Report No. 47, June 2007

Report on the inquiry into Q-RIDE

LEGISLATIVE ASSEMBLY OF QUEENSLAND

PARLIAMENTARY TRAVELSAFE COMMITTEE

Report on the inquiry into Q-RIDE

PARLIAMENTARY TRAVELSAFE COMMITTEE

52ND PARLIAMENT

1ST SESSION

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Foreword

In this report, the Travelsafe Committee makes 24 recommendations to the Parliament to enhance the Q-RIDE competency-based motorcycle licensing program in Queensland. These enhancements are designed to bring the program closer to what is recognised as best practice in training and graduated licensing.

On behalf of the Travelsafe Committee, I would like to thank those people who contributed to this inquiry by making submissions, participating in our public hearing and symposium, or otherwise sharing with us their views and advice.

I also acknowledge and sincerely appreciate the efforts of committee members of the 51st and 52nd Parliaments and the secretariat staff in bringing this report to the Parliament.

I commend the report to the House.

Jim Pearce MP

Chairman

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ABBREVIATIONS

Abbreviation	Definition
ACT	Australian Capital Territory
ATSB	Australian Transport Safety Bureau
BAC	Blood Alcohol Content
CAP	Consistent Assessment Process
CARRS-Q	Centre for Accident Research and Road Safety - Queensland
GLS	Graduated Licensing System/Scheme
MRAQ	Motorcycle Riders Association Queensland
MUARC	Monash University Accident Research Centre
NSW	New South Wales
NT	Northern Territory
NZ	New Zealand
QPS	Queensland Police Service
QT	Queensland Transport
RSP	Registered Service Provider
RTO	Registered Training Organisation
SA	South Australia
USA	United States of America
WA	Western Australia

SUMMARY OF RECOMMENDATIONS

That Queensland Transport introduce a requirement for all learner riders to hold a learner licence for a minimum of six months before being eligible to progress to a provisional licence, regardless of whether their licence is gained under the Q-RIDE or Q-SAFE schemes.
Ministerial Responsibility:
Minister for Transport and Main Roads

That Queensland Transport require motorcycle riders who obtain their licence through the Q-RIDE program to hold an RE class licence for a minimum of 12 months before progressing to an R class licence.
Ministerial Responsibility:
Minister for Transport and Main Roads

That Queensland Transport investigate the benefits and road safety implications of introducing graduated licensing conditions for novice motorcyclists similar to the young driver initiatives that are being implemented by the department.
Ministerial Responsibility:
Minister for Transport and Main Roads

That Queensland Transport ensure that all rider candidates undertake compulsory pre-licence training at both the pre-learner (off-road only) and pre-provisional stages.
Ministerial Responsibility:
Minister for Transport and Main Roads

That Queensland Transport contract Q-RIDE registered service providers to formalise their business relationship as a pre-condition to their registration to provide Q-RIDE training services.
Ministerial Responsibility:
Minister for Transport and Main Roads

PART 1 ~ INTRODUCTION

The Travelsafe Committee

1. On 11 October 2006, the 52nd Legislative Assembly of Queensland appointed the Travelsafe Committee to monitor, investigate and report on all aspects of road safety and public transport in Queensland, including:
    - Issues affecting road safety including the causes of road crashes and measures aimed at reducing deaths, injuries and economic costs to the community;
    - The safety of passenger transport services, and measures aimed at reducing the incidence of related deaths and injuries; and
    - Measures for the enhancement of public transport in Queensland and reducing dependence on private motor vehicles as the predominant mode of transport.

Terms of reference for the inquiry

2. The Travelsafe Committee of the 51st Parliament commenced the *Inquiry into the Q-RIDE rider training program* in December 2005. The inquiry fell directly within the committee's role to investigate and report on issues that affect road safety.
3. During the inquiry, the committee examined:
    - Whether Q-RIDE trained riders have greater crash risks than unlicensed riders and other licensed riders;
    - Whether the Q-RIDE program has reduced unlicensed riding in Queensland; and
    - Areas where the program can be cost-effectively enhanced.

Inquiry process

4. Following its announcement of the inquiry in December 2005, the Travelsafe Committee of the 51st Parliament released an issues paper (*Issues Paper No. 11: Inquiry into the Q-RIDE rider training program*) to promote informed discussion and encourage submissions. The committee published the issues paper on its website at http://www.parliament.qld.gov.au/tsafe, and distributed 600 copies to interested groups and individuals. An advertisement inviting submissions was also placed in *The Courier Mail*. A copy of this advertisement is at Appendix A.
5. The committee accepted 78 submissions to the inquiry. Appendix B lists the organisations and individuals who made public submissions. The committee resolved to treat one submission as confidential.

6. The committee held a public symposium in the Parliamentary Annexe in Brisbane on 12 May 2006 to discuss Q-RIDE and canvas views about the program's operations. A list of speakers is at Appendix C. A copy of the symposium advertisement that was placed in *The Courier Mail* is at Appendix D.

7. The committee collected further evidence at a public hearing held in the Parliamentary Annexe on 11 August 2006. Witnesses who gave evidence at the hearing included a panel of Q-RIDE providers and trainers, representatives from Queensland Transport (QT) and researchers from Centre for Accident Research and Road Safety - Queensland (CARRS-Q). A list of witnesses is at Appendix E. A copy of the advertisement for the public hearing is at Appendix F.

8. On 5 August 2006, the appointment of the Travelsafe Committee of the 51st Parliament ceased when the House was prorogued for a general election. The Travelsafe Committee of the 52nd Parliament was subsequently appointed on 11 October 2006. One of its first decisions was to complete the Q-RIDE inquiry.

9. On 5 March 2007, when the committee was close to finalising the inquiry, the Minister for Transport and Main Roads provided the committee with two further pieces of crucial evidence: an exposure study that examined the riding behaviour of Queensland motorcycle riders and their resultant crash risks, and a study of the need to reform the Q-RIDE curriculum. Both studies were commissioned by Queensland Transport. In light of the crucial new evidence, the committee decided to postpone reporting until it could carefully consider the implications of the exposure and curriculum reform studies to its findings. These studies are discussed in Part 5 of the report.

Responsibility of Ministers

10. This report makes recommendations for the Government to implement. Section 107 of the *Parliament of Queensland Act 2001* requires the responsible Ministers to respond to these recommendations within three to six months of the report being tabled. A copy of this section of the Act is at Appendix G.

PART 2 ~ MOTORCYCLE CRASH RISKS

11. The Travelsafe Committee of the 51st Parliament was motivated to commence the inquiry into the Q-RIDE rider training program by the growing number of motorcycle[1] crashes in Queensland and concerns that Q-RIDE may be a contributing factor. The committee subsequently resolved to investigate whether Q-RIDE was adequately training riders to be skilled and safety conscious prior to licensing and whether, as a rider training program, it helped prevent rider crashes, or was contributing to the increasing number of rider crashes in Queensland.

12. Clearly, motorcyclists are more exposed to the risk of injury and death from crashes than other road users. Queensland Transport (QT) attributes riders' increased vulnerability to serious injury to the lack of protection provided by motorcycles and the unforgiving nature of road surfaces.[2]

13. The significance of motorcycle trauma to the Queensland road toll has grown in recent years with the resurgence of interest in motorcycling and greater numbers of riders taking to the road. During the period January 2002 to March 2006, the number of motorcycles registered in Australia grew from 370,982 to 463,057, an increase of 24.8 per cent.[3] Between 2001 and 2006, Queensland recorded the largest state/territory increase in motorcycle registrations (48.7 per cent).[4]

Motorcycle crashes in Australia

14. Motorcycle riders are over-represented in Australian crash and road fatality statistics. In 2002, three per cent of vehicles registered in Australia were motorcycles, while 13 per cent of road fatalities were motorcycle riders.[5]

15. Compared to drivers, the crashes sustained by motorcycle riders are more likely to be severe and fatal.[6] Motorcycles are, on average, four times more likely to be involved in a fatal crash than cars.[7] In 2003, there were 1.3 fatal crashes for every 10,000 cars and 5.1 fatal crashes per 10,000 motorcycles. A 2004 study by the New South Wales (NSW) Roads and Traffic Authority suggests that, in the event of

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1 In this inquiry, the committee has endeavoured to follow the definitions for motorcycles contained in Queensland legislation. Schedule 4 of the Transport Operations (Road Use Management – Vehicle Standards and Safety) Regulation 1999 (Queensland) provides definitions for motorcycles and other variants. A 'motorcycle' or 'motorbike' is defined in the regulation as '*…a motor vehicle with two wheels, and includes a two wheeled motor vehicle with a sidecar attached to it that is supported by a third wheel*'. This definition excludes a three-wheeled 'motortrike' but includes a two-wheeled motor vehicle with a sidecar. The committee also refers to 'Mopeds', a category of low-powered motorbike or motortrike with an engine capacity up to 50ml and a maximum speed of 50km/h. This definition is consistent with the Australian Design Rules (Haworth & Mulvihill, 2005, p. 3). The term 'scooter' is often used interchangeably with 'moped'. However, a scooter refers to a motorcycle design where the rider places their feet on a platform in front of their body.

2 Queensland Transport, *Submission no. 48,* p. 20.

3 Australian Bureau of Statistics, 2006, p. 4.

4 Queensland Transport, personal communication, 20 March 2007.

5 Haworth & Mulvihill, 2005, p. 1.

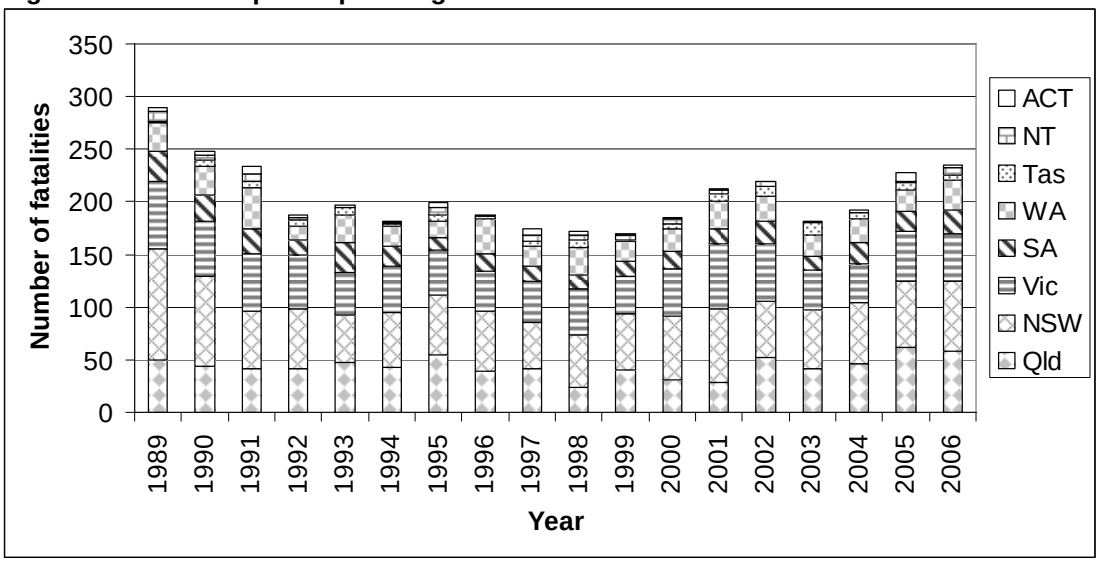
6 Haworth & Mulvihill, 2005, p. 1.

7 Queensland Transport, 2005, p. 28.

a crash, motorcycle riders are 20 times more likely to be killed than drivers.[8] The overrepresentation of motorcyclists in crashes is not restricted to Australia. Statistics reported in the United Kingdom, the United States of America (USA) and New Zealand (NZ) show similar patterns of overrepresentation.[9]

16. Figure 1 below presents statistics compiled by the Australian Transport Safety Bureau (ATSB) for motorcycle rider and pillion[10] passenger fatalities in Australian states and territories, by year, from 1989 to 2006. During the ten years from 1989 to 1999, the number of motorcycle fatalities fell by 41 percent nationally. The years since 1999, however, have seen the number of fatalities rise again. There were 235 motorcycle-related fatalities in Australia during 2006, the highest number recorded in over fifteen years.

Figure 1: Rider and pillion passenger fatalities in Australian states and territories 1989-2006



Source: *ATSB Fatal crash database,* downloaded from http://www.atsb.gov.au on 29 January 2007.

Motorcycle crashes in Queensland

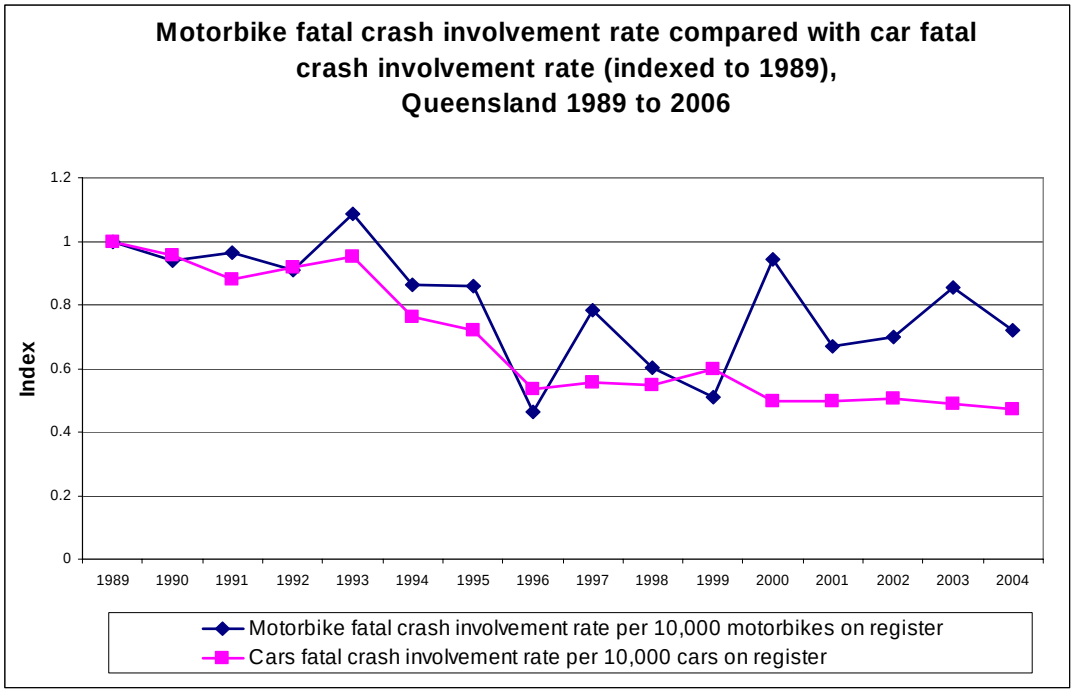
17. Queensland recorded the largest increase in motorcycle rider and pillion fatalities of all Australia states and territories.[11] Of the 235 motorcycle riders killed in Australia during 2006, 58 of the deaths (25 per cent) occurred in Queensland. This followed 62 Queensland fatalities in 2005. In fact, 2005 and 2006 were the worst years in Queensland for motorcycle fatalities over the past 20 years, with 2005 being 56 per cent above the previous five-year average.[12] Additionally, in their evidence, QT told the committee that nearly 1,500 riders in Queensland are injured

8 Roads and Traffic Authority, 2004, p. 2.
9 Queensland Police Service, *Submission no. 53,* pp. 9-10.
10 A 'pillion' passenger is a passenger carried on the back of a motorcycle.
11 Travelsafe Committee, *Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 9.
12 Travelsafe Committee, *Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 9.

in road crashes annually at a cost to the community of approximately $120 million.[13]

18. Figure 2 compares motorcycle rider and pillion crash fatalities with car crash fatalities per 10,000 vehicles registered, over the past 18 years in Queensland. The figure highlights the disparity between the rising numbers of motorcycle deaths since 1996 and the downward trend in car fatalities.

Figure 2: Comparison of motorbike and car crash fatalities in Queensland 1989-2006



Source: Queensland Transport, personal communication, 15 March 2007.

19. Most motorcycle crash victims are male. In Queensland, males accounted for 759 (93.4 per cent) of the 813 motorcycle rider and pillion passengers killed between 1989, when the ATSB commenced recording fatalities, and 2006. This is a long-standing trend and reflects the continuing male domination of motorcycling and motorcycle kilometres travelled. Crash risks for male and female riders on a per-kilometre basis are in fact similar based on the findings of a 2003 NSW study.[14]

20. There is a clear link between youth, inexperience and increased road crash risks. Similar to young drivers, young motorcycle riders have a greater crash risk because they lack maturity and experience.[15] Novice riders are also more vulnerable than drivers to sustaining serious injury and death in crashes.[16] As Professor Haworth explained at the Queensland Government's Road Safety Summit in 2005, younger riders aged 17 to 25 have a fatality rate more than three times that of riders aged 26 to 39 years and six times that of riders aged 40 years and older, despite the increasing numbers of older rider fatalities.[17]

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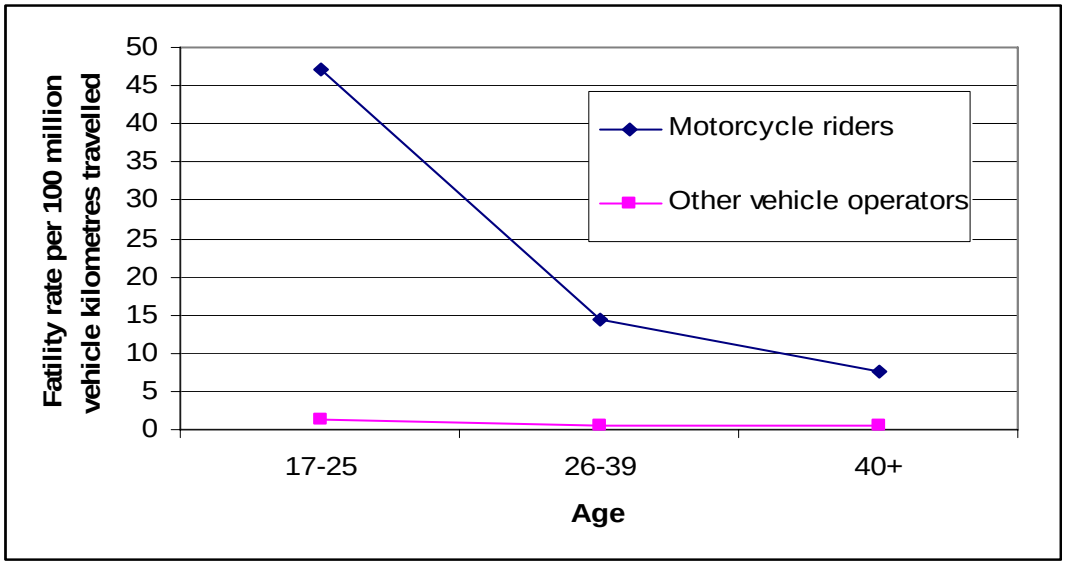
13 Travelsafe Committee*, Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 9; Queensland Police Service, *Submission no. 53,* p. 7.
14 Harrison & Christie, 2003, p. ii.
15 Senserrick & Whelan, 2003, p. 35.
16 Haworth & Mulvihill, 2005, pp. 41-42.
17 Haworth, 2006.

21. The fatality rate for young motorcycle riders aged 17 to 25 is also much higher than the rate for young drivers in the same age group.[18] Figure 3 below from Professor Haworth's presentation compares rider and driver fatalities across age groups.

Figure 3: Australian fatality rates per million vehicle kilometres travelled 1998 – 2000



Source: Adapted from N Haworth 2006, 'Motorbike safety in Queensland', paper presented at the Road Safety Summit, Queensland, 21-22 February 2005.

22. Being an unlicensed rider also increases the chances of being involved in a crash. In fact, unlicensed riders are significantly more likely than other riders to cause crashes. Unlicensed riders are over-represented in fatal and serious injury crashes.[19] They accounted for approximately 12.3 per cent of fatal motorcycle crashes in Queensland between 2000 and 2004.[20] Unlicensed riders who are involved in serious casualty crashes tend to be male (95.6 per cent) and aged 17 to 24 years (40.4 per cent).[21] Compared to licensed riders, unlicensed riders are significantly more likely to have crashes in which alcohol or drug use, speeding, inattention or inexperience are contributing factors. Additionally, unlicensed riders are more likely to be the controller most at fault in crashes (82.8 per cent) compared to licensed riders (62.1 per cent).[22]

23. QT analysed the factors that contributed to motorcycle-related crashes in Queensland between 2002 and 2004. The key factors identified were:

- Lack of visibility of motorcycles on roads;
- Riders' deliberate risk taking behaviour;
- Road surface conditions;
- The (im)balance and (in)stability of motorcycles;

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18 Haworth, 2006.
19 CARRS-Q, *Submission no. 51,* p. 3.
20 Watson & Steinhardt, 2006, p. 3.
21 Watson & Steinhardt, 2006, p. 5.
22 Watson & Steinhardt. 2006, p. 5.

- Inexperience of riders;
- Use of alcohol and drugs;
- Inattention; and
- Speed.[23]

Factors behind the growth in motorcycle crashes

24. Increases in motorcycle riding and riders' exposure to risky situations have been key contributors to the rising numbers of crashes involving motorcycles. Recent years have seen very strong growth in motorcycle sales, registrations for road use and motorcycle licences issued in Australia. These rises have resulted in more motorcycle riders on the road.

25. Motorcycle sales in Australia set new records in 2006 with 119,210 units sold. This was the fourth consecutive year of record sales growth. The 2006 sales represented an increase of 16,969 units (16.6 per cent) above the previous record set in 2005.[24] In 2006, sales of road bikes were the strongest with a total of 52,944 road bikes sold during the year. This was a 28.7 per cent increase over road bike sales in 2005.[25]

26. Motorcycle sales in Queensland have been particularly strong compared to sales in the other Australian states and territories. In 2003, Queensland was second only to NSW in the number of sales by state, with 9,649 motorcycles sold from January to December 2003.[26]

27. Registrations of motorcycles have also experienced very strong growth. Nationally, motorcycle registrations increased by almost a quarter (24.8 per cent) to 463,057 motorcycles between 2002 and 2006.[27] Between 2001 and 2006, the largest state/territory increase of 48.7 per cent occurred in Queensland, while the population only increased by 11.7 per cent.[28] Figure 4 below compares the trends in motorbike registrations by state/territory between 2001 and 2006, and highlights what has been a boom in registrations in Queensland.

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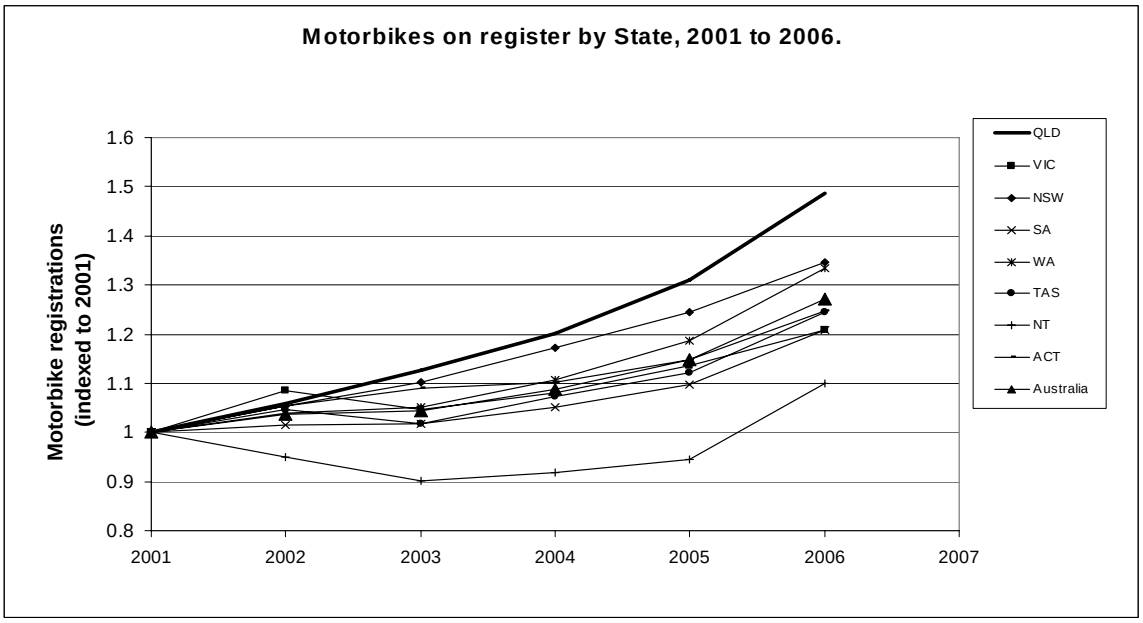
[23] Travelsafe Committee*, Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, pp. 7-9; Queensland Transport, *Submission no. 48,* p. 21.
[24] Federal Chamber of Automotive Industries, 2007.
[25] Federal Chamber of Automotive Industries, 2007.
[26] Federal Chamber of Automotive Industries, 2004.
[27] Australian Bureau of Statistics, 2006, p. 4.
[28] Queensland Transport, personal communication, 20 March 2007.

Figure 4: Motorbikes on register by state (2001-2006)



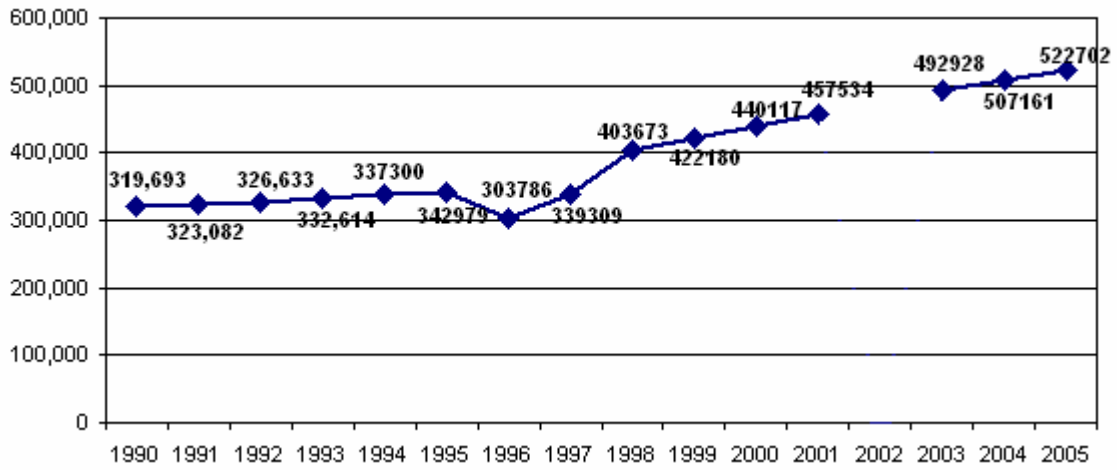
Source: Queensland Transport, personal communication, 15 March 2007.

28. Of particular note in Queensland is the explosion in the numbers of mopeds registered for road use.[29] Between 2000 and 2005, moped registrations in Queensland grew from approximately 400 units to just over 5,000.[30] This is a growth of 1,150 per cent. Mopeds are included in motorcycle crash statistics collected by the Queensland Police Service (QPS) and compiled by QT, though the data does not differentiate moped crashes from other motorcycle crashes.

29. Queensland has also led the other states in the growth in motorcycle licences issued. The number of motorcycle licences issued in Queensland increased at a faster rate than motorcycle registrations, and at a higher rate than in other Australian states and territories.[31] Between 1999 and 2005, the number of licences issued in Queensland grew by 13 per cent.[32] Figure 5 below provides a graph of the changes in motorcycle licence statistics from 1990 to 2005.

[29] Mopeds are motorcycles with engine capacities up to 50 ml and speeds up to 50 km/hr.
[30] Travelsafe Committee*, Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 10.
[31] Queensland Transport, *Submission no. 48,* p. 11.
[32] Queensland Police Service, *Submission no. 53,* p. 13.

Figure 5: Number of motorcycle licences issued by year 1990-2005



Note: data for 2002 was not available
Source: Queensland Police Service, *Submission no. 53*, p. 12.

30. Submitters to the inquiry were asked to identify the factors behind the growth in popularity of motorcycling, as well as the benefits it offers. The reasons cited in the submissions can be grouped as follows (in no particular order):

- Population growth in Queensland;[33]
- Ease of commuting and parking; [34]
- Lifestyle, freedom, enjoyment and stress relief;[35]
- Environmental benefits;[36]
- Lower purchase, registration and running costs compared to cars;[37]
- Higher disposable income levels (and rising purchasing power);[38]
- Older people returning to riding;[39]
- Benefits of Queensland weather;[40] and
- Increased scooter sales.[41]

[33] *Submission nos. 33, 42, 50, 60, 61, 66, 68, 69 and 78*
[34] *Submission nos. 8, 9, 10, 12, 13, 14, 17, 18, 21, 22, 23, 24, 25, 26, 32, 33, 34, 37, 39, 41, 43, 45, 46, 48, 49, 52, 53, 56, 58, 59, 61, 63, 64, 65, 66, 67, 69, 70, 74 and 76.*
[35] *Submission nos. 2, 4, 6, 7, 8, 10, 12, 14, 15, 16, 18, 19, 21, 23, 25, 29, 32, 33, 34, 37, 40, 41, 46, 49, 52, 53, 55, 56, 59, 60, 62, 65, 66, 67, 68, 69, 70, 71, 72, 73, 75, 76, 77, and 78*
[36] *Submission nos.14, 17, 18, 26, 37, 42, 45, 46, 48, 49, 52, 53, 58, 69, 72, 75, and 78.*
[37] *Submission nos. 4, 5, 7, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 21, 22, 24, 25, 32, 33, 34, 37, 39, 40, 42, 43, 44, 45, 46, 48, 49, 50, 52, 53, 55, 56, 58, 59, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 72, 73, 74, and 78.*
[38] *Submission nos. 5, 16, 34, 42, 44, 50, and 72.*
[39] *Submission nos. 5, 6, 16A, 24, 32, 48, 53, 55, and 65.*
[40] *Submission nos. 16A, 42, 46, and 61.*
[41] *Submission nos.36, 37, 48, and 53.*

Reborn riders

31. Another phenomenon driving the increase in motorcycle crashes is older riders who return to riding after an absence and without recent riding experience. Described by some researchers as 'reborn riders', these returning older riders may have elevated crash risks compared to other riders. A 2002 study by Haworth, Mulvihill and Symmons found that returned riders were involved in 4.9 crashes per million kilometres travelled, compared to only 2.6 crashes for continuing riders and 3.0 crashes for new riders over the same distance travelled.[42] In a further study, Haworth and Mulvihill noted that vehicle control and cognitive skills deteriorate when not used, and this combined with motorcycles that, over time, have become more powerful for the same engine capacity may explain the higher crash rate for older riders.[43] The study also linked the reborn rider phenomenon with licensing systems that allow licence holders to retain dormant motorcycle licences.[44]

32. A significant proportion of motorcycle licences are dormant licences, that is licences held by riders who are not actively riding. Surveys suggest the proportion of dormant rider licences could range from 23 to 74 per cent of licence holders.[45] The ratio of motorcycle licences to registered motorcycles gives a further indication of dormant licences in the system. In Queensland, there are at least five motorcycle licence holders for every registered motorcycle.[46]

33. Dormant licences are a product of the licensing system. In Queensland, holders of car licences who also hold a motorcycle licence may retain and renew both licences for the same cost as their car licence.[47] This could continue long after the licence holder has ceased active riding. Licensing statistics for 2005 cited in the QPS submission show that the 40 to 49 year age group held more motorcycle licences than any other age group, followed by the 30 to 39 age group and 50 to 59 age group, the fastest growing group.

34. In this inquiry, the committee considered whether the Q-RIDE rider training program has impacted on rider licensing and crash levels, including whether Q-RIDE has:

    - Made licensing easier and more attractive to people who normally would not have ridden a motorcycle;
    - Reduced unlicensed riding; and
    - Sufficiently equipped new riders with the bike handling and road safety skills necessary for survival.

    The phenomenon of reborn older riders was also considered with recommendations made to reduce their involvement in crashes.

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42 Haworth, Mulvihill & Symmons, 2002, cited in Haworth & Mulvihill, 2005, pp. 12-13.
43 Haworth & Mulvihill, 2005, p. 73.
44 Haworth & Mulvihill, 2005, p. ix.
45 CARRS-Q, *Submission no. 51*, p. 7.
46 Travelsafe Committee, *Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 7.
47 Queensland Transport, *Submission no. 48,* p. 10.

PART 3 ~ MOTORCYCLE LICENSING & TRAINING

Best practice motorcycle licensing and training

35. Best practice licensing schemes for all vehicle types including motorcycles are based on graduated licensing. Graduated licensing schemes are designed to address crash risk by targeting inexperience. Inexperience is the chief contributing factor to fatal and serious injury crashes for both motorcycles and cars, particularly for young drivers and riders. By imposing restrictions that are gradually and systematically lifted through graduated licensing, new riders (and drivers) have the opportunity to gain experience in less risky situations before being introduced to more complex traffic environments.[48]

36. Most studies of graduated licensing have focused on novice drivers, with little attention paid to motorcyclists. The only published evaluation of graduated licensing for motorcycle riders was conducted in NZ in 1996. This study reported a 22 per cent reduction in hospitalisations amongst 15 to 19 year olds as a result of NZ's graduated motorcycle licensing scheme. Its authors concluded that the reduction in hospitalisations was due to a reduction in riding or overall exposure, especially in risky situations.[49]

37. Riding during the learner phase is a time when inexperienced riders learn complex skills independently on the road network.[50] Unlike learner drivers who have very low crash risks, learner riders face substantial crash risks. The Queensland Government has recognised the road safety benefits of imposing stricter graduated licensing restrictions on novice drivers. On 1 July 2007, a range of tough new measures such as a minimum amount of supervised on-road driving for learners and logbooks in which to record driving experience will commence in Queensland. However, no similar reforms of motorcycle licensing have been implemented.

38. Formal training is considered an important part of graduated licensing for developing a minimum level of skill in new motorcycle riders. This is because minimum periods for holding learner licences do not guarantee that riders will practice enough to gain sufficient experience.[51]

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48 Simpson, 2003, p. 27.
49 Reeder, Alsop, Langley & Wagenaar, 1999, pp. 651-661.
50 Haworth & Mulvihill, 2005, pp. 41-42.
51 Haworth & Mulvihill, 2005, p. 42.

39. All Australian jurisdictions have some form of graduated licensing for motorcycles. However, the restrictions imposed may not always conform to best practice. From their comprehensive review of motorcycle licensing and training in 2005, MUARC developed a best practice system. This is summarised in Table 1 below. This system provides an excellent model against which to examine the Queensland system.

Table 1: The MUARC best practice motorcycle licensing and training system components for learner and provisional licence holders

Component	Effect on crashes and amount of riding
General	
No exemptions from licensing, training or testing requirements for older applicants	Unknown effects on crash risk and crash severity. Older riders need to develop riding-specific skills. May make licensing less attractive, which leads to a reduction in riding.
Licensing	
Minimum age for motorcycle licences higher than for car licences	Consistent with graduated licensing principles. Crash risk has been demonstrated to decrease with age among young novices. Increasing the minimum age would also almost eliminate riding and therefore crashes among riders below this age.
Zero blood alcohol content	Reducing drink riding will reduce crash risk. Zero BAC will also reduce the amount of riding after drinking.
Restrictions on carrying pillion passengers	Lower crash risk and crash severity. Pillions have been shown to increase crash risk and severity.
Power-to-weight restrictions	Crash risk may be reduced if less powerful motorcycles are in use. This results in less deliberate speeding and risk taking, or problems with vehicle control. Restrictions may dissuade some potential high-risk riders from riding.
Minimum periods	Ensures other requirements have sufficient duration.
Maximum period	Prevents riders who are unable to pass licence test from being permanent learners.
Display L and P plates	Assists in enforcement of conditions and restrictions.
Following supervisor for learners	Provides feedback and reduces high-risk behaviour. The limited availability of supervisors might reduce riding.
Speed limit restrictions	May discourage potential riders from travelling on high speed roads.
Training	
Compulsory training	Small reduction in crash risk. Unknown reduction in crash severity. Ensures a basic level of competency. May make licensing less attractive, which leads to a reduction in riding.
Increased roadcraft training at both learner and provisional licence stages (may require longer training duration and better education skills of trainers)	Reduces crash risk and severity. Improved ability to detect and respond to hazards by novice riders. Longer and potentially more expensive training may deter some applicants, which leads to a reduction in riding.
Off-road training for learners, mix of on- and off-road training for provisional licences	Ensures a basic level of competency gained under situations that are appropriate for current level of competency. Allows safe practice of responses to hazards.
Testing	
Off-road testing to obtain learner licence, on-road testing for provisional licences	Unknown effects on crash risk and crash severity. Ensures a basic level of competency. May make licensing less attractive leading to a reduction in riding.

Source: Adapted from Haworth & Mulvihill, 2005, pp. 57-58.

Motorcycle licensing in Queensland

40. There are two ways to gain a motorcycle licence in Queensland. The first is to pass the Q-SAFE practical riding test administered by Queensland Transport examiners or Queensland Police Service officers. This is the traditional method. The second way is to complete competency-based training and assessment provided by an accredited Q-RIDE service provider. The dual licensing paths in Queensland are depicted at Appendix H.

41. Queensland's graduated licensing system has three codes of licence - Learner (L), Provisional (P) and Open (O). The system also provides two classes of motorcycle licence, namely RE and R classes. Holders of RE class licences are restricted to a moped or motorcycle with an engine capacity no greater than 250mL(cc).[52] Holders of R class licences are permitted to ride any motorcycle regardless of engine capacity.[53]

42. Upon successful completion of a Q-RIDE course or Q-SAFE test, a rider may progress to an Open (O) motorcycle licence. This only occurs if they have already held an open licence for another class of vehicle (for example, a car) for three years. Alternatively, they will be issued a provisional (P) licence and must wait between one and three years to gain an open licence. The length of time depends on the applicant's age at the time they were issued with their provisional licence.[54]

43. Class conditions that apply to provisional licences vary depending on which of the Q-RIDE or Q-SAFE licensing methods is chosen. Riders who obtain their RE licence by completing the Q-SAFE practical riding test are required to undertake further riding assessment before progressing from an RE to an R class licence (i.e., no engine capacity restrictions on the motorcycle). Riders who obtain their licence by completing Q-RIDE rider training and assessment are automatically issued an R class licence if they have held a car licence for the previous three years. If they have not held a car licence for three years, Q-RIDE trained riders are issued an RE class licence for twelve months. At the end of this period, they may undertake the Q-RIDE course for a second time to gain their R class licence.

44. The graduated licensing system for motorcycles in Queensland imposes some restrictions on learner and provisional riders. These include age, engine capacity, and blood alcohol content (BAC) restrictions, as well as minimum and maximum holding periods for learner and provisional licences. Table 2 below compares the learner and provisional licence restrictions in Queensland with MUARC's best practice system. Appendix I provides a comparison of motorcycle licensing components across Australian jurisdictions.

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[52] Schedule 2 of the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999.

[53] Section 5(3) and Schedule 2 of the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999.

[54] Section 11 of the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999.

Table 2: Queensland's licensing system and best practice licensing components for learner and provisional motorcycle licences

Best Practice Licensing Components	Queensland Learner Licence	Queensland Provisional Licence
Minimum licensing age for motorcycle licences higher than for car licences	16 years, 6 months (same as driving) (effective 1 July 2007, minimum age will be 18 years and must have held a provisional car licence for 12 months)	17 years (same as driving) 18 years (effective from 1 July 2007)
Zero BAC	Under age 25 = 0.00; over age 25 < 0.05; riding for purpose other than private use = 0.00	Under age 25 = 0.00; over age 25 < 0.05; riding for purpose other than private use = 0.00
Restrictions on carrying pillion passengers	Restricted, however pillions are allowed for the purpose of on-road supervision if the pillion has held an open licence for a similar class of bike for a minimum of 2 years	Restricted for 1 year of unsupervised riding
Power-to-weight restrictions	Some novice riders have engine capacity restrictions of 250mL(cc), while some who undertake Q-RIDE are exempt	Some novice riders have engine capacity restrictions of 250mL(cc), while others those who undertake Q-RIDE are exempt
Minimum periods	6 months, unless the rider is over 17 and undertakes Q-RIDE, for which there is no minimum period	No minimum if undertaking Q-RIDE and have held another licence for 3 years, otherwise minimum 12 months
Maximum period for learner licences	12 months (effective from 1 July 2007, the maximum will be three years)	N/A
Display L and P plates	At all times	No
Following supervisor for learners	Yes, for all on-road riding	N/A
Speed limit restrictions for learner and provisional licences	No	No

Source: Adapted from N Haworth & C Mulvihill, *Review of Motorcycle licensing and training*, 2005, p 57-58.

45. A number of experts consider that aspects of Queensland's Q-RIDE training program are not aligned with best practice in terms of graduated licensing for motorcycles. This is because the program allows for easier rider licensing. Many argue that rider licensing should be more difficult than driver licensing due to the increased risk involved. Queensland's motorcycle licensing system has also been criticised because it does not meet the high standard of graduated licensing initiatives Queensland Transport is implementing for novice drivers.[55]

[55] Christie, Harrison & Johnston, 2006, p. v.

46. The committee notes that the Q-RIDE training program allows for exemptions from licensing restrictions that are imposed under the Q-SAFE system and that Queensland's dual system of motorcycle licensing appears to be inequitable.

47. Q-RIDE was developed to include deliberate incentives to attract potential riders and unlicensed riders to rider training and licensing. However, Q-RIDE's incentives have been criticised because they allow riders to fast track their progression to independent riding and large capacity motorcycles before sufficient experience is gained.[56] The committee notes that these incentives are also inconsistent with best practice graduated licensing principles.

48. For instance, the minimum time for holding a learner licence in Queensland is six months. However, this period only applies to riders who are aged under 17 years or undertaking the Q-SAFE test. By participating in the Q-RIDE program, licence candidates can bypass time restrictions on learner licences. As long as the Q-RIDE rider is 17 years or older, the six-month period is waived. Once a rider achieves a provisional licence, they are entitled to ride on the road unsupervised.

49. Similarly, Q-RIDE enables new riders to bypass engine capacity restrictions in certain conditions. Prior to the program's introduction, and under the Q-SAFE scheme, riders were required to hold an RE class licence that restricted them to motorcycles with engine capacities no greater than 250mL(cc) for a minimum of 12 months before being eligible to progress to an R class licence with no engine capacity restrictions. However, Q-RIDE allows for accelerated access to high-powered bikes for those who have held another licence for three years, or those who complete a second Q-RIDE program after having gained an RE class licence.

50. Additionally, once a novice rider has paid for a Q-RIDE course and a receipt has been issued, those who meet these conditions are able to practice on powerful bikes whilst supervised. The Q-RIDE receipt is valid for 6 months irrespective of the amount of training that the rider has received.[57] This arrangement effectively allows inexperienced riders to ride powerful bikes on the road without any formal training. For road safety reasons, some researchers strongly support the re-introduction of restrictive licences for those who already hold a full car licence.[58]

51. Alternatively, riders who choose the Q-SAFE licensing method still face minimum learner and provisional licensing periods. The learner rider, while riding a low powered bike, must be accompanied by a fully licensed rider during the minimum six-month learner period. Only then can the learner rider attempt the Q-SAFE test to move to a provisional licence. This provisional licence also restricts them to a low powered bike. This licence must be held for a minimum of 12 months before the rider is eligible to apply for an open motorcycle licence. Riders must pass another test before graduating from an RE class licence to an R class licence. The Q-SAFE method allows riders to gradually gain experience before progressing to higher-powered bikes. However, the committee stresses that the level of training and experience that these riders receive is not guaranteed.

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[56] Queensland Police Service, *Submission no. 53,* p.19.
[57] Watson, Tay, Schonfeld, Wishart, Tunnicliff, Lang & Edmonston, 2003, p. 69.
[58] Haworth & Mulvihill, 2005, p. xi.

52. The committee acknowledges that any reform of motorcycle licensing or training has wider systemic impacts and therefore should be considered carefully. Complex licensing schemes for motorcycles might have the unexpected, but positive road safety effect of discouraging potential motorcycle riders. Alternatively, complex schemes could have a negative effect on the licensing system by fostering unlicensed riding.[59]

53. Nevertheless, for road safety reasons, the committee believes that Queensland's motorcycle licensing schemes should be reformed. Reforms should ensure that no rider is exempt from graduated licensing restrictions while they are still gaining essential experience. The committee recognises that incentives are important for encouraging rider candidates to undertake at least some training so that they gain a minimum skill level. However, the committee believes that the removal of incentives that allow riders to fast track their progression to independent riding of high-powered motorcycles prior to gaining sufficient experience is urgently required.

RECOMMENDATION 1:

That Queensland Transport introduce a requirement for all learner riders to hold a learner licence for a minimum of six months before being eligible to progress to a provisional licence, regardless of whether their licence is gained under the Q-RIDE or Q-SAFE schemes.

Ministerial Responsibility:

Minister for Transport and Main Roads

RECOMMENDATION 2:

That Queensland Transport require motorcycle riders who obtain their licence through the Q-RIDE program to hold an RE class licence for a minimum of 12 months before progressing to an R class licence.

Ministerial Responsibility:

Minister for Transport and Main Roads

54. In their submission to the committee, the QPS advocated for specialised licensing requirements for motorcycle riders, based on MUARC research findings. The QPS suggested that motorcycle riders should first be required to gain experience driving a car before gaining a motorcycle licence, since motorcycle riding is riskier than driving a car.[60] Licensing requirements for heavy vehicle drivers are similar. Considering the high correlation of age and inexperience with crashes, the deference of riding until people are older and have more traffic experience should offer road safety benefits. In the MUARC study, Haworth and Mulvihill noted that rider crashes might also be reduced indirectly because some potential riders would forgo motorcycle riding altogether.[61]

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[59] CARRS-Q, *Submission no. 51,* p. 12.
[60] Queensland Police Service, *Submission no. 53,* p.23
[61] Haworth & Mulvihill, 2005, p. 40.

55. As part of their young driver initiatives, QT is implementing a requirement for prospective riders to hold a car licence for 12 months prior to applying for a motorcycle licence by 2009.[62] The initiative is aimed at raising the minimum age, and ensuring pre-licence traffic experience of novice riders. Victoria, NSW, Western Australia (WA) and the Australian Capital Territory (ACT) currently have higher minimum learner and provisional licensing age requirements for motorcycles than for cars.[63] Raising the minimum licensing age has been found to reduce crash risk for young drivers.[64] Though the linkage has not been proven, it is likely that these results would be applicable to motorcycle riding.

56. Rider groups such as the Motorcycle Riders Association Queensland (MRAQ) oppose this initiative. They believe it is scientifically unfounded and aimed at reducing the number of riders rather than increasing their safety. The MRAQ also object to a perceived lack of industry consultation by QT in reaching this decision.[65]

57. The committee appreciates the concerns of the MRAQ. However, it accepts that this new measure is logical given the very high crash risks for young riders, and notes the potential benefits for young riders from gaining their first year of on-road experience in a car rather than on a motorcycle. It is important, though, that the measure is subject to independent evaluation following its implementation to ensure that it has delivered the crash savings that are anticipated by QT.

58. The committee believes that further measures should be taken to ensure Queensland's graduated motorcycle licensing scheme conforms to best practice. The committee strongly supports an investigation by QT into aligning the licensing restrictions that apply to novice motorcyclists with the restrictions for novice drivers that QT is implementing. This investigation should consider the benefits of establishing minimum riding hours and training logbook requirements during the learner phase, requiring the display of P plates, the imposition of night riding restrictions for provisional licence holders under 25 years who lose their licence from the accumulation of demerit points, and hazard perception testing to graduate to a higher class of licence.

RECOMMENDATION 3:

That Queensland Transport investigate the benefits and road safety implications of introducing graduated licensing conditions for novice motorcyclists similar to the young driver initiatives that are being implemented by the department.

Ministerial Responsibility:

Minister for Transport and Main Roads

62 Queensland Transport, 2007a.
63 Haworth & Mulvihill, 2005, p. x; Queensland Police Service, *Submission no. 53,* p. 23.
64 Haworth & Mulvihill, 2005, p. 40.
65 Motorcycle Riders Association Queensland, personal communication, 2 February 2007.

Road safety value of rider training

59. The committee notes the common assumption that rider training helps riders to develop higher level skills, which in turn increases their safety.[66] The enormous value riders and the wider community place on training was apparent in submissions to this inquiry. The following comment was typical:

    My training and my mindset have so far saved myself and my wife several times and that is a fact.[67]

60. At the very least, pre-learner and pre-provisional training programs ensure that a minimum amount of competence is achieved prior to licensing.[68] However, the relationship between rider training, skill development and involvement in crashes is complex. Riders develop skills through riding experience; in other words, the more they ride the more skilled they become. Unfortunately, research also links a high amount of riding, or exposure, with greater crash risk.[69]

61. Rider training has a reciprocal relationship with rider licensing so that changing strategies in one will influence the effectiveness of the other.[70] The effort involved in having to undertake training may reduce the appeal of riding to some people. This reduction in the amount of riding (or exposure) may, in turn, reduce overall crashes.[71]

62. Excluding WA, all Australian states and territories require some form of pre-licence motorcycle training. Most jurisdictions have training requirements at two levels: competency-based training, which consists of basic training to obtain a learner's permit; and advanced training to obtain a provisional licence.[72] Pre-licence, competency-based training is compulsory in Tasmania, NSW, the ACT and South Australia (SA). In Victoria, although it is not compulsory, most riders attend a training course.[73] In the Northern Territory (NT), as in Queensland, learner riders have the choice of completing training or a test.[74] Certain aspects of training programs, such as their cost, duration and the amount of on-road practice required, vary across jurisdictions. Appendix J summarises the licensing methods, cost and duration of training across Australian jurisdictions. It also provides comparisons for learners permits and provisional licences.

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66 Haworth, Symmons & Mulvihill, 2003, p. 41.
67 Beaumont, *Submission no. 10*, p. 2.
68 Travelsafe Committee, *Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 5.
69 Haworth et al., 2003, p. 41; CARRS-Q, *Submission no. 51*, p. 10.
70 Haworth & Mulvihill, 2005, p. xi.
71 Haworth & Mulvihill, 2005, p. 39.
72 Queensland Transport, *Submission no. 48*, p. 13.
73 Haworth & Mulvihill, 2005, p. 9.
74 Queensland Transport, *Submission no. 48,* p. 13.

63. Despite numerous studies into the road safety benefits of rider training, there is no conclusive scientific evidence linking formal rider training courses with tangible road safety benefits. In fact, some studies have indicated that formally trained riders have the same, or even higher, crash risk as those who have not received training.[75] Unfortunately, methodological problems, such as pre-existing differences between those undertaking training and those choosing the testing method, small sample sizes and the inability to control for distances travelled limit many studies.[76]

64. Research evidence suggests that training may unrealistically inflate confidence, also known as optimism bias,[77] in some riders. An inexperienced rider's level of confidence may not always correspond with their level of skill. Subsequently optimism bias is likely to lead to increased risk taking behaviours and more crashes. Haworth and Mulvihill suggest that such riders may take more risks in situations where they lack the skills to safely avoid a crash.[78] Methods to control over-confidence in trained riders should be included in the content of training programs[79] in addition to training in higher-order skills, such as hazard perception and safety-conscious attitudes.

65. Since little scientific evidence exists to link rider training with increased road safety, at present it appears that reducing exposure to riding may be the only reliable road safety strategy for motorcycles.[80] The availability of voluntary rider training programs such as Q-RIDE might encourage some people to start riding who would not have done so otherwise.[81] The result may be more riders on the road and a higher number of crashes.[82] The committee notes that this has been the recent trend in Queensland.

66. In some jurisdictions, rider training is a compulsory prerequisite for a motorcycle licence. Compulsory training can have an indirect, positive effect on crash levels by discouraging some people from taking up riding altogether.[83] This may be due to an increase in the personal and financial investment that is required to undertake rider training. While it has proven difficult to evaluate voluntary programs, areas where rider training is compulsory have shown a small, but consistent, decrease in crashes worldwide.[84] Unfortunately, increasing the difficulty of rider licensing by making training compulsory may also inflate the problem of unlicensed riding.[85]

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75 Haworth & Mulvihill, 2005, p. 46.
76 CARRS-Q, *Submission no. 51,* p. 10.
77 Watson et al., 2003, p. 22.
78 Haworth & Mulvihill, 2005, p. 46.
79 Christie et al., 2006, p. 7.
80 Haworth & Mulvihill, 2005, p. 68.
81 Noordzij, Forke, Brendicke & Chinn, 2001, p. 185.
82 Noordzij et al., 2001, p. 185.
83 Haworth & Mulvihill, 2005, p. 68.
84 Travelsafe Committee, *Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 4.
85 CARRS-Q, *Submission no. 51*, p. 12.

67. In their submission, the QPS promoted the need for compulsory pre-licence training, especially in the case of older novice riders and those returning to riding following a long absence.[86] The committee agrees that compulsory pre-licence training is necessary to ensure that all riders gain a minimum level of skill prior to independent riding. Although there is no research evidence to suggest that pre-licence training will have a positive impact on road safety outcomes, the committee bases their decision on:

    - Expert advice that well-designed training programs have greater potential to reduce crash risks;[87]
    - An overwhelming majority of stakeholders and submitters that support pre-licence training; and
    - The best practice components identified by MUARC.

68. The committee also acknowledges that making training compulsory will increase the number of rider candidates who are required to undertake training. This is likely to expand the motorcycle training industry. Because of the logistical issues involved, particularly in terms of access to trainers in regional areas, implementing a compulsory training system should be viewed as a significant long-term investment in better preparing new riders for the road and improving road safety for all road users.

RECOMMENDATION 4:

That Queensland Transport ensure that all rider candidates undertake compulsory pre-licence training at both the pre-learner (off-road only) and pre-provisional stages.

Ministerial Responsibility:

Minister for Transport and Main Roads

[86] Queensland Police Service, *Submission no. 53*, p. 15.
[87] Haworth and Mulvihill, 2005, p. 68.

PART 4 ~ THE Q-RIDE PROGRAM

69. As mentioned in Part 3, Q-RIDE is Queensland's competency-based rider licensing scheme. Under the Q-RIDE scheme, accredited rider trainers provide competency-based training and assessment to motorcycle licence candidates as an alternative licensing method to the Q-SAFE test. The Q-RIDE scheme is administered by QT. Participation is voluntary. However, choosing Q-RIDE over the Q-SAFE test option offers a faster method for some riders to obtain an unrestricted motorcycle licence.[88]

70. The key principles of competency-based training include:

- Definition of competencies based on behaviour-based outcomes, or what the learner should be expected to be able to do after successfully completing the training;
- Clear explanation of the criteria for assessment;
- Measurement of progress based on achievement of competencies, irrespective of time taken to complete the training;
- Objective assessment procedures based on observable performance measures; and
- A program of learning which provides instruction and feedback, and supports individual learners to achieve competencies.[89]

71. If delivered correctly, Q-RIDE competency-based rider training assesses the rider against set criteria or competencies during the course of their training. Training is not completed until the rider can demonstrate that they have successfully achieved all of the required competencies. Once a rider achieves the required competencies, irrespective of the time taken to complete the training, they are deemed competent and ready for licensing.

Genesis of Q-RIDE

72. Q-RIDE commenced on 7 August 2001, initially as a two year trial. Q-RIDE was established by an amendment to Part 3A of the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999. The regulation was amended by way of the Transport Legislation Amendment Regulation (No. 3) 2001. Parliament was notified of Q-RIDE the day it was launched.[90]

88 Haworth et al., 2003, p. 1.
89 Simons, 2007.
90 Queensland Legislative Assembly, 2001, p. 2220.

73. The rationale behind the introduction of Q-RIDE as an alternative means of obtaining a rider licence was two-fold. Firstly, the scheme was designed to reduce the crash rate of Queensland motorcycle riders by raising their skill levels.[91] Prior to Q-RIDE, the level of training that a rider completed was largely determined by the individual concerned, and often motivated by the desire to pass the licensing test. QT viewed Q-RIDE as a means to gain greater control over rider training and to enhance the quality of training. The ultimate aim was to improve the safety of riders. The Q-SAFE test option was retained for access and equity reasons, and to discourage unlicensed riding by candidates who were not willing to pay for training.[92]

74. Secondly, QT hoped that Q-RIDE would help to combat the problem of unlicensed riding.[93] QT assumed that the opportunity for some candidates to fast-track to riding powerful bikes, and avoid the stress of undergoing the Q-SAFE riding test, would encourage unlicensed riders to enter the system. Despite significant anecdotal evidence to support Q-RIDE's reduction of unlicensed riding, evaluations of the program have not demonstrated this. At best, evaluation results have been inconclusive. This may be partly due to the difficulties of gauging the true extent of unlicensed riding.[94]

Impact on licensing

75. Q-RIDE quickly dominated motorcycle licensing in Queensland. The number of licences obtained through Q-SAFE fell with the introduction of Q-RIDE. In their submission to the committee, QT highlighted the decrease in licences issued under Q-SAFE since the beginning of Q-RIDE. They stated that:

    …during 1999 - 2001, 18,798 licences were endorsed with passes using the Q-SAFE method. For the period 2002 - 2004, this number reduced to 6,074 licences endorsed with passes using the Q-SAFE method. This reduction signifies a 32.3% decrease in the number of passed motorbike licence examinations completed using the Q-SAFE method.[95]

76. Figure 6 below from the QT submission plots Q-RIDE's growing domination of motorcycle licensing since its inception in 2001.

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91 Haworth et al, 2003, p. iii; Queensland Transport, *Submission no. 48*, p. 7.

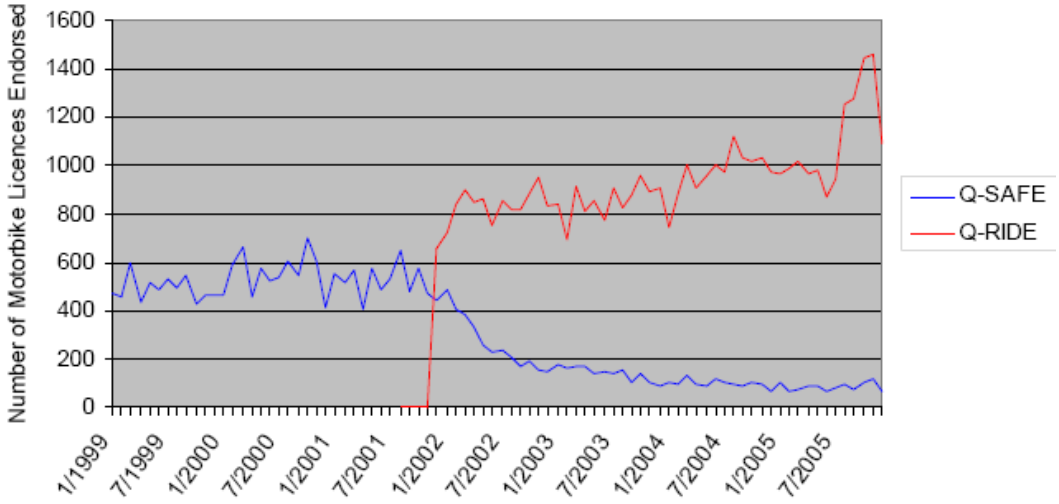
92 Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, pp. 18 & 24.

93 Haworth et al, 2003, p. iii; Queensland Transport, *Submission no. 48*, p. 7.

94 Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 18.

95 Queensland Transport, *Submission no. 48*, p. 18.

Figure 6: Q-RIDE and Q-SAFE licences endorsed 1999-2005

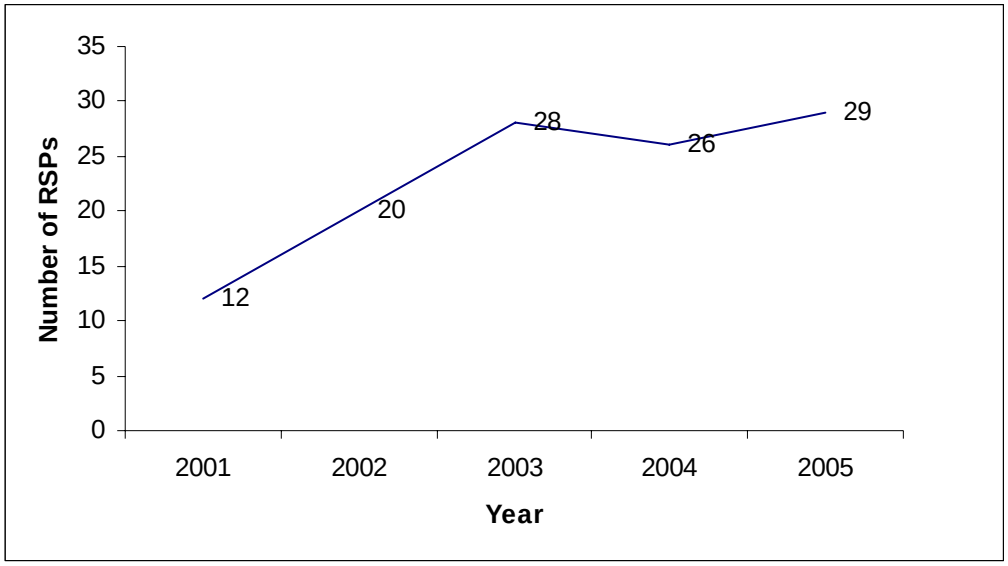


* Data supply commenced for Q-RIDE from December 2001

Source: Queensland Transport, *Submission no. 48*, p. 19.

77. The number of Q-RIDE registered service providers (RSPs) also increased to accommodate the growing demand. Figure 7 below depicts the rapid growth in the number of Q-RIDE RSPs from 12 in 2001 to 29 in 2005. The yearly movements reflect both new and surrendered registrations. At 11 August 2006, there were 31 Q-RIDE RSPs in Queensland.[96]

Figure 7: Registered service providers



Source: Adapted from Queensland Transport, *Submission no. 48*, p. 27.

[96] Travelsafe Committee, *Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 21.

78. The introduction of Q-RIDE did not change the types and classes of motorcycle licences in Queensland. However, as discussed in Part 3, it did significantly alter licensing patterns. As Haworth and Mulvihill noted, with the introduction of Q-RIDE, the number of new rider licences increased from approximately 6,000 per year to around 11,000 per year. Additionally, more R class licences and fewer RE class licences were issued.[97] This means that more riders who were relatively inexperienced were riding motorcycles with larger engines on the road. The increase in R class licences included riders who were upgrading from an RE class licence, and new riders who had held a car licence for more than three years.[98]

79. In the period following the launch of Q-RIDE until December 2005, 45,907 Q-RIDE licences were issued. Eighty-three per cent of these licences were endorsed for the R class. Over the same period, only 49 per cent of licenses issued under Q-SAFE were R class licences.[99]

80. Compared to Q-SAFE, Q-RIDE made learning to ride a motorcycle much easier, not least because Q-RIDE RSPs supplied all the necessary equipment for training. As one submitter observed:

> *Riding a motorcycle before Q-RIDE wasn't particularly easy to get involved in. You basically had to buy a motorcycle, then know someone who rode a bike to ride with you while you learnt, then get your licence through Queensland Transport.* [100]

81. Q-RIDE became an attractive option for those without access to a riding partner to supervise practice rides, or those simply preferring to bypass the 12-month provisional period before gaining an R class licence. Q-RIDE was also an appealing option for learner riders who valued professional training, or those who feared the prospect of the test. As noted in one submission:

> *The benefit of electing Q-RIDE is that you have a professional trainer demonstrating the correct technique and throughout process for riding a bike. The second benefit is that the trainer is also the person awarding you the licence (effectively). This takes the stress out of having to perform on the day of the Q-SAFE test which only counts for 40 minutes, instead of the two or three day course (minimum) you spend with the registered trainer.* [101]

Components of the program

82. Q-RIDE is delivered by accredited rider trainers under the management and supervision of RSPs. Q-RIDE training is offered across South East Queensland and in some regional centres. One RSP may offer Q-RIDE training in multiple locations.[102]

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97 Haworth et al., 2003, p. iii.
98 Haworth et al., 2003, p. ix.
99 Queensland Transport, *Submission no. 48*, p. 18.
100 Haines, *Submission no. 1*, p. 1.
101 Biddle, *Submission no. 5*, p. 1.
102 Queensland Transport, *Submission no. 48*, p. 27.

83. On their website, QT provide a range of guidelines for RSP registration, trainer accreditation and standardised training and assessment. These documents include:

- *Becoming a Registered Service Provider*;
- *Becoming an Accredited Rider Trainer*;
- *Registered Service Provider Standards* ("the RSP standards");
- *Competency Standards* ("the competency standards"); and
- *Consistent Assessment Process (CAP)*.[103]

Registration and accreditation

84. Q-RIDE RSP registration, trainer accreditation and training standards are governed by the *Transport Operations (Road Use Management) Act 1995* and the Transport Operations (Road Use Management – Accreditation and Other Provisions) Regulation 2005. RSPs must meet the requirements of the RSP standards. These include having the correct business management systems in place, and adhering to the competency standards for training. RSPs must also undergo an entry audit of their paperwork, facilities and equipment, and declare any potential conflict of interest that might arise from carrying out other forms of business.[104]

85. Rider trainers must be RSPs, or accredited rider trainers employed by RSPs. To become accredited, rider trainers must:

- Hold a current driver trainer accreditation to give driver training for an R class motorcycle; and
- Successfully complete a Certificate IV in Assessment and Workplace Training, or a corresponding certificate, issued by a registered training organisation (RTO).[105]

The statutory registration conditions for RSPs and accreditation conditions for rider trainers are listed at Appendix K.

86. As part of the registration process, RSPs must present a written submission to QT for approval. This submission must address the RSP standards and include details of the planned training and assessment program.[106] Specifically, the submission must address:

- Business requirements and management systems, including the employee training program;
- Methods for managing the eligibility of learners to undertake Q-RIDE training;
- Training provision, including the available equipment and environment; and

[103] Queensland Transport, 2007.
[104] Queensland Transport, 2005a, pp. 1-2.
[105] Section 36(2) Transport Operations (Road Use Management – Accreditation and Other Provisions) Regulation 2005.
[106] Queensland Transport, *Submission no. 48*, p. 29.

- A code of practice.[107]

87. The RSP standards detail the required code of practice for Q-RIDE providers. The code of practice describes the information that staff must explain to learner riders, such as:

- Fees and charges;
- The business's refund policy;
- Access and equity strategies;
- The complaints procedure;
- Objectives for the training and assessment; and
- The expected conduct of trainees.

88. It also covers the provision of training equipment (including motorcycles, helmets and safety gear), the provision of areas for training and assessment, liability and privacy policies, marketing and advertising strategies, a procedure for data collection and secure storage of documentation, and continuous improvement of management systems.[108]

Competency Standards and the Consistent Assessment Process (CAP)

89. Q-RIDE trainers must comply with the Consistent Assessment Process (CAP) developed by QT. The CAP reinforces the competency standards and enables QT to audit compliance to the standards. By requiring compliance to the CAP, QT aims to ensure that the training and assessment remains within set parameters and is standardised across locations. The CAP is explained to learner riders before their training. This ensures that they clearly understand what competencies must be achieved in order to complete the program successfully.[109]

90. The competency standards and the CAP are the minimum requirements. As long as they adhere to these standards, individual RSPs may design and deliver their own curricula.[110] According to QT:

> *This flexibility is offered to allow for differences in training methodologies throughout the rider training industry and to encourage competition by producing outcomes-based incentives for participants.* [111]

When delivering training, rider trainers must also follow the Q-RIDE competency standards. In practical terms, the CAP provides a working document on which trainers can record a learner's progress.

91. According to the Q-RIDE CAP guidelines, rider trainers must:

- Explain their obligations and the assessment process to the learner;
- Ensure that the training and assessment meets the RSP standards;

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[107] Queensland Transport, 2005a, p. 4.
[108] Queensland Transport, 2006a.
[109] Queensland Transport, 2006b, pp. 3-4.
[110] Queensland Transport, *Submission no. 48*, pp. 16-17.
[111] Queensland Transport, *Submission no. 48*, p. 29.

- Require learners to demonstrate competence in the exercises stated in each unit of competency;
- Ensure that the critical aspects of evidence (as described in the standards) are demonstrated by the learner;
- Complete documentation on the learner's mastery of each of the four units of competency to ensure that evidence of competence is collected, and that details of the assessment are completed at the time of the assessment;
- Note any competencies that were not undertaken due to motorcycle design or limitations in available road configurations;
- Ensure that evidence gathered in deciding competence is valid, fair, reliable and sufficient;
- Assess each aspect of a unit by determining whether the learner is "competent" or "not yet competent"; and
- Record the total time taken for assessment.[112]

The learner must sign and date the paperwork to indicate that they agree with the process and the result. The learner has the opportunity to make additional comments if they choose to.[113]

92. Table 3 below summarises the units of competency contained in the competency standards, including skills, knowledge and abilities that are required to complete Q-RIDE successfully.[114] The full units of competency and performance measures of Q-RIDE are presented in further detail at Appendix L.

Table 3: Q-RIDE units of competency

Units of competency	Elements of competency
1. Prepare motorbike for operation	1.1 Perform pre-ride safety check 1.2 Initiate regular maintenance and routine service
2. Manoeuvre motorbike at low speed	2.1 Mount/dismount motorbike 2.2 Posture 2.3 Operate motorbike controls 2.4 Perform low speed manoeuvres
3. Control motorbike at road speeds	3.1 Execute controlled braking procedures 3.2 Execute emergency braking procedure 3.3 Carry out emergency counter-steering manoeuvre 3.4 Manage riding situations
4. Apply roadcraft[115]	4.1 Use defensive riding techniques 4.2 Recognise hazards and take appropriate action 4.3 Apply the spirit of roadcraft

Source: Adapted from Queensland Transport, *Q-RIDE Competency Standards*, p. 4.

93. According to QT, the competency standards are a quality benchmark[116] to ensure that all learner riders achieve the same level of competence without QT being too prescriptive.[117]

[112] Queensland Transport, 2006b, pp. 24-25.
[113] Queensland Transport, 2006b, p. 25.
[114] Queensland Transport, 2006c, p.1.
[115] Allardice (2002) has defined roadcraft as riding nous or the ability to recognise and react to surrounding influences and the environment; cited in Haworth & Mulvihill, p. 48.

Auditing

94. Through the auditing process, QT is responsible for ensuring compliance with the RSP and competency standards. Auditing also assists QT to improve the standards. Auditors may:

- Access the RSP submission and other documents, including training and assessment records;
- Conduct interviews with RSPs, rider trainers and learners; or
- Observe procedures.[118]

95. Types of audits conducted include:

- **Annual scheduled compliance audits** – These are conducted by independent external auditors who are approved by QT. RSPs are obliged to arrange these audits around the anniversary of their registration each year, and meet all the costs involved; otherwise, they can be expelled from the program. These types of audits scrutinise the Q-RIDE paperwork to ensure compliance with QT policies and procedures. To guard against bias, a single auditor cannot conduct more than two consecutive audits of one RSP.[119]
- **Non-scheduled compliance audits** – If the RSP is believed to be non-compliant, QT may give notice to the RSP to arrange a non-scheduled audit by similar means as the annual scheduled compliance audit.[120]
- **Random operational reviews** – According to the Statutory Accreditation Conditions for accredited rider trainers (see Appendix K), QT must give seven days written notice of random reviews of rider trainers' performance. Additionally, reviews cannot be conducted more frequently than once every six months unless the result of a previous review was unsatisfactory.[121] Other departmental documentation states that random, unannounced operational reviews are conducted by QT staff to ensure that the RSP and competency standards are being met;[122] and
- **Technical assessments** – These are conducted by a representative from QT's Mt Cotton Training Centre who is experienced in quality audits and training curricula.[123] It it not clear from the program guidelines how often, and under what conditions, these audits are conducted.

[116] Queensland Transport, *Submission no. 48*, p. 29.
[117] Queensland Transport, *Submission no. 48*, pp. 16-17.
[118] Queensland Transport, 2006d, p. 5.
[119] Queensland Transport, *Submission no. 48*, p. 31.
[120] Queensland Transport, 2005a, p. 6.
[121] Queensland Transport, 2005b.
[122] Queensland Transport, 2005a, p. 6.
[123] Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 23.

96. If an RSP or rider trainer is not complying with the RSP standards, including the CAP, they may be required by QT to show cause as to why they have not complied, take corrective action and demonstrate compliance or, in extreme cases, have their registration suspended or cancelled. Some of the governing regulations include offence provisions to support legal action against RSPs who seriously breach the standards.

Legal contract

97. Q-RIDE RSPs should be accountable for the trainers they employ and their conformance with program requirements. While RSP standards are governed by transport regulations, there is no legally binding contract between QT and RSPs. The committee believes that the introduction of enforceable contracts would assist QT to audit compliance by RSPs with the standards and the conduct of trainers in providing training and assessment. The need for a legally binding contract was also noted by Christie and colleagues.[124]

RECOMMENDATION 5:

That Queensland Transport contract Q-RIDE registered service providers to formalise their business relationship as a pre-condition to their registration to provide Q-RIDE training services.

Ministerial Responsibility:

Minister for Transport and Main Roads

Administration of Q-RIDE by Queensland Transport

98. QT administers the Q-RIDE program through a dedicated unit within the Land, Transport and Safety Division. QT's administrative responsibilities include:

- Ensuring that RSPs meet their registration requirements;
- Monitoring trainer credentials;
- Approving independent auditors;
- Auditing Q-RIDE RSPs;
- Managing complaints; and
- Continually improving Q-RIDE processes and procedures.

RSPs must report their training assessments and monthly activity summaries to QT.

[124] Christie et al., 2006, p. 46.

99. QT chairs a reference committee of industry representatives that meets on a regular basis to examine issues relating to Q-RIDE.[125] The Q-RIDE guidelines include that a Registered Service Providers Working Group ("the working group") meet quarterly with QT to discuss policy issues regarding the delivery of Q-RIDE training. Each RSP is able to send a representative, however, attendance is voluntary.[126]

100. While the working group process is open to industry and departmental representatives, meeting minutes are not available for public scrutiny. Section 18 of the *Freedom of Information Act 1992* requires QT to publish a list of all boards, councils, committees and other bodies with two or more members that advise QT, and whose meetings, or the minutes of the meetings, are open to the public.[127] This list is included in QT's annual reports. In the annual report for 2001-02, the year that Q-RIDE began, QT listed the Q-RIDE Registered Service Provider Working Group as a committee/advisory group.[128] In the 2005-06 annual report, QT listed motorcycle safety taskforces in Townsville and Cairns, but not the Q-RIDE working group.[129] No annual report between these years refers to motorcycle advisory groups or committees. In fact, QT's annual reports make few references to
Q-RIDE.

101. The RSP standards require RSPs to implement procedures to establish regular consultation with learners and trainers and ensure the continuous improvement of their training and management systems.[130] QT maintains that they work in partnership with RSPs to improve Q-RIDE training. At the committee's symposium, QT stated that:

> *On 13 February 2006, RSPs, in cooperation with QT and QPS, conducted a professional development day for all accredited rider trainers to share best practice to further improve and develop the high standard and consistency of training levels amongst RSPs state-wide.*[131]

The aim of the professional development day was to share best practice, and improve and develop the standard and consistency of training amongst RSPs. QT plans to continue these professional development days with the Q-RIDE industry in the future,[132] but has not advised when and how often they will occur.

102. According to QT, one strategy for continually improving Q-RIDE involves the investigation of fatal crashes that involve Q-RIDE trained riders. Preliminary reports issued by the QPS indicate the contributing circumstances of each crash.

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[125] Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 23.
[126] Queensland Transport, 2005a, p. 7.
[127] Part 2, Section 18 of the *Freedom of Information Act 1992.*
[128] Queensland Transport, 2006e, p. 91.
[129] Queensland Transport, 2006e, p. 88.
[130] Queensland Transport, *Submission no. 48*, p. 30.
[131] Queensland Transport, *Submission no. 48*, p. 30.
[132] Queensland Transport, *Submission no. 48*, p. 35.

QT considers these reports in conjunction with the riders' training records. The aim is to identify any flaws in the training program that might be resolved.[133]

103. The committee believes that further effort should be applied to achieve a collaborative environment for Q-RIDE industry professionals. This would encourage the sharing of industry knowledge and the discussion of common problems and solutions for the continual improvement of Q-RIDE. Transparent reporting of QT's collaborative meetings with Q-RIDE providers would enhance the accountability of the department and the Q-RIDE program. The committee believes that these contacts between QT and the industry need to occur at least twice yearly to ensure continuity of the agenda. Similarly, professional development days must occur at least annually to become a permanent industry event. These changes will help to ensure that the Q-RIDE program and the Q-RIDE industry have a solid professional development focus.

RECOMMENDATION 6:

That Queensland Transport institute bi-annual meetings with Q-RIDE registered service providers to allow for collaborative consultation and feedback to enhance the Q-RIDE program. The minutes of these meetings should be made available for public scrutiny. The department should commit to organising professional development days for Q-RIDE providers and trainers to be held at least annually.

Ministerial Responsibility:

Minister for Transport and Main Roads

The Q-RIDE industry

104. Since the introduction of Q-RIDE in 2001, the number of RSPs has risen to cater for the increasing numbers of riders who choose this licensing method. Still, most Q-RIDE training centres are based in Brisbane.[134]

105. Several submitters noted that some potential riders, particularly those in remote areas, have to travel long distances to access a RSP.[135] As one submitter noted:

Some travelling is required in country areas. People seem prepared to do this to obtain a licence and quality training.[136]

106. According to the QPS, access to Q-RIDE training is difficult for those living in smaller or more remote areas such as areas west of Toowoomba to Roma and Charleville.[137] As the QPS have not formally agreed to Q-RIDE, and do not recognise the competency certificate, in some regional areas where a QT customer service centre is not accessible, rider licence candidates have no choice but to complete the Q-SAFE test.

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[133] Queensland Transport, *Submission no. 48*, p. 35.
[134] Haworth & Mulvihill, 2005, p. 15.
[135] *Submission nos. 53, 58, 73, and 75.*
[136] Rogerson, *Submission no. 75*, p. 2.
[137] Queensland Police Service, *Submission no. 53*, p. 23.

107. According to QT, 2001 census data shows that 91.1 per cent of the eligible population resides within 50km of a Q-RIDE training area.[138] There are:

- Nineteen Q-RIDE RSPs in South East Queensland with 12 of these providing training in the greater Brisbane area;
- Seven RSPs in the southern region, which includes Bundaberg, Stanthorpe, Toowoomba, Maryborough and Kingaroy;
- Five RSPs in the central region, which includes Mackay, Rockhampton, Emerald and Gladstone; and
- Six RSPs in the northern region, including Cairns, Townsville, Mt Isa and Bowen.[139]

108. Eight RSPs in South East Queensland and three in regional areas provide training in multiple locations.[140]

109. According to QT, at 2 August 2006, 148 rider trainers were accredited to provide Q-RIDE training. However, not all of these trainers were employed by Q-RIDE RSPs and providing Q-RIDE training and assessment at the time.[141] Therefore, this figure is only indicative of the number of trainers that are able to provide Q-RIDE training.

110. The committee notes that there may be some variation in the level of training provided by RSPs. Locations that attract smaller numbers of applicants might be in a better position to provide intensive training.[142] Similarly, several submitters noted that country areas have different road and traffic conditions that lead to variations in on-road training standards.[143]

111. Fees for training also vary across providers. QT does not restrict fees charged by RSPs because it observes the deregulated standards of the driver/rider training industry. Instead, Q-RIDE fees are driven by market forces. Fees vary between $250.00 and $800.00 per course depending on the provider, whether or not a motorcycle is supplied, the rider's skill level on entry, and the time a rider takes to complete the course. This equates to a range of approximately $27.00 to $72.00 per hour.[144] QT explained the rationale behind this approach:

> *It was believed that market imperatives would ensure pricing stability and comparability, and that training providers would be permitted to cost training provision according to the level of service and training infrastructure offered to clients, and to compete with other providers on that basis.*[145]

[138] Queensland Transport, *Submission no. 48*, p. 28.
[139] Queensland Transport, *Submission no. 48*, p. 28.
[140] Queensland Transport, *Submission no. 48*, p. 27.
[141] Queensland Transport, personal communication, 2 August 2006.
[142] Haworth & Mulvihill, 2005, p. 16.
[143] *Submission nos. 17, 58, and 69.*
[144] Queensland Transport, *Submission no. 48*, pp. 31-32.
[145] Queensland Transport, *Submission no. 48*, p. 31.

QT states that Q-RIDE training is not particularly expensive when compared to the cost of other forms of motorcycle training, which ranges between $35 and $70 per hour.[146]

112. Many RSPs are affiliated with motorcycle retail stores that sell motorcycles. The committee has received some anecdotal evidence to suggest that, in practice, this situation causes a serious conflict of interest for RSPs. Comments from submitters included:

It is a requirement that organisations sign a statement regarding the potential conflict of interest. What this statement is meant to achieve is beyond me. It is obvious that any member of a business, whose main focus is to sell high value items to their customers, is motivated by the need to maintain or increase turn over of stock. The natural result of this influence with regard to training operations is almost always going to be aimed at producing a minimal result to obtain a maximum profit.[147]

A salesperson will resort to many tactics to obtain the sale of a motorcycle.[148]

Other submitters stated that, while these arrangements potentially allowed for a conflict of interest to exist, the extent of the conflict depended on the ethics of individual companies and the stringency of QT's auditing processes.[149]

113. Part 6 discusses a range of measures to enhance the Q-RIDE program.

[146] Queensland Transport, *Submission no. 48*, p. 32.
[147] Crick-Lyon, *Submission no. 11*, p. 2.
[148] Knight, *Submission no. 13*, p. 3.
[149] *Submission nos. 12, 33, 43, and 70.*

PART 5 ~ EVALUATIONS OF Q-RIDE AND COMPARATIVE CRASH RISKS

114. The committee has considered the outcomes of previous evaluations of Q-RIDE in formulating its recommendations for reform of the Q-RIDE program. QT has commissioned three independent evaluations of Q-RIDE since its implementation. The first was conducted by CARRS-Q ("the CARRS-Q evaluation"), the second by MUARC ("the MUARC study") and the third by independent road safety researchers Dr Ron Christie, Mr Warren Harrison and Mr Darryl Johnston ("the curriculum reform study").

115. QT provided the committee with the first two evaluations on 9 August 2006. The third, the curriculum reform study, was provided to the committee on 5 March 2007. At that time, the committee was close to reporting its findings to Parliament. In light of the new evidence, the committee decided to postpone reporting until it could carefully consider the implications of the findings of the curriculum reform study to its inquiry.

116. The CARRS-Q and MUARC evaluations report significant findings in favour of Q-RIDE. However, both studies caution against face-value interpretation of the results since any comparison of the Q-RIDE and Q-SAFE licensing schemes is fraught with inherent difficulties. The curriculum reform study, on the other hand, is highly critical of the former evaluations. It sheds new light on the effectiveness of the Q-RIDE program in its current form and makes recommendations for its reform. Many of these recommendations will be, or already have been, implemented by QT.

The CARRS-Q evaluation

117. The CARRS-Q evaluation was an interim evaluation of Q-RIDE during the program's trail period. CARRS-Q reported to QT in July 2003. Their research consisted of questionnaires administered to participants before and after they had undertaken Q-RIDE training or Q-SAFE testing, in addition to focus group discussions with key stakeholders.

118. The questionnaires obtained data on: respondents' demographics; licence history, including crashes and offences; current licence status; access to an accredited riding instructor; type of training chosen; level of awareness of Q-RIDE; riding experience; expectations about learning outcomes; attitudes; self-reported skill levels; intended riding behaviours; and risk taking propensity.[150]

[150] Watson et al., 2003, p. 12.

119. The questionnaire data indicated that:

- Those who chose Q-RIDE differed from those who chose the Q-SAFE test. Q-RIDE was more attractive to riders who were: female; older; less experienced; placed a greater emphasis on professional instruction; had been convicted of a drink driving offence in the previous five years; were more likely to rate their skills lower; reported safer riding intentions; and obtained lower scores on the sensation seeking scale;[151]
- Eighty-five per cent of learners aged 17 to 20 were seeking an RE class licence, while most older riders were using Q-RIDE to gain their R class licence;[152]
- R class Q-SAFE riders reported greater crash involvement,[153] and a greater likelihood of making errors and breaking road rules, than R class Q-RIDE riders;[154]
- While over 50 per cent of learners were overconfident of their skill levels, there was no significant difference in the perception of skill levels between Q-RIDE and Q-SAFE participants;[155]
- Riders in the Q-RIDE program reported more safety conscious behaviours,[156] and less aggressive attitudes and intentions,[157] than those completing the Q-SAFE test;
- There was some evidence to suggest that Q-RIDE may better moderate riders' intentions to speed, or ride tired or impaired than Q-SAFE;[158]
- Ninety-eight per cent of respondents held a current car or other vehicle licence; and
- Those who had never held a licence were more likely to obtain their motorcycle licence through Q-SAFE.[159]

120. Focus group discussions were held with Q-RIDE providers and staff, non-Q-RIDE motorcycle trainers, QT staff, motorcycle club riders, general riders, and the parent of one rider. The discussions were designed to explore the stakeholders' perceptions of Q-RIDE and to facilitate the comparison of the program with Q-SAFE.[160]

121. Like other licensing methods, Q-RIDE has strengths and weaknesses. Table 4 summarises the program's strengths and weaknesses based on the findings of the short-term evaluation by CARRS-Q.[161]

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[151] Watson et al., 2003, p. 5.
[152] Watson et al., 2003, p. 16.
[153] Watson et al., 2003, p. 6.
[154] Watson et al., 2003, p. 41.
[155] Watson et al., 2003, p. 6.
[156] Watson et al., 2003, pp. 6 & 41.
[157] Watson et al., 2003, p. 41.
[158] Watson et al., 2003, p. 6.
[159] Watson et al., 2003, p. 35.
[160] Watson et al., 2003, p. 55.
[161] Watson et al., 2003, p. 7.

Table 4: Q-RIDE strengths and weaknesses

Strengths	Weaknesses
Potential to provide opportunities for instructors to interact with riders and offer advice and feedback for long periods	Potential for riders to become licensed without being sufficiently competent
Potential to provide a strong safety focus and teach skills in a safe area before riders ride on-road	Potential commercial effect on rider trainers not delivering Q-RIDE, especially because of incentives that encourage candidates into Q-RIDE (e.g. immediate R licence)
Potential to cater for minority groups, including hearing impaired and test-phobic riders	Potentially expensive and therefore prohibitive for some people
Potential to encourage unlicensed riders back into the system by offering a less threatening option than the Q-SAFE test and allowing riders to gain an R class licence faster	Potential for providers to 'abuse the system' without consequence due to non-comprehensive and infrequent auditing

Source: Adapted from CARRS-Q, *Short-term process and outcome evaluation of Q-RIDE*, 2003, p.7.

122. The CARRS-Q evaluation identified that the following improvements to Q-RIDE were necessary:

- Clearer explanation of Q-RIDE to the motorcycle community;
- A review of certain processes, including the competency standards, auditing practices and student: instructor ratios;
- Further research and evaluation of the program's effectiveness, particularly in relation to reducing crashes; and
- Further research into the effects of pre-existing differences between the participants of the two systems.[162]

123. The CARRS-Q evaluation concluded that Q-RIDE appeared to increase riders' perceived skill without over-inflating confidence. Q-RIDE also moderated riders' intentions to take risks such as speed, or drive tired, or while impaired. However, CARRS-Q cautioned that it was difficult to untangle the effects of pre-existing differences between riders who chose Q-RIDE from those who chose the Q-SAFE option.[163]

124. CARRS-Q also identified a number of limitations to their study. These included the relatively short timeframe of the evaluation, the reliance on self-report data, the independent nature of the samples who responded to the questionnaires, and the small number of focus group participants.[164]

[162] Watson et al., 2003, p. 8.
[163] Watson et al., 2003, p. 83.
[164] Watson et al., 2003, p. 4.

125. In August 2004, following the preliminary evaluation by CARRS-Q, Cabinet approved the continuation of the Q-RIDE scheme with certain conditions.[165] These included: improvements to the training and RSP standards; improvements to the auditing processes; consideration of a cost-recovery scheme; and ongoing evaluation.[166]

126. QT argues that, as a result, Q-RIDE has since been enhanced.[167] However, the QPS submitted to the committee that, to date, QT had not sufficiently addressed the improvements identified by CARRS-Q. The QPS also noted further concerns regarding Q-RIDE that have been raised since the CARRS-Q evaluation.[168]

127. QT's submission to the inquiry maintained that, in response to the perceived weaknesses of the Q-RIDE program identified by the CARRS-Q evaluation, they had:

- Reviewed, developed and implemented improved competency standards;
- Developed and implemented improved provider standards;
- Increased the number of audits and RSP visits; and
- Refined the audit requirements of yearly external audits.[169]

128. The majority of submissions to the committee argued that further improvements to the program were required.

The MUARC study

129. The CARRS-Q evaluation of Q-RIDE was supplemented by a study conducted by MUARC. MUARC provided their Q-RIDE evaluation to QT in October 2003. Both evaluations were completed prior to Cabinet's approval in August 2004 for Q-RIDE to continue. The MUARC study was designed to evaluate the effectiveness of Q-RIDE in improving pre-licence training. The study compared Q-RIDE and Q-SAFE licensed riders' crash rates and rates of offences including drink driving, speeding, breaking the road rules, riding illegally, and unlicensed riding.[170] The study also considered the extent to which Q-RIDE improved rider skills and knowledge.

130. Crash data was accessed from QT's road crash database. This included data relating to motorcycle crashes and motorcycle and pillion crash injuries. The study matched its results against data from the CARRS-Q evaluation report.[171]

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[165] Queensland Transport, *Submission no. 48*, p. 7.
[166] Queensland Transport, *Submission no. 48*, pp. 37-38.
[167] Travelsafe Committee*, Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 9; Queensland Transport, *Submission no. 48*, p. 16.
[168] Queensland Police Service, *Submission no. 53*, pp. 29-30.
[169] Queensland Transport, *Submission no. 48*, pp. 17-18.
[170] Haworth et al., 2003, p. 32.
[171] Haworth et al., 2003, p. 1.

131. The MUARC study found that:

- Whilst data limitations prevented statistical testing, overall crash rates appeared to be higher for Q-SAFE than for Q-RIDE participants;[172]
- Injuries in crashes were more severe for riders licensed through Q-SAFE than for those who had undertaken Q-RIDE;[173]
- Of the riders and pillions injured in crashes that involved a rider licensed since the introduction of Q-RIDE, it was estimated that 40 per cent were licensed through Q-RIDE and 60 per cent were licensed by the Q-SAFE practical test;[174]
- For each licensing method, there was no difference in injury severity between crashes involving R class and RE class licence holders;[175]
- Offence rates were connected to the distance the rider had travelled;[176]
- Offence rates for RE class licence holders were more than double those of R class licence holders regardless of the licensing method that was chosen (but this reflected greater levels of riding for RE class licensed riders);[177] and
- As more Q-RIDE licences were issued, the number of crashes by Q-RIDE licensed riders increased.[178]

132. However, the study found insufficient evidence to definitively formulate conclusions on the factors that impact on unlicensed riding and rider skills and knowledge.[179]

133. In respect of these findings, the committee notes the problematic nature of comparative studies of Q-RIDE and Q-SAFE. MUARC identified the following possible limitations of its evaluation:

- The greater the exposure of the rider, or distance ridden, the greater their crash risk. Therefore, the variance in the distances ridden by Q-RIDE and Q-SAFE licensed riders may have confounded comparative findings. Additionally, the lack of information regarding distances ridden created ambiguity;[180]
- Other factors, such as the areas where riding occurred, the purpose of riding and the level of risk taking behaviour could have affected the results;[181]
- The differences between candidates who were attracted to the two licensing schemes was difficult to control for;[182]

[172] Haworth et al., 2003, p. 27.
[173] Haworth et al., 2003, p. 27.
[174] Haworth et al., 2003, p. 49.
[175] Haworth et al., 2003, p. 30.
[176] Haworth et al., 2003, p. 31.
[177] Haworth et al., 2003, p. 34.
[178] Haworth et al., 2003, p. 49.
[179] Haworth et al., 2003, p. iii.
[180] Haworth et al., 2003, p. iii.
[181] Haworth et al., 2003, p. 26.
[182] Haworth et al., 2003, p. iii.

- In the crash data, motorcycles were not distinguished from mopeds,[183] and pillions were not distinguished from riders. A small number of crashes that involved multiple riders[184] could have slightly overestimated the total number of crashes;[185]
- QT's road crash database did not indicate whether riders held an R or RE class licence, or whether they obtained their licence by the Q-RIDE or Q-SAFE methods;[186]
- Some crashes may not have been included in the QT database because it consists only of crashes reported to police. Consequently, crash rates may have been under-reported;[187]
- Greater numbers of R class licences were obtained through Q-RIDE than via the practical test. Therefore, any comparison of Q-RIDE and Q-SAFE outcomes was problematic due to potential differences in the safety risk of R and RE class licensed riders;[188]
- Studies of crash risk in other vehicle types have shown that female licence holders have a lower crash risk than males. Since Q-RIDE licensed riders are more likely to be female, this factor could have potentially reduced the crash risk of Q-RIDE licensed riders;[189]
- Younger licence holders have a higher crash risk than older licence holders, and there are greater numbers of younger riders completing the practical test than completing Q-RIDE. This could have inflated the crash risk data for the Q-SAFE test.[190]

The curriculum reform study

134. The curriculum reform study was undertaken by independent road safety researchers, Dr Ron Christie, Mr Warren Harrison and Mr Darryl Johnston. The study focused on identifying improvements to the Q-RIDE program. It was provided to QT in May 2006. The committee was provided with a copy in March 2007. As discussed below, this study refuted the findings of the previous two evaluations of Q-RIDE.

135. The researchers:

- Reviewed and analysed the Q-RIDE curriculum;
- Considered the findings of the previous evaluations by CARRS-Q and MUARC;

[183] Haworth et al., 2003, p. 19.
[184] Haworth et al., 2003, p. 30.
[185] Haworth et al., 2003, p. 30.
[186] Haworth et al., 2003, p. 48.
[187] Haworth et al., 2003, p. 19.
[188] Haworth et al., 2003, p. 18.
[189] Haworth et al., 2003, p. 18.
[190] Haworth et al., 2003, p. 18.

- Considered Q-RIDE in relation to best practice competency-based training and rider licensing;
- Visited and observed three sample Q-RIDE RSPs and trainers, and scrutinised their documentation and procedures;
- Compared the competencies assessed under Q-SAFE and Q-RIDE;
- Considered the implications for motorcycle rider licensing and road safety of the two schemes; and
- Drafted a revised curriculum.[191]

136. The curriculum reform study report concluded that:

- Q-RIDE auditing practices concentrated on records and documents rather than program delivery;
- More control by QT was required over the content and presentation of the training curriculum and assessment;
- Greater consistency was required in program delivery, assessment and auditing;
- The variation in minimum standards and off-road training facilities was inconsistent with competency-based training principles;
- The competencies and standards required for Q-RIDE and Q-SAFE licensing methods should be more aligned;
- The Q-RIDE curriculum should be enhanced to more effectively define road-craft skills;
- Q-RIDE was at odds with graduated licensing principles; and
- Q-RIDE did not readily accommodate older riders who returned to riding after periods of dormancy.[192]

The committee considers these matters in Part 6.

137. The curriculum reform study concluded that the previous evaluations had not demonstrated that crash reductions resulted directly from the Q-RIDE program. Rather, the study attributed crash reductions to Q-RIDE's popularity among certain groups of riders with pre-existing lower crash risks.[193]

138. Problems with the CARRS-Q evaluation identified in the curriculum reform study included:

- That the before and after questionnaires used by CARRS-Q did not survey the same respondents. This created two sets of survey data which possibly reflected different populations with unique self-selection biases;
- The attribution of more safety-conscious attitudes to Q-RIDE riders by CARRS-Q could have been because Q-RIDE already attracted safer riders; and

[191] Christie et al., 2006, p.iii.
[192] Christie et al., 2006, p.iv.
[193] Christie et al., 2006, p.iii.

- The conclusion by CARRS-Q that Q-RIDE and Q-SAFE riders' perceptions of their skill level did not differ significantly did not necessarily suggest that Q-RIDE prevented riders' confidence being over-inflated. Instead, it could have meant that Q-RIDE failed to prevent optimism bias, or the tendency to be over-confident.[194]

139. The problems with the MUARC study identified in the curriculum reform study centred around the lack of consideration of riding contexts and a lack of available exposure data. MUARC had previously acknowledged these limitations. The curriculum reform study suggested that MUARC's attempt to control for riding exposure was inadequate because it only considered the length of time licensed, which was not a good proxy for exposure. In fact, the curriculum reform study stated that it was not possible to conclude anything about the effectiveness of Q-RIDE based on the MUARC study.[195]

140. The curriculum reform study aimed to improve Q-RIDE as a training program distinct from its road safety outcomes. The researchers acknowledged that rider training had not shown an impact on road safety. However, they stated that Q-RIDE's effectiveness as a competency based rider training program could be enhanced. The researchers suggested that their proposed reforms were unlikely to either positively or negatively impact on the safety outcomes of riders trained through Q-RIDE, but that reforms to rider licensing in a broader context of motorcycle safety would be of greatest benefit.[196]

Comparative crash risks for Q-RIDE and Q-SAFE riders

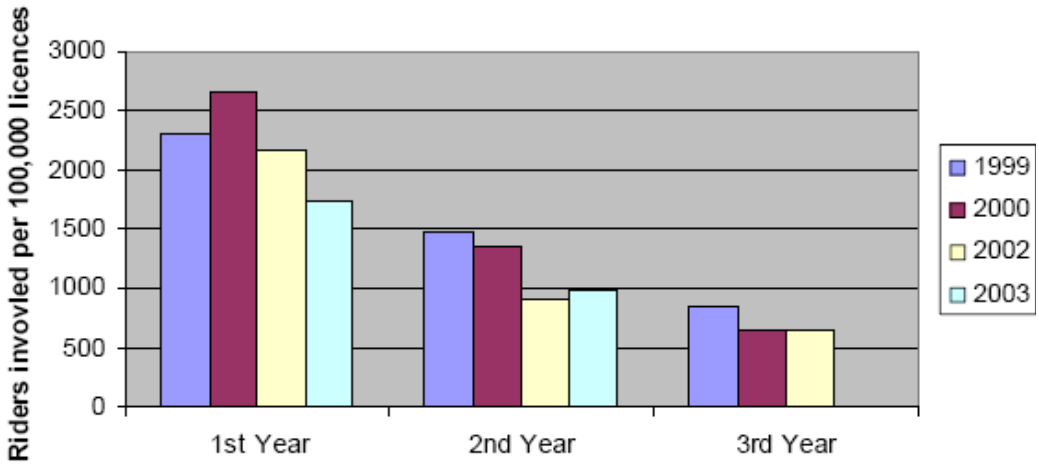
141. In this inquiry, the committee considers whether Q-RIDE trained riders have a higher or lower crash risk compared to riders who gain their licence through the traditional Q-SAFE method. The committee acknowledges that when comparing crash risks for riders who obtain their licence through Q-RIDE and Q-SAFE a number of additional confounding variables, some of which are mentioned above, need to be considered. These include that:

- Not all licence holders are active riders;
- Q-RIDE and Q-SAFE riders may ride different distances which can affect their crash exposure;
- Evaluations of the Q-RIDE program have identified that Q-RIDE and Q-SAFE appeal to riders with differing risk taking behaviour. Q-RIDE participants have also been found to be less experienced riders and more likely to already hold a car licence compared to those taking the Q-SAFE test;[197] and
- As Q-RIDE has only been in operation for a relatively short time, the population who have obtained their licence using this method are likely to

[194] Christie et al., 2006, pp. 5-7.
[195] Christie et al., 2006, p. 8.
[196] Christie et al., 2006, p. v.
[197] Watson et al., 2003, pp. 74-75.

have less overall riding experience than those who have obtained their licence using Q-SAFE. QT maintains that it takes approximately three years of riding before a novice rider has the same crash risk as an experienced rider. This is illustrated in figure 8 below.[198]

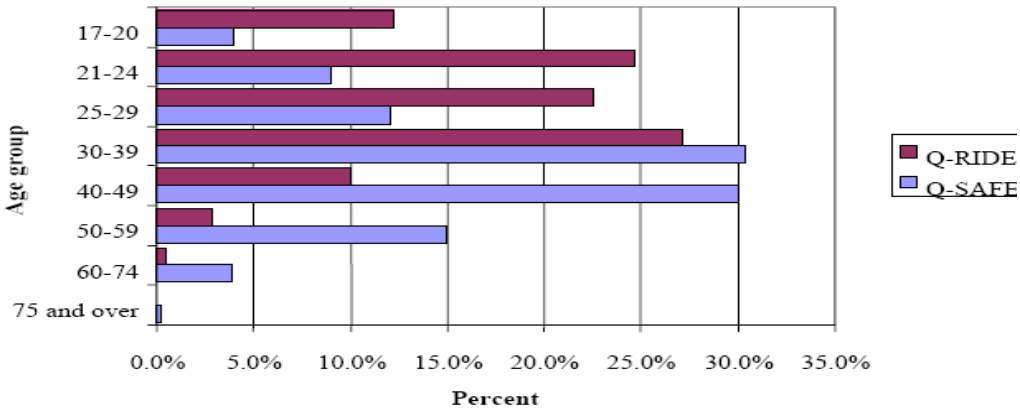
Figure 8: Crash involvement rate by year of endorsement by years of experience



Source: Queensland Transport, *Submission no. 48,* p. 22

142. QT's submission provided a breakdown of crashes involving licences obtained by both Q-RIDE and Q-SAFE between 2002 and 2004, by the age of the licence holder.[199] As shown in figure 9 below, younger riders accounted for the majority of crashes by Q-RIDE licence holders. Older riders involved in crashes were more likely to have obtained their licence through Q-SAFE. QT suggested that this was due to the increased crash risk of older riders who had returned to riding after a period of inactivity. Unfortunately, the age group categories in figure 9 are not evenly distributed. This might, on first reading, misrepresent the involvement of some age groups in crashes.

Figure 9: Percentage of riders (by age) involved in crashes (Q-RIDE and Q-SAFE) 2002-2004



Source: Queensland Transport, *Submission no. 48,* p. 22

[198] Queensland Transport, *Submission no. 48*, p. 21.
[199] Queensland Transport, *Submission no. 48*, p. 22.

143. QT stated that the crash involvement for Q-RIDE riders was 4,034 riders per 100,000 licences endorsed. This compared favourably with the 4,327 Q-SAFE riders involved in crashes per 100,000 licences endorsed. For serious crashes, QT stated that the rate for Q-RIDE riders was 1,982 per 100,000 licences endorsed, and 2,169 per 100,000 licences endorsed for Q-SAFE riders.[200]

144. The QPS offered a different interpretation of the comparative crash statistics. It noted that, although Q-RIDE licence holders represented less than 10 per cent of all motorcycle licence holders, they accounted for 35.7 per cent of all motorcycle fatalities in 2003, 39.6 per cent in 2004 and 36 per cent in 2005.[201] A comparison of fatal crash involvement for Q-RIDE and Q-SAFE provided by the QPS is shown in table 5 below.

Table 5: Fatal crash involvement of motorcyclists as a rate per 10,000 licensees and proportion of total motorcycle fatalities (Q-RIDE and Q-SAFE)

		2003	2004	2005
Q-RIDE	Riders involved in fatal crashes	15	19	23
	Proportion of all fatal motorcycle crashes	35.7%	39.6%	36.0%
	Fatal crashes per 10,000 licensees	7	6	5
Q-SAFE	Riders involved in fatal crashes	17	15	24
	Proportion of all fatal motorcycle crashes	40.0%	31.3%	37.5%
	Fatal crashes per 10,000 licensees	0.4	0.3	0.5

Source: Queensland Police Service, *Submission no. 53*, p. 21

145. Similarly, the QPS analysed the crash statistics for motorcyclists hospitalised as a result of a crash. Preliminary data in 2005 indicated that, of the 817 riders hospitalised, 330 or 40.4 per cent had obtained their licence through Q-RIDE. This was a substantial increase from the 231 riders or 30 per cent who were hospitalised in 2004. Overall, there was an increase of approximately 24.4 per cent in the number of Q-RIDE riders hospitalised for motorcycle crashes over the period 2002 to 2005.[202] While these figures are significant, the committee notes that an increase in crashes, without a measure of relative exposure, may simply reflect the increasing number of Q-RIDE riders on the road.

146. When comparing the level of experience for Q-RIDE and Q-SAFE participants, Watson and colleagues found that riders who chose the Q-SAFE practical test had more experience than those who opted to obtain their licence using Q-RIDE. They concluded that this might be because those who were less experienced preferred the competency based assessment, or that the more experienced riders felt they were capable of taking the test.[203]

147. Clearly, a simple comparison of crash statistics cannot resolve whether Q-RIDE or Q-SAFE motorcycle licence holders have the higher crash risk. A more robust research methodology is needed to identify the contribution, if any, of the respective licensing methods to crash risks for individual prospective riders.

[200] Queensland Transport, *Submission no. 48*, p. 23.
[201] Queensland Police Service, *Submission no. 53*, p. 21.
[202] Queensland Police Service, *Submission no. 53*, p. 21.
[203] Watson et al., 2003, p. 75.

148. QT commissioned Mr Warren Harrison and Dr Ron Christie to undertake an exposure study of motorcycle riding in Queensland, based on a similar study Dr Christie completed in NSW. The results of this study were presented to QT in February 2007. This study has assisted in providing a greater understanding of riding patterns and crash risk and might also be utilised in the future for developing a more effective comparative Q-RIDE/Q-SAFE evaluation.

149. The study suggested Q-RIDE had little relationship with crash rates except in South East Queensland. This may be a reflection of differences in the effectiveness of Q-RIDE in different riding contexts.

PART 6 ~ ENHANCING Q-RIDE

150. During the inquiry, there was no shortage of views from trainers, RSPs, riding students and others on the adequacy and otherwise of Q-RIDE training. In fact, the committee was flooded with mostly constructive and sometimes contradictory suggestions for enhancing Q-RIDE. In its consideration of these contributions, the committee has given the greatest weight to proposals and suggestions that are supported by evidence.

151. The committee is particularly concerned by issues that were raised by the QPS that do not appear to have been satisfactorily resolved. These include concerns about on-road training, training standards, auditing, RSP standards, student to trainer ratios and conflicts of interest.[204] As noted earlier in this report, the QPS is yet to formally approve the Q-RIDE program. This means that police will not issue motorcycle licences to holders of Q-RIDE competency certificates. The committee believes that resolution of outstanding concerns about the Q-RIDE program must be progressed by the QPS and QT as a matter of urgency.

152. The committee identified a number of aspects of the Q-RIDE program that should be enhanced to better align the program with best practice motorcycle training and licensing. These are discussed below.

Competency standards

153. A number of submissions commented on the inadequacy of the Q-RIDE competency standards. A common concern was that the standards were overly biased towards vehicle control and roadcraft, and failed to adequately address attitudinal issues and higher order skills, such as hazard perception.[205] Others noted that, because of speed and other safety-related constraints on the training, the coverage of roadcraft within the training program was tokenistic and did not adequately prepare the rider for real riding conditions. A further strong sentiment among RSPs, trainers and others was that the Q-RIDE competencies were too easy to pass. The CARRS-Q evaluation of Q-RIDE reached the same conclusion.[206]

154. The standard of competence required to pass the Q-RIDE assessment is critical for setting the standard of the training that is delivered. The committee considered options to lift the standard of assessments without making the program overly prescriptive and arduous to administer and further conflict with Q-SAFE requirements.

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[204] Queensland Police Service, *Submission no. 53*, pp.29-30.

[205] Haworth & Mulvihill, 2005, p. 48; *Submission nos. 33, 6A, 37, 46, and 57.*

[206] Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006*,* p. 9; Watson et al., 2003, p. 67; Coveney*, Submission no. 64*, p. 2.

155. The curriculum reform study by Christie and colleagues noted that the Q-RIDE standards differed to the standards required by Q-SAFE. This effectively created two motorcycle licensing criteria in Queensland. The same study noted that the Q-RIDE competencies were inconsistent with best practice, competency-based training principles, particularly as RSPs were able to vary how they delivered the program. The study suggested that Q-RIDE and Q-SAFE should have the same assessment criteria.[207] It also recommended that the assessment components of Q-RIDE be more objective, clearly measurable and less variable to ensure that all riders were equally competent at the point of licensing.[208]

156. The study also noted that the Q-SAFE assessment itself did not conform to best practice in terms of on-road assessment. However, the study provided recommendations to improve the motorcycle licence testing standards in Queensland by adapting the testing models utilised in either the USA or NZ.[209] The study concluded that both Q-RIDE and Q-SAFE should include, at the learner level, a knowledge test and off-road skills test and, at the provisional level, an off-road assessment and an on-road assessment.[210]

157. The committee agrees with Christie and colleagues that a new form of assessment should be investigated to replace the Q-RIDE and Q-SAFE assessment components. The committee further believes the key to improving the Q-RIDE competency standards is to ensure their alignment with the standards that are demanded for the Q-SAFE test. The assessment components of both schemes should utilise the same criteria, be conducted under the same conditions and be objective and non-variable.

RECOMMENDATION 7:

That Queensland Transport develop an improved learner rider assessment process and criteria to be incorporated into the graduated licensing scheme to raise the testing standards for motorcycle licensing.

Ministerial Responsibility:

Minister for Transport and Main Roads

158. The committee also concludes that the most effective way of ensuring that riders reach a comparative skill level through Q-RIDE and Q-SAFE processes is to implement a quality control measure at the end of the training program. This was discussed by the QPS in their submission.[211] This could be practically achieved by requiring a performance check at the final point of contact with QT prior to licensing.

[207] Christie et al., 2006, p. iv.
[208] Christie et al., 2006, p. 25.
[209] Christie et al., 2006, p. 41.
[210] Christie et al., 2006, p. 42.
[211] Queensland Police Service, *Submission no. 53*, p. 29.

159. A 2005 study of best practice in motorcycle rider education and licensing by the United States National Safety Council emphasised the importance of regular assessment and quality control.[212] The study noted that individual states, by implementing regular program assessments and quality control, could monitor their operations and identify areas in need of refinement. Since rider training courses are typically held at multiple locations, the study also stated it was imperative that states instituted quality control processes. This would ensure that all riders received adequate training and supervision in a standardised format.[213]

160. The committee suggests that the Q-SAFE practical riding test be administered to a random sample of Q-RIDE graduates. This would confirm that they have attained an adequate level of competency to be eligible for a motorcycle licence. This additional step to gaining a licence through Q-RIDE would encourage students, RSPs and trainers to ensure that the Q-RIDE competencies have been met. It would also assist QT to more effectively target its audits and ensure that the Q-RIDE standards do not vary across RSPs.

RECOMMENDATION 8:

That Queensland Transport administer the Q-SAFE riding test to a random selection of Q-RIDE graduates who present competency certificates to be exchanged for a motorcycle licence. The purpose of this testing is to confirm that the required competencies have been met. The candidates selected shall be required to pass the Q-SAFE test before being issued with a motorcycle licence.

Ministerial Responsibility:

Minister for Transport and Main Roads

Hazard perception and motivational factors

161. A number of studies have linked the failure of training programs to reduce crash risk and road rule violations with deficiencies in their course content.[214] The competencies that are assessed as part of rider training programs, including Q-RIDE, focus mainly on the development of vehicle control skills. This emphasis may be a result of time constraints and the need to prepare a rider for a skills-based assessment.[215]

162. Riding a motorcycle requires a higher level of vehicle control and cognitive skills than driving.[216] Riders must rapidly become skilled at:

- Anticipating hazards and responding safely;
- Using counter-steering techniques;
- Using cornering skills;
- Swerving around obstacles safely; and

[212] Mitra 1998, cited in Baldi, Baer & Cool, 2005, p. 36.
[213] Baldi et al., 2005, p. 36.
[214] Chesham, Rutter & Quine, 1993; Crick & McKenna, 1991; Haworth, Smith & Kowadlo, 1999; Reeder, Chalmers & Langley, 1996; Simpson & Mayhew, 1990, cited in Haworth & Mulvihill, 2005, p. 47.
[215] Haworth & Mulvihill, 2005, p. 47.
[216] Haworth & Mulvihill, 2005, p. iii.

- Utilising braking techniques to stop quickly on straight and curved roads. [217]

163. While teaching riding skills is important, many crashes are the result of deliberate risk taking behaviour rather than a lack of skill.[218] Some training programs are criticised for teaching only the skills that are required to pass the assessment, rather than focusing on the skills and knowledge that are essential to survival.[219] The skills and knowledge not adequately addressed include motivational factors (that is deliberate risk taking behaviours) and higher order cognitive skills, such as those related to the anticipation, detection and assessment of hazards.[220] Researchers agree that, given their importance for safe riding and their association with lower crash risks, best practice rider training should focus on these aptitudes as well as vehicle control skills.[221]

164. Submissions to the inquiry highlighted the need for Q-RIDE competencies that more effectively addressed braking and real riding conditions, including night riding.[222] The CARRS-Q discussion groups also commented that the Q-RIDE competencies were too easy to pass, and that guidelines should be tightened. Braking standards and 'Figure 8' manoeuvres were specifically mentioned as requiring amendment.[223] It was suggested to the committee that the level of skills that were mandatory under the Q-RIDE program should be appropriate to safe motorcycling in the real world, and that the inadequacy of the current skills requirement was a prime reason for escalating crash trends.[224]

165. Unfortunately, higher order skills may take a long time and a significant amount of experience to develop.[225] The curriculum reform study by Christie and colleagues concluded that the retention of safety-related riding skills occurs through practice over time. Therefore, competency-based training may not guarantee that a rider, who proves their competence in the program, has developed the skills needed to ride safely in all situations outside of training.[226] In their submission, CARRS-Q noted promising developments in rider training that focused on motivational factors and higher order cognition.[227]

166. In *Report no. 40: Reducing the road toll for young Queenslanders – is education enough?*, the Travelsafe Committee of the 51st Parliament highlighted developments in post-licence driver education and training that emphasised higher order skills such as hazard perception.[228] The QPS, in their submission, advocated further research into the effectiveness of hazard perception skills training and the

[217] Haworth & Mulvihill, 2005, p. 52.
[218] Haworth & Mulvihill, 2005, p. 47.
[219] Queensland Police Service, *Submission no. 53,* p. 14.
[220] Elliott, Baughan, Broughton, Chinn, Grayson, Knowles, Smith & Simpson, 2003, p. 60.
[221] Haworth & Mulvihill, 2005, p. 47.
[222] Smith*, Submission no. 74*, p. 2.
[223] Watson et al., 2003, p. 66; Henderson, *Submission no. 75*, p. 2.
[224] Schaefer, *Submission no. 31*, p. 5.
[225] Haworth & Mulvihill, 2005, p. 68.
[226] Christie et al., 2006, p. 15.
[227] CARRS-Q, *Submission no. 51,* p. 10.
[228] Travelsafe Committee, 2003, p. 51.

benefit of introducing a hazard perception test into the motorcycle licensing process.[229]

167. At present, only one element of the Q-RIDE competency standards focuses on hazard perception. The remaining 11 elements across four units of competency cover vehicle control skills or roadcraft (a list of the competency units is included at Appendix L). The curriculum reform study by Christie and colleagues addressed the competencies contained in the Q-RIDE curriculum. The report from that study suggested that the Q-RIDE training and assessment criteria should be adapted to include an examination of hazard detection, scanning and safe gap selection, similar to that provided for in NZ.[230] The committee strongly agrees. Ensuring proficiency in additional hazard perception and higher order skills prior to licensing is essential.

RECOMMENDATION 9:

That Queensland Transport revise the Q-RIDE competencies to include additional hazard perception, other higher order skills training and awareness of safety conscious behaviours.

Ministerial Responsibility:

Minister for Transport and Main Roads

RECOMMENDATION 10:

That Queensland Transport raise the pass levels used by registered service providers to determine whether trainees have achieved the Q-RIDE competencies.

Ministerial Responsibility:

Minister for Transport and Main Roads

On-road training

168. On-road training experience is crucial to the development of road skills. At present there is no minimum proportion of Q-RIDE training that must be conducted on-road. Submissions suggested that the amount of training that Q-RIDE trainers were providing students varied enormously. This included the level of opportunities to develop competencies on-road. The QPS submission referred to complaints that Q-RIDE students had received competency certificates without any on-road training or assessment.[231] Other submissions discussed Q-RIDE programs that provided students with only six hours of off-road training conducted in a car park and no on-road training,[232] or two hours of on-road training, and the remainder (16 hours) provided on a secure, enclosed track.[233]

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[229] Queensland Police Service, *Submission no. 53*, p. 15.
[230] Christie et al., 2006, p. 41.
[231] Queensland Police Service, *Submission no. 53*, p. 29.
[232] Queensland Police Service, *Submission no. 53*, p.29.
[233] WIMA, *Submission no. 35*, p. 1.

169. In their evidence, QT told the committee that the way the competency standards were defined made it impossible not to conduct some training and assessment on the road. That was because the competencies included applying roadcraft in traffic situations, such as merging in traffic, using roundabouts, and other skills that could not be taught and assessed off-road in a simulated environment. [234]

170. The Q-RIDE curriculum reform study recommended learner riders accumulate 120 hours of on-road riding experience prior to licensing in the way that learner drivers were required to. However, the study also stated that, while crash reductions through this measure were proven for drivers, there was no evidence confirming the benefit for riders.[235] Given the importance of on-road learner experience, the committee suggests that QT stipulate a minimum on-road component for all Q-RIDE programs, and monitor the adherence by RSPs to this measure.

RECOMMENDATION 11:

That Queensland Transport amend the Q-RIDE training standards to require that all programs include on-road training and assessment. The department should monitor compliance by Q-RIDE registered service providers with this requirement through their auditing process.

Ministerial Responsibility:

Minister for Transport and Main Roads

Training consistency

171. The inconsistency of the training provided to students through Q-RIDE was a common theme in most submissions to the inquiry from students, trainers, RSPs and others.[236] Submitters linked inconsistencies in Q-RIDE training with commercial imperatives and the latitude given to RSPs to adapt their programs.[237] With 53 Q-RIDE training centres throughout Queensland, the current Q-RIDE guidelines potentially allow 53 different training curricula to be delivered in accordance with the Q-RIDE competencies.

172. At present, RSPs can develop and market their own training curriculum as long as it meets the minimum requirements set by QT. In their submission to this inquiry, QT maintained that, because Q-RIDE training provision was commercially competitive, variations in training occurred through the provision of training additional to the minimum requirement.[238] Others suggested that providers who trained small numbers of participants were able to offer more intensive training than those training larger groups. Experience levels also differed from trainer to trainer.[239] These factors provide considerable scope for variation in the delivery of training.

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[234] Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 22.
[235] Christie et al., 2006, p. 40.
[236] *Submission nos. 2,4,13, 17, 18, 30, 36, 43, 45, 53, and 56*.
[237] For example, *Submission no. 30*.
[238] Queensland Transport, *Submission no. 48*, p. 30.
[239] CARRS-Q, *Submission no. 51*, p. 14.

173. Submitters identified training variations between RSPs. In their submission, the QPS noted disparities in the length and content of the training provided, and the amount of on-road training and assessment.[240] Other submissions highlighted differences in the quality and quantity of training provided at Q-RIDE training locations. Some submitters commented on short completion times[241] and the failure by some students to meet the minimum requirements of the Q-RIDE program before being deemed competent.[242] The committee heard that training discrepancies also resulted from the different traffic conditions in country areas, the teaching skills of individual instructors and their ability to impart knowledge.[243] According to the MRAQ, there was a further discrepancy between the level of training provided to males and females by some providers.[244]

174. In some cases, both positive and negative reports were received for the same provider. This implies a problem with training consistency across a range of providers over time. It also suggests that the standard of training delivered varies among trainers working for the same RSP. This may in part reflect the wording of competencies and how they can be (mis)interpreted by providers and individual instructors. For example, the wording of key braking competencies may be open to different interpretations.[245] As noted above, it is a potential weakness of Q-RIDE that the training curriculum is not prescribed by QT.

175. The committee considered options to ensure greater training consistency, such as wording the competencies more explicitly or enhancing the skill set of trainers. The curriculum reform study suggested that the Q-RIDE curriculum guidelines require further clarification and guidance to RSPs in order to standardise program delivery and ensure auditing processes are easier.[246] In their report, Christie and colleagues included a revised specification of competencies. The committee supports the revised specification. However, the most important improvement to ensure the consistency of training delivery by Q-RIDE RSPs is to standardise their training curricula. This would help to ensure that all Q-RIDE students receive the same training content, and allow for easier auditing of the training that is provided.

RECOMMENDATION 12:

That Queensland Transport devise a mandatory, standardised training curricula for all Q-RIDE registered service providers to use when delivering Q-RIDE training.

Ministerial Responsibility:

Minister for Transport and Main Roads

[240] Queensland Police Service, *Submission no. 53*, p. 24.
[241] Charles, *Submission no. 22,* p. 1.
[242] Osman, *Submission no. 12,* pp. 1-2.
[243] *Submission nos. 17, 58, and 69*.
[244] Toscano*, Submission no. 46*, p. 11.
[245] Galligan, *Submission no. 18*, p. 3.
[246] Christie et al., 2006, p. 45.

Instructor competencies

176. The CARRS-Q evaluation commented on the lack of enforcement of the standards for providers and the need to develop high quality instructors.[247] To become accredited, a Q-RIDE rider trainer must hold an R class open driver licence for at least one year and a Certificate IV in Driving Instruction (91000NSW). This is a motorcycle stream driver training qualification obtained through a Registered Training Organisation (RTO). As previously noted, RSPs develop the Q-RIDE training and assessment program for approval by QT. RSPs are also responsible for ensuring that training and assessment is conducted in accordance with the approved program.[248] The committee notes that some Q-RIDE RSPs are also RTOs that train new Q-RIDE trainers entering the industry. These RTOs have the ability to test trainers against the national standard on a regular basis.[249] There are, however, few clear mechanisms in place to provide professional development for trainers to examine and confirm that they have a Q-RIDE rider trainer's knowledge and skills.

177. QT told the committee that they had contact with RSPs and rider trainers through non-compulsory quarterly meetings. Additionally, all industry participants were invited to occasional professional development days. These days were organised by the providers and trainers.[250]

178. The MRAQ suggested that the lack of supervision of Q-RIDE trainers' skills and knowledge may have a significant impact on the quality and consistency of the training being delivered to Q-RIDE participants. The MRAQ proposed the introduction of a mechanism to asses a rider trainer's skills and knowledge against a pre-determined set of requirements. This would ensure that trainers were able to fulfil the minimum Q-RIDE assessment requirements of the program.[251]

179. Christie and colleagues conducted observation visits of three Q-RIDE providers as part of their research for the curriculum reform study of Q-RIDE. The committee notes that these observations showed some disturbing actions by rider trainers. Of greatest concern were instances when rider trainers:

- Demonstrated riding techniques without wearing safety gear;
- Made road rule errors themselves;
- Did not follow the Q-RIDE curriculum, that is, they omitted components or added components which were sometimes inappropriate or even dangerous; and
- Did not assess rider trainees consistently during training exercises and against each unit of competency.[252]

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[247] Watson et al., 2003, p. 66.
[248] Queensland Transport, *Submission no. 48*, p. 34.
[249] Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 4.
[250] Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 5.
[251] Toscano*, Submission no. 46,* p. 18.
[252] Christie et al., 2006, pp. 59-63.

180. The curriculum reform study recommended modifications to the training standards to ensure that all trainers were equally skilled at delivering Q-RIDE. The study also proposed that QT implement a training program to teach rider trainers how to effectively deliver Q-RIDE training.[253] Trainers would be required to demonstrate their competence in delivering Q-RIDE training prior to accreditation. Standardising trainer skill levels would help to limit the variation in program delivery and assessment of rider competencies by individual trainers. The curriculum reform study also concluded that Q-SAFE examiners should be trained in, and tested on, their ability to assess riders.[254]

181. The committee agrees with the measures suggested by Christie and colleagues. However, the committee believes that further measures can be adopted to improve trainer skills and the consistency of the training they deliver.

182. The committee recognises the importance of the skills of rider trainers to the outcomes of Q-RIDE training. The committee recommends that, in addition to providing rider trainers with training in program delivery, trainers and RSPs be subject to periodic random audits of their training skills by QT. QT has announced its intention for QT staff to conduct random, anonymous checks in future.[255]

RECOMMENDATION 13:

That Queensland Transport implement a training program to teach rider trainers how to effectively deliver Q-RIDE training.

Ministerial Responsibility:

Minister for Transport and Main Roads

RECOMMENDATION 14:

That Queensland Transport implement a system to examine Q-RIDE trainers on their ability to train riders.

Ministerial Responsibility:

Minister for Transport and Main Roads

Duration of training

183. While many Q-RIDE participants may attend multiple training sessions, there is no minimum training requirement for Q-RIDE students to be considered competent. During the inquiry, the committee heard anecdotal reports of riders who met the competency requirements after as little as two and a half hours of training and assessment. Research evidence suggests that rider behaviour cannot be dramatically altered in such a short time frame, regardless of method.[256] The QPS

[253] Christie et al., 2006, p. 45.
[254] Christie et al., 2006, p. 45.
[255] Queensland Transport, 2007b.
[256] Christie, 2001; cited in *Submission no. 46*, p. 16.

submission recommended that QT consider prescribing a minimum number of hours required to complete Q-RIDE training.

184. Leading motorcycle safety researcher, Professor Narelle Haworth, told the committee that the length of many motorcycle training courses is inadequate in allowing for sufficient practice.[257] High-order riding skills take a long time and a significant amount of experience to develop.[258] Professor Haworth described one day courses to the committee:

You go there for a day and the perception is that that is it and you are now less likely to succumb to having a crash. Inoculation works very well for rubella, chicken pox and things like that but there is not a lot of evidence that inoculation works very well in either rider or driver training.[259]

185. Whether longer programs are more effective in enhancing the road safety of riders is unclear. Evidence suggests that experience, rather than training, is of greater benefit in terms of rider safety. Additionally, as noted by Christie and colleagues, prescribing minimum hours is not necessarily consistent with competency-based training principles.[260] These are intended to measure progress and assess students based on their achievement of the competencies, irrespective of the time taken to complete the training. However, the committee believes that ensuring riders are proficient in higher order skills is essential to their road safety.

186. A number of submissions called for Q-RIDE training to be delivered over at least two days.[261] Comparable motorcycle training courses in NSW and Tasmania are staggered over two days. The rationale for two-day courses is that they provide students with a break to consolidate their learning. The overnight break allows for homework activities to aid their learning and guards against student fatigue. Most motorcycle training programs have durations of 16 hours or less. Many, including Q-RIDE, can be completed in one day. The length of training currently required in all jurisdictions is less than that considered best practice. Further information about training requirements in each Australian jurisdiction is provided at Appendix J.

187. The committee believes that rider training programs need to be extended and completed over more than one training session in order to ensure their effectiveness. Unfortunately, the research to date does not offer clear guidelines as to the optimal length or staging of such training.[262] Haworth and Smith concluded that four days were needed to deliver a rider training program that would allow novice riders to reach a sufficient level of competence to ride unsupervised.[263]

188. As an interim measure, until there is clear research evidence of the optimal length of training required for competency, the committee suggests that training should be

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[257] Travelsafe Committee*, Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 5.
[258] Haworth & Mulvihill, 2005, p. 68.
[259] Travelsafe Committee*, Q-RIDE symposium: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 2.
[260] Christie et al., 2006, p. 36.
[261] *Submission nos. 74, 78, and 57.*
[262] Senserrick & Whelan, 2003.
[263] Haworth & Smith, 1999; cited in Haworth & Mulvihill, 2005, p. 49.

split over a minimum of two days. This is consistent with rider training in NSW and Tasmania. The committee believes that increasing the length of training by incorporating additional roadcraft, practice of vehicle control, and higher-order skills development would align Q-RIDE training more closely with best practice.[264]

RECOMMENDATION 15:

That Queensland Transport ensure that all riders who undertake Q-RIDE competency-based training participate in at least two training sessions on separate days.

Ministerial Responsibility:

Minister for Transport and Main Roads

Student to trainer ratios

189. When introduced, the Q-RIDE standards and guidelines did not prescribe a maximum student to trainer ratio for Q-RIDE training. This has allowed RSPs to provide training in a group training format where each instructor can train large numbers of students. Group training includes the critical on-road components of Q-RIDE training and assessment. Q-RIDE trainers are the only rider trainers allowed to conduct on-road lessons in a group format in Queensland. This appears to be an extraordinary and peculiar concession to the Q-RIDE industry given that learners who are taking the traditional Q-SAFE path must practise one-on-one with a suitably licensed and experienced supervisor.

190. The committee doubts that a lone instructor could competently and consistently supervise large groups of riders on the road. In the observation of three Q-RIDE rider trainers during the curriculum reform study, Christie and colleagues discovered that the trainers tended to lead groups throughout the on-road rides.[265] The committee believes that this practice would make assessment difficult.

191. During the inquiry, the committee heard claims of groups as large as thirty student riders. Police have raised concerns with QT since 2003 about student to trainer ratios. This followed reports about Q-RIDE students riding unaccompanied after being separated from their trainer. The QPS stated that QT subsequently distributed a notice to RSPs detailing their responsibility to ensure that Q-RIDE students remained accompanied at all times during on-road training. However, the QPS believes this problem is still occurring. Police have also been contacted by Q-RIDE RSPs requesting permission for instructors to take large groups of riders out on the road, which they have refused.[266]

192. NSW is the only other Australian jurisdiction that permits pre-licence group training to be conducted on-road. The size of these training groups is limited to six student riders for each instructor. For off-road training of novice riders, a maximum ratio of 5:1 applies. The NSW ratios are based on experience and good practice.

[264] Haworth & Mulvihill, 2005, p. 65.
[265] Christie et al., 2005, pp. 59-63.
[266] Queensland Police Service, *Submission no. 53*, pp. 29-30.

193. QT advised the committee that research from other jurisdictions, particularly from overseas (the USA being one of those jurisdictions) appears to indicate that 6:1 is regarded as a reasonable student to trainer ratio for the type of training that Q-RIDE involves.[267]

194. The Minister for Transport and Main Roads has since announced that a student to trainer ratio of 5:1 will be implemented for Q-RIDE.[268] The committee welcomes this move.

Availability

195. The Q-RIDE program is available to all Queenslanders, though some people, particularly those in remote areas, have to travel long distances to access a RSP.[269] A key constraint on RSPs seeking to extend their programs into regional areas is access to suitable off-road training areas.

196. Access to suitable training areas can be difficult to obtain and expensive for RSPs. The committee heard that off-road training and traffic situations are non-existent in small country towns. [270] Additionally, the QPS, which handles licensing issues in areas not serviced by QT, refuses to facilitate the provision of Q-RIDE.[271]

197. The QPS submission noted that there were 29 Q-RIDE RSPs operating at 63 locations. Table 6 below from the QPS submission shows the distribution of training locations across regions of the state.

Table 6: Locations of Q-RIDE Registered Service Providers by police regions, 2006

Police Region	Q-RIDE Training Locations	Q-RIDE location per 1,000 pop'n
Far Northern	4	1.68
Northern	7	2.78
Central	8	2.35
North Coast	15	2.07
Southern	6	1.33
South Eastern	9	1.25
Metropolitan North	9	1.53
Metropolitan South	5	0.76
Total	63	0.02

Source: QPS, *Submission no. 53*, p. 21

The majority of training locations are in the North Coast police region, followed by the Metropolitan North and the South Eastern regions. The Far Northern, Southern and Northern regions have fewer training locations.[272]

[267] Travelsafe Committee*, Q-RIDE public hearing: Transcript of proceedings*, Queensland Parliament, Brisbane, 2006, p. 21.
[268] Queensland Transport, 2007b.
[269] Queensland Police Service, *Submission no. 53*, p. 21.
[270] Dickie, *Submission no. 16A*, p. 2.
[271] Queensland Police Service, *Submission no. 53*, p. 8.
[272] Queensland Police Service, *Submission no. 53*, p. 21.

198. Bureaucratic issues may be limiting the availability of training areas. The committee heard of one instance in which regional police had given approval for a Q-RIDE training area, yet QT and police in Brisbane said it was unsafe.[273] One submission proposed that QT arrange approved areas for Q-RIDE RSPs to hire.[274]

199. Given the importance of off-road training areas to the delivery of Q-RIDE, the difficulties of accessing suitable areas and the importance of providing equitable access to Q-RIDE, there is a role for QT in helping to pre-arrange sites on behalf of RSPs, particularly in regional areas of the state where Q-RIDE is not readily available.

RECOMMENDATION 16:

That Queensland Transport assist Q-RIDE registered service providers to locate suitable off-road training facilities, particularly in regional areas.

Ministerial Responsibility:

Minister for Transport and Main Roads

Conflicts of interest

200. Submitters to the inquiry raised concerns about perceived conflicts of interest in cases where Q-RIDE RSPs conducted other businesses. The perception of conflicts of interest may have been exacerbated by the low level of auditing of RSPs by QT.[275]

201. The involvement of Q-RIDE trainers and providers in assessing the competence of their students for licensing purposes remains, perhaps, the most contentious aspect of the Q-RIDE program. The quotes below are a small example of the views expressed in submissions. Many in the industry are sceptical of the objectivity of trainers and RSPs who earn a living from their Q-RIDE training and assessing the competence of their students for licensing, particularly when they also derive income from motorcycle sales to the same clients.

202. Mr Brian Hutchins of Howards Professional Driving School in North Cairns submitted that no rider trainer should have the dual role of trainer and assessor. He stated in his submission:

> *In an ideal world, if all rider trainers had a high moral standard along with a high training standard, with the foremost concern being for the safety of their trainees, then perhaps Q-RIDE would work. Statistics however are showing that it is not working, as the casualty rate for motorcyclists is increasing.*[276]

[273] Morley, *Submission no. 17*, p. 3.
[274] Court, *Submission no. 66*, p. 2.
[275] Watson et al., 2003, pp. 60-61.
[276] Hutchins, *Submission no. 27*, p. 1.

203. He also suggested that QT driving examiners should resume the assessment of all applicants for a motorcycle licence:

Tests conducted by Queensland Transport are impartial, have no connection to the training and provide a consistent assessment which is fair to all concerned.[277]

204. Mr Erwin Achtzehn submitted that the conflict of interest for Q-RIDE RSPs could be easily removed by separating the assessment from the training:

The assessment could be carried out by Queensland Transport (Q-SAFE) or outsourced to an independent government affiliated provider or a combination of both.[278]

205. Similarly, Lynda Hewitt, in her submission on behalf of the Townsville Thuringowa Safe Communities Motorcycle Taskforce, supported stricter testing procedures for the final Q-RIDE assessment and for this testing to be a Q-SAFE test or similar type of test.[279]

206. The MRAQ recommended that QT disband its Q-SAFE testing and utilise the examiners to assess Q-RIDE students. The MRAQ further suggested that QT, or an independent body, conduct the final stage of Q-RIDE testing. The MRAQ suggested that this would remove potential conflicts of interest with training organisations that were also in the business of selling motorcycles. According to the MRAQ, independent testing could be bolstered by external assistance from off-duty motorcycle police officers, postal riders or private organisations, which could operate under a similar arrangement to the private Q-RIDE auditors.[280]

207. The committee agrees that amendments to the assessment requirements of Q-RIDE are necessary. Recommendations six and seven of this report provide for QT to improve their assessment model. The committee further suggests that a random sample of Q-RIDE graduates be subject to the Q-SAFE test as a quality control measure.

208. The committee believes that having a credible auditing regime could allay concerns about potential conflicts of interest. The QPS submission provided statistics on audits undertaken since the introduction of Q-RIDE in August 2001. An analysis of these statistics shows that in 2005, there were 22 scheduled third party annual audits, 30 visits to RSPs by QT and one random operational review by QT to audit the competency standards and the training provided. The QPS suggested the level of QT checks and third party audits needed to be increased.[281] The QPS submission noted the observations of a police officer from the Ipswich District about Q-RIDE training standards. This officer was an experienced motorcycle rider trainer prior to joining the QPS. The officer observed:

…there appears to be no physical auditing of the training, meaning no one attends and watches the sessions, nor are any students who pass the course audited, meaning their skills are not checked whatsoever. There appears to be no checks

[277] Hutchins, *Submission no. 27*, p. 1.
[278] Achtzehn, *Submission no. 36,* p. 14.
[279] Hewitt, *Submission no. 43*, p. 2.
[280] Toscano, *Submission no. 46*, p. 17.
[281] Queensland Police Service, *Submission no. 53*, p. 26.

and balances in place to ensure the students are attaining a certain skill level prior to passing the course offered.[282]

209. Concerns about possible conflicts of interest with Q-RIDE RSPs issuing competency certificates were also raised at the CARRS-Q evaluation forums. Comments from the forums included that QT needed to better scrutinse the process.[283] The committee strongly agrees. QT's auditing needs to be significantly enhanced. The department's auditing should be unannounced, thorough and focused on training delivery, not just the administrative tasks required of RSPs.

210. QT has advised that it is tightening its auditing of trainers which includes a focus on practical skills.[284] To intensify its inspections program, the committee suggests that QT achieve a minimum of one, without notice, inspection audit of training delivery per annum for each RSP. These audits should be conducted by trained QT officers, and conducted on top of third party audits and spot audits that may be generated by complaints.

RECOMMENDATION 17:

That Queensland Transport officers conduct a minimum of one audit per annum of the training programs provided by each Q-RIDE registered service provider. These audits shall be conducted without notice, in-person, and on-site, and are in addition to third party audits and spot audits that are generated by complaints.

Ministerial Responsibility:

Minister for Transport and Main Roads

[282] Queensland Police Service, *Submission no. 53*, p. 26.
[283] Watson et al., 2003, p. 65.
[284] Queensland Transport, 2007b.

PART 7 ~ OTHER MEASURES TO IMPROVE MOTORCYCLE SAFETY

211. This inquiry has highlighted the inherent vulnerability of motorcycle riders compared to other road users. Riding is increasing in popularity and, with increased exposure, crash risks are rising. Queensland's road toll has decreased by 40 per cent since 1992,[285] but motorcycle fatalities have risen by 20.8 per cent over the same period.[286] While rider safety can be influenced by rider training and licensing schemes, it also depends on a broad range of other factors. Reforms to Q-RIDE training and assessment cannot be considered in isolation of these factors. Other reforms may be more effective for improving motorcycle safety and road safety generally than improvements to Q-RIDE.

212. Other factors affecting motorcycle riding include road conditions, policing, motorcycle design, protective clothing and the public education of riders and other road users. Rider safety can be influenced by:

- Riders themselves, through their skills, attitudes and safety-conscious behaviours;
- The type and design of motorcycle ridden, including the engine capacity, power and other capabilities;
- Road infrastructure, that is, a more forgiving road design; and
- Other vehicle operators through education to make them more aware of riders when sharing the road.[287]

Development of a Queensland motorcycle safety strategy

213. Queensland Transport's road safety strategy 2004-2010, *Safe4life*, is a broad strategy aimed at decreasing Queensland's overall road trauma. The strategy recognises that riders are at high risk of crashes, though it is not directed at preventing motorcycle crashes specifically. Given that motorcycle riding and rider safety solutions differ markedly to those for other vehicle types, and that rider crashes are growing at a time when other crash types are decreasing, the committee suggests there would be significant benefits in developing a dedicated strategy to drive future road safety improvements for motorcyclists by government and other stakeholders in Queensland.

[285] Queensland Transport, 2003, p. 2.
[286] Australian Transport Safety Bureau, 2007.
[287] Travelsafe Committee*, Q-RIDE symposium*, p. 2.

214. Motorcycle safety strategies developed by key stakeholders working in partnership have played a central role in safety improvements for riders in other jurisdictions. In 1999, the Motorcycle Safety Foundation and the National Highway Traffic Safety Administration developed a strategic plan to improve motorcycle safety in the USA. A working group made up of motorcycle riders, safety advocates, law enforcement, the insurance industry, health care professionals and researchers devised the strategy to provide a shared vision for future motorcycle safety initiatives. The National Agenda for Motorcycle Safety, published in 2000, incorporated input from stakeholders representing over 90 organisations.[288]

215. A number of motorcycle safety plans were developed in Australia following the USA strategy. These included:

- 2002 Motorcycle Council of NSW - *Positioned for Safety: Road Safety Strategic Plan 2002-2005*;
- 2002 Roads and Traffic Authority of NSW - *NSW Motorcyclists and Bicyclists Safety, Action Plan, 2002-2004*;
- 2002 Victorian Government - *Victorian Motorcycle Road Safety Strategy, 2002-2007*;
- 2003 Tasmanian Road Safety Council -*Tasmanian Motorcycle Road Safety Strategy, 2006-2006*; and
- 2004 South Australian Road Safety Advisory Council - *Draft South Australian Motorcycle Road Safety Strategy, 2004-2007*.

The committee notes that, of the larger Australian states, only Queensland and WA do not have a motorcycle safety strategy.

216. Many stakeholders contribute to road safety on a national, state and international level. These include government departments such as QT, Main Roads, the QPS and local councils, as well as public health agencies, safety researchers, the motorcycling industry, motoring and riding clubs, insurance agencies, interest groups, community organisations and individuals. The committee believes that coordination and partnership between these stakeholders is essential to developing a motorcycle safety strategy that accounts for the wider systemic issues relating to riders, motorcycles and road infrastructure, as well as licensing and training schemes.

217. Some submitters to this inquiry suggested that motorcycling stakeholders could be better organised and coordinated to improve safety standards for motorcycle riders.[289] The Ulysses Club advocated the introduction of a motorcycle advisory council to allow for input from the motorcycling community into policy affecting motorcycle safety.[290]

218. A Queensland motorcycle safety strategy could involve stated objectives, shared responsibilities, targets and timeframes and include coordinated consideration of:

[288] de Rome, p. 1.
[289] Kannis*, Submission no. 28*, p. 2; Ulysses*, Submission no. 37*, p. 4.
[290] Ulysses*, Submission no. 37*, p. 4.

- Current and future trends in riding, such as the phenomenon of older, returning riders;
- The availability and use of technologies to assist in rider safety;
- The effect on riders of the changing nature of road transport and other vehicle usage;
- Countermeasures to reduce dangerous risk taking behaviour and improve rider skills; and
- Ways to enhance community awareness of the issues regarding motorcycle riding and develop rider safety as a community priority.

219. An advantage of having a state-wide strategic plan would be to provide an external mechanism and incentive for monitoring and reporting on progress. This would be best served if the plan included provision and responsibilities for annual monitoring and reporting on progress to the government and the community. A state-wide plan would also provide a framework for supporting local level initiatives.[291]

220. A motorcycle safety strategy could also be used to enhance accountability in Queensland by providing evidence-based performance indicators that could be used to regularly monitor and evaluate the effectiveness of initiatives.

221. The most appropriate agency with the skills, resources and experience to devise a motorcycle safety strategy for Queensland is Queensland Transport.

RECOMMENDATION 18:

That Queensland Transport, in conjunction with the Parliamentary Travelsafe Committee, government agencies, stakeholders and interest groups, devise a Queensland motorcycle safety strategy.

Ministerial Responsibility:

Minister for Transport and Main Roads

Power-to-weight restrictions

222. Several Australian jurisdictions have power and engine capacity restrictions for motorcycles as part of their graduated licensing systems. These form part of best practice in graduated licensing. Queensland has two classes of motorcycle licence based on engine capacity. As discussed earlier in this report, new riders who have limited riding experience are generally restricted to 250mL(cc) bikes. The Queensland restriction, like similar restrictions in other states, is designed to restrict inexperienced riders' access to high-powered motorcycles that are presumably more dangerous and can accelerate more rapidly.

223. On its own, engine size is not a reliable measure of the capability of motorcycles in terms of their power. During the course of this inquiry, concerns were raised about the effectiveness of engine capacity restrictions as some small capacity

[291] de Rome, 2005, p. 9.

motorcycles can be very powerful[292] and may not include the safety features (such as ABS brakes) that are available on larger motorcycles.[293] Engines of the same size can exhibit vastly different power characteristics depending on other characteristics of the motorcycle, such as weight. In fact some governments have moved away from simple engine capacity limits to a power-to-weight based restriction (see Appendix I for jurisdictional comparisons of licence restrictions).

224. The QPS submission gave the following explanation of power-to-weight ratios:

> *The power-to-weight ratio of a motorcycle is the ratio of the maximum net power output of the engine to the motorcycle's weight. This ratio determines the acceleration – the higher the ratio the faster the motorcycle can accelerate... Power-to-weight ratio provides a better measure of a motorcycle's potential performance, for example its speed and acceleration capacity.*[294]

The QPS recommended the use of power-to-weight restrictions in Queensland.

225. Evaluations of the safety effects of engine capacity and power-to-weight restrictions have been problematic. Riders with bigger or more powerful motorcycles generally ride further, increasing their exposure to risky situations. Overall, evaluations have shown that power-to-weight restrictions are likely to be much more effective in reducing crash risk.[295] A review of motorcycle licensing and training by Haworth and Mulvihill recommended that power-to-weight restrictions should apply for the entire learner and provisional periods.[296]

226. The NSW Government has taken engine capacity restrictions further. They have introduced a scheme that restricts access by novice riders to specific high-powered bike models. This scheme, known as the Learner Approved Motorcycle Scheme (LAMS), provides a list of approved or excluded motorcycles suitable for learner and novice riders.[297] The LAMS scheme restricts access by novices to some bikes based on design and performance, not just engine size and power. Features such as the seating position of the rider and the low-speed manoeuvrability of the bike in traffic might render a motorcycle unsuitable for novice riders. The LAMS scheme allows novice riders to ride motorcycles of up to 660cc based on a power-to-weight ratio of 150-kilowatts per tonne.[298]

227. The curriculum reform study of Q-RIDE also recommended current engine capacity restrictions be replaced by a power-to-weight restriction in Queensland. It noted that a 250mL(cc) engine capacity restriction does not limit the power of a motorcycle, and some race bikes have small engine capacities. Christie and colleagues also noted that removing engine capacity restrictions could work in conjunction with limiting the ability by Q-RIDE riders to fast-track to high-powered bikes. Instead, all rider candidates, regardless of age and driving experience, could be subject to the same power-to-weight restrictions.[299]

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[292] *Submission nos. 53, 17, 6A*, *23*, *44*, *43, 46*, *68*, *and 74*.
[293] Travelsafe Committee*, Q-RIDE public hearing,* p. 16.
[294] Queensland Police Service, *Submission no. 53*, p. 19.
[295] Haworth & Mulvihill, 2005, p. 68.
[296] Haworth & Mulvihill, 2005, p. 68.
[297] Mason, *Submission no. 6A*, p. 3.
[298] Roads and Traffic Authority, 2006.
[299] Christie et al., 2006, p. 41.

228. The committee concludes that the 250mL(cc) RE class licence restriction should be reviewed as a matter of urgency.

RECOMMENDATION 19:

That Queensland Transport review the 250mL(cc) engine capacity restriction for RE class licence holders in Queensland and consider replacing it with a scheme similar to the Learner Approved Motorcycle Scheme administered by the New South Wales Roads and Traffic Authority.

Ministerial Responsibility:

Minister for Transport and Main Roads

Dormant motorcycle licences

229. As noted in part two of this report, up to 80 per cent of motorcycle licences could be dormant, that is held by riders who no longer ride. In Queensland, holders of car licences who also hold a motorcycle licence may retain and renew both licences for the same cost as their car licence.[300]

230. Dormant motorcycle licences create several problems. Firstly, they allow older riders or 'reborn riders' to return to riding after long absences to ride a motorcycle that may have substantially different characteristics to the bikes previously ridden and without updating their riding skills or knowledge.[301] Secondly, the presence of large numbers of dormant riders in the licensing system masks the true extent of riding by different age groups and their respective crash risks.

231. The committee canvassed the issue of dormant licences with Professor Haworth at its public hearing. Professor Haworth suggested a combination of financial incentives to encourage the surrender of dormant licences and/or charging a separate fee to renew motorcycle licences on top of the renewal fees for car licences.[302] The committee believes that these measures and their wider implications for the licensing system and licence holders are worth further consideration.

RECOMMENDATION 20:

That Queensland Transport, in consultation with stakeholders, examine the benefits and costs of offering financial incentives to encourage the surrender of dormant motorcycle licences and/or charging a separate fee to renew motorcycle licences in addition to the renewal fees for car licences.

Ministerial Responsibility:

Minister for Transport and Main Roads

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[300] Queensland Transport, *Submission no 48,* p. 10.
[301] Haworth & Mulvihill, 2005, p. 12.
[302] Travelsafe Committee*, Q-RIDE public hearing,* p. 15.

Compulsory carriage of licences

232. Previous Travelsafe Committees have recommended the introduction of compulsory licence carriage.[303] Submitters to this inquiry agreed that the introduction of compulsory carriage of licences for motorcycle riders would have road safety benefits.[304]

233. Compulsory licence carriage assists police to detect unlicensed riders and drivers. It also assists in the policing of other road traffic offences, such as drink driving and speeding. As noted earlier in this report, motorcycle riders are a high risk group in terms of road trauma, and unlicensed riding is a particularly significant road safety issue for motorcycle riders and other road users.

234. The committee's previous report, Report No. 46: *Getting Tough on Drink Drivers*, noted the benefits of compulsory carriage of licences, and that QT and the QPS support this measure. QT is in the process of introducing smart card licences, which will assist in the detection of riding and driving offences and be complemented by the compulsory carriage of licences.[305] At the time of writing, the committee had not received the Government's final response to Report No. 46. Therefore, the committee again recommends to the Government that it support the compulsory carriage of licences as recommended in that report.

RECOMMENDATION 21:

That the *Police Powers and Responsibilities Act 2000* be amended by removing s58 (3) and (4) so that all drivers in Queensland will be required to produce their rider or driver licences for immediate inspection when requested by police.

Ministerial Responsibility:

Minister for Police and Corrective Services

Licensing of moped riders

235. In contrast to the licensing requirements to ride a motorcycle, there are relatively few licensing requirements to ride a moped on a public road in Queensland. Holders of an open class car (C) licence are permitted to ride a moped.[306] While mopeds are relatively low powered and have low top speeds, the task of riding a moped in traffic is significantly different to driving a car and more akin to riding a motorcycle. The committee suggests it involves many of the same braking, cornering and hazard perception skills required to ride a motorcycle safely. In fact, mopeds are included as a category of motorcycle in QT's crash statistics. Many submitters to the inquiry disagreed with the Queensland licensing requirements for mopeds.[307]

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[303] Travelsafe Committee, 1999; Travelsafe Committee, 2006.
[304] Ulysses*, Submission no. 37*, p. 26.
[305] Travelsafe Committee, 2006, pp. 39-40.
[306] Schedule 2 of the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999.
[307] *Submission nos. 16A, 17, 19, 37, 38, 57, and 62.*

236. NSW, Victoria, Tasmania, the ACT and the NT require either a special moped licence or a motorcycle licence to ride a moped. Table 7 below compares the requirements in each Australian state and territory.

Table 7: Licensing requirements for mopeds in Australia

State	Licensing requirement
Qld	Holders of an open car licence are also entitled to ride mopeds.
NSW	Low-powered motorcycles or mopeds are not included in the list of vehicles that can be utilised by a car licence holder.
Vic	Car licence holders are not permitted to drive low-powered motorcycles.
WA	Holders of a car licence are also entitled to drive a moped. For those who do not have a car licence, a moped licence is available.
SA	Holders of a drivers licence are able to ride a moped without holding a motorcycle licence.
Tas	Low-powered motorcycles or mopeds are not included in the list of vehicles that can be utilised by a car licence holder.
ACT	Low-powered motorcycles or mopeds are not included in the list of vehicles that can be utilised by a car licence holder.
NT	To drive a moped a motorcycle licence or class Rm licence is required.

Source: Adapted from *Transport Operations (Road Use Management – Driver Licensing) Regulation 1999* (Qld); *Road Transport (Driver Licensing) Regulation 1999* (NSW)*; Road Safety (Drivers) Regulations 1999* (Vic)*; Road Traffic (Drivers' Licences) Regulation 1975* (WA); *Motor Vehicle Regulations 1996* (SA); *Vehicle and Traffic (Driver Licensing and Vehicle Registration) Regulations 2000* (Tas)*; Road Transport (Driver Licensing) Regulation 2000* (ACT); *Motor Vehicle Regulations* (NT)*.*

237. Given the obvious increase in popularity of mopeds in Queensland and the incidence of crashes, the committee recommends that QT review licensing requirements for moped riders.

RECOMMENDATION 22:

That Queensland Transport review licensing requirements for moped riders.

Ministerial Responsibility:

Minister for Transport and Main Roads

Further research

238. As noted in Part 5, research into the effectiveness of rider training has been limited due to the effect of other factors that may influence crash risk. For example, factors such as distance travelled, rider motivation, severity and type of crash, or severity of injury may not be accounted for in evaluation studies.[308] The CARRS-Q short-term evaluation of Q-RIDE identified the need for further research into motorcycle riding in Queensland, especially a long-term evaluation focussing on comparative crash risks and traffic offences for riders licensed under both the Q-RIDE and Q-SAFE licensing systems.[309]

239. A recent Queensland Motorbike Usage Survey conducted by Harrison and Christie progressed some way toward identifying the crash risk associated with various exposure and riding patterns. This survey included analysis of the interaction between various factors such as type of motorcycle, level of exposure to different riding environments, kilometres ridden and different groups of riders, such as variants in age, gender and experience. It also focused on increased crash risk associated with greater exposure to riding (and the factors contributing to greater exposure).

240. The study was valuable in that its findings might be used to identify high risk target groups for road safety intervention. However, it did not specifically analyse the comparative crash risk for riders licensed under Q-RIDE or Q-SAFE.[310] The study did find, however, that while there was little identifiable relationship between undertaking Q-RIDE training and crash risk, Q-RIDE trained riders in the South East Region, as defined by QT, have a higher crash risk. The reasons for this were unclear. According to the study, the higher crash risks might reflect differences in the effectiveness of Q-RIDE in different riding contexts, for instance urban versus rural areas and commuting versus recreational riding.[311] This needs to be resolved. Further evaluations of the effects of the Q-RIDE and Q-SAFE licensing options will help to ensure that licensing and training systems provide the best outcomes for motorcycle riders and other road users in Queensland into the future.

RECOMMENDATION 23:

That Queensland Transport continue to monitor and evaluate the effectiveness of the Q-RIDE program and comparative risks and benefits to riders compared to the Q-SAFE licensing option.

Ministerial Responsibility:

Minister for Transport and Main Roads

[308] Haworth & Mulvihill, 2005, pp. 49-50.
[309] Watson et al., 2003, p. 84.
[310] Harrison & Christie, 2007.
[311] Harrison & Christie, 2007, p. 79.

Implementation of recommendations

241. The committee believes that it is appropriate that the Ministers should keep Parliament and the public informed of progress in implementing agreed recommendations from this inquiry. The report should be provided annually.

RECOMMENDATION 24:

That Ministers report annually to Parliament on the implementation by their departments of agreed recommendations in this report.

Ministerial Responsibility:

Minister for Transport and Main Roads

Minister for Police and Corrective Services

SUMMARY OF CONCLUSIONS

242. While the national road toll has declined over the past decade, there has been a marked increase in motorcycle trauma. There were 235 motorcycle-related fatalities in Australia during 2006, the highest number recorded in over fifteen years. Queensland recorded the largest increase in motorcycle rider and pillion fatalities of all Australian states and territories. Of the 235 motorcycle riders killed in Australia during 2006, 58 of the deaths (25 per cent) occurred in Queensland. Of the past 20 years, 2005 and 2006 were the worst years in Queensland for motorcycle fatalities.

243. Young motorcycle riders have very high crash risks compared to other riders. Riders aged 17 to 25 have a fatality rate more than three times that of riders aged 26 to 39 years and six times that of riders aged 40 years and older. Young drivers also have much greater crash risks than older drivers. Factors affecting a motorcycle rider's potential crash risk include being male, young, inexperienced, or unlicensed and having a tendency toward risk-taking behaviour. Another high risk group requiring urgent attention is the older, 're-born' rider group who are returning to riding after holding dormant licences for long periods.

244. The growth in motorcycle trauma can be linked to the resurgence of interest in motorcycling, particularly among older riders. Factors contributing to this resurgence include lifestyle and the growth of recreational riding, higher petrol costs and the relative convenience of motorcycles.

245. There was strong growth in motorcycle sales, registrations and licensing during 2006, particularly in Queensland. The recent rise of motorcycling in Queensland may also be linked to the introduction of the Q-RIDE competency-based training and licensing program by Queensland Transport in 2001. Q-RIDE training is offered across South East Queensland and in some regional centres. Q-RIDE is an alternative to the Q-SAFE practical riding test administered by Queensland Transport and the Queensland Police Service.

246. Q-RIDE has quickly dominated motorcycle licensing in Queensland, with fewer riders licensed through the Q-SAFE method since its introduction. A new industry has developed to deliver Q-RIDE training, supported and monitored by Queensland Transport.

247. With the introduction of Q-RIDE, there has been a sharp increase in the number of new rider licences issued. More novice riders are now starting their independent riding on R class (unrestricted) licences, and fewer on RE class (restricted) licences. Q-RIDE has resulted in more licensed riders, who are relatively inexperienced and riding motorcycles with larger engines.

248. The Q-RIDE scheme was introduced in Queensland to reduce the crash risks of inexperienced, untrained riders by raising their skill levels and to encourage unlicensed riders into the system. There does not appear to be conclusive evidence that these objectives have been achieved.

249. The committee acknowledges the road safety benefits of graduated licensing schemes that allow riders to gain experience before progressing to more difficult traffic environments. The committee examined the Q-RIDE program against recognised best practice in graduated licensing and training. Q-RIDE does not fit with best practice. Q-RIDE has undermined some of the benefits of the Queensland graduated licensing scheme by allowing novice riders to bypass the 250mL(cc) engine capacity and time restrictions of the RE class licence before progressing to unrestricted R class licences. A common criticism identified in submissions was that gaining a licence through Q-RIDE was comparatively easier than through the Q-SAFE path, or in other jurisdictions.

250. The committee considered reports from three separate evaluations of Q-RIDE commissioned by Queensland Transport. These evaluations could not determine, due to the absence of data on riding exposure and other factors, whether Q-RIDE or Q-SAFE riders are safer.

251. As with any training and licensing system, Q-RIDE has inherent strengths and weaknesses, many of which were identified in the evaluations. Queensland Transport has enhanced the Q-RIDE program following these evaluations and in consultation with the industry. However, the committee has heard from many submitters that problems with Q-RIDE still exist.

252. Researchers agree that the content of training programs is crucial to their road safety value. Rider training should address the skills and knowledge essential to survival on the road. In relation to Q-RIDE, greater attention is needed to address risk-taking and sensation seeking behaviour, attitudes and motivations, higher order cognitive skills, hazard perception and crash avoidance. Pre-learner and pre-provisional training programs ensure that a minimal amount of competence is achieved prior to licensing. Since there is little scope to control the experience and skill levels of licence holders who do not undergo training, some level of training prior to licensing can be beneficial.

253. Motorcycle riding is more risky than driving. A key component of best practice graduated licensing is, therefore, to ensure that gaining a motorcycle licence is at least as difficult as gaining a driver licence. Deferring riding until candidates are older and have more traffic experience may also have road safety benefits. The committee supports an initiative by the Government to increase the minimum licensing age for motorcycle riders to 18 years. The committee also supports the introduction by the Government of a maximum student to trainer ratio for Q-RIDE of 5:1.

254. The committee believes that further changes to Q-RIDE are required. These include: the alignment of Q-SAFE and Q-RIDE assessments; the development of a mandatory standard curriculum for Q-RIDE training programs; delivery of training over at least two sessions held on different days; requiring that all programs include on-road training and testing; and revision of the competencies to include more higher-order skills and safety-conscious behaviours. To ensure the quality of Q-RIDE training, the committee recommends that a sample of Q-RIDE graduates be randomly selected by Queensland Transport to complete the Q-SAFE tests before being issued their licences.

255. To improve the Q-RIDE industry, the committee recommends the provision of training support for Q-RIDE trainers; improved auditing by Queensland Transport that includes auditing of the training programs; bi-annual meetings of registered service providers; contracting of registered service providers by Queensland Transport; and regular professional development days for providers and trainers.

256. The committee has identified further measures to enhance motorcycle safety and road safety in Queensland. These include: the development of a dedicated motorcycle safety strategy that includes input from a broad range of stakeholders; a review of the 250mL(cc) engine capacity restriction for RE class licences; financial measures to discourage people from holding dormant motorcycle licences; the compulsory carriage of licences by all licence holders; and a review of the licensing of moped riders.

APPENDIX A ~ ADVERTISEMENT CALLING FOR SUBMISSIONS

Inquiry into the Q-Ride rider training program

Call for submissions

The Travelsafe Committee of the 51st Parliament is inquiring into the Q-Ride rider training program. In this inquiry the committee will investigate and report on:

- Whether Q-RIDE trained riders have greater crash risks than unlicensed riders and other licensed riders;
- Whether the Q-RIDE program has reduced unlicensed riding in Queensland; and
- Areas where the program can be cost-effectively enhanced.

The committee will accept written submissions or electronic submissions lodged via the committee's website at www.parliament.qld.gov.au/tsafe.
Written submissions should be sent to:

The Research Director
Travelsafe Committee
Parliament House
BRISBANE QLD 4000

Submissions close on 27 March 2006.

Guidelines on making submissions and copies of the committee's issues paper are available from the committee's secretariat in Brisbane (ph 3406 7908) and from the committee's website at www.parliament.qld.gov.au/tsafe.

Jim Pearce MP

Chairman

APPENDIX B ~ LIST OF SUBMISSIONS

SUBMISSIONS

Q-Ride rider training program inquiry

Sub no:	Submitters:
1	Mr D Haines
2	Mr L Perry
3	Mr M Yeates, Convenor, Bicycle User Research Group, Cyclists Urban Speedlimit Taskforce
4	Ms M Lecky
5	Mr K Biddle
6	Mr S Mason
7	Mr Thet Tun
8	Mr B Williams
9	Mr N Smith
10	Mr S Beaumont
11	Mr P Crick-Lyon, Operator, 2 Dads Driver Training
12	Mr J Osman
13	Mr D Knight
14	Mr J Bougoure
15	Mr G Blatchford
16	Mr B Dickie
17	Mr J Morley, Director, Ridabike
18	Mr P Galligan
19	Ms Michele Mitchell
20	Ms Kathryn Cork
21	Mr Craig Williams
22	Ms Lisa Charles
23	Mr Richard Rizzalli
24	Mr Don Williamson
25	Ms Anoushka Arro
26	Mr Robert Lenard
27	Mr Brian Hutchins
28	Mrs Mia Gray
29	Ms Evangeline Kannis
30	Ms Lynda Hutchins
31	Mr Neil Schaefer
32	Mr Michael Ahlberg
33	Mr Fred Davies
34	Mr Edu de Hue

35	Ms Nerida Stark, Women's International Motorcycle Association, Queensland
36	Mr Erwin Achtzehn
37	Ulysses Club
38	Mr Greg Larsen
39	Mr Max Thompson
40	Mr John Farmer
41	Mr David Sellars
42	Mr Brad Wacker, Managing Director, Morgan & Wacker
43	Ms Lynda Hewitt, Townsville Thuringowa Safe Communities Motorcycle Taskforce
44	Mr Guy Dolgner, RideRite Rider Training
45	Mr Michael Duell
46	Mr Adrian Toscano, President, Motorcycle Riders Association Queensland
47	Mr Iain Cameron, Executive Director, Office of Road Safety, Western Australia
48	Hon Paul Lucas MP, Minister for Transport and Main Roads (Queensland Transport)
49	Mr Frank Rowell
50	Mr Tony Selmes, Executive Director, Motor Trades Association of Queensland
51	Centre for Accident Research and Road Safety
52	PJ Titterton
53	Hon Judy Spence MP, Minister for Police and Corrective Services (Queensland Police Service)
54	Mr John Crocombe
55	Mr Peter Spanagel
56	Mr Michael Stancombe
57	Mr Chris Beek
58	Mr Joe Hanssen
59	Mr Jason King
60	Ms Karen Mitchell
61	Mr Dave Fuller
62	Mr Ronald Tucker
63	Mr Rick Haidle
64	Mr Richard Coveney
65	Mr Tim Dewis
66	Mr Byron Court
67	Mr Craig Weatherley
68	Mr Stephen Shirley
69	Mr Andrew Gwynne
70	Confidential
71	Mr Simon Rogerson
72	Mr Kevin O'Connor
73	Mr Gary Henderson
74	Mr Colin Smith
75	Mr Col Rogerson
76	Mr Victori J Cantoni
77	Mr Ian Elkington
78	Mr Jason Gilks

APPENDIX C ~ LIST OF SYMPOSIUM SPEAKERS

Rider training and education – An overview

- Professor Narelle Haworth, CARRS-Q
- Mr John Bougoure, Aegis Training Services Pty Ltd, Brisbane

Queensland's rider licensing system

- Mr Mike Stapleton, Director, Strategic Policy, Land Transport and Safety Division, Queensland Transport

Motorcycles and the Queensland Police Service

- Mr Peter Kolesnik, Manager, Road Safety Strategic Development and Intelligence Unit, State Traffic Support Branch, Queensland Police Service

Q-RIDE: A provider's perspective

- Mr Fred Davies, Managing Director and Chief Instructor, Morgan & Wacker

Q-RIDE: A rider's perspective

- Ms Michelle Lecky

APPENDIX D ~ ADVERTISEMENT INVITING TO SYMPOSIUM

QUEENSLAND PARLIAMENT

TRAVELSAFE COMMITTEE

Invitation

Q-RIDE Rider Training Program PUBLIC SYMPOSIUM

The Travelsafe Committee will hold a free symposium to examine and explore the Q-RIDE rider training program. This symposium is for the committee's current inquiry. Refreshments and a light lunch will be provided.

Date: Friday 12 May 2006

Time: 9.30am - 1.00pm

Venue: Undumbi Room, Level 5, Parliamentary Annexe, Alice Street, Brisbane

RSVP: Please contact the secretariat on 3406 7908 or email: tsafe@parliament.qld.gov.au to reserve your seat.

TMP D014143

APPENDIX E ~ PUBLIC HEARING WITNESSES

Q-RIDE providers and trainers

Witnesses:

- Mr John Peterson, ProHonda, Brisbane
- Mr John Bougoure, Aegis Training Services Pty Ltd, Brisbane
- Mr Ian Watson, Ian Watson's Driver Training Centre, Brisbane
- Mr Rob Lennard, Rising Sun Honda Rider Trainer, Townsville
- Mr Ron Maling, McLean Pines Driving School, Beaudesert

CARRS-Q staff

Witnesses:

- Professor Mary Sheehan AO, Director
- Professor Narelle Haworth, IHBI Professor
- Associate Professor Barry Watson
- Mr Peter Rowden, Research Assistant and PhD student
- Mr Darren Wishart, Program Manager – Fleet Safety

Queensland Transport staff

Witnesses:

- Mr Tony Kursius, Executive Director, Land Transport and Safety Division
- Mr Mike Stapleton, Acting Director, Strategic Policy

APPENDIX F ~ ADVERTISEMENT INVITING TO PUBLIC HEARING

TRAVELSAFE COMMITTEE

Invitation

PUBLIC HEARING

Inquiry into Q-RIDE

The Travelsafe Committee invites members of the public to attend and observe the proceedings at a public hearing for their inquiry into the Q-RIDE Rider Training Program:

Date: Friday, 11 August 2006

Time: 10.00am - 1.00pm

Venue: Undumbi Room, Level 5, Parliamentary Annexe, Alice Street, Brisbane

A light lunch will be provided after the hearing.

Information about the inquiry is available at: http://www.parliament.qld.gov.au/tsafe

Jim Pearce MP, Chair

RSVP: To reserve your seat, please contact the secretariat on 3406 7908 or email: tsafe@parliament.qld.gov.au

TMP D22656

APPENDIX G ~ S.107 OF THE *PARLIAMENT OF QUEENSLAND ACT 2001* RELATING TO MINISTERIAL RESPONSES

107. Ministerial response to committee report

1) This section applies if -

(a) a report of a committee, other than the Scrutiny of Legislation Committee, recommends the government or a Minister should take particular action, or not take particular action, about an issue; or

(b) a report of the Members' Ethics and Parliamentary Privileges Committee recommends a motion be moved in the Assembly to implement a recommendation of the committee.

2) The following Minister must provide the Assembly with a response -

(a) for a report mentioned in subsection (1)(a) - the Minister who is responsible for the issue the subject of the report;

(b) for a report mentioned in subsection (1)(b) - the Premier or a Minister nominated by the Premier.

3) The response must set out -

(a) any recommendations to be adopted, and the way and time within which they will be carried out; and

(b) any recommendations not to be adopted and the reasons for not adopting them.

4) The Minister must table the response within 3 months after the report is tabled.

5) If a Minister cannot comply with subsection (4), the Minister must—

(a) within 3 months after the report is tabled, table an interim response and the Minister's reasons for not complying within 3 months; and

(b) within 6 months after the report is tabled, table the response.

6) If the Assembly is not sitting, the Minister must give the response, or interim response and reasons, to the Clerk.

7) The response, or interim response and reasons, is taken to have been tabled on the day they are received by the Clerk.

8) The receipt of the response, or interim response and reasons, by the Clerk, and the day of the receipt, must be recorded in the Assembly's Votes and Proceedings for the next sitting day after the day of receipt.

9) The response, or interim response and reasons, is a response, or interim response and reasons, tabled in the Assembly.

10) Subsection (1) does not prevent a Minister providing a response to a recommendation in a report of the Scrutiny of Legislation Committee if it is practicable for the Minister to provide the response having regard to the nature of the recommendation and the time when the report is made.

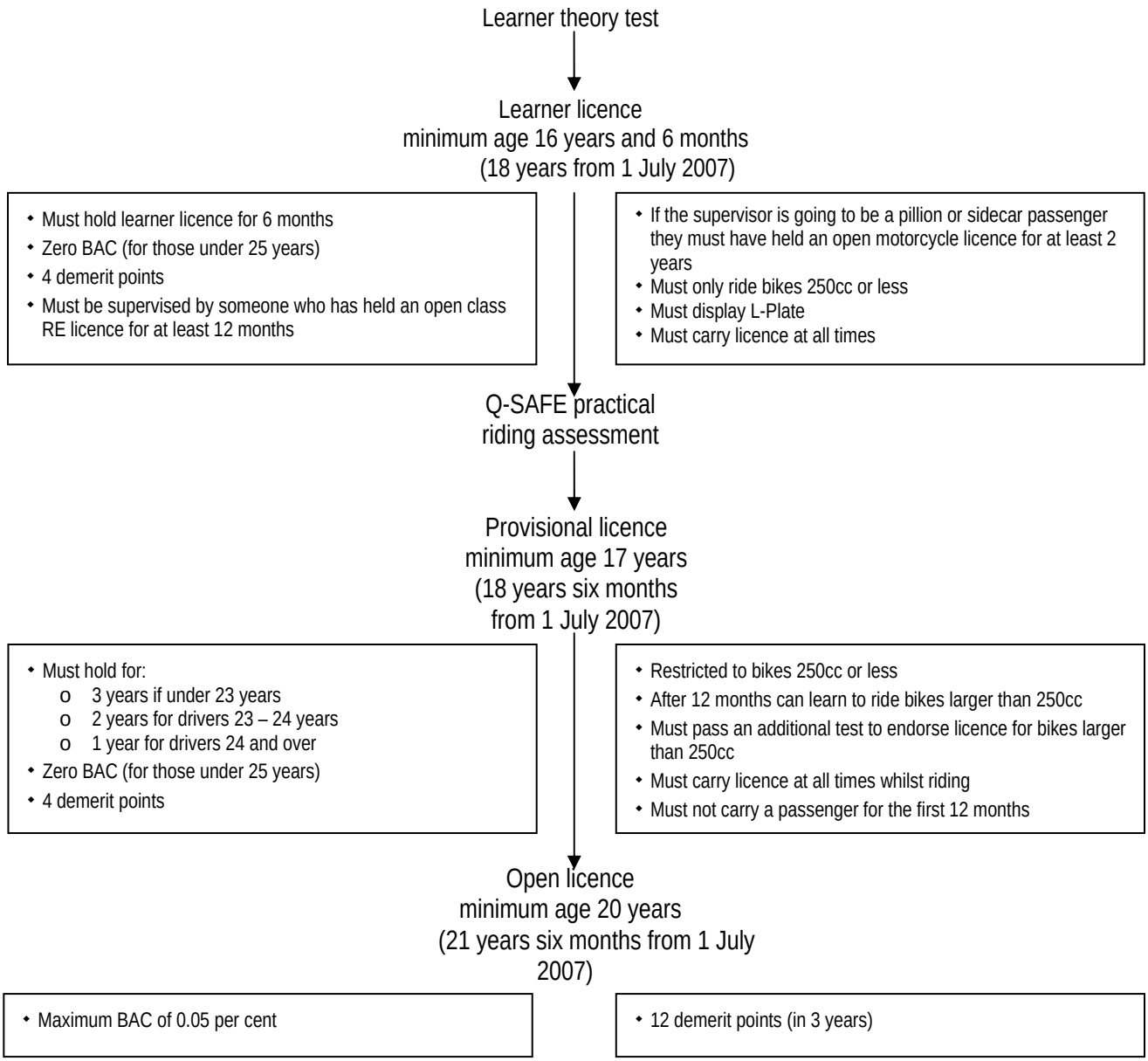
Example - If the committee recommends that a Bill be amended because, in the committee's opinion, it does not have sufficient regard to fundamental legislative principles and the Bill has not been passed by the Assembly, it may be practicable for the Minister to provide a response.

11) Subsection (6) does not limit the Assembly's power by resolution or order to provide for the tabling of a response, or interim response and reasons, when the Assembly is not sitting.

12) This section does not apply to an annual report of a committee.

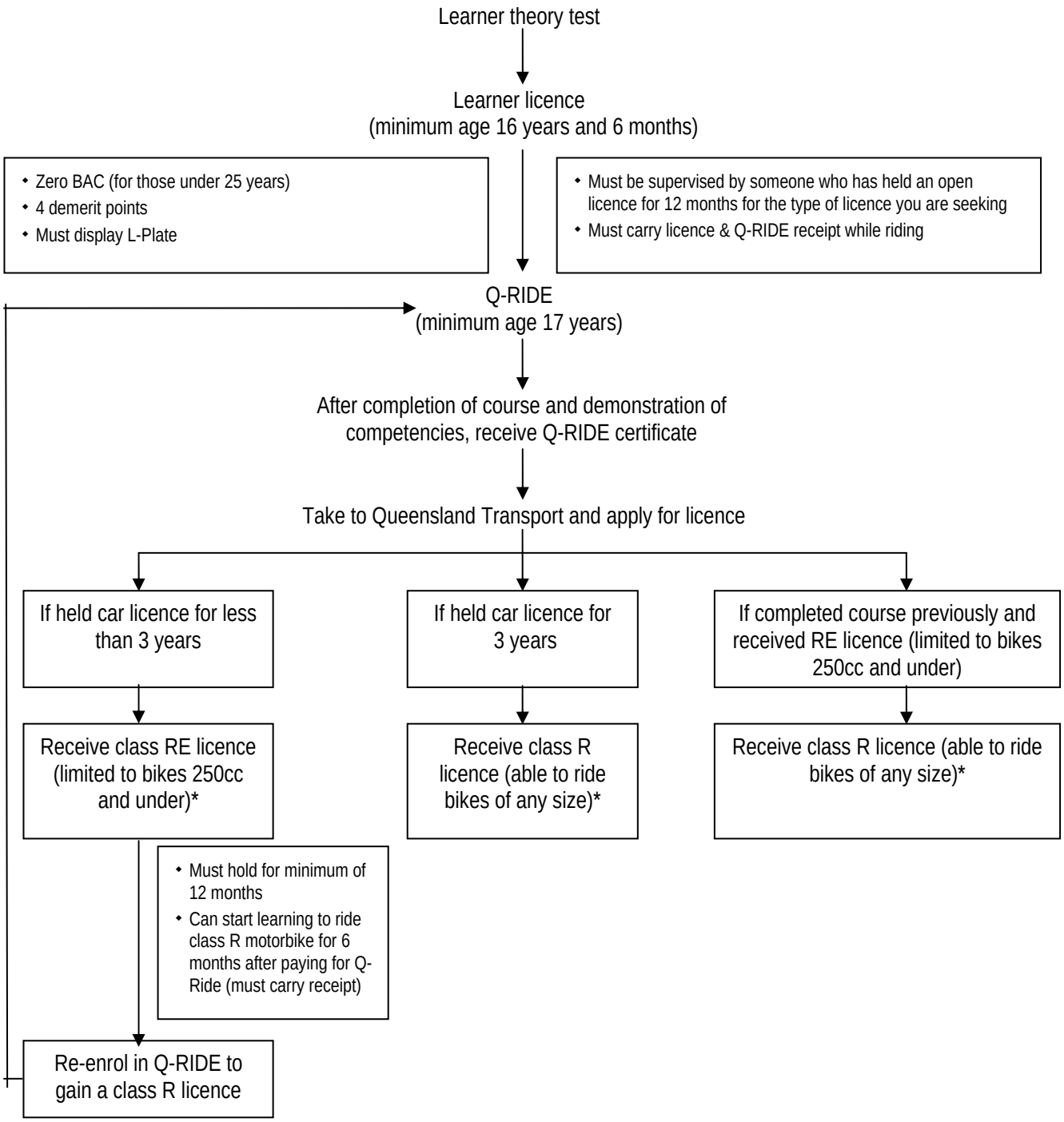
APPENDIX H – OBTAINING A LICENCE IN QUEENSLAND USING THE Q-SAFE AND Q-RIDE OPTIONS

Obtaining a rider's licence in Queensland using the Q-SAFE Option



Source: Adapted from Queensland Transport, 2005, *Learning to Ride Motorbikes*, downloaded from http://www.transport.qld.gov.au and Travelsafe Committee, 2003, *Provisional Driver and Rider Licence Restrictions*, Travelsafe Committee, Brisbane

Obtaining a rider's licence in Queensland using the Q-RIDE Option



*If on a provisional licence - Must carry licence while riding
- Zero BAC (for these under 25 years)

Source: Adapted from Queensland Transport, 2005, *Learning to Ride Motorbikes*, downloaded from http://www.transport.qld.gov.au and Travelsafe Committee, 2003, *Provisional Driver and Rider Licence Restrictions*, Travelsafe Committee, Brisbane

APPENDIX I –COMPONENTS OF AUSTRALIAN MOTORCYCLE LEARNER AND PROVISIONAL LICENCES

Learner Licences

Component	Tas	Vic	NSW	WA	ACT	SA	NT	Qld
Min age	16 yrs & 6 mths*	18 yrs	16 yrs & 9 mths	16 yrs	16 yrs & 9 mths	16 yrs	16 yrs*	16 yrs & 6 mths 18 yrs & must have held a provisional car licence for 12 mths*
Road law knowledge test	Yes	Yes	Yes	Yes	Yes	Yes (unless a full car licence is held)	Yes (if no other licence class held)*	Yes
Practical test	Yes – competency based course 2 x half days (8 hrs)	Yes	Yes	No	No	Yes	Yes	No
Minimum length of learner period	6 mths	3 mths	3 mths, but no minimum if over 30yrs and held open car licence for 5 consecutive yrs	None, but must be 16 yrs and 6 mths before applying for provisional licence	3 mths	6 mths unless a full car licence is held	None, but must be at least 16 yrs & 6 mths before applying for provisional licence 6 consecutive mths*	Q-SAFE – must hold for 6 mths Q-RIDE – no minimum if aged 17 yrs
Maximum length of permit; ability to renew	12 mths; must book and pay for pre-provisional training course to avoid redoing pre-learner training	15 mths	6 mths	12 mths	2 yrs	2 yrs	2 yrs*	12 mths 3 yrs*
Mandatory education and instruction	Yes	No	Yes	No	Yes	Yes	No	No
Mandatory minimum	None	None	None	None	None	None	None	None

Learner Licences								
Component	Tas	Vic	NSW	WA	ACT	SA	NT	Qld
riding hours								
Supervisory rider minimum requirements	No supervision	No supervision	No supervision	Yes. Must ride alongside the learner, or as a pillion passenger	No supervision	No supervision	No supervision	Yes. Must have held an open licence for the relevant class for at least 1 yr
Display L-plates	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
BAC limit (g.100ml)	Zero	Zero	0.02	0.02	0.02	Zero	Zero	Zero if under 25 yrs 0.05 if over 25 yrs
Maximum speed restriction	80km/h	None	80km/h	100km/h	None	80km/hr or 100km/h if accompanied by a driving instructor in a driving school vehicle	80km/h	None
Passenger restrictions	Passenger must have held a motorcycle licence for at least 3 yrs and be instructing the learner	No carriage of pillion passenger permitted but a sidecar and passenger is acceptable	No carriage of passenger permitted	Must be accompanied by a professional driving instructor or a person who has held the relevant class of licence for at least 4yrs	No carriage of passenger permitted	Must have a full motorcycle licence	No carriage of passenger permitted	Restricted to supervisors who have held an open licence for at least 1 yr
Size and power restrictions	LAMS approved motorcycles with a maximum power-to-weight ratio of 150kw per tonne and engine capacity of 660cc*	Maximum engine capacity 260cc	LAMS approved motorcycles with a maximum power-to-weight ratio of 150kw per tonne and engine capacity of 660cc	Maximum engine capacity 250cc	Maximum power-to-weight ratio 150kw per tonne	LAMS approved motorcycles with a maximum power-to-weight ratio of 150kw per tonne and engine capacity of 660cc	Maximum engine capacity 260cc.	Maximum engine capacity 250mL. (Class RE) If enrolled in Q-RIDE may learn to ride a bike over 250mL providing they have held a provisional or open licence for at least 3 yrs

Source: Adapted from Haworth & Mulvihill, pp. 4-8.

Provisional Licences								
Component	TAS	VIC	NSW	WA	ACT	SA	NT	QLD
Min Age	17yrs	18 yrs & 3 mths	17yrs	17 yrs for RE class licence	17 yrs	16 yrs & 6 mths	16 yrs & 6 mths*	17 yrs 18 yrs*
Practical Test	Yes – incorporated in the pre-provisional training course 1 full day – includes an on-road ride	Yes	Yes	Yes	Yes	Yes	Yes, if haven't undertaken training course	Yes, if under Q-SAFE No, if under Q-RIDE
Hazard Perception test	No	Yes if a car licence or learner permit is not held	No	Yes	No	Yes	No	No
Knowledge test	No	Yes	No	No	No	No	No	No
Length of provisional licence period	Less than 22 yrs when licence is issued – 3 yrs; Between 22 and 24 yrs – until person turns 25; 24 yrs and over when licence is issued – 1 yr	3 yrs for those without a full car driver's licence; otherwise no provisional licence; If provisional car licence is held probation period ends at the same time	12 mths	2 yrs or until reaching 19 yrs, whichever is first	3 yrs but only 12 mths for those with full car driver's licence	P1 – 1 yr P2 – 1 year Or until 19 yrs of age, whichever is greater	Less than 25 yrs when licence issued – 2 yrs; Over 25 years when licence issued – 1 yr*	Under 23 yrs – 3 yrs; 23 yrs – 2 yrs; 24 yrs – 1 yr; If applicant holds a current open licence then a provisional licence period does not apply.
Display P-plates	Yes for the first 12 mths. unless hold a full car licence	Yes	Yes	Yes	Yes	Yes for P1 licence holders	Yes	No
BAC Limit (g.100ml)	Zero or 0.05 if hold a car licence	Zero	0.02	0.02	0.02	Zero	Zero	Zero if under 25 yrs; 0.05 if over 25 yrs
Maximum speed restriction	80 km/h for first 12 mths unless hold a car licence	None	None	None	None	100 km/h	100 km/h	None
Passenger restrictions	No carriage of passenger permitted in first 12 mths	No carriage of pillion passenger permitted but a sidecar and passenger is acceptable	No carriage of passenger permitted until held licence for a minimum of 12 mths	None	No carriage of passenger permitted in first 12 mths	None	No carriage of passenger permitted	No carriage of passenger permitted in first 12 mths

Provisional Licences								
Component	TAS	VIC	NSW	WA	ACT	SA	NT	QLD
Size and power restrictions	LAMS approved motorcycles with maximum power-to-weight of 150kw per tonne and engine capacity of 660cc for first 12 mths*	Maximum engine capacity 260cc for first 12 mths	LAMS approved motorcycles with maximum power-to-weight ratio of 150kw per tonne and engine capacity of 660cc	Maximum engine capacity 250cc	Power-to-weight not exceeding 150kw per tonne for first 12 mths	LAMS approved motorcycles with a maximum power-to-weight ratio of 150kw per tonne and engine capacity of 660cc for first 12 mths	Maximum engine capacity 260cc	Maximum engine capacity 250mL(cc) – RE class only. No restrictions on R class licence. Through Q-SAFE a rider must hold a l RE class licence for 12 mths before being assessed for a R class licence.
Exit test	No	No	No	Yes	No	No	No	No
Minimum age for full licence	20 yrs	21 yrs	18 yrs	18 yrs & 6 mths	20 yrs	19 yrs	17 yrs & 3 mths 18 yrs & 6 mths*	20*

* Commencing after 1 July 2007

Source: Adapted from Haworth & Mulvihill, pp. 4-8.

APPENDIX J – COMPARISON OF LICENSING METHODS, COSTS AND DURATION BY STATE AND TERRITORY

State/ Territory	Pre-learner	Pre-licence (provisional/open)	Comments
Qld	Knowledge test only - $16.30 *	Q-RIDE $250 - $800 – 4 to 15+ hours Q-SAFE Practical test $38.20 at 01/07/05	Market driven pricing Q-RIDE RSPs train to Competency Standards set by QT
NSW	$68 – 7 hours over 2 days	$102 plus $41 practical test fee – 8 hours	Subsidies offered to providers/contractors Fees set by NSW Government
Vic	$225 - 6 to 12 hours	$190 - 6 hours	Market driven pricing. Costs are averages
SA	$103 – 2 x 4 hour courses	$92 – 1 x 4hour course and assessment	Subsidies offered to providers Fees set by SA government
WA	$53.50 Application fee (knowledge test, learners permit and 1st practical assessment) $ 27.40 Supplementary tests		
NT	$95 – Basic – 2 hours theory and 1 ½ days practical	Pre licence for 260mL(cc) - $95 – automatic upgrade to unrestricted after 12 month. Early unrestricted licence course (advanced) $140 – 2 hours theory and 1 day practical.	Prices set by NT Government under a cost recovery model – trainers are on contract with registry office with one coordinator. Courses generally have 2 trainers to 9 students. Assessment of learners and practical tests also available through registry office.
Tas	$221 – 6 hours	$197 – own motorbike – 8 hours $292 – supplied motorbike – 8 hours	Provider conducts practical test at the end of the course Fees are set by contract with sole provider and Tasmanian Government
ACT	$210 – 9 hours if no licence held before (within 2 years) Applicants must pass a knowledge test ($20) and attend the “Road Ready” course ($130)	Assessment conducted by sole non government provider $40 If applicant fails, applicant must attend pre-provisional rider course – 6 hours	Fully subsidised by ACT Government and conducted by sole provider (no cost to applicant) Fees set by contract with sole provider and ACT Government.

* at 01/07/05.

Source: Queensland Transport, *Submission no 48*, p. 32.

APPENDIX K – SCHEDULES 4 AND 5 OF THE TRANSPORT OPERATIONS (ROAD USE MANAGEMENT-ACCREDITATION AND OTHER PROVISIONS) REGULATION 2005

Schedule 4 Statutory accreditation conditions for accredited driver trainers or rider trainers

section 40

13) Compliance with code of conduct
The trainer must not contravene the code of conduct.

14) Maintaining competency
The trainer must, throughout the accreditation, maintain at least the level of competence required under section 35(2) or (3) or 36(2) or (3) for accreditation.

15) Review by chief executive
If the chief executive reasonably believes the trainer is not competent to give the training and gives the trainer at least 7 days written notice requiring the trainer to demonstrate the trainer's competence to give the training, the trainer must demonstrate to the reasonable satisfaction of the chief executive that the trainer is competent to give the training.

16) Random review
(1) If the chief executive selects the trainer by random selection and gives the trainer at least 7 days written notice requiring the trainer to demonstrate the trainer's competence to give the training, the trainer must demonstrate to the reasonable satisfaction of the chief executive that the trainer is competent to give the training.
(2) However, the chief executive may not make a requirement under subsection (1) on the trainer more than once every 6 months.
(3) Despite subsection (2), if, after reviewing the trainer's competence, the chief executive is not satisfied the trainer is competent to give the training, the chief executive may further review the trainer's competence within the 6 months after the completion of earlier review.

17) Cooperation with chief executive
To enable the chief executive to carry out a review under section 3 or 4 the trainer must cooperate with every reasonable requirement of the chief executive in carrying out the review.
Example of a reasonable requirement—
The chief executive may require the trainer to allow the chief executive to observe the trainer giving a learner training.

18) Notifiable events
The trainer must give the chief executive signed notice of any of the following events within 14 days after the event happens—
(a) the trainer changes the trainer's name;
(b) the trainer is—
(i) convicted of a disqualifying offence; or
(ii) charged with a disqualifying offence and the charge has not been finally disposed of.

Schedule 5 Statutory registration conditions for registered service providers

section 75

1) Compliance with registered service provider standards
The registered service provider (***provider***) must not contravene the registered service provider standards (***standards***).

2) Provider's place of business to be open for inspection
The provider's place of business must be open for inspection by an authorised officer when the place is open for the conduct of business or otherwise open for entry.

3) Compliance with declared sections
(1) The provider must not contravene a declared section.
(2) In this section—
declared section means section 84, 85, 88(3) or 89.

4) Establishing eligibility of person to be trained
The provider must, before providing or agreeing to provide Q-Ride training to a person, be reasonably satisfied the person is an eligible person for the training.

5) Scheduled compliance audits
(1) The provider must, at the provider's cost, ensure that within the times mentioned in subsection (2) or (3)—
(a) an auditor undertakes and completes the audits, mentioned in subsection (2) or (3), of the provider's compliance with the standards; and
(b) the auditor gives the provider a report of the audit; and
(c) the report includes the mandatory particulars.
(2) The audit must be started no sooner than 28 days before the anniversary day for the provider and completed no later than 28 days after the anniversary day.
(3) The provider must give the chief executive a copy of the auditor's report within 14 days after the day the audit report is completed unless the provider has a reasonable excuse.
(4) If the auditor's report identifies non-compliance with the standards, the report must, unless the provider has a reasonable excuse, be accompanied by a signed notice from the provider stating the action the provider has taken to—
(a) rectify the non-compliance; or
(b) ensure that it does not continue or reoccur.
(5) In this section—
anniversary day means the date in each year that is the anniversary of the provider's registration.

6) Audit for non-compliance with standards
(1) If the chief executive reasonably believes the provider is not complying with the standards, the chief executive may, by signed notice to the provider, require the provider to—
(a) arrange for an auditor to audit the provider's compliance with the standards within the time stated in the notice, not less than 14 days; and
(b) give the chief executive a copy of the auditor's report within 14 days after the report is completed, unless the provider has a reasonable excuse.
(2) If the auditor's report identifies non-compliance with the standards, the report must, unless the provider has a reasonable excuse, be accompanied by a signed notice from the provider stating the action the provider has taken to—
(a) rectify the non-compliance; or
(b) ensure that it does not continue or reoccur.
(3) If the auditor's report identifies material non-compliance with the standards, the provider must pay the cost of the audit and the report otherwise the cost is to be paid by the chief executive.

7) Restriction on engaging auditor
The provider must not engage the same auditor for more than 2 consecutive audits.

8) Only accredited rider trainers to give Q-Ride training
The provider must, when providing Q-Ride training to a learner, ensure that the training is given by—
(a) an accredited rider trainer who is an employee of the service provider; or

(b) if the provider is an individual who is also an accredited rider trainer—the individual as an accredited rider trainer.

9) Notifiable events

The provider must give the chief executive signed notice of any of the following events within 14 days after the event happens—

(a) the provider changes the provider's name or place of business;

(b) the provider changes its nominated officer or the provider's nominated officer changes the officer's name;

(c) the provider changes the person nominated under section 86(3) to give declarations for the provider or the person nominated changes the person's name;

(d) the provider, or if the provider is a corporation an executive officer of the provider, has been—

(i) convicted of a disqualifying offence; or

(ii) charged with a disqualifying offence and the charge has not been finally disposed of; or

(iii) convicted of an offence against this Act, or a corresponding law, within 5 years immediately before the application was made.

APPENDIX L – Q-RIDE UNITS OF COMPETENCY AND PERFORMANCE MEASURES

Unit 1: Prepare Motorbike for Operation

Description: Skills and knowledge to ensure that the motorbike is safe, serviceable and complies with legal requirements.

Elements	**Performance Criteria**
1.1 Perform pre-ride safety check	• User manual terminology is used to identify the controls and major parts of a motorbike. • Pre-ride safety check is carried out to determine: o headlines – high/low (clean, functioning) o indicators (clean, functioning) o horn (functioning) o mirrors (clean, functioning) o brake light (clean, functioning) o tail light (clean, functioning) o tyres (pressure, tread depth) o registration (current, label compliant) o chain guard (security, position) o fluid leaks. • Electrical switches and fuel control can be operated without being directly looked at by the rider. • Motorbike complies with the vehicle standards as specified in Chapters 2 and 3 of the *Transport Operations (Road Use Management – Vehicle Standards and Safety) Regulation 1999.* • Unusual or diminished road performance is noted and managed – eg. unexplained noises, increased braking effort, and abnormal steering behaviour.
1.2 Initiate regular maintenance and routine services	• Any defects or any maintenance needs detected during the learner's pre-ride safety check are managed. • Owner maintenance items are identified and managed which may include: o fluid levels – checked/replenished fuel, oil, brake fluid, coolant o tyres – correct inflation maintained o cleanliness – lights, indicators, windscreens, mirrors o brake lever/pedal travel o clutch lever free play o chain/drive belt deflection • Dealer service items are identified and managed which may include: o service schedules o non-owner service items o wear and damage
Variable	**Scope**
1. Assessment environment	• Assessment environment may include the following: o classroom o training and assessment area o motorbike
2. Sources of information may include	• *Transport Operations (Road Use Management) Act 1995* and supporting regulations. • Service schedule. • Owner handbook/workshop manual. • *Your Keys to Driving in Queensland.*

Unit 1: Prepare Motorbike for Operation	
3. Regulations/ legislation may include but are not limited to	• *Transport Operations (Road Use Management) Act 1995* and supporting regulations. • Australian Standards. • *Workplace Health & Safety Act* and Regulations 1995.
4. Consistency of performance	• Competency in this unit needs to be assessed over a period of time, in a range of contexts and on multiple occasions, involving a combination of direct, indirect and supplementary forms of evidence. • Application of relevant items of roadcraft must be evident in all performance.
Evidence Guide	
1. Critical aspects of evidence	• Assessment must confirm competency in: o accessing and applying relevant maintenance information o identifying required repairs and maintenance o ensuring required work is carried out.
2. Interdependent assessment of units	• This unit of competency may be assessed in conjunction with other units that form part of the function.
3. Underpinning knowledge and skills	• A knowledge of (determined by questioning or observation of application): o parts and controls of a motorbike o owner maintenance items o manufacturer's starting procedure o adjustment of brake and clutch levers, mirrors o pre-operation checklist items o legislative requirements.
4. Context of assessment	• Assessment must confirm that actions are performed in accordance with legislation and accepted best practice. • Competency must be assessed under operating conditions. • Evidence of the application of underpinning knowledge and skills must be observed during assessment. • Motorbike is not used in an illegal condition. • Learners must display the application of roadcraft during assessment of competencies.

Unit 2: Manoeuvre Motorbike at Low Speed	
Description: Skills and knowledge to operate motorbike at low speeds in accordance with safety considerations and manufacturer's procedures.	
Elements	**Performance Criteria**
2.1 Mount/dismount motorbike	• Motorbike side/centre stand is used according to manufacturer's instructions. • Motorbike is mounted from the left side with the front wheel applied.
2.2 Posture	• Riding posture appropriate to manoeuvre, motorbike type and style is used with regard to safety, comfort and fatigue minimisation and includes: o head and eyes positioned to enable clear horizontal vision o back straight o shoulders relaxed o knees tucked into tank o arms slightly bent o instep of foot on the rider's footrest
2.3 Operate motorbike controls	• Motorbike controls identified and used according to manufacturer's instructions. • Engine is started and stopped in accordance with manufacturer's instructions.

Unit 2: Manoeuvre Motorbike at Low Speed	
2.4 Perform low speed manoeuvres	• Negotiate a marked course 18 metres long by 0.75 metres wide, keeping feet on footrests, motorbike wheels within marked course, and not taking less than 11 seconds to traverse the course. • Complete 4 figure eights in 50-80 seconds in either first or second gear. Figure 8 manoeuvre is executed as close as practicable around two circles 5 metres in diameter, spaced 1.5 metres apart but within 2 metres of the outside diameter of the circles. • Slalom manoeuvre is executed through 5-8 direction changes at 5-10 metre intervals, marked with raised markers. • The learner is required to: o maintain constant throttle o maintain eyes positioned to enable clear horizontal vision o drag rear brake to control speed (optional for slalom).
Variable	**Scope**
1. Assessment environment	• Assessment environment may include the following: o classroom o training and assessment area o motorbike o slow ride, slalom and figure 8 to be marked out by markers. o figure 8 and slalom to be demonstrated by the learner on a smooth, level, hard surface, free from loose material.
2. Sources of information may include	• *Transport Operations (Road Use Management) Act 1995* and supporting regulations. • Owner handbook/workshop manual. • *Your Keys to Driving in Queensland.*
3. Regulations/ legislation may include but are not limited to	• *Transport Operations (Road Use Management) Act 1995* and supporting regulations. • Local Government bylaws • *Workplace Health & Safety Act* and Regulations 1995.
4. Consistency of performance	• Competency in this unit needs to be assessed over a period of time, in a range of contexts and on multiple occasions, involving a combination of direct, indirect and supplementary forms of evidence. • Application of relevant items of roadcraft must be evident in all performance.
Evidence Guide	
1. Critical aspects of evidence	• Assessment must confirm the ability to: o control a motorbike using balance, throttle and clutch during manoeuvres o apply the System of Vehicle control o apply slow riding skills in on-road situations.
2. Interdependent assessment of units	• This unit of competency may be assessed in conjunction with other units that form part of the function.
3. Underpinning knowledge and skills	• A knowledge of (determined by questioning or observation of application): o accepted best practice and safety procedures o manufacturer's instructions o motorbike dynamics and limitations o use of all controls to regulate motorbike response and attitude.
4. Context of assessment	• Assessment must confirm that actions are performed in accordance with legislation and accepted best practice. • Competency must be assessed under operating conditions. • Evidence of the application of underpinning knowledge and skills must be observed during assessment. • Learners must display the application of roadcraft during assessment of competencies. • Motorbike is not used in an illegal condition or situation.

Unit 3: Control Motorbike at Road Speeds

Description: Skills and knowledge to safety and efficiently operate the motorbike.

Elements	Performance Criteria
3.1 Execute controlled braking procedures	• Controlled braking performance is achieved and includes: o motorbike is stopped at a predetermined place or line o both brakes are applied together to reduce speed o easing the clutch out between each gear change when coming down through the gears o must select 1st gear before coming to a stop o right foot remains on the rear brake o left foot to be placed on the ground o head and eyes positioned to enable clear horizontal vision.
3.2 Execute emergency braking procedure	• Specified reaction braking performance is achieved on demand and includes: o motorbike is braked to a stop from minimum 40 km/h to maximum 50 km/h within a maximum distance of 25 metres including reaction time under conditions specified in the Context of assessment in the evidence guide for Unit 3 o both brakes are used o right wrist is rolled forward on braking o skidding is controlled – brakes are immediately released and reapplied if skidding occurs o distinct, progressive compression of the front suspension occurs.
3.3 Carry out emergency counter-steering manoeuvre	• Counter-steering technique is practiced and specified performance is achieved on demand and includes: o motorbike is counter steered at a minimum 40 km/h to a maximum 50 km/h o motorbike is counter steered by a minimum 1.5 metres within 10 metres o approach line does not exceed a width of 1 metre o manoeuvre is completed within a 1 metre wide land.
3.4 Manage riding situations	• Moving off is achieved smoothly, without stalling or engine over-speeding. • Intention is signalled 5 seconds before moving. • Mirrors and blind spots are checked, rider gives way as necessary. • All motorbike controls are used appropriately. • The learner operates electrical and fuel controls without looking at them. • Motorbike transmission and engine is operated through all gears appropriate to the road speed and engine load. • Gear changes up and down are effected smoothly without excessive clutch slip or gear crashing. • Engine speed is kept within manufacturer's optimum range. • Hill start is performed without stalling, rolling back or lifting the front wheel. • Motorbike is set up for cornering using system of vehicle control. • All available road/traffic situations listed in the range of variables are encountered and managed. • Motorbike is not operated illegally. • Low traction situations are avoided. • Roadcraft is applied.
Variable	**Scope**
1. Assessment environment	• Assessment environment may include: o marked and unmarked driving lanes o one way lanes o marked and unmarked lanes of varying width o merge/exit lanes o unsealed surfaces o curves/bends o roundabouts o combination, multi-lane, staggered and T intersections o cross roads

Unit 3: Control Motorbike at Road Speeds

- one way intersections
- controlled and uncontrolled intersections
- stop and give way signs
- directional markings and signs
- edge lines
- pedestrian, childrens' and level crossings
- various speed zones
- varying traffic density.

- Trainer must assess from front and rear of riders

Note: Simulation of environment is permissible if not available in the town/city of assessment.

2. Sources of information may include
- *Transport Operations (Road Use Management) Act 1995* and supporting regulations.
- Owner handbook/workshop manual.
- *Your Keys to Driving in Queensland.*

3. Regulations/ legislation may include but are not limited to
- *Transport Operations (Road Use Management) Act 1995* and supporting regulations.
- Australian Standards.
- *Workplace Health & Safety Act* and Regulations 1995.

4. Consistency of performance
- Competency in this unit needs to be assessed over a period of time, in a range of contexts and on multiple occasions, involving a combination of direct, indirect and supplementary forms of evidence.
- Application of relevant items of roadcraft must be evident in all performance.

Evidence Guide

1. Critical aspects of evidence
- Assessment must confirm the learner's competency while riding on the road to:
  - anticipate, recognise and manage all specified riding situations
  - control motorbike by use of all controls, steering and balance
  - apply slow riding skills in on-road situations
  - apply the System of Vehicle Control.

2. Interdependent assessment of units
- This unit of competency may be assessed in conjunction with other units that form part of the function.

3. Underpinning knowledge and skills
- A knowledge of (determined by questioning or observation of application):
  - motorbike dynamics and limitations
  - road rules relating to the carriage of pillion passengers
  - procedure for carrying a pillion passenger
  - road rules relating to parking of motorbikes
  - awareness of riders' and other road user's blind spots
  - suitability of clothing
  - effects on motorbike of varying road surfaces
  - use of controls for motorbike attitude control
  - effects of reaction time on braking distance
  - crash avoidance.

4. Context of assessment
- Assessment must confirm that actions are performed in accordance with legislation and accepted best practice.
- Competency must be assessed under operating conditions.
- Reaction braking performance is the minimum performance to be demonstrated by the learner on a smooth, level hard surface, free from loose material. Sufficient allowance should be made by the assessor for variations in assessment conditions to enable performance consistent with that to be achieved under the conditions specified in Elements 3.1 and 3.2
- Evidence of the application of underpinning knowledge and skills must be observed during assessment.
- Learners should display the application of the relevant items of roadcraft during assessment of competencies.
- Motorbike is not used in an illegal condition or situation.

Unit 4: Apply Roadcraft

Description: Knowledge, skills and attitude to anticipate, recognise and avoid situations and conditions leading to increased risk to the rider or others

Elements	**Performance Criteria**
4.1 Use defensive riding techniques	• Defensive riding techniques are practiced, including: o scanning o maintenance of safe following distance, appropriate road position and safety margins o system of vehicle control and obstacle avoidance. • Traffic behaviour includes road and lane sharing, with traffic rules obeyed at all times. • Traffic rules are obeyed at all times including the following specific situations: o traffic signs and signals o left and right turns o U turns (at an intersection and within a street) o roundabouts o interacting with a variety of road markings o giving way as required o various speed zones o using and cancelling direction signals.
4.2 Recognise hazards and take appropriate action	• Hazards are recognised using defensive riding techniques. • Response to hazards is timely and defensive.
4.3 Apply the spirit of roadcraft	• Situation awareness is maintained. • Traffic conditions are monitored. • Actions of other road users are anticipated. • Alternative actions are anticipated. • Courtesy is extended to other road users. • Rider remains non-aggressive in all circumstances. • Application of knowledge of motorbike dynamics is demonstrated. • Motorbike limitations are known and not exceeded. • Awareness of other road users' inability to see motorbikes is maintained.
Variable	**Scope**
1. Assessment environment	• Assessment environment may include: o marked and unmarked driving lanes of varying width o one way lanes o merge/exit lanes o unsealed surfaces o curves/bends o roundabouts o combination, multi-lane, staggered and T intersections o cross roads o one way intersections o controlled and uncontrolled intersections o stop and give way signs o directional markings and signs o edge lines o pedestrian, childrens' and level crossings o various speed zones o varying traffic density • Traffic hazards or obstacles may include: o variations from normal environment, eg. traffic lights not functioning o road repairs, detours o painted surfaces o oil on road o metal hole covers o people or animals.

Unit 4: Apply Roadcraft	
2. Sources of information may include	• *Transport Operations (Road Use Management) Act 1995* and supporting regulations. • Owner handbook/workshop manual. • *Your Keys to Driving in Queensland.*
3. Regulations/ legislation may include but are not limited to	• *Transport Operations (Road Use Management) Act 1995* and supporting regulations. • *Workplace Health & Safety Act* and Regulations 1995. • Australian Standards.
4. Consistency of performance	• Competency in this unit needs to be assessed over a period of time, in a range of contexts and on multiple occasions, involving a combination of direct, indirect and supplementary forms of evidence. • Application of relevant items of roadcraft must be evident in all performance.
Evidence Guide	
1. Critical aspects of evidence	• Assessment must confirm the ability to: o apply the theory of defensive riding to the practicality of riding a motorbike o negotiate obstacles o apply the System of Vehicle Control
2. Interdependent assessment of units	• This unit of competency may be assessed in conjunction with other units that form part of the function.
3. Underpinning knowledge and skills	• A knowledge of (determined by questioning or observation of application): o defensive riding techniques o hazard recognition o reasons for and approach to vehicle positioning on road o motorbike dynamics and limitations o legislation relating to motorbikes o counter steering technique.
4. Context of assessment	• Assessment must confirm that actions are performed legally in accordance with accepted best practice. • Competency must be assessed under operating conditions. • Evidence of the application of underpinning knowledge and skills must be observed during assessment. • Motorbike is not used in an illegal condition.

Source: Queensland Transport, *Q-RIDE Competency Standards,* version 5, Queensland Government, Brisbane, 2006, viewed 5 February 2007.

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