



**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Road Safety Strategy 2013 - 2016

Meeting

Strategy Committee

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Report by

Third Officer

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Summary

This report sets out the Brigade strategy for working with partners to promote road safety over the next three years, to meet the commitments set out in the Fifth London Safety Plan.

Recommendations

That :

1. The Brigade's approach to promoting road safety awareness as set out in this report be endorsed; and
2. the Brigade's road safety strategy be evaluated in 2015 with assistance from Transport for London.

Introduction/Background

1. In the Fifth London Safety Plan (LSP), the Brigade sets out its commitment to promote road safety awareness. Specifically it says, "We are committed to improving road safety in London and intend to use our staff time effectively to be increasingly proactive in our prevention work. A strategy is being developed that will see increasing involvement with a wide range of statutory and other stakeholder groups on promoting messages and implementing educational events across London that highlight the consequences of dangerous driving and demonstrating how the Brigade releases people trapped in cars."
2. Attendance at road traffic collisions (RTCs) became a statutory duty for the fire and rescue service in the Fire and Rescue Services Act 2004, recognising the extrication role played by the service. Specifically, fire and rescue authorities must make provision for the purpose of:
 - rescuing people in the event of road traffic accidents in its area;
 - 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.
3. Transport for London (TfL) is the statutory body created by the Greater London Authority Act 1999. This Act gives the Mayor of London a general duty to develop and implement policies to promote and encourage safe, integrated, efficient and economic transport facilities and services to, from and within London. It also states that TfL have a duty to help the Mayor carry out his duties. As part of that duty, TfL regulates how the public uses London's roads and is responsible for traffic signs, traffic control systems, road safety and traffic reduction.
4. Recognising that the lead for road safety lies with TfL, this paper sets out how the Brigade will work with their lead officers, the Metropolitan Police (Met), City of London Police (COLP) and other partners at pan London and borough level in order to deliver upon the LSP commitment in a cohesive and supportive manner.

LFB Road Safety Strategy

Our vision

To improve road safety in London by working in partnership to deliver road safety education, events and interventions.

Our priorities

Working in partnership

We will support Transport for London, working with strategic and local partners in the delivery of road safety messages, events and education across London.

We recognise that to effectively reach those most likely to be involved in road accidents – pedestrians, drivers, cyclists and motorbike riders – we need to work with other agencies to cross reference the available data, identify common trends and the approach to be taken with those groups. We will continue to embrace opportunities to deliver multi-agency events such as the extrication displays referred to later in this report and provide practical support through use of our locations for initiatives such as Operation Atrium and Exchanging Places, both of which are also detailed later in this report.

Sharing knowledge and information

We actively take part in strategic level groups such as Road Safety Great Britain (RSGB) London, Safe Streets for London, the Chief Fire Officers' Association (CFOA) Executive Board for Road Safety and the London Road Safety Council. We have begun and will continue to share our road incident attendance data – including both road traffic collisions and fires resulting from them – with Transport for London, to enrich their data collection and analysis.

Appropriate resources

A number of tried and tested road safety initiatives already exist. Where gaps in this provision are identified, we will meet with pan London partners to discuss and agree a way forward. Where appropriate, other agencies will be consulted on new or revised resources so that their expertise can be used in the design of the package. We will share any evaluation information on road safety initiatives with partners.

Our targets

Working with TfL, we will identify the priority hotspots / target groups for road safety action in each of the four geographical Brigade Areas. Through agreement with local partners and the Area DACs, we will deliver road safety events at those hotspots, or education interventions to those target groups, on a programmed basis each year.

Evaluation

In order to identify whether the Brigade's strategy is working to complement the Mayor's Transport Strategy and the 'Safe Streets for London: The Road Safety Action Plan' for London 2020', officers will evaluate the Brigade approach with contemporaries from TfL during the latter half of 2015. The outcome of that evaluation will inform the update of the strategy to be produced during 2016.

Data collection, targeting and evaluation

5. The Brigade attends an average of 3,649 RTCs per year (2009/12 figures), making up 3% of all incidents attended by operational crews. This is effectively ten RTCs per day – one in five of which require an extrication to be made i.e. for crews to rescue somebody who is trapped. Due to the nature of the incidents crews often work with the London Ambulance Service (LAS), the Met and COLP to ensure a safe resolution to the incident.
6. It is easy to see why the Brigade's operational involvement is vital and appropriate, however our value as a partner in prevention work should not be underestimated. Our youth programmes regularly demonstrate that we are able to engage with people that other agencies cannot, due to our positive public image. Given the impact on London as a whole, including the wider Greater London Authority 'family', it is necessary and appropriate to use our resources to lower the number of collisions, deaths and injuries in the region. Figures from the Department for Transport (DfT) tell us that a total of 24,059 RTCs involving personal injury within Greater London were reported to the Metropolitan and City Police during 2012. This is a 2% reduction in collisions compared with 2011. These resulted in 28,780 casualties, a decrease of 2% compared to the 29,257 recorded in 2011.
7. In Greater London in 2012, 134 people were fatally injured, a 16% decrease from 159 in 2011. 2,884 were seriously injured, a 9% increase from 2,646 in 2011 and 25,762 were slightly injured – a 3% decrease from 26,452 the year before.
8. Using the latest TfL¹ figures, the cost to the community of collisions in Greater London for the year 2012 is estimated to be around £2.26 billion at 2011 prices. It is worth noting that information² provided by CFA through their Road Safety Executive Board indicates that the average costs to society of RTCs are £1.8m when a fatality occurs, £170,000 when a serious injury is suffered, with £16,000 incurred when a slight injury is suffered.
9. In terms of targeting, our strategy states that "working with TfL, we will identify the priority hotspots / target groups for road safety action in each of the four geographical Brigade Areas." Whilst it is important that we take a pan-London approach to this activity, it is important to focus our efforts in the areas where the most incidents are occurring, and towards the most affected groups.
10. In the Mayor's Transport Strategy "Safe Streets for London: The Road Safety Action Plan for London 2020" the 'priority groups' for road safety intervention targeting are identified as follows:
 - **Pedestrians**
aged 75 or over, owing to higher levels of risk;
aged under 20, owing to higher levels of risk;
aged between 20 – 29, owing to high casualty numbers.
 - **Cyclists**
child and teenage cyclists owing to higher levels of risk;
cyclists aged between 20 – 39 owing to high casualty numbers.

¹ <http://www.tfl.gov.uk/corporate/projectsandschemes/23293.aspx>

² 'Life cycle of an incident (Road Traffic Collision)' PPRS Data and Intelligence Group, S Collins LFRS

- **Motorcyclists**
aged under 30 owing to higher levels of risk;
aged under 30 owing to high casualty numbers.
- **Drivers and passengers**
older drivers owing to higher levels of risk;
car passengers aged between 20-29 owing to higher levels of risk and casualty numbers;
bus passengers aged over 60 owing to higher levels of risk;
BAME groups, particularly pedestrians, cyclists and motorcyclists owing to higher risk than non-BAME groups.

11. We will therefore work to ensure that our interventions, outlined later in this report, fit with the targeting set by TfL which is drawn from a richer data set than our own. We now have arrangements in place to share information with TfL to contribute to this ongoing data analysis.
12. In terms of evaluation, whilst the data routinely collected for operational attendance at RTCs will continue to provide an overview of general upward or downward trends in incident attendance numbers over coming years, this cannot be viewed as evidence as to the effectiveness of the road safety events or education provided by the Brigade or its partners. Other factors such as traffic calming measures, changes in London's residential and working population and the built environment will all have an impact. The lead officer for road safety will therefore work with partners to identify evaluation methods for the schemes and initiatives that we participate in, with a view to undertaking that evaluation jointly with those agencies. Officers will also seek to evaluate the overall strategy with input from TfL officers, in order to ensure that we are achieving our intention of supporting the Mayor's Transport Strategy.
13. In order to see the scale of our involvement, Table 1 in this report sets out the numbers of incidents attended, by the type of service provided. The table also gives a brief explanation of each type of service provided by the Brigade personnel at the incident. Please note that each incident is only categorised once, to reflect the most important action taken by the Brigade.

Table 1: RTCs broken down by service provided

Special service type	2009 /10	2010 /11	2011 /12	2012 /13
Make scene safe Action taken by the Brigade to clear debris from the area in and around a RTC incident that would enable the road to be re-opened to traffic	This is a new code therefore no numbers are available prior to 12/13			1134
Make vehicle safe Action taken by the Brigade to isolate a vehicle's electrical system or otherwise make the vehicle safe to leave by the roadside until it could be removed	1491	1183	1294	599
Wash down road Action by the Brigade following a RTC where the road surface is swept of small items of debris and/or any spillage of fuel from a vehicle involved in the incident has been dealt with	726	924	887	546
Extrication of person/s Action by the Brigade to remove people trapped by machinery from vehicles at a RTC. The action often involves the use of specialised equipment or techniques and removal of the victims by hand, i.e. they are unable to get themselves out of the vehicle	780	770	773	457
Release of persons Action by the Brigade to enable those in vehicles in a RTC to exit the vehicle without further assistance, often by opening vehicle doors	This is a new code therefore no numbers are available prior to 12/13			356
Stand by - no action Brigade attends a RTC incident, usually at the request of the Police or ambulance, but on arrival is only asked to stand by in case required	416	401	367	287
Medical assistance provided only Brigade renders first aid at scene or assists the ambulance in the treatment of victims.	This is a new code therefore no numbers are available prior to 12/13			174
Advice only Brigade attends a RTC but takes no action except to offer advice to Police or ambulance	170	166	131	96
Other action Any action by Brigade at a RTC not covered by any of the other categories	166	161	143	33
RTC	3749	3605	3595	3682

Please note that new categories were introduced in London from 18 May 2012 to reflect requirements from DCLG's national Incident Recording System (IRS).

What do we already do?

Partnership working

14. The Brigade works with the United Kingdom Rescue Organisation (UKRO) and other fire and rescue services, to take part in a series of extrication challenges which seek to drive continuous improvement in rescue standards, skills development, operational procedures and equipment. Through UKRO we engage with the World Rescue Organisation, taking part in both annual challenges in recent years. In 2011 the Brigade hosted the UKRO challenge final at London's ExCel Centre and in 2012, at the same venue, hosted the World Rescue championships.
15. Each year the National and World rescue challenges grow significantly. The Brigade's proactive involvement ensures that we are at the forefront of technological innovation and learning in this sector, which impacts how our staff are trained, what equipment we buy and how we use it in real life situations.
16. Officers regularly attend a range of multi agency pan-London level meetings. Officers also attend the CFOA Road Safety Executive Board. At borough level, borough commanders meet with local partners – particularly from the police – to discuss issues of concern locally and opportunities for prevention and education activity.
17. Officers recently met with TfL and the Met to discuss the opportunities to share data and work together at a more strategic level to draw up a richer picture of the impact of RTCs and other road safety incidents on the public and services. We will also review the resourcing of prevention activities across London as a whole, exploring the possibility of integrating road safety messages into the work we do with children and young people.
18. The Brigade have been resourcing initiatives aimed at young people and drivers since their inception, the initiatives outlined below for cyclists and motorcyclists are rather newer and we will continue to support and develop those in conjunction with our partners.

Young people

19. The Brigade is a partner in delivering a multi-agency educational event called Safe Drive Stay Alive (SDSA) to young people in the sixth form at school or college. Each half day session is held in a local theatre, using a mixture of video reconstruction and speakers to take the audience through the timeline of a group of young people getting ready to go out, having a car accident and the aftermath. The video is played in sections, interspersed with speakers coming onto the stage – these include a police traffic officer, a paramedic, a firefighter, a family member of someone involved in a RTC and a victim from a RTC. Each speaker gives an account of their personal experience of dealing with or being part of a RTC, with victims and family members drawn from charities such as BRAKE.
20. The session is supported by a teachers' resource pack setting out pre and post event work for teachers to lead and which re-enforces the four key messages of SDSA as part of the Personal, Social, Health and Citizenship Education curriculum. The four key messages are about speed, drink and / or drugs, the use of seat belts and peer pressure. The aim is for the young people not only to moderate their future behaviour but also to have the confidence to not get in a car with another person who they think is likely to drive at excessive speed or may be intoxicated through drink or drugs.
21. The funding for the scheme comes from the partners within the boroughs which stage it, however there is a pan London SDSA group which is seeking external funding to help support the continuation of the scheme in future. The Brigade regularly attends this group and held two

SDSA sessions at the World Rescue Challenge (WRC) event in 2012 to raise the profile of the scheme. The current cost per head varies from £5.22 to £16.01, depending on the local arrangements e.g. cost of the theatre venue and the coaches for transporting the children to the venue. In 2012 the programme ran in Havering, Hounslow and Ealing (joint arrangements), Newham (WRC), Redbridge, Enfield and Haringey (joint arrangements), Waltham Forest, Barking and Dagenham, seeing 19,217 young people.

All drivers

22. RTC extrication events are staged in town / shopping centres, to show what happens when vehicles are in a serious collision. The Brigade work with the local police and ambulance crews to stage this multi-agency event, utilising volunteers from the casualties union to act as vehicle occupants to be cut out of scrap cars which are staged to look like they have been in a collision. Advice and information leaflets are given out to the public by staff from all agencies.
23. Events are usually run during the spring and summer periods, to ensure maximum footfall in the area where the demonstration takes place. As they require multi-agency participation, numbers and location of events are agreed with partners locally. This means that not every borough will stage an event, whilst some will stage between 2 and 4 a year.

Cyclists

24. The central road safety lead within the Brigade is working with colleagues in the Met to identify suitable fire station sites to host the Met's 'Exchanging Places' initiative. These events allow people to sit in the driver's seat of a HGV or bus to get a better understanding of what the driver can and cannot see, especially in regards to cyclists on the nearside and directly in front of the vehicle. The Brigade can provide locations on popular cyclist and traffic thoroughfares – such as Old Street – which help the Met to stage the event.
25. The Met also plan to host Cycle Safety Workshops, building on the Exchanging Places format and similar to 'Operation Atrium'. Operation Atrium is led jointly by the City of London Corporation Road Safety Team and COLP, with Dowgate Fire Station providing a venue, facilities and support for the event to take place. Its objective is to reduce cycling casualties in the City of London. The event consists of an enforcement period, with police officers stopping cyclists jumping red lights. The cyclists are given fixed penalty notices but have the opportunity to have their fine rescinded if they attend a training course which includes watching a safer cycling DVD, exchanging places with the driver of an HGV, handing out safety information and resources and an input on bicycle security. The Brigade is actively seeking to identify suitable venues in order to support this initiative in the locations being identified by the Met. In the City, our commitment to Operation Atrium continues.

Motorcyclists

26. During 2014, we intend to pilot a scheme called Biker Down, a scheme developed by Kent Fire and Rescue Service. Biker Down is essentially a 'First Aid for Bikers Course'. Many bikers ride in groups or pairs and it is often the case that when one is involved in an accident the first person in attendance will often be a fellow biker. Injured motorcyclists need to be dealt with in a specific manner by a First Aider due to the mechanics of the type of injuries possibly incurred and the sensitive issue surrounding helmet removal from injured bikers. Biker Down is structured into three modules:
 - Incident scene management: a presentation on scene management and personal safety for a biker happening upon an RTC involving a motorcyclist, this covers the individuals initial considerations including the most appropriate action to take in order to protect themselves

and other road users at the scene, including information they can gather to assist attending emergency service personnel.

- Casualty care: this module covers: trauma and mechanism of injury, different types of rescue, basic life support, CPR, managing spinal injuries and crash helmet removal
- The science of being seen: during this session the attendees receive instruction and advice on being easy to see and discuss the effectiveness of high visibility clothing and aids.

27. This tried and tested scheme will allow us to reach motorcyclists with road safety advice which is something we do not currently do in a consistent manner, with recognised tools such as this. The pilot will take place in the borough of Merton, where the borough commander will source a suitable venue and utilise staff and partner agencies to deliver the package. The borough commander will be meeting with colleagues from Kent FRS to discuss this during quarter 4 2013/14.

What else could we do?

28. There is a clear gap in our road safety provision relating to younger children. Currently, we only address road safety with them indirectly, through our involvement in Junior Citizens events where road safety is taught by partner agencies. Therefore following an expression of interest from TfL, officers will be meeting with them to discuss the inclusion of road safety messaging within the Education Team resources, so that our staff can build those in when carrying out schools visits.

29. The practitioners' sub group of the CFOA Road Safety Executive Board is drawing together information on tried and tested road safety resources, such as education packs for young people as well as resources and initiatives intended for adults, which will then be made available to all CFOA members. The Brigade's lead officer will review these with TfL and the Met when they become available, so that consideration can be given to introducing them in London.

30. We will also continue to gather and share information relating to road safety with TfL, the Met and the London Road Safety Council.

Summary

31. Work has already begun with partner agencies, in particular TfL, to ensure that the Brigade plays a proactive and supportive role in making London's roads safer. This report sets out the means by which this will be achieved, recognising that this is a developing area with a continued focus required both from a CS lead officer and Area based officers.

Head of Legal and Democratic Services comments

32. The Head of Legal and Democratic Services has reviewed this report and has no comments.

Director of Finance and Contractual Services comments

33. The Director of Finance and Contractual Services has reviewed this report and has no comments.

Sustainable Development Implications

34. The implementation of an RTC strategy directly supports the brigade's Environment Policy, as a reduction in RTC incidents would lead to reduction in fuel spillages, which have the potential to damage the environment. The management of fuel spillages is a special RTC service as outlined in Table 1. Furthermore this strategy supports the brigade's Sustainable Development Strategy aims. In particular it supports the "Environment and Resources" and "Health, Safety and Wellbeing" strands of the brigade's Sustainable Development Framework, through proactive prevention work protecting the community we serve.

Staff Side Consultations Undertaken

35. There are no staff side implications arising from this report.

Equalities Implications

36. The strategy provides structured options for targeted intervention for groups of people for whom there is an identified risk.

List of Appendices to this report:

None

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
	<ol style="list-style-type: none">1. Ealing and Hounslow Safe Drive Stay Alive 2012 evaluation2. Safe Drive Stay Alive, Attendance vs. cost 20123. 'Life cycle of an incident (Road Traffic Collision)' CFOA PPRS Data and Intelligence Group, S Collins LFRS4. Transport for London reports: http://www.tfl.gov.uk/corporate/projectsandschemes/23293.aspx5. "Safe Streets for London: The Road Safety Action Plan for London 2020"
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