



FREEDOM OF INFORMATION COVERSHEET

The following information is provided pursuant to section 28 of the *Freedom of Information Act 2016*.

FOI reference: 21-108

Information to be published	Status
1. Access application	Published
2. Decision notice and schedule	Published
3. Documents	Published
4. Additional information identified	n/a
5. Fees	waived
6. Processing time (in working days)	29 days
7. Decision made by Ombudsman	n/a
8. Additional information identified by Ombudsman	n/a
9. Decision made by ACAT	n/a
10. Additional information identified by ACAT	n/a

From: no-reply@act.gov.au <no-reply@act.gov.au>

Sent: Monday, 25 October 2021 9:40 AM

To: CMTEDD FOI <CMTEDDFOI@act.gov.au>

Subject: Freedom of Information request

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Please find online enquiry details below. Please ensure this enquiry is responded to within fourteen working days.

Your details

All fields are optional, however an email address OR full postal address must be provided for us to process your request. An email address and telephone contact number will assist us to contact you quickly if we need to discuss your request.

Title: [REDACTED]
First Name: [REDACTED]
Last Name:
Business/Organisation:
Address:
Suburb:
Postcode:
State/Territory: [REDACTED]
Phone/mobile: [REDACTED]
Email address: [REDACTED]

Request for information

(Please provide as much detail as possible, for example subject matter and relevant dates, and also provide details of documents that you are not interested in.)

Under the Freedom of Information Act 2016 I want to access the following document/s (*required field):

Any documents or communications relating to reforms to motorcycle licensing, as mentioned on page 14 of the ACT Road Safety Action Plan 2020-2023. This is due to the results of licensing reforms in other states, particularly South Australia and Victoria, where non-evidence based changes to rules have been implemented that are likely to prove damaging to the future uptake of motorcycling and the persistence of riders participation. It is imperative the same changes are not made here and it is in the public interest that the genesis of the recommendations is seen. This was due to the undue influence of certain organisations that have regularly expressed attitudes opposed to motorcycling in prior reforms.

I do not want to access the following documents in relation to my request::

Thank you.

Freedom of Information Coordinator

Attention: [REDACTED]

By Email [REDACTED]

Dear [REDACTED]

Freedom of Information Request - Reference 21-108

I refer to your application for access to government information received by Transport Canberra and City Services (TCCS) on 28 October 2021 under the *Freedom of Information Act 2016* (FOI Act). It is my understanding that you are seeking access to the following government information:

“Any documents relating to reforms to motorcycle licensing, as mentioned on page 14 of the ACT Road Safety Action Plan 2020-2023, including communications with external organisations and ministerial briefs; however, documents relating to procurement processes, internal communications about drafting correspondence or motorcycle crash data between 20210 and 2020 can be excluded.”

Timeframes

A decision was due on your application by 25 November 2021. Thank you for agreeing to an extension until 1 December 2021.

Authority

I am an Information Officer appointed by the Director-General under section 18 of the Act to deal with access applications made under Part 5 of the FOI Act.

Decision on access

A search of TCCS records to identify information relevant to your application have been completed. The search identified 26 records (139 pages) within the scope of your access application.

I wish to take this opportunity to draw attention to the current status of this work. As shown in the documents enclosed, a review of motorcycle licensing is at a preliminary stage. At this stage, a draft discussion paper has been created for consultation at a future ACT Road Safety forum. It is intended that the discussions at the future forum will lead to further amendments to the draft. At this time, the date of the ACT Road Safety forum is yet to be determined. I have been advised that community consultation will occur in due course. As such, it is likely that the recommendations and reports may vary before reaching the final stage of the review.

In reviewing the information within these documents, I have decided to provide:

- full access to 17 records; and

- partial access to 9 records.

I have refused access under section 35(1)(c) of the FOI Act to some of the information that you have requested as it is contrary to the public interest to release. I have also removed information where it is outside of the scope of your application. My access decision is detailed further in the following statement of reasons below. The records are enclosed at Attachment B with deletions applied to information that is contrary to the public interest.

Statement of Reasons

In making my decision on disclosing government information, I must identify all relevant factors in schedule 2 of the FOI Act and determine, on balance, where the public interest lies. In reaching my access decision, I have considered the FOI Act in general which favours disclosure of information unless it is found to be contrary to the public interest. I have also identified the following factors as relevant to the information identified as in scope of your request:

Factors favouring disclosure (Schedule 2.1)

- Section 2.1 (a)(i) - promote open discussion of public affairs and enhance the government's accountability;
- Section 2.1 (a)(iv) - ensure effective oversight of expenditure of public funds; and
- Section 2.1 (a)(viii) reveal the reason for a government decision and any background or contextual information that informed the decision.

Factors favouring non-disclosure (Schedule 2.2)

- Section 2.2 (a)(ii) – prejudice the protection of an individual's right to privacy or any other right under the *Human Rights Act 2004*.

I find that it is in the public interest to release most of this information. However, I have found some information within the relevant documents to be contrary to the public interest to disclose.

Information relating to privacy

In reviewing the information in scope of your application, the personal information of third parties was identified, including names and employment position of these parties. I have identified that some of this information is not currently available to the public, and disclosure is likely to prejudice the protection of an individual's right to privacy or any other right under the *Human Rights Act 2004*.

Factors in favour of release can still be met while protecting the personal information of these individuals. The protection of personal information of third parties not currently available publicly outweighs disclosure in this instance; As such, I have found it contrary to the public interest to release this information.

Charges

Pursuant to *Freedom of Information (Fees) Determination 2018* processing charges are applicable where the total number of pages exceeds 50 pages. However, in this instance I have decided to waive the fees as the total number of pages marginally exceeds the fee-free threshold.

Online publishing – disclosure log

Under section 28 of the Act, TCCS maintains an online record of access applications called a disclosure log. Your original access application, my decision and documents will be published in the TCCS disclosure log within 3-10 days from the date of this decision.

Your personal contact details will not be published. You may view the TCCS' disclosure log at http://www.tccs.act.gov.au/about-us/freedom_of_information.

Ombudsman review

My decision on your access request is a reviewable decision as identified in Schedule 3 of the Act. You have the right to seek an Ombudsman review of this outcome under section 73 of the Act within 20 working days from the day that my decision is published in TCCS' disclosure log or a longer period allowed by the Ombudsman.

If you wish to request a review of my decision, you may write to the Ombudsman at:

The ACT Ombudsman
GPO Box 442
CANBERRA ACT 2601
Via email: actfoi@ombudsman.gov.au

ACT Civil and Administrative Tribunal (ACAT) review

Under section 84 of the Act, if a decision is made under section 82 on an Ombudsman review, you may apply to the ACAT for review of the Ombudsman decision.

Further information may be obtained from ACAT at:

ACT Civil and Administrative Tribunal
Level 4, 1 Moore Street
GPO Box 370
CANBERRA CITY ACT 2601
Telephone: (02) 6207 1740
www.acat.act.gov.au

If you have any queries concerning the directorate's processing of your request, or would like further information, please contact the TCCS FOI team on (02) 6207 2987 or email to tccs.foi@act.gov.au.

Yours sincerely



Kristine Scheul
Information Officer

30 November 2021

FREEDOM OF INFORMATION REQUEST SCHEDULE

Please be aware that under the *Freedom of Information Act 2016*, some of the information provided to you will be released to the public through the ACT Government's Open Access Scheme. The Open Access release status column of the table below indicates what documents are intended for release online through open access.

Personal information or business affairs information will not be made available under this policy. If you think the content of your request would contain such information, please inform the contact officer immediately.

Information about what is published on open access is available online at: https://www.cityservices.act.gov.au/about-us/freedom_of_information/disclosure-log

Factors favouring non-disclosure:

Schedule 2.2(a)(ii) - prejudice the protection of an individual's right to privacy or any other right under the *Human Rights Act 2016*.

Reference Number	Description
21-108	Records relating to reforms to motorcycle licensing, as mentioned on page 14 of the ACT Road Safety Action Plan 2020-2023.

Reference number	Page number	Description	Date	Status	Reason for non-release or deferral	Open Access release status
1	1 - 2	Email_ FW_ Agreement - Executive Brief - Commence Motorcycle GLS	29 October 2020	Full disclosure	Not applicable	Information disclosed will be published on the TCCS Disclosure Log with the applicant's personal information redacted.
2	3 - 6	Email_ FW_ Agreement - Executive Brief - Commence Motorcycle GLS- Attachment	29 October 2020	Full disclosure	Not applicable	
3	7	Email_ ACT Motorcycle GLS Review	27 November 2020	Full disclosure	Not applicable	
4	8 - 11	FW_ ACT MGLS	21 January 2021	Partial disclosure	Schedule 2.2(a)(ii)	

5	12 - 13	NSW MGLS Full evaluation & 2020 review	8 February 2021	Partial disclosure	Schedule 2.2(a)(ii)
6	14	MGLS data request - Part 1	22 February 2021	Full disclosure	Not applicable
7	15	MGLS data request - Part 2	22 February 2021	Full disclosure	Not applicable
8	16	Working Draft content for MGLS Discussion Paper	15 March 2021	Full disclosure	Not applicable
9	17 - 34	Working Draft content for MGLS Discussion Paper - Attachment - ACT MGLS Discussion paper_Working DRAFT_15032021 (002)	15 March 2021	Full disclosure	Not applicable
10	35 - 38	Minister Brief - MINS20217102	18 March 2021	Partial disclosure	Out of scope
11	39 - 41	Minister Brief - MINS20217102	18 March 2021	Full disclosure	Not applicable
12	42 - 45	FW_ MGLS- data request	26 March 2021	Partial disclosure	Schedule 2.2(a)(ii)
13	46 - 47	FW_ MGLS data request	29 March 2021	Full disclosure	Not applicable
14	48 - 49	ACT Motorcycle Fatalities Data Analysis	1 April 2021	Full disclosure	Not applicable
15	50 - 51	RE_ Working Draft content for MGLS Discussion Paper	6 April 2021	Full disclosure	Not applicable
16	52 - 82	RE_ Working Draft content for MGLS Discussion Paper - Attachment 1 - ACT MGLS Discussion paper_Working DRAFT_15032021 (002)	6 April 2021	Full disclosure	Not applicable
17	83 - 86	Re_ Motorcycle GLS forum	9 April 2021	Partial disclosure	Schedule 2.2(a)(ii) Out of scope

18	87 - 90	Email_ FW_ Brief on upcoming reviews	16 April 2021	Partial disclosure	Schedule 2.2(a)(ii)
19	91 - 110	Email Brief on upcoming reviews - Attachment - Advisory Note - MIN S2021_7178	16 April 2021	Partial disclosure	Out of scope
20	111 – 112	FW_ Working Draft content for MGLS Discussion Paper	20 April 2021	Partial disclosure	Out of scope
21	113 - 118	FW_ Working Draft content for MGLS Discussion Paper	20 April 2021	Full disclosure	Not applicable
22	119 – 126	RE_ Working Draft content for MGLS Discussion Paper	22 April 2021	Full disclosure	Not applicable
23	127	RE_ Working Draft content for MGLS Discussion Paper - Attachment	22 April 2021	Full disclosure	Not applicable
24	128	Email_ ACT Road Safety Forum	5 May 2021	Partial disclosure	Schedule 2.2(a)(ii)
25	129	Email_ ACT Motorcycle GLS Discuss paper	16 June 2021	Full disclosure	Not applicable
26	130 – 139	Email_ ACT Motorcycle GLS Discuss paper - Attachment - ACT MGLS Discussion paper_DRAFT-FINAL	18 June 2021	Full disclosure	Not applicable

Total number of documents: 26

From: [Stanford, Frances](#)
To: [Woolfe, Leanne](#)
Subject: FW: Agreement - Executive Brief - Commence Motorcycle GLS
Date: Friday, 12 February 2021 12:37:24 PM
Attachments: [Agreement - Executive Brief - Commence Motorcycle GLS.DOCX](#)
[image001.jpg](#)

OFFICIAL

From: Greenland, Karen <Karen.Greenland@act.gov.au>
Sent: Thursday, 29 October 2020 2:02 PM
To: Kemp, Alison <Alison.Kemp@act.gov.au>; Hosking, Kim <Kim.Hosking@act.gov.au>; Stanford, Frances <Frances.Stanford@act.gov.au>
Cc: Ng, Daniel <Daniel.Ng@act.gov.au>; Wang, Cherry <Cherry.Wang@act.gov.au>
Subject: FW: Agreement - Executive Brief - Commence Motorcycle GLS

OFFICIAL

Hi thanks team – have annotated to agree to engage consultant on motorcycle safety and licensing, but as discussed, need to brief incoming Min on the forum timing/focus after we know the views of the College of Road Safety on running a forum in what’s left of this year.

Daniel and Cherry – ccing you given this involves expenditure from the RS budget. As indicated in the attachment we’ll get quotes, but brief the Minister or their office on the motorcycle work plan, for information, ahead of engaging the consultant.

Thanks

Karen

Karen Greenland

Executive Branch Manager, Legislation, Policy and Programs
ACT Justice and Community Safety Directorate

Ph 02 62076244 or karen.greenland@act.gov.au



From: Hosking, Kim <Kim.Hosking@act.gov.au>
Sent: Tuesday, 13 October 2020 9:24 AM
To: Greenland, Karen <Karen.Greenland@act.gov.au>
Subject: Agreement - Executive Brief - Commence Motorcycle GLS

OFFICIAL

Good morning Karen

I briefly discussed the attached with you in the context of an in person forum when Minister Rattenbury was still thinking that was a good idea (I asked for tips on how you organised a COVID friendly LR&G forum). The Minister was softening on an online forum (we run a forum every year). We engaged Teresa (one of the experts mentioned attached) to assist us with our GLS forum last year and she was excellent (helped contextualise the road safety aspects for some of our more reluctant stakeholders).

Happy to discuss how you'd like to receive these requests going forward.

Kind regards,
Kim.

SUBJECT: Proposed approach to review the ACT motorcycle graduated licensing scheme

To: Executive Group Manager, Legislation, Policy and Programs

From: Senior Director – Road Safety and Transport Regulation (RSTR)

Date: 13 September 2020

Purpose

To seek your agreement to the proposed approach to commence a review of the ACT motorcycle graduated licensing scheme.

Background

Graduated Licensing Schemes (GLS) involve a staged approach to driver/rider licensing and were developed to address major crash factors such as age, inexperience and risk taking. GLS are intended to allow novice drivers and riders to develop experience in reduced risk conditions in the first few years of being licensed.

Research evidence supports a graduated licensing approach with restrictions and sanctions that are progressively reduced as experience is gained. This is particularly important for young drivers and riders who are most at risk of crashing in the first 6-12 months of gaining their licence.

Earlier this year the ACT introduced additional requirements to its graduated licensing scheme for learner and provisional drivers based on evidence, a national best practice framework and significant community consultation.

The *ACT Road Safety Action Plan 2020-23* includes an action item, adopted from the previous Action Plan, to review and implement reforms to the licencing requirements for motorcycle riders, in particular learner and provisional motorcycle riders, to reduce road trauma in this vulnerable road user group.

Issues

As at April 2020 the number of motorcycles registered in the ACT was 12,212 and there were over 35,300 active rider licences.

Over the past 10 years (2010-2019) motorcyclists have been involved in 1,230 casualty crashes including 27 fatalities. Motorcycle riders and their pillion passengers were involved in 1.7% of all crashes in the ACT (240 crashes out of a total 14,098 crashes), but due to the lack of protection in a crash accounted for 13.8% of all casualty crashes (98 casualties crashes out of a total 710 casualty crashes).

The current motorcycle licensing framework has been in existence since April 1998. It was amended in 2000 to introduce the Road Ready program, and in 2012 to introduce compulsory pre-provisional motorcycle training and one-year learner rider licence periods.

As part of the driver GLS reforms introduced this year, Road Ready Plus (aka “P-Off”) was removed as an option for drivers and motorcycle riders to undertake to increase their demerit point threshold and stop displaying their P-Plates.

A national best practice framework has not yet been developed for motorcycle licencing; however, most jurisdictions are now looking at strengthening or enhancing their motorcycle licensing schemes. All motorcycle licensing schemes in Australia involve three stages of licensing: learner, intermediate (restricted) and full (unrestricted).

There are also nationally consistent requirements in terms of displaying L plates during the learner stage, being restricted to a Learner Approved Motorcycle Scheme (LAMS) motorcycle during learner and restricted stages and being required to wear an approved motorcycle helmet. Variations exist for minimum age requirements, minimum time in the different stages, mandatory training, assessment requirements, and the nature of restrictions in the different stages (e.g. blood alcohol levels).

Engagement of subject matter expert

It is proposed that RSTR engage an expert in motorcycle safety to research best practice and gather data to inform a review of the ACT’s licensing scheme for motorcycle riders with a focus on learner and provisional riders. RSTR will work with the consultant to prepare a draft position paper that will form the basis of an information forum for relevant stakeholders.

RSTR intends to approach the following experts for quotes and availability to conduct this piece of work:

1. Lisa Wundersitz and Matthew Baldock, from the University of Adelaide’s Centre for Automotive Safety Research. These researchers have been engaged on several ACT road safety community grants and have recently authored a paper on recommendations for motorcycle licensing reforms in South Australia.
2. Teresa Senserrick from the Queensland University of Technology, who was engaged as an expert consultant during the ACT’s driver licensing scheme reforms and has published work on motorcycle safety.
3. Stuart Newstead from Monash University’s Accident Research Centre, co-author of the recent ACT road safety camera program evaluation and has also published work on motorcycle safety.

The expert engaged for this work would complete a literature review of motorcycle licensing and safety, including minimum age/tenure, mentored riding time, training conditions and availability, motorcycle power limits, return rider requirements, the inclusion of Hazard Perception Testing, display of L and P plates, and appropriate demerit point thresholds.

The paper would form the basis of community consultation and could include an online survey in addition to discussion at the 2020 Road Safety Forum, tentatively planned for late November 2020 at the request of Minister Rattenbury.

2020 Road Safety Forum

Each year a Road Safety Forum is held in the ACT with the assistance of the ACT chapter of the Australasian College of Road Safety (ACRS). The ACRS coordinate arrangements for the forum, including arranging guest speakers, sending invitations, setting the agenda, organising a venue and catering.

The forum is usually held at a local venue with between 50-150 people in attendance. Due to the restrictions that are currently in force due to COVID-19, and the likely engagement of an expert from another jurisdiction, it is suggested that this forum be held online in November.

Following the forum, and the conclusion of a community survey, the consultant would write up the findings and recommend reforms for us to consider for implementation in 2021 that will help protect motorcycle riders in the ACT.

Financial Implications

Funding to engage an expert and run the forum is available from the 2020-21 JACS road safety policy budget, estimated at \$20,000.

Recommendations

1. That you agree to engage an expert on motorcycle safety to develop a position paper on the ACT's current motorcycle licensing scheme and provide recommendations on a way forward to improve safety for motorcyclists.

Agree to the seeking of quotes to engage an expert to develop the position paper, noting that this is able to be funded from the RS policy budget. Propose, once we have quotes, and on basis that we will have a new Minister we brief/advise the Minister of the proposed process, ahead of engagement of the preferred consultant.

I assume if the RS forum cost is approx. \$5k, we are anticipating the expert's paper will be around \$15k? Will that be sufficient?

2. That you also agree that the expert will facilitate the 2020 Road Safety Forum in November to consult with stakeholders on potential reforms to the ACT's motorcycle licensing scheme for learner and provisional motorcycle licence holders.

As discussed, propose we first assess interest and capacity of College of RS to run a forum in what's left of 2020 and brief incoming Minister on options:

- (a) Run a forum in early December (with focus on motorcycle safety/licensing)
- (b) Run 2 forums in 2021 (one early and one late) – focus to be determined
- (c) Run no forum in 2020 and stick with only one in 2020 -focus to be determined.

Signatory Name: Alison Kemp
Action Officer: Frances Stanford

Phone: x75891
Phone: x71714

From: [Stanford, Frances](#)
To: [roadsafety](#)
Bcc: [teresa.senserrick@Qut.edu.au](#); [Stuart Newstead](#); [lisa.wundersitz@adelaide.edu.au](#); [Andrea McCrindle](#)
Subject: ACT Motorcycle GLS Review
Date: Friday, 27 November 2020 9:42:00 AM
Attachments: [image001.jpg](#)

OFFICIAL

Good morning,

The ACT Government are looking to engage an expert in motorcycle safety to research best practice and gather data to inform a review of the ACT's licensing scheme for motorcycle riders with a focus on learner and provisional riders.

The expert engaged for this work would complete a literature review of motorcycle licensing and safety, including minimum age/tenure, mentored riding time, training conditions and availability, motorcycle power limits, return rider requirements, the inclusion of Hazard Perception Testing, display of L and P plates, and appropriate demerit point thresholds.

The Road Safety and Transport regulation policy team will then work with the successful consultant to prepare a draft position paper on the ACT's current motorcycle licensing scheme and provide recommendations on a way forward to improve safety for motorcyclist.

The quote should include

- a position paper on the ACT's current motorcycle licensing scheme and provide recommendations on a way forward to improve safety for motorcyclists.
- The costs for the author to facilitate a Road Safety forum in the ACT for stakeholders in the first half of 2021.

A written quote should be forwarded to roadsafety@act.gov.au by 11 December 2020. If you would like any further information please let me know.

Frances Stanford | Assistant Director

Phone: 02 6207 1714 | Email: frances.stanford@act.gov.au

Road Safety and Transport Regulation | Strategic Policy and Customer | Transport Canberra and City Services | ACT Government

Level 3, 480 Northbourne Avenue, Dickson ACT 2602 | GPO Box 158, Canberra ACT 2601 | www.act.gov.au

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A close up of a logo Description automatically generated



From: [Owen, Matt](#)
To: [Stanford, Frances](#)
Cc: [Woolfe, Leanne](#)
Subject: FW: ACT MGLS
Date: Thursday, 21 January 2021 1:29:51 PM
Attachments: [image001.png](#)
[image002.jpg](#)

OFFICIAL

Hi Fran,

As discussed this is the email that went to our NSW counterpart [REDACTED] about the ACT MGLS. If you're happy with it I'll send it to Teresa.

Matt

Matt Owen | Senior Policy Officer
Phone: 02 6207 8041 (ext. 078041) | Email: matt.owen@act.gov.au
Road Safety and Transport Regulation | Strategic Policy and Customer
Transport Canberra and City Services | ACT Government
Level 3, 480 Northbourne Avenue, Dickson ACT 2602 | GPO Box 158, Canberra ACT 2601
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From: Owen, Matt
Sent: Thursday, 24 December 2020 10:32 AM
To: [REDACTED]@transport.nsw.gov.au>
Subject: ACT MGLS

OFFICIAL

Hello [REDACTED]

This is Matt from the ACT Government following up from our phone call last week. I have included some information about the motorcycle graduated licensing scheme (MGLS) in the ACT. I speak for my team when I say that we are looking forward to talks with other jurisdictions about the development of a national best practice MGLS.

[Overview of the MGLS in the ACT](#)

The current motorcycle licensing framework in the ACT has existed since April 1998. The MGLS has only been amended twice since 1998. It was first amended in 2000 to introduce the Road Ready program, which allowed riders to increase their demerit point threshold and to have the option of removing their P-plates if they completed an additional training course known as Road Ready, however this was repealed on 1 January 2020. The second amendment to the ACT MGLS was in 2012 when compulsory pre-provisional motorcycle training and one-year learner rider licence periods were introduced.

As at April 2020 the number of motorcycles registered in the ACT was 12,212. In September 2020 the ACT Government committed to reviewing the ACT MGLS. This follows changes to the graduated licensing scheme for learner and provisional drivers which were introduced on 1 January 2020.

Obtaining a Learner Rider Licence in the ACT

Applicants for a learner motorcycle licence who have never held a driver licence of any type are required to complete a Pre-learner Car Licence Training Course, which includes a Road Rules Knowledge Test which is valid for two (2) years. The client must also undertake a Pre-learner Rider Training Course before they are eligible to obtain a learner rider's licence. Evidence of completion of the course must be presented to an Access Canberra service centre within one (1) month of successfully completing the course.

A learner car licence is valid for 5 years. A learner rider licence is valid for 1 year. The minimum age for a driver's licence is 15 years and 9 months and the minimum age to obtain a rider's licence is 16 years and 9 months.

Learner Rider Restrictions in the ACT

Car learner drivers (Class C) and motorcycle learner riders (Class R):

- are restricted to driving with zero blood or breath alcohol concentration, and;
- must display 'L' plates.

Learner Riders must also:

- not ride motorbikes if being used for the carriage of any person except the learner;
- not ride motorbikes with a power to weight ratio greater than 150 kw/tonne; and
- not tow a trailer or another vehicle (class C may tow small trailers not exceeding 750 kg GVM).

Note: ACT learner licences are issued without a condition limiting the maximum speed that a learner may drive (or ride), so the learner may drive at the posted speed limits in the ACT (the same as full licence holders). ACT learner and

provisional licence holders travelling interstate must refer to the relevant jurisdiction they are travelling to/through for any additional road rules while driving.

Obtaining a Provisional Rider Licence

An applicant for a provisional rider licence must have held their learner licence for at least 3 months before attempting a riding test. The Road Transport Authority does not credit the learner licence experience period on a car driver licence towards rider tenure, or vice versa. Learner riders are required to successfully complete the pre-provisional course, including the pre-provisional rider assessment. Learner riders are required to present the certificate of competency to an Access Canberra service centre within 1 month of successfully completing the pre-provisional rider assessment, in order to be issued with a provisional rider licence.

Restrictions for Provisional Licences

Provisional motorcycle riders:

- are restricted to driving with zero blood or breath alcohol concentration; and
- must display 'P' plates;

Provisional motorcycle licence holders, within the first 12 months, must also not:

- ride motor bikes or motor trikes with a power to weight ratio greater than 150kW/tonne;
- carry a pillion passenger; and
- tow any vehicle (including a trailer).

Note: ACT provisional licences are also issued without a condition limiting the maximum speed that a learner may drive (or ride), so the learner may drive at the posted speed limits in the ACT (the same as full licence holders). ACT learner and provisional licence holders travelling interstate must refer to the relevant jurisdiction they are travelling to/through for any additional road rules while driving.

Further note: the ACT MGLS does not feature a P1 and P2 stage like the driver GLS.

Obtaining a Full Rider Licence

A motorcycle provisional licence must be held for a three year period prior to having a full licence issued. However, if a full car licence is held, the motorcycle provisional licence must only be held for 12months.

I hope this is of some help/interest to you! Please let me know if anything is

unclear.

Best wishes for a safe and happy Christmas/New Year period,

Matt

Matt Owen | Senior Policy Officer

Phone: 02 6207 8041 (ext. 078041) | Email: matt.owen@act.gov.au

Road Safety and Transport Regulation | Strategic Policy and Customer

Transport Canberra and City Services | ACT Government

Level 3, 480 Northbourne Avenue, Dickson ACT 2602 | GPO Box 158, Canberra ACT 2601

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From: [Stanford, Frances](#)
To: [Stanford, Frances](#)
Subject: NSW MGLS Full evaluation & 2020 review
Date: Monday, 8 February 2021 1:06:27 PM
Attachments: [Summary report - evaluation of the NSW motorcycle graduated licensing sc....pdf](#)
[Full report - evaluation of the NSW MGLS - October 2019.pdf](#)
[Blackman et al. 2020. Review of post-licence motorcycle rider training i...pdf](#)
[image005.jpg](#)
[image006.png](#)

OFFICIAL

From: [REDACTED]@transport.nsw.gov.au>
Sent: Thursday, 4 February 2021 12:59 PM
To: Owen, Matt <Matt.Owen@act.gov.au>; [REDACTED]@transport.nsw.gov.au>; [REDACTED]@transport.nsw.gov.au>; [REDACTED]@transport.nsw.gov.au>; [REDACTED]@transport.nsw.gov.au>; [REDACTED]@transport.nsw.gov.au>; Woolfe, Leanne <Leanne.Woolfe@act.gov.au>; Bond, Elizabeth <Elizabeth.Bond@act.gov.au>; Stanford, Frances <Frances.Stanford@act.gov.au>; Nicolls, Georgia <Georgia.Nicolls@act.gov.au>; Paule, Rod <Rod.Paule@act.gov.au>
Subject: Follow up - MGLS policy discussion: ACT and NSW

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi everyone

It was great to meet you all earlier this week and learn more about the ACT MGLS. As discussed, please find attached the summary report and full report of the NSW MGLS evaluation undertaken by Transport and Road Safety Research, UNSW Sydney, as commissioned by the NSW Centre for Road Safety. The summary is publically available. However, the full report is not publically available and is not for further distribution. Also attached is the returning rider research also mentioned at the meeting.

Please reach out if you have any questions about any of the reports or otherwise.

Many thanks

[REDACTED]

[REDACTED]
[REDACTED]

Centre for Road Safety
Safety, Environment and Regulation

Transport for NSW

[REDACTED]

Official: Sensitive - NSW Government



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From: [Woolfe, Leanne](#)
To: [Owen, Matt](#)
Cc: [Stanford, Frances](#)
Subject: MGLS data request - Part 1
Date: Monday, 22 February 2021 12:35:00 PM
Attachments: [Fatal Register.xls](#)
[ACT Roads Fatal Crash Safe System Review - Progress Report.pdf](#)
[2013 Fatal Crash Reports_Redacted.pdf](#)
[2011 Fatal Crash Reports_Redacted.pdf](#)
[2007 Fatal Crash Reports_Redacted.pdf](#)

OFFICIAL

Hi Matt,

This is the data we received for the GLS from ACT Policing.

Are you able to please put together a spreadsheet from this working out what data we have and what data might be missing?

Once we know the gaps we can make a request to ACT Policing for the additional data for MGLS.

Let me know if you have any questions.

Thanks

Lee

From: [Woolfe, Leanne](#)
To: [Owen, Matt](#)
Cc: [Stanford, Frances](#)
Subject: MGLS data request - Part 2
Date: Monday, 22 February 2021 12:35:46 PM
Attachments: [CARS - all crashes.zip](#)
[Fatal Crash Reports not Provided_Redacted.pdf](#)
[2010a Fatal Crash Reports.pdf](#)
[2012 Fatal Crash Reports_Redacted.pdf](#)
[2015 Fatal Crash Reports_Redacted.pdf](#)
[2009 Fatal Crash Reports_Redacted.pdf](#)
[2016 Fatal Crash Reports_Redacted.pdf](#)

OFFICIAL

From: [Teresa Senserrick](#)
To: [Stanford, Frances](#)
Cc: [roadsafety](#); [Owen, Matt](#); [Woolfe, Leanne](#); [Ross Blackman](#)
Subject: Working Draft content for MGLS Discussion Paper
Date: Monday, 15 March 2021 3:45:13 PM
Attachments: [image001.jpg](#)
[ACT MGLS Discussion paper Working DRAFT 15032021.docx](#)

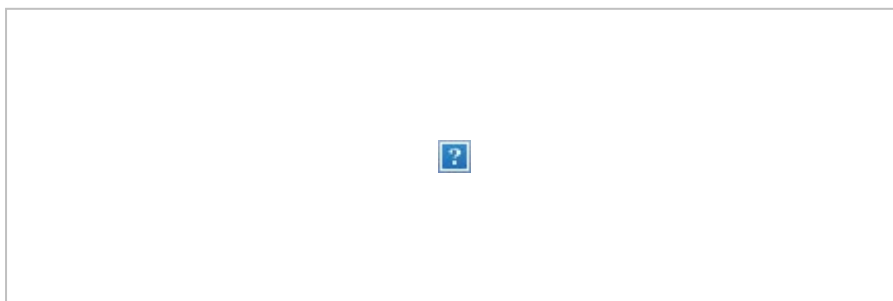
CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi Fran,

Please find the working draft for the 'guts' of the Discussion Paper, with options for ACT Gov as discussed. We look forward to your feedback. (Apologies if I missed copying in anyone.)

Kind regards,
Teresa

Teresa Senserrick PhD
Professor



Queensland University of Technology
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t: +61 7 3138 8418 | e: teresa.senserrick@qut.edu.au
w: <https://staff.qut.edu.au/staff/teresa.senserrick>

I acknowledge the Turrbal and Yugara as the First Nations owners of the lands where QUT now stands and pay respects to their Elders, lores and creation spirits

ACT Gov Discussion paper WORKING DRAFT 15/03/2021

Review of ACT Licensing, Training and Testing Requirements for Motorcycle Riders

TITLE PAGE etc. – for ACT Gov to complete

- Title page
- Minister comment
- TOC

INTRODUCTORY/BACKGROUND 'CHAPTER' – for CARRS-Q to draft, ACT Gov to complete

Introduction/Background/Overview section

- No substantial review since framework implemented April 1998
 - Any relevant info previous internal review
- Now advances in implementation and evaluation – time to review and make updates to align with best practice.
 - Current commitment In ACT Road Safety Action Plan 2020-2023, and Vision Zero current Strategy 2020-2025.
 - Potentially following changes to driver GLS and awareness campaigns
 - Other Australian jurisdictions have or now updating
- Latest overarching statistics: from literature and/or ACT specific increased popularity, also crashes/injuries/fatalities, novice only stats if available
- Background to MGLS evidence base
 - less rigorously implemented and evaluated compared to driver GLS
 - US cross-jurisdictional study found states with GLS had lower fatalities than those without (McGwin et al, 2004: when analysed by vehicle miles travelled, not by number of licensed motorcyclists – check updates).
- Concurrent focus on returning riders
 - not MGLS per se as already licensed, but stats / why concern
 - therefore including discussion points for feedback in extra section to this doc

Current MGLS section

[from 2011 REVIEW DOC – including diagram? plus Matt Owen notes for any updates]

The current ACT licensing structure and the process is...

DISCUSSION 'CHAPTER' ON VARIOUS MGLS COMPONENTS – requested, proposed additional

Proposal 1: Increase the minimum learner licence age to 17 years and conduct an impact assessment of potential higher age requirements (with exemptions)?

Minimum age section

Setting the minimum age permitted for a learner motorcycle licence presents a challenge to balance safety and ethical needs of the ACT community. Learning to drive a car under supervision is a very

Summary of Comments on 20210315 - Working Draft content for MGLS Discussion Paper - Attachment - ACT MGLS Discussion paper_Working DRAFT_15032021 (002).pdf

Page: 1

Number: 1 Author: Teresa Senserrick Date: 15/03/2021 1:31:00

PM

Blue highlights – to discuss with ACT Gov

safe time prior to the high-risk early provisional period. In contrast, inexperienced riders face high demands from the very first day they ride on a learner licence.

[Any ACT specific statistics to include?]

From a safety perspective, high-quality studies show that young age (teenage years) greatly increases motorcyclist crash risk, even when taking riding experience into account.ⁱ Further, this role of age is even greater for novice riders than novice drivers, who can only drive independently from age 17 years in the ACT. Therefore, for safety and equity reasons, it could be argued that the minimum learner motorcycle licence age at least should be raised to age 17 years.

Other Australian states argue for even stronger requirements. In Queensland, a minimum of 12 months on a provisional driver licence must be completed before applying for a motorcycle licence. As the minimum driver licence age is 17 years in Queensland, this results in a minimum learner motorcycle licence age of 18 years. This approach assumes safety skills developed as a driver will transfer to safer motorcycle riding, such as hazard perception. However, the research evidence of this is mixed.ⁱⁱ A Queensland evaluation suggests that reduced crash benefits occur, not just by delaying licensure, but due to fewer people applying for a licence overall.ⁱⁱⁱ

In February 2021, the South Australian Parliament introduced a Bill to increase the minimum learner motorcycle licence age from 16 to 18 years, or 17 years if holding a provisional car licence.^{iv} The Bill also proposes allowing licensing from age 16 if living in regional areas and travelling for education, work or sport. Such an approach balances overall safety with trade-offs in equity due to practical needs in areas with limited alternative transport option. Whether such an approach might suit the ACT is an ethical question.

It is proposed that the minimum learner age be raised to 17 years. Further impact assessment is required before older ages are considered. Responses to this discussion paper will inform acceptability.

Discussion Question 1.1: Should the minimum age for learner motorcycle licences be increased?

- a. No. It should remain at 16 years 9 months.
- b. Yes. It should be increased to 17 years.
- c. Yes. It should be increased to 18 years.
- d. Yes. It should be increased by requiring a driver licence first.

Discussion Question 1.2: Should exemptions apply to the minimum age requirement for learner motorcycle licences?

- a. No. Everyone should have the opportunity at the same age.
- b. Yes. Exemptions should apply in regional areas if required for essential needs, such as education, work or sport.

Proposal 2: Update pre-learner courses and assessments to include on-road riding

Pre-learner courses, knowledge test and practical test section

Another factor that influences the minimum age decision is how well we can prepare new riders to ride safely. Currently, the ACT requires new riders to undertake two stages of education and assessment:

Page: 2

📄 Number: 1 Author: Teresa Senserrick Date: 15/03/2021 3:15:00 PM

Could propose these options also

- Road Ready Course and Road Rules Knowledge Test – a 10-hour course.
- Pre-Learner Licence Course, including practical assessment – a 9-hour course.

[Any ACT specific statistics/evaluations to include?]

International reviews and evaluations show benefits of mandatory pre-licence courses for motorcyclists, including knowledge and practical tests.^v This supports these measures in the ACT.

However, increasingly it is recommended that such courses and assessment for the learner licence should include on-road riding.^{vi} For example, in 2015 the Organisation for Economic Co-operation and Development or OECD (of which Australia is a member country) and International Transport Forum recommended off assessment of technical riding skills in an off-road location followed by testing of traffic skills on-road.^{vii} In 2018, the European Union required on-road assessment to qualify for its quality rating system for motorcycle training.^{viii} **1**

Victoria introduced on-road riding in their pre-learner motorcycle course in 2016 and Tasmania in 2017. This is too early to have objective evaluations, but feedback is very positive. Queensland includes on-road training later during the learner stage, and New South Wales later again, during the pre-provisional licence test course.

The content of the Road Ready course and assessments have not been updated since <year XXXX >. A review should be commissioned to assess changes needed to ensure these are meeting best practice. It is proposed that on-road riding should be included in revised pre-learner courses and assessments.

Discussion Question 2: Should the review of pre-learner motorcycle courses and assessments include on-road riding?

- a. Yes. It is much safer to be on the road for the first time with a qualified riding instructor.
- b. No. On-road riding should be included later.
- c. No. None of the courses should include on-road riding.

Proposal 3: Apply power-to-weight restrictions throughout the provisional licence period

Motorcycle power limits section

Currently, ACT learner and first-year provisional riders are restricted from riding motorcycles with a power to weight ratio greater than 150 kw/tonne. International evaluations conclude strong support for this measure, in particular for sports bike types, rather than a restriction on engine capacity alone.^{ix} **3**

While this can present challenges to enforce specifically, such as if heavy weights are added to a motorcycle, the accompanying restrictions from towing reduce the amount of addition weight possible.

All other Australian states and territories restrict learners from riding higher powered vehicles as well as provisional riders for the entire provisional period, with the exception of Tasmania. Tasmania, like the ACT, only restricts provisional riders during the first year. Some riders report waiting until this restriction is lifted before buying their own motorcycle. As such, they do not get much riding experience in the lower conditions intended by the graduated licensing scheme.

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🗨️ Number: 1 Author: Teresa Senserrick Date: 15/03/2021 3:16:00 PM

Some grey text as optional
this as for your information but might be too much to include in the public discussion paper

🗨️ Number: 2 Author: Ross Blackman Date: 11/03/2021 11:08:00 AM

Worth noting that max 660cc engine size applies under other Aust LAMS, restricting novices from the largest & heaviest models.
Potential question 3c?

🗨️ Number: 3 Author: Teresa Senserrick Date: 15/03/2021 3:17:00 PM

Based on discussion today, will add in LAMS specific text also

It is proposed that power-to-weight restrictions apply to the entire provisional rider period.

Discussion Question 3: Should power-to-weight ratio restrictions apply for the entire provisional licence period?

- a. Yes. These help keep new riders safe.
- b. No. Riders should be able to ride any motorcycle after one year as a provisional rider.

Mentored riding time section

An alternative to requiring on-road training is to require learner motorcyclists to be supervised. This might also seem equitable to learner drivers. However, these experiences are very different and it can be harder for new riders to find a qualified rider to supervise them.

In a car, the supervisor can see mostly the same views as the driver, can help with vehicle controls if needed and can also talk safely with the driver to provide tips and coaching 'in the moment'.

An accompanying supervisory rider must keep a safe distance from the novice rider and cannot share the view or provide immediate help or advice. This also can increase risk for supervisory riders when too focused on the learner and not their own riding. (Professional instructors have specialty training and supports to manage these conditions.)

The alternative is for a supervisor to be a pillion passenger. This is not permitted for learner riders in the ACT for good reason. Much research shows that this greatly impacts the handling of the motorcycle and increases crashes and injury, with the pillion at even greater risk than the rider.^x

Supervisory riders are required during the first stage of learning in Queensland and Western Australia. There is no evaluation to support this. Many riders reportedly wait out the time periods without any riding experience due to lack of supervisor. No change is recommended for the ACT.

Discussion Question 4: Should revisions be made to require learner motorcyclists to be supervised?

- a. No. This is not safe or practical for many.
- b. Yes. This should be introduced instead of mandatory training.
- c. Yes. This should be introduced as well as mandatory training.

Proposal 4: Introduce a night riding restriction for learner riders between midnight and 1¹⁵ am

Night riding restriction section

Compared to the much fewer hours we spend travelling at night than during the day, road collisions are much more likely at night.^{xi} This includes motorcyclists and not just new riders.^{xii} This is in part due to poorer visibility, but also because more people are tired or under the influence of alcohol at this time, particularly during the late night through to early morning hours.^{xiii}

[Any ACT specific night crash stats to include?]

International evaluations conclude that restricting new riders from riding at night is among the most common effective graduated licensing restrictions for new riders.^{xiv} This allows them to gain experience in lower risk conditions before being exposed to the much greater risk at night.

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📄 Number: 1 Author: Teresa Senserrick Date: 15/03/2021 3:18:00 PM

Or could have as 11pm and potentially introduce as midnight

South Australia has introduced a night riding restriction for learner riders aged under the age of 25 who do not have at minimum a second-year provisional driver licence. The restricted hours are from midnight to 5 am. Such restrictions also exist for South Australian novice drivers, as well as those in Western Australia, and also in Queensland where the restriction begins at 11 pm.

Research with novice riders in New South Wales also suggests most do not ride very often at night, if at all, during the learner stage.^{xv} This suggests there might be minimal disruption from introducing this restriction. In driver licensing schemes, such a restriction generally includes exemptions such as those for minimum age: education, work or sport.^{xvi}

It is proposed to introduce a night riding restriction for learner riders from **midnight** to 5 am.

Discussion Question 5: Should a night riding restriction be introduced for learner motorcyclists?

- a. Yes. This should apply to all learners.
- b. Yes. But there should be exemptions for reasons such as education, work or sports.
- c. No. Learners will only ride at night when they are ready anyway.

Proposal 5: Update the Pre-Provisional Licence Training Course to include on-road riding

Minimum and maximum learner tenure and pre-provisional licence training

In 2012, the maximum learner period for motorcyclists was reduced from two years to one year and the Pre-Provisional Licence Training Course was introduced. The minimum tenure is 3 months. This is in keeping with evaluations indicating benefits of further training to new riders.^{xvii} As such, it is best not to require a very lengthy learner period.

The same minimum and maximum tenure applies in New South Wales, whereas Victoria increased the maximum to 15 months when removing the option to apply for a 3-month extension. Queensland also has a 3-month minimum, whereas Tasmania has a 6-month minimum and 12-month maximum. No changes are proposed to the tenure of the learner licence.

Since the changes to the ACT requirement, the need to include on-road training (or more specifically 'coaching') as part of the pre-provisional licence course and assessment has been increasingly recommended, as well as on-road assessment, as noted earlier for the learner licence.^{xviii} **It is proposed that the course and assessment should be revised to include on-road riding.**

Discussion Question 6.1: Should the minimum learner licence tenure remain as 3 months?

- a. Yes. This allows regular riders to return for more training and assessment.
- b. No. The minimum tenure should be longer.

Discussion Question 6.2: Should the maximum learner licence tenure remain as 12 months?

- a. Yes. This ensures riders return for more training and assessment.
- b. No. The maximum tenure should be longer.

Discussion Question 6.3: Should the Pre-Provisional Licence Training Course and assessment include on-road riding?

- a. Yes. On-road riding should be essential to progress to the provisional licence.
- b. No. On-road riding should not be included in this course. **1**

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📄 Number: 1 Author: Teresa Senserrick Date: 15/03/2021 3:20:00 PM

Could also address logbook hours here – without proposing any change, but with discussion question (although what then if there is community will to introduce? As discussed, not recommended as can be counterproductive by encouraging more or types of riding before the learner is ready)

Proposal 6: Introduce a motorcyclist-specific hazard perception test for the provisional licence

Hazard Perception Testing section

<Add evidence motorcycle specific tests – none validated, reliable, inconsistent evidence of potential benefits if driver test for motorcyclists also>

<Setting a test provides the motivation to practice / gain the skills necessary to pass, irrespective of test quality>

<Other states include for Provisional licence: SA and Vic = Yes, unless a driver licence; WA Yes after min 6 mo on Ls, unless driver full licence>

<Austroads HPT available – could review and/or develop specific to ACT>

<recommend introduce for P licence>

Discussion Question 7: Should riders need to pass a motorcycle specific hazard perception test for provisional licence?

- a. Yes. Hazard perceptions skills are too important not to include.
- b. No. This will just delay riders,

Display of L and P plates section

The requirements for new riders to display L and P plates supports the ACT Police to enforce motorcycle graduated licensing regulations and also apply in the graduated driver licensing scheme. It can provide an incentive for the rider to follow the rules, and also signals to other road users to allow that the rider may be inexperienced.^{xix}

All Australian states and territories require learner motorcyclists to display L plates. Victoria further requires learners to wear an approved high-visibility vest or jacket. While initially this was resisted, wearing 'hi-vis' vests has become popular among other (licensed) riding groups. Others suggest it prompts learners to rush through to a provisional licence. This also can be positive, as the rider must then complete further mandatory training and assessment. However, it can be negative for those who would otherwise take more time as a learner or potentially choose not to progress to a provisional licence. As yet, there is no clear evaluation to support introducing this requirement in the ACT, but it will be monitored. **2**

All other Australian states and territories require at least first-year provisional motorcyclists to display P plates, although the Northern Territory, Queensland and South Australia exempt riders who also hold a driver licence. In New South Wales and Western Australia, a red P plate is displayed for the first year and a green P plate for the remainder of the provisional period (an additional two years in New South Wales).

P plates were only recently introduced in Hong Kong, along with specific restrictions and requirements for 12 months. This resulted in significant reductions in rider crashes and injuries, including fatal injuries.^{xx}

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🗨️ Number: 1 Author: Teresa Senserrick Date: 15/03/2021 3:25:00 PM

Or, should the ACT introduce/develop...

🗨️ Number: 2 Author: Teresa Senserrick Date: 15/03/2021 3:25:00 PM

Option to include and have a discussion question on whether to introduce hi-vis for Ls

Enforcement is shown to be an important factor in being sure rules and regulations are followed, without evidence of negative unintended consequences among motorcyclists.^{xxi} No changes to the ACT requirements to display L and P plates are proposed.

Discussion Question 8.1: Should learner riders need to display L plates?

- a. Yes. These are important for safety.
- b. No. These encourage riders to rush through the learner licence.

Discussion Question 8.2: Should provisional riders need to display P plates?

- a. Yes. These are important for safety, throughout the provisional period.
- b. Yes. But only for the first year of the provisional period.
- c. No. P plates should not be required.

Proposal 7: Reduce the learner rider demerit point threshold to 4 points

Appropriate demerit point thresholds section

Both inexperience and risk-taking are key factors in novice rider crash and injury risk.^{xxii} *[Any ACT specific statistics/evaluations to include?]* Most graduated licensing requirements and restrictions address inexperience. That is, they aim to allow new riders to develop experience in safer riding conditions. Reducing demerit point thresholds aims to address the risk-taking factor.

The system of licence demerit points and reduced thresholds for novice riders is somewhat unique to Australia. As such, there is limited specific evaluation, although support exists for licence point systems in general.^{xxiii} Research from Spain also provides indirect support, with introduction of a tougher penalty system leading to a significant decline in crashes and injuries.^{xxiv}

Learners are among the newest riders and so might make more mistakes. Therefore it could be argued a higher threshold is more appropriate while they are learning. It might also discourage riders from rushing to a provisional licence. However, this is also the highest risk time for crashes and so extra care should be encouraged at this time. Many provisional riders also have limited experience and may view the lower points as unfair or lacking equity.

All other Australian states and territories include lower demerit point thresholds for learner riders: mostly 4 points, although the Northern Territory and Victoria allow 5 points within 12 months. The same thresholds apply for provisional riders at least for the first year. After one year, the threshold increases to 7 points in New South Wales and 8 points in Western Australia.

All ACT learner and provisional drivers have a 4 point demerit point threshold throughout the entire tenure period.

It is proposed that ACT learner riders have a 4 point demerit threshold. No changes are proposed to the provisional licence demerit point threshold.

Discussion Question 9.1: Should the learner rider demerit point threshold be reduced to 4 points?

- a. Yes. It should be the same as the provisional rider threshold.
- b. No. Learner riders make more mistakes so the threshold should stay at 12 points

Discussion Question 9.2: Should the provisional rider demerit point threshold increase after the first year?

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🗨️ Number: 1 Author: Ross Blackman Date: 11/03/2021 11:58:00 AM
Big difference 4 to 12. Is there an in-between option?

🗨️ Number: 2 Author: Teresa Senserrick Date: 15/03/2021 3:26:00 PM
Could reword whether L & P1 are the same and then how many points each

- a. No. It should stay the same.
- b. Yes. It should increase to 7 points.
- c. Yes. It should increase to 8 points.

[Check if need phone restrictions? Technology has advanced to Bluetooth and integrated helmets, so if not covered by other legislation than need to add specifically]

DISCUSSION 'CHAPTER' ON RETURNING RIDERS

Initiatives for returning riders section

[Intro section – move to Intro at the start of the Discussion paper]

Australia has seen an increase over the last two decades in the involvement of older riders in motorcycle crashes. In the year 2000, riders aged 40 years or older comprised 25% of motorcycle rider fatalities on Australian roads. This proportion has increased steadily to see this age group comprise 53% of fatalities in 2020 (Australian Road Deaths Database). This trend appears in part to be attributable to an overall ageing of the motorcycle rider population, but the involvement of riders who have recently returned from an extended break from riding has also been considered in research and in stakeholder discussions. Specifically, it has been suggested that an extended break from riding can lead to a deterioration in technical skills, awareness and hazard perception. It is also possible that being unfamiliar with a particular motorcycle or motorcycle type may lead to elevated crash risk. As yet, the evidence is inconclusive regarding crash risk of returning riders compared with those who have continued riding since obtaining a licence. Two of the main issues in obtaining reliable and conclusive evidence are (1) the difficulty of identifying returning riders in crash data and (2) measuring the amount of riding they do. Complicating this even further, previous research has noted that there is no clear or consistent definition of 'returning' or 'returned' riders. Considerations in defining returning riders include the following, with the first three being primary considerations:

- Length of break from riding
- Length of time since returning
- Distance travelled since returning
- Amount of time and/or distance travelled prior to taking an extended break (riders with little previous experience may not be considered to have 'returned'. Is there a minimum age?)
- Frequency or regularity of riding (pre-break and/or post-break)

Proposal 8: Introduce incentives for post-licence rider training for returning riders

<Evidence background>

Refresher training for returning riders is one potential avenue to help reduce crash risk associated with a lack of recent experience, and there is general support for this and other forms of post-licence training among stakeholders. However, the limited formal evaluations of relevant courses offer little conclusive evidence of their effectiveness in reducing crashes.^{xv} Moreover, there is a wide range of courses available that a returning rider may voluntarily undertake, with no standardised curricula across course types or training providers. A recent review of NSW post-licence rider training

suggested that some fully licensed riders lack basic skills.^{xxvi} This review also considered the existing relevant research:

Research in Australia also indicates that most riders do not undertake PLRT (Haworth, Rowden, Wishart, Buckley, & Watson, 2012), but the perceived value of rider training in general has been shown to increase with age, with riders in their fifties tending to value it most highly (Sakashita, Stephen, Senserrick, Lo, & Ivers, 2014). Interestingly, Sakashita et al. (2014) also found that perceived value of training declined with participation, but these results may be related to the type of training and participant recruitment and selection in their study. While there is likely some self-selection for PLRT for safety reasons, perceived value may not always relate to safety; participants seeking to primarily to increase skills may suffer from overconfidence and increased crash risk as a result of PLRT (Kardamanidis et al., 2010). **1**

[Any ACT specific statistics/evaluations to include?]

<Other states and territories>

Fully licensed riders are not required in any Australian State or Territory to undertake further training or assessment to ensure that competency is maintained. Some insurance providers offer small incentives for participation. The ACT Government is considering additional incentive options... <add what options? underwrite insurers? licence fee discount? etc>

Discussion Question 10: Should the ACT Government introduce incentives for post-rider licence training?

- a. Yes... <add what>
- b. No...

END 'CHAPTER' – HAVE YOUR SAY – for ACT Gov to complete how etc?

- Concluding comments
- Further information (e.g., ACT website)
- Have your say / How to
- Next steps

REFERENCES SECTION – CARRS-Q TO COMPLETE **2**

ⁱ Mullin et al, 2000)
Sexton et al, 2004)

ⁱⁱ Horswill & Helman, 2003; Liu et al, 2009) (Mullin et al, 2000) Scully, Newstead & Keall (2014).

ⁱⁱⁱ Haworth, Rowden & Schramm (2010)

^{iv} <https://www.premier.sa.gov.au/news/media-releases/news/marshall-governments-landmark-changes-to-motorcycle-graduated-licensing-scheme-gain-traction>

^v Araujo et al (2017); (Daniello et al, 2009) (McGwin et al, 2004) Pérez et al (2009)

^{vi} OECD/ITF (2015) (DVR, 2018) VIC [Senserrick T, McRae D, Wallace P, de Rome L, Rees P, Williamson A (2017). *Enhancing Higher-order Skills Education and Assessment in a Graduated Motorcycle Licensing System. Safety* 3(14). doi:10.3390/safety3020014. Available at <https://pdfs.semanticscholar.org/8aef/2aa1966c61d99069d78ad2608ba7b2f7ad9d.pdf>

^{vii} OECD/ITF (2015)

^{viii} (DVR, 2018)

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🗨️ Number: 1 Author: Teresa Senserrick Date: 15/03/2021 3:28:00 PM

Will convert this into Discussion Paper text with references at the end

🗨️ Number: 2 Author: Teresa Senserrick Date: 15/03/2021 3:36:00 PM

(Currently placeholder end Notes – we will revise with complete details in the full draft version)

^{ix} international power-to-weight refs

^x Christie, 2014; a peer-reviewed article that critiqued and collated the findings of 11 prior reviews on motorcyclist safety interventions (Araujo et al, 2017), a 2015 OECD/ITF (2015) report and APEC (Haworth et al, 2011) report, a new EU Training Quality Label initiative guidelines (DVR, 2018) and one American (Daniello et al, 2009) and two Australian reviews not otherwise fully captured by these (Baldock, 2018; Mitsopoulos-Rubens et al, 2009).

^{xi} add night crash stats

^{xii} (Haworth et al, 1997)

^{xiii} add night crash factor refs

^{xiv} (McGwin et al, 2004)

^{xv} Liz de Rome Novice Rider Project paper

^{xvi} Senserrick & Williams 2015

^{xvii} Araujo et al, 2017) (Daniello et al, 2009) (McGwin et al, 2004) (NOTE: This contrast to new drivers who benefit from long periods of supervised driving as a learner, with mixed support for additional benefits of post-licence training.)

^{xviii} Same as vii

^{xix} (e.g., Christie, 2014).

^{xx} Wu & Loo (2017)

^{xxi} any MC specific enforcement studies to cite?

^{xxii} inexperience and risk-taking factor refs

^{xxiii} add licence point refs

^{xxiv} (Novoa et al, 2011)

^{xxv} Kardamanidis 2010

^{xxvi} Blackman 2020

Transport Canberra and City Services

To: Minister for Transport and City Services Tracking No.: MIN S2021/7102

Date: 10/03/2021

From: Executive Branch Manager, Strategic Policy and Customer

Through: Director General, Transport Canberra and City Services
A/g Deputy Director General, Transport Canberra and Business Services

Subject: Motorcycle Graduated Licensing Scheme (MGLS) Forum

Critical Date: In the normal course of business

Recommendations

That you:

1. Agree to hold a Road Safety Forum in early May 2021, supported by the Australasian College of Road Safety, to engage stakeholders on possible reforms to the motorcycle graduated licensing scheme; and

Agreed / Not Agreed / Please Discuss

2. Note that Professor Teresa Senserrick has been engaged as a subject matter expert to draft a policy paper with recommendations to reform the ACT motorcycle graduated licensing scheme, and to facilitate the forum.

Noted / Please Discuss

Chris Steel MLA  10/3/21

Minister's Feedback

Background

1. Graduated licensing schemes (GLS) establish a staged approach to licensing, with restrictions and sanctions gradually reduced over time as experience and skill is increased. Evidence supports this approach in addressing major crash factors such as age, inexperience and risk taking.
2. In 2020 a range of reforms were made to the GLS for drivers in the ACT. In particular, new restrictions for provisional stage 1 (red P-plates) and provisional stage 2 (green P-plates) license holders were introduced. This brought the ACT into line with the national best practice framework.
3. The ACT has a separate GLS for motorcycles, known as the motorcycle graduated licensing scheme (MGLS). The MGLS was introduced in April 1998. It was amended in 2000 to introduce the Road Ready training program (now repealed), and in 2012 to introduce compulsory pre-provisional motorcycle training and one-year learner rider licence periods.
4. Since 2015, the ACT chapter of the Australasian College of Road Safety (ACRS) has helped the ACT Government organise an annual ACT Road Safety Forum on a particular theme. The ACRS is a peak membership association for road safety professionals, advocates and members of the public who have an interest in saving lives and preventing serious injuries on our roads. The ACRS coordinate arrangements for the forum, including arranging guest speakers, sending invitations, setting the agenda, organising a venue and catering. Themes of previous forums have included understanding the Safe System approach to road safety, improving safety for vulnerable road users, and regulating e-scooters and similar devices.

Issues

5. The ACT MGLS has not been reviewed or amended since 2012. The ACT Government committed to reviewing the MGLS under the *ACT Road Safety Action Plan 2016-2020*. This action item was carried over to the *ACT Road Safety Action Plan 2020-2023*. Following changes to the GLS for drivers, implemented in January 2020, it is timely to begin the review process for the MGLS.
6. Over the past 10 years (2010-2019) motorcyclists have been involved in 1,230 casualty crashes including 27 fatalities. Motorcycle riders and their pillion passengers were involved in 1.7% of all crashes in the ACT (240 crashes out of a total 14,098 crashes), but due to the lack of protection in a crash accounted for 13.8% of all casualty crashes (98 casualties crashes out of a total 710 casualty crashes).
7. Road Safety and Transport Regulation propose to review the MGLS by engaging a subject matter expert to draft a policy paper with recommendations for improving the ACT MGLS. This policy paper would then be the focus of the 2021 Road Safety Forum. Following the forum, the subject matter expert would write up the findings

and recommendation for your consideration. This process is very similar to the process used to review the GLS for drivers.

8. Following a competitive tender process, Road Safety and Transport Regulation have selected Professor Teresa Senserrick of the Queensland University of Technology Centre for Accident Research and Road Safety as the preferred subject matter expert to review the MGLS and facilitate the forum. More information about Professor Senserrick and her expertise can be found in the Offer Document at [Attachment A](#).
9. It is proposed that Professor Senserrick develop a policy paper, with a view to holding the forum in early May 2021, with the delivery of the final report and recommendations in June 2021. Depending on the nature and scope of recommendations, implementation of reforms could begin in 2022.

Financial Implications

10. The cost of engaging Professor Senserrick to draft the policy paper and facilitate the forum is \$21,083.79 [REDACTED] Funding is available from the 2020-21 Transport Canberra and City Services Road Safety Policy Budget.
11. The previous forum cost \$1,932.34 for catering and travel and accommodation costs for the guest speaker. We anticipate the cost for the MGLS forum to be similar and it will be paid from the existing Road Safety Policy Budget.
12. Road Safety and Transport Regulation pay an annual membership fee of \$540 to the ACT chapter of the ACRS. This is absorbed by the Road Safety Policy Budget. As part of their charter, the ACRS assists the ACT Government to deliver an annual forum related to a particular road safety theme.

Consultation

Internal

13. Nil

Cross Directorate

14. Nil

External

15. Nil

Work Health and Safety

16. Nil

Benefits/Sensitivities

17. If the MGLS is not reviewed in a timely way following reforms to the GLS for drivers, the Government could attract criticism from the community for perceived failing to protect motorcyclists, especially young or novice riders.

From: [Mazur, Gosia](#)
To: [Woolfe, Leanne](#)
Cc: [Stanford, Frances](#); [Potapowicz, Pawel](#)
Subject: RE: MGLS - data request
Date: Tuesday, 23 March 2021 10:03:08 AM
Attachments: [All Motorcycles Involved in Crashes 2010-2020.xlsx](#)
[Horse Park Dr Katherine Ave 10.02.2010.pdf](#)
[Brindabella Rd 02.04.2010.pdf](#)
[Florey Dr Southern Cross Dr 18.04.2010.pdf](#)
[image001.jpg](#)
[Julia Flynn Ave-Yamba Dr 19.06.2010.pdf](#)
[Canberra Ave Ipswich St 17.07.2010.pdf](#)

Hi Leanne,

Attached is a spreadsheet presenting 2010-2020 data on the number of motorcycles involved in crashes.

As mentioned in my previous email, 2020 data is only preliminary.

Also attached to this email, are the 2010 fatal police crash reports for 4 out of 5 fatal crashes for the year.

I was not able to locate a report for the crash which occurred at the intersection of Yamba Drive and Julia Flynn Avenue.

Hope this helps...

Kind regards,
Gosia

From: Woolfe, Leanne
Sent: Monday, 22 March 2021 4:02 PM
To: Mazur, Gosia <Gosia.Mazur@act.gov.au>
Cc: Stanford, Frances <Frances.Stanford@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>; Potapowicz, Pawel <Pawel.Potapowicz@act.gov.au>
Subject: RE: MGLS - data request

OFFICIAL

Thanks so much Gosia!

I have noted that the 2020 data is only preliminary as some reports I understand are still outstanding from ACT Policing.

Many thanks
Leanne

From: Mazur, Gosia <Gosia.Mazur@act.gov.au>
Sent: Monday, 22 March 2021 3:55 PM
To: Woolfe, Leanne <Leanne.Woolfe@act.gov.au>
Cc: Stanford, Frances <Frances.Stanford@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>; Potapowicz, Pawel <Pawel.Potapowicz@act.gov.au>
Subject: RE: MGLS - data request

Hi Leanne,

Can definitely confirm that I am warm and dry!

I can also confirm the crash data is still in IAMS.

Will send you the required reports soon, however, please note, 2020 data is preliminary only and subject to revision.

Kind regards,
Gosia

From: Woolfe, Leanne
Sent: Monday, 22 March 2021 3:38 PM
To: Mazur, Gosia <Gosia.Mazur@act.gov.au>
Cc: Stanford, Frances <Frances.Stanford@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>
Subject: MGLS - data request

OFFICIAL

Good afternoon Gosia,

I hope you are keeping warm and dry on this delightful rainy day

Could I please confirm if IAMS is still how reports are run for crashes? Ben mentioned something about AIMS instead but I'm not sure if I just misunderstood.

Are you able to please send a report with all crash data for motorcycles for date range 1/1/2010 to 31/12/2020?

We're also having trouble locating the 2010 fatal police crash reports for motorcycles, are you able to send these through if you still have them on file?

Many Thanks
Leanne

Leanne Woolfe | A/g Assistant Director

Phone: 02 6207 7299 | Email: leanne.woolfe@act.gov.au

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From: [Woolfe, Leanne](#)
To: [Stanford, Frances](#); [Owen, Matt](#); [Smith, CourtneyA](#)
Subject: FW: MGLS - data request
Date: Friday, 26 March 2021 5:21:17 PM
Attachments: [image005.jpg](#)
[image006.jpg](#)

OFFICIAL

FYI

From: [REDACTED]@ascenttrainingservices.com.au>
Sent: Friday, 26 March 2021 3:29 PM
To: Woolfe, Leanne <Leanne.Woolfe@act.gov.au>
Subject: RE: MGLS - data request

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi Leanne,

Here is the data I have correlated to date. We are now working on the extra information we discussed and will send that through to you as soon as it's complete.

Number of courses:

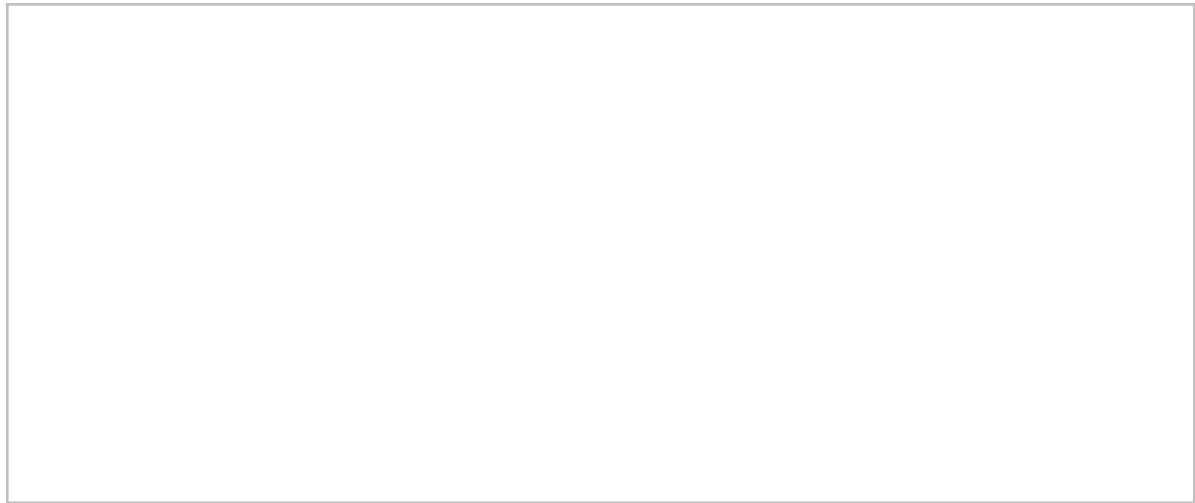
Pre-Learner: 90
Pre-Provisional: 108

Number of students:

Pre-Learner: 1159
Pre-Provisional: 481

I'm working also on number of males/females. This is not a question we ask in the enrolment because we deal with people of all preferences, so we have to go through the list of customers and identify from their names. This won't be 100% accurate but it will be close enough to give a good picture of the ratio.

[REDACTED]



From: Woolfe, Leanne <Leanne.Woolfe@act.gov.au>
Sent: Friday, 26 March 2021 11:24 AM
To: [REDACTED] <[\[REDACTED\]@ascenttrainingservices.com.au](mailto:[REDACTED]@ascenttrainingservices.com.au)>
Cc: [REDACTED] <[\[REDACTED\]@ascenttrainingservices.com.au](mailto:[REDACTED]@ascenttrainingservices.com.au)>; Stanford, Frances <Frances.Stanford@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>; Hosking, Kim <Kim.Hosking@act.gov.au>
Subject: RE: MGLS - data request

OFFICIAL

Hi [REDACTED]

Thanks for bringing this to our attention.

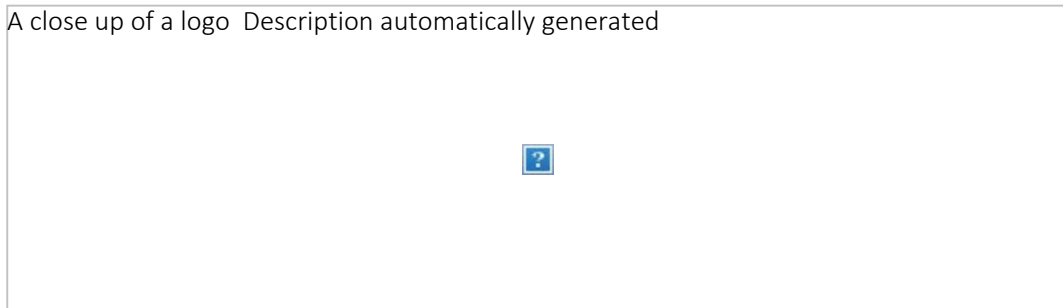
Is there anything in the original enrolment forms that indicates that information may be shared with the RTA or ACT Government for research purposes?

Many thanks
Leanne

Leanne Woolfe | A/g Assistant Director
Phone: 02 6207 7299 | Email: leanne.woolfe@act.gov.au
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From: [REDACTED] <[REDACTED]@ascenttrainingservices.com.au>
Sent: Monday, 22 March 2021 2:10 PM
To: Woolfe, Leanne <Leanne.Woolfe@act.gov.au>
Cc: [REDACTED] <[REDACTED]@ascenttrainingservices.com.au>; Stanford, Frances <Frances.Stanford@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>
Subject: RE: MGLS - data request

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi Leanne,

Thanks for your email.

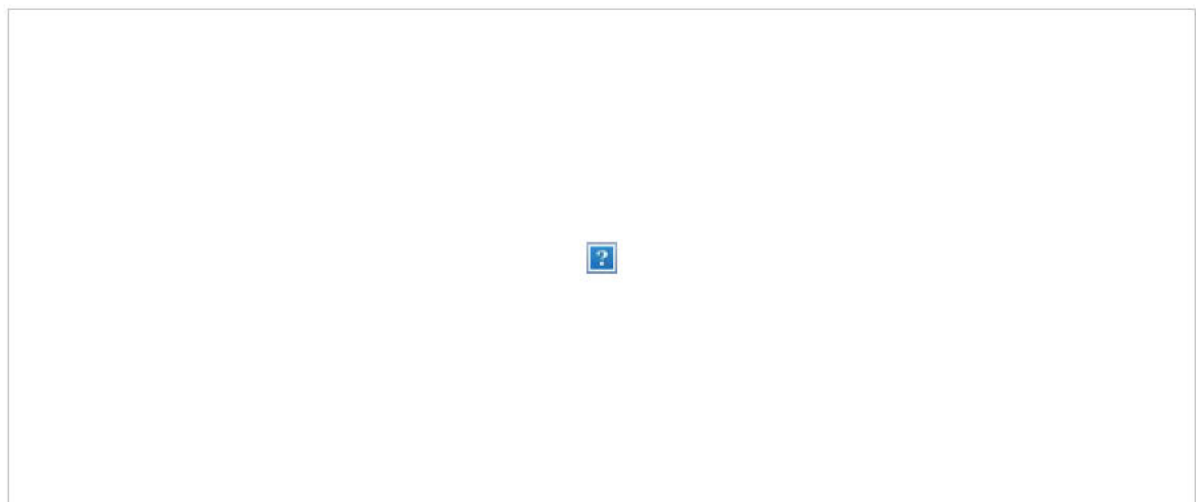
I wanted to ask, just so that nobody is inadvertently doing anything wrong, normally if we are going to pass on personal data, even to the responsible agency, our clients need to be informed prior to providing that information? Particularly since some clients are under the age of 18.

I think it's worth double checking with whoever can provide advice on the issue in your department, before we send any personal data to you.

We'll start collecting the general data for you in the meantime.

Many thanks,

[REDACTED]



From: Woolfe, Leanne <Leanne.Woolfe@act.gov.au>
Sent: Monday, 22 March 2021 1:55 PM
To: [REDACTED] <[REDACTED]@ascenttrainingservices.com.au>
Cc: [REDACTED] <[REDACTED]@ascenttrainingservices.com.au>; Stanford, Frances <Frances.Stanford@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>
Subject: MGLS - data request

OFFICIAL

Hi [REDACTED]

The ACT Government are currently reviewing the motorcycle graduated licensing scheme (MGLS) and require some course and participant data to go along with a discussion paper and subsequent forum in the coming months.

Could we please obtain the following data for the duration of Revolution Riders entry into the ACT market?

1. No. of both pre-learner and pre-provisional rider training courses run during this time
2. No. of participants who attended/completed the above courses
3. A breakdown of male/female rider participants

Do you record their ACT licence number, if so a list of these would also be helpful? If not, a list of the participant names will be necessary instead.

It would be great if this information could be broken down into Month and year.

Could we please receive this information by 5pm, Wednesday 24 March 2021.

Many Thanks
Leanne

Leanne Woolfe | A/g Assistant Director

Phone: 02 6207 7299 | Email: leanne.woolfe@act.gov.au

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From: [Woolfe, Leanne](#)
To: [Stanford, Frances](#)
Subject: FW: MGLS data request
Date: Monday, 29 March 2021 4:50:45 PM
Attachments: [image001.jpg](#)
[MGLS - 20210329.xls](#)
[MGLS q9 - 20210329.xls](#)
[image002.png](#)

OFFICIAL

From: Holmes, Ciaran <Ciaran.Holmes@act.gov.au>
Sent: Monday, 29 March 2021 3:24 PM
To: Woolfe, Leanne <Leanne.Woolfe@act.gov.au>
Cc: Polzin, Chris <Chris.Polzin@act.gov.au>
Subject: RE: MGLS data request

OFFICIAL

Hey Lee,

Please find attached the requested information.

I have numbered the spreadsheet to the questions below.

8 = 13,172

For question 9 we had to give CRN's not Licence numbers.

If you have any questions please let me know.

Cheers,
Ciaran

Ciaran Holmes | Business Information Officer
Strategic ICT | Projects, Governance and Support
Access Canberra | ACT Government
Level 5, Cosmopolitan Building, 21 Bowes Street, PHILLIP ACT 2606 | PO Box 158, CANBERRA
CITY ACT 2601
Telephone (02) 6205 5042



From: Woolfe, Leanne <Leanne.Woolfe@act.gov.au>

Sent: Tuesday, 23 March 2021 9:26 AM

To: Polzin, Chris <Chris.Polzin@act.gov.au>; Holmes, Ciaran <Ciaran.Holmes@act.gov.au>

Subject: MGLS data request

OFFICIAL

Good morning Chris/Ciaran,

As discussed with Ciaran a few weeks ago, we're reviewing the Motorcycle GLS (MGLS) and need the data below to assist with our review and subsequent forum to be held in the coming months. If there is something I have missed or you think is relevant then please feel free to add it in too.

1. Total Count of learner motorcycle licences issued for the first time over the past 10 years, broken down by month and year.
2. Total Count of learner motorcycle licences renewed over the past 10 years, broken down by month and year.
3. Total Count of provisional motorcycle licences issued for the first time over the past 10 years, broken down by month and year.
4. Total Count of provisional motorcycle licences renewed over the past 10 years, broken down by month and year.
5. Total Count of current number of full licence holders with an 'active' rider class
6. Total Count of current number of provisional licence holders with an 'active' rider class
7. Total Count of current number of learner licence holders with an 'active' rider class
8. How many motorcycles are either currently 'registered' or 'unregistered' in the ACT
9. List of all rider Licence no, DOB, date of issue for learner, provisional and full riders and if applicable – if they ever renewed their L licence?

Please don't hesitate to give me a call about any of the above.

Many Thanks

Lee

Leanne Woolfe | A/g Assistant Director

Phone: 02 6207 7299 | Email: leanne.woolfe@act.gov.au

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From: [Owen, Matt](#)
To: [Teresa Senserrick](#)
Cc: [Stanford, Frances](#)
Subject: ACT Motorcycle Fatalities Data Analysis
Date: Thursday, 1 April 2021 4:23:42 PM
Attachments: [ACTP Fatal Crash Data Analysis \(2010 to 2020\).xlsx](#)
[image001.png](#)
[image002.jpg](#)

OFFICIAL

Hi Teresa,

Please accept this (very rudimentary) data analysis of all motorcycle fatalities in the ACT between the period 2010-2020. The data was pulled from fatal crash reports supplied by ACT Policing.

Highlights from the data that stood out to us include the following:

- a. the motorcycle rider was at fault in 74% of fatalities. This includes riders who: crashed because they were speeding; crashed because they were under the influence of alcohol or drugs; crashed because they attempted dangerous manoeuvres; or crashed due to inexperience.
- b. 33% of fatalities were learner or provisional riders
- c. the rider was under the influence of drugs or alcohol or both in 48% of fatalities
- d. the rider was speeding in 44% of fatalities
- e. 93% of fatalities were men
- f. 37% of fatalities were riders aged 25 or under, 52% were aged between 26 and 50 and 11% were aged over 50
- g. most crashes occurred in the evening between 5pm and 11pm. 15% of fatalities occurred between 11pm and 5am, 44% between 5pm and 11pm and 41% between 5am and 5pm.
- h. poor weather was not a factor in any fatality between 2010 and 2020
- i. road features were a contributing factor in 37% of fatalities. This includes rural roads, unsealed roads, failed street lights and undivided motorways.
- j. the time of year does not appear to influence fatalities. 15% of fatalities occurred in summer, 37% in autumn, 15% in winter and 33% in spring.

Happy to correct any problems if you see any issues with the data or

methodology.

Hope you have a great long weekend,

Matt

Matt Owen | Senior Policy Officer

Phone: 02 6207 8041 (ext. 078041) | Email: matt.owen@act.gov.au

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From: [Woolfe, Leanne](#)
To: [Teresa Senserrick](#); [Stanford, Frances](#)
Cc: [roadsafety](#); [Owen, Matt](#); [Ross Blackman](#)
Subject: RE: Working Draft content for MGLS Discussion Paper
Date: Tuesday, 6 April 2021 8:08:58 AM
Attachments: [ACT MGLS Discussion paper Working DRAFT 15032021 \(002\) \(AK MO LW and TS comments\).docx](#)
[MGLS data - age licence obtained.xls](#)
[Copy of MGLS - 20210329.xls](#)
[All Motorcycles Involved in Crashes 2010-2020.xlsx](#)
[image002.jpg](#)

OFFICIAL

Hi Teresa,

Happy Easter!

I apologise for the delay in getting back to you, we have been awaiting some data to accompany the comments.

The data attached is raw data as I was not sure if it was better to try analyse it ourselves or if you had some data specialists, that would be better placed over there?

I have just returned to my nominal position so If you have any questions either Fran or Matt will be able to assist.

Stay safe!

Leanne

From: Teresa Senserrick <teresa.senserrick@qut.edu.au>
Sent: Monday, 15 March 2021 3:44 PM
To: Stanford, Frances <Frances.Stanford@act.gov.au>
Cc: roadsafety <roadsafety@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>; Woolfe, Leanne <Leanne.Woolfe@act.gov.au>; Ross Blackman <ross.blackman@qut.edu.au>
Subject: Working Draft content for MGLS Discussion Paper

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi Fran,

Please find the working draft for the 'guts' of the Discussion Paper, with options for ACT Gov as discussed. We look forward to your feedback. (Apologies if I missed copying in anyone.)

Kind regards,
Teresa

Teresa Senserrick PhD

Professor



Queensland University of Technology

K Block, 130 Victoria Park Road, Kelvin Grove, QLD 4059

t: +61 7 3138 8418 | e: teresa.senserrick@qut.edu.au

w: <https://staff.qut.edu.au/staff/teresa.senserrick>

I acknowledge the Turrbal and Yugara as the First Nations owners of the lands where QUT now stands and pay respects to their Elders, lores and creation spirits

ACT Gov Discussion paper WORKING DRAFT 15/03/2021

Review of ACT Licensing, Training and Testing Requirements for Motorcycle Riders

TITLE PAGE etc. – for ACT Gov to complete

- Title page
- Minister comment
- TOC

INTRODUCTORY/BACKGROUND 'CHAPTER' – for CARRS-Q to draft, ACT Gov to complete

Introduction/Background/Overview section

- **No. 1** substantial review since framework implemented April 1998
 - Any relevant info previous internal review
- Now advances in implementation and evaluation – time to review and make updates to align with best practice.
 - Current commitment In ACT Road Safety Action Plan 2020-2023, and Road Safety Strategy 2020-2025.
 - Potentially following changes to driver GLS and awareness campaigns
 - Other Australian jurisdictions have or now updating
- **Latest** overarching statistics: from literature and/or ACT specific increased popularity, also **h**es/injuries/fatalities, novice only stats if available
- Background to MGLS evidence base
 - less rigorously implemented and evaluated compared to driver GLS
 - US cross-jurisdictional study found states with GLS had lower fatalities than those without (McGwin et al, 2004: when analysed by vehicle miles travelled, not by number of licensed motorcyclists – check updates).
- Concurrent focus on returning riders
 - not MGLS per se as already licensed, but stats / why concern
 - therefore including discussion points for feedback in extra section to this doc

Current MGLS section

[from 2011 REVIEW DOC – including diagram? plus Matt Owen notes for any updates]

the current ACT licensing structure and the process is...

DISCUSSION 'CHAPTER' ON VARIOUS MGLS COMPONENTS – requested, proposed additional

Proposal 1: Increase the minimum learner licence age to 17 years **? [and conduct an impact assessment of potential higher age requirements (with exemptions)?]**

Minimum age section

Setting the minimum age permitted for a learner motorcycle licence presents a challenge to balance safety and ethical needs of the ACT community. Learning to drive a car under supervision is a very

Summary of Comments on 20210406 - RE_ Working Draft content for MGLS Discussion Paper - Attachment 1 - ACT MGLS Discussion paper_Working DRAFT_15032021 (002).pdf

Page: 1

🗨️ Number: 1 Author: Owen, Matt (Health) Date: 31/03/2021 11:05:00 AM

Not correct. A review of ACT licensing training and testing requirements for novice motorcycle riders was completed in January 2011 (the Motorcycle Review). The Motorcycle Review considered the current ACT motorcycle rider training arrangements and those in place elsewhere and made several recommendations to improve the safety of motorcyclists through

Comments from page 1 continued
on next page

ACT Gov Discussion paper WORKING DRAFT 15/03/2021

Review of ACT Licensing, Training and Testing Requirements for Motorcycle Riders

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[from 2011 REVIEW DOC – including diagram? plus Matt Owen notes for any updates]

the **4** Current ACT licensing structure and the process is...

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Minimum age section

Setting the minimum age permitted for a learner motorcycle licence presents a challenge to balance safety and ethical needs of the ACT community. Learning to drive a car under supervision is a very

changes to novice rider training.

The following changes were made:

- the pre-provisional rider training course was made compulsory for all applicants for a provisional rider licence;
- the validity of the pre-provisional certificate of course completion was reduced from three months to one month;
- the validity of the pre-learner certificate of course completion was reduced from three months to one month; and
- the motorcycle learner licence period was reduced from two years to one year.

🗨️ Number: 2 Author: Owen, Matt (Health) Date: 31/03/2021 11:06:00 AM

If you look at the latest crash report, motorcycle casualties have remained fairly constant over the last 10 years. The ACT has averaged between 95 and 132 motorcycle casualties each year

🗨️ Number: 3 Author: Kemp, Alison Date: 23/03/2021 6:07:00 PM

Can this be run past my team?

🗨️ Number: 4 Author: Meek, Bronwyn Date: 24/03/2021 10:52:00 AM

We have an existing document that outlines the various provisions and licence process – not sure if it would be helpful as we produced it for a different purpose so may not be exactly what you're after here

🗨️ Number: 5 Author: Teresa Senserrick Date: 15/03/2021 1:31:00 PM

Comments from page 1 continued
on next page

ACT Gov Discussion paper WORKING DRAFT 15/03/2021

Review of ACT Licensing, Training and Testing Requirements for Motorcycle Riders

TITLE PAGE etc. – for ACT Gov to complete

- Title page
- Minister comment
- TOC

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[from 2011 REVIEW DOC – including diagram? plus Matt Owen notes for any updates]

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Proposal 1: Increase the minimum learner licence age to 17 years **? [and conduct an impact assessment of potential higher age requirements (with exemptions)?]**

Minimum age section

Setting the minimum age permitted for a learner motorcycle licence presents a challenge to balance safety and ethical needs of the ACT community. Learning to drive a car under supervision is a very

Blue highlights – to discuss with ACT Gov

safe time prior to the high-risk early provisional period. In contrast, inexperienced riders face high demands from the very first day they ride on a learner licence.

[Any ACT specific statistics to include?]

From a safety perspective, high-quality studies show that young age (teenage years) greatly increases motorcyclist crash risk, even when taking riding experience into account.ⁱ Further, this role of age is even greater for novice riders than novice drivers, who can only drive independently from age 17 years in the ACT. Therefore, for safety and equity reasons, it could be argued that the minimum learner motorcycle licence age at least should be raised to age 17 years.

Other Australian states argue for even stronger requirements. In Queensland, a minimum of 12 months on a provisional driver licence must be completed before applying for a motorcycle licence. As the minimum driver licence age is 17 years in Queensland, this results in a minimum learner motorcycle licence age of 18 years. This approach assumes safety skills developed as a driver will transfer to safer motorcycle riding, such as hazard perception. However, the research evidence of this is mixed.ⁱⁱ A Queensland evaluation suggests that reduced crash benefits occur, not just by delaying licensure, but due to fewer people applying for a licence overall.ⁱⁱⁱ **1**

In February 2021, the South Australian Parliament introduced a Bill to increase the minimum learner motorcycle licence age **2** from 16 to 18 years, or 17 years if holding a provisional car licence.^{iv} The Bill also proposes allowing licensing from age 16 if living in regional areas and travelling for education, work or sport. Such an approach balances overall safety with trade-offs in equity due to practical needs in areas with limited alternative transport option. Whether such an approach might suit the ACT is an ethical question.

It is proposed that the minimum learner age be raised to 17 y**3**rs. Further impact assessment is required before older ages are considered. Responses to this discussion paper will inform acceptability.

Discussion Question 1.1: Should the minimum age for learner motorcycle licences be increased?

- a. No. It should remain at 16 years 9 months.
- b. Yes. It should be increased to 17 years.
- c. Yes **4** should be increased to 18 years.
- d. Yes **6** should be increased by requiring a driver licence first.

Discussion Question 1.2: Should exemptions apply to the minimum age requirement for learner motorcycle licences?

- a. No. Everyone should have the opportunity at the same age.
- b. Yes. Exemptions should apply in regional areas if required for essential needs, such as education, work or sport.

Proposal 2: Update pre-learner courses and assessments to include on-road riding

Pre-learner courses, knowledge test and practical test section

Another factor that influences the minimum age decision is how well we can prepare new riders to ride safely. Currently, the ACT requires new riders to undertake two stages of education and assessment:

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🗨️ Number: 1 Author: Woolfe, Leanne Date: 31/03/2021 11:17:00 AM

Crash stats required on riders under 18 years. Based on stats I would suggest we keep it simple and raise minimum age to 17 years. There are processes in place to assess underage licencing on individual cases.

*Comment from Fran

🗨️ Number: 2 Author: Woolfe, Leanne Date: 01/04/2021 1:38:00 PM

I like this idea, do you know if they had any evidence to support this change?

🗨️ Number: 3 Author: Owen, Matt (Health) Date: 31/03/2021 11:06:00 AM

I think this is sensible.

🗨️ Number: 4 Author: Teresa Senserrick Date: 15/03/2021 3:15:00 PM

Could propose these options also

🗨️ Number: 5 Author: Kemp, Alison Date: 23/03/2021 6:09:00 PM

No issues with asking this question but this would be complicated and problematic for us to introduce anytime soon – requires us to have fixed our current driver licensing framework first. From memory there is a possibility of bypassing certain time on licences if you add an additional class such as a car or motorcycle.

🗨️ Number: 6 Author: Meek, Bronwyn Date: 24/03/2021 2:04:00 PM

The legislative framework

Comments from page 2 continued
on next page

safe time prior to the high-risk early provisional period. In contrast, inexperienced riders face high demands from the very first day they ride on a learner licence.

[Any ACT specific statistics to include?]

From a safety perspective, high-quality studies show that young age (teenage years) greatly increases motorcyclist crash risk, even when taking riding experience into account.ⁱ Further, this role of age is even greater for novice riders than novice drivers, who can only drive independently from age 17 years in the ACT. Therefore, for safety and equity reasons, it could be argued that the minimum learner motorcycle licence age at least should be raised to age 17 years.

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Proposal 2: Update pre-learner courses and assessments to include on-road riding

Pre-learner courses, knowledge test and practical test section

Another factor that influences the minimum age decision is how well we can prepare new riders to ride safely. Currently, the ACT requires new riders to undertake two stages of education and assessment:

Section 42 of the Road Transport (Driver Licensing) Regulation 2000 (the Regulation) specifies that a holder of a driver licence is eligible to apply for the variation of their licence to include an additional class if they satisfy the eligibility requirements for that class. The eligibility requirements for a full licence are found in section 35 of the Regulation.

- In order to be able to apply for a full motorcycle licence – the person has held a provisional motorcycle licence for at least 3 years [section 35(3)]

Section 35 specifies the eligibility requirements to vary a licence to include another class:

- To vary a motorcycle licence to include car licence – the person has held a provisional licence (other than a provisional motorcycle licence) for at least 1 year [section 35(5)]

Section 26 provides for when the RTA must add an additional class as an additional provisional class. It states that in circumstances where a person does not satisfy the eligibility requirements for the additional class they are applying for then the RTA must include the licence as an additional provisional class.

Section 27 talks about two provisional licences and does not give a person an entitlement to a full licence outside the eligibility criteria for a full licence set out in section 35. Drafting of section 27 is confusing.

- Road **1** Ready Course and Road Rules Knowledge Test – a 10-hour course.
- Pre-Learner rider training course, including practical assessment – a 9-hour course.
- Pre-provisional rider training course

[Any ACT specific statistics/evaluations to include?]

International reviews and evaluations show benefits of mandatory pre-licence courses for motorcyclists, including knowledge and practical tests.^v This supports these measures in the ACT.

However, increasingly it is recommended that such courses and assessment for the learner licence should include on-road riding.^{vi} For example, in 2015 the Organisation for Economic Co-operation and Development or OECD (of which Australia is a member country) and International Transport Forum recommended off assessment of technical riding skills in an off-road location followed by testing of traffic skills on-road.^{vii} In 2018, the European Union required on-road assessment to qualify for its quality rating system for motorcycle training.^{viii}

Victoria introduced on-road riding in their pre-learner motorcycle **2** course in 2016 and Tasmania in 2017. This is too early to have objective evaluations, but feedback is very positive. Queensland includes on-road training later during the learner stage, and New South Wales later again, during the pre-provisional licence test course.

The content of the Road Ready course and assessments have not been updated since <year XXXX >. A **3** review should be commissioned to assess changes needed to ensure these are meeting best practice. It is proposed that on-road riding should be included in revised pre-learner courses and assessments **5**

Discussion Question 2: Should the review of pre-learner motorcycle courses and assessments include on-road riding?

- a. Yes. It is much safer to be on the road for the first time with a qualified riding instructor.
- b. No. On-road riding should be included later.
- c. No. None of the courses should include on-road riding.

Proposal 3: Apply power-to-weight restrictions throughout the provisional licence period

Motorcycle power limits section

Currently, ACT learner and first-year provisional riders are restricted from riding motorcycles with a power to weight ratio greater than 150 kw/tonne. International evaluations conclude strong support for this measure, in particular for sports bike types, rather than a restriction on engine capacity alone.^{ix}

While this can present challenges to enforce specifically, such as if heavy weights are added to a motorcycle, the accompanying restrictions from towing reduce the amount of additional weight possible.

All other Australian states and territories restrict learners from riding higher powered vehicles as well as provisional riders for the entire provisional period, with the exception of Tasmania. Tasmania, like the ACT, only restricts provisional riders during the first year. Some riders report

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🗨️ Number: 1 Author: Kemp, Alison Date: 23/03/2021 6:10:00 PM

Can we update this terminology to the "pre-learner licence training course"

🗨️ Number: 2 Author: Teresa Senserrick Date: 15/03/2021 3:16:00 PM

Some grey text as optional this as for your information but might be too much to include in the public discussion paper

🗨️ Number: 3 Author: Woolfe, Leanne Date: 31/03/2021 10:22:00 AM

Currently being updated, should be released in the coming months.

🗨️ Number: 4 Author: Kemp, Alison Date: 23/03/2021 6:13:00 PM

the pre-provisional has a on-road component doesn't it and I thought the pre-learner rider course did too but would need to check the instrument. We should also check with Access Canberra about what course content is being used for these as there were updates to the NSW material which was being used here.

🗨️ Number: 5 Author: Meek, Bronwyn Date: 24/03/2021 10:53:00 AM

Are you referring to the practical component for each of the courses as below?

Item 1 Pre-Learner Licence Training Course 1)An Approved Course Provider must provide people who wish to apply for a learner motorcycle licence with a Pre-Learner Licence Training Course (Pre-Learner Course) that includes both theory and practical components and

Comments from page 3 continued on next page

- Road Ready Course and Road Rules Knowledge Test – a 10-hour course.
- Pre-Learner rider training course, including practical assessment – a 9-hour course.
- Pre-provisional rider training course

[Any ACT specific statistics/evaluations to include?]

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While this⁷ can present challenges to enforce specifically, such as if heavy weights are added to a motorcycle, the accompanying restrictions from towing reduce the amount of additional weight possible.

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totals seven (7) hours of instruction.

Item 2 Pre-Provisional Licence Training Course

1)An Approved Course Provider must provide learner riders with a Pre-Provisional Licence Training Course (Pre-Provisional Course) that includes both theory and practical components and totals seven (7) hours of instruction.

Road Transport (Driver Licensing) Rider Training Course Approval 2018 (No 1) | PDF (act.gov.au)

I had sought advice from AC in October about the NSW course material update and as to whether they wanted the instrument updated – I didn't receive a response. At present the instrument still refers to the previous manual

🗨️ Number: 6 Author: Ross Blackman Date: 11/03/2021 11:08:00 AM

Worth noting that max 660cc engine size applies under other Aust LAMS, restricting novices from the largest & heaviest models.

Potential question 3c?

🗨️ Number: 7 Author: Teresa Senserrick Date: 15/03/2021 3:17:00 PM

Based on discussion today, will add in LAMS specific text also

waiting until this restriction is lifted before buying their own motorcycle. As such, they do not get much riding experience in the lower conditions intended by the graduated licensing scheme.

It is proposed that power-to-weight restrictions apply to the entire provisional rider period.

Discussion Question 3: Should power-to-weight ratio restrictions apply for the entire provisional licence period?

- a. Yes. These help keep new riders safe.
- b. No. Riders should be able to ride any motorcycle after one year as a provisional rider.

Mentored riding time section

An alternative to requiring on-road training is to require learner motorcyclists to be supervised. This might also seem equitable to learner drivers. However, these experiences are very different and it can be harder for new riders to find a qualified rider to supervise them.

In a car, the supervisor can see mostly the same views as the driver, can help with vehicle controls if needed and can also talk safely with the driver to provide tips and coaching 'in the moment'.

An accompanying supervisory rider must keep a safe distance from the novice rider and cannot share the view or provide immediate help or advice. This also can increase risk for supervisory riders when too focused on the learner and not their own riding. (Professional instructors have specialty training and supports to manage these conditions.)

The alternative is for a supervisor to be a pillion passenger. This is not permitted for learner riders in the ACT for good reason. Much research shows that this greatly impacts the handling of the motorcycle and increases crashes and injury, with the pillion at even greater risk than the rider.^x

Supervisory riders are required during the first stage of learning in Queensland and Western Australia. There is no evaluation to support this. Many riders reportedly wait out the time periods without any riding experience due to lack of supervisor. No change is recommended for the ACT¹

Discussion Question 4: Should revisions be made to require learner motorcyclists to be supervised?

- a. No. This is not safe or practical for many.
- b. Yes. This should be introduced instead of mandatory training.
- c. Yes. This should be introduced as well as mandatory training.

Proposal 4: Introduce a night riding restriction for learner riders between midnight and 2¹⁵ am

Night riding restriction section

Compared to the much fewer hours we spend travelling at night than during the day, road collisions are much more likely at night.^{xi} This includes motorcyclists and not just new riders.^{xii} This is in part due to poorer visibility, but also because more people are tired or under the influence of alcohol at this time, particularly during the late night through to early morning hours.^{xiii}

[Any ACT specific night crash stats to include?]

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🗨️ Number: 1 Author: Woolfe, Leanne Date: 31/03/2021 11:23:00 AM
Agreed

comment from Fran Stanford

🗨️ Number: 2 Author: Teresa Senserrick Date: 15/03/2021 3:18:00
PM
Or could have as 11pm and potentially introduce as midnight

International evaluations conclude that restricting new riders from riding at night is among the most common effective graduated licensing restrictions for new riders.^{xiv} This allows them to gain experience in lower risk conditions before being exposed to the much greater risk at night.

South Australia has introduced a night riding restriction for learner riders aged under the age of 25 who do not have at minimum a second-year provisional driver licence. The restricted hours are from midnight to 5 am. Such restrictions also exist for South Australian novice drivers, as well as those in Western Australia, and also in Queensland where the restriction begins at 11 pm.

Research with novice riders in New South Wales also suggests most do not ride very often at night, if at all, during the learner stage.^{xv} This suggests there might be minimal disruption from introducing this restriction. In driver licensing schemes, such a restriction generally includes exemptions such as those for minimum age: education, work or sport.^{xvi}

It is proposed to introduce a night riding restriction for learner riders from **midnight** to 5 am.

Discussion Question 5: Should a night riding restriction be introduced for learner motorcyclists?

- a. Yes. This should apply to all learners.
- b. Yes. But there should be exemptions for reasons such as education, work or sports.
- c. No. Learners will only ride at night when they are ready anyway.

Proposal 5: Update the Pre-Provisional Licence Training Course to include on-road riding

Minimum and maximum learner tenure and pre-provisional licence training

In 2012, the maximum learner period for motorcyclists was reduced from two years to one year and the Pre-Provisional Licence Training Course was introduced. The minimum tenure is 3 months. This is in keeping with evaluations indicating benefits of further training to new riders.^{xvii} As such, it is best not to require a very lengthy learner period.

The same minimum and maximum tenure applies in New South Wales, whereas Victoria increased the maximum to 15 months when removing the option to apply for a 3-month extension.

Queensland also has a 3-month minimum, whereas Tasmania has a 6-month minimum and 12-month maximum. No changes are proposed to the tenure of the learner licence.

Since **the** changes to the ACT requirement, the need to include on-road training (or more specifically 'coaching') as part of the pre-provisional licence course and assessment has been increasingly recommended, as well as on-road assessment, as noted earlier for the learner licence.^{xviii} **It is proposed that the course and assessment should be revised to include on-road riding.**

Discussion Question 6.1: Should the minimum learner licence tenure remain as 3 months?

- a. Yes. This allows regular riders to return for more training and assessment.
- b. No. The minimum tenure should be longer.

Discussion Question 6.2: Should the maximum learner licence tenure remain as 12 months?

- a. Yes. This ensures riders return for more training and assessment.
- b. No. The maximum tenure should be longer.

Discussion Question 6.3: Should the Pre-Provisional Licence Training Course and assessment include on-road riding?

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🗨️ Number: 1 Author: Kemp, Alison Date: 23/03/2021 6:17:00 PM

If we do this should mirror that for drivers unless there is a good reason for it to be different – might be useful to include some information about the rules for drivers

🗨️ Number: 2 Author: Kemp, Alison Date: 23/03/2021 6:18:00 PM

Recommend double checking this isn't included now

- a. Yes. On-road riding should be essential to progress to the provisional licence.
- b. No. On-road riding should not be included in this course. **1**

Proposal 6: Introduce a motorcyclist-specific hazard perception test for the provisional licence

Hazard Perception Testing section

<Add evidence motorcycle specific tests – none validated, reliable, inconsistent evidence of potential benefits if driver test for motorcyclists also>

<Setting a test provides the motivation to practice / gain the skills necessary to pass, irrespective of test quality>

< Other states include for Provisional licence: SA and Vic = Yes, unless a driver licence; WA Yes after min 6 mo on Ls, unless driver full licence>

<Austroads HPT available – could review and/or develop specific to ACT>

<recommend introduce for P licence>

Discussion Question 7: Should riders need to pass a motorcyclist-specific hazard perception test for provisional licence?

- a. Yes. Hazard perceptions skills are too important not to include.
- b. No. This will just delay riders,

Display of L and P plates section

The requirements for new riders to display L and P plates supports the ACT Police to enforce road transport laws that apply differently or specifically to learner and provisional drivers and riders and also apply in the graduated driver licensing scheme. It can provide an incentive for the rider to follow the rules, and also signals to other road users to allow that the rider may be inexperienced.^{xix}

All Australian states and territories require learner motorcyclists to display L plates. Victoria further requires learners to wear an approved high-visibility vest or jacket. While initially this was resisted, wearing 'hi-vis' vests has become popular among other (licensed) riding groups. Others suggest it prompts learners to rush through to a provisional licence. This also can be positive, as the rider must then complete further mandatory training and assessment. However, it can be negative for those who would otherwise take more time as a learner or potentially choose not to progress to a provisional licence. As yet, there is no clear evaluation to support introducing this requirement in the ACT, but it will be monitored.

All other Australian states and territories require at least first-year provisional motorcyclists to display P plates, although the Northern Territory, Queensland and South Australia exempt riders who also hold a driver licence. In New South Wales and Western Australia, a red P plate is displayed for the first year and a green P plate for the remainder of the provisional period (an additional two years in New South Wales).

P plates were only recently introduced in Hong Kong, along with specific restrictions and requirements for 12 months. This resulted in significant reductions in rider crashes and injuries, including fatal injuries.^{xx}

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🗨️ Number: 1 Author: Teresa Senserrick Date: 15/03/2021 3:20:00 PM

Could also address logbook hours here – without proposing any change, but with discussion question (although what then if there is community will to introduce? As discussed, not recommended as can be counterproductive by encouraging more or types of riding before the learner is ready)

🗨️ Number: 2 Author: Teresa Senserrick Date: 15/03/2021 3:25:00 PM

Or, should the ACT introduce/develop...

🗨️ Number: 3 Author: Owen, Matt (Health) Date: 31/03/2021 11:07:00 AM

Surely a HPT for drivers wouldn't be too different to a HPT for riders? Developing a separate HPT for riders might be overkill

🗨️ Number: 4 Author: Kemp, Alison Date: 23/03/2021 6:19:00 PM

Would reverse these so the emphasis is on making sure other road users are aware of their experience level and adjust their behaviour accordingly

🗨️ Number: 5 Author: Teresa Senserrick Date: 15/03/2021 3:25:00 PM

Option to include and have a discussion question on whether to introduce hi-vis for Ls

🗨️ Number: 6 Author: Woolfe, Leanne Date: 31/03/2021 11:29:00 AM

Comments from page 6 continued
on next page

- a. Yes. On-road riding should be essential to progress to the provisional licence.
- b. No. On-road riding should not be included in this course.

Proposal 6: Introduce a motorcyclist-specific hazard perception test for the provisional licence

Hazard Perception Testing section

<Add evidence motorcycle specific tests – none validated, reliable, inconsistent evidence of potential benefits if driver test for motorcyclists also>

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P plates were only recently introduced in Hong Kong, along with specific restrictions and requirements for 12 months. This resulted in significant reductions in rider crashes and injuries, including fatal injuries.^{xx}

Is there a benefit in red and green p plates if no restrictions are lifted?

*comment from Fran Stanford

Enforcement is shown to be an important factor in being sure rules and regulations are followed, without evidence of negative unintended consequences among motorcyclists.^{xxi} No changes to the ACT requirements to display L and P plates are proposed.

Discussion Question 8.1: Should learner riders need to display L plates?

- a. Yes. These are important for safety.
- b. No. These encourage riders to rush through the learner licence.

1

Discussion Question 8.2: Should provisional riders need to display P plates?

- a. Yes. These are important for safety, throughout the provisional period.
- b. Yes. But only for the first year of the provisional period.
- c. No. P plates should not be required.

Proposal 7: Reduce the learner rider demerit point threshold to 4 points

Appropriate demerit point thresholds section

Both inexperience and risk-taking are key factors in novice rider crash and injury risk.^{xxii} *[Any ACT specific statistics/evaluations to include?]* Most graduated licensing requirements and restrictions address inexperience. That is, they aim to allow new riders to develop experience in safer riding conditions. Reducing demerit point thresholds aims to address the risk-taking factor.

The system of licence demerit points and reduced thresholds for novice riders is somewhat unique to Australia. As such, there is limited specific evaluation, although support exists for licence point systems in general.^{xxiii} Research from Spain also provides indirect support, with introduction of a tougher penalty system leading to a significant decline in crashes and injuries.^{xxiv}

Learners are among the newest riders and so might make more mistakes. Therefore it could be argued a higher threshold is more appropriate while they are learning. It might also discourage riders from rushing to a provisional licence. However, this is also the highest risk time for crashes and so extra care should be encouraged at this time. Many provisional riders also have limited experience and may view the lower points as unfair or lacking equity.

All other Australian states and territories include lower demerit point thresholds for learner riders: mostly 4 points, although the Northern Territory and Victoria allow 5 points within 12 months. The same thresholds apply for provisional riders at least for the first year. After one year, the threshold increases to 7 points in New South Wales and 8 points in Western Australia.

All ACT learner and provisional drivers have a 4 point demerit point threshold throughout the entire tenure period.

It is proposed that ACT learner riders have a 4 point demerit threshold. No changes are proposed to the **3** provisional licence demerit point threshold.

Discussion Question 9.1: Should the learner rider demerit point threshold be reduced to 4 points?

- 4** a. Yes. It should be the same as the provisional rider threshold.
- b. No. Learner riders make more mistakes so the threshold should stay at 12 points.

Discussion Question 9.2: Should the provisional rider demerit point threshold increase after the first year?

5

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🗨️ Number: 1 Author: Kemp, Alison Date: 23/03/2021 6:21:00 PM

So not considering a two stage provisional licence for riders?

🗨️ Number: 2 Author: Kemp, Alison Date: 23/03/2021 6:26:00 PM

Did we lower for learners as part of the GLS? I know we lowered for provisionals but didn't think we touched learners and thought it was higher. The application of demerit points and thresholds is also complicated when the licence is an additional licence class (they already hold a car licence)

🗨️ Number: 3 Author: Meek, Bronwyn Date: 24/03/2021 9:52:00 AM

Section 124 Demerit points incurred by learner and provisional licence holders
incurs 4 or more demerit points within the previous 3 years

Section 127 Notice of suspension of additional provisional class
(5) To remove any doubt, the suspension of the additional provisional class under this section does not affect the person's authority to drive, on a road or road related area, a motor vehicle that the person is authorised to drive under another class or kind of driver licence held by the person.

🗨️ Number: 4 Author: Kemp, Alison Date: 23/03/2021 6:27:00 PM

Doesn't driver include a rider now and thus this is already the case unless an additional licence class

🗨️ Number: 5 Author: Ross Blackman Date: 11/03/2021 11:58:00 AM

Big difference 4 to 12. Is there an in-between option?

Comments from page 7 continued
on next page

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Appropriate demerit point thresholds section

Both inexperience and risk-taking are key factors in novice rider crash and injury risk.^{xxii} *[Any ACT specific statistics/evaluations to include?]* Most graduated licensing requirements and restrictions address inexperience. That is, they aim to allow new riders to develop experience in safer riding conditions. Reducing demerit point thresholds aims to address the risk-taking factor.

The system of licence demerit points and reduced thresholds for novice riders is somewhat unique to Australia. As such, there is limited specific evaluation, although support exists for licence point systems in general.^{xxiii} Research from Spain also provides indirect support, with introduction of a tougher penalty system leading to a significant decline in crashes and injuries.^{xxiv}

Learners are among the newest riders and so might make more mistakes. Therefore it could be argued a higher threshold is more appropriate while they are learning. It might also discourage riders from rushing to a provisional licence. However, this is also the highest risk time for crashes and so extra care should be encouraged at this time. Many provisional riders also have limited experience and may view the lower points as unfair or lacking equity.

All other Australian states and territories include lower demerit point thresholds for learner riders: mostly 4 points, although the Northern Territory and Victoria allow 5 points within 12 months. The same thresholds apply for provisional riders at least for the first year. After one year, the threshold increases to 7 points in New South Wales and 8 points in Western Australia.

All ACT learner and provisional drivers have a 4 point demerit point threshold throughout the entire tenure period.

It is proposed that ACT learner riders have a 4 point demerit threshold. No changes are proposed to the provisional licence demerit point threshold.

Discussion Question 9.1: Should the learner rider demerit point threshold be reduced to 4 points?

- a. Yes. It should be the same as the provisional rider threshold.
- b. No. Learner riders make more mistakes so the threshold should stay at 12 points.

Discussion Question 9.2: Should the provisional rider demerit point threshold increase after the first year?

🗨️Number: 6 Author: Teresa Senserrick Date: 15/03/2021 3:26:00
PM

Could reword whether L & P1 are the same and then how many points each

- a. No. It should stay the same.
- b. Yes. It should increase to 7 points.
- c. Yes. It should increase to 8 points.

[Check if need phone restrictions? Technology has advanced to Bluetooth and integrated helmets, so if not covered by other legislation than need to add specifically]

DISCUSSION 'CHAPTER' ON RETURNING RIDERS

1

Initiatives for returning riders section

[Intro section – move to Intro at the start of the Discussion paper]

Australia has seen an increase over the last two decades in the involvement of older riders in motorcycle crashes. In the year 2000, riders aged 40 years or older comprised 25% of motorcycle rider fatalities on Australian roads. This proportion has increased steadily to see this age group comprise 53% of fatalities in 2020 (Australian Road Deaths Database). This trend appears in part to be attributable to an overall ageing of the motorcycle rider population, but the involvement of riders who have recently returned from an extended break from riding has also been considered in research and in stakeholder discussions. Specifically, it has been suggested that an extended break from riding can lead to a deterioration in technical skills, awareness and hazard perception. It is also possible that being unfamiliar with a particular motorcycle or motorcycle type may lead to elevated crash risk. As yet, the evidence is inconclusive regarding crash risk of returning riders compared with those who have continued riding since obtaining a licence. Two of the main issues in obtaining reliable and conclusive evidence are (1) the difficulty of identifying returning riders in crash data and (2) measuring the amount of riding they do. Complicating this even further, previous research has noted that there is no clear or consistent definition of 'returning' or 'returned' riders. Considerations in defining returning riders include the following, with the first three being primary considerations:

- Length of break from riding
- Length of time since returning
- Distance travelled since returning
- Amount of time and/or distance travelled prior to taking an extended break (riders with little previous experience may not be considered to have 'returned'. Is there a minimum age?)
- Frequency or regularity of riding (pre-break and/or post-break)

Proposal 8: Introduce incentives for post-licence rider training for returning riders

3

<Evidence background>

Refresher training for returning riders is one potential avenue to help reduce crash risk associated with a lack of recent experience, and there is general support for this and other forms of post-licence training among stakeholders. However, the limited formal evaluations of relevant courses offer little conclusive evidence of their effectiveness in reducing crashes.^{xv} Moreover, there is a wide range of courses available that a returning rider may voluntarily undertake, with no standardised curricula across course types or training providers. A recent review of NSW post-licence rider training

Page: 8

📄Number: 1 Author: Owen, Matt (Health) Date: 31/03/2021 11:08:00 AM

Might have to ask the reg reform team about this. I don't know if the mobile device ban for P drivers also applies to provisional riders. I looked in the Road Transport (Driver Licensing) Regulation 2000 but I couldn't see anything. Couldn't find the relevant instrument on the legislation register either.

📄Number: 2 Author: Kemp, Alison Date: 23/03/2021 6:29:00 PM

Might need to include something about what constitutes a returning rider – Bronwyn, can provide advice on when you have re-enter the licensing scheme from the beginning after letting a licence expire

📄Number: 3 Author: Meek, Bronwyn Date: 24/03/2021 4:24:00 PM

Section 85 of the Road Transport (Driver Licensing) Regulation 2000 (DL Reg) allows a person to renew a driver licence at any time during the five year period after it has expired.

Subsection 85 (9) provides that A person whose driver licence is not renewed within 5 years after its licence expiry date is not entitled to apply for the renewal of the driver licence but may apply for the issue of a new driver licence under section 69.

suggested that some fully licensed riders lack basic skills.^{xxvi} This review also considered the existing relevant research:

Research in Australia also indicates that most riders do not undertake PLRT (Haworth, Rowden, Wishart, Buckley, & Watson, 2012), but the perceived value of rider training in general has been shown to increase with age, with riders in their fifties tending to value it most highly (Sakashita, Stephen, Senserrick, Lo, & Ivers, 2014). Interestingly, Sakashita et al. (2014) also found that perceived value of training declined with participation, but these results may be related to the type of training and participant recruitment and selection in their study. While there is likely some self-selection for PLRT for safety reasons, perceived value may not always relate to safety; participants seeking to primarily to increase skills may suffer from overconfidence and increased crash risk as a result of PLRT (Kardamanidis et al., 2010).

[Any ACT specific statistics/evaluations to include?]

1

<Other states and territories>

Fully licensed riders are not required in any Australian State or Territory to undertake further training or assessment to ensure that competency is maintained. Some insurance providers offer small incentives for participation. The ACT Government is considering additional incentive options... <add what options? underwrite insurers? licence fee discount? etc>

Discussion Question 10: Should the ACT Government introduce incentives for post-rider licence training?

- a. Yes... <add what>
- b. No...

END 'CHAPTER' – HAVE YOUR SAY – for ACT Gov to complete how etc?

- Concluding comments
- Further information (e.g., ACT website)
- Have your say / How to
- Next steps

REFERENCES SECTION – CARRS-Q TO COMPLETE

2

ⁱ Mullin et al, 2000)
Sexton et al, 2004)

ⁱⁱ Horswill & Helman, 2003; Liu et al, 2009) (Mullin et al, 2000) Scully, Newstead & Keall (2014).

ⁱⁱⁱ Haworth, Rowden & Schramm (2010)

^{iv} <https://www.premier.sa.gov.au/news/media-releases/news/marshall-governments-landmark-changes-to-motorcycle-graduated-licensing-scheme-gain-traction>

^v Araujo et al (2017); (Daniello et al, 2009) (McGwin et al, 2004) Pérez et al (2009)

^{vi} OECD/ITF (2015) (DVR, 2018) VIC [Senserrick T, McRae D, Wallace P, de Rome L, Rees P, Williamson A (2017). *Enhancing Higher-order Skills Education and Assessment in a Graduated Motorcycle Licensing System. Safety* 3(14). doi:10.3390/safety3020014. Available at

<https://pdfs.semanticscholar.org/8aef/2aa1966c61d99069d78ad2608ba7b2f7ad9d.pdf>

^{vii} OECD/ITF (2015)

^{viii} (DVR, 2018)

Page: 9

🗨️ Number: 1 Author: Teresa Senserrick Date: 15/03/2021 3:28:00 PM

Will convert this into Discussion Paper text with references at the end

🗨️ Number: 2 Author: Teresa Senserrick Date: 15/03/2021 3:36:00 PM

(Currently placeholder end Notes – we will revise with complete details in the full draft version)

^{ix} international power-to-weight refs

^x Christie, 2014; a peer-reviewed article that critiqued and collated the findings of 11 prior reviews on motorcyclist safety interventions (Araujo et al, 2017), a 2015 OECD/ITF (2015) report and APEC (Haworth et al, 2011) report, a new EU Training Quality Label initiative guidelines (DVR, 2018) and one American (Daniello et al, 2009) and two Australian reviews not otherwise fully captured by these (Baldock, 2018; Mitsopoulos-Rubens et al, 2009).

^{xi} add night crash stats

^{xii} (Haworth et al, 1997)

^{xiii} add night crash factor refs

^{xiv} (McGwin et al, 2004)

^{xv} Liz de Rome Novice Rider Project paper

^{xvi} Senserrick & Williams 2015

^{xvii} Araujo et al, 2017) (Daniello et al, 2009) (McGwin et al, 2004) (NOTE: This contrast to new drivers who benefit from long periods of supervised driving as a learner, with mixed support for additional benefits of post-licence training.)

^{xviii} Same as vii

^{xix} (e.g., Christie, 2014).

^{xx} Wu & Loo (2017)

^{xxi} any MC specific enforcement studies to cite?

^{xxii} inexperience and risk-taking factor refs

^{xxiii} add licence point refs

^{xxiv} (Novoa et al, 2011)

^{xxv} Kardamanidis 2010

^{xxvi} Blackman 2020

From: [REDACTED]
To: [Stanford, Frances](#)
Cc: [REDACTED]; [REDACTED]; [Owen, Matt](#)
Subject: Re: Motorcycle GLS forum
Date: Friday, 9 April 2021 7:52:56 PM
Attachments: [Haworth and Rowden learner riders.pdf](#)
[ENCYCLOPEDIA OF TRANSPORTATION ARTICLE ON MOTORCYCLIST manuscript 2.docx](#)

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi Fran,

I'm very happy to return to the Red Brick - the coffee is good - but open to suggestions. Today we couldn't get a seat outside and it was a bit noisy...

[REDACTED] I've attached them as they address some of the issues associated with MGLS design and effectiveness. One other point to consider is the likely uptake of motorcycling post COVID as people seek to reduce the impact of congestion and reliance on public transport.

Have a good weekend!

[REDACTED]

On 9 Apr 2021, at 1:03 pm, Stanford, Frances
<Frances.Stanford@act.gov.au> wrote:

OFFICIAL

Hi All,

That sounds great [REDACTED] happy to chat about it next week. Friday 10.30 would be great, I've never been to Red Brick (was it nice) or would you like to try somewhere different.

Fran

From: [REDACTED]
Sent: Friday, 9 April 2021 12:47 PM
To: Stanford, Frances <Frances.Stanford@act.gov.au>
Cc: [REDACTED]
Subject: Re: Motorcycle GLS forum

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi Fran,

Thanks for that. It helped get a general sense of where we are going.

██████████ and I just had a coffee and catch up. We floated a few ideas about the forum. It would be great if we could reconvene for next week with you and / or Matt to pin down a few things. Does 10:30 next Friday work for you? Feel free to suggest a venue, preferably within e-bike range of the inner South ;-).

Things we talked about included:

- what is the objective of the forum - bring to light mooted changes to MGLS?
- timing: we propose late May
- location: Leg. Ass. building
- format: preference for in-person forum but if there are remote keynote speakers they could video present. An in-person forum has better likelihood of meaningful dialogue and easier breakout sessions.
- tentative structure (we only sort of discussed this but I've put down an agenda here as a starting point)

- Overall timing 9:30- 13:00
- Introduction from Minister / Key representative from ACT Govt (Matt?) 30mins (9:30-10:00)
- Review of the literature / evidence (Teresa Senserrick) 45 mins (10:00-10:45)
- Morning Tea (10:45-11:05)
- Perspective of the users (MRA president?) 15 mins (11:05-11:20)
- Policing perspective (check with Corey on relevant presenter) 15 mins (11:20-11:35)
- One or two other speakers addressing e.g. ACT hospital admissions, Motor bike technology developments, technology for logging motorbike training hours, NSW Centre for Road Safety experience 11:35-12:00
- Breakout session (say 5 groups addressing one question each) 30 mins (12:00-12:30)
- Breakout groups present back to the whole group 5 x 3 minutes = 15 mins (12:30-12:45)
- Wrap up, next steps and thanks (ACRS and ACT Govt)

Hope this fits with your thinking. Let's discuss next week.

██████████

██████████
██████████
██████████

[REDACTED]

On 9 Apr 2021, at 9:57 am, Stanford, Frances
<Frances.Stanford@act.gov.au> wrote:

OFFICIAL

Hi [REDACTED]

Sorry I meant to send the draft report to you yesterday. I have attached it but please do not share it with anyone else as this is only a very early draft and we may not agree/proceed with everything in here.

I would love to catch up for a coffee and Curtin is so close to me but [REDACTED] I am a little under the pump. I haven't seen any of the team for so long, they will think I am avoiding them. Please say hello from me.

I don't think Matt would make it in time now so we will bath try for the next get together.

Fran

-----Original Message-----

From: [REDACTED]
Sent: Thursday, 8 April 2021 6:20 PM
To: Stanford, Frances <Frances.Stanford@act.gov.au>
Subject: Motorcycle GLS forum

CAUTION: This email originated from outside of the ACT Government.
Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi Fran,

Good to catch up yesterday.

I've arranged to do coffee with [REDACTED] tomorrow morning to talk generally about this forum. It would be helpful to have a squizz at that brief if you don't mind sharing.

If you'd like to join us (or invite Matt Owen), we are getting together at 10:30 at the Red Brick cafe at Curtin.

Thanks!

[REDACTED]

This email, and any attachments, may be confidential and also privileged. If you are not the intended recipient, please notify the sender and delete all copies of this transmission along with any attachments immediately. You should not copy or use it for any purpose, nor disclose its contents to any other person.

<ACT MGLS Discussion paper_Working DRAFT_15032021.docx>

From: [May, Sarah](#) on behalf of [TCCS_DLO](#)
To: [Bourne, Sarah](#)
Subject: FW: Brief on upcoming reviews
Date: Friday, 16 April 2021 4:07:06 PM
Attachments: [image001.png](#)
[Advisory Note - MIN S2021_7178 \(A28541745\) - MO.docx](#)

OFFICIAL

FYI

From: O'Connor, ThomasE <ThomasE.O'Connor@act.gov.au>
Sent: Friday, 16 April 2021 3:49 PM
To: Bowdery, John <John.Bowdery@act.gov.au>
Cc: TCCS_DLO <TCCS.DLO@act.gov.au>; Gambale, Imogen <Imogen.Gambale@act.gov.au>; Haraldson, Greg <Greg.Haraldson@act.gov.au>; Corrigan, Jim <Jim.Corrigan@act.gov.au>; McHugh, Ben <Ben.McHugh@act.gov.au>
Subject: RE: Brief on upcoming reviews

Hi John

Thanks for chat and for putting together the paper – a lot of work has obviously gone into it.

As discussed in the catch-up with the Minister yesterday morning, we are providing our initial comments on the draft brief. I believe the next step is for TCCS to update the brief for these comments, and to add the other work that is underway that relates to the Transport Strategy. Following that, we will organise a meeting with the directorate and the Minister and we will discuss the work plan for the coming year.

In terms of the reviews listed within the paper, our initial priorities are listed below in order.

1. Review of the Road Transport Penalties Framework
2. Review of the ACT Road Safety Camera Program/Speed Camera Tolerance Review
3. Review of the ACT's drink and drug driving scheme/Review and reform of the ACT's Alcohol Interlock Scheme
4. Review of road transport delegations
5. Re-write of the Territory's road transport legislation
6. Review of the Motorcycle GLS
7. Fitness to Drive Unit Evaluation
8. Review of the ACT's Driver Licensing regulatory settings
9. Review of Mandatory Helmet Laws

That being said, we lack a bit of context in terms of the origins of some of these reviews and how long they will take to complete, and so these aren't absolutely locked in.

There are further comments within the document.

Happy to discuss
Tom

From: McHugh, Ben <Ben.McHugh@act.gov.au>
Sent: Tuesday, 13 April 2021 6:07 PM
To: O'Connor, ThomasE <ThomasE.O'Connor@act.gov.au>; Bowdery, John <John.Bowdery@act.gov.au>
Cc: TCCS_DLO <TCCS.DLO@act.gov.au>; Gambale, Imogen <Imogen.Gambale@act.gov.au>; Haraldson, Greg <Greg.Haraldson@act.gov.au>; Corrigan, Jim <Jim.Corrigan@act.gov.au>
Subject: RE: Brief on upcoming reviews

OFFICIAL

Hi Tom,

I apologise that this information has not been provided sooner.

Following your discussions with our GAMS team yesterday, and following my clearance a decision was made to transfer this into a format that meets the objectives of your discussions. Unfortunately people were unaware of how long you have been waiting for this.

Please consider the attached as a draft which includes all of the importation you have been seeking. We will submit this formally in a brief format seeking the ministers advice on his priorities over the coming years.

I look forward to discussing this content with your tomorrow and on Thursday with the minister.

Regards

Ben

From: O'Connor, ThomasE <ThomasE.O'Connor@act.gov.au>
Sent: Tuesday, 13 April 2021 12:57 PM
To: McHugh, Ben <Ben.McHugh@act.gov.au>; Bowdery, John <John.Bowdery@act.gov.au>
Cc: TCCS_DLO <TCCS.DLO@act.gov.au>
Subject: RE: Brief on upcoming reviews

Thanks Ben, much appreciated

From: McHugh, Ben <Ben.McHugh@act.gov.au>
Sent: Tuesday, 13 April 2021 12:50 PM
To: O'Connor, ThomasE <ThomasE.O'Connor@act.gov.au>; Bowdery, John <John.Bowdery@act.gov.au>
Cc: TCCS_DLO <TCCS.DLO@act.gov.au>
Subject: RE: Brief on upcoming reviews

OFFICIAL

Hi Tom,

This is coming forward as an advisory note, and has been cleared so should be with you shortly. The information in the advisory note will provide you with the ability to assess the priorities from the ministers perspective. We would then welcome a discussion so we can prepare a formal brief seeking the ministers agreement to a priority program of delivery.

Give me a call if you have any questions when it arrives, [REDACTED]
[REDACTED]

Regards

Ben

From: O'Connor, ThomasE <ThomasE.O'Connor@act.gov.au>
Sent: Tuesday, 13 April 2021 12:23 PM
To: Bowdery, John <John.Bowdery@act.gov.au>; McHugh, Ben <Ben.McHugh@act.gov.au>
Cc: TCCS_DLO <TCCS.DLO@act.gov.au>
Subject: RE: Brief on upcoming reviews

Hi guys

I'm going to add this to the agenda for the catch up with the Minister on Thursday – it would be good if we had a draft brief before then.

Happy to discuss
Tom

From: Bowdery, John <John.Bowdery@act.gov.au>
Sent: Friday, 9 April 2021 4:02 PM
To: O'Connor, ThomasE <ThomasE.O'Connor@act.gov.au>; McHugh, Ben <Ben.McHugh@act.gov.au>
Cc: TCCS_DLO <TCCS.DLO@act.gov.au>
Subject: RE: Brief on upcoming reviews

OFFICIAL

Hi Tom,

It's with me for review at the moment so will be on it's way soon, [REDACTED].
Assuming no issues, early next week should be achievable.

J

John Bowdery | Executive Branch Manager, Strategic Policy and Customer
Mobile: [REDACTED] | Email: john.bowdery@act.gov.au
Transport Canberra and City Services | ACT Government

496 Northbourne Ave, DICKSON | GPO Box 158 Canberra ACT 2601
www.act.gov.au | www.tccs.act.gov.au | [@tccs_act](https://twitter.com/tccs_act)



From: O'Connor, ThomasE <ThomasE.O'Connor@act.gov.au>
Sent: Friday, 9 April 2021 3:56 PM
To: McHugh, Ben <Ben.McHugh@act.gov.au>; Bowdery, John <John.Bowdery@act.gov.au>
Cc: TCCS_DLO <TCCS.DLO@act.gov.au>
Subject: Brief on upcoming reviews

Hi Ben and John

How's this one coming along? It'd be good to be in a position to put this to the Minister at the start of next week.

Thanks
Tom

Tom O'Connor | Senior Adviser | Office of Minister Steel
Minister for Transport and City Services
Minister for Skills
Special Minister of State
thomase.o'connor@act.gov.au | [REDACTED]



UNCLASSIFIED - FOR OFFICIAL PURPOSES ONLY

ADVISORY NOTE

Minister for Transport and City Services

Subject	Road Safety and Transport Regulation Reviews
Critical Date	14 April 2021
Director-General/...../.....
Executive Branch Manager, Strategic Policy and Customer/...../.....

Minister’s question/s:

TCCS to prepare an Advisory Note with a timeline and key details of upcoming reviews being progressed by Transport Regulation and Road Safety.

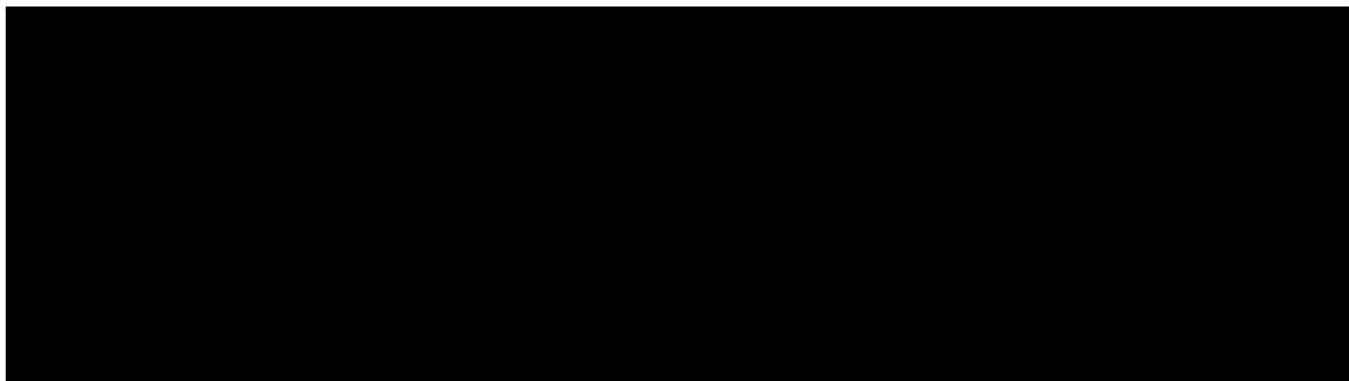
Response

Vision Zero is the central philosophy guiding the ACT Government’s approach to road safety. Vision Zero acknowledges that deaths and serious injuries on our roads are preventable; they are not an inevitability. The aim of Vision Zero is to have no deaths or serious injury on our road transport network.

In the pursuit of Vision Zero the Government adopts a planning approach based on Movement and Place which recognises that streets are not just about moving people and goods, they are also places for people to live, work and spend time. The Government takes a holistic view of the road transport system using a Safe System approach to address the interactions among roads and roadsides, travel speeds, vehicles and road users.

The ACT Road Safety Strategy 2020-2025 highlights initiatives the ACT Government will take to achieve Vision Zero, in conjunction with the National Road Safety Strategy 2021-2030.

There are currently 10 reviews scheduled with many of these reviews addressing focus areas in the ACT Road Safety Action Plan 2020-23. These reviews are outlined below.



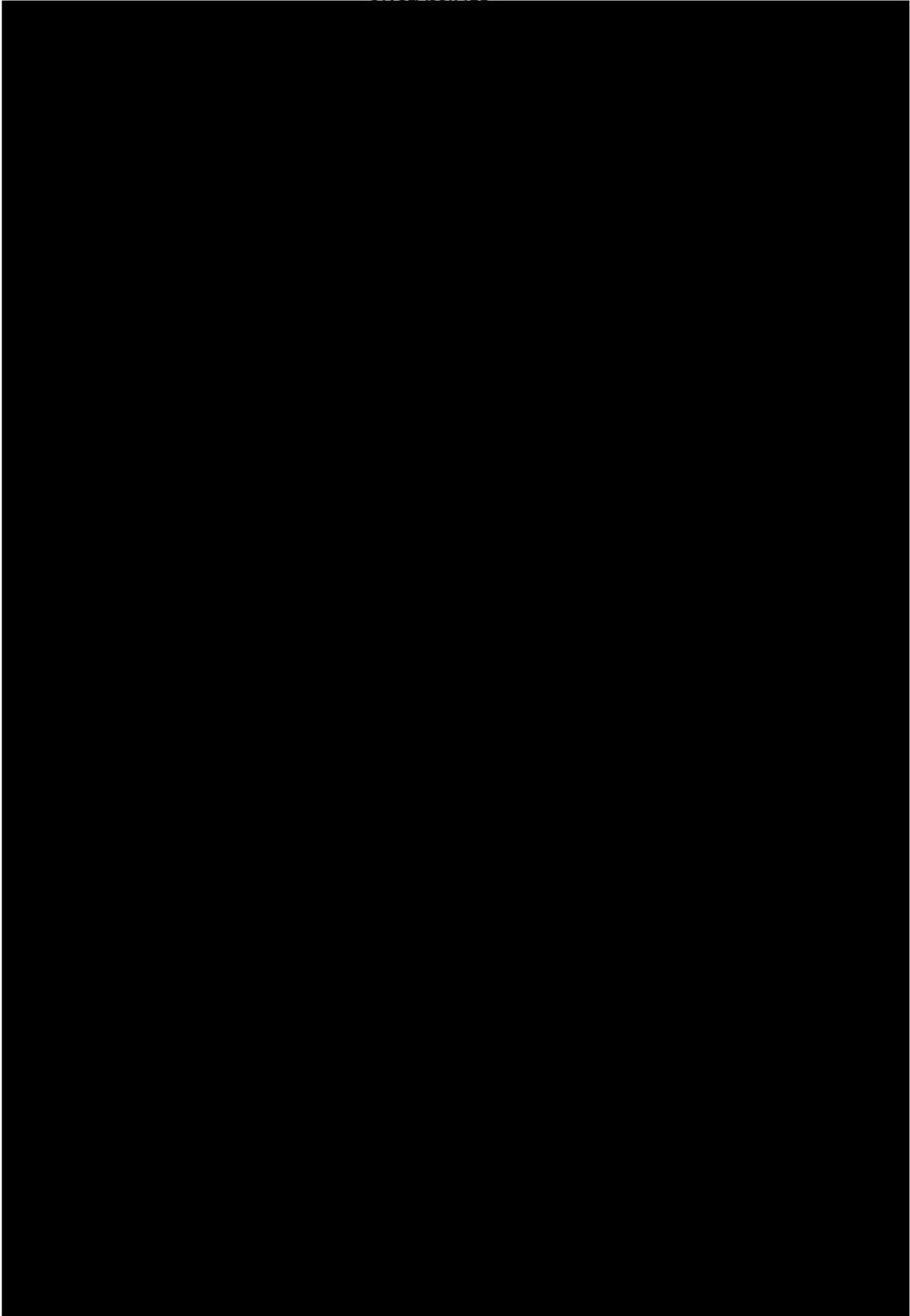
Summary of Comments on 20210416 - Email Brief on upcoming reviews - Attachment - Advisory Note - MIN S2021_7178 (A28541745) - MO (002).pdf

Page: 1

 Number: 1 Author: Author Date: Indeterminate



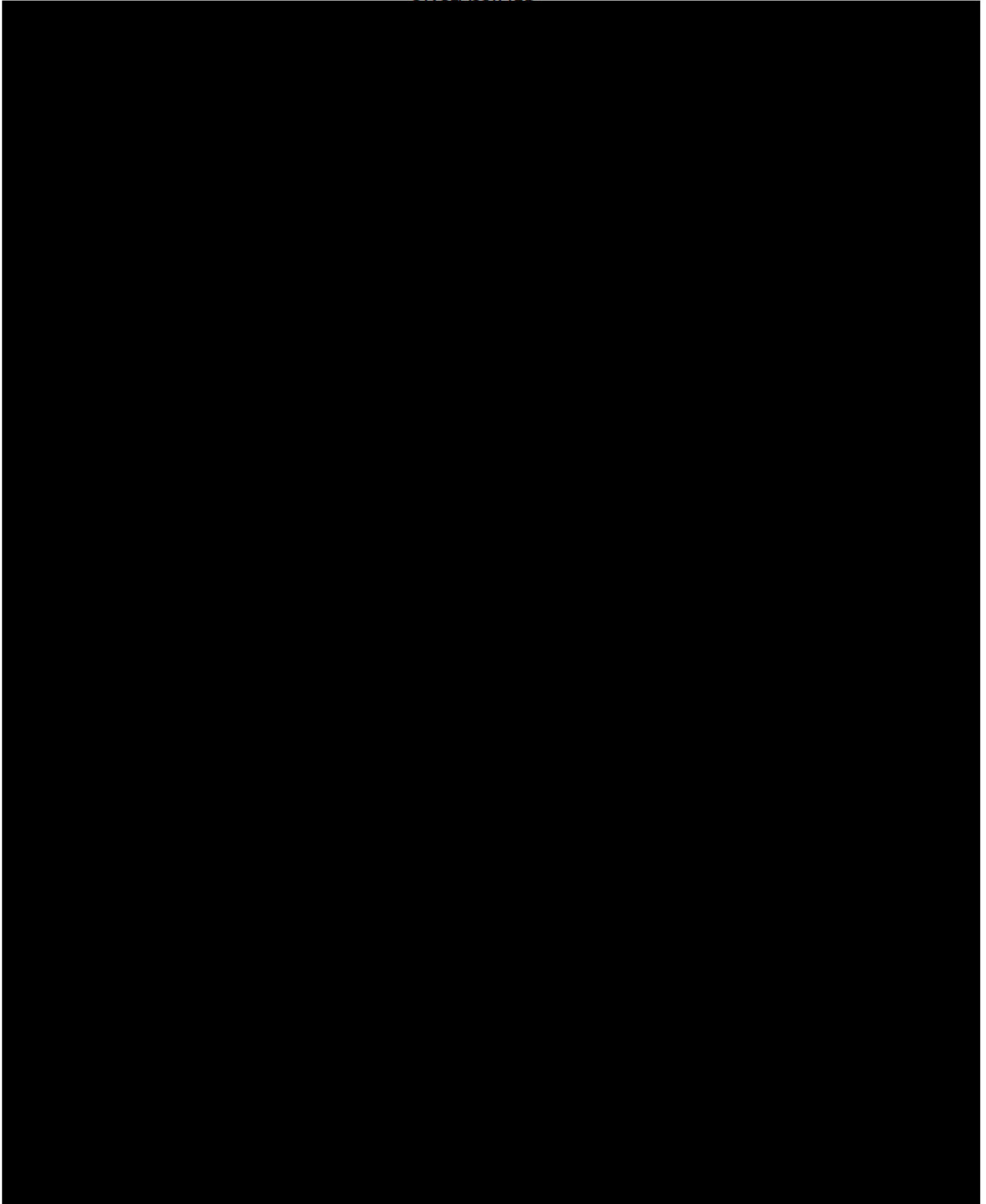
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[Redacted]

Number: 2 Author: Author Date: Indeterminate
[Redacted]

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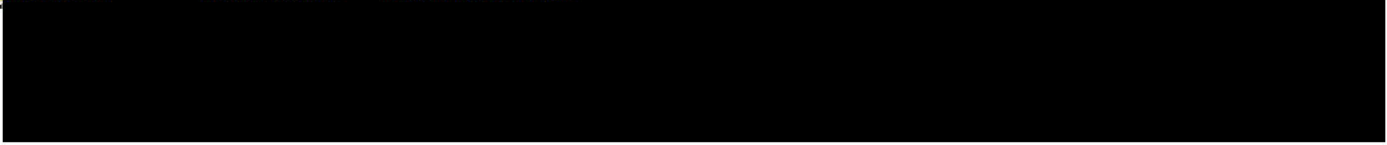


Review of the Motorcycle GLS

- The ACT *Road Safety Action Plan 2020-2023* includes an Action area titled Vulnerable Road Users – Motorcycle Safety. Under this action the Government committed to review and implement reforms to the licensing requirements for motorcycle riders, in particular, learner

Page: 3

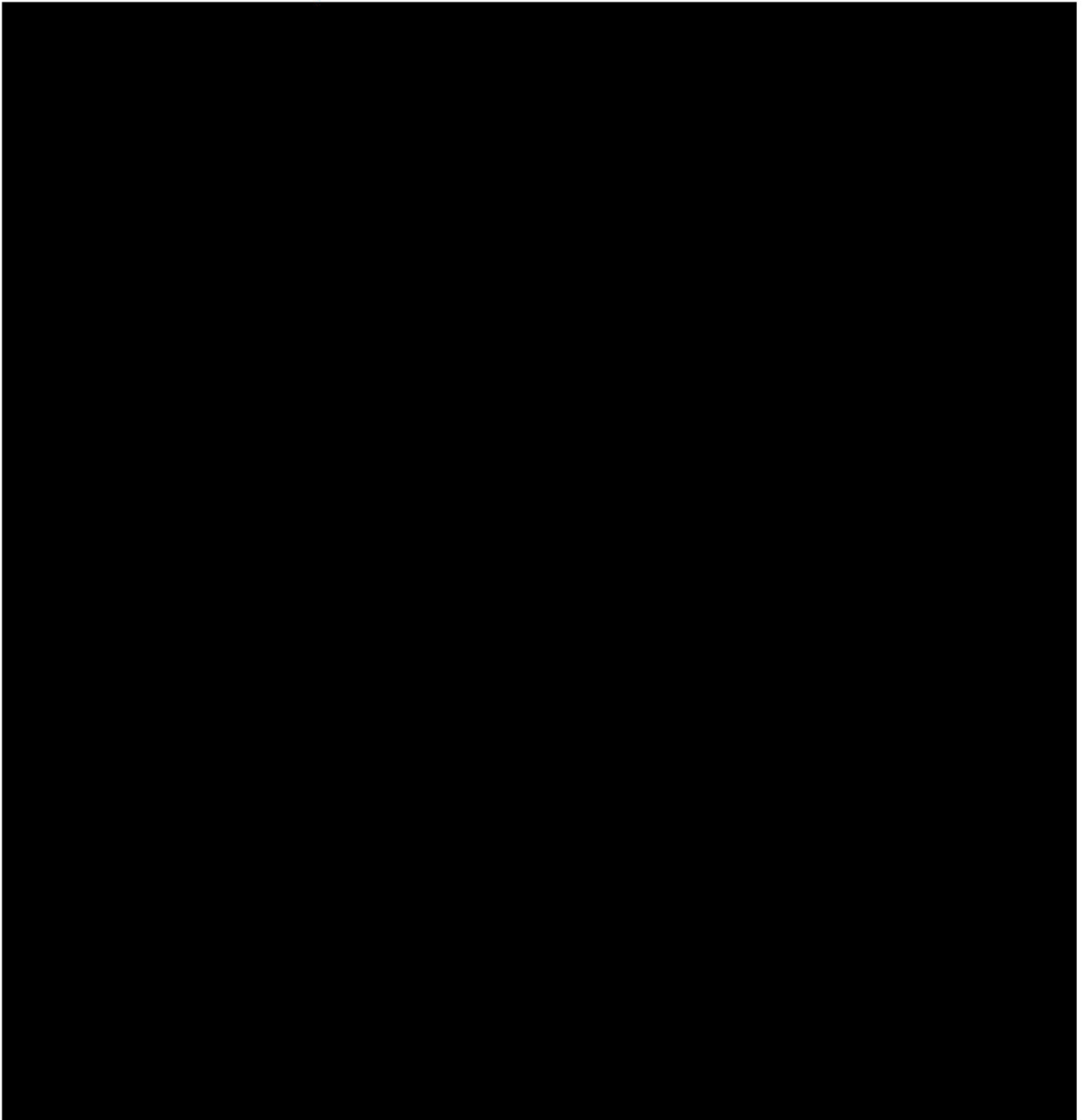
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and provisional motorcycle riders, to reduce road trauma in this vulnerable road user group.

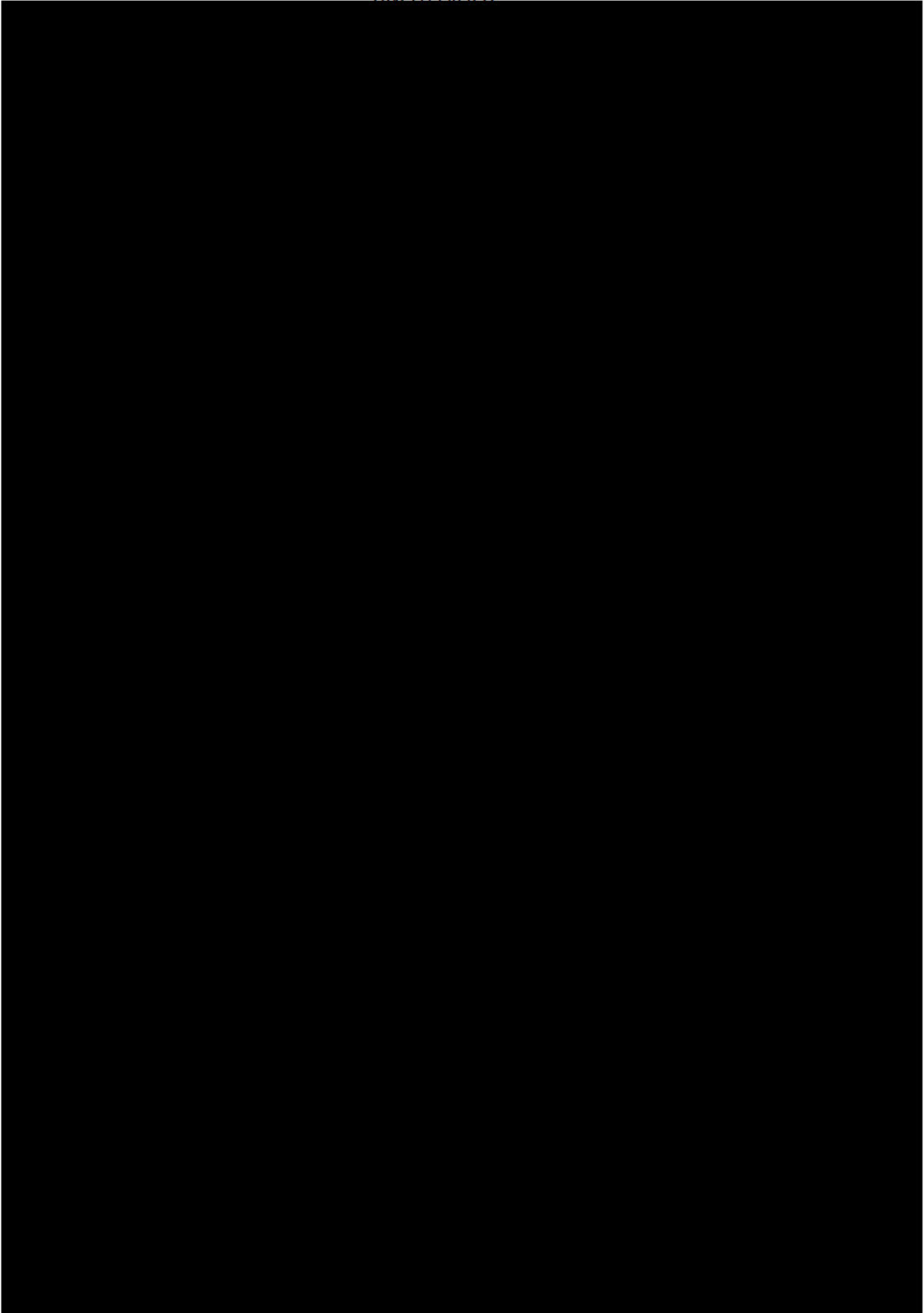
- A draft position paper is being prepared by an expert in motorcycle safety from the Queensland University of Technology to outline best practice and gather data to inform a review of the ACT's licensing scheme for motorcycle riders with a focus on learner and provisional riders.
- The paper will form the basis of community consultation and discussion at the 2021 Road Safety Forum planned for later in 2021.
- Following the forum, the findings and recommend reforms will be provided for your consideration for implementation in 2022.



 Number: 1 Author: Author Date: Indeterminate
[REDACTED]

 Number: 2 Author: Author Date: Indeterminate
[REDACTED]

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INTERNAL ADVISORY NOTE
UNCLASSIFIED

Page: 5

 Number: 1 Author: Author Date: Indeterminate

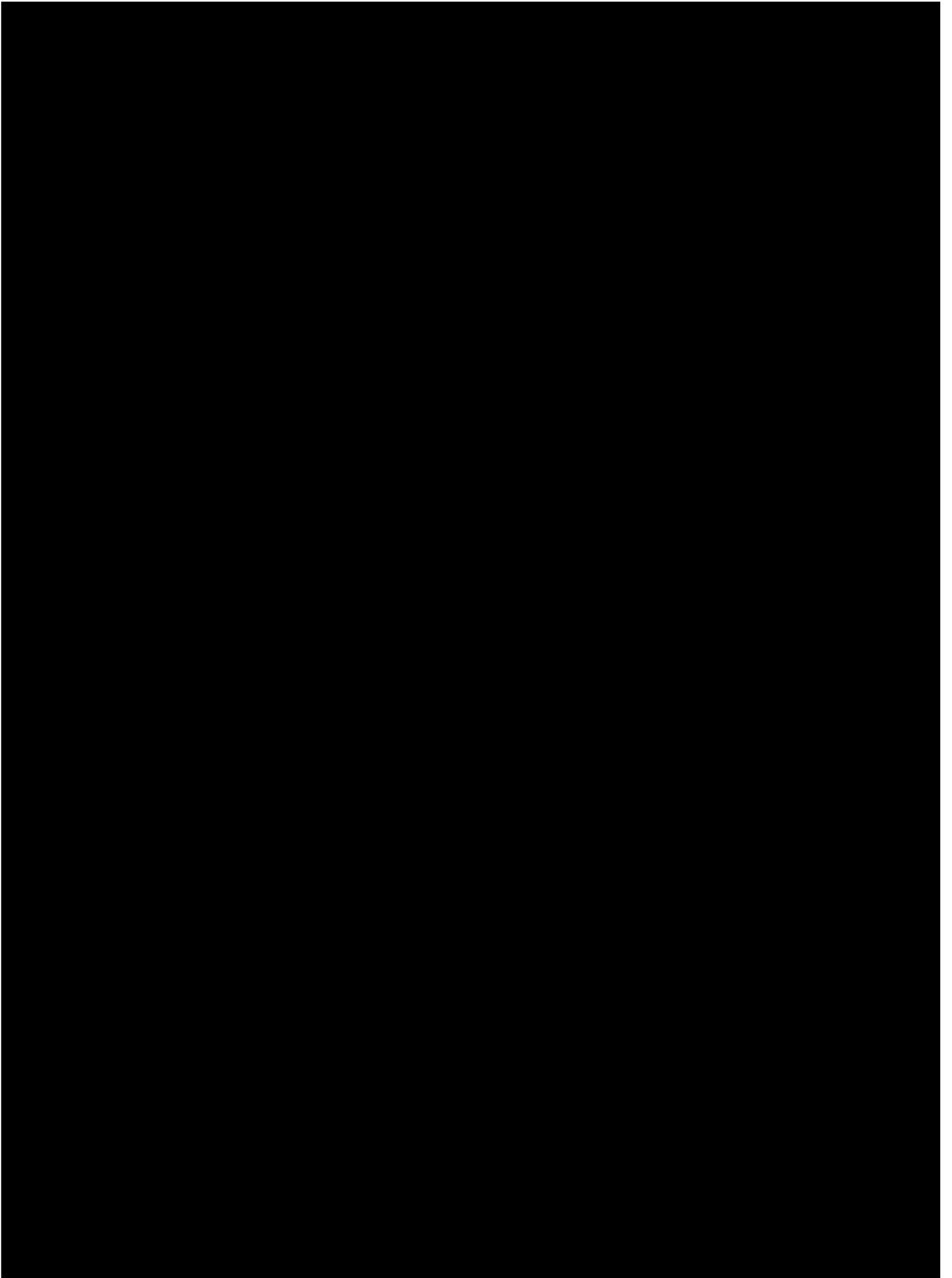


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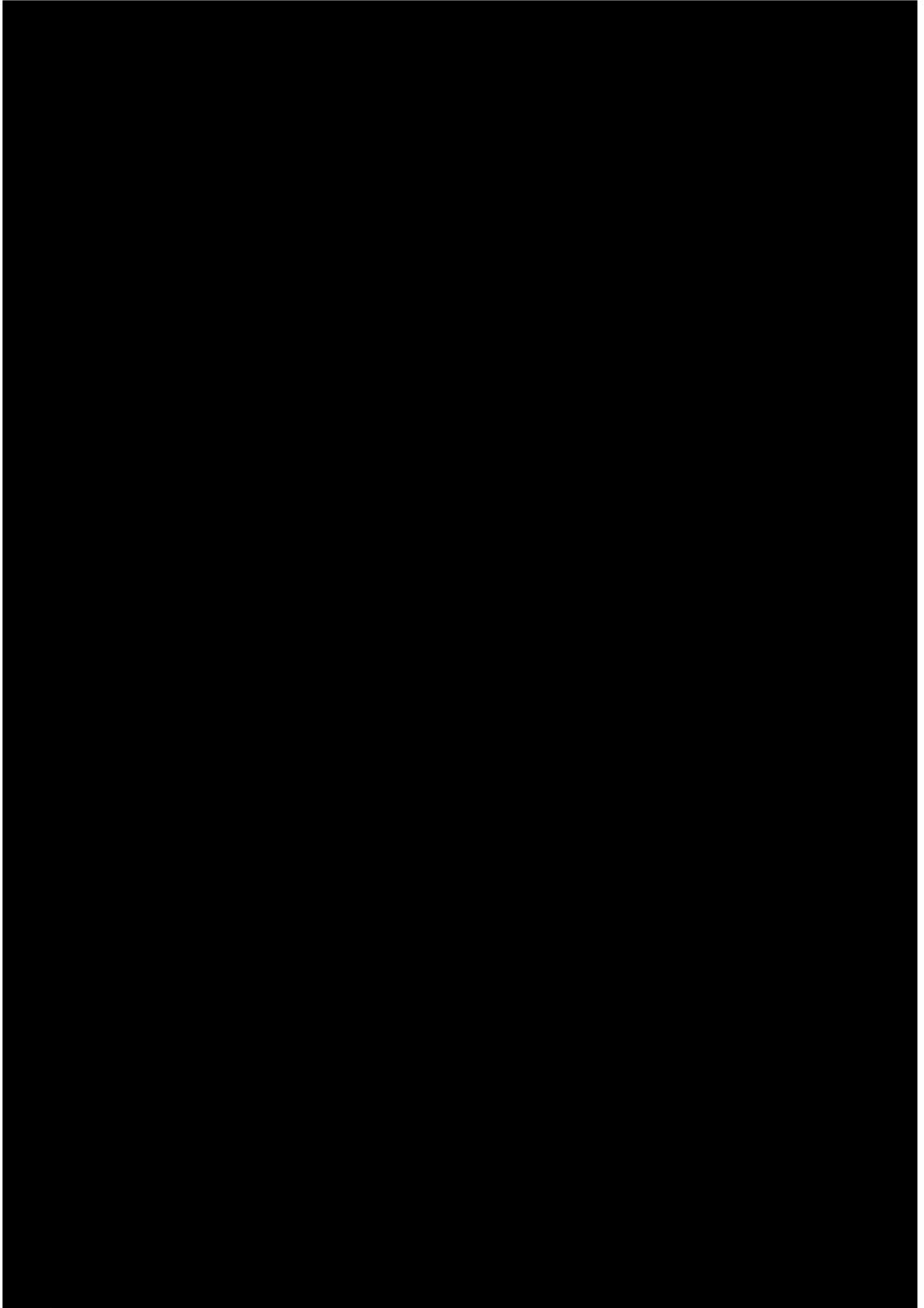
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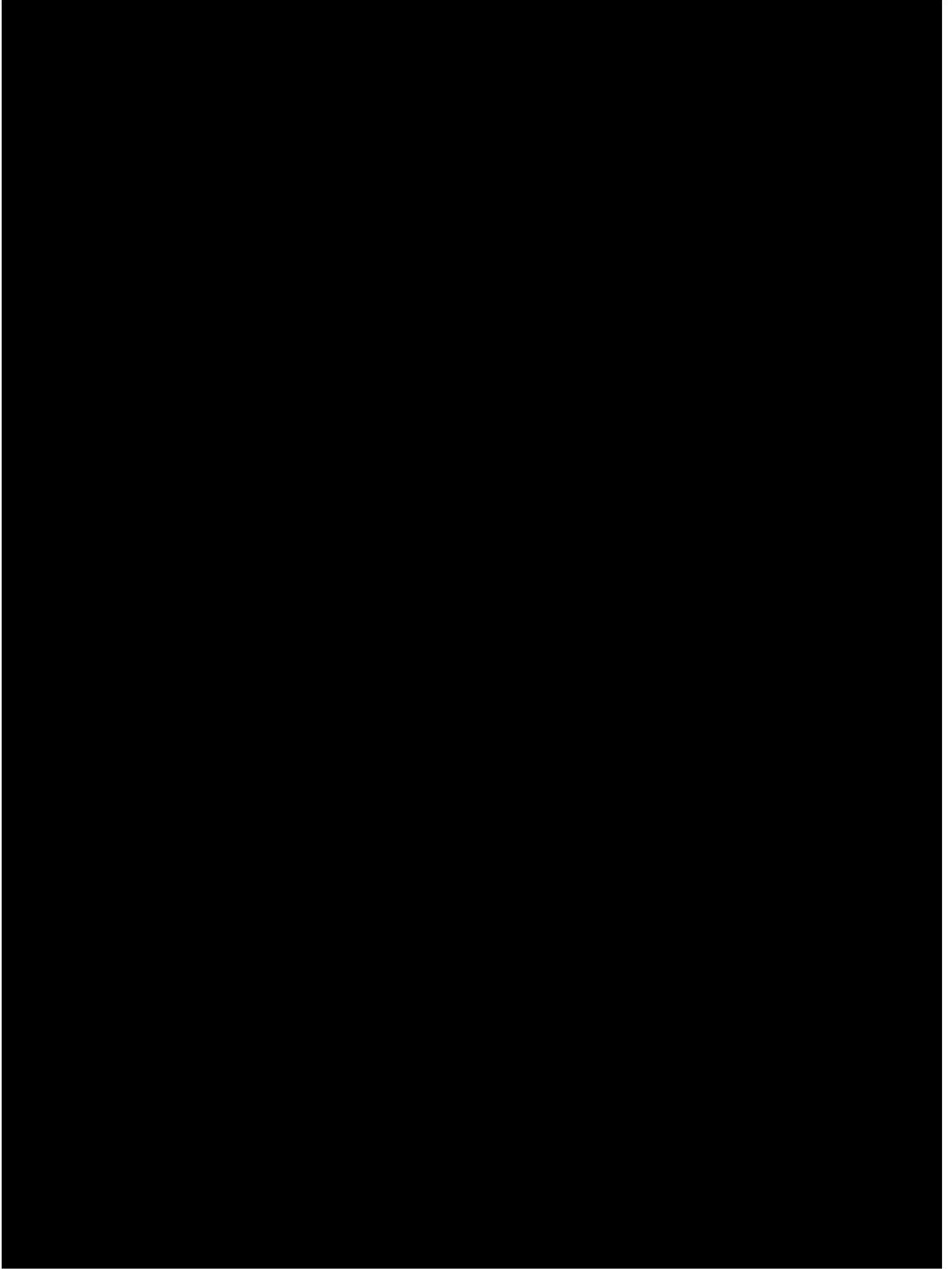


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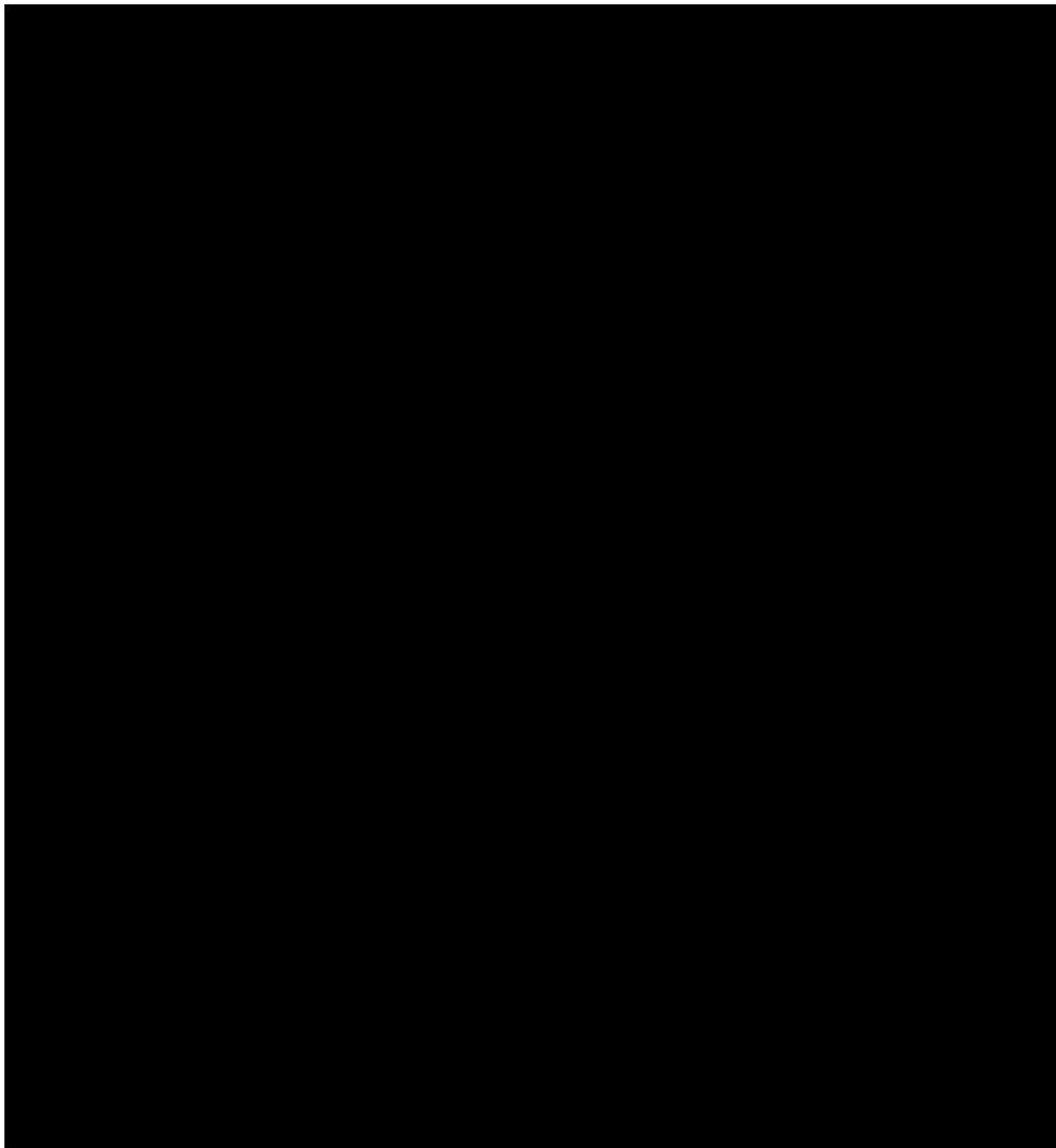


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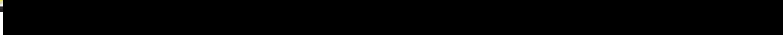


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Noted / Please Discuss

**Chris Steel MLA
Minister for Transport and City Services**

.../.../...

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 Number: 2	Author: Author	Date: Indeterminate
		
 Number: 3	Author: Author	Date: Indeterminate
		
 Number: 4	Author: Author	Date: Indeterminate
		

Road Safety and Transport Regulation Reviews														
Item	Review	Short Description	Q1 2021	Q2 2021	Q3 2021	Q4 2021	Q1 2022	Q2 2022	Q3 2022	Q4 2022	Q1 2023	Q2 2023	Q3 2023	Q4 2023



7	Review of the Motorcycle GLS	A draft position paper is being prepared by the Queensland University of Technology to outline best practice and gather data to inform a review of the ACT's licensing scheme for motorcycle riders with a focus on learner and provisional riders. This position paper will inform the 2021 Road Safety Forum. Following the forum, the findings and recommended reforms will be provided for your consideration for implementation in 2022.						legislative reform						
8	Review of the ACT Road Safety Camera Program	A formal evaluation of the whole road safety camera program is completed every three years to assess the impact of the ACT's mobile road safety camera program and point-to-point camera on reducing crashes and speed, and to identify any changes in community attitudes towards speeding and road safety camera enforcement. This review will include an investigation into as new speed enforcement technologies and ways to expand and evaluate innovative approaches and measures to reduce speeding and change road user behaviour.												
9	Safe System Review	completed by ARRB in 2019. The review looked at 114 serious crashes that occurred over the ten-year period 2007-2016 and identifies twelve recommendations to address safe system gaps in the network. Further analysis on what is required to address each item in conjunction with the identified agency to enable consideration of future budget allocation requirements, resourcing implications, reporting responsibilities and to develop a timeline to address road safety concerns is to be undertaken - within a larger review aimed at ensuring Safer System principles are embedded into TCCS operations.												
10	Speed Camera Tolerance Review	The ACT road safety camera enforcement tolerance was reduced in February 2018 to better align with vision zero principles and research that showed even a small difference in vehicle speed can make a large difference in the likelihood of death or serious injury in a crash. The change has been in place for 3 years and a review is required to determine if the reduction in the camera tolerance resulted in a change in the overall speed recorded at camera sites and if a further reduction in the tolerance is justified.												

From: [Smith, CourtneyA](#)
To: [Stanford, Frances](#)
Cc: [Owen, Matt](#)
Subject: FW: Working Draft content for MGLS Discussion Paper
Date: Tuesday, 20 April 2021 3:03:21 PM
Attachments: [image001.png](#)
[image002.jpg](#)
[image003.jpg](#)
[ACT MGLS Discussion paper Working DRAFT 15032021 \(002\) \(AK MO LW and TS comments\).docx](#)
[MGLS Crash Data Review - April 2021.xlsx](#)

OFFICIAL

Hi Fran

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1. There are just over 38,000 active rider licences currently held in the ACT.
 - a. Of the active rider licences currently held in the ACT, 6.88% are learner licences.
 - b. Of the active rider licences currently held in the ACT, 2.8% are provisional licences.
 - c. Of the active rider licences currently held in the ACT, 90.32% are full licences.
 - d. Less than 2% of all active licences are currently held by individuals aged under 20 in the ACT.
 - e. Approx. 17% of all active licences are currently held by individuals aged between 20 to 25 in the ACT.
 - f. Approx. 72% of all active licences are currently held by individuals aged between 26 to 50 in the ACT.
 - g. Approx. 9% of all active licences are currently held by individuals aged over 50 in the ACT.
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 - a. Learner motorcycle licences have been consistently issued each year over the past 10 years (within 2.75%)
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 - a. Crashes involving motorcycles resulted in property damage only in approx. 58% of occurrences.
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 - a. Crashes involving motorcycles injury in 40.5% of occurrences.
 - b. Crashes involving motorcycles resulted in a fatality in just over 1% of occurrences.
6. Where recorded, over 91% of all drivers involved in collisions during the reviewed period, were males.
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8. Approx. 20% of collisions reviewed involved a novice driver (<25 years of age)
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 - a. Approx. 67% of collisions involving a motorcycle occurred between 5am and 5pm during the review period.
 - b. Approx. 30% of collisions involving a motorcycle occurred between 5pm and 11pm during the review period.
 - c. Less than 3% of all collisions involving a motorcycle occurred between 11pm and 5am during the review period.

Let me know if I have missed anything. Thanks!!

Kind regards

Courtney

Courtney Smith | Policy Officer

Phone: 6207 4563 | Email: CourtneyA.Smith@act.gov.au

Road Safety and Transport Regulation | Strategic Policy and Customer

My workdays are: Monday, Tuesday, Wednesday, Thursday. As I work flexibly, I am emailing you at a time that works best for me. Please know that I do not expect a response until it is most convenient for you.

From: Owen, Matt <Matt.Owen@act.gov.au>

Sent: Monday, 12 April 2021 12:26 PM

To: Smith, CourtneyA <CourtneyA.Smith@act.gov.au>

Subject: RE: Working Draft content for MGLS Discussion Paper

OFFICIAL

Thanks Courtney

Matt Owen | Senior Policy Officer

Phone: 02 6207 8041 (ext. 078041) | Email: matt.owen@act.gov.au

Road Safety and Transport Regulation | Strategic Policy and Customer

Transport Canberra and City Services | ACT Government

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Subject: RE: Working Draft content for MGLS Discussion Paper

OFFICIAL

Thanks Matt!

I'll let you know if it's obvious that I'm missing something

Kind regards

Courtney

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Road Safety and Transport Regulation | Strategic Policy and Customer

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From: Owen, Matt <Matt.Owen@act.gov.au>
Sent: Monday, 12 April 2021 9:41 AM
To: Smith, CourtneyA <CourtneyA.Smith@act.gov.au>
Subject: FW: Working Draft content for MGLS Discussion Paper

OFFICIAL

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I hope you had a good weekend.

As discussed at the team meeting last week, this is the raw data that Lee compiled for the MGLS review. Sorry for the delay in getting it to you. Let me know if there is anything else I have forgot to send you.

Thank you,

Matt

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From: Woolfe, Leanne <Leanne.Woolfe@act.gov.au>
Sent: Tuesday, 6 April 2021 8:09 AM
To: Teresa Senserrick <teresa.senserrick@qut.edu.au>; Stanford, Frances <Frances.Stanford@act.gov.au>
Cc: roadsafety <roadsafety@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>; Ross Blackman <ross.blackman@qut.edu.au>
Subject: RE: Working Draft content for MGLS Discussion Paper

OFFICIAL

Hi Teresa,

Happy Easter!

I apologise for the delay in getting back to you, we have been awaiting some data to accompany the comments.

The data attached is raw data as I was not sure if it was better to try analyse it ourselves or if you had some data specialists, that would be better placed over there?

I have just returned to my nominal position so If you have any questions either Fran or Matt will be able to assist.

Stay safe!

Leanne

From: Teresa Senserrick <teresa.senserrick@qut.edu.au>

Sent: Monday, 15 March 2021 3:44 PM

To: Stanford, Frances <Frances.Stanford@act.gov.au>

Cc: roadsafety <roadsafety@act.gov.au>; Owen, Matt <Matt.Owen@act.gov.au>; Woolfe, Leanne <Leanne.Woolfe@act.gov.au>; Ross Blackman <ross.blackman@qut.edu.au>

Subject: Working Draft content for MGLS Discussion Paper

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi Fran,

Please find the working draft for the 'guts' of the Discussion Paper, with options for ACT Gov as discussed. We look forward to your feedback. (Apologies if I missed copying in anyone.)

Kind regards,

Teresa

Teresa Senserrick PhD

Professor



Queensland University of Technology

K Block, 130 Victoria Park Road, Kelvin Grove, QLD 4059

t: +61 7 3138 8418 | e: teresa.senserrick@qut.edu.au

w: <https://staff.qut.edu.au/staff/teresa.senserrick>

I acknowledge the Turrbal and Yugara as the First Nations owners of the lands where QUT now stands and pay respects to their Elders, lores and creation spirits

From: [Smith, CourtneyA](#)
To: [Stanford, Frances](#)
Subject: RE: Working Draft content for MGLS Discussion Paper
Date: Thursday, 22 April 2021 3:54:30 PM
Attachments: [image001.png](#)
[image002.jpg](#)
[image003.jpg](#)
[MGLS Crash Data Review - April 2021.xlsx](#)

OFFICIAL

Hi Fran

I have added day of week to each year and the summary (updated version attached). Based on analysis there is no increase in collisions on weekends where I would expect to see more recreational riders. Over the data review period (2010-2020), Sunday, Saturday and then Monday have the lowest occurrence of collisions.

-

Recreational riders – evaluated by day of the week collision occurred

Without surveying riders, there is no way to know whether riders are recreational riders or use their motorcycle as their main mode of transport. From the data, the day of the week was analysed to see whether there was an increase in crashes observed on weekends, where it might be expected "recreational" riding (and by association, potentially less experienced riders) to be more prevalent.

It might be expected that collisions involving recreational riders would be more prevalent on weekends. From the data examined, there was less than the 2/7 (28.57%) portion of collisions observed on weekends (21.85% compared to 78.15% during weekdays) - i.e. more collisions involving motorcycles occurred on weekdays than on weekends during the review period.

Kind regards

Courtney

Courtney Smith | Policy Officer
Phone: 6207 4563 | Email: CourtneyA.Smith@act.gov.au
Road Safety and Transport Regulation | Strategic Policy and Customer

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From: Stanford, Frances <Frances.Stanford@act.gov.au>
Sent: Thursday, 22 April 2021 2:25 PM
To: Smith, CourtneyA <CourtneyA.Smith@act.gov.au>
Subject: RE: Working Draft content for MGLS Discussion Paper

OFFICIAL

Great because I found the days but cant get it to filter to just motobikes.

Ill give up and go to lunch

From: Smith, CourtneyA <CourtneyA.Smith@act.gov.au>
Sent: Thursday, 22 April 2021 2:20 PM
To: Stanford, Frances <Frances.Stanford@act.gov.au>
Subject: RE: Working Draft content for MGLS Discussion Paper

OFFICIAL

I've just quickly googled it and it will only take me a few minutes to do all of the years – might even be faster than going into the crash database

Courtney Smith | Policy Officer
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Sent: Thursday, 22 April 2021 2:10 PM
To: Smith, CourtneyA <CourtneyA.Smith@act.gov.au>
Subject: RE: Working Draft content for MGLS Discussion Paper

OFFICIAL

Sorry hold off a minute I think this is in the crash data base Ill see if I can get it out.

From: Smith, CourtneyA <CourtneyA.Smith@act.gov.au>
Sent: Thursday, 22 April 2021 12:28 PM
To: Stanford, Frances <Frances.Stanford@act.gov.au>
Cc: Owen, Matt <Matt.Owen@act.gov.au>
Subject: Re: Working Draft content for MGLS Discussion Paper

Good idea. The date of collision is in the data set - I might be able to find a formula to work out which day of week this falls on, I'll let you know how I go!

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From: Stanford, Frances <Frances.Stanford@act.gov.au>
Sent: Thursday, April 22, 2021 12:14:09 PM
To: Smith, CourtneyA <CourtneyA.Smith@act.gov.au>
Cc: Owen, Matt <Matt.Owen@act.gov.au>
Subject: RE: Working Draft content for MGLS Discussion Paper

OFFICIAL

That is amazing, Thank you. I think the only one missed at this stage is day of the week, this could be a good indicator or recreational riders. Is that info in the data set?

From: Smith, CourtneyA <CourtneyA.Smith@act.gov.au>
Sent: Tuesday, 20 April 2021 3:03 PM
To: Stanford, Frances <Frances.Stanford@act.gov.au>
Cc: Owen, Matt <Matt.Owen@act.gov.au>
Subject: FW: Working Draft content for MGLS Discussion Paper

OFFICIAL

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Let me know if I have missed anything. Thanks!!

Kind regards

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Subject: RE: Working Draft content for MGLS Discussion Paper

OFFICIAL

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Subject: RE: Working Draft content for MGLS Discussion Paper

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To: Teresa Senserrick <teresa.senserrick@qut.edu.au>; Stanford, Frances <Frances.Stanford@act.gov.au>
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Subject: Working Draft content for MGLS Discussion Paper

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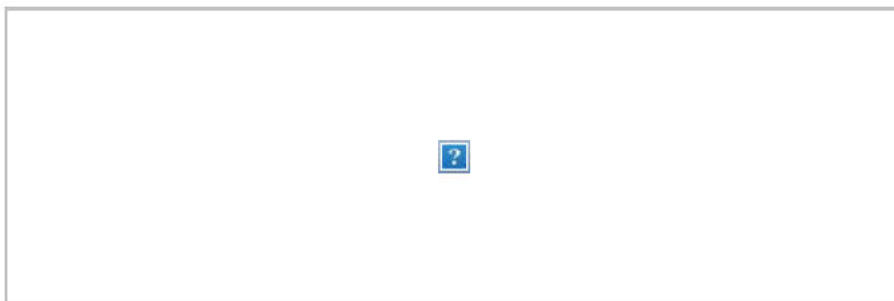
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Kind regards,
Teresa

Teresa Senserrick PhD

Professor



Queensland University of Technology

K Block, 130 Victoria Park Road, Kelvin Grove, QLD 4059

t: +61 7 3138 8418 | e: teresa.senserrick@qut.edu.au

w: <https://staff.qut.edu.au/staff/teresa.senserrick>

I acknowledge the Turrbal and Yugara as the First Nations owners of the lands where QUT now stands and pay respects to their Elders, lores and creation spirits

From: [Stanford, Frances](#)
To: [REDACTED]
Cc: [Ison, Adrian](#); [Hosking, Kim](#)
Subject: ACT Road Safety Forum
Date: Wednesday, 5 May 2021 3:54:00 PM
Attachments: [image001.jpg](#)

OFFICIAL

Hi [REDACTED]

We have just had word from the Ministers office that he would like to postpone the Motorcycle GLS forum until later in the year/early next year.

We are hoping that when we receive Teresa's discussion paper we can highlight the need to push ahead with the forum as I know the ACRS, and you in particular, have already put a lot of work into the project.

I'll keep you updated as I hear more but please give me a call if you would like to discuss anything, otherwise I will talk to you at the next Road Safety Advisory Board meeting.

Regards

Frances Stanford | Assistant Director

Phone: 02 6207 1714 | Email: frances.stanford@act.gov.au

Road Safety and Transport Regulation | Strategic Policy and Customer | Transport Canberra and City Services | ACT Government

Level 3, 480 Northbourne Avenue, Dickson ACT 2602 | GPO Box 158, Canberra ACT 2601 | www.act.gov.au

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A close up of a logo Description automatically generated



From: [Stanford, Frances](#)
To: [Irons, Samantha](#)
Subject: FW: ACT Motorcycle GLS Discuss Paper - draft FINAL
Date: Wednesday, 10 November 2021 10:41:18 AM
Attachments: [image001.png](#)
[ACT MGLS Discussion paper DRAFT-FINAL 18062021.docx](#)

OFFICIAL

From: Teresa Senserrick <teresa.senserrick@qut.edu.au>
Sent: Friday, 18 June 2021 9:14 AM
To: Stanford, Frances <Frances.Stanford@act.gov.au>
Cc: TCCS_roadsafety <TCCS_roadsafety@act.gov.au>; Owen, Matt (Health) <Matt.Owen@act.gov.au>; Woolfe, Leanne <Leanne.Woolfe@act.gov.au>; Ross Blackman <ross.blackman@qut.edu.au>
Subject: ACT Motorcycle GLS Discuss Paper - draft FINAL

CAUTION: This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Dear Fran and team,

Please find a draft final Discussion Paper regarding potential reforms to the Motorcycle Graduated Licensing System in the ACT attached for your review and feedback.

Based on previous feedback, we have removed redundant sections and drafted some suggested approaches for the front end, introductory text and end document response sheets.

Kind regards,
Teresa and Ross

Teresa Senserrick PhD
Professor



Queensland University of Technology
K Block, 130 Victoria Park Road, Kelvin Grove, QLD 4059
t: +61 7 3138 8418 | e: teresa.senserrick@qut.edu.au
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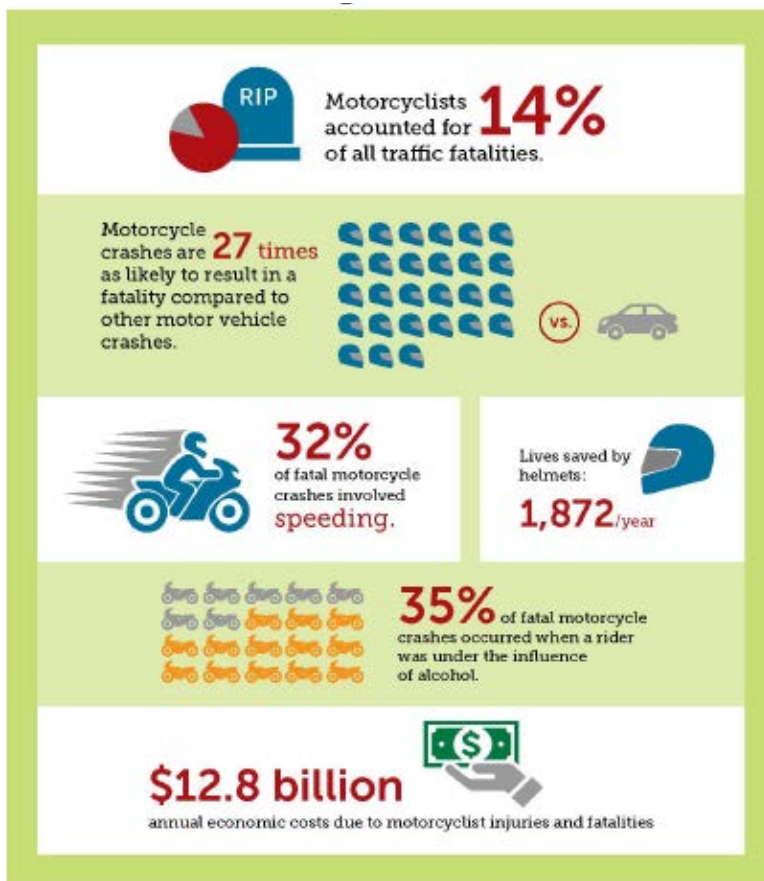
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ACT Government Discussion Paper DRAFT FINAL 18/06/2021

Review of ACT Licensing, Training and Testing Requirements for Motorcycle Riders

FRONT END pages – for ACT Gov to complete

- Title page
- Document detail page
- Minister comment
- Acknowledgement of Country
- Contents
- Option to include infographic (such as example below based on US data)
 - Motorcyclists in crashes are 30 times more likely to die than car occupants¹
 - 33% of motorcyclist fatalities in the ACT are novice riders
 - Rider was under the influence of drugs and/or alcohol in 48% fatalities
 - Rider was speeding in 44% of fatalities
 - 15% of motorcyclist fatalities occur between 11pm and 5am



Source: NCSA, 2019

¹ Australian Department of Infrastructure, Transport, Regional Development and Local Government. (2008). *Fatal and serious road crashes involving motorcyclists*, Monograph 20: <https://www.infrastructure.gov.au/roads/safety/publications/2008/pdf/mono20.pdf>.

INTRODUCTION

Each year in the ACT, between 95 to 132 motorcycle riders become a road casualty.² This includes loss of lives and lifelong debilitating injuries. Despite that less than 10% of motorcycle licences are held by learner and provisional riders,³ novice riders are one-third of all fatalities. While difficult to quantify, we know many other casualties are those returning to riding after long breaks since their initial training and licensing.

These casualties are unacceptable under the ACT's commitment to Vision Zero. We know that these outcomes are predictable and preventable. We must work together to ensure that individuals, families and communities do not continue to endure this burden.

Training and testing requirements for a motorcycle licence in the ACT currently include the Pre-Learner Licence Course (taken by prospective drivers as well as riders, including a knowledge test), the Pre-Learner Rider Training Course (an off-road course for riders, including a practical assessment) and the Pre-Provisional Licence Course (a mix of off-road and on-road training and an off-road practical assessment).

These requirements were last reviewed in January 2011. One decade on, the evidence base for best practices has increased, with reforms implemented overseas and in other Australian jurisdictions.

A commitment to review these developments, in particular for learner and provisional motorcycle riders, was made in the ACT Road Safety Action Plan 2020-2023. This Discussion Paper is a result of this commitment.

We know that implementing a staged or graduated approach to motorcycle licensing is a proven way to reduce road fatalities.⁴ However, what other features of licensing systems best protect riders is not always clear. This Discussion Paper presents current evidence and recommendations on key features for consideration in the ACT.

This Discussion Paper also invites further proposals on initiatives to increase the safety of returning riders. Australia is experiencing on-going increases in older riders in motorcycle crashes. In the year 2000, riders aged 40 years or older comprised 25% of motorcycle rider fatalities on Australian roads. This proportion has increased steadily to see this age group comprise 53% of fatalities in 2020.⁵

While this trend in part is due to overall ageing of the motorcycle rider population, the involvement of riders who have recently returned from an extended break from riding also plays a role.⁶

The following sections present six proposed changes to the motorcycle graduated licensing system in the ACT and a proposed incentive scheme targeting returning riders. The paper includes details on the reasons for these proposals and a series of discussion questions. We invite you to consider these and contact us with your responses (with details on how to do this at the end of the document).

² Casualty statistics in this report are based on ACT records from 2010 to 2020.

³ Licence statistics in this report are based on ACT records current at April 2020.

⁴ McGwin G Jr, Whatley J, Metzger J, Valent F, Barbone F, Rue III LW (2004). The effect of state motorcycling laws on motorcycle driver mortality rates. *Journal of Trauma, Injury, Infection, and Critical Care* 56(2): 415-419; doi:10.1097/01.TA.0000044625.16783.A9.

⁵ Calculated from the [Australian Road Deaths Database | Bureau of Infrastructure and Transport Research Economics \(bitre.gov.au\)](https://bitre.gov.au).

⁶ Blackman R, Haworth N, Biggs H, Wishart D (2020). Review of post-licence motorcycle rider training in New South Wales. *Journal of Road Safety*, 31(4), 26-35.

MINIMUM ENTRY AGE FOR MOTORCYCLE LICENCE

Proposal 1: Increase the minimum learner licence age to 17 years

Setting the minimum age permitted for a learner motorcycle licence presents a challenge to balance safety, mobility and ethical needs of the ACT community. Learning to drive a car under supervision is a very safe time prior to the high-risk early provisional period. In contrast, inexperienced motorcycle riders face high demands from the very first day they ride on a learner licence.

From a safety perspective, high-quality studies show that young age (teenage years) greatly increases motorcyclist crash risk, even when taking riding experience into account.⁷ Further, this role of age is even greater for novice riders than novice drivers, who can only drive independently from age 17 years in the ACT. Therefore, for safety and equity reasons, it is argued that the minimum age for a learner motorcycle licence should at least be raised to age 17 years.

Other Australian states argue for even stronger requirements. In Queensland, a minimum of 12 months on a provisional driver licence must be completed before applying for a motorcycle licence. As the minimum driver licence age is 17 years in Queensland, this would result in a minimum learner motorcycle licence age of 18 years. This approach assumes safety skills developed as a driver will transfer to safer motorcycle riding, such as hazard perception. However, the research evidence of this is mixed.⁸ A Queensland evaluation suggests that reduced crash benefits occur, not just by delaying licensure, but due to fewer people applying for a licence overall.⁹

In February 2021, the South Australian Parliament introduced a Bill to increase the minimum learner motorcycle licence age from 16 to 18 years, or 17 years if holding a provisional car licence.¹⁰ The Bill also proposes allowing licensing from age 16 if living in regional areas and travelling for education, work or sport. Such an approach balances overall safety with trade-offs in equity due to practical needs in areas with limited alternative transport options. It is too early to know the impact on casualty crashes. Whether such an approach might suit the ACT is an ethical question.

⁷ Mullin B, Jackson R, Langley J, Norton R (2000). Increasing age and experience: are both protective against motorcycle injury? A case control study. *Injury Prevention* 6: 32-35; <http://dx.doi.org/10.1136/ip.6.1.32>.

Sexton B, Baughan C, Elliott M, Maycock G (2004). *The Accident Risk of Motorcyclists*. TRL Report No. 607. Transport Research Laboratory: Crowthorne; <https://trl.co.uk/reports/TRL607>.

⁸ Horswill MS, Helman S (2003). A behavioral comparison between motorcyclists and a matched group of non-motorcycling car drivers: Factors influencing accident risk. *Accident Analysis and Prevention* 35: 589-597; doi:10.1016/S0001-4575(02)00039-8.

Liu CC, Hosking SG, Lenné MG (2009). Hazard perception abilities of experienced and novice motorcyclists: An interactive simulator experiment. *Transportation Research Part F: Traffic Psychology and Behaviour* 12: 325-334; doi:10.1016/j.trf.2009.04.003.

Mullin et al. (2000).

Scully M, Newstead S, Keall M (2014). *Evaluation of Queensland's Graduated Licensing System: Analysis of police-reported crash outcomes and individual GLS components*. MUARC Report. Monash University Accident Research Centre: Clayton.

⁹ Haworth N, Rowden P, Schramm A (2010). A preliminary examination of the effects of changes in motorcycle licensing in Queensland. *Proceedings of the Australasian Road Safety, Research, Policing & Education Conference*; <https://eprints.qut.edu.au/37985/>.

¹⁰ South Australian Premier News release 16/02/2021: <https://www.premier.sa.gov.au/news/media-releases/news/marshall-governments-landmark-changes-to-motorcycle-graduated-licensing-scheme-gain-traction>.

It is proposed that the minimum learner age be raised to 17 years. Further impact assessment and monitoring of outcomes of alternative approaches in other jurisdictions, such as that in South Australia, will be undertaken regarding older minimum ages. Responses to this Discussion Paper will help inform likely feasibility and acceptability in the ACT community.

Discussion Question 1.1: Should the minimum age for learner motorcycle licences be increased?

- a. No. It should remain at 16 years 9 months.
- b. Yes. It should be increased to 17 years.
- c. Yes. It should be increased to 18 years.
- d. Yes. It should be increased by requiring a driver licence first.

Discussion Question 1.2: Should exemptions apply to the minimum age requirement for learner motorcycle licences?

- a. No. Everyone should have the opportunity at the same age.
- b. Yes. Exemptions should apply in regional areas if required for essential needs, such as education, work or sport.

ON-ROAD RIDING AND ASSESSMENT FOR THE LEARNER LICENCE

Proposal 2: Introduce on-road riding in the pre-learner licence rider training and assessment course

Another factor that influences decisions on the entry age for a motorcycle licence is how well we can prepare new riders to ride safely. Currently, the ACT requires new applicants to undertake two education and assessment courses for a motorcycle learner licence:

- The Pre-Learner Licence Course, which includes a road rules knowledge test.
- The Pre-Learner Rider Training Course, which includes a practical (riding) assessment at an off-road course location.

Research evaluations support this approach, showing benefits of mandatory pre-licence courses for motorcyclists, including knowledge and practical assessments.¹¹ However, rather than only including off-road riding for these courses, it is increasingly recommended that both training and assessment should include on-road riding.

For example, in 2015 the Organisation for Economic Co-operation and Development (of which Australia is a member country) and International Transport Forum recommended assessment of technical riding skills in an off-road location followed by testing of traffic skills on-road.¹² In 2018, the

¹¹ Araujo M, Illanes E, Chapman E, Rodrigues E (2017). Effectiveness of interventions to prevent motorcycle injuries: systematic review of the literature. *International Journal of Injury Control and Safety Promotion* 24(3): 406-422; doi: 10.1080/17457300.2016.1224901.

McGwin et al. (2004)

¹² OECD/ITF (2015). *Improving Safety for Motorcycle, Scooter and Moped Riders*. OECD Publishing, Paris; <http://dx.doi.org/10.1787/9789282107942-en>.

European Union required on-road assessment to qualify for its quality rating system for motorcycle training.¹³

Victoria introduced on-road riding in its pre-learner motorcycle course in 2016¹⁴ and Tasmania in 2017. This is too early to have objective evaluations, but feedback is very positive. Queensland includes on-road training later during the learner stage. In New South Wales, like the ACT, on-road training does not occur until the pre-provisional licence course, with this approach currently under review.¹⁵

The Pre-Learner Licence Course has recently been revised. It is time to revise the Pre-Learner Rider Training Course. It is proposed that on-road riding should be included in the revised course, including training and assessment.

Discussion Question 2: Should the pre-Learner rider course and assessments include on-road riding?

- a. Yes. It is much safer to be on the road for the first time with a qualified riding instructor.
- b. No. On-road riding should not be included until the pre-provisional course.

SUPERVISED RIDING OF LEARNER RIDERS

An alternative to requiring on-road training is to require learner motorcyclists to be supervised by a licensed motorcyclist, either on a separate motorcycle or as a pillion passenger. This might also seem equitable to learner drivers. However, it can be harder for new riders to find a qualified rider to supervise them. Plus, supervising a rider is a very different experience to supervising in a car.

In a car, the supervisor can see mostly the same view as the driver, can help with vehicle controls if needed and can also talk safely with the driver to provide tips and coaching 'in the moment'.

An accompanying supervisory rider must keep a safe distance from the novice rider and cannot share the view or provide immediate help or advice. This also can increase risk for supervisory riders when too focused on the learner and not their own riding. Professional instructors have specialty training and supports to manage these conditions.

The alternative is for a supervisor to be a pillion passenger. This is not permitted for learner riders in the ACT for good reason. Much research shows that this greatly impacts the handling of the motorcycle and increases crashes and injury, with the pillion at potentially greater risk than the rider.¹⁶

Supervisory riders are required during the first stage of learning in Queensland and Western Australia. There is no evaluation to support this and many riders reportedly wait out the time periods without any riding experience due to lack of supervisor.

No change is recommended for the ACT.

¹³ DVR (2018). *Das Qualitätssiegel von ACEM und DVR (Training Quality Label of ACEM and DVR)*. Bonn; <https://www.dvr.de/praevention/sht-shp/acem/>.

¹⁴ Senserrick T, McRae D, Wallace P, de Rome L, Rees P, Williamson A. Enhancing higher-order skills education and assessment in a graduated motorcycle licensing system. *Safety* 2017, 3, 14; doi:10.3390/safety3020014.

¹⁵ Transport for NSW (2019). *Evaluation of the NSW Motorcycle Graduated Licensing Scheme*. Centre for Road Safety, October; <https://roadsafety.transport.nsw.gov.au/downloads/motorcycle-graduated-licensing-scheme-report.pdf>.

¹⁶ Christie R (2014). *A Discussion Paper on Elements of a Graduated Licensing System for Motorcycle Riders*. Austroads Research Report AP-R469-14. Austroads: Sydney; <https://austroads.com.au/publications/road-safety/ap-r469-14>.

Haworth N, Buckley L, Watson BC, King MJ (2011). *A Review of Potential Countermeasures for Motorcycle and Scooter Safety across APEC: Compendium of Best Practices on Motorcycle and Scooter Safety*; <https://eprints.qut.edu.au/58798/>.

Discussion Question 3: Should revisions be made to introduce an initial supervised riding requirement for learner motorcyclists?

- a. No. This is not safe or practical for many.
- b. Yes. This should be introduced instead of mandatory training.
- c. Yes. This should be introduced as well as mandatory training.

NIGHT RIDING RESTRICTION FOR LEARNER RIDERS

Proposal 3: Introduce a night riding restriction for learner riders between 11pm and 5 am

Compared to the much fewer hours we spend travelling at night than during the day, road collisions are much more likely at night. This includes motorcyclists and not just new riders.¹⁷ This is in part due to poorer visibility, but also because more people out on the roads are tired or under the influence of alcohol at this time, particularly during the late night through to early morning hours.

International evaluations conclude that restricting new riders from riding at night is among the most common effective graduated licensing restrictions for new riders.¹⁸ This allows them to gain experience in lower risk conditions before being exposed to the much greater risk at night.

South Australia has introduced a night riding restriction for learner riders aged under the age of 25 who do not have at minimum a second-year provisional driver licence. The restricted hours are from midnight to 5 am. Such restrictions also exist for South Australian novice drivers, as well as those in Western Australia, and also in Queensland where the restriction begins at 11 pm.

Research with novice riders in New South Wales also suggests most do not ride very often at night, if at all, during the learner stage.¹⁹ This suggests there might be minimal disruption from introducing this restriction. In driver licensing schemes, such a restriction generally includes exemptions such as those for minimum age: education, work or sport.

In the ACT, 15% of motorcycle rider fatalities occur during the 11 pm to 5 am period. These are the hours that some restrictions apply to new independent drivers.

It is proposed to introduce a night riding restriction for learner riders between 11 pm and 5 am.

Discussion Question 4: Should a night riding restriction be introduced for learner motorcyclists?

- a. Yes. This should apply to all learners.
- b. Yes. But there should be exemptions for reasons such as education, work or sports.
- c. No. Learners will only ride at night when they are ready anyway.

¹⁷ Haworth N, Smith R, Brumen I, Pronk P (1997). *Case control study of motorcycle crashes*. Federal Office of Road Safety Report CR174. Federal Office of Road Safety: Canberra; <https://www.monash.edu/muarc/archive/our-publications/reports/atsb174>.

¹⁸ McGwin et al. (2004).

¹⁹ de Rome L, Ivers R, Haworth N, Heritier S, Fitzharris M, Du W (2010). Survey of novice motorcycle riders and their riding experience before licensing. *Transportation Research Record*, 2194: 75-81; doi:10.3141/2194-09.

ON-ROAD RIDING ASSESSMENT FOR THE PROVISIONAL LICENCE

Proposal 4: Include an on-road riding assessment for provisional licence

As noted for the learner licence, on-road riding assessment is recommended for licensing. The current ACT pre-provisional licence course includes on-road training, or more specifically, ‘coaching’. An instructor guides a small group of riders on brief rides and stops by the roadside to provide coaching and feedback on their riding and the riding conditions. However, the practical riding test is taken at an off-road course location.

It is proposed that the pre-provisional course be revised to include on-road riding assessment.

Discussion Question 5: Should an on-road riding assessment be required for a provisional licence?

- a. Yes. On-road riding assessment should be essential to demonstrate competency.
- b. No. On-road riding assessment should not be included in this course.

MOTORCYCLIST HAZARD PERCEPTION TEST FOR THE PROVISIONAL LICENCE

Proposal 5: Introduce a motorcyclist hazard perception test for the provisional licence

Hazard perception tests are used to assess the ability of the rider to detect potentially dangerous events (hazards) ahead – a critical skill to avoid crashes. Many studies show that hazard perception is better developed in experienced and crash-free drivers and riders compared to inexperienced and crash-involved drivers and riders.²⁰

The ACT requires learner drivers to pass a hazard perception test for the provisional licence but not learner motorcyclists. Some Australian states require novice motorcyclists to take the same hazard perception test as drivers (if they have not done so already for a driver licence). Queensland and Western Australia have introduced motorcyclist-specific hazard perception tests, which a recent review concludes is the recommended approach.²¹

It is proposed that a motorcyclist hazard perception test be introduced as a requirement for a provisional licence.

²⁰ Horswill MS (2016). Hazard perception tests. In DL Fisher, JK Caird, W Horrey, L Trick (Eds.). *The Handbook of Teen and Novice Drivers* (pp. 439-450). Boca Raton, FL: CRC Press.

Moran C, Bennett JM, Prabhakaran P (2019). Road user hazard perception tests: A systematic review of current methodologies. *Accident Analysis and Prevention*, 129, 309–333; doi:10.1016/j.aap.2019.05.021.

²¹ Moran et al. (2019).

Discussion Question 6: Should riders need to pass a motorcycle specific hazard perception test for provisional licence?

- a. Yes. Hazard perceptions skills are too important not to include.
- b. No. This will just delay riders from getting a provisional licence.

VEHICLE RESTRICTIONS FOR ALL LEARNER AND PROVISIONAL RIDERS

Proposal 6: Strengthen LAMS restrictions and apply to all learner and provisional riders

Australian states and territories apply a system of restricting the use of high-powered, performance, and larger heavy motorcycles, through the Learner Approved Motorcycle Scheme (LAMS). LAMS approved vehicles have a maximum power-to-weight ratio of 150 kw/tonne. All jurisdictions besides the ACT also specify that LAMS approved vehicles are limited to a maximum engine capacity of 660 cc. An example list of LAMS approved motorcycles from New South Wales can be found [here](#).

Evaluations provide strong support for schemes such as LAMS, in particular for power-to-weight restrictions and sports bike types, rather than a restriction on engine capacity alone.²²

Currently, only ACT learner and first-year provisional riders are restricted to LAMS vehicles. All other Australian states and territories restrict all provisional riders for the entire provisional period, as well as learner riders, with the exception of Tasmania. Tasmania, like the ACT, only restricts provisional riders during the first year. Some riders report waiting until this restriction is lifted before buying their own motorcycle. This means they do not get much riding experience in the lower risk conditions intended by the graduated licensing scheme.

It is proposed that LAMS restrictions, including a maximum engine capacity of 660 cc, apply to all learners and all provisional riders.

Discussion Question 7.1: Should the ACT LAMS include a restriction to vehicles with a maximum engine capacity of 660 cc?

- a. Yes. This will help increase the safety of novice riders.
- b. No. LAMS should only be based on a maximum power-to-weight ratio of 150 kw/tonne.

Discussion Question 7.2: Should LAMS restrictions apply for the entire provisional licence period?

- a. Yes. These help keep novice riders safe.
- b. No. Riders should be able to ride any motorcycle after one year on a provisional licence.

²² Baldock MRJ (2018). *Recommendations for a Graduated Licensing System for Motorcyclists in South Australia (CASR149)*. Centre for Automotive Safety Research: Adelaide; <http://casr.adelaide.edu.au/publications/list/?id=1743>.

Proposal 7: Introduce incentives for post-licence rider training for returning riders

The potential for returning riders to have an increased risk of crash has been considered in research and in stakeholder discussions.²³ It has been suggested that an extended break can lead to a deterioration in technical skills, awareness and hazard perception. It is also possible that being unfamiliar with a particular motorcycle or motorcycle type may lead to higher crash risk. For some riders, the increased density and mix of vehicles on the road might also be quite different to their early riding experience.

As yet, the evidence base is inconclusive regarding the crash risk of returning riders compared with those who have continued riding since obtaining a licence. Issues in obtaining reliable and conclusive evidence for this include the difficulty of identifying returning riders in crash data and in measuring potential differences in the amount of riding undertaken by different rider groups. (This is a measure of exposure to crash risk – motorcyclists who ride often have more exposure to a potential crash than those who only ride occasionally.)

Another key complication is the lack of a clear or consistent definition of ‘returning’ or ‘returned’ riders. Considerations in defining returning riders include the following, with the first three particularly important considerations:

- Length of break from riding.
- Length of time since returning.
- Distance travelled since returning.
- Amount of time and/or distance travelled prior to taking an extended break. (For example, should riders with little previous experience be considered to have ‘returned’? Is there a minimum age?)
- Frequency or regularity of riding (pre-break and/or post-break).

Refresher training for returning riders is one potential avenue to help reduce crash risk associated with a lack of recent experience. There is limited formal evaluations of such courses with mixed results.²⁴ However, promising results are now emerging from the New Zealand Ride Forever coaching program.²⁵ There is also general support for post-licence training among stakeholders and older riders.²⁶

Fully licensed riders are not required in any Australian state or territory to undertake further training or assessment to ensure that rider competency is maintained. Some insurance providers offer small incentives for participation.

²³ Blackman et al. (2020).

²⁴ Kardamanidis K, Martiniuk A, Ivers R, Stevenson M, Thistlethwaite K (2010). Motorcycle rider training for the prevention of road traffic crashes. *Cochrane Library*; doi:10.1002/14651858.CD005240.pub2.

²⁵ McMillan, M. *Ride Forever Newsletter*, September 2018, <https://www.rideforever.co.nz/news-andreviews/ride-forever-newsletter-september-2018/>.

²⁶ Blackman et al. (2020).

Sakashita C, Stephen J, Senserrick T, Lo S, Ivers R (2014). Perceived value of a motorcycle training program: The influence of crash history and experience of the training. *Traffic Injury Prevention*, 15 (4), 407-413; doi:10.1080/15389588.2013.828346.

The ACT Government subsidises the Returning Riders Course, initiated by the ACT Motorcycle Riders Association (MRA) and developed and operated by Stay Upright for those with no formal training in the past five to ten years. This follows a successful pilot demonstrating the potential to reduce the crash risk of these riders. While the fully-subsidised pilot study attracted strong participation, numbers have since declined.

It is proposed that incentives *<for ACT Gov to complete, e.g., underwrite insurers? licence fee discount? etc>*.

Discussion Question 8: Should the ACT Government introduce incentives for post-rider licence training?

- a. Yes. These should include *<add options>*.
- b. No. The ACT Government should subsidise the course only.

HAVE YOUR SAY – for ACT Gov to complete

- *Concluding comments*
- *Further information (e.g., ACT website)*
- *Have your say / How to*
- *Next steps?*

[For example, this might include a simple form with the following included for each discussion question:

Please select your preferences and use the comment space for any further details:

Discussion Question 1.1: Should the minimum age for learner motorcycle licences be increased?

- a. No. It should remain at 16 years 9 months.
- b. Yes. It should be increased to 17 years.
- c. Yes. It should be increased to 18 years.
- d. Yes. It should be increased by requiring a driver licence first.

Comment: _____

Thank you.]