

# Realising the Motorcycling Opportunity

## A Motorcycle Safety and Transport Policy Framework



Third edition (October 2016)



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Together for a safer future

A partnership between the National Police Chiefs' Council, Motorcycle Industry Association and Highways England

Key themes for creating a sustainable environment for safer motorcycling and for motorcycling to develop as part of UK transport policy

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## Foreword

In 2012, the National Police Chiefs' Council (NPCC) approached the Motor Cycle Industry Association (MCIA). The NPCC were concerned by what seemed to be an emerging slowdown in motorcycle casualty reduction, coupled with trends in certain areas of safety which appeared to be moving in reverse. These views were shared by MCIA and it was agreed that a fresh approach to motorcycle safety was needed.

Previous work in the safety and transport policy area was reviewed. Although it was clear that some positive gains had been made on motorcycle safety since 2000, no particular approach or strategy had resulted in large scale PTW casualty reduction.

In partnership with the Department for Transport (DfT), a conference, 'More Motorcycles Could Reduce Casualties!' was held at the DfT on November 11th 2013. This conference tested the headline theory and received presentations on several aspects of road safety and transport policy. It sparked a great deal of interest and after further discussions within the NPCC/MCIA team and also with the DfT, it was decided that the next step would be to produce a 'Framework' for motorcycle safety and transport policy.

The official launch in Dec 2014 of 'Realising the Motorcycling Opportunity: A Motorcycle Safety and Transport Policy Framework' was the result of this work.

This 3rd edition of the framework builds upon the original document which for the first time linked traditional approaches to safety policy alongside the wider impacts of Powered Two Wheeler (PTW) use on society as a whole. Importantly, it describes how government transport policy should be evolved to recognise motorcycling as a potential solution to many transport and environmental challenges. This ground-breaking framework proposed key themes for creating a sustainable environment for safer motorcycling and for motorcycling to develop as part of UK transport policy.

Recent changes in how the strategic road network is managed have presented an exciting new opportunity for Highways England to add its support to this framework.

Highways England is committed to making the network safer and believe that 'no one should be harmed when travelling or working on the Strategic Road Network'. To achieve this ambitious goal, Highways England has put safety at the core of its work and implemented a comprehensive Safe Systems approach and strategy which focusses on three key pillars of safer vehicles, safer roads and safer people and will work towards the elimination of people killed or injured on the strategic road network by 2040.

Highways England's focus on safety is clear; Road Safety Minister Andrew Jones stated in his foreword to the British Road Safety Statement<sup>1</sup> that 'road safety is a matter of national importance, the work that we do now will help reduce the pressure on the NHS and the emergency services as well as supporting economic growth and reduce the estimated cost of road traffic collisions to the UK economy of over £16.3 billion per year.'

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<sup>1</sup> <https://www.gov.uk/government/publications/road-safety-statement-working-together-to-build-a-safer-road-system>


This exciting new partnership between The NPCC, MCIA and Highways England brings together three key players who together can provide a truly positive influence on transport policy, bringing a real change in understanding and attitudes towards the benefits of PTWs. This partnership has the necessary experience, skills and detailed knowledge to deliver a multi-faceted approach which will bring real safety benefits to a key vulnerable user group.

Underpinning this framework and the associated actions will be a comprehensive safe systems approach. This will enable traction on road safety activities, delivering positive outcomes and realising clear safety benefits for motorcycling. In other words, this Framework proposes key themes for creating a sustainable environment for safer motorcycling and for motorcycling to develop as part of UK transport policy.

The actions within the framework will be considered as part of the ongoing work of MCIA, NPCC and Highways England, and will be managed by means of a detailed delivery plan. This will ensure that a fully inclusive partnership approach is adopted in order to bring the combined assets and capabilities of the motorcycle community to bear in achieving its aims. Actions within the delivery plan will be assigned to an owner who will be responsible for reporting back to a working group on progress towards achieving the actions. The delivery plan will be maintained and used to track progress, which will also enable the wider reporting of key achievements as they occur.

We are delighted to welcome Highways England to the MSTP team.

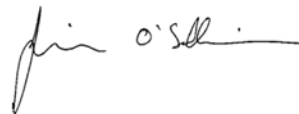
To summarise, thus far PTWs have not been utilised in transport planning strategy. The historic reasons for this are documented and recorded in the earlier editions. This 3rd edition looks forward to creating a long term safe and sustainable environment in which the PTW economic contribution to UK transport policy can be realised and where local, regional and city transport authorities can be inspired by the developments of this Motorcycle Safety and Transport Policy Framework and all can work ‘together for a safer future’.



Tim Madgwick, QPM  
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Steve Kenward  
Chief Executive  
Motorcycle Industry  
Association



Jim O'Sullivan  
Chief Executive  
Highways England

## Executive Summary

Motorcycle and Scooters, sometimes known as Powered Two Wheelers (PTWs), can make a significant contribution to addressing the nation's transport and traffic problems, offering real benefits in terms of reduced congestion, improved air quality and an affordable transport solution for those who could not otherwise be able to travel for work or study. However, despite a significant long term casualty reduction, motorcycling remains disproportionately represented in overall road user fatalities. PTWs have consistently been over represented in casualty statistics. Motorcyclists account for 1% of UK traffic but almost one in five UK road deaths are motorcyclists and this framework will explore new opportunities and renew efforts to reduce the number of collisions involving motorcyclists.

It is vital that further safety improvements are made. This can be facilitated not just through traditional road safety initiatives but also through a positive approach to motorcycle 'integration' within wider transport and social policies. Exploring partnerships with other vulnerable road user groups such as cyclists and pedestrians are considered. Such an approach would allow the development of initiatives that reduce rider vulnerability and allow the creation of a safer and more 'visible' environment for motorcycle and scooter users.

For this reason NPCC and MCIA welcome Highways England as a third partner to the framework. Highways England was set up by Government to operate and improve the motorways and major A roads in England. They have responsibility for the Strategic Road Network, and for delivering the Government's vision for that network. Their primary role is to deliver a better service for road users and to support a growing economy. A key element of success involves making the network a safer place to use and work on for all.

Highways England has put safety at the core of its work, and will work towards the goal of bringing the number of people killed or injured on the network as close as possible to zero by 2040.

It is encouraging that Highways England recognises motorcycling as a legitimate mode of transport and is committing resource, expertise and enthusiasm to help deliver many of the actions within this framework. Continued investment is needed to improve safety, Highways England recognises this and has set an ambitious KSI reduction target of 40% (from the 2005-9 baseline).

The latest data from the Department of Transport (2015 DfT) shows that fatal casualties have risen by 3.4% over a new 2010-2014 baseline. Serious casualties are steady and all casualties have risen by 2.39%. These figures are not welcome and clearly indicate that the approach to motorcycle safety over the last few years is not working. This Framework instead contends that the traditional focus on casualty reduction campaigns needs to be augmented by taking a holistic view of motorcycles as transport and working via command transport policy to reduce rider vulnerability and improve access (as has been done with cycling). This will not only improve safety, but will also 'unlock' the potential of motorcycling as a transport mode on the UK's congested roads.

However, the figures above do represent an extremely short term view. It is also worth considering the long term trends, as these tell us much more about how motorcycle safety has progressed. Motorcycle deaths were at their lowest since records began in 1926 between the years 2012 and 2014 (average of 332). The 365 recorded deaths in 2015 are still the lowest recorded in any of the 74 years before 2010.

Historically, it can also be seen that casualty trends seem little affected by sometimes large changes in the motorcycle parc and number sold per annum (both up and down). This demonstrates that the oft-claimed connection between increasing motorcycle usage and an increase in casualty trends does not exist in any meaningful way.

But the 2015 figures do reveal a number of reasons why a fresh approach to safety is needed. The reduction in the all-important casualty rate per mile travelled has also slowed, with only a 2.06% decrease since 2014, but a rise of 3.88% over the new 2010-2014 baseline.

Worryingly, the motorcycle percentage of all road user fatalities remains a concern. Motorcyclists comprise 21.1% of all road deaths, despite being only around 1% of road traffic. The rate of death and injury reduction is showing signs of slowing. Industry and police are also concerned that the level of resources and direct interest in motorcycle safety from the Government has also reduced. However, government commitments to improve motorcycle safety made in the 2015 British Road Safety Statement together with Highways England's safety focus as a public company, creates a welcome opportunity to raise the profile of motorcycle safety as we develop this framework.

In November 2013, a conference organised by the MCIA and the NPCC ('More Motorcycles Could Reduce Casualties!') discussed motorcycle safety, both in terms of traditional approaches and also how the overall transport policy environment impacts on casualties. Evidence was presented from across Europe that suggested it is possible to have a wider integration of increased motorcycle use within the urban environment in particular, while at the same time reducing casualties. The same evidence suggested that there is a tendency for casualties to fall at a faster rate during a rising motorcycle market.

This framework seeks to focus the resources and combined capabilities of the partnership in order to address the above issues. A refreshed delivery plan, using the internationally recognised Safe Systems Approach will build upon the achievements of the original framework with carefully targeted actions divided into seven broad themes. The original six themes have now been supplemented by Theme Four: Safer Infrastructure. This is a key area where Highways England can make a hugely significant contribution towards safety. By applying the Safe Systems Approach across all the themes, we will ensure that the full range of solutions are addressed. The Safe Systems Approach and its relationship with the seven themes is covered in more detail later in this document.



## **Theme One: Road User Awareness**

This theme addresses the issue of general road user awareness. These actions are primarily intended to embed the concept of 'mode neutral' road use into road users from a young age as well as address the shortcomings of wider policy in integrating motorcycles into general transport policy.

The actions will set out a case for including compulsory road user education at school culminating in a Theory Test which is not mode specific. Starting road user education early will allow road users to develop good attitudes to road safety which will stay with them throughout their lives and will eventually not only make them better motorcyclists, but also better cyclists, pedestrians and car drivers.

The role of motorcycling in general transport policy is a key theme of this framework. Motorcycling needs to be recognised as a vital tool in addressing many modern day transport, economic and environmental challenges and a key priority will be to ensure that this is reflected in government policy and reflected in strategic and local decision making. Best practice guidance is available for local transport planners and should be promoted to encourage further use.

## **Theme Two: Educate to Deliver**

This theme deals with some of the more traditional elements of road safety, notably education and enforcement. We propose a number of actions to specifically improve the standard of motorcycle training in the UK. The aim of this will be to move to a system whereby motorcyclists can feel more confident in the quality of the training they are paying for as well as allow a more training focussed approach to licence acquisition. The eventual result will be that new riders will be safer road users.

However, there is a significant issue of how to reach those who have already received a licence and this will be addressed by improving post-test training and schemes such as the widely acknowledged and supported BikeSafe. Further to this, we set out how we will work to improve the uptake of alternative disposals, most notably RIDE, a course specifically designed for motorcyclists. Traditional but effective methods such as public information campaigns and enforcement weeks will not be ignored whilst this work is ongoing.

Engagement, encouragement and education will always be the preferred method of achieving compliance. However there will always be a small minority that will not respond positively to these methods and for those, targeted enforcement will be the most appropriate tactic. Enforcement activity should be proportionate and intelligence led and this framework will bring together groups such as the National Roads Partnership Intelligence Forum (NRPIF) and Highways England's Motor Cycle Working Group to ensure that resources are deployed effectively and appropriately.

### **Theme Three: Motorcycles as a Practical Solution**

Building on the rationale behind some of the actions in Theme One, Theme Three: Motorcycles as a Practical Solution further expands on the role of central and local government in delivering safer motorcycling, specifically by including motorcycling in general policy. The benefits of cycling for bringing increased mobility, reduced congestion and environmental benefits are regularly considered in local and strategic transport planning and motorcycle solutions should be considered in the same way.

The actions in this section are intended to bridge the gap created by a lack of knowledge regarding motorcycling. Part of this may involve assisting in the creation of a motorcycle specific function within government to help inform general policymaking and to broaden the presence of motorcycling so that it is recognised by multiple government departments.

### **Theme Four: Safer Infrastructure**

Theme Four concentrates on securing safer roads infrastructure for all motorcyclists and draws upon Highways England's position and responsibility for managing and delivering the strategic road network. For the first time since this framework was launched there is a now a direct link to the resources which can influence the safety of infrastructure on the network with specific regard to powered two-wheelers.

### **Theme Five: Unlocking the Benefits of Motorcycling**

Theme Five highlights the fundamental difference of this approach to previous approaches to motorcycle safety by aligning motorcycling with other areas of government policy where an incentive is offered to the public. As noted in this section, the motorcycle industry has a turnover of £6 billion (adding £2 billion to the UK economy) and employing 58,530 people. It also has great potential for growth. We will work to create a Motorcycle to Work scheme targeting commuter motorcyclists to mirror the Cycle to Work Scheme and also work to add motorcycles to the market incentives for low emission and zero emission vehicles where appropriate. It is intended that this will increase the uptake of motorcycling in non-traditional sectors thereby making motorcycling safer and unlocking the congestion and environmental benefits that motorcycling has to offer.

### **Theme Six: Better Motorcycle Industry Engagement in Society**

The motorcycle industry is a responsible industry and this theme addresses specifically what the industry will do to improve safety. Naturally, a substantial portion of this is dealt with by the introduction of safer and more advanced vehicles and equipment. The industry has already had various voluntary commitments on braking and lighting over the years and a new regulatory framework will help roll out those advances further as well as introduce new areas where work can be done. The industry will also continue the effective work on widening the appeal of motorcycling beyond the traditional sports image to more commuting and practical motorcycling whilst still supporting a healthy leisure sector.

Whilst there are those who take pride in maintaining their machine, there is a significant group of riders who ride out of necessity and can often be unaware of the dangers of riding a poorly

maintained motorcycle. Engaging with these hard to reach groups presents challenges for the partnership and innovative methods such as the use of social demographic data will help to effectively target campaigns.

### **Theme Seven: Partnership with Cycling**

This theme highlights the continuum between cycling and motorcycling that is often ignored. We will be working more closely with the bicycle industry and cycling groups to highlight areas of shared concern on issues such as infrastructure and maintenance as well as creating a framework where new products that bridge the traditional gap between cycling and motorcycling can be used safely and responsibly. This will generally make two wheeled transport the practical and safe choice for door to door journeys in the 0-30 mile range.

Highways England's 2016 Cycling Strategy: Our Approach, describes benefits in areas of mobility, congestion, easier parking and retail sales (where there are cycle lanes). There is a strong case that similar benefits could be attributed to increased PTW motorcycle and scooter use and these links are further explored in this framework.

## Safe Systems Approach

Adopting the Safe System Approach is a commitment to the principles which puts safety at the heart of planning, design and engineering without sacrificing other operational requirements. It recognises the limitations of the human body and sets safety as a precondition for satisfactory road use.

The focus is on the prevention of fatalities and serious injuries rather than simply on collisions, enforcing the belief that saving lives is possible and any loss of life is unacceptable. Human life, rather than the vehicle, is positioned at the heart of the system; the assumption is made that all road traffic deaths and serious injuries are predictable and preventable.

The safe systems approach is based upon the notion that:

- We can never entirely eradicate road collisions because there will always be a degree of human error;
- When collisions do occur the human body is inherently vulnerable to death or injury; and
- Because of this, we should manage our infrastructure, vehicles and speeds to reduce crash energies to levels that can be tolerated by the human body.

The 2010 United Nations Global Plan for Road Safety promotes a ‘five pillar’ strategic approach for managing road safety and creating a truly safe system:

- Pillar 1: Road Safety Management
- Pillar 2: Safer Roads and Mobility
- Pillar 3: Safer Vehicles
- Pillar 4: Safer Road Users
- Pillar 5: Post Crash Response

Fig.1 shows how the framework themes align with pillars of the Safe System Approach.

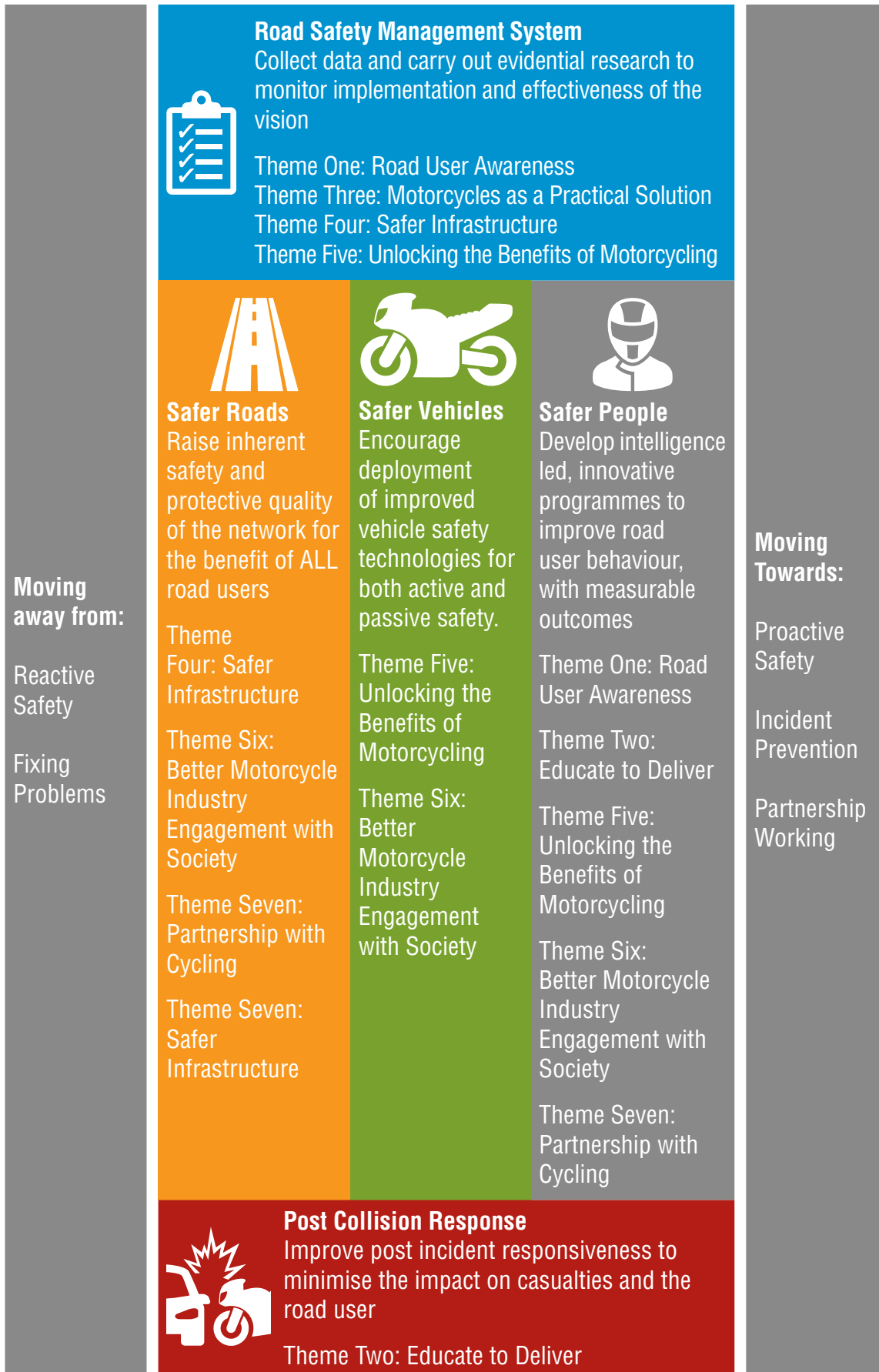


Fig.1 Framework themes aligned with a Safe Systems Approach

In the instance of motorcycle safety, the key areas are rider behaviour, other road user behaviour, road and infrastructure design and maintenance and finally the vehicle itself. Addressing these areas is intended to reduce the likelihood of one of these components of the system failing and in turn reducing the consequences to the individual of that failure. A failure to address all of the safe system pillars could lead to an avoidable incident, an example being aquaplaning, whereby if the rider is suitably trained, the tyres have sufficient tread depth, the speed has been reduced due to the knowledge of the risks of standing water and the drainage of the roads is adequate, then the risk of aquaplaning and the likely consequences of aquaplaning are both very small. However, if one of those factors is failing, then the potential for a catastrophic incident is high. This is clearly illustrated in the 'Swiss Cheese Model' (Figure 2) which shows how failure to address all the Safe System pillars can lead to an 'Accident'

## Lining up risks

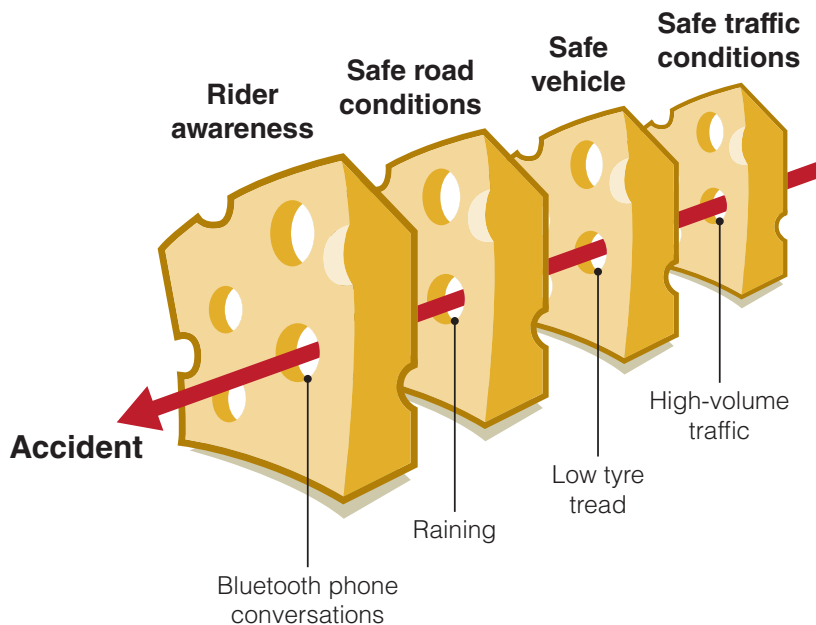


Figure 2 'The Swiss Cheese Model'


Clearly it will not always be possible to prevent a collision from occurring, the Safe System acknowledges this, but by ensuring a holistic approach rather than considering each element in isolation, the likelihood of death or serious injury should be minimised.

## Delivering the Framework

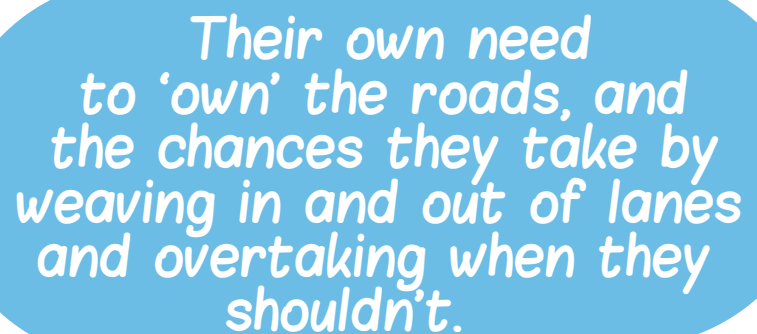
We will work on the evidence from across the world that that the regular presence of more motorcycles will make for safer roads. By implementing the actions in this framework, we will produce more motorcyclists, better motorcyclists and crucially, better road users all round. This will achieve a number of society's aims such as a safer, less congested and more efficient road network. As noted, this is not a 'publish today, forget tomorrow' document and we accept that some of the premises and actions contained are challenging. However, the industry, Police and Highways England are committed to reducing motorcycle casualties and we are confident that delivering this framework and action plan will make the roads safer.

Influencing attitudes towards motorcycling will be key in achieving the framework's aims. Recent feedback from Highways England's customer panel<sup>2</sup> has shown that there is much work to do to address negative views about motorcyclists.

Some views about motorcyclists from respondents



*When you see a two-wheel user riding sensibly, its a subject for comment – but rare!*




*Their own need to 'own' the roads, and the chances they take by weaving in and out of lanes and overtaking when they shouldn't.*

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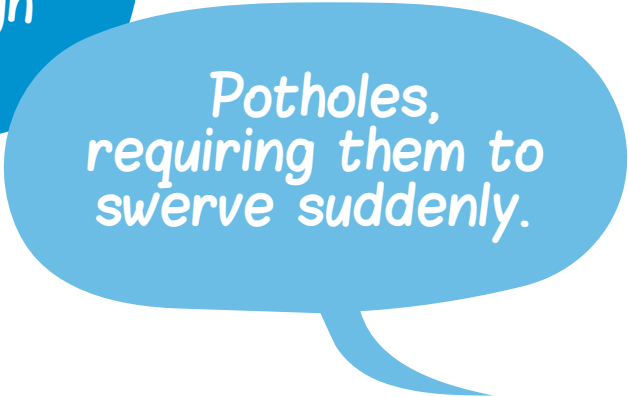
<sup>2</sup> The Highways England Customer Panel website hosted a range of activities during its monthly activity window, which ran between **5 and 14 August 2016**. This activity report is based on 552 responses.

Motorcyclists have raised their own concerns:

A customer survey has been commissioned, this will gather opinions of motorcyclists who use the SRN and help to provide a greater understanding of their perceptions of the network. As the framework progresses this survey will also act as a baseline to measure the success of any actions delivered.



*Car drivers and lorry drivers who do not take enough time or give bike riders enough consideration.*



*Potholes, requiring them to swerve suddenly.*



## Together for a Safer Future

The UK's roads are congested and many urban and arterial routes cannot cope with the volume of mostly car-borne traffic. Motorcycles and Scooters can make a significant contribution to addressing the nation's transport and traffic congestion problems. They clearly have a role to play as part of mainstream transport solutions.

The UK Government recognises the importance of a capable and reliable strategic road network which not only meets the needs of day to day users but also addresses wider strategic imperatives of economic growth and improved productivity for the country. It is this synergy that makes the partnership with Highways England a major step forward.

The partners to this strategy all have their own imperatives:

### Motorcycle Industry Association

- Inclusion of motorcycles in transport policy
- Investment in motorcycle safety, creating a safer environment
- More people riding motorcycles safely

### National Police Chiefs Council

- Safer roads, free from harm
- Secure roads, free from the threat of serious crime and terrorism
- Efficient roads that promote public confidence and satisfaction

### Highways England

- Safety – our aim is that no one should be harmed when travelling or working on the strategic road network. We care about each other, our suppliers, our customers and communities.
- Customer Service – improving how what we do impacts those that use the roads.
- Delivering the Road Investment Strategy – on time and efficiently

However, motorcycling remains disproportionately represented in overall road user fatalities. It is vital that further safety improvements are made. This can be facilitated not just through important traditional road safety initiatives but also through a positive approach to motorcycle integration within wider transport and social policies. Such an approach would allow the development of initiatives that reduce rider vulnerability and allow the creation of a safer and more 'visible' environment for motorcycle and scooter users.

As discussed during the MCIA/NPCC safety conference (DfT November 2013), evidence suggests that it is indeed possible to have a wider integration of increased motorcycle use within the urban environment in particular, while at the same time reducing casualties. Statistics from various European countries also indicate that there is a tendency for casualties to decline at a faster rate during a rising motorcycle market.

The important long term historical progress made on motorcycle safety should not be a reason for complacency. Road fatalities still affect a high number of vulnerable road users, particularly motorcycle and scooter riders. MCIA and NPCC have also become highly concerned about the slowing of progress since 2010 and the 7.7% increase in fatal incidents between 2014 and 2015.

### **Delivering in a Three Way Partnership**

This is an issue that requires decisive action. To effectively address this major challenge, industry and police efforts will need to be complemented with action by other key stakeholders. We all have a responsibility for road safety – either as transport providers, road users or public authorities.

For this reason, better and more effective partnerships, such as this one between MCIA, NPCC and Highways England, must be established. The British Road Safety Statement advocates the benefits of working in partnership and recognises the benefits that a multi-agency approach, including working with road safety groups and local authorities, can bring.

We must build on the political momentum generated by the UN Decade of Action for Road Safety and the Government's objective to reduce the number of road deaths on Britain's roads. The government's Road Safety Delivery Model details how resources will be strategically focussed on making roads safer for all.

By improving road safety, we will also be able to further reap the considerable benefits that motorcycling brings to society. Motorcycling offers quality of life, among other things, through better access to jobs and services, affordable mobility, and the enjoyment of sports, leisure and tourism.

Moreover, motorcycles produce lower carbon emissions in aggregate than cars, help to reduce traffic congestion and resolve parking issues. These societal benefits are largely overlooked in the public debate.

This Motorcycle Safety and Transport Policy Framework will aim to facilitate the changes in direction and attitude that are required to make this happen, create safer motorcycling and allow society and government to realise the motorcycling opportunity in a safe and structured manner. This Framework is challenging, both philosophically and practically – and is meant to be so. In order to realise its objectives, full engagement from the stakeholders identified will be essential.

The Framework will not be a 'publish today, forget tomorrow' document. It is envisaged that the Framework will achieve real change on a 'short generational' basis and will propose activities that will be developed over an extended timescale.

It is important to note that although the Framework goes into detail about the position of motorcycling in society and wider public policy, it is not about promoting motorcycling per se. However, activities which may result in an increase in motorcycle and scooter usage will require accompanying activities to address key issues related to motorcycle awareness, rider

safety awareness, education, better riding and addressing negative public stereotypes. This will allow the 'managed' integration of more motorcycle use into the overall traffic system, so leading to greater social benefit. Policy activities will need to be geared towards ensuring that a less vulnerable roads environment is in place as motorcycle use evolves and grows. This will help reduce risk and casualties. Appropriate messaging will be developed.

## **Compliance and Achieving Behaviour Change**

It is also important that enforcement plays a relevant and appropriate role within the framework for the occasions where offending behaviour is beyond the scope of education. This should be proportionate to the risks to individuals, property and the degree of seriousness of the offence.

Highways England's proactive support for compliance and enforcement activity can supplement existing traditional methods by exploiting advances in technology and the latest techniques across the strategic network.

A proliferation of high quality action video cameras such as dashboard cameras, helmet cameras and CCTV has seen clips of dangerous and anti-social rider behaviour 'going viral' on social media. This has increased negative attitudes and stereotypical views of motorcycling and motorcyclists. There have been a number of recent high profile prosecutions following this type of incident and whilst this is in itself positive news, the resulting media coverage only gives more exposure of this type of anti-social behaviour and feeds negative stereotypes of motorcycling.

In contrast, positive news stories such as voluntary work done by 'Bloodbikers' (The National Association of Blood Bikes) or Motorcycle Outreach, delivering healthcare in Indonesia (and other similar organisations) are unfortunately rarely the subject of media coverage.

Compliance is an essential element in preventing casualties and the partnership has an important part to play in this respect. Achieving a motorcycling population with widespread respect for the rules of the road, rather than being seen as reckless thrill seekers is an important step towards acceptability and wider support. Negative views of motorcyclists in general erode sympathy for the unfortunate victims of road crashes and in turn, make justifying the spending of public funds on motorcycle safety more difficult. Improving general levels of compliance will benefit the overall image of motorcycling and is an important factor which this framework seeks to address.

## Government Policy

Evidence from other countries demonstrates that more motorcycling invariably leads to greater motorcycle safety as a proportion of the vehicle parc and user population, with risk falling sharply once motorcycles reach 10% of the private vehicle parc. Therefore, the greater presence of motorcycles in the traffic system will in itself have a safety awareness benefit. It should again be emphasised that measures to enable sustainable market growth in appropriate motorcycle sectors, such as commuting, should not be confused with measures to promote motorcycling per se – something that is beyond the objectives or scope of this Framework.

Going forward, one of the most important factors which will aid delivery of a safer roads environment for motorcycles is one of understanding and acceptance of motorcycles as a legitimate mode of transport at all levels of transport and roads policy development. This new approach supported by this framework will move PTWs from the previous 'too difficult' safety problem to an economic contributor included in all relevant policies. .

It can be argued that the success or failure of this entire Framework lies in the ability of all to approach motorcycle safety and policy integration with an open view. Regarding the potential to reduce casualties through a two-pronged approach of established safety techniques, coupled with the use of wider policy levers to reduce rider vulnerability through developing sensible measures that will realise the motorcycle and scooter opportunity for road transport.

The expertise and resources of Highways England, MCI and NPCC combined can provide a new impetus and enthusiasm for moving forward to improve motorcycle safety by viewing motorcycles as a legitimate transport mode, with a focus on motorcycling as one of the many modes of transport and with a view to improving safety and enabling all road users to share the road.

The most sustainable route to safer motorcycling lies within taking a comprehensive approach to safety policy and practice, based on a 'shared responsibility' approach. A new approach must be pursued. This must be based around the attitude of: 'Motorcycling carries many socio-economic benefits and an opportunity to offer the public a further alternative to the car for commuting. How can we support motorcycling, decrease casualties and reduce rider vulnerability?'

In order to realise this and ensure that safety is managed with an even hand and on a level playing field, the first and most important step is to recognise motorcycling's place within society and the overall transport system. Indeed, the Organisation for Economic Cooperation and Development (OECD) firmly stated this key point in their primary recommendations from the 2008 Lillehammer safety conference.

Such an approach will open up the ability to integrate motorcycle safety as part of broader transport policy/planning and enable a reduction in rider vulnerability and improve accessibility as part of this. This will result in not only fewer motorcycle and scooter casualties, but also the important role that motorcycling plays in social, business, practical and leisure transport.

The British Road Safety Statement: 'Working Together to build a Safer Road System' makes

clear reference to the original MCIA/NPCC framework and welcomes its creation. Highways England’s integration into the partnership clearly demonstrates the government’s commitment to road safety and support for motorcycling in the wider context.

**The Motorcycle Market and How Motorcycles Are Used**

There is sometimes a mistaken view that motorcyclists are a homogenous ‘lump’. That people are in the main enthusiasts and that aside from a few scooter riders, it’s all about ‘the sport’. This view can be reinforced in the minds of the non-biking public when they see motorcycle publications that are largely aimed at the leisure sector and marketing which is aimed mainly at the leisure and sports sector.

However, motorcyclists comprise people from all walks of life. Many are not ‘bikers’ and would not even describe themselves as motorcyclists. Of the roughly 1.2 million people who regularly ride, besides a recognised leisure market, a large proportion use motorcycles or scooters purely as practical and commuter utility transport. DfT has estimated that well over half of all motorcycle miles travelled are for non-leisure purposes such as work, business or education (approx. 2.3 billion miles in 2012). This compares with only 27% of miles travelled in a car for such journeys<sup>3</sup>.

**PTWs in use on UK roads and total miles travelled**

	2012	2013	2014	2015
Number in use (millions)	1.467	1.473	1.476	1.468
Miles travelled (billion vehicle miles)	45	43	45	45.36

(Source: DfT)

Even those who buy and ride machines aimed at the enthusiast will sometimes use their bikes for commuting and other day to day practical purposes.

In summary, ‘motorcyclists’ are mainly ‘transport users’ who make their transport choice based on a range of factors – just as the rest of the travelling public do.

This is not to take anything away from the leisure and sport sector. Biking’s heart and soul is often described as being the sport and the market has a wide range of products which cater for enthusiasts, with sports bikes and adventure/touring bikes comprising the core of the leisure sector.

Motorcycling attracts many people due to the personal benefits motorcycles can bring: stress reduction, social interaction with others, the personal and economic perspective of motorcycle tourism and the pleasure of riding as an end in itself. The UK has a vibrant sports sector which contributes notably to economic activity. In 2014, it was found the leisure and sports sectors alone (excluding tourism) accounted for 8,685 people employed in 640 businesses. (ICF Industry Economic Report)

<sup>3</sup> United Kingdom Department for Transport, “Transport Statistics Bulletin. Compendium of Motorcycling statistics 2009”. [www.motorcyclinguidelines.org.uk/wp-content/uploads/2013/08/motorcyclingstats2009.pdf](http://www.motorcyclinguidelines.org.uk/wp-content/uploads/2013/08/motorcyclingstats2009.pdf)

The term 'Powered Two-Wheelers' (PTWs) includes products from small 50cc step-through vehicles, up to motorcycles of 1000cc and over. These products are divided into different segments, such as moped, scooter, adventure, naked, supersport, touring, custom, etc.

As mentioned above, many people consider motorcyclists to be a homogeneous group of people, with road safety solutions and public policy decisions often aimed at this group. Sometimes, motorcycle safety policy is poorly differentiated from car safety policies, with motorcycle statistics in transport indicators 'lumped-in' with car statistics. Safety policy often considers the motorcycle safety problem as a standalone issue, without considering how PTWs are used, or their contribution to the overall traffic and transport mix. Little regard is given to how motorcycle safety issues can be transformed into safety and transportation opportunities.

However, the reality of the situation is that motorcycle riders use vast numbers of different vehicle types, with different characteristics, designed for myriad different terrains and used for numerous distinct purposes.

It is this diversity that means policy approaches cannot work to a one-size-fits-all approach designed to improve motorcycle safety globally. Safety policy needs to be tailored to differing local environments and take account of the PTW position in society and the economy – plus the social, mobility and economic opportunities that safer motorcycling can bring to such societies.

### Powered two wheeler characteristics

Motorcycles excel in providing convenient, low cost personal mobility, which offers riders lower journey times, while generating fewer emissions and using less fuel. Thanks to their smaller and lighter profile, motorcycles occupy less space and cause reduced wear and tear on road infrastructure compared to other forms of transport.

**Economy of use**  
Motorcycles deliver efficient transport for individuals over time, especially in an urban environment. Motorcycles also often offer a low purchase cost. That, combined with a good fuel economy and low maintenance costs, delivers riders an economical means of greater mobility. This is one reason why motorcycles are the natural choice in many countries, with some national motorcycle fleets numbering double figure millions. Brazil, for example, had a circulating parc of 22.5 million motorcycles in 2014.

**Energy savings**  
Motorcycles are engineered for excellent fuel economy and help conserve energy. Motorcycles, being of lower mass than automobiles, require less energy to manufacture and recycle.

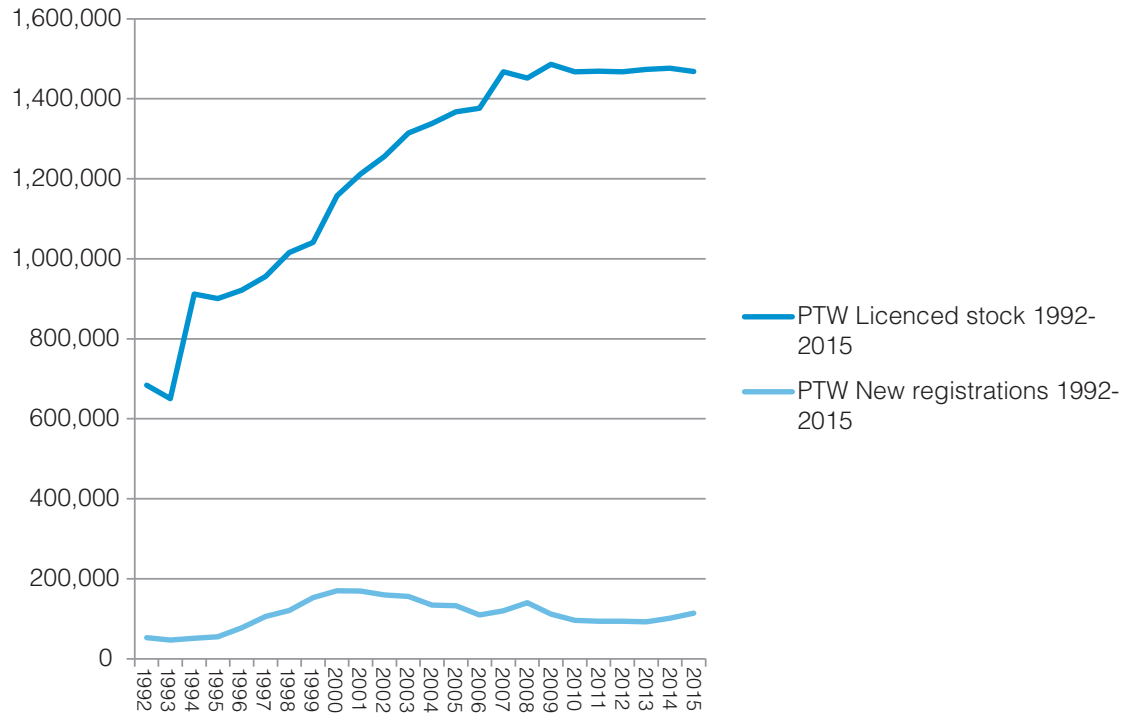
**Unique personal experience**  
Motorcycle use for leisure and sport has attracted many around the world for the personal benefits they can bring. Stress reduction, social interaction with others, the personal and economic perspective of motorcycle tourism and the pleasure of riding as an end in itself. All are cited as some of the benefits motorcycle recreation can provide. Motorcycling provides quality of life through: access to jobs and services, affordable mobility and the enjoyment of sports, leisure and tourism.



**Convenient Mobility**  
Motorcycles enable greater freedom of movement in crowded urban environments and their relatively small size offers advantages for reducing congestion and decreasing the need for large amounts of parking infrastructure compared to cars. Motorcycle use also reduces wear and tear on the roads infrastructure. Where other means of public transportation do not exist or are inadequate or inconvenient, motorcycles can provide an important source of personal mobility. Reduced commuting time also gives riders more time to spend with family and meeting friends.

# The UK Motorcycle Market

## UK Registrations and Motorcycles On-Road Since 1992

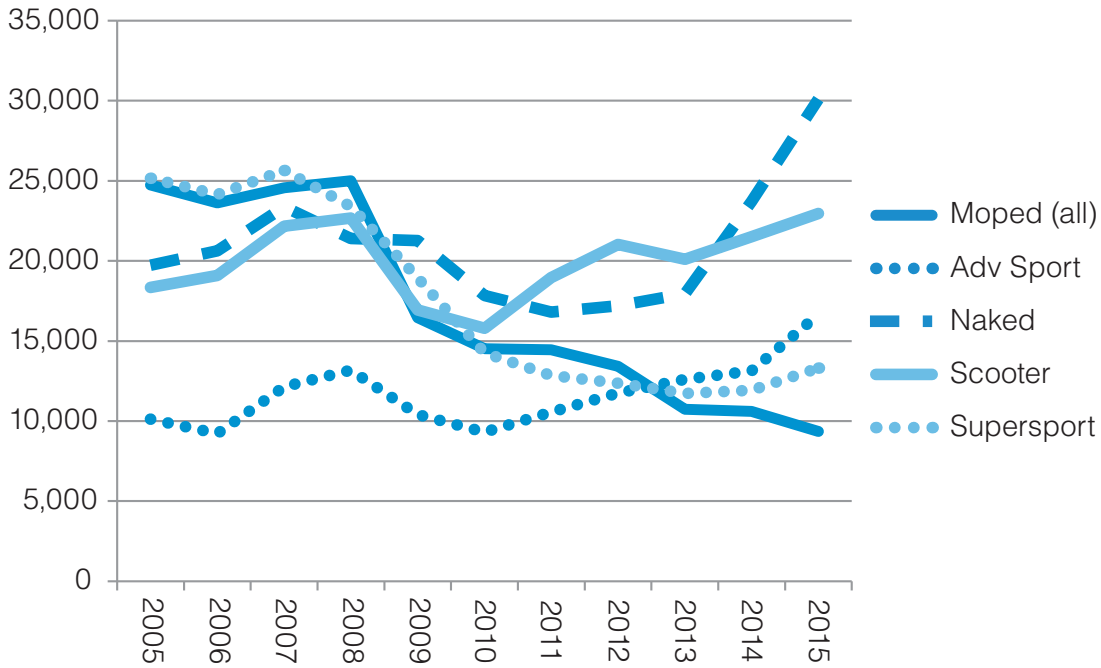


(Source: DfT, MCIA)

The UK market has evolved considerably during the last ten years. Utility and practical motorcycles have traditionally occupied around half the market and until the turn of the century, supersport models and other high performance bikes occupied a large market share.

The strong development of the adventure market after 2005 and the increase in the market share of scooters and low powered commuter bikes after the economic downturn of 2008 has created a much wider diversity in the overall motorcycle market. It can no longer be claimed that motorcycling is all about the sport with a few commuters underpinning this. People now use motorcycles for a large number of reasons and the leisure market has become much more focussed on the use of motorcycles for 'personal discovery and enrichment', with touring and adventure riding within the UK and to other far-flung places now being a high profile part of the overall market.

### Registrations by key Styles of Motorcycle

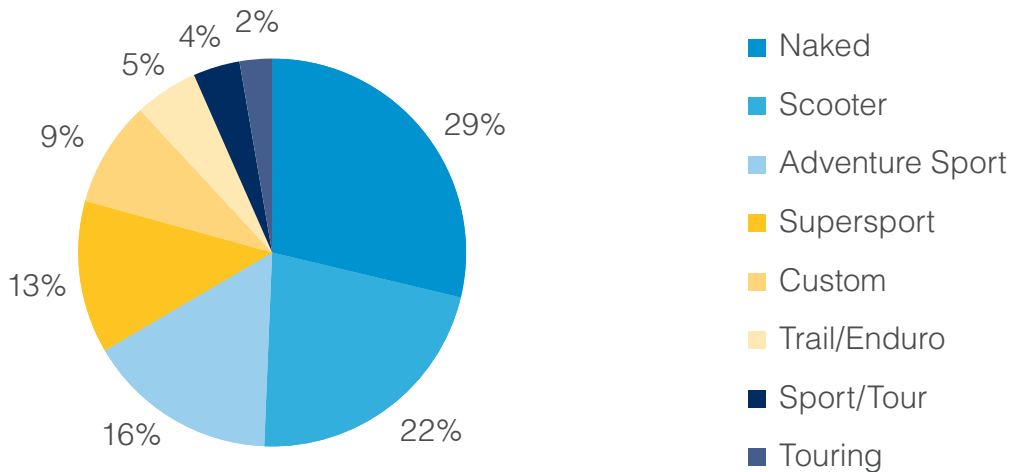


(Source: MCIA)

It is notable that despite the state of the economy since 2008, the total number of bikes in use (licenced stock) was barely affected and indeed has risen again from 2012.

The surge of interest in commuter motorcycling is clearly expressed in the new machine registration figures. Of the top ten selling motorcycles in 2015, only four models are over 125cc, with the top three being 125cc or under.

### Over 50cc motorcycle market share (2015)



(Source: MCIA)



## Road Safety Background

PTW safety is an absolute priority for the motorcycle industry and the police. Over several decades, industry has made considerable efforts to develop technologically advanced vehicles with enhanced safety characteristics. Police and industry have also taken the lead on road safety campaigns, supported government activities and promoted pre and post licence test training among users, as well as developments in roads infrastructure and other specific activities. This effort has been instrumental in substantially reducing the number of fatal collisions involving powered two and three wheeler users in the UK.

The latest data from the DfT (2015) shows that fatal casualties have risen by 3.4% over a new 2010-2014 baseline. Serious casualties are steady and all casualties have risen by 2.39%. These figures are not welcome and clearly indicate that the approach to motorcycle safety over the last few years is not working. This Framework instead contends that the traditional focus on casualty reduction campaigns needs to be augmented by taking a holistic view of motorcycles as transport and working via command transport policy to reduce rider vulnerability and improve access (as has been done with cycling). This will not only improve safety, but will also 'unlock' the potential of motorcycling as a transport mode on the UK's congested roads.

However, the figures above do represent an extremely short term view. It is also worth considering the long term trends, as these tell us much more about how motorcycle safety has progressed. Motorcycle deaths were at their lowest since records began in 1926 between the years 2012 and 2014 (average of 332). The 365 recorded deaths in 2015 are still the lowest recorded in any of the 74 years before 2010.

Historically, it can also be seen that casualty trends seem little affected by sometimes large changes in the motorcycle parc and number sold per annum (both up and down). This demonstrates that the oft-claimed connection between increasing motorcycle usage and an increase in casualty trends does not exist in any meaningful way.

But the 2015 figures do reveal a number of reasons why a fresh approach to safety is needed. The reduction in the all-important casualty rate per mile travelled has also slowed, with only a 2.06% decrease in the casualty rate over 2014 but a rise of 3.88% over the new 2010 – 2014 baseline.

Worryingly, the motorcycle percentage of all road user fatalities remains a concern. Motorcyclists comprise 21.1% of all road deaths, despite being only 1% of road traffic. The rate of death and injury reduction is showing signs of slowing. Industry and police are also concerned that the level of resources and direct interest in motorcycle safety from the Government has also reduced.

These are early signs that the long term trend may be stalling, with this being a major factor that prompted the development of this Framework. Industry and police are also concerned that the level of resources and direct interest in motorcycle safety from the Government needs to be improved. It is notable that the latest edition of the DfT's 'Road Casualties Great Britain' did not contain a notable focus on motorcycle safety, indeed RCGB used to be a comprehensive publication that has now been replaced with a series of factsheets and

downloadable tables. There is a worrying lack of in depth analysis in this new format. This means that the core statistics had to be obtained by cross referring several tables within the document.

This is a cause of great concern. The use of motorcycles across the UK is growing and will continue to grow over the coming years as a result of different factors, one of the most important of which is increasing urbanisation and the expansion of major cities. As a result of this, UK citizens will increasingly turn to mobility options that avoid traffic congestion, cut journey times and are easy to park. Additional factors driving this process will include affordability compared to public transport, journey efficiency and practicality (which cannot always be offered by walking, cycling and public transport on its own), fuel-efficiency and the fact that motorcycles offer door-to-door mobility.

### **Improving Motorcycle Safety: Why Is This Framework Different?**

The most sustainable route to safer motorcycling lies within taking a comprehensive approach to safety policy and practice, based on a 'shared responsibility' approach and through exploring proper linkage with 'command' transport policy. An attitudinal approach must be pursued that is based around: 'Motorcycling carries many socio-economic benefits and an opportunity to offer the public a further alternative to the car for commuting. What do we need to do to support motorcycling, decrease casualties and reduce rider vulnerability?'

The first and most important step is to recognise motorcycling's place within society and the overall transport system. Indeed, the Organisation for Economic Cooperation and Development (OECD) firmly stated this key point in their primary recommendations from the 2008 Lillehammer safety conference.

Such an approach opens up the opportunity to integrate motorcycle safety as an integral part of broader transport policy/planning and enables a reduction in rider vulnerability and improves accessibility as part of this. This will result in not only fewer motorcycle casualties, but will also open opportunities to further develop the already important role that motorcycling plays in social, business, practical and leisure transport.

Cycling is an important mode of transport which shares many common issues with motorcycling when it comes to safety, infrastructure policy and issues arising from other road users. Like cycling, motorcycling is not in itself dangerous. But riders of both modes are subject to certain vulnerabilities on the highway. Bicycles and motorcycles share many common attributes and needs. Many synergies exist between cycling and motorcycling. By recognising the socially positive attributes of cycling, much has been done to cater for cycling and improve visibility within traffic. The same approach is now needed for motorcycling. During discussions, both the CTC and the AA have noted shared issues between cycling and motorcycling.

This will help society realise the opportunities that are offered by the whole two-wheeled sector – providing two-wheeled commuter transport in the 0-30+ mile range, as opposed to the 0-5 mile range that is offered by cycling as a stand-alone mode. This then would provide a more robust answer in society's efforts to tackle congestion, emissions and transport costs. The 'Door-to-Door Journey' strategy would also be enriched.

## Historical Trends

It is important to put PTW safety into a proper context. All too often we have seen relatively small negative changes in the statistics lead to a misleading media frenzy when in fact, taken in context with the wider picture, the overwhelming thrust in casualty trends remains downwards. In much the same way, the digital age has now led to media reporting of video clips of anti-social behaviour by riders being widely distributed, skewing perceptions of motorcycling.

This is not to say that attention to periodic increases or stalling in progress should be ignored. To the contrary, such events importantly provide focus on the overall safety issue and generate useful public debate.

But looking at the overall picture, we can be pleased with the progress made since the casualty high point of 1960, when 1,743 people were killed on motorcycles. It was not until 1983 that the number of deaths fell sustainably below 1,000.

Total motorcycle casualties have fallen from 67,155 in 1979 to 19,918 in 2015. (1979 was the first year where full casualty data, including slight casualties, became available).

To illustrate the long term trends, the table below sets out achievements over the last generation. Progress since 1984 compared to 2015 is illustrated. 1984 was chosen as this marked a point from where comparative averages were first used in later government analyses.

It can be noted that the number of riders killed has fallen by 62% and the total number of motorcycle casualties has fallen by 57%. Importantly, the casualty rate per mile travelled – the real indicator of whether motorcycling has become safer for individual users or not – has fallen by nearly a half.

This table also includes a comparison with the high point in motorcycle fatalities in 1960. The situation at the time unleashed a great deal of negative public comments about motorcycle safety. This, combined with media reporting of the day, created a negative attitudinal environment to motorcycling. These attitudes have proved surprisingly resilient over the decades – despite fatalities falling by over 80%.

The comparison with 1927, when records began, is for reference.

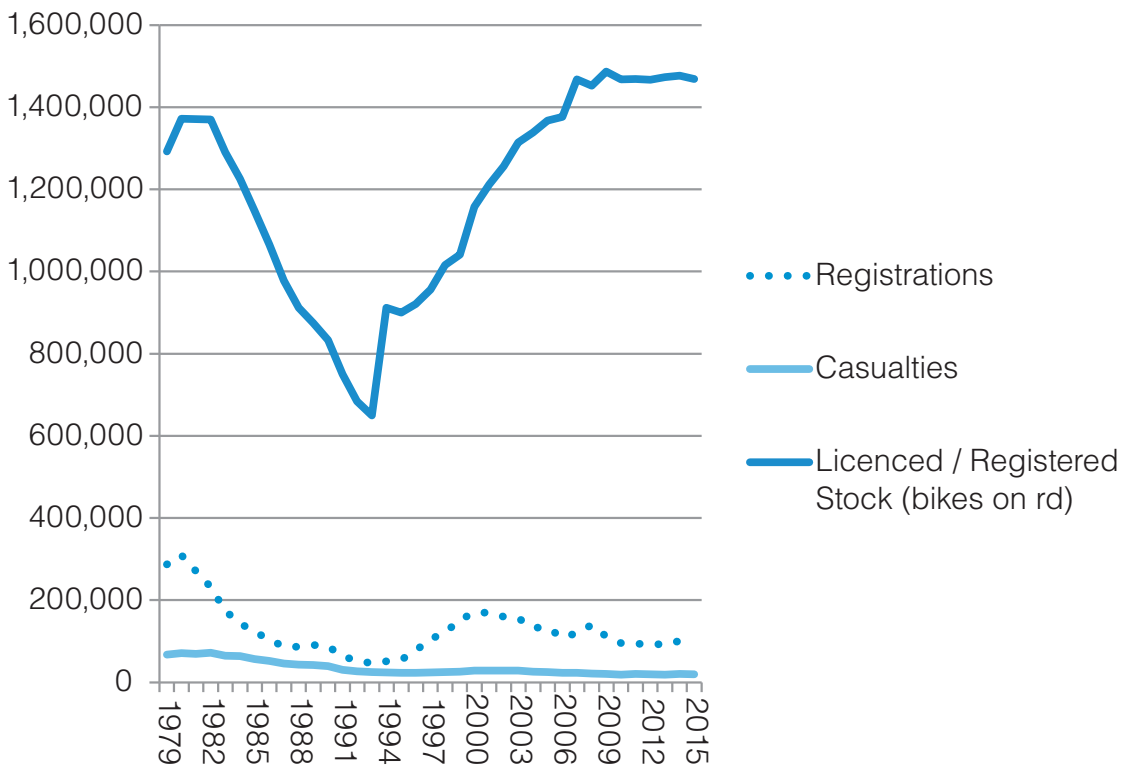
### Historical Casualty Figures

Progress	1984	2015	% Change	
Killed	967	365	↓	-62%
Serious	19,042	5,042	↓	-74%
Slight	20,009	14,511	↓	-27%
Total PTW Casualties	43,812	19,918	↓	-55%
PTW Casualty Rate	787	428	↓	-46%
PTW Killed 1960	1,742	365	↓	-79%
PTW Killed 1927	1,175	365	↓	-69%

(Source: DfT/MCIA)

Historically, it can also be seen that the general downward trajectory in the number of casualties seems unaffected by sometimes large changes in the motorcycle parc and number sold per annum. Even during the last period of rising safety concern (2002-2006), the overall trend remained downwards. This clearly demonstrates that the oft-claimed connection between motorcycle usage and increasing casualty trends does not exist in any meaningful way.

### Casualties vs Registrations



(Source: DfT, MCIA)

## The Current Safety Situation

The concern about the short term trend is a key factor behind the need for this strategy. The latest DfT figures in Road Casualties Great Britain 2015 (RCGB) are set out in the table below.

It is worth noting that, for all modes, unlike in the years prior to 2014, a tabular summary of numbers and rates per mode is no longer presented in an easy to find format in the introductory sections of RCGB, but has been replaced with a much broader graphic based 'outline'. It is now necessary to calculate casualty rates from a number of different tables.

This is an important deficiency, particularly as, compared to casualty numbers, casualty rates are a more accurate measure of how much safer or not a mode of transport is becoming.

The baseline has changed from an average of 2005-09 to a new baseline average of 2010-14. This makes meaningful baseline comparisons difficult, given that there is only one year's statistics to work from after the baseline period.

### Casualty Numbers Since 2010

	2010	2011	2012	2013	2014	2015
Fatal	403	362	328	331	339	365
Serious	4,780	5,247	5,000	4,866	5,289	5,042
Slight	13,503	14,541	13,982	13,555	14,738	14,511
All Casualties	20,696	22,161	19,310	18,752	20,366	19,918

### Motorcycle Casualty Numbers 2010-14 baseline vs 2015

	2010-14 Average	2015	Change	2015 v 2014 change
Fatal	353	365	3.4%	7.67%
Serious	5,036	5,042	0%	-6.53%
Slight	14,063	14,511	3.19%	-1.54%
All casualties	19,453	19,918	2.39%	-2.2%
PTW Traffic (per billion miles travelled)	45.2	45.36	0.22%	0.8%

(Source: DfT)

Against this new baseline, it is not yet possible to see a consistent pattern emerge on casualty statistics. Fatal casualties have risen, but serious casualties have fallen by a similar percentage. All casualties have fallen by just over 2%.

Therefore, until more year on year data is gathered to the new baseline, it is still relevant and appropriate to consider the 2015 situation with the previous 2005 to 2009 baseline. This represents the best short to medium term comparison of casualty records.

### Motorcycle Casualty Numbers 2005-09 baseline vs 2015

	2005-09 Average	2015	Change
Fatal	544	365	-32.9%
Serious	5,776	5,042	-12.71%
Slight	16,542	14,511	-12.28%
All casualties	22,772	19,918	-12.53%
PTW Traffic (per billion miles travelled)	53	45.36	-14.4%

(Source: DfT)

Against this baseline, encouraging progress is being made on all casualty measures, most positively on fatal incidents. This more or less mirrors the very long term trend. Although PTW traffic fell against this baseline, recessionary factors were at play during much of the period from 2009, with motorcycle mileage moving back into growth from 2015. Much longer term there has been consistent growth in motorcycle sale and miles travelled, with a 20% fall in overall casualties.

### Very Long Term Trend for PTW activity vs Casualties

	1993	2015	% Change
PTW New Registrations	46,724	114,160	144.33
PTW Miles Travelled	37.66	45.36	20.45
All PTW Casualties	25094	19,918	-20.63

(Source DfT/MCIA)

It is however, important to inject a note of caution. Although there is a positive long term trend, it is clear that in recent years, the rate of casualty reduction among PTW riders and among other road users has slowed and for PTW fatalities has reversed in the last year, with a notable spike in fatalities in 2015.

The partners in this Framework feel that given the warning signs in the 2015 data, it vital to arrest potential for any new growth in casualties. This is best done through a combination of focus on the actions within this Framework coupled with a new recognition of the role of motorcycling within transport policy, which in turn can lead to a much more positive focus on measures to reduce rider vulnerability.

We would also support calls from PACTS and other organisations for a return to casualty reduction targets, but focussed around casualty rates.

## Casualty Rates

Casualty rates are a much more accurate measure of how much safer or not a mode of transport is becoming. The headline rate data should appear as part of the annual RCGB publication and it is of concern that this important set of statistics have to be ‘mined’ from the detailed tables in RCGB, rather than being a fully featured aspect of the introductory sections.

The current problematical aspect of the new 2010-14 baseline is also apparent when casualty rates are compared. Against the new baseline, the killed rate has gone up by 4.96%. The KSI rate has gone up by 1.77% and all casualty rate is up by 3.88%. (Source: DfT). But against a brand new and very recent baseline, meaningful conclusions cannot be made from this data.

Against a 2005-09 baseline, the short and medium term trend is more apparent. This reveals that the rate of fatal accidents has fallen significantly. Progress is positive, but not so apparent for KSIs and All Casualties. PTW traffic has fallen over the period, with this due to recessionary factors. Although the fall in the fatal rate is clearly much larger than the fall in PTW miles travelled.

As with casualty numbers, a note of caution needs to be registered. The long term trend may be positive, but as outlined above in relation to casualty numbers, the 2015 ‘spike’ upwards in indicators also applies to casualty rates. In summary, the 2015 data reveals that all measures of PTW casualty statistics contain a note of warning.

### Motorcycle Casualty Rates 2005-09 vs 2015

	2005-09 Average	2015	Change
Fatal	161	127	-21%
KSI	120	115	-4%
All casualties	426	428	-0.5%
PTW Traffic (per billion miles travelled)	53	45.36	-14.4%

(Source DfT/MCIA)

## Urban Versus Rural

A closer look at the individual tables in RCGB allows an indication of where safety actions need to be directed. Table RAS2004 considers vehicles involved in collisions by vehicle type, built up and non-built up roads. Although there are some inconsistencies with the headline casualty data, the following can be concluded:

Although there are fewer fatalities on built up roads, the proportion of serious injuries is very much higher than on non-built-up roads. However there has been an alarming increase of fatal incidents on built up roads which contrasts starkly with the improving situation on non-built up roads.

This is a reversal of the situation which was outlined and reported in the first edition of this framework.

### Casualty Change on Built up and non-Built up Roads 2014 vs 2015

RAS2004	Built Up Roads		% Change	Non Built Up Roads		% Change
	2014	2015		2014	2015	
Fatal	130	168	29.23	239	222	-7.1
KSI	3,741	3,699	-1.2	2,094	1,912	-8.69
All	16,714	16,594	-0.72	4,418	4,160	-5.84

(Source: DfT)



# Characteristics of Motorcycle Incidents

## What are the causes of collisions?

Two of the main contributory factors of incidents by both riders and drivers are:

- Not paying attention
- Not having enough time and space to react in a way that avoids a crash

The BikeSafe curriculum is based around a number of factors. These factors are based on a combination of STATS19 factors plus other research such as the DfT's In Depth Study of Motorcycle Accidents (2004) and are:

- Driver error at junctions – caused when a driver 'looked but failed to see'
- Rider error on bends
- During overtakes/filtering caused by speed or inexperience
- Group riding
- Lack of anticipation / poor speed choice

## When are incidents most likely to happen?

People are more likely to be involved in an incident at the weekend. An incident is more likely to happen on a Sunday than a Saturday. Incidents are more likely to occur in the winter than the summer.

## Where are incidents most likely to happen?

- Junctions – urban and rural areas. In urban areas there are many obstructions and distractions. It is common for a car to pull out of a side-turn while the rider has right-of-way. On rural roads where higher speeds are allowed there is less time to see another vehicle approach.
- Bends – The most common crash-site when no other road user is involved, either because of a slippery surface or going into a bend too quickly.
- Overtakes – Either when filtering in heavy urban traffic or when overtaking a line of slow-moving traffic on the open road.

People in their first year of riding are more at risk, but there is plenty a beginner can do to improve their skills and become more proficient out on the road. All riders can develop their skills and learn new techniques that will make them safer on the roads.

## Taking Action

In both rural and urban areas, motorcycle casualties are caused by a variety of factors which revolve around engineering and planning, coupled with behaviour, skills and attitudes among motorcyclists and other road users. Compared to car users, motorcyclists are particularly vulnerable mainly due to the relative exposure to the external environment.

Motorcyclists are also increasingly vulnerable in the urban environment compared to cyclists. This is in part due to the high consideration and support given to cyclists in transport plans, with accompanying social acceptability, and special measures such as access to priority areas which helps to reduce cyclists' vulnerability.

Action should therefore be taken which addresses the following key factors:

- Rider behaviour
- Rider skills
- Rider attitudes
- Rider and driver training
- Driver behaviour
- Driver skills
- Driver attitudes
- Traffic engineering and design
- Transport planning as it relates to vulnerable users
- Training infrastructure, particularly post-test
- Enforcement
- Attitudes to motorcycling among non-motorcyclists
- Attitudes to motorcycling among transport experts, planners and road safety officers
- Levelling the policy playing field between bicycles and motorcycles in areas of shared vulnerability.

# Realising the Opportunity: The Key Themes Within a Fully Rounded Safety and Policy Framework

The objective of this framework is to achieve motorcycle casualty reduction through a range of established safety techniques, coupled with full inclusion of PTWs within government and local authority transport policy and practice. As illustrated during the MCI/NPCC safety conference at the DfT in November 2013, taking the two issues together will create a positive multiplier in terms of casualty reduction, which could if anything be accelerated if more people decide to ride motorcycles.

Therefore two philosophies underpin the framework themes:

- Reducing rider risk and casualties:
  - Via established motorcycle safety techniques – training, safety, research and active initiatives (BikeSafe etc, intelligence-led enforcement and annual campaigns).
  - Changing attitudes through government and industry activity in support of motorcycles as transport.
  - Utilising developing technologies to enable riders to enhance skills, learn about road conditions and be more quickly located in collision situations.
  - The use of data and application of ‘Safe Systems’ engineering knowledge from within Highways England to understand the infrastructure contribution to both collision avoidance and injury mitigation.
- Reducing rider vulnerability through full motorcycle integration in transport and other government policies:
  - Vulnerability reduction through positive inclusion into government transport policy and associated actions relating to infrastructure measures and accessibility in particular.
  - Recognising the motorcycle role in reduced congestion and pollution.
  - Recognising the motorcycle role in reduced transport costs to the consumer.
  - Recognising the motorcycle role in greater transport efficiency.
  - More industry engagement in society.
  - Education, incentivisation, shared synergies with cycling.

## More Motorcycling, Fewer Casualties?

The safety experience of higher levels of motorcycle traffic in different European countries is illustrated in the table below. It illustrates that when motorcycle use increases to 10% of the vehicle stock, sharp falls in casualties start to occur.

### Comparison of PTW Ownership and Fatalities

	Population (Million)	PTW share of stock	PTW fatality/10k PTWs
UK	64	4%	2.91
France	64	6%	3.90
Slovenia	2	6%	2.71
Portugal	11	8%	3.62
Poland	39	10%	1.96
Belgium	11	10%	2.02
Hungary	10	11%	2.00
Germany	81	11%	1.33
Netherlands	17	12%	0.66
Austria	8	12%	1.15
Spain	47	15%	0.85
Czech Republic	11	15%	0.91
Italy	60	16%	1.28
Greece	11	33%	1.03

(Source: International Road Traffic and Accident Database, OECD – to 2012/13)

The table below also illustrates that more motorcycling tends to lead to casualty reduction in absolute terms.

### Evolution of EU Motorcycle Fatalities 2001 vs 2011

	All PTW	Motorcycle	Moped
Vehicle Parc	+19%	+49%	-11%
Fatalities	-31%	-17%	-62%

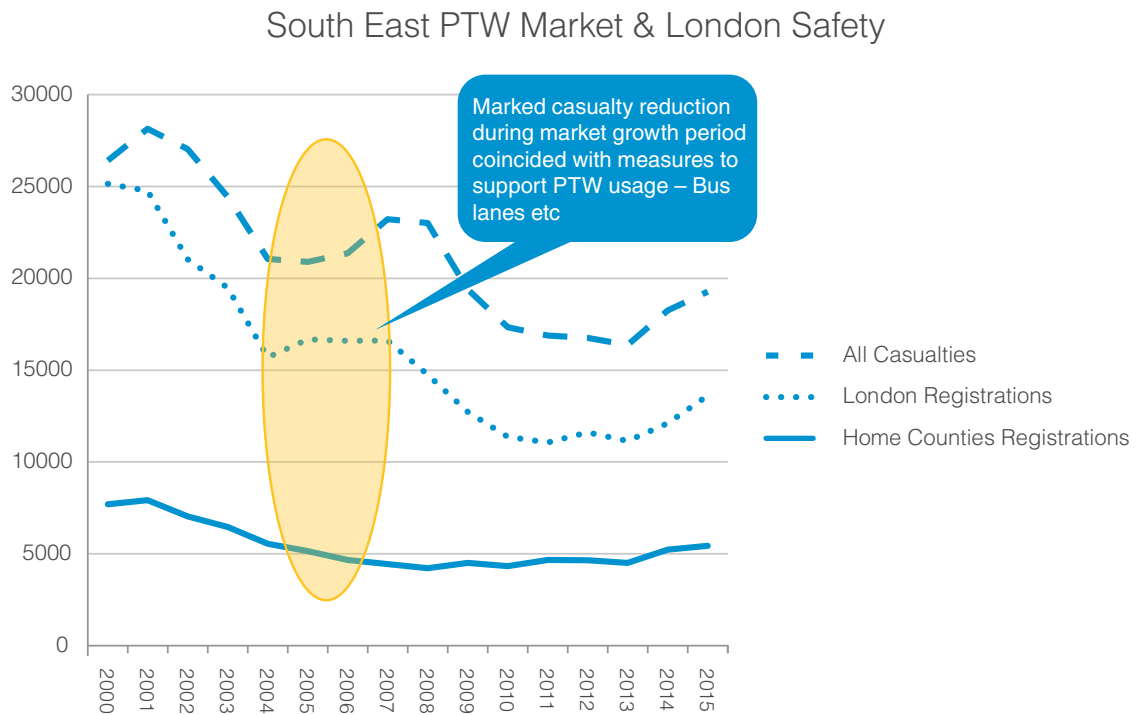
(Source: International Road Traffic and Accident Database, OECD)

Additionally, the motorcycle safety experience in London and the Home Counties, coupled with the fortunes of the motorcycle market, reveals that when there is a growth market, casualties fall.

Therefore, contrary to traditional thinking on the issue, a case exists to suggest that if the motorcycle usage is supported in an appropriate manner, particularly as part of the commuter transport paradigm, direct safety positives can be the result.

The fundamental and primary goal of this framework is to reduce casualties. Unlike previous exercises in this area, stakeholders will be encouraged to look outside the box and consider such matters as the impact of parc volumes when it comes to devising measures to reduce casualties.

### South East Motorcycle Market vs Motorcycle Casualties



(Source: MCIA/DfT/MCRIS)

The chart above reveals how the largest market area, London and the SE, reacts in safety terms to changes in motorcycle market fortunes. It is notable that casualties fell at a reasonable rate during the last period of a riding market (2005-2008) but slowed or even increased when the market fell after the economic downturn began.

# Previous Strategic Activity

## 1981 Transport Act

The MCIA produced a range of policy documents which sought to highlight the role of motorcycles and young people and an action plan for learner rider safety.

## Until the 1990s

Public policy (and the motorcycle industry's response to it) was based largely around safety issues of the day.

## 1997 Powered Two Wheeler Use Into the 21st Century

By the 1990s, there was growing concern about traffic congestion and the environment. The industry sought recognition of the wider role of motorcycling in transport from the Government. The British Motorcyclists Federation (BMF) published a policy document in 1997 (Powered Two Wheeler Use Into the 21st Century). Industry and riders worked together on key transport policy initiatives in the mid-1990s, which resulted in Parliamentary support and the publication of detailed policy positions from both Government and the main Opposition parties. The change in government in 1997 brought two key developments:  
Government acceptance that a motorcycle strategy was required and the commencement of the era of Local Transport Plans.

## 1990 CBT Initiative

The MCIA was also active in general safety policy and had a deep involvement in training policy (including the 1990 CBT initiative), leg protector and air bag research and, later on, EU licensing issues (1st, 2nd and 3rd Driving Licence Directives). The industry also published an influential report on urban casualties (Characteristics of Urban Motorcycle Accidents - Booth - Institute of Motorcycling 1989).

## 2000 - Powered Two Wheelers: The SMART Choice In Local Transport Plans - A Policy Resource Kit

MCIA published a toolkit for local authorities (Powered Two Wheelers: The SMART Choice in Local Transport Plans - A Policy Resource Kit). This was distributed to government and UK highways authorities. Further work was undertaken with local authorities and submissions for both LTP1 and LTP2 contained a large number of commitments from several local authorities to develop individual local motorcycle safety and policy strategies. MCIA conducted two 'liaison' activities with local authorities to assist the development of individual LTPs (2000 and 2005).

## 2005 - The Government's Motorcycling Strategy

The Government established a Motorcycle Strategy Group in 1998. This drew together government departments, the industry, police and motorcycle and scooter user stakeholders, along with road safety experts. This work culminated in the 2005 The Government's Motorcycling Strategy'.

## 2010 - Work was halted

DfT/MCIA work on updating this strategy was halted by the 2010 change in government.

In parallel with this work several other individual activities took place. These included:

- The IHE 'Motorcycle Guidelines' for road traffic engineers (revised 2014)
- TfL's motorcycle group. Work was done on advanced stop line access by motorcycles, bus lane access, publicity, safety action plans, secure parking and congestion charging
- TfL's involvement with the EU/ACEM eSUM project
- Parallel work in the EU, with ACEM guidelines on infrastructure, plus several country strategies for motorcycling around Europe
- The development of 'BikeSafe'
- A large number of MCIA initiatives related to safety and rider improvement, including 'The Edge' (rider assessment) and two DVDs aimed at improving safety among different motorcycling demographics
- DfT research and statistical analysis (also TfL)
- DVSA rider training and licensing developments
- UK implementation of EU licence regulations
- Technical regulatory work via the EU (Whole Vehicle Type Approval)
- PPE activities and research
- EC/ACEM in depth research into daytime lights
- DfT road safety 'small grant' many of which were focussed on motorcycle safety

## Observations

Motorcycling is a mode of transport which should now be playing a key part in the Government's transport strategy but to date has remained undeveloped in policy terms and users have been left vulnerable as a result. Poor public and institutional attitudes towards motorcycling has sustained an image of motorcycling as a dangerous activity.

The thrust of industry and user group activity from the 1990s has been towards developing a policy 'Framework' within which other safety and transport policy advances could be made. Core to this was a belief that the clear benefits of motorcycling to transport and society should be recognised, with this providing the basis from which motorcycle safety can be developed in a sustainable and holistic way.

Appropriate action henceforth should take the form of an extensive package of measures which integrate to deliver this motorcycle framework with clear actions for casualty reduction and the implementation of measures which reduce vulnerability and change attitudes.

Some positive actions have been taken at local authority level, but these are often piecemeal and consistency across the UK needs developing. A notable exception and a success of this framework, is that Northamptonshire County Council, has fully embraced motorcycling within transport policy. This positive action needs repeating nationwide.

Transport for London has conducted several major motorcycle initiatives and remains very active on motorcycle safety, and is only now beginning to recognise motorcycles as an important transport mode in London, despite the large number of motorcycle commuters. That said, during 2016 the MCIA have engaged TfL in new high level strategic discussions about motorcycling in London and we anticipate positive outcomes in the medium to long term.

The IHE Guidelines were well received but are not universally adopted by highways engineers, though in 2016 TfL did publish complementary guidelines aimed at London Boroughs.

The development of the police-led BikeSafe assessment scheme has been one area of very positive progress, but it remains largely unsupported. MCIA have assisted BikeSafe for over 10 years and more recently BikeSafe have received very welcome backing from Highways England who have provided 10 motorcycles for military and wider promotional use. In London BikeSafe is flourishing with financial support and backing from Transport for London, who offer BikeSafe in the capital through a partnership with the Metropolitan Police and this is an excellent example of best practice as the officers are used to great effect for both enforcement and education. However, there is still a pressing need for national support, with no central funding for BikeSafe from government and no statutory requirement for police forces to offer BikeSafe courses. Many police force areas currently have little or no BikeSafe capability. Government support and funding would ensure sustainability of the scheme.



However, the original aims of the industry's safety and transport policy activity remain. This Framework offers an opportunity to set motorcycle safety into a context which will allow both the development of motorcycles as a recognised alternative to the car and unleash the potential offered by the implementation of industry/police/highway authority proposals which in turn will reduce incident numbers and rider vulnerability.

Highways England joining the MSTP partnership also marks a major turning point and an opportunity to embed motorcycle elements in a significant proportion of highways policy and practice.

In summary, progress is being made, but core to any motorcycle safety strategy is the full and proper recognition and support of motorcycles in overall transport policy. This is what will provide the impetus for a positive step change in motorcycle safety.

# Theme One: Road User Awareness

## Objectives

The key objectives of the actions set out in this section are:

- A single generic theory test aimed at all road users, focussing on the theory of using the road, regardless of the mode choice
- A revised hazard perception test that uses CGI technology to demonstrate the main causation factors of KSIs for vulnerable road users. This will increase awareness across all vehicle users
- The introduction of compulsory road safety education within schools. Road safety professionals for all modes agree that starting to learn the lessons relating to safe road use should start at a much earlier age
- Compulsory road safety education resulting in a theory test certificate.
- A call for a theory test pass prior to the acquisition of a provisional licence.
- Better and more balanced public information
- Motorcycles fully integrated within transport policy
- A safer and less vulnerable road environment for motorcycles
- Better infrastructure facilities

## Summary of Actions

<b>Action 1</b>	Introduce Compulsory Road Safety Education Within the School Curriculum, Resulting in a Theory Test Qualification
<b>Action 2</b>	Change the Theory Test to Create One Generic Multi-Mode Test as Opposed to Mode Specific Tests
<b>Action 3</b>	Amend the Hazard Perception Test to Include Specific Collision Causes
<b>Action 4</b>	Change the Process so That Candidates Must Pass the Theory and Hazard Perception Tests Before They Acquire a Provisional Licence
<b>Action 5</b>	To Ensure Safety Statistics Provide a Full Picture for Motorcycle Safety and Transport Policy Work
<b>Action 6</b>	To Obtain Greater Recognition by Government of Motorcycling as Legitimate Transport to Enable More Focus on Reducing Rider Vulnerability
<b>Action 7</b>	To Work With Local Authorities and Enhance Their Role in Motorcycling

## Introduction

There is a need to train people to use the road, not just to use a specific mode of transport. A holistic approach to safety training needs to be employed. This will have a cross modal benefit in terms of creating a new generation who are fit to use the road whichever mode of transport they choose to use.



This will allow road users to become more aware of vulnerable users, cyclists and motorcyclists in particular. Best practices will be illustrated.

Greater emphasis is needed in the licensing curricula of all vehicle types to ensure more awareness of the behaviour of other road users. This would not only benefit motorcycle riders but would also, for example, raise awareness among heavy goods vehicle (HGV) drivers to look out for cyclists when turning, and would assist car drivers to understand the dynamics of HGVs when braking or accelerating, laden or unladen. There is also the need to explain the potential hazards from misjudging the speed and approach of differing vehicle types.

The most frequent cause of collisions involving motorcycle riders is perception failure by other drivers (Motorcycle Accident In Depth Study (MAIDS)). In such instances, the best vehicle technology in the world will not prevent the collision if the rider or driver has not perceived the relevant hazards and therefore makes no attempt to avoid or mitigate the situation being faced.

Awareness of the rules of the road should begin at an early age, preferably from pre-school years. In the 2013 Road Casualties Great Britain reported 706 casualties under four years old.

In order to create safer road users, road user education needs to be in every school and offered to every student. Whilst we understand that it would be very difficult to create more curriculum time, it is entirely possible to amalgamate road safety into the existing curriculum.

By introducing this at the start of school life, it would help foster more desirable attitudes in later life.

There is also a need for easy to access and clear information about safety progress via statistical publications. The Government used to provide this via the Road Casualties Great Britain (RCGB) annual series and via an annual compendium of motorcycle statistics. However, the compendium has been dropped by the DfT and the latest edition of RCGB (2015) does not provide an easily accessible overview of motorcycle and scooter safety statistics.

A major aspect of road user awareness will be an implicit and widening recognition that motorcycles are part of mainstream transport and a legitimate travel choice for society as a whole. A more positive attitude to motorcycles from policy makers at all levels will facilitate actions that can lead to wider recognition and acceptance by the public at large. This in turn will lead to greater highway visibility as more are encouraged to actually 'Think Bike' in a positive way.

Finally, there is a need to consider how attitudes to motorcycles can be addressed. In particular social/parental attitudes to riding and the perception of motorcycles being 'dangerous' rather than being a vulnerable transport mode (like cycling).

Added to this is the issue of negative institutional attitudes to motorcycles in general. Experience shows that this is extensive and deeply entrenched. Changing attitudes to unleash new and creative thinking about motorcycle use and safety is a long term objective of this Framework. It is vital if the benefits proposed are to be fully achieved.

# Theme 1 – Action 1 – Introduce Compulsory Road Safety Education Within the School Curriculum, Resulting in a Theory Test Qualification

## Summary

Road Safety is arguably the most important life skill. It is relevant to absolutely every single person and given this should be a compulsory topic at school for all children.

Whilst we understand that curriculum time is tight and there are a lot of subjects to fit in, it is crucial that people learn about road safety from a young age. Teaching all young people to use our roads safely will help reduce casualties for all transport modes, our children will all use the roads in one form or another from their first years right through to old age. Understanding the rules of the road and appropriate hazard awareness training from an early age will benefit everyone, from pedestrians to HGV drivers but particularly vulnerable road users.

## Description

There are some people who decide to never get a licence and therefore use the road in a completely untested capacity. In the Reported Road Casualties Great Britain 2015 Annual Report, the Contributory Factors in Reported Accidents showed that for pedestrians, of the 264 fatal accidents, 157 were caused by the pedestrian failing to look properly and another 86 pedestrians failed to judge the vehicle's path or speed.

This demonstrates why it is absolutely crucial to instil road safety education into the national curriculum and not wait until people choose to use a licenced form of transport on the road.

The existing national curriculum already offers plenty of opportunities to introduce road safety. There is no need to introduce a completely new subject. There is cross over between existing subjects and road safety.

### That National Curriculum

The National Curriculum is broken up into 4 Key Stages. Within each Key Stage there are compulsory subjects and we see it as essential that Road Safety Education is introduced in each of these.

	Key Stage 1	Key Stage 2	Key Stage 3	Key Stage 4
Age	5-7	7-11	11-14	14-16
Year Groups	1-2	3-6	7-9	10-11
Core Subjects				
English	✓	✓	✓	✓
Mathematics	✓	✓	✓	✓
Science	✓	✓	✓	✓
Foundation Subjects				
Art & Design	✓	✓	✓	
Citizenship			✓	✓
Computing	✓	✓	✓	✓
Design & Technology	✓	✓	✓	
Languages		✓	✓	
Geography	✓	✓	✓	
History	✓	✓	✓	
Music	✓	✓	✓	
Physical Education	✓	✓	✓	✓
Religious Education	✓	✓	✓	✓
Sex & Relationship Education			✓	✓

### Next Steps

- Identify stakeholders and hold meetings/planning sessions
- Organise a conference to present plans
- Introduce this concept to the Department for Education
- Pre-School – given that in 2015, there were 651 casualties under 4 years old either on a pedestrian crossing, within 50 metres of a crossing and elsewhere<sup>4</sup>, it is crucial that we also look to work with nurseries and pre-school establishments to ensure that this valuable life lesson is started as soon as possible
- Liaise with Road Safety Officers – as suggested above, road safety education can be integrated into existing curriculum subjects. Outside support should be utilised where possible – there are a range of fantastic resources that can offer great support. Road Safety Officers can offer support and there is an abundance of road safety resources online which can be adapted to match the curriculum requirements

<sup>4</sup> Reported Road Casualties Great Britain 2015, table RAS3026, <https://www.gov.uk/government/statistics/reported-road-casualties-in-great-britain-main-results-2015>

**UPDATE – Action 1 Introduce Compulsory Road Safety Education Within the School Curriculum, Resulting in a Theory Test Qualification**

We have been busy moving this action forward. Initial stakeholder groups have been identified to discuss proposals and meetings will take place in 2016/2017.

We have been working in detail with Road Safety GB on this action.

A governmental influencers meeting has taken place where we discussed the proposals for road safety education within schools.

Following on from the meeting, it is our aim is to host a conference with educational professionals in Spring 2017 to present a proposal for the introduction of road safety education into the National Curriculum.

Once we have sought the opinions of the stakeholders we will be seeking meetings with the Department for Education to look at introducing road safety into the compulsory curriculum.

# Theme 1 – Action 2 – Change the Theory Test to Create One Generic Multi-Mode Test as Opposed to Mode Specific Tests

## Summary

There is a need to train people to use the road, not just to use a specific mode of transport. A holistic approach needs to be employed. This will have a cross modal benefit in terms of creating a new generation who are fit to use the road whichever mode of transport they choose to use. Regardless of the mode a person chooses to use, they need to understand the Highway Code.

This will allow road users to become more aware of the road environment overall and will encourage drivers and riders to consider and understand the actions of other vulnerable road users such as pedestrians, cyclists and motorcyclists.

## Description

There are a large number of contributory factors listed in the Reported Road Casualties Great Britain 2015 tables. Many of these are elements of the Highway Code and are therefore included in the theory tests such as; incorrect use of headlights and disobeying road signs.

We feel that one test which focuses on the theory of road use would help to raise levels of cooperation and consideration amongst the many and diverse road users, from child pedestrians to the elderly using mobility scooters, and in turn instil better attitudes and safer road use for all.

It will be essential to access the current question bank for all modes to identify questions that are clearly related to the theory of road use as opposed to the various modes. A panel of experts will be needed to ensure that the questions are wide ranging and encompass the vulnerabilities of all modes.

Candidates should be able to identify issues and potential of conflicts between HGV, cycle, pedestrian and motorcyclist.

## Next Steps

- Seek access to the question bank of all modes theory tests
- Meet with the DVSA to discuss the financial implications of just one test
- Meet DVSA and DfT to seek support for a single theory based test
- Identify and meet with a panel of experts to propose the questions for an amended single test

**UPDATE – Action 2 – Change the Theory Test to Create One Generic Multi-Mode Test as Opposed to Mode Specific Tests**

There is currently no progress regarding this action.



# Theme 1 – Action 3 – Amend the Hazard Perception Test to Include Specific Collision Causes

## Summary

In January 2015, Computer Generated Imagery (CGI) clips replaced traditional filmed images. This allows for much more scope to cover hazards which would have been too dangerous to film.

We believe that the top causation factors of accidents for all road users should be considered and clips developed to demonstrate this. Further to our call for a multi-mode theory test, this would further test a road users understanding of the needs and vulnerabilities of all modes.

## Description

As described in Action 2, this framework document is calling for a single theory test which is not mode specific. It doesn't matter what vehicle a person is looking to drive, they need to be aware of the general rules of road use. They should also be considerate of all road users and have a general understanding of their vulnerabilities.

The introduction of CGI hazard perception clips offers a great deal of flexibility. Hazards experienced by all modes can be highlighted within these clips and will ensure that road users develop a level of understanding.

The 2015 Reported Road Casualties Great Britain report, showed 58% of the accidents attributed to the injured or killed pedestrian was due to their failure to look properly<sup>5</sup>.

An idea of a hazard perception clip which could demonstrate this and be particularly relevant would be a teenage pedestrian walking on the pavement clearly wearing headphones and playing on a mobile phone. The pedestrian could be approaching a road he/she intends to cross while a car is also looking to turn into the road. The candidate would be expected to recognise the hazard of the pedestrian not paying attention to the car who has right of way.

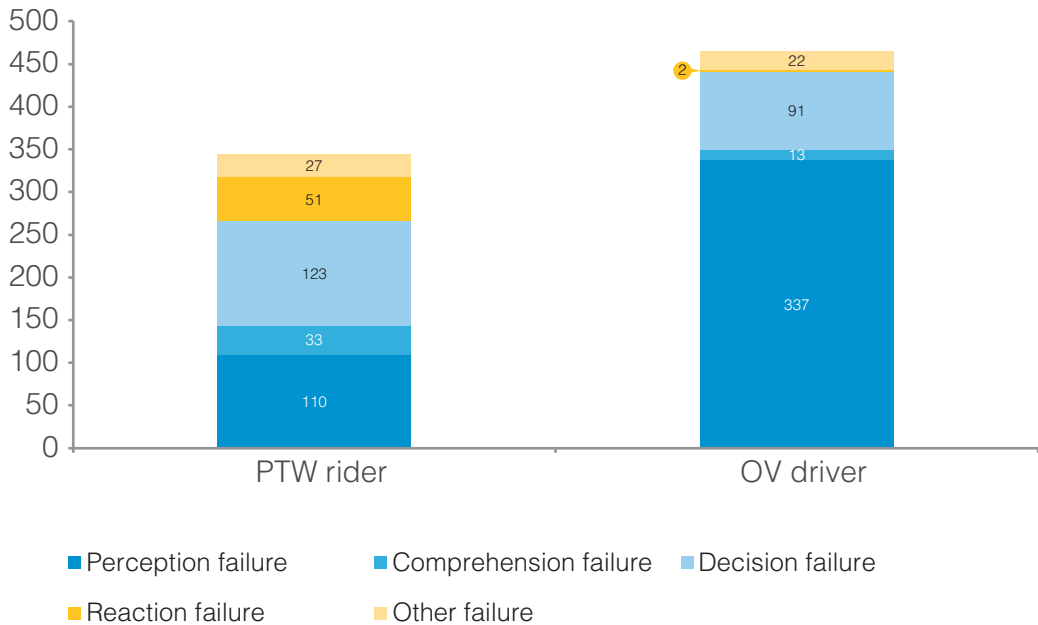
Another example which would be intelligence led would be related to the top causes of motorcycle accidents as reported in the MAIDS report. MAIDS is the most comprehensive in-depth data currently available for Powered Two-Wheelers (PTWs) accidents in Europe.

This study reported that the most frequent cause of collisions involving motorcycle riders is perception failure by other drivers, as shown by the graph below. In such instances, the best vehicle technology in the world will not prevent the collision if the rider or driver has not perceived the relevant hazards and therefore make no attempt to avoid or mitigate the situation being faced.

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<sup>5</sup> Reported Road Casualties Great Britain 2015, Table RAS5004 Reported Road Casualties Great Britain 2015, table RAS3026, <https://www.gov.uk/government/statistics/reported-road-casualties-in-great-britain-main-results-2015>

**Causes of Collisions PTW Rider v Other Vehicle Driver**



(Source: MAIDS – EU/ACEM)

In order to ensure that all road users are considerate of the vulnerabilities of motorcyclists, a clip or range of clips can be created to demonstrate this.

**Next Steps**

- The latest Reported Road Casualties Great Britain document will be analysed to highlight the main causes of accidents for all road users.
- Storyboards will be created to highlight the hazards from number of perspectives
- DVSA commitment will be sought to create and implement the new range of hazard perception clips.
- Highways England have recently conducted a customer survey specifically for motorcyclists using their road network, the results of which will provide further insight and should be used to inform this action

**Progress**

**UPDATE – Action 3 – Amend the Hazard Perception Test to Include Specific Collision Causes**

There is currently no progress regarding this action.

# Theme 1 – Action 4 – Change the Process so That Candidates Must Pass the Theory and Hazard Perception Tests Before They Acquire a Provisional Licence

## Summary

It cannot be right that anyone can take to the road without first having passed the theory test whether riding a motorcycle or driving. Everyone should understand the rules of the road before interacting with traffic. Hence our recommendation that the theory test be taken as part of the schools' curriculum. How can it be safe for anyone be allowed to use the road without knowing when to give way, or when to stop? Pedestrians too would benefit from understanding the rules followed by other road users.

This action follows actions 2 & 3 where we are calling for a single multi-mode theory test as opposed to a mode specific one and the amendment of the hazard perception test to include specific collision causes.

## Description

Over the past few years there has been talk about improving Compulsory Basic Training. The Motorcycle Industry Trainers Association (MCITA) was involved in these discussions. One suggestion made by some members was that the theory test should be taken by all road users before any training, eliminating the need to check knowledge, freeing up more time for machine control.

The majority of MCITA members who answered questions about theory tests prior to learning said that less than 5% of customers have a theory test prior to taking their CBT. This demonstrates that many riders, some of which will have not used a road as a vehicle user previously, will not have studied theory to the level required prior to using the roads as a licence holder. It would be beneficial for all road users if those who are learning to use the road prove that they have the necessary knowledge in theory and hazard perception, prior to taking to the road as a learner.

It is unclear how many learner car drivers begin the process of learning having already taken a theory test. In a meeting with the DVSA, they indicated that many learner car drivers have a theory test prior to starting their journey. Anecdotally however, we hear many instances where the training is well underway prior to the theory test being passed.

A valid theory test certificate should be submitted with all provisional licence applications. To facilitate this the age at which a theory test can be taken would need to be changed to 15 years 9 months to enable 16 year olds to ride a moped on their 16th Birthday if they wish.

## Next Steps

- Monitor the progress of actions 2 & 3 to ensure that work on this proceeds at the appropriate time
- Identify necessary legislative changes to allow the theory test to be taken at 15 years and 9 months to allow for moped use on a person's 16th birthday
- Liaise with DVSA to determine the process to be followed as consultation/legislation changes may be needed.

## Progress

### **UPDATE – Action 4 – Change the Process so That Candidates Must Pass the Theory and Hazard Perception Tests Before They Acquire a Provisional Licence**

There is currently no progress regarding this action.

# Theme 1 – Action 5 – To Ensure Safety Statistics Provide a Full Picture for Motorcycle Safety and Transport Policy Work

## Summary

How safety statistics are prepared and published needs attention. We need to acknowledge the negatives but highlight progress that has been made and focus on solutions and opportunities. There is a need to improve understanding of safety issues and gain clearer direction regarding where interventions will work best. In particular, long term trends need including.

## Description

There is a need for easy to access and clear information about safety progress via statistical publications. The Government used to provide this via the Road Casualties Great Britain (RCGB) annual series and via an annual compendium of motorcycle statistics. However, the compendium has been dropped by the DfT and the latest edition of RCGB does not provide an easily accessible overview of motorcycle safety statistics.

This means that a knowledge deficiency is emerging. This works against efforts to reduce casualties.

The presentation of statistics also needs attention. MCIA/NPCC have noted a tendency in the past to present motorcycle and scooter safety statistics in a light that can be interpreted as having an over emphasis on negative stats within a particular series – even if other indicators, such as casualty rates, are broadly positive. This can have the effect of creating an overt sense of negativity when in fact the overall picture is far more complex. This tendency has not been noted in the presentation of cycling safety statistics, for example.

There is also a need for longer term trends to be incorporated into the stats. This will allow proper context and avoid a tendency for inappropriate comment or proposals which can arise when only short term figures are used.

Historically UK road safety statistics for motorcycling are presented with little or no context. This is not exclusively the case for motorcycles as cycling groups have also expressed dissatisfaction in this area. However, third parties are usually more willing to provide the context where relevant for cycling.

A key issue for the presentation of statistics is the focus on Killed and Seriously Injured (KSI). From a statistician's point of view, this is useful and reliable data. Death is usually not disputed. The definition for serious injuries hasn't changed much over the years and is usually defined as a 'life changing event' requiring hospitalisation. It is also relatively straightforward to build assumptions and costs into any model. However, this highlights the difference between what makes straightforward and comparable data to a statistician and how those same terms would be interpreted by the general public and some policymakers.

Firstly, the term 'seriously injured' in National Statistics terms may include everything from full body paralysis to temporary impairment from soft-tissue damage (eg a bad sprain which may require an x-ray). Either may change the individual's daily routine, but one is clearly more significant than the other. In fact, such a broad definition begs the question as to what is covered by the term 'slight injury'. However, as far as the general public are concerned, the term 'serious injury' indicates some kind of permanent and disabling injury. To put this in context, as far as public discourse is concerned, the few thousand serious injuries reported to police each year would be interpreted as meaning that scores of people are losing limbs every week. This is simply not the case.

Secondly, the grouping of killed and seriously injured together may create more significant data in terms of analysis, especially on a local level where numbers of casualties are often very small, but it does further give rise to the impression that the few thousands that are injured or killed are suffering either near fatal or fatal injuries when this is not the case. Psychologically speaking the word 'KILLED' leaps out in the eyes of the casual observer, or media reporting, giving the KSI figures a more serious implication than in many instances is the case.

## Next Steps

- The reintroduction by DfT of the yearly compendium of motorcycle statistics
- Amend RCGB to provide an easily accessible overview of motorcycle safety statistics
- Discussions with DfT Stats Division about future presentation of the casualty statistics within RCGB
- Dialogue with the Transport Statistics Working Group about the issue
- Amend the way statistics are presented to separate KSIs

## Progress

### **UPDATE – Action 5 – To Ensure Safety Statistics Provide a Full Picture for Motorcycle Safety and Transport Policy Work**

There is currently no progress regarding this action.

# Theme 1 – Action 6 – To Obtain Greater Recognition by Government of Motorcycling as Legitimate Transport to Enable More Focus on Reducing Rider Vulnerability

## Summary

It is essential that Government includes motorcycling in the established walking, cycling, and public transport policy paradigm. This will raise awareness, reduce vulnerability (via supporting policies) and provide confidence.

Awareness of motorcycling is an implicit part of overall transport safety. It has been noted by the OECD and others that a key fundamental of motorcycle safety policy is the inclusion of motorcycles in overall transport policy as a first step. By doing this, opportunities and investment in motorcycle safety are unlocked and opportunities are created to reduce rider vulnerability through infrastructure policy.

## Description

Please see Theme Three: Motorcycles as a Practical Solution for the steps needed to realise this Action. A major aspect of road user awareness will be an implicit and ever widening recognition at all levels that motorcycles and scooters are part of mainstream transport and a legitimate travel choice for society as a whole.

A more positive attitude to motorcycles from policy makers at all levels will facilitate actions that can lead to wider recognition and acceptance by the public at large. This in turn will lead to greater highway visibility as more are encouraged to 'Think Bike' in a more positive way. It will also make it easier to unlock resources and support for more traditional motorcycle safety activities.

Since the publication of the original framework, the 2015 British Road Safety Statement has been released by government. This has showed support for the original framework and encouragingly, has stated that the government will 'consult on a range of further proposals to support safer motorcycling during 2016'. Highways England, as a government owned company, is now fully engaged with this framework and can bring its influence to bear on the actions within it.

## Next Steps

- We will continue to work with various Government departments to resolve difficulties in this area, given its fundamental importance to creating a safer and more rider friendly environment and include motorcycling in the established walking, cycling and public transport policy paradigm

## Progress

### **UPDATE – Action 6 – To Obtain Greater Recognition by Government of Motorcycling as Legitimate Transport to Enable More Focus on Reducing Rider Vulnerability**

Government continues to engage discussions with the industry on this matter and Highways England's involvement in this framework represents a step change in policy. There are significant common interests and objectives, not least the Five Year Health and Safety Plan which includes specific actions for motorcycle safety.



# Theme 1 – Action 7 – To Work with Local Authorities and Enhance Their Role in Motorcycling

## Summary

Local authorities have a clear role to play in increasing road user awareness of motorcycles. This can best be achieved through local safety action plans, incorporating motorcycle use into their strategic plans for transport and ensuring that highways engineering follows the key principles of the Institute of Highway Engineers (IHE) guidelines.

We will seek to encourage the implementation of local authority motorcycling plans, both within safety strategies, but also as part of their plans for transport.

## Description

Transport safety remains a key concern at local authority level, with authorities often at the sharp end of motorcycle safety issues.

A recommendation of the 2005 Government's Motorcycling Strategy was that they should 'recommend that local authorities give proper consideration to appropriate provision for motorcyclists'.

As part of the local transport plan era, several authorities did create local action plans for motorcycle integration and safety. Several motorcycle forums were established and progress made in the direction of incorporating motorcycles and scooters into local plans. Such actions were unfortunately not widespread around the UK, so the road safety effect of these was not easy to measure.

In the 2000s, the then Institute of Highway Engineers produced guidelines for local authorities aimed at mainly infrastructure policy, but also covering other areas. These guidelines were featured in the 2005 Government's Motorcycling Strategy.

The Institute of Highway Engineers, with support from the DfT and industry, have recently updated the guidelines and published them on-line during 2014. This in effect provides the guidance that is needed as part of this Framework in some key areas. The IHE asserts that 'Motorcycles need to be part of core transport policies' and that the objective of the guidelines is to improve safety through engineering and integration.

The guidelines cover the following areas (among others):

- Policy: Motorcycles have long provided a legitimate, cost-effective and relatively low-polluting form of transport for commuting, work or leisure purposes. However, their riders are susceptible to injury. Policy makers, planners, road designers and maintenance engineers have sometimes overlooked their specific safety needs.

Raising awareness of those requirements among these professionals is crucial and these guidelines are a step in that direction.

- **Road Design and Traffic Engineering:** Road designers and traffic engineers need to understand how some design features, benign to other road users, can present a particular hazard to motorcyclists.
  - It is important to keep exploring new ideas and trialling initiatives, despite any perceived controversy. For example, in 2012 Transport for London granted motorcyclists permanent access to bus lanes on the majority of the city's red routes in what may, at the time, have been perceived as a bold move.
  - Traffic calming measures can be very effective in reducing the number of injury collisions, especially in residential areas. Motorcyclists are no more exempt from the intended effects of traffic calming than any other road user and, arguably, suffer disproportionately from the unintended effects. Such unintended effects can seriously compromise safety.
- **Road Safety Campaigns:** Road safety campaigns are a vital component to improving the safety record of motorcyclists. Attitudes play a major role in determining rider behaviour, irrespective of age or trip purpose. Measures designed to influence behaviour must address these attitudes and take account of the spirit and individuality often expressed in choosing a motorcycle as a mode of travel. Road users respond better to messages that relate to their own perspective and are likely to ignore general 'must do' or 'must not do' messages.
- **Travel Plans:** A Travel Plan is an access strategy used to manage multi-modal access to the workplace. It encourages modal shift from single-occupancy private cars by improving alternative travel options and promoting wider use of sustainable transport. Incentives and disincentives to persuade and support people to use alternative commuter modes can often achieve this.
  - Motorcycles are an affordable alternative mode of transport where public transport provision is weak or non-existent and where distances make walking and cycling unrealistic. Consequently, motorcycling should be a common feature of all Travel Plans.
- **Road Safety Audits:** Statutory obligations aside, good highway and traffic engineering practice separates safety auditing and user auditing. The latter focuses on improving infrastructure provision for sustainable modes in order to encourage modal shift. However, it is good practice for safety auditors to take a multi-modal approach to the process, giving special attention to safety implications for vulnerable road users such as equestrians, cyclists and pedestrians. Motorcyclists sometimes have a lower profile in this 'vulnerable user' category because their higher speeds may lead auditors to push them into the same group as twin-track motor vehicles. This is a serious misunderstanding. The dynamics of motorcycles and vulnerability of their riders make motorcycling a unique mode within the traffic mix which requires separate and informed consideration by designers and auditors.

## Local Authority Partnerships

The first edition of the Framework attracted the attention of Northamptonshire County Council who wanted to implement the Framework in its entirety with the aim of establishing a modal shift towards motorcycling.

As a result the Motorcycle Northants initiative has been launched (see Appendix A) and continues to work towards gaining a modal shift on the counties roads.

## Next steps

- The IHE Guidelines will become an integral part of this Framework's resources.
- To determine with DfT how these guidelines can be most effectively disseminated and promoted by both government and others.
- Specific further action with local authorities to be developed.
- To utilise the Highways England Regional Safety Coordinators to undertake motorcycle related initiatives.

## Progress

### **UPDATE – Action 7 – To Work With Local Authorities and Enhance Their Role in Motorcycling**

Northamptonshire County Council have embraced this framework and are implementing a strategy for motorcycle safety and use. This initiative called 'Motorcycle Northants' covers areas of rider training, promotional activity, Wheels to Work and infrastructure design and planning. This partnership has been extremely successful so far and we are delighted that a local authority has expressed the desire to include motorcycles in the travel choices work streams.

MCIA met with the Principal Transport Policy Officer and the Road Safety Officer from East Riding of Yorkshire Council who offered constructive feedback on the Local Authority elements of the strategy. As a result of these discussions, East Riding of Yorkshire Council were able to provide feedback as to their areas of support for the actions within the strategy. This will be helpful when working specifically on the actions as they provided examples of working practices in their area. We will consider contacting other Councils for similar feedback over the coming 12 months

Transport for London have published infrastructure guidance which complements the IHE guidance and sets this into a London context.

We have opened discussions with Transport for Greater Manchester.

Other local authority actions are under consideration.

## Theme Two: Educate To Deliver

### Objectives

The key objectives of the actions set out in this section are:

- Reduce rider casualties
- Enforcement of highway law (especially for those who can't be reached through education)
- Education to follow enforcement
- Simplify access to motorcycle training and testing regime
- Raise standards of riding (training to a higher level than a test where all reach the same standard)
- Reverse the increase in people avoiding taking a test
- Raise awareness, both among riders and other road users
- Improve quality of pre-test and post-test training. Improve public confidence
- Improve CBT and learner rider safety
- Establish motorcycle community support for aims. Create wider knowledge among riders
- Improve uptake of post-test training, create safer riders and drivers, encourage skills development
- Secure BikeSafe's position as acknowledged best practice in rider assessment



### Summary of Actions

<b>Action 8</b>	To Publish an Education and Enforcement Strategy
<b>Action 9</b>	To Make Best Use of The Rider Intervention Developing Experience Scheme (RiDE)
<b>Action 10</b>	Developing Vocational Programmes for Approved Training Bodies, to Raise Standards Beyond Those Prescribed by DVSA
<b>Action 11</b>	Improving the Current Pre-Test Training Regime
<b>Action 12</b>	Review and Update Compulsory Basic Training (CBT)
<b>Action 13</b>	Encourage More Riders to Take a Motorcycle Test
<b>Action 14</b>	Implementation of a licence upgrade via the 7 hour minimum training route
<b>Action 15</b>	Gaining Government recognition and financial support for BikeSafe
<b>Action 16</b>	Improving Standards of Post-Test Rider Instruction
<b>Action 17</b>	Encouraging Continuous Improvement of Drivers and Riders
<b>Action 18</b>	Encouraging riders to use Personal Protective Equipment (PPE)
<b>Action 19</b>	Safety Messaging – Creating Awareness of Motorcycling
<b>Action 20</b>	To Promote the Role of the Motorcycle Community in Supporting the Framework

## Introduction

Whilst updating this Theme it has been necessary to spilt out some of the actions and re-order them to make key actions clearer, we have also added an action to encourage the use of personal protective clothing.

This Theme deals predominantly with the more traditional approaches to motorcycle safety. There can be no disputing that those who ride defensively with good machine control are less likely to be involved in an incident. It is also clear that post-test training is popular with only a minority of riders. However, rider rehabilitation schemes offer the chance to re-educate a wider section of the riding community.

Enforcement is often linked to education and this is an area which requires improvement for motorcyclists specifically. Car drivers are routinely offered speed awareness courses – motorcyclists are often included in driver courses where the facilitator has little or no knowledge of motorcycles. This is not likely to provide the best possible learning outcome for the rider and is an opportunity missed. The motorcycle specific RIDE course is gaining in popularity but provision is sporadic and far from nationwide.

Compliance through engagement is the preferred option, but for offending behaviour that falls beyond the scope of education, enforcement by the Police will be guided by the principles of proportionality in applying the law.

Better standards of pre-test training are also required to ensure that the most vulnerable riders with little riding experience can stay safe on the road. Quality Assurance arrangements for those offering motorcycle training for money have improved but more could and should be done.

Tracking and policing of the provision of CBT must be improved and a robust quality assurance regime should be implemented. The appeals process for those found to be offering substandard training or not following regulations should be reviewed to assist the DVSA with removing those instructors who have no intention of following the correct procedures and consequently do not offer customers the level of training they should expect.

Motorcycle riders should be able to obtain high quality training of a known standard. Legislation only allows DVSA to monitor the provision of Compulsory Basic training (CBT). Instructors are currently checked approximately every 4 years and visits are by appointment, unless specific issues have been reported. DVSA have made, and are continuing to make, very welcome improvements to this monitoring but the training industry still feels that this is a most important issue to tackle.

The issue of sub-standard training does not only apply to CBT. Pre-test training is not monitored currently and legislation does not allow DVSA to intervene unless invited.

All elements of rider training should be subject to a mandatory Quality Assurance regime not just CBT (pre and post-test). Post-test tuition should be managed in the same way. If an instructor is taking money for training then customers should be assured that they will get

appropriate training for their needs. Further incentives to encourage all road users to improve their skills above test standard should be developed.

Progressive Access to a higher licence category should be available via a training upgrade rather than a repeat of the same motorcycle tests. Taking the educational or training route will raise standards for every rider, even those currently at test standard. This approach will help raise standards of riding and therefore rider safety. This would also allow riders to take the upgrade on the new bigger bike that they may wish to ride after upgrading their licence. Riders would be able to have seven productive hours under the watchful eye of an Instructor to get to know their machine and familiarise themselves with its characteristics.

The option was not taken in the UK when 3DLD came into force as concerns were raised about the quality of instruction. To address this valid concern we must begin the process to change legislation to ensure implementation of a robust Quality Assurance regime for all types of training that routinely include the intelligent use of customer feedback.

BikeSafe research has shown that 26% of attendees go on to take further post-test training opportunities, we must maximise this and government support and recognition are key to this.

Riders should be encouraged to take up Post-Test training. Post-Test Instruction should also have some form of quality control. It should not be possible for anyone with a licence to offer motorcycle training and charge a fee for their services.

We must all work together to deliver this framework and its actions, we will continue to work with stakeholders and promote the benefits of this framework.

It is also important to consider safety messaging and how it may be received by riders, showing motorcycles and riders in a negative light is unlikely to encourage those same riders to take on board important safety messages.

## Theme 2 – Action 8 – To publish an Education and Enforcement Strategy

**NPCC will continue to develop its Motorcycle Enforcement Strategy and Motorcycle Weeks of Action.**

### Summary

The overall objective is to reduce rider casualties through a range of Police-led education and enforcement initiatives and to aim for government recognition and development into policy of NPCC key messages.

This will be progressed using the NPCC National Motorcycle Safety Strategy and supporting guidance as well as future planning on anticipation of changes in the rural urban split and the increase in more automated enforcement methods.

### Description

In 2015, 365 motorcyclists were killed on British roads, with a further 5042 seriously injured. Whilst 2015 has seen a 4.67% reduction in those seriously injured, when compared to 2014 figures, there has been a 7.67% increase in those being killed. Too many motorcyclists are being killed or injured on our roads.

NPCC have recently updated and published the National Motorcycle Safety Strategy. This strategy builds upon and replaces the NPCC National Motorcycle Enforcement Strategy, with a view to placing education at the heart of making motorcycling safer.

Individual Police Forces need to recognise the importance of improving road safety for these most vulnerable road users.

The NPCC Strategy key themes are:

1. All enforcement activity should reflect the threat posed and therefore potential for harm
2. Where behaviour can be changed through education and that is a proportionate response to the behaviour, this should be the primary response
3. For those cases where education is inappropriate, the enforcement should be robust

It should be recognised that the message we are aiming for is to improve the safety of all road users and reduce the number of casualties on our roads. This will need to include a number of tactics with the main focus being on education, and enforcement being an option for those falling beyond the scope of education. We will use all means available to encourage compliance – Highways England have a role in supporting engagement activity as well as assisting with targeted and intelligence led activity.

Sitting underneath this strategy will be a Motorcycle Safety Plan for Forces to adopt in order to have the maximum impact on improving the safety of motorcyclists through education and enforcement.

The key messages and over-arching objectives for this will be:

### **Education**

- Reduce the number of motorcyclists killed or seriously injured on the roads
- Change of attitude towards motorcyclists – recognise they are a valuable part of the transport mix
- Road user awareness – educate drivers to be aware of motorbikes
- More engagement with rider groups and stakeholders to support aims
- Government recognition of and greater uptake of BikeSafe
- Errant behaviour – positively influence through education as the primary option
- Create a balance with cycling and a more mature approach around two-wheel safety
- Increased use of post-test training and voluntary assessments
- CBT – ensure CBT is fit for purpose and consistently delivered
- Improved use of the RiDE Scheme, with regular communications to staff and criminal justice departments in order to raise awareness and encourage referrals to the scheme
- Nationally launched biker web chats and use of social media
- Partnership working

### **Enforcement**

- All enforcement activity should reflect the threat posed and therefore potential for harm
- Offending behaviour beyond the scope of education will see enforcement guided by principles of proportionality in applying the law. This will generally fall into two categories;
  - Defects or modifications to motorcycles or safety equipment which either present a danger or are designed to impede a prosecution
  - High risk offending behaviour which is so serious as to warrant immediate prosecution
- For those cases where education is inappropriate, the enforcement should be robust
- Enforcement should be intelligence-led and targeted to ensure maximum impact. Targeting needs to involve and take full advantage of a wide range of information sources, such as safety camera vans, unmarked vehicles, cross-border operations and section 59 warnings, to properly inform, focus and prioritise enforcement activities
- Enforcement activity should be consistent and transparent



With the changes to the road network and the funding cuts to road safety and roads policing, more innovative methods need to be adopted. This is likely to see an increase in more automated enforcement such as safety camera vans and the channelling of funding back into road safety projects. This will form part of the guidance within the Safety Plan for Forces.

Partnership work being undertaken at the National Roads Partnership Intelligence Forum will assist to ensure that enforcement activity effectively supports strategic aims and objectives. The partnership compliance calendar is a good example of this and other work with the Motorcycle Working Group will support this.

### Next steps:

- Continue to focus and promote the NPCC National Roads Policing Calendar motorcycle weeks of action in order to raise awareness of Powered Two Wheelers (PTWs)
- Following the weeks of action, evaluate activity conducted and share good practice with all forces
- Reinforce safety and education messages through appropriately timed communications. This can be facilitated by ongoing engagement and by utilising the results of the recent Highways England Motorcycle Customer Survey.
- Further work being completed in respect of RIDE and BikeSafe which will also link into the above

### Progress

#### **UPDATE – Action 8 – To Publish an Education and Enforcement Strategy**

Two motorcycle safety weeks of action have now been introduced into the NPCC calendar. These weeks are now well established and are centred around education and interaction with motorcyclists. They take place around the time of the Easter Bank Holiday and again towards the end of the summer to coincide with the August Bank Holiday.

The motorcycle safety plan and communications around motorcycling and BikeSafe have been released to all forces in order to assist with national policy and procedures.

## Theme 2 – Action 9 – Making Better Use of the Rider Intervention Developing Experience Scheme (RiDE)

**The RiDE scheme is available to riders throughout the UK.**

### Summary

During the evolutions of the National Driver Offender Retraining Scheme it became apparent that the courses offered did not properly address the bespoke needs of the motorcycling community. The RiDE scheme was designed as specific intervention for those motorcyclists whose behaviour has brought them to the attention of the Police. It is designed to address the behaviour of those motorcyclists whose riding could be defined as anti-social or careless, thereby attracting a criminal prosecution. It can also be used for those motorcyclists who have demonstrated careless riding, leading to a collision. When correctly applied, the course will invite the riders to question their own assumptions regarding their own abilities and competencies to ride a motorcycle and is intended to alert them to the vulnerabilities that reckless, careless or anti-social riding can attract and also prevent them from re-offending, or worse, becoming a casualty.

### Description

Many post-test training opportunities exist; however, despite this most riders do not choose to take further training after passing their test. Having said that, many schemes are available but there is one area of rider development that is usually overlooked by such courses; rider attitude is key, for example why do some riders decide to ignore the road traffic law?

Riders of powered two-wheelers (PTWs) are motivated by very different influencers and experience a very different road environment when compared with other road-users. Research suggests that riders of PTWs have a distinctive relationship with risk, characterised by over-confidence in their abilities to manage the hazards of the riding environment. In order to address inappropriate riding behaviour, it is necessary to provide a therapeutic framework, a treatment intervention rather than a simple exercise in information exchange.

Rider behaviour psychologists will point out that improving skills without changing attitudes could lead to more of the behaviour that we are trying to reduce. This is why the RiDE course, which is offered as alternative to prosecution does not have any on-road training attached to it.

The RiDE course is an excellent opportunity to not only alter attitudes of riders but is probably the best opportunity we have of educating several thousand riders a year and making a real difference to motorcycle and scooter safety. Not only are the courses effective in altering attitudes but they are seeing the cohort of riders who generally do not voluntarily come forward for post-test training. They come to a RiDE course to avoid penalty points and leave generally having enjoyed the day and with a greater understanding of the consequences of their actions.

NPCC and MCIA recognise that National Driver Offender Retraining Scheme (NDORS) courses offer great potential in terms of reaching a large number of riders nationally. The courses offered relate to information about the unique characteristics of motorcycles or scooters. Other driver courses could explain some of the behaviours of riders that can confuse drivers. As an example many drivers believe that filtering is illegal and riders who do it are reckless. Other drivers may wonder why motorcyclists change position within a lane so often.

These alternatives to endorsement schemes are self-funding as long as police officers and traffic bureaus make the referrals, so this is effectively a no-cost way to educate many more motorcycle riders and encourage safer riding amongst those who have already passed a motorcycle test.

There needs to be clear definition between RiDE and BikeSafe. BikeSafe is about 'bridging the gap' into further training with the aim being to encourage post-test training and to improve rider attitude and behaviour. It is important that BikeSafe is not seen as a scheme to address offending behaviour.

It is the intention of the RiDE scheme to remove from the criminal justice system those riders whom, by the manner of their riding, have intentionally or erroneously carried out low level offences. Through education they could see their skills, abilities and awareness improve, a reduction in their re-offending and make themselves safer on the roads. The scheme is not intended to usurp the Court's authority, but is intended to broach a rider's attitude and behaviour towards inappropriate riding. If the client is involved in another road traffic incident of a similar type within three years of the date of the original offence, a course cannot be offered.

The RiDE scheme is available to all police forces to offer to riders throughout the country. Currently the use of the scheme is still sporadic and riders are often not given the opportunity to attend the course. National Driver Offending Retraining Scheme (NDORS) data shows around 1000 year-on-year courses are undertaken nationally. This is compared to around 1.4 million driver courses in the same period across different schemes.

The RiDE scheme is a useful method for disposing of offences and more effective in shaping future behaviour than enforcement activity.

Information suggests that the reason for the low numbers is two-fold – firstly that police forces are failing to offer and use the scheme as part of their prosecution process and secondly that there is limited availability in terms of geographical areas that are covered by the RiDE scheme. This limited availability is influenced by the fact that the numbers are not high enough to increase course numbers and places, indeed some courses run at a significant loss to the provider, with less than optimum numbers of offenders attending. Most regions do have a choice of venues to undertake the training, however, this inevitably means some offenders travelling significant distances to attend the course.

The first area to address is the number of courses being offered by police forces. When this number increases, this will allow for a greater number of course providers for the course as it will be a more worthwhile investment for them to provide more locations for the training. This then removes the second issue as many training providers have indicated that if demand was there, they could increase the number and location of courses.

It is suggested that there is a lack of knowledge from front-line staff and Prosecution Teams around RiDE and its benefits. This needs to be addressed in order to tackle the issue.

The increasing use of Road Traffic Offence Reports (RTOR) by officers dealing with any kind of road traffic offence which are then submitted into the Prosecution Bureau for a decision to be made on the most appropriate course of action could increase the referral rate to the scheme however despite repeated efforts it does not appear to be influencing referral numbers. Communication needs to be for front-line staff as well as Prosecution Teams as there could be a general knowledge gap regarding the scheme or hostility towards it.

### Next steps:

- There are three areas that will continue to be addressed with Police Forces – firstly, the staff dealing with the riders face to face at the front-line. Secondly, the staff involved in the automated services, eg safety camera van operatives who are capturing other offences (not speeding) for which the RiDE scheme may be appropriate and thirdly, Criminal Justice and Prosecution Teams
- Officers need to have better knowledge about RiDE and its benefits so that they are thinking about it as a first option, (when appropriate) rather than the first option being a Fixed Penalty Notice. Similarly, teams working within the Prosecution Units need to have full knowledge of RiDE and clear referral pathways and instruction on its operation so again, they are seeing it as a primary option
- NPCC to continue to spread the RiDE scheme message through contacts with other Chief Officers
- Further scoping work to be carried out in respect of funding from the RiDE scheme potentially being utilised towards BikeSafe in order to fund the more educational side. This could only become an option if the number of RiDE courses being undertaken increases
- Develop stronger links with RiDE course providers to ensure that they point riders in the direction of on-road training after their course has been completed. Partners will task the motorcycle working group to identify and understand the reasons for low RiDE referrals.
- Develop more incentives to improve compliance through engagement

## Progress

### **UPDATE – Action 9 – To Make Best Use of The Rider Intervention Developing Experience Scheme (RiDE)**

We have been working closely with the National Driver Offender Retraining Scheme (NDORS) in order to raise awareness of issues relevant to motorcyclists. The Rider Intervention Developing Experience Scheme (RiDE) has been included within the motorcycle safety plan that has been disseminated to all Police force areas. Clear guidance and directives have been given to forces with regard to the use of the RiDE scheme as an alternative to prosecution for relevant offences. Regular liaison with prosecution teams, safety camera operatives and front line officers is being conducted on an ongoing basis in order to keep RiDE at the forefront of any decision making processes.

## Theme 2 – Action 10 Developing Vocational Programmes for Approved Training Bodies, to Raise Standards Beyond Those Prescribed by DVSA.

### Summary

NPCC, MCIA and Highways England wish to see ATBs of the highest standards, offering training to riders on a nationwide basis. Motorcycle riders are vulnerable road users and as such deserve to experience high quality customer service and training delivered by competent and professional Instructors to ensure that they become safe and competent road users. Anecdotal evidence backed up by MCIAC Quality Assurance survey data has found evidence that this is often not the case -customers are made fun of, shouted at and often short-changed by reducing the time of the 2-hour road ride or by disregarding the 2:1 ratio determined by the DVSA for all road riding. We must do all we can by working alongside DVSA to put a stop to these problems and raise standards to a level above those determined by the DVSA.

### Description

In 2013 the MCIA launched the Motorcycle Industry Accreditation Centre (MCIAC); this was approved by the Institute of the Motor Industry (IMI) to deliver their well established and robust programmes – Quality Assured Awards.

MCIAC have developed 2 voluntary programmes for DVSA approved training providers – one aimed at managers of the Approved Training Body (ATB) (the training business) and one for Motorcycle Instructors themselves. We also have an IMI approved Quality Assured Award which dictates standards that must be attained to maintain annual MCIAC accreditation.

The ATB Owner course covers the following modules:

- Provide professional customer service in the rider training industry
- Manage the performance of teams in the rider training environment
- Manage and administer small businesses in the rider training
- Operate an Information Technology (IT) system in the rider training industry

The Instructor course covers:

- Demonstrate developed understanding of the National standard for riding (Category A) and the Highway Code
- Demonstrate developed riding competence (through advanced riding)
- Prepare to train learner riders ensuring all legal and regulatory requirements are met
- Design learning programmes for learner riders

- Enable safe and responsible riding
- Manage risk to trainer, learner and third parties
- Provide professional customer service in the rider training industry

### **Annual Quality Assured Awards**

Our annual quality assurance accreditation ensures that all MCIAC ATBs are checked in person at least once a year. The ATB is checked against 43 Key Performance Indicators covering all aspects of the business to ensure that MCIAC standards are maintained. However, we must be sure that customers receive a good service on a day to day basis, not simply when the ATBs are being assessed. To enable this level of checking, ATBs provide details of their customers on a monthly basis. A survey is then sent to each customer about the service they received and asks specific questions related to the course they took (such as the length of time they were on the road as part of a CBT). These answers are carefully monitored to ensure that standards are maintained and the answers are sent to the ATB to use as customer testimonials or as ideas for continuous improvement or Instructor training. Customer complaints are dealt with individually with proportionate action taken.

ATBs who do not maintain MCIAC stated standards are offered assistance by their Assessor, who will encourage them to make whatever changes are necessary. MCIAC provide full support, but ultimately if an ATB cannot or will not change; their accreditation will be removed. This has not been necessary thus far and any highlighted issues have been dealt with quickly and easily.

The motorcycle training industry has suffered from a lack of recognition and professional status for too long. The quality of CBTs in particular is often complained about with shortcuts being taken which can endanger the lives of learner riders. These concerns were the main reason that DVSA felt unable to allow the 7 hour upgrade via training when 3DLD legislation was drafted.

DVSA currently check each Instructor (approximately 3,500) every 4 years. They are judged solely on their performance during the standards check, no information is sought from customers. Providing the DVSA rules are adhered to on that one day, then the Instructor will be free to continue training novice riders for another 4 years unchecked.

MCIAC checks each ATB at least once a year, and will visit more often if customer feedback indicates there are shortfalls in the expected standards. Unlike DVSA checks all types of training offered by the ATB will be sampled (this includes CBT, Direct and Progressive Access and post-test training). By developing the ATB Managers' skills we will ensure they run both their business and their team of Instructors in a professional manner. The high standards required of the ATB will dictate the standard of training offered to customers.

We also have GOLD standard ATBs, these are businesses that have invested in excellent infrastructure and have state of the art classroom facilities and machines that are well maintained and less than 5 Years old. These GOLD standard ATBs also have a better than average range of PPE available and excellent facilities for customers

For those training schools that wish to further improve standards we also offer an Instructors course. This is not a route to becoming a DVSA approved Instructor, but raises the knowledge of those instructors already approved by the DVSA and ensures that they are following latest best practice guidelines and are up to date with all new developments in rider training. By becoming accredited and then conforming to MCIAC requirements and standards, ATBs and Instructors can prove that they deliver a better service to their customers. This is recognised on a public facing website, allowing customers to see which schools have taken steps to improve themselves and offer high standards of training to produce safer riders.

### **ATB Promotion**

Whilst MCIAC will promote the accreditation scheme and the benefits to customers of using accredited ATB's and Instructors, we would also like to see this publicised on gov.uk. Members of the public use the government website to find motorcycle Instructors. We would want to see those who have taken these extra steps to raise the standards of the Industry promoted in a similar way to the Approved Driving Instructor (ADI). ADI's are graded and customers can use this grading to make an informed choice about their training provider.

Potential riders should be able to have access to information to help them make choices in the same way as novice drivers who can identify different levels of Driving Instructors. All DVSA approved ATBs are listed on the .gov website and all are promoted as the same standard. Many ATBs have invested heavily in their business and take a pride in offering high quality training and feel aggrieved that there is no way to highlight their efforts or differentiate them from competitors who are able to undercut prices by cutting corners with the training they offer.

### Industry Involvement

- The motorcycle industry can play a big part in promoting and expanding take up of MCIAC accreditation
- MCIAC have joined forces with TfL to offer one ATB and 3 Instructors in each London Borough the chance to become MCIAC accredited free of charge, and as a consequence TfL will promote these ATBs to London riders
- Kawasaki UK have been the first motorcycle manufacturer to formally link their network of dealerships with MCIAC accredited ATBs. This project started in 2015 and aims to have all dealers/ATB looks in place by the end of 2017. We hope that several more manufacturers will follow suit
- Wider industry support in the form of benefits for MCIAC accredited ATBs are being developed and several MCIAC members have come forward to help.

### **Next Steps**

- Encourage more ATBs to voluntarily take up MCIAC accreditation to ensure national coverage is available
- Encourage the motorcycle industry to assist with promoting and incentivising MCIAC accredited ATBs



- Liaise with DVSA to ensure that MCIAC accreditation is highlighted on the [gov.uk](http://gov.uk) site, along with any other schemes of an equivalent standard
- Consider how MCIAC accreditation (or similar) could become mandatory for all ATBs
- Liaise with DVSA to ensure that should the minimum 7 hour training route for progressive licence become an option, MCIAC ATBs as well as any others with sufficiently robust quality assurance regimes will be able to offer this service. This is not an option that should be offered to all ATBs unless the mandatory quality assurance regime is tightened to include annual visits and intelligent use of customer feedback.

## Progress

### **UPDATE – Action 10 – Developing Vocational Programmes for Approved Training Bodies, to Raise Standards Beyond Those Prescribed by DVSA.**

Please note, this work stream was previously included within the action Quality Assured Rider Training. For the purposes of this rewrite it was decided that this merited a separate action point.

Much progress has been made on this action since the launch of the MSTP. As of September 2016 we now have 23 accredited ATBs, 19 working towards accreditation and 9 waiting to start a course. There are 11 Instructors accredited, 15 working towards accreditation and 3 waiting for courses.

The delivery mechanism for the programmes has been granted ISO 90001:2015 accreditation and the centre was a finalist in the IMI Specialist Centre of the Year awards in 2015

There have been 2 further projects developed to increase participation. The first is a jointly funded project with Transport for London to create 33 ATBs (one in each London Borough) with 99 accredited Instructors between them. TfL are keen to raise the standard of motorcycle training within the capital and they are assured by the quality assurance processes used by MCIAC. In addition to this Kawasaki Motors UK became the first major motorcycle manufacturer to announce their intention to link all of their motorcycle dealerships with ATBs in a bid to make sure their customers are trained well and given high levels of customer service. Kawasaki UK have asked MCIAC to manage this project and have specified that all the ATBs chosen must be either accredited by MCIAC or prepared to become MCIAC accredited.

Northamptonshire County Council will be recommending only MCIAC accredited ATBs as part of their Motorcycle Northants activity (see Action 7 progress).

As MCIAC approaches the end of its second year of operation the aspiration to have national coverage is very nearly accomplished.

## Theme 2 – Action 11 – Improving the Current Pre-test Training Regime

### Summary

Whilst we have DVSA defined practices for motorcycle training and many good quality ATBs providing excellent training, there are still ATBs who cut corners and risk riders safety. This action concentrates on the Instructors providing that training within the ATB.

There is a need to introduce compulsory registration for all ‘paid for’ on road tuition. 125cc training is outside current legislation. Quality assurance must be strengthened still further and Instructor qualification should be overhauled to ensure that instructors are qualified to teach in addition to being good riders.

### Description

#### **Introducing compulsory registration for all ‘paid for’ pre-test on road tuition**

It seems ludicrous that the law allows someone to charge a fee to carry out rider training on public roads without proving that they are of a suitable standard or registered by a competent authority. Currently riders of 125cc or below machines who have taken CBT can be instructed by anyone who has held a full motorcycle licence for 3 years. No qualifications, registration or indeed quality assurance is necessary.

Road users wishing to learn to ride a motorcycle or scooter must be able to have faith that Instructors taking money for on road training will hold a coaching or teaching qualification. The ATB must also, at the very least, be expected to adhere to DVSA guidelines.

#### **Introducing compulsory quality assurance for all pre-test motorcycle training**

Better standards of pre-test training are required to ensure that the most vulnerable riders with little riding experience can stay safe on the road. Quality assurance arrangements for those offering motorcycle training for money have improved, but more could and should be done. Motorcycle riders should be able to obtain high quality training of a known standard.

Legislation only allows DVSA to monitor the provision of Compulsory Basic training (CBT); no specific checks are made on the quality of Direct or Progressive access training.

Instructors are currently checked approximately every 4 years and visits are by appointment, unless specific issues have been reported. DVSA have made, and are continuing to make, very welcome improvements to this monitoring but the training industry still feels that this is the most important issue to tackle. See Action 10 for details on MCIAC’s Quality Assured Award.

### **Removing ATBs from the DVSA Register**

The appeals process for those found to be offering substandard training or not following regulations should be reviewed to assist the DVSA with removing from their registers those ATBs and instructors who have no intention of following the correct procedures, and consequently do not offer customers the level of training they should expect. We hear of many instances of poor quality training and in fact some cases of no training at all being required to gain a repeat CBT certificate. These ATBs and Instructors damage the whole industry and should not be allowed to train novice riders.

The issue of substandard training does not only apply to CBT. Pre-test training for Direct or Progressive Access is not monitored and current legislation does not allow DVSA to intervene unless invited.

All elements of rider training should be subject to a mandatory Quality Assurance regime and this should ideally become a legislative requirement. MCIAC has a robust Quality Assurance regime that should be considered (see Action 10)

### **Improved qualification process for new instructors.**

It is crucial for Instructors not only to be great riders themselves, but also to have an ability to teach candidates to learn to ride. In October 2012, the DVSA published the National Driver and Rider Training standard which explains the standards that Instructors should meet:

‘The ‘National driver and rider training standard’ describes the skills, knowledge and understanding needed to be a safe and responsible driving or riding instructor or instructor trainer.’

The standard looks at core competencies that are required for Instructors. It talks of a client centred approach to instruction, which should be regarded as best practice. This gives instructors the flexibility to assess how each candidate learns and adapt the teaching method to suit the learner. The DVSA have recently amended their Standards Check to incorporate these recommendations but it will be several years before all existing Instructors have been checked.

This is a very positive change however; it deals with what and how the Instructor should teach the customer, as opposed to the process by which the Instructor becomes qualified to teach. MCIAC has an Instructor training course for DVSA Approved Instructors which covers client centred learning in depth.

We do not feel that the Instructor Qualification route has had the necessary overhaul to implement this change successfully. The vast majority of trainers do not see attending the DVSA's Cardington assessment as a beneficial experience and candidates are often poorly prepared by ATBs who do not fully understand the requirements of the Driver and Rider standards.

Many ATBs train their own staff to instruct at CBT level only – these so-called ‘down trained’ Instructors have been trained by an Instructor who has passed all the Cardington assessments. This practice has been criticised by some as neither the DVSA Instructor or the down trained Instructor who is being trained need to have any formal teaching/training qualification.

The requirement to have 1 DVSA approved Instructor for every 10 down trained Instructors should also be reconsidered as this seems too high. The aspiration should be for all Instructors to become DVSA approved at DAS standard.

### **All current Instructors to be qualified in teaching/training/coaching methods**

A formal teaching qualification can only be beneficial for Instructors and students and this should be a requirement of DVSA approval and registration. There are several basic teaching qualifications available at local businesses and colleges so this requirement need not be too onerous. Many current Instructors have impressive riding skills; however they should be equipped to assess their candidates and decide on the best learning techniques for that person to ensure that they reach their full potential and become safe riders.

Members of the Motorcycle Industry Trainers Association (MCITA) discussed this at a members meeting in March 2014. Suggestions were made to improve Instructor Qualification regimes such as:

- Assessment of instructors should take place on their own site instead of at Cardington as some instructors fail under test conditions – the whole Cardington experience is nerve wracking and those being assessed struggle as they are not teaching real candidates. They are taking part in role play with other trainee instructors – they feel role play is very different to real life scenarios.
- Part of the assessment needs to involve ‘real life’ candidates.
- The ‘down trained’ qualification should be reviewed to ensure it is robust and quality assured.
- The ability to ‘down train’ Instructors should be granted by a separate DVSA assessment, not all DAS Instructors want to train new Instructors.

Some progress has been made on these suggestions since 2014, but as yet no legislative changes have been made.

### **Next steps:**

- Liaise with DVSA to introduce different grades of ATB/Instructor and to promote these grades to members of the public.
- Split the requirement to train other Instructors from the requirement to teach at Direct Access standard
- DVSA Instructor assessment to use ‘live’ students and preferably take place in the area where the Instructor will be deployed.

- Ensure future Instructors are qualified to teach as well as to ride
- Begin the process to change legislation to ensure that ALL Instructors offering 'paid for' pre-test tuition are DVSA approved.
- Begin the process to change legislation to ensure implementation of a robust Quality Assurance regime for all types of pre-test training that routinely includes the intelligent use of customer feedback.

## Progress

### **UPDATE – Action 11 – Improving the Current Pre-Test Training Regime**

Please note: This action originally contained suggestions to improve pre and post-test training; for the purposes of this rewrite these 2 areas have been separated.

There has been some progress made in the pre-test area although it is expected that the DVSA consultation due in autumn 2016 will include the possibility of giving DVSA powers to quality assure all forms of pre-test training. Whilst this is a welcome improvement it falls well short of the type of robust quality assurance that this strategy promotes.

The same Consultation is also likely to include separating the requirement for DAS approved Instructors to be assessed and approved to down train other Instructors. This is a very welcome improvement.

## Theme 2 – Action 12 – Review and Update Compulsory Basic Training (CBT)

### Summary

CBT was implemented over 25 years ago. It remains popular and when riders receive the correct training in line with DVSA requirements it is an effective training course. Much has been learned since CBT was developed and it is now time to review and improve CBT to improve safety for novice riders. NPCC and MCIA wish to work closely with the DVSA and support changes from the DfT/DVSA CBT Review.

### Description

CBT is widely accepted, highly regarded and popular and has a historically proven syllabus. When delivered professionally by well-trained Instructors it is highly effective and gives an excellent grounding for new motorcyclists. MCIA have long held the view that CBT would benefit from a review (but not necessarily a rewrite).

In 2014 DfT and DVSA commissioned a research project involving both motorcycle trainers and the novice riders themselves (Learners and trainers perceptions of motorcycle CBT by SPA Future Thinking). This research was welcomed, as it considered opinions from both those who carry out CBT training, and those who come forward to take CBT courses. The research project provided some excellent insight into CBT both its strengths and weaknesses.

Prior to the research project starting, MCIA and MCITA submitted papers to the DVSA providing the views of the wholesale side of the motorcycle industry, along with those of ATB owners. The views of both organisations have proved to be largely in line with the findings of the DfT/DVSA research and there is much agreement with recommendations coming from the research project.

### MCIA and MCITA Views of CBT

The motorcycle industry is of the view that overall the basic syllabus/format of CBT is still correct. More action is needed to police standards and an improvement on the quality assurance process and actions to remove those offering substandard training. Different certificates for automatic and manual motorcycles and scooters are also needed (in the same way as the licencing regime differentiates this for both cars and motorcycles) and a register should be created to enable police and insurers to have a better record of a rider's status.

### Theory Knowledge

As mentioned in Action 4, MCIA believes that the best way to improve road safety would be to require a Theory Test pass for provisional licence applicants (for all modes of transport). In terms of CBT, this would reduce the need to check the knowledge of candidates and free up time to concentrate on other skills such as hazard awareness or defensive riding which will positively impact rider safety and will also ensure that riders get maximum benefit from the minimum two hour road ride.

### **Repeat CBTs**

Whilst we have said that the existing syllabus remains very relevant and does not need completely redeveloping, there is scope for some changes to further improve CBT training. A different syllabus for 'returning CBTERS' has been called for. There is little value in teaching someone who has ridden for two years how to fasten a helmet.

Subsequent CBTs for those that choose to repeat CBT after two years should be enhanced and teach additional skills, not necessarily just a repeat of the original CBT and many ATBs already do this. The 'Repeat CBT' could be used to extend rider skills and be heavily road based, which will help encourage more people to take the test as they will be getting closer to test standard.

Insurance companies have advised that they would like to see more emphasis on the dangers of riding too close to vehicles in front and on defensive riding. There could be more emphasis on attitudinal training and perhaps more emphasis on cornering (in the off-road section) or filtering, overtaking and bend planning which are not routinely covered in CBT could be added.

This approach as well as getting riders closer to test standard, would also improve rider skills and safety rather than maintaining them at the basic CBT level. This is currently a lost opportunity to improve rider safety.

### **Auto V Manual CBTs**

MCIA would like to see all CBT certificates issued with an annotation restricting the rider to the type of motorcycle that they trained on (manual or automatic machine) in the same way that car drivers are restricted to an automatic car if the test is taken using a vehicle with an automatic gearbox. In relation to this, there should be a simple 'upgrade CBT' option for riders who have taken an automatic CBT and now want to ride a manually geared motorcycle. There would be no need for the 'upgrade' to train the rider how to fasten a helmet again; the upgrade would focus on the machine specific differences.

### **Digital Record Keeping**

There is currently no way of identifying who holds a CBT certificate, and whether it is a first or repeat issue. Insurers and the Police have expressed a view that they should be able to access such information. We feel strongly that this information should be recorded and DVSA have indicated that this is a possibility although this may take some time to develop.

### **Quality Assurance of CBT**

MCIA believes that the ratio of 'rogue traders' is high and CBT standards overall cannot be improved by a syllabus review unless this area is further strengthened by better quality assurance as a matter of urgency. Quality assurance has been mentioned in some detail in but fundamentally the current check every 4 years is not sufficient, and alternative arrangements need to be made. The DVSA are working on improving this area of their work which is a welcome step forward but it is a challenging area and is unlikely to go far enough. However we look forward to finding out more details and working with the DVSA wherever possible. Both legislative and voluntary arrangements could be considered, although voluntary measure should be taken as a stepping stone towards a mandatory system.

Additional to the above, other steps that were mentioned by MCITA's ATB members for consideration by DVSA included:

- Unannounced DVSA visits, with overt and covert surveillance
- Mystery shopping, including enquiry phone calls
- More freedom for DVSA to act on bad practice
- Customer feedback collected from CBT customers to ensure they received the correct training
- Customers to be better informed about the content of a CBT. In addition, a confirmation should be received from the customer upon course completion that all elements have been covered. This could include start times on CBT certificates, information on the back of a CBT certificate or information sent to them before the CBT takes place
- DVSA to analyse the number of DL196's certificates issued by an ATB in relation to the number of registered instructors

Some of these suggestions have been accepted and are currently being worked up by DVSA, but not all of these have been acted on – for example there is no plan to sample customers to check on the standard of training received, or the development of CBT plus for those who routinely repeat CBT.

Whilst CBT itself is being reviewed, it is important to consider the qualification of 'down trained' instructors. Industry believes that as a minimum all down trained Instructors should be observed by DVSA (at their place of work) before they are able to train novices without supervision.

### **CBT Review Progress**

Considerable progress has been made in the following areas, and is very welcome

- Ensuring that CBTs are made specific to either Automatic or manual machines
- Better knowledge of the Highways code by CBT students
- Digital recording of CBT passes
- Substantial changes to the 4 yearly standards checks
- Unannounced visits by DVSA and a better procedure is being developed to allow the DVSA to remove those who short-cut legislative guidelines

### **Findings from the DfT/DVSA Research Project**

'Learners and trainers perceptions of motorcycle Compulsory Basic Training' has proved to be a very informative and useful document. Industry welcomes the comprehensive recommendations, many of which mirror the concerns of the MCIA's members and the ATBs who are part of its sister organisation MCITA.

As well as addressing the concerns of the Instructors themselves, the report also contains some very useful demographics about those taking CBT and their motivation to ride a



motorcycle. The research report can be viewed here: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/380799/cbt-learners-trainers-report.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/380799/cbt-learners-trainers-report.pdf)

As part of NPCC/MCIA/Highways England Motorcycle Safety and Transport Policy framework we welcome the opportunity to work with DVSA to assist with implementation of all of the suggested recommendations. We would however wish to see the necessary changes made to legislation to make these recommendations into mandatory legal requirements for all ATBs, not just those who are following DVSA best practice guidelines and delivering high quality training. Without this there is the potential for less scrupulous ATBs to capitalise further on offering cut price sub-standard services whilst professional businesses strive to meet the voluntary standards.

We recognise that changing legislation is often a protracted process and believe that in the short term many changes could be made on a voluntary basis. This would need to be subject to the DVSA/DfT offering a commitment to create the necessary legislation. The voluntary changes will also need to be promoted to customers as 'best practice' and customers encouraged to seek out ATBs providing the new requirements.

The rider training industry has been subject to a 'sticking plaster' approach, patching up immediate problems rather than curing the underlying issue, for too long. Any voluntary arrangements are likely to add to the 'plaster' approach and should not be seen as the end of the issue but may be effective as a stepping stone towards the final solution.

For any voluntary arrangements to provide benefits to learner riders it is important to note that 47% of the learner riders surveyed claimed a high or fair level of understanding of CBT and its requirements. This means that more than half of learners had either a low level or no understanding of CBT before their training started. Customer information has long been a topic of discussion with DVSA. After all if a customer does not know what to expect they cannot know if they have received good, bad or indifferent training. Any voluntary improvements make this information provision even more important, and there must be an improvement in the information made available to customers looking to choose a CBT provider.

### **New Riders – Learning from other modes**

We believe in taking a proactive approach to road safety by trying to prevent incidents from happening instead of waiting for the incident to occur and then trying to resolve the causation. In order to try to future proof the network with the customers of tomorrow it is important to engage with those people who are wanting to learn, and or are already learning to drive. To do this successfully Highways England are working in partnership with the DIA to develop a new drivers initiative which the driving instructors can use throughout lessons, and learners can use inside and outside of the learning environment to specifically look at the risks and mitigating actions which can be taken to reduce the risk of being injured on the network. We plan to pilot this for motorcycle riders and if successful this can become a national initiative.

## Next steps:

- Assist DVSA in the implementation of actions outlined in the CBT review
- Ensure the opportunity for change is maximised to improve motorcycle safety, whilst protecting the livelihoods of ATBs
- Continue to discuss the CBT review report recommendations and any other related suggestions for change that could be considered at the same time
- Develop actions and timescales to achieve aims for both short term voluntary changes and the longer term and legislative changes that could be made
- Pilot Highways England's new driver project for riders

## Progress

### **UPDATE – Action 12 – Review and Update Compulsory Basic Training (CBT)**

Following on from the DfT/DVSA research report 'Learners' and trainers' perceptions of motorcycle Compulsory Basic Training' of 2014, the DVSA have announced their intention to consult stakeholders on specific actions on the following areas.

- Ensuring that CBTs are made specific to either Automatic or manual machines,
- Better knowledge of the Highway code by CBT students
- Digital recording of CBT passes
- Unannounced visits by DVSA and a better procedure is being developed to allow the DVSA to remove those who short-cut legislative guidelines

The consultation is expected in autumn 2016. Further progress will be dependent upon consultation responses.

## Theme 2 – Action 13 – Encourage More Riders to Take a Motorcycle Test

### Overview

Industry, Police and Highways England are concerned by the apparent drop-off in people taking the motorcycle test. Action is needed to help address this. There are approximately 195,000 CBT certificates sold annually and around 45,000 riders take a motorcycle test each year. We will work to highlight the importance of the motorcycle test to riders of 125cc machines and below.

### Description

This action is linked to Action 19 Safety Messaging – Creating Awareness of Motorcycling.

There is a rising concern that younger novice riders in particular are no longer presenting themselves for the motorcycle test. The reasons for this may be complex, but there is a concern that under the recently implemented Third Driving Licence Directive, there are no longer any incentives for the 17-19 year old age group to take the A1 test.

This is because there is little apparent benefit to be gained from obtaining a full licence that only qualifies a rider to carry on riding as they have been as a learner – still restricted to 125cc, but no longer needing ‘L’ plates. Motorways can be accessed, but these are not roads which are attractive to or commonly used by 125cc riders. Therefore, why would a novice rider wish to go to the expense of training to test standard, then take a test that gives them almost nothing?

It should be borne in mind that although this ‘permanent learner’ syndrome is by no means welcome, those staying at novice rider status are still required to be trained every two years and there is no indication that safety concerns are arising from this situation. Lack of experience is still a major risk factor and many riders have repeated CBT several times over and consequently gained a lot of riding experience. However, it remains a high priority for industry, police and Highways England that all novice riders seek to improve skills and take their test. It is unfortunate that the EU Licence Directive works against this key principle for the 17-19 year age group.

Other actions within this Framework seek to introduce incentives to take the test via progressive access, plus suggest developments in what the test offers. But to complement this we propose that elements of media campaigning and rider awareness focus on the direct road safety benefit to novice riders who train to test standard.

MCITA members have highlighted that for many of those that repeat CBT the requirement to take a test is too challenging. Many suffer badly from test nerves and a high percentage of these returnees are perhaps from disadvantaged backgrounds or have had a below average level of education. To these people their motorcycles and scooters are essential to allow them mobility and access to employment.

## Next Steps

- Linking with Action 19 Safety Messaging – Creating Awareness of Motorcycling, ensure that riders understand the safety benefits of training to test standard
- Consider ways in which the licencing regime could offer benefits to riders taking an A1 test (access to 250cc motorcycle for example)
- Develop progressive access via 7 hour training (Action 14) as this can remove barriers for riders who may want to progress to a bigger bike eventually and add value to taking the A1 test
- Develop a 'repeat CBT' (Action 12) which contains more in depth riding skills and will raise the standard of riding of those on a provisional licence as well as moving them closer to test standard which in itself may be an incentive to take the test

## Progress

### **UPDATE – Action 13 – Encourage More Riders to Take a Motorcycle Test**

Whilst little progress has been made on this action, DVSA views seem to be mostly in accord with the MSTP framework on this topic which is a positive step. Brexit will allow some flexibility within the licensing regime to make passing a motorcycle test more attractive and we hope to develop this further with DVSA after the UK leaves the European Union.

## Theme 2 – Action 14 – Implementation of a Licence Upgrade via the 7 Hour Minimum Training Route

### Summary

We will work to ensure the implementation of the ‘seven hour minimum’ training upgrade for those using the Progressive Access route to motorcycling. Progressive Access to a full category A or A2 licence should be available via training or testing. Taking the same test several times only assures that the rider remains at the same standard. Following a minimum seven hour training event, many riders who were already at test standard will gain new knowledge and skills to make them better, safer, riders. Riders could also be allowed to take their 7 hour training upgrade on the machine that they wish to ride on their new licence. This would enable them to familiarise themselves with the machine’s unique characteristics before riding unsupervised. It will also provide the benefit of reducing the pressure on DVSA Examiners and reduce the long waits for tests during the summer months.

### Description

There are 4 types of PTW licence categories:

- AM – Moped up to 50cc not exceeding 45km/h
- A1 – Small motorcycle up to 125cc up to 1kW/15bhp
- A2 – Medium motorcycle typically around 500-600cc not exceeding 35kW (46.6bhp)
- A – Any size motorcycle

The 3rd Driving Licence was implemented on 19 January 2013. The Directive allowed some choice to member states about how riders moved from a lower licence category to the higher licence category. For example riders may wish to move from an A2 – medium motorcycle to a full A licence. This moving slowly through licence categories is known as Progressive Access. There are also age restrictions on these categories, and some complex rules. For full details see [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/551465/routes-to-your-motorcycle-licence.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/551465/routes-to-your-motorcycle-licence.pdf)

The Directive allowed riders who have gained a full motorcycle licence of some description to move to the next category (Progressive access) via either a minimum 7 hour training or by taking another motorcycle test.

The UK chose to implement the testing route only and insists that all riders utilising the progressive access route must take exactly the same module 1 and module 2 tests that were required for their original licence acquisition. The only difference being the size of the motorcycle being used for the test.

Novice riders who opt to follow the 3rd Driving Licence Directive (3DLD) progressive access route, should have the option to upgrade to a higher category of licence via a minimum seven hour training course delivered by Instructors rather than being forced to take the same test repeatedly. The 7 hour stipulation is only a minimum, and riders who need extra support will be required to take extra training to reach the prescribed standards. In future we will no longer be bound by EU legislation, so careful consideration should be given to ensure that our licensing regime allows riders to travel Europe-wide. Despite the fact that no other member state has utilised the 7 Hour training upgrade it is still allowed for in EU legislation so this should not cause a problem.

Instructors are currently checked by DVSA every four years and it is felt that allowing instructors to upgrade licences without more regular, stringent, standards checks would not be in the interests of road safety. Therefore it is essential that an improved quality control process which checks standards constantly, not just at required intervals (possibly utilising the robust quality assurance regime approved by the IMI and already in use by the MCIAC), is adopted.

All elements of rider training should be subject to a minimum annual mandatory quality assurance check including any 3DLD upgrade training. Customer feedback is key to this process as it gives insight into the day to day business of the ATB. Actions 11 (Improving the Current Pre-Test Training Regime) and Action 16 (Improving Standards of Post-Test Rider Instruction) of this Framework focus on improving the qualification process and quality assurance of motorcycle instructors.

A 7 hour training can only be an improvement on the current regime during which a rider will pass a test on a 600cc machine and then often go out and buy a larger motorcycle which will respond very differently in terms of acceleration, handling and braking. We wish to see this option made available to all riders who have passed at least one Module 1 and Module 2 test. This option already exists in the 3DLD text as adopted by the EU and requires only domestic regulatory change.

The option was not taken in the UK when 3DLD came into force as concerns were raised about the quality and consistency in motorcycle instruction. See Action 10 (Developing vocational programmes for approved training bodies, to raise standards beyond those prescribed by DVSA).

With a robust quality assurance regime in place, we are confident that ATBs will be able to offer a valid and effective training course allowing customers to progress to the next licence category in a much more beneficial but less stressful way.

MCIAC believes that in order to secure continuous rider development to a high standard, reflecting the need for enhanced hazard awareness and defensive riding, the correct route should principally be training, not testing. A mere repetition of the motorcycle test is unlikely to offer anything tangible to road safety or offer riders the focussed support that they will need to develop their riding in a safe manner.

In 2010 as part of the 3DLD Consultation response, the Motorcycle Industry Trainers Association (MCITA) responded regarding the training upgrade:

“Industry will, in the medium term, continue to press for the progressive training option, recognising the opportunity to improve long term rider safety with embedded progressive training processes, delivered to a common standard, quality controlled and wisely governed”.

### Next steps:

- Liaise with DVSA to introduce an improved quality assurance regime for motorcycle ATBs and Instructors which routinely includes the intelligent use of customer feedback.
- Make necessary changes to domestic legislation to allow consumers taking the progressive access route the choice between a minimum 7 hour training or a test (after at least one Module 1 and Module 2 test have been passed).
- Ensure appropriate IT systems are developed top allow trainers to notify the DVLA of those successfully completing the training course.

### Progress

#### **UPDATE – Action 14 – Implementation of a Licence Upgrade via the 7 Hour Minimum Training Route**

Please note, this work stream was previously included within the action Quality Assured Rider Training. For the purposes of this rewrite it was decided that this merited a separate action point.

It is likely that the DVSA's consultation expected in Autumn 2016, will consult with the industry on allowing ATBs to upgrade licences via the 7 hour training option. This is due to the consultation proposals to give DVSA new powers to allow them to quality assure all pre-test training. Whilst we are delighted that the 7 hour training option is now under consideration, we are concerned that checking individual instructors every 4 years will not be sufficiently robust. This system has been used for many years to assure CBT training with very mixed results and we urge DVSA to consider further quality assurance improvements that routinely includes annual checks and the intelligent use of customer feedback to enable this worthwhile change which will raise rider standards and reduce pressure on DVSA examiners.

## Theme 2 – Action 15 – Gaining Government Recognition and Financial Support for BikeSafe

### Summary

BikeSafe is well established and is regarded with high credibility. It is popular with riders who respect the skills of police riders and aspire to be reach their riding skills. It is proposed that the Government provide more formal support.

### Description

BikeSafe has come a long way from its origins in North Yorkshire as BikeSafe 2000. It is now a national network which is overseen by NPCC, with a national call centre offering straightforward access to police led assessment sessions across the country. BikeSafe in London is heavily supported by TfL and is established road safety practice in the Capital.

In the late 2000s a case for more formal government support for BikeSafe in road safety and transport policy was presented to officials and Ministers. Unfortunately, discussions did not result in a positive resolution and it became apparent that a lack of research on the effectiveness of BikeSafe was holding back government support. This is currently being addressed and initial results are very positive.

It is clear that BikeSafe represents sustainable best practice. It has proved resilient and popular where other locally based schemes have fallen aside. It seems clear that with BikeSafe’s successful track record, it should feature as supported best practice in the Government’s safety policy – and attract government funding. TfL support and fund BikeSafe-London in the Greater London area and this has proved very beneficial.

BikeSafe nationally have consistently seen a similar number of candidates each year. The assessment is as popular as ever with riders as evidenced by survey responses.

### Consistency of BikeSafe Volumes

Year	No of BikeSafe Attendees
2011	3371
2012	3122
2013	3120
2014	3010
2015	3609

(Source: BikeSafe)



The aim of BikeSafe is to 'Bridge the Gap' to post-test training, and Assessors provide customers with feedback which they can take to a post-test training provider, suggesting areas of their riding where they may like to improve or strengthen skills.

Customers receive a survey following their BikeSafe workshop. Since April 2014, 94% of the customers that have completed their survey said that they will consider accredited training as a result of their BikeSafe experience.

In April 2014 BikeSafe began a research project to track riders' behaviour prior to attending BikeSafe and then again at 12 and 24 months after the workshop. Part of this is to discover how many people progress to post-test training. Initial results show that BikeSafe has been successful in its principal objective: to encourage riders to progress to accredited post-test training. Evidence shows that 26% of respondents have gone on to post-test training within 12 months of BikeSafe.

The cohort was encouragingly diverse. They tended to be:

- New riders (under 3 years' experience and no break from riding)
- Riding hobbyists (older riders on larger machines, risk averse but unlikely to have undertaken post-test training)
- Look-at-me enthusiasts (younger riders who ride small machines relatively often; tend to be blasé, confident and to engage in risky riding behaviours).

The evaluation also identified that BikeSafe clients displayed seven areas of positive attitudinal change towards safer riding, including defensive riding and increased usage of high visibility riding clothing.

The evaluation programme is an independent and robust study of BikeSafe, its delivery and its clients. It has delivered tangible evidence of the success of the scheme that should now be used to once more seek formal governmental support and recognition in its road safety and transport policy.

As further encouragement to riders to take up post-test training opportunities some BikeSafe schemes around the country now offer 'Bridging the Gap' weekend workshops. The first day is a standard BikeSafe workshop and the second day is a trial of post-test training with local partners from IAM RoadSmart, RoSPA or ERS.

### **BikeSafe RAF**

It is a regrettable fact that more RAF personnel are lost as a result of motorcycle related incidents than during active service. To address this issue RAF have engaged nationally with BikeSafe to deliver the programme to each and every member of RAF staff who rides a motorcycle. The RAF will be funding attendance which will be delivered to some 2500-3000 RAF staff across the UK over a 3 year period.

## Highways England

As part of the partnership between BikeSafe and Highways England and in support of this joint strategy, Highways England are providing financial support for BikeSafe. They have provided a capital grant for the purchase of a fleet of 10 motorcycles to be used by BikeSafe across the UK. The motorcycles will be used widely at BikeSafe workshops, high profile events and shows, for engagement with the motorcycle community, to increase motorcycle safety awareness on the Strategic Road Network and for the delivery of the BikeSafe/RAF project. It cannot be overstated just how positive and unprecedented this support has been for BikeSafe. The significant benefits will be instant and will strengthen BikeSafe delivery whilst displaying support by a government agency. It is hoped that this will also encourage others to consider sponsorship/funding opportunities.

## Next Steps

- Ensure support locally and nationally for BikeSafe assessments to encourage all forces to offer BikeSafe to local riders.
- To discuss with government the steps that are needed to gain BikeSafe recognition and therefore funding within overall national safety policy.
- The delivery of BikeSafe in London has been a highly successful partnership between the Metropolitan Police and Transport for London and this model should be cited as best practice.

## Progress

### **UPDATE – Action 15 – Gaining Government Recognition and Financial Support for BikeSafe**

BikeSafe has continued to assess over 3,000 riders in 2015 (3605) despite difficult times for many police forces. Indications are that 2016 figures will be equally as encouraging.

BikeSafe has secured funding from Highways England to support nationwide delivery. This has been a big step forward for BikeSafe and is very encouraging.

RAF workshops are now being delivered by a national BikeSafe team at one of 8 locations – RAF Coningsby, Marham, Brize Norton, Leeming, Cosford, Wittering, Lossiemouth and High Wycombe.

DVSA staff who ride motorcycles for business or pleasure are also being encouraged to attend a BikeSafe workshop.

BikeSafe is gaining momentum but there are still several police force areas without cover.

## Theme 2 – Action 16 – Improving Standards of Post-Test Rider Instruction

### Summary

Post-test tuition should be managed in the same way as pre-test training. If an instructor is taking money for training then customers should be assured that they will get appropriate training for their needs from a qualified Instructor who is subject to continuous quality assurance.

DfT and DVSA both have tried to encourage riders to come forward and improve their skills post-test. Whilst this can only be applauded, currently a person with no proven experience or qualifications can take payment for delivering post-test training. This is unlikely to result in all customers getting the level of training they should expect.

### Description

Research carried out by MCIA in 2015 demonstrated that worldwide, only a small minority of riders choose to take up any training after passing a test, regardless of incentives or cost. Even when offered free of charge take up is low. However those that do choose this route should be confident that they will receive high quality training by a qualified professional Instructor.

### Post-test Training outside of the commercial sector

Post-test rider training is voluntary and the majority of this is carried out by 2 charities, IAM RoadSmart and Royal Society for the Prevention of Accidents (RoSPA). Care must be taken to ensure that any regulation does not curtail the valuable work undertaken by the volunteers who give up their time to help other riders. Agreed quality assurance regimes, perhaps administered by the charities themselves, could provide the solution. Both IAM RoadSmart and RoSPA have taken steps to ensure consistency of what is provided by local groups.

The DVSA's Enhanced Rider Scheme (ERS) training is carried out by commercial Instructors who have registered with DVSA and at least meet the minimum criteria laid down by DVSA for registration. It is important that good quality commercial training can be provided alongside the charitable schemes. Funds for this scheme have been cut and MCIAC put forward a proposal to DVSA to ensure that the scheme can be supported in future. There has been little progress made on ERS during the last 5 years and in most areas this has all but disappeared, leaving many Instructors who signed up to join this register disillusioned and therefore not renewing their registration when it expires.

When Launched ERS had the support of over 20 brokers and underwriters, all of whom now regard the scheme as a failure. With no system to record how many riders have taken ERS training it is hard to judge the success, if any, of this scheme nationally.

There are also many Instructors offering escorted tours and post-test training services who are not affiliated to any scheme or registered with any organisation. The level and quality of this instruction and therefore the value for money offered is not known.

BikeSafe is a national Police led assessment scheme where police or trained BikeSafe observers assess the candidates' riding ability and recommend areas of weakness that could be improved by further training via ERS, IAM or RoSPA. This is well supported by most but not all police forces and is proving to be very popular with riders, many of whom go on to take up post-test training opportunities.

### Next steps:

- Continue to liaise with DVSA to ensure the future of some form of national post-test training scheme.
- Develop a DVSA compulsory register that can cover both commercial training providers and charities and voluntary organisations.
- Begin the process to change legislation to ensure that all Instructors offering 'paid for' on road pre-test tuition are DVSA approved.
- Begin the process to change legislation to ensure implementation of a robust Quality Assurance regime for all paid for post-test training carried out on road, including a robust Quality Assurance regime that routinely includes the intelligent use of customer feedback. This would also open up the possibility of insurance discounts for riders as the Insurance industry could check who had taken training.

### Progress

#### **UPDATE – Action 16 – Improving Standards of Post-Test Rider Instruction**

Please note: This action originally contained suggestions to improve pre and post-test training. For the purposes of this rewrite these 2 areas have been separated

There has been no progress on this action since the MSTP was first published. DVSA priorities are currently focussed on improvements to pre-test training.

## Theme 2 – Action 17 – Encouraging Continuous Improvement of Drivers and Riders

### Summary

We seek to improve the uptake of post-test training, creating both safer riders and drivers backed up by incentives to promote this proactive behaviour, and encourage skills development.

### Description

#### Motorcyclists

There is definitely an appetite from some riders to improve their skills regularly, either by taking an assessment such as the police led BikeSafe workshops (Action 15), or by taking training with organisations such as IAM RoadSmart, the Royal Society for the Prevention of Accidents (RoSPA) or the Enhanced Rider Scheme (ERS) (Action 16 Improving Standards of Post-Test Rider Instruction).

However, the overall number of riders who come forward for assessment on a regular basis is very low. We would like to see all riders volunteering to check their skills regularly. However we recognise that this is unlikely.

There is a requirement to change the image of post-test training from something that is taken by 'boring riders' or as a punitive measure (such as speed awareness courses) to something that is desirable, giving a sense of reward and achievement in order to get people voluntarily to seek out post-test training. There are training days such as the 'IAM RoadSmart Skills Days' held on race circuits, designed to attract those who regard post-test training as 'boring'.

The ERS has had a disappointing take up from riders. The trainers do not have to provide feedback to the DVSA regarding the number of ERS candidates. In 2011, the reported number of riders taking ERS was just 395 and no further statistics have been provided.

BikeSafe seem to have been the most successful in encouraging riders of all types of machines, with many aspiring to become as skilled as the police riders themselves. BikeSafe has strong links with IAM RoadSmart, RoSPA and ERS providers and all BikeSafe customers are encouraged to take further training with one of these providers.

## Car Drivers

Pass Plus is a voluntary scheme aimed at car drivers. The [direct.gov.uk](https://www.direct.gov.uk) website states the following:

“Pass Plus is a practical training course that takes at least 6 hours and is for drivers to improve their skills and drive more safely.

It can be taken at any time although it should be most useful to new drivers in the year after passing their test.”

Pass plus is largely seen as a programme to help new drivers get cheaper insurance. Even with this incentive the take up was not as high as had been expected. Voluntary post-test training or assessment is a tough nut to crack.

There are of course other schemes running where drivers can be reached, although there is no central resource for these. Several of these schemes have developed into more specialised offerings such as grey fleet driving courses or driving with young children in the car, or driving in later years which are becoming more popular.

## Media

In addition to these suggestions it would also be fair to point out the role that the media could play in ensuring road users are aware of the vulnerabilities of certain modes and the reasons why continuous improvement is a good idea.

The Department for Transport's THINK! campaign does reinforce these messages and this should be continued and increased. There would be benefit in running the motorcycle campaigns for the duration of the motorcycle season and ensuring that the television campaigns are aired during prime time viewing.

The ‘Named Rider’ and ‘Perfect Day’ THINK! campaigns were two of the best produced in the view of the MCIA. Other PR efforts such as this would be welcomed.

While all the above suggestions offer some potential to pass these crucial road safety messages to drivers, their reach and effect on drivers and riders is generally unknown.

It can only be a benefit to all for road users to update their skills on a regular basis. This can make a positive contribution to road safety. Improving your skills throughout your driving/riding life should be the norm rather than the exception. Many initiatives have been tried to encourage the take-up of post-test training for drivers and riders but to date most have not generated the interest that had been hoped for.

It is desirable for all road users to voluntarily sign up for reassessment every five years, but it is recognised this is a challenging objective.

## Incentives

An incentive package should be considered which will encourage people to take voluntary reassessment. There may well be different requirements from different road users. For example a DfT working group which was tasked with improving take up of ERS found that the insurance benefit offered was not sufficient, with many riders stating that the discounts were not genuine and you could get better premiums with other insurers. Genuine insurance discounts (generally in excess of 10%), road tax refunds and discounted products have all been mentioned but a definitive list of the most useful/relevant benefits has not been produced.

## Next steps:

- Work with stakeholders for all transport modes to establish what benefits would be an appropriate incentive to encourage drivers to take regular re-assessments
- Review ERS research to see what can be learned
- Carry out research with riders and drivers to confirm findings from stakeholders
- Develop an appropriate incentives package once requirements are established using ongoing work with the Motorcycle Working Group, utilising results from the recent Customer Survey and socio-demographic data.

## Progress

### **UPDATE – Action 17 – Encouraging Continuous Improvement of Drivers and Riders**

There has been no progress on this action since the MSTP framework was launched. Until we can make progress with re-launching ERS (see action 16) there is little point in developing this action point.

## Theme 2 – Action 18 – Encouraging the Use of Personal Protective Equipment (PPE)

### Summary

Personal Protective Equipment (PPE) has improved dramatically over the last 30 years. Technology offers riders more choice than ever. Good PPE can be the difference between life and death, or a slight rather than a serious life changing injury. This action is a new addition to the Motorcycle Safety and Transport policy framework.

### Description

We have all seen a minority of motorcyclists in the summer riding in a t-shirt, shorts and sometimes even sandals. In recent years we have also seen an upturn in the up to 125cc motorcycle and scooter market. Many of these riders are not 'motorcyclists' but use their machine to commute or for other short local journeys. These riders are less likely to wear PPE but are just as vulnerable as riders of larger capacity motorcycles.

Transport for London have carried out some research into the need for PPE as part of their Motorcycle Safety Action Plan:

“However, heavy weight clothing that is not approved can also offer a lower level of protection to riders. The wearing rates of protective clothing (heavy-weight motorcycle clothing and PPE) by motorcyclists in summer are 60 per cent for protective jackets, between 22 per cent and 27 per cent for protective trousers and 64 per cent to 77 per cent for protective gloves. PPE wearing rates increase by between four per cent and 12 per cent in the winter and lightweight clothing, which offers no protection from injuries, reduces by between 10 per cent and 20 per cent. Scooter riders are considerably less likely to wear PPE, or heavy-weight clothing.

Research shows that the probability of protective clothing preventing an injury ranges from 17 per cent to 26 per cent for injuries to the upper torso, from 20 per cent to 45 per cent for the upper extremities, from 11 per cent to 39 per cent for the lower torso and from 21 per cent to 45 per cent for the lower extremities. This supports the need for an increased focus on the use of protective clothing which could result in a reduction in the extent and seriousness of motorcyclist injury in the Capital, in the event of collisions occurring”<sup>6</sup>

These potential reductions in injury severity cannot be ignored if we are to reduce the number of riders killed and seriously injured on our roads.

PPE covers all types of motorcycle gear; purpose-made gloves, jackets, trousers, helmets, boots all help reduce the severity of injuries sustained by riders. Kevlar, Goretex and Lorica are just a few examples of modern textiles that can be used as an alternative to traditional leather clothing that will offer good abrasion resistance. Garments can be lightweight and comfortable as well as waterproof, breathable and warm in winter and cool in the summer when thermal liners are removed.

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<sup>6</sup> Transport for London Motorcycle Safety Action Plan, Page 15, March 2014.  
<http://content.tfl.gov.uk/motorcycle-safety-action-plan.pdf>



Body armour such as knee, hip, shoulder, elbow and full back protectors are all useful additions and can help prevent or lessen bone and soft tissue injuries as well as abrasion resistance.

More recently air bag technology offers riders the opportunity to protect themselves further with some leading manufacturers offering the ability to cover the spine from the cervical vertebrae to the coccyx with an inflation time of just 80 milliseconds. Some manufactures offer this technology built into vests or jackets to cover the thoracic area to protect the ribcage and vital organs such as the heart and lungs.

Clothing, body armour and air bag protectors all must meet approved EU standards to be classified as PPE and must carry the appropriate CE logo.

However, some of this technology comes at a price and when a 'cheap run-around' can cost as little as £1,000 riders will be reluctant to spend hundreds of pounds on safe riding kit. This Framework aims to encourage all riders to improve their safety in some way, whether that means a rider beginning to wear motorcycle gloves for all trips, or at the other end of the spectrum, upgrading their riding kit to top of the range CE approved PPE from head to foot, any positive changes will make a difference. See Action 19 Safety Messaging – Creating Awareness of Motorcycling.

One of the barriers to the use of PPE is price, and only helmets are currently VAT exempt by law. New opportunities to lobby government to remove VAT from motorcycle clothing and PPE may be possible as our post Brexit opportunities become clearer.

## Next Steps

- Working in partnership with other stakeholders develop ways of promoting the benefits of PPE to riders.
- In the longer term lobby government to allow VAT exemptions for all protective motorcycle clothing.

## Progress

### **UPDATE – Action 18 – Encouraging Riders to Use Personal Protective Equipment (PPE)**

This is a new addition to the framework.

## Theme 2 – Action 19 – Safety Messaging – Creating Awareness of Motorcycling

### Summary

Motorcycle awareness and safety messages need to reach the wider public. A new joined up approach to be pursued across government, police, industry and other agencies.

### Description

Over the last decade there have been a large number of campaigns aimed at creating media messaging in support of safer motorcycling. In some cases these have been innovative and ground breaking. Memorable campaigns have been created by DfT, TfL and also the industry via DVD and other initiatives.

However, despite successes, the approach to motorcycle media campaigns, which have focused on safety, have been somewhat piecemeal. For every positive media campaign there have been others where consultation during the development phase has not been properly conducted and the final message is potentially damaging or misleading to the public audience targeted. In many cases this has generated negative press, an important concern for any media campaign, and undermined the strength of the key message. The involvement of Highways England in this Framework and their work with the Motorcycle Working Group will enable future campaigns to be more appropriately targeted.

Government support for the motorcycling elements of the 'THINK!' campaign has led to some good coverage and for a time, DfT put notable investment into this. Activities focussed on motorcycle racing events were utilised and this helped reach riding audiences who were more sports-bike orientated and regarded as harder to reach with traditional safety messages.

The casualty statistics still reveal that other road users are a primary causation factor in a large proportion of motorcycle and scooter incidents. This indicates that efforts to reach the public at large with positive safety messaging need to be stepped up.

However, in order to ensure that limited resources can be invested properly, a new approach should be taken to developing media campaigns. One which ensures that major government, TfL and other campaigns contain both consistent messages and are fully consulted upon with industry/community experts before 'sign off'. The added value of the consultation comes from the fact that these parties talk to motorcyclists on a daily basis and know their core markets and how to target them.

Messaging should cover the following areas:

- Driver awareness
- Cyclist/Pedestrian awareness
- Motorcyclists hazard awareness/promotion of assessment/post-test training

- Promotion of low cost national safety campaigns such as 'TyreSafe' to help riders
- Messaging to wider publics that emphasise that motorcycles, like bicycles, are part of the transport mix and need to be treated with respect on the roads
- Benefits and importance of the motorcycle test and further training

Industry will complement activities via its media messaging (see Action 29: To ensure that motorcycle industry engages with society's aimsError! Reference source not found.). There is also a need to engage organisations such as PACTS to help deliver safety messaging. The motorcycle media also have a role to play here.

### Next Steps

- Establishment of an expert media group to link with DfT, TfL and other agencies engaged with this topic
- Development of a new timetable for media activity
- Development of a package of themes and key messages that can be used by public authorities at all levels considering work already undertaken through National Roads Partnership Intelligence Forum and the Motorcycle Working Group

### Progress

#### **UPDATE – Action 19 – Safety Messaging – Creating Awareness of Motorcycling**

There is currently no progress to report.

## Theme 2 – Action 20 – To Promote the Role of the Motorcycle Community in Supporting the Framework

### Summary

For this framework to succeed, it will be important to engage the wider motorcycle community with its aims. We will work with riders and others to help deliver this Framework and its aims.

### Description

The Industry and police have traditionally had productive relationships with the motorcycle community and their representative organisations. Riders' representatives at local and regional level have productive relationships with various police forces on areas such as event management through to membership of local safety and policy forums.

Nationally, MCIA and NPCC have worked with representative organisations on a range of initiatives and have shared membership of key government committees, such as the 2000s DfT strategy group and more recently the DfT/DVSA licence review group. Highways England's Motorcycle Working Group has added another vital forum which brings together key stakeholders from the motorcycle community and will be delivering on a range of activities, reporting back and publishing progress towards the actions within this framework.

User groups have a key part to play in both supporting this framework and using its principles to generate invigorated policy and road safety strategy discussions at local authority level. User groups are also well placed to disseminate information to riders.

The role of 'new media' groups should also not be underestimated. This includes web based forums, social media and blogs.

### Next Steps

- Active participation of user groups in this framework is sought via their response to it.
- Mechanisms for liaison between key groups will be developed.
- Building on the Motorcycle Working Group's existing work, a delivery plan will be taken forward to drive progress towards the actions in this Framework.

## Progress

### **UPDATE – Action 20 – To Promote the Role of the Motorcycle Community in Supporting the Framework**

We have widely disseminated this framework to motorcycle groups of different kinds. The vast majority strongly support it and have partnered the industry and police in promoting it, often referring to it in their own activities.

We will seek to build upon this existing support with the aim of creating a 'shared aims' environment among user groups on issues of safety and transport policy.



# Theme Three: Motorcycles as a Practical Solution

## Objectives

The key objectives of the actions set out in this section are:

- To decrease rider vulnerability through policy support and greater awareness on the public highway
- To help reduce traffic congestion and pollution
- To improve transport efficiency and economy. To reduce emissions from road transport
- To improve departmental knowledge and expertise about motorcycles and to address long-held institutional attitudes and opinions about motorcycles
- To create better policy making that can help improve motorcycle rider safety and allow government and society to benefit from the motorcycle opportunity
- To improve the ability of government transport policy to deliver core objectives.

## Summary of Actions

<b>Action 21</b>	To Seek a ‘Level Playing Field’ Approach to Ensure Proportionate Support for Motorcycling Within Both Safety and Transport Policy
<b>Action 22</b>	To Encourage Policy Making Improvements to Incorporate Motorcycling Into Transport Policy
<b>Action 23</b>	To Encourage Action From Different Government Departments to Allow the UK to Benefit From the Motorcycle Sector

## Introduction

The most sustainable route to safer motorcycling lies within taking a comprehensive approach to safety policy and practice, based on a ‘shared responsibility’ approach.

In order to realise this and ensure that safety is managed with an even hand and on a level playing field, the first and most important step is to recognise motorcycling’s place within society and overall transport strategies.

Such an approach will open up the ability to integrate motorcycle safety as part of broader transport planning, so helping to realise not only reduced numbers of motorcycle casualties, but also realise the important role that motorcycling plays in social, business and emergency transport.

## Does an ‘Integrated Transport Policy’ Really Exist?

It is entirely possible that the existing unwillingness to fully incorporate motorcycling into mainstream transport policies stems from a perception that motorcycling represents nothing but a safety problem; that in a wider societal sense, motorcycling doesn’t matter, that wider society would not miss motorcycles or scooters if they were removed from the roads. This thinking needs to be reconsidered and negativity removed – at all levels.

This is important, because the current approach to integrated transport policy appears to exclude motorcycles. Consequently, motorcycles are seen as a problem rather than a solution by many. The perceived lack of a motorised alternative to the car means that there has been no meaningful reduction in car use. Cities remain congested as a result.

The success of any transport policy depends largely and considerably on a systematic approach, without favouring arbitrarily one or other transport mode, and at the same time applying realistic and economically viable principles such as:

- Fair and equal access between and within ALL transport modes
- Freedom of choice by users/business and accordingly the respect of the right to select the most appropriate transport mode for individual mobility needs
- Transport and mobility efficiency, encouraging the most suitable and effective mode of transport according to the circumstances
- Integration of motorcycles, as well as other vulnerable road users, in transport and urban policy plans

Failure to consider all modes of transport, including motorcycling, denies the opportunity to create fully rounded transport policies, which are relevant to all who need to use transport for differing purposes and in widely varying circumstances. This narrow approach to transport policy also fails to maximise the opportunities that exist to reduce urban traffic congestion and pollution – an area where motorcycles can play a significant role.

Including motorcycles in transport policy also has the added benefit of addressing an environment for motorcycle users which is subject to greater vulnerabilities than should exist – thereby opportunities to improve safety.

Motorcycling offers the flexible personal transport that is missing within the current policy paradigm. Additionally, if commuter motorcycles are included with bicycles, e-bikes and ePTWs as part of a ‘two-wheeled paradigm’ an opportunity exists to offer the car using public an exciting, flexible and versatile 0-30 mile commuter option (bicycle to e-bike to ePTW to small motorcycle etc). The benefits in terms of opportunities to develop complementary safety policies are clear.

Furthermore, motorcycles and scooters are part of the solution in terms of easing congestion, improving the commute, contributing to minimising carbon emissions (low emission motorcycles and ePTWs), reducing pressure on public transport, improving transport efficiency and the transport ‘economy’, plus providing transport options in remote areas (for example the Wheels to Work network). Policy inclusion will lead to greater overall awareness of motorcycles, so reducing rider vulnerability and improving safety.

Motorcycling also contributes significantly towards the wider economic and social goals of society as a whole. Examples include:

- The importance of motorcycles to many people on low personal incomes
- The role of motorcycles in public service (emergency and rescue services)
- Importance as a business 'enabler'
- Importance as a mobility provider
- Importance as a means to reduce overall congestion and emissions
- Importance as a means to increase social inclusion, access to work and the engagement of young people
- The role of the industry in creating economic growth
- The social and economic contribution of motorcycle sport
- The significant contribution of industry businesses to employment

Example: The 'Wheels 2 Work' previously funded government scheme has helped many thousands of mainly young people to have the means to travel to work since it began 16 years ago. This award winning scheme has focussed on loaning mopeds to people in mainly rural areas, who would not otherwise be able to get to and from work or training.

Commenting on Wheels to Work, the then Prime Minister David Cameron said: "Wheels to Work does a great job of tackling the basic issue of making sure everyone who needs to travel to a job is able to do so. This is an invaluable service without which many of these young people would have to move away from their friends and families. It also helps young people to find employment and stay in the rural villages where they have grown up which is important in maintaining these diverse and vibrant local communities."

To realise the opportunities outlined above, the safety of motorcycle users is essential to successfully reducing the total number of road casualties. This can most effectively be done by adopting an integrated, comprehensive approach including mainstream transport policy inclusion, infrastructure improvements, advances in vehicle technology, plus added emphasis on the human factor, education and training for all road users.

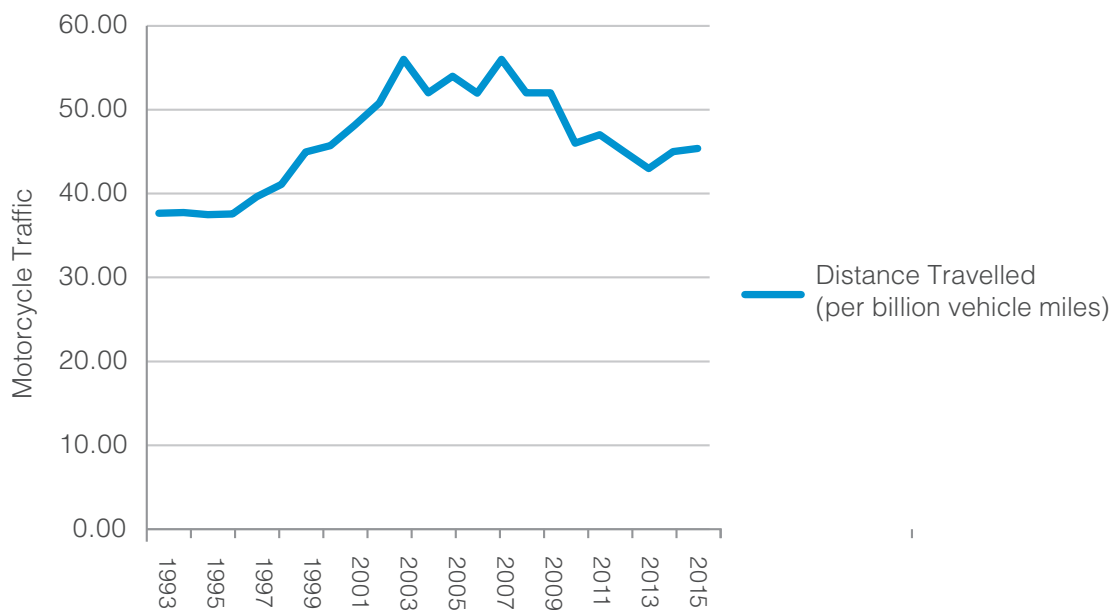
The promotion of motorcycle usage in transport policy could, over time, have a considerable and positive impact on reducing traffic density in heavily congested cities and can bring economic gains through access to jobs, social mobility and leisure, where other transport modes are unavailable, impractical or too expensive. However, it is important that measures to support motorcycle usage go hand in hand with improved safety and education messages.

Cities will also significantly grow. Public transport is not always well organised or adequate in terms of capacity, frequency, available routes, or reliability. Personal average income is under pressure, with this going hand in hand with individual need for personal mobility solutions. Motorcycle usage can therefore be expected to grow due to:



- Relative low purchase cost and low fuel consumption
- Often, motorcycles are the only affordable means of motorised transportation for the household
- Their ease of movement in crowded urban environments
- Smaller parking areas needed
- Reduced environmental footprint
- Benefit of a personal door-to-door solution

### Total Motorcycle Distance Travelled



(Source: DfT. Note, the steady rise in distance travelled was interrupted by the economic downturn and pressure on the market. However, the market started to grow again towards the end of 2013 and we are beginning to see the upward trend re-emerge.)

It has been contended that it would be a bad thing if people chose motorcycles over the bus or train. Industry contends the contrary. In many urban areas, buses and trains are already beyond sensible or comfortable passenger carrying capacity, which reduces their attractiveness to both existing and potential new users. If a proportion of bus and train users were to switch to motorcycles, valuable capacity would be opened which would then be more attractive to those current car users who would never consider riding a motorcycle or bicycle. Transport usage and choices would start to balance better than at present.

In November 2014, the Trades Unions Congress highlighted statistics from the Office of National Statistics which showed that average commuting times had risen in the last 5 years. This was the case across all modes with the only notable exception being those commuting by motorcycle who had actually shortened their journey time.

## Average daily commuting times by modes of transport

	Number of people commuting 2013 (thousands)	2008 (minutes)	2013 (minutes)	Daily change (minutes)	Yearly change (hours)
Car	16,367	49	51	2	7
Car (as driver)	14,180	50	51	2	7
Car (sometimes driver, sometimes passenger)	1,204	53	55	2	8
Car (as passenger only)	980	38	38	0	1
Motorbike, moped, scooter	184	49	47	-2	-6
Bicycle	821	35	41	6	22
Bus, coach, private bus	1,872	73	76	4	14
Taxi	61	33	50	17	62
Train	1,336	128	131	4	14
Underground, light railway, tram	873	95	98	4	14
Walk	2,724	27	29	1	5
All employees commuting	24,340	54	56	3	11

(Source: TUC, ONS)

A 2011 study by Transport and Mobility Leuven showed that a modal shift of 10% from private cars to motorcycles reduced lost vehicle hours in congestion on a trunk road by 63% for everybody using that route (ie not just the motorcyclists). A modal shift of 25% (one quarter of all cars replaced by motorcycles) eliminated congestion altogether. Another study published in 2011 by Pierre Kopp showed that the 36% increase in motorcycle traffic in Paris between 2000 and 2007 accounted for a net benefit of €168million.

So, not only are there significant benefits to the individual of changing to motorcycles in terms of reduced journey times, but the reduced congestion is beneficial to both society, business and the public purse.

Whichever way one considers the issue, if motorcycles are considered in a properly integrated approach to policy, greater opportunities to reduce casualties and to solve our overall transport problems are opened up.

## Theme 3 – Action 21 – To Seek a ‘Level Playing Field’ Approach to Ensure Proportionate Support for Motorcycling Within Both Safety and Transport Policy

### Summary

It is essential for safety that motorcycling is added to the ‘walking, cycling and public transport’ paradigm of alternative transport.

There should be no misinterpretation of the aims behind this action. The realisation of this action will offer significant opportunities to reduce rider vulnerability and improve safety. But at the same time, a long standing inequality will be addressed and opportunities for achieving wider government policy aims will be realised.

A full reconsideration of the role of motorcycles in overall transport policy and the contribution of motorcycle use to wider society is urgently needed. Motorcycles should join walking, cycling and public transport as fully supported transport modes. Benefits for both safety and mobility will be achieved.

### Description

Why bother? What do motorcycles offer to society and the transport network?

Integrated and sustainable transport is as much about introducing choice as it is about creating a better and safer environment. There has been an overall emphasis on reducing the amount of journeys that are made by private car, but only limited successes have been achieved against a backdrop of the ever increasing need for individual transport flexibility and choice.

Motorcycles of all kinds are seen as the ‘SMART’ choice by a large number of road users. They offer:

- **SUSTAINABILITY** – in comparison to the private car, with much lower average CO2 outputs.
- **MOBILITY** – far more efficient for the individual road user than almost any other mode.
- **ACCESSIBILITY** – better than most other modes.
- **REALISTIC** – for users in terms of offering transportation freedom and flexibility.
- **TRANSPORT** – real convenience for road users.

Motorcycles also offer:

- Low Carbon Footprint
  - Average CO<sub>2</sub> outputs of the current new motorcycle fleet in 2010 were around 110g/km – 30% lower than the car average. Smaller motorcycles and scooters often produce less than 75g/km (ACEM – European motorcycle industry).
  - Motorcycles require far fewer resources during manufacture. Once a motorcycle has reached the end of its useful life over 75% of components can be reused on other machines, the remaining 25% can be recycled. (ACEM).
- Less Infrastructure Damage
  - Motorcycles impose no measurable wear on the countries roads and are responsible for almost none of road maintenance costs.
  - Motorcycles take up a fraction of the space that a car needs, so increased motorcycle use would have little impact on the current roads infrastructure.
- Tackling Congestion
  - Motorcycles occupy far less space on the road and do not contribute to traffic congestion.
  - Five motorcycles can be parked in a single car parking space, allowing for more efficient land use at destinations.
  - Motorcycles are not forced to remain stationary in traffic with an idling engine. A gridlocked car – even when carrying four passengers – returns zero miles to the gallon.
  - Motorcycles play a role as practical and flexible personal transportation for those who cannot afford a car, allowing motorcycles a role in reducing social exclusion.
  - Motorcycles are also used as low cost transport by those furthering their opportunities in education & employment such as young job seekers in remote areas which are not well served by public transport.
- Time Saving
  - A motorcycle can take approximately 16-46% less time to cover the same trip through congested traffic as a car. A motorcycle can also offer significant time savings for commuters on medium to long distance trips.
  - Key parts of many urban motorway networks and main routes are fast approaching (or have reached) gridlock during peak periods. Increased motorcycle use can help to slow traffic growth. A mid-range motorcycle is capable of maintaining normal traffic speeds on 'A' roads and motorways and is less affected by traffic congestion at peak times.
  - Motorcycles can, in most cases, avoid or extricate themselves from congestion. Malfunctioning motorcycles do not normally cause additional congestion as they can easily be removed from flows of traffic.

- Competitiveness and Productivity
  - Recognition of the contribution that economic activity which relates to motorcycles makes to 'UK PLC' (Net worth of around £7.5Billion, over 58,000 employed [2015])
- Safety Security and Health.
  - Taking a positive approach to the benefits that motorcycling can bring can also offer a 'vehicle' for tackling road safety. Transport policies that maximise the motorcycle opportunity, offer a framework for developing sustainable safety and training initiatives
  - Reducing motorcycle vulnerability through investment in the safe use of the mode alongside work done for cycling.
- Equality of opportunity
  - Equality of opportunity should not be based around a narrow set of ideologically constrained transport policy criteria. Discriminating against certain transport modes can cause social inequality, particularly for those who can benefit from the low cost mobility opportunity that many motorcycles offer

All transport modes, including motorcycles and scooters, should be regarded as tools within the transport policy toolbox. All modes offer key components to the structure of a properly managed and integrated transport policy, but if some are left out of the toolbox, key aims cannot be successfully realised.

The Government's Motorcycle Strategy of 2005 was widely welcomed by the motorcycle community and road safety experts. The Government announced that motorcycles would be 'mainstreamed' in transport policy. Unfortunately, progress on the implementation of this key principle was slow, however in 2015 the government renewed its commitment in the British Road Safety Statement:

"Protecting vulnerable road users, including pedestrians, cyclists, motor cyclists, and horse riders, through infrastructure and vehicle improvements, promotion of safer behaviour and equipment and ensuring other road users are aware of the risks posed to these groups and adapt accordingly."

MCIA/NPCC/Highways England believes that there is an opportunity to bring some forward-thinking views to transport policy discussion. A sensible, sober and ideology-free approach offers the chance for a new and more rational consideration of overall policy development.

So far, all attempts to resolve car road traffic congestion have struggled to match increasing demand for road space. As evidenced by the statistical data available, forcing narrow concepts such as 'demand restraint' upon citizens should now be considered as policy choices that, in the narrow fashion that have so far been applied, have been proven inadequate and only applicable in certain circumstances.

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<sup>7</sup> Working Together to Build a Safer Road System, British Road Safety Statement, Moving Britain Ahead, page 6, Dec 2015.

As discussed in the introduction to this theme, future focus should be on policy measures fully compatible with the real demand-orientated needs of UK citizens and businesses. Action is needed to re-orient transport policy within the framework of a more systematic approach, without favouring arbitrarily one or the other transport mode.

Inclusion of motorcycles in 'command' transport policy offers a significant opportunity for a new and more impactful approach to the nation's transport and road safety problems.

## Next Steps

- Continue to lobby the DfT for the inclusion of motorcycles in 'command' transport policy
- Continue to liaise with DfT on motorcycle specific resourcing at the department.

## Progress

### **UPDATE – Action 21 – To Seek a 'Level Playing Field' Approach to Ensure Proportionate Support for Motorcycling Within Both Safety and Transport Policy**

A range of presentations have been made to both public and private sector stakeholders

The concepts within this action have been discussed at length with Ministers, senior officials and with local authorities

Although general agreement with the principle has been verbally offered in meetings, national and regional government has yet to officially accept the key point and motorcycles remain largely absent from command policies in the transport area. The welcome addition of Highways England to this partnership is a significant step forward, but the wider situation still needs addressing.

Positively, Northamptonshire County Council has embraced motorcycling within policy and planning and are currently rolling out actions to realise the 'level playing field'. See Appendix A for more details.

We will continue to liaise with Government at all levels on this action, as the level playing field approach is vital to underpin safety investment and general policy support for motorcycling as a legitimate transport mode which plays a key part in the UK transport system.

## Theme 3 – Action 22 – To Encourage Policy Making Improvements to Incorporate Motorcycling into Transport Policy

### Summary

There is a clear need for DfT to integrate motorcycle thinking across departmental divisions and be more open to inputs from those who are expert in motorcycle safety and related transport policies. This will be important to ensure that DfT thinking is balanced to include motorcycle policy areas in normal departmental business – as cycling is. Particularly as both cycling and motorcycling represent broadly proportionate shares of road transport.

DfT have been asked to outline how they intend to bring motorcycles more into mainstream departmental business. As part of this discussion, MCIA have offered personnel resource to assist DfT and work with officials.

### Description

Within government, motorcycle transport policy work is largely confined to DfT's Road Safety Division, DfT's Vehicle Standards Division and the DVSA. This has been the case for at least the last 30 years. A consequence of this has been the emergence of a general lack of expertise about motorcycle matters across the wider department. This lack of expertise risks negative or anecdotal thinking about motorcycles. For example 'Motorcycles are a safety matter, so this is an RS Division issue' is a view that has emerged.

As of today, individual sections of the Department have only limited knowledge of the broad picture of PTWs and their contribution to transport, society and UK plc. On the occasions where DfT officials at operational level have had the opportunity to develop motorcycle knowledge and expertise, they have moved on within the department, sometimes rapidly, as staff turnover is currently high. The level of staffing within Road Safety and PTWs specifically has also been greatly reduced due to austerity cuts. It should be noted however that there has been welcome consistency in the DfT's approach to technical issues to date which has been very helpful. This means that even when there is a willingness to act on wider policy issues, expertise is lacking regarding how to proceed and higher 'command' policy priorities means that work is not progressed.

The Government has recognised this in the past and made some attempt to break the mould, for example the development of a government motorcycle strategy announced in 1998. Unfortunately, management of the process was defaulted to the Road Safety Division and inputs from other divisions were limited. The result was a 2005 strategy which was primarily focused on safety, with opportunities to integrate motorcycle thinking across the wider department lost.

All the above said, in recent times, there have been two interesting examples; the involvement of the Communities division in *Wheels to Work* and dialogue with the Office for Low Emission Vehicles (OLEV) on electric and low emission motorcycles. These two examples illustrate how opportunities for a wider motorcycle discussion do exist – particularly where motorcycles are identified as serving a wider policy agenda. These examples of positive working illustrate both what is possible and also the importance of DfT adopting a ‘think motorcycle’ approach to their overall work.

It should also be noted that at DfT vehicle technical level and also at Highways England and the DVSA there are several officials with extensive motorcycle experience and productive relationships are maintained with external stakeholders. However, the ‘mission’ of the Agencies and DfT’s vehicles standards division is not related to core transport policy.

The British Road Safety Statement of 2015 has provided a new focus on safer motorcycling and has welcomed the opportunity to consult further in the context of this framework:

“We intend to develop and consult on a range of further proposals to support safer motorcycling during 2016 and we welcome ‘Realising the Motorcycling Opportunity: A motorcycle safety and transport policy framework’<sup>8</sup>

MCIA/NPCC/Highways England propose to take further steps to work with the DfT in order to bring greater general knowledge about motorcycle matters to a wider number of officials within different departmental divisions. Such support will also enable the realisation of various safety and policy actions at government level.

A proposal was submitted for MCIA and NPCC to fund a personnel resource, a person who can work with the DfT. This was not about funding ‘lobbyists’, but about selecting an individual with the correct professional experience, who could work directly with DfT on motorcycle policy matters. Activities can include a series of seminars and discussion groups for DfT officials.

It was seen that this activity would work very much as a two way street. There may have been concern about the lack of motorcycle policy traction within DfT, but both organisations desire more in depth insight from officials about why this seems to be the enduring case – and then to work with officials on potential ways forward. The proposal outlined above would therefore be of benefit not just for government, but also for industry, the police and Highways England.

Unfortunately, despite a range of discussions and several actions related to the proposed activity, it has not been possible to progress the proposal for a DfT based personnel resource at this time. Discussions will however continue in order to seek the realisation of this Action

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<sup>8</sup> Working Together to Build a Safer Road System, British Road Safety Statement, Moving Britain Ahead, page 18, Dec 2015



## Next Steps

- To hold further discussions with officials and Ministers about the proposal.

## Progress

### **UPDATE – Action 22 – To Encourage Policy Making Improvements to Incorporate Motorcycling into Transport Policy**

As outlined above, we have focussed heavily on realising this action and although it has not yet been possible to reconcile the objectives of DfT and the Industry/Police, we will continue to work on this matter, given that proper focus on motorcycling within transport policy is vital to making long term sustainable safety improvements.

It is however also for Government to fully recognise motorcycling within overall transport policy as part of this process.

## Theme 3 – Action 23 – To Encourage Action from Different Government Departments to Allow the UK to Benefit from the Motorcycle Sector

### Summary

Motorcycling is not just about safety. It is about job creation, employment, accessibility, access to work, traffic congestion reduction and environmental improvement among other areas. Therefore issues relating to motorcycling need to be built into the work of all Departments of State that have an interest in transport.

This is important to safety – in particular, vulnerability reduction – as a greater level of consistency will be created in overall government policy, as it relates to transport and motorcycles.

The issue becomes more acute as the UK moves towards Brexit and the strong need for all sectors of society and industry to make a positive contribution to, as the Prime Minister has said, making a success of Brexit. As a notable economic generator, the motorcycle industry has a not insignificant role to play in helping the UK develop its new role in the world.

### Description

As mentioned in Action 22 – To encourage policy making improvements to incorporate motorcycling into transport policy, the traditional government view of motorcycling has been one of safety, so therefore motorcycling as a whole has been regarded as a DfT Road Safety Division matter.

But as illustrated throughout this document, motorcycles and scooters make a contribution to many areas of society which are covered by a number of government departments. These include:

- Industrial activity, Job creation, employment, economic growth – BEIS/DWP/DCLG/HMT/DfT
- Accessibility – DfT/DEFRA/DCLG
- Access to work – DfT/DEFRA/BEIS/DfE
- Traffic congestion reduction – DfT/DCLG
- Environmental improvement – DEFRA/OLEV/BEIS
- Sport and the sport economy – DCMS/BIS

Some of these areas arguably cross-over most government departments.

In order to realise the aims of this framework, a greater level of cross-departmental working will be required. Dialogue with individual departments will need to be developed.

Some positive work has already taken place on specific issues, such as DfT/DEFRA/DWP on Wheels to Work, DfT/BEIS/OLEV on ePTW matters and BEIS on manufacturing and economic matters. Positive discussion and notable progress has been made on those stand-alone issues where cross-departmental initiatives have been developed.

However, within many departments, overall interest in transport policy themes as they apply to their objectives – and in particular, the development of alternative transport – remains locked around the limitations of the walking, cycling and public transport paradigm.

In the same way that work to enrich DfT's approach to motorcycles as part of overall transport solutions requires development, efforts need to be made with Ministers and officials from other departments to improve knowledge and discuss how motorcycle solutions can enrich their overall policy objectives. This will have a positive knock-on effect in road safety and vulnerability reduction terms, as policies towards motorcycles become more consistent and gaps in policy are plugged.

Brexit represents major new challenges for 'UK PLC'. With a thriving and growing motorcycle industry and the UK being the home of one of the world's largest motorcycle manufacturers (Triumph), it is clear that the UK motorcycle industry has much to contribute to the forthcoming Article 50 negotiations and also in future negotiations with new trading partners (a role of the MCIA prior to the inception of the EU).

Given the over £7billion contribution that the industry makes to the UK economy and the result of the EU referendum, the industry is ready to support efforts by Government to make a success of Brexit and seeks active dialogue with the new Department for International Trade and Department for Exiting the European Union – particularly in relation to the development of the new UK relationship with the EU (customs/trade/tariffs).

## Next Steps

- A 'compendium' of departmental issues involving transport policy impacts will be developed.
- Links will be developed where appropriate across departments to explore relevant cross departmental transport issues.
- A common set of themes and policies will be encouraged, developed and implemented with industry and police support.

## Progress

### **UPDATE – Action 23 – To Encourage Action from Different Government Departments to Allow the UK to Benefit from the Motorcycle Sector**

The Compendium of departmental transport involvements has been completed

We have continued to develop relationships and dialogue with different Government departments, notably BEIS

Triumph is now a member of the UK Automotive Council

MCIA seeks membership of Automotive Council ‘sub groups’

The MCIA is developing a Brexit Strategy and has already held meetings with officials in DfT and BEIS

The UK motorcycle industry seeks active dialogue with DfIT and DEEU

## Theme Four: Safer Infrastructure

### Objectives

- By providing a safer road network for motorcyclists, reduce the number of collisions involving PTWs
- Where collisions do occur, to reduce the seriousness of the resulting injury
- Ensure that when we improve our roads, the latest developments in safer motorcycle infrastructure are considered
- Raise awareness and promote use of motorcycle safety guidance for road traffic engineers (such as the IHE Guidelines for Motorcycling, 2014), and seek to ensure that established best practice and emerging technology is considered in future guidance on road design, construction and maintenance
- Seek to secure appropriate investment in motorcycle safety thereby improving safety and making motorcycling a more accessible and viable transport solution

### Summary of Actions

<b>Action 24</b>	To Establish Better Roads Infrastructure Policy to Reduce Rider Vulnerability and Improve Accessibility
<b>Action 25</b>	To Conduct Detailed Case Studies of Provision of Safer Motorcycle Infrastructure, Reviewing the Effect on (a) PTW Casualties and (b) Other User Groups. Examples of Best Practice to be Widely Disseminated
<b>Action 26</b>	To Promote and Stimulate an Appropriate Level of Investment in Safer Infrastructure for Motorcyclists, Delivering a Safer, More Sustainable Experience for Customers

### Introduction

This theme draws upon Highways England's position and responsibility for managing improving and operating the strategic road network. For the first time since the original Motorcycle Safety and Transport Policy Framework was launched in 2014, there is a now a direct link to the resources which can influence the safety of infrastructure on the network with specific regard to powered two-wheelers.

Highways England are engaged in a number of initiatives to improve the strategic road network. This activity is being carried out in support of the five year Health and Safety plan with specific actions addressing vulnerable road users and specifically motorcyclists. These actions are linked to the safe systems approach.

Action 78: Identify the factors involved in causing vulnerable user casualties and the associated measures which can be developed to reduce risk. A key focus will be Powered Two Wheelers.<sup>9</sup>

Highways England's Motor Cycle Working Group is ideally placed to contribute to this theme. Ongoing work towards their own action plan will complement and support many of the actions within this framework. Close partnership working will ensure that there is no duplication of effort and that the combined resources of the group are effectively focussed on delivering a safer, more sustainable experience for customers.

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<sup>9</sup> [www.highwayssafetyhub.com/uploads/5/1/2/9/51294565/n150166\\_health\\_safety\\_5yearplan\\_web2.pdf](http://www.highwayssafetyhub.com/uploads/5/1/2/9/51294565/n150166_health_safety_5yearplan_web2.pdf)  
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## Theme 4 – Action 24 – To Establish Better Roads Infrastructure Policy to Reduce Rider Vulnerability and Improve Accessibility

### Summary

As described in Theme 1 Action 7 – To work with Local Authorities and enhance their role in motorcycling, Local authorities have a clear role to play in increasing road user awareness of motorcycles. This can best be achieved through local safety action plans, incorporating motorcycle use into their strategic plans for transport and ensuring that highways engineering follows the key principles of the Institute of Highway Engineers (IHE) Guidelines.

But key to this taking place will be the full support and promotion of the Guidelines by national, regional and local authorities. Those making and implementing policy on infrastructure will be encouraged to adopt the principles in the IHE Guidelines for Motorcycles as well as government mainstreaming motorcycle friendly infrastructure policy across the board. Highways England, as an active partner in this framework, are now in a position to proactively support the use of IHE Guidelines by endorsing their use on major schemes and recommending them to the wider road safety engineering community.

### Description

A recommendation of the 2005 Government's Motorcycling Strategy was that 'local authorities give proper consideration to appropriate provision for motorcyclists'.

As part of the local transport plan era, several authorities did create local action plans for motorcycle integration and safety. Several motorcycle forums were established and progress made in the direction of incorporating motorcycles into local plans. Such actions were unfortunately not widespread around the UK, so the road safety effect of these was not easy to measure.

In the 2000s, the then Institute of Highway Engineers produced guidelines for local authorities aimed at mainly infrastructure policy, but also covering other areas. These Guidelines were featured in the 2005 Government strategy.

The IHE, with support from the DfT and industry have recently updated the Guidelines and published them online during 2014. This in effect provides the guidance that is needed as part of this framework in some key areas.

To maximise the opportunities that the guidelines offer, the DfT will need to offer much more overt support and overall promotion of the Guidelines. As a partial funder of the Guidelines, it is in the DfT's interest to do so, in order to maximise the value for money of this public purse expenditure.

Highways England has traditionally been very positive about elements of motorcycle infrastructure policy that apply to the main roads network and played a positive part in the development of the 2005 Government Strategy.

Policy changes and design improvements significantly influence the experience of motorcyclists and impact on their safety. Highways England's commitment to this framework and actions provide a new opportunity to embed these guidelines across its activity in support of the Government's Roads Investment Strategy. Highways England's 5 year Health and Safety Plan includes specific actions on motorcycle safety and ongoing work in delivering these actions, together with the implementation of a safe systems approach, will address many safety issues for motorcyclists.

A revision of the current Highways England route treatment guide is currently being commissioned and this presents a key opportunity to address motorcycle safety issues:

The presence, location, size and construction of a wide variety of roadside furniture has long been understood to influence the outcomes for people involved in collisions off the carriageway. Motorcycle riders are relatively unprotected and significantly more susceptible to serious injury in any such collisions. The Highways England Star rated Safety Assessments of the network produces safety star ratings for routes, which offer a great opportunity to understand and influence situations where such collision risks are identified.

An example of this approach is a safety fence product that has been attached to vehicle restraint systems to improve the safety performance of these barriers when impacted by motorcyclists. Similarly, The Prince Michael Award Winning WYLIWYG (Where You Look Is Where You Go) has taken a well-established element of motorcycle training and applied it to physical infrastructure, with marker posts positioned in the verge indicating the full extent of the bend, influencing the rider's decisions on approach speed, positioning and on what level of acceleration to exit the hazard.

Motorcycles and scooters need an even, consistent road surface to maintain stability and not lose traction. The very small tyre/road surface area of contact area of the two-wheeler makes skid-resistance very important particularly during acceleration, braking and cornering. A good quality and consistent road surface with suitable skid resistance is key. Overbanding materials with low wet skidding resistance and poor reinstatement works are common problems for motorcyclists, especially where a change of speed or direction is required. Pavement assessment methods used across Highways England road network, provide sizeable quantities of data on road surface skid-resistance and surface profile that inform ride quality.

Powered two wheelers are often involved in collisions where another vehicle has crossed the path of the bike. Such events usually result in injury for the rider in built-up areas (40 mph or less) but this very quickly translates to life-changing or fatal injuries on rural roads, where the national speed limits prevails. The layout of junctions, position of roadside furniture as well as carriageway markings all offer the opportunity to alter the information available to drivers and riders and thus alter behaviours at such junctions, significantly reducing the risk of a collision occurring.



There are a number of other factors which can affect safety; Intervisibility, for example, can be a problem, particularly at junctions. Enhanced maintenance regimes or modifications to planting can reduce the risk of vegetation restricting visibility and restricting visibility splays. Temporary traffic management through road works is another area where policy should pay due consideration to motorcycle specific issues. Motorcycle friendly treatments such as these should be prioritised for popular motorcycle routes.

As connected and autonomous vehicle technology develops it will be important to ensure that the unique characteristics and dynamics of motorcycling are considered and this is explored further in Action 31 (To Encourage the Development of Safer Motorcycles and Equipment). Road studs which are capable of communicating with suitably equipped vehicles in order to warn of potential hazards are currently being trialled and it is essential that motorcyclists benefit from this type of new technology.

As we take this Framework forward, we will work to ensure that data already routinely collected by Highways England along with detailed research into collisions becomes aligned with proven interventions of this type. This adoption and application of the Highways England 'Safe Systems' approach will be most effective for motorcycle casualty reduction.

## Next Steps

- To encourage those making and implementing policy on infrastructure to use the IHE Guidelines for Motorcycles.

## Progress

### **UPDATE – Action 24 – To Establish Better Roads Infrastructure Policy to Reduce Rider Vulnerability and Improve Accessibility**

Highways England support the aims of this Framework and have become a full MSTP partner, along with the MCIA and the NPCC.

Highways England have made significant contributions to this edition of the MSTP Framework.

The principles of the IHE Guidelines were used to develop new Transport for London guidance on motorcycle friendly infrastructure.

## Theme 4 – Action 25 – To Conduct Detailed Case Studies of Provision of Safer Motorcycle Infrastructure, Reviewing the Effect on (a) PTW Casualties and (b) Other User Groups. Examples of Best Practice to be Widely Disseminated

### Summary

A number of installations of ‘motorcycle friendly’ infrastructure have taken place around the network. This has included provision of marker posts at bends under the WYLIWYG (Where You Look Is Where You Go) scheme, aimed at preventing collisions from occurring and ‘Bikeguard’ which aims to minimise injury when collisions do occur. Similarly, removal or protection of roadside furniture has been undertaken in order to minimise injuries.

These measures can have added benefit for all users, WYLIWYG for instance, can also assist in the prevention of ‘loss of control’ incidents for car drivers on country roads.

Whilst it is acknowledged that there are existing mandatory evaluation measures such as a Stage 4 Road Safety Audit and POPE (Post Opening Project Evaluation) for major highway schemes, there is a need to ensure that any safety benefits do not go under the radar.

### Description

Case studies and evidenced based reviews of these installations should be carried out in order to establish their success or otherwise. This should be in addition to any mandatory assessment and are especially important where novel measures are provided. Popular motorcycle routes should be prioritised for these measures. Care should be taken in considering the location of these installations, as it is important to note whether or not there have been other enforcement, education or engineering measures in the locality which may have had influence on the overall outcome.

Where it is identified that these measures have been successful in reducing the frequency or severity of collisions, they should be taken forward as examples of best practice, encouraging their use around the network. A cost/benefit ratio should be considered in any assessment, in order to illustrate the economic benefits of the installation.

There is also an opportunity to show to the motorcycle community that a well-coordinated, joined up approach between agencies can have significant benefits. Any ‘good news stories’ resulting from this type of evaluation should be exploited and disseminated through the motorcycle press and social media.

## Next Steps

- Identify any recent or proposed work to introduce motorcycle safe infrastructure provision which may be suitable as a case study. Subjects such as WYLIWYG and motorcycle safe restraint barriers should be considered. Road surfacing and manhole cover standards may also provide a useful study.
- Prioritise routes which are both popular with riders and also have a high rate of collisions.

## Progress

**UPDATE – Action 25 – To Conduct Detailed Case Studies of Provision of Safer Motorcycle Infrastructure, Reviewing the Effect on (a) PTW Casualties and (b) Other User Groups. Examples of Best Practice to be Widely Disseminated**

This is a new addition to the framework.

## Theme 4 – Action 26 – To Promote and Stimulate an Appropriate Level of Investment in Safer Infrastructure for Motorcyclists, Delivering a Safer, More Sustainable Experience for Customers

### Summary

This document has clearly evidenced the position of motorcyclists as the most vulnerable of road users and one which would greatly benefit from increased levels of investment in infrastructure. Many opportunities for motorcycle safety improvements exist and appropriate levels of investment will tap into an area that is ripe for improvement. Government's view towards motorcycling is changing and this framework will build upon a more progressive attitude and will work to create an environment which considers motorcycling as a solution to many modern day transport issues.

This action is closely linked to, and will benefit directly from the work being undertaken in Theme 3 'Motorcycles as a Practical Solution'. Whilst clear links can be seen between the two, this action focusses on the delivery of key infrastructure and its success will be measured in financial terms, ie. securing funding for the provision of motorcycle safe infrastructure.

### Description

The inclusion of Highways England in this framework, as a government owned private company, represents a previously unseen level of government buy-in to this concept.

Highways England's commitment towards casualty reduction is well documented within this framework. The Government and Highways England are now looking to 2020 and beyond, and improvements to the strategic road network through the Roads Investment Strategy ([https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/408514/ris-for-2015-16-road-period-web-version.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408514/ris-for-2015-16-road-period-web-version.pdf)). It will be necessary to ensure that budget holders and decision makers are aware of the contribution that motorcycle safety can make towards casualty reduction performance indicators and the Highways England vision that 'no one should be harmed when travelling or working on the Strategic Road Network'.

### Next Steps

- Work within Highways England to educate key decision makers on the benefits of investing in motorcycle safety and the potential contribution that a reduction in motorcycle casualties will make towards overall casualty reduction targets.
- Identify actions within the Health and Safety Plan that link to motorcycle safe infrastructure and establish links with the partnership that can work together and complement these aims.

- Work with the government to ensure that their commitments in the British Road Safety Statement are delivered.

## Progress

**UPDATE – Action 26 – To Promote and Stimulate an Appropriate Level of Investment in Safer Infrastructure for Motorcyclists, Delivering a Safer, More Sustainable Experience for Customers**

This is a new addition to the framework.

# Theme Five: Unlocking the Benefits of Motorcycling

## Objectives

The key objectives of the actions set out in this section are:

- Improve the range of transport mobility options for the public
- Increase uptake of motorcycles as lower congesting and polluting vehicles
- Encourage development of the sector to improve transport choice
- Improving knowledge of the ‘motorcycle economy’

## Summary of Actions

<b>Action 27</b>	To Establish Incentives for Ultra Low Emission Motorcycles
<b>Action 28</b>	To Create Wider Awareness of the Motorcycle Industry’s Contribution to the UK Economy and its Contribution to Jobs and Growth
<b>Action 29</b>	To Establish a ‘Motorcycle to Work Scheme’ to Incentivise Motorcycle Commuting

## Introduction

Improved access for motorcyclists, and explicit recognition of the role of motorcycling in transport policy, will enable economic and social benefits, including reduced overall transport costs to individuals and business, plus increased mobility and lower emissions.

An expanding motorcycle industry means job opportunities and economic progress. UK plc will benefit. The industry contributes to growth in a wide range of related sectors, such as manufacturing, parts manufacture and supply, accessory manufacture and supply, machining, product ‘finishing’ and the protective clothing and helmet industries. The tourism and sport industries also benefit. This in turn provides careers, not only for those who build motorcycles and their components, but also to a wide range of logistics, transportation, sales, maintenance, motorcycle equipment businesses and service support businesses and industries. The same applies to non-motorcycle sectors which benefit from motorcycle related economic activity.

In 2010, the MCIA commissioned GHK (now ICF International) to write a report into the economic activity of the motorcycle industry. This report was updated by ICF in 2014. It was estimated that there are approximately 1.3 million motorcycles and 1.2 million motorcyclists in the UK.

The total stock of UK motorcycles experienced significant growth over the last 20 years, almost doubling in size, and peaked in 2008/09. It has since declined by around 4% to 2012 but remains higher than all years up to 2006. There were early signs that sales of new



motorcycles and scooters and the overall stock of motorcycles were both returning to growth in 2014 (at the time of the report). There is significant potential for further growth as levels of motorcycle ownership in the UK are amongst the lowest in Europe.

### The Economic Significance of the UK Motorcycle Industry

The updated report showed the UK motorcycle industry is of considerable size with net annual sales of approximately £5.3 billion and has a significant impact on the UK economy, generating added value of more than £2 billion per annum. For comparison, this adds more value to the UK economy than many sectors such as agriculture, forestry and fishing activities or the performing arts for example.

The industry directly employs more than 58,500 people in 5,700 businesses, which is more than each of the following: agriculture, forestry and fishing activities; the manufacture of pharmaceuticals; the manufacture of textiles; retailers of jewellery and watches; retailers of automotive fuels, lubricants and cooling products; veterinarians; performing arts; the market research sector; and taxi driving.

### Value of UK Motorcycle Industry

	Total UK Motorcycle Industry	Manufacturing	Distribution & Retail	Repair, Servicing & Maintenance	Sport & Leisure	Other Support Services
Turnover (£m)	6,094	601	2,780	269	440	2,004
Purchases (£m)	4,033	448	2,188	151	233	1,013
GVA (£m)	2,066	154	594	118	207	993
Wages (£m)	1,194	76	260	76	159	623
Profits (£m)	607	60	275	27	44	201
Exports (£m)	444	433	n/a	n/a	11	Minimal
Imports (£m)	839	807	n/a	n/a	32	Minimal
Taxes *(£m)	1,021	60	390	45	84	382
Employment	58,530	2,915	16,080	3,500	8,685	27,350
Businesses	5,700	350	1,410	1,240	640	2,060

(Source: MCIA/ICF, \* Includes VAT, income and corporation tax, fuel and vehicle excise duties)

Other key economic benefits include:

- Tax contributions of more than £1 billion per year;
- Average wages of £20,400 across the whole industry, £22,800 in the support services and £26,100 in manufacturing sectors;
- A significant and increasing contribution to exports of £450 million per annum; and
- Supply chain impacts support an additional £860 million of Gross Value Added (GVA) and 16,400 FTE jobs in the UK economy.

In total, the industry is estimated to support £2.9 billion of GVA and 75,000 jobs in the UK economy, directly within the industry and indirectly through purchases of goods and services from other UK industries.

The overall GVA of the motorcycle industry has increased since 2008 in nominal terms but has decreased by 3% in real terms, due to the economic downturn, which is similar to the recent performance across the UK economy as a whole. Sales in the industry have declined in real terms and sales growth has been insufficient to keep pace with rising costs. This has squeezed wages and profits in the industry and many businesses have had to reduce the size of their workforce. The overall effect has been a decline in employment and the value added by the motorcycle industry in real terms.

The largest declines have been experienced in the distribution and retail sub-sectors, which is also the case across the wider economy. However, much of the UK motorcycle industry has demonstrated resilience despite the difficult economic conditions. UK motorcycle manufacturers, for example, have shown particular resilience and UK exports of motorcycles have continued to increase despite a slight decline in UK production.

Motorcycles are an important part of local business and the economy in developing countries in particular and in developed nations sport has positive economic impacts in areas where activities are held. By way of an example, motorcycle sport in the UK was estimated to contribute £0.75 billion to the UK economy in 2010.

Besides sport itself, leisure is also an important sector. ICF's report shows that:

- The average motorcyclist in the UK undertakes at least 4.4 leisure day trips and 2.1 overnight stays per annum, equating to 5.3 million day trips and overnight trips of 2.5 million nights each year;
- Around 109,000 riders from the UK take tourism-related motorcycling trips abroad each year, compared to 46,000 international riders visiting the UK;
- Domestic tourism spending relating to motorcycling (excluding expenditure relating to the motorcycle sports and leisure sub-sector) is estimated to be £562 million in the UK (2012 prices);
- Overseas motorcycling tourists are estimated to account for £28 million of expenditures in the UK – which gives rise to an additional economic impact at the national level. This excludes expenditures of overseas visitors at UK sports and leisure events; and
- The total tourism spending associated with motorcycling is estimated to support 13,200 FTE tourism jobs in the UK, of which approximately 650 are supported by expenditure from overseas motorcycling visitors.

Although figures vary from region to region, especially for the retail sector, it is estimated that worldwide up to four million people are employed by the motorcycle industry. Motorcycling and the industry is therefore an important part of global efforts to realise economic growth as the world emerges from the economic downturn after 2008.



Increased sales and market size mean economic growth, more jobs and more income to the state that should be recognised and welcomed by government and society.

In order to support such growth, it is clear that much needed safety actions for motorcycles need to be strongly linked to other policy actions to support this mode of transport and leisure, thus enabling motorcycling as a whole to achieve its full economic and social potential – plus enhancing the existing contribution to UK economic recovery.

Examples such as Wheels to Work (W2W) and the positive experience of safety across the W2W network illustrates how support for motorcycles can lead to wider social benefits in reducing exclusion and improving access to work in rural areas.

## Theme 5 – Action 27 – To Establish Incentives for Ultra Low Emission Motorcycles

### Summary

Electric and low emission powered two wheelers (ePTWs) have traditionally not received much in the way of government incentive in the United Kingdom. As a result, the UK is not a well-established market for electric motorcycle manufacturers and new registrations of road going machines have been slow, despite the obvious economic advantages of ownership such as lower overall ownership costs. Feedback from some manufacturers and owners indicates that motorcycles have better fuel consumption than cars and therefore internal combustion engined motorcycles and scooters should have lower CO<sub>2</sub> emissions. Yet there are no taxation incentives for purchasing lower emission motorcycles.

In the car sector, it is acknowledged that electric cars have a market disadvantage and the government compensates for this with the Plug-In Car Grant and support for charging infrastructure. Car owners also benefit from lower vehicle excise duty or even VED exemption on an increasing number of models.

In the case of electrically propelled cars, a clear benefit is the production of no emissions at the point of use which will assist with urban air-quality. It however will do nothing to reduce congestion or wear on the roads. In fact in offering the incentive for EV use in urban centres (eg. Central London Charging Zone) congestion may again return to previous levels. Electric motorcycles offer a solution to both issues.

A Plug in Grant for electric motorcycles was an explicit target of this framework and we are delighted that this was announced by Ministers in autumn 2016. Actions in this area will improve public health by increasing the uptake of cleaner vehicles and will improve mobility.

### Description

Cars registered after March 2001 have annual taxation (Vehicle Excise Duty) based on their carbon dioxide output per km. This was intended to reduce the CO<sub>2</sub> pollution by cars by encouraging owners to purchase lower emission cars. As of 2014, cars with a CO<sub>2</sub> emissions figure of less than 101g/km pay no annual taxation. On top of this, since 2010, cars with CO<sub>2</sub> outputs of less than 131g/km pay nothing in their first year.

Conversely, motorcycles and tricycles pay the same annual taxation based on engine size and not on CO<sub>2</sub> output. There is no exemption for any size of combustion engine. The annual tax for a motorcycle starts at £17 for an engine under 151cc and up to £82 for an engine over 600cc. Only battery electric motorcycles are exempt from VED (as are battery electric cars).

From 2017, the structure of VED will change for cars. There will be higher road tax prices for all new cars in their first year, but a lower fixed annual rate of £140 for all cars applying for road

tax renewal thereafter. That means after the first year, road tax rates will no longer be based on a car's CO<sub>2</sub> emissions. Also under the new road tax UK rules, zero-emissions vehicles will be exempt, whereas cars costing more than £40,000 will have to pay a £310 supplement.

Under this new system, it makes sense to retain the current motorcycle VED structure, as a 'flat' system would disproportionately affect smaller and cleaner motorcycles. However, given the very low polluting characteristics of the sub 250cc end of the market, it would make sense for these bikes to be VED exempt.

Although it is shown by DfT modelling that cars produce a significant percentage of the overall CO<sub>2</sub> emissions from road transport, it makes little sense to only incentivise more efficient cars rather than more efficient modes of transport such as motorcycles. Not everyone will want to switch from cars to motorcycles, but making it financially less onerous for car owners to do so makes good sense.

Battery electric and hybrid cars are entitled to up to £5,000 or 25% off their purchase price via the Plug-In Car Grant. This scheme has been in operation since 2011 and has helped over 11,000 battery-electric and plug-in hybrid cars get out of showrooms and on to the road starting from an annual market of virtually zero in 2010. During that time, annual new electric motorcycle registrations have declined significantly from 541 in 2010 to 113 in 2013. Clearly, such an incentive scheme works for cars and we would have no doubts that such a scheme would be beneficial to the uptake of battery electric and hybrid motorcycles. We are therefore delighted that the Government has announced a Plug in Grant for electric motorcycles.

Due to production lead times, capital availability and supply chain issues, there are a limited stock of quality battery electric vehicles in the world market. Hopefully, this will increase over time, but if the UK wants to drive an increased uptake of zero emission motorcycles, we need to make the UK more attractive to businesses wanting to enter the market. The lack of UK government support has previously been cited by premium manufacturers as a reason to concentrate their efforts elsewhere. Many EU member states offer subsidies and tax breaks for electric vehicles which include motorcycles and this makes them a more attractive market to operate in. The UK needs to offer incentives to ensure a level playing field not just between modes of travel in the UK, but to end the effective competitive advantage that other markets have.

This would improve motorcycle fleet emissions in both terms of CO<sub>2</sub> and other pollutants. In turn, this would also improve local air quality as well as help the UK meet its targets in reducing CO<sub>2</sub> emissions.

## Next Steps

- MCIA will continue dialogue with government to create better consumer incentives for the purchase of electric motorcycles, possibly through inclusion in the Plug In Car grant which has now been extended to vans. This would stimulate the electric motorcycle market.

- MCIA will also open discussions with the DfT and Treasury with regards to including new types of mopeds into the car VED bands with a view to extending this to all new motorcycle types from 2017.

## Progress

### **UPDATE – Action 27 – To Establish Incentives for Ultra Low Emission Motorcycles**

Government opened registrations for a Plug in Grant for electric motorcycles in the new Euro IV category

We have made our views known to Government on VED and seek further discussions with The Treasury (initial discussions were held in 2014).

## Theme 5 – Action 28 – To Create Wider Awareness of the Motorcycle Industry’s Contribution to the UK Economy and its Contribution to Jobs and Growth.

### Overview and Description

This is set out in the introduction to this theme. However, in summary, we will create wider awareness of the motorcycle industry’s contribution to the UK economy and its contribution to jobs and growth.

### Next Steps

- MCIA will continue to work closely with Government departments, particularly BEIS, to raise awareness of the industry’s contribution to the UK economy.
- We will encourage BEIS to further include the industry in policy making processes, building on industry involvement with the Automotive Council
- MCIA will work with BEIS, the Treasury and the DfT to create a better environment for the motorcycle business. This will focus on supply chains and new technologies, building in particular on the recently announced OLEV plug in grant for zero emission motorcycles.

### Progress

#### **UPDATE – Action 28 – To Create Wider Awareness of the Motorcycle Industry’s Contribution to the UK Economy and its Contribution to Jobs and Growth.**

Triumph is now a member of the UK Automotive Council

The UK motorcycle industry contribution to the UK economy has been given added significance under Brexit. We will work with all relevant Government departments as they develop activities to maximise the UK’s economic potential as an independent nation.

## Theme 5 – Action 29 – To Establish a ‘Motorcycle to Work Scheme’ to Incentivise Motorcycle Commuting

### Summary

Cycling has benefited from tax incentives and advertising to promote cycling as a form of commuting. Motorcycling could extend that commutable distance on two wheels by a significant factor.

MCIA will work with government to help create and implement a parallel Motorcycling to Work scheme.

### Description

Motorcycles offer a low cost congestion-busting form of transport as evidenced by their continued popularity across the world. Increasing the number of motorcycles on UK roads would help relieve peak time congestion and would help achieve the UK’s CO2 reduction targets. A 2011 study by Transport and Mobility Leuven showed that a modal shift of 10% from private cars to motorcycles reduced lost vehicle hours in congestion on a trunk road by 63% for everybody using that route (ie not just the motorcyclists). A modal shift of 25% (one quarter of all cars replaced by motorcycles or scooters) eliminated congestion altogether. The study also showed that a 10% modal shift reduced overall CO2 cost on that route by 7.5%.

Since 2000, cycling has benefited from tax incentives to employees who purchase or borrow a bicycle or cycling safety equipment through their employer. Schemes such as Halfords ‘Cycle2Work’ operate as a salary sacrifice scheme in which the employee purchases the bicycle and equipment on a hire/purchase agreement from their employer and the repayments are taken from their salary before tax and national insurance contributions are deducted. This makes the cost of the bicycle and equipment significantly cheaper than purchasing the same thing through a high street retailer. Cycle to Work can also include the simple loan of an employer’s bicycle to an employee as a tax exempt benefit.

The cap on the amount that can be lent to the employee is limited to £1000 in practice as schemes would otherwise have to be regulated individually under the Consumer Credit Act rather than using the cycle to work group consumer credit licence agreed with the Office of Fair Trading (now the Competition and Markets Authority).

In 2011, the leading providers of Cycle to Work, under the umbrella of the Cycle to Work Alliance, produced an evaluation of the impact of Cycle to Work. The headline findings were that:

- There was a significant reduction in CO2 emissions from commuting traffic
- The scheme increased commuting by bicycle with 61% of participants reporting that they did not cycle to work before signing up

- 73% cited the financial savings as being a key factor in signing up with an average saving of 40% on the total cost of a new bike
- 400,000 people have benefited from the scheme
- It was mostly SMEs who took advantage of the scheme with 30% of employers having fewer than 50 employees.

Naturally, the average price of a motorcycle and equivalent safety equipment is somewhat higher than for bicycles. This would mean that in practice the value of the package available to the employee would need to be higher and that joining the £1,000 group consumer credit licence may not be practical. Average prices of motorcycles are between £4-5000 and safety equipment could easily cost £500.

A £5,000 package would have a bigger impact on tax take for the Treasury, especially if the scheme proves popular, but this would in turn be offset by the larger contribution of motorcyclists to government coffers via fuel duty, VED, insurance premium tax, VAT on consumables, etc. Given that there are driving licence requirements for motorcycles that are not there for cyclists, it may be harder to achieve the 400,000 mark in 10 years. Therefore, the incentives would need to be quite strong, for example including a quality training package.

Research for the Wheels to Work Association (W2WA), a previously government funded initiative which provides personal transport for work and education (usually, but not exclusively, using rented scooters and mopeds), shows a variety of costs for getting on the road. The research showed that, including goodwill discounts, the average cost of getting a scooter, safety equipment and training was £1,500. Including a reasonable operating margin (ie excluding a discount) might bring that total up to £2,000. However, this is only for the most basic machines and equipment and the government may wish to incentivise motorcycles which may offer a wider commuting range.

Some further modelling and research is needed on this topic to ascertain how the scheme could operate. Requiring employers to individually apply for consumer credit licences for what could in practice be a small number of employees would probably be too high a burden. Deciding a limit on what could be practical will need refining as well as the business case for permitting such an incentive.

## Next Steps

- MCIA will work with tax experts and those already involved with Cycle to Work schemes to design a scheme which will help offer financial incentives to the public.
- MCIA will then work with the Government to help implement the proposals.
- Socio-demographic data should be considered as a tool for further research in to the potential benefits of this scheme.
- Industry to consider a pilot in conjunction with government or a transport authority.

## Progress

### **UPDATE – Action 29 – To Establish a ‘Motorcycle to Work Scheme’ to Incentivise Motorcycle Commuting**

Work continues to identify specific areas and design a suitable scheme. This is also now focussing on safety equipment and related items.





## Theme Six: Better Motorcycle Industry Engagement in Society

### Objectives

The key objectives of the actions set out in this section are:

- To bring greater public and governmental confidence to motorcycling and the industry
- Generate new markets with commuter riding as its founding basis
- Continue to make product improvements in both safety and consumer usability

### Summary of Actions

**Action 30** To Ensure that the Motorcycle Industry Engages with Society's Aims

**Action 31** To Encourage the Development of Safer Motorcycles and Equipment

### Introduction

It is a common misconception that the Industry does not take its social responsibilities as seriously as it should and that it is disconnected from wider society away from its market base. Given the overall contribution of motorcycles to mobility, accessibility, technology and the environment, this is simply not the case. The Industry has been heavily engaged with society almost since its inception through the nature of the wider use of its products outside the leisure sector and its deep involvement with technical safety developments. The Industry is also a traditional supplier of crucial vehicles for emergency services. Manufacturing and business, which flows from industry activity, supports employment and the economy – often beyond the Industry's core activities.

But the industry cannot ignore widespread perceptions that exist regarding the way it engages society. The wider social contribution of motorcycles is often lost by marketing, PR and media coverage which focuses on leisure markets. As a result, the public can be excused for thinking motorcycling is largely about indulging in risky activities.

Therefore, as part of this Safety and Transport Policy Framework, industry will focus its marketing efforts beyond the leisure sector.

- Practical solutions that can solve congestion, parking or environmental issues will be strongly promoted.
- Industry will address a widely held public view of biking as being about 'anti-social speed, racing and crashes'.
- There will be more involvement with non-motorcycle press who are more likely to influence potential utility riders and social attitudes to motorcycling and safety.

As with so many areas in this framework, industry also needs the Government's support, most particularly in recognising motorcycles more widely as a practical solution, so providing a policy backdrop that will enable industry to make significant traction in this re-emphasised approach to its marketing efforts.

Product safety and technological development remains a major aspect of motorcycle industry activity, with much of this work taking place at both European and Global levels. This work will and must continue, as enhanced technologies can make a major and continuing contribution to the safety of the machine itself.

Industry will continue to develop the vehicle technical safety area. As part of this there remains a strong need for close attention from government, particularly and most specifically in the area of lead times for the introduction of new measures. Industry liaises closely with DfT on these matters and appreciates the Government's support on aspects of technical regulation.

## Theme 6 – Action 30 – To Ensure that the Motorcycle Industry Engages with Society’s Aims

### Summary

The MCIA will progressively mobilise the motorcycle industry’s marketing and corporate social responsibility activities to create a greater in-depth awareness of the good that can be derived by UK plc from a greater usage of two wheeled vehicles.

### Description

To support the safety framework, industry will focus marketing efforts beyond the leisure sector:

#### Phase 1a – Basic messages

Progressively all generic industry PR and messaging will be targeted to:

- Bring greater public and governmental awareness of and confidence in the more general use of motorcycles as a real solution to traffic congestion and more efficient commuting.
- Explain the practical solutions offered by two wheelers to congestion, parking and environmental issues.
- Address a widely held negative public view of biking.
- Develop a broader and deeper involvement with general and non-sector press and media with more influence over potential utility riders and social attitudes to congestion, transport and road safety.

Industry marketing and PR personnel will attend a seminar/conference in February 2017 to establish the principle messaging contained in the above that will be utilised to broaden the awareness amongst the general public of the societal benefits of powered two wheelers, including the improvements to road safety and the need to balance marketing efforts and messaging across a new wider user group.

#### Phase 1b – First points of contact

Following the conference a small workgroup will prepare seminars and information packs for retailers and motorcycle trainers outlining the differing requirements of new user groups to ensure that those wishing to engage with motorcycles and scooters for anything other than pure leisure purposes have appropriate welcome, introduction and road safety messaging relative to the transport mode that they are considering.

#### Phase 2 – Sector press

Those engaged in the motorcycle sector press will be briefed on the differing requirements of the hobby and leisure sectors as opposed to the emerging transport only sector of the wider industry. They will be asked to feature articles which are more appropriate to an audience

seeking a solution and the benefits of that solution, congestion reduction, environmental benefits and improved road safety.

Within the industry this message will be delivered by personal presentation, and via an information seminar for the Guild of Motoring Writers.

### **Non sector press**

As a means to develop the broader and deeper involvement with general and non-sector press and media required, industry and brand owners will be tasked with contacting all major publishers and titles to deliver messaging about the opportunities to deliver safer roads and better urban transport solutions by utilising more utility styled two wheelers.

Regional and Local press will be addressed via their representative bureaux.

### **Phase 3 – Government activity**

Framework partners, particularly the DfT, will be asked to support the industry specific actions that recognise the greater awareness, and public utilisation of the emerging transport solution.

As awareness of societal benefits improves, the Government also has a part to play and will be asked at all levels to recognise motorcycles and scooters as a practical solution, so enabling significant traction in broadcasting those benefits to the general public.

Industry will develop information seminars to be delivered to members of government departments, political parties, lobby groups, safety related organisations, industry groups, local authority departments, road and town planners and others interested in harnessing the benefits of reduced congestion and improving road safety from greater motorcycle usage.

### **Ongoing activity**

#### *Continued support for the Wheels to Work initiative*

The Wheels to Work Association, supported by government and the motorcycle industry will continue to provide, through local programmes, transport solutions for typically younger people, to access education and employment in a supervised and responsible manner, proving the benefits of powered two wheelers as a utility transport option.

This work is expected to develop as central and local provision of subsidised public transport reduces.

#### *Ride to Work Day/Week*

Industry's annual event to celebrate those who already commute by motorcycle will be developed to focus particularly on large corporates who recognise the considerable congestion and parking issues caused by staff using cars to get to and from work. Corporate Social Responsibility benefits of utilising motorcycles and scooters will be highlighted; congestion, environment, work life balance and contentedness and improving road safety from greater usage will be explained and demonstration and trial sessions will be organised.

*Provision of trial opportunities*

Industry has a facility to provide opportunities to 'try a motorcycle or scooter' which will be utilised in conjunction with any of the tasks to prove to interested parties the ease with which lightweight motorcycles can be ridden, thus proving how straightforward it is to access the benefits of motorcycles and improve road safety as a consequence.

The Get On programme will be developed to provide trial sessions for employers whose staff are experiencing congestion or parking issues which are interfering with their work life balance.

Much of this trial programme will be developed initially as part of Motorcycle Northants.

## Next Steps

- Plan the concepts to be covered within and announce the date of the 'industry conference'
- Establish the industry working group
- Develop the first point of contact material and distribute
- Schedule visits to industry media publishers
- Plan and announce the details of the Guild of Motoring Writers Information Day
- Develop industry information seminars for government departments.

## Progress

### **UPDATE – Action 30 – To Ensure that the Motorcycle Industry Engages with Society's aims**

The vast majority of PR messages from the MCIA in the past 12 months have focused on awareness and the utilisation of motorcycling as a commuter option. The need for greater awareness of motorcycles by all road users has been key. Press releases have been used in The Economist, The Telegraph, The Mirror and The Star.

A conference/seminar plan has been developed aimed at industry marketing and PR personnel. This will involve the Guild of Motoring Writers. This will take place in February 2017.

Ride to Work is well established and in 2016 the emphasis was in Northamptonshire as part of the Motorcycle Northants initiative (see Appendix A).

From January 2015 to August 2016 there were over 1000 Get On Free Rides. More are scheduled.

## Theme 6 – Action 31 – To Encourage the Development of Safer Motorcycles and Equipment

### Summary

The motorcycle industry has a long standing commitment to improving motorcycle safety through technological development. There have been decade's long incremental improvements to handling, braking and lighting systems, in addition to significant improvements to engine management systems and efficiency. Since the late 1990s, significant reductions have been made to emissions, with an accelerated progress through several Euro Emission stages from ECE40 to Euro IV in less than 15 years.

Many developments in safety systems have evolved due to the industry's involvement with motorcycle racing, with handling, braking and vehicle management systems in particular evolving from advances developed on the track.

### Description

As we move further into the 21st Century, increasing demands on technical safety are being made. Although many have been expressed via Whole Vehicle Type Approval and UN Technical Regulations, the industry is playing an active part in the debate looking forward. The items below are part of this exciting evolution, with work by manufacturers being coordinated by the European trade association ACEM. This work will be unaffected by Brexit, as manufacturers will continue to seek harmonised technical 'norms' for the European geographic area. MCIA will continue to be a member of ACEM after Brexit.

Manufacturers work continuously to bring advanced and innovative products to the market while ensuring a high level of safety for users. In recent years, manufacturers have focused on four key areas: intelligent transport systems, lighting devices, vehicle suspension, and stability and braking systems

The industry will continue developing and promoting safer vehicles and equipment through advanced design and innovation.

### **Lighting devices: seeing and being seen**

The ability of motorcycles and scooters to be detected by other road users is a critical aspect in crash prevention. In-depth studies have repeatedly shown that failure to see motorcycles by other road users is a major contributory factor in urban motorcycle injuries.

This can be partially addressed by the introduction of specific technologies that improve the conspicuity of motorcycles. This is why manufacturers committed themselves to equipping all their models including mopeds with Automatic Headlight On technology (AHO) in 2003.

Moreover, the motorcycle industry is also making use of Daytime Running Lights (DRL) and amber position lights (APL). These systems make it easier for other road users to detect powered two and three wheelers.

Riding at night or in poor visibility conditions poses an important safety challenge. In view of this, some industry members are already producing vehicles fitted with adaptive lights which make night driving considerably safer. Other ACEM members have committed to incorporating adaptive lights to their newest models.

Additional relevant technologies available in the market include polyellipsoid headlamps, full LED lights (headlights, taillights and indicators), projector headlights and xenon headlights.

### **Vehicle suspension and stability**

Vehicle stability while riding a motorcycle or scooter is crucial. Highly performing suspension systems are required in order to safely adapt to different road surface conditions. Suspension systems also contribute to smooth handling and braking.

Over the years manufacturers have developed a wide range of innovative vehicle suspensions adapted to different motorcycle usages. They include electronic suspension systems (standard or optional depending on the model), speed-sensitive electronic steering stabilisers (standard in various high performance models), semi-active suspension systems (which adapt the response of the suspension to road conditions, vehicle speed and driving style) and self-regulating suspensions.

All of these systems provide for maximum stability and increase user control of the vehicle.

### **Stopping in time: braking systems**

The motorcycle industry introduced the first anti-lock braking systems (ABS) in 1988, long before this area was considered a priority by policy-makers. Since then, the industry has developed different advanced braking technologies, tailoring these devices to the specific needs of consumers. Other advanced braking systems include Combined Braking Systems (CBS), rear wheel lift-off protection, automatic brake force distribution, amplified braking systems and brake by wire. These systems can operate individually or in combination.

Furthermore, ACEM signed the European Road Safety Charter in 2004 (MCIA also did so during the same year) committing itself to offering at least 50% of their street models with advanced braking systems as an option by 2010. After this initial target was surpassed, ACEM manufacturers set a further objective: 75% of street motorcycle models offered on the market in 2015 will be available with an advanced braking system as an option or as standard fitting.

ABS systems will become mandatory for new motorcycles over 125cc from 2016. From that same date, new models up to 125cc will have to be equipped with either a combined braking system, ABS, or both. As a result of the ACEM commitment to the Road Safety Charter some manufacturers have decided to fit ABS as standard on all their models.

### **Looking into the future: Intelligent transport systems**

In the years ahead, further technological breakthroughs will come through innovative intelligent transport systems (ITS) which will allow vehicles to interact with each other and with surrounding infrastructure.

Some ITS devices have already been successfully introduced on the market by members. Moreover, the motorcycle industry is engaged in in-house R&D activities and actively participates in EU research projects on cooperative ITS.

Manufacturers have also adopted a Memorandum of Understanding on ITS, committing themselves to install safety relevant cooperative ITS onto at least one of their models by 2020.

### **ITS devices can further enhance road safety**

Research shows that one of the most frequent human errors in collisions is the failure of other road users to see motorcycles within the traffic environment, due to lack of driver attention, temporary view obstructions or the low conspicuity of motorcycles. This problem could be addressed by enabling non-motorcycle drivers to receive a 'motorcycle approaching indication' (MAI) or in case of an emergency situation, a collision warning message. This form of digital conspicuity of motorcycles would result in a higher level of safety for riders. For this reason, the industry sees vehicle to vehicle (V2V) communication as a technology which has a high potential to improve road safety across the EU and may lead to better integration of motorcycles in the transport system.

Some ITS applications have also the potential to improve the environmental performance of vehicles and to help meet the growing demand for mobility by optimizing the use of existing road infrastructure (eg by providing information on the shortest routes).

Examples of ITS applications include: collision prevention devices, emergency notification systems and road traffic management systems.

### **Specific vehicle usages must be taken into account**

It is important to bear in mind that powered two and three wheelers encompass a wide range of vehicles that have very different uses. Although the motorcycle market is often perceived as a whole, in reality it is characterised by a great diversity of vehicles. Whilst the largest market segment (over 50%) is represented by urban oriented vehicles, motorcycles above 650cc represent 38% of the market.

Certain ITS solutions would be better suited to a particular category of motorcycle because they would provide the most benefit with a cost level relevant to the market segment. Small urban motorcycles, for example, could be equipped with ITS devices improving their electronic conspicuity, whilst high-end vehicles could benefit from more advanced optional features.



A mandatory approach, without distinguishing motorcycle categories, would be counterproductive. As long as core functions and interoperability are preserved, each Manufacturer should have the freedom to implement the most appropriate technical solutions and optional features, within a competitive business environment.

### **Technical considerations of relevance to motorcycles**

Notwithstanding the above mentioned benefits of ITS, important technical issues must be addressed in order to ensure market uptake. Further ITS deployment will require investments in research technology and infrastructure, as well as a clear and sound legal framework.

The driving dynamics of powered two and three wheelers are much more complex than those of cars. ITS applications, which may remove or interfere with the rider's control of the vehicle, cannot be utilised in the way they could be for cars. Autonomous active interventions in the control or dynamics of the vehicle may be dangerous to a motorcycle rider, as this could destabilize the rider and the vehicle, potentially causing, instead of preventing, a collision. For this reason, industry and NPCC strongly supports the use of warning systems.

Advanced Driver Assistance Systems (ADAS), Adaptive Cruise Control (ACCA) or Autonomous Emergency Braking Systems (AEBS), which have been primarily engineered for use in cars, have the potential to be dangerous if applied to a motorcycle without the necessary adaptation to motorcycle dynamics. Powered two and three wheelers require a dedicated approach and specific engineering solutions to optimize the potential of ITS for road safety.

It is also important to stress that these systems will require the development of appropriate human-machine interfaces (HMI). HMI must minimise rider distraction and should be specifically designed with motorcycle riding in mind. For example, messages should be prioritised so that safety warnings override more general notifications.

Manufacturers are committed to ensuring that any safety related co-operative ITS applications are interoperable between motorcycle manufacturers and, more importantly, with other road users.

The motorcycle industry will contribute to European and global ITS forums to ensure that cars, trucks and motorcycles are all able to communicate using their various ITS applications. It is critical that all motorcycles must be able to recognise messages from any other vehicle on the road, regardless of brand, vehicle type, etc. This can be ensured by adhering to established harmonised standards. The involvement of Highways England within this partnership will enable greater collaboration between those responsible for designing infrastructure, and the industry. This will assist these technologies to develop together for improved cohesion and interoperability.

Industry will also engage rider safety and improve applications to ensure that all means available are employed to reduce rider casualties.

## Next Steps

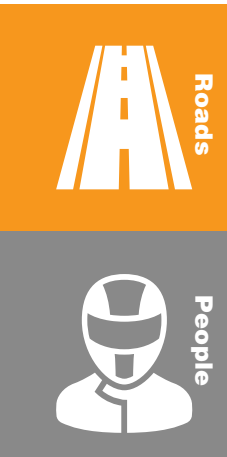
- Industry will continue its efforts in the technical area
- Government will be asked to take a firmer approach to those technical areas where the European Commission's demands are either unreasonable, or do not accord with manufacturers proper lead times

## Progress

### **UPDATE – Action 31 – To Encourage the Development of Safer Motorcycles and Equipment**

A wide range of technical updates are currently being implemented under EU 'Euro IV' regulations.

The UK motorcycle Industry is considering an application to join the International Motorcycle Manufacturers Association (IMMA) after Brexit. The DfT have indicated that they would support such a move as this would allow UK influence on technical regulation to continue – especially as technical 'norms' are likely to become increasingly global.



## Theme Seven: Partnership with Cycling

### Objectives

The key objectives of the actions set out in this section are:

- To create a full working partnership with cycling
- To develop the 0-30 mile mobility paradigm
- To improve citizen mobility choice
- To reduce conflict between cyclists and motorcyclists
- To make progress in shared areas of interest

### Summary of Actions

<b>Action 32</b>	Develop New Integrated Two Wheeled Policies to Consider the Shared Issues Between Cyclists and Motorcyclists
<b>Action 33</b>	To Develop a Partnership with the Bicycle Industry
<b>Action 34</b>	To Establish Closer Ties with Cycling User Groups

### Introduction

This Safety and Transport Policy Framework seeks to be inclusive with cycling. Both modes share many of the same issues and a balanced approach to investment in two wheel transport as a whole will be beneficial. This will help reduce the vulnerability of both cyclists and motorcyclists.

It is notable that both modes share a similar proportion of overall road traffic and share similar issues that surround vulnerability and risk, but the differential in policy approach and investment to both could not be wider.

The issue of ‘Door to Door’ journeys is one that requires wider thinking. So far, door to door journeys have been a topic exclusively about bicycles, buses and rail. However, with the advent of ePTWs and the low polluting credentials of smaller commuter motorcycles, it is clear that we can now consider door to door journeys with a much greater distance – and for a much wider audience. The 20 year perspective on how government will tackle congestion and pollution and commuter transport in major cities is something to which the combination of bicycles/E-bikes/low emission motorcycles can make a major contribution.

Motorcycles offer a very flexible transport option, able to cover greater distances than bicycles, and extend the take-up of two wheeled transport, as despite the health benefits, many potential users see physical exertion as a barrier – a factor of an aging population.

Joint working between the MCIA and Bicycle Association (BA) will help local authorities work towards solving the common problem of safety.

## Theme 7 – Action 32 – Develop New Integrated Two Wheeled Policies to Consider the Shared Issues Between Cyclists and Motorcyclists.

### Overview

This action is heavily linked to Theme 6: Partnership with Cycling, where key actions are discussed in more depth. This area is being developed with both cycling industry/groups and the DfT. It becomes the 'two-wheel paradigm' that will help to enrich overall transport policy.

In summary, given that a wide range of safety and infrastructure issues and vulnerabilities are shared with cycling, it is important that techniques used to promote cycling accessibility and safety needs are adapted and implemented, where necessary, for commuter motorcycling. Considerable safety benefits, in terms of reduced two-wheeler vulnerability, are anticipated if this area is approached in an open and collegiate manner by all concerned.

### Description

Currently, there is no government agenda or funding to promote motorcycling and only limited sums allocated to motorcycle and scooter safety publicity. However, there is literally hundreds of millions of pounds spent by government and authorities across the UK to promote cycling and cycle safety (currently noted as £5 per head of population). The reasons for this are manifold, with congestion and emissions reduction being key factors. MCIA/NPCC/Highways England supports this investment in cycling, but notes that, compared to the resources put into motorcycling, any kind of level playing field is entirely absent. This is of great concern given that cycling and motorcycling share broadly the same levels of road traffic and that both modes share similar safety and vulnerability issues.

There has also been almost no consideration of where cycle/motorcycle cross-over areas of policy exist. Both are single track vehicles which, aside from motive power source, share many of the same characteristics and vulnerabilities on the highway.

There needs to be a shift in thinking if society as a whole is to benefit from all the opportunities that come from a proper two-wheeled approach (bicycle and motorcycle). More powerful electric bicycles, small motorcycles and even some larger motorcycles can significantly assist in the area of efficient and cleaner mobility. Whilst pedal powered bicycles may be excellent at shorter journeys of only a few miles, longer journeys of up to 20 or 30 miles are a practical proposition by motorcycle on a daily basis. MCIA argues that government should pick the right tool for the job and support motorcycling as part of a properly integrated transport delivery plan for two-wheeled vehicles (bicycle and motorcycle). This would then create a 0-30+ mile integrated personal transport and mobility opportunity.

Cycling is, worldwide, an important mode of transport which shares many common issues with motorcycling when it comes to safety, infrastructure policy and issues arising from other road users. Like cycling, motorcycling is not in itself dangerous. But riders of both modes are subject to certain vulnerabilities on the highways. By recognising the socially positive attributes of cycling, much has been done to improve cycle safety and improve visibility within traffic. The same approach is now needed for motorcycling.

## Next Steps

- This area will be developed in partnership with the Bicycle Association, with inputs and partnership sought from the Cyclists Touring Club and British Cycling.
- A package which will represent integrated two wheeled policies and initiatives will be discussed with the DfT. These will focus on areas of vulnerability reduction and related transport policy.
- Areas of discussion will include: road user awareness, shared space developments, other roads infrastructure, parking, e-bike and ePTW policy synergies.

## Progress

### **UPDATE – Action 32 – Develop New Integrated Two Wheeled Policies to Consider the Shared Issues Between Cyclists and Motorcyclists**

A firm partnership has been formed with the Bicycle Association, with regular dialogue taking place about shared issues of concern and opportunity.

Government has been advised of the partnership and some areas of joint working have already been undertaken with the Department. A joint meeting of the motorcycling and cycling Parliamentary groups is being considered.

We are also seeking positive relationships with cycle user lobby groups.

## Theme 7 – Action 33 – To Develop a Partnership with the Bicycle Industry

### Summary

We will develop a ‘two wheel paradigm’ encompassing a range of vehicles from cycles, electrically assisted pedal cycles, ePTWs and motorcycles. This will be achieved by close working between the motorcycle and bicycle industry.

### Description

A motorcycle was initially a bicycle fitted with an engine. In earlier years, the motorcycle and bicycle industry had the same manufacturers and were represented since 1890 by the same industry association, The Cycle and Motorcycle Trades Association. This union ended in 1973 when the motorcycle and bicycle sections were split into two autonomous bodies BA and the MCI(A).

Given the growth of cycling and the increase in electrically assisted pedal cycles and other two wheeled products, there is added impetus for the two associations to work more closely on issues of joint concern and interest.

Currently, there are a variety of two-wheeled road vehicles on the market. At one end of the scale are pedal powered bicycles and at the other are 135kw motorcycles. In between, there is a continuum comprising of 4kw mopeds, 250w electrically assisted pedal cycles and much more. Whilst the products may vary in design, power output and mass, the essential design components makes them all quite closely related.

Issues such as shared space, licencing, road safety, etc. need addressing and the motorcycle industry and cycle industry, through the auspices of the MCI(A) and Bicycle Association, will work closely to address the problems and opportunities presented by cross over products such as the soon-to-be more powerful power assisted pedal cycles allowed under European Type Approval rules.

There are also other issues of joint concern to the uptake of cycling and motorcycling which the two organisations will work together on. Road maintenance is a key issue for both cyclists and motorcyclists alike. Another is road user awareness and the tendency for four wheeled vehicle users not to consider the differing needs of two wheeled vehicle users. This is not just a problem at the point of use but, as cyclists have ably demonstrated in London, at the point of planning too.

### Electric Bicycles

Over the last few years, as battery technology has improved, there has been a rapid increase in the number and variety of electric bicycles on the UK’s roads. Up to this point, there has not proven to be a significant safety issue demonstrated. However, compliance has proven to be a problem and consumer awareness is not very good with regards to relevant legislation.

Furthermore, legislation in other EU member states has created a significant confusion in the market.

In the UK, pedal cycles with electrical assistance can be legally ridden by anyone over the age of 14 without any of the regulations of a motorcycle (insurance, registration, licence etc.) if they produce no more than 250watts of power (continuously rated) which cuts out at 15.5mph. This output is measured by the manufacturer as part of the bike's compliance with CE marking requirements and the bike is labelled accordingly.

More than 250 watts of continuously rated power and the electric bicycle ceases to be an electric bicycle and becomes, in the eyes of the law, an electric moped. If the power is over 4000w it becomes an electric motorcycle.

An electric moped (our e-bike with more than 250 watts of continuously rated power) is no different to its petrol powered cousin.

To use it requires training, a driving licence, L-plates, third party insurance, a full sized number plate and a motorcycle helmet.

### **Two Wheel Paradigm and the Door to Door Journey**

Of course, as the products on offer converge, the common sense distinction amongst policymakers between bicycle and motorcycle begins to blur. Where does access to "cycle only" facilities or funding begin and end? The MCIA contends that the continuum will become so blurred that unless there is a clear safety issue, motorcycling (and by extension, over 250w electric bicycles) should receive the same treatment in policy terms.

At the moment, there is no government promotion or funding to support motorcycling and only limited sums allocated to motorcycle safety publicity. However, there is literally hundreds of millions of pounds spent by governments across the UK to promote cycling and cycle safety (currently noted by the DfT as £5 per head of population). The reasons for this are manifold with congestion and pollution reduction being key factors. MCIA/NPCC supports this investment in cycling, but notes that compared to the resources put into motorcycling, any kind of level playing field is entirely absent.

Answers to parliamentary questions have revealed just how imbalanced the situation has become. Of the £5 per head of UK population spent on cycling, around £1.39 of this (£437.6 million over 5 years) has come directly from the Department for Transport via the Local Sustainable Transport Fund, Cycling England and various other sources. The equivalent spend from the DfT on motorcycling over 5 years is £6.8 million in total, or around 2p per head of population.

### Department for Transport Resources on Motorcycling

	2009/10	2010/11	2011/12	2012/13	2013/14	Total 09/10-13/14
Spend on motorcycling (thousands)	2,390	536	2,298	706	929	6,859
Percentage of Department's spend	0.02%	0.00%	0.02%	0.01%	0.01%	0.01%

(Source: answer to parliamentary question 20/11/14)

There needs to be a shift in thinking if society as a whole is to benefit from all the opportunities that came from a proper ‘two-wheeled’ approach. More powerful electric bicycles, small motorcycles and even some larger motorcycles can significantly assist in the area of efficient and cleaner mobility. Whilst pedal powered bicycles may be excellent at shorter journeys of only a few miles, longer journeys of up to 20 or 30 miles are easily possible by motorcycle or scooter on a daily basis. MCIA argues that government should pick the right tool for the job and support motorcycling as part of a properly integrated transport delivery plan for ‘Two-Wheeled Vehicles’ (bicycle and motorcycle). This would then create a 0-30 mile integrated personal transport and mobility opportunity.

### Next Steps:

- The MCIA will work with the government and cycling groups to improve the access to funding and promotion of the growing number of commuter and utility motorcycles on the road as part of a complete two wheel paradigm.
- Explore links with ongoing Highways England cycle accessibility strategy work into journey integration, where a motorcycle or scooter (as an alternative to a bicycle) can be used to complete part of a journey.

### Progress

#### UPDATE – Action 33 – To Develop a Partnership with the Bicycle Industry

Meetings have been held between the MCIA and the Bicycle Association to consider how the partnership can progress. There is an ever closer union between the two organisations.

A proposal has been developed to have an electric bicycle feature at Motorcycle Live 2017.

The CEOs of both organisations are in regular contact.



## Theme 7 – Action 34 – To Establish Closer Ties with Cycling User Groups

### Summary

Cycling advocates have been very vocal over the years with regards to cycling safety. The CTC and British Cycling have engaged government both critically and constructively to highlight key issues, such as lorry safety, where cyclists have some very obvious concerns.

### Description

As cyclists and former cyclists make up almost the entire motorcycle industry customer base, we propose to work with cyclists to ensure both their safety and to enlist their help in promoting the safety of motorcyclists. There are several key areas where we can do this, the most obvious being in the area of infrastructure.

Access to shared facilities with cyclists has historically been a vexed issue. In particular, sharing facilities such as bus lanes and advanced stop lines have been the subject of campaigns by both cycle groups and motorcycle groups. The MCIA has supported access to facilities such as bus lanes where appropriate and continues to do so. Access to other facilities, such as cycle lanes, is a little more problematic and will require a more substantive dialogue on exactly which vehicles should have access and how this will be enforced. The MCIA is certainly not advocating that large and powerful motorcycles should use dedicated cycle lanes, but the case for some electric bicycles and electric PTWs still needs to be considered.

One area where there is clear agreement is in the need for maintenance. Local authorities have stated in the ALARM Survey for 2014 that the total maintenance backlog for roads is in the order of £12 billion. This needs to be addressed urgently.

In terms of general road safety policy, there are many issues where cyclists and motorcyclists share common ground. We propose to explore these areas with cycle groups with the aim of developing joint policies in appropriate areas.

Such an approach can help provide a clearer voice on some key transport and safety issues. It would also offer opportunities for enhanced working with government and other authorities such as TfL and local authorities.

### Next Steps:

- The MCIA will hold a series of workshops with cycling advocates in order to agree areas where joint working can take place and develop shared positions as appropriate.
- Hold second and further meetings with the new CEO at CTC (Cycle Touring Club) to develop the required relationship.

## Progress

### **UPDATE – Action 34 – To Establish Closer Ties with Cycling User Groups**

The CEOs of MCI and the Bicycle Association met with the then new CEO at CTC. This meeting was positive and a follow up meeting will be held in 2016/2017 to discuss further options to work together.

## Summary of Objectives

Theme	Objectives
Theme 1	The introduction of compulsory road safety education within schools. Road safety professionals for all modes agree that starting to learn the lessons relating to safe road use should start at a much earlier age
	A single generic theory test aimed at all road users, focussing on the theory of using the road, regardless of the mode choice
	A revised hazard perception test that uses CGI technology to demonstrate the main causation factors of KSIs for vulnerable road users. This will increase awareness across all vehicle users
	Compulsory road safety education resulting in a theory test certificate
	A call for a theory test pass prior to the acquisition of a provisional licence
	Better and more balanced public information
	Motorcycles fully integrated within transport policy
	A safer and less vulnerable roads environment for motorcycles
	Better infrastructure facilities
Theme 2	Reduce rider casualties
	Enforcement of highway law (especially for those who can't be reached through education)
	Education to follow enforcement
	Simplify access to motorcycle training and testing regime
	Raise standards of riding (training to a higher level than a test where all reach the same standard)
	Reverse the increase in people avoiding taking a test
	Raise awareness, both among riders and other road users
	Improve quality of pre-test and post-test training. Improve public confidence
	Improve CBT and learner rider safety
Theme 3	Establish motorcycle community support for aims. Create wider knowledge among riders
	Improve uptake of post-test training, create safer riders and drivers, encourage skills development
	Secure BikeSafe's position as acknowledged best practice in rider assessment
	To decrease rider vulnerability through policy support and greater awareness on the public highway
	To help reduce traffic congestion and pollution
	To improve transport efficiency and economy. To reduce emissions from road transport
	To improve departmental knowledge and expertise about motorcycles and to address long-held institutional attitudes and opinions about motorcycles
	To create better policy making that can help improve motorcycle rider safety and allow government and society to benefit from the motorcycle opportunity
	To improve the ability of government transport policy to deliver core objectives

Theme	Objectives
Theme 4	By providing a safer road network for motorcyclists, reduce the number of collisions involving PTWs
	Where collisions do occur, to reduce the seriousness of the resulting injury
	Ensure that when we improve our roads, the latest developments in safer motorcycle infrastructure are considered
	Raise awareness and promote use of motorcycle safety guidance for road traffic engineers (such as the IHE Guidelines for Motorcycling, 2014), and seek to ensure that established best practice and emerging technology is considered in future guidance on road design, construction and maintenance
	Seek to secure appropriate investment in motorcycle safety thereby improving safety and making motorcycling a more accessible and viable transport solution
Theme 5	Improve the range of transport mobility options for the public
	Increase uptake of motorcycles as lower congesting and polluting vehicles
	Encourage development of the sector to improve transport choice
	Improving knowledge of the 'motorcycle economy'
Theme 6	To bring greater public and governmental confidence to motorcycling and the industry
	Generate new markets with commuter riding as its founding basis
	Continue to make product improvements in both safety and consumer usability
Theme 7	To create a full working partnership with cycling
	To develop the 0-30 mile mobility paradigm
	To improve citizen mobility choice
	To reduce conflict between cyclists and motorcyclists
	To make progress in shared areas of interest

## Appendix A: Motorcycle Northants – A Case Study by Northamptonshire County Council

In Northamptonshire we recognised that our Local Transport Plan (LTP) modal shift strategies required greater reference and encouragement to use a motorcycle as an alternative to single occupancy car journeys. The county is expanding at a huge rate which is creating significant pressures on the current road network. We therefore know that greater use of motorcycles can bring environmental, congestion and accessibility benefits particularly on journeys made for commuting to places of employment or education. Riders save considerable time on end to end journeys and take up less space to park. Smaller motorcycles and scooters are more fuel efficient, making travel more affordable, which also means lower CO2 emissions. In addition, and whilst accepting that motorcyclists are a vulnerable road user group, we were encouraged that rider casualties have fallen in the county by nearly 30% over the past 20 years all against an exponential rise in sales.

We were also greatly influenced by the first draft of the Motorcycle Safety and Transport Policy Framework document, 'Realising the Motorcycling Opportunity'. The document entirely captured the advantages of encouraging a culture of motorcycle use whilst ensuring that safety and training components are remodelled to improve confidence, skills and techniques. It also provided powerful and compelling evidence for including motorcycles in core transport strategies as a mainstream and viable alternative to car use.

At around the same time we felt that the best method of determining our own motorcycle strategy was to commission a public survey to help us better understand local motorcycle use and travel habits as well as attitudes to local roads policy, personal safety and training. The survey concluded in May 2015 and over 600 local people responded of which, not surprisingly, 78% already held a motorcycle licence. The results served to reinforce many of the perceived barriers to commuting in the county ie inadequate changing/parking facilities at places of employment, inclement weather, road surface conditions and 'other' road users. Use of bus lanes and advanced 'STOP' lines were amongst the most popular positive suggestions and there was overwhelming support for affordable post-test training schemes. Of the non-licence holders, poor facilities at places of employment were by far the greatest barrier to taking up motorcycling for commuting purposes.

The survey attracted national interest and provided us with some valuable supporting evidence to help determine effective strategies and measures to encourage increased use of motorcycles as a sustainable form of transport. With little knowledge or expertise in terms of this form of transport we were pleased to be contacted by the Motorcycle Industry Association (MCIA) offering areas of collaboration, support and mentoring from their team of experts. We were hugely impressed and exited at their willingness to engage with a local highway authority and we quickly established a partnership branded as Motorcycle Northants.

In little over 12 months the MCIA have helped us to firmly establish and deliver a range of initiatives and interventions in the county in line with our LTP road safety and sustainable travel strategies. These form part of our Phase One Toolkit of measures which include:

- MCIAC accreditation for Approved Training Bodies in the county
- Numerous free 'Get On' taster sessions for non-riders
- Hosting Ride to Work Week in the county
- Marketing and promotion guidance
- Engaging with local and national media to promote Motorcycle Northants
- Hosting the National BikeSafe event at the Northamptonshire Rockingham circuit – Sponsored by Northamptonshire Highways
- Supporting our funding bid to introduce a Wheels to Work scheme in Northamptonshire
- Promoting Motorcycle Northants through presentations at national conferences

Phase Two has already commenced and includes:

- Legalising the use of motorcycles in Northamptonshire bus lanes
- Implementing a programme of secure motorcycle parking facilities around major Northamptonshire towns
- Implementing 'motorcycle friendly' interventions as part of our road maintenance regime
- All new planning approvals and travel plans to include motorcycle promotion
- Undertake studies on Motorcycle Red Routes (most collision affected routes) and implement improvements
- Establishing a motorcycle dealership forum to influence and inform policy
- Confirmation that the annual national BikeSafe event will remain at Rockingham circuit
- Reviewing the Northamptonshire Local Transport Plan to integrate motorcycling into mainstream sustainable transport and safety policy

In terms of a motorcycle strategy within the Northamptonshire Local Transport Plan everything we aspire to is contained within the Motorcycle Safety and Transport Policy Framework document. It underpins our Motorcycle Northants project and has helped to raise the profile and advantages of motorcycling in the county. Together with the MCIA we have committed significant resources to the project which we hope will form the template for encouraging other local highways authorities to embrace and promote motorcycling within their core transport strategies.

Our vision in Northamptonshire is simple, and succinctly captured in the framework document, 'by implementing the actions in this framework, we will produce more motorcyclists, better motorcyclists and crucially, better road users all round'

## Appendix B

### About the framework development group

The following representatives from the National Police Chiefs Council, the Motorcycle Industry Association and Highways England developed this edition of 'Realising the Motorcycling Opportunity – A motorcycle safety and transport policy framework – Together for a safer future'.

Name	Job Title & Organisation
Acting Chief Constable Tim Madgwick	Lead on Motorcycling, NPCC
Sgt Yvonne Taylor	Staff Officer to the Lead on Motorcycling, NPCC
Steve Kenward	CEO, MCI
Karen Cole	Director of Safety, MCI
Jenny Luckman	Motorcycle Safety Manager, MCI
Craig Carey-Clinch	Policy Advisor to MCI, Rowan Public Affairs
Chris Hodder	Senior Public Affairs Manager, Rowan Public Affairs
Stuart Lovatt	Safety Action Plan Coordinator, Highways England
Kathrine Wilson-Ellis	Senior Road Safety Policy Advisor, Highways England
David Osborne	Senior Road Safety Consultant, Atkins
Graeme Hay	Consultant, Chessel Consultancy Limited

- The first edition of the framework was published in December 2014
- The second edition of the framework was published in May 2015
- The third edition of the framework was published in November 2016

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No part of this document can be used, quoted or disseminated without accompanying credit to the authoring organisations.

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## Appendix D

### Acronyms

Motor Cycle Industry Association	MCIA	National Police Chiefs' Council	NPCC
Department for Transport	DfT	Powered Two Wheeler	PTW
Parliamentary Motorcycle Group	APMG	The Organisation for Economic Cooperation and Development	OECD
Motorcycle Safety and Transport Policy Frame Work	MSTP	Road Casualties Great Britain	RCGB
Compulsory Basic Training	CBT	Medical Case-Base Reasoning Info-Structure	MCRIS
Road Accident and Safety Statistics	RAS	Motorcycle Accidents in Depth Study	MAIDS
European Association of Motorcycle Manufacturers	ACEM	The British Motorcyclists Federation	BMF
Motorcycle Action Group	MAG	European Safer Urban Motorcycling	eSUM
Local Transport Plans	LTP	Personal Protective Equipment	PPE
Driving and Vehicles Standards Agency	DVSA	Heavy goods vehicle	HGV
The Institute of Highways Engineers	IHE	Computer Generated Imagery	CGI
Road Casualties Great Britain	RCGB	Great Britain	GB
United Kingdom	UK	Killed and Seriously Injured	KSI
Motorcycle Industry Trainers Association	MCITA	Rider Intervention Developing Experience Scheme	RiDE
The 3rd Driving Licence Directive	3DLD	Road Traffic Offence Reports	RTOR
National Driver Offender Retraining Scheme	NDORS	Motorcycle Industry Accreditation Centre	MCIAC
Approved Training Body	ATB	Information Technology	IT
Institute of the Motor Industry	IMI	Direct Access Scheme	DAS
Approved Driving Instructor	ADI	Royal Air Force	RAF
Transport for London	TfL	Institute for Advanced Motorists	IAM

Royal Society for the Prevention of Accidents	RoSPA	Motorcycle Safety Action Plan	MSAP
Enhanced Rider Scheme	ERS	Valued Added Tax	VAT
The European Union	EU	Trade Unions Congress	TUC
Electric and low emission powered two wheelers	ePTW	Public Limited Company	PLC
Office of National Statistics	ONS	Department for Environment Food & Rural Affairs	DEFRA
Office for Low Emission Vehicles	OLEV	Department for Business, innovation & Skills	BIS
Department for Work and Pensions	DWP	Her Majesty's Treasury	HMT
Department for Communities and Local Government	DCLG	Gross Value Added	GVA
Departments for Business, Energy & Industrial Strategy	BEIS	Wheels to Work	W2W
Full-time equivalent	FTE	Wheels to Work Association	W2WA
Vehicle Excise Duty	VED	United Nations	UN
Public Relations	PR	Intelligent transport systems	ITS
Daytime running lights	DRL	Vehicle to vehicle	V2V
Light omitting diode	LED	Adaptive Cruise Control	ACCA
Combined braking systems	CBS	Human-machine interfaces	HMI
Research and Development	R&D	Bicycle Association	BA
Advanced Driver Assistance Systems	ADAS	Cycle Touring Club	CTC
Emergency Braking Systems	AEBS	Chief Executive Officer	CEO
International Motorcycle Manufacturers Association	IMMA		

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Highways England creative job number N160313

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Registered office Bridge House, 1 Walnut Tree Close, Guildford GU1 4LZ  
Highways England Company Limited registered in England and Wales number 09346363