

ROSPA

The Royal Society for the
Prevention of Accidents

Managing Occupational Road Risk in Voluntary Organisations:

A pilot study



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Introduction

Many voluntary organisations (e.g. Dial-a-Ride, Community Car Schemes, Red Cross, WRVS, disability groups, Age Concern, etc) provide road transport services to their communities. This often involves transporting people to and from appointments, shopping and cross-hospital transport. Many such services are local but some involve long distances out of area. The vehicles used include specialist vehicles, people carriers, minibuses and people's own cars. Employees in voluntary organisations may also be required to use their own vehicle as part of their job.

Voluntary organisations have a duty of care under health and safety law to ensure the safety of staff, volunteers, passengers and anyone else (e.g. other road users) who may be affected by their organisation's activities. They can fulfil this duty by ensuring that they address risk on the road within the framework they should already have in place for managing health and safety at work.

The purpose of the project was to develop, run and evaluate a pilot scheme designed to help voluntary organisations assess the safety of their road transport operations, and to identify measures that can be adopted to manage and reduce or eliminate those risks.

The materials have been trialed and evaluated by a small group of voluntary organisations and information on their experience can be found in the appendices.

Background

Each year about 3,500 people are killed on British roads and 40,000 are seriously injured. In total there are nearly 250,000 accidents and over 300,000 road casualties every year.

ROAD CASUALTIES IN GREAT BRITAIN 2001

Severity	Number
Killed	3,450
Seriously Injured	37,110
Slightly Injured	272,749
Total	313,309

The total cost of these accidents has been estimated at over £12 billion and damage-only accidents are thought to cost another £5 billion¹. A significant proportion of these accidents, and costs, result from work journeys. Driving for work is extremely widespread. Millions of people (including paid staff and volunteer workers) drive every day as part of their job, and thousands work by the roadside. These people are only at risk because they are carrying out their work-related duties. The relative levels of risk involved are significant: for higher mileage at-work car and van drivers the risks of fatal and major injury are equivalent to those faced by workers in hazardous industries, such as quarrying.

¹ Road Accidents Great Britain: 2001 The Casualty Report September 2002 Dept for Transport, Scottish Executive, National Assembly for Wales.

Introduction

At the start of its campaign for the Management of Occupational Road Risk (MORR) in 1996, RoSPA estimated that between 800 and 1,000 people killed in road accidents, died in accidents in which a person at work was involved. This has now been broadly confirmed. The HSE has concluded, “between 25% and 33% of all serious and fatal road traffic incidents involve someone who was at work at the time.” This means that in 2001, between 862 and 1,035 people were killed in road accidents, in which somebody was at-work.

The risk of serious or fatal injury experienced (and created) by those who are required to drive on the road as part of their work remains a largely unrecognised health and safety issue - even though it is clear that simple control measures can produce major human and financial cost savings. RoSPA has campaigned for this issue to be addressed by organisations within the framework, which they should already have in place for managing health and safety at work - rather than by taking one-off interventions. The need is for organisations to ensure that they have the appropriate policies, people and procedures (or ‘system’) in place for managing the problem, before attempting to identify and apply ‘solutions’. In broad terms this means:

- consulting staff and volunteers and establishing and communicating clear MORR policy objectives throughout the organisation;
- having appropriate management structures and reporting procedures in place to ensure that these objectives are achieved;
- adopting a planned approach to risk reduction, informed by risk assessment and supported by standards and targets;
- monitoring performance (actively and reactively); and
- periodically reviewing performance against policy objectives and targets to ensure lessons learned are fed back into the risk management system

Road Safety Strategy and Targets

In March 2000, the Government published its Road Safety Strategy ‘Tomorrow’s Roads: safer for everyone’, which set road casualty reduction targets (based on the average casualty figures for 1994 – 1998) to be achieved by 2010:

- a 40% reduction in the number of people killed or seriously injured in road accidents;
- a 50% reduction in the number of children killed or seriously injured; and
- a 10% reduction in the slight casualty rate

The Strategy seeks to achieve these targets in a wide variety of ways, one of which was to form an independent Work Related Road Safety Task Group (WRRSTG) to identify ways of reducing road traffic incidents that are connected to work. The Group’s report is available on the web at www.hse.gov.uk/road/content/traffic1.pdf. In summary, its main recommendations are that employers should manage risk on the road as part of Health and Safety, and that the HSE should develop guidance to clarify how employers’ duties under health and safety law apply on the road.

Introduction

Legal Framework

Two sets of law apply to the management of occupational road risk.

Health and Safety law focuses primarily (but not exclusively) on the duties of employers to establish safe systems of work. Key duties include having in place health and safety management systems undertaking risk assessments and to ensure safe systems of work.

Road Traffic law (supported by the Highway Code) is concerned mainly with individual driver behaviour and the vehicle owner. However, the enforcement of road traffic law does not usually address the extent to which employers have discharged their duties of care, for example by establishing safe journey parameters or providing appropriate vehicles.

Balance of Responsibility

Work related road safety is clearly a matter of shared responsibility between employer and employee (or volunteer).

Managing Occupational Road Risk in a Voluntary Organisation

The Health and Safety at Work etc Act 1974 places a legal duty on employers to adopt a proactive approach to managing occupational road risk (MORR) and do all that is 'reasonably practicable' to protect their staff (including volunteers) who may be on the road as part of their job. This applies whether the vehicles involved are owned by the organisation itself, by the employee or any other party. Employees have a duty to co-operate with the employer to enable them to meet their duties under the law.

- HSG 192 **Charity and Voluntary Workers: a Guide to Health and Safety at Work**², states:
“In general the same health and safety standards should be applied to voluntary workers as they would to employees exposed to the same risks. However, if the risk assessment shows that the risks to voluntary workers are different, the preventive and protective measures taken should reflect the different risks
- HSE considers it good practice for a volunteer user to provide the same level of health and safety protection as they would in an employer/employee relationship, irrespective of whether there are strict legal duties.”

Voluntary organisations have the same legal responsibilities toward their paid staff and volunteers, and therefore, should consider how best they can successfully meet that responsibility and reduce the risks faced and created by their people on the road.

Costs and Benefits

Organisations often need to be persuaded that taking action to prevent 'at work' vehicle accidents is likely to be 'cost effective'. Few organisations know what their road accidents are costing them. Unless they have adequate accident data collection and costing systems in place, their estimates are very likely to be over optimistic. The true costs of road accidents to organisations are nearly always significantly higher than the resulting insurance claims. More importantly, they impose unquantifiable human costs on their victims, families and friends.

Many of the resources required to put an occupational road risk management system in place should already be available to employers to enable them to meet their normal occupational health and safety obligations. While some additional costs may be incurred, these are likely to be offset by other significant benefits.

Evidence available to RoSPA's Driver Services suggests that investing in 'defensive' or 'advanced' driver training may reduce blameworthy accidents between 30% – 70% in the first two

Costs	Benefits
Management Time	Reduced Accident Losses
Management Training	Less Lost Staff Time
Risk Assessment	Higher Staff Morale
Driver Improvement	Improved Public Image
Accident/Incident Investigation	Lower Insurance Premiums
Data Collection	Improved 'Off the Job' Safety
Control Measures	More Effective vehicle Use

² Charity and Voluntary Workers: a Guide to Health and Safety at Work, HSG192, ISBN 0 7176 2424.

Managing Occupational Road Risk in a Voluntary Organisation

years. One organisation investing in RoSPA Driver Training over a four-year period was able to reduce its fleet vehicle accident frequency from 40 to 9 accidents per million miles, despite a 70% increase in annual mileage.

Although organisations should be primarily interested in the safety of their staff and volunteers while driving during working hours, they also have an interest in promoting their safety when they are commuting or driving for domestic reasons. Whether members of staff are injured while driving for business or at other times, the resulting costs to the organisation are likely to be very similar.

Investment in MORR can also help to reduce the cost of road accidents to the wider community and make a significant contribution in helping to achieve national road safety targets – a powerful reason for examining the case for special fiscal and/or financial incentives in this area.

Despite the overwhelming strength of evidence in support of ‘the business case’ for occupational road risk management, many organisations may still find that short term business pressures can cause their staff to ‘cut corners’ on road safety – even though they acknowledge that the results of road accidents could be disastrous for their operations. For example, there is much anecdotal evidence that, there are often considerable pressures to reduce journey times or to increase driving hours.

Issues in the voluntary sector

Due to the unique nature of voluntary work, organisations that use volunteers should also consider several special factors. Many of the people voluntary organisations transport are elderly or have physical disabilities. In an accident many of them will have difficulty escaping from a vehicle without assistance. Injuries suffered by elderly passengers take longer to heal and can be more incapacitating than they would be for a younger and fitter person. In some cases, the injuries can prove fatal, for example an elderly person breaking their hip will die within 12 months in many cases. Volunteer drivers often get to know their regular passengers extremely well and can be devastated if they are involved in an accident which has serious consequences for one or more of their passengers. Of course, accidents are not just about financial cost, they are also about the pain and suffering felt by the casualties and their families and for a voluntary organisation it will have an impact on their reputation and can have repercussions for other voluntary organisations operating in a similar capacity.

Drivers and organisations have a duty of care^{3,4} to ensure that they reduce any risk so far as reasonably practicable. Not doing so can result in a voluntary organisation incurring both criminal and civil liabilities. These are all reasons why voluntary organisations supplying transport must ensure that they have structures and policies in place to protect staff, volunteers and clients who use their services. The most cost effective and efficient way to do this is to address it in the same way as other health and safety at work issues.

³ Health and Safety at Work Act 1974 HMSO. Section 7. General Duties of employees at work.

⁴ Health and Safety at Work Act 1974 HMSO. Section 3. (1) General duties of employers and self-employed to persons other than their employees.

Developing Your Safety Management System

A systematic approach that identifies hazards, assesses the risks and identifies and implements suitable risk control strategies covering driving for the organisation should be implemented by all voluntary organisations requiring staff or volunteers to drive as part of their role. Health and Safety legislation⁵ requires all organisations to have a system in place to manage general workplace risks. This system can also be used to manage road risks.

The HSE have produced guidance,⁶ which illustrates how an integrated, corporate, progressive and cohesive approach can be developed to manage health and safety.

The system is driven by risk assessment, with the first stage being hazard identification using both a proactive and a reactive approach. Part of this procedure involves learning from experience and there are common 'organisational causes' of accidents in the workplace to learn from.

The concept of employers being responsible for their drivers is relatively new and an organisation's database of road traffic accidents may be minimal. Voluntary organisations will have the added handicap that since many of them are small they may not have a large database of general accidents to draw on. However, networking with other organisations and pooling data can counteract some of these problems.

Road Risk Management

1. Develop the system

The implementation of the road risk management system can be a phased project with the development of the system and the setting of standards completed within one to three months of the project start date. The completion and formal adoption of a policy is the foundation and it should be integrated into the existing safety system by modifying and augmenting existing policies, procedures, people and performance issues to incorporate occupational road risk. This phase will also help the organisation to set performance indicators that will be used to monitor the effectiveness of management interventions.

A policy should demonstrate an overall commitment to manage occupational road risk so far as is reasonably practicable. This commitment should include, for example, measures to ensure the competence of staff and volunteers to drive safely whenever required to drive vehicles as part of their role.

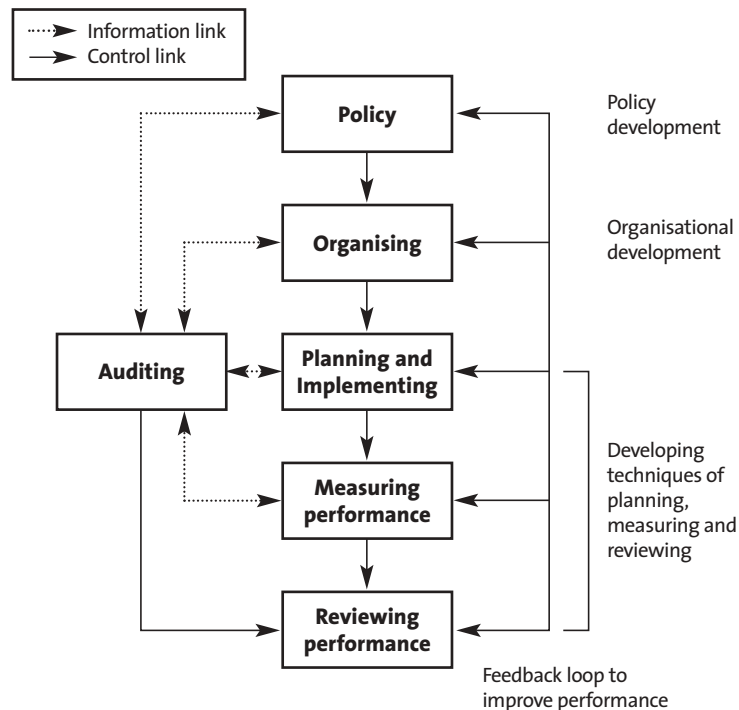
The policy should also clarify individual roles and responsibilities throughout the organisation, from the executive committee through supervisors to individual drivers, making clear the standard of behaviour expected. Lines of communication and decision making relating to achieving organisational road safety and road risk reduction objectives should also be established and line managers should receive additional training. Employers have a duty to consult staff and their health and safety representatives. Volunteers should also be involved in identifying and implementing control measures so they feel "ownership" of the problem and the control measures developed.

It can be beneficial to appoint a co-ordinator with overall responsibility who reports to the executive and who helps managers, staff and volunteers to follow policy and procedures.

⁵ The Management of Health and Safety at Work Regulations 1999. ⁶ Successful Health and Safety Management

Developing Your Safety Management System

Key elements of successful health and safety management.



2. Assess the risk

This phase focuses on classifying the various driving tasks within the organisation, looking at risk factors associated with journeys, vehicles and drivers to see whether existing safety measures are adequate or whether more needs to be done. It will enable problems to be prioritised for attention.

Specific risk reduction measures, which can be put in place, include:

- specifying safest routes;
- setting standards for safe schedules, journey times, distance limits and rest breaks;
- selection of vehicles with additional safety features;
- ensuring safe maintenance;
- ensuring that drivers are fit to drive and;
- by having suitable selection, assessment and driver development arrangements in place, ensuring that drivers are competent to cope with risks of driving that cannot be reduced by other means

3. Manage the risk

Having identified and prioritised the risk issues, a portfolio of objective action plans should be developed. This will look at:

- Reducing risk at source, whenever possible (rather than taking short term action which does not address the real issues). For example, scheduling work to restrict long hours, choosing vehicles carefully and maintaining them conscientiously and specifying safe routes for journeys
- Developing safer journey plans
- Enhancing the safety of vehicles and ancillary equipment
- Selecting and training drivers, including training to deal with emergencies

Developing Your Safety Management System

Typical action plans will include the following:

- Setting criteria for the recruitment and selection of drivers who are entitled to drive the vehicle and ensuring that they are competent to do so, for example through driver assessment, provision of relevant information, training and instruction to enable them to drive safely for the organisation
- Clear procedures regarding authority to use the organisation's vehicles and privately owned vehicles for work purposes
- Tackling risks at source rather than taking short-term action, which does not address the real issues. For example, scheduling work to restrict long hours, choosing vehicles carefully and maintaining them conscientiously and specifying safe routes for journeys
- Assessing loads/samples carried in vehicles to ensure the vehicles suitability and that drivers know how to handle and carry loads
- Establishing records to be kept, such as vehicle inspections and incident reports
- Supervision of training and drivers based on the number of drivers, driving patterns and acceptable behaviour
- Driver education/awareness raising and continued development, including physical fitness, alcohol, stress, fatigue, mobile phones and opportunities to undertake advanced driver training
- Recognition of achievements (safe driving, training, etc)

4. Monitor and measure performance – information management

This phase will bring together the various pieces of data to compare and contrast pre and post intervention performance. The essence is to assess how performance compares with previous periods, and against previously set targets. This information management phase provides measures to enable managers to manage interventions and to consider a range of supporting options to optimise effectiveness.

Data will include:

Active monitoring

- Sampling journey type, length and time
- Checking licences of authorised drivers
- Driver assessment/training records
- Vehicle checklists

Reactive monitoring

- Accident/incident reports
- Accident investigation reports

5. Review and Audit

Having assessed the system's effectiveness and made any revisions to procedures, it is vital to review the process, including performance indicators to assess progress towards targets for the coming year. Line management can prepare annual performance reports to spread good practice and recommend practical variations leading to continuous improvement in the culture, policies, practices and performance.

The first step is to check where the organisation is starting from by doing an initial status review. This is discussed in the next chapter.

Initial Status Review

Introduction

There has been much publicity on the high accident rate for people driving in the course of their employment. Businesses are being encouraged to create and implement policies to protect their staff and prevent the high costs involved when a worker is involved in a road accident. It is important that voluntary organisations using drivers, or providing a transport service develop and integrate into their working practices policies, which allow them to manage their organisation's road risk to reduce it to the minimum.

Winning the Case for Action

The task before the voluntary organisation manager is to convince everyone in their organisation, from the volunteer drivers to the executive committee, of the need for MORR policies and their implementation. While health and safety law does apply in this area and is likely to be enforced more frequently in the future, professionals need to emphasise *the ethical and business case* for a comprehensive corporate approach to MORR.

The starting point should be an '**Initial Status Review**' (ISR) setting out clearly data on:

- the numbers of people, vehicles at risk, the current accident rate, the costs involved etc;
- the adequacy of policies, people and procedures to work these problems on an on-going basis (including the extent and effectiveness of measures already in place); and
- an assessment of the human and financial savings and other business benefits, which could be won by putting a robust risk management approach in place

This review tool has been developed to help organisations answer three questions about their approach to MORR:

1. "Where are we now?"
2. "Where do we want to be?"
3. "How are we going to get there?"

It is designed for use by Voluntary Organisations to produce a structured report with recommendations for action.

The results of this sort of 'review' should be considered at executive level, with the proposal, that a MORR programme should be developed and driven throughout the organisation under the leadership of a named individual who has the time to commit to it. Support could be sought from a local advanced drivers' group, such as the RoSPA Advanced Drivers' Association (RoADA) who may be able to help or a RoSPA Affiliated Health and Safety Group. See www.rospace.com. Key steps in ensuring its success will include providing appropriate training for managers and ensuring effective consultation with volunteers and staff to ensure their active participation.

Initial Status Review

Establishing the ISR Process

A planned approach is required divided into seven phases,

1. design the review;
2. take initial soundings;
3. collect documentary and other evidence;
4. integrate and analyse evidence;
5. write report;
6. formulate prioritised recommendations for action; and
7. present conclusions to the Executive, staff and volunteers

The review needs to be facilitated by competent risk management professionals, preferably with training and experience in auditing techniques. RoSPA, a local advanced drivers' group or a local health and safety group, may be able to help identify such individuals.

Question Set

An essential framework for the review is needed in the form of a question set which probes essential features of MORR including the risk management system in place as well as control measures and their effectiveness.

The question set (attached as Appendix 2) has been devised as a guide to help undertake an ISR of an organisation's approach to MORR. The questions are based on established principles of risk management in HSG65. They can be applied as a 'stand alone' exercise, or incorporated into normal periodic auditing of health and safety management systems. Although the form appears extensive it consists of tick boxes and yes / no answers and will take about an hour to complete.

Methods

Evidence for the Review should be collected from three sources:

1. scrutiny and recording of relevant documentation;
2. interviews with volunteers/staff including drivers; and
3. inspection of vehicles and direct observation of behaviour and vehicles during site visits and possibly on road.

Initial Status Review

A planned approach should be adopted. Interviews should be arranged with managers, with staff and volunteers who undertake driving tasks. A full set of documents should be assembled and scrutinised prior to interviews and site visits. Documents and other evidence identified during visits should be fully scrutinised and recorded.

Results

Results should be integrated into a qualitative report, including prioritised recommendations indicating areas for action. This will enable the production of an action plan identifying what new areas are required.

- a. to enhance management arrangements.
- b. to increase the safety of drivers and passengers.

Sample Policy Statement on Road Risk

This organisationaccepts it has a responsibility to manage the risk encountered by its employees and volunteers when they use the road as part of their duties for the organisation. The organisation will do all it can to reduce this risk to a minimum and to provide a safe service to clients and safe working conditions for staff and volunteers.

To meet this duty of care the organisation will have policies and safe systems of working which all staff and volunteers must abide by. The following manageris the designated road risk co-ordinator and has responsibility for championing the organisation's road risk programme. S/he will provide a written report to the executive committee on the working of the policy every six months.

Road Risk Co-ordinator

The Manager on behalf of the organisation will ensure that expert advice is obtained and followed on the management of occupational road risk (MORR) and that

- a safe system of work is adopted which ensures that the correct vehicles and equipment are obtained for the work required, and they are used correctly
- vehicles are appropriate for the task they are required to carry out and have suitable safety features
- vehicles are properly maintained and when defects are identified, the vehicle is not driven until they are rectified
- the driving ability of staff and volunteers required to drive as part of their duties is assessed before or soon after appointment
- any training needs are met as soon as possible, with priority given to those who will have the highest annual mileage and those with the lowest level of skill
- driving of staff and volunteers is monitored and assessed at regular intervals and further driver training provided as required, with particular reference to the vehicles they are required to drive
- records are kept of which staff/volunteers are authorised to drive which vehicles for the organisation
- familiarisation training is provided for new routes
- staff and volunteers are made aware of the importance of safe driving practices both for their own safety and for the comfort and safety of their clients
- information on accidents and near misses is collected and analysed and the knowledge gained is used to improve policies
- a plan that staff/volunteers can use in an emergency is developed and all staff are aware of it and there is a copy in all vehicles used by, or on behalf of the organisation
- records are kept of vehicle servicing and maintenance and driver training and licence information.
- a system is set up which recognises driver achievement

Sample Policy Statement on Road Risk

Line Managers

Managers have a responsibility to build safety into all their decision-making and to ensure that their staff and volunteers understand the responsibility which they have for their own and others' safety. This includes their safety while driving in the course of their employment. To achieve this Line Managers should

- Discuss with their drivers the importance of safety on the road and following the organisation's policy and management system
- Liaise with the road risk co-ordinator to ensure that the training needs of their staff/volunteers are met
- Encourage drivers to follow good practice and keep their skills and knowledge up to date
- Ensure that all drivers are fully aware of what action they need to take in an emergency situation
- Ensure that drivers have sufficient time for journeys and do not feel pressured into completing them faster by speeding or taking risks
- Provide advice on route planning and circulate information on hazards reported on regular routes
- Monitor and, if necessary, restrict total hours/miles driven to ensure that drivers do not suffer from fatigue
- Ensure drivers understand the need for a ban on mobile phone use while driving and adhere to it
- Where a driver is inexperienced with a particular route or vehicle, ensure that they have extra time to complete their journey safely
- In bad weather conditions make every effort to reduce journeys to a minimum
- Make staff/volunteers aware that fatigue will be more of a problem at certain times. There is an increased likelihood of falling asleep at the wheel in the afternoon and in the early morning

Sample Policy Statement on Road Risk

Staff / Volunteer Drivers

Staff and volunteers have a responsibility not to put themselves and others at risk and to co-operate with the organisation to ensure their own safety and the safety of people they are working with, both other staff and volunteers and clients. Since over 3,000 people die on our roads every year, driving is a hazardous activity and drivers should take every care to protect themselves and others by following the policies and the management system of the organisation. They should

- Report any vehicle defects to their line manager and the road risk manager
- Not drive a defective vehicle
- Be aware of what action needs to be taken in an emergency situation
- Participate in and implement the knowledge and skills gained from the driver training provided
- Inform their line manager of any health problems or personal circumstances, which could make driving hazardous
- Ensure that they are physically fit to drive
- Do not drive while under the influence of alcohol or drugs. (Drugs which adversely affect the ability to drive can be illegal, prescription or over the counter medicines.) Staff should check with their doctor or pharmacist if the drugs they are taking will affect their ability to drive safely
- Have their eyes tested regularly and ensure that any necessary corrective eyewear is worn
- Comply with the ban on mobile phone use while driving
- Ensure that line managers are aware of hazards and delays on regular routes so that journey times can be extended to take account of the circumstances
- Drive within speed limits and to the speed dictated by conditions, which can be less than the limit.
- Follow advice on route planning supplied by line management
- Allow sufficient time for planning the route, driving the route and the breaks needed to prevent fatigue
- When appropriate extra journey time and breaks should be built into the journey plan, to allow for bad weather, for example
- Be aware that fatigue will be more of a problem at certain times (there is an increased likelihood of falling asleep at the wheel in the afternoon and in the early hours of the morning)
- Stay calm and relaxed while driving and try to avoid situations which could lead to stress or road rage

Initial Status Review Questionnaire

This questionnaire will help organisations to review their current occupational road risk profile and how well they are managing their organisation's road risk. It will take approximately one hour to complete and should involve all staff with responsibility in this area.

SECTION A. About your organisation

Organisation name

.....

Type of business

.....

Address

.....

.....Postcode:

Name of key contact:Position:

Telephone number:.....Email:

Number of employees

2. Your vehicles: *(tick all that apply)*

2a. Does your organisation operate:

- Cars Vans Motorcycles/scooters Commercial Specialist vehicles

2b. Are your organisation's vehicles:

- Company owned Leased Hired Driver owned Other

3. Your drivers: *(tick all that apply)*

3a. Do you have drivers in your organisation who are:

- Occasional users Essential users Professional drivers

3b. Do you collect data on drivers':

- Ages Gender Experience Crash involvement (duty and non-duty)

- Enforcement points Driver training achievement

Initial Status Review Questionnaire

4. Your drivers' journeys: *(tick as appropriate)*

4a. Does your organisation collect data on journeys, including:

- Length of journeys Cumulative mileages Journey purposes
-

5. Your organisation's accident experience: *(please circle)*

5a. Do you collect and analyse data on road accidents, including:

Number	Yes	No
Type (primary cause)	Yes	No
Vehicle characteristics	Yes	No
Driver characteristics	Yes	No
Location	Yes	No
Journey purpose	Yes	No
Date and time of occurrence	Yes	No
Severity (injury and damage)	Yes	No

6. Your organisation's fleet safety costs: *(please circle)*

6a. Does your organisation identify and analyse the costs of:

Fuel	Yes	No
Servicing	Yes	No
Repairs	Yes	No
Staff absence due to road injury	Yes	No
Preventive measures	Yes	No

SECTION B Your organisation's MORR policy: *(please circle)*

1. Has your organisation developed a policy on MORR setting out its corporate road safety objectives? Yes No

If Yes, go to Question 2. If No, go to Section C

2. Is this part of your organisation's health and safety policy statement?	Yes	No
3. Has the MORR policy been communicated to all staff?	Yes	No
4. It is clearly understood by managers, staff and volunteers?	Yes	No
5. Does the executive committee actively support the policy?	Yes	No

Initial Status Review Questionnaire

- | | | | |
|----|--|-----|----|
| 6. | Was it developed through consultation with staff and volunteers? | Yes | No |
| 7. | Has a date been set for review of the policy? | Yes | No |
-

SECTION C Organising for MORR: *(please circle)*

- | | | | |
|----|---|-----|----|
| 1. | Does the overall responsibility for MORR rest with a named senior manager/director? | Yes | No |
| 2. | Are the responsibilities of the supervisors for MORR clearly spelled out? | Yes | No |
| 3. | Have supervisors been trained in MORR? | Yes | No |
| 4. | Are supervisors who are responsible for staff and volunteers who drive, held accountable for MORR performance? | Yes | No |
| 5. | Do they have the resources (time, budget, staff) to carry out their MORR role? | Yes | No |
| 6. | Is the MORR performance of supervisors and drivers regularly assessed (e.g. as part of periodic staff appraisal)? | Yes | No |
-

SECTION D Your organisation's approach to planning and implementation:

- | | | | |
|----|--|-----|----|
| 1. | Does your organisation have a risk assessment procedure in place for work on the road? | Yes | No |
| 2. | If so, does it encompass all safety critical features (i.e. journeys and vehicles, not just the driver)? | Yes | No |
| 3. | Are responsibilities for carrying out risk assessments clearly defined? | Yes | No |
| 4. | Have managers and drivers been trained in risk assessment techniques? | Yes | No |
| 5. | Are assessments generic or task specific? | Yes | No |

Initial Status Review Questionnaire

- | | | | |
|----|--|-----|----|
| 6. | Are the results of risk assessment properly recorded? | Yes | No |
| 7. | Are they communicated to relevant staff and volunteers? | Yes | No |
| 8. | Have assessment results been used to prioritise risk control actions? | Yes | No |
| 9. | Have any of the following control measures been introduced? <i>(please tick)</i> | | |
| | <input type="checkbox"/> Eliminating unnecessary vehicle movements | | |
| | <input type="checkbox"/> Avoiding driving in adverse conditions | | |
| | <input type="checkbox"/> Reducing distances | | |
| | <input type="checkbox"/> Controlling drivers' hours | | |
| | <input type="checkbox"/> Specifying 'safest' routes | | |
| | <input type="checkbox"/> Setting safe schedules (e.g. rest breaks) | | |
| | <input type="checkbox"/> Specifying appropriate vehicles (e.g. 'fit for purpose' /load carrying, additional safety features etc) | | |
| | <input type="checkbox"/> Ensuring effective vehicle maintenance | | |
| | <input type="checkbox"/> Selecting appropriate drivers | | |
| | <input type="checkbox"/> Ensuring driver fitness | | |
| | <input type="checkbox"/> Establishing clear policies on substance abuse | | |
| | <input type="checkbox"/> Banning mobile phone use while driving | | |
| | <input type="checkbox"/> Providing driver training programmes | | |
| | <input type="checkbox"/> Procedures to prevent assault (e.g. harassment of female drivers) | | |
| | <input type="checkbox"/> Providing supervision, briefing, information and guidance | | |
| | <input type="checkbox"/> Award or incentive schemes | | |

Initial Status Review Questionnaire

- | | | | |
|-----|---|-----|----|
| 10. | Have any targets been set (e.g. accident rate reductions, training requirements, new procedures etc)? | Yes | No |
| 11. | Have the timescales been set for achieving these? | Yes | No |
| 12. | Have any MORR standards been set for <i>(please tick)</i> | | |
| | <input type="checkbox"/> Driver fitness (e.g. eyesight) | | |
| | <input type="checkbox"/> Driver competence | | |
| | <input type="checkbox"/> Control of speed | | |
| | <input type="checkbox"/> Maximum continuous driving (before breaks) | | |
| | <input type="checkbox"/> Maximum driving time including time out with the organisation | | |
| | <input type="checkbox"/> Maximum daily, weekly, monthly etc driving hours/miles | | |
| | <input type="checkbox"/> Night/adverse conditions driving | | |
| | <input type="checkbox"/> Vehicle safety specifications | | |
| | <input type="checkbox"/> Vehicle maintenance | | |
| | <input type="checkbox"/> Alcohol | | |
| | <input type="checkbox"/> Drugs (including prescription drugs) | | |
| | <input type="checkbox"/> Mobile phones | | |
| | <input type="checkbox"/> Other? (please specify)..... | | |
| 13. | Has an MORR action plan been drawn up? | Yes | No |
| 14. | Has it been communicated to all relevant supervisors? | Yes | No |
| 15. | Are appropriate arrangements in place to deal with emergencies? | Yes | No |

Initial Status Review Questionnaire

SECTION E How your organisation monitors its performance: *(please circle)*

- | | | | |
|----|---|-----|----|
| 1. | Is regular monitoring carried out to assess compliance with MORR standards? | Yes | No |
|----|---|-----|----|
-

If Yes, go to Question 2. If No, go to Question 3

- | | | | |
|----|--|-----|----|
| 2. | Are the results properly analysed/recorded/disseminated? | Yes | No |
| 3. | Have appropriate MORR performance indicators been selected (e.g. accident rates, training targets, actions by managers/drivers/others, costs etc)? | Yes | No |
| 4. | Are there clear reporting procedures for accidents and incidents? | Yes | No |
| 5. | Do these cover 'near misses' as well as crashes? | Yes | No |
| 6. | Is there a procedure in place to investigate accidents/incidents? | Yes | No |
-

If Yes, go to Question 7. If No, go to Section F

- | | | | |
|----|--|-----|----|
| 7. | Does it cover costs? | Yes | No |
| 8. | Is there a person responsible for investigation? | Yes | No |
| 9. | Are lessons from accidents and incidents fed back into the management system to promote safety learning? | Yes | No |
-

SECTION F Your organisation's approach to performance review: *(please circle)*

- | | | | |
|----|---|-----|----|
| 1. | Does your organisation periodically review its MORR performance against agreed standards and targets? | Yes | No |
|----|---|-----|----|
-

If Yes, go to Question 2. If No, go to Section G

- | | | | |
|----|---|-----|----|
| 2. | Does the review cover MORR management action (e.g. compliance by managers and drivers with MORR standards) as well as accident rates? | Yes | No |
|----|---|-----|----|

Initial Status Review Questionnaire

- | | | | |
|----|--|-----|----|
| 3. | Are conclusions from MORR reviews fed back to assist in future planning? | Yes | No |
| 4. | Are they also fed back within the organisation (for example, through meetings, internal communications, notice boards, house magazines etc)? | Yes | No |

SECTION G Auditing your MORR system: (please circle)

- | | | | |
|----|--|-----|----|
| 1. | When your organisation audits its health and safety management system, does this cover MORR? | Yes | No |
|----|--|-----|----|

If Yes, go to Question 2. If No, go to Section H

- | | | | |
|----|--|-----|----|
| 2. | Are the results considered at executive committee level? | Yes | No |
| 3. | Do results lead to appropriate follow up actions? | Yes | No |

SECTION H Any other comments

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Staff/Volunteer Interview Framework

It is very important that staff and volunteers feel part of the process. They also have essential practical experience and views which can benefit the review. The following questions can be used selectively with staff and volunteers.

Personal details

- Name
- Department
- Role
- Age
- Gender
- Length of time since test
- Licence classes held
- Any supplementary training

About your driving for your voluntary organisation...

- What sort of journeys do you have to do?
- What sort of distances?
- What is your total annual mileage driven for organisation?
- What is your total annual mileage?
- What sort of routes do you take?
- Times of day?
- What sort of vehicle do you drive?
- What sort of work and family constraints are you under?
- What other tasks do you have to do?
- Have you ever felt tired or fatigued while driving?
- Have you ever nearly fallen asleep at the wheel?
- Are you able to stick to speed limits?
- Do you carry loads?
- Do you experience stress while driving for organisation?
- Do you feel concerned about the risk of accidents when driving for organisation?
- If so, why?

About your accident near miss experience

- Have you ever had an accident when travelling for organisation?
- If so, what were the circumstances?
- Could it have been avoided?
- Do you regularly experience 'near misses'?
- How often could they have been avoided?

Staff/Volunteer Interview Framework

Journeys

- Do you plan your journeys?
- How do you decide your routes?
- Time of day?
- Overall time allowed?
- Whether to overnight or not?
- Are routes and times given to you by others?

Your vehicle(s)

- Is your vehicle right for the kind of driving you have to do?
- Is it your own vehicle or one supplied by your organisation?
- If the latter, were you consulted about its selection?
- Is it ergonomically suitable for you?
- Is it properly maintained?
- Who else in the organisation checks that it is?
- Do you do vital checks every day?

Your driving competence

- Do you think you are a good driver?
- If so why?
- If not, why not?
- How many points have you got on your licence?
- What were they for?
- Has your driving ever been assessed by your organisation?
- Have you had any post-test driver training?
- Did it result in an assessed level of achievement?
- If so, what level?
- Did it help?
- Do you think you need more training?
- If so, why?
- If no, why not?

Your organisation's approach to MORR

- Do you believe that your organisation cares about road safety?
- If so, why?
- If no, why not?

Staff/Volunteer Interview Framework

- Has your organisation got a general policy statement about safe driving while on duty?
- Does your organisation carry out regular driving licence checks?
- Do you feel you get the training information and support you need?
- Do time pressures increase the level of risk you face and create on the road?
- If so, give examples.
- Does your organisation have a clear policy that mobile phones should not be used while driving?
- Is compliance with it monitored and enforced where necessary?
- Does it create difficulties for you in carrying out your work?
- Do you feel you can report road safety problems to your supervisor?
- Will you be listened to?
- Could it result in unfair action?
- Is your safety on the road considered during job appraisal?
- Do you feel that work pressures tend to conflict with road safety objectives?

What if..?

- What if your daily and weekly driving hours were limited to 7 and 35 respectively?
- What if you had to take a break at least 15 minutes every 2.5 hours?
- What if the organisation monitored your driving using 'black box' technology or similar means?
- What if you were prohibited from driving at night or in adverse conditions?

What would you like to see?

- What additional action would you like to see in your organisation to reduce risks associated with driving for work?

Random Vehicle Check

Random checks will help show whether maintenance and services schedules are being followed, and whether drivers are concluding regular vehicle checks.

Random vehicle check

- Vehicle type
- Allocated driver?
- Vehicle Registration?
- Model?
- Mileage?
- Last serviced?
- Windscreen condition?
- Windows?
- Tyre pressures?
- Tread depth?
- Lights?
- Oil/batteries?
- Fan belt?
- General condition?

MORR Data Requirements

Organisations need data to analyse, status, problems and trends. They need to establish good liaison with their insurers.

The following questions are designed to help identify MORR data requirements:

1. Journey Data

Does the organisation keep records of?

- risk assessments and
- journey plans

To enable managers to monitor driving patterns and adherence to journey planning standards?

2. Vehicle and Driver Data

- Are there suitable arrangements to gather data on the status of vehicles and their drivers?

3. Accident Data and Near Misses

- Are there effective accident/incident/near miss reporting procedures in place?
- Are there associated data storage and suitable analysis systems in place?
- Do these include means for analysing and recording true costs of accidents/incidents?

4. Accident/Incident Investigation

- Has the organisation established suitable procedures and methods to enable managers with appropriate support, to investigate accidents and near misses and other significant incidents?

5. MORR Performance data

- Are there suitable methods for tracking performance of those staff with MORR responsibilities (for example during periodic staff appraisal)?

Control Measures

The following questions are designed to assess the extent to which a range of ORR control measures are being applied (either singly or in combination) to reduce the probability and/or severity of at work road accidents.

1. Eliminating Unnecessary Vehicle Movements

- Is there a requirement to plan journeys so that unnecessary mileage or journeys can be reduced?

2. Avoiding Driving in Adverse Conditions

- Does the organisation actively discourage driving at night or in adverse weather conditions?

3. Reducing Distances

- Has the organisation set limits for maximum driving distance per day, per week, per month and year (the latter taking account, if necessary, of very high mileages at which risks start to become 'intolerable' and mileage and activities of volunteers out with their duties for the organisation)?

5. Controlling Drivers' Hours

- Similarly, has a maximum been set for unbroken driving hours, as well as maximum for daily, weekly and monthly driving hours (for example, no one to be required to drive continuously for more than 2.5 hours without at least a 15 minute break.)?

6. Specifying 'Safest' Routes

- Is there a policy that the lowest risk routes, which are practicable should be specified and followed wherever possible (for example, avoiding higher risk roads, taking account of traffic conditions, road works and pedestrian densities etc)?

7. Optimising Schedules

- Is there a policy that journey planning for safety should allow sufficient time to enable drivers to take account of reasonably foreseeable weather and road traffic conditions and to comply with speed limits; reducing night driving; avoiding high risk hours; and avoiding driving at times of day when falling asleep at the wheel is more likely?

8. Specifying Appropriate Vehicles

- Does the organisation have a policy of providing vehicles which are 'fit for purpose', i.e. capable of safely performing the tasks required (for example, carrying loads, equipment etc) and which incorporate desirable additional safety features (egg features such as, crash resistance, air bags, ABS, traction control, high level brake lights, and no bull bars)?

Control Measures

- Is there a policy to actively eliminate in-car distractions, for example by prohibiting use of telecommunications equipment while on the move (e.g. mobile phones, faxes etc) and avoiding other potential distractions such as windscreen mounted notepads, electronic data displays etc?

9. Effective Vehicle Maintenance

- Does the organisation devise and implement effective programmes to ensure that vehicles are maintained in a safe condition?

10. Selecting Appropriate Drivers

- Where driving is a clear requirement for employee or volunteer, does the organisation have procedures in place to assess driving aptitude/attitudes and competence at recruitment/appointment?

11. Driver Fitness Standards

- Has the organisation set minimum fitness-to-drive standards and does it have effective procedures in place to ensure these are met?

12. Clear Policies on Alcohol and Other Substances

- Does the organisation have clear policies to avoid impairment of driver fitness due to alcohol and substance abuse?

13. Driver Assessments and Improvement

- Has the organisation put driver assessment procedures in place?
- Is there a driver improvement programme (including defensive driving training) to enable drivers to develop high levels of competence to cope with hazards to which they are exposed when carrying out driving tasks for their organisation?
- Has the organisation developed 'driver self-awareness' activities, which enable their drivers to identify personal factors, which may degrade their ability to drive safely (e.g. ill health, medication, stress, fatigue etc)?

14. Other Supporting Measures

- Has the organisation put supporting measures in place such as:
- the provision of effective briefing, information and guidance?
- adequate supervision by supervisors?
- clear rules and operating procedures to deal with emergencies such as accidents or breakdowns (including the provision, if appropriate, of basic first aid training and equipment to drivers and procedures which will reduce risk of assault and harassment of female staff who are drivers or passengers)?

Voluntary Organisation Case Studies

The Project Plan

Stage 1

RoADA Members who were willing to take part in the project were recruited and voluntary organisations local to them were identified. Volunteers often have significant restraints on the time they have available, so it was important that volunteers were not required to travel long distances. Marrying volunteers to groups close to them also fitted in with the expectations of MORR. The RoADA members were experienced drivers and in some cases experienced trainers. It was emphasised that the project was not about driver training, but about ensuring that organisations had the policies in place to manage their road risk and could identify any gaps.

Stage 2

Voluntary organisations within easy travelling distance of the RoADA volunteers were recruited. This proved more difficult than first envisaged. All the organisations approached expressed an interest in participating and stated the importance they placed on road safety. However the constraints on their time were such that some could not take part.

Stage 3

All the participants came together at a seminar in RoSPA House, which covered the background to MORR, the best practice in managing road risk and the importance of incorporating it into normal health and safety procedures.

Stage 4

The first stage in MORR is to recognise where the organisation is now in relation to MORR, where it wants to go and how it is going to get there. In the matched pairs of RoADA Member and Voluntary Organisation the participants then started work on their Initial Status Review to identify the starting point for each of the organisations. They also considered and prioritised the policies that were needed to develop each organisation's management of occupational road risk.

Stage 5

Participants reported back on their activities at a second seminar at RoSPA House. All had been able to complete the Initial Status Review, and found it to be a useful starting point. Each voluntary organisation already had some policies designed to manage their occupational road risk. However, they were not normally co-ordinated, at least at the local level. Some of the MORR policies already in place applied to some parts of the organisation's local activities, but not to all of them. For example, some policies on minibus use did not apply to volunteers who were driving (their own or the organisations) cars.

It was clear that effective internal communication is essential within large national voluntary organisations that also have a local branch structure.

Voluntary Organisation Case Studies

Case 1. The Scout Association, Hertfordshire County Office

Volunteer staff run this youth organisation, and they have many pressures on their time. They have an extensive range of vehicles available, including minibuses, cars, motorcycles, scooters, quad bikes even a JCB and a fire engine. Some areas are already well covered with policies; particularly the area of hire vehicles and minibuses, but this is not transferred to drivers using their own vehicles. It was felt that there would be resistance from volunteers to the application of MORR policies particularly where the volunteers used their own vehicles. However this had not been confirmed with volunteers. It was clear that MORR was not seen as a normal part of Health and Safety. Most of the policies needed to manage their road risk were already in place for minibuses and could be widened to include other activities. The main problem they had was lack of time. Their staff are volunteers and are already under large time constraints as the amount of necessary paperwork has increased and the time they have available to spend with young people decreased. They are keen to take the project further.

Case 2. Dial-a-Ride, Cirencester Centre

The organisation has a paid co-ordinator and provides a transport service for elderly and disabled people, using volunteer drivers. Some of the volunteers use their own vehicles and others drive specially adapted minibuses. The scheme will also be taking over responsibility for the local ambulance service so they are keen to have policies and systems, which cover all their staff and volunteers. All the volunteer drivers already undertake MIDAS minibus training and some policies are in place. With the addition of ambulance drivers, they have a need for blue light training and there may be a safety issue with volunteers driving after they have completed a full day at work. These are their priority areas.

The organisation is keen to continue with the project,

Case 3. St John's Ambulance, Cambridgeshire

St John's provides a first aid and ambulance service at events but also provides a transport service for elderly and disabled people. They have both paid and volunteer drivers. They have a written training manual but in many cases where the document establishes a standard it also allows "something similar". The policies for ambulance operation are well defined, but less so for other vehicles.

They have policies on:

Mobile phones – cannot be used unless the vehicle is stationary.

Newly qualified drivers – they cannot drive alone within their first 12 months

Fatigue – they consider duty times.

However they are aware that they may have a problem with volunteer drivers who also drive for work. Blue light training is needed but not provided currently although the vehicles used do have blue lights. A policy on this is a priority. Their minibus drivers do the MIDAS training, but there is no policy for private car drivers in terms of MORR, although they complete crash reports. There is a policy on the maximum age of vehicles that can be used in the service but this does not apply to private staff cars - only liveried vehicles.

Useful websites

Association of Industrial Road Safety Officers

www.airso.org.uk

Brake

www.brake.org.uk

Community Transport Association

www.communitytransport.com

Confederation of Passenger Transport

www.cpt-uk.org

Department for Transport

www.dft.gov.uk
www.roads.dft.gov.uk/roadsafety/wrrs/index.htm
www.thinkroadsafety.gov.uk/news/index.htm
www.highwaycode.gov.uk/index.shtml

Department of Environment (Northern Ireland)

www.doeni.gov.uk

Disabled Persons Transport Advisory Committee

www.dptac.gov.uk

Driving Standards Agency

www.dsa.gov.uk

Driver and Vehicle Licensing Agency

www.dvla.gov.uk

Guild of Experienced Motorists

www.roadsafety.org.uk

Health and Safety Executive

www.hse.gov.uk
www.hse.gov.uk/roadsafety/index.htm
www.hse.gov.uk/sources/index.htm

Institute of Advanced Motorists

www.iam.org.uk

Institution of Occupational Safety and Health

www.iosh.co.uk

Lancashire County Council At-Work Road Safety Website

www.lancashire.gov.uk/environment/roadsafety/dif.asp

Local Authority Road Safety Officers' Association

www.larsoa.org

National Assembly for Wales

www.wales.gov.uk

Occupational Road Safety Alliance

www.orsa.org.uk

Parliamentary Advisory Council for Transport Safety

www.pacts.org.uk

Road Safety Council of Wales

www.roscow.org.uk

Roadsafe

www.roadsafe.com

Royal Society for the Prevention of Accidents

www.rosipa.com

RoSPA Advanced Drivers' Association

www.roda.freerve.co.uk

Scottish Accident Prevention Council

www.sapc.org.uk

Scottish Executive

www.scotland.gov.uk

Scottish Road Safety Campaign

www.srsc.org.uk

