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# GUIDANCE ON POLICING MOTORWAYS

## 2006

Produced on behalf of the  
Association of Chief Police Officers  
by the National Centre for Policing Excellence



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## GUIDANCE ON POLICING MOTORWAYS

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The NCPE was established by the Police Reform Act 2002. As part of its remit the NCPE is required to develop policing doctrine, including guidance, in consultation with ACPO, the Home Office and the Police Service. Guidance produced by the NCPE should be used by chief officers to shape police responses to ensure that the general public experience consistent levels of service.

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# PREFACE

This guidance replaces *ACPO (2003) The Standard National Motorway Manual for Police Officers* and details changes and updates to operating procedures. The main aims of the motorway guidance are to:

- Raise awareness in the Police Service and with its partners of the opportunities to tackle criminality, including road crime, on the motorway network;
- Raise awareness in the Police Service and with its partners of the opportunities to reduce and deter the use of the motorway network by criminals;
- Identify safe working practices to reduce the significant risks to road users, police officers and partner staff while operating on the motorway;
- Improve the way in which incidents are dealt with and reduce congestion in this environment;
- Provide a basis for instructing and training police officers;
- Provide partner organisations with a single point of reference detailing how the policing of motorways should be undertaken by practitioners across the country.

This guidance contains nationally identified good practice and provides the basis for how the police should operate on the motorway network. It is intended to provide consistency, compatibility and collaboration across the Police Service and partner agencies. The introduction of Highways Agency Traffic Officers (HATOs) to the strategic road network in England is particularly relevant to this document.

The guidance will lead to the creation of more detailed local force policies, giving clear instructions on issues pertinent to individual forces. These policies will be formulated after consultation and agreement with local partner agencies. In developing the policies, the essence of the core principles in this guidance must be retained and under no circumstances be diluted. Diluting the policies could reduce opportunities to tackle crime and also affect the level of safety for road users, police and other agencies on the motorway.

When supplementing this guidance with local policies it must:

- Retain the appropriate acknowledgements;
- Be reproduced in full, without amendments;
- Form the first part of any such document;
- Not conflict with other guidance.

Local policies must be regularly reviewed and updated in accordance with this guidance.

**For chief officers, the following strategic recommendations emerge from the guidance:**

- Implementing a comprehensive force policy that reflects this guidance and developing systems that support information sharing within the Police Service and other agencies;
- Ensuring that effective risk assessments are carried out;
- Providing adequate equipment and clothing, particularly with regard to conspicuity;
- Creating contingency plans for dealing with major incidents and emergencies on motorways in line with the Civil Contingencies Act 2004;
- Establishing and maintaining effective links with partner agencies;
- Ensuring that the training needs of staff meet the recommendations in this guidance. This includes refresher training at regular intervals and joint operational training with key partners where appropriate.

# Section 1

## DESCRIPTION OF THE MOTORWAY ENVIRONMENT AND POLICING STRATEGY

**T**his section defines the main features of a motorway and outlines the current strategic direction for road policing.

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## 1.1 DESCRIPTION OF THE MOTORWAY ENVIRONMENT

There are many parts to a motorway, some of which are particular to this type of road. It is essential that anyone who works on the motorway is aware of the regulations and the way in which they apply to them and others operating on or using motorways.

Maintenance of motorways is the responsibility of the Highway Authority, and any damage or other potential problems in the motorway area must be reported to them at the earliest opportunity.

### 1.1.1 MOTORWAY

---

**This is described as: ‘...any road or part of a road to which these Regulations (Motorway Traffic (England and Wales) Regulations 1982) apply by virtue of Regulation 4.’**

### 1.1.2 CARRIAGEWAY

---

The regulations describe this as: ‘...that part of a motorway which is provided for the regular passage of vehicular motor traffic along the motorway.’ The lanes of each carriageway are referenced numerically, with lane 1 being adjacent to the hard shoulder and the subsequent lanes 2, 3, 4, and so on towards the central reservation. The terms slow lane or fast lane should be avoided. In general the standard lane width is 3.5 metres to 3.65 metres but can be less where additional lanes have been added.

### 1.1.3 HARD SHOULDER

---

The regulations describe this as ‘...a part of the motorway which is adjacent to and situated on the left hand or nearside of the carriageway when facing the direction in which vehicles may be driven in accordance with Regulation 6, and which is designed to take the weight of a vehicle.’ The hard shoulder may be used by emergency vehicles to gain access to incidents. It may also be used by traffic during roadworks. It is usually 3.3 metres wide but can be less when additional lanes are added.

The hard shoulder is not a safe place and extreme caution should be exercised when using it. The following should be taken into account when using this area of road:

- Hard shoulder running should be kept to a minimum.
- Keep to an appropriate speed on the hard shoulder.
- Officers should not drive behind large vehicles which give them a limited view.
- Motorists may veer onto the hard shoulder if they hear sirens or see emergency lights.
- The hard shoulder may be unsafe because it does not have the same grip as the rest of the carriageway and may have dirt and debris on it.
- Debris on the hard shoulder causes a large number of punctures and it is, therefore, best to avoid it.
- If attending a stationary vehicle, especially in darkness, the driver or another vehicle occupant may be walking on the hard shoulder.
- A lane 1 closure should be considered when carrying out any procedures on the hard shoulder to ensure an adequate safety zone.

### 1.1.4 CENTRAL RESERVATION

---

This is described as ‘...that part of a motorway which separates the carriageway to be used by vehicles travelling in one direction from the carriageway to be used by vehicles travelling in the opposite direction.’

Cables and service pipes are often located under the central reservation.

### 1.1.5 SLIP ROADS

Slip roads form part of the motorway and all motorway regulations still apply.

### 1.1.6 TOLL ROADS

The M6 is currently the only motorway toll road in the country; it is operated by Midland Expressway Limited. HATOs and the police have the same responsibilities as they have on other motorways, apart from maintenance and this is carried out by Midland Expressway Limited.

### 1.1.7 VERGE

This is described as ‘...any part of a motorway which is not a carriageway, a hard shoulder or a central reservation.’

The verge adjacent to the carriageway often carries communication cables and pipelines, and should not be driven on or parked on. Damage to these services can cause serious repercussions such as failure of emergency telephones.

The way in which the services are laid in or on the surface of the verge presents a trip hazard to persons walking on it.

### 1.1.8 MARGINAL (RUMBLE) STRIP

Where a hard shoulder exists, the nearside edge of the carriageway is marked with a continuous white line, known as the marginal strip. This is usually constructed to generate noise and vibration, and is often referred to as a rumble strip.

### 1.1.9 MARKER POSTS

Marker posts are positioned at 100 metre intervals at the side of both carriageways. They can pinpoint particular locations to within 100 metres and should always be quoted when attending an incident. They display two sets of figures, one above the other. The number on top indicates the distance of that post from the **start of the motorway** or datum point in kilometres, to the nearest 100 metres. The number beneath indicates tenths of a kilometre. An additional letter **A** indicates a carriageway that leads away from the start of the motorway, and **B** denotes one returning. Marker posts also indicate the direction of the nearest emergency roadside telephone with a picture and an arrow.

### 1.1.10 FULL MOTORWAY REFERENCE NUMBER

The full motorway reference number is a four figure number with a letter suffix. An example of this is given in [Figure 1 Motorway Reference Number](#).

Figure 1 Motorway Reference Number

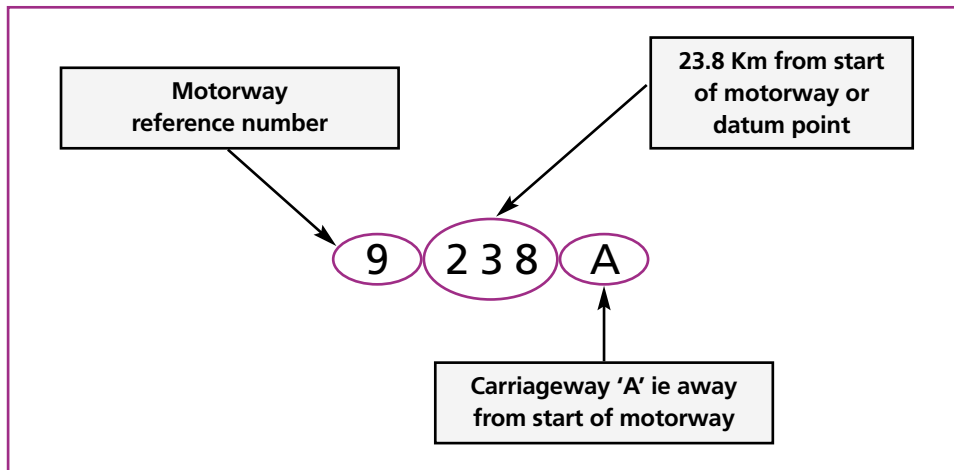
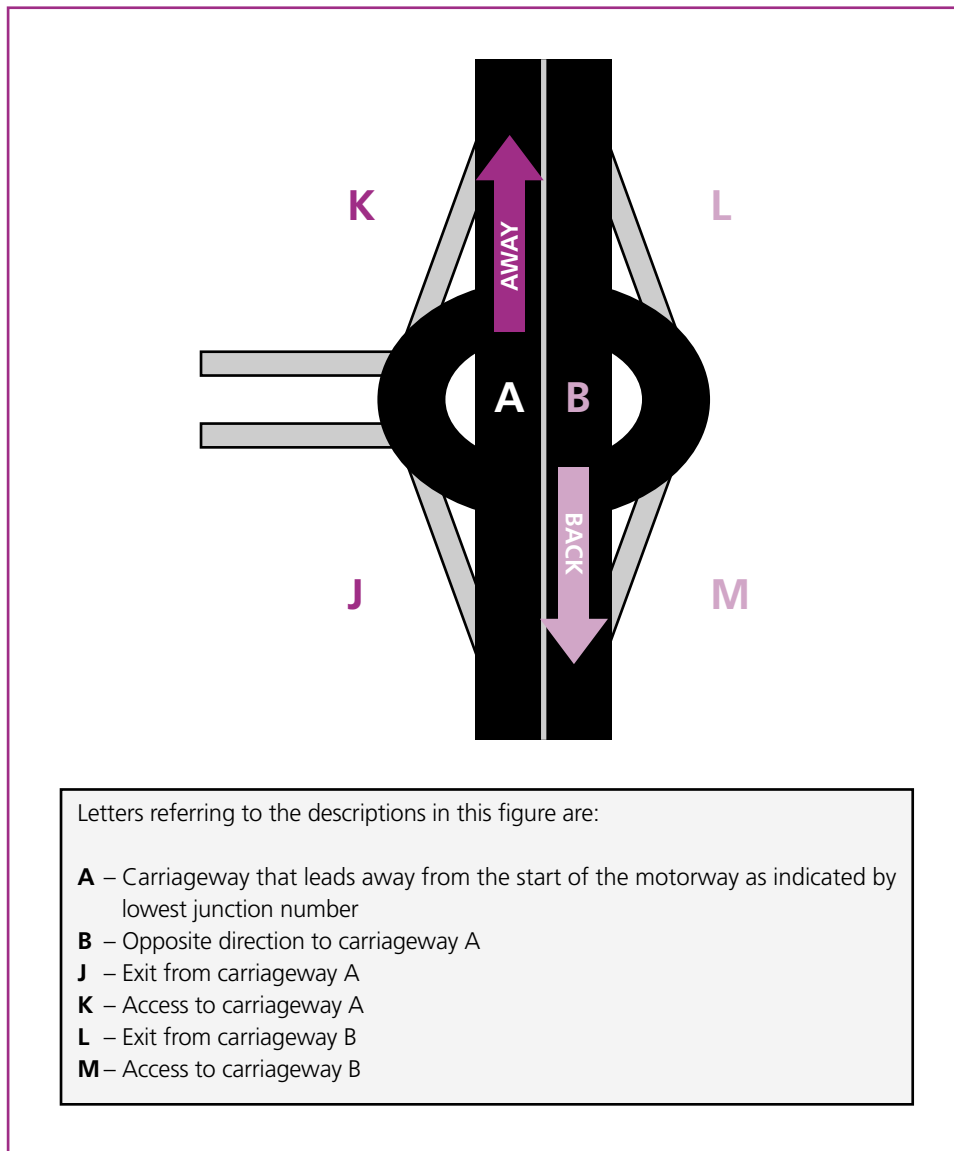


Figure 2 Motorway Reference Letters



The reference number detailed in [Figure 1 Motorway Reference Number](#) may be repeated on other motorways in different parts of the country, but will not be repeated within a particular region.

The full reference number will be displayed on emergency roadside telephones, matrix signs and on the support for gantry signs.

#### 1.1.11 EMERGENCY ROADSIDE TELEPHONES

---

Emergency roadside telephones (ERTs) are provided for use by the public in cases of breakdown, illness and other emergencies. Telephones are located at the side of each carriageway, usually opposite each other at intervals of approximately one mile. They are also positioned between the entry and exit slip roads. Carriageways or slip roads should never be crossed in order to use an ERT.

ERTs are numbered according to the nearest marker post. They also have the letter that indicates the carriageway, slip road or link road they are on.

#### 1.1.12 JUNCTIONS AND INTERCHANGES

---

A junction is where a (non-motorway) road joins a motorway. An interchange is where one motorway joins another. Each motorway junction and interchange has a number that is indicated on the bottom left-hand corner of the junction or interchange sign.

#### 1.1.13 BRIDGES

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The height of bridges provides a minimum clearance of 5.03 metres. Bridge strikes are a fairly common occurrence and can cause significant damage to the structure. Such strikes should be reported to the relevant road or rail authority as a matter of urgency. A serious strike may mean that the bridge and relevant carriageway must be closed until it is made safe. Rail bridges have a railway identification number and an emergency contact number.

#### 1.1.14 OBSERVATION PLATFORMS

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There are observation platforms throughout the motorway network. These are designed to provide police motorway patrols with safe high-visibility vantage points from which they can see the public and the public can see them. The platforms are also used by partner agencies such as HATOs and the Vehicle and Operator Services Agency (VOSA).

#### 1.1.15 SERVICE AREAS

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Motorway service areas are operated by commercial organisations and are not covered by motorway regulations, but sections of other road traffic law still apply. Service areas are often used as meeting places by persons carrying out criminal acts along the motorway network. Service areas offer an opportunity to disrupt persons involved in these criminal activities while engaging with, and reassuring, the wider community.

### 1.2 STRATEGIC PLAN

The Road Policing Strategy is a statement agreed jointly by the Association of Chief Police Officers (ACPO), the Department for Transport and the Home Office. It conforms to the direction provided in the National Policing Plan (NPP). When the strategy is integrated into force policing plans, a standard is established to tackle policing priorities across the motorway environment.



The Road Policing Strategy is based on the intelligence-led analysis contained in the National Strategic Assessment Roads Policing. The assessment was carried out in accordance with *ACPO (2005) Guidance on The National Intelligence Model (NIM)*, and the strategy will be implemented through a Control Strategy. ACPO have also established a Road Policing Intelligence Forum to support the implementation of the strategy.

The Road Policing Strategy identifies the following priorities:

- Denying criminals use of the road by enforcing the law;
- Reducing road casualties;
- Tackling the threat of terrorism;
- Anti-social use of the road;
- Enhancing public confidence and reassurance by patrolling the road.

It also reinforces the need, as well as the opportunity, for police officers to tackle criminality and mobile criminals on the road, and sets out the Police Service commitment to deal with all forms of illegal and anti-social use of the road and motorways. This includes drink driving, speeding, dangerous and careless driving, and behaviour that is threatening to all road users, including pedestrians.

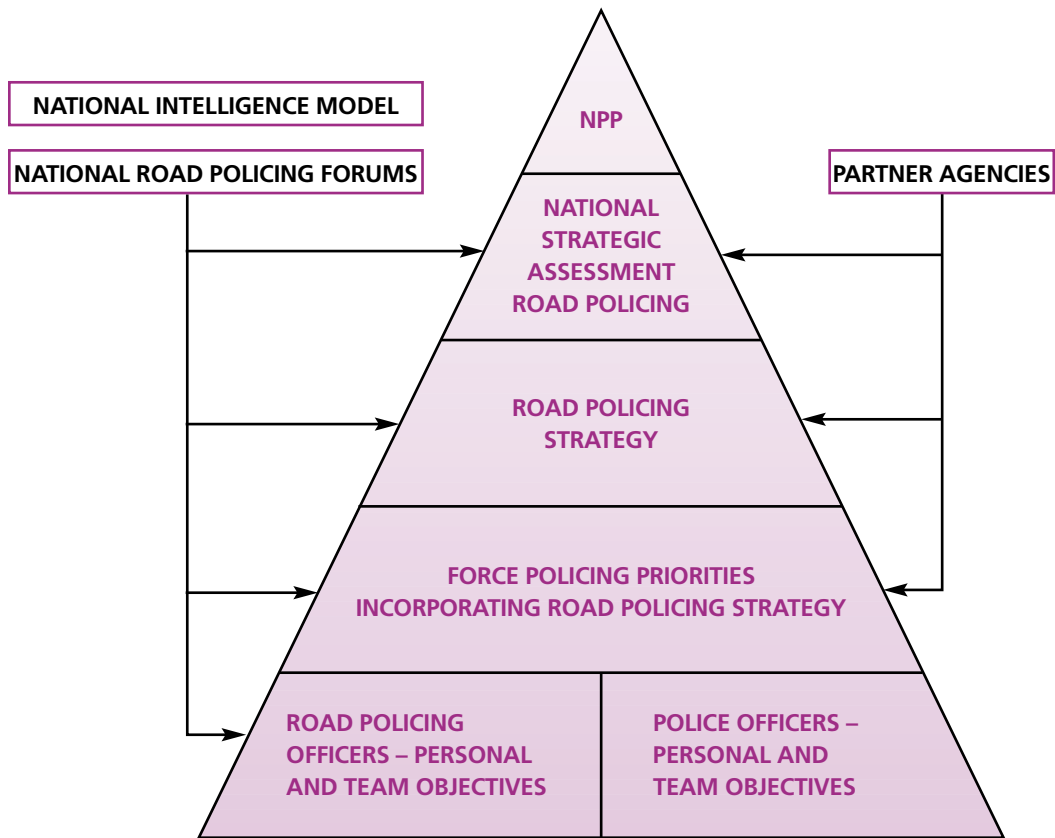
Police performance in delivering the National Policing Plan is monitored through the Policing Performance Assessment Framework. This includes the number of people killed or seriously injured in police force areas in relation to the volume of traffic.

*Figure 3 The Strategic Purpose for Road Policing* illustrates how the Road Policing Strategy sets road policing in the context of overall police work, and identifies priority road policing issues. Partner agencies included in the diagram are a recognised source of intelligence to the police.

For further information regarding the strategic direction for road policing, please refer to the annual *ACPO National Strategic Assessment Roads Policing*.

The creation of HATOs has meant that the way in which services are delivered on the motorway network continues to change. The opportunities to increase the intelligence gathering and sharing should, therefore, be fully identified and realised.

Figure 3 The Strategic Purpose for Road Policing



### MANAGEMENT ISSUES

- Ensure staff are aware of the policing priorities contained within the National Road Policing Strategy together with local strategic goals and the control strategies that are applicable.
- Ensure that all relevant intelligence applicable to meeting policing priorities is gathered particularly in the context of the continuously changing, multi-agency nature of service delivery to motorway users.



# Section 2

## THE MANAGEMENT OF INCIDENTS

**T**his section provides guidance on the policies and procedures for the effective management of incidents that occur in or around a motorway. It contains references to existing guidance and gives information on what must be included in local policies.

The emphasis in this section is on safety and the effective management of risk.

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## 2.1 SAFETY

The motorway can be a hazardous environment for those who work there or within its immediate surroundings. The Highways Agency is gradually assuming greater responsibility in the network management role. Many of the duties previously managed by the police will increasingly be the prime responsibility of the Highways Agency. There will, however, still be a continued requirement for the Police Service and their staff to operate safely in this environment.

This manual gives guidance on safe operating methods and practices, under the relevant and specific subject headings. There are, however, a number of general health and safety hazards that prevail at all times. These must be brought to the attention of all police staff working on the motorway, and are dealt with specifically in this section.

Safety in the working environment of a motorway depends on being alert and in good health. There are a number of general risks to consider in this area.

- Exposure to inclement weather conditions for long periods of time.
- Risk of collisions when dealing with motorway incidents.
- Fatigue, drowsiness and lack of driver concentration from long hours of duty and driving. Further guidance can be found in the *Health and Safety Executive/Department for Transport (2003) Driving at work: Managing work related road safety*.
- High stress levels from attendance at traumatic incidents.
- Manual handling issues at scenes and debris incidents. Further guidance can be found in *Health and Safety Executive (2004) Getting to Grips with Manual Handling: A Short Guide* or the more detailed *HSE (2000) Manual Handling Operations Regulations 1992, Amended 2002* or *Health and Safety Executive (HSE) (2004) Guidance on Regulations L23, Third Edition*.

The following risk control measures should be implemented:

- Adequate training to enable officers to work effectively and safely;
- Provision of a good standard of clothing and/or equipment, and instruction for staff on its correct use, see [4 Equipment](#);
- Routine debriefing;
- Confidential stress counselling available after traumatic incidents.

Supervisors are to ensure staff are properly trained, briefed and equipped, and that procedures are followed.

All staff need to be aware of regulations relating to health and safety, and risk assessment as outlined in the Management of Health and Safety Regulations 1999. This legislation provides the framework for controlling workers' exposure to hazards arising from work activities.

The main requirement of the regulations is to undertake risk assessments of all work activities with a view to determining what measures should be taken to comply with relevant legislation and good practice.

For risk management to be effective within each organisation, it is essential that ownership of the risk-management process and responsibility for ensuring the control measures is clearly established.

### 2.1.1 DYNAMIC OR ACTIVE RISK ASSESSMENTS

Officers undertaking a task must constantly assess the risks they face. Immediately before carrying out an activity or task, they must consider the unique circumstances involved and only then can the appropriate control measures be adopted.

[Appendix 4 Dynamic Risk Assessment](#) outlines a suggested list of criteria to consider when conducting a dynamic risk assessment.

Identified courses of action indicated by a dynamic risk assessment should only depart from agreed best practice in exceptional circumstances. Exceptional circumstances are those where unusual and unexpected factors make adherence to normal procedures clearly inappropriate. Any departures from existing standard operating procedures as a result of a dynamic risk assessment should be recorded. This can then be reviewed and any necessary amendments made to the generic risk assessments.

### 2.1.2 LEARNING FROM INCIDENTS AND NEAR MISSES

Policies and procedures need to be in place to capture all potential learning from incidents where anyone was harmed or likely to have been harmed. This will provide an opportunity to learn from a wider range of occurrences than those required to be reported to the HSE under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995 (RIDDOR).

For guidance on the RIDDOR requirements, particularly in relation to dangerous occurrences and the category of near misses refer to *HSE (1995) RIDDOR Explained: A Guide to the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations*. Road traffic collisions are not usually reportable under RIDDOR.

Learning from incidents, whether required to be reported under RIDDOR or not, should be shared within and between police forces and other partners. At a national level, the **Road Policing Operations Forum** is the most suitable conduit for this essential information sharing. Locally, this will be via a debriefing with the senior road policing officer.

## 2.2 STAFF TRAINING AND DEPLOYMENT

All police staff operating on the motorway should have received appropriate training before undertaking such duties. Under normal circumstances, no member of staff should be deployed onto the motorway or surrounding area without the necessary and appropriate equipment or training.

The training programme should include:

- Standard and refresher training, enabling staff to achieve and sustain the required levels within the National Competency Framework;
- Training records that are kept to ensure an audit trail;
- The use of this guidance as the basis for training personnel who operate in the motorway environment;
- Knowledge and understanding of, and the ability to apply, legislation in respect of motorways and other legislation.

### 2.2.1 FIRST-AID TRAINING

Police officers are often the first to respond to incidents involving trauma. They, therefore, need to be trained to the standard defined in the *ACPO (2001) Report and Recommendations on Police First Aid Training, Second Edition*.

Officers should be trained to Module 2 First Aid Skills – Police (FASP) standard (section 6.1 of the report).

Re-certification for Module 2 should take place every three years.

## 2.3 USE OF THE MOTORWAY BY OTHER POLICE VEHICLES

### 2.3.1 UNMARKED VEHICLES

Drivers of unmarked police vehicles should consider the following when operating in the motorway environment:

- Regardless of the stopping technique, drivers of unmarked police vehicles must be aware of the need to identify their vehicle as a police car to other drivers. Misinterpretation of signals from an unmarked vehicle can cause unnecessary pursuits or distress to drivers. Vehicles should be fitted with covert lighting and, preferably, matrix signs that can be used to make the vehicle easily recognisable.
- Officers in an unmarked vehicle should be aware that the driver of the vehicle being stopped could reasonably expect proof of identity to be produced, or they could request to attend a police station if in charge of a high-value load.
- Officers must also follow the guidelines on the use of unmarked vehicles in pursuit situations (see [10 Pursuits](#)).
- When using unmarked vehicles for enforcement, officers must wear high-visibility safety clothing when outside the vehicle.

### 2.3.2 SURVEILLANCE VEHICLES

Local policies on the use of surveillance vehicles on the motorway will provide officers with the correct operating procedures. This will include how surveillance officers, or other agencies such as HM Revenue and Customs, would use the assistance of road policing officers in particular situations.

### 2.3.3 POLICE MOTORCYCLES

In carrying out their daily duties, police motorcyclists can legitimately travel on the motorway unless force policy dictates otherwise. They can, therefore, be expected to be involved in incidents that will require their assistance. The limitations of the motorcycle equipment must be reviewed carefully in the risk assessment carried out by the rider, when deciding how to respond to the prevailing circumstances.

Police patrol duties on the motorway network should normally be carried out by vehicles other than motorcycles. Motorcycles should not be allocated to motorway patrol duties unless there are specific circumstances which warrant it. This may be, for example, where they are directed to assist at certain incidents such as serious collisions, carrying out escort duties or they are required at locations where police vehicles are likely to be prevented or delayed from attending, because of traffic congestion.

Motorcycles may also be used for stopping vehicles during an Automatic Number Plate Recognition (ANPR) led operation. The increased likelihood of vehicles failing to stop during such operations must be assessed and the limitations of motorcycles in pursuit situations considered, see *ACPO (2004) Guidelines for the Management of Police Pursuits*. A double crewed road policing vehicle can be provided for use as a pursuit vehicle should the subject vehicle fail to stop for a motorcycle. This type of vehicle would reduce the risk of the driver carrying out more than one task at a time and allow officers to provide better quality information to the control room.

### 2.3.4 OTHER MARKED VEHICLES

Where untrained drivers of marked police vehicles are on the motorway network, they must be aware of their limitations. Such drivers include police staff authorised to use police vehicles. If an incident occurs, guidance should be sought from the relevant person and a risk assessment carried out.

## 2.4 PATROL SPEEDS

Police officers and staff working on the motorway should set an example to the public in the manner in which they drive, for example, by maintaining good lane discipline to encourage courteous and safe practices. They should drive in accordance with the advice given to them during their driver training, and in the Highway Code.

Patrol speed will be the safest speed to drive given the prevailing conditions. This will allow vehicles to overtake within the speed limit and encourage good traffic flow.

## 2.5 OFFICERS OUTSIDE OF VEHICLES

Being out of a vehicle on the motorway is potentially dangerous and police officers should pay attention to the following precautionary advice:

- Always stop the police vehicle at an appropriate distance from the subject vehicle on the hard shoulder and display the appropriate lighting. See [2.7 Stopping Vehicles](#).
- High-visibility safety clothing that is clean and effective must be worn and properly zipped up at all times while an officer is out of the vehicle. (High visibility means fluorescent and reflective (BS EN471) to cover activity across the twenty-four hour period. BS EN471 High-Visibility Warning Clothing is the current European Standard governing high-visibility safety wear.)
- Deal with motorists from the nearside of the vehicle.
- Do not stand against the offside of a vehicle or allow others to do so.
- Always be aware of the potential for vehicles to travel at very high speed.
- Securely fasten or remove headgear.
- Avoid standing between vehicles.
- Always be in a position to monitor potential dangers by facing oncoming traffic wherever possible.
- Police vehicles should be parked to provide additional warning of an incident or obstruction. If, however, the police vehicle is placed in a vulnerable position, officers must not remain inside the vehicle.

## 2.6 MOTORWAY EMERGENCY CROSSING POINT

An emergency crossing point is a gap in the central reservation barrier. Very few of these remain on the motorway network, however, because of the significant risks associated with using them.

**Emergency crossing points should only be used by the emergency services and HATOs, and only in extreme circumstances.**

The onus for carrying out such a manoeuvre safely is always on the driver, and all necessary care must be taken.

It may be considered inappropriate to use crossing points during normal traffic flows. A short cut may be used instead. A short cut is a link road provided to reduce the distance travelled by emergency services attending incidents. Short cuts can provide easy access to the opposite carriageways on certain sections of the motorway between junctions.

## 2.7 STOPPING VEHICLES

Prior to stopping a vehicle the necessity of this action must be considered taking into account the circumstances, particularly traffic volume and the weather. Where possible and practicable, vehicles should be taken off the motorway and stopped at the next junction or service area.



### 2.7.1 STOPPING VEHICLES FROM THE REAR

- Before stopping a vehicle, the officer must ensure that the vehicle has a safe place to stop. The hard shoulder should be checked to ensure it is clear for a long distance ahead, with sufficient distance available for the vehicle to stop.
- A sufficient gap should always be left between the subject vehicle and the police vehicle during the stopping manoeuvre to give the driver and/or other motorists time to react. This may be the first time the motorist has been stopped by the police.
- A laden large goods vehicle will obviously take more time to stop safely than smaller lighter vehicles.
- The use of lights and other emergency equipment could be used to attract the motorist's attention.
- A vehicle must not be stopped on the carriageway.
- Debris from the hard shoulder may be thrown into the path of the police vehicle.
- When the vehicle has stopped, all steps should be taken to protect the officer(s) and the motorist. It may be necessary to ask the motorist to move to a safer location.
- Having regard for passengers and road conditions, consideration should always be given to the urgency of stopping a laden passenger carrying vehicle (PCV).
- Once a vehicle has been stopped on the motorway hard shoulder, officers must leave a distance of at least 25 metres between the police vehicle and the subject vehicle. This principle and practice also applies when attending a broken-down vehicle on the hard shoulder. For further information on incidents on the hard shoulder, see [6.5.1 Vehicle Positioning](#).
- Drivers must be advised on how to safely return to the main carriageway, see [2.7.2 Stopping Vehicles from the Front](#).

### 2.7.2 STOPPING VEHICLES FROM THE FRONT

- Sufficient space must be available for both vehicles to stop in a safe manner, and to later rejoin the carriageway safely.
- A laden large goods vehicle will require a longer distance than other vehicles to rejoin the carriageway safely, particularly on an incline.
- Large goods vehicles also offer some protection to the driver and anything in front if hit from behind.
- If possible, the police vehicle's rear matrix should be used to direct the vehicle onto the hard shoulder and stop.
- Other road users' reactions need to be monitored in case they believe any instruction to stop applies to them.
- Officers must ensure that the vehicle in question has stopped before bringing the police vehicle to a stop.
- Once a vehicle has been stopped on the motorway hard shoulder, officers must leave a distance of at least 25 metres between the police vehicle and the subject vehicle. This principle and practice also applies when attending a broken-down vehicle on the hard shoulder. For further information see [1.1.3 Hard Shoulder](#).

Having stopped the motorist on the hard shoulder, they must be instructed how to rejoin the main carriageway safely.

The advice should include:

- Building up speed on the hard shoulder to match the speed of the traffic in lane 1;
- Signalling prior to moving into an available gap;
- Ensuring that motorists from another lane are not about to move into the same space.

Officers need to be confident that the advice has been understood.

## 2.8 EMERGENCY TOWING

Towing another vehicle by a police vehicle should only be undertaken when safety or operational needs dictate. Only trained officers or HATOs in suitable vehicles should attempt this hazardous task. Manual handling of vehicles should only be attempted in life threatening circumstances.

## 2.9 EMERGENCY REPAIR

Officers should not attempt emergency repairs on motor vehicles because of the safety risks involved.

Local policy will inform officers about wheel changing on police and other vehicles. Such an activity is extremely hazardous and it is usually safer to have the police vehicle moved off the motorway before completing this task. Changing a wheel for a member of the public is not recommended and they should be advised to have this undertaken by a breakdown or recovery service.

### MANAGEMENT ISSUES

- Training and development of staff who undertake motorway duties, and their supervisors. This should include both formal and refresher training based on the guidance within this manual.
- Ensuring a continuous learning programme whereby staff achieve and sustain the required levels within the National Competency Framework.
- Clarifying which staff can be deployed onto the motorway and under what circumstances.
- Maintaining training records to ensure an effective audit trail.
- Ensuring officers are trained to Module 2 First Aid Skills – Police (FASP) standard (section 6.1 of the report) and that re-certification for Module 2 takes place every three years, see *ACPO (2001) Report and Recommendations on Police First Aid Training, Second Edition*.
- Ensuring that unmarked vehicles are fitted with covert lighting, and preferably matrix signs that can be used to make them easily recognisable as police vehicles.



# Section 3

## MANAGEMENT AND LEADERSHIP

**E**ffective leadership is required by all the relevant agencies operating in the motorway environment. This section details the roles and responsibilities of the main partners, and gives an overview of incident management.

The importance of supervision, and in particular briefing and debriefing, is dealt with here.

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## 3.1 ROLES AND RESPONSIBILITIES

### 3.1.1 POLICE

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The generic role of police officers is to:

- Protect life and property;
- Preserve order;
- Prevent the commission of offences;
- Bring offenders to justice.

All of the activities that the police, together with the relevant partners, undertake on the motorway should fulfil this role, but the police have overall primacy of the scene.

The **Road Policing Control Strategy** outlines the key objectives for the police and its application to the motorway network is essential for effective motorway policing. The five key areas of the strategy are:

- Denying criminals use 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 and reassurance by patrolling the roads.

See also [2 The Management of Incidents](#).

### 3.1.2 POLICE ROLE AT INCIDENTS

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The key functions for the police at an incident are to:

- Secure and protect the scene, and preserve the life of those present;
- With other emergency services, to save life;
- Coordinate the emergency response with other emergency services and support agencies;
- To preserve the scene and maintain control of it to ensure the integrity of it for any subsequent investigation;
- Investigate the incident, including obtaining and securing the evidence in conjunction with other investigatory bodies where applicable;
- Act as the agent for HM Coroner;
- Family liaison.

Local contingency plans, created using the statutory framework for civil protection outlined in Part 1 of the Civil Contingencies Act 2004, come into effect in the event of an emergency on the motorway. This applies both to localised incidents and catastrophic emergencies.

The Civil Contingencies Act 2004 is intended to enhance the resilience of the United Kingdom to major disruptive incidents. It creates a framework for improving the planning process at a local level, building better contacts between agencies and strengthening links between local areas and central government.

The Act sets out the roles and responsibilities of local responders, ensuring consistency in civil protection activity and enhancing performance. This ensures that the front line can deal with the full range of emergencies, from localised major incidents through to catastrophic emergencies.

The Civil Contingencies Act 2004 defines an emergency as:

- An event or situation which threatens serious damage to human welfare;
- An event or situation which threatens serious damage to the environment;
- War or terrorism which threatens serious damage to the security of the United Kingdom.

### 3.1.3 HIGHWAYS AGENCY

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The Highways Agency is an Executive Agency of the Department for Transport (DfT). It is responsible for operating, maintaining and improving the strategic road network in England on behalf of the Secretary of State for Transport. Most motorways are part of the strategic road network and are the responsibility of the Highways Agency, but a small number of motorways are the responsibility of local councils. Forces should already be aware of these and of the different arrangements, responsibilities and levels of support available.

Following joint working between ACPO and the Highways Agency in 2002, it was agreed that the Agency should become more involved in the operational management of the Agency's motorway network.

The corporate goals for the Highways Agency are:

- Safer roads;
- Reliable journeys;
- Informed travellers.

The emerging role of the Highways Agency will involve a fuller and more proactive network management responsibility for both routine operations and incidents. This complements and reinforces its traditional focus on infrastructure maintenance and development.

The joint operational goals for the police and the Highways Agency are given in detail in *Highways Agency and ACPO (2005) The Network Operations National Guidance Framework, Second Edition* and can be summarised as:

- Improving road safety;
- Reducing incident related congestion;
- Freeing up police resources.

The Highways Agency will deliver their service to achieve these joint goals through Regional Control Centres (RCCs) which will coordinate the operational resources of Highways Agency Traffic Officers (HATOs) in England. These RCCs are jointly staffed with regional police representatives who, in some cases, control police resources. Incident Support Units (ISUs) maintain an on-road capability to repair the road infrastructure, undertake signing and coning, and clear debris.

The Highways Agency is the owner of most of the motorway network. Where incidents occur on the motorway, Highways Agency staff will be responsible and accountable for assessing, planning and implementing the restoration of:

- The carriageway to normality;
- Infrastructure at the scene.

They will also undertake traffic management:

- At the scene;
- Beyond the scene, including
  - approach to the incident scene
  - the tactical, regional and the wider strategic network.

This will require close liaison with the police and an understanding of when the police investigation of the scene will be concluded.

### 3.1.4 HIGHWAYS AGENCY TRAFFIC OFFICERS

Where there is no injury or alleged offence, the HATO service will lead in the management of incidents to:

- Manage congestion;
- Ensure rapid and safe removal of obstructions;
- Assist vulnerable road users.

The police will maintain primacy for incidents involving:

- Injury or death;
- Criminality;
- Threats to public order and safety;
- Allegations of criminality or threats to public order and safety;
- Significant coordination of emergency responders.

Powers for HATOs are detailed in the Traffic Management Act 2004.

Section 4 of the Act clarifies the legal relationship between police and HATOs, and states that:

- (1) A traffic officer (HATO) shall, when carrying out his duties, comply with any direction of a constable.
- (2) Subject to that, a traffic officer (HATO) designated by an authorised person shall, when carrying out his duties, comply with any direction of the appropriate national authority.

Police officers must note that HATOs have restricted powers. They are trained to deal with, and may only be used for, the following purposes on the strategic road network:

- Maintaining or improving the movement of traffic;
- Preventing or reducing congestion;
- Avoiding danger to persons or traffic, or the risk of any such danger arising;
- Preventing damage to anything on or near the road.

Police officers will avoid attracting a liability for themselves and their force if they take full account of these restrictions when providing direction to HATOs to resolve incidents.

### 3.1.5 FIRE AND RESCUE SERVICE

The revised statutory role for the Fire and Rescue Service is to:

- Protect people from fire and its consequences, and from a range of other hazards including road traffic collisions;
- Minimise the risks posed by those hazards by putting prevention and protection ahead of reaction;
- Collaborate with the community at all levels, with other public services and with business to tackle these challenges effectively.

Within the context of the motorway network, this enables full participation in the integrated command of an incident. This ensures they work proactively with the police and other agencies to prevent harm to road users, using their specialist expertise.

### 3.1.6 AMBULANCE AND PARAMEDIC SERVICES

The Ambulance and Paramedic Service (APS) personnel are the frontline representatives of the NHS Primary Care Trusts, and act as the practitioner link for casualty care and effective treatment.

The role of the APS is to optimise the clinical care and safety of patients before they arrive at the hospital. Within the motorway environment, this requires close liaison between the Police, Fire and Rescue Services, and any medical practitioners in attendance.

The overall priority of the APS and NHS is the complete clinical assessment of all potential casualties, followed by the suitable prioritisation for patient care. In critical and major incidents, this will include effective triage assessment and transportation arrangements for casualties to maximise the potential survival rate for patients. For further information see [8 Critical and Major Incidents Handling](#).

### 3.1.7 LIAISON BETWEEN AGENCIES

It is critical to effective working between the various agencies operating in the motorway environment that each understand the others' roles, and how each agency can contribute towards complementary aims and objectives.

Links need to be maintained at strategic, tactical and operational levels to ensure an integrated approach to long-term goals and the effective management of incidents. All the relevant partnership agencies should be involved in the planning and preparation for dealing with critical and major incidents, as well as the wider delivery of services to road users on the motorway. Joint tasking and coordination for police and HATOs is essential to achieve mutual objectives.

For further detail of the main partner organisations, see [5 Partner Organisations](#).

## 3.2 SUPERVISION

### 3.2.1 POLICING PRIORITIES ON THE MOTORWAY NETWORK

The motorway network carries the highest density of vehicular traffic. It, therefore, provides the greatest opportunity for police forces to disrupt, deter and detect criminal activity at all levels.

Effective leadership of road policing resources in this environment can significantly impact on the efforts to deny criminals the use of the road network.

A coherent plan incorporating the **National Road Policing Strategy**, national policing plan, force and command unit objectives should be in place to ensure that these strategic aims are translated into meaningful tactical team plans.

Such planning and leadership requirements exist regardless of the style of delivery of policing on the specific motorway involved. The systems to coordinate such delivery will differ depending on the provision of policing resources. This can vary between consortium arrangements between forces' dedicated road policing departments, road policing units devolved to Basic Command Units (BCUs), and where there is no specific road policing provision.

### 3.2.2 WELFARE OF STAFF

Supervisors must consider their own ability and that of their staff to cope with the rigours of working and driving in the hazardous environment of a motorway. They must be alert to the particular circumstances of their staff to ensure they detect the early signs of fatigue. Medical conditions and certain religious practices such as fasting may have an effect on the welfare of staff involved in dealing with incidents. Welfare forms an integral part of any assessment made. This must be a consideration within the patrol strategy and for the acute management phase of any incident.



Staff working in this environment are susceptible to the long-term health and welfare issues associated with activities that require prolonged high concentration levels and exposure to trauma. Robust health monitoring should be in place to identify and treat such issues. Supervisors must strive to reduce the impact of these events and, in particular, identify opportunities to manage the time periods of driving undertaken by staff. Fatigue can be fatal for any driver but the risk is magnified for emergency services personnel.

### 3.2.3 SERVICE DELIVERY

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Communicating with the public is a key part of a police officer's role. Policing activities on the motorway will involve officers coming into contact with witnesses, victims and other members of the public. Interacting with members of the public must be carried out effectively to ensure a consistent approach. Officers may encounter witnesses, victims and other members of the public whose first language is not English. In such circumstances they must remember the importance of securing and preserving evidence. In order to achieve an appropriate level of service delivery, officers may require the service of a translator or interpreter.

Supervisors should ensure standards of service delivery are maintained by continually monitoring and reviewing actions carried out by their staff. Careful consideration should be given to the standards of delivery in the areas of enforcement and education to ensure the necessary road safety messages are effectively delivered.

## 3.3 MANAGEMENT OF INCIDENTS

### 3.3.1 INCIDENTS – GENERAL

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General incident situations are covered in [6 Incident Handling](#) and [7 Incident Categories and Actions](#).

The local supervisor plays a vital role in the safe and prompt resolution of incidents on a motorway. The importance of this person taking control of a situation, identifying what is required and ensuring actions are carried out cannot be overemphasised.

### 3.3.2 BRIEFING AND DEBRIEFING

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The effective briefing and debriefing of staff is critical to the success of intelligence-led policing. *ACPO (2006) Guidance on The National Briefing Model* provides a framework to assist forces in introducing their own systems that adheres to general principles. This model is specifically directed at patrol officers and reinforces the principles of the National Intelligence Model (NIM).

The briefings should be part of the routine for everyday policing. They should be structured so as to direct patrol activity where the demand is highest, in line with the Tactical Tasking and Co-ordination Group (TT&CG). The content should be tailored for different teams at varying times of their shift cycle.

The National Briefing Model recommends:

- A person is nominated to have overall responsibility for actions to be followed up;
- The handover should be conducted in real time between the outgoing and incoming teams to ensure that information and intelligence is passed on;
- The briefing/debriefing environment should be fit for purpose and maintained by the briefing system owner;
- Briefing material should be disseminated effectively, whether using IT or other methods;
- Intelligence units should provide briefing content, and supervisors should deliver this in an appropriate manner;
- A system of recording, monitoring and reviewing tactical decisions is established to ensure an audit trail.

### 3.4 DUTY OF CARE

The **Police Service Statement of Common Purpose** states that a constable's duty is to uphold the law fairly and firmly:

- To prevent crime;
- To pursue and bring to justice those who break the law;
- To keep the Queen's peace;
- To protect, help and reassure the community;
- To be seen to do all this with integrity, common sense and sound judgement.

Common law places a responsibility on police officers to protect and ensure the safety of all citizens. A police officer may be guilty of a criminal offence if they wilfully fail to perform a duty which they are bound to by common law or statute.

Article 2 of the Human Rights Act 1998 (the right to life) imposes a positive duty on states to safeguard the lives of those within their jurisdiction. In certain circumstances, the police have a duty to take all reasonable steps to protect potential victims from a real and immediate threat to their lives arising from:

- i Actual or threatened criminal acts of another – *Osman v United Kingdom* (1998)
- ii Suicide – *Karen Orange v Chief Constable West Yorkshire Police* (2001).

This duty extends to members of the public, witnesses, victims and defendants. A breach of this duty may give rise to civil actions for damages.

For the police to be held accountable for the duty of care, the courts have held that the police must have been aware of the likelihood of the danger or risk to the individual concerned.

#### MANAGEMENT ISSUES

- Establishing and maintaining effective links with partners at strategic, tactical and operational levels to ensure an integrated approach to both long-term goals and consistency in dealing with incidents.
- Cooperating with partner agencies in:
  - planning for dealing with critical and major incidents;
  - service delivery to road users on the motorway.
- Ensuring the effective use of road policing resources to deny criminals the use of the road.
- Being aware of the capability of road policing officers combined with the partnership agencies operating on the motorway. This ensures effective tasking to maximise the opportunity to tackle crime and criminals who use this environment for their purposes.
- Developing a coherent plan which incorporates the **National Road Policing Strategy**, national policing plan, force and command unit objectives to ensure that these strategic aims are translated into meaningful tactical team plans.
- Monitoring the welfare of staff working in an environment which exposes them to high levels of risk and trauma.
- Establishing contingency plans to deal with major and critical incidents to include management of information, deployment of logistics and operational resource allocation.
- Ensuring adherence to *ACPO (2006) Guidance on The National Briefing Model* for all tasking and briefing.



# Section 4

## EQUIPMENT

**T**his section provides guidance on safety in relation to the issue and use of personal and vehicle equipment for the motorway environment.

Further information on police equipment can be found in the *Home Office Scientific Development Branch (HOSDB) (2004) Manual of Road Policing Equipment*.

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## 4.1 PERSONAL ISSUE

In *HSE (1992) A Short Guide to the Personal Protective Equipment at Work Regulations*, guidance is given on personal protective equipment (PPE). The regulations state that employers and, in the case of the police, chief officers have a duty to provide suitable PPE to any employees who may be exposed to risks to their health and safety while at work, except where the risks can be adequately controlled by other means which are equally or more effective.

Supervisors should ensure that appropriate PPE is used or worn by the staff they supervise.

The regulations define PPE as all equipment designed to be worn or held to protect against a risk to health and safety. For officers working on the motorway, this includes most types of protective clothing and equipment such as eye, foot and head protection, high-visibility clothing, protective gloves, foul weather clothing and ballistic vests.

All officers who work in the motorway environment must have access to a personal radio terminal but should first have received full training on its use.

To be suitable any PPE must:

- Be appropriate to the risks, workplace conditions and for the period for which it is worn;
- Be capable of fitting the wearer correctly and be comfortable if worn for long periods;
- Take into account ergonomic considerations and the state of health of the person wearing it;
- Be effective in preventing or controlling risks as far as is reasonably practicable;
- Be compatible with other types of PPE;
- Be compliant with the relevant European Standard BS EN471:2003, which dictates the optical performance requirements of high-visibility warning clothing.

Supervisors and other individuals using the equipment are responsible for its correct use and for reporting any loss and defects.

Officers must wear high-visibility safety clothing at all times while out of the vehicle. The clothing must be properly fastened and kept clean.

Officers should note the following advice contained in the *HOSDB (2003) Conspicuity: Data Collection and Analysis of Accidents and Near Misses*.

- You can be seen three times further away if you are moving as opposed to stationary;
- You may be able to see the approaching driver but this does not guarantee that they can see you and stop;
- Think about where you can go if the vehicle does not stop;
- Report incidents and near misses as this will be used to prevent repeat incidents.

For full information regarding the relevant health and safety legislation refer to the Personal Protective Equipment Regulations 1992, taking particular note of regulations 10(1) and 10(2) which outline the legal obligation officers and their supervisors are under to wear PPE and to ensure that others wear it.

## 4.2 VEHICLES

For further information on motorway vehicle equipment refer to the *HOSDB (2004) Manual of Road Policing Equipment*.

### 4.2.1 MARKINGS (CONSPICUITY)

Except in cases where vehicles need to remain unmarked, the HOSDB recommends **full battenburg livery as the common minimum standard applied to all police vehicles intended for the motorway**.

A marked vehicle's livery is a fundamental safety feature and should be kept clean to work effectively.

For further information refer to *HOSDB (2004) High Conspicuity Livery for Police Vehicles, Publication 14/04*.

Battenburg is specifically designed to be a national, corporate, high-conspicuity livery. The report *HOSDB (2003) Conspicuity: Data Collection and Analysis of Accidents and Near Misses* relates to officer conspicuity and recommends that '...“corporate appearance” should be a secondary measure where safety is concerned.' Full battenburg livery is the minimum level of conspicuity required and is the only livery recommended by ACPO.

#### 4.2.2 VEHICLE LIGHTING

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Vehicles used on motorways should be equipped with suitable lighting. The lighting requirements for vehicles in a range of situations are as follows.

##### **Police vehicle stationary on hard shoulder:**

- Rear upper and lower flashing red lights.

##### **Police vehicle driving on hard shoulder – non-emergency situation:**

- Dipped headlamps.

##### **While driving in emergency situations:**

- Flashing headlamps;
- Front blue grill lights;
- Front light bar displaying blue lights;
- Use of sirens;
- During hours of darkness flashing headlamps are not to be used and consider cancelling the use of sirens;
- Consider 360 degree lights at intersections/sections.

##### **Police vehicle stationary on carriageway:**

- Rear flashing blue and red lights;
- If the vehicle is fitted with a messaging system, set appropriate message.

##### **Rolling block:**

- Rear flashing blue and red lights;
- If the vehicle is fitted with a messaging system, set appropriate message.

Forces should ensure they adhere to the guidance provided by the HOSDB in order that consistency in emergency lighting is achieved to maximise safety.

#### 4.2.3 AUTOMATIC NUMBER PLATE RECOGNITION (ANPR)

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ANPR is a proactive policing tool designed to prevent criminality by denying criminals the use of the roads, including the motorway network. Officers should ensure they use the equipment to best effect by following the training given.

For further information on ANPR, including the benefits of using the technology on the motorway, see [9.2.1 ANPR](#).

#### 4.2.4 IN-CAR VIDEO AND SPEED DETECTION DEVICES

In-car video and speed detection devices must be operated within the guidelines of ACPO, and officers must be fully trained in the use of these systems if they are to be used in the motorway environment. There must also be an audit trail for the use and storage of evidential video tapes in line with ACPO protocols. Guidance on the handling of this evidence is included in *Home Office (2002) Digital Imaging Procedure, Version 1.0*.

Officers must ensure that they are aware of their force policy on the required use of video devices in police vehicles, and that they operate the equipment within ACPO and the manufacturer's guidelines.

Use of covert or overt in-car video must be properly authorised to comply with current legislation.

Police vehicles using such equipment should be double crewed, allowing the observer to operate the complex systems. There will be occasions, however, when this is not possible and in those circumstances the following advice should be adhered to.

- The video camera and recording system should be switched to record mode before initially setting off. It should then be left recording during the tour of duty.
- The camera setting should not be altered while the vehicle is in motion. If the vehicle is single crewed, the camera should be fixed in the straight-ahead position with a suitable zoom setting.

Measured miles are accurately measured distances along the edges of the hard shoulder at specified locations and can be found in local force guidance. They will be clearly marked and should be used for calibrating police equipment.

For further information on use and guidelines on in-car video and speed equipment, officers should refer to the specific instruction manual.

#### 4.2.5 BLACK BOX/INCIDENT DATA RECORDER (IDR)

IDRs are now fitted to many vehicles including police vehicles used in a motorway environment. They usually record thirty seconds prior to, and fifteen seconds after, a collision and capture a large amount of data that can later be used in an investigation. Staff should be aware of the procedures to follow when using this equipment. In the event of an incident, IDR data must be preserved and only removed by an authorised officer.

#### 4.2.6 GLOBAL POSITIONING SYSTEMS (GPS)

The primary function of these units is to enable control rooms to identify the locations of resources. They also provide maps and route guidance for drivers. For further information refer to force policy and to the specific GPS manual.

#### 4.2.7 RADIO/COMMUNICATION TERMINAL

Officers should be fully trained in the use of personal radio terminals.

#### 4.2.8 DATA TERMINAL

Force policies should include direction on the use of data terminals.

#### 4.2.9 VEHICLE MATRIX

A number of motorway police vehicles are fitted with a messaging system, ie, a matrix positioned at the rear of a vehicle that enables the driver to display information without the need to stop and/or exit the vehicle. A variety of messages can be displayed to suit a number of different motorway situations, and officers must familiarise themselves with the equipment.

#### 4.2.10 SCENE SAFETY EQUIPMENT

Officers need instruction in the use of their vehicle's safety equipment. Prior to commencing patrol they should check that all the equipment is present and in a serviceable condition. They should also store it correctly after use. To ensure that the correct signs are used, they should be appropriately labelled.

Patrol vehicles must be fitted with first-aid kits so that they comply with the Health and Safety (First-Aid) Regulations 1981.

Vehicle load limits are specified in the manufacturer's handbook and must not be exceeded.

#### 4.2.11 ADDITIONAL EQUIPMENT REQUIRED AT SCENES

At times, because of the limited storage capacity of police vehicles, additional equipment will be needed at the scenes of motorway incidents. In such circumstances, a prompt request should be made for additional police equipment and/or the assistance of the Highway Authority or other partner agencies.

#### **MANAGEMENT ISSUES**

- Ensure that PPE is used appropriately and remains fit for purpose.
- Motorway vehicles should be liveried in full battenburg as a minimum standard except where vehicles need to remain unmarked.
- Vehicles deployed on the motorway must be equipped with suitable lighting which adheres to the standards prescribed by the HOSDB. Lighting and ANPR use must be within ACPO and Home Office guidelines.
- Ensure that all officers are trained in the use of their vehicle's safety equipment and all patrol vehicles contain first-aid kits.





# Section 5

## PARTNER ORGANISATIONS

**T**his section outlines the responsibilities of the key partner agencies that operate in a motorway environment and the crucial role they play in the successful resolution of incidents.

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## 5.1 PRIMACY AND RESPONSIBILITIES

The introduction of the Traffic Management Act (2004) means that motorway policing will have a different focus than it has in the past. The Act allows HATOs to patrol the strategic road network, giving them powers to stop and direct traffic, place and operate traffic signs, and clear obstructions.

The police must work together with HATOs and other partners to ensure that incidents are dealt with effectively and safely. This unified or integrated command approach has proved to be successful in achieving a timely resolution to incidents.

The main partners on the motorway network are the Highways Agency in England, Fire and Rescue Service, Ambulance and Paramedic Service and vehicle recovery agents, but overall primacy will be retained by the police where they are in attendance. The important question, however, is not who is in charge but who is in charge of what? A clear and common understanding of what each of the partners in the integrated command is responsible for is essential. This may differ slightly in each separate incident and should not be taken for granted by those responding to an incident.

All services should focus on the tasks they have been trained for, and they should not get involved in another specialist area.

On arrival at an incident, police officers must identify how they and partners can best assist each other.

Depending on the gravity and complexity of the incident, an incident commander will take charge, see [8 Critical and Major Incidents Handling](#) for roles and responsibilities at this type of incident.

There will be many tasks being simultaneously completed within the overall incident scene. These need to be carefully coordinated to ensure:

- The most appropriate sequence of actions;
- Tasks are completed safely;
- A speedy resolution to normality.

The cooperation of all the emergency services will also be required to maintain a free passage to and from the scene and, where appropriate, to keep traffic moving at a controlled speed.

Each agency at an incident is responsible for its own staff, working practices and procedures.

## 5.2 PROTOCOLS AND COMMON UNDERSTANDING

*Highways Agency and ACPO (2005) The Network Operations National Guidance Framework, Second Edition* defines the revised roles for the police and Highways Agency. This adjustment allows the Highways Agency to take on more responsibilities and tasks which were previously carried out by the police, eg, removal of debris from the carriageway. This will enable the police to focus on tackling criminality on the strategic network, and provide opportunities to deter and disrupt level 1, 2 and 3 criminal activity.

One of the main police partners on the motorway network is the Highways Agency. The network will be actively managed through RCCs. Both partners will need to fully understand each others' roles and responsibilities, and work together to achieve the common strategic objectives.

Police should work together locally with other partners such as the Fire and Rescue Service and the Ambulance Service to ensure procedures such as ACE-CARD (see [6.5 Incident Response \(ACE-CARD\)](#)) are fully understood by all parties.

### 5.3 INFORMATION SHARING

Organisations will freely share intelligence and operational and managerial information to assist each partner to achieve their strategic aims. This sharing of intelligence and information will need to comply with established protocols but is strongly encouraged. All Highways Agency Regional Control Rooms have real-time data sharing capability with police forces. A data-sharing Memorandum of Understanding (MoU) exists between ACPO and the Highways Agency.

Information will be collected, processed, stored and shared according to the provisions of the Data Protection Act (1998), data security, the Human Rights Act (1998), the Regulation of Investigatory Powers Act (2000), the Freedom of Information Act (2000) and any evidential requirements.

Information should be assessed as to whether it may become evidence and managed appropriately. Material that may become evidence should be preserved in a secure, robust, admissible and available form.

Existing information-sharing protocols must be complied with. *ACPO (2005) Code of Practice on the Management of Police Information* and its supporting guidance, the *ACPO (2006) Guidance on The Management of Police Information* will provide the framework for information and intelligence sharing.

### 5.4 EXCEPTIONS AND RELAXATIONS

The Motorway Traffic Regulations (England and Wales) 1982 control the use of motorways. Regulation 16 (as amended) provides exceptions and relaxations to the regulations. It is important for patrolling officers to be aware of these exceptions and be mindful of what partner organisations are permitted to do under these regulations. The exemptions include persons under the direction of a constable in uniform, or a HATO giving help as a result of a collision or maintaining and surveying the motorway. The full version of the Motorway Traffic (England and Wales) Regulations 1982 can be found in [Appendix 3 The Motorway Regulations](#).

### 5.5 RECOVERY SERVICES

Recovery agents play a key role in the routine removal of broken-down vehicles and the effective and prompt clearing of the scene of an incident on the motorway. See Regulation 16 of the Motorway Traffic Regulations for exception and relaxation.

The management of recovery operations is governed by the *British Standards Institution (2002) Safe Working of Vehicle Breakdown and Recovery Operators – Management System Specification (PAS 43:02)*. This British Standards Institution's (BSI) Publicly Available Specification (PAS), amended in March 2004, was developed following work undertaken by SURVIVE (Safe Use of Roadside Verges in Vehicular Emergencies).

PAS 43 aims to increase safety and promote best practice by setting out the requirements for the management of breakdown and recovery operators. It details procedures for:

- Attending vehicle breakdowns at the roadside;
- The recovery of vehicles from the roadside;
- Aspects of vehicle breakdown and recovery for
  - recovery vehicle/equipment type, maintenance and safety markings
  - training and practice of vehicle breakdown and recovery technicians
  - use of Personal Protective Equipment (PPE);
- Maintenance of recovery operators' premises;
- Implementation and maintenance of standard operating procedures.

The critical nature of such operations means that any concerns about the practices of technicians must be reported to the recovery operator. This should be through the force nominated vehicle recovery liaison.

When recovery of vehicles and their loads is required, the police incident commander, in consultation with the Highways Agency representative, should liaise with the recovery operator at an early stage. This allows for an appropriate assessment to be made by the operator so that the necessary resources can be organised to ensure the efficient clearance of the scene.

The recovery operator must be informed of all the relevant issues relating to the recovery, including:

- Hazards relevant to their operation in that specific scene;
- Full details of vehicles and loads;
- Any load;
- Condition of vehicles, including damage;
- Location of vehicles and any load;
- Any special requirements for recovery, eg, forensic preservation.

It is inappropriate for the police to carry out the assessment of what recovery equipment is required. Police officers are not trained or qualified to undertake such risk assessment. It is essential to detail what is required of the recovery operator, and it is then their role to ensure this is achieved safely.

## 5.6 AMBULANCE/PARAMEDICS/PRIVATE AMBULANCES

Any vehicle being used for ambulance purposes at the relevant time can rely on the general exception under Regulation 16 of the motorway regulations. The primary purpose of such vehicles is for the preservation of life and it must be accepted by the police that this may, in exceptional circumstances, cause contamination at road traffic collision scenes. The police should direct ambulance crews where to park at motorway incidents, and be prepared to assist with any reasonable request made by them.

## 5.7 FIRE AND RESCUE SERVICES

The Fire and Rescue Service can also rely on the Regulation 16 exception. Police should work closely with the attending units to ensure that they adopt the correct parking position and should advise on the use of blue lights at the scene. As with the Ambulance Service, the priority for the Fire and Rescue Service is the immediate rescue of injured people and this might lead to contamination of the scene, but with cooperation this can be minimised. Police will inform the Fire and Rescue Service and any other partner of any known hazards present at incidents.

## 5.8 OTHER GOVERNMENT AGENCIES

There are many other government agencies employed in the disruption of criminal activity and their duties may involve using the motorway network. Officers need to be aware of the needs of these agencies and how they can support them. Where the actions of these agencies are likely to cause disruption to the network, the RCC needs to be advised and deal with the matter accordingly.

Pre-planned operations should be notified to police when there is a likelihood of police assistance being needed. Spontaneous incidents requiring a police response should be treated as urgent.

### Vehicle and Operator Services Agency

Under the Police Reform Act 2002, the Vehicle and Operator Services Agency (VOSA) have the power to stop goods and passenger vehicles so that they can check for offences and unroadworthy vehicles.

VOSA officers operate in distinctly liveried vehicles with yellow and black battenburg side markings, yellow and orange chevrons at the rear and a roof bar with amber lights and variable matrix signing. VOSA may use observation platforms and stop vehicles at a convenient place off the motorway, such as a service area. VOSA are not permitted to stop vehicles on the motorway.

VOSA will not usually set up an operation on a motorway without prior notification to the police, normally via the RCCs in England. The police may wish to consider the services of VOSA when planning any proactive work on the motorway. This is to use their skills of vehicle examination and powers to prohibit vehicles from being driven in relation to:

- Drivers' hours offences;
- Overweight vehicles;
- Vehicle defects.

There are also arrangements for police senior investigating officers (Road Policing) to call out a VOSA inspector or examiner to the scene of an incident where necessary. Contact details for VOSA can be found in [Appendix 6 Contact Details](#).

The following agencies may need to operate on the motorway, and patrols must avoid disrupting their operations and, if applicable, assist in them:

- VOSA;
- Serious and Organised Crime Agency (SOCA);
- HM Revenue and Customs.

### United Kingdom Immigration Service (UKIS)

Police officers operating on the motorway network are likely to come across many incidents involving suspected immigration crime. This could take the form of people trafficking, illegal entry and overstaying, together with many other forms of criminal activity.

Further advice is contained in the [ACPO \(2005\) Practice Advice on The Use of Immigration Powers Against Crime](#).

Officers should remember that, where it is practicable, necessary, proportionate and reasonable, they may take steps to verify the immigration status of people they deal with where required. Information should be sought to confirm whether individuals are wanted, suspected, in breach of bail conditions, missing or illegally in the country. All action taken should comply with the Human Rights Act 1998.

### Military

It is unusual for the military to be involved in the response to incidents on a motorway. Where they are involved, however, they are likely to focus on large-scale chemical biological radiological and nuclear (CBRN) incidents, ordnance disposal activity and support in resolving a major incident.

Military personnel are unlikely to be trained to operate in the motorway environment and should be given the appropriate health and safety advice depending on the risks identified in any risk assessment.

## The Environment Agency

The Environment Agency is the government's principal adviser on the environment, providing advice on managing air, water and land, and in responding to climate change. Where an incident occurs on the motorway which could affect the environment, for example, a spillage affecting the water course, the control room should contact the Environment Agency who will provide advice and, if necessary, attend the scene. The Fire and Rescue Service operate as agents of the Environment Agency for environmental protection and, as such, carry first-aid pollution prevention and containment equipment.

The Environment Agency can be contacted on 08708 506506  
<http://www.environment-agency.gov.uk> for general enquiries.

## 5.9 DEBRIEFING

After an incident, the emergency services and other agencies must capture the information for future learning opportunities. A joint debrief should be arranged at the time, if appropriate, or later so that any issues arising from the joint response are resolved and good practice is reinforced.

The principles of an effective operational debrief should focus on:

- What went well and why?
- What did not go so well and why?
- What would participants do differently next time?

Following any traumatic incident, a critical incident debrief should always be considered. There may also be a need for members of staff to receive specialist counselling.

### MANAGEMENT ISSUES

- Ensure that staff have a full understanding of the roles of other agencies when working in collaboration with them.

# Section 6

## INCIDENT HANDLING

**I**mmediately a message is received by a call centre or control room, it is essential that the appropriate decisions are taken to resolve the incident. This section provides information on the handling of motorway incidents.

Police personnel should no longer see themselves as the sole participants in incident handling, and early consideration should be given to other partner agencies and the deployment of their staff and specialist equipment.

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## 6.1 TRIGGERS

The main triggers which alert the police and other agencies to incidents on the motorway are:

- Mobile phone calls on the 999 system;
- Emergency roadside telephones (ERTs);
- HATO patrol finding an incident;
- Other partner agencies contacting the RCCs;
- Police patrol detecting an incident on the road;
- CCTV operator.

Whichever way the original call is received, the informant should be fully questioned and the details recorded. Accurate detail obtained quickly allows the specific risks to be identified promptly and an assessment to be made of the type and quantity of resources required.

## 6.2 COMMUNICATION

**Officers can be put at risk if they are unable to obtain assistance because of poor or ineffective radio communications.**

The motorway environment is a noisy workplace and earpieces should be used to maintain communication. Refer to local policies for further guidance.

Communication links with partner agencies need to be effective and easy to secure. HATOs operate on the Airwave network, with hailing talk groups available to the police. Where a talk group is not available between the police and HATOs, communication will be by telephone.

## 6.3 CALL HANDLING

Operators working in call centres and control rooms must be suitably trained to carry out this role. It is essential that operators can process calls expediently, while also collating as much relevant information from the caller as possible. Operators should obtain marker post details from informants where possible, as this will enable attending patrols to pre-plan their actions while en route to the incident.

Effective risk assessment is only possible when call takers obtain accurate and sufficient information. Their training should include specific guidance on what information needs to be collected and what safety advice must be given to the caller.

## 6.4 INCIDENT GRADING

Operators must be aware of local policies on incident grading. The *ACPO (2005) National Call Handling Standards* defines how to classify calls from the information provided as **emergency** and **non-emergency**.

### **An emergency contact**

An emergency contact will result in an immediate emergency police response. It is where an incident is taking place and in which there is, or is likely to be, a risk of:

- Danger to life;
- Use, or immediate threat of use, of violence;
- Serious injury to a person; and/or
- Serious damage to property.

Where the contact relates to a traffic collision, it will be dealt with as an emergency if:

- It involves, or is likely to involve, serious personal injury;
- The road is blocked or there is a dangerous or excessive build up of traffic.

### A non-emergency contact

A contact will be classified as a non-emergency if the above criteria are not met.

A non-emergency contact means that the police response may not be immediate. There are three levels of initial response for this type of call.

- **Priority** – The police contact handler acknowledges that there is a degree of importance or urgency associated with the initial police action, but an emergency response is not required. A priority response typically arises in circumstances where:
  - There is genuine concern for somebody's safety;
  - An offender has been detained;
  - A witness or other evidence is likely to be lost;
  - At a road collision there are injuries or a serious obstruction;
  - A person involved in an incident is suffering extreme distress or is otherwise assessed as extremely vulnerable.
- **Scheduled** – Some priority calls can be dealt with as scheduled where the following applies:
  - The response time is not critical to apprehending offenders;
  - The matter is service-oriented and a better quality of initial police action can be taken if it is dealt with by either
    - a pre-arranged police response by a police officer or by other appropriate resource, or
    - attendance at a police clinic or a surgery.
- **Resolution without deployment** – This is where the needs of the caller are adequately met through telephone advice or the helpdesk, access to a database of frequently asked questions, the involvement of another and more appropriate agency or service, or through some other method.

To assist call takers assess the gravity of an incoming call, every effort must be made to expand on the information relevant to the incident. Every opportunity available to the call taker should be considered to assist with this process, eg, CCTV and air support units.

## 6.5 INCIDENT RESPONSE (ACE-CARD)

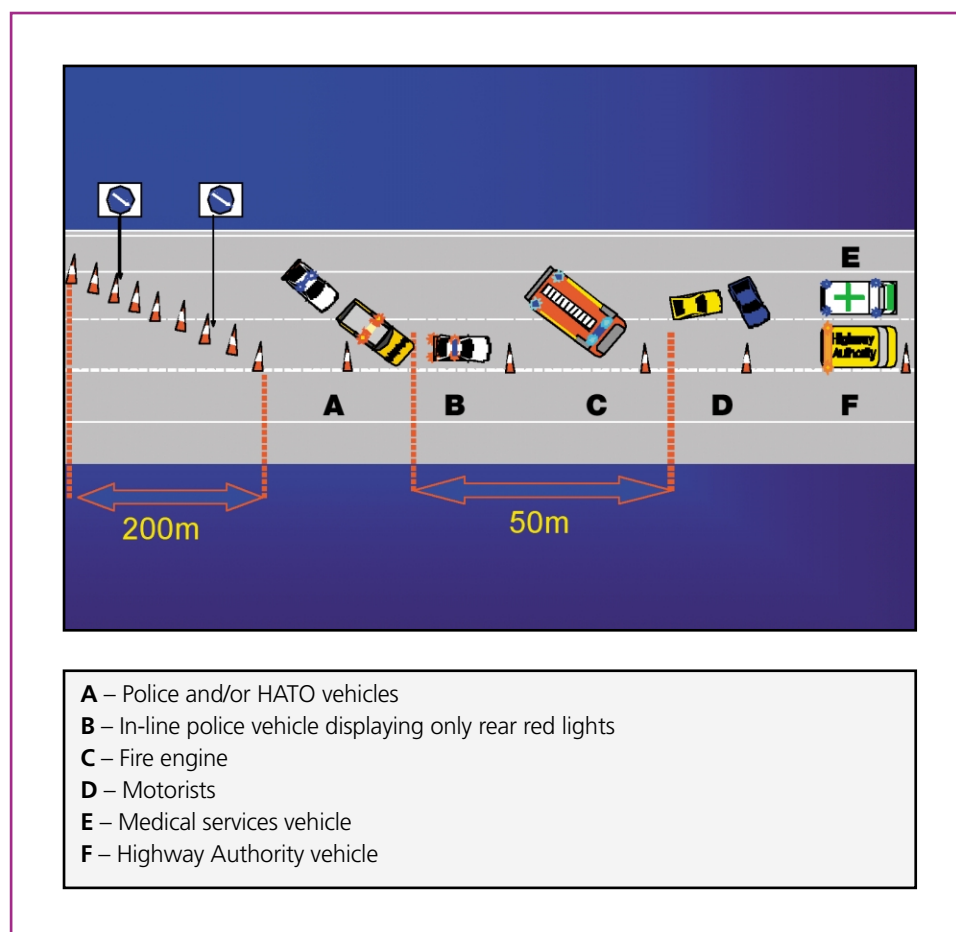
ACE-CARD is a long-established mnemonic which, with some subtle changes, is still relevant today. Effective action at the scene of an incident depends on a sound assessment of the situation, good communication and the efficient use of vehicles, equipment and partnership agencies. ACE-CARD helps responders to consider the steps necessary to deal safely with incidents. The principles of this mnemonic should be included in the training of all motorway patrol officers.

- A Approach from the rear
- C Caution signs (police emergency/motorway signals)
- E Examine the scene
- C Casualties
- A Ambulance, Fire and Rescue Services and other partnership agencies
- R Remove the obstructions
- D Detailed investigation

Each feature of ACE-CARD must be considered in sequence but not necessarily implemented on every occasion. Appropriate training will lead to this procedure becoming second nature to responders.

**Advance warning of the scene to road users is critical to the safety of those present, and all other action must be secondary at the initial stage.**

Figure 4 Positioning at the Scene



### Explanation of the code

#### A – Approach the scene from the rear

Whenever possible, all motorway incidents must be approached from the rear. Where a critical or major incident occurs in the motorway environment, special circumstances will apply and the control room will inform officers on how to approach the scene.

If patrols are not able to approach from the rear, reverse flow procedures should be implemented, see 6.6.1 Reverse Flow. Officers should obtain as much information as possible regarding the nature of the incident they have been assigned to. **They should resist rushing straight to the scene and becoming involved without implementing the necessary safety measures.**

It cannot be overemphasised how critical the initial actions of the attending unit are. They are expected to put in the immediate safety measures, control the incident and be responsible for the overall management of the scene until relieved by a more suitable control officer, if required.

The police vehicle is an integral tool in dealing with incidents and will be needed to give advance warning of the scene. HATOs and other partners will provide invaluable assistance in making the scene safer and mitigating the effect on the network.

On the way to the incident, the patrol may pass the incident on the opposite carriageway. They should take this opportunity to start the assessment process and decide on their tactics, eg, put on a road block from the next junction for a minor collision, see [6.9 Rolling Roadblocks](#). If the carriageway with the incident on it has come to a halt and traffic is tailed back, the officers may decide to use the hard shoulder for access to the incident. Officers should obey the rules on hard shoulder running, see [1.1.3 Hard Shoulder](#), and exit the hard shoulder in time to be able to position their vehicle 50 metres from the incident.

### C – Caution signs

Early advance warning of motorway incidents is essential in making scenes safer for attending units. Control rooms and/or RCCs in England should display the speed limit and/or lane closures required, on the motorway signals. Full use of such technologies is essential.

Patrol officers should be trained to place signs and cones correctly.

### SIGNING

- Is it necessary to close the lane(s), given the prevailing conditions?
- The Fire and Rescue Service require an exclusion zone of 2 metres around any scene. If the scene reaches the outside edge of any lane, the next lane will have to be closed to ensure the integrity of this exclusion zone.
- Ensure all signs and other equipment are undamaged and in a serviceable condition.
- Carry out a risk assessment prior to erecting equipment, paying particular attention to weather conditions. Be aware that in bad weather (eg, strong winds, heavy rain) equipment may move and cause an obstruction or hazard on a live carriageway.
- Is it necessary to begin a full rolling road closure on approach to the scene prior to setting out cones? See [6.9 Rolling Roadblocks](#).
- Use matrix signs for speed or lane restrictions or closures, before starting to cone. Where available, matrix and message systems should be used. If there are none in the immediate vicinity, the nearest available signs should be used to give advance warning. **Note:** If the patrolling officers do not use the available signalling and an incident occurs as a result of this, they may be held liable.
- If no such electronic signs are in place on the motorway, the patrols will have to use the police signs in the patrol vehicle. If advance signing is necessary, **Police Slow** signs should be placed 900 metres prior to the scene and then further **Police Slow** signs at 300 metre intervals, ie, 900/600/300 metres. Sight lines of approaching vehicles must be considered. It may be the responsibility of a second patrol car to complete this task.
- Signs will normally only be placed on the hard shoulder.
- Always watch the approaching traffic.
- See [Figure 4 Positioning at the Scene](#).

### CONING

- Cone tapers must be at least 100 metres per lane closed with one police or HATO vehicle in each closed lane, where possible. The object of the exercise is to cause traffic to change lanes gradually before reaching the obstruction. If the taper is too severe, further collisions could occur through vehicles being forced into the path of traffic using adjoining lanes.
- Always cone a complete lane, never part of a lane.
- Never make an island with the cones, ie, do not isolate yourself between two lanes of live traffic.
- Coning should start at the point of the taper. In stationary traffic it may be necessary to work back from the police car, clearing the cone area of vehicles in the process.
- It is preferable to leave the hard shoulder open at a motorway incident to allow the emergency services access into the scene.

- Only the rearmost police vehicle in each lane closed should display full emergency rear-facing lighting. Crews should consider the purpose of this vulnerable police car and view it as a line of defence. When parking in the fend-off, the police car must be angled in the same direction as the cone taper.
- Use direction arrow signs to reinforce the cones.
- If available, additional lighting should be considered particularly in reduced visibility.
- Excessive and inappropriate use of emergency warning lights at the scene of an incident can have an adverse affect on the traffic. Only the rearmost vehicles protecting the scene and any control vehicles should display blue warning lights to the traffic, and this should be restricted to the affected carriageway.
- Any other vehicle at the incident must stop ahead of the rearmost police vehicles. These police vehicles will be parked in line using only upper and lower red flashing lights when delineating the closed area, otherwise all emergency lights should be turned off.
- The police vehicle should be positioned a minimum of 50 metres prior to the obstruction where it can obtain the most benefit from the emergency lights and the conspicuity markings. This will afford maximum warning to the approaching driver. Officers must assess the location and be prepared to extend this distance in order to achieve the best prior warning and safety position away from the approaching traffic.
- **Figure 4 Positioning at the Scene** shows a typical lane closure; distances are a minimum and should always take into account the sight lines of approaching vehicles.

### E – Examine the scene

After providing sufficient advance warning of the scene, it should be examined to determine whether further assistance is required.

Requests for additional assistance should be made via the control room where radio contact must be maintained at all times. The first officer at the scene will normally act as the communication link to prevent duplication of requests.

In examining the scene, the mnemonic SAD-CHALETS should be used to systematically consider the key points. This should be repeated at regular intervals when new information becomes available.

- S** Survey
- A** Assess
- D** Disseminate
  
- C** Casualties
- H** Hazards
- A** Access
- L** Location
- E** Emergency services required
- T** Type of incident being dealt with
- S** Safety of all persons at the scene

Start an incident log if a major or critical incident is declared.

The following should be considered when deciding the further actions to take.

- The likelihood of further collisions. What caused the original collision and have steps been taken to mitigate that danger?
- The extent of the obstruction of both carriageways and the possible impact on traffic flows.
- The need for carriageway closures.
- The need for further police and partner agency resources.
- The possibility of hazardous materials being involved.
- The numbers and severity of casualties.
- The presence and likelihood of fire and the need for special equipment carried by the Fire and Rescue Service.
- The visibility and road surface conditions at the scene.
- The need for equipment to remove disabled vehicles.
- The attendance of expert collision investigators.
- The need to inform the media.

### C – Casualties

Police patrols will normally be first on scene of any incident; the scene **must** be protected with advance warning to make the environment safer before any attempt at first aid is made. This can usually be done quickly and should prevent further incidents at the scene.

An early check should be made to ensure that all casualties have been found. This is essential at night when a person or vehicle may have been thrown down an embankment or persons may be trapped in wreckage. Consider the use of other resources for this role such as the Air Support Unit or Police Search Dog units.

Where possible, casualty details should be obtained before they are removed from the scene. If this is not possible then the name of the hospital should be obtained from the ambulance crew. Consideration **must** be given to the severity of the injuries and the need to deploy a continuity officer if the injuries are considered life threatening or changing.

### A – Ambulance, Fire and Rescue and other partnership agencies

It is the responsibility of the police in conjunction with the HATOs to provide a safe working area for other services. Emergency services arriving at the scene will be directed to the best position in which to stop their vehicles, taking into account the danger of passing traffic and the needs of those attending to perform their role. Priority should be given to life saving and casualty handling requirements. See [Figure 4 Positioning at the Scene](#).

Emergency vehicles will be directed to stop within the coned off area beyond the police vehicle(s) which will be positioned to provide advance warning. The 50 metre area between the police vehicle and the incident should be left clear for the Fire and Rescue Service to position their appliances. This should allow sufficient space for specialist fire fighting or extrication equipment to be deployed. In the event of a fire where the Fire and Rescue Service is in attendance, responsibility for fighting the fire rests with the senior fire officer. The police are responsible for assisting with any reasonable request.

The ambulances will usually be positioned beyond the incident. This allows the safer loading of casualties into the ambulances and enables them to leave more quickly.

The cooperation of all emergency services and other partners is required to maintain free passage to and from the scene, and to keep traffic moving at a safe speed. The police are responsible for the overall control and scene management. They must inform partners at the earliest opportunity of any special road conditions at the scene.

All services must share information that is relevant to the safety of personnel at the scene and to the effective command of the incident.

### **R – Remove the obstructions**

Police are responsible for securing evidence at any scene and until this has been achieved (to the satisfaction of the investigating officer in more serious incidents), no vehicle should be removed from the scene.

Officers should not manually handle vehicles unless there is a risk to life.

Recovery operators should be notified of the need for their services at the earliest opportunity. Where it is known that there will be a delay in removing obstructions for an incident, recovery operators should still be notified in advance to allow them to plan a suitable response. This could involve a manager from the recovery operator attending the scene to assess the situation and liaise with the emergency services so that a timetable and requirements for the removal of obstructions can be agreed. This can, at times, be synchronised with the repair of the road surface and structures to speed up the return of the motorway to normal use. If the damaged vehicle is off the carriageway and not causing any danger, it can be left there until the traffic flows are light enough to remove it without causing disruption.

Control rooms should have established a system of using authorised nominated recovery services and ensure that they keep an audit trail of the garages used.

Recovery services should be given as much information as possible regarding the nature of the damage to the casualty vehicle so that they can deploy the most appropriate vehicle to the scene. Control rooms should be wary of stipulating a certain type of lift to garages, as this could cause unnecessary delay if an inappropriate vehicle is deployed. Recovery services are responsible for ensuring that their operatives are fully trained to use the correct equipment to comply with Health and Safety legislation and PAS 43.

Breakdown vehicles arriving at the scene will be controlled and directed by the police or HATOs. High priority must be given to clearing the carriageway of damaged vehicles and to reopening the road as soon as possible.

### **D – Detailed investigation**

This is the system of investigating and reporting collisions within police forces.

Where serious collisions are investigated, the *ACPO (2004) Road Death Investigation Manual* should be referred to.

#### **6.5.1 VEHICLE POSITIONING**

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The main hazard to any person working on the motorway is the moving traffic. The police vehicle should be used to make the environment safer by making use of lights and conspicuity markings.

There are two main methods of positioning a police vehicle on the carriageway.

- In-line – The police car is parallel to the running lanes on the carriageway. This maximises the effectiveness of the rear-facing lighting as the lights are unobstructed. Patrols should be aware that, to the approaching traffic, the stationary in-line vehicle could appear to be moving with the traffic.
- Fend-off – The police car is angled, pointing front end towards the carriageway in the direction the traffic should pass. This method will effectively fill the lane to be closed and act as a visual reinforcement of the cone taper. It will appear stationary to the approaching traffic but the effectiveness of the lighting will be reduced.

When providing advance warning of a scene where people are working, police vehicles should always be unoccupied.

After risk assessing the location and deciding which style of parking will work best for them, the crew can then position the vehicle in relation to where and what the hazard is.

In general, with any carriageway hazard, the police vehicle should come to a stop 50 metres to the rear of the problem. This gives them a relatively safe working area and allows room for any partner agencies to park. This distance can be extended if circumstances warrant it, but should never be shortened.

When stopping a vehicle on the hard shoulder, this distance is reduced to 25 metres. This is to prevent the traffic in lane 1 turning into the gap between the police car and the stopped vehicle. This will decrease the likelihood of a collision occurring and prevent the car that is stopped from misunderstanding the police intent and driving away.

Police officers must be aware that a vehicle travelling at 70 mph covers 31 metres per second. If a vehicle travelling at this speed hits a stationary police car on the hard shoulder, those at the scene will have little time to take avoiding action. No one should be in between the police vehicle and any other vehicle or nearside barrier.

## 6.6 INCIDENT MANAGEMENT

The safe resolution of a motorway incident is a prime concern to police patrols. As discussed in [4 Equipment](#), the police have overall primacy at any motorway incident they attend. This guidance and any other local policies and procedures must be considered when resolving an incident. Police should employ all available tactics to ensure best evidence is obtained from the scene, but also balance any actions against dangers to operatives and economic costs to the Police Service and motoring public.

There will be occasions where circumstances are such that the police need to implement extraordinary tactics to resolve issues arising at an incident.

### 6.6.1 REVERSE FLOW

Reverse flow refers to the action of emergency vehicles travelling the wrong way down the motorway. There will be occasions where approaching the incident from the rear is not possible. On these occasions patrols will need to implement a system of reverse flow.

It may be necessary to carry out a reverse flow where the motorway is completely blocked in the correct direction or there is a hazardous material involved and the wind direction means an approach must be made from the opposite direction.

Reverse flow implementation needs to be carried out under strict guidance by fully trained specialists in motorway procedures, and **only** once the motorway is confirmed as fully shut in the normal direction of travel. This may be done by the units on the scene or by the control room or RCC, if they have complete CCTV coverage of the area.

The method of achieving reverse flow is to turn the motorway ahead of the incident into a two-way street. The traffic entering and exiting will drive along their nearside. This type of closure should be reinforced with cones to prevent head-on traffic meeting. The traffic should follow a line of cones placed in lane 3 (or the offside lane on the motorway) and approach the scene at a slow speed. A marshalling area should be established prior to this by the patrols at the scene, and traffic should not enter the marshalling area unless actively engaged in rescue or medical aid. The marshalling area should be a minimum of 100 metres from the scene to allow sufficient space for the number of fire and rescue appliances to enter and operate. At major incident scenes, this area may be extended as required.



Any of the emergency services not actively engaged at the scene should park in lane 2 facing in the direction of travel, and leaving sufficient space in between vehicles to allow them to pull out of their space and exit the area. The exiting traffic should make use of the hard shoulder and lane 1 to leave the scene.

All other emergency services and partner agencies must be told that this procedure is in operation. To minimise the risk of confusion it may be necessary to give explicit instructions to these units.

### 6.6.2 REARWARD RELIEF

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When it is anticipated that a carriageway will be blocked for a lengthy period, consideration should be given to removing stationary traffic located to the rear or approach to the incident. This should be back to the point where the traffic is being diverted from the motorway. This function can be performed by the police or HATOs, but any potential witnesses or suspects must not be released prior to commencing this. This procedure begins from the back of the queue of tailbacked traffic. Before any closed section is used, it must be fully checked by police or HATOs. Remember that a driver may restart a broken-down vehicle and drive it away unaware that the closure was in operation. All stationary vehicles must be checked within any closed area.

As with reverse flow, the carriageway is treated as a two-way street. The rear of the queue must be constantly managed to prevent a mass, uncontrolled exodus. It may be that the police or HATO vehicle leads a manageable number of turned-around vehicles off the motorway. The patrols should decide whether it is best to release the traffic onto the on or off slip road.

Police officers must be aware of their geographical location. This is essential as rearward relief cannot operate at intersections. To do so would result in leading the traffic head-on into live traffic. In these circumstances, the crews should liaise with the Highway Authority and consider the removal of the central reservation barrier. This procedure can only be implemented by the Highway Authority and **never** by the police alone. Police must inform and monitor any other agencies and ensure they know and understand that this procedure is being carried out. The control room should also monitor this situation via the CCTV system, if applicable.

### 6.6.3 VEHICLE HAZARD INFORMATION

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Modern motor vehicles are by design safer than ever, however, in the event of a collision or fire they can pose significant dangers to any person working in or around the vehicle. To most road policing officers, certain types of hazardous vehicles are obvious by their shape, eg, tankers. Officers should also be aware of the less obvious, but many, dangers hidden in the simplest modern motor car.

### 6.6.4 LIQUEFIED PETROLEUM GAS POWERED VEHICLES

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There are increasing numbers of vehicles being run on liquefied petroleum gas (LPG). There is no legal requirement for these vehicles to be marked with any visible warnings. There will be clues on the vehicle that may suggest it has a bi-fuel system, ie, a second filler cap, but if the vehicle is lying on the side of the cap the officers will not immediately realise there is an added danger to consider. Advice must be taken from the Fire and Rescue Service, and a suitably trained police Hazmat Adviser called to the scene. When LPG tanks are compromised by fire the result may be highly explosive. For this reason, a 200 metre safety cordon area will have to be implemented. It may be possible to use the Highway Authority for this task.

### 6.6.5 AIRBAG SAFETY RESTRAINT SYSTEMS

All modern cars are fitted with airbag systems. These systems can have as many as thirteen separate airbags. Officers should be aware of airbag systems and the dangers posed by them. Advice should be taken from the Fire and Rescue Service if there is any doubt at a particular scene. In the majority of collisions the airbags should have already been deployed, but will not always have been fully activated. Officers must be aware that in collisions where the airbags have not deployed, they may be on the point of doing so and great care should be taken and a proper assessment made prior to entering the vehicle.

## 6.7 MOTORWAY CLOSURES – FULL AND PARTIAL

Any closure on the motorway network will cause delays, economic loss and displaced traffic congestion, and an increased risk of collisions on the diversion routes. For these reasons, careful consideration should be given prior to any closure. Safety should not be compromised and if the closure is required, it should be implemented without delay. Once in place, it should be constantly monitored and promptly removed, once the danger is passed.

The media and key partners must be notified of any closure to allow the travelling public to be informed.

### 6.7.1 FULL CLOSURES

If the decision is taken to fully close a motorway, there must be sufficient resources to ensure that closure is implemented effectively. A road policing officer can make the initial recommendation that the motorway should be closed, but a supervisor and the RCC and/or Highway Authority must be informed of the decision. This can, in the first instance, be implemented by using a number of police cars. If the closure is likely to be lengthy, the Highway Authority will be asked to arrange for the initial closure to be replaced by a full closure in accordance with agreed Highways Agency protocols.

In the event of the police implementing a first stage full closure, the officers should take a coordinated approach. All main carriageways must be closed and the traffic diverted along predetermined routes. All slip roads likely to affect the closure must also be closed. A visual check of the closed area must be completed by a patrol car officer to ensure there are no broken-down vehicles or pedestrians present.

### 6.7.2 PARTIAL CLOSURES

There are two types of partial closure – individual lane closures and rolling roads blocks, see [6.9 Rolling Roadblocks](#).

Officers who work in a motorway environment must be trained in how to implement rolling roadblocks, and must also follow the guidance laid down in this manual. Individual lane closures must be completed in accordance with the guidance given on ACE-CARD, see [6.5 Incident Response \(ACE-CARD\)](#).

## 6.8 MATRIX, VARIABLE MESSAGE SIGNS

There are a number of technology systems used on the motorway network. These include matrix signals, variable message signs (VMS) and automatic systems such as controlled motorways. The purpose of these systems is to provide information or instructions to drivers so that they can respond to changing conditions, assist police and traffic officers in dealing with incidents, and support service providers in installing temporary traffic management and undertaking maintenance.

Early, concise and accurate information must be provided to drivers to enable them to respond appropriately and make informed decisions.

It is essential that officers are aware of the limitations of each type of signal and sign. It cannot be assumed that the approaching traffic has seen the sign or signal, or is complying with it. An officer making a request for signals to be set must give the control centre clear and accurate information including:

- Location of the incident;
- The carriageway on which the restriction is required;
- The lane(s) to be closed;
- The number, direction and approximate distance of the nearest marker post;
- The nature of any restriction required;
- The reason for the restriction.

The control centre should repeat these details to the officer to confirm that the signal they are setting is correct. If possible, the patrol should physically check the signals are correctly set.

Sign and signal settings should be monitored and changed if the risk or situation changes. They should not be left on once an incident has been cleared. (Inappropriate settings can reduce the confidence of road users in the accuracy of the messages displayed and lead them to ignoring them in the future.)

Signals should not be used on a permanent basis to warn of road works or other long-term obstructions on the carriageway. Signals should be used to provide specific advice on incidents, emergencies or weather conditions which would not be readily apparent to the driver.

### 6.8.1 MATRIX SIGNALS

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These signals are normally mounted on a post in the central reservation. They can display a variety of information including advisory speed limits and lane closures together with the messages Fog and End, the latter indicating the end of a restriction. A variation of the standard matrix signal can also be mounted on gantries where they can display a red X; this is a mandatory signal indicating that the lane below the X is closed to traffic.

Staff should comply with *Highways Agency (2005) A Guide to Variable Message Signs (VMS) and their use*.

### 6.8.2 VARIABLE MESSAGE SIGNS

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These signs allow messages to be displayed to drivers which, depending on the type of sign, can vary from twenty-four characters (two lines of twelve) up to fifty-four characters (three lines of eighteen). The newer signs can also show the information usually displayed on the matrix signal in isolation or alongside a message up to twenty-four characters long. VMS are normally erected on a gantry so that they overhang the carriageway and can be seen easily by drivers.

New signs can display information in a similar way to the matrix signals. They can also display pictures (pictograms) to convey appropriate messages.

The format and content of the messages that can be set is fixed, and they should comply with *A Guide to Variable Message Signs (VMS) and their use*.

### 6.8.3 MOTORWAY INCIDENT DETECTION AND AUTOMATIC SIGNALLING SYSTEM (MIDAS)

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The MIDAS system uses loops set in the road surface at 500 metre intervals to monitor vehicle speeds and detect slow-moving or stationary traffic. It automatically sets advisory speed limits and appropriate messages on a VMS to warn drivers approaching the queue.

The purpose of the system is to improve road safety by reducing secondary incidents caused by queuing traffic.

### 6.8.4 CONTROLLED MOTORWAYS

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This system is similar to MIDAS in that it uses loops set in the road surface to monitor vehicle speeds. It automatically sets speed limits which, unlike MIDAS, are mandatory and vary according to the volume of traffic. Enforcement of these limits is generally through speed cameras.

The purpose of this system is to reduce congestion by controlling vehicle speeds to obtain maximum vehicle flow.

### 6.8.5 ACTIVE TRAFFIC MANAGEMENT

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This uses a combination of the signs, signals and automatic systems described to actively manage traffic in order to reduce congestion while maintaining safety. It incorporates the following features:

- Lightweight gantries with lane specific signals and signs, variable speed limits, digital enforcement equipment and variable message signs to close lanes and safeguard vehicles;
- Information systems such as CCTV cameras and MIDAS loops at 100 metre intervals to detect incidents and slow moving or stationary traffic;
- Variable speed limits to regulate traffic flow;
- Rapid and integrated incident response and management, with teams to remove obstructions, assist with traffic management and repair roadside equipment;
- Ramp metering which involves traffic signals on slip roads immediately adjacent to the main carriageway, enabling a smoothing effect on the traffic joining the motorway;
- Lane marshalling by destination and/or vehicle type;
- Electronic traffic signs and variable speed limits permitting controlled use of the hard shoulder as a safe additional running lane.

## 6.9 ROLLING ROADBLOCKS

The rolling road block is a fundamental and frequently used procedure. It is the main tactic available to the police and HATOs to increase their own and colleagues safety at any incident. A rolling road block should always be considered when responding to an incident on the motorway and officers should have received suitable training in how to carry out this procedure.

A rolling closure is a traffic control method which provides a means of gradually slowing traffic to create a gap in the traffic flow or, where necessary, of gradually bringing the traffic to a halt. It is implemented by the use of one or more patrol vehicles driving, as appropriate, alongside each other and thereby blocking the lanes, with all rear facing emergency lighting illuminated to prevent vehicles passing. Consideration should be given to using motorway signs to provide advance warning of any build-up of traffic.

The rolling road block is used to slow or stop traffic on the approach to incidents. Officers should always start the block early, for example, at the previous junction to avoid the traffic having to brake sharply. At the start of this manoeuvre, the speed of the patrol car will match that of the traffic and then gradually, and safely, reduce.

Vehicles should take up position in the centre of the carriageway (on motorways with four or more lanes, two police or HATO vehicles should be used), and then start to slow down gradually. It is important to watch carefully for vehicles trying to go past on either side, and this can be prevented by moving carefully into the affected lane. Once the lead vehicles in each lane are compliant and all the following traffic is slowing down, the block is implemented. Vigilance must be maintained as vehicles may still try to use the hard shoulder to pass the block.

Officers must be aware of the possibility that vehicles on the hard shoulder could re-enter the carriageway and, therefore, present a real danger to those at the incident.

Any officer on foot, ahead of the block, is advised to wait until he or she can see the police car and the block in place before stepping safely onto the carriageway. The officer must not turn his or her back on the traffic at any time, and should approach the hazard from the downstream side of the incident. The control room should reinforce the block with signals and information for the traffic on the VMS.

At complicated intersections, junctions or carriageways of over three lanes, it may be necessary to use more than one police vehicle to effect the rolling block.

Once the incident is cleared, the vehicles at the head of the rolling block need to coordinate its removal. This can be achieved by the patrol car in the offside lane leaving first, then the one in the centre lane and lastly the nearside car. In order to facilitate a smooth return to normal traffic flows and speed, it is recommended that the block is lifted gradually with the blocking vehicles building up speed incrementally over a distance of 1 to 2 kilometres before turning off their emergency lighting and returning to other activities.

## 6.10 TAILBACK PROCEDURES

Stationary traffic on motorways is now a regular, spontaneous occurrence. The dangers of carrying out tailback procedures outweigh the advantages. **As such, this working practice should cease to be used.**

## 6.11 MEDIA

The press must fully understand that their presence is a concession and that they have no legal exception to any of the motorway regulations. Their being there is subject to police or HATO approval, and such approval must be sought on each occasion. Failure to observe these conditions may result in this concession being withdrawn. Under no circumstances will the police authorise the media to circumvent or disregard motorway signals.

There are no exceptions under the motorway regulations (Regulation 16) to allow the press to stop or park on any part of the motorway, except when authorised by the police or HATOs. They should only be given permission to do so in exceptional circumstances and when their presence will neither hinder police operations nor cause any danger. Permission is **not** to be given in connection with ordinary, everyday, minor motorway collisions. Should authorisation be given by the incident commander (police-led incidents), the press must work under police supervision and, in appropriate cases, the services of a press liaison officer should be sought. Media representatives should wear high-visibility jackets while at the scene.

The media should be encouraged to obtain the information they want quickly and, if possible, they should be directed to a bridge near to the scene to avoid unnecessary vehicles entering the motorway.

Their equipment, eg, high-powered lighting must not be allowed to cause danger to other traffic.

The police must recognise that there will be public interest in some motorway incidents. The press, if used correctly, could assist the police with tracing witnesses and raising the profile of road safety issues. They should, therefore, be viewed as useful partners with an important role to play in incident investigation and casualty reduction. Safety cannot be compromised to achieve this but, with proper management, all parties should be able to complete their respective tasks in harmony.

### MANAGEMENT ISSUES

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- Creating and implementing local plans for closing any stretch of the motorway.
- Ensuring control room staff are aware of and comply with the joint Highways Agency/ACPO guidelines and protocols for signal setting.
- Ensuring patrol officers are given suitable practical training in how to carry out rolling roadblocks and placement of advance warning equipment (signs and cones).



# Section 7

## INCIDENT CATEGORIES AND ACTIONS

**T**his section provides guidance on policing specific areas in the motorway environment, see section 2 for definitions of the motorway and surrounding areas.

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## 7.1 INVESTIGATIONS

Investigations into collisions are the most common type. Those involving a fatality or life changing injury require more detailed investigation, as stipulated by the *ACPO (2004) Road Death Investigation Manual*.

Although it is desirable to open the road at the earliest opportunity after an incident, all evidence that can only be gathered while the road is closed must be obtained at the time, eg, measurements and photographs. It is not usually possible to close the road at a later stage to obtain further evidence.

Timesaving measures should be identified to reduce the length of time that the carriageway is closed, eg, it may be feasible to repair damage to barriers while the road crash examination is still in progress. The responsibility for these decisions remains with the police, but due regard must be given to the needs of the other agencies involved. Where possible, access to the scene is to be given to key partners. This will give them the opportunity to decide how best to carry out their respective duties.

Some criminal investigations will not be the responsibility of road policing. Other departments must take advice from the road policing supervisor in charge of that section of motorway on how to operate as safely as possible. They should also be offered assistance to enable them to carry out the investigation.

Other police staff such as photographers and forensic practitioners may be called to a scene. The motorway may be an unfamiliar environment for them to work in. They must take advice from road policing officers who will ensure their safety.

## 7.2 COLLISIONS

Police and RCCs should assess whether police are required at a collision. This assessment can be made by talking to the parties involved and viewing CCTV footage. Current force instructions on the handling of collisions should be complied with. Collisions should only be attended by trained police officers in suitable vehicles. HATOs are also trained to deal with damage-only collisions, where no allegations are made.

## 7.3 FIRE AND RESCUE

### 7.3.1 FIRE

A vehicle on fire can quickly become engulfed in flames and generate dense smoke that is likely to be highly toxic. A fire in a large vehicle can rapidly become a critical incident. Fuel loads and the carriage of hazardous material further increase the risks. Fire and overheating can result in tyre explosions or failure, and this is especially dangerous in tyres on large vehicles. Such incidents have resulted in fatalities and serious injuries. Extreme caution must be observed in these situations.

Police are not normally trained in fire fighting and rescue techniques. Modern vehicles pose many hazards to the unwary or untrained.

**Police officers should not become involved in fighting a fire.** Such intervention should be left to the Fire and Rescue Service. An attempt to fight a fire can be made when life is in imminent danger, eg, a person or persons trapped in a burning vehicle.

Officers need to be aware of the dangers from the increasing numbers and types of air bags or supplementary restraint systems fitted in modern vehicles.

When a vehicle is on fire the police should:

- Set matrix signs to close the lane containing the burning vehicle and adjacent lanes.
- Close lane 1 when the burning vehicle is on the hard shoulder so that the Fire and Rescue Service can carry out their duties.
- Cone and sign the lane(s), having regard to their own safety, and create a sterile working area for the Fire and Rescue Service. If the Fire and Rescue Service are required in a particular position, sufficient space must be created.
- Consider the need to increase the number of lanes closed and the method of coning required to achieve this, should the situation change for the worse.
- Consider their own and the public's safety if smoke is present as it is likely to be highly toxic and can affect a wide area.

Following a vehicle fire, the intense heat generated may adversely affect certain synthetic rubber parts, such as fuel pipes and oil seals. This can cause chemical changes to occur within the synthetic rubber and the formation of hydrofluoric acid.

The dangers of hydrofluoric acid cannot be overstated. It remains dangerous for many years and if comes into contact with the skin it cannot be effectively neutralised. If contamination is suspected, thoroughly irrigate the area with water, apply hydrofluoric acid antidote gel if available, and **seek immediate emergency treatment**. The only treatment may be the removal of the affected part to avoid a fatal outcome. It may not leave an obvious burn to the outer skin.

When dealing with any fire damaged vehicle or component, either at the roadside or during a later vehicle examination, officers must wear protective gloves. These must be disposed of safely after use.

### 7.3.2 RESCUE

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Police are not trained in rescue techniques or associated equipment. This must be left to appropriately trained personnel. The exception is where a life is in immediate danger. In these circumstances, officers may attempt a rescue but must consider the danger to themselves, the injured party and others present.

While fire and rescue personnel are carrying out their work they may impose an inner cordon around an area, in addition to police cordons. This is a safety area and normally only essential persons with suitable protective clothing, eg, safety helmets and eye protection, are permitted into this area. If police are within this area, they must be prepared to comply with the instructions of the fire and rescue officer in charge.

## 7.4 MEDICAL

Ambulance and paramedic services at the scene have responsibility for the care of any injured persons.

Police have a duty to save life and if they are first on the scene may have to perform first aid in order to do so. Before doing so, however, they must take the necessary action to ensure the safety of all at the scene.

## 7.5 DEATHS

### 7.5.1 SUICIDE

A person who appears to be intent on committing suicide is a danger to themselves and others. They can also present a serious danger to officers and other persons.

- On approaching the scene turn off sirens. Other emergency vehicles attending should also be requested to do this.
- Consider the use of matrix signs to a low speed setting on both carriageways to reduce the risk to motorists if a person jumps onto the carriageway.
- It is likely that traffic on both carriageways will have to be stopped.
- The Ambulance Service should be directed to attend and standby at a safe location. If the person is on a bridge over the motorway, it may be necessary to request two ambulances. This allows medical assistance to be available on the bridge and the motorway.
- Consideration should be given to asking other police units to attend the bridge, including the Duty Inspector or other supervisor from the station, in whose area the bridge is.
- The first attendee may not be the best person to conduct a dialogue, but they may have to in the first instance. Always approach the person with extreme caution and maintain a safe distance. The person's judgement may have been distorted by taking drugs or alcohol, and they may have concealed weapons.
- Consider the help of expert negotiators, social services, medical personnel and other counsellors.
- Once removed from the motorway network, the person should be dealt with in accordance with local policy.

### 7.5.2 SUSPICIOUS OR SUDDEN DEATH

If any death appears suspicious then the area is a crime scene. Specialist police personnel will be required. Officers must avoid contaminating the scene as far as possible. This does not preclude officers or medical personnel from checking for signs of life or attempting emergency life support on the person.

Road closures may be necessary so that a proper investigation can begin, and to ensure the safety of those involved.

To secure and preserve the scene, consideration should be given to the entry and exit points in order to limit disturbance. The area should be cordoned off, starting with a widely defined area to allow the senior investigating officer the best chance of securing all available evidence.

A scene log and a record of actions should be kept. This should include any persons attending. Access should be restricted to those persons that need to enter the scene. The officer who takes over should be given the log by the person they are taking over from. This action must also be recorded in the log.

Scene preservation is essential and if the weather becomes inclement, it may be necessary to cover all or part of the scene in order to preserve evidence prior to the arrival of a forensic practitioner.

Other persons in attendance, such as undertakers, should be briefed by the police. Officers should take steps to adequately ensure their safety.

### 7.5.3 ROAD DEATHS

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Road deaths must always be investigated to establish the cause. They should be treated as potential murders and the scene should be treated as a crime scene. As far as possible, the area should not be disturbed. The desire to preserve the scene must not impede the work of the Ambulance and Fire Service in their efforts to save life. In the early stages of the investigation witnesses to the incident may be lost, as they may be motorists travelling long distances who are just passing through. Witness boards and local appeals will not, therefore, reach them. Make sure full details of witnesses or people able to give information about the incident are recorded.

A road policing supervisor should attend the scene and ensure that the incident is properly managed, and that any necessary additional resources, eg, photographers, undertakers and garage recovery vehicles are promptly called. A full log of decisions and actions taken should be made.

The *ACPO (2004) Road Death Investigation Manual* provides guidelines to follow when dealing with these investigations.

It will often be necessary to close the carriageway, and sometimes the entire motorway, so that resources can be effectively deployed and work carried out safely. Full use of partner agencies, such as HATOs will reduce the impact of such events on police resources. The Highways Agency are responsible for managing traffic congestion caused as a result of such an incident.

In the aftermath of a road fatality the relatives may wish to visit the scene. This may be possible but the nature of the environment means that this should be a one-off event, and this should be communicated to the relatives. It may be acceptable, subject to the agreement of the local Highway Authority, to place flowers on the verge away from traffic, as long as this will not distract drivers. Placing shrines or other memorials is not practical in a motorway environment and it should be explained that the police cannot accept responsibility for the safety of those placing the shrines.

## 7.6 INCIDENTS CAUSED BY ENVIRONMENTAL CONDITIONS

### 7.6.1 FLOODING AND STORMS

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During bad weather it is important to report to the Highways Agency any areas of the motorway affected. Matrix signs should be set to warn motorists, and it may be necessary to close the affected lanes.

### 7.6.2 FOG

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Fog is the cause of many fatalities on the motorway. A minor collision can quickly result in further multiple collisions.

Fog increases the danger to officers attending an incident. Minimising risk requires slowing or stopping traffic on the carriageway so that the obstruction can be removed.

Some parts of the motorway network have automatic monitoring that will activate the matrix signs as soon as visibility falls below certain limits. If the matrix signs are activated and a fault in the system is suspected, officers should inform the control room. If an object is obstructing a fog detector on the verge, this can activate the matrix. Removing the obstruction may cure the problem. Erroneous signals will lead the public to mistrust matrix signs in the future.

### 7.6.3 SNOW

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The highway authorities use sophisticated weather monitoring systems and plan road gritting accordingly. At times, however, freak conditions can result in snow or ice accumulating on ungritted surfaces without the RCCs being aware. Officers must report situations when this may have occurred.

In extreme conditions it may be necessary to close the motorway. This decision will usually be taken by the Highways Agency. If the need is immediate, a police supervisor will authorise such action and liaise directly with the RCC for a Highways Agency supervisor to be informed.

Many police vehicles have anti-lock brake systems (ABS) which can make stopping distances longer when driving on snow or ice.

### 7.6.4 EXTREME TEMPERATURES

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Extreme temperatures present additional hazards for motorists who have broken down.

Under normal circumstances, patrols should always check on the welfare of all motorists who have broken down, whether they are considered vulnerable or not and regardless of weather conditions.

In high temperatures the elderly and young, especially babies, can rapidly deteriorate and become seriously ill. In cold conditions everyone will eventually succumb. It is, therefore, vital that checks are made on the welfare of all persons, and that recovery arrangements are made.

If in doubt, persons should be moved to a place of safety such as a service area.

### 7.6.5 HIGH WINDS

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High winds present particular dangers to high-sided vehicles. Many control rooms have remote monitoring of wind speeds at susceptible sites, eg, bridges, high interchanges or flyovers. In the absence of control room monitoring, patrols should report high winds so that appropriate matrix signs, or other warnings, can be given to drivers. It may be necessary to close the affected area. Supervisors must ensure that the Highways Agency or their contractors have been consulted so that this can be implemented quickly if required. Suitable signs and alternative routes need to be agreed.

### 7.6.6 BRIGHT SUNLIGHT

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Although it is not an obvious risk, bright sunlight can be a hazard for patrolling officers, particularly in winter when the sun is low on the horizon. Officers out of their vehicles may be 'back lit' by the sun making high-visibility clothing of little use. Despite emergency lighting, police vehicles can become silhouettes. These conditions can be further aggravated if the road surface is wet and shiny.

Officers should not assume that drivers are able to see them.

## 7.7 PEOPLE-RELATED MATTERS

The motorway network can be a dangerous and intimidating place to some people and in certain conditions. Officers have a vital role in protecting such people and ensuring their well-being.

### 7.7.1 VULNERABILITY

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Vulnerability is difficult to assess for persons involved in any incident on a motorway. Almost anyone can become vulnerable and some groups will be considered more vulnerable than others, eg:

- Children;
- The elderly;
- People with a disability.

Officers should consider the needs of anyone likely to have difficulties with communication, such as:

- Foreign nationals;
- People with hearing impairment;
- Members of those communities whose first language is not English.

Police should inform the RCC of any broken-down vehicle on the hard shoulder so that assistance can be given to the occupants. This may require HATOs to attend and give direct assistance, where the occupants are believed to be vulnerable.

Some people find that breaking down is very distressing situation and they can present a danger to themselves and others. Persons assessed as vulnerable may require the attendance of police, eg, a person suffering from a mental health issue that may require police intervention

The response made will depend on the result of the specific risk assessment undertaken but will focus on the safety of the persons assessed as vulnerable.

### 7.7.2 MISSING PERSONS

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The motorway network attracts people on foot who wish to travel long distances for many reasons. They may be in distress and hoping to escape a situation or domestic crisis, or they may be suffering from mental illness and be confused about where they live.

Officers should remain aware of people on or near the motorway and, where possible, speak to them to ascertain their well-being. Their details should be checked on the Police National Computer (PNC). Officers should be mindful of their officer safety training as the person or people may pose dangers.

### 7.7.3 PEDESTRIANS

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Motorways are designed solely for vehicles. A pedestrian on the motorway is vulnerable and their presence may contravene the motorway regulations. They should be removed from the motorway. It may be possible to direct them to an easily accessible alternative road. In remote areas they should not be directed across fields or similar land as they may return to the motorway once the officers have left.

It may be appropriate to drive pedestrians to the next junction or service area, but officers must be aware of safety. The following actions should be taken:

- Find out who they are, PNC checks should be carried out before they are placed in the vehicle.
- Inform them that they are committing an offence and obtain their full details.
- Use police powers of arrest, if the circumstances warrant it.
- If the person has been arrested, search them before placing them in a vehicle. Check any items such as bags, rucksacks or holdalls, section 32 of PACE 1984 allows arrested persons to be searched before they are conveyed to a police station.

A constable may search any arrested person, in any case where the person to be searched has been arrested at a place other than a police station, if the constable has reasonable grounds for believing that the arrested person may present a danger to himself or others.

PACE section 32 (1984).

- Arrests must be fully recorded in accordance with local instructions.
- A child or young person on the motorway must be taken to a place of safety where there is an adult who can provide care for them. Local instructions must be complied with.

#### 7.7.4 VICTIMS

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A road death on the motorway may have other victims in addition to casualties, such as those who have witnessed a traumatic scene. These victims should be identified as soon as possible. The elderly and the young can be particularly vulnerable.

There are many support services available for victims and the police should liaise with them to ensure that secondary victims are cared for and assisted in an appropriate manner. A Family Liaison Officer (FLO) must be appointed and the Home Office Advice Pack given to the close relatives. Victim support must also be offered to those who are seriously injured as a result of another person driving a motor vehicle.

The victims' code of practice can be found at

<http://www.homeoffice.gov.uk>

#### 7.7.5 CASUALTIES

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Preservation of life is a primary concern for police officers. The scene must be made as safe as possible to reduce the risk of further harm, before considering individual casualties.

Motorway incidents often have multiple casualties. Police officers must assess the whole incident and manage the scene, ensuring that the appropriate services attend. This will save more lives than concentrating on a single casualty.

If there are many casualties, their details and the hospital to which they have been taken should be recorded. If the casualty is in a critical condition or already deceased, an officer should, if possible, accompany the ambulance. This assists later identification to the pathologist.

#### 7.7.6 FIRST AID

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Officer safety must be considered before first aid is administered.

All patrol officers must receive first-aid or emergency life-support training. This training should be regularly refreshed.

#### 7.7.7 WITNESSES

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Witnesses to motorway incidents may live some distance away, and it may be difficult to locate them later. Witness details should be taken promptly to safeguard any evidence they may give.

The principles in *ACPO (2004) Practical Guide to Investigative Interviewing* should be adhered to.

Witnesses identified as vulnerable must be treated in accordance with the provisions of the Youth Justice and Criminal Evidence Act 1999. For more information on dealing with vulnerable witnesses, see *Home Office (2002) Vulnerable Witnesses, A Police Service Guide*.



### 7.7.8 SAFETY ADVICE TO DRIVERS

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The occupants of a broken-down vehicle should be advised to leave the vehicle and stay as far away from the moving traffic as possible. In adverse weather this may not be practical. If they stay in the vehicle, they should keep their seat belts on.

If a person feels insecure, eg, an unknown vehicle stops nearby, they should return to their vehicle and sit on the nearside with the doors locked.

## 7.8 VEHICLE LOADS

### 7.8.1 CATEGORY 'A' PRISONERS

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Patrolling officers will not normally become involved in the escort of category A prisoners unless specifically directed to do so.

Such escorts are carried out daily by the Prison Service as 'unpredicted movements'. This means that they take place at the last minute, on a need to know basis. The Prison Service will inform the police control room of their departure and arrival.

In the event of a breakdown on the motorway network at least two officers should be sent to assist. They should remain at the scene until the vehicle is repaired or the prisoner(s) have been transferred to a replacement vehicle. If the scene can be video recorded then this should be carried out and the scene monitored from the control room.

Police should avoid identifying the incident when using insecure radio transmissions.

### 7.8.2 ARMED ESCORTS

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Patrolling officers will not normally be informed that such an escort will pass through their area.

Officers should not become involved with the escort unless specifically directed to do so. In the event of a breakdown, participating in the escort may be required and this should be carried out under the direction of the escorting police officers.

The force area in which the escort begins will usually provide the escorting officers. Occasionally one force will provide both the outward and return escort.

### 7.8.3 SENSITIVE LOADS

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Some loads transported on the motorway network, eg, nuclear products, may be considered sensitive and conveyed covertly or with an escort. The force control room will be informed of any such movements.

The Civil Nuclear Constabulary (CNC) has responsibility for the security of nuclear material. In the event of a collision, the policing response should not be altered as the amounts of material conveyed are very small and the chances of any leakage of hazardous material are very remote. CNC officers will place a cordon around the vehicle(s). If a vehicle breaks down, further police attendance should only be supplied if requested by the CNC.

In the event of any other type of incident, advice will be available from CNC escorting officers and through RADS SAFE and NAIR schemes see:

<http://www.radsafe.org.uk> and <http://www.hpa.org.uk/radiation/>

Unescorted lower sensitivity loads will carry normal European Agreement Concerning International Carriage of Dangerous Goods by Road 2003 (ADR) hazard boards. These will be dealt with according to the normal ADR regulations.

High-value loads such as currency, precious metals and liquor may have special transportation arrangements. Drivers of such loads should have been briefed on the risks of theft of the load. This should have included the fact that offenders have impersonated police officers to carry out thefts and that drivers need to be wary of persons purporting to be from the emergency services.

#### 7.8.4 HAZARDOUS MATERIAL LOAD

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Chemicals and other hazardous materials can, and do, kill.

- All staff involved in the command and control of incidents possibly involving hazardous material should receive training in how to perform their role. This is particularly important for control room call takers.
- All motorway patrol officers should receive training in hazardous material to enable them to identify the dangers involved.
- All police motorway patrol vehicles should carry hazardous material identification guides.
- If possible, the scene of an incident should be approached upwind and from a down gradient. The wind should be blowing on the officers back while facing the incident.
- All suspect vehicles should be approached with great caution; if there is any doubt about their contents officers should await the arrival of the Fire and Rescue Service.
- The Fire Service should be informed of all suspected hazardous material incidents.
- Police officers should not become involved in rescue as they are not equipped to deal with chemicals.
- The scene must be controlled by the police and the area kept clear of onlookers and bystanders.
- If officers suspect hazardous chemicals, the carriageway should be closed and cleared for a considerable distance. It will usually be necessary to close the opposite carriageway unless it is separated by a considerable distance.
- All unknown loads or substances must be treated as hazardous until it is known that they are safe.
- The maintenance of effective cordon distances is essential to preserve life. Officers who rush into such an incident do so at their peril.

#### 7.8.5 INSECURE LOADS

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Dealing with insecure loads may require the use of specialised equipment such as a crane or forklift truck. It may not be practical to do this on the hard shoulder.

If a patrol sees an insecure load on a vehicle, they must assess whether it is necessary to stop the vehicle immediately or escort it off the motorway to a safer area for further investigation.

Officers should be wary of opening curtain-sided vehicles if they have bulges. Curtain sides are generally there to provide weather protection, not to secure the load.

#### 7.8.6 ABNORMAL LOADS

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An abnormal load in excess of 4.6 metres wide or over 130 tonnes in weight requires specific authorisation from the Highways Agency to operate on any road, including the motorway.

Escorting such loads is now undertaken by private companies instead of the police.

Police should ensure that any escort coming to their attention is carried out safely and in accordance with the *Highways Agency (2004) Code of Practice – Self-Escorting of Abnormal Loads and Abnormal Vehicles*. The code sets out minimum requirements in relation to escort personnel, vehicles and equipment to be carried.

The Code gives best practice advice but it is not legally binding. Significant breaches will be dealt with under existing legislation, such as the Road Vehicles (Construction and Use Regulations) 1986. For further information see:

<http://www.highways.gov.uk>

If a heavy load becomes immobile on a bridge or overpass, the Highway Authority should be informed.

## 7.9 CARRIAGEWAY AND ROAD SURFACE

### 7.9.1 CONGESTION MANAGEMENT

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Congestion management is the responsibility of the Highway Authority and HATOs. Multi-Agency Traffic Incident Management processes, led by the Highways Agency, need to be effective and sufficiently resourced to reduce the impact of congestion following an incident.

Some motorways have systems to monitor traffic density and automatically activate speed limits to control traffic flow, see 6.8 *Matrix, Variable Message Signs*. Control rooms can activate specific signs, where available, to warn motorists about congestion further ahead so they can take an alternative route.

Signs should be used in accordance with the joint Highways Agency and Police protocols.

If an incident occurs that causes a carriageway to be blocked, police can use reverse flow, if appropriate, as described in 6 *Incident Handling*.

For congestion involving gridlock situations refer to 8 *Critical and Major Incidents Handling*.

### 7.9.2 WORKS

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Periodically, sections of the carriageway will be subject to repair or improvement works. These will be planned by the Highway Authority in consultation with other partners.

The motorway may have a compulsory reduced speed limit and the police should set a good example by observing the safety speed limits and enforcement of the law.

Stopping any vehicle in works areas is dangerous and must be avoided if at all possible.

Coned-off areas, where people may be working, are not to be used by police vehicles except in cases of extreme emergency. These sites may not have another exit point further on and using them can be counterproductive. These are work places and on health and safety grounds, site speed limits will be in force, eg, 15 mph. Sometimes contractors will mark out an emergency lane for police and other services, speed limits must still be observed. In the absence of such a lane, caution must be exercised as there may be many hazards not immediately obvious.

### 7.9.3 CLOSURES AND DIVERSIONS

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Planned closures should require little involvement of the police other than to monitor the traffic. The Highways Agency will sign diversion routes to lead traffic back to the motorway at the next available junction.

Unplanned closures will be coordinated by the Highways Agency. Full use should be made of signals and the media to inform the public. The Highways Agency may request assistance from the police in the initial stages.

#### 7.9.4 DAMAGE

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Patrols should report any carriageway faults such as potholes or collapsed areas so that repairs can be made. Sections of safety barrier that have been damaged do not offer any protection. Any damaged sections must be reported. Cones placed near a damaged barrier indicate that the damage has been noted by the Highway Authority or its representative and no further police action is required.

When dealing with a collision that involves damage to any street furniture, the precise location must be identified using reference to marker posts. The vehicle that caused the damage and the location of the street furniture must be noted in any report. This will enable the Highways Agency to correctly pursue a claim for the repair work, which is often expensive.

#### 7.9.5 DEBRIS

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Debris on the carriageway is primarily the responsibility of the HATOs. If police officers find debris and decide to remove it, they must assess whether they are equipped and capable of doing so without taking excessive risks. They should ensure that all available warning signals are set.

When removing debris officers should:

- Always consider a rolling block;
- Not turn their backs on the traffic;
- Implement lane closures and obtain assistance if the item is too large or heavy. Inappropriate manual handling is a major cause of injury and absence from work.

There will, at times, be insufficient traffic to enable a rolling block to be used. In these circumstances, officers will have to stop on the hard shoulder and clear the debris from a live carriageway. This can be dangerous and should be avoided if at all possible.

- Stop 50 metres before the debris.
- Wait for a safe gap in the traffic, do not run into the carriageway to avoid traffic.
- Walk out to the debris, retrieve it and return to the hard shoulder.

If the debris appears to be a hazardous material, officers must take extreme care and implement emergency lane closures. For further information see [6 Incident Handling](#).

### 7.10 ANIMALS

Animals are unpredictable, they may be injured and can pose a danger to all.

HATOs are primarily responsible for dealing with animals on the motorway network. They should be called for assistance if an animal is seen in the motorway environment by patrolling officers. If immediate action is necessary, officers should consider the following:

- Rolling block on both carriageways;
- Request signals on both carriageways, usually for a reduced speed limit.

The Highways Agency is responsible for clearing animal carcasses from the motorway.

Collisions involving cattle, a horse, ass, mule, sheep, pig, goat or dog are reportable incidents under the Road Traffic Act 1988.

#### 7.10.1 VETS, THE RSPCA AND OTHER ASSISTANCE

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Assistance to remove animals from the motorway will be requested and coordinated by the Highways Agency. This may include requesting the help of police firearms officers in certain circumstances and, where this is the case, firearms deployment protocols should be adhered to.

## 7.11 AIRCRAFT

### 7.11.1 HELICOPTERS

Sometimes helicopters have to land on the motorway. This is usually to evacuate a casualty. The pilot is responsible for the safe operation of the aircraft and, where possible, should land away from the motorway. If police do not have radio contact with the helicopter, communication may be possible via the Ambulance Service. Police should ensure the following actions are taken prior to any landing on a motorway.

- Stop traffic on both carriageways during landing and take off.
- Ensure the safety of the helicopter once it has landed.
- Liaise with the pilot and position a police vehicle and cones to protect the rotors. If it is possible, park the helicopter in such a position to enable a lane of traffic to pass safely.

The helicopter may disturb evidence at the scene. This is undesirable but care for the injured must take precedence.

For their own safety police officers should consider the following:

- As the helicopter will be very noisy preventing officers from hearing their radio, they should remain alert;
- Beware of rotor downwash throwing debris around, and remove hats;
- Only approach the helicopter if absolutely necessary, and then only from the front and with the permission of the pilot. The tail rotor presents the greatest danger. Further information on helicopter safety can be found in the *Civil Aviation Authority (2005), Police air operations manual: part one, Consolidated Edition*.

### 7.11.2 AIRCRAFT CRASH

An aircraft of any type crashing on the motorway constitutes a major incident. The motorway will be closed for a considerable time and partner organisations should be called as soon as possible to assist. Officers should comply with the guidance in [8 Critical and Major Incidents Handling](#). The police must report the incident to the Civil Aviation Authority and the Air Accident Investigation Branch (AAIB), who will investigate the incident. If a military aircraft crashes on the motorway, the service to which it belongs will deal with the investigation.

The AAIB are responsible for the removal of civilian aircraft for examination and these aircraft must not be interfered with prior to this, except to effect rescue. The Royal Air Force is responsible for the removal of military aircraft.

Military aircraft have equipment that contains radioactive material; they may also contain armaments. In the event of a crash, radioactive leaks are a significant possibility. The Fire and Rescue Service must be called to check equipment for the levels of radioactivity.

#### MANAGEMENT ISSUES

- Ensuring that effective investigation of collisions are carried out as appropriate.
- Ensuring that police officers are provided with appropriate fire extinguishers and that they are trained in their use.
- Ensuring that the appropriate level of first-aid training is provided to patrol officers.

# Section 8

## CRITICAL AND MAJOR INCIDENTS HANDLING

**T**his section defines critical and major incidents, and outlines the required command structure and procedures to be followed in the event of such an occurrence on the motorway.

The Civil Contingency Act 2004 is outlined with its responsibilities and requirements for police forces in emergency situations.

This section should be read in conjunction with the *Highways Agency and ACPO (2005) The Network Operations National Guidance Framework, Second Edition*. Officers also need to adhere to guidance outlined in the *ACPO (2002) Emergency Procedures Manual* and the *ACPO (2005) Standard Incident Management Regime (SIMR)*.

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## 8.1 CRITICAL AND MAJOR MOTORWAY INCIDENTS – DEFINITIONS

### 8.1.1 CRITICAL AND MAJOR INCIDENTS

Traditionally, critical and major incidents occurring on the motorway network have been managed with minimal resourcing. These incidents should, however, be commanded by harnessing the same principles as contained in the *ACPO (2002) Emergency Procedures Manual*.

Such incidents on the motorway should be treated in the same way as those that occur in other environments. Access to the full range of assets available should be secured at the earliest opportunity. This will aid the prompt resolution of an incident on the motorway network.

The incident commander should assess the strategic impact of the incident directly on the regional network in England. This assessment will be carried out in conjunction with the HATO service (in England). The incident commander should also create a fully integrated command structure to ensure that all the required resources can be obtained. This will result in:

- Intelligence and/or information gathering to establish what the current situation is;
- Planning the response;
- Organisation of the resources required;
- Deployment of the resources effectively.

### 8.1.2 CRITICAL INCIDENT

A critical incident can be defined as:

...any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or the community.

**Effectiveness:** This is the measure of professionalism, competence and integrity of the police response to an incident.

**Significant impact:** Significant in this context should be interpreted as being particular to each incident but critically relates to the impact on the individual, family or community.

**Confidence:** Refers to the long-term confidence in policing, by victims, families and communities.

Critical incidents may become, or already be, major incidents, and other service providers should make police aware of these. The RCC or Highway Authority should be informed of any critical incident, and the force media liaison officer should always be made aware. Further guidance in relation to media strategy and visits by VIPs can be found in the *ACPO (2002) Emergency Procedures Manual*.

Any incident on a motorway may have the potential to be a critical incident.

### 8.1.3 MAJOR INCIDENT

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A major incident is defined in the *ACPO (2002) Emergency Procedures Manual* as:

...any emergency that requires the implementation of special arrangements by one or more of the emergency services, the NHS or the local authority for:

- The rescue and transportation of a large number of casualties;
- The involvement, either directly or indirectly, of large numbers of people;
- The handling of a large number of enquires likely to be generated both from the public and the news media;
- The large-scale deployment of the combined resources of the emergency services;
- The mobilisation and organisation of the emergency services and supporting organisations, eg, local authorities, to cater for the threat of death, serious injury or homelessness to a large number of people.

## 8.2 ROLES AND RESPONSIBILITIES

The roles of the emergency services and other agencies are outlined below.

### 8.2.1 POLICE

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The primary police responsibilities are as follows:

- Saving life in conjunction with other emergency services;
- Protection of property;
- Coordination of the emergency services and other support organisations;
- Protection and preservation of the scene;
- Investigation of the incident in conjunction with other investigative bodies, where applicable;
- Collation and dissemination of casualty information;
- Acting on behalf of HM Coroner;
- Returning the motorway to normal conditions.

### 8.2.2 HIGHWAYS AGENCY TRAFFIC OFFICERS

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The primary responsibilities for HATOs are as follows:

- Maintaining and improving the movement of traffic;
- Preventing or reducing the effect or potential effect of anything causing, or likely to cause, congestion or other disruption;
- Avoiding danger to persons or other traffic, or preventing risk of such danger;
- Preventing damage to the road, or anything on or near a road;
- Purposes incidental to the above.

### 8.2.3 FIRE

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The primary Fire and Rescue Service responsibilities are as follows:

- Saving life;
- Dealing with fires;
- Extrication of trapped casualties;
- Dealing with hazardous loads.



#### 8.2.4 AMBULANCE

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The primary Ambulance Service responsibilities are as follows:

- Paramedic services and emergency casualty treatment on site for the purposes of saving life and minimising injuries;
- Casualty evacuation;
- Alerting hospitals.

#### 8.2.5 REGIONAL HEALTH AUTHORITY AND PRIMARY CARE TRUSTS

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The responsibilities are:

- Alert hospitals and medical staff;
- Allocate casualties to available hospitals and operating facilities.

#### 8.2.6 LOCAL AUTHORITY

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The prime local authority responsibilities are as follows:

- Emergency feeding and housing of victims;
- Support for emergency services.

### 8.3 COMMAND STRUCTURE – GOLD/SILVER/BRONZE

By their very nature, critical and major motorway incidents involve a number of different agencies liaising with, and supporting, each other.

The police have initial overall responsibility for strategically managing these types of incidents and for coordinating the activities of the emergency services and other agencies present. This involves effective command, communication and control between the police and partner agencies.

Where appropriate, a strategic coordinating group may be formed by the key services and agencies. At all times, the personnel and resources of each service will remain under the control of respective senior managers.

#### **Any of the emergency services may declare a major incident.**

Determining a critical or major incident is a decision normally made by command or through the force communications room. Major incident procedures will then be mobilised.

There is a nationally recognised command structure for managing major incidents which is divided into three levels of incident management. By using this universal command structure the emergency services and the Highways Agency are able to understand each others' functions and authority levels.

At the start of an incident, where there has been no prior warning, the operational (bronze) level will be activated first with other levels – silver (tactical) and gold (strategic) becoming involved as the incident develops.

These titles do not convey seniority of service or rank, but describe the function carried out by that person. When this system of command is used at incidents, each titleholder usually wears a distinctive reflective tabard identifying his or her role.

### 8.3.1 BRONZE

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On arrival at the scene on the motorway, the emergency services will take appropriate immediate measures, concentrating on their own areas of responsibility as outlined in 8.2 Roles and Responsibilities. Consideration will be given to assigning control of specific tasks to designated officers of emergency services or agencies. The command of resources will be retained by that agency. Each agency will liaise to ensure a joint response, and the police will usually coordinate this at the scene (integrated command). During a critical or major incident requiring significantly greater resources, however, an additional level of management may be required (commonly referred to as a unified or integrated command). To achieve this, a Forward Control Point (FCP) will be established close to the incident and officers will be designated to be responsible for various functions, effectively taking bronze (operational) command.

### 8.3.2 SILVER

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To plan and coordinate the response, an integrated multi-agency command must be established as soon as possible. A silver commander may do this at the scene but they should not become involved in the activities of the bronze commander; they should only concentrate on overall general management.

If the silver commander is not experienced in this type of environment, a road policing supervisor should carry out the role of police tactical adviser to inform silver of the range of tactical options available. This role would include briefing on the unique features and characteristics of such an incident occurring on a motorway, and the implications of the capabilities of all the agencies to respond to it.

### 8.3.3 GOLD

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If there is a need for extra resources or expertise, or a requirement for coordination of more than one motorway scene where there is a silver commander, then it may be necessary to implement strategic (gold) command.

Gold is in overall charge of each service and responsible for formulating the strategy for the incident. Each gold has overall command of the resources of their own organisation but delegates tactical decisions to their respective silvers. Gold does not always attend the scene and may exercise control from an incident command centre.

## 8.4 INCIDENT CONTROL AND MANAGEMENT

### 8.4.1 INITIAL ACTION BY FIRST OFFICER AT SCENE

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The principles contained within ACE-CARD, see 6.5 Incident Response (ACE-CARD), must be considered for the attendance at any incident. In the event of a critical or major incident, however, the first officer on the scene's role is to survey the scene, carry out an effective assessment and communicate the information efficiently and effectively to their communications room. The immediate responsibility is to assume interim command and ensure other emergency services have been informed. **The first officer on the scene must not become involved in rescue work.**

The following information must be passed to the communications room without delay:

- Casualties** – numbers of injured, uninjured and dead
- Hazards** – those present and potential to all at the scene and in the vicinity
- Access** – best routes for the emergency services to attend, and leave the scene
- Location** – exact – using both marker post and common language description
- Emergency** – services and other agencies required
- Type of incident** – description that accurately reflects the situation and response required.

Having passed on the information, the officer must maintain radio contact with the communications room, coordinate the response of emergency services to the scene and act as the incident officer until relieved by an officer of senior rank. Ideally, a written log should be maintained.

**Reassessment will be required at regular intervals to ensure that the response is effective.**

#### 8.4.2 COMMUNICATIONS ROOM

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On receipt of information regarding a critical or major incident on the motorway, the local communications room operator must:

- Inform the force communications room and Regional Control Centre immediately;
- Direct an officer to assess the situation;
- Inform the senior officer on duty who will become the incident officer;
- Inform the BCU commander;
- Deploy resources as directed by the incident officer;
- Commence an incident log;
- Maintain liaison with the force communications room.

The senior officer in the force communications room is responsible for instigating the mobilisation of resources, and for establishing communications with those at the scene.

There should be procedural guidance in place for the necessary notification, mobilisation and implementation of facilities and resources.

Depending on the scale of the incident, the force communications room may be superseded by the incident control post or major incident control room for resourcing and communication.

#### 8.4.3 SCENE MANAGEMENT

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The immediate consideration for emergency services arriving at the scene of a critical or major incident on the motorway is to save life.

The incident officer could be the first officer at the scene pending the arrival of a more senior officer, see [8.4.1 Initial Action by First Officer at Scene](#). An appropriate command structure will eventually be established with a minimum of a bronze commander at the scene.

The incident officer is responsible for coordinating the initial rescue work, even though there is likely to be an officer directly in charge of officers engaged in rescue work.

The incident officer also needs to review what action, if any, has been taken to establish the following:

- Incident control point;
- Traffic control;
- Casualty clearance;
- Hospital documentation teams;
- Inter-agency liaison;
- Security and preservation of the scene;
- Rendezvous points (RVPs);
- Property team;
- Mortuary facilities;
- Risk assessment.

When it becomes apparent that no further life can be saved, the following considerations take precedence:

- Preservation of the scene;
- Recovery of the deceased;
- Identification of the deceased;
- Investigation;
- Congestion mitigation;
- Protection of property.

At this stage, the roles of the Fire and Rescue and Ambulance services can be scaled down and the police, the Highways Agency and welfare agencies will have increased responsibilities.

An incident control post or Forward Control Point will normally, ultimately, be headed by silver command, but this may initially be the first police vehicle at the scene of the motorway incident. Adequate communication is essential as is the necessity for the control post to be safe, accessible, conspicuous and secure.

A rendezvous point will be set up for all major incidents, details of which will be passed to all the parties involved. All police resources attending the scene should initially be directed there. The functions of a rendezvous point are as follows:

- To maintain a log of incoming police resources;
- Inform the incident control post of the availability of the police;
- Brief officers attending the scene;
- Issue equipment as necessary;
- Log details of resources deployed from the rendezvous point;
- Direct resources to a marshalling area for those resources not immediately required at the scene.

Incidents are likely to be organised geographically to aid a coordinated response, protect evidence and minimise further threats to safety. This may include establishing inner and outer cordons using the police and other services.

An outer cordon is used to control a wide area surrounding the scene. Access and exit points must be controlled.

An inner cordon helps to provide immediate security and allows activities to continue in maximum safety without interruption.

The police are responsible for controlling all traffic and personnel movements within the parameters of the immediate scene in support of the investigative role.

The Highways Agency will assess, plan and restore the carriageway and infrastructure at the scene to normal use, and undertake further traffic management beyond this.

For more information on police procedures in relation to critical and major incidents, eg, casualty bureaux, rest centres and body recovery see the *ACPO (2002) Emergency Procedures Manual*.

These issues should be considered for a critical or major incident in a motorway environment.

- Number of people and vehicles trapped in tailbacks, and the time taken for rearward relief.
- Likely interference with activities of responders.
- Access and egress problems or advantages depending on location, size of motorway and surrounding environment. Early consideration of barrier removal to meet access and relief needs is essential.
- Difficulty of linking activities taking place on and off the motorway, eg, inner and outer cordons will transect the motorway and other environments.
- Difficulty in transferring assets between the motorway and surrounding area.
- Impact of the loss of the motorway as a strategic traffic flow route on the surrounding area, and the ability of the category 1 responders to deal with the incident, eg, congestion on hospital routes.
- Locations of the incident control posts or FCPs, RVPs and marshalling areas. The geographical context may require the same arrangements for RVPs, marshalling, and other actions, both sides of the incident. This is particularly likely when no services may enter the inner cordon area, ie, the motorway is effectively cut in half. For information on category 1 responders see [8.5 Contingency Planning](#).

## 8.5 CONTINGENCY PLANNING

The Civil Contingencies Act 2004 revised the law on dealing with national emergencies. It sets out new responsibilities and powers for the various bodies and organisations that would be involved in dealing with such emergencies.

The Act contains the definition of an emergency that triggers powers under the legislation.

An emergency is defined as an 'event or situation that threatens serious damage to **human welfare** in the UK, the **environment** in the UK or the **security** of the UK.'

For the purposes of the Act, a threat to **human welfare** that is likely to relate to the motorway network means an event or situation that causes, or threatens to cause, any of the following:

- Loss of life;
- Illness;
- Homelessness;
- Damage to property;
- Interference with the supply of money, food, water, energy, fuel, communications, transport or health services.

For the purposes of the Act, a threat to the **environment** that is likely to relate to the motorway network means an event or situation that causes, or threatens to cause, any of the following:

- Contamination of land, water or air with radioactive or biological material, chemicals or oil;
- Damage to plants or animals.

For the purposes of the Act, a threat to **security** that is likely to relate to the motorway network means an event or situation that causes, or threatens to cause, any of the following:

- War (armed conflict);
- Terrorism (as defined by the Terrorism Act 2000).

## Responders

The Act has created two categories of responders who have different duties in the event of an emergency. Category 1 includes the police, other emergency services, local authorities, health services and environmental agencies.

The duties of chief police officers and other category 1 responders in the event of an emergency include the following:

- The duty to assess the risk of an emergency;
- The duty to maintain plans for the purpose of responding to an emergency;
- The duty to publish assessments and plans where this is not contrary to the interest of preventing an emergency;
- The duty to maintain arrangements to warn, inform and advise the public in the event of an emergency.

The Act also allows for ministers to require category 1 responders to perform specific functions in order to prevent emergencies, to reduce or control the effect of an emergency, or take any other action in relation to it. They may also specify the extent of the responders' duty.

Category 2 responders have a lesser set of duties and come from cooperating bodies such as Health and Safety Executive (HSE), transport and utility companies. They are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their sector. Category 2 responders cooperate and share relevant information with other category 1 and 2 responders.

Category 1 and 2 organisations will come together to form Local Resilience Forums (based on police areas) which will help coordination and cooperation between responders at the local level.

The Act introduces a new range of powers in the event of an emergency, including the requisition or confiscation of property such as motor vehicles (with or without compensation). It does contain limitations on the use of powers that are proportionate to the scale of the emergency that they are intended to prevent or control. Similarly, the regulations will only be applied to the geographic area specified in proportion to the incident, such as a particular motorway location. The regulations can be made by Her Majesty the Queen or in her absence, senior government ministers.

The Civil Contingencies Act 2004 is available from <http://www.opsi.gov.uk/acts/acts2004/20040036.htm>

### MANAGEMENT ISSUES

- Ensuring that consideration is given to accessing the full range of assets available at the earliest opportunity when a major or critical incident occurs.
- Establishing and updating contingency plans in accordance with relevant legislation, including the Civil Contingencies Act 2004.
- Ensuring that officers are aware of the revised roles and responsibilities of the Highways Agency and the Police Service and how this impacts on the response to a critical or major incident.



# Section 9

## TACKLING CRIMINALITY

**T**his section provides information on identifying and dealing with criminality within the motorway environment. It emphasises the advantages of using all available technologies including ANPR to tackle criminality effectively.

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## 9.1 PROACTIVE OPERATIONS

The motorway provides a good area for conducting proactive operations on many different types of motoring and other offences. The nature of this type of road, with its restricted access and egress coupled with the singular direction of traffic flow, has advantages for police enforcement. Thorough planning and risk assessment are essential to ensure any operation is practical and does not endanger the police or public to an unacceptable level.

## 9.2 TACKLING CRIMINALITY ON THE ROAD

Tackling criminals on the motorway network can be significantly enhanced if officers are properly briefed, tasked and remain alert to all opportunities. It should be remembered that incidents on the motorway can involve anyone and everyone, including criminals.

### 9.2.1 ANPR

#### **Think crime, think car, think ANPR**

ANPR technology has the capacity and capability to transform the way in which the police tackle criminality on the roads. It has the ability to focus resources towards key objectives. On the motorway network it delivers results against level 1, 2 and 3 criminality, and assists in counter-terrorism activity.

The harnessing of fixed-site CCTV systems, primarily the Highways Agency network and motorway service areas, greatly increases the potential benefits from using ANPR.

Criminals use the motorway network as part of their criminal activities, travelling to or from a crime and at other times. *Home Office Research Study 206 (2000) The criminal histories of serious traffic offenders* found that many serious traffic offenders are also mainstream offenders. These findings reinforce the potential to disrupt mainstream crime by targeting serious traffic offenders.

Use of ANPR technology in this environment provides an extensive opportunity to detect, deter and disrupt criminality at all levels.

Further information can be found in *ACPO (2005) ANPR Strategy for the Police Service 2005-2008* <http://www.acpo.police.uk/policies.asp> and also *Automatic Number Plate Recognition (ANPR) Steering Group (2005) Strategy for the Police Service 2005/2008*.

### 9.2.2 PRE-PLANNED ANPR OPERATIONS

The motorway provides a controlled flow of traffic that can make ANPR a successful tool. It can be at its most productive when used to monitor traffic entering a motorway service area. The vehicles are usually slow moving and drivers have no opportunity to avoid the ANPR when they see it. A service area also provides a safe environment to stop vehicles. A police observation point can also be used and, with skilled operators, both lane 1 and 2 of the motorway can be monitored effectively.

When planning such operations, the risk assessment should specifically cover operating in a motorway environment. The control measures determined are likely to include the support of other specialist officers, eg, pursuit trained officers in authorised vehicles, firearms unit, drugs dogs and suitable prisoner transport. For further information on pursuits and the opportunities to plan for an early resolution, see [10 Pursuits](#).

### 9.2.3 USE OF ANPR DURING ROUTINE PATROL

Fitted ANPR systems should be used as much as possible. Even if the opportunity to respond is reduced, eg, single crewed or dealing with an incident, the potential to collect intelligence which would otherwise not be gathered must be a primary consideration.

### 9.2.4 OTHER TECHNOLOGIES

In recent years, considerable technological advances have been made in tracking devices available for the public to have fitted to their vehicles. Some enable a stolen vehicle to have the crank inhibited to prevent the vehicle from restarting.

A motorway allows a stolen vehicle to be driven many miles in a short time. If such a tracking device is activated, an air support unit could be used to locate the vehicle quickly and enable ground units to be deployed effectively.

### 9.2.5 SURVEILLANCE

Like any other road, motorways are used by law enforcement agencies and others to conduct surveillance on subjects and their vehicles.

Surveillance on motorways should only be carried out by accredited personnel. Accredited personnel are those who, as part of their training course, have practised this activity on motorways and received information on the specific dangers of this environment.

The use of marker posts during these operations can be extremely useful, and training for such personnel should include these reference points.

The hard shoulder of a motorway is a particularly hazardous location. For obvious reasons, surveillance training informs operatives not to stop on the hard shoulder. If, however, it cannot be avoided, at least 25 metres should be left between team vehicles. Occupants from the vehicles should not leave them. Standing between the vehicles, between a vehicle and a crash barrier, and/or in front of a crash barrier is a very dangerous activity and must be avoided.

If the surveillance team need the assistance of the emergency services, it is vital that the following information is given:

- Exact location, ideally a marker post;
- The carriageway where responders should attend (or if both, state this);
- Precisely what the emergency is, and the response required;
- Sufficient information on subject(s), if involved in the emergency, to permit a proper risk assessment to be completed;
- Any known risks.

The situation must be dealt with as safely as possible. This may require the release of sensitive or confidential information.

Surveillance personnel in unmarked vehicles should never attempt to effect an arrest on a motorway without the assistance of appropriately trained staff in marked and appropriately equipped vehicles. Unmarked vehicles should not stop in a live carriageway.

For further guidance see *ACPO and HM Revenue and Customs (2004) National Standards in Covert Investigations, Manual of Standards for Surveillance*.

## 9.2.6 HOSTAGE AND KIDNAP SITUATIONS

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It is unlikely that such an event will occur on the motorway itself, although the vehicle used may well enter the motorway. This is a dynamic situation and the police response must be carefully considered. An air support unit is invaluable in monitoring such a vehicle. Specialist advice, from, for example, force negotiators, should be obtained.

If a kidnapping or hostage-taking situation occurs in a service area, specialist negotiators should be called immediately. Police should establish a system of contact with the service area management to enable them to assist the police in managing the situation, eg, by preventing members of the public leaving by a particular exit and becoming unwittingly involved.

## 9.2.7 FIREARMS INCIDENTS

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### Spontaneous incidents

Officers may come into contact with persons carrying firearms or other weapons at any time. They must use safety precautions such as carrying out PNC checks prior to stopping a vehicle. Guidance is contained in *ACPO (2003) Staying Alive* which includes the following aide-memoire for non-motorway specific firearms incidents.

### The 6Cs

- **Confirm** as far as possible the location of the subject and that firearms are involved – **without unnecessarily exposing yourself to danger.**
- **Cover** to be taken, if possible, behind substantial material. Brick walls are usually sufficient but cover such as **motor vehicle bodies and wooden fences, do not stop bullets.**
- **Contact/Convince** your supervisors of the nature of the risk and call for suitable backup.
- **Colleague** prevent other officers coming into danger areas. **Direct them positively, using a safe route to containment positions or a rendezvous point away from the scene.**
- **Contain** the situation as far as practicable and maintain observations on the subject's whereabouts, but the **emphasis is on safety.**

Consideration should be given to the following points which relate specifically to incidents involving persons carrying, or suspected of carrying, firearms on the motorway.

- Create space. Get as far away as possible but remember the danger of passing traffic, it is also lethal.
- Get behind cover. Officers taking visual cover will be hidden from sight but it will not stop them being shot, eg, in bushes or undergrowth. Solid cover is always better, eg, a thick concrete wall or bridge support.
- Officers should try to keep the suspect in sight so that they can protect themselves and move if necessary. They should use their radio to get specialised firearms assistance.
- An officer's police vehicle will provide no real protection. The engine block may provide some physical protection. It may be hard to take cover behind the engine. Modern military ammunition is designed to penetrate body armour and may also penetrate an alloy engine.
- Other police units should implement carriageway closures and stop traffic out of sight of the suspect.
- An air support unit should be called to assist in monitoring the suspect.

If it is decided to stop a suspect vehicle on the motorway, a sterile environment should be created. This can be achieved by implementing a rolling block behind the vehicle. Ideally, the traffic on the opposite carriageway should also be stopped to ensure a completely sterile area. This is difficult to coordinate, however, and it is preferable for there to be moving traffic on the opposite carriageway at the site of the stop rather than stationary vehicles.

Joint firearms and road policing training to practise this manoeuvre should be considered.

### **Pre-planned incidents**

A motorway can provide a suitable area for dealing with a suspect with a firearm. By stopping or slowing other traffic, a suspect vehicle can quickly become isolated. Many motorways have features that help contain suspects and shots, such as deep cuttings, tunnels and wide-open spaces to the sides.

A firearms team should consult a road policing supervisor before carrying out any pre-planned operation within a motorway environment. This will allow tactical advice to be given about operating in this environment.

### **9.2.8 DRUGS**

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The Diamond UK database, currently owned by the National Criminal Intelligence Service (NCIS), provides information to dedicated users in each police force area. The information it contains includes movements of drugs in the UK, transportation methods, routes used, packaging, markings and concealment methods.

Various methods of concealment can be used, depending on the traffickers' access to garage or manufacturing facilities. In addition to drugs hidden in objects or containers carried by vehicles, methods of concealment include:

- The entire vehicle;
- Specialised extra compartments;
- Naturally occurring cavities, eg, fuel tanks, door panels, wheel arches, bumpers and dashboards.

When dealing with crashed vehicles, consider the possibility of discovering hidden drugs. Look for unusual components that have the characteristics of containers, eg, a box or boxes, cylinders or pipes. These are likely to be made of metal or plastic.

If testing for drug impairment, it would not generally be safe to carry out field impairment testing on a motorway hard shoulder. The person should be taken to a safe place nearby for the test to be conducted.

### **9.2.9 OFFENCES**

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When dealing with an offence or alleged offence, the officer's and the other person's safety must be considered. The motorway hard shoulder is not a safe place and, therefore, it may be more appropriate to deal with the matter in a safer place, such as a service area.

Officer safety procedures are frequently overlooked when talking to suspects on the hard shoulder. Factors particular to the motorway such as noise mean that officers may have to get very close to the suspect to communicate.

The service area is often used by criminals, and as a meeting place for individuals who intend to use the motorway for unlawful purposes. As such, it should be part of the patrol strategy to provide a visible presence and, therefore, reassurance to those using this area.

## 9.2.10 ARRESTED PERSONS

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A person arrested in the motorway environment can present several problems.

Where officers need to transport detainees in the police car, it is important not to be complacent about safety. Consideration should be given to the following points:

- Removal of any equipment from the back seat as almost anything can be turned into a weapon.
- The use of handcuffs.
- Searching the suspect before placing them in the car, see 7.7.3 Pedestrians. Remember to wear protective gloves and be mindful of needles. Use your officer safety training.
- Searching the back of the car before placing suspect in the vehicle.
- Arrested person to sit in the nearside of the vehicle, not behind the driver.
- Ensuring the child lock is activated to prevent the suspect opening the car door and any electric windows are deactivated.
- Suspect to wear rear seat belt.
- Second crew member must sit behind the driver and watch the suspect at all times.
- On arrival at the police station, searching the back of the police car again in the presence of the suspect.

Never handcuff a person to a vehicle or fixed object.

If the person arrested was the driver of a vehicle, the vehicle should be moved from the hard shoulder to a safe place as soon as possible.

## 9.3 TERRORISM

The motorway network has been used for terrorist attacks as well as to threaten such attacks. Terrorists have used threats against strategic points to cause major disruption to everyday life.

Past experience has shown that motorway service areas are used by terrorist groups to meet, coordinate activity and transfer assets. Vehicles in the service areas are also used to hold Improvised Explosive Devices (IEDs) before their deployment to the intended target location.

### 9.3.1 SECURITY

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Officers must be familiar with all the features of the motorway within the patrol area in order to spot anything unusual or out of place. Control room staff with access to CCTV should monitor the network, looking for anything unusual or suspicious.

Terrorists have used hoax threats to disrupt the motorway network and the impact of such action can be mitigated or reduced by effective security activity.

### 9.3.2 CRITICAL NATIONAL INFRASTRUCTURE

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Certain key locations, such as bridges or interchanges, would cause major disruption to life and the economy if attacked. The amount of attention these incidents receive will depend on the current level of terrorist threat, but all staff should be aware of these locations and any actions required.

Guidance can be obtained from each force Counter-Terrorism Security Adviser (CTSA) who is attached to Special Branch. Officers from the Metropolitan Police Service can seek advice directly from SO13.

### 9.3.3 HOSTILE RECONNAISSANCE

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Before any terrorist attack, it is likely that reconnaissance will be carried out to identify the most suitable location and method of attack. This can be by observation, video or drawings and may include areas adjacent to, or under or above the motorway itself. It is likely that the site will be visited on several occasions, including immediately prior to the intended attack. This may involve more than one person and the use of bogus vehicles and clothing, eg, persons disguised as maintenance workers.

### 9.3.4 BOGUS VEHICLES

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Bogus vehicles, including emergency service and partner agencies' vehicles, have been used to deliver Vehicle Borne Improvised Explosive Devices (VBIEDS), eg, the recovery truck at the Canary Wharf attack.

Where there is concern about the authenticity of a vehicle displaying emergency service markings, and/or the identity of the occupants, the vehicle should be stopped and verified. The control room must be informed of any intended action before it is carried out.

## 9.4 PROTESTERS

Protesters can, and do, cause significant disruption to the traffic on motorways.

When police become aware of protest activity or its potential, it is important to ensure that the Highways Agency are informed so that the impact on the network can be mitigated and the response coordinated. For issues of wider significance, the Police National Coordination Centre (PNICC) will coordinate the police response.

As protests involve offences or public safety concerns, they will be police led in accordance with *Highways Agency and ACPO (2005) The Network Operations National Guidance Framework, Second Edition*. Any significant protest is likely to be a critical incident and should be responded to as such.

Police should ensure that the guidelines in *ACPO (2004) Policing Slow Moving Vehicle Demonstrations on the Strategic Road Network* are followed and, in particular, the tactical options available are considered.

In addition to dealing with the consequences of any protest, evidence of any offences and the identity of the offenders must be secured. Video-equipped cars and air support can provide an excellent evidence-recording capability. This should include video and audio recording of warnings and instructions given to protestors, and their response.

The early deployment of trained negotiators can assist in achieving a prompt and safe resolution to the incident. Such staff are unlikely to be experienced at operating in this environment and need to be briefed by trained personnel.

### 9.4.1 ON THE CARRIAGEWAY

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The public has a right to protest but it is uncommon for protests to involve the motorway environment. Such action can be dangerous, may contravene the law, and could cause unacceptable inconvenience to larger sections of the public.

### 9.4.2 STATIC PROTESTS

A static protest, whether by persons or vehicles, could rapidly cause serious congestion. Police must ensure the safety of both the protesters and the public. In these circumstances, additional police resources and/or police support units may be required. It may be necessary to close the motorway to deal with larger protests.

Protesters often inform the press of their intentions. Members of the press may, therefore, be present at the outset of the demonstration.

Any static protest on a motorway will involve the commission of offences. If resources permit, early intervention can be an effective tactic in reducing the disruption and dangers caused by the protest.

### 9.4.3 MOBILE PROTESTS

Protesters may also use different sized vehicles, travelling slowly, to cause disruption. If this is the case, the control room will need to be informed so that the protesters can be monitored. It is unlikely that officers working independently will have an impact on the protest, and it is advisable that supervisors provide tactical advice.

Section 12 Public Order Act 1986 empowers the police to impose conditions on a procession. The permitted conditions on a motorway are:

- Vehicles will at all times comply with the Road Traffic Act 1988 and Motorway Regulations 1982, see [Appendix 3](#);
- No vehicle of a prohibited class will be permitted to use the offside lane of the motorways or hard shoulder;
- Vehicles will travel at the speed of prevailing traffic;
- Any vehicle that cannot maintain normal road speed should, where conditions allow, be removed from the convoy at the nearest point of relief and if it has developed a mechanical fault, it should be removed to the hard shoulder as soon as possible;
- Consultation at an appropriate level should be carried out within the bridge authority to identify motorway structures that are weight sensitive due to structural fatigue or maintenance. These sites would be vulnerable if a large concentration of heavy vehicles were permitted to stop.

Responding to such incidents should be commanded by a supervisor.

### 9.4.4 TRAVELLING BETWEEN PROTESTS

Police may have information concerning groups of persons who intend to go to a protest site or travel between sites. Officers need to monitor their numbers, progress and behaviour, and report these to the control room.

### 9.4.5 ON STRUCTURES

Protesters who climb onto buildings or other structures to highlight their cause are increasingly common. Such structures have included bridges and gantries above motorways. Initially such protests may appear to be potential suicide attempts. Once identified as a protest, it may be safe to allow traffic to flow past the incident. A supervisor will take this decision. In the interests of safety, only trained and suitably-equipped officers should attempt to climb any structure. Any intervention must be proportionate and necessary as required by the Human Rights Act 1998.

Officers should consider their powers to deal with protesters or groups travelling on the motorway. Powers are granted by several Acts including:

- Section 22(A) Road Traffic Act 1988 in relation to causing danger on a road;
- Public Order Act 1986 in relation to processions and assemblies;
- Trade Union and Labour Relations (Consolidation) Act 1992 in relation to pickets;
- The Criminal Justice and Public Order Act 1994 in relation to restrictions on persons travelling to relevant gatherings;
- The Highways Act 1980 in relation to placing objects on or over the highway or obstruction;
- Motorways Traffic (England and Wales) Regulations 1982 (see [Appendix 3 The Motorway Traffic Regulations](#)) in relation to excluded traffic (pedestrians) and stopping a vehicle;
- Public Nuisance, common law in relation to causing a nuisance to others.

Previous protests on a gantry have resulted in successful prosecution under section 22(A) Road Traffic Act 1988.

When officers are dealing with protests, they must comply with the provisions under section 24 of the Police and Criminal Evidence Act (PACE).

### MANAGEMENT ISSUES

- Identifying key locations which would cause major disruption to life and the economy if attacked.
- Developing measures to discourage attack such as additional CCTV with video recording to monitor inaccessible areas, or instructing patrols to regularly monitor particular areas.





# Section 10

## PURSUITS

**T**his section provides information on how pursuits should be managed and conducted in the motorway environment. It should be read in conjunction with *ACPO (2004) Guidelines for the Management of Police Pursuits*.

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## 10.1 ACPO GUIDELINES/PROTOCOL

*ACPO (2004) Guidelines for the Management of Police Pursuits* provides guidance to forces on the management of police pursuits and their resolution. It also provides forces with sufficient tactical options which can be applied to their local circumstances.

Local policies will clarify the roles and responsibilities of police drivers, controllers and supervisors of pursuit incidents in the motorway environment.

To comply with ACPO policy, all officers involved in any pursuit situation **must** be trained to the national standards. Police officers, supervisors and communications room staff must recognise and accept their responsibility, and be aware of the possibility that they may later have to justify their actions.

Pursuits are potentially very dangerous activities and an early, safe resolution requires professional cooperation. Factors such as speed, traffic volume and geographical boundaries mean that pursuits on the motorway pose specific dangers.

The safety of those involved in pursuits is paramount. There will be instances where it will be necessary to discontinue a pursuit if the risks or dangers become too great in comparison to the offences committed or suspected. This should, however, be balanced against the need to apprehend criminals and prevent crime. In attempting to effect arrests of persons being pursued, the actions taken by the police must be necessary, proportionate and lawful in compliance with the Human Rights Act 1998. The worst possible outcome would be that a person's right to life is interfered with, and public authorities (police) may only interfere with this right in very strict circumstances. Any force used must be no more than absolutely necessary:

- (a) in defence of any person from unlawful violence;
- (b) in order to effect a lawful arrest or to prevent the escape of a person lawfully detained.

Each pursuit must be considered according to developing circumstances and information. The ACPO policy contains guidance on carrying out and reviewing a dynamic risk assessment to ensure safety is maximised.

Dynamic risk assessment is a fundamental part of driver training across all levels but particularly for advanced drivers likely to be involved in motorway pursuits. This will assist in the selection of the most appropriate tactics to use. Similar training is required for communication room supervisors.

The best way of preventing a pursuit is to stop a vehicle effectively in the first instance. Officers should follow the guidance in [2.7 Stopping Vehicles](#).

ACPO provides the following definition of pursuits:

A 'pursuit' occurs when a driver who, when required to stop in the approved manner and having had the opportunity to do so, indicates by their actions or continuance of their manner of driving that they have no intention of stopping for police, and the police driver believes that the driver of the subject vehicle is aware of the requirement to stop and decides to continue behind the subject vehicle with a view to either reporting its progress or stopping it, the police driver will be deemed to be in a pursuit.

*ACPO (2004) Guidelines for the Management of Police Pursuits.*

For information on the appropriate use of vehicles in the motorway environment, see [2 The Management of Incidents](#).

The term 'follow' should no longer be used in the context of police pursuits and should be replaced by the term 'pursue' and 'pursuit'.

The pursuit has two stages: initial and tactical. In ordinary circumstances, only currently qualified and authorised advanced drivers and standard response drivers in suitable vehicles will be permitted to be involved in an initial phase. In the same way, the tactical phase will only be undertaken by currently qualified and authorised advanced drivers in suitable vehicles.

*ACPO (2004) Guidelines for the Management of Police Pursuits* state that 'suitable vehicles are those that are marked and equipped with visual and audible warning equipment and have been deemed suitable for emergency response.'

### 10.1.1 UNMARKED POLICE VEHICLES

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Drivers of **unmarked** police vehicles must follow guidance on the use of unmarked vehicles, see [2 The Management of Incidents](#).

Where an unmarked car fitted with audible and visual warning equipment initiates a pursuit, a suitably marked car with an appropriately authorised advanced driver should relieve it at the earliest opportunity.

If the vehicle is unmarked and **not** equipped with audio and visual warning equipment, the driver should obtain the assistance of a suitably marked vehicle and driver to take the lead role **prior** to attempting to stop the vehicle.

### 10.1.2 VEHICLES UNSUITABLE FOR PURSUITS

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**Hire cars** and **personal vehicles** must not be used in pursuits.

Pursuits should not be conducted in marked **personnel carriers or vans**.

The use of certain 4x4 off-road type vehicles may only be acceptable in circumstances where the tactics require it, such as for pre-planned operations or where an off-road type vehicle is the subject vehicle. Officers must be aware that such vehicles have handling limitations.

### 10.1.3 POLICE MOTORCYCLES

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Further guidance on the use of **police motorcycles** on the motorway is given in [2 The Management of Incidents](#).

It should be noted that since 1999, two incidents have occurred where police motorcyclists were killed when they were deliberately struck by the driver of a vehicle that failed to stop for police.

*ACPO (2004) Guidelines for the Management of Police Pursuits* state:

Police response motorcycles fitted with audible and visual warning equipment and ridden by either advanced motorcyclists or response motor cyclists, who are also advanced car drivers, may engage in pursuits in a reporting role only, passing information to the control room to enable the control room staff to deploy more suitable vehicles.

Officers on motorcycles should not attempt to stop the vehicle in a pursuit. When, during the initial phase, a police motorcyclist is directly involved in a pursuit, the assistance of a currently authorised advanced driver in a suitable vehicle should be obtained immediately.

### 10.1.4 ARMED PURSUIT

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Where there is any suspicion that the occupants of a vehicle are armed, the immediate assistance of the force's armed response capability should be requested and no attempt should be made by unarmed officers to stop the vehicle.

**Dedicated Armed Response Vehicles** (ARVs) should not be used as the following vehicle in unarmed pursuit situations or to execute tactical options that may lead to the vehicle being incapacitated. Good practice dictates that ARVs should only be involved in unarmed pursuits when no other suitable resources are available.

See 9.2.7 **Firearms Incidents** for procedures on stopping armed suspects on a motorway.

Certain forces routinely deploy road policing officers in a dual ARV/road policing role. These forces may allow the use of ARVs in a direct pursuit role.

### 10.1.5 USE OF OTHER RESOURCES

**Dog Handlers** must not be directly involved in a pursuit unless they are appropriately trained drivers in suitable vehicles. The use of police dogs at the end of a pursuit is often invaluable but their use on a motorway needs careful consideration.

**Air Support** should be used whenever possible in a motorway pursuit situation.

## 10.2 COMMUNICATION

All pursuits must be controlled through a force communications room (FCR) or equivalent. All staff involved in the control and communication of motorway pursuits must be suitably trained and authorised. The RCC should also be notified. RCCs will be able to provide information on any incidents in the surrounding area.

If immediate radio communication cannot be made or is lost between the vehicle and the control room, then the pursuit will be discontinued. This is to ensure that officers are not placed in unnecessary danger.

All vehicles that are likely to be involved in motorway pursuits should be equipped with a radio system that allows hands-free communication with the FCR.

Where double-crewed vehicles are available, they should be used. A double crew allows the police driver to concentrate on their driving and tactic development, and for the radio operator to deliver the information required to other participants and the control room by verbal commentary.

Where more than one vehicle is engaged in a pursuit and the second vehicle is double crewed, it may be advantageous for that vehicle to provide the commentary, thus allowing the crew of the first vehicle to concentrate on the actual pursuit.

Decisions and actions should be included in the commentary and recorded on control room taping facilities.

## 10.3 CROSS-BORDER PURSUITS

Motorway pursuits will often require collaboration between neighbouring forces in order to ensure radio communication with all vehicles involved. Clarification will be needed regarding vehicle call signs. It is advantageous for the vehicle roof marking, as recommended by ACPO Air Operations Working Group, to be used as the vehicle's call sign in such circumstances.

The authority to continue or discontinue the pursuit will transfer to the communications room supervisor of the new force as soon as that force's area boundary is crossed.

Where a pursuit is close to a force boundary, the adjoining force should be informed of the circumstances of the pursuit at an early stage. This will allow the adjoining force to be better prepared to make decisions regarding whether to allow or discontinue the pursuit, should it cross the boundary.

Any authority for the use of tactics made by one force will not automatically be transferred where a pursuit travels into a new force area. It will be for the receiving force to make decisions regarding whether or not to agree the continuation of that authority.

#### 10.4 OPPOSITE CARRIAGEWAY OR DIRECTION

Police vehicles must always remain on the correct carriageway for their direction of travel, and must never travel in the wrong direction following an offending vehicle. To drive in the wrong direction is a dangerous act. This is the case for police officers as well as the driver of the subject vehicle. Police officers are not exempt from the charge of dangerous driving. In addition, a police vehicle travelling with a subject vehicle on the wrong carriageway is just as likely to distract oncoming motorists as to warn them of the presence of the subject vehicle.

An offending vehicle must only be pursued from the correct carriageway. Progress should be made with minimum emergency lights as this is likely to distract drivers on the opposite carriageway. An audible warning can also be used.

Officers involved in this type of incident must request low speed matrix in both directions and consider the use of a suitable message displayed on the variable message sign (VMS).

#### 10.5 TACTICAL PURSUIT AND CONTAINMENT (TPAC)

When a subject vehicle fails to stop, despite guidance having been followed, it may be necessary to use other methods to ensure the vehicle is stopped as safely as possible.

TPAC is a means by which pursuits can be brought to an early and safe resolution.

*ACPO (2004) Guidelines for the Management of Police Pursuits* advises on the use of tactical options to successfully conclude a pursuit safely.

**A pursuit may only continue where a force has tactical options available**, and tactical advisors should be appointed to offer guidance and provide options to assist communications room supervisors in their decision making.

When deciding tactics for pursuits on the motorway, particular consideration should be given to the potential for higher speeds, the unique road layout and increased traffic volume.

These methods will only be used by appropriately trained officers, using suitable vehicles.

#### 10.6 BOXING

Boxing is the blocking of the subject vehicle by surrounding it with a sufficient number of police vehicles to cause it to come to a gradual and controlled halt. There are specific boxing methods which are unique to the motorway environment, and further guidance should be sought in the *ACPO (2004) Guidelines for the Management of Police Pursuits*.

The number of vehicles required for boxing will depend on the type and size of the road in question. Motorways, especially multi-lane ones, will require more vehicles to carry out the procedure.

## 10.7 TACTICAL CONTACT

Tactical contact is the deliberate contact with a target vehicle by a vehicle driven by trained drivers. It can result in serious consequences. It can only be justified where there is a real possibility of imminent danger to life if the pursued vehicle is allowed to continue and it is clear that other tactics would be ineffective. The principles of proportionality under the Human Rights Act 1998 must be carefully considered before using tactical contact, and particular consideration must be given to its use in the motorway environment. All officers using this method may be required to justify their decision at a later stage.

### 10.7.1 FEEDER VEHICLE

A feeder vehicle is a police vehicle not directly involved in the pursuit but which has been strategically placed in order to maintain or direct a subject vehicle in a preferred direction. The aim is either to deploy a particular tactic or prevent access to an area where the level of risk would be increased. Positioning a feeder vehicle must be carefully considered and take account of the potential risks and the health and safety of police officers, road users and the occupant(s) of the target vehicle. Officers should be aware of which vehicle will be used as a feeder vehicle.

### 10.7.2 ROADBLOCKS

A static stop is achieved by the tactical placement of police vehicles to block the path of a subject vehicle which has defied all other police efforts to stop it. It may also be used when the actions of the driver of the subject vehicle, or intelligence, suggests that the suspect may defy all other police attempts to stop them.

This should be regarded as a last resort option to save life in cases where the previous actions of the pursued driver indicate that they have, or will, continue to endanger life in order to evade arrest and that discontinuing the pursuit is not appropriate.

Officers must not remain in the police vehicles used to employ this tactic and must find suitable cover.

Roadblocks can only be carried out on the authorisation of an officer of inspector rank or above using the advice of a tactical advisor.

A solid roadblock is the total closure of a carriageway or road by placing immovable objects or vehicles, excluding police vehicles, in a subject vehicle's path with the intention of blocking its path or causing it to change its direction from its current course. It is prohibited, save in exceptional circumstances. Solid roadblocks must be authorised by an officer of ACPO rank.

The principle of proportionality under Human Rights legislation must be carefully considered before authorising the use of this tactic. All officers authorising this tactic may be required to justify their decision.

## 10.8 HOLLOW SPIKE TYRE DEFLATION SYSTEM (HOSTYDS)

These consist of a number of hollow metal spikes held in a flexible frame, or encased in a plastic cover, that can be rapidly placed across the road in the path of a subject vehicle. As the vehicle passes over the system, spikes penetrate the tyres and remain in them causing a controlled deflation. The gradual decrease in air pressure from the tyres will reduce speed and steering will become increasingly more difficult.

When deploying this device, officers need to be mindful that some vehicles are fitted with run flat tyres which in the event of deflation continue to offer support and allow the vehicle to continue at speeds of up to 50 mph and over long distances.

Tyre deflation systems will only be deployed during a pursuit when they present a safe and appropriate tactical option. They should not be used against motorcycles except in exceptional circumstances, see *ACPO (2004) Guidelines for the Management of Police Pursuits*.

Only trained and currently authorised officers can use this equipment. Staff should refer to *ACPO (2004) Guidelines for the Management of Police Pursuits* for specific guidance on its safe use.

The deployment of HOSTYDS on a motorway creates additional dangers due to higher speeds, traffic volume and road width. Some forces police six lane motorways resulting in additional dangers.

*ACPO (2004) Guidelines for the Management of Police Pursuits* states that it is up to individual police forces to decide on appropriate tactics to suit their own force area. Some police forces may decide to prohibit the use of HOSTYDS on their motorways.

When pre-planned operations or activities are undertaken on the motorway that may result in a vehicle failing to stop, consideration should be given to the most appropriate response, eg, ANPR intercept team operation. An officer located downstream of the activity and in a position to deploy a HOSTYD device from safe cover, is an effective contingency.

## MANAGEMENT ISSUES

- Ensuring that the risks involved in pursuits are properly understood by all those involved, and the appropriate procedures are adopted.
- Identifying and carrying out risk assessments on suitable locations for the use of HOSTYDS on motorways.





# APPENDIX 1

## ABBREVIATIONS AND ACRONYMS

<b>AAIB</b> . . . . .	Air Accident Investigation Branch
<b>ABS</b> . . . . .	Anti-Lock Brake System
<b>ACE-CARD</b> . . . .	mnemonic for dealing with incidents
<b>ACPO</b> . . . . .	Association of Chief Police Officers
<b>ADR</b> . . . . .	Initials of a French phrase meaning European Agreement Concerning International Carriage of Dangerous Goods by Road
<b>ANPR</b> . . . . .	Automatic Number Plate Recognition
<b>APS</b> . . . . .	Ambulance and Paramedic Service
<b>ARV</b> . . . . .	Armed Response Vehicle
<b>BCU</b> . . . . .	Basic Command Unit
<b>BSI</b> . . . . .	British Standards Institution
<b>CAA</b> . . . . .	Civil Aviation Authority
<b>CCTV</b> . . . . .	Closed Circuit Television
<b>CNC</b> . . . . .	Civil Nuclear Constabulary
<b>CTSA</b> . . . . .	Counter-Terrorism Security Adviser
<b>DfT</b> . . . . .	Department for Transport
<b>ERT</b> . . . . .	Emergency Roadside Telephone (ERTs are also referred to as ETBs, which stands for Emergency Telephone Boxes)
<b>FASP</b> . . . . .	First Aid Skills – Police
<b>FCP</b> . . . . .	Forward Control Point
<b>FCR</b> . . . . .	Force Communications Room
<b>GPS</b> . . . . .	Global Positioning System
<b>HATO</b> . . . . .	Highways Agency Traffic Officer
<b>HOSDB</b> . . . . .	Home Office Scientific Development Branch
<b>HOSTYDS</b> . . . .	Hollow Spike Tyre Deflation System
<b>HSE</b> . . . . .	Health and Safety Executive
<b>ICP</b> . . . . .	Incident Control Point
<b>IED</b> . . . . .	Improvised Explosive Device
<b>IDR</b> . . . . .	Incident Data Recorder
<b>ISU</b> . . . . .	Incident Support Unit
<b>LPG</b> . . . . .	Liquefied Petroleum Gas
<b>MIDAS</b> . . . . .	Motorway Incident Detection and Automatic Signalling System
<b>MoU</b> . . . . .	Memorandum of Understanding
<b>MPS</b> . . . . .	Metropolitan Police Service
<b>NAIR</b> . . . . .	National Arrangements for Incidents involving Radioactivity
<b>NCIS</b> . . . . .	National Criminal Intelligence Service
<b>NHS</b> . . . . .	National Health Service
<b>NIM</b> . . . . .	National Intelligence Model
<b>NPP</b> . . . . .	National Policing Plan
<b>PAS 43</b> . . . . .	Publicly Available Specification no 43: Safe working of vehicle breakdown and recovery operators
<b>PCV</b> . . . . .	Passenger Carrying Vehicle
<b>PNC</b> . . . . .	Police National Computer
<b>PNICC</b> . . . . .	Police National Information and Coordination Centre
<b>PPE</b> . . . . .	Personal Protective Equipment

**RADSAFE** . . . . . A consortium of organisations that have come together to offer mutual assistance in the event of a transport accident involving radioactive materials

**RCC** . . . . . Regional Control Centre

**RIDDOR** . . . . . Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995

**RoSPA** . . . . . The Royal Society for the Prevention of Accidents

**RSPCA** . . . . . The Royal Society for the Prevention of Cruelty to Animals

**RVP** . . . . . Rendezvous Point

**SAD-CHALETS** . . Survey, Assess, Disseminate, Casualties, Hazards, Access, Location, Emergency Services, Type of Incident, Safety of All

**SIMR** . . . . . Standard Incident Management Regime

**SOCA** . . . . . Serious and Organised Crime Agency

**SURVIVE** . . . . . Safe Use of Roadside Verges in Vehicular Emergencies

**TT&CG** . . . . . Tactical Tasking & Co-ordination Group

**UKIS** . . . . . United Kingdom Immigration Service

**VBIEDS** . . . . . Vehicle Borne Improvised Explosive Devices

**VMS** . . . . . Variable Message Sign

**VOSA** . . . . . Vehicle and Operator Services Agency

# APPENDIX 2

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# APPENDIX 3

## THE MOTORWAY REGULATIONS

The Motorways Traffic (England and Wales) Regulations 1982 (as amended) control the manner in which motor vehicles are driven on motorways.

### Interpretation

3. (1) In these Regulations, the following expressions have the meanings hereby respectively assigned to them:—

- [(a) "*the 1984 Act*" means the Road Traffic Regulation Act 1984 [q.v.];]
- (b) ["*carriageway*" means that part of a motorway which—
  - (i) is provided for the regular passage of vehicular motor traffic along the motorway; and
  - (ii) where a hard shoulder is provided, has the approximate position of its left-hand or near-side edge marked with a traffic sign of the type shown in diagram 1012.1 in [Schedule 6 to the Traffic Signs Regulations and General Directions 2002 [SI 2002/3113]]
- (c) "*central reservation*" means that part of a motorway which separates the carriageway to be used by vehicles travelling in one direction from the carriageway to be used by vehicles travelling in the opposite direction;
- (d) "*excluded traffic*" means traffic which is not traffic of Classes I or II;
- (e) "*hard shoulder*" means a part of the motorway which is adjacent to and situated on the left hand or near side of the carriageway when facing in the direction in which vehicles may be driven in accordance with Regulation 6, and which is designed to take the weight of a vehicle;
- (f) "*motorway*" means any road or part of a road to which these Regulations apply by virtue of Regulation 4;
- (g) "*verge*" means any part of a motorway which is not a carriageway, a hard shoulder, or a central reservation;
- (h) "*traffic officer*" means an individual designated as such by, or under an authority given by, the Secretary of State or the National Assembly for Wales in accordance with section 2 of the Traffic Management Act 2004[3].

(2) A vehicle shall be treated for the purposes of any provision of these Regulations as being on any part of a motorway specified in that provision if any part of the vehicle (whether it is at rest or not) is on the part of the motorway so specified.

(3) Any provision of these Regulations containing any prohibition or restriction relating to the driving, moving or stopping of a vehicle, or to its remaining at rest, shall be construed as a provision that no person shall use a motorway by driving, moving or stopping the vehicle or by causing or permitting it to be driven or moved, or to stop or remain at rest, in contravention of that prohibition or restriction.

(4) In these Regulations references to numbered classes of traffic are references to the classes of traffic set out in Schedule 4 to the Highways Act 1980 [q.v.]

[Regulation 3 is printed as amended by the Road Traffic Regulation Act 1984, s.144(1) and Sch. 10, para.2; SI 1984/1479; SI 1992/1364; the Interpretation Act 1978, ss.17(2)(a) and 23(1).]



[4. Subject to section 17(5) of the 1984 Act, these Regulations apply to every special road or part of a special road which can be used only by traffic of Class I or II.]

*[Regulation 4 is printed as substituted by SI 1992/1364.]*

#### **Vehicles to be driven on the carriageway only**

5. Subject to the following provisions of these Regulations, no vehicle shall be driven on any part of a motorway which is not a carriageway.

#### **Direction of Driving**

6. (1) Where there is a traffic sign indicating that there is no entry to a carriageway at a particular place, no vehicle shall be driven or moved onto that carriageway at that place.

(2) Where there is a traffic sign indicating that there is no left or right turn into a carriageway at a particular place, no vehicle shall be so driven or moved as to cause it to turn to the left or (as the case may be) to the right into that carriageway at that place.

(3) Every vehicle on a length of carriageway which is contiguous to a central reservation, shall be driven in such a direction that the central reservation is at all times on the right hand or off side of the vehicle.

(4) Where traffic signs are so placed that there is a length of carriageway (being a length which is not contiguous to a central reservation) which can be entered at one end only by vehicles driven in conformity with paragraph (1) of this Regulation, every vehicle on that length of carriageway shall be driven in such a direction only as to cause it to proceed away from that end of that length of carriageway towards the other end thereof.

(5) Without prejudice to the foregoing provisions of this Regulation, no vehicle which—

- (a) is on a length of carriageway on which vehicles are required by any of the foregoing provisions of this Regulation to be driven in one direction only and is proceeding in or facing that direction, or
- (b) is on any other length of carriageway and is proceeding in or facing one direction, shall be driven or moved so as to cause it to turn and proceed in or face the opposite direction.

#### **Restriction on stopping**

7. (1) Subject to the following provisions of this Regulation, no vehicle shall stop or remain at rest on a carriageway.

(2) Where it is necessary for a vehicle which is being driven on a carriageway to be stopped while it is on a motorway—

- (a) by reason of a breakdown or mechanical defect or lack of fuel, oil or water, required for the vehicle; or
- (b) by reason of any accident, illness or other emergency; or
- (c) to permit any person carried in or on the vehicle to recover or move any object which has fallen onto a motorway; or
- (d) to permit any person carried in or on the vehicle to give help which is required by any other person in any of the circumstances specified in the foregoing provisions of this paragraph, the vehicle shall, as soon and in so far as is reasonably practicable, be driven or moved off the carriageway on to, and may stop and remain at rest on, any hard shoulder which is contiguous to that carriageway.

- (3) (a) A vehicle which is at rest on a hard shoulder shall so far as is reasonably practicable be allowed to remain at rest on that hard shoulder in such a position only that no part of it or of the load carried thereby shall obstruct or be a cause of danger to vehicles using the carriageway.
- (b) A vehicle shall not remain at rest on a hard shoulder for longer than is necessary in the circumstances or for the purposes specified in paragraph 2 of this Regulation.

(4) Nothing in the foregoing provisions of this Regulation shall preclude a vehicle from stopping or remaining at rest on a carriageway while it is prevented from proceeding along the carriageway by the presence of any other vehicle or any person or object.

#### **Restriction on reversing**

**8.** No vehicle on a motorway shall be driven or moved backwards except in so far as it is necessary to back the vehicle to enable it to proceed forwards or to be connected to any other vehicle.

#### **Restriction on the use of hard shoulders**

**9.** No vehicle shall be driven or stop or remain at rest on any hard shoulder except in accordance with paragraphs (2) and (3) of Regulation 7.

#### **Vehicles not to use the central reservation or verge**

**10.** No vehicle shall be driven or moved or stop or remain at rest on a central reservation or verge.

#### **Vehicles not to be driven by learner drivers**

**11.** [(1) Subject to paragraph (3), a person shall not drive on a motorway a motor vehicle to which this regulation applies if he is authorised to drive that vehicle only by virtue of his being the holder of a provisional licence.

(2) This regulation applies to—

- (a) a motor vehicle in category A or B or sub-category C1+E (8.25 tonnes), D1 (not for hire or reward), D1+E (not for hire or reward) or P, and
- (b) a motor vehicle in category B+E or sub-category C1 if the provisional licence authorising the driving of such a motor vehicle was in force at a time before 1st January 1997.

(3) Paragraph (1) shall not apply in relation to a vehicle if the holder of the provisional licence has passed a test of competence prescribed under section 89 of the Road Traffic Act 1988 [q.v.] for the grant of a licence to drive that vehicle.

(4) In this regulation—

- (a) the expression “*in force*” and expressions relating to vehicle categories shall be construed in accordance with regulations 3(2) and 4(2) respectively of the Motor Vehicles (Driving Licences) Regulations 1996 [SI 1996/2824, q.v.];
- (b) “*provisional licence*”, in relation to any vehicle, means a licence—
- (i) granted under section 97(2) of the Road Traffic Act 1988, or
- (ii) treated, by virtue of section 98 of that Act and regulations made thereunder, as authorising its holder to drive that vehicle as if he were authorised by a provisional licence to do so.]

*[Regulation 11 is printed as substituted by SI 1996/3053.*

*The Motor Vehicles (Driving Licences) Regulations 1996 (to which reference is made in reg. 11(4)(a)) have been revoked and replaced with effect from November 12, 1999 by the Motor Vehicles (Driving Licences) Regulations 1999 (SI 1999/2864) below. Attention is drawn in particular to regs 3(2) and 4(2) of SI 1999/2864.]*

### **Restriction on use of right hand or off-side lane**

**12.** [(1) This Regulation applies to—

- [(a) a goods vehicle having a maximum laden weight exceeding 7.5 tonnes,]
- [(b) a passenger vehicle which is constructed or adapted to carry more than eight seated passengers in addition to the driver the maximum laden weight of which exceeds 7.5 tonnes;]
- (c) a motor vehicle drawing a trailer; and
- [(d) a vehicle which is a motor tractor, a light locomotive or a heavy locomotive.]

(2) Subject to the provisions of paragraph (3) below, no vehicle to which this Regulation applies shall be driven or moved or stop or remain at rest on the right hand or off-side lane of a length of carriageway which has three or more traffic lanes at any place where all the lanes are open for use by traffic proceeding in the same direction.

(3) The prohibition contained in paragraph (2) above shall not apply to a vehicle whilst it is being driven on any right hand or off-side lane such as is mentioned in that paragraph in so far as it is necessary for the vehicle to be driven to enable it to pass another vehicle which is carrying or drawing a load of exceptional width.

[(4) Nothing in this regulation shall have effect so as to require a vehicle to change lane during a period when it would not be reasonably practicable for it to do so without involving danger of injury to any person or inconvenience to other traffic.]

[(5) In this Regulation "goods vehicle", "passenger vehicle" and "maximum laden weight" have the same meanings as in Schedule 6 to the 1984 Act.]

*[Regulation 12 is printed as substituted by SI 1983/374, and as subsequently amended by SI 1992/1364; SI 1995/158.]*

### **Restrictions affecting animals carried in vehicles**

**14.** The person in charge of any animal which is carried by a vehicle using a motorway shall, so far as is practicable, secure that—

- (a) the animal shall not be removed from or permitted to leave the vehicle while the vehicle is on a motorway, and
- (b) if it escapes from, or it is necessary for it to be removed from, or permitted to leave, the vehicle—
  - (i) it shall not go or remain on any part of the motorway other than a hard shoulder, and
  - (ii) it shall whilst it is not on or in the vehicle be held on a lead or otherwise kept under proper control.

### **Use of motorway by excluded traffic**

**15.** (1) Excluded traffic is hereby authorised to use a motorway on the occasions or in the emergencies and to the extent specified in the following provisions of this paragraph, that is to say—

- (a) traffic of Classes III or IV may use a motorway for the maintenance, repair, cleaning or clearance of any part of a motorway or for the erection, laying, placing, maintenance, testing, alteration, repair or removal of any structure, works or apparatus in, on, under or over any part of a motorway;
- (b) pedestrians may use a motorway—
  - (i) when it is necessary for them to do so as a result of an accident or emergency or of a vehicle being at rest on a motorway in any of the circumstances specified in paragraph (2) of Regulation 7, or
  - (ii) in any of the circumstances specified in sub-paragraphs (b),(d), (e) or (f) of paragraph (1) of Regulation 16.

(2) The Secretary of State may authorise the use of a motorway by any excluded traffic on occasion or in emergency or for the purpose of enabling such traffic to cross a motorway or to secure access to premises abutting on or adjacent to a motorway.

(3) Where by reason of any emergency the use of any road (not being a motorway) by any excluded traffic is rendered impossible or unsuitable the Chief Officer of Police of the police area in which a motorway or any part of a motorway is situated, or any officer of or above the rank of superintendent authorised in that behalf by that Chief Officer, may—

- (a) authorise any excluded traffic to use that motorway or that part of a motorway as an alternative road for the period during which the use of the other road by such traffic continues to be impossible or unsuitable, and
- (b) relax any prohibition or restriction imposed by these Regulations in so far as he considers it necessary to do so in connection with the use of that motorway or that part of a motorway by excluded traffic in pursuance of any such authorisation as aforesaid.

### **Exemptions and relaxations**

**16.** (1) Nothing in the foregoing provisions of these Regulations shall preclude any person from using a motorway otherwise than in accordance with the provisions in any of the following circumstances, that is to say—

- (a) where he does so in accordance with any direction or permission given by a constable in uniform or a traffic officer in uniform with the indication given by a traffic sign;
- (b) where, in accordance with any permission given by a traffic officer in uniform or a constable, he does so for the purpose of investigating any accident which has occurred on or near a motorway;
- (c) where it is necessary for him to do so to avoid or prevent an accident or to obtain or give help required as the result of an accident or emergency, and he does so in such manner as to cause as little danger or inconvenience as possible to other traffic on a motorway;
- (d) where he does so in the exercise of his duty as a constable or traffic officer when in uniform or as a member of an ambulance service or as an employee of a fire and rescue authority employed for the purposes of that authority;
- (e) where it is necessary for him to do so to carry out in an efficient manner—
  - (i) the maintenance, repair, cleaning, clearance, alteration or improvement of any part of a motorway, or
  - (ii) the removal of any vehicle from any part of a motorway, or
  - (iii) the erection, laying, placing, maintenance, testing, alteration, repair or removal of any structure, works or apparatus in, on, under or over any part of a motorway; or
- (f) where it is necessary for him to do so in connection with any inspection, survey, investigation or census which is carried out in accordance with any general or special authority granted by the Secretary of State.

(2) Without prejudice to the foregoing provisions of these Regulations, the Secretary of State may relax any prohibition or restriction imposed by these Regulations.



# APPENDIX 4

## DYNAMIC RISK ASSESSMENT – FACTORS TO CONSIDER

No operational situations are identical, although most feature common elements. Examples of some of the factors to consider when conducting a dynamic risk assessment are shown below.

### 1. Location

- Position – is the carriageway position dangerous, eg, in lane 3 or on a bend?
- Characteristics – is the location on an elevated or narrow section?
- Traffic flow – is the volume and/or speed of passing traffic an issue?
- CCTV – does CCTV cover the location?
- Signals – are signals close and correctly set to assist?
- Communication – is it effective and are any special arrangements needed between agencies?
- Constraints – do any physical constraints of the locality make safe working difficult?

### 2. Vehicles

- Numbers.
- Suspicion – is there anything suspicious about the vehicle or contents?
- Condition – damage and extent? Is any part of the vehicle or load obviously dangerous?
- Hazards in the vehicle or load?
- Owner/driver – is the owner/driver present?
- Lighting – is the vehicle unlit during the hours of darkness?
- Crime – has the vehicle been concerned in any reported criminal activity?
- Any special recovery requirements?

### 3. People

- Numbers.
- Demeanour – for example, are they calm, aggressive, helpful, threatening?
- Condition – are they trapped or injured and how badly, are they, for example, sober, drunk, suffering illness?
- Comprehension – are they able to understand instructions or guidance given?
- Crime – has a criminal record PNC check been completed – result – warning markers?

### 4. Localised factors

- What has happened – is it likely to happen again?
- Environmental factors – weather, eg, ice, snow, wind and fog, time of day or night.
- Visibility – topography, gradient, bends, weather.
- Security issues – Critical National Infrastructure?
- Equipment – what is available or needed.



# APPENDIX 5

## KEY LIFE SAVERS

- Always keep a watch on the approaching traffic. Never turn your back on it.
- Always wear approved safety clothing, properly fastened. Know its limitations.
- Always consider implementing a rolling road block before attending any incident.
- Do not allow anyone to stand in front of or between vehicles and any barriers.
- Always secure the scene before dealing with any incident.
- Only deal with incidents that you have been trained to deal with.
- Always check people and vehicles thoroughly for criminal conduct and intelligence gathering.
- Only close complete lanes, never parts of them.
- Know your distances:
  - Cone taper – 100 metres per lane closed;
  - Advance warning police vehicle – 50 metres from scene on carriageway or 25 metres from last vehicle for hard shoulder only incident;
  - Have a system to pace out the required distances for cone tapers. Do not guess.
- A police vehicle placed to provide advance warning is in a sacrificial position. Do not remain inside it unless really necessary.
- Do not become complacent.
- Continually reassess the risks and hazards at the incident.
- Advance warning provides just that – it does not protect anyone at the scene. It will provide some time and distance for you to take avoiding action from incoming hazards. Always be prepared to have to take such action.





# APPENDIX 6

## CONTACT DETAILS

### **Environmental Agency**

Website: <http://www.environment-agency.gov.uk>

Telephone: 08708 506 506

### **Genesis Helpdesk**

Email: [genesis@centrex.pnn.police.uk](mailto:genesis@centrex.pnn.police.uk)

Telephone: 01256 602778

### **Health Protection Agency (also NAIR)**

Health Protection Agency Central Office

7th Floor

Holborn Gate

330 High Holborn

London

WC1V 7PP

Telephone: 020 7759 2700 / 2701

Fax: 020 7759 2733

Email: [webteam@hpa.org.uk](mailto:webteam@hpa.org.uk)

Website: <http://www.hpa.org.uk/radiation/>

### **Home Office Scientific Development Branch**

Sandbridge

St Albans

Hertfordshire

AL4 9HQ

Telephone: 01727 865 051

Website: <http://www.hosdb.homeoffice.gov.uk>

### **ACPO/Highways Agency**

Liaison Team Room C5

Highways Agency

Broadway

Broad Street

Birmingham

B15 1BL

Telephone: 0121 678 8062

Telephone (out of hours): 08457 50 40 30

**National Centre for Policing Excellence (NCPE)**

Wyboston Lakes  
Great North Road  
Wyboston  
Bedford  
Bedfordshire  
MK44 3BY  
Telephone: 01256 602 100  
Fax: 01256 602 223

**NCPE Operations centre**

Email: [opsline@centrex.pnn.police.uk](mailto:opsline@centrex.pnn.police.uk)  
Telephone: 0870 241 5641

**Royal Society for the Prevention of Accidents (RoSPA)**

RoSPA House  
Edgbaston Park  
353 Bristol Road  
Edgbaston  
Birmingham B5 7ST, UK  
Telephone: 0121 248 2000  
Website: <http://www.rospace.org.uk>

**VOSA**

Berkeley House  
Croydon Street  
Bristol BS5 0DA  
0117 954 3334  
Website: <http://www.VOSA.gov.uk>

**RADSAFE**

Email: [enquiries@radsafe.org.uk](mailto:enquiries@radsafe.org.uk)  
Telephone: 0800 834 153  
Website: <http://www.radsafe.org.uk>



