

Committee(s)	Dated:
Resource Allocation Sub Committee – For decision Planning & Transportation Committee – For decision Police Committee – For information	4 October 2018 8 October 2018 1 November 2018
Subject: Congestion Mitigation: Parking, Traffic & Cycling Enforcement Resources	Public
Report of: Director of the Built Environment	For Decision
Report Author: Ian Hughes, Assistant Director (Highways)	

Summary

Tackling congestion and its causes & reducing road danger remain high corporate and political priorities.

To that end, this report recommends retaining the additional daytime parking enforcement resources that were agreed & recruited in 2017 to focus on congestion issues. These resources have since been effectively deployed by the City's Parking Enforcement contractor (Indigo) and have more than covered their additional cost.

It is also proposed to supplement these resources with further Indigo officers in the evening, and reinvest in new technology to enhance the parking enforcement service as a whole. Funding for these changes would again be allocated from the On-Street Parking Account (OSPA) and would be covered by the parking income that results from additional Penalty Charge Notices.

This report also recommends funding from the OSPA be set aside to allow the introduction of three new City Corporation Traffic & Congestion Officers, whose role would be specifically aimed at identifying and resolving congestion hotspots on the ground. Through a new City Police accreditation system, they would also have the authority to stop & direct traffic, as well as deal with minor police enforcement duties such as cycling on the footway or cycling through red lights.

Taken together, these measures would help address the overall causes of congestion and reduce road danger, thereby improving the effectiveness and safety of the City's road network.

Recommendation(s)

Members of the **Resource Allocation Sub Committee** are recommended to:

- Approve continued funding of £203k pa from the OSPA for additional Civil Enforcement Officers to focus on parking-related congestion across the City for the remainder of Indigo's contract (February 2021);
- Allocate funding of £54k pa from the OSPA to enhance the parking enforcement service through additional Indigo evening resources (also until February 2021);
- Allocate funding of £165k pa from the OSPA for three City Corporation Traffic & Congestion Officers for an initial two-year period.

Members of the **Planning & Transportation Committee** are recommended to:

- Approve the supplementary parking enforcement measures outlined in this report;
- Approve the introduction of three City Corporation Traffic & Congestion Officers for an initial two-year period to be focused on congestion and road safety issues.

Main Report

Background

1. Concerns regarding traffic congestion remain a high corporate priority, and have led to a number of measures being introduced to address congestion & its causes. This includes the area of parking enforcement, where the Resource Allocation Sub Committee agreed an additional £203k in 2017 to allow the City's contractor (Indigo) to increase the number of Civil Enforcement Officers by seven.
2. This increase in resource (implemented via an adjustment to DBE's local risk budget from the On-Street Parking Account) allowed Indigo to focus on vehicles causing serious congestion in hot spot areas without compromising their existing parking enforcement coverage.
3. This was felt particularly important given the decision by Government in 2015 to narrow the ability of local authorities to use CCTV to enforce various waiting & loading contraventions. This reduced Indigo's effectiveness and required more on-foot resources to compensate, with the visible deterrent of a CEO offsetting the disincentive effect of receiving a PCN in the post.

Current Position

4. In the first 12 months of deployment to April 2018, these extra resources were specifically deployed to congestion hotspots where vehicles parking in contravention were thought to be a major contributory factor. These CEOs were mainly deployed in the central part of the City, and although PCN-issue rates are an imperfect way of measuring compliance, these additional CEOs have together issued more than 40 PCNs per day without detracting from the numbers issued by the existing CEO establishment level.
5. If anything, the rate of PCNs being issued by these new congestion-focused CEOs is slightly higher than normal, suggesting that where the restrictions allow, vehicles that park in contravention are being rigorously enforced to help reduce the causes of congestion. The anticipated income from these PCNs (c. £800k) is also clearly sufficient to offset their salary cost (£203k).
6. However, issuing PCNs is often an imperfect way to deter illegal parking because the cost of a PCN can often be transferred through the supply chain, leaving the individual driver without an incentive to park legally. With that in mind, we have asked the CEOs to focus on 'moving on' vehicles as much as enforcing the restrictions, with the result that these CEOs have also moved on one vehicle for every two PCNs issued.
7. Given these outcomes, it's therefore suggested that these additional resources continue, and the income generated should be used to support further measures to tackle congestion and road safety through the use of new technology and new legislative powers.

Options

Indigo's Civil Enforcement Officers

8. The additional CEOs were only recruited with specific funding set aside for 2017/18, but it was noted to Resource Allocation Sub Committee that their effectiveness & on-going need would be reviewed, taking into account the additional parking income they generated to offset the cost.
9. At this point in time, the political priority to address congestion and its causes remains high. Financially these additional CEOs have more than generated sufficient income from Penalty Charge Notices to cover their costs, and it is clear they have made a positive contribution to addressing congestion in the City, particularly in light of the Government's restrictions on the use of CCTV.
10. Therefore, with a contract extension to February 2021 recently agreed, it would seem appropriate to extend the duration of Indigo's additional deployment until that time. This would create certainty for Indigo in terms of managing their resources, turnover & training for the next 2½ years, and meet a political & operational necessity that remains likely to last throughout this period.

Parking Enforcement Service Enhancements

11. In addition to the current service, Indigo were asked what other measures might be available to reduce congestion, improve compliance and increase the efficiency of their resource deployment.

12. As a result, Indigo have proposed three specific initiatives, namely:

- Additional Evening Enforcement
At the moment, Indigo typically have a limited early evening shift deployed between 7pm and 11pm, but recent data has shown that traffic flows are starting to increase over this period, potentially due to retiming of deliveries & the growing night time economy. As a result, it is recommended that Indigo increase their staffing resource over this period by an additional two CEOs.
- Automatic Number Plate Reading technology
Indigo have proposed introducing an ANPR 'spotter' vehicle to help detect vehicles parked in contravention, speeding up some enforcement aspects over a wider area that in turn will help tackle congestion through increased compliance.
- Improving business intelligence.
Indigo have proposed introducing a new data analytics system to provide heat maps, customised dashboards and predictive analysis to monitor on-street activity and focus deployment on congestion hotspot areas.

Traffic & Congestion Officers

13. DBE currently has just one officer within the Highways team dedicated to monitoring congestion in the Square Mile. They largely use the CCTV network to identify congestion hotspots & their causes, and they look to find ways to resolve them. That can often include:

- Liaison with Transport for London for:
 - traffic signal failures & timing adjustments;
 - bus breakdowns and service-related issues;
 - Red Route problems;
 - Liaison with TfL's Road Traffic Enforcement Officers
- Acting as a 'spotter' for Indigo's rapid response team to investigate parked vehicles causing congestion;
- Recommending changes to the activities of utilities, building sites and City contractors to reduce their respective impact;
- Assessing the viability & performance of diversion routes for major road closures on behalf of the Traffic Management team;

- Reporting the impact of accidents, breakdowns & collisions to senior officers;
- Issuing alerts on social media to publicise issues in real time;
- Compiling data on regular hotspots to inform more strategic assessment;
- Assessing the reliability of different types of public information Traffic 'Apps' given that some are considerably more reliable than others.

14. This single office-based post is almost wholly reliant on the location & availability of the City's CCTV cameras, and whilst they have become a valuable resource, their effectiveness has also been limited by a lack of cover during annual leave and the limited potential for assessing & resolving problems on the ground.

15. It is therefore proposed to expand this function to a team of four, firstly to provide more coverage across more hours of the day, but just as importantly to provide a dedicated on-street presence focused on congestion management in parallel to CCTV monitoring.

16. These new officers would be appropriately trained and authorised to immediately suspend particular types of activity on-street (if necessary & safe to do so), assist with incident management like emergency road closures, and help identify & resolve congestion hotspots & issues.

17. It is also intended that these new officers would have Community Safety Accreditation Scheme (CSAS) authorisation to stop & direct traffic if required. The concept of CSAS accreditation was established by the Police Reform Act 2002 which enables the Commissioner of Police to accredit organisations to provide traffic management, community safety and security functions more normally associated with the police.

18. CSAS authorisation requires enhanced training standards, accountability procedures and vetting (see Appendix 1), but it has been successfully operated by the Metropolitan Police & many other police forces for some time. The City Police have recently proposed its adoption within the Square Mile, so that CSAS authorisation could be available to the City Corporation early in the new year.

19. It is proposed that these new Traffic & Congestion Officers would be granted limited but targeted powers appropriate to their role in order to meet local needs and priorities. Although CSAS is a police authorisation process, it is not intended for the police to control the activity of those using these powers, allowing the City Corporation to direct these officers to address some of the causes & consequences of congestion.

20. CSAS authorisation can also include other minor police enforcement duties with a traffic management & community safety aspect, such as cycling on the footway, cycling through red lights and managing traffic for major special events & parades. Such powers could allow these City Corporation officers to focus on

road danger issues that are typically a lower priority for the City Police but are still a significant road safety issue to the City Corporation. It could also allow accredited stewarding companies to fully manage events, including the Lord Mayor's Show, thereby freeing up police resources to focus on the higher priority aspects of policing the Square Mile.

Proposals

21. It is therefore proposed to:

- Continue funding for Indigo's additional daytime enforcement resources to the end of their contract in February 2021;
- Enhance the services provided by Indigo through additional evening enforcement resources, ANPR technology and data analytics (also to February 2021);
- Introduce three new City Corporation Traffic & Congestion Officers with CSAS powers to focus on tackling congestion and road safety issues. It is proposed to establish these posts for two years, at which point their effectiveness, on-going funding and outcome delivery would be reviewed before continuing their deployment.

22. The following table details the respective annual cost of these four measures.

Proposed OSPA Allocations	£k
Continued daytime Indigo Civil Enforcement Officers (7no.)	203
Additional evening Indigo Civil Enforcement Officers (2no.)	54
Indigo Parking Enforcement Service Enhancements	Nil
Additional City Corporation Traffic & Congestion Officers (3no.)	165
Total	422

23. Although the proposed evening Indigo resources and the City's Traffic & Congestion officers can both accrue additional income (through issuing PCNs and Fixed Penalty Notices respectively), funding to cover all these measures can be met by the PCN income (c £800k pa) from Indigo's continued daytime resources. The cost of Indigo's other proposed service enhancements will be absorbed through complementary savings secured through their contract extension negotiations.

Corporate & Strategic Implications

24. Reducing the impact of traffic congestion on the City's road network remains a high corporate and political priority that these continued & additional resources for Indigo will help deliver. Their presence will improve compliance with the City's parking regulations that support road safety and traffic flow priorities.

25. Their deployment will also result in sufficient income to cover both their own cost and the cost of introducing Traffic & Congestion officers, thereby having no detrimental impact on the On-Street Parking Account.

26. The introduction of Traffic & Congestion officers with CSAS authority will provide focused resources to address a number of road danger issues that also remain a high corporate and political priority. Providing them through the City Corporation should also release City Police resources for them to focus on matters of higher policing priority.

Conclusion

27. Taken together, these various measures are intended to help address the overall causes of congestion and reduce road danger, thereby improving the effectiveness and safety of the City's road network. In particular, the introduction of CSAS authorisation by the City Police provides a significant opportunity to extend the City's public engagement role and help address a number of on-going road safety concerns.

Appendices

Appendix 1 – CSAS Powers: Additional information

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Appendix 1 - Community Safety Accreditation Scheme: Additional Information

- Section 40 of the Police Reform Act 2002 allows Chief Officers in England & Wales (only) to accredit organisations in the geographical area covered by the force.
- Only six police forces are currently not accrediting organisations in this way, including the City of London Police.
- The National Police Chiefs Council (NPCC) coordinates the function but governance in London is through the Mayor of London.
- Police Crime Prevention Initiative (Police CPI Ltd) has a membership of Chief Constables and oversees the scheme rules, set standards and undertakes assessments.
- The Met Police are the national lead on the scheme and are currently working towards one national database of CSAS officers.
- Any employed person over 18 years who is not a police officer can be given powers.
- CSAS accredited organisations must have a formal complaints procedure, be “fit & proper”, have appropriate insurance, be financially viable, have a staff code of conduct and training & recruitment policy.
- The authorisation process requires the applicant organisation to apply to the City of London Police who assess the application and submit a report to the Police CPI Ltd.
- Individual CSAS officers must go through level 2 vetting, ideally at time of recruitment or before appointment as not everyone passes the vetting process (searches also include family members).
- Accreditation is usually for 1 year initially and then 3 years. Fees apply for private companies £1,400+VAT and then annual fee of £900, but these are usually waived by the Police for local authorities.
- Training curriculum is approved by NPCC and is usually a week-long course covering legislation, communications skill, conflict management, PACE, use of powers and statement writing. There are around ten companies who are currently qualified to provide this training.
- For CSAS officers directly employed by the local authority, a senior officer must approve their appointment and a record must be kept of every time their powers are used.
- There are around 40 specific powers that could be authorised under CSAS, but the most commonly used ones are typically:

- the ability to demand name and address (although if a person refuses the police will need to be called);
 - issuing of Fixed Penalty Notices for cycling offences;
 - stopping and directing of traffic (including traffic holds);
 - various Anti-Social Behaviour issues.
- CSAS officers are issued with a type of warrant card, including photographic ID.
- Although there is no statutory obligation to publicise the fact that CSAS has been adopted, it is recommended that a robust and comprehensive communication strategy is in place first.
- To ensure consistency across the whole of the City Corporation (as CSAS powers may be adopted by other departments for other uses), a dedicated person is likely to be appointed to oversee the scheme.
- The City Police will be entering into an agreement with the Met Police to use their resources for overseeing the scheme from a policing perspective.
- The final recommendation to adopt CSAS is expected to be made to the City Police Commissioner in October, so the various powers are likely to be available for adoption early in 2019.