Report

Report to:	**Roads Safety Forum**
Date of Meeting:	**17 November 2020**
Report by:	**Executive Director (Community and Enterprise)**

Subject:	**Scotland's Road Safety Framework to 2030 Consultation**

1. Purpose of Report

1.1. The purpose of the report is to:-

♦ advise the Forum of Scotland's Road Safety Framework to 2030 Consultation and allow discussion to take place, noting that officers will collate comments and submit a reply by the due date

2. Recommendation(s)

2.1. The Forum is asked to approve the following recommendation(s):-

(1) the Scottish Government's consultation on Scotland's Road Safety Framework to 2030 including the proposed targets, measures and indicators and that officers will submit a reply to the consultation by the due date be noted.

3. Background

3.1. Scotland's Road Safety Framework to 2020 ends on 31 December 2020. Although Scotland's road casualties are at the lowest levels since records began, to achieve further reductions, a step change in road safety delivery is required. In response to the above challenge and in partnership with the road safety community and key stakeholders the Scottish Government has developed a draft 'Scotland's Road Safety Framework to 2030' to strengthen Scotland's position as a world leader in road safety.

3.2. The consultation outlines the ambitious and compelling long-term vision for road safety where there are zero fatalities or serious injuries on Scotland's roads by 2050. The journey to achieving this vision proposes ambitious interim targets to 2030. Achieving these targets which will be crucial to Scotland aspiring to have the safest road safety performance in the world.

3.3. A public consultation was launched on 8 September 2020. This gives every road user the opportunity to tell the Scottish Government what road safety priorities should be in the next decade to achieve the proposed Vision Zero by 2050. All consultation responses will be analysed and will help to inform the development of the Road Safety Framework. Responses by organisations or individuals are sought by the deadline of midnight on 1 December 2020.

4.   National Progress towards the 2020 Casualty Reduction targets

4.1.   Scotland has a long-standing commitment to road safety delivery based on strong partnership working. This has led to a consistent reduction in casualties. Provisional headline figures for road casualties in 2019 show the total number of casualties fell to the lowest number since annual records began in 1950. There has, however, been an increase in the number of people who have died on our roads in 2019 compared to 2018.

4.2.   The current Framework to 2020 contains 5 challenging targets that all road safety partners are responsible for delivering. Available data allows national progress to be measured against 3 targets using provisional 2019 data with the remaining 2 targets based on published 2018 data, as detailed below. National progress against all 5 targets, based on published 2019 data, will be reported later in the year.

4.3.   Nationally there has been a 42% reduction achieved towards the targeted 40% reduction in people killed by 2020. This performance currently exceeds the 2020 target. A 33% reduction has been achieved towards the targeted 55% reduction in people seriously injured by 2020, which is not currently on track to meet the target. Due to the changes in the recording of casualty severities following Police Scotland's use of a new accident and casualty data recording system called CRaSH (Collision Reporting and Sharing) from June/July 2019, progress against this target is measured on the basis of adjusted figures. There has been an 85% reduction achieved against the targeted 50% reduction in children killed by 2020 which is clearly exceeding the target.

4.4.   As adjusted figures due to the implementation of CRaSH are not yet being available for 'children seriously injured' and 'slight casualties' figures, the national progress for the remaining 2 targets are based on published 2018 figures. A 56% reduction was reported in 2018 against the 65% reduction in children seriously injured targeted by 2020. This performance was not on track to meet the 2020 target. A 57% reduction was reported in 2018 against the 10% reduction in slight casualties targeted by 2020, with performance exceeding the 2020 target.

4.5.   A separate paper sets out local contributions to these targets as well as further information regarding Police Scotland's introduction of the CRaSH (Collision Reporting and Sharing) information technology management system.

5.   Outline of Scotland's Road Safety Framework to 2030

5.1.   The new Framework takes into consideration the government's ambitions and overarching context in which road safety operates, which includes:-

  ♦ Climate Emergency
  ♦ Active and Sustainable Travel
  ♦ National Transport Strategy
  ♦ Strategic Transport Projects Review
  ♦ Health Strategy
  ♦ Justice Strategy
  ♦ Education
  ♦ Place Principles
  ♦ National Planning Framework
  ♦ National Outcomes and Indicators

5.2.   The Framework also takes cognisance of the wider European Union/UK context such as the UN resolution A/74/L/.86 "improving global road safety", Stockholm Declaration calling for a reduction in road traffic deaths and serious injury by at least 50% from 2020 to 2030 and the European Commission publication "EU Road Safety Policy Framework 2021 to 2030" containing the EU's "Vision Zero" strategic goal of no deaths or serious injuries on European Roads by 2050.

5.3.   The Framework makes it clear that all road users have a part to play in the success of the Framework by keeping our roads safe for themselves and others and therefore features the motto "Together, making Scotland's roads safer". The Framework is for all road users and, therefore, its vision, outcomes, challenges, strategic actions and targets belong to each and every one of us. This is similar to the ethos of the previous Framework.

5.4.   In line with international best practice the Framework looks to embed the Safe System approach within Scotland's road safety delivery framework. The Framework will put people at its centre, aiming to provide a more-forgiving road system that takes human vulnerability and fallibility into account, recognising that people are fragile and make mistakes that can lead to collisions but it should not lead to death or serious injury. A Safe System mitigates this with its 5 pillars, effectively layers of protection, in the form of:-

   ♦ Safe Road Use
   ♦ Safe Vehicles
   ♦ Safe Speeds
   ♦ Safe Roads and Roadsides
   ♦ Post-crash response

5.5.   The Safe System's long terms goal is for a road traffic system which becomes free from death and serious injury through incremental, targeted improvements within a specified safety performance framework. It is backed up by interim, quantitative targets to reduce the numbers of deaths and serious injuries.

5.6   The Framework sets out 5 strategic outcomes which aligns to the 5 pillars of the Safe System which describe the road safety environment it aims to deliver. These are detailed within Appendix 1.

5.7.   12 challenges have been identified which are making an impact now, or will in the near future, on road safety generally and, more particularly, on the new Framework. They have been mapped to the Safe System and also align with the Scottish Government's policies, plans and strategies.

5.8   A high-level summary of each challenge is provided below with additional narrative provided within the draft Framework.

   1. Climate Emergency - its potential effects on road casualties and the benefits that road safety can bring.
   2. Active and Sustainable Travel - its potential effects on road casualties and the benefits that road safety can bring.
   3. Health - improving road safety to reduce impact on public health services.
   4. Safe System - implementing the Safe System at all levels.
   5. Speed Management - road users not travelling at appropriate speeds, its effect on road casualties.

6. Road Safety Delivery - delivering a shift in resources and funding to focus on road safety delivery.
7. Driving/Riding for Work and Workplace Culture - its effect on road casualties.
8. Emerging Technologies - consideration of benefits and challenges of emerging technologies on road safety.
9. Enforcement/Deterrence - increasing the visibility of road policing enforcement.
10. Road Infrastructure and Maintenance -decreasing road maintenance/assets and its impact on road casualties.
11. Post-Crash Response - improving the fast and effective response to road collisions.
12. Road Users - unsafe road use by certain types of Road Users and its effect on road casualties.

5.9. To address current and emerging challenges, the below 10 Strategic Actions have been identified. These are meant to be overarching and are not allocated to any nominated road safety partners. They are the collective responsibility of all stakeholders and road safety partners. Fuller detail has been provided within Appendix 2.

1. Speed: we will deliver a range of speed management initiatives to support the Safe System.
2. Climate: we will deliver road safety initiatives that positively impact the climate emergency and we will mitigate the negative impacts climate change may have on road safety.
3. Funding and Resourcing: we will consider how funding streams can be improved for national road safety delivery.
4. Change in Attitudes and Behaviour: we will engage in partnership working to enable all road users to understand their road safety responsibilities, allowing them to improve their attitudes and behaviours for the safety of themselves and others.
5. Technology: we will research, implement, and evaluate technologies for use within the Safe System and promote them as appropriate.
6. Active and Sustainable Travel: we will ensure road safety remains a key focus of active and sustainable travel in Scotland.
7. Knowledge and Data Analysis: we will ensure our actions are evidence-led to support the delivery of the Safe System.
8. Enforcement: we will optimise enforcement to encourage good road user behaviour to support the Safe System.
9. Health: we will strengthen the relationship between health and road safety, reduce the likelihood, number and severity of collisions and improve the post-crash response.
10. Education: we will provide opportunities to all road users to gain the knowledge, skills and experience required to become safe and responsible users.

5.10. All Safe System work is based on a performance framework, with a hierarchy of targets. The new Framework has the long-term goal of zero fatalities and serious injuries in road transport by 2050. The below interim targets to 2030 have been proposed, based on a 2014 to 2018 baseline (CRaSH adjusted figures).

♦ 50% reduction in people killed
♦ 50% reduction in people seriously injured
♦ 60% reduction in children (aged <16) killed
♦ 60% reduction in children (aged <16) seriously injured

5.11   The number of deaths and serious injuries is the most significant indicator, however, several others have been developed as detailed below. The percentage reductions that are believed to be required for specific indicators in order to achieve the interim targets are still in development. 'Intermediate measures' to track the performance of casualty figures for specific user groups are as follows:-

♦ Percentage reduction in pedestrians killed or seriously injured
♦ Percentage reduction in cyclists killed or seriously injured
♦ Percentage reduction in motorcyclists killed or seriously injured
♦ Percentage reduction in road users aged 70 and over killed or seriously injured
♦ Percentage reduction in road users aged between 17 to 25 killed or seriously injured
♦ Percentage of motorists driving/riding within the posted speed limit

5.12.   'Key performance indicators' which will measure observed road safety behaviours, vehicle safety and road infrastructure are:-

♦ Percentage of motorists driving within the speed limit
♦ Percentage of drivers not distracted by a handheld mobile phone/Sat Nav or in-car entertainment system
♦ Percentage of vehicle occupants wearing a seatbelt or child restraint system correctly
♦ Percentage of riders of powered two wheelers and bicycles wearing a protective helmet
♦ Percentage of drivers/riders driving within the legal limit for alcohol or specified drugs
♦ Percentage of distance driven over roads with a casualty rate below an appropriate threshold
♦ Percentage of new passenger cars with a EuroNCAP safety rating equal or above a predefined threshold
♦ Time elapsed in minutes and seconds between the emergency call following a collision resulting in personal injury and the arrival at the of the emergency services

5.13.   Appendix 3 shows the interim targets to 2030, intermediate outcome targets and key performance indicators in an easy to read one-page format.

5.14.   The 2020 Framework established a Strategic Partnership Board (SPB) and a supporting Operational Partnership Group (OPG) to govern, monitor and deliver the Framework.

5.15.   To improve communications between national and local level, the Framework proposes to introduce Local Partnership Forums (LPFs). This LPF would comprise the Chairs of local road safety forums, groups, or partnerships such as the A9 Road Safety Group, Highland and Islands Road Casualty Reduction Group and Western Isles Road Safety Group.

5.16.   Its main aim would be to share local road safety issues, plans and evaluations, and would serve as a national knowledge hub. Members would appoint a Chair who would serve for a period of 2 years and become a formal member of the OPG. Framework progress will be measured on an annual basis.

6. Initial Response to Consultation

6.1. The targets are very ambitious in view of the current targets which have not all been met to date. Maintaining and furthering reductions at a local level will be particularly challenging due to the positive actions and interventions already taken at a local level and the pressures on existing finances and resources.

6.2. We are, however, supportive of targets being set with intermediate measures, key performance indicators and the ethos of the longer term "Vision Zero". Further detail is required, however, regarding available funds, resources, guidance, policy changes and legislation that will be required to achieve such an ambition and the mechanisms to monitor and assess these.

6.3. The specific implications for South Lanarkshire Council will be further considered on the completion of the final Framework where target percentage reductions have been attributed to agreed intermediate measures, and key performance indicators.

6.4. A response to the consultation will be submitted on behalf of South Lanarkshire Council by the closing date of 1 December 2020.

7. Employee Implications

7.1. It is anticipated that most commitments could be supported by the Council however this cannot be fully addressed or confirmed until finalised targets, measures and indicators are agreed.

8. Financial Implications

8.1. At the present time there can be no informed prediction of the financial implications of the Framework at a local level other than future funding and resources will be required to support its ambitious targets, measures, and indicators.

8.2 This will be fully considered when the Framework has completed its consultation exercise and a final version is launched.

9. Climate Change, Sustainability and Environmental Implications

9.1. There are no significant implications in terms of climate change, sustainability and environmental implications associated with this report. It should be noted however that the proposed Framework strategic actions are interlinked with many current and emerging challenges including climate emergency and active and sustainable travel potential.

9.2. This may have a positive impact on the environment and support South Lanarkshire's Sustainable Development and Climate Change Strategy. Reduced motorised vehicle journeys will improve health and wellbeing whilst reducing reliance on fossil fuels and supports improvements in air quality through reduced vehicle emissions.

10. Other Implications

10.1. There are no significant risks associated with this report.

11. Equality Impact Assessment and Consultation Arrangements

11.1. This report does not introduce a new policy, function or strategy or recommend a change to an existing policy or strategy and therefore no impact assessment is required. This will be reviewed on publication of the approved Road Safety Framework to 2030 if required.

Michael McGlynn
Executive Director (Community and Enterprise Resources)

22 October 2020

Link(s) to Council Values/Ambitions/Objectives
♦ Make communities safer, stronger and sustainable
♦ Protect vulnerable children, young people and adults
♦ Support our communities by tackling disadvantage and deprivation and supporting aspiration
♦ Get it right for children and young people
♦ Focused on people and their needs

Previous References
♦ Roads Safety Forum 2 August 2009

List of Background Papers
♦ Scotland's Road Safety Framework to 2030: Together, Making Scotland's Roads Safer – draft for consultation
♦ Go Safe on Scotland's Roads It's Everyone's Responsibility: Scotland's Road Safety Framework to 2020

Contact for Further Information
If you would like to inspect the background papers or want further information, please contact:-
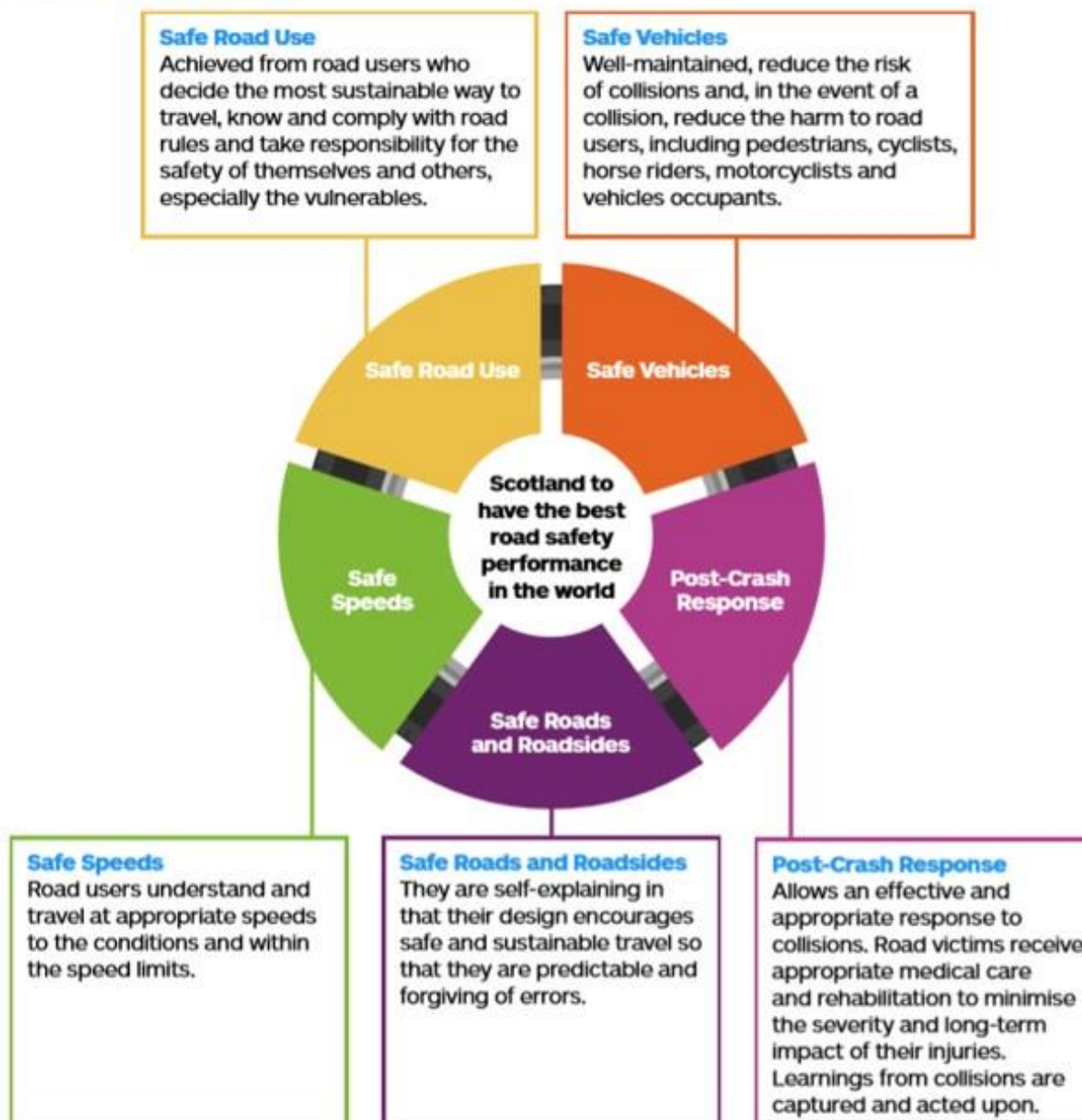Colin Smith, Engineering Officer
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Our Vision
For Scotland to have the best road safety performance in the world

Our Outcomes

Safe Road Use
Achieved from road users who decide the most sustainable way to travel, know and comply with road rules and take responsibility for the safety of themselves and others, especially the vulnerables.

Safe Vehicles
Well-maintained, reduce the risk of collisions and, in the event of a collision, reduce the harm to road users, including pedestrians, cyclists, horse riders, motorcyclists and vehicles occupants.

Safe Road Use

Safe Vehicles

Scotland to have the best road safety performance in the world

Safe Speeds

Post-Crash Response

Safe Roads and Roadsides

Safe Speeds
Road users understand and travel at appropriate speeds to the conditions and within the speed limits.

Safe Roads and Roadsides
They are self-explaining in that their design encourages safe and sustainable travel so that they are predictable and forgiving of errors.

Post-Crash Response
Allows an effective and appropriate response to collisions. Road victims receive appropriate medical care and rehabilitation to minimise the severity and long-term impact of their injuries. Learnings from collisions are captured and acted upon.

Safe Road Use
Ultimately, all road users are expected to use the roads safely and comply with the rules. Safe road users are competent at all levels, including: paying full attention to the road ahead and the task in hand; adapting to the conditions; travelling at lower speeds; not driving while impaired through drink, drugs or fatigue; not being distracted by in-vehicle technology; and giving sufficient room to all other road users, no matter what their mode of travel. Safe road users respect other road users at all times and assume responsibility for others' safety as well as their own.

Measures to encourage safe road use also include working together to reduce car-based traffic, inspiring people to use active modes, such as walking and cycling, or to use public transport rather than their own vehicles. Education interventions are also important, to ensure road users are risk-aware, can develop coping strategies for high-risk situations, and act appropriately to keep themselves and others safe on the road.

Safe Roads and Roadsides
Roads are designed to reduce the risk of collisions, and to mitigate the severity of injury should a collision occur. A combination of design and maintenance of roads and roadsides supported by the implementation of a range of strategies to ensure that roads and roadsides can be as safe as possible can reduce casualties on our roads. One way in which this can be achieved is to segregate different kinds of road users and to segregate traffic moving in different directions or at different speeds. If this is not possible, a speed limit to protect the most vulnerable road users can be implemented.

Safe Speeds
Speed limits in a Safe System are based on aiding crash-avoidance and reducing the speed at which impacts occur, to ensure the body's limit for physical trauma is not reached or exceeded. Aims to establish appropriate speed limits according to the features of the road, the function it serves, and the physical tolerance of those who use it. The setting of speed limits should also be determined by the road environment and the vehicles in use rather than the behaviour of road users. The Safe System seeks to enforce existing speed limits and ensure road users understand and comply with them.

Safe Vehicles
Vehicles are designed and regulated to minimise the occurrence and consequences of collisions to road users, including the occupants themselves, but also to pedestrians, cyclists, horse-riders and motorcyclists.

Making vehicles safer involves both 'active' safety measures, such as autonomous emergency braking, which can prevent collisions occurring in the first place, and 'passive' safety measures, such as seatbelts and airbags, which protect occupants/ other road users if a collision does occur. It is also vital to ensure vehicle roadworthiness is regulated to the highest standards. As safety becomes hardwired into vehicle technology and road design, there is potential to further reduce road casualties and deaths through this route.

Post-crash response
It is vital to work with the emergency services and the National Health Service (NHS) to enable the best possible response to collisions, ensure victims are effectively cared for, and facilitate meaningful investigations into the causes and potential solutions for the future. Health outcomes for victims rely on the ability of the system to quickly locate and provide emergency first responder care, in order to stabilise victims and transport them to hospital for further specialist treatment.

10 Strategic Actions

1) **Speed: we will deliver a range of speed management initiatives to support the Safe System.**
Education: for example social marketing campaigns or (potential) speed awareness, as part of wider Road Traffic Diversionary Courses, will be key to ensuring road users understand why speed limits are set in any particular area and the need to comply with them. Driving/riding to the conditions, particularly in bad weather and on congested roads, is an important skill to gain.

Engineering: consideration should be given to undertaking a National Speed Management Review that would look at what appropriate speeds mean in a Scottish context.

Enforcement: traditional use of road policing for speed enforcement and fixed and mobile safety cameras will also form part of this strategic action. Continuing to embrace new technology and opportunities, such as processing dashcam footage will also be key to achieving success.

2) **Climate: we will deliver road safety initiatives that positively impact the climate emergency and we will mitigate the negative impacts climate change may have on road safety.**

In relation to climate change adaptation, road users will need to gain the knowledge, skills and experience required under extreme weather conditions to become safe and responsible.

Employers and employees should be encouraged to apply the 'Severe weather: fair work charter' in order to mitigate road safety risk within their organisations.

By smoothing traffic flow, good speed management has the potential to reduce emissions and improve air quality. As far as promoting greener, cleaner choices is concerned, the new Framework consistently applies the Travel Hierarchy to road safety matters.

3) **Funding and Resourcing: we will consider how funding streams can be improved for national road safety delivery.**

Consideration could be given to the development of a national Road Safety Improvement Fund to help road authorities meet the challenging 2030 road casualty reduction targets. Road policing should also remain a key priority for Police Scotland. All road safety partners must become smarter at pooling resources from different budget holders to align outcomes and help achieve better road safety performance at all levels.

4) **Change in Attitudes and Behaviour: we will engage in partnership working to enable all road users to understand their road safety responsibilities, allowing them to improve their attitudes and behaviours for the safety of themselves and others.**

Implementing a national conversation on road safety will encourage greater personal responsibility and a change in perception which, ultimately, should lead to a transformation of the road safety culture. The over-riding priority is to highlight the

impact of road casualties on communities and the costs to everyday people and their families; while also important to the economy, the emphasis should not simply be about the inconvenience of road closures and delays.

Potential activity could include celebrity/online-influencer input; a road safety week with planned events; an online knowledge portal; social media campaigns; and competitions for children and their parents/carers.

5) **Technology: we will research, implement and evaluate technologies for use within the Safe System and promote them as appropriate.**

As technology is rolled out in vehicles, as part of the infrastructure, or directly to road users, it will be very important to monitor the delivery of Scotland's CAV (Connected and Autonomous Vehicles) roadmap and to research and evaluate the impact, both positive or negative, of these features on road safety, particularly around the distracting effects of the latest Human Machine Interface technology.

6) **Active and Sustainable Travel: we will ensure road safety remains a key focus of active and sustainable travel in Scotland.**

The current push towards more active and sustainable travel needs to consider road safety issues and outcomes from the initial concept/design phase. In addition, active travel initiatives will have to support tackling the so-called 'safety in numbers' effect.

Active and sustainable travel contributes to better place-making which, in turn, contributes to safer places, including from a road safety perspective.

7) **Knowledge and Data Analysis: we will ensure our actions are evidence-led to support the delivery of the Safe System.**

Embedding the Safe system means any road safety initiatives under each of the five pillars are backed up by evidence and then fully-evaluated, not only in terms of success in delivery, but also the longer-term success of their road safety outcomes. We need to ensure we can access and harness data from a variety of sources, be it academic research, the motor insurance industry, vehicle manufacturers (through telematics), or technology companies (through mobile phone data, etc.). This will enhance road safety outcomes.

8) **Enforcement: we will optimise enforcement to encourage good road user behaviour to support the Safe System.**

Enforcement of the rules of the road, including random testing, spreads across most of the five pillars of the Safe System.

Safe road use, such as: seatbelt and speed limit compliance; driving unimpaired by drugs and/or alcohol; and the maintenance of a safe fleet through the MOT regime and insurance checks should contribute to safer roads. The presence, and/or threat, of enforcement, combined with suitable road user education is essential to deter people from taking risks.

Enforcement methods should also embrace emerging technology which would make it smarter.

9) **Health: we will strengthen the relationship between health and road safety, reduce the likelihood, number and severity of collisions and improve the post-crash response.**

Systematic cross-referencing of casualty data from STATS 19 and health (in terms of hospital admissions data) will provide a clearer overall picture of road collisions in Scotland. In addition, pooling road safety and health resources together at national and local level should realise more benefits than would have been achieved using the same resources separately. It should be better value for money to prevent casualties in the first instance, thus saving health resources which could be re-directed to caring for other patients, rather than treating road casualties. This situation occurred during lockdown when everything was done to avoid overwhelming the NHS with other than Covid-19 related patients.

10) **Education: we will provide opportunities to all road users to gain the knowledge, skills and experience required to become safe and responsible users.**

Education is critical to position road safety as a lifelong-learning process. Given the importance of early years, it is vital that learning starts at an early age.

We will ensure Curriculum for Excellence allows appropriate time for road safety education. At the same time, we will ensure road users will have access to resources to learn - their road safety knowledge will be enhanced and they can be exposed to risk in a controlled environment - to improve their experience, and their behaviour, to demonstrate positive road safety attitudes and behaviours throughout their lives.

Our Targets

Interim Targets to 2030

50% reduction in people killed

50% reduction in people seriously injured

60% reduction in children (aged <16) killed

60% reduction in children (aged <16) seriously injured

Intermediate Outcome Targets

- Percentage reduction in pedestrians killed or seriously injured
- Percentage reduction in cyclists killed or seriously injured
- Percentage reduction in motorcyclists killed or seriously injured
- Percentage reduction in road users aged 70 and over killed or seriously injured
- Percentage reduction in road users aged between 17 to 25 killed or seriously injured
- Percentage of motorists driving/riding within the posted speed limit

Key Performance Indicators

- Percentage of motorists driving within the speed limit
- Percentage of drivers not distracted by a handheld mobile phone/Sat Nav or in-car entertainment system
- Percentage of vehicle occupants wearing a seatbelt or child restraint system correctly
- Percentage of riders of powered two wheelers and bicycles wearing a protective helmet
- Percentage of drivers/riders driving within the legal limit for alcohol or specified drugs
- Percentage of distance driven over roads with a casualty rate below an appropriate threshold
- Percentage of new passenger cars with a EuroNCAP safety rating equal or above a predefined threshold
- Time elapsed in minutes and seconds between the emergency call following a collision resulting in personal injury and the arrival at the of the emergency services