

Road Safety Strategy (2006/10)

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Road Safety Strategy 2006/10

Introduction

- In 2000, the Government published a national road safety strategy incorporating casualty reduction targets. These targets have been built into local authorities five year local transport plans as well as Police forces' annual policing plans. At its time of publication, the strategy did not include the Fire and Rescue Service (FRS) as a potential partner in joint casualty reduction schemes.
- Since that time, the Fire and Rescue Service Act 2004 has come into force placing a statutory duty on FRS to prepare for rescuing people from road traffic collisions. In addition, the FRS Act 2004 gives statutory effect to the FRS National Framework. The National Framework states that, under its IRMP process, a Service must set strategies for reducing the number and severity of road traffic collisions.
- The purpose of developing a road safety strategy is therefore three-fold. Firstly it will serve to demonstrate our commitment to support our partners (local authorities', CDRPs' Sussex Police) as they work to achieve the targets set by Government. Secondly, it will demonstrate to external auditors that we are complying with the National Framework. Lastly, it will ensure that road safety initiatives carried out by this Service are co-ordinated centrally and allocated the appropriate resources as necessary.

Road Safety Strategy

1. The National Context

1.1 The Scale of the Problem

- 1.1.1 Road safety directly involves all road users of all ages, whether on bike, on foot, or in a vehicle. Roads can unfortunately sometimes prove to be a dangerous environment and road accidents cause immense human suffering. Every year, around 3,500 people are killed on Britain's roads and 40,000 seriously injured. In total there are over 300,000 road casualties in nearly 240,000 accidents.
- 1.1.2 Road traffic collisions do not have a single cause. They result from a number of contributory factors that combine in a way that leads to a road user failing to cope in a particular situation. However, human error is a contributory factor in approximately 95% of road collisions.
- 1.1.3 Of particular concern is the fact that road accidents remain the biggest single cause of accidental death for people under the age of 24¹ In addition, a significant number of road deaths can be attributed to an illegal action. For example, almost 16% of road deaths happened when someone was driving while over the legal alcohol limit.

1.2 The National Strategy

- 1.2.1 In 2000, the Government published "Tomorrows Roads-Safer for Everyone", a national Road Safety Strategy incorporating casualty reduction targets. The simple aim of this strategy is to dramatically reduce the number of deaths and injuries that occur on our roads every year.
- 1.2.2 The Government adopted a range of targets in 2000 to encourage a multi-disciplinary approach with the various partners in the community working together to fulfill the road safety strategy. It is believed that this can be achieved by applying a four-strand approach encompassing improved education, enforcement, engineering and encouragement.
- 1.2.3 Although the Department of Transport has overall ownership for these targets, the strategy has been built into local authorities' five year local transport plans as well as Police Authority annual policing plans. The strategy encourages all Highway Authorities to adopt their own local targets, publish their plans, carry out casualty reduction schemes, education, training and publicity initiatives, monitor their actions, evaluate progress and publish outcomes.

1.3 National Targets

- 1.3.1 The targets to be achieved by the year 2010, based on the average for the years 1994-98 are:
- A 40% reduction in the number of people killed or seriously injured in road accidents.
 - A 50% reduction in the number of children killed or seriously injured.
 - A 10% reduction in the casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.²

¹ In 2002, 800 people under the age of 24 died as a result of a road accident. This figure is 300% greater than the next biggest cause.

² A slight injury is an injury of a minor character such as a sprain (including neck whiplash injury), bruise or cut which are not judged to be severe, or slight shock requiring roadside attention. This definition included injuries not requiring medical treatment.

- 1.3.2 Many local authorities, including our partners within East Sussex County Council and Brighton & Hove City Council, have incorporated these targets into their Local Public Service Agreements. By doing so, they have set themselves stretching targets which, if achieved, will allow additional funding to be released for continuing road safety initiatives.

2. The Role of the Fire and Rescue Service

2.1 Fire and Rescue Service Act 2004

- 2.1.1 The Fire and Rescue Service Act 2004 represents the most significant legislation changes in the operation of the Fire and Rescue Service (FRS) in over 50 years. The Fire Service Act of 1947 focused on preparing and equipping Fire & Rescue Services to respond to fires, with no responsibilities or duties placed upon Fire Authorities in relation to road traffic collisions or other emergencies. Over time society expectations and public demands have resulted in the role of the Fire & Rescue Service evolving and changing and the 2004 Act sets out a much broader range of statutory duties.
- 2.1.2 In particular, the new Act recognises that the Fire and Rescue Service is now a primary rescue service at road traffic collisions and Part 2, Section 8, of the Act places a statutory duty on Fire & Rescue Services to prepare for rescuing people from road traffic collisions (RTCs).
- 2.1.3 This recognition reflects the increasing workload on Fire & Rescue Services, partly attributable to their attendance at RTCs. Within East Sussex the incidents attended have risen from 554 in 1996 to 737 in 2004. The Statutory changes also reflect the contribution made by Fire and Rescue Authorities' over the years to ensure when we attended incidents, we were able to assist and effect an efficient extrication of casualties even though there was no statutory duty to do so.
- 2.1.4 Importantly, the 2004 Act gives statutory effect to the Fire & Rescue Service National Framework. This Framework sets out the Governments priorities for the Fire & Rescue Service and explains what Fire and Rescue Authorities are expected to do. It introduces the concept of Integrated Risk Management Planning (IRMP) as a way of identifying existing and potential risk to our communities. The IRMP must set strategies for, amongst other things, reducing the number and severity of road traffic collisions.
- 2.1.5 The FRS therefore has a key role to play with our partners in preventing road traffic collisions and the resultant damage to human life, much as it intends to reduce fire related deaths and injuries.

2.2 The Police Reform Act 2002

- 2.2.1 By adding Fire Authorities to the list of "responsible authorities", the Police Reform Act 2002 (Part 6, Section 97, Subsection (2)) places a duty on FRS to work with the Police and local authorities in Crime and Disorder Reduction Partnerships, to identify crime and disorder problems in their area and to develop and implement strategies to tackle them.
- 2.2.2 Consequently, within our work with partners to reduce crime and the fear of crime, the East Sussex Fire Authority recognises that its Fire & Rescue Service has an important contribution to make in the specific area of reducing the instances of crime related vehicle collisions.

3. Historical Data and Target Setting

3.1 Where We Are Now

3.1.1 Locally, within the county of East Sussex and the City of Brighton and Hove, 40 people were killed and over 320 seriously injured in road traffic collisions last year. In addition, over 2000 people were slightly injured.

3.1.2 The following table provides details of those road traffic collisions attended by ESFRS:

Year	Incidents	Fatalities	Injuries	Rescues
2000/2001	603	23	328	34
2001/2002	585	22	330	45
2002/2003	638	25	315	34
2003/2004	737	26	302	65
2004/2005	720	19	276	45

* Note: Not all fatal RTCs are attended by East Sussex Fire & Rescue Service

3.2 Where We Want To Be

3.2.1 The Fire and Rescue Service does not attend all road traffic collisions - minor accidents are often dealt with by the Police and /or the Ambulance Service. This has led to differences in the way we, the Police and our other partners collect and measure data.

3.2.2 It is therefore unhelpful to apply percentage reduction targets to our incident figures as we measure different sets of data. Therefore, the aim of this strategy is to focus East Sussex Fire and Rescue Service on this important community safety issue. It will allow us to consider the targeting of our resources towards education and encouragement initiatives in such a way that we contribute to the overall Government reduction targets.

3.2.3 Our commitment to this strategy, and our partners objectives, will be demonstrated by the inclusion of the relevant County Council and City Council targets and performance in our annual Best Value Performance Plan.

3.2.4 The following table reflects the current data from ESCC and identifies the reduction requirements to achieve the 2010 targets.

	1994-1998 average	Target reduction	2005 PSA	2010 Target	
Total killed or seriously injured	458	40%	325	275	PSA Target
Children killed or seriously injured	50	50%		25	Local Target
Slight injury accident rate	61.78	20%		49.4	Local Target

(Slight casualties per 100 veh km)

3.2.5 Brighton & Hove City Council Casualty Reduction Targets

	1994-1998 average	Target reduction	2010 Target
Total killed or seriously injured	170	45%	93
Children killed or seriously injured	22	60%	9
Slight injury accident rate (Slight casualties per 100 veh km)	89.49	10%	78.49

4. East Sussex Fire and Rescue Service Response

4.1 What we have done

- 4.1.1 In the past our approach to road traffic collisions has largely been to make an emergency response when requested in order to release any casualties trapped as a result of the incident.
- 4.1.2 This has required a sustained and measurable commitment of financial resources and training time as well as a continual process of equipment innovation and development.
- 4.1.3 With the focus changing to one of prevention, the Director of Community Protection now sits on the Sussex Strategic Road Safety Steering Group established to co-ordinate and develop road safety strategies and initiatives across the partner agencies.
- 4.1.4 In addition, individual Station Managers, recognising both the increasing workload resulting from RTCs and the key role the Service plays in preventing RTCs, have developed local initiatives in an attempt to tackle the problem.
- 4.1.5 *Case Study*

The Station Manager of Battle Fire Station has been proactive in pushing the issue of road safety within the Rother area to the top of the CDRP agenda. This resulted in Rother CDRP, (now known as the Safer Rother Partnership) establishing a Road Safety Group chaired by the Station Manager and comprising representatives from the Police, local authorities and county council. The group has had a good deal of success attracting funding for a range of initiatives including the provision of signage and posters with a road safety message which have been placed on Fire and Rescue Service vehicles. More recently, the Group has successfully bid to secure the use of mobile SIDs (speed indication devices), which will be operated by members of the community at known accident black spots within rural Rother.

This case study and other initiatives represent examples of good work. The main purpose of this strategy is to ensure that such initiatives are fully supported and all positive outcomes shared across the Service.

- 4.1.6 As an employer and in particular as an emergency service, East Sussex Fire & Rescue Service recognises its own responsibilities to reduce risk to road users by formally assessing the risks and introducing suitable controls for relevant Service activities. These controls include providing Service vehicles incorporating appropriate safety technology and supporting maintenance regimes.

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- 4.1.7 ESFRS has a team of specialist accredited driver training instructors and examiners who deliver appropriate training to all employee drivers, including emergency response drivers, in accordance with Service policies.
- 4.1.8 In addition to providing personnel with the legal and core training required for Service appliance drivers, East Sussex Fire & Rescue Service has also adopted the ROSPA 'Safe Drivers' scheme which requires initial and periodic assessments of drivers to a nationally accredited standard.
- 4.1.9 These initiatives have often involved partners and have on occasion, been able to attract funding through organisations such as Crime and Disorder Reduction Partnerships.

4.2 What We Are Going To Do

- 4.2.1 East Sussex Fire and Rescue Service will contribute to the achievement of the 2010 targets and will instigate measures aimed at facilitating reductions in fatal and serious casualties on roads across ESCC and Brighton & Hove.
- 4.2.2 We have agreed a plan of key actions described in the attached Action Plan, which gives responsibility for delivering key objectives to the appropriate level within the organisation.
- 4.2.3 The strategy recognises that many of our partner organisations have a wealth of experience in driving road safety forward and we will look to ensure that our strategic and local initiatives make use of this experience and that our aims and objectives support those of our partners.

4.2.3 At a strategic level we will: ·

- Recommend that the Fire Authority approve and take ownership of the Road Safety Strategy
- Seek wider consultation with Partners / Stakeholders on our strategy
- Agree a Road Safety Partnership Local Agreement with Sussex Police and other Partners that identifies road safety hotspots and co-ordinates the appropriate accident reduction strategy
- Establish links with other Partners including Sussex Safety Camera Partnership, Driving Standards Agency, and RoSPA etc. in order to look at working together on mutually beneficial initiatives

4.2.4 At an organisational level we will:

- Include RTC casualty reduction targets in the annual Best Value Performance Plan and ensure performance is monitored via the Quarterly Performance report
- Where external funding can be secured, we will support the rollout across the Service of the LIFE (Local Intervention Fire Education) scheme ensuring that the content of the course reflects the consequences of dangerous/illegal driving.
- Establish a "toolkit" of RTC education, publicity and awareness initiatives, which can be utilised by the Station Manager according to local need. For example to target particular high-risk groups or high-risk roads etc.

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- Develop a strategy to effectively communicate both the issues involved and the developing role of ESFRS in helping to reduce RTC casualties, whilst supporting our Partners in achieving the Government targets.
- Ensure that all Emergency Fire Appliance and Response Vehicle divers are trained to the RoSPA standard and are refreshed over a three year cycle
- Actively seek to reduce and eliminate vehicle accidents. In accordance with Service policies all vehicle accidents and near misses involving ESFRS vehicles (and other vehicles on ESFRS property), will be investigated in order to identify the cause and to reduce the potential for future occurrences.

4.2.5 At local level we will:

- Ensure that ESFRS representatives on CDRPs have sufficient training and guidance to enable them to access funding streams in support of local initiatives.
- Ensure that each local Station Action Plan incorporates RTC reduction initiatives including appropriate resource allocation.
- Encourage and support inter-agency training where it fits in with our aims and objectives and those of our partner agencies

5. Implementing the Strategy

5.1 Resourcing Our Strategy

- 5.1.1 The benefits of working closely with our partners cannot be underestimated and it is clear that we will be able to offer mutual support to their road safety initiatives. The Service will seek to support a partnership approach to road safety and will actively bid for funding for joint initiatives.
- 5.1.2 Within the organisational structure of ESFRS key personnel are accountable for driving down the incidence of RTCs and accompanying casualty figures.

5.2 Roles and Responsibilities

- 5.2.1 Overall ownership of the Strategy will rest with the Fire Authority. The responsibility for delivering against the strategy will rest with the Deputy Chief Fire Officer. The Director of Community Protection will be responsible for implementing the action plan by planning and co-ordinating delivery on behalf of the Fire Authority
- 5.2.2 It is possible that a number of departments within the Service will be able to support the Road Safety Strategy as our experience and understanding of reduction strategies increases.
- 5.2.3 Local Station Managers will have responsibility for assessing the risk within their areas of responsibility, allocating sufficient resources and reflecting road safety strategies in their annual Station Action Plan.

5.3 How We Will Be Measured

- 5.3.1 This strategy will provide a clear and structured environment within which ESFRS can rationalise and communicate the approaches we adopt, and monitor, measure and demonstrate progress being made to support our partners accident reduction campaigns.

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- 5.3.2 In order to monitor the contribution ESFRS is making towards our partners achieving the national targets, the official annual figures for the three target areas will also be reported against in the annual BVPP. The Service's Integrated Risk Intelligence Service (IRIS) is currently working with Sussex Police and East Sussex County Council to ensure that the necessary exchange of data sets can happen.
- 5.3.3 The ongoing national review of Fire & Rescue Service incident data collection may lead to ESFRS collecting and measuring data in new ways. This is likely to improve our performance management and targeted approach to road safety.
- 5.3.4 Each Community Fire Station produces an annual Action Plan detailing how resources are going to be utilised for risk reduction initiatives within the area. It will be incumbent on each Station Manager to consider the incidence of RTCs within their area of responsibility and set appropriate targets for their reduction. They will have access to the latest data and the risk reduction "toolbox" in order for them to allocate time and resources as necessary.
- 5.3.5 Several Crime & Disorder Reduction Partnerships have extended their targets to include wider community safety issues such as road safety. ESFRS will, where appropriate, support any local initiatives aimed at reducing road casualties

6. Emergency Response

6.1 Response

- 6.1.1 It is an unfortunate fact that there will always be a need for a reactive response to RTCs when they occur. Last year, the Fire Authority adopted standards through their Integrated Risk Management Plan (IRMP), to monitor response times to road traffic collisions, as they become a significant part of the workload for all Fire and Rescue Services. The standards are to ensure that 50% of RTCs will be attended in 8 minutes and 90% of RTCs will be attended in 13 minutes.
- 6.1.2 Our performance against these standards is measured by way of two Local Performance Indicators incorporated in the annual Best Value Performance Plan.
- 6.1.3 Work is still ongoing, through the IRM planning process, to determine the correct speed and weight of response to life risk incidents such as RTCs.

6.2 Intervention

- 6.2.1 It is vital that once Fire and Rescue Service personnel respond to an RTC, they are suitably equipped and trained to deal with whatever crash rescue scenario they are faced in order that a safe, time efficient, casualty centered rescue can be achieved.
- 6.2.2 The Integrated Personnel Development System (IPDS) will support the training and development of Fire and Rescue Service personnel and will help to ensure that our personnel are competent in safety procedures, equipment use and extrication techniques relevant to their expected role at an RTC.
- 6.2.3 A training strategy for RTCs is being developed by East Sussex Fire & Rescue Service training department to reflect current training at the Fire Service College. This process will result in operational personnel undertaking a comprehensive refresher-training course. The aim is for all relevant personnel to receive this training over the next two years.

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6.2.4 The Fire Authority will continue to support ESFRS entry into the annual United Kingdom Rescue Organisation (UKRO) Extrication Challenge. This challenge will provide best practice and a channel for the dissemination of information back into ESFRS.

6.2.5 ESFRS commitment to the aims, objectives and values of this event is demonstrated by the fact that the Service will host the event in Brighton in July 2006. We will be seeking high-level partnership involvement in running and supporting the event.

6.2.6 In addition to developments in techniques and procedures, the UKRO event also serves to highlight developments in rescue equipment technology. We will ensure this information is fed into the research and development planning process.

6.3 Information

6.3.1 It is vital that operational crews are provided with relevant safety and technical information on which to base their operational plans when attending an RTC.

6.3.2 All front line fire appliances are fitted with the MODAS in-cab data system. This system is being loaded with the latest safety information and technical data on a wide range of road vehicles. This information will be readily available to Incident Commanders and can be used to inform their decision making process.

6.3.3 In addition, we will seek to establish links with motor vehicle manufactures in order to secure advice and information relevant to fire and rescue service operations. For example, we are in the process of obtaining specific guidance from a large motor vehicle manufacturer on their entire range of private and commercial vehicles.

7. Action Plan

Key Actions	What we plan to do	Who will be responsible	Completion
1.	Fire Authority to approve and take ownership of the Road Safety Strategy.	CFO & CE and Chairman of the Fire Authority	January 2006
2.	Seek wider consultation with Partners/Stakeholders on our strategy.	Director of Community Protection	December 2005
3.	Agree a Road Safety Partnership Local Agreement with Sussex Police and other Partners that identifies road safety hotspots and co-ordinates the appropriate accident reduction strategy.	Director of Community Protection	January 2006
4.	The Director of Community Protection to sit on the Sussex Road Safety Steering Group and give a strategic lead to ESFRS.	Director Community Protection	Ongoing
5.	Establish links with other Partners including Sussex Safety Camera Partnership, Driving Standards Agency, RoSPA etc.	Director of Community Protection Director of Risk Management Risk Reduction Manager Driver Training Manager	Ongoing

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Key Actions	What we plan to do	Who will be responsible	Completion
6.	Include RTC casualty reduction targets in the annual Best Value Performance Plan and ensure performance is monitored via the Quarterly Performance report.	Best Value Officer Head of Performance Review	Ongoing
7.	Where funding can be secured, support the rollout across the Service of the LIFE (Local Intervention Fire Education) scheme ensuring that the content of the course reflects the consequences of dangerous/illegal driving.	Director of Community Protection	Ongoing
8.	Establish a 'toolbox' of RTC education, publicity, awareness initiatives which can be utilised by the Station Manager according to the local need. For example to target particular high-risk groups or high-risk roads etc.	Risk Reduction Manager Community Safety Manager	April 2006
9.	Develop a communications strategy to effectively communicate both the issues involved and the developing role of ESFRS in helping to reduce RTC casualties and to support our Partners in achieving the Government targets.	Director of Risk Management	January 2006
10.	Ensure that all Emergency Fire Appliance and Response Vehicle divers are trained to the RoSPA accredited standard and are refreshed over a three-year cycle.	Head of Human Resource Development Driver Training Manager	Ongoing
11.	Ensure that ESFRS representatives on CDRPs have sufficient training and guidance to allow them to access funding streams to support local initiatives.	Partnership Focus Team Risk Management Directorate	April 2006
12.	Ensure that each local Station Action Plan incorporates RTC casualty reduction targets and that appropriate time and resources are allocated.	Station Managers Head of Performance Review	Ongoing
13.	Encourage and support inter-agency training where it fits in with our aims and objectives and those of our partner agencies.	Station Managers	Ongoing
14.	We will aim to ensure that 50% of RTCs will be attended in 8 minutes and that 90% of RTCs will be attended in 13 minutes.	Director Community Protection	Ongoing
15.	We will continue to evaluate the most appropriate speed and weight of response to RTCs.	Integrated Risk Management Planning Team	Ongoing

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Key Actions	What we plan to do	Who will be responsible	Completion
16.	We will ensure that all operational personnel receive comprehensive refresher training in the latest crash rescue techniques.	Head of Human Resource Development	April 2007
17.	We will continue to support the aims and objectives of the United Kingdom Rescue Organisation.	Director Community Protection	Ongoing
18.	We will continue to evaluate the latest crash rescue equipment and look to provide operational crews with the most advanced equipment available.	Director Service Support	Ongoing
19.	We will provide our operational crews with the most up to date and relevant information available in order to ensure their health and safety at RTCs.	Risk Reduction Manager	Ongoing

8. Useful Contacts

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