

## Performance and Resources Scrutiny Programme 2023

Report to: the Office of the Police, Fire and Crime Commissioner for Essex

<b>Title of Report:</b>	<b>Essex Police Roads Policing Strategy and its dependency upon The Safer Essex Roads Partnership</b>
<b>Classification of Paper:</b>	<b>Official</b>
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<b>Chief Officer:</b>	<b>ACC Nolan</b>
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<b>Report from:</b>	<b>Essex Police</b>
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<b>COG meeting date / date of approval (Please indicate whether paper presented to COG or not)</b>	<b>28<sup>th</sup> December 2022</b>

### 1.0 Purpose of Report

This report sets out the new Essex Police Roads Policing Strategy, including a summary of activity undertaken by Partners, highlighting the dependencies upon Partners to achieve Safer Roads, alongside Essex Police.

## **2.0 Recommendations**

- 2.1 The PFCC acknowledges and endorses the Essex Police Roads Policing strategy.
- 2.2 The PFCC acknowledges the dependencies by partners within The Safer Essex Roads Partnership in supporting the PFCC Police and Crime Plan to improve Road Safety.

## **3.0 Executive Summary**

On average, 5 people are killed on UK roads every day. Every 23 minutes, a person is killed or seriously injured, following a road traffic collision.

On average 49 people are killed every year on roads within Essex, Southend, and Thurrock.

Essex Police's 2022-2025 Roads Policing Strategy has the Force Plan at its core, aligning closely with the NPCC National Roads Policing Strategy.

The Strategy sets our four key pillars of activity:

- **Preventing harm and saving lives**
- **Tackling crime**
- **Driving Technology and innovation**
- **Changing minds**

Directly linked to Force Priorities **Prevent**, **Respond** and **Investigate** and our main effort focusing on **Victims**, **Violence**, **Vulnerability**, **Visibility**.

This paper highlights, how further improvements to reducing death on our road network, can only be achieved through working collaboratively with partners and communities.

This acknowledges how partners within The Safer Essex Roads Partnership, play a fundamental role in supporting the Strategy, and the aspirational goal, of achieving Vision Zero road deaths and serious injuries by 2040, through implementing the Safe System Approach.

This paper sets out the dependencies and challenges faced by Essex Police and their partners.

## **4.0 Introduction/Background**

- 4.1 Essex Police has refreshed its Roads Policing Strategy, aligned to the NPCC's national strategy, the Essex Police Force Plan, the Vision Zero ambition and meeting the Police and Crime Plan priority to improve safety on our roads.



- 4.2 **Our Priorities: Prevent** - Working with partners and communities, we will look to prevent death and serious injury on our roads, whilst denying criminals the use of the road network.
- 4.3 **Our Priorities: Respond** - We will respond to serious collisions and other high harm risks on our roads and responding to reports of criminal conduct.
- 4.4 **Our Priorities: Investigate** - We will investigate serious injury and fatal road traffic collisions, providing support to Local Policing Area's, ensuring victims are prioritised through the highest level of professional investigation.
- 4.5 **Our Main Effort: Victims** - We will seek to reduce the number of lives lost each year following a road traffic collision. Our efforts to support victims and their families, will be underpinned by professional investigations, regular contact, engaging partners and bringing offenders to justice.
- 4.6 **Our Main Effort: Violence** - We will focus on measures to address criminal use of the road, especially individuals and organised groups linked to violence and other high harm offences, recognising how the road network provides connectivity. Aggressive and dangerous road user behaviour will be a focus to improving road safety.
- 4.7 **Our Main Effort: Vulnerability** - Working with partners, we will look to reduce the risk of harm to young people aged between 17-25 years of age, who remain a significant at-risk road user group.
- 4.8 **Our Main Effort: Visibility** - We will build confidence with the public using social media, reassuring communities through our presence, public engagement events, through our presence on rural urban and strategic roads.
- 4.9 **Essex Police Digital Strategy** – We will utilise technology to improve public contact, enhance investigations, efficiencies to enforcement and offence processing, and work with partners on further innovation. This will include the continued focus and development On Extra Eyes, video into Roads Policing vehicles, public access system for public viewing of traffic offences, online digital signatories for traffic offences (NIPS), replacement for PENTIP and maximising the new Digital Asset Management within Roads Policing, to the benefit of Roads Policing and public contact.
- 4.10 Major Road network infrastructure projects, such as the A12 upgrade, will include the very latest roadside technology to manage and enforce critical road traffic offences, bringing out significant benefits to casualty reduction.
- 4.11 The Partnership is formed through the following organisations, Essex County Council Highways, Essex Fire and Rescue, National Highways, Thurrock Council, Southend

City Council, Essex and Herts Air Ambulance, East of England Ambulance Service and The Safer Roads Foundation.

- 4.12 The Partnership has no legal entity, but each partner has either a statutory obligation to promote Road Safety or an interest to promote Safer Roads.
- 4.13 Local Authorities are responsible for road safety on the local road network. The 1988 Road traffic Act places a statutory duty on local authorities to deliver an appropriate roads safety education service, and for the provision of a safe local road network.
- 4.14 The Safer Essex Roads Annual Road Safety Delivery plan, is financially supported through NDORS course attendees, where offender participation on a recognised NDORS course, provides financial investment into the staffing of back-office processes within Essex Police, enhanced levels of enforcement, and road safety education delivery.
- 4.15 The financial budget covering staff costs and delivery plan is agreed by the Governance Board during the March Board meeting and continuously tracked over the financial year through Partnership staff and Essex Police finance specific point of contact.
- 4.16 A Governance Board, chaired by Cllr Wagland, Essex County Council Cabinet Member, provides oversight of the annual financial plan and the strategic direction and delivery.
- 4.17 The Governance Board supports the aspiration of zero road deaths and zero serious injuries by 2040, through the implementation of a Safe System Approach to delivering this aspiration.
- 4.18 49 deaths are the annual average on the road of Essex based upon 2016 – 2021.
- 4.19 45 people died on Essex roads during 2022.
- 4.20 Death and serious injuries have reduced by 52% between 2005 and 2021.
- 4.21 32% of collisions involving death and serious injury involve speed related factors.
- 4.22 46% of road deaths occur on rural roads.
- 4.23 The annual cost of injuries in Essex sits at £205 million. £104million Social Care, £19million Emergency response, £4million Police Investigation, lost output £65million, £12.5 property damage
- 4.24 The Safe System Approach underpins our shared ambition to achieve Vision Zero:
  - Safe Speeds
  - Safe Vehicles
  - Safe Road Use
  - Safer Roads and Roadside
  - Post Collision Response

4.25 Safe System Approach is based on the following principals:

- Road users are human, and errors will occur
- The force of impact the human body can tolerate is limited
- There is a shared responsibility between people who design, build, maintain and use the road network to prevent death and serious injury.
- All parts of the road system should be made safe, rather than waiting for injuries to occur. All parts of the road system must be strengthened so that if one part of the road fails, road users are still protected.

## 5.0 **Current Work and Performance**

5.1 Roads Policing arrests, drug drive and drink drive arrests and killed and seriously injured.

Table 1 – KSI Casualties

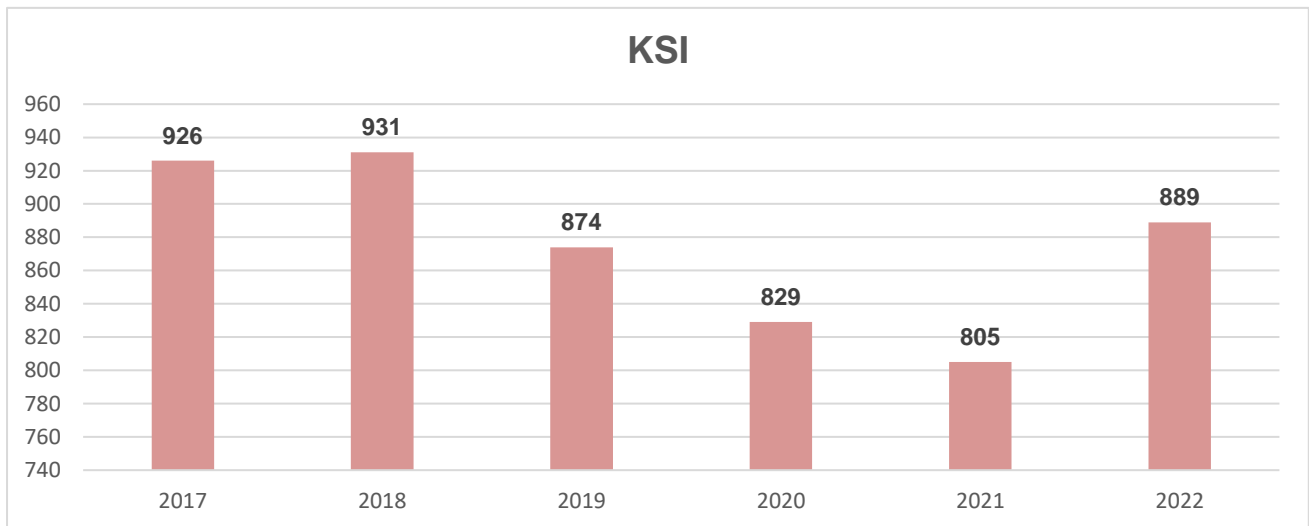


Table 2 – Road Policing arrests

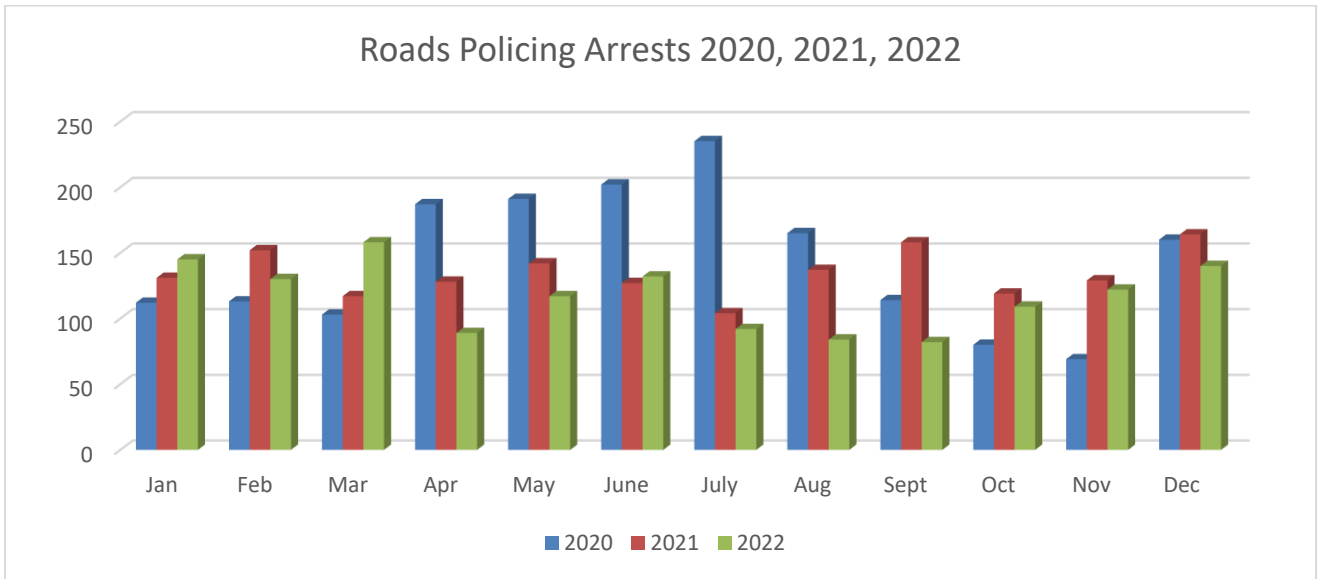


Table 3 – Drug drive arrests

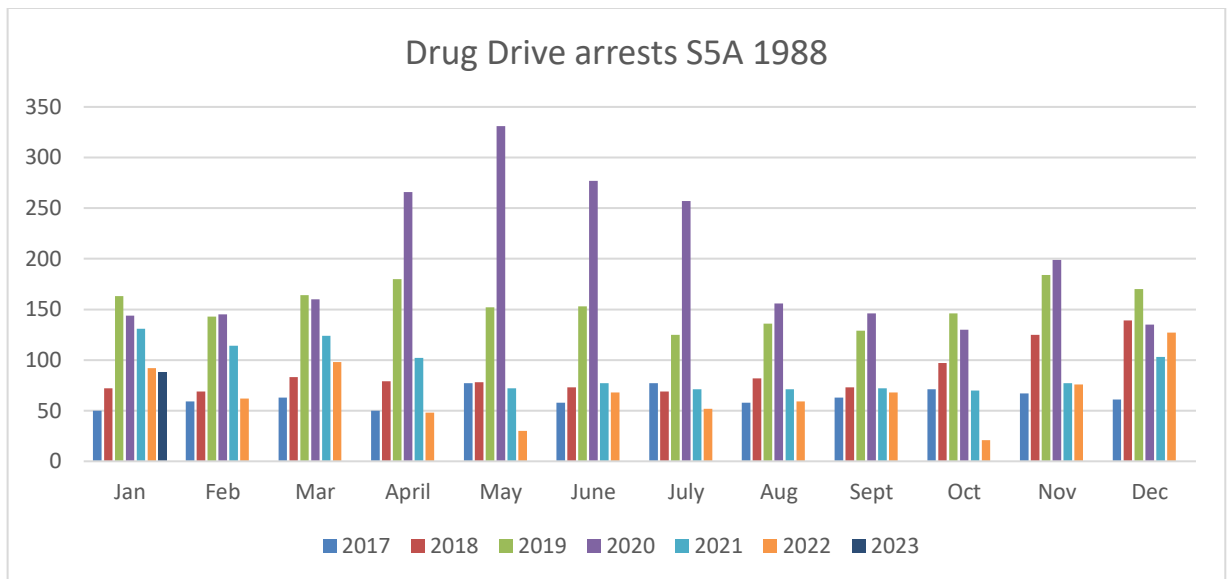
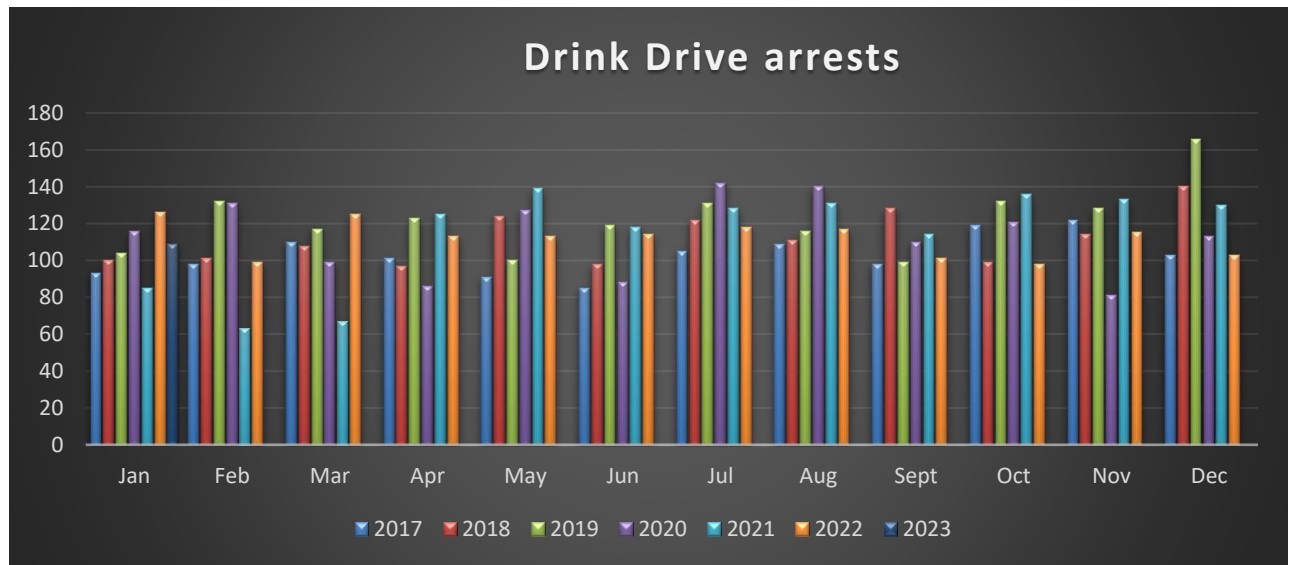


Table 4 – Drink drive arrests



Summary of engagement and education led road safety projects by Partners

Table 5:

Activity	Lead	Road user group	Projected reach
<b>Child car passengers</b>	Essex, Southend and Thurrock Highway authorities	Parents with young children	1,000
<b>Young Drivers 17-25 5 activities – My Small Change Freshers Fair First Car Magazine Roadster</b>	Essex, Southend and Thurrock Highways plus Essex Fire and Rescue	Young Drivers	52,885
<b>Young Drivers / Car Cruise events</b>	Essex Fire and Rescue	Young drivers and passengers 17-25	20,000
<b>Elderly Drivers Driving with Confidence Course</b>	Essex County Council	Elderly drivers	200 Free to divers + 70 years of age
<b>Community Speed Watch</b>	Essex Fire and Rescue Essex County Council	Excess vehicle speed 120 live groups 1,200 volunteers	32,000 warning letters per year.
<b>Powered Two wheelers</b>	Essex Fire and Rescue	Gig economy Leisure riders	14,000

<b>9 Priority areas Practical skills through to publicity campaigns</b>		Moped riders Scooter safety	
<b>Pedal Cycle</b>	Essex, Southend and Thurrock Highway authorities	Adult riders Child riders Cycle related engineering schemes	8,000
<b>Pedestrians</b>	Essex, Southend and Thurrock Highway authorities	Parent and Child walks	10,340 249 schools
<b>School / College students Road Safety delivery</b>	Essex, Southend and Thurrock Highway authorities	Year 5 students Year 7 students Reality road show Year 8 and 9 Road Safety Theatre Years 7,9,11 Pupil Road Safety ambassadors	55,000 600 schools / colleges plus, online interactions
<b>Young and newly qualified drivers</b>	Essex Fire and Rescue and Ford Dunton	Young new drivers	50 newly qualified drivers
<b>Vision Zero Days of action</b>	Essex County Council Thurrock Council Southend City Council Essex Fire and Rescue Essex Police	36 days of action delivering education, engagement and enforcement across towns and cities.	
<b>Safer Essex Roads Partnership website</b>	Essex Highways	All road users / Communities	
<b>National Driver Offender Retraining Scheme (NDORS) delivery</b>	Essex County Council, NDORS Delivery on behalf of Essex Police	NSAC (Speed) MSAC (Motorway)	50,000 Essex course attendees



Table 6 – Casualty Reduction Road Schemes (Engineering)

<b>Location</b>	<b>Date implemented</b>
Trueloves Lane J/W <b>B1002</b> Roman Road	06/01/2022
Poynters Lane J/W Great Wakering Road	22/01/2022
<b>A127</b> J/W A176 Noak Hill Roundabout	01/03/2022
<b>A1245</b> J/W Chelmsford Road	03/03/2022
<b>A113</b> London Road towards Hoe Lane	08/03/2022
<b>A1060</b> Chelmsford Road, East of Hatfield Heath	16/03/2022
<b>B1008</b> Essex Regiment Way, Warners Farm RAB	30/03/2022
<b>A133</b> Spring Lane J/W A12 off slip	22/23
Brook Street J/W East Street, Colchester	22/23
White Hall Road, J/W Old Heath Road, Colchester	22/23
<b>A1069</b> Rangers Road, J/W A104, Epping New Road	22/23
<b>A121</b> Meridian Way, Highbridge Retail Park, Waltham Abbey	22/23
<b>B1393</b> High Street J/W Station Road, Epping	22/23
Coppice Row J/W The Green, Epping	22/23
<b>B1010</b> Althorne, Maldon	22/23
<b>B1383</b> London Road J/W Spring Lane, Stansted	22/23
<b>A128</b> – Introduction of Average Speed System	22/23 Q3 Thurrock Council
<b>A113</b> – Euro RAP route assessment	1.5M Grant from DFT for ECC Highways
<b>A13</b> – Introduction of Average Speed System following route upgrade	22/23 Q3 Thurrock Council
<b>A12</b> – Upgrade J19 – J25 HADEC Speed, Red X, Variable speed limits	23/24 Q4 National Highways

## 6.0 **Implications**

- 6.1 **SERP Governance Board** – The Board comprises of individuals who represent their organisations at a strategic level, having the power and ability to agree and determine decisions and direction of the Road Safety Partnership. The Board has been Chaired by an elected ECC Cabinet Member since it was formed in 2006.
- 6.2 Not all organisations represented on the Board, send an individual who is able to determine or ratify decisions. Southend City Council and Thurrock Council do not actively engage at a Board level with Member led participation, especially those elected members holding a portfolio for Highways and Transportation.
- 6.3 The Board lacks an ability to fully scrutinise activity of partners and has largely become a forum for partner updates.
- 6.4 Participation at Board level, by Senior representatives from all Partners, would demonstrate an absolute commitment to improving the safety of all road users, ensuring common shared aims and objectives.

- 6.5 **Communications Manager** – There has been a lack of a Communication Strategy being delivered over the past 18 months. Sadly, this has been because of the current post holder being off on long term sick, followed by maternity leave.
- 6.6 A Road Safety Communication Strategy is key to the implementation of behavioural change across all road users, alongside how communities, businesses and elected members fully understand and embrace the Safe System Approach and the aspiration for Vision Zero road deaths and serious injuries.
- 6.7 The Partnership has been actively seeking a temporary Communication Manager but has been unsuccessful. Most recently, the Partnership has approached a nationally recognised individual, who has success in marketing Road Safety Communication Strategies.
- 6.8 **Southend and Thurrock Council strategic level support to SERP** – Unlike Essex County Council Highways, the level of participation and strategic input by Southend City Council and Thurrock Council, at Governance level, is not apparent. There is no active participation by an elected member with responsibility for Highways.
- 6.9 **Essex Fire and Rescue strategic level support to SERP** – There is a disconnect between the delivery of road safety education performed by Essex Fire and Rescue and Essex County Council. Both have a statutory responsibility to perform the function, but there is no co-ordinated approach in terms of content delivery.
- 6.10 **20mph speed limits across all three Highway Authorities** - The Department for Transport is actively encouraging the introduction of 20mph speed limits and 20mph zones. This reflects a strategy to protect and encourage vulnerable road users and acknowledging that a reduction to posted speed limits in urban environments, will have a positive impact on reducing collisions and casualty severity.
- 6.11 Of the five layers of protection within the Safe System Approach, one focuses specifically on Safe Speeds, introducing lower speed limits, and increasing levels of enforcement.
- 6.12 Transport for London (TFL) also shares the aspiration of Vision Zero, and in doing so, is looking to the Metropolitan Police to increase traffic offence processing from 250K in 21/22 to 1m by 24/25. By the end of 2022 a total of 447K offences had been processed by the Metropolitan Police.
- 6.13 Transport for London has also introduced 20mph speed limits across numerous Boroughs. Results published on February 13<sup>th</sup>, 2023, highlight the following
- a) Collisions involving vulnerable road users decreased by 36% (453 to 290)
  - b) Collisions have reduced by 25% where 20mph have been introduced (from 406 to 304).
  - c) Collisions resulting in death and serious injury reduced by 25% (from 94 to 71)
- 6.14 Essex Police will need to determine its response to the enforcement of 20mph speed limits and zones, recognising that all three Highway Authorities remain active within the implementation of such limits now, and moving forward.

- 6.15 NPCC guidelines indicated that speed limits are enforced by the Police, to improve road safety. Highway Authorities now also recognise how lowering speed limits has a benefit to air quality. Policing will be required to confirm if we step outside of NPCC guidelines, enforcing speed limits for both safety and air quality improvements.
- 6.16 **E – scooter safety** – The Government continues to evaluate the use of legal e-scooters through approved trial schemes, alongside how the illegal use of e-scooters impacts upon Policing. Future regulation of wider e-scooter use is not expected until May 2024.
- 6.17 The Safer Essex Roads Partnership should be taking a proactive approach in educating the public around existing use of e-scooters and determining what the partnership approach will be to promoting safe use of e scooters post May 2024.
- 6.18 Year on year, e-scooter casualties, recorded by Essex Police, increase.
- 6.19 **Highway Authorities commitment to designing out risk** – Safe Roads is a specific layer of protection within the Safe System Approach. Roads should be designed to reduce the risk of collisions occurring, and the severity of injuries if a crash does occur. Safe features are incorporated into the road design from the outset. This could include segregating roads users, segregating traffic, self-explaining roads, and the introduction of safe speeds.
- 6.20 For a viable Safe System Approach to underpin Vision Zero, significant financial commitment must be made by each Highway Authority to design infrastructure that reduce the risk of collisions. With the expected pressure upon Government Public spending, Highway Authorities may find delivery to this layer of protection challenging. The aspiration of achieving Vision Zero road deaths and serious injuries is dependent upon all five layers of protection being implemented.
- 6.21 **Housing development** – Local authorities continue to meet Government requirements for increasing housing stock. The Governance Board should be in dialogue with local authorities and Central Government to consider fundamental changes within planning conditions, reflecting a requirement to have safe road design for all road users at the core of planning decisions, mandating developer funded contributions to support
- 6.22 Mandated developer funded contributions to supporting safer road schemes, as part of large-scale housing developments, should be a priority, and used to enhance measures such as the introduction of average speed systems, where developers build new by-passes or request lower speed limits because of their development. This will reduce any burden placed upon Policing where there is a new enforcement requirement.
- 6.23 **Increase enforcement of traffic offences** – To support the Safe System Approach to delivering Vision Zero, The Partnership requires and seeks an increase to the processing of traffic offences, primarily speed.
- 6.24 TFL data has shown that increased enforcement activity within Central London, linked to lower speed limits, is having a positive impact on reducing collisions and casualties.

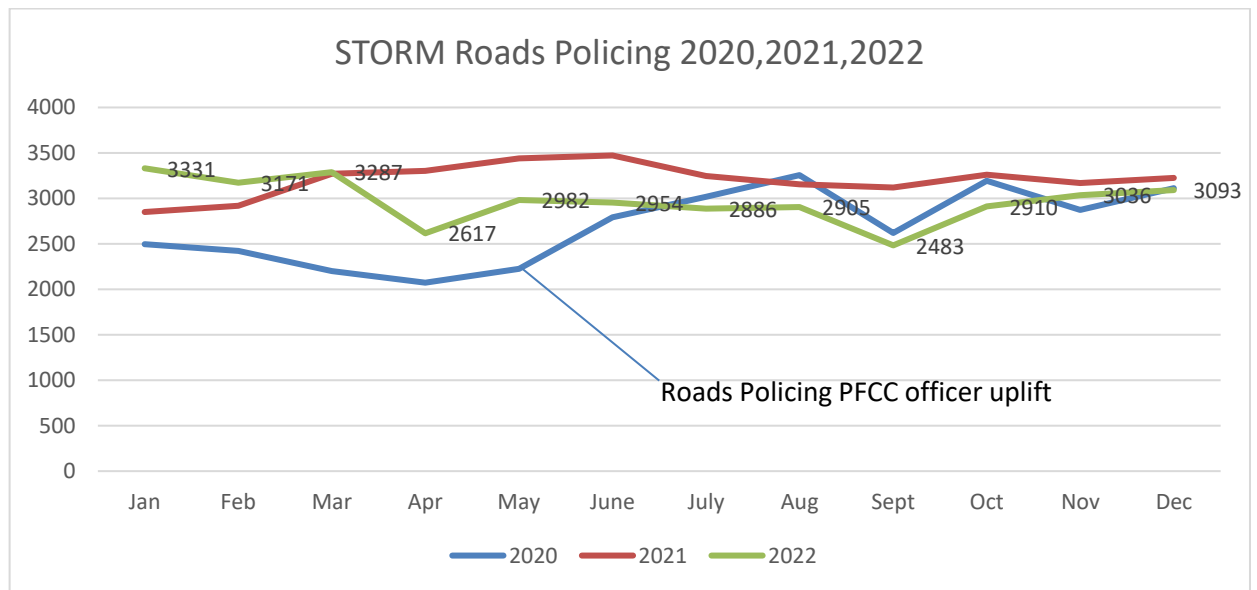
- 6.25 In November 2021, Essex Police reduced the enforcement threshold by 1mph. The enforcement threshold remains at 1mph above NPCC Guidelines.
- 6.26 By Increasing staff numbers and through further I.T efficiencies within the back-office processes, increasing enforcement activity can be achieved.

**6.2 Links to Police and Crime Plan Priorities**

Improving Road Safety is a priority for Essex Police and The Police, Fire and Crime Commissioner, and features on the Force and The Police and Crime Plan.

**6.3 Demand**

- 6.31 The statistics provided earlier in this report convey aspects of demand on our services in relation to death and serious injury on the roads.
- 6.32 The below chart tracks the number of incidents attended by Roads Policing Units over the last 3 calendar years.



**6.4 Risks/Mitigation**

There have been no risks identified other than those recorded above in the performance section of this paper and within the wider 'Improving Safety on our Roads Deep-Dive' presented to the July 2022 Performance and Resource Scrutiny Meeting in July 2022.

**6.5 Equality and/or Human Rights Implications**

There are no diversity or equality implications in the development of the strategy, but full consideration to all equality and diversity matters will be given in the

implementation of the strategy, with any associated equality impact assessments being completed as and when necessary.

## **6.6 Health and Safety Implications**

There are no Health and Safety implications identified.

## **7.0 Consultation/Engagement**

Chief Officer Group – 28 December 2022

## **8.0 Actions for Improvement**

- 8.1 P2W Safety** – To achieve Vision Zero, a step change is required to how collectively we improve the safety of powered two wheelers. This will require a strategy embraced by all partners where all layers of protection supporting the Safe System approach are fully recognised. The Board should challenge and scrutinise this area of performance and prioritise as a matter of urgency.
- 8.2 Communications Strategy** – The Partnership has lacked the delivery of a Communications Strategy, and this is set out within the paper. Changing Minds is a key strand within the Strategy and requires a Communications programme that delivers and inspires the public towards a behavioural change.
- 8.3 Young Driver** – Drivers aged between 17- 25 remain a high at-risk group within road safety. As such a high casualty group, a step change is required from partners, reflecting how we engage, enforce, and educate young people. This would include how we influence young people prior to the age of holding a driving licence. Again, the Governance Board should hold partners to account for the delivery of programmes focusing on young drivers.
- 8.4 Drug Driving** – The significant costs associated with Road Traffic Toxicology, will continue to present challenges for Policing. Data published by the Department for Transport identifies, one out of every three fatalities, involves a person where the presence of cannabis or cocaine has been detected.
- ## **9.0 Future Work/Development and Expected Outcome**
- 9.1 Part 6 Traffic Management Act 2004** – Amendments requested to Government by the Association of Local Government, will allow Highway Authorities to enforce certain minor traffic offences. To date, Thurrock Council have sought support from the Chief Constable. In effect, both the Highway Authority and Police will have dual powers to enforce specific minor traffic offences.
- 9.2 A12 Upgrade** - January 2024, upgrade to A12 between junctions 19 and 25. Upgrade to 3 lanes, removal of substandard on and off slips and the creation of new junctions, Development Consent Order submitted Q3 22/23. Average safety cameras to improve safety during the construction phase, online and offline, within communities negatively impacted by increased traffic.

- 9.3 E-scooters** – May 2024, HM Government will announce review of e-scooter use within the UK and the wider use of regulation around their use.
- 9.4 Lower Thames Crossing** – Development Consent Order (DCO) submitted Q3 22/23 by National Highways relating to the design and build of the Lower Thames Crossing.
- 9.5 Accident Investigation Board (AIB)** – Creation of an independent investigation body to promote road safety. Such a body will have powers like the Accident Investigation Board (AIB), who oversee loss of life within the Railway Industry, and will have the capability to handle individual large scale or complex road collisions.
- 9.6 Strategic Policing Requirement** – Published March 2023 – Roads Policing is featured within the new Strategic Policing Requirement, and sets out the importance of this specialist area, reducing harm and disrupting criminal use of the road network.