



House of Commons
Transport Committee

**The Government's
Motorcycling Strategy:
Government Response
to the Committee's
Fifth Report of Session
2006–07**

**Eighth Special Report of Session
2006–07**

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The Transport Committee

The Transport Committee is appointed by the House of Commons to examine the expenditure, administration and policy of the Department for Transport and its associated public bodies.

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Committee staff

The current staff of the Committee are Tom Healey (Clerk), Annette Toft (Second Clerk), Clare Maltby (Committee Specialist), Louise Butcher (Inquiry Manager), Alison Mara (Committee Assistant), Ronnie Jefferson (Secretary), Jim Lawford (Senior Office Clerk) and Laura Kibby (Media Officer).

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Eighth Special Report

The Committee published its Fifth Report of Session 2006–07 on 29 March. The response from the Department for Transport was received in the form of a memorandum dated 8 June 2007, and is published as an Appendix to this report.

Government response

List of Transport Select Committee recommendations:

General

Paragraphs 1, 2, 3

1. The Minister told us that the premise behind the Government’s Motorcycling Strategy is to “mainstream” motorcycling. When questioned, this appeared to mutate into a commitment to encourage motorcycling. We question whether the safety case and environmental concerns detailed in this report bear out such a policy. (Paragraph 16)

The principal aim of the strategy is to mainstream motorcycling, so that all organisations involved in the development and implementation of transport policy recognise that motorcycling can be a modern, practical way of getting around. As part of our work to take forward the strategy, we are doing various things to improve motorcycle safety, including publicity, highway engineering, improved training, new advice on helmet standards, actions to tackle problem of diesel spillage causing hazards for motorcyclists and ongoing research.

2. The industry is very happy with the Strategy and believes that it will help make motorcycling safer and motorcyclists more accepted by car drivers as legitimate road users. One would expect this to be so, considering the role the industry played in drawing up the strategy in the first place. It is clear that for the Strategy to succeed it must have the long-term backing of the industry. We commend the Government for drawing it into the process and recommend that they continue to work with the industry to take the Strategy forward. (Paragraph 17)

We welcome the positive joint working we have established with the motorcycling industry and user groups and look forward to that continuing in the future.

3. That said, the Strategy does not set out a vision for motorcycling so much as it encourages discussion, improves guidance and engages the motorcycling community in policy development and dissemination. The Strategy was developed with the industry, and while this seems sensible, it is not clear that there was rigorous consideration of views from outside the industry in developing the Strategy. We recommend that the Strategy be reviewed after a period of five years and that when the review is undertaken

that the basis for the Department’s consultation is broadened to include the views of those outside the motorcycling industry. (Paragraph 18)

We will review the strategy after five years and in doing so will consult a broad range of views. In addition, we will be refreshing the action plan this year to ensure that all actions are kept up to date and reflect the latest position.

Achievement against actions

Paragraph 4

4. Overall, we think that the targets set in the Strategy are sensible and we support them. The Government provided the Committee with evidence that many of the actions in the Strategy are on course to be completed on time – this is for both those with the 2007 deadline and those in the longer term. Where the February 2007 deadline has not been met, we accept that this is largely due to the delay caused by the 2005 General Election. We would like the Government to inform the Committee as these short-term actions are achieved. (Paragraph 21)

Current progress against targets which were shown in the strategy as due to be completed within 1–2 years is shown in the Annex. We will report any further progress with these actions in due course.

Accidents

Paragraph 5

5. Motorcycle accident rates are far too high. They have been for ten years. It is time to consider radical action to tackle this problem. A case was made to the Committee for limiting the speed of the more powerful motorcycles, though some technical issues still need to be resolved. The Government’s work on Intelligent Speed Adaptation is encouraging. We recommend that the Government commission a companion piece of research on the viability of introducing speed limiters on motorcycles in order to stimulate a sensible debate of the options. (Paragraph 25)

The Department concurs with the TSCs observations that motorcycle accident rates are too high, and we are seeking to address this through the various measures set out in the Government’s Motorcycling Strategy. The Committee will recognise the progress that has already been made in this area, 2005 motorcycle casualty rates¹ are 8% lower than the previous year and 26% lower than the 1994–98 baseline level.

In targeting accidents, research should focus on the major contributory factors. Road Casualties Great Britain 2005 identified “exceeding the speed limit” as a contributory factor in only 4%² of motorcycle accidents. A speed limiter would address a proportion of those accidents, but wouldn’t necessarily impact on instances of inappropriate speed or “going too fast for the conditions”, a contributory factor in 9% of motorcycle accidents.

1 2005 figures compared with 2004 – measured per hundred million vehicle kilometres

2 Table 3: Contributory factors: vehicles by vehicle type: GB 2005

Limiting “the more powerful motorcycles” to a top speed such as 70 mph would potentially prevent only a small number of accidents which take place above the highest GB legal speed limit. Restricting the speed to 70 mph would not address speeding in areas with lower limits, such as 30 mph urban areas. In addition, focusing on “more powerful” motorcycles will not address accidents involving small and medium categories.

Nor would it address accidents involving any motorcycle where the speed of the motorcycle was not a factor.

The Department is reviewing current knowledge in respect to driver behavior with “intelligent” devices along the lines of ISA and a report is due to be published later this year. We will continue to address the high rates of motorcycle accidents through the Government's motorcycling strategy actions and ongoing research programmes. Currently there are no plans for motorcycle speed limiter trials or for speed limiters of any type to be made compulsory.

Training and testing

Paragraphs 6, 7, 8

6. The motorcycle training and testing regime seems to us to be robust, particularly compared to the testing and training undertaken by car drivers. We seek a guarantee from the Driving Standards Agency that this will not be compromised by the consolidation of testing centres that has been necessary as a result of the new measures to be introduced in 2008. (Paragraph 31)

The development of a new network of multi-purpose driving test centres for the delivery of the new motorcycling test from 2008 will not compromise the standards for training and testing motorcyclists. The new test is actually designed to deliver a more challenging and robust assessment for learner riders which will require thorough preparation and the ability to demonstrate good machine handling skills. We shall ensure that there are appropriate accessibility arrangements.

7. We welcome the overhaul of driver learning and training promised in the road safety review. We hope the Government will include motorcycling as part of its education programme for young people and would expect the Government to give a very good reason if it is not. (Paragraph 32)

DSA is committed to developing a new approach to road user education with a focus on mainstream education intervention. Consideration is being given to possible education opportunities being delivered in schools for young people starting from the age of 14 years, which will teach them to be safe and responsible road users. These may take the form of discrete qualifications or modules within existing goals and will cover all types of road usage including motorcycle and moped riding. DSA is discussing how to take this forward with a range of stakeholders, including DfES.

8. The voluntary register of motorcycle trainers is welcome. We agree with the Royal Society for the Prevention of Accidents that, subject to an evaluation of its effectiveness, it should be made compulsory. We recommend that the Government undertake such an evaluation within two years of the register coming into force. (Paragraph 33)

The Government's Motorcycling Strategy already envisages that a formal, compulsory register will be established in due course. In announcing the voluntary register scheme, Ministers gave a commitment that a post-implementation review of the qualification processes would be initiated, one year after its commencement. The review will evaluate the effectiveness of the DSA qualification examinations and the quality assurance arrangements.

The Agency will also, through customer surveys, seek the views of motorcyclists who have undertaken developmental training. The main purpose of the Scheme is to reduce the number of accidents involving qualified motorcyclists. Its effectiveness in this respect will be assessed using Road Casualties Great Britain data.

Staged access to motorcycles

Paragraph 9

9. Better training and sensible access to higher powered vehicles will help to improve rider safety. Although the Third European Driving Licence may not be the best possible permutation of staged access, we believe that access to higher powered motorcycles should only come with experience. We look to the Government to implement the scheme sensibly and to report back within a reasonable time frame as to its effects. (Paragraph 37)

The United Kingdom has until January 2011 to implement the new measures into national law by means of Regulations and until January 2013 to bring them into practice. We therefore expect nearer that time to undertake formal consultation on how best to implement the motorcycle staged access arrangements. We hope to be able to take into account the impact of the new voluntary register of post-test trainers and to also have implemented the motorcycle test changes arising from the previous Directive. In the meantime, we intend to engage actively with motorcyclists', motorcycle industry and road safety representatives so as to clarify the options which will thereafter be subject to formal consultation. To this end, officials are already contributing to the relevant National Motorcycle Council sub-group. We have also held an initial event on 21 May 2007 for all stakeholders, in order to bring them fully up to date with the provisions of the Directive, to elicit their views and to establish any further appropriate communication channels.

Motorcycles access to bus lanes

Paragraph 10

10. The balance of evidence suggests that the Government is right to revise its guidance to local authorities on the use of bus lanes. We see no reason why a more permissive attitude should not be taken by local authorities when deciding whether to allow motorcycles to use bus lanes. The Government was, however, late in delivering this revised guidance. (Paragraph 41)

The revised guidance in the form of a Traffic Advisory Leaflet (TAL) on "The Use of Bus Lanes by Motorcycles" was delivered on time and within the timescale indicated in the

GMS, being published in February 2007. The following provides link to the leaflet on the DfT's web site:

<http://www.dft.gov.uk/pgr/roads/tpm/tal/trafficmanagement/trafficadvisoryleaflet207>.

The TAL also publicises the IHIE Guidelines in the section on Maintenance.

Emissions

Paragraph 11

11. Government statistics show that for many of the classes of pollutant, motorcycles are often worse than cars. If the Government wishes to encourage motorcycling (as part of wider strategies to tackle congestion and social exclusion) then it must support the development of cleaner vehicles. While we welcome the improvements made in the Euro 3 standard, we recommend that the Government do a lot more work with industry with the aim of reducing emissions from motorcycles. It is unacceptable that the heavier of these vehicles are more polluting than cars, this may be another argument in favour of reducing the maximum power and speed that is available on these vehicles. (Paragraph 44)

Carbon dioxide emissions for motorcycles of all types are already below the average level for petrol and diesel-engined cars. In Great Britain motorcycles account for around 1 per cent of all motor traffic measured as passenger km and so make a relatively small contribution to total emissions from motor traffic. Government believes the current arrangements will deliver significant improvements in reducing emissions from new motorcycles that will yield further reductions in overall motorcycle emissions over time as newer models that meet the latest standards replace older ones. In addition, Government believes that measures to reduce maximum power or speed are not justified from an environmental perspective.

The data on local pollutant emissions that the Committee has considered gives an unrealistically pessimistic view of the emissions performance of motorcycles. With the exception of particulate matter, the data are limited to pollutants where the UK already fully meets its health-based air quality objectives. It excludes oxides of nitrogen where the UK does not fully meet its objectives, but where motorcycles on average emitted 73% less per km than did cars.

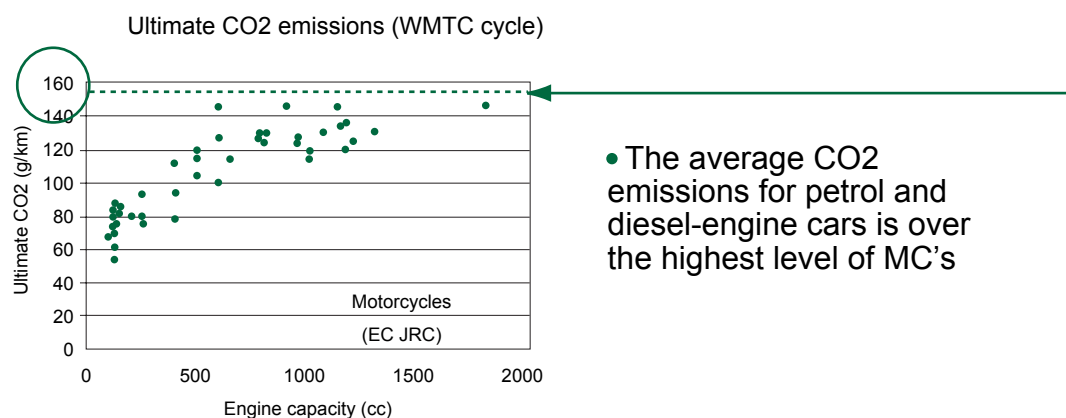
By using data published in 2002, the report compares data taken before limit values for emissions from motorcycles became mandatory. Limit values for motorcycle emissions were introduced in June 2003 as Euro 1, and have already been revised twice such that from 1 January 2007, all new EC Type-Approved motorcycles must meet the motorcycle Euro 3 emission limits. When compared with the standards contained in the motorcycle Euro 1 regulations, motorcycle Euro 3 reduced the limit values for carbon monoxide by 85%, hydrocarbons by 90%, and oxides of nitrogen by 50%. This will put motorcycle emissions at levels similar to, or better than, those from cars. The regulations set emission limits in terms of a mass of pollutant per km. For the purposes of applying emissions limits, machines are divided into just two categories, bikes under 150 cc and those of 150 cc and over. Thus, the very largest motorcycles have to meet exactly the same standards as any other bike of over 150 cc engine capacity.

Particulate emissions quoted in the data considered by the Committee are at least a factor of 10 higher than almost all those measured by Ricardo for the Department's motorcycle emissions factor test programme³. This implies that either the (primarily) Euro 1 bikes tested by Ricardo were substantially cleaner than older bikes, or the data provided by Netcen⁴ (the source of the Committee's figures) needs reviewing. Either way, the data present an overly pessimistic view of motorcycle emissions.

Motorcycle Euro 3 does not regulate the emission of particulate matter, but by limiting hydrocarbon emissions, motorcycle Euro 3 will reduce the volatile component of particulate matter. Carry-over of lubricating oil is the main component of motorcycle particulate matter, and manufacturers will need to reduce it to avoid 'poisoning' exhaust catalysts. Also, an initiative by the motorcycle industry and user groups is promoting the use of lubricating oils which reduce particulate emissions.

The Committee commented that motorcycles over 500cc engine capacity emitted more carbon dioxide than average passenger cars. Whilst the Government's motorcycling strategy did comment that "larger motorcycles can emit more carbon dioxide than some cars", this was not linked to any specific engine size.

The following figure published by ACEM⁵ shows that CO₂ (carbon dioxide) emissions of motorcycles are largely independent of engine size above about 600 cc capacity. Even for the largest machines, carbon dioxide emissions appear to be around 14% lower below the new car average figure (162g/km EU average in 2005).

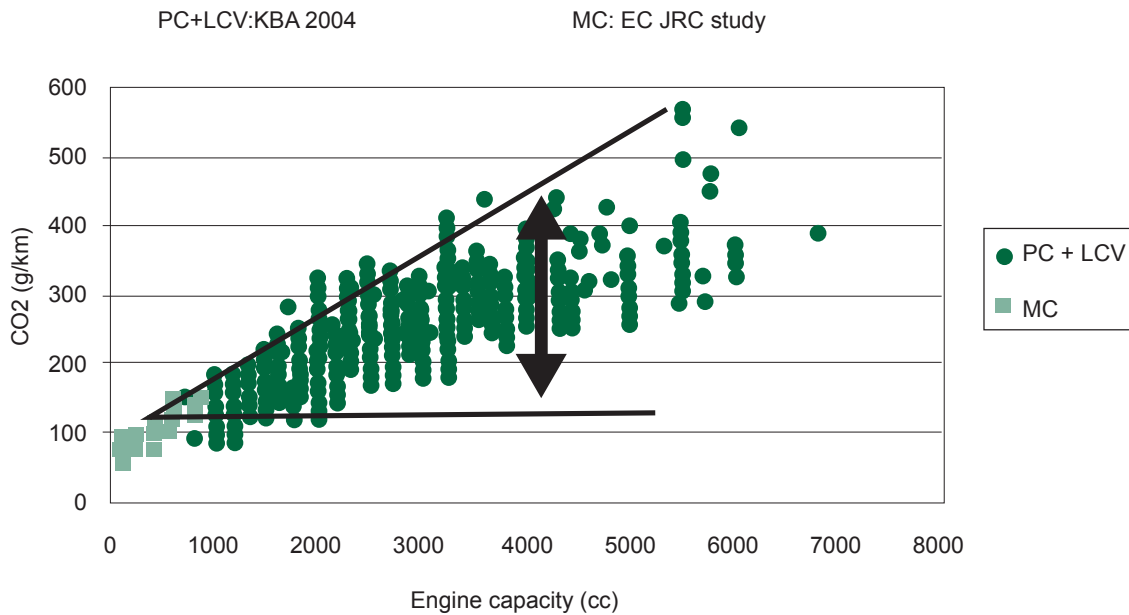


The following figure shows clearly the relative position of motorcycle (MC) CO₂ (carbon dioxide) emissions to that of cars and light commercial vehicles (PC+LCV), namely, motorcycles generally produce far less carbon dioxide per km. For passenger cars, carbon dioxide continues to increase fairly linearly with increasing engine size whereas for motorcycles it remains fairly constant above 600cc capacity. The large difference between carbon dioxide emissions of large capacity cars compared to large capacity bikes is indicated by the red arrow. This figure was also published by ACEM from data reported by the German approval authority KBA and the EC JRC.

3 Fig 6 of 'Motorcycle Exhaust Emissions Factors and Test Cycles Programme: Final Report' – Ricardo Consulting Engineers, 19th November 2004

4 National Environmental Technology Centre, now incorporated in AEA Energy & Environment

5 ACEM (Association des Constructeurs Européens de Motocycles) presentation in November 2005, with material referenced to work by the German KBA (Kraftfahrt Bundesamt – Federal Motor Transport Authority) and the EC JRC (Joint Research Centre)



Enforcement

Paragraph 12

12. The Minister assured us that many of the problems associated with catching speeding motorcyclists and those committing other offences are being overcome. Many speed cameras now take pictures from the rear and ANPR devices are multidirectional: motorcyclists who formerly evaded the law because of a lack of front registration plate can no longer do so. This is welcome. There clearly remains a significant problem, however, with motorcycles being untaxed and uninsured. It remains to be seen whether the Driver and Vehicle Licensing Agency's action plan for 2006 will have had an impact. If there is not a marked improvement in this year's Vehicle Excise Duty account for motorcycles, we recommend that the Government consult with the industry to get a grip on this issue. (Paragraph 50)

Detecting and taking direct on-road enforcement action against untaxed and uninsured motorcycles poses particular challenges as untaxed/uninsured motorcycles are rarely seen parked on a public road. Also, those in use on the road can easily be manoeuvred to avoid road checks. Whilst problems resulting from the absence of a front registration plate have been largely resolved with more police Automatic Number Plate Recognition (ANPR) equipment now being multi-directional, there is still the issue of conflicting police demands against such offenders when more serious crimes are detected.

DVLA's strategy is to work with the police where possible to detect untaxed vehicles (the police already have powers to impound uninsured vehicles). Where untaxed motorcycles are discovered and stopped using police ANPR, DVLA's wheel-clamping teams immediately remove the vehicles to the nearest pound. In cases where an untaxed vehicle is discovered but a clamping team is not present ANPR will automatically generate an offence report for DVLA action. Such reports are given the highest priority by DVLA, with enforcement undertaken by way of an out of court settlement or, if necessary, prosecution. Those discovered to be riding a motorcycle with a statutory off road notification (SORN) in force are awarded more severe penalties.

Motorcycle riding is more prevalent during fine weather and at weekends and bank holidays. Large numbers are also found at recognised events. DVLA's enforcement operations target such events and holidays not simply to take action, but for action to be seen to be taken and thus to encourage compliance. DVLA publicity material to deter evaders contains specific reference to motorcycles. It makes particular reference to those who SORN their vehicles for long periods, but then risk riding them untaxed or uninsured with a SORN in place.

DVLA has opened discussions with the motorcycle industry and motorcycle groups to discuss possible ways of reducing the problem. One possibility is that of using electronic tags to operate alongside ANPR to detect offending motorcyclists. Discussions are at an early stage and no decisions have been made at this time.

Mini-motos

The problem and measures in place to deal with it

Paragraph 13

13. The illegal use of mini motos is making life a misery for communities up and down the country. The police have powers to seize and crush mini motos if they are being driven illegally off or on the road and in an anti-social manner. Where the police have a 'blitz' on these vehicles in an area, it can lead to a reduction in the short-term. In the long-term, the results are not as conclusive. We recommend that the Government undertake a review of enforcement against mini motos to gauge whether police blitzes work to reduce anti-social behaviour in the longer term. (Paragraph 57)

Enforcement is an operational matter for the police and it is for them to decide what is appropriate and effective in different situations, in different areas and at different times. The Home Office published advice: *Tackling Mini-Moto Misuse – A Guide* last year. This is a successful document and continues to be used to good effect by anti-social behaviour practitioners, however it will be kept under review to ensure that it is up to date. A review of enforcement would be a matter for the Home Office. Considerable efforts have been made by the Home Office and police forces to target areas affected by anti-social mini moto use for enforcement blitzes. In addition, Trading Standards Officers have caused a number of unfit mini moto models to be withdrawn from the market.

The Motor Cycle Industry Association has advised that its research shows a drop of some 59% in imports of very cheap Chinese bikes in 2006. Prior to that imports had been rising steeply year on year. It may be that enforcement action, amongst other possible factors, has played a part in this decline.

Registration scheme

Paragraph 14

14. There are arguments both for and against a registration scheme for off-road vehicles. Most of our witnesses doubted the benefits of such a scheme. They argued that it is not a question of inadequate law but of sufficient enforcement. Proponents of the scheme believe, however, that it would make the police's job a lot easier. For example,

legislation could be introduced that would allow the police to seize any motorcycle or mini moto without a registration, being driven anywhere. Provided that the cost and the administrative burden is not prohibitive, this Committee does not see why a scheme could not be taken forward, or at least trialled, in a large conurbation such as Manchester. The results of such a trial could inform debate on a national scheme. (Paragraph 62)

The Government opposed a mandatory registration scheme at the Bill's Second Reading and will set out its current response to the Off Road Vehicles (Registration) Bill at Committee Stage, depending on any amendments that may be proposed. It will be for Parliament to consider the arguments for and against the Bill, and whether – amongst other issues – mandatory registration could place an additional burden on law-abiding users of off-road vehicles. ACPO has now clarified that it remains opposed to a registration system. It is difficult, however, to see how any objections to a substantive scheme could be ameliorated by a 'trial' scheme.

Other potential solutions

Paragraphs 15, 16, 17

15. Some of our witnesses advocated tackling the mini moto problem with better education. It is particularly worrying that parents are purchasing these vehicles for their children without understanding that they can be dangerous. It is not clear, however, that it is a case of not understanding, as it is profound and abiding fecklessness. That is much harder to 'educate' away. We fear that parents simply will not take responsibility without some kind of shock tactic. We therefore recommend that the Government consider including mini motos as part of its excellent Think! Campaign on road safety. (Paragraph 67)

Some publicity has already been given to mini-moto issues, for instance through media coverage of last summer's enforcement activities, and through press notices issued around the Christmas period by both the Home Office and the Department for Transport. This may have played a part in the recent reduction in mini-moto imports noted by the MCI.

The Think! campaign works in partnership with the engineering, enforcement and education measures in place to reduce the number of road casualties. Resources have to be targeted where they will achieve the greatest benefit. For example, our sponsorship work with the British Superbikes races aims at engaging leisure motorcyclists who ride only during the warm months and have a higher risk of fatality than any other motorcyclist.

While some mini-moto casualties, including fatalities, have been reported, there is no evidence that there is a large scale or widespread casualty problem. Mini-moto issues appear to be of a predominantly anti-social rather than road safety nature, and targeting these would not make the best use of the Think! road safety campaign resource. Should more evidence of mini-moto road casualty dangers arise we would be happy to look at this again.

16. It is not simply a question of parental responsibility, however. There should be a duty on retailers to sell these vehicles responsibly. Equally, the fact that some companies have been giving them away in promotions or as free gifts is irresponsible

and unacceptable. If the problem persists, the Government should make the case to the EU Trade Commissioner to restrict the imports of these goods if they are of a particularly low standard, as the industry appears to think is the case. (Paragraph 68)

This would be a matter for the DTI. DTI wrote to mini moto importers in 2006, warning them of their responsibilities. Local Trading Standards Departments have also been active in tracing unsafe mini motos and getting them withdrawn from the market. Restricting imports might be a possible course of action if the existing regulation is not effective but this brings a number of other problems into the equation. For example, not all mini-motos are considered unsafe.

17. We commend the Auto-Cycle Union and those local authorities up and down the country who are pro-actively providing off-road facilities for young people to learn to ride motorcycles in a safe and controlled environment. We would like to see more of these programmes and hope that local authorities will consider the advantages when looking at their annual spending priorities. (Paragraph 69)

The Department warmly welcomes provision, by local authorities or others, of safe and supervised off-road facilities where young people can both have fun and learn to ride motorcycles in a controlled environment.

Annex: progress against targets in the GMS

Action v) — Publicise the Institute of Highway Incorporated Engineers (IHIE) guidelines on the provision for motorcyclists on the highway, with local authorities and Highways Agency; and keep under review need for further guidance in the light of experience and research.

Action x) — Review Local Transport Note 1/97 “Keeping Buses Moving” during 2005 and include consideration of the position on motorcycles as part of that review in the light of the results of research.

The revised guidance in the form of a Traffic Advisory Leaflet (TAL) on “The Use of Bus Lanes by Motorcycles” was delivered on time and within the timescale indicated in the GMS. It was published in February 2007. The following provides link to the leaflet on the DfT’s web site:

<http://www.dft.gov.uk/pgr/roads/tpm/tal/trafficmanagement/trafficadvisoryleaflet207>.

Please note that the numbers 2/07 on this leaflet denote the month and year of publication. The TAL also publicises the IHIE Guidelines in the section on Maintenance and we will seek similar opportunities in the future to publicise the guidance in relevant publications.

The Department is working closely with Westminster City Council on work which they commissioned from TRL, to carry out a study to realise the implications of allowing motorcycles in bus lanes. In April 2005 the Transport Research Laboratory (TRL) completed a scoping study to identify which bus lanes within Westminster would be suitable to be included in a trial to allow powered two wheeler (P2W) access.

Transport for London supported the trial with local safety scheme grant in 2004/05 and in 2005/06 until November 2005 when requests for further funding to complete ‘after monitoring’ were refused.

We suggested joint collaborative work between DfT and WCC to complete this work and necessary arrangements were made to provide contribution to this work over two financial years 2006/07 and 2007/08. This work is now underway.

Action xiv) — Support motorcycle manufacturers’ and retailers’ initiatives to improve rider knowledge of braking systems. Investigate road safety problems caused by poor quality replacement brake linings.

Action xv) — Review current practice of purchasing tyres and engage with the tyre and motorcycle retailers to reach conclusions. Investigate whether risk justifies an additional requirement for the MOT.

Action xviii) — Investigate with user representatives the issue that some machines are fitted with mirrors that give them poor rear vision.

The Committee has identified that the Department is late in delivering strategy actions xiv, xv and xviii. We recognise that these actions have taken longer than anticipated; however, we did present preliminary findings to stakeholders in March 2007 – two years on from publication of the strategy.

A plan to address these actions using data from a survey of motorcycle users was agreed with stakeholders and finalised in October 2005. The survey was distributed through riders groups and made available on the Department's website. The online survey closed in December 2006 and received over 700 entries.

We are now in the final stages of analysing the responses and hope to agree the key findings and recommendations with stakeholders by the summer. A summary of results and recommendations will then be published.

Action xvii) — Support collaboration by user groups, trainers and retailers to promote correct helmet fitting. Motorcycle retailers to raise awareness with riders on the importance of the right clothing to reduce injury and improve conspicuity.

The action xvii is identified in the strategy as 1–2 years and ongoing. We have completed the requirement to support user groups and industry, circulating information on best practice regarding helmet fitting to group members and colleagues within the Department (circulated December 06). As previously advised, the Department is considering a consumer information programme offering advice on the relative safety of helmets in the market place. This ongoing programme of work will also consider including advice on comfort and fit of motorcycle helmets.

Action xxi) — A greater emphasis on the merits of other motorcycle models as alternatives to sports bikes, providing a wider picture of motorcycling possibilities in the UK.

This action is identified in the strategy as being the responsibility of the motorcycle manufacturing and retail industries and not for the Department. We understand that the MCIA has raised this issue with the motorcycling press on a number of occasions over the last two years. Sports bikes now account for a smaller share of sales of new bikes than they did a few years ago. For further information, see paragraphs 23 to 25 of the MCIA's evidence to the Committee.

Action xxiii) — Consider undertaking research into the effects of fatigue in motorcyclist accidents and driver skills, knowledge and attitudes in relation to motorcycle safety.

We have considered the need for research in these two areas and started both projects before February 2007, in line with the strategy action. The first has started in November 2005 and a final report is being prepared for publication. The second has started in May 2006 and is expected to be completed in 2008.

Action xxvi) — Review pre-test training and the Direct Access Scheme. Extend the exercise with a view to delivering a better CBT.

Before the review of CBT and DAS could begin DSA had to identify staff with the required skills and then train them to the appropriate level. It was decided that these newly appointed CBT Managers and their Deputies would be responsible for conducting the research but these posts could not be filled until Autumn 2006.

The review is now well underway and currently on target to be completed by October 2007.

Action xxvii) — Undertake a public consultation on a range of options for improving pre-test training after the EC's proposals for driving licences have been promulgated in a Directive.

EU negotiations on the 3rd Driving Licences Directive took longer than expected as successive Presidencies changed the Council's priorities. Also some of the provisions proved to be very contentious – particularly those around motorcycling.

We have until January 2011 to implement the new measures into national law and until January 2013 to bring them into practice. An initial meeting with stakeholders to discuss implementation of the Directive was held on 21 May 2007 and full public consultation will follow in due course.

Action xxix) — The DSA is working with the MCI to develop national standards for training, and for post-test training for licence holders, especially newly qualified riders, those upgrading their bikes, and those returning to motorcycling after a break.

This was delivered on time. The voluntary Register of Post-test Motorcycle Trainers was formally launched on 5 February 2007 (within the 1–2 years allowed in the Strategy).

By 24 April, 7 trainers had been registered and a further 75 had started the registration process.

Action xxxii) — Ensure that the insurance industry is kept abreast of training developments so that insurance discounts can be considered by the industry.

See response to Action xxix above.

It is still too early to assess the Scheme's impact on rider safety and to hold meaningful discussions with the insurance industry.

Action xxxiii) — Once DSA has developed post-test training, present the arrangements to the *Pass Plus* Board to be considered as the basis for extending the scheme to motorcycles.

See response to Action xxix above.

DSA will be better placed to make informed recommendations in the light of the results of the forthcoming wider review of the driving test, where potential changes to the arrangements for novice drivers and riders will be considered.

Action xxxvii) — The proponents of a road safety GCSE in Great Britain to present their case to the Qualifications and Curriculum Authority (QCA).

This action is identified in the strategy as being the responsibility of the Motorcycle Industry Association (MCIA) and not for the Department. We understand that the MCIA has raised this issue with the relevant curriculum authorities and is now pursuing the options for vocational qualifications rather than a GCSE. MCIA is also involved in work with DSA and DfES on improving pre-driver education in schools. In June 2006 MCIA issued "Links: connecting citizenship with road safety education", teaching materials for the key stage 4 citizenship syllabus, and distributed copies to all secondary schools.

In 2005 MCIA visited NI Government to discuss the GCSE in Motor Vehicle and Road User Studies. It was written in the 1970's and MCIA were made aware of the historical and political issues relevant at the time. MCIA also met with the Northern Ireland Exam Board, CCEA. MCIA were conscious that although the qualification was ideal, it was out of date and felt that it would need re-writing if it would be used in England. This was largely due to the resources necessary to run the qualification in its current form. In Northern Ireland, the Dept of Environment provides a moped, safety helmet, gloves and approximately £1000 worth of resources.

These meetings were followed by a proposal to introduce qualification in England which included some major changes. We suggested that rather than the practical riding being core to the qualification, it should be an option, along with employment skills and work placements.

Unfortunately, CCEA felt that this would not be financially viable to them as they would have to provide moderation and staff training.

With support from GoSkills (Sector Skills Council for Passenger Transport), a proposal was made to one of the largest awarding bodies in England, Edexcel. The proposal went through a number of stages but the lack of proven demand made it unviable.

MCIA is also involved in DSA's work to enhance road user education described in the response to recommendation 7.

Action xxxviii) — Review of DfT involvement in sports sponsorship and its effectiveness at communicating road safety messages to key target audiences.

A review of sports sponsorship was carried out in 2005, following publication of the Strategy. The issue continues to be kept under review. As a result, we have recently renewed our sponsorship of the British Superbikes Championship for another two years from 2007. We are working with a new sponsorship agency, Capitalize and a number of improvements have been made to our presence at the events and supporting materials. A further sponsorship audit will take place in summer 2007.

Action xl) — For 2005 DfT to publish a calendar showing both national and local initiatives conducted by local government and non-government stakeholders throughout the year.

A calendar of planned publicity activity has been compiled by the RAC Foundation and the DfT. It will be reviewed at the forthcoming meeting of the Road Safety Publicity Sub-Group (on 12 June 2007) and then circulated to all motorcycle stakeholders. The calendar will be updated at regular intervals throughout the year and/or when there are major new publicity plans to include.

Action xlii) — Support local enforcement strategies against a significant minority of motorcyclists who routinely fail to comply with road traffic law, as an integral part of police programmes on motorcycling.

Enforcement is the direct responsibility of the police service and cannot be dictated by central Government. To assist police forces who have a problem with errant motorcyclists and who decide to have an enforcement strategy, this action requires police forces to

request support and puts the requirement then on DfT to consider and where suitable support the strategy.

Police enforcement strategies tend to have three elements,

- providing skills assessments to volunteers, which may recommend further training if needed.
- educating lower level offenders (Driver Offender Retraining)
- prosecuting higher level offenders

Requests so far have been to assist Bikesafe with the production of a high quality DVD, to be used by Bikesafe assessors, and research, introduce and manage a specific Driver Offender Retraining course for offenders to specifically address the risk element of their offending.

DfT provided the funding and expertise to develop the Bikesafe DVD, which has now been provided to all police forces and accepted as a very professional production and useful aid. The Motorcycle Risk Aversion course is still in the development stage as it is a long process. It must fit the police scheme already in being for collision careless driving training, Driver Improvement and awareness. The academics and providers have met and developed a suitable course. This will be presented to the next ACPO National Driver Offender Retraining Steering Group before being recommended to ACPO for adoption and provision.

Note: Table 6.3 – Car Occupancy By Trip Purpose

In the evidence on page Ev 89, we have shown vehicle occupancy statistics in relation to Qq 238 and 239.

The evidence says (correctly) that the occupancy rates for cars are published in the National Travel Survey (NTS) Bulletin, but incorrectly says “Table 6.3 is shown below”. The table shown was specially created for the Evidence, from the NTS and has not been published previously.