

**SPECTATOR SAFETY AT MULTI –VENUE STAGE RALLIES IN SCOTLAND**

**Review Group on Motorsport Event Safety**

**December 2014**

## INTRODUCTION

1. This summary report builds on the interim recommendations made by the Review Group. The full interim statement from the Group was published on 7 October 2014 and appears as **Annex A**. Membership of the Group is set out at **Annex B**.

2. The Review Group was established in response to the tragic deaths of 3 people and injuries to others at the Jim Clark rally this year. A tragic accident had also taken place at the Highland Snowman rally in 2013 where a spectator was killed and a child injured. The safety of everyone at future rallies in Scotland has therefore to be an immediate priority for everyone connected with the sport. The Group did not consider the particular circumstances of the recent accidents, given that an investigation is still under way into those accidents.

3. Our role was to review safety at multi-venue stage rallies in Scotland and we set out to ensure that all reasonable steps are taken in the future that can be expected to minimise the risk to spectators. However, motor racing is inherently dangerous and rallies can never be completely safe for participants or spectators. Spectators themselves will also therefore continue to have a responsibility to behave in a responsible manner and to comply with the directions of rally marshals, police and other authorities. This report recommends improved communication with spectators to ensure that the risks are clear and indicates that, if necessary, more robust steps may have to be taken to ensure that spectators comply with sensible safety advice.

4. The work of the Group has covered key aspects of the sport in relation to spectator safety and has considered international and national governance and regulations, guidance and good practice. The Group has also heard from a wide range of stakeholders as part of the process and further details can be found on our website: [www.scotland.gov.uk/About/Review/motorsport-event-safety-review](http://www.scotland.gov.uk/About/Review/motorsport-event-safety-review).

5. The work of the Group will continue into the early part of 2015 to allow spectator safety at other motorsport events to be considered. Early in the New Year, we will work with key partners, including the governing body of the sport, the Motor Sports Association (MSA), Police Scotland and others to ensure that the recommendations are implemented timeously and deliver the highest possible levels of spectator safety.

6. Rallying spectators tend to fall into two groups - the enthusiasts who are very knowledgeable about the sport and will often endure a long day in a remote forest in order to spectate, and the general public who may have little knowledge about rallying but attend as a local event or a day out.

7. Rally culture in Scotland is still vibrant amongst rally enthusiasts – those who spectate and those who choose to marshal or act as officials at rallies. Rallying relies absolutely on the contributions of unpaid volunteers working at the sport they love in their spare time. We recognise that without those volunteers and their commitment to their sport, rallying in Scotland could not continue. Volunteers thrive on a culture that is built on “getting close to the action” with marshalling as one of the

main routes to getting involved. However, as volunteer driven events, we have also recognised that rallies are run on very tight budgets and, in most cases, attendance is free.

8. Individual Scottish rallies generally have a long history. Practice at events can therefore reflect event specific developments and there may be little sharing between different car clubs of developed good practice. The main Scottish rally events are the Jim Clark Rally, the Mull Rally and the 9 events in the Scottish Rally Championship (including the Jim Clark Reivers Rally). A list appears in **Annex C**.

9. Key aspects of the final recommendations relate to rally marshalling. Whilst recognising the importance of the commitment of unpaid volunteers, we also recognise that marshalling is a vital aspect of spectator safety that must be better regulated by the sport's governing body. We believe that this can be improved and that it can be achieved in a proportionate and sustainable manner.

10. Media attendance at rallies has also been specifically considered in the context of risk and safety. Rally photographers and others covering events have at times been known to take unnecessary risks, including standing in areas that they have been asked to avoid. We believe that organisers must apply firmer rules to media personnel attending these events, including a means of formal accreditation.

11. These recommendations represent a coherent package of measures that will improve spectator safety at rallies whilst allowing the sport to continue and develop in the future. Scotland has a long and illustrious history in motorsport with many competing at the sport at the highest levels and involved with the regulation of the sport at UK and Federation Internationale de l'Automobile (FIA) level. We have an obligation to ensure that, commensurate with our rich contribution to the sport, we take action to ensure that Scotland leads the way on spectator safety. We believe that this package of measures will ensure that rallying in Scotland provides an example for other countries to follow.

**Review Group  
December 2014**

## **Recommendations**

12. Noted below are each of the key recommendations. For detailed consideration of specific issues, the website sets out the full range of papers considered and debated by the Group. **Annex D** sets out a number of the resources to which the Group has made reference.

13. To help an organiser to plan, manage and monitor safety at a rally it is important to have robust governance and management arrangements in place. This includes making sure that there is a clear understanding within the organising team of who will be responsible for safety matters. If a number of people are involved, there will need to be close liaison and good communication between them. Please see **Annex E** for a simplified hierarchy of roles, including those roles recommended by the Group.

### **The MSA Steward and Clerk of the Course**

14. Each rally has a clerk of the course in overall charge of running the event and 3 stewards (one appointed by the MSA and two by the organising club). The Motor Sports Association steward has the power to cancel the entire event on safety grounds and is there to ensure that governing body regulations are being followed. The MSA steward will also adjudicate in relation to any competition rules issues. Currently some stewards remain in rally HQ to support the clerk whilst others will travel round the stages in advance of competing cars. Essentially the role is carried out in different ways in practice.

15. The role of the MSA steward at a rally should be adapted to ensure that the steward remains in rally HQ at an event whilst the rally stages are live and is therefore available to provide dedicated support to the Clerk of the Course. The Clerk of the Course should also remain in rally HQ.

16. We have recognised that, provided that the Steward is in HQ whilst stages are live, the Steward can visit other areas of the rally or rally route before the rally stages begin. We also recognise that in some very limited cases, geography may make it impractical for the steward or clerk to remain in a central fixed HQ e.g. where there are issues with communications technology. However, this would very much be seen as the exception.

### **The Safety Delegate**

17. It is essential that the volunteer based organisation of multi-venue stage rallies is augmented going forward with mandatory independent input from out with the organising committee into the safety of the event by a new independently appointed safety delegate. We consider it appropriate for the motor sports governing body, the MSA to provide the safety delegate to each multi-venue stage rally and intend to discuss this further with the MSA.

18. Our vision is that this delegate would assist the MSA Steward, Clerk of the Course and Spectator/Event Safety Officer by assessing the effectiveness of safety

measures aimed at keeping the public, volunteers and, where relevant, competing rally crews safe. The delegate would be involved in assisting the Clerk of the Course and Spectator/Event Safety Officer with the planning of the event and drawing up the relevant safety paperwork, as well as helping rally officials to ensure the effective implementation of spectator safety control measures prior to the start of a stage. They will also assist officials in spotting safety issues during the event and provide constructive feedback to the organising committee aimed at identifying improvements for the future.

19. It is important that the delegate is identified early on in the annual process of arranging a rally so that they can provide input into the planning of the event and draft safety plan. At the event, it may be appropriate for the delegate to travel around the stages with the spectator safety officer and to assist in identifying any issues of concern. The safety delegate should be given power within national (governing body non-statutory) regulations to delay the start of a stage if they have any safety concerns and power to recommend cancellation of a stage. Following the event, the delegate would be expected to submit a report to the rally organising committee (copied to the MSA), identifying any issues that need to be addressed for the following year.

20. The safety delegate role should have flexibility i.e. if an event has been scrutinised and performed very well, the role could be adapted for that event for the following year i.e. in terms of the level of engagement needed around planning for example.

### **Designated Spectator Safety Officer and Event Safety Officer**

21. The use of dedicated spectator safety officers and spectator safety cars has developed at some events as good practice. This specifically assists with identifying potential problems related to spectators before each stage of the rally goes live. Both are therefore recommended as essential for a multi-venue stage rally.

22. Many events today will also identify an “event safety officer” though this role may be combined with other roles. We believe that going forward both an event safety officer and a spectator safety officer (reporting to the event safety officer and operating a spectator safety car) should be mandatory and designated roles.

23. The advantage of these roles is to help the organising committee at an operational level to plan, manage and monitor key aspects of spectator safety e.g. identification of restricted areas for spectators, their effective implementation and management on the ground.

24. Experience should be gained by shadowing an Event Safety Officer at a minimum specified number of events before anyone is appointed as an Event Safety Officer. While shadowing, no other duties should be undertaken at these rallies. Relevant training should also be undertaken.

25. The MSA regulations should also specify and expand on the key roles of the event and spectator safety officers. The spectator safety officer role is currently set out in regulations with a limited explanation of their role – their integral role in terms

of spectator safety should be emphasised. In addition we would see the following as part of their role:

- Input into the safety plan at planning stage from the perspective of spectator safety;
- Responsible for approving each stage to go live after driving through and dealing with any spectator issues that arise;
- Available on radio for advice where issues arise;
- Required to stop the Spectator Control Vehicle where a problem arises and communicate with Rally HQ stating that stage won't start unless issues are resolved;
- Ensure that following course car(s) are informed of the location of issues and how they were dealt with;
- Following the event should provide the organisers with feedback identifying:
  - Any problems;
  - How they were tackled;
  - Any changes required to next year's event as a result.
- Event and Spectator Safety Officers at rallies might benefit from a network of support. The Association of Scottish Car Clubs should consider how a supportive network could be established e.g. by e-mail or annual meetings to allow the sharing of best practice and new developments. This could also usefully be extended to include a network for clerks of the course.

### **Liaising with others - multi-agency planning & involvement**

26. Organisers of multi-venue stage rallies should speak to external bodies or organisations like Local Authorities, authorising bodies and emergency services, who could at some point be involved in crowd or incident management at an event. There should be effective liaison arrangements in place on safety matters and if necessary, sharing of safety-related information. To facilitate this, some events in Scotland establish a planning group, which has proved very effective in considering public safety and event management in the wider sense e.g. the impact a rally might have on the local community. We think all multi-venue stage rally organisers in Scotland would benefit greatly from doing the same.

### **Managing uncooperative spectators and involvement of Police Scotland with multi-venue stage rallies**

27. The Review Group recognise that there can be times when spectators, photographers and press fail to respond to the direction of marshals and thereby put themselves and others at risk.

28. Event organisers need to make clear that uncooperative spectators, photographers and press are a threat to public safety and on that basis continued failure to comply will result in a delay or cancellation of a stage. Robust action must be taken to ensure that spectators understand the consequences of their actions.

Over time recognition that their unsafe behaviour will lead to delay or cancellation should lead to increased “self-policing” from spectators, with unsafe behaviour being challenged.

29. However there are times when marshals instructions are ignored and “self-policing” is insufficient or not appropriate. On that basis rally organisers may need to have recourse to the police to support stewarding and marshalling and to ensure effective implementation of the event safety plan. While the Review Group recognises that operational decisions on police deployment are a matter for the Chief Constable, there may be times when, at the request of the event organiser, an appropriate number of police officers are deployed to support event organisers in ensuring public safety. In such circumstances, the event organisers remain in all cases responsible for the safety and security of their event.

30. In accordance with existing Police Scotland policy, any services requested by event organisers would be provided on the basis of full cost recovery. The Review Group consider that if event organisers cannot cover in full or part the costs of any deployment of police officers specifically to support the implementation of the event safety plan, that the Scottish Government will provide appropriate financial support. This arrangement should be reviewed after two years to ensure effectiveness. The Review Group are clear that the scope of this recommendation is strictly limited to multi-venue stage rallies in Scotland and does not mean that the cost of all police services in relation to rallies should be met by the Scottish Government.

31. More generally, the group recommends that rally organisers should engage at a local level with Police Scotland at an early stage and throughout the planning process. In addition, where appropriate, a suitably experienced police liaison officer may be located in or in the vicinity of rally control whilst stages are being run. At a national level, Police Scotland has agreed to engage with the Motor Sports Association (MSA) in respect of marshal training.

## **The Safety Plan**

32. As a condition of a rally permit in future, all multi-venue stage rally organisers must create an event safety plan based on an assessment of the risks.

33. The safety precautions for one rally/stage will be different from those of another, but the same basic principles will apply. Safety plans should include very clear statements on how best to achieve and promote spectator safety to ensure that this is at the heart of every event. The plan should also set out very clearly the roles and responsibilities of every key official at a rally event. Specifically, the plan should also ensure that a very clear incident handling procedure is set out together with the roles and responsibilities central to responding to an incident.

34. To help organisers with the task of planning a safer event for spectators, we therefore recommend that the MSA and FIA work together to review existing international and national governing body guidance on rally safety plans, with a view to producing an improved safety plan template and guide for organisers to follow.

Once revised guidance is in place, the MSA should monitor compliance closely in the initial period following its publication.

### **Course cars**

35. As spectators frequently move around rally stages, issues need to be identified as close to stage start as possible. The spectator safety car is key to this. The spectator safety car should therefore run immediately before the zero cars and should be equipped with a loudspeaker and siren to alert the public that the rally stage is about to go live and improve communication with spectators. Consistent badging of course cars should also be introduced to ensure that the purpose of each car can be fully understood by spectators.

36. We recommend that standard information is developed and included in the programme/website/social media sites used by events to set out the course cars used and their functions

37. The zero car should continue to be a rally car driven at close to rally speed around the route. A 00 and 000 car, if used, should be run specifically in order to pick up on last minute safety issues, particularly with spectators. They therefore need to be driven at a speed that allows spectator safety issues to be identified. Both the 00 and 000 car should be prepared to stop to address issues and report them to race control. Any issues reported must be dealt with before stage start. Rally cars may find it harder to identify issues than, for example, a non-rally car such as a 4x4 with greater all round visibility. It may therefore be appropriate, where possible, not to use rally cars as 00 and 000.

38. Unnecessary course cars should be kept to a minimum e.g. sponsors cars.

39. Rally organisers should consider the advantages of having a spare car available and designated as an incident control car. Such a car(s) could be utilised where a significant incident happens i.e. ready to enter the stage to assist to deal with any issues arising e.g. spectators walking on the stage and to deal with them quickly so that they do not lead to the delay or cancellation of a stage. More than one stage can be running at any time and the spectator safety car may be some miles away from the area where an incident is happening. The additional incident control car(s) could therefore provide helpful assistance and should be considered further by rally organisers.

40. Currently, the governing body regulations require all course cars to have cleared the stage before the first competing car enters. This is not seen as an essential requirement and could be left to the discretion of the clerk depending on issues arising, length of the stage etc.

### **Management of and Communication with Spectators**

41. As recognised above in relation to the risks associated with uncooperative spectators, good communication with the public about the risks and the rules in attending rally events is absolutely fundamental to safety and the current arrangements should be improved.

42. The MSA should review and update the existing short spectator code and ensure that it's display in full at rally events and on rally websites is mandatory. We would also recommend that a short film is produced on spectator safety (under the auspices of the MSA) involving well known drivers and co-drivers that can be shown on rally websites.

43. Rally organisers should ensure that rally information is provided to local commercial radio stations and local press.

44. The identification of non-permitted/no-go areas on rally stages is fundamental to protecting the safety of spectators. We would recommend that the MSA gives consideration now to adopting the FIA standards on identifying low, medium and high risk areas on rallies with the attendant requirements on identifying non-permitted areas.

45. We recommend that, in future, rally organisers consider the added benefits of a designated "spectator stage" of the rally. There are existing good examples of this e.g. at the Scottish Rally at Heathhall in Dumfries. This can provide an easy to manage method of involving a wider range of local spectators who do not want to travel into the forest to see the rally but may want the opportunity to support it. **Town stages** may also be possible, in the event of future deregulation, for events currently held only on forest roads. A town held **ceremonial or processional** type event may be another good way to involve a wider range of local spectators.

46. **Spectators assisting cars back on the road** – this is a widely adopted and accepted practice at rallies. We acknowledge that as part of rally culture it is not an easy practice to address or change. However, from a safety point of view, it has the potential to create dangerous situations, particularly if combined with a shorter 30 second interval period between competing cars. As a first step, we recommend that the MSA leads on the preparation of some ground rules and guidance for rally marshals, competitors and spectators with the aim of limiting this practice and reducing the risks attached to it. This practice should also be considered further during discussions around future deregulation for closed roads rallies in Scotland. The MSA should develop a robust longer term strategy aimed at stopping this practice.

## **Control and Management of the Press**

47. The accreditation and management of the press and photographers at events should be further considered and improved. Press attendance at rallies should be subject to strict rules and press attendees must be prepared to obey the instructions of rally marshals. This is not necessarily the case at present and examples of press attendees standing in non-permitted areas have been noted by the Group. When an area is identified as unsafe, it should be regarded as unsafe for everyone without exception – spectators, press and marshals.

48. We recommend that the MSA introduces a more formal press accreditation scheme so that valid press credentials must be presented when signing-on. Press

should be required to wear numbered tabards at an event. Rally organisers should ask to see the risk assessment carried out by employers of their employees safe attendance at the event.

## **Rally Marshalling**

### **Competence of Marshals – experience and training**

49. Marshals are key individuals at all rallies and absolutely integral to safety for spectators and others at the event. It is essential that they are equipped with the necessary skills, experience and knowledge to manage safety. The Review Group considers that the training, education and briefing of those marshals requires specific attention and improvement beyond the current established practice.

50. A new **marshals' licensing scheme** should be introduced by the MSA and should include the following elements:

- Require rally marshals and trainee marshals to register with the MSA;
- Require all marshals to undertake mandatory basic training;
- Allow a trainee registered marshal (i.e. prior to undertaking training) to marshal at events when buddied with marshals from their own club who have undertaken basic training;
- Require trainee marshals to gain experience working with licensed marshals through a formalised buddy scheme where experience is recognised and recorded;
- Allow a licence to be issued once basic training is undertaken with a marshal then entitled to marshal at events on their own.

51. **Initial basic training** for all volunteer marshals, incl. on safety risks and spectator management, should be compulsory within a set timescale e.g. the first 6 or 12 months of volunteering. The buddying scheme should set out the numbers of events the trainee needs to attend. **Existing marshals should be required to undertake training and to obtain a licence.** Training should continue to be free at point of access. We would discuss the implementation of this further with the MSA with a view to it being feasible and proportionate for clubs to implement.

52. Refresher training e.g. annually should also be required. This could potentially take place online with hands-on training every two years.

53. Training available should include:

- People Management
- Handling conflict e.g. with spectators who refuse to obey safety instructions;
- Communication;
- Resilience;
- Consequences of serious accidents and information on how to behave if first on scene;
- The Marshal's own safety.

The MSA recently set out their designated competencies for marshals. We also recommend that the MSA reviews those designated competencies to ensure that safety is given an important recognised place and that ‘timing’, ‘radio’ and ‘sector’ marshal are not the only available progressions from “trainee marshal”.

### **Marshals - Recruitment and Retention**

54. The problems of recruiting new marshals and retaining existing volunteers are fully recognised. Rallying suffers from an ageing population of volunteers and with problems engaging younger people in the sport with the time and financial commitments required. We recommend that, in addition to the above, the Association of Scottish Car Clubs (with the MSA) considers implementing a marshalling partnership scheme. This would see a central body responsible for potentially co-ordinating marshalling requirements for events, operating a marshals register, providing a way to record the experience marshals gain and providing an incentive scheme with points awarded for volunteering that translate to end of season rewards (e.g. tickets to events etc.).

### **Marshals – Powers**

55. Currently marshals have no powers at all and this can cause problems where spectators refuse to co-operate and move from a dangerous area (or move back). These issues are covered in paragraph 27 onwards above. The Scottish Government is prepared to further explore the issue of conferring some limited powers on specified marshals including how that might be achieved.

### **Marshals - numbers**

56. At the planning stage, it is important that the rally organisers and rally officials discuss and agree the appropriate number of marshals required, even if this isn’t finalised until close to the event. However, there is no current requirement to set out the number of marshals on each stage or at each marshalled point and this information is not included in a written safety plan, although the requirement for radio marshals at mandatory points is included. Generally, stage commanders and the Chief Marshal will deal with this but, as marshals are volunteers, numbers available for a stage may not be finalised until the night before the rally starts. We recommend the following:

- A new requirement in regulations that safety plans must stipulate the minimum number of both radio marshals and marshals per stage based on an assessment of the risk and that the stage cannot run if that number is not available;
- That the safety plan should identify the main marshalled locations on each stage;
- That individuals who are signed on as trainee marshals on the day of a rally are buddied under the buddy system and given an induction by the marshals they are working with on the day.

## **Marshals - Role and Training of Medical Volunteers (and Rescue/Recovery Marshals)**

57. Training and organisation of medical volunteers for rallies has been organised and promoted by Dr John Harrington in Scotland. We would support the Scottish approach promoted by Dr Harrington i.e. emergency medicine trauma courses available throughout the UK. The training courses, including fire, crew extradition, winch recovery and related procedures, which are currently undertaken in Scotland for Rescue and Recovery Crews, should be acknowledged and promoted.

58. We recommend that first aid training is made available in future for drivers and co-drivers.

59. We recommend that the MSA reviews the current availability and deployment of rescue and recovery and medical vehicles. It has been noted that additional support for some rallies is needed from outwith Scotland and exceeds available Scottish resources.

## **Other Issues**

### **New Technology**

#### **Communication with and Tracking of Rally Cars**

60. Technology has developed to a point where it could support far better tracking of rally cars during the event i.e. live tracking of cars during the stages and two way communication with each rally car via a special radio provided at scrutineering.

61. Tracking systems are currently in use at larger rally events including the Jim Clark Rally in Scotland. The MSA is currently considering the added benefits of this and other similar tracking systems. We would encourage the MSA to finalise its consideration of tracking systems and decide whether the time is right to make a tracking system available to rally organisers.

62. We also recommend that the MSA makes additional radio frequencies available for use at stage rallies in the UK as the current arrangements are no longer adequate i.e. existing frequencies become crowded with the risk that important messages cannot get through via radio quickly enough.

#### **Advanced technological developments**

63. The majority of technological advancement in motorsport relates to the safety of the cars used and the drivers and co-drivers. There does not appear to have been much work aimed at addressing spectator safety. There may be some advancements that could, in future, be applied, for example, to the monitoring of spectator movements. We would encourage the MSA and FIA to consider this.

## **Programming of Events in Scotland**

64. The pool of resources to run rallies in Scotland is limited in terms of officials, rescue units, medical volunteers, radio crews and volunteer marshals. Overcrowding of the rally calendar with major events taking place over the same weekend can cause conflicting pressure on those limited resources. We recommend that the Scottish Association of Car Clubs or the MSA better co-ordinates the annual planning to ensure a clash of events is avoided.

## **The Governing Body Regulations – “The Blue Book”**

65. The Governing Body (the MSA) should review the existing regulations to implement the recommendations above and to ensure that the safety of the public, media and volunteers is a core recognised part of those regulations.

## **Motor Sport Event Safety Review**

**December 2014**

## INTERIM RECOMMENDATIONS – OCTOBER 2014

### SCOTTISH PARLIAMENT - WRITTEN ANSWER

**Joan McAlpine (South Scotland)(Scottish national Party):**To ask the Scottish Government whether it will provide and update on the progress of the review into spectator safety at motor sport events following the deaths of three spectators at the Jim Clark Rally on 31 May 2014.

(S4W-22755)

**Shona Robison:**

The review group on motor sport event safety began work in June following the tragic deaths of 3 spectators and injuries to several others at the Jim Clark Rally this year. A spectator had also been killed and another injured at the Highland Snowman Rally the previous year.

The group was established by the Scottish Government to *“Examine safety, specifically spectator safety, at motor sport events in Scotland and make recommendations to improve safety for future events.”*

The group is chaired by the Scottish Government and has a wide membership including representatives of the Motor Sports Association, Scottish Auto Cycle Union, Police Scotland, the Health & Safety Executive and a local authority. The group also benefits from expert advice from Sir Jackie Stewart.

The immediate priority was to consider safety at rallies and the group has now reached some early views on safety at multi-venue stage rallies in Scotland (those rallies where linked sections of forest or public roads are used, covering many miles – the majority of rallies, including the Jim Clark rally). The emerging findings are set out below. Further detailed work is being done on these and other recommendations around stage rallies. The group will also move on to consider other areas of 2, 3 and 4 wheeled motor sport with final recommendations expected around the end of the year.

I asked the review group to ensure that their findings were communicated to the organisers of the Mull Rally, that takes place this weekend on the Isle of Mull. The Mull Rally and Jim Clark Rally are the only two rally events in Scotland that take place on public roads. I am pleased to say, that the Clerk of the Course to the Mull Rally, Iain Campbell, is a member of the review group and has put some additional measures in place that reflect the emerging work of the group.

I look forward to the further work of the group to ensure that the safety of spectators is absolutely integral to the planning and running of motor sport events in Scotland.

## **Statement by the Review Group – Multi-venue Stage Rallies**

“Rallying in Scotland has a long history and is enjoyed by hundreds of dedicated individuals as spectators, drivers, co-drivers and volunteers. Scottish drivers and co-drivers have reached the highest levels of competition, for example, winning the World Rally Championship and building on Scotland’s motor sport tradition.

Motor sport in the UK operates in a heavily regulated environment. In addition, many rally events have a long history and have developed their own standards. However, the tragic events at the Jim Clark Rally this year and at the Highland Snowman Rally in 2013, where spectators were killed and others injured, and the devastating consequences for their families and friends, mean that it is appropriate to review the existing arrangements with a particular and important emphasis on spectator safety. Spectator safety has developed considerably since the mid-1990s and the Motor Sports Association as UK governing body has led the development of a number of initiatives aimed at improving safety. The FIA has also led some important developments at international level that the group has considered in the Scottish context.

Motor sport can never be 100 per cent safe for those taking part or those spectating at events. However, the review group considers that more can be done to improve safety at rallies.

The existing sports governing body regulations (“the regulations”) can be improved upon, and, in some cases, good practice at events exceeds those regulations. This can lead to a lack of consistency across Scotland in implementing safety standards at multi-venue stage rally events and work should be taken forward to address this proportionately.

Good communication with the public about the risks and the rules in attending rally events is absolutely fundamental to safety and the current arrangements should be improved. In addition, the accreditation of and management of press and photographers at events should be further considered and improved.

Volunteering is an integral part of rallying and we recognise that the sport depends on those volunteers to run and marshal events. However, rallying culture and the emphasis on volunteers and spectators getting close to the action also carries some risks that must be addressed.

The organisation of rallies in Scotland is handled by car clubs using volunteers. The group considers that it is essential that this volunteer-based organisation is augmented going forward with independent input from outwith the organising committee into the safety of the event by a new independently appointed safety delegate. This delegate would consider the safety of the public, volunteers and competing rally crews. The delegate would have input into the draft safety plan and the planning of the event, as well as spotting issues during the running of the event, and providing feedback following the event. In addition, as currently happens at some larger events, a multi-agency planning approach would bring in a wider range of views on event planning. The rally organising committee should consider event management in the wider sense as well as the sporting nature of the event.

Rallies currently have 3 stewards at an event. Two are drawn from the organising club and one is provided by the MSA and has input into the competitive running of the event (through a judicial role in the event of a dispute) and the overriding safety authority including authority to cancel the event. The lead official from the organising committee is the Clerk of the Course who is responsible for running the event. The role of the MSA steward at a rally should be adapted to ensure that the steward remains in rally HQ for the duration of the event and is available to provide dedicated advice and support to the Clerk of the Course. The Clerk of the Course should also remain in rally HQ.

Marshals are key individuals at all rallies and absolutely integral to safety for spectators and others at the event. The review group considers that the training, education and briefing of those marshals requires specific attention and improvement beyond the current established practice. Specific consideration is being given to arrangements for new marshals and to training for those who wish to progress to become specialist marshals, senior marshals, stage commanders or chief marshals.

The use of dedicated event spectator safety officers and spectator safety cars has developed at some events as good practice. This specifically assists with identifying potential problems related to spectators before each stage of the rally goes live. Both are therefore recommended as essential for a multi-venue stage rally.

The group is clear that, as spectators frequently move around rally stages, issues need to be identified as close to stage start as possible. The spectator safety car should therefore run immediately before the zero cars and should be equipped with a loudspeaker and siren to alert the public that the rally stage is about to go live. Consistent badging of course cars should also be introduced to ensure that the purpose of each car can be fully explained to spectators.

Safety plans have developed over the last few years and are generally produced by every rally in Scotland. Again much can be learned from the best practice available and the production of safety plans should be included in the sport governing body regulations in future as a mandatory requirement for all multi-venue stage rallies. Consistent guidance related to those plans will be considered further.”

SCOTTISH GOVERNMENT

**Membership of the Motorsport Event Safety Review Group**

Sir Jackie Stewart, Expert Advisor to the Group

Richard Foggo, Deputy Director, Active Scotland Division in the Scottish Government (Chair)

Tom Purves, (Non-Executive Director, Motor Sports Association)

Paul Carlyle (Chair, Scottish Auto Cycle Union)

Iain Campbell (Clerk of the Course, Isle of Mull Rally 2014)

Ron Cowan (Chief Spectator Safety Officer)

Jillian Shedden (Managing Director, Knockhill Racing Circuit)

Scott Grant (Service Manager, Leisure & Sport, Dumfries & Galloway Council)

ACC Bernie Higgins (Police Scotland)

Adrian Tinson (HM Inspector & Senior Policy Advisor. Health & Safety Executive)

Robert Reid (Consultant Performance Director, Motor Sports Association, FIA Institute Academy and former World Rally Champion)

**LIST OF SCOTTISH RALLY CHAMPIONSHIP MULTI-VENUE STAGE RALLIES**

**Snowman**

**Border Counties**

**Granite City**

**Jim Clark Reivers**

**RSAC Scottish**

**Speyside**

**Merrick**

**Colin McRae Forrest Stages**

**Galloway Hills**

**CLOSED ROADS EVENTS**

**Jim Clark**

**Mull**

**LIST OF RESOURCES USED (NOT EXHAUSTIVE)**

Motor Sports Association –MSA Yearbook 2014 – the “Blue Book”

Motor Sports Association (MSA) - Clerk of the Course and Scrutineering Training

Motor Sports Association (MSA) - Safety (Course) Cars, Their Duties

Motor Sports Association (MSA) - Concordat between the Forestry Commission and the MSA

Motor Sports Association (MSA) – car club guidance

Motor Sports Association (MSA) - Safety Study Report from 2002

Federation Internationale de L'Automobile – Rally Guidance

Federation Internationale de L'Automobile - Annex H to the International Sporting Code

Federation Internationale de L'Automobile - Rally Safety Guidelines

Purple Guide

The Green Guide

Website resources of the MSA and FIA and other motor sports organisations  
MSA training resources

A range of safety plans and other rally documentation from across the UK

HIERARCHY OF ROLES

