

Operational Partnership Group

26 January 2017, 09:30 hours

Scottish Government, Conference Room 3, Victoria Quay, Edinburgh EH6 6QQ

Note of Meeting

Attendees

Michael McDonnell (Chair)	Road Safety Scotland
John Alexander (JA)	Scottish Ambulance Service
Marie-Claire Chaffey (MC)	Crown Office and Procurator Fiscal Service
Neil Chisholm (NC)	SCOTS
Andy Edmonston (AE)	Police Scotland
Neil Greig (NG) – via conference call	IAM RoadSmart
Gwen Hamilton (GH)	SG Marketing and Corporate Communications
Stuart Hay (SH)	Living Streets Scotland
Keith Irving (KI)	Cycling Scotland
Luke Macauley (LM)	Transport Scotland (TS)
Karen McDonnell (KM)	RoSPA Scotland
Richard Morrison (RM)	Transport Scotland Analytical Services
Stuart Stevens (SS)	Scottish Fire and Rescue Service
Graham Thomson (GT)	Transport Scotland
Stuart Wilson (SW)	Transport Scotland, Trunk Roads
Steve Wykes (SWy)	Motorcycle Action Group

Apologies

Stewart Leggett (SL)	Transport Scotland, Trunk Roads
Martin Millar (MM)	Scottish Fire and Rescue Service
Brendan Nisbet (BN)	Transport Scotland Analytical Services

In attendance

Donna Turnbull (DT)	Transport Scotland
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Secretariat

Sarah Guy (SG)	Transport Scotland
Dario Dalla Costa (DDC)	Transport Scotland

Welcome and Introductions

1. The Chair welcomed Operational Partnership Group (OPG) Members, extending a particularly warm welcome to new representative Steve Wykes (Scottish Regional representative for Motorcycle Action Group – MAG).
2. Apologies were noted from MM, SL, and BN. Stuart Stevens and Stuart Wilson respectively stood in, with RM presenting papers on behalf of BN.
3. Members were informed that Andrew Price, Scottish Community Safety Network (SCSN), had moved on, and members recorded their thanks for his contribution and support to the work of this group. The SCSN was unable to send a deputy; however, the Secretariat will ensure a suitable representative is agreed and fully briefed in advance of the next meeting.

4. The Chair also advised that Jill Mulholland (TS Transport Accessibility and Road Safety Unit Head), responsible for developing and publishing the original Framework in 2009, and Stuart Baxter (TS Framework Manager), responsible for undertaking the Framework Mid-term Review, had both moved to new positions within the Scottish Government, and the Group formally noted its thanks for their contributions to the Framework. Graham Thomson has replaced Jill as interim Unit Head and Donna Turnbull is the new Framework Manager.

5. The Chair advised the Group that both the A9 Safety Group and the Framework were awarded Prince Michael International Road Safety Awards in December. He said that the award for the Framework was a testament to the document itself and the organisations and people in Scotland committed to achieving its objectives, including the Members of the OPG.

6. The Chair thanked Members for complying with the earlier start time, and it was agreed to discuss this at the end of the meeting, with a view to future meetings. He then outlined the major points discussed at the OPG's previous meeting and briefly ran through the agenda for this meeting.

Agreement point:

- Ensure a suitable SCSN representative is agreed and fully briefed for the next meeting.

Secretary

Previous minutes

7. The draft minutes of the 28 July 2016 meeting were agreed as an accurate record with the following amendments:

- Item 12 (bullet point 1) – Should read “Exploring how the increase in cycling and Light Goods Vehicle use have impacted on the results”.
- Item 29 – Addition of the following at the start of this item: “To avoid conflict of Interest, Keith Irving left the room while the Cycling Scotland bid was discussed”.
- Item 33 – Addition of the following at the start of this item: “To avoid conflict of Interest, Stuart Hay left the room while the Living Streets bid was discussed”.

8. Members discussed the possibility of approving the Minutes prior to the next meeting in order that it be published earlier online.

9. Members noted that all resulting actions had been completed, or subsumed within on-going business.

Agreement point:

- In future, OPG minutes would be approved by Members within one week of receipt from the Secretary, rather than at the next meeting, and subsequently published online.

All

Strategic Partnership Board Report

10. In reflecting the agreed approach to ensure clear and regular communication between the OPG and SPB, the Chair advised that he had presented a verbal overview of the July meeting of the OPG meeting, to SPB Members at the meeting on 28 September 2016. Similarly, a brief summary output of the Board's meeting was provided electronically to OPG Members on 14 October.

11. Stemming from this, Members were asked to note in particular that the Board:
- Approved the format of the Outcomes Indicator Toolkit (OIT); however, requested further consideration be given to identifying clear functionality guidance to help support Members in using the OIT, particularly on assessing the RAG status of individual outcomes – to be completed before the next SPB meeting;
 - Approved the Risk Register; however, agreed that both the SPB and OPG risk registers would be circulated to enable Members in developing any further comments or suggestions before the next SPB meeting in March;
 - Agreed that it would be important to monitor other possible outcomes and indicators if the evidence-base supported their use as a means of tracking progress to 2020 targets, and that an indicator looking at actual speeds, and informed by counters, and to a lesser extent, safety camera activity, should be taken forward; and
 - Recommended that consideration be given to how the RoSPA core work project may be widened to encompass other key areas of work-related road safety, such as corporate procurement of safer vehicles.
12. The Chair commented that each issue would be considered during the course of the meeting under the relevant agenda item.
13. Members noted that, as the SPB operates at a purely strategic level, any recommendations OPG Members have for the SPB should be fed through the OPG Secretariat and Chair.
14. Members were advised that the SPB has asked for attendee lists and notes of meetings to be shared with both groups as appropriate and that, in response to a request from the OPG, the Board elected to retain final funding decisions at SPB level.

Agreement points:

- Lines of communication between the SPB and OPG will remain open and agenda papers shared. **Secretary**
- SPB and OPG Risk Registers and Membership lists will be circulated between both groups. **Secretary**
- Recommendations for the SPB from OPG Members will be fed through the OPG Secretariat and Chair. **All**
- Final funding decisions will remain at SPB level. **All**

Framework Funding

15. Members were advised that, as a result of discussions at the last OPG meeting, and subsequent consideration by Members, five fully-developed project bids would receive funding for 2016/17 and 2017/18: Argyll and Bute Council; Cycling Scotland; Living Streets; Police Scotland; and RoSPA. All these projects are now underway to various degrees until the end of the financial year, with TS continuing to support accordingly.
16. The Secretary informed Members that, while it was necessary for Discussion Paper 2 to include the conditions of award for each of the projects, a broad progress overview would be provided for the next OPG – a midway point for many of the projects.

17. Members noted that, subject to Parliamentary approval of the Draft Scottish Budget, the Framework budget for 2017/18 is expected to remain at the same level as in previous years. This meant that there would be additional funding available to partners over and above that already committed.

School Speed Watch Bid

18. The Group considered the previously circulated PS School Speed Watch scheme and the comments raised by Members when exploring the bid's eligibility, being mindful that the 2017/18 Budget had not yet been approved at that point. It was asked that the bid be considered in greater detail – particularly in light of the fact that the expected 2017/18 budget would remain the same – with a view to reaching a consensus on the worthiness of the bid.

19. The Group deemed that there was value in parts of the concept and would be interested to see it developed further. It was expressed that the proposed inclusion of Junior Road Safety Officers was welcomed, and the use of virtual reality units demonstrated innovation (which could potentially increase the Framework's scope through technology). However, it would require a great deal of revision to fit the funding parameters and needed to clearly establish how it would contribute to the speed outcome. Members had concerns about the narrow focus of the bid, and lack of evidence around prevalence of accidents around schools – the presumed low incident rate was discussed on balance with its high impact. The Group also noted a lack of clarity around an identified audience and, overwhelmingly, Members considered it would be advantageous for the bid to have more of a community focus to broaden its impact; for example, to engage with parents/careers, fleet operators and other known associated motorist groups to a greater extent.

Advanced motorcycle training

20. Members were asked to consider and comment on the apparent gap in provision relating to advanced training for motorcyclists. The group noted the difficulty with any advanced training was how to encourage motorcyclists prone to risk taking behaviour to engage, as opposed to attracting those who merely wished to improve their skills. Members agreed to receive a paper at the next meeting to explore current options to increase advanced motorcycle training.

Funding application form

21. Members discussed potentially using the Climate Change funding application form (distributed in hard copy at the meeting) as a template to develop a draft Road Safety funding application form in order to clarify the funding application rules.

Agreement points:

- Contact PS with Members' comments on the School Speed Watch bid, and suggest that it be amended and resubmitted as a 2017/18 bid. **Secretary**
- Explore current options and develop a proposal to increase advanced motorcycle training for the OPG to consider. **Steve Wykes**
- Share link provided by NG electronically with Members to the Bikesafe interim report. **Secretary**
- Develop a draft Road Safety funding application form (potentially based on the Climate Change form) for circulation in advance of the 2017/18 process. **Secretary**

Road reported casualties

22. Members were reminded that the provisional reported road casualty figures for 2015 were released in June 2016, followed by the official final figures in October.

23. RM provided a summary of the statistics contained in the Reported Road Casualties Scotland 2016, highlighting that, although numbers have altered slightly from those published in Key Reported Road Casualties in June, this was not out of the ordinary and there is no change to the core messages outlined at the previous OPG meeting. Nevertheless, Members agreed the need to not become complacent and the continued need to strive towards achieving or exceeding the 2020 targets.

24. In order to gain a clearer understanding of general casualty trends, Members agreed it would be useful to have access to outward-looking information on general traffic levels by comparing Scotland's figures with those of England, Wales and Northern Ireland.

Agreement points:

- Prepare a paper on general levels of traffic for the next meeting. **Richard Morrison**

Framework Outcomes

25. The OIT was agreed and baselined at the last meeting and, in advance of the meeting, Members updated the record activity accordingly. In addition, analytical colleagues updated the infographic overviews provided for each outcome to reflect 2015 data, and new intelligence was used to inform the previously unknown pre-driver intervention indicator. The Chair formally thanked Members for their continued recognition of the importance of sharing knowledge and expertise to inform the OIT.

26. Members gave consideration to identifying clear functionality to help support Members in using the OIT, particularly on assessing the RAG status of individual outcomes. The Secretariat will prepare the guidance and circulate for approval in advance of the SPB meeting in March.

Speed indicator

27. Following the SPB recommendation to consider an indicator on actual speed, LM updated that work is being taken forward and will be informed by the network of TS speed counters and, to a lesser extent, the Safety Camera Programme database. LM pointed out that it is possible to assess speeds on trunk roads with traffic counters; however, there may be gaps in the provision of local road data and with analysis required to interpret the data effectively.

28. LM suggested that existing practices from England be explored, and consideration given to the Department for Transport (DfT) Vehicle Speeds Statistics publication. However, it must be recognised that the DfT figures differ from Scotland's as they do not include motorcycles or reference to location, and it would also be required to investigate if trunk road measurements can be applied to local roads. In addition, it would be essential to accurately define the term "local road" and clearly establish what is being measured to eliminate subjective results dependent on a road and its location. SW provided the Secretariat with a link to the DfT's Free Flow Vehicle Speed Statistics which will be shared with Members electronically.

Speed awareness courses

29. GT provided an update stating that PS is currently completing scoping work on the potential implementation of speed awareness courses in Scotland, and are due to present an options proposal at the next SPB meeting.

Road Safety Audits

30. NC advised the group about a survey on road safety audits that had been conducted by SCOTS. This survey of local authorities found that there was a reduced capability to carry out audits on their own schemes. Experienced practitioners had not been replaced in some areas and in some cases local authorities are contracting in the service as they do not have in-house expertise.

OIT information requested at last meeting

31. At the previous OPG meeting, Members requested the following to be made available for discussion:

- Information on licensing rates for the 17-25 age group;
- A paper highlighting available data on 20mph limits (including the limitations of that data); and
- Details of the RITS revision from ASD.

32. In addition, SCOTS had conducted surveys of local authorities to ascertain to what extent outcomes of the speed limit review had been implemented and the extent that 20mph limits had been introduced.

33. **17-25 year olds:** The group acknowledged that statistical evidence appeared to disprove anecdotal evidence that young people were delaying licensure. In addition, statistics show that 17-year-olds have an 8% higher pass rate than the 18-25 year old bracket. It was suggested this could be due to 17-year-olds having more current experience on passing exams, having more disposable income for driving lessons, or having greater access to a family vehicle. Members expressed interest in further exploring data around rural/urban levels of experience; however, it was agreed this may not necessarily support progression of the Framework Outcomes.

34. **20mph:** Members discussed the development of 20mph limits and zones, and recognised the need to monitor this in detail over the coming years. Members discussed the possibility of drivers becoming complacent and ignoring the lower speed limit by having it introduced to areas where it was not required. Nevertheless, it was noted that the Edinburgh pilot did show an overall drop in speeds. In addition, it was suggested that caution may need to be exercised around the quality and accuracy of some data as, for example, it might not differentiate between a road with a mandatory 20mph and one with an advisory 20mph limit.

35. **RITS:** Members noted that, as part of Wave 13 of RITS, several questions were adapted to provide a more nuanced and accurate understanding of drivers' attitudes.

36. **Speed limit review:** The speed limit review was carried out five years ago, and LAs have moved on, but it was acknowledged that on-going monitoring should continue. Members await the DfT's 3-year study on 20mph limits – to be completed later this year – while recognising the need to remain vigilant of any further developments.

Report on elderly pedestrians

37. Members welcomed the report and noted that, although the number of elderly pedestrians is growing, they are not at an increased risk of being in an accident. However, if involved in one, they are more likely to be killed.

38. The report evidenced that the road crossing environment, including the types of crossing present and existing supporting traffic calming measures, can influence accidents involving elderly pedestrians and it was suggested that the TRL crossing times report might assist in determining the optimum number of controlled crossings required on a street.

39. Members discussed the benefits and importance of appropriate messaging, with the suggestion that elderly pedestrians should be offered positive solutions, rather than having a focus on frailty, with pedestrian information possibly being offered via a leaflet or other suitable medium.

Agreement points:

- Prepare an update on OIT functionality to present at the next SPB meeting. **Secretary**
- Provide information on the indicator examining actual road speeds for consideration at the next meeting. **Luke Macauley**
- Share link provided by SWy electronically with Members to the DfT's Free Flow Vehicle Speed Statistics 2015. **Secretary**
- Interim DfT report on 20mph limits provided by NG to be shared with the Group. **Secretary**
- Update the OIT as required in advance of next meeting; for example, TRBO has completed implementing traffic calming measures in areas requiring speed reductions and will update the OIT accordingly. **All**
- Consider an appropriate communications tool for providing road safety information to elderly pedestrians. **Road Safety Scotland**

Risk Register

40. Since the last OPG meeting, Members have operated virtually to adjust the structure of the Register to aid usage and understanding. Changes include adding a glossary of acronyms, and assigning each risk to a lead responsible member together with an identified inputting member. In addition, there is now a more detailed description of how risk probability and likelihood should be measured, and a column added to aid navigation.

Risks explored due to elevated risk score

41. **Risk 2 (Age):** The Group highlighted a need to focus on older drivers as it has proven difficult to target this group in an accessible and supportive way. Members suggested targeting older drivers via a leaflet, branded bags or some form of local initiative. It was suggested that there might be value in forming a partnership with Age Scotland to gain an insight into effective communication with older drivers.

42. **Risk 5 (Speed):** Members debated to what extent the speed limit review carried out by LAs had impacted drivers, emphasising that it would be necessary to look at the evidence closely to determine the review's effectiveness. Although speed monitoring could be useful, speed limit reduction is only one road safety tool and, as speed limit is connected to the mean speed on a road, simply reducing speed might not have a major impact. Ultimately, motorists should drive to the condition of the road and, if the focus is only on speed limits, there is the danger people will ignore the road conditions or other important safety factors.

43. **Risk 9 (Speed):** The Group noted that developing an evidence base for Intelligent Speed Adaptation technology was not a focus for 2016/17 as it is now a low risk due to autonomous vehicle technology advancing more rapidly.

44. **Risk 11 (Motorcycles):** Members stated that motorcycle training should concentrate on rural motorcycle use; however, they acknowledged that any project would be expensive as there would be a need to focus on all three Es – engineering, education and enforcement. As the DfT is currently undertaking a consultation on improving motorcycle training we must be careful not to duplicate that work.

Drink driving

45. AE reported that provisional PS Management Information shows an increase in Drink Drivers apprehended during the 4-week Festive Campaign. One in 56 were over the limit in 2014 while, in 2016, the number rose to one in 30, with 20 fatalities attributed to drink-driving in 2015. Notable increases were also recorded in those caught between the “old” and “new” limits and those caught between 06:00 and 22:00 hours the “morning after”. It has also been suggested that the number of young drivers being caught is increasing and work will be undertaken to analyse whether that is the case. The question was posed whether in some elements of society drink driving was becoming socially acceptable. This was highlighted due to its potential impact on the pre-driver and 17-25 year old driver sections of the Outcome Indicator Toolkit. May and August also showed a rise in drink driving, and PS is planning campaigns for those months in 2017.

Agreement points:

- Members were content with the amendments and updated risk ownership. **All**
- Explore methods of effective communication aimed at assisting older drivers. **Road Safety Scotland**
- Reword or re-emphasise speed road safety commitments to refocus their goals. **Secretary**

Horizon Scanning

46. The OPG’s focus remains on supporting the SPB through the delivery of the Strategic Delivery Plan; however, the SPB has commented that it is not too early to start considering future refreshes of indicator selection beyond the 2020 horizon.

47. Members acknowledged the law of diminishing returns in that, naturally, any advancement in casualty reduction would become less and less, resulting in a greater investment on limited returns. The Group noted that incidents are being increasingly instigated by driver distraction, which is harder to determine, but this matter is being explored by the DfT. Nevertheless, to maintain focus, a target base remains essential, as those countries with road safety targets statistically perform better than those which lack them.

48. Members recognised the need to raise public awareness of road safety, and deal with the concerns LAs have around austerity and limited delivery capacity. KM recommended that the Scottish Government share Framework experiences and best practice with the wider global road safety community.

49. Members also noted that the National Transport Strategy is being updated (with a Safety Subgroup as part of the process), and SG will be exploring drug-driving once the evaluation of the scheme in England and Wales has been completed by the DfT.

Agreement points:

- Recommend to the SPB that a new Framework document be developed to include/encompass the following:
 - Intentionally celebrate success;
 - Ensure road safety stays on the agenda;
 - Examine the effects of austerity, explore capacity, and consider reduced expertise;
 - Deal with diminishing returns;
 - Explore the new powers over signs and traffic signals; and
 - Study the impact of emissions, vehicle technology and drug driving. **Secretary**
- Share Framework experiences and best practice with wider global road safety community. **Secretary**
- Co-opt an individual with a sustainable transport background onto the Group for the next meeting in order to have a better understanding of the impact of emissions. **Secretary**

AOCB

50. Members discussed updating the meeting time for the next meeting.

Agreement points:

- Members agreed to the 09:30 start for future meetings.

Next Meeting

51. The next meeting is scheduled for 09:30 hours on Thursday 27 July 2017 at Victoria Quay, Edinburgh.

CLOSE