

REPORT OF THE CHIEF FIRE OFFICER

ROAD SAFETY STRATEGY

1 Purpose of Report

This report sets out the research findings of a study into road traffic incidents within the County and sets out where Shropshire Fire and Rescue Service could support the work of partners in reducing the number of road traffic injuries and fatalities. This work is in line with the new strategic objective previously agreed by Members and with guidance contained in the Fire and Rescue Service Framework Document 2006/07 published by the Department for Communities and Local Government (DCLG).

2 Recommendations

The Fire Authority is asked to:

- a) Note the contents of the report;
- b) Agree to begin the road safety actions at forthcoming open days at minimal cost of £3,000 to be found from existing budgets; and
- c) Task Officers with finding resources from next year's budget to begin delivery of the whole strategy; **or**
- d) Task Officers with starting the whole strategy now and reporting back as to how the money would be found from the current Service budgets.

3 Background

Although Shropshire Fire and Rescue Service has been attending road traffic collisions (RTCs) for decades The Fire and Rescue Services Act 2004 set out for the first time a legal requirement for the Service to deal with road traffic collisions (referred to as road traffic accidents in the Act).

The Act states that:

- 1) *A fire and rescue authority must make provision for the purpose of-*
 - (a) *Rescuing people in the event of road traffic accidents in its area;*



(b) Protecting people from serious harm, to the extent that it considers it reasonable to do so, in the event of road traffic accidents in its area.

(2) In making provision under subsection (1) a fire and rescue authority must in particular-

(a) Secure the provision of the personnel, services and equipment necessary efficiently to meet all normal requirements;

(b) Secure the provision of training for personnel;

(c) Make arrangements for dealing with calls for help and for summoning personnel;

(d) Make arrangements for obtaining information needed for the purpose mentioned in subsection (1);

(e) Make arrangements for ensuring that reasonable steps are taken to prevent or limit damage to property resulting from action taken for the purpose mentioned in subsection (1).

Since April 2003 every Fire and Rescue Authority has been required to produce a local Integrated Risk Management Plan (IRMP) that sets out the Authority's strategy, in collaboration with other agencies, for:

- Reducing the number and severity of fires, **road traffic accidents** and other emergency incidents occurring in the area for which it is responsible
- Reducing the severity of injuries in fires, **road traffic accidents** and other emergency incidents.

In addition the Fire Service National Framework Document (NFwD) 06/08 states that '*Depending on local circumstances, authorities may wish to participate in local partnerships aimed at road traffic accident reduction.*'

Preventing and responding to RTCs will support one of our community safety **key outcomes**:

A Safe Shropshire – where all residents and visitors to our County are safe from fire, fire related anti social behaviours and other hazards whilst at home, work, study, during leisure activities, travelling through our County or being cared for by others.

At the Service level operating an RTC prevention strategy will support the following Fire Authority Aims.

- 1 Reduce the risk to life and material loss from fire and other emergencies in our community**
- 2 Protect life, property and the environment from fire and other emergencies**

Our Service Objectives further expands on these. In particular, we will:

- 1 Reduce the incidence of deaths and injuries in the community**
- 2 Work with Partners to reduce the incidence of death and injury through Road Traffic Collisions on our roads**

The National Context

Dealing effectively with RTCs both in prevention, protection and response supports a wider context of community safety.



Health: reducing road accidents will help achieve the Government's overall target to cut accidents from all causes, set out in the 'Saving Lives: Our Healthier Nation' White Paper.

Environment: reducing speed and managing traffic better helps wider environmental objectives as well as road safety, for example by cutting carbon dioxide and other emissions and reducing noise.

Education: effective road safety education will help to improve the national child road safety record.

Social inclusion: safer roads can help build stronger communities, so improving road safety should be included in measures to regenerate urban areas and marginalised communities. Deprived areas have relatively poor road safety records.

4 Summary of Research Findings

The research project and subsequent report identified a range of issues that the Service needs to tackle both in the areas of response, which is a statutory requirement, and prevention.

Road accidents cause immense human suffering. Every year, around 3,500 people are killed on Britain's roads and 40,000 are seriously injured. In total, there are over 300,000 road casualties, in nearly 240,000 accidents, and about fifteen times that number of non-injury incidents. This represents a serious economic burden; the direct cost of road accidents involving deaths or injuries is thought to be in the region of £3billion a year.

The Government has set a 'Safer Roads Target' that by 2010 the country will achieve, compared with the average for 1994-98:

- 40% reduction in the number of people killed or seriously injured in road accidents;
- 50% reduction in the number of children killed or seriously injured; and
- 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

Despite significant reductions in road accident casualties in Shropshire there were still over 1,350 people seriously injured or killed in road accidents in the area. These accidents are the most significant source of accidental death accounting for about 56% of all accidental deaths.

Pedestrians account for around 12% of road casualties and cyclists represent around 5%. The biggest group of those killed or seriously injured, not surprisingly, are car, van and lorry users - 62% and motorcyclists representing 20%.

The comparison with fire is stark. In the same year in Shropshire 31 people were killed or seriously injured from fires in homes, commercial premises and fires in vehicles (8 fatalities).

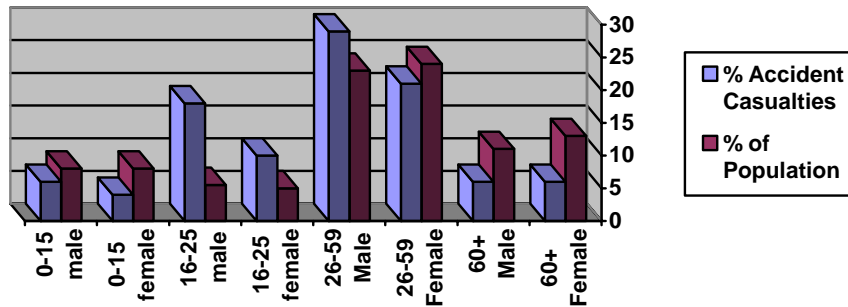
An analysis of all Shropshire's road accidents and casualties over the last 5 years identifies distinct patterns in rural and urban areas. In the analysis urban areas have been taken to be built up areas of over 1,500 population with rural being the remainder.



All Accidents in Shropshire	All Urban	Urban KSI*	All Rural	Rural KSI*
Cyclist accidents	246	34	115	31
Pedestrian accidents	369	92	181	63
Powered two-wheel vehicles	164	49	407	203
Car accidents	1180	180	3151	701
LGV accidents	218	34	772	179

* KSI - Killed or Seriously Injured

Profile of At Risk Groups



Analysis of RTCs by gender (above) shows that people injured are more likely to be male (60%) than female.

Males aged 16 to 25 have the highest rate of casualties. The group represents less than 6% of Shropshire's population but 10% of all casualties. They are also more likely to have accidents with serious consequences and represent 21% of all fatal and serious casualties.

The other two groups over represented in casualty figures are females aged 16 to 25 who are 5% of the population but 10% of all casualties; and men between the ages of 25 and 59.

(Data: Transport Statistics Great Britain 2004; Regional Transport Statistics 2003; Shropshire Road Casualty Data)

The research points to three hazard factors which contribute to accidents:

- Driver Behaviour including speed, inattention, seat belt usage and tiredness
- Vehicle factors which are not a significant issue except for lighting on Farm Vehicles
- Road environment / type is an issue that continues to be the attention of local transport plans

Therefore it is identified that most of our work in RTC prevention should be focussed on driver behaviour.



Emergency Response

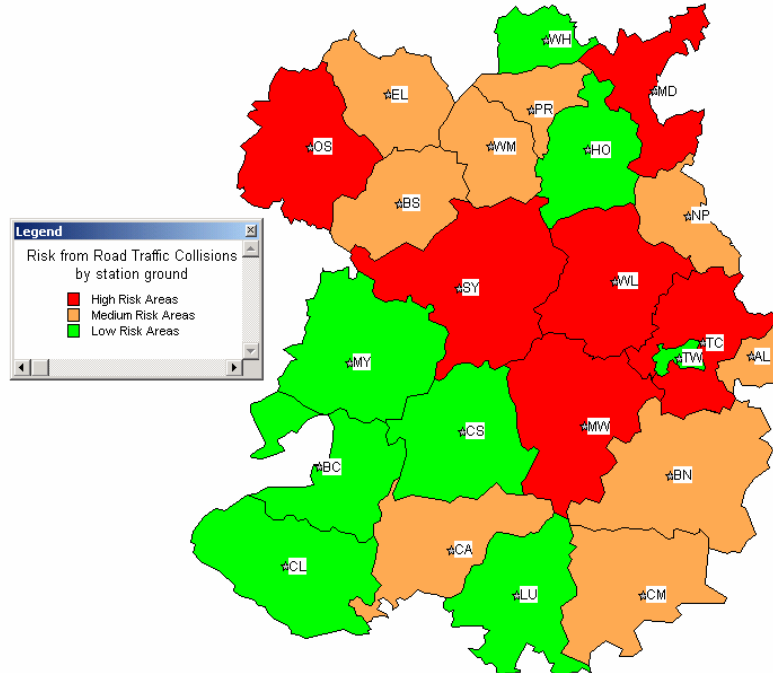
Emergency medical response time is known to be a critical factor in the mortality associated with road crashes, especially in rural areas. Several studies have suggested that the higher fatality rate on rural roads can, at least partly, be explained by emergency service response times.

Research identifies three clear time periods in which trauma death can occur. It states that 50% of trauma deaths occur within a few minutes of an injury, that only a few of such casualties can be treated successfully and then only in large urban areas where treatment is rapidly available. The second period, known as the Golden Hour, is the period in which early treatment could make a significant difference to survival. The third period occurs several days after the event and the Organisation for Economic Co-operation and Development (OECD) asserts that early treatment may not have a significant effect on the outcome (OECD, 1999). Therefore strategies that improve emergency response within the Golden Hour would appear to have most merit.

5 Application of Research to the Fire Authority

The very wide research into deaths and injuries on UK roads gives us a clear direction into our plan for RTCs across the County. Our **Prevention, Protection and Response** strategies are guided by the research and by ongoing research with partners locally, regionally and nationally.

Likelihood and Severity of RTCs in Shropshire



Our research from historical data identifies high medium and low areas of risk or RTCs within the County. From this data we will deliver improvements to our response service delivery, through correct positioning of resources, as well as targeting our prevention work. This work is already ongoing.



6 Proposed Target Areas

- We will target our preventative work at young people between the ages of 16 and 25, especially young men who account for the highest percentage of our 'customers'.
- We will support Safety Camera Partnerships in reducing speeding on rural roads that account for a high proportion of road deaths and injuries.
- We will continue education into the effects of drugs and alcohol, especially on the impact of these substances on driving.
- We will work with partners to target mobile phone users to reduce distraction incidents.
- Our messages will include the importance of always using seat belts, especially for rear seat passengers.
- We will work alongside partners to educate 8 to 15 year old young people in safe cycling in town and fringe and urban areas.
- We will use our mapping systems and data to identify accident black spots and work with partners to deal with these in the most effective ways.
- We will work within schools to deliver pedestrian safety messages and training to young persons (5 to 10 year olds).
- We will work with partners to deliver car safety seat checks in rural areas.
- We will join up our annual electric blanket testing programme with the eye sight checking scheme run by our road safety partners.
- We will use our Integrated Risk Management Planning systems to ensure the most rapid response to road and other trauma accidents, with the correct equipment and training to give casualties the best opportunity for early release from vehicles and thereby improve their chances of an early recovery.
- We will work with partners and the Chief Fire Officers Association in particular in lobbying for greater support for e-Call to be fitted in all new cars.
- We will ensure that all our front line operational staff have suitable trauma care training to support casualties in the golden hour.

Synergy with other Service Areas

Many of the projects and objectives identified in the strategy have obvious links to our primary aim of Community Fire Safety (CFS), others less so. The following table sets out where it is felt the delivery of these new inputs may have beneficial impacts on current outcome targets as well as obviously reducing deaths and injury on the road.

RTC Prevention Initiative	Impact on CFS Targets	Reason
Target 16 to 25 year old males with RTC education	Reduction in death and injuries in fire	We will include information on drink, cooking and fires (' Dying for a plate of chips? ') in every presentation.
Drug and alcohol education in RTC campaigns	Reduction in death and injuries in fire	We will include information on the impact of drink and drugs on fire survival in all presentations.
Safe cycling projects	Reduction in attacks on firefighters Reduction in arson and hoax calls	Our local firefighters who carry out cycle training will be known by the young people thus reducing likelihood of attack We will include our messages on hoax calls in all cycling proficiency sessions



RTC Prevention Initiative	Impact on CFS Targets	Reason
Car Safety Seat Project	Reduction in death and injuries in fire Increased recruitment of women	We will offer all parents of babies and young children free home safety checks on fire stations. We will give information on the recruitment to the retained service to all young mothers as well as information on smoke alarms etc.
'Stepping Out' pedestrian safety for young children	Reduction in attacks on firefighters Reduction in arson and hoax calls	Our local firefighters will be known by the young people thus reducing likelihood of attack. We will include our messages on hoax calls in all 'Stepping Out' sessions.
Electric blanket and eye check scheme	Reduction in deaths and injuries from fire	Combining the schemes will get greater media coverage and will increase take up of services.

7 Budget

We are not funded to carry out RTC prevention work, so, if it is decided that this is an area in which Members wish us to begin work, we will need to find innovative ways to get the necessary resources to expand into this area of work.

Many of our actions, however, can be carried out with little or no extra money but by reallocating resources within the Community Safety Teams. However, this will have an impact on Community Fire Safety (CFS) in that any increase in delivery of RTC prevention, without an increase in overall budget, will result in a reduction of CFS activity.

We are already carrying out education initiatives in schools at every key stage and many of these interventions include road safety. With little extra sponsorship from partners, who do receive Government funds to reduce accidents we can expand this education work into sixth form colleges and colleges of higher / further education.

For 2006/07 officers are seeking a small 'pump priming' budget of £3,000 for station open days, which will start the RTC prevention process this year. As we increase contact with partners we will be in a better position to bid for a specific RTC prevention budget in 2007/08.

Initial indications are that to deliver all first year projects £52,000 (new money) will be required in the first 12 months and around £28,000 each year for the following three years. Wherever possible, however, once we can demonstrate our ability to deliver, we will bid for resources from other groups, such as Safety Camera Partnerships and Local Area Agreements. For this reason we cannot accurately plan our budget beyond this first three-year period.

The initial indications of budget requirements are contained within the draft Action Plan as an appendix to this paper.



7 Financial Implications

Either recommendation c) or d) will require the Fire Authority mobilising £53,000. It may be possible to find savings of this amount later during 2006/07 but it is too early to be sure how this can be done and approval of the necessary would probably be required. Should this not be possible during 2006/07, then additional resources would need to be included as part of the 2007/08 budget strategy. The Fire Authority has a policy of finding such growth from efficiencies.

8 Legal Comment

The Fire Authority has the power to act as proposed in this report.

9 Appendix

Draft Action Plan

10 Background Papers

Shropshire Fire and Rescue Service Community Safety Road Traffic Collision Strategy 2006 to 2009

Implications of all of the following have been considered and, where they are significant (i.e. marked with an asterisk), the implications are detailed within the report itself.

Balanced Score Card		Integrated Risk Management Planning	
Business Continuity Planning		Legal	*
Capacity		Member Involvement	
Civil Contingencies Act		National Framework	*
Comprehensive Performance Assessment		Operational Assurance	
Equality and Diversity		Retained	
Efficiency Savings		Risk and Insurance	
Environmental		Staff	
Financial	*	Strategic Planning	
Fire Control/Fire Link		West Midlands Regional Management Board	

For further information about this report please contact Alan Taylor, Chief Fire Officer, on 01743 260201.



Action	Date Start	End Date	Resources Required	Person Responsible
Develop partnerships with: Shropshire County Council Road Safety Team Telford & Wrekin Road Safety Team West Mercia Police West Mercia Safety Camera Partnership	August 2005	Ongoing	Time only	Deputy Chief Fire Officer
Work with Partners to deliver education initiatives to 16 to 25 year old men and women in 6 th Form Colleges and Higher / further Education establishments.	September 2007	Ongoing each year	£15,000* to develop training packages including interactive RTC vehicle and around £2,000 per year for salaries	Head of Fire Prevention to Develop Head of District Performance to deliver
Work with partners to deliver 3 fire station Open Days in 2006 targeted at RTC prevention	First Open Day August 2006	Last Open Day October 2006	£1,000* per open day for human resources and preparation	Head of District Performance for delivery DCFO for partnership and Resources
Develop initiative with partners to reduce mobile 'phone use in cars	July 2007	Ongoing	Not known at present	Head of Operational Response
Work with partners to include key road safety messages on selected fire appliances	June 2007	Ongoing	£1,000* for 5 new appliances	Head of Operational Response
Set attendance standards for RTCs across the County	April 2005	April 2006	Time	Head of Risk Management
Carry out mapping exercise using RTC data to identify areas of under / over provision	April 2005	April 2006	Time	Head of Risk Management
Develop plan to upgrade RTC appliance and equipment provision across the County	April 2005	April 2006	Plan development – time	Head of Risk Management
Implement appliance and equipment upgrade plan to meet new attendance standards	December 2005	April 2007	Budget already allocated	Facilities Manager
Work with partners to share RTC data to improve prevention and response delivery	August 2006	Ongoing	Not known at this time	Head of Risk Management
Continue to deliver RTC training to all front line operational	Ongoing		£10,000 per year	Training Delivery



Action	Date Start	End Date	Resources Required	Person Responsible
staff.			(already allocated)	Manager
Continue to improve RTC training facilities on retained and wholetime stations	April 2004	April 2009	£5,000 per year (already allocated)	Facilities Manager
Continue to deliver high quality trauma care training to all front line fire-fighters	April 2002	Ongoing	£10,000 per year (already allocated)	Training Delivery Manager
Work with partners to increase accuracy of location information from members of the public reporting RTCs	April 2007	Ongoing	£2,000* per year for advertising campaigns	Head of Fire Control Convergence
Work with partners to deliver a safety message when clocks change in Spring and Autumn each year	October 2006	Ongoing	None	Operational Response Manager
Work with 8 to 15 year old young people in urban areas on cycle safety issues	June 2007	Ongoing	£2,000* per year for salaries.	Operational Response Manager
Develop systems and processes, including partnership agreements, training protocols etc	April 2007	April 2008	1 x Crew Manager Salary (£27,000*)	Operational Response Manager
Work with partners to deliver car child safety seat checks on Retained Stations	September 2007	Ongoing	£2,000* per year for salaries	Head of District Performance
Lobby Ministers, through the Chief Fire Officers Association, for increased support of e-Call to be fitted to all new cars	September 2006	January 2007	None	Deputy Chief Fire Officer
Work with partners to support schools in delivering the 'Stepping Out' initiative in rural schools across the County	September 2007	Ongoing	£1,000* for first year, then review	Head of District Performance

* = New Money

