Road Safety Strategy 2011 – 2014
Reducing the impact

Safer Stronger Communities – Safe Effective Firefighters

Contents

Foreword

I am pleased to present Merseyside Fire and Rescue Service's Road Safety Strategy 2011-2014

In launching this strategy, Merseyside Fire & Rescue Authority recognise the vital role the Fire & Rescue Service plays 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.

This document sets out the main ways in which we plan to contribute to the achievement of a reduction in road casualties by the year 2014.

To implement the IRMP we work in partnership with others to provide an excellent, affordable service to all the diverse communities of Merseyside. We ensure that our interventions make a difference. We build upon our unique position of trust and respect within the community and the professionalism of our staff to tackle the real underlying factors which affect risk.

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 Merseyside's roads safer for everyone.

Tony Newman
Chairman of Merseyside Fire Authority.

Deputy Chiefs Comments

The Fire and Rescue service are now called to rescue more people from road traffic collisions than from fires. Our staff within MFRS deals 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 our efforts towards trying to prevent such incidents.

No single agency can be responsible for reducing deaths and injuries on our roads. The focus of this strategy, therefore, is to encourage and support partnership working with those agencies involved in the delivery of road safety initiatives and to demonstrate a strategic commitment to the issue.

We will also continue to prepare for all road traffic collisions. 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, support our mission "Safer Stronger Communities – Safe Effective Firefighters."

Phil Garrigan
Deputy Chief Fire Officer

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 are result of a number of contributory factors that combine in a way that leads to a road user failing to respond in a particular situation. 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 [1] in the UK. 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 May 2011, the Department for Transport published "Strategic Framework for Road Safety". This outlines the Government's plans to reduce deaths and injuries on Britain's roads as well as the measures and steps that others can take. It is available to download at www.dft.gov.uk/roadsafety.
" Where road users make low level mistakes or display poor skills we intend to divert them in to a greater range of educational courses to help develop safer skills and attitudes. "

The government adopted a range of targets in 2011 to encourage a multi disciplinary approach with the various partners in the community working together to deliver its 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 each local authority's five year local transport plans as well as the Police Authority's 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.

National targets

The targets to be achieved by the year 2020 are:

- A 40% reduction in the number of people killed or seriously injured in road accidents

Many local authorities, including our partners within Merseyside 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.

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

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 societal expectations and public demands have resulted in the role of the Fire and 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 the 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 attributes to their attendance at RTC'S. Within Merseyside the incidents attended by MFRS have reduced from 433 in 2009 to 407 in 2010. The statutory changes also reflect the contribution made by Fire & Rescue Authorities over the years to ensure that 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 & 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 2004

By adding Fire and Rescue Authorities to the list of "responsible authorities", The Police Reform Act 2002 (Part 6, Section 97, Subsection (2)) places a duty on the Fire and Rescue 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 fear of crime, the Merseyside Fire and Rescue 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

MFRS records using the national Incident Recording System (IRS) and our own Vision Boss mobilising and management system show that 14 people were killed and over 72 seriously injured in road traffic collisions in 2010. In addition over 321 people were slightly injured.

The following tables provide details of those road traffic collisions attended by Merseyside Fire and Rescue Service

Degree of Severity	2009	2010
FATAL	17	14
SERIOUS	87	72
KSI	104	86
SLIGHT	329	321
TOTAL	433	407

Historical Amount of Fatalities and Injuries in Road Traffic Collisions between 2006 and 2010 (annual)

Degree of Severity	2006[2]	2007	2008	2009	2010
FATAL	16	7	13	17	14
INJURY	679	555	499	416	393
TOTAL	695	562	512	433	407

*Note: Not all fatal RTCs are attended by Merseyside Fire & Rescue Service.

---

[2] Prior to 01/04/2008 it is not possible to differentiate between minor and sever injuries in RTC's as the data is not available.
Since 01/04/2008 it is possible to ascertain an injury's severity.

Where we want to be

The Fire and Rescue Service does not attend all road traffic collisions. Some serious incidents including those incidents 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 Merseyside 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 5 relevant council targets and performance in our annual Service Plan.

Section 4 Merseyside 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 required 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 evolution.

With the focus changing to a balanced strategy incorporating our preventative road safety activity, the Area Manager for Prevention Protection now sits on the Merseyside strategic Road Safety Planning Group established to coordinate and develop road safety strategies and initiatives across partner agencies.

In addition, individual Community Safety 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

Road safety drive

More than 1,000 young people in St Helens were warned of the dangers on the region's roads during National Road Safety Week.

Watch Manager Neil Graham of Eccleston and Fire fighter Mike Dwyer of St Helens spoke with every student at Carmel College during the awareness week about the real dangers they face on the roads.

Merseyside's Fire and Rescue Service's hard-hitting Drive 2 Arrive presentation warned 17 to 19-year-olds of the consequences of not wearing seatbelts, drink driving, speeding, and using mobile phones whilst driving.

Crew Manager Vin Taylor of Speke has also trained tutors at the college to deliver the package to future students.

Vicky Bryant of Carmel College said: "The sessions have definitely been a major hit. The young people have absolutely loved it and have been talking about it all week."

The sessions were arranged to reduce the number of accidents in the district and crews from Eccleston and St Helens will continue the road safety drive with visits to St Helens College throughout the Year.

Station Manager Richard Clarke said: "The work carried out by operational crews is a vital part of making the roads around the St Helens district a safer place."

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.

Merseyside 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.

Merseyside Fire & Rescue Service has a team of specialist accredited driver training instructors and examiners who deliver training and assessment of all employee drivers, including emergency response drivers who are trained and assessed in accordance with National Codes of Practice. They are required to return to the Driving School at periodic intervals in order to demonstrate continued competence

What We Are Going To Do

Merseyside Fire & Rescue Service will help keep people safer as we contribute to the achievement of the 2011 targets and will develop initiatives aimed at facilitating reductions in fatal and serious casualties on roads across Merseyside.

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 partners organisations have a wealth of experience in driving road safety forward and we will look to ensure that our strategic and local initiatives make full use of this experience and that our aims and objectives support those of our partners,

At a strategic level the Authority will:

- Take ownership and lead of the Road Safety Strategy at the highest level.
- Seek wider consultation with partners/stake holders on our strategy.
- Agree a Road Safety Partnership local agreement with Merseyside Police and other Partners that identifies road safety hotspots and co ordinates the appropriate accident reduction strategy.
- Establish links with other partners including the Driving Standards Agency and Institute of Advanced Motorists in order to work together on mutually beneficial initiatives.

At an organisational level we will:

- Include RTC attendance reduction targets in the Service 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 initiatives e.g. the LIFE (Local Intervention Fire Education) scheme ensuring that the content of the course reflects the consequence of dangerous/illegal driving.
- Establish a "toolkit" of RTC education, publicity and awareness initiatives, which can be utilised by the Community Safety teams 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 Merseyside Fire & Rescue Service in helping to reduce RTC casualties, while supporting our partners in achieving the government targets.
- Ensure that all emergency fire appliance and responses vehicle drivers are trained to nationally agreed standards and are reassessed 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 Merseyside Fire & Rescue Service vehicles (and other vehicles on Merseyside Fire & Rescue Service 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 MFRS representatives on Community and Road Safety Partnerships have sufficient training and guidance to enable them to support local initiatives.
- Ensure that each local IRMP 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 contribute to joint initiatives.

Within the organisational structure of Merseyside Fire & Rescue Service key personnel are accountable for driving down the incidents of RTC's and accompanying casualty figures.

Roles and Responsibilities

Overall ownership of the strategy will rest with the Fire and Rescue Authority. The responsibility for delivering against the strategy will rest with the Deputy Chief Fire Officer. The Area manager for Prevention and Protection will be responsible for implementing the action plan by planning and co-ordinating delivery on behalf of the Fire and Rescue 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.

As part of station planning the Local IRMP's, District Managers and Community Safety Managers will have responsibility for assessing the risk within their areas of responsibility, allocating sufficient resources and reflecting road safety strategies in their Local Integrated Risk Management Plan.

How We Will Be Measured

This strategy will provide a clear and structured environment within which Merseyside Fire & Rescue Service 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 Merseyside Fire & Rescue Service 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 Service Plan. The Service's Knowledge and Information Management team is currently working with Merseyside Police and the five Merseyside councils to ensure that the necessary exchange of data and information take place to help achieve the outcomes within the strategy.

The ongoing national review of Fire & Rescue Service incident data collection may lead to Merseyside Fire & Rescue Service collecting and measuring data in new ways. This is likely to improve our performance management and targeted approach to road safety.

Each District produces an annual Local Integrated Risk Management Plan detailing how resources are going to be utilised for risk reduction initiatives within the area. It will be incumbent on each Community Safety 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 Community Safety Partnerships have extended their targets to include wider community safety issues such as road safety. Merseyside Fire & Rescue Service will, where appropriate, support any local initiatives aimed at reducing road casualties.

Section 6   Emergency Response

It is an unfortunate fact that there will always be a need for a reactive response to RTCs when they occur. The Authority has adopted standards through the 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 90% of RTCs will be attended in 8 minutes.

Our performance against these standards is measured by way of local performance indicators incorporated in the annual IRMP and Service Plan.

Intervention

In accordance with national best practice, Merseyside Fire and Rescue Service trained Operational personnel to respond and deal effectively to road safety incidents.

We have systems and processes in place to ensure that once Fire and Rescue Service personnel respond to an RTC, our staff 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.

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

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

We ensure that operational crews are provided with relevant safety and technical information in which to base their operational plans when attending an RTC.

Specific front line fire appliances are fitted with the crash recovery system this system is loaded with the latest safety information and technical data on a wide range of road vehicles. This information is 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 manufacturers 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 larger motor vehicle manufacture of their entire range of private and commercial vehicles.

Section 7   Annual 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	October-11
2	Seek wider consultation with Partners/Stakeholders on our strategy.	Head of Knowledge & Information Management	Apr-11
3	Agree a Road Safety Partnership Local Agreement with Merseyside Road Safety Partners that identifies road safety hotspots and co-ordinates the appropriate accident reduction strategy.	Area Manager Prevention & Protection	Mar-11
4	The Area Manager for prevention and protection sit on the Merseyside Road Safety Planning Group and give a strategic lead to MFRS. The Engagement and Intervention Manager to attend the MERSOG.	Area Manager Prevention & Protection Engagement and Intervention Manager	Ongoing
5	Establish links with other Partners including ,Driving Standards Agency, RoSPA etc.	Area Manager Prevention & Protection Head of Knowledge and Information Management Youth Engagement Manager Driver Training Manager	Ongoing
6	Include RTC casualty reduction targets in the Service Plan and ensure performance is monitored via the Quarterly Performance report.	Director of Strategic Planning Area Manager Operational Response	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.	Youth Engagement Manager	Ongoing
8	Establish a "toolbox" of RTC education, publicity, awareness initiatives which can be utilised by the Community SafetyManager's according to the local need. For example to target particular high-risk groups or high-risk roads etc.	Engagement and Intervention Manager	Apr-11
9	We will support the Local Authority in reducing RTC incidents by delivering community engagement activities to 'at risk groups e.g. Drive to Arrive (D2A), and other toolbox resources.	Community Safety Managers and station personnel	

10	Develop a communications strategy to effectively communicate both the issues involved and the developing role of MFRS in helping to reduce RTC casualties and to support our Partners in achieving the Government targets.	Director of Corporate Communications	Apr-11
11	Ensure that all Emergency Fire Appliance and Response Vehicle drivers are trained to the nationally agreed standards and are refreshed over a three-year cycle.	Training & Development Driver Training Manager	Apr-11
12	Ensure that MFRS representatives on CSP's etc have sufficient training and guidance to allow them to access funding streams to support local initiatives	Partnership Team	Ongoing
13	Ensure that each station plan and Local IRMP incorporates RTC reduction targets and that appropriate time and resources are allocated dependent upon risk.	Community Safety Managers District Management Team	Ongoing
14	Encourage and support inter-agency training where it fits in with our aims and objectives and those of our partner agencies.	Community Safety Managers	Ongoing
15	We will aim to ensure that 90% of RTCs will be attended in 8 minutes.	Area Manager Operational Response	Ongoing
16	We will continue to evaluate the most appropriate speed and weight of response to RTCs.	Integrated Risk Management Planning Team	Ongoing
17	We will ensure that all operational personnel receive comprehensive refresher training in the latest crash rescue techniques.	Training Department	Ongoing
18	We will continue to support the aims and objectives of the United Kingdom Rescue Organisation.	Area Manager Operational Response	Ongoing
19	We will continually evaluate the latest crash rescue equipment and look to provide operational crews with the most advanced equipment available.	Operational Equipment Manager	Ongoing
20	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 .	Operational Equipment Manager	Ongoing
21	We will review data sources with partner agencies e.g. A& E, Highways agency, Stats 19 to improve our data and target setting. This will aid profiling and contribute to the localism agenda.	Head of Knowledge and Information Management	Ongoing
22	Ensure that resources are deployed effectively and value for money is achieved. Report produced to demonstrate the costs associated to staffing and the reduction in socio-economic costs – RTC incidents and interventions.	Head of Knowledge and Information Management	Ongoing
23	Initial discussion required with Opinion Research Services (ORS) regarding customer satisfaction	Head of Knowledge and Information Management	Ongoing
24	Review information captured by the mobilising systems used by Ambulance, Police and Fire, and produce a management report.	Head of Knowledge and Information Management	Ongoing

Section 8   List of area designated reference holders and Abbreviations

Designated reference holders

Community Safety Manager– Sefton
Community Safety Manager – Wirral
Community Safety Manager – Knowsley
Community Safety Manager – St Helens
Community Safety Manager – Liverpool North
Community Safety Manager – Liverpool South

Abbreviations

CSP	Community Safety Partnerships
IAM	Institute of Advanced Motorists
IPDS	Integrated Personnel Development System
IRMP	Integrated Risk Management Plan
MFRS	Merseyside Fire and Rescue Service
MERSOG	Merseyside Road safety Operational Group
MERSPG	Merseyside Road Safety Planning Group
RTC	Road Traffic Collision