

Moray Council

MORAY ROAD SAFETY PLAN TO 2030



moray
council



**Give way to
oncoming
vehicles**

**Cluny Hill
Cemetery** →

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Executive Summary

This Moray Road Safety Plan covers the period up to 2030, when it is anticipated that the next Scottish Road Safety Framework to 2040 will have been published.

The Plan takes into account the Safe System approach to Road Safety which was introduced in the Scottish Road Safety Framework to 2030 (published in 2021).

Safe System/Vision Zero has a long-term goal for a road traffic system which is eventually free from death and serious injury. It involves an important paradigm shift from trying to prevent all collisions to preventing death and mitigating serious injury in road traffic collisions, a problem which is largely preventable based on current knowledge.



Source: Loughborough University Design School Safe System Course, 2017, with PACTS modifications, 2022

Available accident data up to 2023 has been reviewed and is presented in the plan. The Scottish Road Safety Framework sets the baseline period which all local authorities are required to use in their Road Safety Plans. Analysis of the accident data shows that trends are downward with a 59% reduction in the number of accidents between the baselines for the previous plan (2004-2008) and this plan (2014-18), with a consequent reduction in the number of people injured by 57%. The same figure for the whole of Scotland is 40%.

The biggest reduction is in slight injuries, which could be due to underreporting as a result of changes to data collected after Police Scotland's formation in April 2013. There is also, however, a 31% reduction in the number of people killed in road accidents in Moray. This is likely due to several factors including better in car safety, medical attention post-crash and engineering improvements to prevent the accident happening in the first place. The incidence of serious injuries has remained broadly similar.

The previous 5 years figures (2018-22) have been significantly affected by COVID19 travel restrictions with 2020 and 2021 recording the lowest ever casualty figures across Scotland. In 2022, across Scotland, apart from fatalities, the figures are still lower than they were prior to the pandemic. 2023 figures are still being analysed for Scotland.

However, whilst the overall number of reported accidents is low compared to the rest of Scotland, in Moray over 70% of casualties are injured on non-built up roads (rural roads) compared to just a third of casualties for Scotland as a whole. It is therefore important to consider the relative risk, rurality and specific characteristics of injury accidents in Moray when developing interventions, as opposed to following the Scotland wide approach.

There is no discernible pattern or clusters of reported accidents on the rural roads. Therefore rather than focussing on specific engineering interventions at a particular location, it is recommended to continue to view our rural routes as a whole and look to ensuring that they remain fit for purpose with surfacing and road markings in good condition, signage being clear and not obstructed by vegetation and, where required, drainage interventions to reduce risks from surface water and icing. Accident records and complaints from the public will be used to focus resources at locations or on routes where there is an increased risk of accidents. Road condition surveys will be used to provide further evidence of the need to prioritise a location/route.

Through this plan, the provision of dedicated active travel infrastructure to support movements on the road network by vulnerable users will be pursued, to provide an environment where users are more confident and therefore more likely to travel by foot, wheeling or cycling. This infrastructure will focus on areas which serve vulnerable users, e.g. young or older persons, and be delivered using external funding sources and the Road Safety capital funding.

The Scottish Government Road Safety Framework encourages a partnership approach with neighbouring authorities and other public sector bodies. Actions within this Plan include joint working with the Education and Lifelong Learning Service with respect to providing road safety education within the school setting to children and pre and new drivers, along with joint working with Police Scotland with respect to participating in ongoing campaigns and roadside education of drivers, and the delivery of New Driver interventions.

An appropriate level of capital budget will also be required to implement improvement schemes identified through the investigation of accidents which occur during the lifetime of the plan. The types of improvement schemes could relate to minor junction improvements, facilities to assist pedestrians and/or cyclists crossing the road, the provision of improved sightlines at junctions, improvement plans for routes and so forth. Applications will also be submitted to the Scottish Government Road Safety Improvement Fund for schemes which meet the fund criteria (mainly across the rural network).

The changes in travel behaviours during 2020 and 2021 as a result of the Covid 19 pandemic have led to significant reductions in the number of reported accidents during those two years. It is therefore proposed to undertake a mid-term review of the plan in 2027 to review Moray's progress towards the national interim targets for 2030 and to see where joint working has been successful/could be enhanced.



Across Moray

96,410 

1.8% of Scotland's population

 **2,058km**

Roads in Moray
2.9% of Scotland's Roads

Every 2 weeks someone is killed or seriously injured



Since 2013

1% of those injured in road accidents in Scotland are injured in Moray



£15.1m

The cost of collisions to Moray's economy over 2018 - 22

Since 2013 90% of those injured on motorbikes are male



66% of all motorcycle collisions are serious or fatal since 2013

2004 - 08 average

2014 - 18 average



225

casualties reduced to

98

Introduction

This is the seventh Road Safety Plan for Moray, the previous plans being prepared in 1997, 2000, 2004, 2007, 2011 and 2018, respectively. Each previous plan laid out a framework of policies and actions to improve road safety over the life of that plan. This plan seeks to review road safety activity in Moray and create and maintain partnerships which will help develop proportionate interventions to continue to improve road safety in Moray. It is also the first plan which will see the focus on the safe system approach set out in Scotland's Road Safety Framework to 2030 *'Together, making Scotland's roads safer'*.

The Plan is produced to meet the council's statutory duty under Section 39 of the Road Traffic Act 1988 to prepare and carry out a programme of measures designed to promote road safety.

The Council is required to carry out studies into accidents arising out of the use of vehicles on roads for which they are the Roads Authority and must, in light of those studies, take such measures as appear to be appropriate to prevent such accidents, including:

- the dissemination of information and advice relating to the use of roads, the giving of practical training to road users or any class or description of road users;
- the construction, improvement, maintenance or repair of and other measures taken in the exercise of their powers for controlling, protecting or assisting the movement of traffic on roads; and
- in constructing new roads, must take such measures as appear to be appropriate to reduce the possibilities of such accidents when the roads come into use.

Road Safety sits within a wider context of policies and activities undertaken by local authorities and public bodies, as shown in the diagram below:



Source: Scotland's Road Safety Framework to 2030

The new Road Safety Framework promotes partnership working 'Together, making Scotland's roads safer'. However, it is also the responsibility of road users to ensure that their vehicles are road worthy, they have a valid licence for the type of vehicle they are using and that they are fit and competent to safely operate a vehicle.

There are strong interrelationship between the various groups and bodies with respect to Road Safety as demonstrated in the following diagram:



Although there are these relationships, each body has its own clear area of responsibility.

Whilst the Trunk roads throughout Moray are the responsibility of Transport Scotland, and are managed and maintained on their behalf by Amey, all the statistics quoted in this plan are for both trunk and local roads. This goes back to the council responsibility for road safety on all the roads within its area.

This Plan has been produced by the Moray Council's Transportation team in conjunction with local representatives of Police Scotland; Transport Scotland Amey; NHS Grampian; Scottish Fire and Rescue Service; The Scottish Ambulance Service, North East Safety Camera Unit and other Council services, such as Education and Lifelong Learning and Moray Health and Social Care Partnership.

Strategic Partnerships and Frameworks

Scotland's Road Safety Framework

Scotland's Road Safety Framework to 2030 - Together, making Scotland's roads safer, was published by Transport Scotland in February 2021¹. It heralds a new approach to road safety by introducing the Safe System approach at a national, regional, local and even individual level. The following diagram sets out the five pillars of the Safe System:

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 vulnerable.

Safe Vehicles

Well maintained vehicles, 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 Speeds

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

Safe Roads and Roadside

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. Families of those killed or seriously injured are appropriately supported.

¹ Scotland's Road Safety Framework to 2030

The Framework also proposes new targets² to 2030. These interim targets are 'milestones' or 'check points' for the Framework's long term goal of moving close to zero fatalities and serious injuries in road transport by 2050.

Scotland's Road Safety Framework Targets

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

- 40% reduction in pedestrians killed or seriously injured
- 20% reduction in cyclists killed or seriously injured
- 30% reduction in motorcyclists killed or seriously injured
- 20% reduction in road users aged 70 and over killed or seriously injured
- 70% reduction in road users aged between 17 to 25 killed or seriously injured
- Percentage of motorists driving/riding within the posted speed limit
- The casualty rate for the most deprived 10% SIMD areas is reduced to equal to the least deprived 10% SIMD areas.

Intermediate Measures

- Casualty rate per 100 million vehicle kilometres for cyclists killed and seriously injured
- Casualty rate per thousand population for pedestrians killed and seriously injured
- Number of people killed and seriously injured in collisions where at least one driver/rider was driving for work, not commuting

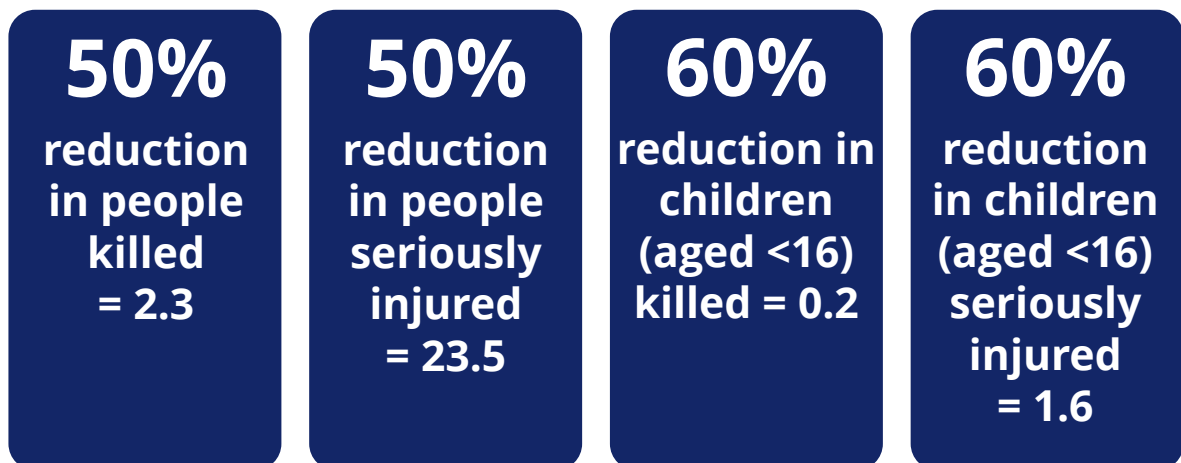
² Scotland's Road Safety Framework to 2030

It should be noted that within the Framework the baseline for accident data used to assess progress towards the above interim targets has been set as the years 2014 to 2018. The previous baseline for the Scottish Government Road Safety Framework to 2020 covered the years 2004 to 2008.

The baseline figures for Moray are

Child	2014-18 numbers
Adults killed	20
Children killed	3
Adults seriously injured (adjusted)	215
Children seriously injured (adjusted)	20
Adults Slightly injured (adjusted)	211
Children Slightly injured (adjusted)	22

This translates into our targets to 2030 per annum being:



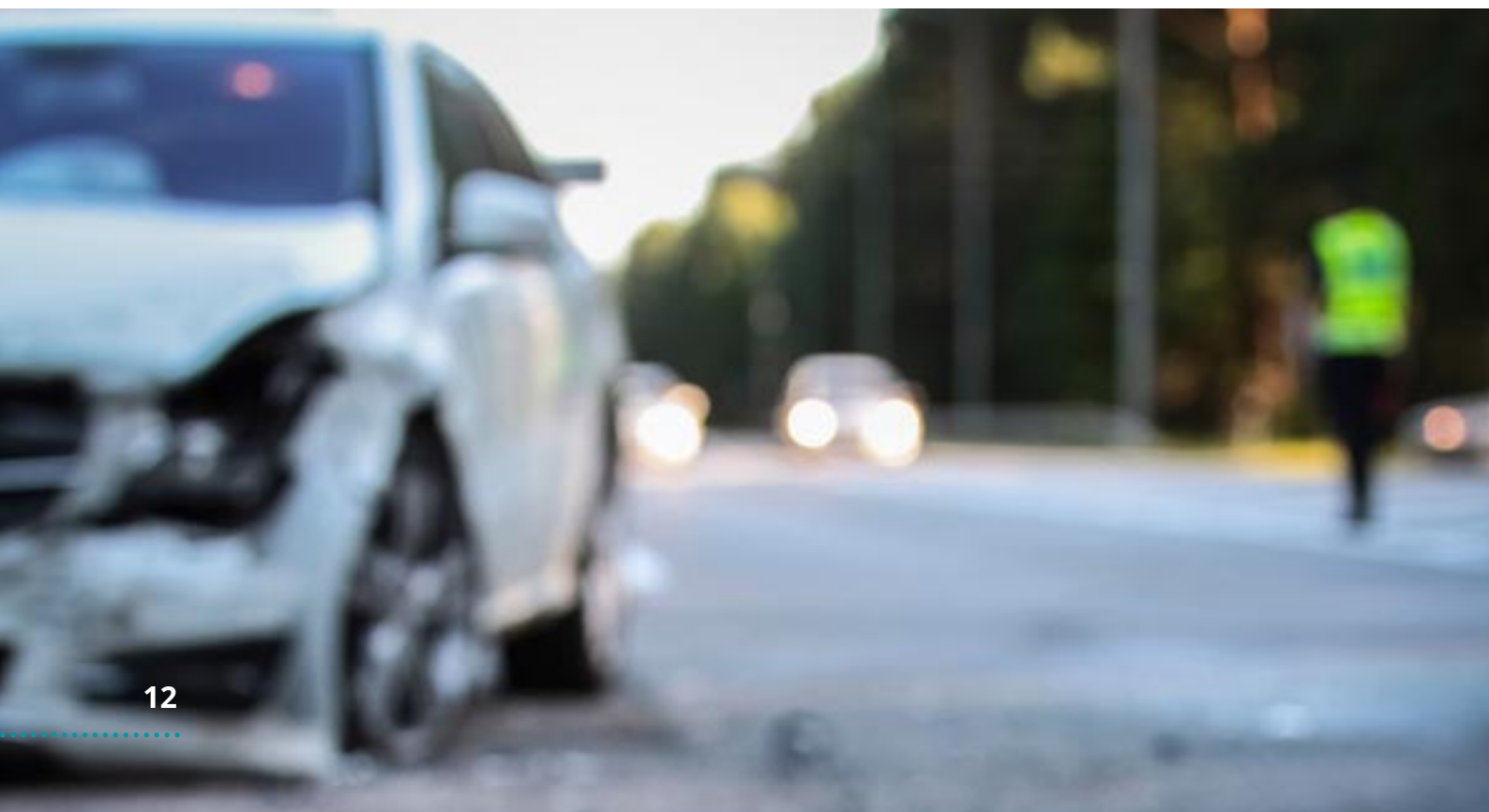
These numbers are incredibly low and one accident can affect whether they are achieved, which is why the Scottish Government asks each area to contribute to the overall target, rather than set their own individually.

Local Partnership Forum North

In a wider context, and to improve communications between national and local level government, Transport Scotland's Road Safety Framework has developed three Scottish local partnership forum groups. The North Unit comprises the Councils of:

- Aberdeenshire
- Aberdeen
- Angus
- Perth & Kinross
- Moray
- Highland
- Comhairle nan Eilean Siar
- Shetland Islands,
- Orkney Islands.

These forums allow operational partners to discuss specific interventions and compare the types of road users who are injured. It is important that these links are developed as approximately a third of all Moray residents injured each year in road accidents happen on trunk roads. This pattern is similar across the neighbouring local authorities, who are also part of the Local Partnership Forum North and the Road Safety North East Scotland groups.



Road Safety North East Scotland (RSNES)

Across the north east of Scotland, agencies have been working in partnership since Local Government reorganisation in 1996 to reduce the number and severity of casualties on our road network. This culminated in a Joint Public Sector Group formalising a partnership which is now known as Road Safety North East Scotland (RSNES). From the peak road casualty figures in 2004-2006 the group has steadily reduced the number and severity of casualties in the intervening years. The latest strategy for the RSNES was approved in summer 2017³.

The group comprises partners including the three north east local authorities; (Aberdeen City, Aberdeenshire and Moray Councils), NESTRANS, North Safety Camera Unit. NHS Grampian, Police Scotland, Road Safety Scotland, Scottish Fire and Rescue Service and Transport Scotland, all of which have a role in road safety.

The group monitors ongoing accident and casualty trends and collaborates on campaigns and research. Robert Gordon University are currently working on a number of research projects on behalf of the RSNES in relation to young driver interventions, motorcycle crashes⁴ and interventions⁵ and the general downward trend of casualties across the North East compared to Scotland as a whole.

Prior to 2020, Aberdeenshire Community Safety Partnership alongside RSNES delivered the young driver intervention 'Safe Drive, Stay Alive'. However, in 2018 Transport Scotland commissioned a research report from TRL (Transport Research Laboratory) which reviewed the effectiveness of pre-driver interventions. The report⁶ was critical of the type of Safe Drive interventions as there was little evidence that the main premise of any intervention should be 'do no harm' was fulfilled.

With this in mind, Police Scotland in Ayrshire developed a new type of young driver intervention, 'New Driver Scheme', which was evaluated by Research Scotland. The new intervention was more targeted and delivered face to face with an experienced police officer. This has now been rolled out across Scotland and was introduced in the North East in 2022⁷.

The RSNES group also shares successes in engineering interventions and best practice.

³ North East Scotland Road Casualty Reduction Strategy 2017

⁴ Motorcycle Safety Strategies in North East Scotland. Caroline Hood RGU

⁵ Rider Refinement North 2022: independent evaluation report, Caroline Hood RGU

⁶ Review and assessment of pre-driver, TRL, PPR838

⁷ New Driver Scheme launch

Local and Regional Policies and Context

At a local level, the key policy documents relevant to road safety are:

- **The Local Outcome Improvement Plan V2** (Moray Community Planning Partnership) September 2021
- Moray Corporate Plan 2024 (Moray Council)
- The Moray Economic Strategy (Moray Council)

This plan is consistent with the priorities of the Moray 10 year Plan – the Council’s Local Outcome Improvement Plan V2⁸ through

- Building a better future for our children and young people in Moray by: promoting and supporting safer environments and communities; and
- Empowering and connecting communities through the Moray Economic Strategy 2022⁹ by: supporting productivity growth through enhancing critical infrastructure.

The Council’s Corporate Plan for 2024¹⁰ also indicates that it *‘will continue to provide services which support economic growth and well-being, such as ..., maintaining an efficient road network These activities directly support national objectives.’*

In terms of regional policy, Moray is part of HiTrans Regional Transport Partnership area. This Plan is consistent with the aims and objectives of the HiTrans Regional Transport Strategy¹¹ draft May 2017 (an updated strategy is expected), and the second Moray Local Transport Strategy¹² which states at Sub-Objective S2 that we will:

Develop solutions to traffic safety and capacity problems within Moray and work with the Scottish Government, developers and others to minimise predicted problems.

⁸ Local Outcome Improvement Plan V2, Moray Community Planning Partnership

⁹ Moray Economic Strategy 2022

¹⁰ Corporate Plan 2024

¹¹ HiTrans Regional Transport Strategy

¹² Moray Local Transport Strategy

The speed of traffic through built up areas is a concern raised by many communities in Moray. However, it is on the rural roads outwith built up areas where speed tends to be a factor in road accidents. Enforcement of traffic speeds is carried out by Police Scotland and their Moray Local Policing Plan¹³ supports the aims of this document through Operation CEDAR.

Operation CEDaR (Challenge, Educate, Detect and Reduce) is the north road safety strategy aimed at casualty reduction and improving safety on the roads within the Police Scotland North Command area (which Moray and North East local command areas fall under). Operation CEDaR is delivered through local initiatives which are specifically aligned to the issues identified in each Police Scotland Division. Where appropriate these initiatives will involve local policing teams and partner agencies to reduce the number of people killed and seriously injured in the area and improve the behaviour of drivers of all ages behind the wheel. Locally Police Scotland partner with DVSA, DVLA and NESAMP as well as schools on occasion.

It is important that any actions arising from this plan are designed to address issues identified through the consideration of recorded accident data. The following section analyses the recorded accident data provided to Moray Council by Police Scotland, seeks to understand the data and identify patterns and trends.

¹³ Moray Local Policing Plan 2023-2026



Accidents in Moray

Accidents and casualties

Police Scotland collect information on all accidents reported to them, either at the scene of an injury accident or reported by a member of the public after the event. This information is then analysed by both police officers and roads engineers to determine locations on the road network which show clusters of accidents; different types of accidents and groups of road users who may be particularly at risk.

The number of accidents and casualties vary quite considerably from year to year as a result of weather and other external factors which can affect the number and type of journeys made. This can affect the reliability of any conclusions drawn on one particular year's data. This is especially true in areas which are largely rural and dependent on local conditions, as opposed to large urban areas where journey patterns are fairly stable.

Analysis of accident data is usually carried out over a three or five-year period.

The following graph (on page 18) shows the trends in reported accidents in Moray over the period 2004 to 2023. There are several points on the graph where there is a significant increase or decline in the number of reported accidents. These points have been highlighted and reasons for the anomalies/change given on the graph.

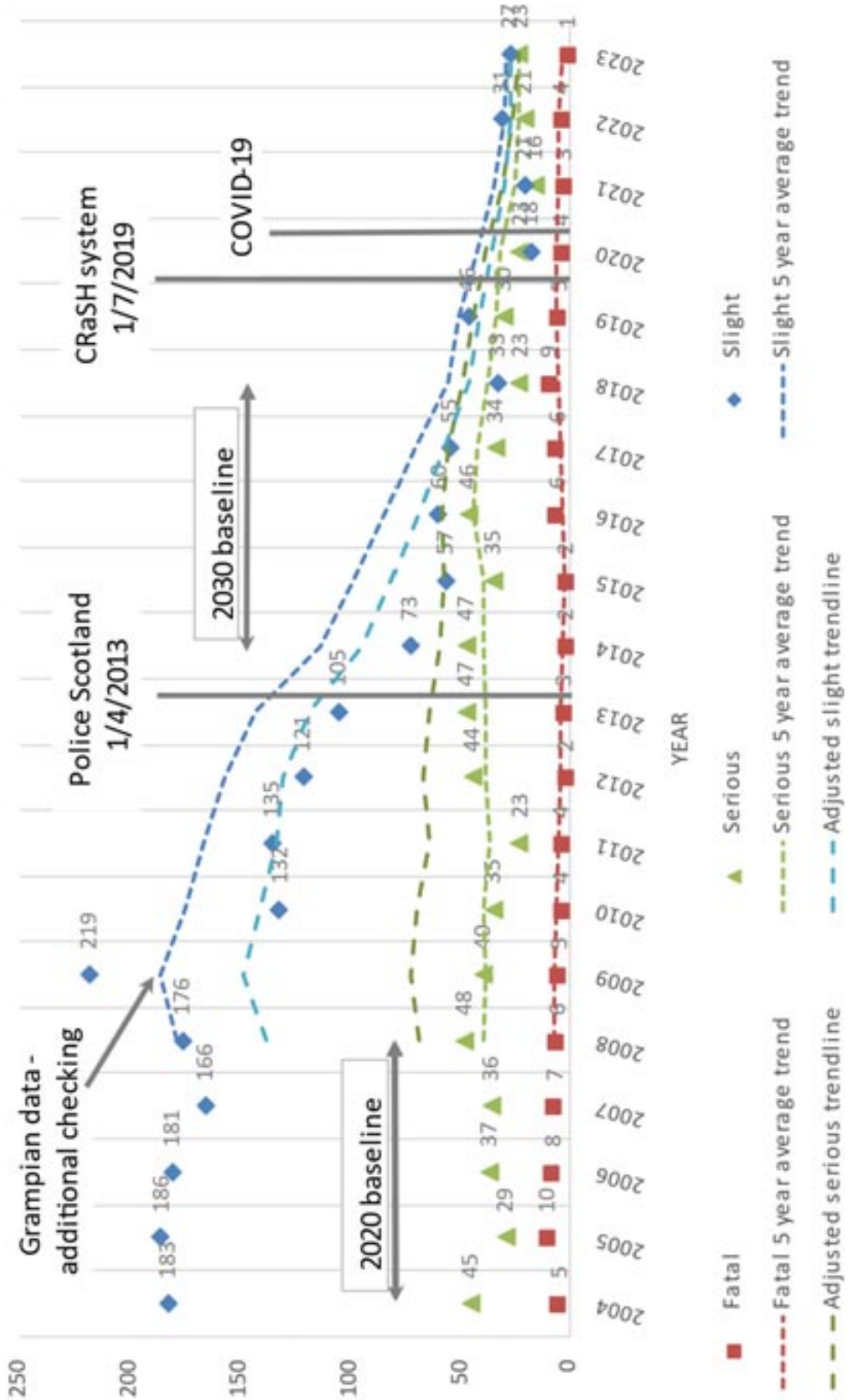
Additionally, from July 2019 Police Scotland introduced a nationwide accident and casualty data recording system called CRaSH (Collision Reporting and Sharing). The way serious casualties are now being recorded is based on specific injury types and the system then categorised the casualty by killed, seriously or slightly injured. Before this system was introduced, the classification of the injury was assessed by the attending police officer. The same system has been gradually rolled out across Great Britain and the effect has been that some casualties previously categorised as slight were now being recorded as serious, leading to an overall increase in the serious injury numbers. The Department for Transport has subsequently adjusted the originally recorded figures and these are the ones being used to measure the future targets against. The graph shows the adjusted trend lines for serious and slight casualties. The 2020 - 23 numbers are not adjusted as the new system was in place during that period.

The adjusted trend lines follow the same pattern as that originally recorded, but are higher for serious casualties and lower for slightly injured. The reduction in Killed and Seriously injured casualties (KSI) between the two baselines in Moray is around 9% with the recorded figures. For Scotland this figure is around 37%. The adjustments haven't been made before 2006, so the adjusted base for 2004-08 is not available to calculate the reduction. For all casualties in Moray the reduction is around 57% which compares with around 40% for all Scotland.

The Moray data is a very small sample size and is prone to fluctuation. This can explain some of the variation between Moray and the whole of Scotland. The following sections seeks to explain this in more detail.



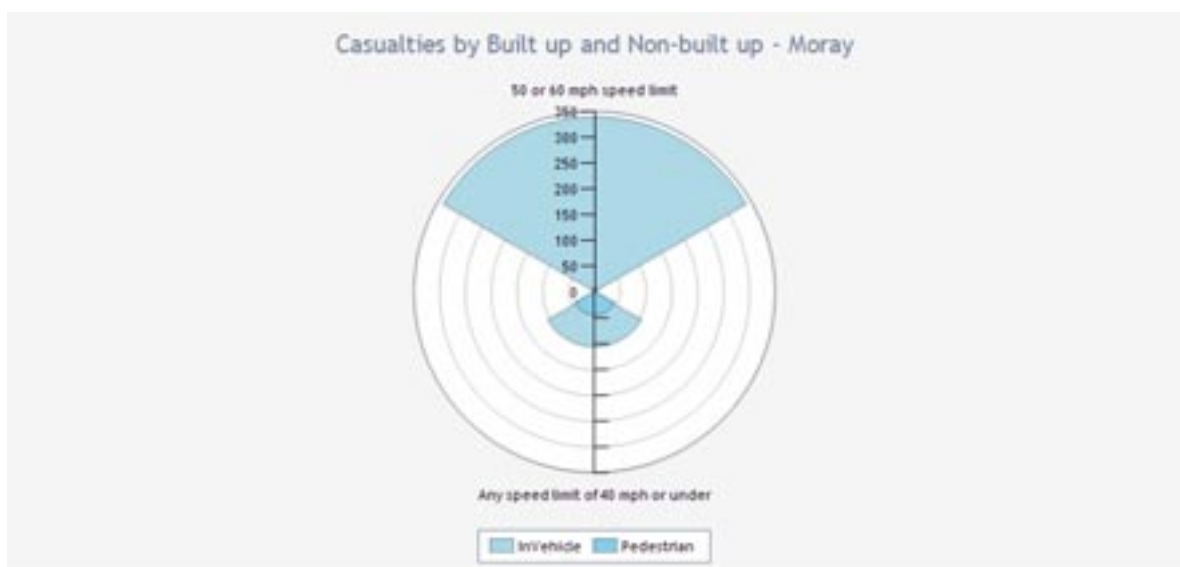
ALL MORAY CASUALTIES BY SEVERITY



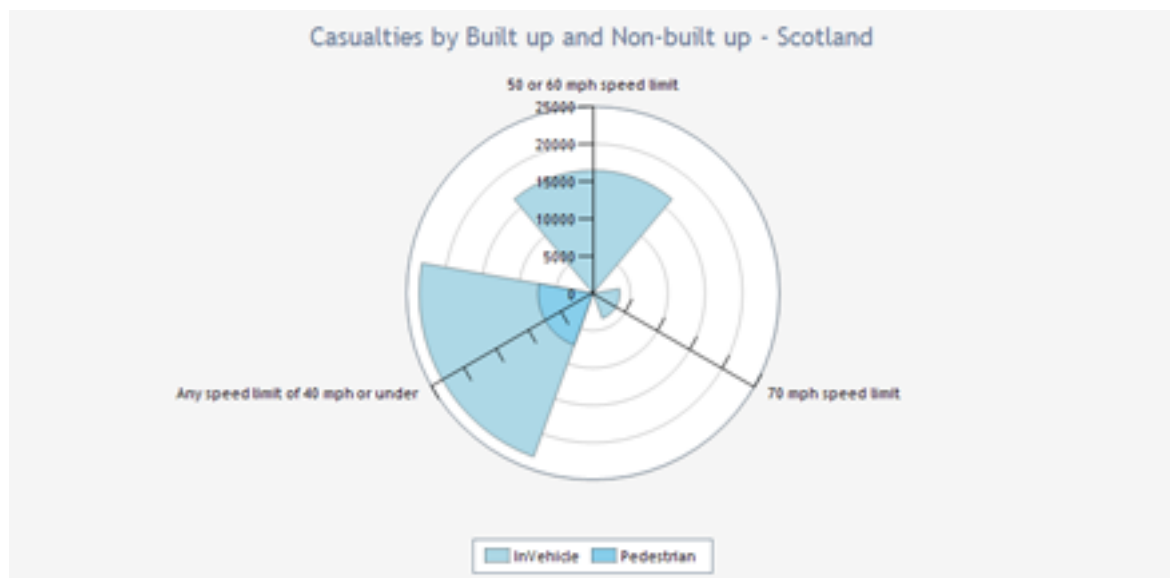
All data in this plan is quoted for a 5 year period 2018-2022 to allow comparison of 5 year data with national information in Reported Road Casualties Scotland¹⁴. Full 2023 data is likely to be published in October 2024, although interim data is usually available in May each year. The COVID19 pandemic has skewed these figures due to restrictions on travel and movement during both 2020 and 2021. Future years' figures will be more representative when compared to the baseline of 2014 to 2018 (set in the Road Safety Framework to 2030), although it should be noted that overall travel patterns are changing with the move to more hybrid working and online shopping. Scottish Government are also seeking to reduce vehicle-kilometres by 20% by 2030. Measures to support that aim will be likely to have a further impact on travel behaviours. Therefore, travel patterns may never wholly revert back to travel patterns observed prior to the pandemic.

Casualties in Built up versus Non-built up areas

Built up roads are defined as those having a 40mph speed limit or less and non-built up are national speed limit or 50mph speed limit. The pattern of where casualties are injured on the road network is very different in Moray when compared to Scotland as a whole. Between 2014 and 2018 (Road Safety Framework to 2030 baseline) over 70% of Moray casualties were injured in accidents happening on rural roads, compared to just a third of casualties for Scotland as a whole, as illustrated in the diagrams below:



¹⁴ Reported Road Casualties Scotland



As the data for Scotland as a whole shows higher accident rates in built up areas than on rural roads, Scottish Government is developing a National Strategy for 20mph, which would see the current limit of 30mph on most urban roads, being reduced to 20mph as standard to support reduction in the number and severity of accidents in built up areas.

Research carried out in the 80s, 90s and 00s identified fatality risk for pedestrians being struck by passenger vehicles travelling at certain speeds¹⁶. Results varied markedly but the general conclusion was that there is a low gradual risk for impact speeds up to 20mph, thereafter some studies suggest that this low risk rises as speeds increase towards 30mph and in some locations/instances the risk rises more steeply. This suggests that there are many other factors involved in accidents on built up roads rather than just speed.

Within Moray around 12% of accidents in built up areas have identified speed as a contributory factor. Whereas on rural roads, speed is a factor in around 30% of reported injury accidents.

¹⁵ MAST Online Road Safety Analysis

¹⁶ The role of speed in the frequency and severity of Road Traffic Collisions, NI Assembly

.....

This indicates that with 70% of injury accidents occurring on rural roads in Moray, and 30% of those accidents having speed as a contributing factor, accident reduction in Moray should be focussed on rural roads rather than in built up areas.

29%

being struck by passenger vehicles travelling at certain speeds. Results varied markedly but the general conclusion was that there is a low gradual risk

29%

being struck by passenger vehicles travelling at certain speeds. Results varied markedly but the general conclusion was that there is a low gradual risk

72%

being struck by passenger vehicles travelling at certain speeds. Results varied markedly but the general conclusion was that there is a low gradual risk

1.2%

being struck by passenger vehicles travelling at certain speeds. Results varied markedly but the general conclusion was that there is a low gradual risk

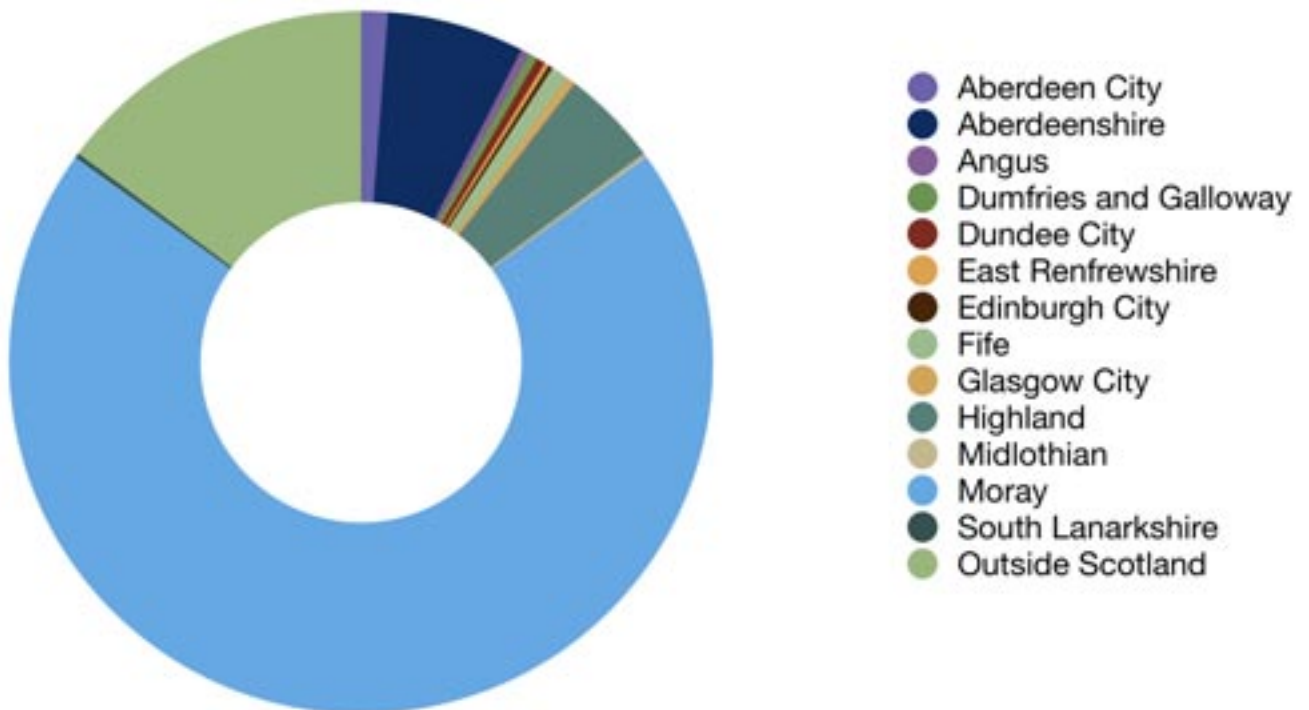
Around one third of Moray residents injured in Scotland are injured on a Trunk Road. Within Moray itself one third of those injured are also injured on a Trunk Road. This indicates that the partnership approach with Transport Scotland and Amey is crucial to assisting in reducing accidents and their severity in Moray.

Casualties by home residence

Across Scotland during the baseline period (2014-18) only 1% of people injured in road accidents in Scotland, were injured in Moray. Moray has approximately 2.9% of the Scottish Road network¹⁷ and 2% of the Scottish population¹⁸. This shows that the relative risk of being involved in a crash in Moray is between half and a third of the rest of Scotland.

The chart below indicates where those injured in Moray come from.

Casualties by home residence



¹⁷ Scottish Transport Statistics 2022 Table 4.2

¹⁸ Scotland's Census 2022 – Rounded population estimates

Risk by road type

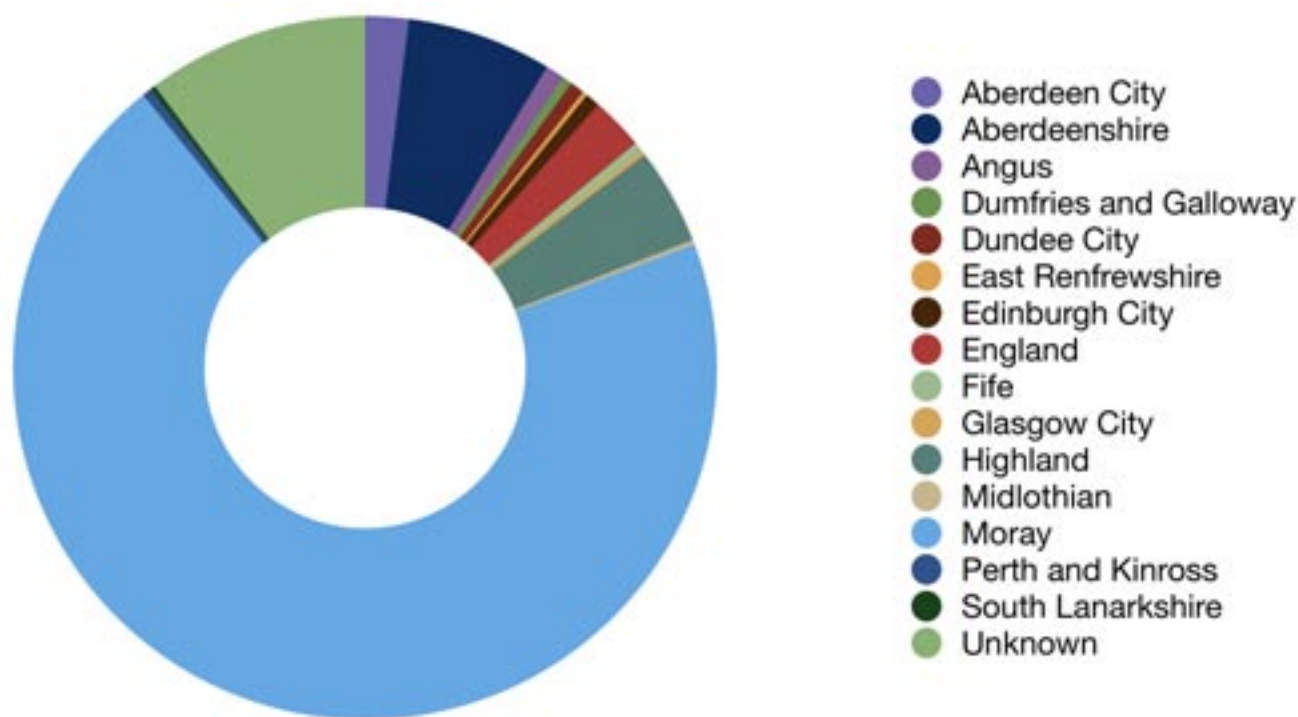
The table below shows the relative risk for injury accidents when travelling on 'A' roads within Moray for the Road Safety Framework to 2030 base line period of 2014 to 2018. This risk is calculated separately for urban and rural sections of road and is related to the length of the relevant section of road to give a comparable rate per kilometre.

Baseline Period 2014-2018 (totals)							
Road No	Urban	Rural Casualties	Total casualties	Urban length (km)	Rural length (km)	Urban rate (cas/km/pa)	Rural rate (cas/km/pa)
A95	0	10	10	0.5	13.7	0.00	0.15
A95(T)	4	30	34	2.8	34.7	0.28	0.17
A96(T)	34	85	119	8.7	54.5	0.78	0.31
A98	1	21	22	1.6	19.3	0.12	0.22
A920	1	0	1	0.0	6.1	0.00	0.00
A939	0	7	7	0.9	17.2	0.00	0.08
A940	0	2	2	2.2	20.9	0.00	0.02
A941	15	59	74	10.3	47.0	0.29	0.25
A942	4	1	5	6.1	5.0	0.13	0.04
A990	1	0	1	3.0	2.8	0.07	0.00
B roads	16	98	114	43.7	254.2	0.07	0.08
All other roads	72	33	105	374.7	1128.7	0.04	0.01
All Moray roads	148	346	494	454.5	1604.1	0.07	0.04

The rate calculated for all Scottish rural 'A' roads is 0.27 casualties/km per annum. The A96 then A941 have the highest per kilometre rates in Moray. The A96 at 0.31 casualties/km per annum is higher than the Scottish rate for all A roads, with the A941 a little below the Scottish rate. The next A road, the A98, has a rate well below that of the A96, A941 and the overall rate for A roads in Scotland.

Considering where the driver associated with a casualty lives on each route provides further insight into accident trends and patterns. Between 2014 and 2022, of injury accidents on the A95 and A96, 55% involve Moray drivers. For the A98, this figure increases to 73% of drivers involved in an injury accident living in Moray and for the A941 the proportion increases again to 79% of drivers. Across the 'A' road network the average is 63% drivers residing in Moray followed by 17% from Aberdeen, Aberdeenshire and Highland 5% from the rest of Scotland and 15% either unknown or outwith Scotland.

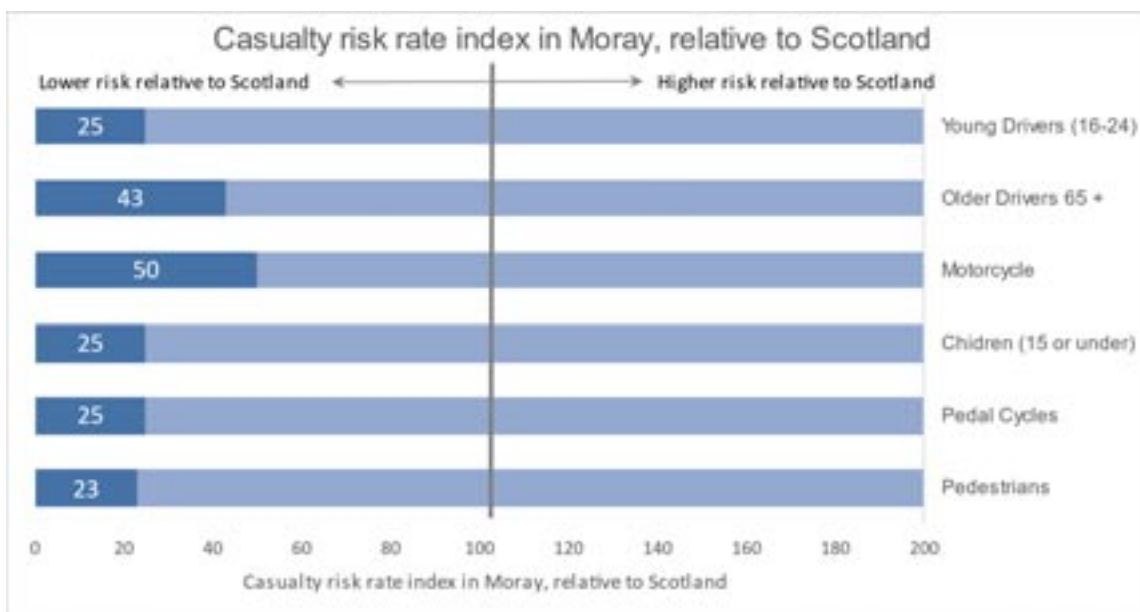
Casualties by Driver home residence



This indicates that the injury accidents reported on rural roads such as the A98 and A941 where there are higher rates per kilometre per annum are more likely to involve drivers who are local residents and should be familiar with the road network.

Casualties by road user type

Looking at specific categories of road users, when compared to Scotland, the relative risk of being injured in an accident in Moray is much lower than the whole of Scotland as shown in the diagram below.



Source: MAST Scotland database 2018-2022, Road Safety Analysis Ltd.¹⁹

Comparing Moray with similar authorities, (Aberdeenshire, Stirling and the Borders) with respect to rurality, proportion of rural roads in their network, and population profile and population density shows similar accident and casualty trends to Moray.

It is therefore important to consider the relative risk, rurality and specific characteristics of injury accidents in Moray when developing interventions, as opposed to following the Scotland wide approach.

Age (Pre, young and older drivers)

Moray's population has remained virtually unchanged in the past 10 years²⁰ and currently (2022) stands at 93,400. Population estimates for Scotland indicate that the population is aging with over 20% being over 65 years old compared to 16.1% 10 years ago and just 12.1% 50 years ago. In Moray the figure is about 23%.

¹⁹ <https://www.gov.scot/publications/scottish-greenhouse-gas-emissions-2018/pages/3/>

²⁰ Sustrans, Active Travel and Economic Performance Review

The aging population presents its own challenges with respect to road safety. Driver training for those who have been driving for some time, is difficult to 'sell', and issues such as eyesight and prescription drugs require careful handling. Joint working with the NHS and other parties is required to persuade individuals to be aware of these issues.

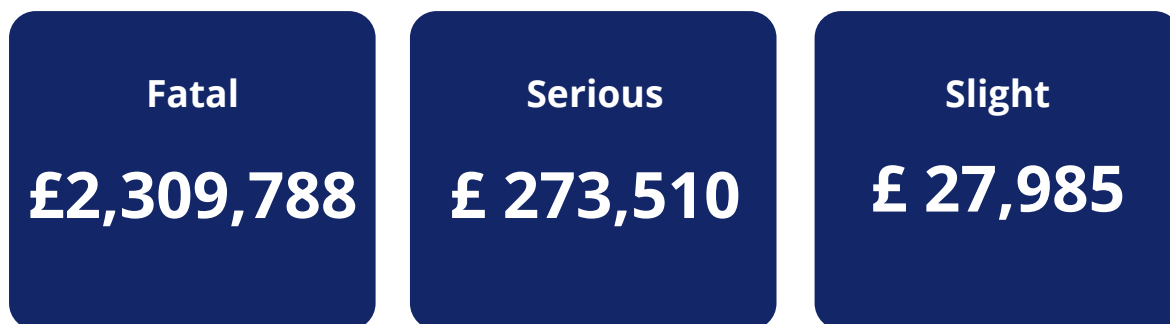
The younger population, under 25, is around 23,900 or around 25% of the population. This is a reduction from 29% in 2011.

Schools, and their role in providing Road Safety advice is crucial to pre drivers and young people in general. Curriculum based material is available nationally from Road Safety Scotland. Joint working with Education and Lifelong Learning to develop Road Safety Champions who can share and provide advice on this material to their fellow pupils is one way to disseminate road safety messages to this age group.

Accidents involving young drivers has reduced by over 80% in the past 15 years. There are many factors which have contributed to this including the rising cost of insurance and fuel along with interventions previously carried out by the Police before 2013. In the years during COVID19 the reduction is 50% over the 2014-18 average. The introduction of free bus travel to under 22 year olds in January 2022 may also be a factor in this reduction.

The Cost of Accidents

The UK Government produces figures each year which reflects on average how much an accident costs to society. It takes into account the costs of the police and other emergency services, medical costs, lost output (e.g. loss of earning capacity), damage to property, and a sum which reflects the effects of pain, grief, suffering etc. i.e. the emotional impact of an accident. Average costs are shown below for Scotland²¹, according to the severity of the injury.



²¹ Reported Road Casualties Scotland 2021, Table 10

Over the past five years, the cost of accidents in Moray amounted to some £15 million.

The Council is committed to improving road safety and has approved capital funding of £105,000 for 2024/25. On-going Capital funding will be required to ensure that any required engineering improvements identified through the life of the Road Safety Plan can be developed and delivered. Transport Scotland, through Amey, has also programmed engineering improvements for the two Trunk Roads in Moray namely A96 Inverness to Aberdeen road and A95 Aviemore to Keith road. This expenditure has been complemented both by the financial support and manpower resources of the police, fire, ambulance, health board and other council services in education, enforcement and encouragement.

The Scottish Government has recently introduced a new Road Safety Improvement Fund as part of the funding to support the Road Safety Framework. Funding was secured for 2023/24 for two improvement schemes in Moray; the first for works at the A940 at Glenernie and the second to improve road markings (lining) and cats eye upgrades on A940 and A941. Bids will continue to be submitted for future years.

Furthermore, progress on improving the cycle and walking network has been given a major boost by the increases in Cycling, Walking and Safer Routes funding which has been received from Scottish Government annually since 2001. Although primarily for improvements to the active travel network, these have a positive road safety benefit for these vulnerable road users and help pedestrians, cyclists and wheelers to feel more confident when using the road network.



Issues and Actions

The aim of this plan is to contribute to the delivery of Scotland's Road Safety Framework to 2030 with the vision *'For Scotland to have the best road safety performance in the world²²*.

This is to be achieved through:

- Safe Road Use
- Safe Vehicles
- Safe Speeds
- Safe Roads and Roadsides
- Post-Crash Response

Road safety is defined as any policy, project, plan, programme or strategy which aims to reduce the number and severity of road traffic casualties or reduces road danger with better education or through the design, building, operation or use of the road system.

There are a number of measures which can be used to help reduce the number and severity of road accidents. These fall into three broad categories:

- Education
- Engineering
- Enforcement

The behaviour of road users is influenced by educational methods and engineering measures. Enforcement of the traffic legislation is necessary when that behaviour is irresponsible or dangerous. However, the aim of the **education, engineering** and **enforcement** measures are to **encourage** everybody to adopt safer practices when on their daily journeys.

Issues

The main issues identified from the data are:

- The prevalence of accidents on rural roads;
- Ongoing maintenance of the road network;
- Driver behaviour and speed management;
- Ongoing education of road users; and
- Provision of cycle and walking infrastructure.

The following sections describe the interventions which are currently being pursued by the key public bodies involved in the development of this plan to address the above issues. The interventions are grouped under the Safe System areas set out in Strategic Framework and Partnerships section of this Plan.

²² Scotland's Road Safety Framework to 2030

Safe Road Use

This is 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 vulnerable.

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 (weather, the presence of other users, etc.); travelling at lower speeds; not driving while impaired through drink, drugs (including medicines) or fatigue; not being distracted by in-vehicle technology (mobile phones, entertainment systems, 'sat navs', etc.); and giving sufficient room to all other road users, no matter what their mode of travel.

Throughout Moray we are continuing to improve the active travel network to help users make sustainable choices. Many of these improvements are funded from external grants for example Sustrans, Places for Everyone and the annual allocation from Scottish Government for Cycling, Walking and Safer Routes projects.

There are various local and national campaigns on safe road use such as the National 'Think! Campaigns covering areas such as The Highway Code, mobile phone use, seat belts, speeding on rural roads, vehicle safety checks, motorcycling, country road driving, drug and drink driving, cycle safety and education and games for primary aged children²³.

In Scotland, a similar organisation, Road Safety Scotland was launched in 1985 as The Scottish Road Safety Campaign, becoming Road Safety Scotland in 2005. Road Safety Scotland (RSS) is part of Transport Scotland, the Scottish Government's transport agency²⁴.

RSS's work is based on research and evaluations of previous campaigns and road safety initiatives. The most recent campaigns have been around:

- Use of Seatbelts;
- Young Driver Campaigns;
- Driver Fatigue;
- Road User Advice;
- Children and Educators;
- Cycling;
- Horses and Road Safety; and
- In Car Child Safety.

²³ Think campaign website <https://www.think.gov.uk/>

²⁴ Road Safety Scotland website <https://roadsafety.scot/campaigns/>



Seatbelts

It only takes seconds to put on a seatbelt. But it's a simple act that could save your life. On average 13%²⁵ of those killed on roads in Scotland over the last five years were not wearing a seatbelt. Seat belt wearing became compulsory in 1983.

Young Drivers Campaigns

Young drivers have been identified nationally as being over represented in the casualty statistics. In the early 2000's Moray and across the north east had a real issue with young drivers crashing. This was tackled by campaigns with the Police and education events such as Safe Drive, Stay Alive. However, numbers have reduced considerably and are no longer the major issue they once were. This should not lead to complacency and Road Safety Scotland's (RSS) campaigns should continue to be supported. The RSS 'Drive like Gran's in the Car' campaigns cover subjects such as

- Drink Driving
- Drug Driving
- Speeding
- Distraction
- Vulnerable road users (motorcyclists, cyclists, pedestrians and horse riders)

The campaign concentrates on messages such as "Crash and you'll no be able to come round for my mince and tatties!"²⁶ and uses humour to get the road safety messages across.

Driver Fatigue

Driver fatigue causes hundreds of road accidents each year. And these accidents are roughly 50% more likely²⁷ to result in death or serious injury. When drivers fall asleep, the police find no signs of braking, or any avoiding actions, so there is a tendency to result in higher-speed collisions. This is a particular concern for Moray with long distances to travel to the central belt for work and deliveries. Whilst, it has been difficult to identify this specific issue in the accident statistics to date, driver fatigue will remain a focus when analysing data and supporting any national campaigns.

²⁵ PACTS: Seat Belts – time for action

²⁶ Young drivers drink driving campaign

²⁷ Driver fatigue campaign

Road User Advice

Road Safety Scotland provides advice to drivers, by life stage, behaviour and for other road users and for visitors on driving in Scotland²⁸. Older Drivers are of particular concern across Scotland. In Moray, however, the numbers are low and the older population is not over represented in the accident data. There are some concerns about people driving longer than they should, particularly with poor and failing eyesight. This may be a result of the rurality of Moray and having limited public transport alternatives.

Children and Educators

Road Safety Scotland aims to provide road safety learning at every level, engaging children and young people. [RSS Children and Educators](#). The learning resources link to the seven principles of [Curriculum for Excellence](#).

Cycling

Most accidents to cyclists in Scotland happen on built up roads. [Cycling Scotland](#) provides training and information to help improve cyclists' safety. In Moray, Primary Schools participate in Bikeability training for pupils and the Moray Bothy project provides road safety advice for new and returning cyclists, including led rides to help build confidence.

Horses and Road Safety

Working with the equestrian community can to encourage a high level of safety awareness among riders. The British Horse Society (BHS) has been awarded the Prince Michael International Road Safety Award for its contribution to Road Safety. Visit [Equestrians on the road](#). The BHS have undertaken joint road safety campaigns with local authorities in England and it is understood that they are seeking to engage with Transport Scotland to undertake similar joint road safety campaigns in Scotland.



²⁸ RSS Road User Advice

In-Car Child Safety

RSS is a key partner in the Scottish In-Car Child Safety Campaign. This is an ongoing campaign aimed at improving the safety of all children in vehicles. A major element of this is the provision of advice and information on the correct fitting of child car seats visit [Good Egg Car Safety](#) or [Carrying Children Safely](#). In Moray partnering with Good Egg through their training programme will enable the local delivery of this advice. Specific training provided by Good Egg will be sought for the Road Safety Officer.

Safe Vehicles

Well-maintained vehicles 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 vehicle occupants.

Police Scotland target drivers of vehicles with expired MoT certificates as these vehicles are more likely to be less well maintained. Under inflated tyres can contribute to both vehicle and cycle accidents.

In-vehicle safety has been improving steadily with the introduction of seatbelts, airbags, lane control and other vehicle control measures.

As mentioned above the correct fitting of child car seats is crucial to improving in vehicle safety. The Euro NCAP safety ratings can inform potential owners of the safety features in vehicles.

Safe Speeds

The aim is that road users understand and travel at appropriate speeds to the conditions and within the speed limits.

Traffic survey information is collected regularly and used to respond to complaints about speeding and, where appropriate, this data is shared with Police Scotland. Traffic speed and volume data is also collected before and after proposed schemes and developments to inform the decision making process and reflect on a scheme's outcomes. It also helps determine the appropriate speed limits to post for built up areas, in particular where new developments are taking place at the edge of settlements. Existing speed limits are regularly reviewed for new developments or as the result of concerns raised by communities.

The key factors that should be taken into account in any decisions on local speed limits are:

- history of collisions;
- road geometry and engineering;
- road function;
- composition of road users (including existing and potential levels of vulnerable road users);
- existing traffic speeds; and
- roadside environment.

Enforcement of posted speed limits is carried out by both Police Scotland and Safety Cameras Scotland. Safety Cameras Scotland is the collective name for the North, East and West Safety Camera Units. This is an arms-length organisation governed by Transport Scotland through the Scottish Safety Camera Programme, but working within Police Scotland.

The site selection process for the Safety Camera unit is based on accidents and where they happen. The process for determining new sites is described in Appendix 1.

Safe Roads and Roadsides

This aim of the Safe System seeks to provide roads that are self-explaining in that their design encourages safe and sustainable travel so that they are predictable and forgiving of errors.

With the majority of accidents resulting in people being injured happening on rural roads in Moray, this is where the majority of interventions have taken place in the past, including Route Accident Reduction Plans (RARPs). The most recent of these was on the B9008 and involved review of the road markings, in some places removing the centreline and replacing with edge lines to reduce verge overrun. This was done at locations where the road width is less than 5.5m wide and hence too narrow to allow 2 vehicles to pass safely. Signing was also reviewed to give a consistent message and highlight features such as narrow bridges and bends where accidents have happened. This type of work has been carried out on the A roads in the past, but requires ongoing maintenance to keep the messages clear and consistent.



Forres Orchard Road - St Catherines Road junction



Rafford foot path before and after

Adequate and appropriate road maintenance is crucial to achieving safe roads and roadsides. Potholes, poor conditions of the surface, low skid resistance, overgrown verges, poor drainage, lack of visibility, no footway or cycle route, worn road markings, unclear signing and trees can all contribute to crashes happening on rural roads, before driver error or inappropriate speed comes into the situation. Additionally surface dressing can cause issues for motorcyclists due to the loose chippings and uneven surface.

Recently, funding from the Road Safety Improvement Fund (RSIF) has become available for specific schemes. Improving the road markings (centreline and edge lines) and cats' eyes on both the A941 and A940 were the main schemes to receive funding from the RSIF in 2023/24, which works undertaken which will have a direct impact on providing safer roads and roadsides.

Through the Moray Active Travel Strategy consultations and focus groups a clear desire was identified for inter-settlement cycle infrastructure and this will contribute to both the road safety and climate change agenda by providing sustainable commuter routes. However, such schemes have high costs and often require third party land. The Council will continue to support community groups with this aim and may seek specific funding to support their delivery, where there is a clear positive business case.

Transport Scotland is responsible for the trunk roads within Moray. These are the A96 and the A95 from Keith to the Highland Council boundary.

Transport Scotland, through its Operating Companies, undertakes an annual review of collisions on the trunk road network to identify cluster sites, or routes with recorded collisions that may be worthwhile of further investigation. The screening process, together with a detailed understanding of collision trends around the network, results in a prioritised programme of sites that are investigated further. This evidence-led approach ensures that resources can be targeted at locations where the greatest potential for casualty reduction is available. This approach has been successful in reducing casualties across Scotland's trunk road network.

Amey (Trunk Road Operating Company for the North East) apply the Safe System approach as described in Scotland's Road Safety Framework to 2030 to deliver an evidence-led casualty reduction programme to work towards meeting the Scottish Government's casualty reduction interim targets to 2030.



Crossing at Elgin Academy



Crossing at Elgin Academy



New path at Burdshaugh, Forres before and after



New path at Burdtyard, Forres before and after

Carrying out Safety Audits on new schemes can identify issues which may cause accidents and seek to reduce them before the scheme is fully operational. Safety Audits will be undertaken on significant schemes promoted by the council. Developers are required to provide and act on Safety Audits for their works on the public road and where they are creating new sections of public road. These will continue to be a requirement to support Planning Applications and applications for Road Construction Consent.

Post-Crash Response

When a crash happens the response ranges from no emergency services attending to all of them being present and can include the air ambulance.

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. Additionally the Health and Social Care Partnership provides

Each of the services have a local service plan:

- Police Scotland through their Moray Local Policing Plan²⁹
- Scottish Fire and rescue Service through their Local Fire and Rescue Plan³⁰
- Scottish Ambulance Service in Our 2030 strategy with respect to Major incidents
- NHS Grampian³¹
- Health and Social Care Moray underpinning the work in health improvement.³²

These services and the aftercare are crucial to the outcome of any casualties.

²⁹ Moray Local Policing Plan 2023-2026

³⁰ <https://www.firescotland.gov.uk/your-area/>

³¹ Scottish Ambulance Service - Our 2030 Strategy

³² www.gov.scot/publications/scotlands-public-health-priorities/

What we are going to do

Although the number of people injured on Moray’s roads is low, there is no room for complacency. There are ongoing concerns such as the aging population and the ongoing climate crisis which is encouraging the wider use of sustainable forms of travel such as walking and cycling. Rural roads remain a concern as this is where the majority of crashes happen in Moray and in particular on the Trunk Road network.

Journeys to school by sustainable means have remained broadly unchanged at around 50%. However, the numbers of pupils being driven has gradually crept up over the years along with those being driven part of their journeys at the expense of travel by bus. This could be a reflection of ‘parental choice’ with School buses not being available to out of zone pupils.

Actions

The following key actions have been identified based on the analysis of the accident data, the aims of the Road Safety Framework to 2030 and the joint working partnerships within the RSNES group.

Action	Target Date	Who	Safe System
Contribute to the North East Scotland Road Safety Strategy	tbc	All	Safe Road Use; Safe Speeds; Safe Roads and Roadsides, Post-crash response
Investigate options for a Moray Road Safety Group and better connections with the Trunk Road operating company	2024-25	Moray Council Transportation and Transport Scotland/Amey	Safe Road Use; Safe Speeds; Safe Roads and Roadsides, Post-crash response

Action	Target Date	Who	Safe System
Continue to carry out road accident analysis on an annual basis and otherwise as identified and to use this information to carry out effective and appropriate AIP engineering measures.	On-going throughout the term of the Plan to 2030.	Moray Council Transportation, Amey./ Transport Scotland	Safe Roads and Roadsides
Support the North Safety Camera Unit to identify sites for enforcement and to make representations to the Scottish Safety Camera Programme Office to consider appropriate criteria for speed camera sites.	On-going throughout the term of the Plan to 2030.	Police Scotland, Moray Council Transportation, Amey / Transport Scotland	Safe Speeds
To continue to support Road Safety Scotland	On-going throughout the term of the Plan to 2030.	Moray Council Transportation, Police Scotland, Transport Scotland	Safe Road Use
Support Police Scotland with their Motorcycle operation in a bid to reduce accidents	On-going throughout the term of the Plan to 2030.	All and involving this road user group	Safe Road Use; Safe Speeds
Concentrate resources on reducing the number and severity rural accidents, particularly those associated with speed.	On-going throughout the term of the Plan to 2030.	All	Safe Roads and Roadsides
Review young and pre-driver interventions, e.g. Police Scotland New Driver Scheme; and monitor the effectiveness.	By 2025	All	Safe Road Use; Safe Speeds

Action	Target Date	Who	Safe System
Investigate proposals for local / school Road Safety Champions	By 2025	Council	Safe Road Use
Review how best to deliver road safety advice and information	By 2024	Council,	Safe Road Use
Support national campaigns	On-going throughout the term of the Plan to 2030.	All	Safe Road Use
Police Scotland to continue to take a 'hard line' approach to young drivers involved in risky or antisocial behaviour	On-going throughout the term of the Plan to 2030.	Police Scotland	Safe Road Use
Seek to develop Community Council understanding of accident risks and traffic speeds, and have 'Champions' who can assist with disseminating of Road Safety campaigns and information	2024	All	Safe Road Use
Continue to seek funding to construct off road cycle tracks to provide segregation for vulnerable road users	On-going throughout the term of the Plan to 2030.	Roads	Safe Roads and Roadsides
Investigate options for the delivery of adult and secondary school cycle training	2025	Council	Safe Road Use
Fire service is looking to role out the 'biker down' initiative in Moray	2025+	Scottish Fire and Rescue Service	Safe Road Use

A mid-term review of progress towards the Road Safety Framework to 2030 targets and the above actions will be undertaken during 2027. This date has been chosen as by then there will be 3 to 5 years of accident data available which have not been impacted by the changes in travel behaviours by the Covid-19 pandemic.

Future Targets

In 2040 the Scottish Government is due to set new targets and through the North East Scotland Road Casualty Reduction groups, council officers will seek to inform and influence these new targets.

Once the new Road Safety Framework to 2040 has been published, an updated Road Safety Plan will be produced in 2031/32 to coincide with any new targets.

Glossary of Terms

AIP	Accident investigation and prevention
Fatal casualty	a casualty who dies within 30 days of an injury being sustained
Fatal accident	an accident where at least one casualty is fatally injured
Serious casualty	a casualty who requires an overnight hospital stay or has a major bone fracture
Serious accident	an accident where at least one casualty is seriously injured
Slight casualty	a casualty who sustains minor injuries or bone fractures, not requiring an overnight hospital stay.
Slight accident	an accident where at least one casualty is slightly injured
KSI	Killed or seriously injured
AA	Automobile Association
DSA	Driving Standards Agency
NECamp	North East Safety Camera Partnership
HiTrans	Highlands and Islands Regional Transport Partnership
NESTRANS	North East Scotland Regional Transport Partnership
RSS	Road Safety Scotland
ACPO(S)	Association of Chief Police Officers in Scotland
ORR	Occupational Road Risk

Organisations Involved

Moray Council, Transportation Service, Traffic and Public Transport Sections

Moray Council, Education Service

Moray Council, Community Safety

Police Scotland

- Aberdeen and North East Division Community Safety
- Road Policing Division
- North Safety Camera Unit

NHS Grampian

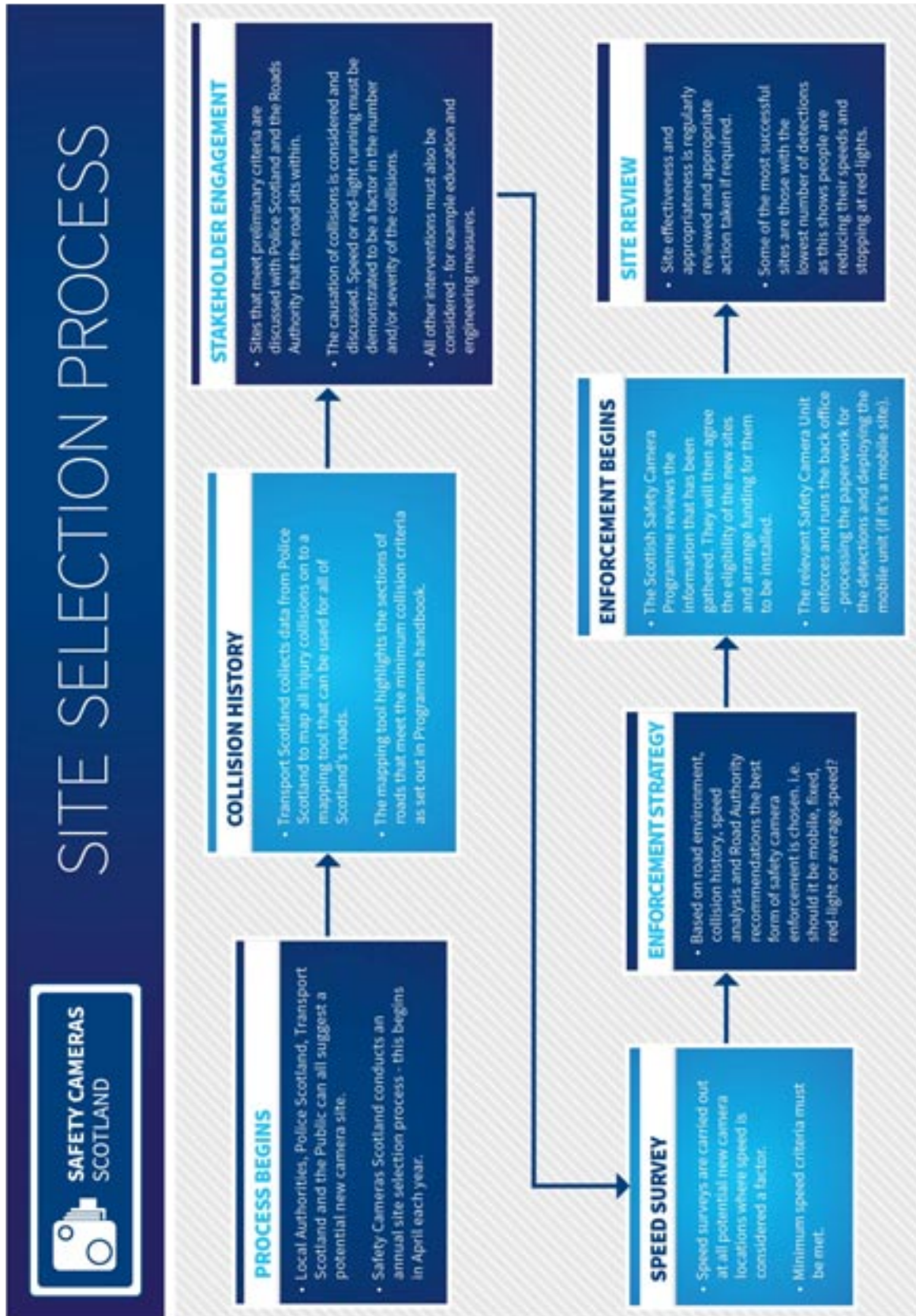
Scottish Fire and Rescue Service

Scottish Ambulance Service

Transport Scotland

Amey Limited, Trunk Road operating company

Appendix 1



Through targeted camera enforcement and improving driver behaviour the aim of Safety Cameras Scotland is to reduce the number of casualties on Scotland's roads. This means the cameras are sited in the areas most in need in terms of road casualty reduction, and deployed primarily where they will have the greatest casualty and collision reduction potential.

Criteria for enforcement locations are set out in the Scottish Safety Camera Programme Handbook and include:

- a history of injury collisions - have people been injured on this road and how severely?
- speed profile - is there a problem with speed on this road?
- agreement from partners - do Police Scotland and the Roads Authority agree that a safety camera is the right solution?
- enforcement strategy - what will be the best type of camera for this location?
- site review - an annual review - is this camera reducing injury collisions?

Whilst regular enforcement locations follow the process above, in order to meet demands the programme is able to offer short term and flexible deployment locations that should be utilised where and when appropriate.

- **Short Term Deployments** - To improve operational effectiveness and deployment flexibility, there will be occasions when short-term mobile enforcement deployments are required. The Programme therefore includes flexibility to reallocate provision in response to emerging issues or one-off/short-term events where the expected change in traffic behaviour has raised road safety concerns from stakeholders. Any deployments of this manner are limited to a maximum period of 1 month.
- **Flexible Deployments** - A number of enforcement hours will be available for deployments in support of improving driver behaviour and speed limit compliance in high footfall areas where active travel could be encouraged by lower speeds while reducing risk exposure. Flexible deployments should be based around a clearly evidenced prioritisation considering speed and risk factors and will require a recent speed survey to evidence the issue of speed.

Police Scotland Road Policing have responsibility for enforcement on fast roads. We use Randomised Scheduled Enforcement Strategy (RSE)



This strategy has been utilised worldwide and targets high-risk locations at specific times to create an image of police omnipresence. By applying this concept, motorists will become increasingly uncertain and/or unable to predict the location of enforcement activity, therefore positively influencing driver behaviour. The locations and days identified each month are supported by analytical data from collisions for that month in the previous 5 years.

Local Policing Teams have the ability to enforce speed limits within the built up area.



