow and incremental. That is why our approach on THINK! is to provide a year round presence and sustain and update our messages year on year. Ultimately we are judged by the road casualty statistics, but regular tracking of our campaign, which is published on the THINK! website, shows that attitudes and support for road safety are moving in an upwards direction. For example, increasing support for not going 40 mph in a 30 mph zone following the launch of our latest

speed ad has been reinforced by the actual speeding figures just published in “Vehicle Speeds in Great Britain 2005”. Our seatbelt promotional activity is also proving effective with observational surveys showing seatbelt wearing rates at the highest level ever, although enforcement and not just advertising also contributes to these figures.

While our activity is designed to bring change over time, the campaign can also have an immediate impact. For example, the teen campaign launched at the end of last summer resulted in a significant response from the press and individuals. National broadcasters including the BBC and Sky featured the TV ad “Camera phone” as a story in itself as we believe it to be a world first in being shot through a mobile phone camera. Alongside outstanding coverage in national editorial, the result was a substantial amplification of the campaign. The viral campaign which we launched in tandem—a highly effective way to reach teenagers—proved incredibly successful and after just one week it generated over 150,000 hits (viewings) going on to clock up over 250,000 hits in the second week—far exceeding previous viral launches.

Independent tracking by Childwise in September 2005 after the first wave of advertising found 9 in 10 teenagers said the ad made them think again about being careful on the roads or made them realise it could happen to them. Accidents on the road were also shown to have risen up their hierarchy of concerns. In addition after the ad was launched, awareness of accidents on the road as a main danger to teens increased to around a third of respondents—pre-wave it was about a quarter of respondents. The result is that the campaign has clearly put the issue of road safety back onto the agenda for teenagers. Having affected attitudes, road statistics will reveal the ultimate impact of that and our continuing promotional activity aimed at teens.

The worst road safety offenders are often the most resistant to THINK! messages. Following a wide ranging review of the campaign, we are now developing engagement strategies to reach particularly difficult audiences such as young drivers. Our sponsorship of British Superbikes and the “Academy” skills project that accompanies it is a first example of such engagement for motorcyclists. However the campaign will continue to regularly deploy shock advertising which has a powerful and persuasive effect on raising awareness and positively changing attitudes towards road safety. For example our speed ad, with the little girl lying on the side of the road, tapped into motorist’s fear that they do not wish to kill a child.

An independent research project¹³ which examined people’s attitudes towards shock and the latest THINK! drink drive ad, *Crash*, revealed:

- Shock style advertising is still seen to be effective by nearly three quarters (73%) of consumers nationwide and less than one in three (27%) think that it is getting tired and old hat.
- The younger end of the audience were more of the opinion that shock style advertising is more impactful and more of a good thing than their older counterparts.
- Overall the ad was rated good, easy to understand and shocking by nearly 9 in 10 viewers.

13. Q321—*Dr Ladyman: “We do have some very good evidence from the West Midlands which I am happy to let you have.” Please provide the evaluation of the effectiveness of Highways Agency Traffic Officers in the West Midlands, including how well they have co-operated with the Police.*

A copy of the Highways Agency’s report on the Traffic Officer Service in the West Midlands is enclosed. Paragraph 16 in particular refers to the relationships being developed by Traffic Officers and the emergency services in that region. Paragraphs 41 to 43 also report on progress in this regard in the South East region.

ROADS POLICING NUMBERS

14. Q323—*Mr Goggins: “I will just give you two simple figures. In 2002–03 there were 6,902 full time equivalent police traffic officers and in 2004–05 there were 7,104.” Q324—Paul Goggins: “We are talking about full time road traffic officers.” Please confirm whether the figures 6,902 and 7,104 refer to roads police officers, and provide the definition of a “roads police officer” which was used in calculating these figures.*

The figures quoted for 2002–03 and 2004–05 refer to the number of police officers whose primary role/responsibility is within the traffic function. This function includes officers who provide operational, operational support and organisational support duties. The definitions provided by HMIC and ACPO for the main duties within the traffic function are as follows:

- Operational—staff who are predominantly employed on motor-cycles or in patrol vehicles for the policing of traffic and motorway related duties. This does not include officers employed in accident investigation, vehicle examination and radar duties.
- Operational Support—staff who are predominantly employed to support the traffic function of the force including radar, accident investigation, vehicle examination and traffic administration. Includes officers working with hazardous chemicals.

¹³ Quickwise, Sensible Drinking Campaign, Case Study November 2004.

- Organisational Support—Administrative staff predominantly serving the internal needs of the traffic function of the force.

SPEEDING

15. *Transport Research Laboratory research indicates that stopping one in every six speeding offenders should have a noticeable safety effect. Do we have that level of speed enforcement now in the United Kingdom? What proportion of speeders are currently being detected?*

The TRL research cites, “An experimental study to evaluate the effectiveness of different methods and intensities of law enforcement on driving speed on motorways”, De Waard and Rooijers (1994), which investigated the effects of three levels of police enforcement on driving speed on motorways in the Netherlands.

During the initial two week period no enforcement took place, whilst during the enforcement the method involved stopping at the roadside every 100th offender, every 25th or every 6th offender over a six week period. It was found that there was no effect on driving speeds when the enforcement method involved stopping every 100th offender. There was a small effect on driving speeds when every 25th offender was stopped. However, there was a larger effect when every 6th offender was stopped. In this instance speeds reduced by between 2.7km/h (1.7mph) and 5.2 km/h (3.3mph). By far the largest reduction in the proportions of vehicles exceeding the speed limit was also seen in the 1:6 conditions, dropping from 19.9% pre-enforcement to 14.4% during the enforcement period. Overall, however, this study suggests that rather high levels of policing are required to bring about reductions in mean speeds and in speeding violations.

It is not possible to identify the proportion of speeders currently being detected in the United Kingdom. The latest edition of the DfT's Vehicle Speeds in Great Britain for 2005 measuring actual road speeds in free-flowing conditions shows that speed limits continue to be frequently exceeded:

- 50% of cars exceeded the 30mph limit, with 21% exceeding 35mph.
- 26% of cars exceeded the 40mph limit, with 8% exceeding 45mph.
- 11% of cars exceeded the 60mph limit on single carriageway rural roads, with 2% exceeding 70mph.
- 47% of cars exceeded the 70mph limit on dual carriageways, with 13% exceeding 80mph.
- 56% of cars exceeded the 70 mph limit on motorways, with 19% exceeding 80 mph.

However, the proportion of motorists exceeding the 30 mph speed limit has fallen year-on-year since 1998, and over three-quarters of drivers do not exceed 35 mph (the recommended ACPO enforcement guideline) on these roads. A clear majority of drivers also do not exceed the 40mph and 60mph limits, and nearly half of drivers do not go above the motorway speed limit of 70mph even in free-flowing conditions.

Meanwhile the number of speed limit offences in the United Kingdom has increased rapidly in recent years. This largely reflects a more targeted police approach and the effectiveness of camera detection methods. Continued police enforcement, combined with further measures to help raise awareness of the risks of speeding and re-educate offenders, including the continued use of high profile publicity campaigns under the Think! banner and ACPOs national rollout of speed awareness courses, is expected to further increase compliance with speed limits in the future.

16. *Q207 in the transcript, Dr Corbett indicated that the Department for Transport are commissioning some research to establish the behaviour of drivers who have either been caught speeding or have got nine points on their licence, and how this affects driving speed. Please provide more information about this research project and the timetable for its completion and publication.*

The background to this project is that between 1999 and 2002 there was a rapid rise in the number of speed offences detected by speed cameras (from about 500,000 to 1,400,000). Despite this increase in offences detected and the consequent number of penalty points given to offenders, over the same period disqualifications through the penalty points system have remained between 30,000 and 35,000 per year at 12 points and licence revocations for new drivers at 6 points between 12,000 and 15,000 per year. In both cases there has been no upward trend, as might have been expected.

A number of potential explanations could account for these figures. It is possible that the speed offences detected are spread over a large number of only occasionally detected offenders. Alternatively, the speed cameras may be having a substantial deterrent effect.

This project will inform our understanding of these issues by analysis of a subset of the DVLA Driver database, containing information on penalty points arising from speed offences, to investigate:

- the distribution of penalty points resulting from speeding offences among those licence holders who have acquired them;
- the distributions of the time intervals between changes in numbers of points on the licences of those who acquire points on more than one occasion;

— the time elapsed since the last acquisition of points.

This quantitative analysis will be supported by qualitative research with relevant groups (eg speed offenders, drivers who have attended speed awareness courses). The project is due to start in April 2006 and is expected to last 12 months, with a final report required by April 2007.

17. Q326—*Dr Ladyman: “We know speed is a factor in a very significant percentage of fatalities and I will drop you a line and tell you exactly what that percentage is . . .” Please provide the Department’s assessment of what percentage of road traffic collisions have speed as a factor, listing excessive speed and inappropriate speed separately, and providing sources for this assessment as available.*

Personal injury road accident data in Great Britain are collected by the police and reported to the Department using the STATS19 accident report format. Results are published in detail in “*Road Casualties Great Britain—Annual Report*”.

Prior to 2005, information regarding contributory factors to accidents was not routinely collected as part of the accident report process. However under a pilot scheme, 15 police forces have collected data on contributory factors to accidents from 1999 onwards allowing an estimate of the presence of these factors in accidents Great Britain to be made. Up to four contributory factors can be assigned to an accident but are given equal merit, and as such we do not have data on leading contributory factors to accidents.

Excessive speed is one of these factors. This is interpreted as meaning either excessive for the conditions/location or exceeding the speed limit. It is not possible to differentiate between the two aspects.

The table shows the estimated proportion of fatal, serious, slight and all accidents where excessive speed was deemed to be a contributory factor, based on accidents occurring in the 15 police force areas over the period 2000–04.

Percentage of Accidents with Excessive speed as a contributory factor by severity: 2000–04

	2000	2001	2002	2003	2004
Fatal	26	27		30	34
Serious	18	18	19	19	19
Slight	11	11	12	12	12
All Accidents	12	12	13	14	13

As of 1 January 2005, this pilot scheme has been replaced by a new set of questions on contributory factors, which now form an integral part of the road accident reporting system and are being gathered by all forces for accidents reported at scene by a police officer.

18. Q345 *Dr Ladyman—“Our rationale for changing the rules was that it was clear to us that, in certain areas, partnerships had formed which might be minded to look first for a road camera based solution rather than a better and perhaps more cost effective solution.” Please provide details of the evaluation of different techniques for cutting speed-related road deaths and injuries. Please identify those techniques which have been proven to be more effective in reducing speed-related deaths and injuries than speed cameras. Please include details of cost-benefit analysis to identify which techniques provide the greatest value for money in reducing road deaths and injuries; and a comparison of results from speed cameras and other techniques.*

Traffic Authorities have a wide range of measures at their disposal to achieve appropriate vehicle speeds and they are best placed to decide the most suitable approach at a particular location. This will depend on local needs and considerations, which would include the nature of the problem, the speed limit in force and whether the road is in an urban or rural area.

Research has shown certain measures to be effective in reducing vehicle speeds in particular situations. For example, whilst traffic calming has proved highly effective at reducing vehicle speeds and accidents on urban residential streets, it is not appropriate on strategic roads and these measures have also so far proved ineffective in rural locations. Meanwhile, vehicle activated signs have proven particularly effective when used to warn drivers of approaching hazards on rural roads. They are also generally used to tackle inappropriate speeds (ie for the conditions or location), whereas safety cameras, for example, are used to tackle excessive speed (ie over the posted speed limit).

For the reasons set out above it is difficult to undertake a direct comparison of the effectiveness of speed reduction measures. Furthermore whilst a number of techniques have been individually evaluated over recent years, these assessments have not generally looked at value for money or cost benefit matters.

In order to do make any attempt at a meaningful comparison it is necessary to compare like with like. It is not therefore possible to compare the effectiveness of a national programme, such as the national safety camera programme, with a 20 mph zone or vehicle activated sign.

The Department's *A Road Safety Good Practice Guide* contains information about the effectiveness of a number of road safety measures in reducing vehicle speeds and accidents. The following summarises that relating to some of the most frequently used speed reduction measures. In each case the measure represents a single scheme. However, it still remains difficult to make a direct comparison because of the variance in the number of personal injury accidents "before" implementation.

The value for money provided is not included in the guide and this has been estimated on the basis of benefits achieved in relation to the implementation cost.

<i>Speed camera: Bicester, Oxfordshire</i>		<i>Implementation date: March 1994</i>	
<i>Fixed, urban single carriageway road</i>			
	<i>Accidents (pia in 5 years)</i>	<i>Casualties (5 years)</i>	<i>85th percentile speeds (mph)</i>
Before	29	37	35
After	18	21	33
Reduction	11	16	2
	2.2 per annum	3.2 per annum	

<i>PIA reduction (a)</i>	<i>Average (all severities) value of prevention* (b)</i>	<i>Implementation cost (c)</i>	<i>First Year Rate of Return (a) x (b)/(c)</i>
2.2 per annum	£41,240	£7,500	12 x cost

* the estimated average accident prevention savings for accidents and casualties (all severities) from the implementation year in question.

<i>Road humps: Abingdon, Oxfordshire</i>		<i>Implementation date: January 1993</i>	
<i>Residential road</i>			
	<i>Accidents (pia in 5 years)</i>	<i>Casualties (5 years)</i>	<i>85th percentile speeds (mph)</i>
Before	10	10	31
After	7	8	25
Reduction	3	2	6
	0.6 per annum	0.4 per annum	

<i>PIA reduction (a)</i>	<i>Average (all severities) value of prevention* (b)</i>	<i>Implementation cost (c)</i>	<i>First Year Rate of Return (a) x (b)/(c)</i>
0.6 per annum	£38,200	£10,000	2.3 x cost

* the estimated average accident prevention savings for accidents and casualties (all severities) from the implementation year in question.

<i>20mph zones: Worcester Park, Sutton</i>		<i>Implementation date: 1990</i>	
<i>Network of residential roads</i>			
	<i>Accidents (per year)</i>	<i>No data</i>	<i>85th percentile speeds (mph)</i>
Before	10.5	No data	29.6
After	2.4	No data	17.1
Reduction	8.11	No data	12.5

<i>PIA reduction</i>	<i>Average (all severities) value of prevention*</i>	<i>Implementation cost</i>	<i>First Year Rate of Return</i>
<i>(a)</i>	<i>(b)</i>	<i>(c)</i>	<i>(a) x (b)/(c)</i>
8.12 per annum	£20,670	£200,000	0.8 x cost

* the estimated average accident prevention savings for accidents and casualties (all severities) from the implementation year in question.

<i>Vehicle activated signs</i>		<i>Implementation date: February 1998</i>	
<i>Felthorpe, Norfolk</i>			
<i>Rural crossroads</i>			
	<i>Accidents (pia in 5 years)</i>	<i>Casualties (5 years)</i>	<i>85th percentile speeds (mph)</i>
Before			51.4 southern arm
	31 in 10 years		44.3 northern arm
After			45.3 southern arm
	0 in 3 years		41.4 northern arm
Reduction			6.1 mph
	3.1 per annum		2.9 mph

<i>PIA reduction</i>	<i>Average (all severities) value of prevention*</i>	<i>Implementation cost</i>	<i>First Year Rate of Return</i>
<i>(a)</i>	<i>(b)</i>	<i>(c)</i>	<i>(a) x (b)/(c)</i>
3.1 per annum	£48,100	£14,000	10.6 x cost

* the estimated average accident prevention savings for accidents and casualties (all severities) from the implementation year in question.

DRINK DRIVING

19. Q328 Please provide a note breaking down the number of road deaths and serious injuries over recent years in which alcohol was a factor; the number of instances where the driver/rider was a "high risk offender" significantly over the legal permitted blood alcohol content; the number of casualties in which the driver/rider was under the influence of drugs; the number of instances where the driver/rider was under the influence of alcohol and drugs.

The following table from "Road Casualties Great Britain 2004: Annual Report" shows the number of drink-related collisions and casualties in Great Britain from 1979 to 2004:

Table 2a: Estimates of accidents involving illegal alcohol levels and the consequent casualties adjusted for under reporting: GB 1979–2004.

Year									Number
	Accidents				Casualties				
	Fatal	Serious	Slight	Total	Fatal	Serious	Slight	Total	
1979	1,380	5,630	12,460	19,470	1,640	8,300	21,490	31,430	
1980	1,280	5,430	11,860	18,570	1,450	7,970	20,420	29,830	
1981	1,200	4,940	10,900	17,040	1,420	7,370	19,160	27,950	
1982	1,300	5,420	12,070	18,800	1,550	8,010	20,660	30,220	
1983	950	4,750	11,430	17,130	1,110	6,800	18,610	26,520	
1984	1,000	4,790	11,540	17,320	1,170	6,820	19,410	27,390	
1985	900	4,900	11,460	17,260	1,040	6,810	19,380	27,220	
1986	850	4,590	11,510	16,940	990	6,440	19,220	26,650	
1987	780	4,220	10,560	15,560	900	5,900	17,670	24,470	
1988	680	3,660	10,190	14,520	790	5,100	16,860	22,740	
1989	700	3,390	10,300	14,390	810	4,790	16,620	22,220	
1990	650	2,910	9,650	13,210	760	4,090	15,550	20,400	
1991	570	2,590	8,530	11,690	660	3,610	13,610	17,880	
1992	540	2,360	7,890	10,790	660	3,280	12,770	16,710	
1993	460	1,870	7,160	9,480	540	2,660	11,780	14,980	
1994	470	2,090	7,330	9,900	540	2,840	11,780	15,160	
1995	460	2,140	7,590	10,180	540	3,000	12,450	16,000	
1996	480	2,150	8,240	10,870	580	3,010	13,450	17,040	
1997	470	2,140	8,100	10,710	550	2,940	13,310	16,800	
1998	410	1,860	7,840	10,100	460	2,520	12,610	15,590	
1999	400	1,850	8,800	11,050	460	2,470	13,980	16,910	
2000	450	1,950	9,410	11,800	530	2,540	14,990	18,060	
2001	470	2,020	9,780	12,270	530	2,690	15,550	18,770	
2002	480	2,050	10,620	13,150	550	2,790	16,760	20,100	
2003	500	1,970	9,930	12,400	580	2,590	15,820	18,990	
2004 ^P	530	1,790	8,900	11,220	590	2,350	14,050	17,000	

P Provisional data. The sample of fatality data from Coroners for 2003 has now been finalised but 2004 estimates are based on a reduced sample of coroners' returns and may be biased. They remain provisional until more complete information for 2004 is available.

Separate figures are not currently available on the involvement in drink-related collisions of those High Risk Offenders who are significantly over the legal alcohol limit, the number of casualties due to drug-driving or the number of occasions where both drink and drugs were factors in collisions.

20. Q332 Dr Ladyman: *"It seems to me obvious that the target for our enforcement, our priority, has to be catching all of the people who are over the 80 micrograms limit and saving the 500 lives before we start diverting police resources to try to catch the 70 or so that are between the 50 and 80 limit. I do not rule out the possibility, once we have strict enforcement at 80, once we have the situation under good control with 80, of the government of the day wishing to move down to 50."* How many deaths and serious injuries caused by people with a blood alcohol content over 80 micrograms would be considered "under control" in this context? At what point (number of deaths and serious injuries) will the Department for Transport consider that the "battle has been won" with the 80 mg limit, and therefore look at reducing the permitted blood alcohol content to 50 mg?

That point would be when the amount of police resources needed to keep the lid on the severest end of the problem was sufficiently reduced as to release capacity to enforce effectively against those who breach the limit at the lower end. Among accidents where the driver is a fatality around 25% are over a BAC of 150 mg—nearly twice the legal limit.

21. Q333 *What research has the Department done into the likely impact of reducing the permitted blood alcohol content to 50 mg? Has the Department assessed how people would be likely to respond to such a reduction in permitted blood alcohol content? If not, why has this research not been done; and what plans are there to carry this out? Has an assessment been made of what impact the reductions in permitted blood alcohol content have had on casualties throughout the rest of Europe?*

The first estimate was presented in Annex 2 to the 1998 consultation paper "Combating Drink Driving: Next Steps". This was based on a series of assumptions about driver behaviour. But all such calculations, most recently by Professor Richard Allsop, rely on such assumptions and the estimates of casualty savings are by no means guaranteed.

We are currently examining ways of collecting information about the alcohol levels of drivers involved in accidents. When we know the proportion between 50 and 80 at accidents and in the driving population at large we will be better able to estimate relative risks and refine estimates of savings.

It is very difficult to evaluate the effect of a lower limit from other countries as the change has usually been accompanied by other anti drink-drive measures. This was explored at length in a research report by the Transport Injury Research Foundation of Canada (ref “The safety impact of lowering the BAC limit for drivers in Canada” 2002). European countries that have lowered their limits have not appear to have produced significant improvements though individual countries would be better placed to interpret their own statistics. We are of course keen to see any such evaluations.

22. Q333 *Dr Ladyman: “Frankly, there are countries around Europe where they have a zero limit but they have a hell of a lot more alcohol related road deaths by proportion than we do because they are not enforcing at the zero limit.” Please identify all those countries in Europe which have a zero permitted blood alcohol content and higher levels and proportions of drink-drive road deaths and serious injuries per head of population than the UK. Please identify all those countries in Europe which have a 50 mg or lower blood alcohol content limit, and have a lower number and proportion of drink-drive road deaths and serious injuries per head of population.*

It would be a major exercise to gather statistics from all these countries and there would be serious problems of comparability. The European Commission and other organisations have suggested that between 20% and 40% of drivers killed in road accidents were under the influence of alcohol. For Great Britain our estimate is towards the lower end. However the incidence of alcohol at fatal accidents is not known accurately because the degree of testing varies between countries. Comparing one country with another, the proportion of deaths attributed to alcohol may be higher because, the alcohol is detected more rigorously or the behaviour is more prevalent. The point Dr Ladyman was making was that some countries particularly the new accession group many of which have a zero limit have not experienced a reduction in road casualties comparable to the UK because they have not yet addressed the drink drive problem in the same way. In particular, the penalties for the offence are relatively trivial at the lowest alcohol levels.

23. *Why did the number of roadside screening tests for alcohol fall from 815,000 tests in 1998 to 624,000 in 2001? Do you expect to see the Police carry out more alcohol tests in 2006 than 2005?*

The conduct of breath tests is an operational matter for the police. It is for the police locally to decide on the most effective use of their resources to deal with identified problems in line with the National Policing Plan, the Roads Policing Strategy and locally determined priorities. More effective targeting could reduce the number of breath tests whilst detecting more drink drivers and increasing the level of effective enforcement. In 2004, the latest year for which figures are available, the number of tests conducted was 578,000 an 8% increase on the previous year; the proportion of these which were positive or refused fell by 2 percentage points.

DRUG DRIVING

24. Q336 *Are tests carried out to assess whether a driver involved in a traffic collision was impaired through the use of prescription drugs? What tests are carried out on drivers killed or injured in the collisions to assess whether they were likely to have been impaired through the use of prescription drugs?*

The police concern is with the offence of driving whilst impaired through drink or drugs. The law does not distinguish between different types of drug. Where a constable reasonably suspects that a person is or has been driving, attempting to drive or in charge of a motor vehicle on a road or other public place and has alcohol or a drug in his body, or has committed a moving traffic offence, or has been involved in a road traffic accident, he can require the person to take one or more preliminary tests. These cover the likelihood of a person being over the drink drive limit, the likelihood of a person being impaired by drink or drugs and the presence of a drug in a person's body. The conduct of these tests is an operational matter for the police. A person can be required to provide a blood or urine specimen for laboratory analysis if a constable reasonably believes, following a preliminary drugs test, that the person has a drug in his body or if a constable has been advised by a medical practitioner that the person's condition might be due to some drug. Other tests would be the responsibility of those providing medical treatment to someone injured in an accident, or of the Coroner in the case of a fatality.

25. Q337 *What assessment has either Department made of the technologies that are used to detect drug driving in other countries? What role does the Home Office have in European Commission research projects evaluating the practical use of roadside drug screening devices?*

Legislation varies from country to country and can affect the type of testing allowed and the requirements that need to be met by the devices used to carry out such tests.

The focus of the Home Office Scientific Development Branch has been on its own work to develop a roadside screening device for drugs and an impairment testing device (see answers to Questions 26 and 29). The Branch has however also engaged with a joint European and USA project known as ROSITA II and attended the project's final meeting in Baltimore, Maryland. This project has evaluated a number of commercially available products both in a laboratory and field trial setting in order to give a detailed account of their overall performance and make recommendations as to their use. The Branch will take its findings into account as it takes its own work forward.

26. What is delaying the Type Approval process for roadside drug screening devices?

There is no delay. Painstaking work has been under way to develop a necessarily rigorous and detailed specification for a drug screening device. We expect to issue the specification later this year. It will then be for manufacturers to produce devices against that specification and submit them for type approval. The type approval process includes stringent operational and laboratory tests and typically takes at least six months from first submission of a device.

At the same time the Home Office Scientific Development Branch (HOSDB) is developing a sophisticated device that is expected to be able to detect and identify all drugs, including illicit drugs, prescription and over-the-counter medicines. It will be a couple of years before this device might be available and type-approved for use as the scientific development work behind it is highly complex. When the work is completed, HOSDB will write a full specification for commercial manufacturers to make and market the device.

We are aware that there are drug test devices already on the market. We understand that some are under trial elsewhere in Europe for similar drug drive enforcement purposes. Legislative provisions and operational conditions do however vary across the continent, so that use of a device in another country, even if officially approved, would not necessarily mean that it would be suitable for use here. A joint European and USA project, ROSITA II, has also evaluated a number of such commercially available products both in a laboratory and field trial setting and we would wish to take the findings of that project into account.

Existing devices have not been prepared in line with the specification and are not type approved. They therefore cannot be used for drug driving enforcement within the terms of the Road Traffic Act. Type approval, dependent on compliance with a particular specification, is necessary to ensure that the device meets the requirements of the specific drug driving legislation in Great Britain and will be reliable in operational use here.

27. Do roadside drug screening devices need to be Type Approved to meet "evidential standards" and if so, why? What potential is there to Type Approve a roadside drug screening device for screening purposes only, which does not meet evidential standards?

Roadside drug screeners will simply provide an indication whether a person has drugs in his body so that the police can make a requirement for a blood or urine specimen to test. The screeners will not be evidential devices in themselves.

28. How many Police forces have adopted Field Impairment Testing? Why have not all forces implemented this technique?

This is a matter for the police.

29. Q338 Paul Goggins: "We are in the process at the moment of developing a more sophisticated way of measuring impairment in relation to drugs. That also is something which is in development and will take some time to come to fruition but when it does that will equip the police throughout the country with an up to date, more sophisticated way of doing this measurement and we would expect people to use it." Please explain more about this new methodology, which is under development.

HOSDB is currently developing a device for measuring driver impairment. If the development is successful, the device will be capable of screening for all types of driver impairment not just drug impairment. Police will then be able to use the device in place of the field impairment tests currently employed.

Work began with the development and trial of prototype devices and tests. The most promising tests were then put on a single device, a standard hand-held computer known as the Roadside Impairment Test Apparatus (RITA). There are six different tests: tracking ability; short-term memory; gap estimation, information processing, sustained attention and choice reaction—all abilities needed when driving. In the latest phase of the research 120 volunteer drivers are divided into six groups by age and given sufficient alcohol to take them to a blood alcohol concentration of 90 mg/100ml—just over the legal limit for driving of 80 mg/100ml. They then undertake the tests on RITA. (The volunteers are supervised by experienced and

well-trained nursing staff throughout the trial and returned to their homes by taxi.) The current study is not of the device being used but of the tests it conducts, to see what difference there is between results from those assumed not to be impaired and those assumed to be impaired as a result of drinking alcohol.

Analysis of data from this study should be completed by Autumn 2006. Decisions as to the future direction of work will be taken at this stage. If there appears to have been sufficient discrimination shown between the impaired and unimpaired subjects, there will be a need for wider ranging studies, field trials and evaluation over an extended period. It is likely therefore to be some years before a device might be available for operational use.

30. *Why does the Home Office not collect data on drug driving offences separately to drink driving?*

There is no separate drug driving offence. The offence under s4 of the Road Traffic Act 1988 is driving whilst unfit to drive through drink or drugs. Until and including 2003, data were collected only on the s.4 offence without reference to the particular way in which it was committed. From 2004 the data are being broken down to show alcohol impairment and drug impairment separately where that information is available. The first set of such data were included in the Supplementary Tables to *Home Office Statistical Bulletin 05/06 Motoring Offences and Breath Test Statistics, England and Wales 2004*, published in March 2006.

31. *Has either Department made any assessment of the value of collecting drink-driving and drug-driving statistics separately; and of the value of collecting separately the instances of drivers impaired through use of illegal drugs and prescription drugs?*

Such information is potentially useful, but must have regard to police duties at road traffic collisions. If alcohol is detected, the police will not normally see it as a priority to check further for the presence of drugs. Government does not wish to interfere in police operational matters.

32. *Has any attempt been made by either Department to assess the rate of compliance with the drink driving and drug driving laws among the general driving population (not exclusively among people who have been involved in a collision), and the number of drivers violating these laws?*

Roadside surveys were undertaken in 1998 and 1999. the overall finding was that less than 1% of drivers were over the legal limit.

33. Q358—*Dr Ladyman: "It is up to individual constabularies to invest in the technology they need to make that information available to their officers at the roadside." How many police forces have instant access to the driver insurance database at the roadside? How many have used this information?*

As far as the first question is concerned, all police forces have access to the motor insurance database (MID). Statistics from the Police Information Technology Organisation (PITO) show that all forces have used the MID each month as far back as June 2003. Currently enquires by police to the MID average out at just under 63,000 per day. Whether Police access the MID direct from the roadside or via a radio link to their control room is a matter for each police force.

The second question is a matter for the police.

34. Q370 *Dr Ladyman: "... the ANPR information collected by the Highways Agency is ... not suitable for police purposes. We use it entirely for measuring traffic flows and trying to manage congestion. In principle, what we are prepared to do is to make that camera network available to the police if they want to use it, but the police then will have to be responsible for discussing with the Information Commissioner and other appropriate bodies the way in which it is going to be used for the detection of crime." Does the Home Office have any plans to make use of the Highways Agency camera networks in the future, and if so, what are these plans and what stage are they at?*

We remain fully supportive of the police use of ANPR technology. That is why we have made over £32 million available for this purpose. To assist the fight against organised crime, volume crime and terrorism, we are committed to making all ANPR-related data available to the police.

The Highways Agency's ANPR coverage comprises over 1,000 cameras on the national road network. These generate approximately 10 million ANPR reads per day. Anonymised information from the system is used for traffic management purposes. Making full number plate information available to the police would enable the tracking of vehicle movements throughout the United Kingdom specifically to detect and prevent serious crime.

All use of ANPR data must be fully compliant with data protection and human rights legislation. We are therefore in the first instance seeking advice on the legality of such data exchange. Further discussions between the HO and DfT will take place in the light of that advice. Such discussions will also need to address a range of technical, practical and contractual issues as well as issues to do with funding.
