



**Northern Ireland  
Fire & Rescue Service**

  
**YOUR  
CHOICE**



**Road Safety Strategy 2018 - 2021**



# Foreword

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As the Director of Community Protection for Northern Ireland Fire & Rescue Service (NIFRS), it gives me great pleasure to introduce our Road Safety Strategy (2018-21). NIFRS is committed to protecting all members of society in Northern Ireland from the dangers associated with road traffic collisions (RTCs) and rescuing them from situations where they may be in danger. This Strategy gives me an opportunity to again reaffirm NIFRS' commitment to reducing death and injury on our roads.

We have made significant progress with all our road safety activities in recent years. By working in partnership with other road safety professionals and advocates, we have contributed to the downward trend in fatalities and those seriously injured in RTCs on Northern Ireland's roads.

Our Road Safety Strategy will deliver targeted interventions aimed at reducing RTC deaths and injuries within Northern Ireland.

The purpose of this Strategy is to clearly define how NIFRS will deliver positive outcomes for our community by ensuring that our road safety interventions are directed and targeted in an efficient and effective manner to those most at risk.

I would like to thank everybody who has already given such wonderful support and I commend this Road Safety Strategy to you.

**Alan Walmsley**  
*Assistant Chief Fire Officer and  
Director of Community Protection*

## Introduction

As an organisation, we have a duty to ensure that we are equipped and trained to effectively release people from collisions when they occur on our roads. We are now called to rescue significantly more injured people from RTCs than from fires. The single biggest cause of death and serious injury on Northern Ireland's roads is excessive and inappropriate speed. We recognise that no agency can be solely responsible for reducing the number and impact of RTCs; consequently, the focus of this Strategy is to embed our approach within the ethos of partnership working with other agencies involved in road safety, and to provide a strategic commitment to this issue. By working with other agencies, we aspire to achieve zero road deaths and serious injuries.

Our Strategy will consist of actions delivered through four key objectives and dedicated work streams:

- **Prevention:** NIFRS is committed to proactively engaging with the community to target at risk groups in order to explain the consequences of RTCs on individuals, family members, our own staff and the wider community and to change behavioural attitudes to such events. The prevention work stream will focus on the delivery of a standardised education programme called Your Choice which will be targeted across council areas using an evidence based approach.
- **Partnership Working:** It is evident that by working in partnership with a range of stakeholders we can influence road safety more effectively in Northern Ireland.
- **Internal Focus:** To provide a focus within the Strategy to deliver road safety messages and education to all NIFRS staff to improve driving behaviours and to reduce the number of RTCs that involve NIFRS vehicles.
- **Programme Development:** To ensure the revised Strategy actively seeks to deliver continuous development in terms of the means of delivery and a managed expansion of our targeted activities towards the delivery of an educational programme aimed at drivers in the 65+ age group.

## Drivers for Change Considered

### Review of Previous NIFRS Road Safety Strategy

NIFRS reviewed its previous Road Safety Strategy to enable resources to be targeted towards those most at risk of injury and death on our roads. The aforementioned Strategy had, at its core, the aim of reducing deaths and serious injury to those within the 16 to 24 age group. This will remain a priority going forward and new measures are now proposed to ensure a targeted approach.

NIFRS does not have a statutory duty to deliver road safety education. However, this Strategy recognises that, to make a significant and effective contribution, we need to work in partnership with others to identify and implement best practice, improving our intervention skills whilst endeavouring to promote responsible road behaviour.

This Strategy draws on techniques associated with an 'outcome based approach' to public policy and reflects the approach applied within the Northern Ireland Executive Programme for Government Framework 2016-21.

The aim is to deliver a lasting outcome for society, with a focus on the impact achieved and meaningful societal change in driver attitudes, so as to contribute to the Programme for Government objectives.

### Northern Ireland Context

Within Northern Ireland over the last number of years, there has been a drive for enhanced collaboration within the public and voluntary sectors to ensure that the best outcomes are delivered for the community.

RTCs do not have a single cause. They are the 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 greatest concern is the number of RTCs involving younger people. Over a ten year period (2006-2015) the Police Service of Northern Ireland (PSNI) recorded 833 fatalities with 31% of those from the 16-24 year old age group with 79% of the fatalities for this age group being male.

A report published by the Department for Infrastructure examining the increase in killed or seriously injured (KSI) casualties in Northern Ireland in 2016<sup>1</sup> reported a 10% increase in casualty numbers when compared to the 2011-2015 average. Not only did the report emphasise the over representation of young people aged 16-24 years among the KSIs, it also highlighted an increase in older person KSIs; those in age groups 50-64 years and 65+ experienced a 24% increase in KSIs in 2016. On closer inspection, it was older male KSIs that were having the biggest impact on this increase.

The introduction of the Community Planning Legislation within Northern Ireland has also created a driver for change, with NIFRS represented as a statutory partner across all the Community Planning Partnerships. The importance of developing an effective multi-agency approach to deliver progress in regard to community safety, health and wellbeing has clearly emerged during the community planning process.

### Our Current Commitment to Road Safety

As an organisation, we are committed under Article 6 of The Fire and Rescue Services (NI) Order 2006 to ensure that we are equipped and trained to effectively release people from collisions when they occur on our roads.

NIFRS also has statutory duties to make provision for the purpose of rescuing people and protecting them from serious harm in the event of a serious transport incident.

Our Integrated Risk Management Plan (IRMP) 2016-2021 contains a number of related proposals which requires NIFRS to explore opportunities for collaborative working with Health & Social Care Services and to refocus our efforts to influence a reduction in death and serious injuries by supporting the wider road safety message throughout the region.

### Road Traffic Collision Risk Profile - Incident Data 2013/14 to 2017/18

NIFRS attends approximately 60% of the RTCs that occur in Northern Ireland each year. The number of RTCs which NIFRS responds to has increased yearly from 2013/14 to 2017/18. In 2017/18 NIFRS mobilised to 790 RTCs, 84 more than in 2013/14 representing an 11.9% increase.

#### RTC Incidents

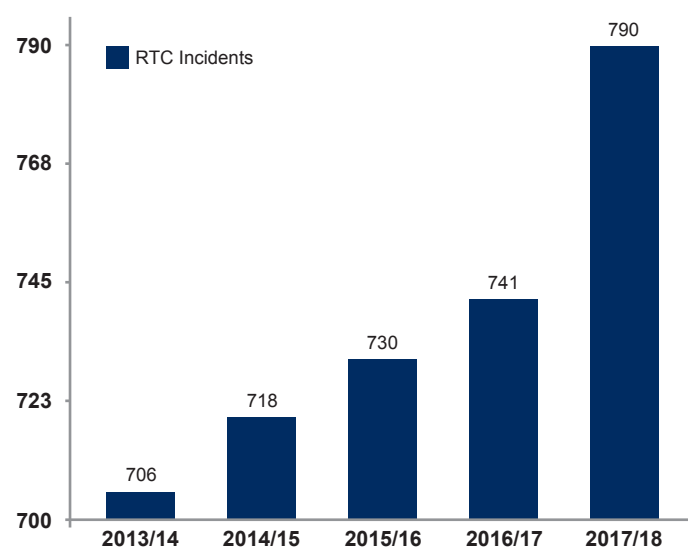


Figure 1: RTCs to which NIFRS mobilised from 2013/14 to 2017/18

<sup>1</sup> Examining the increase in KSI casualties in Northern Ireland in 2016, Department for Infrastructure, Analysis, Statistics and Research Branch, October 2017.

From 2013/14 to 2017/18, NIFRS mobilised to a total of 3,685 RTCs across Northern Ireland. Armagh, Banbridge and Craigavon Local Government District (LGD) had the highest number of these RTCs while Ards and North Down LGD had the lowest number.

Local Government District (LGD)	RTCs 2013/14 - 2017/18
Armagh Banbridge and Craigavon	447
Belfast	394
Newry Mourne and Down	393
Causeway Coast and Glens	329
Fermanagh and Omagh	325
Lisburn and Castlereagh	316
Mid Ulster	300
Mid and East Antrim	299
Antrim and Newtownabbey	276
Derry and Strabane	242
Ards and North Down	240

Table 1: NIFRS RTCs 2013/14 to 2017/18 by LGD

Analysis of NIFRS activity at RTC incidents shows the main service provided involves the extrication of people using cutting equipment. This suggests that RTCs which NIFRS is called to attend are likely to have greater casualty impacts. However, NIFRS does not respond to all of the RTC incidents which the PSNI attend and NIFRS classification of casualties is not as specific as that of the PSNI, where a distinction is made regarding the severity of an injury (seriously injured and slightly injured<sup>2</sup>).



PSNI Yearly Average (2016 & 2017) Local Government District (LGD)	Killed	Seriously Injured	Killed or Seriously Injured
Belfast	3	126.5	129.5
Newry Mourne and Down	9.5	101	110.5
Armagh Banbridge and Craigavon	8	87.5	95.5
Fermanagh and Omagh	8	73	81
Causeway Coast and Glens	7	70.5	77.5
Lisburn and Castlereagh	5	64	69
Mid and East Antrim	4.5	63.5	68
Mid Ulster	4	62.5	66.5
Ards and North Down	5.5	56	61.5
Antrim and Newtownabbey	5	55.5	60.5
Derry and Strabane	6	43	49

Table 2: PSNI RTC KSI 2017 by LGD

<sup>2</sup> PSNI Definitions - **Killed:** Died within 30 days from injuries received in a collision. **Serious Injury:** An injury for which a person is detained in hospital as an 'in-patient', or any of the following injuries whether or not the person is detained in hospital: fractures, concussion, internal injuries, crushing, burns, severe cuts and lacerations or severe general shock requiring medical treatment. **Slight Injury:** An injury of a minor character such as a sprain, bruise or cut not judged to be severe or slight shock requiring roadside attention.

Comparison of NIFRS RTC incidents by LGD (2013/14 to 21017/18) against the PSNI yearly average RTC 'killed' or 'seriously injured' data (2016 and 2017) shows a correlation in the top 6 LGD RTC risk areas (Table 3):

PSNI Prioritisation	Local Government District (LGD)	2013/14 to 2017/18
1	Belfast	2
2	Newry Mourne and Down	3
3	Armagh Banbridge and Craigavon	1
4	Fermanagh and Omagh	5
5	Causeway Coast and Glens	4
6	Lisburn and Castlereagh	6
7	Mid and East Antrim	8
8	Mid Ulster	7
9	Ards and North Down	11
10	Antrim and Newtownabbey	9
11	Derry and Strabane	10

Table 3: Local Government District RTC Prevention Prioritisation

NIFRS will prioritise the delivery of RTC prevention initiatives based on the ranking of LGDs using PSNI KSI data (Table 2). This dataset is the most complete casualty outcome information for RTCs and the ranking of LGDs correlates with NIFRS ranking based on analysis of historic RTC incident data. Prioritisation will be underpinned by NIFRS local RTC risk analysis.

## How will NIFRS Deliver our Road Safety Strategy

The aims of our Road Safety Strategy 2018-2021 will be to:

- reduce death and injury on our roads, particularly amongst those aged 16-24;
- promote an integrated, interagency approach to delivering prevention initiatives to our targeted group;
- deliver targeted road safety prevention initiatives across all LGD areas during the lifetime of the Strategy, with additional resources committed to identified areas of higher risk;
- have an internal focus to provide guidance and advice to NIFRS staff and volunteers in order to influence their driving behaviours and those of their family and friends;
- explore the use of emerging technologies in the delivery of road safety advice and guidance; and
- introduce a suitable model of evaluation to assess the overall impact of the Strategy.

NIFRS will deliver this Road Safety Strategy by implementing the following strategic aims and objectives identified in Year 1 across all LGD areas. However, NIFRS will focus additional resources into delivering prevention initiatives in the top LGD areas as follows;

- Belfast
- Armagh, Banbridge and Craigavon
- Newry, Mourne and Down
- Causeway Coast and Glens
- Lisburn and Castlereagh
- Fermanagh and Omagh

The key objectives under each work stream are as follows:

Work Stream	Key Objectives
1 Prevention	<ul style="list-style-type: none"> <li>To deliver a consistent and targeted approach to the delivery of Road safety education.</li> <li>To facilitate a risk based managed implementation of this process that is reflective of organisational and directorate capacities to ensure effective delivery at a local level.</li> </ul>
2 Partnership Working	<ul style="list-style-type: none"> <li>To deliver our road safety initiative through a formalised partnership approach.</li> <li>Through the use of the NIFRS 'brand', assist the outreach of other partners to achieve and support the desired outcomes of this Strategy.</li> <li>Through partnership working deliver the principal aims of this Strategy against a backdrop of continuous improvement.</li> <li>Through an assessment of potential afforded by the introduction of the NIFRS Volunteers project, seek to evaluate the potential of this resource ability to support an expansion of our targeted activities aimed at addressing the risks posed to drivers within the 65+ age group.</li> </ul>
3 Internal Focus	<ul style="list-style-type: none"> <li>Through an effective collision investigation process, seek to reduce the monetary cost attributed to vehicle collisions involving NIFRS fleet.</li> <li>To support the development of an improved road safety culture within NIFRS by seeking to actively reduce the number of RTCs involving NIFRS vehicles and drivers.</li> <li>Through partnership working, deliver a campaign of road safety messages for all staff.</li> </ul>
4 Programme Development	<ul style="list-style-type: none"> <li>Explore the use of assistive technologies to provide future means of delivery that makes efficient use of available resources and strengthens the impact of our road safety programme to the targeted 16-24 age groups.</li> <li>Through additional capacities afforded through joint working with key partner agencies and the potential use of NIFRS Volunteers, seek to develop and introduce an educational programme to address the risk posed to road users within the 65+ age group.</li> </ul>

### How will NIFRS Measure Success?

As stated previously, the approach of this Strategy draws on the techniques associated with an 'outcome based approach' to public policy. Therefore, NIFRS has identified the following:

- The outcomes we want to deliver for the population of Northern Ireland through this Strategy;
- The indicators that will show the changes have been introduced; and.
- The performance indicators to show if success has been achieved.

This Strategy will be delivered through the introduction of a programme evaluation process and it is anticipated that local delivery will be supported by the setting of Local Performance Indicators (LPis).

To ensure the process of continuous improvement is embedded in our Road Safety Strategy, we will introduce SMART objectives aimed at developing our education package, expanding regional engagement and reviewing

how we aim to deliver our key messages to ensure the efficient use of resources throughout the lifetime of the Strategy.



## Strategic Outcomes for the Community of Northern Ireland

The strategic outcomes for the community of Northern Ireland are:

- that people within our community most at risk from death and/or injury receive information and targeted support interventions from NIFRS to keep them safe so they can live safe and independent lives; and
- that NIFRS, as a public service, provides a responsive, efficient and effective service which works in partnership and collaboration with others to ensure the best outcomes for the community, especially for those people deemed to be most at risk.

The indicators of change for the community of Northern Ireland are:

- a reduction in the number of mobilisations to RTCs within Northern Ireland;
- a reduction in the number of fatalities due to RTCs in Northern Ireland;
- a reduction in the number of people KSI from RTCs in Northern Ireland;
- increased collaboration and partnership working in relation to the protection of road users in the 16-24 age group who are most at risk within Northern Ireland;
- increased collaboration and partnership working in relation to the protection of road users in the 65+ age group, to develop and introduce an educational programme to address the risk posed to road users within the 65+ age group; and
- increased data sharing across partner agencies to ensure targeted interventions for people at risk.

### Performance Measures in Relation to NIFRS

The goal for NIFRS is zero accidental deaths and injuries in RTCs within Northern Ireland; the aim of this Strategy is to support NIFRS in achieving that vision:

- to contribute to the reduction in the number of people aged 16-24 KSI from RTCs by 1% year on year (3% reduction by 2021) from the 2017/18 baseline;
- to contribute to the reduction in RTC fatalities by 0.5% year on year (1.5% reduction by 2021) from 2017/18 baseline;
- to contribute to the reduction in the number of KSI from RTCs by 0.5% year on year (1.5% reduction by 2021) from the 2017/18 baseline;
- to deliver a minimum of three Your Choice programmes in each LGD areas during Year 1 of the Strategy;

- to deliver a minimum of an additional two Your Choice programmes in each of the six higher risk LGDs during Year 1 of the Strategy;
- to deliver a minimum of 45 Your Choice programmes during each year of the Strategy;
- to deliver the Your Choice programme to a minimum of 1,000 people within the 16-24 target age group each year of the Strategy;
- through the evaluation methodology, deliver an acknowledged change in driving behaviours from at least one in every three of the audience who attends a NIFRS Your Choice programme;
- NIFRS will develop a minimum of three Road Safety Partnerships within each of our current four Area Commands (total of 12), ensuring by the end of Year 1 that all higher risk LGDs have at least one Road Safety Partnership developed;
- NIFRS will develop a further 12 Road Safety Partnerships during Year 2 of the Strategy, ensuring that at least one partnership is developed in each LGD;
- in Year 2 of the Strategy, develop the Your Choice Plus programme to deliver road safety education to the 65+ age group, with a minimum of six programmes delivered (one per higher risk LGD area); and
- in Year 3 deliver 11 Your Choice Plus programmes to the 65+ age group (one per LGD area).

NIFRS will evaluate its performance in delivering the strategic outcomes of this Road Safety Strategy by the following actions:

- Quarterly review of performance at an Area and organisation level delivered through the NIFRS Protection & Prevention Delivery Group Meeting structure.
- Quarterly reporting on performance to NIFRS Board via the Service Delivery Committee.
- 6 monthly Assurance and Accountability Meeting with each Area based Community Risk Manager to review Area based performance (Community Risk Manager for each Area Command will be the Group Commander Protection & Prevention).
- Annual Review of performance at an Area and organisational level through the completion of an annual report by the Group Commander Protection & Prevention based at NIFRS Headquarters.

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