

RSA



CONSULTATION DOCUMENT

on Compulsory basic Training for Motorcyclists in Ireland

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Údarás Um Shábháilteacht Ar Bhóithre
Road Safety Authority



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Motorcycle Compulsory Basic Training in Ireland

1. Consultation Process

The objective of this document is to engage those involved in motorcycle instruction and other interested parties in discussion as to how Compulsory Basic Training (CBT) for novice motorcycle drivers might be shaped in Ireland. The document sets out proposals for CBT, taking account of experience and best practice in other countries, however, the feedback based on the knowledge and experience of the many stakeholders in Ireland can make a major contribution to a final scheme of CBT.

The Road Safety Authority (RSA) acknowledges the work of dedicated instructors who have been involved in delivering training to motorcyclists. The RSA also wishes to acknowledge the contribution of the informal Working Group on CBT, which provided input to the Department of Transport over a period of time on this matter.

The consultative process will last until Friday 27 April 2007 and you are invited to contribute by commenting on individual aspects of the proposals and/or by making a formal submission. You may email comments to cbt@rsa.ie or post them to CBT Consultation Process, Road Safety Authority, Government Offices, Ballina, Co. Mayo. If you have any queries about the consultation process you can also phone 096 25012.

2. Background

It is generally accepted that motorcyclists because of the special nature of the vehicle require particular skills in terms of handling the motorcycle, reading the road ahead and interacting with other road users. The recent introduction of a separate driver theory test category for motorcyclists with a comprehensive bank of questions dealing with- technical issues,

road position, safe distances and braking and stopping will help improve the knowledge and skill of a learner motorcyclist. However, given the hazards faced and the complexity of motorcycle driving manoeuvres, practical basic training will benefit learners.

The data in Table 1 below shows that motorcyclists feature disproportionately in road accident statistics in this country (despite a welcome reduction in motorcycle accidents in 2006).

Table 1
Motorcyclists Deaths 2000-2006

Year	Number of Motorcycle Fatalities
2006	30
2005	40
2004	50
2003	55
2002	44
2001	50
2000	39

Motorcycles represent less than 2% of licensed vehicles but motorcyclist's account for 12% of road deaths, which means that motorcyclists are 6 times more likely to be killed on Irish roads than any other road user. On average 20 motorcyclists are killed or injured on Irish roads each week.

Between 1996 and 2003, almost 2,000 motorcycle users were killed or seriously injured. This equates to a motorcycle fatality rate in Ireland of 1.5 per 1,000 licensed motorcycles, the highest in Europe-during that period. According to OECD figures, a motorcyclist is 2-3 times more likely to be killed in Ireland than in other European countries.

In addition to the human cost, figures supplied by the National Roads Authority

estimate that the economic cost of fatal and injury motorcycle crashes from 1996 to 2003 was over €1 billion.

Motorcycle accidents arise for a number of reasons among which are factors relating to the vehicle, road conditions and the competence of the driver. An accident involving a motor car and a motorcycle is likely, all other things being equal, to cause greater injury in the case of the motorcyclist due to his/her relative vulnerability.

3. Present Position on Licensing Motorcyclists

In Ireland in order for a novice driver to obtain a provisional licence (learner permits will shortly replace provisional licences) s/he must pass a theory test which establishes whether or not the person has a basic knowledge of elements impacting on the rules of the road, hazard awareness, road safety etc. The Theory Test was, as mentioned earlier, enhanced in October 2006 and now has a dedicated category that covers the licence category relating to motorcycles and mopeds.

There are three categories of motorcycle in Ireland that are licensed for use on public roads. Table 2 below sets out the motorcycle licence requirements in greater detail.

Table 2
Motorcycle Licence Categories

Category	Vehicle	Min. age of driver
A	Motorcycles with or without sidecar	18
A1	Motorcycles with an engine size of 51-125cc and/or a speed capability of over 45km/h, and with a power rating not exceeding 11 kW, and with or without sidecar	16
M	Two-wheeled vehicles with an engine size not exceeding 50 cc and a speed capability not more than 45 km/h	16

A provisional licence to drive a motorcycle is generally valid for two years. Before you obtain a third or subsequent licence, you must have completed a motorcycle driving test within the previous two years.

Category A provisional licences carry a restriction limiting the licence holder to motorcycles with a maximum power output not exceeding 25Kw or a power/weight ratio not exceeding 0.16Kw/Kg, or in the case of vehicles in the category with sidecars, to a power/weight ratio not exceeding 0.16Kw/Kg. This restriction continues for two years after you complete your motorcycle driving test and you have obtained a full driving licence for this category.

The restriction does not apply if you hold a current provisional licence taken out prior to 17 November 1999. This means that you can continue to ride motorcycles greater than 25Kw and take your motorcycle driving test on any motorcycle.

3.1 International Experience

European countries with the best safety record for motorcyclists incorporate a number of measures into licensing systems including compulsory training for novice drivers. This ensures that novice drivers have access to best practice advice and training relating to their inexperience as motorcyclists. Table 3 on next page sets out some brief details of the structure of these programmes for beginner motorcyclists in the UK and Germany.

Table 3

Country	Duration	Requirements
United Kingdom	No fixed number of hours except a trainee must complete the syllabus as prescribed under the five elements.	<p>Five elements</p> <ul style="list-style-type: none"> • Introduction, Safety Equipment etc. • Off road training. Introduction to bike controls etc. • Off road riding. Moving off/stopping balance exercises etc. • On road training. Legal requirements, highway code, hazard perception, defensive riding etc. • Practical on road training. A minimum of 2 hours dealing with traffic controls, junctions, U turn, emergency stop etc.
Germany	24 Hours	This time is dedicated to the theoretical element of motorcycling.
	30 Hours	This time is spent on practical aspects of motorcycling and includes three hours night driving.

4. Approved Driving Instructors

In order to deliver training a competent professional body of motorcycle instructors must be in place and a robust system of accreditation to certify the process is necessary. Therefore, all motorcycle instructors wishing to deliver CBT must firstly become an Approved Driving Instructor (ADI) for Licence Categories A, A1 and M.

A scheme for the regulation of ADI's is presently being finalised following a consultation process which commenced in June 2006. The Road Safety Authority will announce the detail relating to the registration of each licence category in the near future. It is planned to commence registration in July 2007 with registration complete for all categories by July 2008.

Motorcycle instructors will be subject to the three part test covering theoretical knowledge, ability to ride a motorcycle and ability to instruct. Detailed information on each of these aspects are set out in Appendices A, B and C in the Consultation Document- The Regulation of Driving Instruction in Ireland. A copy of this document is available on the RSA website www.rsa.ie by following the link- Regulation of Driving Instruction. It can also be obtained from the RSA Office in Ballina by contacting 096-25012 or by emailing amandastrongcarden@rsa.ie.

While there will be periodic test checking of qualified instructors to ensure that standards are maintained consideration will also be given as to whether a minimum amount of annual instruction hours is needed by an individual instructor for him/her to retain ADI registration.

4.1 Accreditation Process

The Consultation Document sets out the pathway to becoming an ADI for all licence categories. It is recognised that many motorcycle instructors have achieved advanced levels of competence in driving instruction. The ADI process will recognise this and will allow for appropriate exemptions for some or all stages of the ADI registration where it is demonstrated that the particular instructor has such advanced skills. This might be by way of holding recognised certification that meets the ADI requirements.

4.2 Facilities/ Off Road Compound

One of the requirements for CBT is that the motorcycle instructor has access to a compound or other suitable facility to enable the off-road training element of CBT to be conducted. Motorcycle instructors who want to deliver CBT must be able to demonstrate to the ADI Registrar that s/he has the use of or access to a compound in order to undertake the off-road training. Appendix A sets out some basic requirements for a suitable compound. Where there is uncertainty about the suitability of a particular compound it will be a matter for the ADI Registrar to make a final decision.

It is recognised that some instructors may not wish to engage in the CBT aspect of motorcycle instruction or may not have access to a compound- these instructors, once qualified through the ADI process will be able to deliver all normal tuition to learner drivers except CBT.

5. Compulsory Basic Training

The purpose of basic training for motorcyclists is to ensure that before a person receives a motorcycle licence s/he has an understanding of the vehicle and how to ride it safely. Because of the accident rate among motorcycle drivers it is considered that novice drivers should undergo a programme of training before starting to ride a motorcycle. Compulsory training will apply to everybody in licence categories A and M who is a first time licence holder for these categories after the introduction of CBT.

The first step for a learner motorcyclist is to pass a theoretical test for the licence category. Following this the learner driver for licence categories A, A1 and M will apply to the Motor Taxation Office for a provisional licence for these categories the provisional licence will be endorsed with a special code. The code will denote that the holder may not ride the motorcycle, except under the supervision of the CBT instructor, until the programme of basic training is complete.

The training will comprise a minimum of sixteen hours to cover both practical and theoretical elements of CBT. The CBT training programme will be divided into four separate modules, headings for which are set out at Appendix B. A detailed syllabus for each of these modules is being prepared and will form the basis for the training programme.

On completion of the training modules covering the on-road and classroom content an assessment of competence will be carried out by the CBT instructor to ensure that the learner has assimilated information on each aspect of the course. When the learner has achieved the appropriate standard s/he will be given a Certificate of Permit Validation. This will enable the learner to ride a motorcycle subject to the normal conditions of the provisional licence. The Road Safety Authority will provide guidance to enable the CBT instructors to carry out both the theory and practical assessments, and to issue the Certificate of Permit Validation.

6. Conclusion

This document, together with the proposals in the Consultation Document on Regulation of Driving Instruction, sets out a framework to enable the development of a programme of CBT.

In considering the proposals, feedback is welcome on all aspects touching on the provision of CBT and in particular in relation to –

- the content and extent of the syllabus to underpin CBT,
- the manner in which existing motorcycle instructors might have some or all qualifications and experience recognised and how this can be done in an accountable way to enhance the credibility of motorcycle instruction,
- whether, and if so how many, hours of minimum instruction might be necessary for an instructor to retain his/her ADI registration, and
- the issue of age related direct access.

APPENDIX A

A Typical Compound will have the following features:

- Rectangular in shape with minimum dimensions of 37m x 25m where there are 2 trainees at a time. A smaller site of 27m X 15m will suffice if the Instructor/Trainee ratio does not exceed 1:1
- Have a smooth, level and durable surface,
- Be free from slip hazards,
- Have a perimeter to prevent pedestrian/vehicular access, during CBT operational periods,
- Have an approved Health and Safety Statement,
- Have appropriate Insurance in place,
- Include enclosed facilities for classroom instruction. (This requirement can be satisfied at a different location)
- Have washroom facilities available.

APPENDIX B

Modules for Compulsory Basic Training

Section 1 – This comprises two modules covering off-road training

Module 1 at the classroom deals with-

- Motorcycle Equipment
- Motorcycles and their controls
- Basic Technical Checks
- Taking Machine on and off the stand
- Basic Safety Checks (POWER)
- Moving the Machine without aid of engine
- Precautions before starting (FIGS)
- Starting and stopping the engine.

Module 2 carried out on-site deals with-

- Stopping the machine (Theory),
- Moving off & Stopping,
- Riding in a straight line,
- Correct use of brakes (all scenarios),
- Gears selecting and changing,
- Rear Observation,
- Junctions Left and Right,
- Emergency stopping,
- Slalom,
- U Turn,
- Figure of Eight,
- Slow Riding,
- Explanation and Application of the Motorcycle System (OSPSL).



Section 2

This comprises two modules covering on the road aspects of motorcycling

Module 3 carried out on-site deals with-

Legal Requirements,
Rules of the Road,
Visibility -“Be Seen”,
Road Positioning,
Rear Observation,
Road surfaces,
Progress – Fast/Slow,
Hazard perception and anticipation.

Module 4 carried out on-road deals with-

The application of Module 3 (in practice) whilst on a public road;

- Dealing with Junctions,
- Dealing with Roundabouts,
- Dealing with Traffic controls,
- Dealing with Hills (incline & decline),
- Dealing with Hazards.

This module has a minimum requirement of six hours ‘on-road’ practical training.



RSA

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