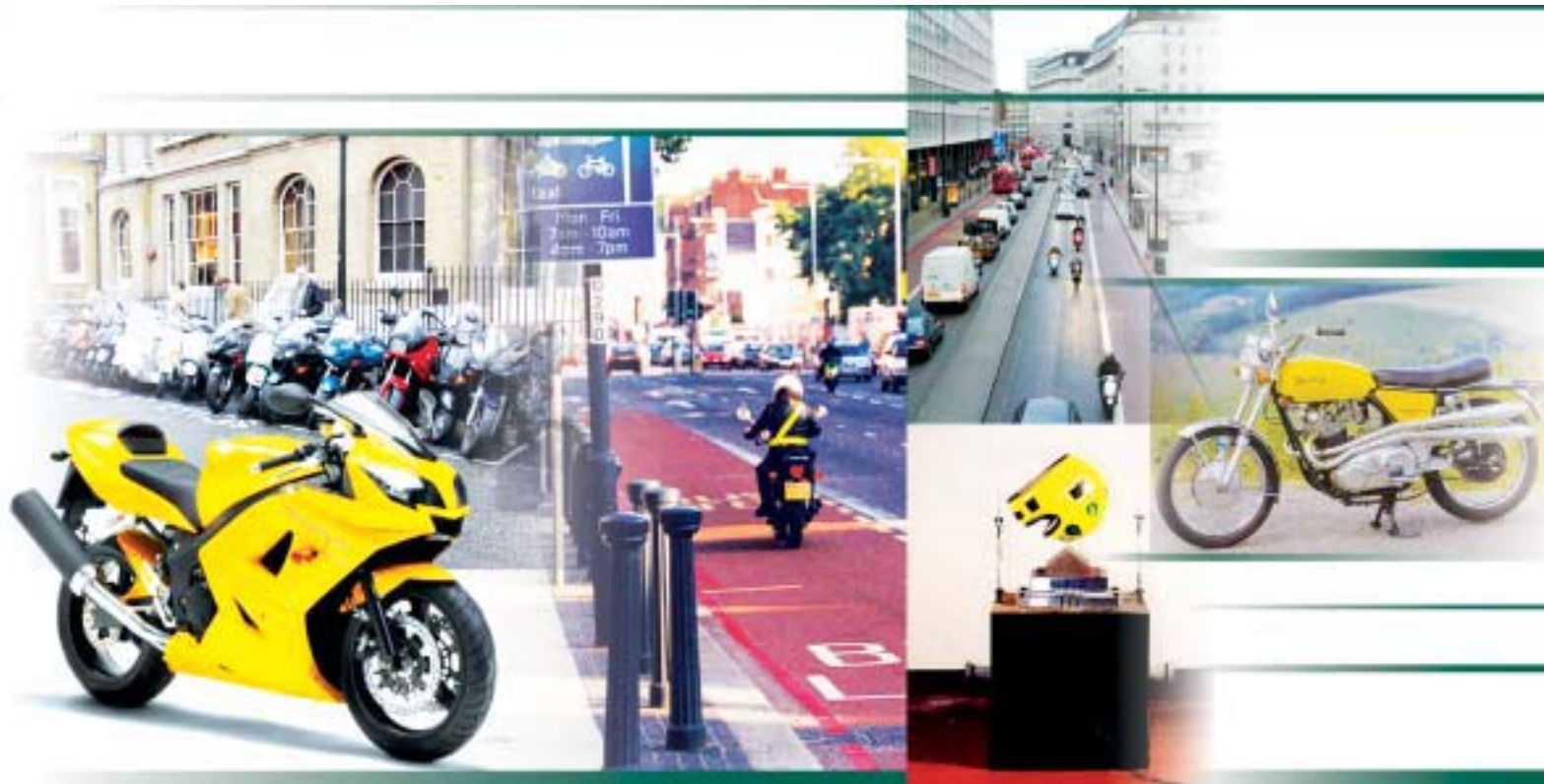


The Government's Motorcycling Strategy



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MINISTERIAL FOREWORD



The Government is committed to supporting motorcycling as an important part of the transport mix, working together with the motorcycling community to address

the needs of motorcyclists.

For many years the popularity of motorcycling has fluctuated, influenced by changes in the cost of motoring by car, the range and ease of use of the motorcycles and scooters, and changes in lifestyles – such as where we choose to live and work.

Recently we have seen a significant increase in motorcycling, with people turning to motorcycles to beat congestion, and, as we have become more wealthy as a nation, an increase in biking as a leisure activity with people riding for the sheer fun of it.

In the light of this increase having a national strategy for motorcycling is a clear priority. That is why we set up the Advisory Group on Motorcycling, with representatives drawn from a wide range of stakeholder groups, to help us identify and address the many issues and challenges that motorcycling raises, such as rider safety, vehicle security, and design standards. I would like to record my thanks to all the members of that Group for their work. Their input, culminating in their Report to Government, published in August 2004, has been invaluable.

The principal aim of our strategy is to ‘mainstream’ motorcycling, so that all the organisations involved in the development

and implementation of transport policy recognise motorcycling as a legitimate and increasingly popular mode of transport. We want to see an end to old stigmas and stereotyping – motorcycling can be a modern, practical way of getting around, and we all need to recognise it as such.

The mainstreaming of motorcycling brings with it rights and responsibilities. Motorcyclists have the right to expect both central and local Government to take account of motorcycling in the planning process, when designing and maintaining the road network, when managing traffic and when considering safety. In return, motorcyclists must recognise their responsibilities – to ride sensibly and safely within the law, be considerate to other road users, and to others more generally – for example those who wish to enjoy the peace and tranquillity of our rural areas.

This strategy is a beginning. It encompasses important initiatives including better training to take skills to a higher level; improving rider and driver attitudes and behaviour; improved motorbike design; better designed infrastructure and smarter traffic management. It sets out a clear programme of action for us, working with others, and for the motorcycling world itself – the industry and the user groups – building on the excellent co-operative platform developed through the Advisory Group. Together we can take forward this sensible, practical and deliverable package of measures to make a positive difference for motorcycling, and make sure that motorcycling takes its proper place in the transport mainstream as a safe, affordable means of transport.

David Jamieson

CHAPTER 1 – INTRODUCTION

1.1 This strategy for motorcycling is for England¹ and it applies to on-road motorcycling. The Department for Environment, Food and Rural Affairs (DEFRA) leads on issues raised by motorcycling off-road. On 20 January 2005, following consultation, DEFRA announced the Government's position on use of rights of way by mechanically propelled vehicles².

1.2 The strategy is supported by the programme of work undertaken by the Advisory Group on Motorcycling (AGM) and takes account of its views. The purpose of the AGM is described in Chapter 2, *Motorcycling – The Story So Far*. Its report to Government³, published on 2 August 2004, contains a wealth of background and information on motorcycling issues, as well as the recommendations to Government, and should be read in conjunction with this strategy.

The Strategic Context

1.3 Motorcycling is becoming increasingly popular. Some people are using motorbikes to beat congestion, others for leisure activity. We recognise this choice and believe that motorcycling has a role to play within the transport system. The theme of this strategy

therefore is ***to facilitate motorcycling as a choice of travel within a safe and sustainable transport framework.***

1.4 Motorcycles offer a number of benefits for riders. They can offer an affordable alternative to the car, providing independence and mobility, and widening employment opportunities, especially where public transport is limited. They can also provide quicker travel for riders in congested traffic conditions. Furthermore, many riders just enjoy motorcycling for the pleasure it gives them. Motorcycles also compare favourably to other classes of vehicles on most environmental parameters.

1.5 But we have to recognise that motorcyclists are our most vulnerable road users. Our aim is to make motorcycling a safe, enjoyable experience for those who choose this mode. This means taking account of the needs of motorcyclists, promoting safety measures and mainstreaming motorcycling, so that its needs are considered as fully as any other transport mode, in the development of transport policy.

1.6 Central Government cannot deliver the agenda for mainstreaming motorcycling alone. Local authorities, the police, the motorcycling community and others all have key parts to play. This strategy includes actions to be taken, and by which bodies, with target timescales (the schedule).

1 The Scottish Executive and Welsh Assembly are developing strategies for Scotland and Wales and the Department for the Environment and the Department for Regional Development, Northern Ireland considers policies for the province.

2 Use of Mechanically Propelled Vehicles on Rights of Way – the Government's Framework for Action (<http://www.defra.gov.uk/wildlife-countryside/cl/mpv/index.htm>).

3 Advisory Group on Motorcycling: Final Report to Government (http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_030137.pdf).

CHAPTER 2 – MOTORCYCLING – THE STORY SO FAR

2.1 This chapter summarises the history of motorcycling in Great Britain, covering how motorcycle traffic has changed in terms of:

- traffic volume;
- the popularity of different styles of motorbike;
- statistics on different aspects of motorcycling; and
- Government action to date to recognise motorcycling.

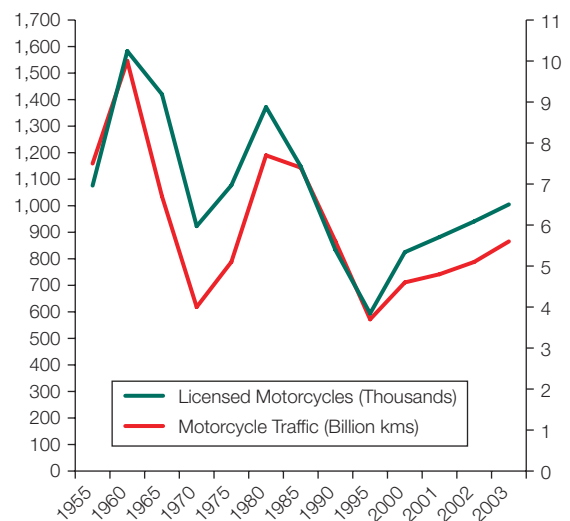
Motorcycling over the Years

2.2 Motorcycling in Great Britain has experienced marked peaks and troughs over the last 50 years. Motorcycle traffic rose from 4.4 billion vehicle kilometres (vkm) in 1950 to a peak of 10 billion vkm in 1960. By the early 1970s, it had fallen to less than 4 billion vkm, before rising again to 7.7 billion vkm in 1980. By the mid-1990s motorcycle traffic had declined again to 3.7 billion vkm, but has been steadily rising ever since. In 2003 the traffic figure stood at 5.6 billion vkm. This represents around 1% of all traffic. The increases in motorcycling as an activity have led to increases in casualties (See Chapter 6, *The Human Factor*).

2.3 As might be expected, there is a correlation between traffic trends and licensed stock (see Fig.1). In 1960 there were over 1.5 million licensed motorcycles

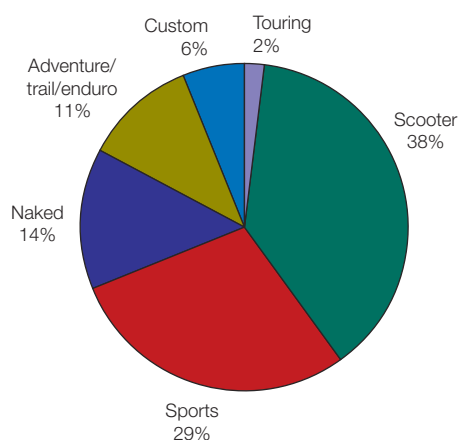
(the definition of motorcycle for licensed stock is “motorcycles, scooters and mopeds”; and throughout this document references to *motorcycles*, *motorbikes*, and *machines* should be taken to include motorcycles, scooters and mopeds). By the early 1970s this had fallen to 866,000, before rising again to almost 1.4 million in 1980. By the mid-1990s licensed vehicles reached their lowest point (594,000 in 1995). In 2003 the figure stood at over 1 million. The most noticeable change over time is the large increase in numbers of motorcycles with engine sizes above 500cc – from 200,000 in 1994 to 560,000 in 2003. Licensed stock also varies depending on season, with stock peaking in the summer months and lowest in the winter.

Fig. 1 – Licensed stock compared to traffic



2.4 Of all newly registered motorcycles in 2003, mopeds and scooters were the most popular, accounting for 38%, followed by sports bikes, which accounted for 29% (Fig.2).

Fig. 2 – Newly registered motorcycles by type



Motorcycling Statistics

2.5 To date, the Department for Transport has maintained a series of published data on motorcycling within its regular statistical reports on traffic and road safety, which cover all road users. In October 2004 we published the first compendium of motorcycle statistics. It covers information on motorcycling generally, including journeys and safety.

Action (i): we will update the compendium of motorcycling statistics from time to time, in collaboration with the Motorcycle Industry Association and make it available on the Department's website.

Government Recognition of Motorcycling

2.6 The benefits of motorcycling are recognised by Government. But the road safety issues have to be addressed. The Transport White Paper, *The Future*

of Transport⁴, published in July 2004, acknowledged that motorcyclists have the highest fatality rate of all road users. It emphasised the need for central Government to continue to work with the motorcycle industry, user groups, the police and others to address road safety issues, and to better integrate motorcycling into Government transport strategy.

2.7 Collaboration has been pursued through the Advisory Group on Motorcycling (AGM). The AGM was established in May 1999 to explore the role of motorcycling within transport with motorcycling interests. It addressed the full range of issues including safety, congestion and the environment. Since then, aided by advice from the AGM, our policies have begun to develop so that they better reflect motorcycling as a modal choice within the transport system. The AGM's report to Government is the conclusion of its work.

2.8 In March 2000, guidance on Local Transport Plans (LTPs) advised local authorities that all relevant aspects of LTPs should take account of the needs of motorcyclists. New guidance, issued in December 2004, entitled *Full Guidance on Local Transport Plans*⁵, advised that local authorities should take account of the needs of motorcyclists and find ways to ensure their safety.

2.9 We recognise that lack of transport can be a barrier to people living in rural areas in accessing training, education and employment opportunities. "Wheels to Work" schemes provide an innovative way of overcoming transport barriers.

⁴ The Future of Transport, a network for 2030 (http://www.dft.gov.uk/stellent/groups/dft_about/documents/page/dft_about_031286.pdf).

⁵ Full Guidance on Local Transport Plans: Second Edition (http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_504005.hcsp).

Funding via the Countryside Agency's Rural Transport Partnership, amongst other sources, has enabled development of a number of new schemes. In May 2002, the Countryside Agency published a Guide, *Two Wheels Work*⁶, to help in developing and implementing schemes, sharing good practice based on the experience of others. Furthermore, as part of the Transport Energy Best Practice Programme, we have published a Travel Plan Resource Pack for employers that includes details of ways that employers might assist motorcyclists.

⁶ Two Wheels Work, a good practice guide for developing and implementing Wheels to Work schemes (http://www.countryside.gov.uk/Publications/articles/Publication_tcm2-4280.asp).

CHAPTER 3 – THE ENVIRONMENT

3.1 There has been much discussion of the environmental benefits of motorcycles compared to cars and congestion benefits. Issues explored in this chapter are:

- motorcycle emissions and how they compare to cars;
- the impact of noise on the local environment; and
- the implications of motorcycling for congestion.

Emissions

3.2 Motorcycles are getting cleaner and, while their relative environmental performance has lagged behind the dramatic improvements achieved for passenger cars in recent years, the overall picture is moving in the right direction. More stringent emission standards for new motorcycles are to be introduced from 2006/7, and these are expected to bring the emissions performance of individual models closer to those of current cars, and better with respect to oxides of nitrogen (NO_x). These are set by the European Community (EC) for the purpose of type-approval of such vehicles and harmonisation of the internal market. EC Directives are mandatory and Member States must implement them by incorporation into domestic law⁷.

3.3 From 2005/6 significant additional emissions reductions will be introduced for new cars and other vehicles that will further reduce their NO_x and other emissions. This means that the **relative** contribution of motorcycles to the emission of these pollutants will increase and, especially for mopeds, the **relative** emissions of hydrocarbons (HC) could increase substantially, possibly resulting in the need to explore tighter controls.

3.4 Motorcycles have a clear advantage over cars in terms of carbon dioxide (CO₂) emissions and, the smaller machines (e.g. engine capacity less than 400 cm³) that dominate the urban/commuter sector, tend to have CO₂ emissions per kilometre travelled of less than half of those of the average car due to their far greater fuel economy. However, larger motorcycles can emit more CO₂ than some cars kilometre by kilometre because they offer far poorer fuel economy.

3.5 For the future, a new UN-ECE world-harmonised test method for the type-approval of motorcycles has been finalised which more closely represents real-world riding. This should, when incorporated into EU legislation in a few years time (a proposal from the European Commission is expected next year), enable a much better comparison between motorcycles and cars for both pollutant and CO₂ emissions.

⁷ The most recent standards are mandated by European Directive 2002/51/EC amending Directive 97/24/EC of the European Parliament and of the Council of 17 June 1997 on certain components and characteristics of two or three-wheel motor vehicles. This Directive is incorporated into UK law by Statutory Instrument 2003 No. 1099.

3.6 “On average”, the emissions performance of motorcycles compares favourably with that of cars, although on an individual basis this assessment is dependent on the pollutant under consideration, the type of motorcycle and the way it is ridden. However, the total level of urban emissions from motorcycles is minimal compared to other traffic sources. In 2003 NO_x emissions from motorcycles were estimated to be 0.97 kilotonnes (kT) compared to a total of 450.35 kT from road transport; for HC motorcycle emissions were 12.73 kT against a total of 275.63 kT from road transport. Our priority will be to focus on the more significant sources, whilst looking to the motorcycling industry to further refine engine and emissions performance for motorcycles.

Action (ii): we will encourage motorcycle manufacturers to continue to develop engines and exhaust technology to improve fuel efficiency and reduce emissions; and to promote the purchase of machines with better environmental performance.

Noise

3.7 Increasingly stringent standards have reduced noise levels from new motorcycles and modern machines emit much lower levels of noise than earlier models. Despite these achievements there remains a localised nuisance problem caused by some riders failing to maintain their motorcycles properly or illegally using machines fitted with after market ‘Not For Road Use’ exhaust systems or silencers. A relatively small number of such illegal machines can create a perception of motorcycles in general being very noisy.



3.8 There are already legal powers to deal with this problem, including a requirement for correct silencer markings (allowing silencers to be checked to ensure that they are not ‘Not For Road Use’ or ‘Track Use Only’ at the MOT test and at the roadside), and point-of-sale controls promoted by the Motorcycle Retailers Association are welcome. Although enforcement can be difficult the best results in dealing with illegal silencers are achieved when the police and local authorities work in tandem to address specific local problems.

3.9 There are other ways to address this issue. We welcome the Advisory Group on Motorcycling (AGM) recommendation for a campaign to ‘win the hearts and minds’ of riders to keep their machines to road legal specification. However, to be most effective, we believe that this campaign should be led by the motorcycle industry, retailers and rider user groups, rather than by Government. A campaign is more likely to receive a positive response if riders see it as an issue for those who build and sell motorbikes, and those who represent the users. We would of course support and endorse such a campaign.

Action (iii): we will press for and give support to a campaign, led by the motorcycle industry, retailers and rider user groups, to encourage riders to keep their motorbikes road legal for noise.

Congestion

3.10 One of the main claims made for motorcycling has been its ability to reduce congestion on the grounds that motorcycles take up less space than cars and are able to filter through stationary traffic. So switching from cars to motorcycles ought to increase network capacity. But there has been very little research into the **choice** of motorcycling compared to other modes, or into the effect of such switching between modes on congestion on the road network. We therefore commissioned research from Halcrow⁸. This showed that this is a complex issue. If the switch of mode was simply between a single occupant car and motorcycle, then there clearly would be congestion benefits. By contrast, a switch simply from public transport to motorcycling would add to the vehicles on the road and so add to congestion. However, where there are large numbers of motorcycles – principally large urban areas – there is often also better public transport and more choice between modes, especially in peak hours when congestion is most prevalent. In these circumstances a switch from single occupancy cars to mass transport could, overall, have a more significant impact on addressing congestion whilst promoting accessibility.



3.11 One of the conclusions from this initial research was that road user charging could have a significant effect on encouraging motorcycle use, assuming motorcyclists were not charged (the London charge does not apply to motorcycles).

3.12 The analytical basis for transport and traffic modelling for cars, goods vehicles and public transport has developed over many years. The Department's research into motorcycles and congestion and mode choice was the first significant piece of work in this country in this area. It is a topic that provides opportunities for research institutes to develop and improve methodologies and modelling techniques so as to incorporate the impacts on motorcycling into the analysis of policy

⁸ Motorcycling and Congestion, published by Halcrow in 2001.

options. For example, research at Southampton University, which the Department and industry have been supporting, has been collecting extensive data on motorcycle use to better understand the factors that affect the choices riders make. We have published our own research to provide a contribution to the development of appropriate methodologies. The initial work was the Halcrow study mentioned above and a more recent Rand/WSP⁹ study identified a range of possible future areas of research.

⁹ Motorcycles and Congestion: The Effect of Modal Shift (three reports – phases 1, 2 and 3), published by RAND Europe in 2004.

CHAPTER 4 – INFRASTRUCTURE AND TRAFFIC MANAGEMENT

4.1 Infrastructure needs to be designed and maintained taking into account the needs of motorcyclists. This chapter examines design issues and linkage with traffic management, focusing on:

- how design can be improved to take account of motorcycles;
- the importance of parking provision;
- the need for land-use planning to consider motorcycling; and
- traffic management issues.

Design

4.2 Historically, much of highway design has concentrated on road layout and structural requirements. Road layout has been strongly influenced by safety and capacity issues and in many cases also by the need to accommodate a wide range of vehicles. Structural requirements (i.e. durability and the need to minimise whole-life costs) have been influenced by the impact of larger and heavier vehicles using the roads. The size, weight and manoeuvrability of motorcycles have meant that they have not featured much as a factor in the design of roads and associated infrastructure. In most situations, motorcycles will have no difficulty in negotiating roads which have been designed to accommodate a wide range of other vehicles.

4.3 Nevertheless, there are some characteristics of motorcycles that do warrant attention in the design of roads for particular situations. These are principally

related to the susceptibility of two wheeled vehicles to the nature of the road surface and the vulnerability of riders if accidents do occur. Concerns include, for example – manhole covers with inadequate skid resistance or located in the carriageway where motorcyclists could be leaning into a bend; poor or infrequent maintenance; inadequate reinstatement after works in the road, that leave potholes or uneven surfaces which can destabilise two wheeled vehicles; and safety barrier posts or other street furniture located where there is a risk of motorcyclists hitting them if they come off their machines.

4.4 The traditional approach is changing, giving more attention to the particular needs of motorcyclists. For example, the Highways Agency (HA) has been investigating a number of areas relating to safety. In particular, safety fences and manhole covers, and is actively considering motorcyclists in building, managing and operating the trunk road network.

Action (iv): the Highways Agency will be including motorcycles as a mode to be addressed in its Safety Action Plan; and will ensure that the particular needs of motorcyclists are taken into account, where appropriate, in the design, maintenance and management of the motorway and trunk road network.

4.5 On local roads the responsibility for highway design lies with local authorities. While some advice does already exist about the needs of motorcyclists on the highway, this tends to be spread across a number of different documents. Awareness amongst authorities is consequently sometimes patchy. We therefore welcome, and have supported, the initiative of the Institute of Highway Incorporated Engineers (IHIE) to prepare guidelines

on the provision for motorcyclists on the highway. This is expected to be published early in 2005. It will provide advice and good practice to practitioners in local authorities and others involved in designing, maintaining and managing the road network, and the HA will bring the guidelines to the attention of the authors of the Design Manual for Roads and Bridges so that engineering advice will gain consistency.

Action (v): we are supporting the development of engineering guidelines by the Institute of Highway Incorporated Engineers (IHIE), and will work with the Institute to raise awareness of good practice amongst local highway authorities and the Highways Agency; and we will keep under review the case for developing further guidance to supplement the IHIE document in the light of emerging experience and research.

4.6 We are currently working with local and national highway authorities in revising the Code of Practice on Maintenance Management. This will be published in July 2005 by the Roads Liaison Group which is the forum which brings together representatives of all highway authorities across the UK.

Action (vi): we will revise the Code of Practice on Maintenance Management in such a way that it specifically takes account of the needs of motorcyclists.

Parking

4.7 Motorcycles can be especially vulnerable to theft when parked. Security is significantly enhanced where the motorcycle can be chained to a fixing device anchored in or adjacent to the road. We introduced legislation in the Transport Act 2000 to put beyond doubt the legality of highway authorities providing such

secure motorcycling parking devices. We also issued Traffic Advisory Leaflet 2/02, *Motorcycle Parking* (website www.dft.gov.uk), to publicise the new powers and encourage local authorities to consider using them. There is some evidence that the number of secure parking facilities for motorcycles has increased, although this still remains the exception rather than the rule.



4.8 A further issue in relation to motorcycle parking is the amount and distribution of designated motorcycle parking spaces in urban areas. In town and city centres parking restrictions are often extensive and parking during the day is only possible in designated bays. There are specific issues that highway authorities need to consider when locating motorcycle parking, such as the vulnerability of motorcycles being knocked by passing traffic and the security benefits of being located where people are likely to be passing by on a regular basis. But experience is that whereas bays for cars are usually spread across the whole area, motorcycle bays tend to be concentrated. On the other hand, it is sometimes possible to provide motorcycle parking facilities in spaces where car parking would not be physically possible.

4.9 The amount and location of motorcycle parking should be integral to the issues considered by authorities in developing their parking strategies for inclusion in their Local Transport Plans (LTPs). Transport operators may also have an interest in the provision of motorcycle parking for facilitating multi-modal journeys, for example at rail stations or park and ride sites. Particular issues may arise where motorcycle use increases quickly and the demand for motorcycle parking outstrips supply. If this happens and it is neglected, the result can be inappropriate parking on footways and elsewhere to the inconvenience of pedestrians and other road users.

Planning Policy Guidance and Local Transport Plans

4.10 Over recent years Planning Policy Guidance Notes have included, where appropriate, much more explicit reference to the consideration of motorcycles in the planning process. This can be relevant to issues of accessibility (especially for younger people in areas where public transport is limited); appropriate parking provision in new development; the role that motorcycles can play as an alternative to the car especially, for journeys to work; and the role of motorcycles in Travel Plans that may be linked to new developments.

Action (vii): we will ensure that motorcycles continue to receive appropriate attention in future reviews of planning guidance documents.

4.11 The guidance that preceded the first round of LTPs included extensive discussion of motorcycling, and this was reflected in many of the plans drawn up by authorities. Monitoring of the plans and subsequent Annual Progress Reports showed that the extent to which

motorcycling issues were being incorporated in LTPs was increasing, albeit slowly.

4.12 The guidance issued in December 2004 for the second round of full LTPs⁵ has a rather different approach to the first round guidance, specifically being less detailed and prescriptive, leaving more flexibility to local authorities to set out how they achieve the intended outcomes. Nevertheless, the guidance does include reference to motorcycles. The IHIE guidance mentioned above should provide further useful guidance to authorities in identifying options and good practice for addressing issues which affect motorcyclists.

Action (viii): without being prescriptive, we will continue to encourage local authorities to give proper consideration in their LTPs to appropriate provision for motorcyclists.

Travel Plans

4.13 Over recent years, we have encouraged and supported the development of Travel Plans as a means of managing traffic demand in local areas. Some of these have centred on schools, some around individual businesses, others covering wider areas such as town centres or business parks. The Framework for Sustainable Development on the Government Estate, launched in July 2002, set out travel targets to be achieved by all Departments by 31 March 2006. These included, against a baseline year of 2002/03, to reduce single occupancy car commuting to the workplace by 5%.

4.14 Investigation has shown that few plans suggested that motorcycles had much to offer towards reducing the impact of travel, especially travel by car. In some instances this is not unexpected e.g. for

travel to school. In other cases it may be that the options have not been fully considered. Nevertheless, some plans had significant provision including, secure parking at prime locations (alongside bicycles) at the work place; pool scooters for use of employees in the course of work; and the use of motorcycles rather than cars for employees who needed to move regularly around an area during the day.

Action (ix): we will review the general guidance on Travel Plans and Government guidance to Departments, to check that it adequately reflects the role that motorcycles can play in Travel Plans, drawing on relevant and cost effective good practice from experience so far.

Traffic Management

4.15 Highway and traffic authorities deploy a wide range of traffic management measures across their road networks. Some are specifically targeted at improving road safety, others at increasing the capacity at junctions, others at keeping traffic away from sensitive areas. Especially in busy urban areas, there is competition for road space among many different groups of road users, including those who use the road for the movement of people and goods by different modes and those living, working and doing business in an area who need the roads for access. Many traffic management measures involve giving priority to one group of road users over another in particular areas or at particular times of the day, in order to achieve an authority's policy objectives e.g. dedicated bus/taxi lanes. This can create tensions between groups of road users. There has sometimes been a tension between the views of motorcyclists and other road users about the allocation of road space between various classes of users.

4.16 It has been difficult to move from debates based on perceptions to those based on evidence because of the lack of research and data about the consequences, especially for safety, for motorcycle and other vulnerable road user shared facilities. We have been carrying out research into two areas where this has arisen – the possibility of allowing motorcycles into bus lanes and into advanced stop lines at junctions.

Motorcycles in Bus Lanes

4.17 The current Departmental advice on bus lanes, *Local Transport Note 1/97: Keeping Buses Moving* (published by the Stationery Office), recommends against allowing motorcycles to use bus lanes. But it recognises that it is for individual traffic authorities to decide what is appropriate in their circumstances. Several authorities have chosen to allow motorcycles into their bus lanes. Some of these lanes have been monitored through our own and other research programmes to try to obtain substantive evidence of the effects on other road users of motorcycles to use them. Although these studies have not finally concluded, the evidence so far suggests that there are no apparent safety disbenefits from allowing motorcycles to use bus lanes.

Action (x): we plan to review the Department's Local Transport Note 1/97, *Keeping Buses Moving*, during 2005 and will include consideration of the position on motorcycles as part of that review in the light of the results of research.

4.18 Experience of the M4 bus lane has shown that in those particular circumstances allowing motorcycles into the bus lane appears positively to have improved safety for motorcyclists. While

this is a very different situation from a typical bus lane on an all-purpose urban road, it underlines the need for highway authorities to look at individual cases on their merits. It will continue to be for local authorities and the HA to consider what is appropriate in each situation.

Action (xi): we will carry out further trials before making any decisions about the implications of motorcycle access to advanced stop lines.



Advanced Stop Lines

4.19 Advanced stop lines are increasingly being provided at signalled junctions to provide a safer place for pedal cyclists to wait for a green signal, especially when they are turning right. We commissioned some initial research into the effects of allowing motorcycles into advanced stop lines. This is more complex than bus lanes, affecting the design of junction approaches and the regulations governing the relevant signs, signals and road markings, as well as the interaction between motorcycles and bicycles. Results so far have been inconclusive.

CHAPTER 5 – THE MOTORCYCLE AND RIDER EQUIPMENT

5.1 Good motorcycle design along with riders using the correct clothing helps reduce risks and contributes to making motorcycling a safe and enjoyable experience. But as with many aspects of daily life, making the right choices is essential in getting the most from motorcycling. This chapter focuses on the issues we believe are important:

- motorcycle design and engineering to improve safety and security;
- clothing and equipment to make riders more comfortable and to help reduce the severity of injury;
- practical design issues which may help motorcyclists to be seen; and
- motorcycling culture.

Engineering

5.2 In the last 20 years or so there have been major advances in motorcycle design compared to the machines that were commonplace on our roads in the 1970s and 1980s.



Machines today are bristling with advanced technologies: from engines and transmissions on the one hand to brakes and tyres on the other. These combine with new materials and production techniques to produce noticeably better engineered motorcycles.



5.3 The performance of motorbikes has been transformed and that offers challenges to both motorcyclists and other road users. Some of these can be addressed through changes to machine design while others require improvements to car and heavy vehicle (e.g. lorries, buses, etc.) design. In this section we review options for motorcycle improvements in both primary safety – assisting in preventing accidents **happening**, and secondary safety – reducing the degree of injury when accidents do **happen**.

Design

5.4 Good machine design can reduce injuries. We recognise that measures aimed at delivering safety improvements can often intrude upon basic design and styling aspects of motorcycles and for this reason can be controversial. The Advisory Group on Motorcycling (AGM) considered that the results of a major European research

project (the MAIDS project) could provide useful insight and supporting information on the main areas to improve safety.

Action (xii): we will work with stakeholders to consider the implications of the MAIDS report and any other relevant research.

Motorcycle Assessment Programme

5.5 The EuroNCAP system of transparently rating new cars for safety has led to noticeable improvements in car safety in a relatively short time, and we are aware that some motorcycle manufacturers are placing a greater emphasis on safety engineering. The AGM recognised that a similar approach may provide a useful safety benefit for motorcyclists and recommended that further work should be undertaken.

Action (xiii): we will consider the potential for improved rider safety that a consumer information assessment programme for motorcycles could deliver.

Brakes

5.6 The braking performance of all vehicles is fundamental to their safe use on the road. Advanced braking systems such as anti-lock systems improve braking by helping drivers retain control in slippery road conditions. Anti-lock systems are now available on most new cars and heavy vehicles throughout Europe but for motorcycles this is not the case. Advanced braking systems for motorcycles have been available for a number of years, but until recently uptake by manufacturers has been slow. Increasing numbers of manufacturers now offer systems across a wide range of machines.

5.7 The AGM's view was that it would like to see wider implementation of these systems and it also recommended that riders would benefit from better training in their use. In fact, a greater number of machines are already now being fitted with advanced systems. We welcome the manufacturers' decision to offer such systems within a broad range of makes and models.

Brake Linings

5.8 The AGM identified a potential road safety risk should some aftermarket replacement brake linings fail to provide the same level of performance as those fitted when the machine was new. It recommended implementing the tougher requirements of United Nations ECE regulation 90:01 on replacement brake linings.

5.9 We are not currently aware of any significant road safety risks arising from the current supply of aftermarket products but we will review the evidence with the industry and motorcyclists and seek to establish the extent of any risk.

Action (xiv): we support initiatives by motorcycle manufacturers and retailers to improve knowledge of advanced braking systems and how to maximise the road safety benefits. We will seek to establish the road safety risk from current replacement brake linings in collaboration with manufacturers and users.

Tyres

5.10 Motorcyclists rely upon various factors in choosing correct and safe tyres for their machines. Tyre retailers and press reviews often advise consumers on the best tyre choice and the approval mark provides a further level of confidence for

purchasers. The AGM suggested that internet purchases represent an increasing proportion of tyre sales. It argued that this and other market changes could present a risk to consumers in making poor decisions and that a new consumer information programme might help. We agree that if new purchasing routes are creating potential road safety risks then a consumer information programme may provide a solution. But before we develop our ideas on such a programme, we would first need to quantify the risk to road safety and consider the relative priority of this against other measures.

5.11 The AGM also recommended that a check on tyre approval marks be included in the annual roadworthiness (MOT) test to provide a further check on tyre safety. We agree that this could be a useful additional measure and one that might be welcomed by users provided it could be demonstrated there was a clear benefit to safety.

Action (xv): we will work with the tyre industry, motorcycle retailers and users to review current practice on tyre information and to draw conclusions about what, if any, measures should be pursued, and by which agencies. In conjunction with the same stakeholders, we will consider whether tyre approval marking should be an additional requirement for the MOT test – basing any decisions upon evidence of costs and risks to road safety.

Lights

5.12 It is commonplace nowadays for motorcyclists to use dipped beam headlamps to help improve their daytime conspicuity. Some motorcycles have the headlamp linked to the ignition switch such that the dipped beam is automatically switched on when the engine is started.

5.13 Some EU Member States have mandatory requirements for motorcycles to use dipped beam lamps while other countries have mandatory provisions for all vehicles. The European Commission has been studying daytime running lamps and has recently published their report into the possible road safety benefits of introducing daytime running lamps to all vehicles. We will consider this report carefully in conjunction with other available evidence.

5.14 Two further lighting issues identified by the AGM were ‘automatic headlamps on’ (AHO) and direction indicator warning tell-tale lamp location. International discussions on AHO have now concluded with a clear majority in favour of this technology. In practice this means that most new machines will be fitted with headlamps that illuminate once the engine is started. We recognise that this may reduce rider choice but the technology is consistent with current practice by many motorcyclists in Great Britain.

5.15 Before deciding how to proceed to improve the visibility of direction indicator tell-tale lamps to help riders, more evidence is needed to quantify the nature of the problem and the extent to which it affects road safety. We believe that this is an area for joint working.

Action (xvi): we will review the Commission research on daytime running lamps and press for evidence to ensure that motorcyclist safety is not undermined if the European Commission proposes wider application of daytime lamps. We will join with the user representatives and manufacturers to assemble evidence to support preliminary views on the safety implications of tell-tale lamps.

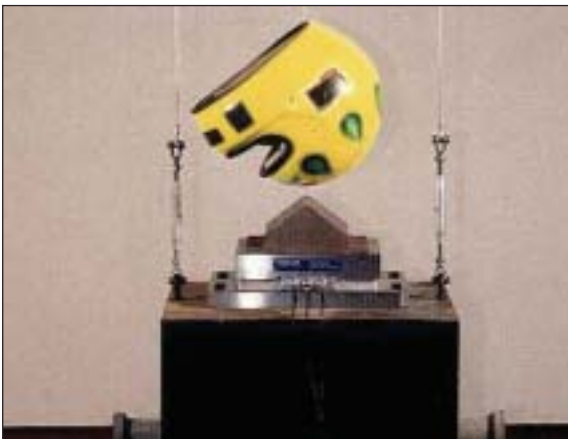
Equipment and Clothing

5.16 This section looks at measures to alleviate the degree of injury in the result of an accident, through the use of effective clothing and equipment.

Helmets and Visors

5.17 The safety benefits of correctly fitted helmets are well known. We have led a European research project to improve the current minimum standards of helmets and visors. A follow-up project should be completed by the end of 2005 to help deliver these standards, which may then lead to a rating scheme for helmets and visors in 2006¹⁰.

5.18 We welcome collaborative initiatives such as those already underway between user groups and retailers highlighting the benefits of correctly fitting helmets as a positive step for road safety.



Clothing

5.19 While the value of wearing a correctly fitting and properly secured helmet is now widely recognised, there is less widespread recognition of the case for riders and passengers wearing appropriate protective

clothing. There has been considerable growth in recent years in the range of clothing available and in addition to offering weather protection, purpose-designed CE marked motorcycle clothing can incorporate protective 'armour'. Many leisure riders invest in leathers or suits using advanced materials such as Kevlar, in addition to good quality boots and gloves. But some riders still go no further than the purchase of a helmet.



5.20 We recognise that the cost of protective clothing might appear high and add to the overall start-up costs riders face when buying a machine. Nevertheless, we believe that user groups, trainers and retailers have a key role to play in promoting the value of purpose designed protective clothing, particularly to new riders.

Action (xvii): we support collaborative initiatives by user groups, trainers and retailers promoting the correct fitting of helmets and encourage them to develop these for all sellers of motorcycles and rider safety equipment. We will encourage new initiatives by trainers and motorcycle retailers to raise awareness on the importance of the right clothing to reduce the seriousness of injury and improve conspicuity.

¹⁰ Further details of this project can be found at www.mhap.info

Vision

5.21 Good all-round vision is a key factor for all road users. Motorcycles are often used in mixed traffic conditions, for example commuting on a daily basis, but while many riders take great care over their own ability to see and ensuring that they can be seen by others, the factors affecting safety are sometimes beyond their direct control.

5.22 Two issues were raised by the AGM on vision: one relates to motorcycle design, and one to other vehicles, and **cars** in particular.

5.23 Although it is a requirement for a rear view mirror to be fitted on all motorcycles, motorcyclists have expressed concern that the positioning of mirrors on some machines provides poor rear vision. We accept that this could be a problem for some motorcyclists and some motorcycle models but we do not currently have evidence to support an assessment of the road safety risk.

Action (xviii): we will join with the user representatives and manufacturers to consider the size of the problem concerning rear vision, assess the road safety risk and develop appropriate solutions.

5.24 The problem of motorists who injure motorcyclists because they “*looked but did not see*” is well known, and discussed at Chapter 6, *The Human Factor*. An associated issue of increasing concern for the safety of all vulnerable road users is the possible effect on accident causation from an increase in the width of windscreen pillars on newer cars. These thicker pillars (so called ‘A’ pillars) reflect improvements made by car manufacturers for car occupant safety. But the concern is that as

pillar thickness increases, the view from the driving position reduces, enlarging the blind spot. This can be a particular problem at junctions and where traffic streams merge, potentially making motorcyclists and cyclists temporarily “invisible” to the car driver.



5.25 We are currently researching the potential accident risk from increasing ‘A’ pillar thickness on newer cars. Once this work is completed we will consider whether amendments to current international regulations are necessary and develop an action plan to address the issue.

Action (xix): we will complete our on-going research on ‘A’ pillars, consider the implications for regulations and, if necessary, address the issues through the European Commission or the UN-ECE in Geneva.

Diesel Spillage

5.26 We are aware of continuing concern from motorcyclists about diesel spillages from vehicles and how this contributes to accidents. We accept that this could be an important issue but believe that more robust evidence is needed to quantify the road safety risk and to identify precise causation factors.

5.27 We also believe that developing and implementing solutions must involve the wide range of stakeholders that can contribute. This might include heavy vehicle drivers, motorcyclists, training and education providers, highway authorities, to consider delivery mechanisms for improvement, such as improved vehicle engineering standards. One solution for improved engineering could be to implement for heavy vehicles the fuel spillage requirements in the fuel tank Directive¹¹.

5.28 We also welcome initiatives by the motorcycling organisations to raise awareness of potential dangers of diesel spillage.

Action (xx): we will work closely with interested organisations to develop a clear understanding of the road safety risk of diesel spillage and to develop solutions.

different type of machine. The AGM recognised this and recommended that manufacturers and retailers place greater emphasis on the merits of other models.



Action (xxi): we look to manufacturers and retailers to place a greater emphasis on the full range of models available.

Culture

5.29 The sports bike phenomenon is relatively new. It has taken off in recent years with riders choosing these high performance motorbikes for exciting leisure riding. We do not believe it is for Government to prescribe the style of machine riders should purchase. However, it is important that riders make an informed choice, and, in particular, understand the degree of training and skill required for a rider to be fully in control of some of the more powerful machinery available. Furthermore, these motorbikes will not suit everyone and some riders will prefer a

¹¹ Council & Parliament Directive 2000/8/EC dated 20 March 2000 amending directive 70/221/EEC relating to measures concerning liquid fuel tanks and rear underrun protection of motor vehicles and their trailers.

CHAPTER 6 – THE HUMAN FACTOR

6.1 The level of motorcyclist casualties is worrying. Very rarely does a road user suffer injury as a result of a genuine accident in which no-one is at fault – for example, a critical component breaking unexpectedly or extreme weather conditions. Casualties are usually the result of an error by one or more of the parties involved – ‘the human factor’. This chapter covers:

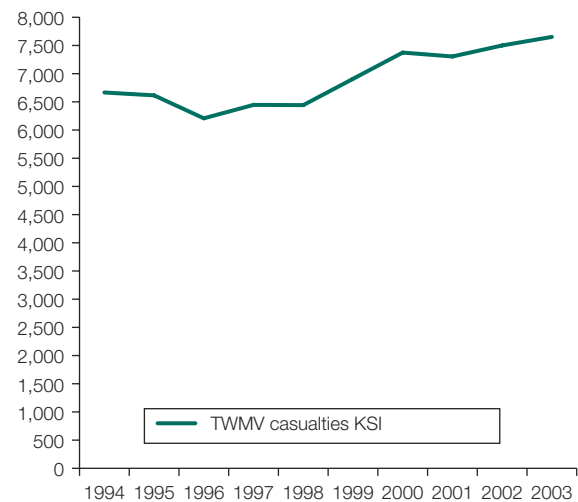
- the changing trends in casualties;
- accidents and their causation;
- training and testing initiatives to improve rider skills; and
- how education and publicity can help to change behaviour.

Casualty Trends

6.2 Motorcyclists represent a large proportion of road casualties in relation to their numbers. They make up only around 1% of road traffic but suffer around 20% of deaths and serious injuries. The statistic that one in five deaths on the road is now a motorcyclist is sobering.

6.3 Casualty statistics for 2003 show that deaths and serious injuries are rising (see Fig.3). The marked difference is in deaths. These rose to 693 compared to 609 in 2002 – a 14% increase, continuing a trend which began in the mid-1990s.

Fig. 3 – Motorcycle KSI casualties: 1994-2003



6.4 More women are taking up motorcycling, but the vast majority of motorcyclists are male. This is reflected in the casualty statistics. In 2003 about 11% of casualties were female.

6.5 Accidents involving younger riders tend to occur in urban areas and involve smaller machines (Fig.4). There are fewer on rural roads (Fig.5). For older riders (aged 25 and above) they are more evenly spread between urban and rural areas and involve larger machines (compare Fig.4 and Fig.5). However, there have been two significant changes in trends in recent years:

- deaths and serious injuries on rural roads are rising, and there are now more deaths on the rural roads than in urban areas; and
- older rider casualties are not reducing until riders are in their early 40s, and that age group is featuring more strongly than before.

Fig. 4 – KSI casualties in urban areas by size of motorcycle and age: 2003

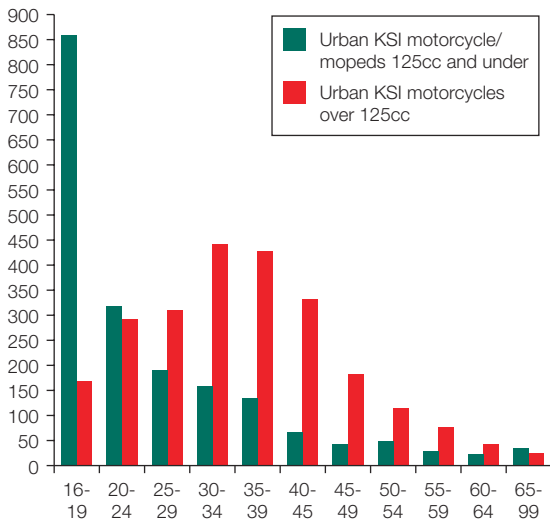
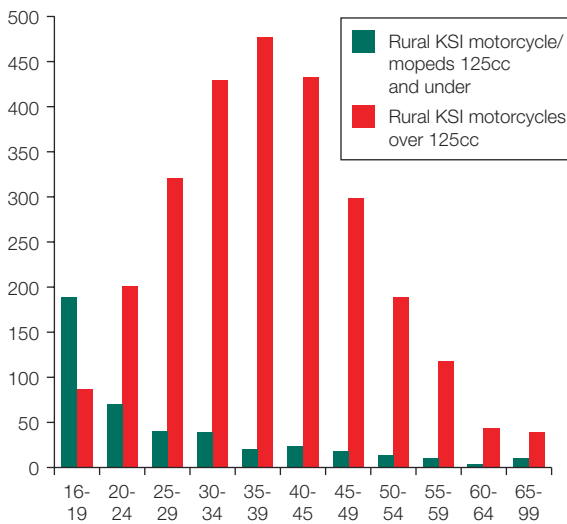


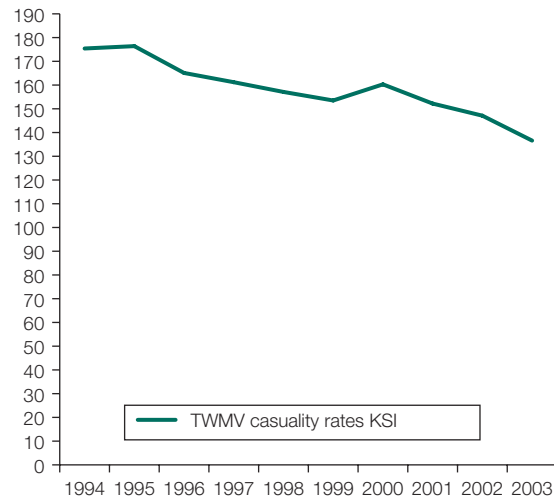
Fig. 5 – KSI casualties in rural areas by size of motorcycle and age: 2003



6.6 The increases in KSI casualties shown in Fig.3 are not so surprising when we know that motorcycle traffic has also been increasing. Increases in traffic can of course affect the number of casualties, and we need to take account of that. Looking at the KSI casualty *rate* (Fig.6), in the ten years from 1994-2003, motorcycling appears to have become relatively safer, but this does not apply to ‘fatal’s. This is more variable, but the underlying trend, especially in

recent years appears to be upward, and a direct comparison with 1994 shows that the ‘fatal’ rate has risen 6% since then.

Fig. 6 – KSI Casualty rates: 1994-2003



Action (xxii): we will systematically measure motorcyclist casualty rate as a secondary indicator to the number of casualties.

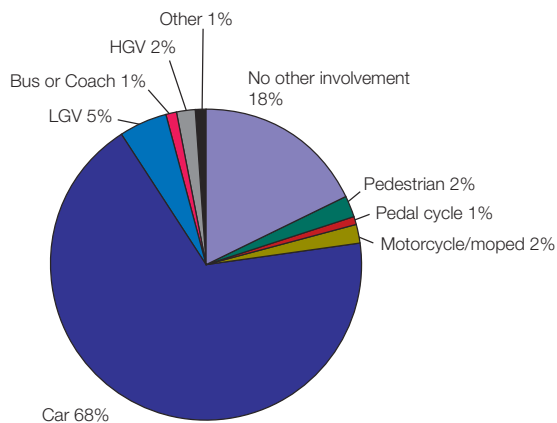
6.7 However, increased traffic does not necessarily lead to increased casualties. In Greater London motorcycle traffic appears to have been increasing since the early to mid 1990s, and notably since the introduction of congestion charging in the Central Zone, whilst casualties have been decreasing since 2001. This casualty reduction cannot be entirely attributable to congestion charge effects since the charge was not introduced until February 2003. But, even when *casualties* rise but *rate* improves, that cannot dilute the concern that motorcyclists remain our most vulnerable road users. Comparing the motorcyclist fatality *rate* with that of car users and pedal cyclists, motorcyclists are 25 times more likely to be killed than car users and 5 times more likely to be killed than cyclists.

Accidents and Causation

6.8 The data we collect and research we have undertaken also give us an insight into the nature of accidents and why they happen. The periods analysed vary, depending upon the source. But this will not alter the trends. A synopsis of key findings is provided below¹².

6.9 In 2003 about 18% of accidents involving motorcyclist casualties were single vehicle and nearly 70% involved collision with a car (Fig.7).

Fig. 7 – Accidents resulting in motorcycle user casualties: 2003



6.10 Looking at the single vehicle accidents first, they represent some 28% of motorcyclist fatalities. About half happened on rural roads and the precipitating factor (the factor leading directly to the accident) in 82% of these accidents was loss of control. Excessive speed was cited in over a quarter of single vehicle *loss of control* accidents and over a third where the accident led to death or serious injury. The number of motorcycles leaving the carriageway and hitting something is now over 30% of accidents.

6.11 Turning to the accidents involving a car, about three quarters of these are on urban roads. Accidents involving cars lead to nearly 50% of motorcyclist fatalities. In 39% of cases the precipitating factor was attributable to the motorcyclist but the vast majority was down to the car driver, except where the motorcyclist died. Based on 1990s data, in those cases, blame was principally attributed to the motorcyclist in 60% of accidents and nearly half of those were due to excessive speed – the figure is now closer to 70%. However, there are differences in contributory factor (the factors which combined to cause the main reason for the accident) depending on whether the car driver or the motorcyclist was mainly at fault – a statistic that stands out for car drivers is that they “*looked but did not see.*”

6.12 Inability of motorcyclists to turn properly is often cited as a problem, and it is notable that the left hand bend manoeuvre features strongly in accidents – 23% of manoeuvres leading to a fatality. Sports bike riders and those in the 26-40 age group accounted for the majority of rural bend accidents.

6.13 On speed, generally motorcyclists’ propensity to speed is not so very different to car drivers. But a proportion of motorcyclists speed more excessively than car drivers and this is particularly noticeable on single carriageway roads with a 60mph speed limit. Furthermore, speeding as a behaviour by motorcyclists leads to far more accidents involving their death than it does when car drivers have accidents speeding.

¹² Source material, articles by the Department entitled Contributory Factors to Road Accidents and Excessive Speed as a Contributory Factor to Personal Injury Road Accidents; Tomorrow’s Roads – Safer for Everyone, The first three year review; and the *Advisory Group on Motorcycling: Final Report to Government.*

6.14 There are differences in the age profile of casualties comparing motorcyclists and car drivers. For accidents *precipitated* by car drivers excessive speed is most cited as a contributory factor in the 17-19 age group, reducing by the mid-20s and tailing off markedly after that. Whereas for motorcyclists, the younger people feature less, which may well be due to the tendency of older riders to use more powerful machines. However, excessive speeding features as a contributory factor from when riders are in their early 20s right through to the late 30s and remains high in the older age groups.

6.15 There has already been mention of the increasing casualties on rural roads. Where rider behaviour or error is the main contributory factor, excessive speed is a factor in twice as many accidents on rural roads as urban roads. Finally, size of motorcycle is a factor. Excessive speed features much more strongly in accidents involving motorcycles over 500cc, especially fatalities, even amongst experienced riders, suggesting over-confidence in ability.

6.16 These are some of the major factors that result in motorcyclist casualties. Although we have a considerable body of information and research about accidents involving motorcyclists, we recognise the need to develop a still deeper understanding. The Advisory Group on Motorcycling (AGM) has made recommendations for further research, including more work on driver behaviour. Another source of further information is that from January 2005 all police forces will supplement their accident records with contributory factor information. We strongly support this initiative and we are contributing towards the cost, funding the development of software to support new accident-scene recording, using handheld data capture devices.

Action (xxiii): we will reflect on priorities for the development of the Department for Transport research programme, including needing to know more about the effect of fatigue in motorcyclist accidents, and driver skills, knowledge and attitudes in relation to motorcycle safety.

6.17 The remainder of this chapter sets out the range of initiatives we are pursuing to address the ‘human factor’ issues which cause accidents as described above.

Testing and Training

6.18 Testing and training offers scope for establishing and improving the skills of all road users – the test to ensure riders achieve a standard deemed appropriate to allow access to the roads; and training, both to provide the skills required for the driving test and for building further expertise with experience.

Drivers

6.19 The driving test has been improved in recent years. The practical test now provides greater opportunities for driving examiners to assess how test candidates react when they encounter vulnerable road users during the driving test. The theory test is benefiting from the addition of the new Hazard Perception element and the question bank used by examiners is regularly reviewed to ensure that questions relating to attitudes towards and awareness of vulnerable road users continue to reflect conditions on the road.

Action (xxiv): we have given a greater focus in the driving test to the requirement for drivers to recognise the need to look out for motorcyclists, and will monitor and review the need for further refinements.

Motorcyclists

6.20 Whilst we will continue to work to promote improved driving standards by all road users, we recognise that motorcycle riders, because of the inherent vulnerability of the machines they ride, need to attain a level of skill that will enable them to ride defensively, avoiding putting themselves at unnecessary risk. So we are continuing to pursue improvements in rider training.

Action (xxv): we have commissioned in-depth research that will investigate current motorcycle training courses to identify good practice and provide guidelines for standardising core elements of both pre-test and post-test training. This research will also look at subsequent accident rates of trainees following different training regimes.

– the Direct Access Scheme. This allows them to ride a motorcycle of any size after they have passed the test. The research on training (see action xxv above) should provide a clearer picture of accident rate liability and the method by which individual riders obtained their licence. But even without that, the number of riders opting for Direct Access, the number of casualties we are experiencing and the known vulnerability of motorcyclists led the AGM to conclude that this method of gaining a licence requires examination.

Action (xxvi): we agree that further pre-test training and the Direct Access Scheme should be reviewed, and we would extend the scope of that exercise with a view to delivering a better CBT.

Pre-test Training

6.21 All new riders must successfully complete Compulsory Basic Training (CBT), which provides for learning motorcycling theory, basic skills, and the right attitude to motorcycling, in a safe environment. We want riders to acquire better skills **after** their CBT, but **before** they take their test. This will ensure that they are not just competent to pass their test but have a higher level of skill and experience so that they are safer on the road after they have gained their licence. There are a number of ways this training could be delivered, for instance by satisfying a number of competences or by undergoing a minimum number of hours of tuition. At present we encourage training after the CBT. We have the power to make it compulsory.

6.22 Some 80% of motorcycling test candidates, many after taking a relatively short and intensive period of training, take the practical riding test on a larger capacity machine (a power output of at least 35kW)

6.23 The Driving Standards Agency (DSA) would conduct this review and develop options in partnership with those involved in the motorcycling training industry and with other motorcycling stakeholders. We will need to anticipate how the pre-test motorcycling training environment may alter in the light of European changes to the motorcycling test which are due for implementation by 2008. These changes will add new, more challenging, special manoeuvres to the practical riding test taken by learner motorcyclists.

6.24 Whilst any implications for training are likely to be limited, the scope for review and options for improvement will also need to take account of the implications of the European Commission's proposals for a further Directive on driving licences. Its purpose is to help to combat fraud, improve overall safety and facilitate free movement between Member States. The draft includes proposals for licensing. Our aim in negotiations is that Member States should retain enough flexibility over licensing so that, so far as the Directive

has a direct effect on Member States' arrangements, enough latitude is provided so that they are able to tailor them to address particular concerns that they are experiencing.

Action (xxvii): once conclusions have been reached on European Commission proposals for a further Directive on driving licences, and Member State latitude of action on licensing is known, the DSA will undertake a full public consultation on a range of options for improving pre-test training.

6.25 The AGM asked Government to consider whether it was appropriate for occupational riding to be undertaken by riders with a provisional licence. We recognise these concerns about riding ability. However, the data suggests that this is not such a significant road safety problem that it warrants Government intervention with consequences for the operational arrangements of the fast food industry. In 2003 there were only 16 moped rider deaths in built-up areas and these will not all have been occupational riders. Nevertheless, liaison with the Pizza, Pasta and Italian Food Association led to a revised Code of Practice for members with a greater focus on road safety, and the industry is working with the DSA and training providers to develop vocational training for these riders.

Post-test Training

6.26 We place great value on post-test training. This can take riders beyond the basic skills they need to take to the road to a level that will improve their own and others' safety, as well as allowing them to make better use of the road and gain more enjoyment from the riding experience. We welcome the training offered by organisations such as RoSPA and the Institute of Advanced Motorists and those manufacturers who provide training courses.

6.27 For post-test training to be pursued it must be attractive to the individual. Each training package needs to be developed in order to address their specific needs and recognise that people may choose to learn in different ways. For example, written guidance, web-based coaching and practical on-road and off-road tutoring.

Action (xxviii): the DSA will work in partnership with motorcycling interests to develop a range of interactive training aids such as CD-ROMs or DVDs which could be used as part of structured training or which could form the basis of self-learning.

6.28 Structured practical training delivered by trainers needs to be of the right standard, and should incorporate a national standard training modular syllabus containing a menu of competences to be delivered, depending on the appropriate package for individual riders. These national standards would be voluntary but certification of training companies would provide riders with assurance that they would be receiving good Government and industry approved training.

Action (xxix): the DSA is working with the Motorcycle Industry Association to develop national standards for post-test training for full motorcycle licence holders but especially newly qualified riders, those upgrading their motorcycles, and those returning to motorcycling after a break.

The Trainers

6.29 We also need to ensure that the quality of instruction given by trainers is good, ranging from CBT for complete novices to developmental training for experienced motorcyclists striving for excellence.

6.30 This has been on our agenda since the road safety strategy, *Tomorrow's Roads – Safer for Everyone*, was published in 2000, and we are now making progress. In the longer term we need to know more about the training industry to establish best practice and the opportunities for trainers to gain professional qualifications to establish their credentials as trainers.

Action (xxx): research is being conducted to establish training best practice with a view to the opportunities for trainers to gain professional qualifications to establish their credentials as trainers. Meanwhile the DSA is working with the Motorcycle Industry Association and the training industry to develop competences for trainers.

6.31 A more immediate step for trainers will be a voluntary registration scheme administered by DSA to give it independence and credibility. Registration could be by individual trainer assessment and the completion of a training scheme accredited by DSA.

Action (xxxi): there will be a DSA consultation before a trainer registration scheme is implemented. Provision for compulsory registration has been included in the Road Safety Bill.

Training Incentives

6.32 There are various ways to encourage riders to take up training. Central Government's input is to promote the benefits to riders of training through national publicity programmes.

6.33 Some insurers currently offer discounts for membership of advanced riding groups, and we understand that these can reward skilled riders with reductions of around £15 to £70 per annum. Depending on the circumstances, some riders could save even more.

Action (xxxii): we would like to see greater availability of insurance discounts for recognised rider training skills, and greater consistency in the level of discounts available and we will ensure that the insurance industry is kept abreast of training developments.

6.34 We also have an interest in the *Pass Plus* scheme, currently offered to newly qualified car drivers and designed to build on their existing skills and knowledge. DSA designed it and is a member of the *Pass Plus* Board set up to promote it. The insurance industry has shown interest in an extension of *Pass Plus* to motorcycles, which would lead to discounts for riders successfully completing a course. Their interest is linked to the initiative to develop post-test training and to quality assure motorcycling instructors.

Action (xxxiii): when *Pass Plus* post-test training initiatives have been developed by the DSA it will present them to the *Pass Plus* Board so that they can be considered as the basis of extending the scheme to motorcycles.

6.35 Training is promoted through *Bikesafe* too. This scheme, run by the police, provides assessed rides and rider skills workshops. The *Bikesafe* syllabus has now been standardised so that wherever a rider undertakes a *Bikesafe* assessment the core elements will be identical. After a *Bikesafe* course, the police will recommend that riders take training if that is considered necessary to remedy deficiencies. We welcome *Bikesafe*. Police motorcyclists are highly trained and riders have a high regard for their skills. Already accomplished riders can pick up useful tips and reminders from assessment. The assessment provides the opportunity for the police to identify where skills need more formal honing and to make referrals for training. We liaised with *Bikesafe* teams over the promotion of the scheme at British Superbike Championship events (see paras 6.43-6.45 below for

details of our sponsorship of the British Superbike Championship). The Motorcycle Industry Association (MCI) has assisted the police with core funding over 2004/05. The AGM recommended that Government should consider funding mechanisms for *Bikesafe*. We believe that *Bikesafe* is a legitimate component of roads policing promoting road safety and it follows that police forces have the freedom to devote resources to this scheme. However, it is for Chief Police Officers to determine locally how best to employ the resources available to them to achieve their roads policing objectives.

Rider Improvement and Speed Awareness

6.36 Driver improvement training has been available for some while as an option for ‘police disposal’ as an alternative to prosecution for minor offences where the police judge that the driver would benefit from such a course – usually careless driving. Similar opportunities for motorcyclists have been much more patchy. The Association of National Driver Improvement Scheme Providers (ANDISP) has therefore been working on developing a motorcyclist specific *Rider Improvement* module. We welcome this initiative and we will work with ANDISP to evaluate it and to demonstrate its effectiveness. Subject to a positive result from the evaluation, we fully support it.

6.37 We want the courts to be able to offer driver improvement courses with associated reductions in disqualification or penalty. This would apply to a range of offences such as more dangerous incidents of careless driving and speeding, where the police regard the offence serious enough to have to be dealt with by a court. The courses would be available equally to

drivers and motorcyclists and will be more demanding than courses offered as an alternative to prosecution, reflecting the seriousness of the offence.

Action (xxxiv): we are seeking powers in the Road Safety Bill for the courts to be able to offer riders the opportunity to attend a Driver Improvement Course, funded by the offender, in conjunction with a reduction in the normal disqualification or penalty points.

6.38 The current arrangement for ‘police disposal’ for driving and rider improvement is being supplemented by some police forces experimentally by *Speed Awareness* courses where the offence typically is a small breach of the speed limit. The Association of Chief Police Officers (ACPO) is developing a national scheme. We welcome this initiative and want it to operate to best effect. Our concern is to promote safer driving and riding by whatever method is likely to be most effective in changing the behaviour of individual drivers and riders.

Action (xxxv): we will undertake research to develop guidelines for best practice on *Speed Awareness* courses.

Education and Publicity

Education

6.39 The Highway Code affords an opportunity to influence behaviour. The last full revise of the Code, published in 1999, for the first time included a section for drivers about road users requiring extra care. Motorcyclists were included. We will soon be embarking on the process of reviewing the whole Code to update it.

Action (xxxvi): when reviewing the Highway Code, we will look at refining the text on the care to be taken around vulnerable road users.

6.40 In Northern Ireland a GCSE on road safety is offered. The AGM has suggested that this be extended to Great Britain. The teaching of road safety is already an option through Personal, Social and Health Education (PSHE). This varies in form for primary and secondary school children. But it is for individual schools to decide the PSHE curriculum. At present road safety is a stronger component of PSHE for the 5-11 age group than older children. However, the Qualifications and Curriculum Authority (QCA) is responsible for deciding the criteria to which subjects for examination must conform.

Action (xxxvii): we consider that the way forward would be for the proponents of a road safety GCSE to present their case to the Qualifications and Curriculum Authority.

6.41 The AGM commented in support of the police role in educating road users. The public perception is that roads policing is primarily about enforcement (Chapter 7, *Crime*, discusses this role), but it embraces education too. There is bad driving on our roads, and even when that does not lead to a collision, it threatens and intimidates other drivers. That bad driving needs to be addressed. Sometimes the police will consider it appropriate to simply give a warning, alerting drivers and riders to a failure in their driving or riding. But even when enforcement is necessary, sensitive policing can ensure that communication with the public over the behavioural lapse contains an educational message.

Publicity

6.42 We have placed an increasing priority on motorcycle safety publicity aimed at car drivers, and urban and leisure riders as part of the wider *THINK!* road safety publicity campaign. Since 2001, we have completely refreshed our publicity, which now includes a TV advertisement for the urban environment which shows how drivers and motorcyclists need to look out for each other (entitled *Mirror, Mirror*), radio advertising, posters, leaflets and public relations. We have also produced an all-purpose film principally aimed at those who ride for leisure on rural roads, showing how easily an accident can happen if riders don't concentrate, which can be used by TV companies or training establishments (entitled *Perfect Day*).

6.43 In 2004, we sponsored the British Superbike Championship (BSB), which helped us to communicate our safety messages to motorcycling enthusiasts. Each of the 13 Championship races had an average attendance of almost 24,000 people, and there was an average of 630,000 viewers for the BBC and Sky coverage.

6.44 The events were branded "*THINK!* Save Racing for the Track", and featured *THINK!* Trackside advertising. The breadth of advertising provided scope for secondary messages, and these were:

- "Take responsibility for keeping yourself safe";
- "Expect the unexpected";
- "Give your machine the skill it deserves"; and
- "Learn from an expert, be assessed by the best".

6.45 There were tannoy announcements with safety messages at races, advertising in race programmes and specialist magazines, and we worked with local media in the run up to races. Finally, Superbike rider, John Reynolds, the new BSB champion, promoted *THINK!* messages through radio interviews, quotes and personal appearances.



John Reynolds

“As a road rider you have to take responsibility for keeping yourself safe, and that means expecting the unexpected.”

Action (xxxviii): we are currently reviewing our involvement in sports sponsorship and its effectiveness at communicating road safety messages to our key target audiences.

6.46 All our publicity seeks to avoid a simplistic approach, which risks the outcome that drivers blame motorcyclists and riders blame drivers. Our publicity reflects that it is more complicated than that. Sometimes riders are to blame, sometimes drivers, and often accidents could be avoided if both parties acted differently.

6.47 We have had excellent support from MCI, the British Motorcyclists Federation (BMF) and the Motorcycle Action Group (MAG) over distribution of leaflets and MCI is developing a DVD, promoting skills enhancement, which will be given to all purchasers of new motorbikes.

6.48 Our publicity approach is informed by research and stakeholder feedback. We undertake independent advertising tracking research with the general public, which, for example, shows that nearly 80% of young male drivers recognise the *Mirror*, *Mirror* TV commercial.

Action (xxxix): we will continue to develop our advertising strategy, focusing on the most dangerous situations and behaviours.

6.49 National publicity is complemented by a range of both national and local initiatives conducted by Local Government and non-government stakeholders. We are co-ordinating these initiatives to provide opportunities for better linkage of events to maximise impact, and to help to cross-fertilise innovation in publicity.

Action (xl): for 2005 we will publish a calendar showing Government and non-government road safety events throughout the year.

British Superbike Event



6.50 We have a concern that our efforts to encourage the enjoyment of responsible riding are not consistently supported by the media. There has been some movement towards a more responsible approach but a minority of journalists continue to glamorise speed, fostering a mentality amongst some motorcyclists that they are unjustly persecuted by the police, despite the risks such riding poses to themselves and other road users.

Action (xli): we and non-government partners representing the manufacturers, retailers and users will engage with the press to discuss how they can work with us so that irresponsible riding is not encouraged.

CHAPTER 7 – CRIME

7.1 This chapter considers different aspects of crime as it affects motorcycling:

- addressing the minority who persistently offend;
- deterring motorcycle theft; and
- evasion of VED and uninsured riding.

Riding Offences

7.2 Much of our strategy is aimed at positively encouraging motorcyclists to ride in a safe and responsible manner, and for drivers to behave in such a way that they do not endanger motorcyclists. When it comes to education, the police have an important role to play, whether that is, as an alternative to prosecution, providing drivers and motorcyclists who have committed certain minor road traffic offences with the opportunity to take *Driver and Rider Improvement* or *Speed Awareness* courses, or in taking riders on *Bikesafe* assessment courses (see paragraph 6.35 of Chapter 6, *The Human Factor*, for discussion of *Bikesafe*).

7.3 There will be many drivers and riders who will learn lessons from remedial courses and change their behaviour. We hope that these riders will also influence the driving and riding behaviour of their friends and families. But enforcement of the law is necessary. We must deter the small minority of motorcyclists who habitually ride too fast and recklessly, endangering not just their own lives but others too. This is dangerous anywhere. But when this behaviour is in areas of natural beauty, it is both damaging to amenity and especially threatening to other vulnerable road users – pedestrians, cyclists and horseriders. Furthermore it

creates an unfavourable impression of motorcycling with the general public which is harmful to the image of all motorcyclists, not just those who ride irresponsibly. The police have no option but to deal with these riders, generally or at known problem areas, using whatever enforcement tools are most effective, and we support these local enforcement strategies.

Action (xlii): we fully support local enforcement strategies, as an integral part of police programmes on motorcycling.

Theft

Vehicle Security

7.4 All new motorcycles must comply with the European requirements for anti-theft devices. The requirements are basic and consist of a simple device such as a steering or transmission lock. European law applies a more rigorous approach for cars. These tougher provisions include the mandatory fitment of an electronic immobiliser in addition to the traditional mechanical locks such as those fitted to the steering or transmission.

7.5 Work is underway in the Home Office Vehicle Crime Reduction Action Team, in conjunction with the Motorcycle Crime Reduction Group, to develop a better understanding of the issues relating to motorcycle theft and what might be done to improve the current situation.

7.6 The Home Office provides general advice through leaflets and the website on vehicle security at www.secureyourmotor.gov.uk. Motorcyclists can also consult the 2002 'Bike Theft Index' at www.crimereduction.gov.uk to see which motorcycles are most at risk of being stolen. A new index is expected in 2005.

7.7 The Advisory Group on Motorcycling (AGM) identified that different anti-theft standards exist between cars and motorcycles and recommended that these should be reviewed and consideration given to aligning the standards where possible.

Action (xliii): we will consider further what can be done to align the requirements for motorcycles with those for cars, working with the user representatives and the motorcycle manufacturers to draw together the evidence to support any proposals we make to the European Commission. In parallel to this activity we will explore with the insurance industry and others the potential benefits of a security rating scheme similar to that currently available for cars.

Vehicle Identification Check

7.8 A further issue raised by the AGM was that consideration should be given to extending the Vehicle Identity Check (VIC) to include motorcycles. The VIC was introduced in April 2003. It is one of a series of measures, under the Vehicle Crime Act 2001, designed to help reduce the level of vehicle theft. The VIC scheme ensures that seriously damaged vehicles have their identity checked by VOSA engineers before a vehicle is allowed back on the road. It is also a consumer protection measure, as the VIC scheme is a valuable tool for reducing the incidence of “ringing” (giving stolen vehicles a fresh identity). However, it is not clear that this particular aspect of vehicle crime is a problem for motorcycles. Current evidence suggests that motorcycles are stolen for the sale of parts, rather than “ringing”. Whilst we are happy to keep the issue under review, we have no plans at present to extend the VIC scheme to motorcycles.

VED Evasion

7.9 The scale of Vehicle Excise Duty (VED) evasion in the UK is determined

by roadside surveys, carried out by Department for Transport statisticians. Historically the surveys were carried out at 5 yearly intervals until 1999. There were then surveys in 2002 and 2004, and in future they will be annual. These Surveys estimate the evasion in traffic (i.e. the proportion of vehicle kilometre travelled by evading vehicles), the evasion in vehicle stock and the amount of VED revenue that is being evaded.

7.10 Evasion of VED has always been significantly higher for motorcycles than for most other classes of vehicle. A revised analysis of the 1999 Survey shows VED evasion amongst motorcyclists at 31.8%, compared to 3.5% amongst cars and light goods vehicles. Rolling that forward, a revised analysis of the 2002 Survey shows a rise to 45.9% for motorcycles compared to a rise to 4.4% for cars and light goods vehicles.

7.11 The introduction of Continuous Registration (CR) was expected to reduce VED evasion. It started in January 2004 in response to a recommendation made by the Jill Dando Institute of Crime Science to help modernise the vehicle registration and licensing system and tackle vehicle crime. Under CR all sellers including dealers should ask for proof of identification to satisfy themselves that the buyer is who they claim to be. This prevents vehicles falling off the DVLA vehicle register and into the hands of criminals. The onus is on the seller to obey the new tax rules as, under CR, they will remain responsible for the vehicle until they notify DVLA of the buyer’s details.

7.12 CR was designed to encourage vehicle keepers to notify DVLA immediately of any changes in keepership, and to penalise those who were late in relicensing their vehicles, or those who sought to “skip” a month or two before relicensing. Its introduction was accompanied by an

intensive media campaign to highlight the changes in the rules on VED. This included paid publicity for TV, radio, and newspapers and magazines. There were also news items in most motorcycle publications. Early indications are that the publicity was successful in persuading vehicle owners and keepers to notify DVLA of vehicle disposals. There were also significant increases in Statutory Off-Road Notifications and vehicle licensing transactions.

7.13 The proof of whether CR has led to the hoped for reduction in VED evasion is the outcome of the 2004 Roadside Survey of VED evasion. The results were published on 2 December 2004, and they demonstrate that CR has been successful in reducing VED evasion. For motorcycles it has fallen to 19.8% and, continuing the comparison with cars and light goods vehicles, these have fallen to 2.7%. This is sharply down on the figures for 2002 and well below even the 1999 figures.

7.14 Whilst this sharp reduction in VED evasion amongst motorcyclists is very welcome, it is still considerably higher than cars and light goods vehicles. There is no room for complacency, and we will continue to look for ways to continue the reduction in VED evasion.

Uninsured Riding

7.15 The Government commissioned Professor David Greenaway to undertake a review of uninsured driving in the UK, and to make recommendations for action. The report¹³ was published on 11 August 2004, together with the Government's response

(detailed in Department for Transport *News Release* 2004/0111, dated 11 August 2004). It made 20 recommendations to reduce the incidence of uninsured driving.

Action (xliv): we have accepted the Greenaway recommendations on uninsured driving and are working with others involved in delivery, including the Home Office, Police and the insurance industry to take these forward.

7.16 The recommendations covered a range of topics, but can be categorised into four main groups:

- education and publicity;
- data accuracy;
- procedures and products; and
- legislation and sanctions.

7.17 The report did not differentiate between classes of road users or vehicles, so no separate statistics or recommendations were made for motorcyclists. Nevertheless, it did identify that convictions in 2001 in England and Wales showed that over 90% of those convicted of uninsured driving were male. Furthermore, almost 60% of male convictions were aged under 25 and almost half of those were under 20. This profile is similar to that for the gender and age of motorcycle riders, and suggests that uninsured riding, like VED evasion, could be higher for motorcyclists than for other classes of road user.

¹³ Uninsured Driving in the United Kingdom – A Report to the Secretary of State for Transport by Professor David Greenaway, University of Nottingham. July 2004. (http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_030393.hcsp)

CHAPTER 8 – TAXATION

8.1 This chapter considers taxation issues as they apply to motorcycling:

- changes in VED to reflect the motorcycling impact on the environment, and further suggestions for VED arrangements to become an instrument of change; and
- VAT as it applies to motorcycling clothing and equipment.

Vehicle Excise Duty

8.2 Rates of Vehicle Excise Duty (VED) are determined by the Treasury. In the November 2001 Pre-Budget report the Chancellor launched a public consultation on reforming VED for motorcycles. Among the proposals contained in the consultation document were changes to the current tax bands to better reflect the environmental impacts of motorcycles. This continued the theme, which began with the 1999 Budget, of encouraging motorists to use more environmentally friendly vehicles by offering real fiscal incentives for motorists to choose smaller-engined vehicles, and those with low CO₂ outputs.

8.3 More than 11,000 responses were received to the motorcycle consultation exercise, and the Chancellor announced a new structure of VED rates for motorcycles in the Budget of 2002. The changes more clearly reflected environmental impacts and changes in the make up of the motorcycle fleet. We decided not to take small machines – those paying £15pa – out of taxation altogether, because VED helps to ensure that machines are roadworthy and insured, and that the vehicle register is kept up-to-date.

8.4 The previous system of VED for motorcycles had three bands based on engine capacity:

Motorcycle VED – structure before May 2002		
Engine size	Annual VED (£)	No of vehicles
Up to 150cc	15	322,000
151cc-250cc	40	48,500
Over 250cc	65	585,000

8.5 From 1 May 2002 the tax structure became:

Motorcycle VED – new structure		
Engine size	Annual VED (£)	No of vehicles
Up to 150cc	15	322,000
151cc-400cc	30	88,000
401cc-600cc	45	192,000
601cc and over	60	353,500

8.6 This new structure recognised the changes in the structure of the motorcycle fleet, and the benefits of motorcycles compared with cars – especially for commuting. It also represented a reduction in VED for all motorcycles over 150cc, or approximately 630,000 (66%) out of a total fleet of 955,000 at the time it was introduced. The owners of some machines, i.e. those between 251-400cc, saw their VED reduce by £35 a year – nearly 54%.

8.7 The Advisory Group on Motorcycling (AGM) suggested that the Government should consider what fiscal mechanisms could be employed to encourage riders to take post-test training. It suggested an exemption from, or a reduction in, VED for those who undertake post-test training.

8.8 We welcome post-test training, whether this is for those who have recently gained a licence, or those with some experience already, since it helps equip riders with the necessary skills to enjoy a long and incident-free association with motorcycles. But we do not believe it appropriate for this single user group to receive taxation incentives when this is not offered to other users. Other mechanisms are more suitable. For example, insurance discounts can be secured (post-test training and incentives are discussed at paragraphs 6.26-6.35 of Chapter 6, *The Human Factor*).

Value Added Tax (VAT)

8.9 The charging of VAT on purchase items is subject to European Union regulation. VAT is chargeable on the purchase of motorcycles, security equipment, training, protective clothing and replacement helmet visors. It is not chargeable on motorcycle helmets, since these are zero-rated in accordance with a UK derogation to the EC VAT Directive. Only safety helmets are compulsory in UK law.

8.10 The AGM has sought the support of the Government and its EU partners over efforts to achieve reduced rates of VAT for protective clothing, visors, security equipment and rider training. Whilst we recognise the benefits and desirability of rider training, security equipment, and protective clothing for motorcyclists, helmets offer the greatest protection, and our emphasis remains on the importance of retaining the current derogation so that helmets remain zero-rated for the UK.

SCHEDULE

Motorcycle Strategy – Actions

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
i) Issue an keep up to date a compendium of motorcycle statistics.	DfT/SR	✓	✓			
ii) Manufacturers to promote the benefits of the environmentally better performing bikes, as well as continuing to improve emissions performance.	MCI			✓		
iii) A campaign led by the motorcycle industry, retailers and rider user groups to encourage riders to keep their machines road legal for noise.	MCI, MRA, BMF, MAG			✓		
iv) Highways Agency (HA) will be including motorcycles as a mode of transport to be addressed in its Safety Action Plan. HA will ensure that the particular needs of motorcyclists are taken into account, where appropriate, on the motorway and trunk road network.	HA			✓		

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
v) Publicise the Institute of Highway Incorporated Engineers (IHIE) guidelines on the provision for motorcyclists on the highway.	DfT/TM			✓		
vi) Revise the Code of Practice on Maintenance Management to take account of motorcyclists.	DfT/TM			✓		
vii) Ensure that motorcycles continue to receive appropriate attention in planning guidance documents.	DfT/TM, ODPM		✓			
viii) Recommend that Local Authorities give proper consideration to appropriate provision for motorcyclists.	LGA, LAs		✓			
ix) Review the general guidance on Travel Plans and Government guidance to Departments.	DfT/TM			✓		
x) Review the guidance in Local Transport Note 1/97 <i>Keeping Buses Moving</i> as the results of research come through.	DfT/TM			✓		

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xi) Carry out further trials into the effects of allowing motorcycles into advanced stop lines.	DfT/TM				✓	
xii) Work with stakeholders to consider the MAIDS project and any other relevant research.	DfT/TTS			✓		
xiii) Consider the potential for improved rider safety that an assessment programme could deliver for motorcycles.	DfT/TTS				✓	
xiv) Support motorcycle manufacturers and retailers initiatives to improve rider knowledge of braking systems. Investigate potential road safety problems caused by poor quality replacement brake linings.	DfT/TTS, MCI, MRA			✓		

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xv) Review current practice of purchasing tyres and engage with the tyre and motorcycle retailers to reach conclusions. Investigate whether risk justifies an additional tyre requirement for the MOT.	DfT/TTS			✓		
xvi) Gather evidence to ensure that motorcyclist safety is not undermined should wider application of daytime lamps be proposed. Assemble evidence to quantify the problem of the visibility of direction indicator tell-tale lamps.	DfT/TTS				✓	
xvii) Support collaboration by user groups, trainers and retailers to promote correct helmet fitting. Motorcycle retailers to raise awareness with riders on the importance of the right clothing to reduce injury and improve conspicuity.	DfT/TTS, MRA, MRTA		✓	✓		

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xviii) Investigate with user representatives the issue that some machines are fitted with mirrors that give them poor rear vision.	DfT/TTS			✓		
xix) Carry out research to help quantify the potential accident risk from increasing width of windscreen 'A' pillars on newer cars.	DfT/TTS				✓	
xx) Work with interested organisations to develop a clear understanding on the road safety risk of diesel spillage and develop solutions.	DfT/TTS				✓	
xxi) A greater emphasis on the merits of other motorcycle models as alternatives to sports bikes, providing a wider picture of motorcycling possibilities in the UK.	MCI, MRA			✓		

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xxii) Measure motorcyclist casualty rate as a secondary indicator to the number of casualties.	DfT/RSS			✓		
xxiii) Consider undertaking research into the effect of fatigue in motorcyclist accidents, and driver skills, knowledge and attitudes in relation to motorcycle safety.	DfT/RSS			✓		
xxiv) Continue to give a greater focus to the requirement for drivers to recognise the need to look out for motorcyclists.	DfT/DS, DSA	✓	✓			
xxv) Undertake in depth research that will investigate current motorcycle training courses to identify good practice.	DfT/RSS	✓				
xxvi) Review pre-test training and the Direct Access Scheme. Extend the exercise with a view to developing a better CBT.	DSA			✓		

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xxvii) Undertake a public consultation on a range of options for improving pre-test training after the EC's proposals for driving licences have been promulgated in a Directive.	DSA			✓		
xxviii) Work in partnership with motorcycling interests to develop a range of interactive training aids such as CD-ROMs or DVDs.	DSA				✓	
xxix) Develop national standards for training, and for post-test training for licence holders, especially newly qualified riders, those upgrading their bikes, and those returning to motorcycling after a break.	DSA			✓		
xxx) Undertake research to discover more about the training industry to establish best practice with a view to opportunities for trainers to gain professional qualifications to establish their credentials as trainers. Develop competences for trainers.	DSA, MCI, MRTA		✓	✓		

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xxxi) Compulsory registration of trainers as provided for in the Road Safety Bill.	DSA					✓
xxxii) Ensure that the insurance industry is kept abreast of training developments so that insurance discounts can be considered by the industry.	DSA			✓		
xxxiii) Once post-test training has been developed, present the arrangements to the <i>Pass Plus</i> Board in the context of utilising it for extending the scheme to motorcycles.	DSA			✓		
xxxiv) Powers being sought in the Road Safety Bill for the Courts to be able to offer riders a Driver Improvement Course, in conjunction with a reduction in the normal disqualification or penalty points.	DfT/DS					✓

Motorcycle Strategy – Actions (*continued*)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xxxv) Undertake research to develop guidelines for <i>Speed Awareness</i> courses.	DfT/RSS			✓		
xxxvi) In reviewing the Highway Code, consider greater attention to motorcyclists in the section for drivers about vulnerable road users requiring extra care.	DfT/RSS				✓	
xxxvii) The proponents of a road safety GCSE In Great Britain to present their case to the Qualifications and Curriculum Authority (QCA).	MCI			✓		
xxxviii) Review DfT involvement in sports sponsorship and its effectiveness at communicating road safety messages to key target audiences.	DfT/CD			✓		
xxxix) DfT advertising to continue to develop, focusing on the most dangerous situations and behaviours.	DfT/CD			✓		

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xl) For 2005 DfT to publish a calendar showing both national and Local initiatives conducted by Local Government and non-government stakeholders throughout the year.	DfT/CD			✓		
xli) Engage with the press to discuss how they can work with us so that irresponsible riding, which endangers the riders themselves and other road users, is not encouraged.	DfT/RSS, MCI, MRA, BMF, MAG	✓	✓			
xlii) Support local enforcement strategies to deal with a minority of motorcyclists who fail to comply with road traffic law.	DfT/DS		✓	✓		
xliii) Consider what can be done to align the requirements for motorcycles with those for cars with reference to European requirements for anti-theft devices; and potential benefits of a security-rating scheme similar to that currently available for cars.	DfT/TTS				✓	

Motorcycle Strategy – Actions (continued)

Action	Responsibility	Already implemented	Ongoing	1-2 years	2-5 years	Legislation
xliv) Professor Greenaway made 20 recommendations to reduce the incidence of uninsured driving. DfT has accepted all the recommendations and is working with the Home Office, Police and insurance industry to take these forward.	DfT/LRI	✓	✓			✓

Abbreviations

DfT	Department for Transport
ODPM	Office of the Deputy Prime Minister
SR	Statistics Roads Division
TM	Traffic Management Division
TTS	Transport Technology & Standards Division
RSS	Road Safety Strategy Division
CD	Communication Directorate
LRI	Licensing, Roadworthiness & Insurance Division
DS	Driver Safety Division
HA	Highways Agency
DSA	Driving Standards Agency
MCI	Motorcycle Industry Association
MRA	Motorcycle Retailers Association
MRTA	Motorcycle Rider Training Association
BMF	British Motorcyclists Federation
MAG	Motorcycle Action Group
LAs	Local Authorities
LGA	Local Government Association