

# Road Safety Strategy 2006 - 2010

Reducing the impact



**East Sussex**  
Fire & Rescue Service

Achieving a safer community



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# Foreword

I am pleased to present the East Sussex Fire & Rescue Service Road Safety Strategy 2006-2010.

By endorsing this Strategy, East Sussex Fire Authority recognises the vital role the Fire & Rescue Service has in contributing to the wider community safety agenda and in particular to the reduction in the number of people killed or seriously injured on our roads.

The Authority recognises the good work already undertaken by many within the Service whilst also being mindful of the need to co-ordinate and properly support future initiatives.

Therefore this document sets out the main ways in which we plan to contribute to our partners achieving the Government targets of reducing road casualties by the year 2010.

In addition, this strategy demonstrates to the public, to our partner agencies and to our staff the importance we place on this issue and the role we all have to play in making the roads safer for everyone.

**Cllr Mike Murphy**  
**Chairman of East Sussex Fire Authority**

The Fire & Rescue Service are now called to rescue more people from road traffic collisions than from fires. Our staff within East Sussex Fire & Rescue Service deal with the aftermath of road traffic collisions and the impact they have on human life, on a daily basis. It is only right, therefore, that we direct the appropriate resources towards trying to prevent such incidents.

No single agency can be responsible for reducing road accident casualties in isolation. The focus of this strategy, therefore, is to encourage and support partnership working with other agencies involved with road safety and to demonstrate a strategic commitment to this issue.

We will continue to prepare for all crash rescue scenarios. Our aim will be to effectively respond to any call for assistance to a road traffic collision and get appropriately trained and equipped personnel to the scene of operations to undertake and support rescue and scene safety operations.

This strategy will serve to focus our minds on this important issue and by doing so, achieve a safer community.

**Des Prichard**  
**Chief Fire Officer and Chief Executive**

# Section 1 The National Context

## The Scale of the Problem

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.

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.

Of particular concern is the fact that road accidents remain the biggest single cause of accidental death for people under the age of 24<sup>1</sup>. 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.



## The National Strategy

In 2000, the Government published "Tomorrow's Roads - Safer for Everyone", a national Road Safety Strategy incorporating casualty reduction targets. The aim of this strategy is to dramatically reduce the number of deaths and injuries that occur on our roads every year.

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 fulfil 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.

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.

<sup>1</sup> 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.

## National targets

The targets to be achieved by the year 2010, based on the average for the years 1994/95-1998/99 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.<sup>2</sup>

Many local authorities, including our partners within East Sussex County Council (ESCC) 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.

<sup>2</sup> 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 includes injuries not requiring medical treatment.

## Section 2 The Role of the Fire and Rescue Service

### Fire and Rescue Services Act 2004



The Fire and Rescue Services Act 2004 represents the most significant legislation changes in the operation of the Fire and Rescue Service (FRS) in over 50 years. The Fire Services Act of 1947 focussed 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.

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).

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.

Importantly, the 2004 Act gives statutory effect to the Fire & Rescue Service National Framework. This Framework sets out the Government's 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.

The Authority, 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.

### The Police Reform Act 2002

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 the Fire Authority 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.

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.

## Section 3 Historical Data and Target Setting

### Where We Are Now

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.

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

| Year    | Incidents | Fatalities | Injuries | Rescue |
|---------|-----------|------------|----------|--------|
| 2000/01 | 603       | 23         | 328      | 34     |
| 2001/02 | 585       | 22         | 330      | 45     |
| 2002/03 | 638       | 25         | 315      | 34     |
| 2003/04 | 737       | 26         | 302      | 65     |
| 2004/05 | 720       | 19         | 276      | 45     |

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

## Where we want to be

The Fire and Rescue Service does not attend all road traffic collisions. Some serious incidents including those involving pedestrians and cyclists and other 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.

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.

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.

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 |              |
|---|---------------------|------------------|----------|-------------|--------------|
| <b>Total killed or seriously injured</b>    | 458                 | 40%              | 325      | 275         | PSA Target   |
| <b>Children killed or seriously injured</b> | 50                  | 50%              |          | 25          | Local target |
| <b>Slight injury accident rate</b>          | 61.78               | 20%              |          | 49.4        | Local Target |

**Brighton & Hove City Council Road Casualty Reduction Targets**

|   | <b>1994 - 1998<br/>Average</b> | <b>Target Reduction</b> |  | <b>2010 Target</b> |  |
|---|--------------------------------|-------------------------|--|--------------------|--|
| <b>Total killed or seriously injured</b>    | 170                            | 45%                     |  | 93                 |  |
| <b>Children killed or seriously injured</b> | 22                             | 60%                     |  | 9                  |  |
| <b>Slight injury accident rate</b>          | 89.49                          | 10%                     |  | 78.49              |  |

## Section 4 East Sussex Fire and Rescue Service Response

### What Have We Done

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.

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.

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.

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.

### **Case Study**

*The Station Manager of Battle Community 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.

As an employer, 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.

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.

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.

These initiatives have often involved partners and have on occasion, been able to attract funding through organisations such as Crime and Disorder Reduction Partnerships.

## What We Are Going To Do

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.

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.

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.

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.

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.
- 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 drivers 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.

At a local level we will:

- Ensure that ESFRS representatives on CDRP's 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.

## Section 5     Implementing the strategy

### **Resourcing Our Strategy**

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.

Within the organisational structure of ESFRS key personnel are accountable for driving down the incidence of RTCs and accompanying casualty figures.

### **Roles and Responsibilities**

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.

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.

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.

### **How We Will Be Measured**

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.

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.

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.

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 RTC's 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.

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.

## Section 6      Emergency response



### **Response**

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.

Our performance against these standards is measured by way of two Local Performance Indicators incorporated in the annual Best Value Performance Plan.

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.

### **Intervention**

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 centred rescue can be achieved.

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.

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.

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.

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.

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.

## Information

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.

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.

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.



| 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 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 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       |
|             | Establish links with other Partners including Sussex Safety Camera Partnership, Driving Standards Agency, RoSPA etc.   | Director Community Protection<br>Director Risk Management<br>Risk Reduction Manager<br>Driver Training Manager | Ongoing       |

| Key actions | What we plan to do  | Who will be responsible                                    | Completion        |
|-------------|---|--|-------------------|
| 5           | <p>Include RTC casualty reduction targets in the annual Best Value Performance Plan and ensure performance is monitored via the Quarterly Performance report.</p>   | <p>Best Value Officer<br/>Head of Performance Review</p>   | <p>Ongoing</p>    |
| 6           | <p>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.</p>  | <p>Director Community Protection</p>                       | <p>Ongoing</p>    |
| 7           | <p>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.</p> | <p>Risk Reduction Manager<br/>Community Safety Manager</p> | <p>April 2006</p> |

| Key actions | What we plan to do  | Who will be responsible                                       | Completion   |
|-------------|---|---|--------------|
| 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 drivers are trained to the RoSPA accredited standard and are refreshed over a three-year cycle.   | Head of Human Resource Development<br>Driver Training Manager | Ongoing      |

| Key actions | What we plan to do  | Who will be responsible                                   | Completion |
|-------------|---|---|------------|
| 11          | Ensure that ESFRS representatives on CDRP's have sufficient training and guidance to allow them to access funding streams to support local initiatives. | Partnership Focus Team<br><br>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<br><br>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    |

| Key actions | What we plan to do   | Who will be responsible                  | Completion |
|-------------|--|--|------------|
| 15          | We will continue to evaluate the most appropriate speed and weight of response to RTCs.  | Integrated Risk Management Planning Team | Ongoing    |
| 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 continually 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    |

## Useful Contacts

### **SDO Gary Walsh**

Director of Community Protection  
East Sussex Fire & Rescue Service  
20 Upperton Road  
Eastbourne  
BN21 1EU  
01323 462000  
[gary.walsh@esfrs.org](mailto:gary.walsh@esfrs.org)

### **The Traffic and Safety Group**

East Sussex County Council  
Transport & Environment  
County hall  
St Annes Crescent  
Lewes  
BN7 1UE  
[www.eastsussex.gov.uk](http://www.eastsussex.gov.uk)

### **Road Safety Team**

Brighton & Hove City Council  
Hove Town Hall  
Norton Road  
Hove  
BN3 3BQ  
01273 293705

### **Traffic Manager (East)**

Road Policing Division HQ  
Police Station  
Bolnore Road  
Haywards Heath  
West Sussex  
RH16 4BA

Fire & Rescue Service Headquarters, 20 Upperton Road, Eastbourne, East Sussex BN21 1EU  
Tel: 0800 7319119 Fax: 01323 725574 Email: [enquiries@esfrs.org](mailto:enquiries@esfrs.org) Website: [www.esfrs.org](http://www.esfrs.org)



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