



MOTORCYCLE LICENSING

PROPOSALS TO PROTECT MOTORCYCLISTS

A DISCUSSION PAPER

September 2012



Government of South Australia
Department of Planning,
Transport and Infrastructure

TOWARDS **ZERO** TOGETHER > **SAFER ROADS** > **SAFER SPEEDS** > **SAFER VEHICLES** > **SAFER PEOPLE**

INVITATION TO COMMENT



I am pleased to invite you to comment on six proposals outlined in this discussion paper to improve the safety of motorcyclists in South Australia.

Over the last decade (2002-2011) 174 motorcyclists were killed and 1,649 were seriously injured on South Australia's roads. In 2011, 21 motorcycle riders and pillion passengers were killed and a further 152 were seriously injured on South Australian roads. This compares to the previous 5 year average (2006-2010) of 16 fatalities and 174 serious injuries per year.

The following licensing proposals outlined in this paper are suggested to improve the safety of motorcycle riders:

- 1. Requiring a car licence to be held for at least 12 months before being eligible to apply for a motorcycle learner's permit.**
- 2. A compulsory six month period between the Basic and Advanced Rider Safe training courses.**
- 3. Riders with a class R-Date endorsement on their licence to have zero blood alcohol concentration (BAC) while riding a motorcycle.**
- 4. Specific licensing and training requirements be introduced for riders of mopeds (motorcycles with an engine capacity not exceeding 50 millilitres).**
- 5. Riders with a class R-Date licence endorsement (including riders of mopeds) to be banned from carrying a pillion passenger.**
- 6. Explore options for a Motorcycle Safety Fund dedicated to motorcycle safety initiatives.**

Motorcycle riders are highly vulnerable compared with other motorists due to the lack of vehicle crash protection. Young riders are particularly at risk due to their inexperience on the road and propensity for taking risks. Mistakes such as a driver failing to give way at an intersection can have disastrous consequences for a motorcyclist.

South Australian research shows that over half of all fatal crashes, and 90 per cent of injury crashes, are the result of common mistakes or lapses in judgement.

South Australia's Road Safety Strategy 2020 - Towards Zero Together has set a target of less than 80 fatalities and less than 800 serious injuries per year by 2020.

While road safety initiatives generally benefit all road users, reducing the over-representation of motorcycle riders in the road toll will make a major contribution towards achieving our targets.

The initiatives outlined in this paper complement the Graduated Licensing Scheme (GLS) public discussion paper released on 14 October 2011. The GLS paper recognises that as novice drivers grow in knowledge, skills and driving experience, the restrictions are gradually lifted through the provisional stages.

I encourage you to take this opportunity to provide your views on the proposals in this paper and help to improve the safety of people riding motorcycles.

Hon Jennifer Rankine MP
Minister for Road Safety

MOTORCYCLE CRASH STATISTICS

Motorcyclists have a higher risk of death or serious injury than all other road users. In South Australia on average motorcycles account for approximately 3 per cent of all registered vehicles but are involved in approximately 14 per cent of all road fatalities (refer Table 1).

Table 1 – Motorcycle registrations and fatalities compared with other vehicle registrations and fatalities, 2007-2011

Year	Registered motorcycles as a percentage of all registered vehicles	Motorcyclist fatalities as a percentage of all road fatalities
2007	2.7%	6.4%
2008	3.1%	17.2%
2009	3.2%	12.6%
2010	3.2%	13.6%
2011	3.2%	20.4%
Five year average	3.1%	14.0%

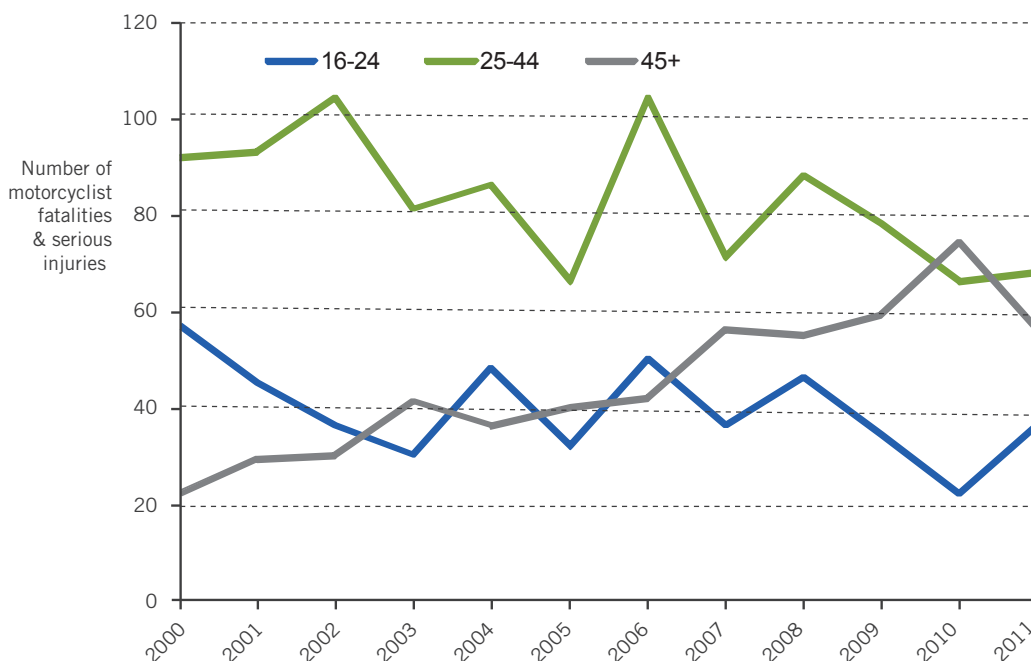
Research indicates that:

- > per hour of travel, motorcycle riders are up to 20 times more likely to be killed in a crash than vehicle occupants, and
- > per 1 billion kilometres travelled, motorcycle riders are almost 30 times more likely to be killed in a crash than drivers of other vehicles.

Research has shown that new riders and those returning to riding after a number of years are at a higher risk of being involved in a crash if their safe riding skills are lacking in certain areas (ETSC 2008). Critical defensive riding skills are likely to be developed and maintained via training and experience.

Even so, research suggests that most crashes are only partly related to a lack of skill resulting in mistakes by the rider. Other factors such as speeding, poor rider preparation (such as not wearing appropriate clothing) and inattention are commonly reported as causing crashes (Lin & Kraus 2009, Haworth et al. 2009 & SWOV 2010).

Figure 1 – South Australian motorcycle serious casualties by rider age, 2000 to 2011



Between 2001 and 2011, the average age of motorcycle riders killed or seriously injured increased by approximately 5 years, from 33 to 38. Figure 1 shows an upward trend in serious casualties involving the 45+ age group whilst the number of serious casualties involving younger riders has been steady with a recent decrease in numbers.

The increase in the older age group is likely to be a result of both an increase in the general population of people aged 45 years and above and an increase in the usage of motorcycles in this age group. Research also shows that motorcycle riders sustain greater injury in the event of a crash as a function of increasing age (Christie, 2003). The majority of South Australian motorcycle licence holders are in the 45+ age group and even though these older riders may have significant road use experience, their defensive riding skills may not be of a high standard or could have diminished over time. The serious casualty crash age profile for South Australian motorcycle riders during the five years from 2007 to 2011 is indicated in Figure 2.

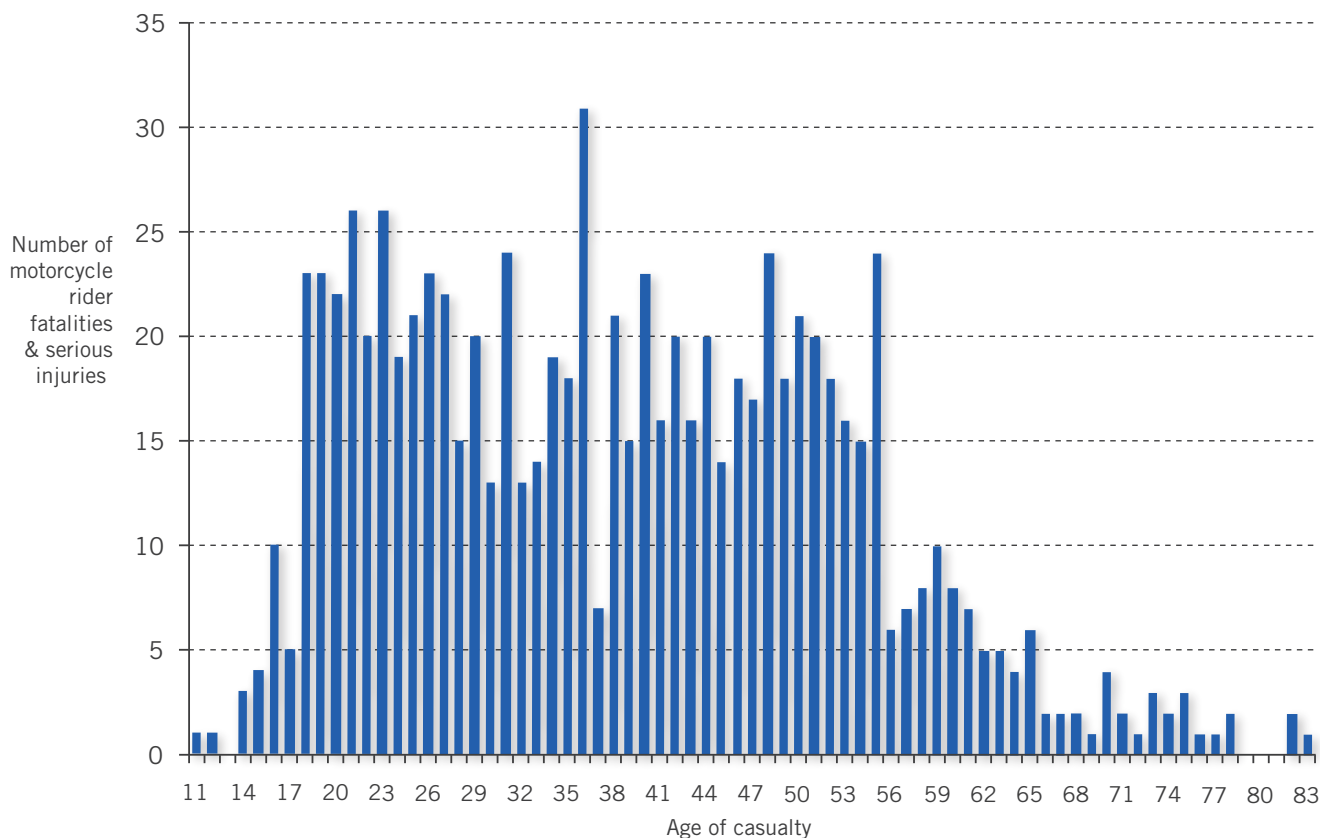
On average over the 5-year period from 2007 to 2011, there were 172 motorcycle riders and 9 million passengers killed or seriously injured per year. Of these:

- > 95% of riders and 37% of pillion passengers were male
- > 22% of motorcycle rider fatalities had a blood alcohol concentration (BAC) of 0.05 or greater
- > 22% of motorcycle rider fatalities tested positive to cannabis or ecstasy or methamphetamines, or a combination of these
- > 5% were not wearing a helmet at the time of the crash.

On average over the 5-year period from 2007 to 2011, there were 176 fatal or serious injury crashes involving at least one motorcycle. Of these:

- > 56% occurred in metropolitan Adelaide
- > 19% occurred within 100kms of metropolitan Adelaide
- > 53% were 'motorcycle only' crashes that did not involve another vehicle

Figure 2 - Motorcycle rider serious casualties by age, South Australia, 2007-2011



- > 46% were as a result of hitting a fixed object or a roll over
- > 36% of serious casualties occurred on a Saturday or Sunday
- > 27% were as a result of collisions between vehicles turning right or colliding at a right angle
- > 25% occurred on roads sign-posted at 100 or 110km/h.

Why are motorcycle riders at greater risk?

Age and experience

Younger riders are at greater risk than older riders and inexperienced riders are at greater risk than experienced riders (Baldock & Hutchinson, 2010). Analysis of South Australian motorcycle rider fatality crashes between 2007-2011 indicate that 25 per cent of riders involved in fatality crashes had gained either an R-Date or a Full R class licence less than one year prior to the crash.

Young riders are at especially high risk because they lack a number of higher-order cognitive skills that help to meet the challenging demands associated with safe road use. These include the ability to detect, accurately identify and quickly respond to risks or hazards when riding. Novice riders may also have problems processing high levels of information, dealing with demanding situations and coping with distractions. International research suggests that age is significantly more important than experience for motorcycle riders with young riders being at greatest risk (SWOV 2010).

In South Australia, there are approximately 170,000 people who hold a motorcycle licence endorsement but only 48,000 registered motorcycles. This greater number of motorcycle licence holders compared to registered motorcycles indicates that there are likely to be many people licensed to ride a motorcycle who are not actually riding. Some of these dormant riders have obtained their motorcycle licence prior to 1987 when Rider Safe commenced and

may choose to start riding again with limited or no recent on-road motorcycle riding experience.

Lack of protection

Compared to vehicle occupants, motorcycle riders and their passengers are relatively unprotected (except for helmets), increasing the likelihood of serious injury or death. In addition, they are often capable of travelling at very high speeds that increase their risk of death occurring in the event of a crash. Regarding high speed impacts, helmets and other protective clothing may be unable to mitigate the high levels of force to survivable levels (European Transport Safety Council (ETSC), 2008). Road environment factors such as road side barriers, poles and signs also influence the crash risk and severity of rider injuries in the event of a crash.

Visibility

In multiple vehicle crashes involving a motorcyclist fatality and where the other vehicle is deemed at fault, a common factor attributed by the other road user is “not seeing the motorcycle rider”. Research suggests that drivers may not consciously look out for, or see motorcycles due to their relatively small size, low conspicuity relative to other vehicles and/or because they represent a low threat in the traffic environment (Baldock & Hutchinson, 2010).

The wearing of appropriate motorcycle clothing is encouraged but not mandatory due to the inconsistency in product and design.

Instability and braking difficulties

Riding a motorcycle is a complex and mentally demanding activity due to the instability of vehicles with two wheels. In addition to instability, the difficulties in braking effectively to avoid a crash are increased by most motorcycles having separate front and rear braking systems¹.

Risky behaviour

As indicated in the list of common crash features, many single motorcycle crashes involve high speed collisions with road side objects including poles, signs, trees and barriers (Elliot et al. 2007 & Baldock & Hutchinson 2010).

¹ The National Road Safety Strategy 2011-2020 identifies a priority to prepare Regulatory Impact Statements to consider mandating of Antilock Braking Systems for motorcycles.

Some young riders, particularly males, are especially prone to risky behaviour and young road users tend to underestimate the risks associated with dangerous riding situations (such as informal competition with other riders) and overestimate their own ability or the capability of their motorcycle.

Neurological research indicates that the human brain continues to develop in a person into the early 20s and can continue towards and past age 25. While research on adolescent neurological development is still relatively new, it suggests the prefrontal cortex that controls reasoning, impulse control and long-term planning (functions that are critical for safe riding) is one of the last areas of the brain to fully develop.

Unlicensed riding

Unlicensed riders are a very high road safety risk and approximately 26 per cent of motorcyclists involved in fatal crashes on South Australian roads between 2007 and 2011 did not hold a valid motorcycle licence at the time of the crash (refer Table 2). The bulk of motorcyclists involved in fatal crashes (65 per cent) hold full licences.

Many studies in Australia and overseas show that unlicensed riding is more common than unlicensed car driving and carries a fatality crash risk up to three times greater than for licensed riders (Haworth et al., 2009 & Baldock & Hutchinson, 2010).

Table 2 – Licence type – motorcycle riders involved in fatal crashes, South Australia 2007-2011

Licence Type	Riders involved in fatal crashes	%
Licensed		
Learner's permit	3	4%
R-Date licence (LAMS restricted)	3	4%
Full R (rider) licence	48	65%
Probationary licence	1	1%
Unlicensed		
Expired, Disqualified or Suspended motorbike licence	5	7%
Not appropriate licence	13	18%
Never held a licence	1	1%
Total (Known)	74	100%

LEARNING TO RIDE A MOTORCYCLE IN SOUTH AUSTRALIA

Novice riders² are required to attend and pass the Basic Rider Safe (Level 1 training program) before a learner's permit will be issued. The program consists of two half-day sessions during which participants learn basic motorcycle operating and manoeuvring skills in a safe, off-road environment.

Learner riders who don't already hold a driver's licence must hold a learners permit for at least 12 months (six months if aged 25 years or older).

Learner riders must then pass an Advanced Rider Safe course before they can be issued a licence with an R-Date³ endorsement.

The Rider Safe Advanced training course consists of one half-day training session, including a practical assessment, where riders learn advanced bike control skills with emphasis placed on road riding skills and traction theory.

There is no requirement for riders to undertake any skills training beyond the Advanced Rider Safe training, although post licence

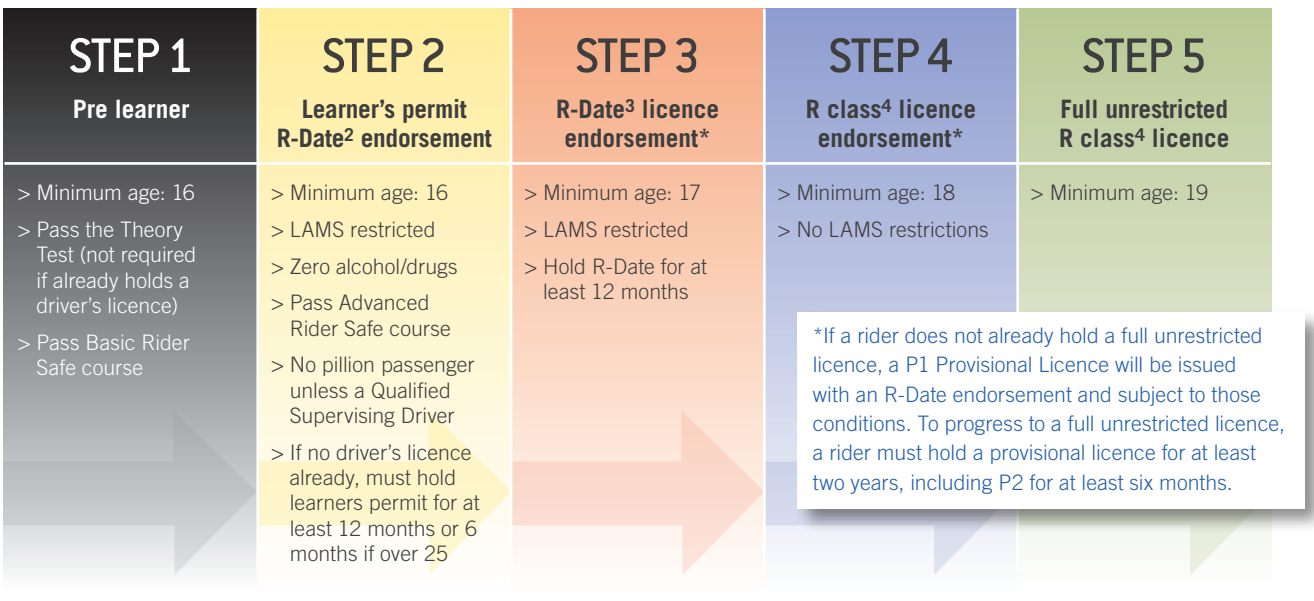
training is available through Rider Safe and is provided by some private riding instructors.

The R-Date endorsement must be held for 12 months before a rider can apply for an R class⁴ licence endorsement that enables them to ride a motorcycle of any power-to-weight ratio.

Learner riders who do not already hold a driver's licence (under 25) must currently spend at least two years riding a Learner Approved Motorcycle Scheme (LAMS) motorbike (with an engine capacity of up to 660ml, which does not exceed a power-to-weight ratio of 150 kilowatts per tonne) before they are eligible for an R class licence endorsement to ride a motorcycle of any power-to-weight ratio. (refer Diagram 1)

Strict conditions apply to motorcycle learner's permit and provisional licence holders such as a 100km/h upper speed limit, no carriage of passengers and no alcohol or prescribed drugs in their body.

Diagram 1 - Summary of key requirements of the current South Australian motorcycle licence pathway



² Riders living beyond a 100km radius of Adelaide, Port Pirie, Whyalla, Millicent, Barmera and Murray Bridge (where the Rider Safe rider training program is delivered) do not have to complete Rider Safe training and instead can undergo the Learner's permit theory test and then undertake a practical riding test administered by a Police Officer.

³ R-Date authorises the holder to ride any approved motorcycle or motor trike with an engine capacity of up to 660ml with a power-to-weight ratio not exceeding 150kw/t.

⁴ R class endorsement authorises the holder to ride any motorcycle or trike.

Best practice approach

A Monash University Accident Research Centre (MUARC) review of motorcycle licensing and training systems in Australia identified an optimal model for motorcycle licensing and training. This model follows the principles of graduated licensing, whereby granting a motorcycle licence should be seen as a higher step in licensing than granting a car licence, in the same way that a heavy vehicle licence is considered a more advanced form of licence than a car licence.

A table comparing motorcycle licensing provisions in Australia can be found in Appendix A (Austroads, 2010). Dr Ron Christie (a motorcyclist, and road safety expert with over 25 years experience in the field) produced a report on best practice in licensing systems for motorcycle riders in 2004 (Christie, 2004).

The initiatives in this paper are in line with best practice motorcycle rider training and licensing systems identified by MUARC and Dr Christie and elements of this best practice (in terms of a road safety policy or practice that has proven to reduce the number (or rate) of crashes, fatalities and/or injuries) licensing system have already been employed in other jurisdictions.

PROPOSALS FOR CONSIDERATION IN SOUTH AUSTRALIA

The following six proposals are suggested to improve the safety of motorcycle riders. They reflect world's best practice, are evidence based and already exist to varying extents in other Australian States and Territories.

1. Requiring a car licence to be held for at least 12 months before being eligible to apply for a motorcycle learner's permit.

Under this proposal, a motorcycle learner's permit would not be able to be obtained unless the applicant holds a car licence or at least a P1 Provisional licence for 12 months.

What is the problem?

The greater risks associated with riding a motorcycle are exacerbated by rider inexperience. Learning to control a motorcycle, while learning to deal with traffic and other rider safety hazards, is a significant road safety problem.

Younger riders, particularly males, exhibit certain attributes that contribute to their higher risk of road crashes. These include the use of low quality, poorly maintained motorcycles and inappropriate riding gear (protective clothing), a greater susceptibility to inappropriate peer pressure and riding too fast for the road conditions. The Transport Research Laboratory in the UK found that, all things being equal, a 26-year old novice rider with less than one year riding experience has a crash risk 40 per cent lower than a 17 year old novice rider (TRF, 2011).

What is the current situation?

Following successful completion of the Basic Rider Safe training course, a 16 year old can obtain a learner's permit that allows them to ride unsupervised. This means that it is currently possible for an 18 year old to be licensed to

ride a motorcycle of any power-to-weight ratio. A young car licence holder must wait until they are 19 years old to be eligible to hold a full car licence and drive a high powered vehicle.

A novice motorcycle rider who first learns to drive a car, learns to negotiate varied traffic and road conditions in the relative safety of an enclosed vehicle. Also, while in the car, the learner must have a Qualified Supervising Driver alongside them who can assist them to make better sense of and apply the road rules in practical contexts. Such skills, acquired over a total 75 hours of supervised driving, will prove invaluable if the learner car driver subsequently chooses to learn to ride a motorcycle.

What is the proposal?

This proposal is aimed at ensuring the complex task of operating a motor vehicle is learnt in the safety of an enclosed vehicle under the guidance of a Qualified Supervising Driver. This proposed initiative would require a minimum of one year's solo car driving experience for young riders at a time when statistics show young people are at their highest safety risk. This is consistent with the principles of the

Graduated Licensing Scheme (GLS) and the same philosophy applies to access heavy vehicle licence classes in most Australian jurisdictions whereby a heavy vehicle driver's licence can only be accessed after completion of a minimum period of car licensure (refer Appendix B).

The GLS was introduced to ensure that novice car drivers learn to drive under safer conditions and are better prepared for when they graduate to a full licence. High powered vehicle restrictions apply to provisional car licence holders so it would seem consistent with this requirement to increase the age at which young riders could obtain R class endorsement and ride high power-to-weight ratio motorcycles.

What is the likely impact?

The proposed change would raise the age for legal motorcycle riding on roads to at least 18 years. Limiting the exposure of young people to high-risk situations during the first year of vehicle licensing has the potential to significantly reduce trauma.

Between 2007-2011 there were 82 casualty crashes involving at least one motorcycle rider aged 16 or 17. 87 per cent of the riders were licenced appropriately.

Under this proposal these crashes would be largely eliminated.

Raising the minimum rider age to at least 18 will result in some riders aged 18 to 19 riding for the first time who would have otherwise started riding at age 16 or 17.

These riders will be less experienced and so their crash rates may be slightly higher, but certainly not enough to outweigh the crashes for 16 to 17 year olds that will be eliminated. The MUARC review concluded that this proposal would reduce rider crash rates because 16 and 17 year olds would more likely be driving cars rather than riding motorcycles.

This proposal would make learning to drive a car the only entry point to the licensing system, as it removes the possibility of a person obtaining a licence to ride a motorcycle without acquiring a car licence first. In March 2012, out of the 8,545 R-Date Learner's Permit holders (novice riders), 88% (7,498) had already acquired a car licence. This measure has been successfully operating in Queensland for more than four years with little adverse impact on access and mobility in that State.

2. A compulsory six month period between the Basic and Advanced Rider Safe Training courses.

Under this proposal riders who already hold a driver's licence will be required to spend at least six months in the learner's permit stage.

What is the problem?

Some novice riders are at a higher risk of crashing because they have not spent sufficient time learning to ride. To survive on the roads, novice riders need significant time spent practising safe motorcycle riding skills. Achieving proficiency in basic motorcycle skills in a range of different weather and light conditions is essential for novice riders, especially if a rider encounters an imminent crash risk situation. It takes time to develop sound defensive riding skills such as scanning the road ahead and behind and correct use of the front and rear brakes to maintain control.

What is the current situation?

At present, novice riders are encouraged to gain practical riding experience between the Basic and Advanced Rider Safe courses, but there is no compulsory period of time. For example, it is possible that a car licence holder could enrol in Advanced Rider Safe training straight after completing the Basic Rider Safe training course, thereby spending only a minimal period of time riding under learner's permit conditions (including display of distinctive L plate) before obtaining an R-Date licence endorsement.

What is the proposal?

A minimum period of 6 months of continuous learner permit restrictions between the Basic and Advanced Rider Safe courses would be more consistent with existing graduated licensing provisions.

A novice rider under age 25 is currently required to hold a learner's permit for 12 months, if they do not already hold a car licence, (but 6 months if aged 25+). This proposal would ensure that novice riders with a car licence gain maximum advantage from a minimum 6 month rider learning phase following their car licence training.

If a learner breaches their permit conditions or is disqualified, it is proposed that they would need to spend a further 6 month continuous period with learner permit restrictions if they decided to pursue motorcycle licensure.

What is the likely impact?

The majority (69 per cent) of novice riders who have completed Basic Rider Safe, already undertake the Advanced Rider Safe course after at least 6 months. While there is no guarantee that riders would actually be riding during a possible compulsory period between Rider Safe courses, there is a good chance they would as passing the Advanced Rider Safe assessment relies on that riding experience being obtained. It is also possible that, because they ride unsupervised, novice learner riders may well have a greater opportunity to gain more on-road experience than novice car drivers during a six month learner period.

3. Require all licence holders endorsed with R-Date to have zero blood alcohol concentration (BAC) while riding a motorcycle.

Under this proposal alcohol would be banned for inexperienced riders, due to effects on perceptual-motor skills and the rider's balance on the bike.

What is the problem?

Drugs and alcohol impair a person's ability to ride safely. It affects judgement, vision, coordination and reflexes and increases the risk of having a crash. The effects of drugs and alcohol include:

- > making it harder to concentrate on riding
- > slower reaction times
- > reduced ability to do more than one thing at a time
- > affecting vision, hearing and balance
- > feeling over confident, which may lead to greater risk-taking
- > relaxing the rider, increasing the chances of falling asleep
- > making simple tasks more difficult.

As indicated in the list of common crash features, on average 22 per cent of motorcycle rider fatalities from 2007 to 2011 had a blood alcohol concentration (BAC) of 0.05 or greater.

Riders who have an R-Date licence endorsement may have limited on road riding experience and low level defensive riding skills.

What is the current situation?

A full car licence holder who currently acquires an R-Date licence endorsement is restricted to riding learner approved motorcycles but may ride a motorcycle with a blood alcohol concentration (BAC) of less than 0.05.

All motorists are prohibited from driving/riding when there is any concentration of THC (cannabis), Methamphetamine (speed) or MDMA (ecstasy) in their blood or saliva.

Under the GLS licence provisions a P1 or P2 licence holder must not drive a motor vehicle

with any concentration of alcohol or prescribed drugs in their blood or oral fluid. The crash risk is compounded by riding a motorcycle.

CASR research has found that performance of a number of tasks is affected as soon as a person's BAC rises above zero.

There is a precedent in applying zero conditions to licence holders operating various classes of vehicles on the basis of risk reduction. For example, heavy vehicle, bus and taxi drivers are subject to zero BAC at all times when driving such vehicles.

In addition to the car licence before motorcycle licence provision, Queensland introduced a zero blood alcohol concentration requirement while riding a motorcycle from 1 July 2010. This law applies to all motorcycle learner, provisional, probationary licence holders regardless of age, all class RE (R-Date equivalent) motorcycle open licence holders for the first 12 months of holding their class RE licence and all class RE motorcycle open licence holders learning to ride a class R motorcycle under the authority of their class RE licence.

What is the proposal?

This proposal is suggested so that R-Date riders cannot ride with any concentration of alcohol or prescribed drugs in their blood or oral fluid. The intent of this proposal is to make alcohol and drug provisions for novice riders the same as they are for novice car drivers.

What is the likely impact?

By requiring zero BAC a condition of riding with an R-Date licence endorsement it is expected that this proposal will affect people's decisions and thereby reduce the proportion of riders who take to the road with an illegal BAC level (.05 and above).

4. Introduce specific licensing and training requirements for riders of mopeds.

Under this proposal moped⁵ riders would be required to undertake Basic Rider Safe training.

What is the problem?

Car licence holders riding a moped on South Australian roads do not need to hold either a permit or a licence for a motorcycle class. Moped riders face many of the risks that confront motorcycle riders, but also some that are unique to mopeds. A lack of safety training greatly increases the risk of riders being injured on our roads. Moped riders who hold a car licence are not currently required to undertake Rider Safe training and may therefore lack defensive riding skills and knowledge of protective clothing.

Moped riders tend to wear less protective clothing than motorcycle riders which puts them at greater risk of injury in the event of a crash.

In the past two years (2010-2011) there were 82 casualty crashes involving moped riders.

What is the current situation?

A holder of a driver's licence can currently ride a moped without an R-Date endorsement. This means that moped riders are currently not required to take the Rider Safe course that is compulsory for novice motorcycle riders. Mopeds, sometimes also referred to as 'scooters', generally feature a step-through frame, automatic transmission, small diameter wheels and a platform for the rider's feet.

Victoria, NSW, the ACT and Tasmania require either a special moped licence or a motorcycle licence to ride a moped.

What is the proposal?

This proposal would bring moped riders under the same licensing arrangements for motorcycle riders, including compulsory Rider Safe training.

Given that mopeds handle like motorcycles and carry a crash risk similar to motorcycles, it is proposed that moped operation be available to those who have demonstrated their competence to handle a moped (or motorcycle) through specific skill and knowledge based assessment. This proposal would essentially mean that all motorcycle riders, including riders of mopeds would need to undertake Basic Rider Safe training and obtain licensing endorsement.

Mopeds could be classed as motorcycles or form a separate licence class requiring specific knowledge and skill testing similar to that required for motorcycle licensing.

If this proposal were adopted in South Australia, upon successful completion of Basic Rider Safe training program on a moped, applicants could be issued with a licence with a specific restriction to only ride a moped. This proposal would bring South Australia into line with New South Wales where riders need to go through the same pre-learner course as a motorcycle rider.

Any licence holder with a specific restriction to a moped wanting to progress to a motorcycle would need to separately apply for an R-Date endorsement and take the Advanced Rider Safe training course.

It is also proposed that any novice rider of a moped who wanted to take Advanced Rider Safe training in addition to the Basic Rider Safe training would not be prevented from doing so, but the licence would still be restricted to mopeds, unless the rider undertook the training on a LAMS machine.

⁵ A moped is a 2 or 3 wheeled motor vehicle with an engine capacity not exceeding 50 millilitres and is capable of a speed not exceeding 50 km/h.

What is the likely impact?

There are approximately 5,500 registered motorcycles in South Australia with an engine capacity of less than 50cc (December 2011), which represents approximately 12 per cent of the total number of registered motorcycles.

This proposal would raise the minimum rider age to at least 18 years.

Research suggests that mandatory novice rider training may deter some prospective riders and lead indirectly to reduced deaths/injuries by reducing the number of people that choose to take up motorcycle riding (Kardamanidis et al. 2010). It is also likely that some people may choose to ride a bicycle instead of a moped if this proposal were implemented.

5. Riders with an R-Date licence endorsement (including riders of mopeds) to be banned from carrying a pillion passenger.

Under this proposal a pillion passenger ban would be effective until riders obtain an unrestricted R class licence endorsement.

What is the problem?

Carrying a pillion passenger doubles a rider's road safety responsibility. Carrying a pillion passenger safely on the back of a motorcycle makes safe riding more difficult and if something goes wrong the potential for the consequences to be serious is high. This difficulty is increased if the rider is inexperienced and instructing the pillion passenger on techniques such as getting on and off the bike and holding on during braking, accelerating and cornering.

On average, 9 pillion passengers were killed or seriously injured per year for the five year period, 2007-2011. The numbers of killed or injured riders carrying pillion passengers were consistent across all ages.

What is the current situation?

Currently, learner riders are not permitted to carry a pillion passenger unless the passenger is a Qualified Supervising Driver⁶.

Provisional (P1 and P2) R-Date licensed riders are allowed to carry pillion passengers as are people with an R-Date endorsement.

In Victoria and Queensland, riders with a licence restricted to Learner Approved Motorcycle Scheme (LAMS) motorcycles, must have a zero BAC and cannot carry a pillion passenger.

What is the proposal?

It is proposed that any rider who wishes to carry a pillion passenger on their motorcycle must have an unrestricted R class licence endorsement.

It is proposed that a rider of a moped would also not be permitted to carry a pillion passenger for the first 12 months.

What is the likely impact?

It is anticipated that rider fatalities and serious injuries would be reduced as a person would effectively be at least 19 years (under existing provisions) before they can obtain an unrestricted R class endorsement and carry a pillion passenger. This compares to the current situation whereby a 16 year old R-Date endorsement holder can carry a pillion passenger. This proposal would bring South Australia into line with Victoria and Queensland.

⁶ A Qualified Supervising Driver (QSD) must have held an unrestricted licence for the preceding two years (not a learner's permit, provisional or probationary licence) applicable to the class of vehicle and not been disqualified in the previous two years.

6. Explore options for a Motorcycle Safety Fund dedicated to motorcycle safety initiatives to address high and disproportionate risks.

This proposal aims to determine costs and benefits associated with the possible introduction of a Motorcycle Safety Fund.

What is the problem?

As already mentioned in this paper, over the period from 2002 to 2011, 174 motorcyclists were killed and 1,649 were seriously injured on South Australian Roads. In 2011 there were 21 motorcycle rider fatalities in this State.

If additional funding was available then more safety initiatives could be implemented that would specifically benefit South Australian motorcycle riders.

What is the current situation?

Given the increasing popularity of motorcycle riding, together with the increasing fatalities and serious injuries involving riders, further safety initiatives are warranted as part of the State's road safety strategy if South Australia is to avoid ongoing increases in rider trauma.

Despite the significantly greater injury risk, motorcycle riding has a legitimate place in the transport system. Funding specific new motorcycling safety initiatives would enable improvements to enhance rider safety.

The Australian Motorcycle Council (AMC) comprising members from State and Territory motorcycling clubs, made a submission in response to the draft National Road Safety Strategy 2011-2020 public consultation document. The submission essentially considered the merits of adopting a national Graduated Licensing Scheme for motorcycle riders, but in doing so briefly discussed the concept of a motorcycle levy as operates in Victoria. While the AMC considered the levy to be discriminatory, it nevertheless acknowledged it had given Victoria "an edge in addressing motorcycle safety issues".

What is the proposal?

Current resources generate safety improvements for all road users but there are some specific improvements which are more likely to benefit motorcyclists. It is proposed that the creation of a motorcycle safety fund be considered in order to provide funding for dedicated motorcycle safety projects.

If a proposed motorcycle safety fund concept were to be implemented in South Australia it is envisaged that the revenue would be spent on a range of dedicated motorcycle safety initiatives to provide riders with safer riding conditions. It is proposed that decisions about which safety initiatives and projects the fund would be used for would be determined in conjunction with representatives of motorcycling interest groups and riders.

If a motorcycle safety fund proposal were to be implemented there are a number of scenarios that could be considered. A levy could be applied to either:

- > motorcycle registration
- > motorcycle licence, or
- > motorcycles with a determined engine size (as is the case in Victoria).

What is the likely impact?

In 2002 the Victorian Government initiated a Motorcycle Safety Levy in response to the over representation of riders in the road toll. The levy imposed on motorcycle ownership has funded a range of dedicated motorcycle safety initiatives including on-road and non-road related projects.

Currently, the levy is \$66 and is imposed as an addition to the Compulsory Third Party insurance premium on motorcycles with an engine capacity of 126cc and over. Recreation registered motorcycles, those used solely on primary production operations and vintage motorcycles are exempt, and owners of multiple motorcycles only pay the levy on one bike. The levy is collected with annual registration renewals.

Revenue from the Victorian motorcycle levy goes directly to projects that improve the safety of riders in the areas of:

- > education and training initiatives
- > road engineering (notably road black spots involving multiple motorcycle crashes)
- > vehicle technology
- > enforcement projects (such as better detection of drink/drug riders and unlicensed riders)
- > enhanced crash data collection and analysis.

Until March 2011, expenditure of the funds was overseen by the Victorian Motorcycle Advisory Council (VMAC), comprising representatives from the Minister for Transport, Victoria Police, VicRoads, Monash University Accident Research Centre and various motorcycling organisations. VMAC is to be replaced by a Motorcycle Advisory Group whose membership will include greater representation by motorcycle and scooter riders.

Victoria's Strategic Action Plan for Powered Two Wheelers 2009-2013 reports "... *there has been a reduction of 20 per cent in rider and pillion passenger fatalities, at a time when registrations were increasing. Elsewhere in Australia, rider and pillion passenger deaths increased over the same period.*"

Although this positive trend should not be attributed entirely to the introduction of the levy, it is likely that it is substantially due to the motorcycle safety projects that have been implemented in the past eight years.

More information about the Victorian Motorcycle Safety Levy can be found at:
<http://www.arrivealive.vic.gov.au/levyprojects> .

In March 2010, New Zealand introduced a motorcycle and moped levy based on the Victorian concept. The levy has been set at NZ\$30 per year for each registered motorcycle and/or moped. The funds are managed by an independent advisory council (NZMSLAC), charged with ensuring they are spent on initiatives that directly benefit riders and which will reduce rider trauma in New Zealand. The levy amounts are based on a number of factors, including the rider road toll, and NZMSLAC has indicated the levy amount will increase if the country's rider road toll does not go down.

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HOW TO HAVE YOUR SAY

Your views are important.

Here's how you can contribute to saving the lives of motorcyclists:

> Complete the feedback form on the website sa.gov.au/towardszerotogether

Electronic and written submissions should be made by **Friday, 16 November 2012.**

> Email DPTI.RoadSafety@sa.gov.au

> Complete the attached feedback form and send it to:

Motorcycle Licensing Discussion Paper

c/- Safer People Section
Department of Planning, Transport
and Infrastructure
GPO Box 1533 Adelaide SA 5001

Thank you for taking the time to complete the feedback form.

Postcode: _____

Age Group: 15 or under 16-19 years 20-25 years 26-40 years 41+ years

Gender: Male Female

Licence Type: None Learner's Permit P1 Licence P2 Licence
 Full Licence R-Date R class

Name (optional): _____

What are your thoughts about the following possible initiatives to protect motorcyclists in South Australia?
It is not essential to respond to every item.

1. Requiring a car licence to be held for at least 12 months before being eligible to apply for a motorcycle learner's permit. [See page 9]

2. A compulsory six month period between the Basic and Advanced Rider Safe training courses.
[See page 11]

3. Require all licence holders endorsed with R-Date to have zero blood alcohol concentration (BAC) while riding a motorcycle. [See page 12]

4. Introduce specific licensing and training requirements for riders of mopeds (motorcycles with an engine capacity not exceeding 50 millilitres). [See page 13]

5. Riders with a R-Date licence endorsement (including riders of mopeds) to be banned from carrying a pillion passenger. [See page 15]

6. Explore options for a Motorcycle Safety Fund dedicated to motorcycle safety initiatives to address high and disproportionate risks. [See page 16]

APPENDIX A – MOTORCYCLE LICENSING SCHEMES

ACROSS AUSTRALIA DECEMBER 2011

	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
LEARNER'S PERMIT STAGE								
Minimum learner rider permit age	16y	16y 9m (pre learner course may be completed at 16y 6m)	16y 9m	18y	17y, min age for class C.P1. Must hold that licence for at least 1 year during the 5 years before applying for a class RE learner effectively making the minimum age for motorbike learner licence 18y.	16y 6m	R-E (250cc restriction) L1: 16y L2: 16.5y 15 years and 6 months for moped Novice Rider	16y
Theory/knowledge test required	Yes	Yes	Yes – Road Ready Course (including knowledge test) must be completed if person has not previously held a licence (of any class). Knowledge test component of the Road Ready Course must be completed if person has not held a licence in the last 5 years. Administrative requirement / policy exists which requires a person to obtain a car learner before booking pre-learner rider course (Stay Upright).	Yes	Yes.	Yes	Yes – motorcycle specific test – 35 questions – 80% pass mark required.	Yes (if no other licence class held)
Permit validity	2y	12m	2y	15m	Duration of the licence.	12m	3y	2y
Learner Approved Motorcycle (LAM) scheme in use (engine capacity and/ power-to-weight ratio restriction)	Yes (Motorcycles with engine capacity up to 660ml, power-to-weight ratio not greater than 150 kw/tonne)	Yes (Motorcycles with engine capacity up to 660ml, power-to-weight ratio not greater than 150 kw/tonne)	Yes (Learner's restricted to power-to-weight ratio not exceeding 150kw/tonne)	Yes (Motorcycles with engine capacity up to 660ml, power-to-weight ratio not greater than 150 kw/tonne)	Yes (Motorcycles that :- Have an electric motor or engine capacity not more than 660ml and power-to-weight ratio not more than 150kw/tonne, not modified and is stated to be a LAM as published on QTMR website)	Yes (Motorcycles with engine capacity up to 660ml, power-to-weight ratio not greater than 150 kw/tonne)	No (250cc restriction for R (E) motorcycle) (Progressing towards LAMS (660cc + 150kw/t) – Implementation expected Dec 2012)	Yes (Motorcycles with engine capacity up to 660ml, power-to-weight ratio not greater than 150 kw/tonne)
Minimum on road experience	12m	3m	No on road experience required to be demonstrated but rider must hold learner licence for 3m before attempting pre learner rider course	No on road experience required to be demonstrated but rider must hold learner licence for 3m before attempting post learner rider course	Hold either P1/P2, P or Open type licence of another class for at least 1 year during the 5 years before applying for the class RE learner licence. No minimum on road riding experience required for class RE learner licence.	6m	6m in L2 In L2 the novice rider is required to undertake 25 hours supervised riding if it is a 1st licence	6 consecutive months

APPENDIX A – MOTORCYCLE LICENSING SCHEMES ACROSS AUSTRALIA DECEMBER 2011 (CONTINUED)

	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
Can a <50cc moped be ridden with just a car licence	Yes	No if vehicle is registered as a m/cycle class R licence required	No if vehicle is registered as a m/cycle class R licence required	No	Yes	No	Yes	Yes Moped means a motor cycle up to 50ml which complies with Australian Design Rule relating to mopeds & identified as moped on compliance plate; or, approved by the Registrar for use as a moped
Compulsory training required to ride a motorcycle solo	Yes (Rider Safe Basic and Advanced Training courses)	Yes (pre-learner training and pre-provisional training courses)	Yes (compulsory attendance at StayUpright pre-learner licence course)	No	No	Yes (Pre-Learner Motorcycle Training Course – must be at least 16 years and 5 months)	Yes (if a 1st licence i.e. no car or heavy vehicle licence is held. In L2 the novice rider is required to undertake 25 hours supervised riding) Rider training (eg training through dedicated riding schools/instructors) is not mandatory. Supervisors can be anyone who has held that class of licence for a min. of 4 years. Moped supervisors only need 2 years experience.	No Voluntary training available i.e. Motorcyclist Education Training and Licensing (METAL)
Learner rider speed restriction	100km/h	80km/h	In ACT posted speed limit applies. ACT riders riding in NSW, a maximum 80km/h applies	No posted speed limits apply	No	80km/h	100km/h	80km/h unless participating in a rider training program approved by the Registrar

APPENDIX A – MOTORCYCLE LICENSING SCHEMES ACROSS AUSTRALIA DECEMBER 2011 (CONTINUED)

	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
Learner rider ban on carrying pillion passenger	Yes (unless passenger is qualified supervisor or instructor)	Yes	Yes	Yes	Yes but the rider may carry a suitably licensed supervisor seated in a sidecar attached to the motorbike	Yes (unless passenger is an instructor that has held a motorcycle licence for 3y)	Yes but the supervisor can be a pillion. Pillion supervisor needs to hold the same class driver licence for a minimum of 4 years.	Yes
BAC restriction	Zero	Zero	Zero	Zero	Zero	Zero	Zero	Zero
INTERMEDIATE LICENCE STAGE								
Minimum age for intermediate licence	P1-17y P2 – 18y	P1- 17y P2 – 18y	17y	18y 3m	18y for Q-ride otherwise 18y 6m for Q-Safe	P1- 17y P2 – 18y	P1 – 17y P2 – 17y 6m (assumes R(E) is the first licence is no car or heavy vehicle licence is held).	
Intermediate licence class for motorcycles (before full rider licence)	Yes (R-Date licence -including learner, P1 and P2)	Yes (learner, provisional P1 & provisional P2)	No P1 or P2 licence class in the ACT. Provisional licence issued before progression to full licence.	Yes If the rider has a full driver licence, he/she will be issued with a full motorcycle licence subject to restrictions for the first 12 months. If the rider does not have a full driver licence, he/she will be subject to a probationary period, the duration of which could be up to 4 years.	Yes (class RE – learner, P, P1 & P2)	Yes (P1 to be held for a minimum 12 months, and P2, depending on age, to be held between 1 and 2 years)	Yes P1 held for 6 months; P2 to be held for 18 months (assumes R(E) is the first licence i.e. no car or heavy vehicle licence is held) Also, R (E) to be held for 1 year before assessment for R can be undertaken. Person can obtain R learner permit once R(E) licence has been obtained	Yes (Class R(r) (Restricted Rider) licence)
Minimum duration of intermediate licence stages	1 year (R-Date licence)	P1-min 12m P2 – min 24m Riders over 25 with an unrestricted car licence are exempt P2.	Provisional licence issued for 3y unless rider holds a car licence then P licence only issued for one year. If rider holds a provisional car, then the rider provisional is issued for the difference between 3 years and the time already served on the car provisional or 12 months (whichever is greater).	1 year minimum 4 year maximum	Hold either P1/P2, P or Open type licence of another class for at least 1 year during the 5 years before applying for the class RE learner licence. A class RE learner licence must be held for 6 months unless utilising Q-ride. A class RE P1/P2 or Open type licence must be held for at least one year before learning to ride a class R motorbike.	P1-min 12m P2- Aged 18-23y min- 2y Aged 23-25y min- 1y or until 25 (whichever is the longer) Aged 25+ - min 1y	P1 held for 6m P2 to be held for 18m (assumes R(E) is first licence (ie no previous licence held) Also R(E) to be held for 1y before assessment for R can be undertaken. Person can obtain R learner permit once R(E) licence has been obtained.	1y Class R (r) licence

APPENDIX A – MOTORCYCLE LICENSING SCHEMES ACROSS AUSTRALIA DECEMBER 2011 (CONTINUED)

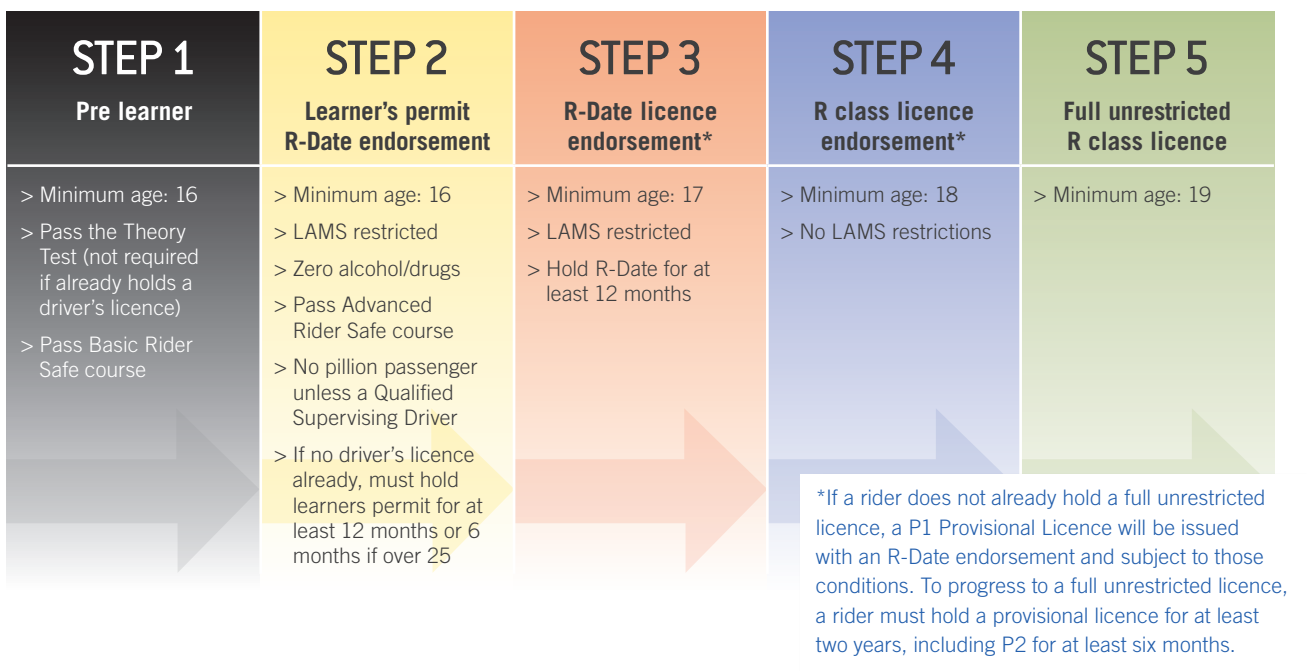
	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
Test or assessment required to obtain licence	Completion of levels 1 and 2 of the compulsory Rider Safe motorcyclist training course	Pre-provisional training course and skills test for P1	Yes – practical assessment required. Training must be undertaken if practical is failed. ACT will move to mandatory pre-provisional training in mid-2012.	Yes	Yes, Q-ride or Q-Safe	Yes – pre provisional motorcycle training course	On completion of a log book detailing 25h of supervised riding, person completes a Hazard Perception Test (assumes R(E) is the first licence) no other licence held	
Minimum on road experience for novice rider	12m (unless holding a car licence)	Yes pre provisional training course and skills test	No on road experience required to be demonstrated but must hold provisional for required tenure period as already specified above.	No	12m (RE)	Yes – pre provisional motorcycle training course	6m unless holding a car licence	6 consecutive months
Intermediate rider speed restriction	100km/h (during P1 and P2)	P1- 90km/h P2 – 100km/h	Posted speed limit	No	No	P1 -80km/h P2 – no restriction	Posted speed limit	100km/h if provisional
Ban on carriage of pillion passenger	No (P1 & P2)	P1-no P2-passenger allowed	Yes provisional rider cannot carry pillion passenger for first year.	No	Yes unless rider holds licence class P, P1, P2 or open and held the licence for at least 12m	P1-no pillion P2- passenger allowed	No (P1 and P2)	Yes for first 12m
Night riding restriction	No	No	No	No	P1, P2 or P type licence holders that commit an offence when under 25yrs of age that results in a demerit point suspension, disqualification or GDB are subject to a 12m late night driving restriction – this is not motorcycle specific.	No	Yes P1- (first licence) cannot ride between midnight and 5am for first 6m (assumes the first licence is no car or heavy vehicle licence is held)	No
BAC restriction	Zero	Zero	Zero	Zero	Since 1 July 2010, the following licence holders are now required to comply with the no alcohol limit (0.00), regardless of age: <ul style="list-style-type: none"> All motorbike learner, provisional & probationary licence holders All class RE motorbike open licence holders for the first 12 months of holding their class RE licence All class RE motorbike open licence holders learning to ride a class R motorbike under the authority of their class RE licence. 	Zero	Zero	Zero if provisional or if <25 and have not held a licence for 3 continuous years(including provisional period) otherwise it is 0.05%BAC

APPENDIX B

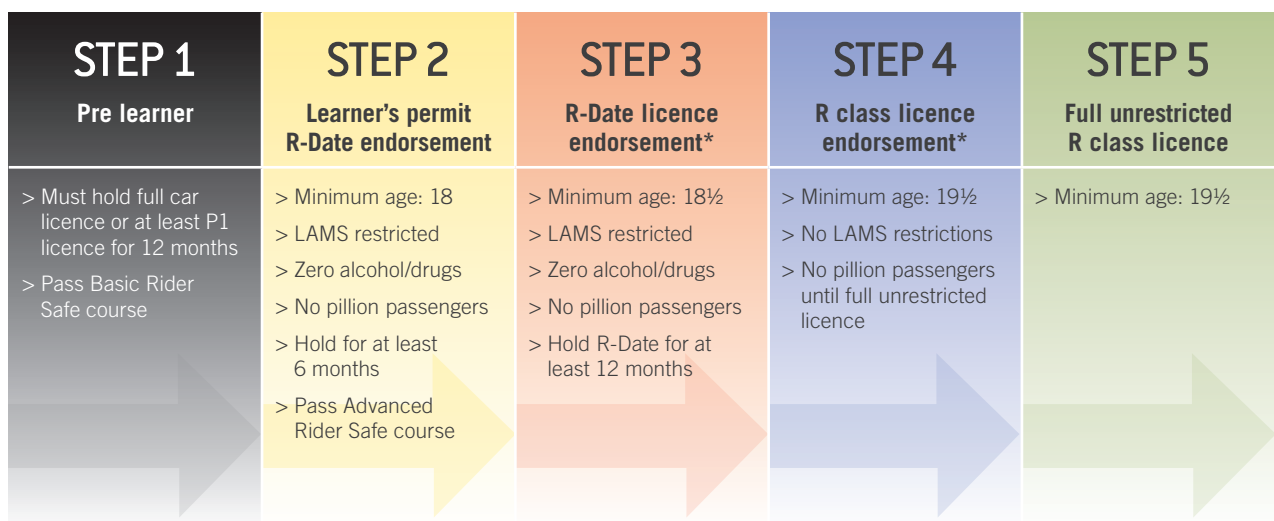
Motorcycle licensing pathway – current v proposed

A summary of licensing pathways for novice riders at present and with proposed motorcycle licensing initiatives outlined in this paper are indicated in the following diagrams. Under the Learner Approved Motorcycle Scheme (LAMS), R-Date holders are allowed to ride approved motorcycles with an engine capacity of up to 660ml with a power-to-weight ratio not exceeding 150kw/t. R class endorsement authorises the holder to ride any motorcycle or trike.

Current



Proposed



MOTORCYCLE LICENSING
PROPOSALS TO PROTECT MOTORCYCLISTS
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Department of Planning,
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