

# **Inquiry into the Motorcycle Licensing Process in Queensland 2012**

**Report No. 8**  
**Transport, Housing and Local  
Government Committee**  
**October 2012**

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## **Transport, Housing and Local Government Committee**

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<b>Deputy Chair</b>	Mrs Desley Scott MP, Member for Woodridge
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### **Acknowledgements**

The committee thanks those who briefed the committee, and participated in the inquiry process. In particular, the committee acknowledges the assistance provided by the Department of Transport and Main Roads and the Centre for Accident Research and Road Safety—Queensland.

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<sup>1</sup> Replacement for Mrs Desley Scott MP at the Public Briefing held at Parliament on 11 July 2012.

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## Abbreviations

ABS	Australian Bureau of Statistics
ACT	Australia Capital Territory
Assembly	Queensland Legislative Assembly
BAC	Blood Alcohol Concentration
CAP	Consistent Assessment Process
CARRS-Q	Centre for Accident Research and Road Safety Queensland
committee	Transport, Housing and Local Government Committee
GLS	Graduated Licensing System
Kw/t	Kilowatts per tonne
LAM Scheme	Learner Approved Motorcycle Scheme
mL	Millilitres
MRSR project	Motorcycle Rider Safety Research project
MTAQ	Motor Trades Association of Queensland
MUARC	Monash University Accident Research Centre
NSW	New South Wales
NT	Northern Territory
QPS	Queensland Police Service
RACQ	Royal Automobile Club of Queensland
SA	South Australia
Standing Orders	Standing Rules and Orders of the Legislative Assembly
TMR	Department of Transport and Main Roads
TRAILS	Transport Registration and Integrated Licensing System
VKT	Vehicle kilometres travelled
WA	Western Australia

## Glossary

class C	Light passenger vehicle (car)
pillion passenger	A person travelling on a motorcycle who is not the rider in control of the unit.
R (motorcycle)	Motorcycle (2 or 3 wheeled motor vehicle) with unlimited engine size
RE (motorcycle)	Learner approved motorcycle (2 or 3 wheeled motor vehicle) other than a moped.
ROADCRASH Database	TMR database (developed in ORACLE) containing information relating to road traffic crashes within Queensland.
Zero BAC	0.00 (zero) Blood Alcohol Concentration is also known as the 'no alcohol limit'

## Chair's foreword

On behalf of the Transport, Housing and Local Government Committee (the committee) of the 54<sup>th</sup> Parliament of Queensland, I am pleased to present the committee's report number 8 – Inquiry into Motorcycle Licensing Process in Queensland.

On 7 June 2012, the Legislative Assembly agreed to a motion that the committee review Queensland's current motorcycle licensing process and its alignment with best practice evidence-based approaches adopted in other Australian and international jurisdictions. The committee was set a reporting date of 31 October 2012.

Our committee has taken its responsibility in conducting this inquiry very seriously. Motorcycle riders are inherently more vulnerable than car drivers due to the lack of protection offered by the vehicle and the additional demands on riders to deal with road hazards. Unfortunately this means riders involved in a crash are often seriously injured or lose their lives. The committee is mindful of the immense personal, social, economic and health costs this road trauma imposes on the Queensland community.

The committee has undertaken a detailed examination of the current licensing system and has focused on making recommendations that are likely to provide increased safety benefits while at the same time minimising regulatory burden and cost.

The committee has consulted widely and gathered evidence from key industry and training groups, motorcycle rider associations, and road safety experts throughout the inquiry. I would like to acknowledge those who have briefed the committee, provided written submissions, and others who have informed the committee's deliberations through their participation in the inquiry process.

The members of the committee would like to acknowledge the contribution of the Department of Transport and Main Roads to motorcycle safety. Over the past decade the department has incrementally improved the motorcycle licensing system based on ongoing consultation, research and review. The department provided the committee with invaluable support throughout the inquiry process.

I wish to thank the members of the committee, with a special thanks to Mr Trevor Ruthenberg, MP who enrolled in and completed a Q-Ride training course so that he could have personal experience of the program and pass his understanding onto the committee.

I also thank the committee's secretariat for their support and assistance throughout the inquiry process.

I commend the report to the House.



Howard Hobbs MP  
**Chair**

October 2012

## Recommendations

### Recommendation 1 18

The committee recommends that the Department of Transport and Main Roads:

- a) commission an independent evaluation to determine the efficacy of the Q-Ride and Q-SAFE motorcycling licensing system and that the findings be publicly released; and
- b) undertake regular and consistent road safety research to identify and evaluate the benefits of enhancements and changes being made to the motorcycle licensing system.

*Ministerial responsibility: Minister for Transport and Main Roads*

### Recommendation 2 20

The committee recommends that the Department of Transport and Main Roads review the current rider knowledge test with a view to increasing the number of questions and broadening its scope to include an assessment of knowledge of broader motorcycle skills and attitude.

*Ministerial responsibility: Minister for Transport and Main Roads*

### Recommendation 3 22

The committee recommends that the Department of Transport and Main Roads introduce compulsory pre-learner off road training and assessment as part of the Q-Ride training and assessment process in Queensland.

*Ministerial responsibility: Minister for Transport and Main Roads*

### Recommendation 4 25

The committee recommends that the pre-learner training and assessment (proposed in recommendation 3) incorporate specific risk taking and hazard perception training and assessment as a required component.

*Ministerial responsibility: Minister for Transport and Main Roads*

### Recommendation 5 25

The committee recommends that the Department of Transport and Main Roads support CARRS-Q to conduct further evaluation of the 'Three Steps to Safer Riding' program with the view to introducing hazard perception testing and attitude towards risk training as an adjunct to the Q-Ride training course and/or assessment.

*Ministerial responsibility: Minister for Transport and Main Roads*

### Recommendation 6 26

The committee recommends the Department of Transport and Main Roads include the *Ride On DVD* as a compulsory component of the proposed pre-learner off road training/assessment process and that there be a formal assessment of comprehension of the material contained in the DVD prior to a learner commencing training on a motorcycle.

*Ministerial responsibility: Minister for Transport and Main Roads*

- Recommendation 7** 27
- The committee recommends that the Department of Transport and Main Roads introduce an additional requirement for riders to undergo a further assessment of their basic motorcycle skills by a Q-Ride registered service provider at least 6 months after receiving their RE licence.
- Ministerial responsibility: Minister for Transport and Main Roads*
- Recommendation 8** 31
- The committee recommends that the Department of Transport and Main Roads restrict Q-SAFE to areas that are not serviced by Q-Ride and that all riders be encouraged to undertake a competency-based training course wherever possible.
- Ministerial responsibility: Minister for Transport and Main Roads*
- Recommendation 9** 32
- The committee recommends that the Department of Transport and Main Roads introduce the following additional pre-requisites for being granted a learner licence under the Q-SAFE system:
- a) pass the improved written road rules test;
  - b) be tested on comprehension of the *Ride On* DVD; and
  - c) pass a motorcycle specific Hazard Perception Test.
- Ministerial responsibility: Minister for Transport and Main Roads*
- Recommendation 10** 34
- The committee recommends that the Department of Transport and Main Roads develop a public education campaign specifically designed for returning riders.
- Ministerial responsibility: Minister for Transport and Main Roads*
- Recommendation 11** 34
- The committee recommends that the Department of Transport and Main Roads implement a mechanism or procedure to encourage appropriate skills refreshment for riders returning after an extended break from riding.
- Ministerial responsibility: Minister for Transport and Main Roads*
- Recommendation 12** 36
- The committee recommends the Minister for Transport and Main Roads report to Parliament annually on the implementation of agreed recommendations in this report until such time as all the agreed recommendations are fully implemented.
- Ministerial responsibility: Minister for Transport and Main Roads*

## 1 Introduction

### 1.1 Role of the Committee

The Transport, Housing and local Government Committee (the committee) is a statutory committee established on 18 May 2012 by the *Parliament of Queensland Act 2001* and the Standing Rules and Orders of the Legislative Assembly (the Standing Orders).<sup>2</sup> The committee consists of both government and non-government members and its primary areas of responsibility include transport, main roads, housing, public works, and local government.<sup>3</sup>

In relation to its areas of responsibility, the committee:

- examines legislation, including subordinate legislation, to consider the policy to be enacted and the application of the fundamental legislative principles set out in part 4, section 24 of the *Legislative Standards Act 1992*;
- considers the Appropriation Bills (acting as estimates committee);
- assesses the public accounts and public works of each department in regard to the integrity, economy, efficiency and effectiveness of financial management; and
- has a responsibility to consider any other issue referred to it by the Assembly, whether or not the issue is within a portfolio area.<sup>4</sup>

The committee may deal with these matters by considering them and reporting and making recommendations about them to the Assembly.<sup>5</sup>

### 1.2 Inquiry process

#### 1.2.1 The referral

On 7 June 2012, the Legislative Assembly (the Assembly) agreed to a motion that the committee review Queensland's current motorcycle licensing process and its alignment with best practice evidence-based approaches adopted in other Australian and international jurisdictions.

In undertaking this Inquiry the committee was asked to consider:

- the road safety benefits of introducing enhancements or changes to the motorcycle licensing system
- the efficacy of the Q-Ride and Q-SAFE training and/or assessment processes within the Queensland licensing system and whether they align with best-practice evidence based adult training/education principles and
- whether Q-Ride rider assessment is performed in a manner that aligns with best-practice evidence based adult education and assessment principles.

Further, the motion agreed to by the Assembly asked the committee to take public submissions and consult with key industry and training groups, motorcycle rider associations, and road safety experts.

#### 1.2.2 Reporting deadline

The committee has been asked to report to Parliament by Wednesday 31 October 2012.

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<sup>2</sup> *Parliament of Queensland Act 2001*, section 88 and Standing Order 194, *Standing Rules and Orders of the Legislative Assembly* as amended 14 September 2012.

<sup>3</sup> Schedule 6 – Portfolio Committees, *Standing Rules and Orders of the Legislative Assembly* as amended 14 September 2012.

<sup>4</sup> Section 92(2) *Parliament of Queensland Act 2001*.

<sup>5</sup> Section 92(3) *Parliament of Queensland Act 2001*.

### *1.2.2 Public submissions*

The committee advertised its inquiry in June 2012 by seeking submissions through:

- a media release to 364 media outlets
- letters to 144 stakeholders including:
  - all Q-Ride registered service providers
  - motorcycle peak bodies
  - state, territory and commonwealth government ministers and
  - relevant research organisations
- emailing 334 subscribers registered to receive information from the committee and
- placing advertisements in the Courier Mail, regional newspapers and the Queensland Country Life on Saturday 23 June 2012.

43 submissions were received and considered by the committee. A list of submissions is included at Appendix A. All submissions have been made public and are available at

<http://www.parliament.qld.gov.au/work-of-committees/committees/THLGC/inquiries/current-inquiries/INQ-MLP> .

### *1.2.3 Public briefings*

On 20 June 2012, the committee received a public briefing from the Department of Transport and Main Roads (TMR). A list of officials who attended is included at Appendix B.

On 11 July 2012, the committee received public briefings from:

- Mr Chris Mearns, President - Motorcycle Riders Association of Queensland (MRAQ) and
- Professor Barry Watson, Professor Narelle Horwath and Mr Peter Rowden from the Centre for Accident Research and Road Safety – Queensland (CARRS-Q).

### *1.2.4 Public hearing*

On 22 August 2012, the committee held a public hearing. A list of witnesses who gave evidence at the hearing is included at Appendix C.

Transcripts from the public briefings and the public hearing, as well as TMR's responses to Questions on Notice taken at the hearing, have been made public and are available at <http://www.parliament.qld.gov.au/work-of-committees/committees/THLGC> .

## 2 Background<sup>6</sup>

### 2.1 Growth in motorcycle riding

Motorcycle riding has increased in popularity in Queensland during the last five years. More people are using motorcycles for commuting and for recreational purposes, leading to a steady increase in motorcycle registrations and the number of people who obtain a motorcycle licence.<sup>7</sup> The increase in use of motorcycles for commuting can be attributed to the fact they are cheaper to run than a car, can be parked in about a third of the space, may allow the rider to avoid traffic congestion, and offer a perceived benefit of lowering greenhouse gas emissions.

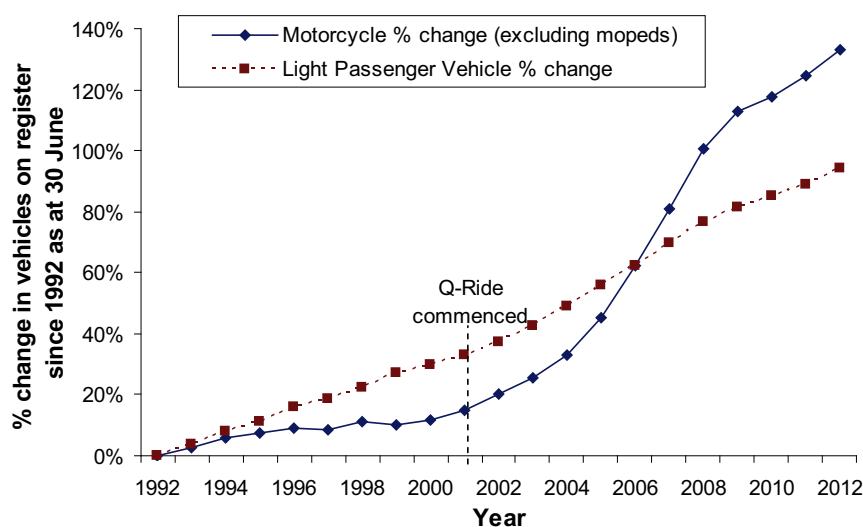
#### 2.1.1 Registrations<sup>8</sup>

According to the motor vehicle census conducted by the Australian Bureau of Statistics (ABS) the popularity of motorcycling is increasing in Australia. Motorcycles represented 4.2 per cent of all vehicles on register in Australia as at 31 January 2011. Nationwide, motorcycles on register increased by 3.4 per cent on 2010 figures, and by 48.5 per cent since 2006. Motorcycles were the vehicle type with the highest growth over the five year period from 2006-2011.<sup>9</sup>

Of the 678,790 registered motorcycles in Australia as at 31 January 2011, 23.1 per cent (156,825) were registered in Queensland. Queensland has the third highest number of motorcycles on register (behind New South Wales (NSW) and Victoria), and the second highest number of motorcycles per head of population (behind Western Australia (WA)).

Figure 1 shows that Queensland motorcycle registrations relative to light passenger vehicles have increased by 133.3 per cent since 1992 (from 66,411 to 154,906 as at 30 June 2012). This compares to an increase of only 94.3 per cent for light passenger vehicles (from 1,682,956 in 1992 to 3,270,706 as at 30 June 2012). Motorcycles, as a percentage of all motorised vehicles (excluding trailers) on register in Queensland represent 4.2 per cent of motorised vehicles on register as at 30 June 2012<sup>10</sup>.

**Figure 1: Relative change in motorcycles on register since 1992**



Source: TMR, Submission No. 34, p.4 (TMR TRAILS database, rqc17187 / updated rqc17159).

<sup>6</sup> Unless otherwise referenced, section 2 of this report reflects the information provided by TMR in its *Submission No. 34*, pp.1-19 and pp.29-31).

<sup>7</sup> TMR, *Queensland Motorcycle Safety Strategy 2009-12*, 2009, p.3.

<sup>8</sup> Data excludes mopeds.

<sup>9</sup> ABS Cat. No. 9309.0, *Motor Vehicle Census Australia*, 31 January 2011 (Referenced in TMR, *Submission No. 34*, p.3).

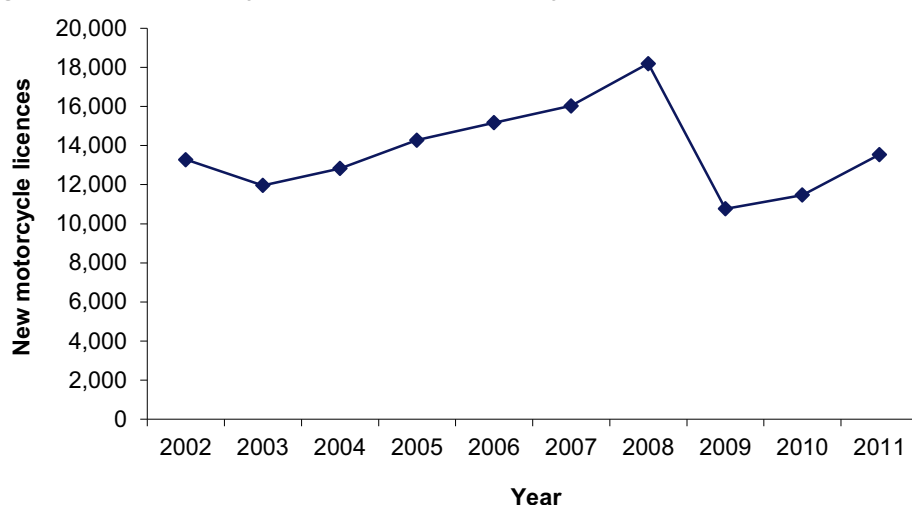
<sup>10</sup> 3.69 per cent if calculated as a percentage of all vehicles, when trailers are included (TMR, *Submission No. 34*, p.4).

### 2.1.2 Licences

In recent years, the number of motorcycle licences issued in Australia has significantly increased<sup>11</sup> - a trend that is also mirrored in Queensland. TMR has advised the committee that in Queensland the number of new motorcycle licences issued each year increased from 2003 to 2008, followed by a sudden decline in new licences in 2009, before returning to the same rate of growth experienced ten years ago (see Figure 2 below). A comparison of motorcycle licences to class C (light passenger vehicle) licences during the period 2003 to 2012, shows the number of motorcycle licences on record increased by 28.6 per cent (from 492,926 to 633,835) compared to class C licences which increased by a slightly higher 31.1 per cent (from 2,117,550 to 3,774,982).

TMR has advised the committee that the drop in motorcycle licences in 2009 reflects a change in government policy from 1 July 2008, where it became mandatory to hold an intermediate (class RE) licence for 12 months and pass a further examination before progressing to an unrestricted (class R) licence. This policy change resulted in a drop in the number of class R licences issued.

**Figure 2: New motorcycle licences issued each year in Queensland, 2002 to 2011**



**Source:** TMR, Submission No. 34, p.5 (TMR TRAILS database, rqc17159).

### 2.1.3 Vehicle kilometres travelled (VKT)

Along with the increase in licensed motorcycle riders and registered motorcycles, it is important to note that in Australia, over the last 20 years, there has also been a 36 per cent rise in the annual distances travelled by motorcycles.<sup>12</sup> Within Queensland it is estimated that VKT for motorcycles increased by 52 per cent (from 517 to 787 million kilometres) between 2004 and 2010.<sup>13</sup> This is in comparison to the estimated 18 per cent increase in light passenger vehicle VKT during the same period.

<sup>11</sup> Department of Transport, *Motorcycle Graduated Rider Training and Licensing – Discussion Paper*, April 2010, Western Australia (Referenced in TMR, Submission No. 34, p.4).

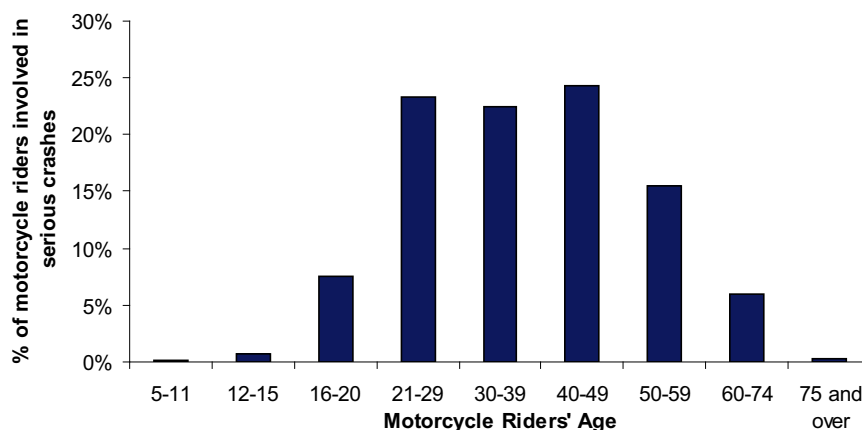
<sup>12</sup> Department of Infrastructure, and Transport, Bureau of Infrastructure, Transport and Regional Economics, *Fatal road crashes in Australia in the 1990s and 2000s: Crash type and major factors*, 2011, Canberra, ACT (Referenced in TMR, Submission No. 34, p.5).

<sup>13</sup> ABS Cat. No. 9208.0, *Survey of Motor Vehicle Use Australia*, 19 September 2004; and ABS Cat. No. 9208.0, *Survey of Motor Vehicle Use Australia*, 23 August 2011 (Referenced in TMR, Submission No. 34, p.6).

## 2.2 Crash involvement - motorcyclists

Motorcycle riders involved in serious crashes are almost always male (92.5 per cent where gender is known). As shown in Figure 3, between 2008 and 2011, the greatest percentage of riders involved in serious crashes are those aged between 40 and 49 years old (24.3 per cent), followed closely by those aged 21 to 29 years old (23.3 per cent).

**Figure 3: Percentage of motorcycle riders involved in serious crashes by age, 2008-2011**



*Source: TMR, Submission No. 34, p.17 (TMR RoadCrash database, rqc 17187).*

Of motorcycle riders involved in serious crashes, 80 per cent have an open licence at the time of the crash. 12 per cent of riders involved in a serious crash are unlicensed, 4.5 per cent have a provisional licence, and 2.6 per cent have a learner licence.

The most common circumstance of serious crashes involving a motorcycle is colliding with another vehicle at an angle (31.6 per cent) followed by motorcyclists falling from their motorcycle (25.9 per cent) and hitting an object (18.5 per cent).

For the period between 2008 and 2011, TMR calculated that the key contributing factors attributed to motorcycle riders in single-vehicle fatal crashes were speeding (43.9 per cent), drink driving (illegal Blood Alcohol Concentration (BAC) (35.2 per cent) and/or other alcohol or drug use (8 per cent).<sup>14</sup>

There is a higher risk of injury and death when riding a motorcycle compared to driving a car due to the unprotected nature of riding. Between 2002 and 2009, 54.6 per cent of crashes involving a motorcycle resulted in a serious casualty (fatality or hospitalisation) in contrast to 20.39 per cent of crashes involving light passenger vehicles (not involving motorcycles).

### 2.2.1 Motorcycle riders involved in serious crashes

TMR reported a decrease in the overall Queensland road toll of 18.5 per cent (from 330 to 269) for the period 2005 to 2011. In the same period, motorcycle rider and pillion fatalities decreased by 29.7 per cent (from 64 to 45). Whilst this is encouraging, motorcyclists as a percentage of the overall road toll, have remained relatively stable since 2005, at between 16-20 per cent. Motorcyclists remain vastly overrepresented in the road toll considering their percentage of all motorised vehicles (3.5-4.5 per cent over the same period).

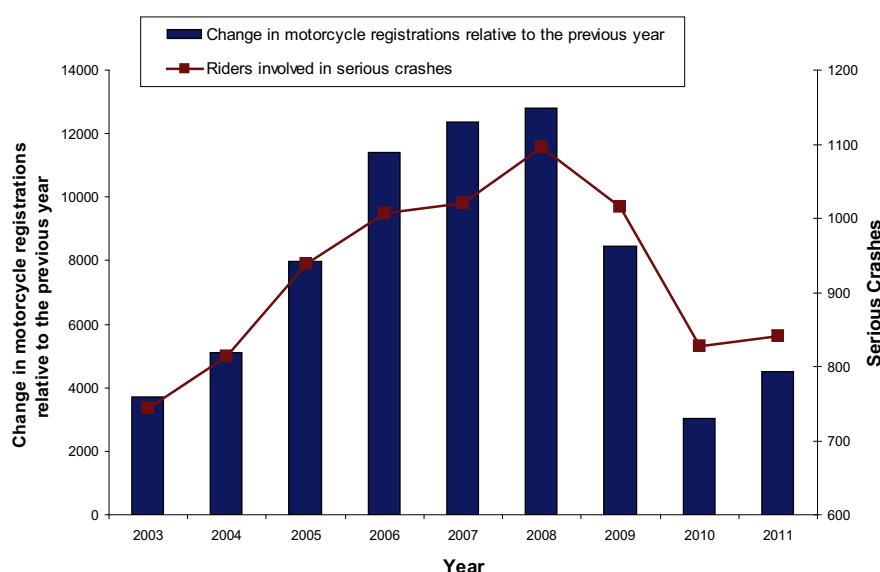
The committee notes that it is statistically more valid to use the number of motorcycle riders involved in fatal crashes per 10,000 motorcycles on register than using the number of motorcycle fatalities per motorcycle licence because the number of motorcycle licences on record far exceeds

<sup>14</sup> TMR, Submission No. 34, pp.16-17.

the number of registered motorcycles and does not accurately reflect the number of people riding motorcycles.<sup>15</sup> Using this approach, fatality rates per registered vehicle for motorcyclists in Queensland have been on a downward trend since 2007. In 2011, there were 3.02 riders per 10,000 registered motorcycles involved in fatal crashes, which was below the national average (3.39 fatalities) for the first time since 2001.<sup>16</sup>

TMR analysed data for motorcycle registrations between 2002 and 2009 compared with motorcycle riders involved in serious crashes. The data points to a correlation between the number of motorcycle riders involved in serious crashes and the change in motorcycle registrations relative to the previous year. It appears that when motorcycle registrations increased significantly (e.g. between 2002 and 2006) the number of motorcycle riders involved in serious crashes also increased. In years when motorcycle registrations increased at a slower rate (e.g. 2008 to 2011), the number of motorcycle riders involved in serious crashes actually decreased.<sup>17</sup>

**Figure 4: Comparing the change in motorcycle registrations relative to the previous year with motorcycle riders involved in serious crashes, 2003-2011**



Source: TMR, Submission No. 34, p.14 (TMR RoadCrash database, rqc 17159).

### 2.2.2 Crash involvement for novice riders

The committee sought more information on how novice riders in Queensland fared in relation to crashes. To clarify, the term 'novice riders' does not necessarily mean 'young' riders as the average age at the time of obtaining a learner licence was 33 years old.<sup>18</sup> Research shows novice riders are

<sup>15</sup> This is based on the fact that there is more than four times as many motorcycle licence holders in Queensland compared to registered motorcycles and that a key contributing factor to this disparity is that holders of a dual motorcycle and car licence in Queensland are not required to renew each licence classification separately. For licence holders with multiple classes this means they continue to renew their motorcycle licence even though they may not own, or be a current rider of, a motorcycle. (TMR, Submission No. 34, p. 5; and CAARS-Q, Submission No. 33, p. 5).

<sup>16</sup> CAARS-Q, Submission No. 33, p. 5.

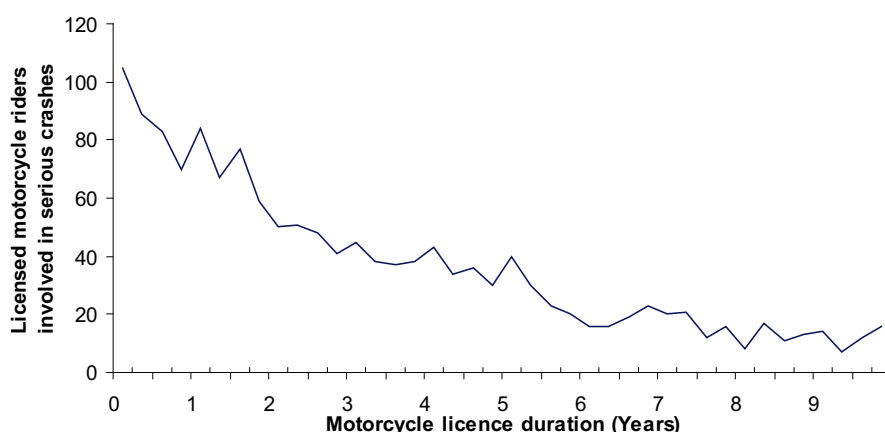
<sup>17</sup> TMR, Submission No. 34, pp. 13-14.

<sup>18</sup> Based on analysis of crash and licensing data from 1 July 2008 to 30 June 2009 – range 18-71yrs by N. Haworth, P. Rowden, and A. Schramm, 2010, *Motorcycle Rider Safety Project; Analysis of crash and licensing data for learner motorcyclists*, CAARS-Q report to TMR, August 2012 (Referenced in TMR, Submission No. 34, p. 19).

particularly at risk because of their inexperience.<sup>19</sup> It is also apparent that motorcycle riders in their first years of riding are involved in more crashes than riders with more years of riding experience.<sup>20</sup>

Figure 5 below shows the number of licensed riders involved in serious crashes by years of licensure. It shows motorcycle riders have a high crash risk in their first years of riding, regardless of their age. The data shows riders involved in serious crashes per quarter and provides evidence that the risk of involvement in a serious crash is greatest in the first three years of licensed riding and that the risk decreases for each year thereafter before reaching a plateau by about the eighth year of licensure.

**Figure 5: Years after licensed riders involved in serious crashes, Queensland 2008-2011**



**Source:** TMR Submission No. 34, p. 19 (TMR RoadCrash database, rqc 17177).

**Note:** Not all motorcyclists will progress from an intermediate (class RE) licence to an unrestricted licence (class R) (riders who obtained their licence prior to 1 July 2008 had the option of obtaining an unrestricted (class R) licence without ever having held an intermediate (class RE) licence. Riders who obtain an intermediate (class RE) licence may be satisfied with this and never sit a test for an unrestricted (class R) licence). For this reason it was not appropriate to separate intermediate and unrestricted licence holders in figure 5 above. Riders have not been separated by licence class (open, provisional, learner, etc.) due to the small numbers of riders in serious crashes.<sup>21</sup>

### 2.3 Recent improvements to the motorcycle licensing process in Queensland

A number of reviews, research projects and evaluations<sup>22</sup> have been conducted over the past five years to identify and assess improvements to Queensland's motorcycle licensing process. As a consequence, the Queensland Government has introduced additional restrictions and made improvements to the staged progression of the motorcycle licensing process. TMR has provided the committee with a list of key changes made over the last five years. These include:<sup>23</sup>

Additional restrictions:

- Since July 2010, the following licence holders are now required to comply with the no alcohol limit (zero BAC) while riding a motorcycle, regardless of age:
  - all motorcycle learner, provisional and probationary licence holders
  - all class RE motorcycle open licence holders for the first 12 months of holding their class RE licence

<sup>19</sup> A. McKnight and S. McKnight, *Young drivers: careless or clueless? Accident Analysis and Prevention*, 2003, 35, 231 – 235 (Referenced in TMR, Submission No. 34, p.19).

<sup>20</sup> N. Haworth and A. Nielson, *Motor scooters and mopeds: Are increasing sales translating into increasing crashes?* Transportation Research Board: Journal of the Transportation Research Board, 2008, 2074 (Referenced in TMR, Submission No. 34, p.19).

<sup>21</sup> TMR, Submission No 34, p.19.

<sup>22</sup> TMR's submission details its previous evaluations and reviews of Queensland's motorcycle training and assessment (Submission No. 34, pp.42-44).

<sup>23</sup> TMR, Submission No. 34, pp.32-33.

- all class RE motorcycle open licence holders learning to ride a class R motorcycle under the authority of their class RE licence.
- From July 2009:
  - the Learner Approved Motorcycle (LAM) Scheme<sup>24</sup> was introduced to replace the 250mL engine capacity restriction
  - it has been a requirement for P1 and P2 car licence holders to display either a red or green P-plate respectively on their motorcycle and
  - learner riders have been restricted from carrying pillion passengers.

Enhanced staged progression:

- Since July 2008, a person must have held a class RE motorcycle licence (P1, P2 or Open) for at least 12 months before learning to ride a class R motorcycle and
- From July 2007, a person must have held a provisional or open licence of another class for at least one year in the last five years prior to being eligible to apply for a motorcycle learner licence.

## 2.4 CARRS-Q Report

At the public hearing, TMR advised the committee of the recent CARRS-Q Motorcycle Rider Safety Research (MRSR) report, which identifies new evidence on how to achieve further reductions in road trauma. In 2009, TMR appointed CARRS-Q to provide a three-year program of Road Safety Research Services for Motorcycle Rider Safety. CARRS-Q has evaluated certain components of Q-Ride in the light of developments in literature/best practice, including an examination of previous review recommendations and their implementation and also a review of existing Q-Ride competencies and assessment processes including the Consistent Assessment Process (CAP).

Specifically, the research identified further aspects that could be added to Q-Ride to ensure training provides a basis for safe riding in the traffic environment once licensed. Specifically, CARRS-Q identified that Q-Ride may benefit from a more detailed focus on developing competencies regarding hazard perception, progression to on-road riding and developing road craft skills through on-road experience in a range of situations, and attitudes to risk taking.<sup>25</sup>

The committee notes that the CARRS-Q submission to the Inquiry is primarily informed by its three year program of Road Safety Research Services for Motorcycle Rider Safety.

## 2.5 Current motorcycle licensing process in Queensland

In Queensland, there are two motorcycle licence classes: Class RE (restricted to riding approved motorcycles only) and Class R (unrestricted licence). The following section details the current process for getting a motorcycle licence in Queensland, including the relevant eligibility criteria and various stages of training and testing.

### 2.5.1 Learner phase (class RE learner licence)

Before applying for a learner licence the following pre-requisites must be satisfied:

- a P1, P2 or open licence of another class (e.g. car) must be held for at least one year in the last five years

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<sup>24</sup> Under the LAM Scheme class RE motorcycle licence holders can only ride a learner approved motorcycle. A learner approved motorcycle is a production motorcycle that is fitted with an electric motor, or has an internal combustion engine with a capacity of not more than 660mL, and: a power-to-weight ratio that does not exceed 150 kW/t; has not been modified other than for an allowable modification; and is included on the LAM Scheme list of approved motorcycles.

A LAM indicator is included on the registration label of learner approved motorcycles. (TMR web page: <http://www.tmr.qld.gov.au/Safety/Motorcycle-safety/Learner-Approved-Motorcycle-Scheme.aspx>, accessed 19/09/2012.)

<sup>25</sup> TMR, *Submission No. 34*, p.43.

- pass an eyesight test, if required
- declaration they are medically fit to learn to ride vehicle motorcycle and
- pass the TMR theory test (motorcycle specific).

Once a person holds a motorcycle learner licence, they can commence learning to ride a motorcycle that is approved by the Learner Approved Motorcycle (LAM) scheme. That is, motorcycles with an engine capacity up to 660 millilitres (mL), which do not exceed a power-to-weight ratio of 150 kilowatts per tonne (Kw/t), and are approved by TMR.

While riding under the authority of a class RE learner licence, a person must:

- maintain zero BAC
- display an L-plate on the rear of the motorcycle or wear a vest clearly displaying a black capital 'L' on a yellow background
- keep their learner licence with them at all times
- not carry any passengers unless they are seated in a sidecar attached to the motorcycle and
- be supervised by a person who holds, and has held, an open licence for the same class of motorcycle, for at least one year.

### 2.5.2 Intermediate phase (class RE licence)

To progress to the intermediate phase, a person must either:

- a) hold their learner licence for six months and successfully pass a Q-SAFE assessment or
- b) complete a Q-Ride course and assessment process (no minimum learner licence period required).

Upon successful completion of a Q-SAFE test or a Q-Ride training course and/or assessment, a rider progresses to a class RE licence.

While riding under the authority of a class RE licence, a person must:

- maintain zero BAC for the first 12 months
- not carry any pillion passengers for the first 12 months
- ride only LAM scheme approved motorcycles and
- comply with any other conditions relating to their 'type' of licence.

Riders may choose to remain on the class RE licence indefinitely if they do not wish to apply for an unrestricted class R licence.<sup>26</sup>

### 2.5.3 Unrestricted licence (class R)

After holding a class RE licence for 12 months, riders are automatically authorised to start learning to ride a class R motorcycle (a registered motorcycle of any capacity or power output). There is no minimum learner period required before being assessed for a class R licence.

While learning to ride a class R motorcycle, a rider must:

- maintain zero BAC
- display an L-plate on the rear of the motorcycle or wear a vest clearly displaying a black capital 'L' on a yellow background
- not carry any passengers unless they are seated in the sidecar attached to the motorcycle and
- be supervised by a person who holds, and has held, an open licence for the same class of motorcycle, for at least one year.

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<sup>26</sup> In 2002, there were 3.5 times more class R licences issued than class RE licences. The change in policy in 2008 that removed the direct progression from class RE (learner) to class R saw a sharp decrease in total new licences issued. The issue of new class RE licences have increased significantly since 2007, after remaining relatively stable from 2002 to 2007. In 2011, there were almost 3.5 times more class RE licences issued than class R licences, reversing the trend of 10 years earlier (TMR, *Submission No. 34*, p.31).

To progress from a class RE licence to a class R licence, a person must successfully complete another Q-Ride training course and/or assessment or Q-SAFE a test.

While riding under the authority of a class R licence, a person must:

- not carry any pillion passengers for the first 12 months unless riding on a motorcycle which is LAM scheme approved and
- comply with any other conditions relating to their 'type' of licence.

Queensland's motorcycle licence is not separate from a car or other class of licence, and therefore restrictions that apply to the other class of licence also apply when riding a motorcycle. For example, if the person holds a P2 type car licence, they must display a green P-plate when riding a motorcycle.

In addition to the restrictions applied to the type of licence held, Queensland's motorcycle licensing system includes unique motorcycle phases and restrictions. That is, a novice motorcyclist progresses through a number of stages during which restrictions are progressively removed until the rider reaches the unrestricted licence phase. The restrictions applied to a motorcyclist will be dependent upon the 'type' and 'class' of licence held.

#### 2.5.4 Rider training and assessment options

To obtain a class RE licence, a rider has to progress through one of two paths:

- Q-Ride, a competency based training course and/or assessment program or
- TMR's Q-SAFE practical test.

Q-SAFE, which was introduced in the late nineties, requires the RE learner to hold a learner licence for a minimum of six months before undertaking the Q-SAFE practical test, which is an error-based test. Q-SAFE does not require riders to undertake training, however, during the six months riders can undertake supervised practice. After six months, riders can book a Q-SAFE practical test. Participants undertake an on-road assessment riding a LAM scheme motorcycle, which is conducted by TMR driving examiners. A critical error means instant failure of the test.<sup>27</sup>

Q-Ride was formally introduced in 2003 by TMR as a permanent alternative method of motorcycle licensing following a two-year trial. Q-Ride is a competency-based training and assessment program, administered by Q-Ride registered service providers which employ Accredited Rider Trainers to conduct training and assess riders in accordance with the Q-Ride competency standards set by TMR. Unlike the Q-SAFE approach, there is no minimum learner licence period as competency based training by definition requires that students progress at their own individual pace through the various competencies and demonstrates competency of each task before progressing to the next.

During the Q-Ride training course and/or assessment process a rider is required to demonstrate their competency in riding a LAM scheme motorcycle before they can move forward to the next stage of licensing.<sup>28</sup>

Key differences of the two motorcycle licensing schemes include:

- the costs to the licence applicant
- the assessment process conducted for Q-SAFE and Q-Ride and
- a minimum learner period for Q-SAFE compared to the competency based Q-Ride system.<sup>29</sup>

The following table sets out the current motorcycle rider licensing process in Queensland.

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<sup>27</sup> Dr. G. Fraine, TMR, *Hansard transcript, Public Briefing*, 20 June 2012, pp.4-5.

<sup>28</sup> Dr. G. Fraine, TMR, *Hansard transcript, Public Briefing*, 20 June 2012, pp.4-5.

<sup>29</sup> CARRS-Q, *Submission No. 33*, p.7.

**Table 1: The current motorcycle rider licensing process in Queensland**

	Current Licence Process		Licence conditions and restrictions
	Q-SAFE	Q-Ride	
Pre-learner period	<div>Complete rider knowledge test</div>	<div>Complete rider knowledge test</div>	Prior to applying for a motorcycle learner licence, applicant must hold their car (Provisional or Open) licence for a minimum of 12 months.
Learner period	<div>Issue learner licence</div> <div>Minimum 6 months</div> <div>Q-SAFE practical test Class RE</div>	<div>Issue learner licence</div> <div>No minimum period</div> <div>Q-RIDE training and assessment - Class RE</div>	* Be supervised by a person who holds, and has held, an open motorcycle licence for at least one year * No maximum validity * Must display L plate * LAMS restriction * Zero blood/breath alcohol concentration (BAC) * No pillion passengers (including a supervisor)
	<div>Issue licence Class RE</div>	<div>Issue licence Class RE</div>	* Hold licence for a minimum period of 12 months * LAMS restriction * No pillion passengers for first 12 months * Provisional licence holders must display P1/P2 plates # * Zero blood/breath alcohol concentration (BAC) for first 12 months
Class RE	After holding a valid class RE licence for 12 continuous months, conditions and restrictions (apart from LAMS and provisional restrictions) are removed from the licence. Riders can continue to ride on their class RE licence, alternatively riders are also permitted to begin learning on non-LAMS motorcycles, under learner conditions and restrictions of a class R licence.		
Class R	<div>Q-SAFE practical test Class R</div>	<div>Q-RIDE training and assessment- Class R</div>	(Class R learner period only) * Be supervised by a person who holds, and has held, an open class R licence for at least one year * No maximum validity * Must display L plate * Zero blood/breath alcohol concentration (BAC) * No pillion passengers (including a supervisor)
	<div>Issue licence Class R</div>	<div>Issue licence Class R</div>	* Provisional licence holders must display P1/P2 plates # * No pillion passengers for first 12 months
# Whether a person receives a provisional or open motorcycle licence is based on what type of car (class C) licence they hold. If a person holds a provisional (P1 or P2) car licence they will receive a provisional (P1 or P2) motorcycle licence. The provisional licence will last as long as the remaining provisional period of the car licence. If a person holds an open car licence they will be granted an open motorcycle licence. There are no further specific motorcycle restrictions associated with a provisional licence. <b>Note:</b> class RE licence - restricted to LAMS approved motorcycles, class R licence - any registered motorcycle			

Source: TMR, Submission No. 34, Attachment 3 – The Queensland motorcycle licensing process.

## 2.6 Jurisdictional comparison

In 2005, Monash University Accident Research Centre (MUARC) undertook a review of motorcycle licensing and training in Australia against the best practice for motorcycle rider training and suggested a model for motorcycle licensing and training that would be most applicable in Australia.<sup>30</sup>

This review of worldwide literature concluded that in most jurisdictions, the motorcycle licensing system is similar to that for car drivers with similar stages (learner, provisional and open licence) and similar minimum ages and duration for these stages. Restrictions for these stages were similar to car licenses (e.g. zero BAC and speed limit restrictions) but there were some additional restrictions such as engine capacity or power to weight restrictions and restrictions on carrying pillion passengers. Some licensing systems include compulsory training, while others have high rates of voluntary uptake of training.<sup>31</sup>

There is no uniform approach to motorcycle licensing throughout Australia. TMR provided the committee with a jurisdictional comparison of motorcycle licensing in Australian states and territories, including minimum tenure periods, styles of training and assessment and restrictions. A jurisdictional analysis table showing licensing in Australian states and territories is at Appendix D. Key points of variation as well as commonalities of Australian jurisdictions for the learner, intermediate and unrestricted stage are summarised below.<sup>32</sup>

### 2.6.1 Learner phase

All jurisdictions (except Queensland (i.e. Q-Ride) and WA) require the applicant to pass a practical riding test. NSW, the Australian Capital Territory (ACT), Tasmania, South Australia (SA), and the Northern Territory (NT) require the rider to complete compulsory training before their practical assessment.

The minimum age to obtain a learner licence varies from 16 years in SA, WA and NT, through to 18 years of age in Victoria and Queensland.

A number of conditions are common among jurisdictions for those learning to ride a motorcycle. These include riding approved motorcycles (similar to that of Queensland), that satisfy a power-to-weight ratio and upper engine capacity restriction. The exception to this is the ACT which does not apply the upper engine capacity limit and WA which applies a 250cc engine capacity limit and no power-to-weight restriction. Learner riders in all Australian jurisdictions must observe a zero BAC limit, regardless of age.

There are variations between jurisdictions in relation to restrictions on carrying pillion passengers. In SA, Tasmania and WA, fully licensed riders may ride as a pillion while instructing the learner, whereas in NSW, Victoria and Queensland learners are not allowed to carry passengers. Some jurisdictions also require learners to travel at speeds that are lower than the general speed limit in certain speed zones.

The required learner licence tenure period varies from three months in NSW and ACT to 12 months in SA.

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<sup>30</sup> N. Haworth and C. Mulvihill, Monash University Accident Research Centre, *Review of Motorcycle Licensing and Training*, Report No. 240, June 2005, p.75.

<sup>31</sup> N. Haworth and C. Mulvihill, Monash University Accident Research Centre, *Review of Motorcycle Licensing and Training*, Report No. 240, June 2005, p.75.

<sup>32</sup> Unless otherwise referenced, the section on jurisdictional comparison reflects the information provided by TMR, *Submission No. 34*, pp. 33-34.

### 2.6.2 *Intermediate phase (in Queensland this is the RE licence phase)*

Progression to the intermediate licence phase occurs between 16.5 years of age in the NT and 18.25 years of age in Victoria. Methods of training and assessment vary across jurisdictions prior to reaching the intermediate phase.

Several conditions are common to each jurisdiction for riders in the intermediate licence phase. These include the requirement for riders to display a “P” plate when riding (if required by their type of licence) and compliance with only riding certain motorcycles.

There are also differences between jurisdictions relating to carriage of pillion passengers and travelling at speeds below the posted speed limit. In SA, speeding 10km/h over the limit triggers an additional offence. In WA, riders must not ride between 10pm and 5am for the first six months of their intermediate licence.

### 2.6.3 *Unrestricted licence*

Progression to an unrestricted licence varies between jurisdictions based on either the completion of a minimum licence tenure period and/or practical rider assessment. For example in the ACT, Victoria, Tasmania, the NT and SA motorcycle specific restrictions expire after a set time period and the person effectively progresses to the final stage of the motorcycle Graduated Licensing System (GLS). Whereas in WA (similar to QLD) an intermediate licence holder is required to complete an additional practical rider assessment to progress to an unrestricted licence.

#### **Committee comment**

The committee recognises that motorcycles are a growing part of Queensland’s transport future and an increasingly popular mode of transport and recreational activity which has seen an increase in licensed motorcycle riders, registered motorcycles and, subsequently, in the vehicle kilometres travelled.

The committee is encouraged by the fact that there is a declining trend in motorcycle rider involvement in fatal and serious injury crashes in comparison to the number of registered motorcycles.

The committee is also encouraged that Queensland’s motorcycle licensing system includes many of the best practices identified by MUARC and believes the system compares very well to licensing systems in other Australian states and territories.

The committee appreciates that there has been continuous road safety improvements made in Queensland over the last 30 years and that this has resulted in an overall downward trend in the road toll. However, the committee notes the additional vulnerability of motorcyclists and is conscious of the seriousness of the issues associated with road trauma and the immense personal, social, economic and health costs it imposes on the Queensland community.

Despite significant improvements in Queensland’s motorcycling licensing process over the last decade, the committee recognises that the risk of injury and death for motorcyclists remains high and the potential outcomes of any failure on the part of the motorcycle rider are severe.

For these reasons, the committee believes there is scope for further improvement in Queensland’s motorcycle licensing process and recommends some enhancements to the licensing process that it believes will provide safety benefits to motorcyclists but will not significantly increase regulatory burden or cost.

### 3 Key observations from inquiry evidence

#### 3.1 Overview of evidence received

During the inquiry process, the committee consulted with a broad range of stakeholders and received evidence on issues associated with the current licensing process in Queensland. Stakeholders included: Q-Ride registered service providers; motorcycle peak bodies; state, territory and commonwealth government ministers; the community; and key research organisations.

The committee canvassed a variety of issues on motorcycling licensing in Queensland, including: general training, test and licensing issues, efficacy of Q-Ride and Q-SAFE, recognition of prior learning, registered service providers training, uniform training assessment processes, motorcycle safety and awareness, returning riders, improving road maintenance, high visibility, protective clothing, unlicensed motorcycle riders, log books for learners, an evidence-based motorcycle GLS, conflicts between sales and training outcomes, requirement to have professional indemnity insurance for Q-Ride registered service providers, separation of the bodies that train and test motorcyclists, and the adoption of the agreed recommendations made by the former Parliamentary Travelsafe Committee's inquiry in 2007.

The committee received evidence through a submission process and through a public briefing and hearing process which enabled the committee to examine a wide variety of issues and views from stakeholders. Views on the current system ranged widely from unqualified support for the current licensing system, such as:

*Motorcycling Queensland believes that in a state with the size and population distribution of Queensland, the provision of the Q-Ride and Q-Safe programs offer viable rider training and assessment options for all Queenslanders and should be maintained. The anecdotal reports which we receive from participants or trainers within the Q-Ride program indicate to us that the program adequately meets to needs of riders wishing to learn the skills of motorcycling within reasonable time, location and financial constraints. The comments and statistics provided to the Parliamentary Committee by CARRS-Q and MRAQ [Motorcycle Riders Association of Queensland] also demonstrate the success of the Q-Ride and Q-Safe programs in reducing the number of motorcycle fatalities compared with the number of motorcycles registered in Queensland.<sup>33</sup>*

to, at the other end of the spectrum where there is a significant level of concern, for example:

*How has it come about that the Department of Transport lost the power to test for motorcycle licences? As an example, with a new car licence learner driver, you have to present a logbook showing your 100 hours of training to the departmental licensing officer. With the motor[cycle]licensing laws, as they are now, there is no way of checking any instructions and any training or indeed if there has been any of the mentioned. In my opinion the way licences are granted through QRide is bordering on the edge of negligence. I have done research and I have not been able to find anywhere the licensing has been taken away from the State authority and given to a non-government identity.*

*The time and inconsistency with QRide is considered to be wrong.... My son .. received a certificate to obtain his licence after only 5 hours training and had never ridden on a road before. I have also been told by people who have attended the QRide course, that people have fallen off their bike and still received a certificate to obtain their licence. I was contacted by a QRide instructor who says that his novice riders commit themselves to a full two day*

<sup>33</sup> Motorcycling Queensland, *Submission No. 19*, p.1.

*training course and [if] he the instructor is not happy with their progress, they return the following week-end. Yet other Q-Ride agencies only give their novice riders a 5 hour course.<sup>34</sup>*

### 3.1.1 Q-Ride versus Q-SAFE

A review of the evidence provided to the committee shows a significant level of support for the Q-Ride licensing system in contrast to the Q-SAFE program. For example,

Ulysses Club Inc.:

*It is the view of the Ulysses Club Inc. that Queensland is making progress towards achieving an acceptable motorcycle licensing process with Q-Ride. However the same does not apply to Q-Safe. While Q-Safe remains in its current form the Queensland licensing process will never align with the best practice evidence based approaches adopted by the other states.<sup>35</sup>*

Learn2ride:

*Overall, the Q-Rider system is a good product. It is worthwhile, beneficial and available to majority of people across the State at an economical cost...to both people undertaking the course and the State Government. It provides something which Q-Safe cannot provide. Training.<sup>36</sup>*

Ms Dianne Gatward, Q-Ride trainer:

*I have found the Q-Ride Licensing Process to be a thorough way of assessing a student's motorcycling competency. It would have to be considered more conducive to providing a higher level of motorcycling skill and knowledge than the Q-SAFE process.<sup>37</sup>*

Mr Randolph Lagerway:

*Q-Ride training program surpasses any compulsory motorcycle training in place in Canada (had 20 years previous experience in Canada).<sup>38</sup>*

#### Committee comment

The committee would like to acknowledge that based on submissions and other evidence presented to the inquiry there appears to be considerable, overall support for a competency-based licensing system such as Q-Ride.

The committee has noted that the majority of submitters are not supportive of a time-based licensing system such as Q-SAFE but most agree that such a system is required in more remote areas that do not have Q-Ride.

### 3.1.2 Does the current system need improvement?

While there appears to be general support for Q-Ride in contrast to Q-SAFE, there is ample evidence that submitters believe the current system can be improved. For example,

Ulysses Club Inc.:

*Since the introduction of Q-Ride in 2001 there have been some steady refinements and improvements to the Queensland motorcycle licensing process.... It is the view of the Ulysses Club Inc. that the current motorcycle licensing process, particularly as it relates to Q-Ride can be improved further. ... The future improvements of the Q-Ride process should be guided by the results of ongoing road safety research. The Ulysses Club Inc. is aware that there has not*

<sup>34</sup> Ms Lorraine Connolly, Submission No. 43 p.1.

<sup>35</sup> Ulysses Club Inc., Submission No. 25, p.6.

<sup>36</sup> Learn2ride, Submission No. 32, p.6.

<sup>37</sup> Ms Dianne Gatward, Submission No. 6, p.1.

<sup>38</sup> Mr Randolph Lagerway, Submission No. 1, p.1.

*been any very recent research conducted into the licensing processes to measure the effectiveness of the ongoing changes, particularly to Q-Ride. The club expects that, when further research is conducted, it will show a need for greater training emphasis on the acquisition of the higher order hazard prevention skills which are vital to motorcyclist safety.*<sup>39</sup>

Motor Trades Association of Queensland:

*Based on feedback from learners, consultation with stakeholders and other Providers...and the auditing process, overall the [Q-Ride] training and assessment process is of a high standard and further, aligns with a high level of duty of care and proficiency. At the same time, we are of the view that preparatory or initial training to qualify for a Learner's Permit ... and additional training and assessment modules should be developed and introduced.*<sup>40</sup>

CARRS-Q:

*CARRS-Q suggests that the structure of the licensing system should ideally provide motorcyclists with the motivation and opportunity to learn at various stages. The current motorcycle licensing system in Queensland does not adequately accommodate these learning needs.*<sup>41</sup>

Honda Australia:

*...we believe improvements can be made to Q-Ride, but as we don't have the data or relevant experience with Q-Safe, we have not compared their effectiveness. We believe the current Q-Ride system can be improved in a number of areas, and that enhancements in training and licensing are particularly pertinent today, as its predicted there will be approximately 1 Million registered bikes on the roads by 2020.*<sup>42</sup>

#### Committee comment

The committee acknowledges that based on submissions and other evidence presented to the inquiry there appears to be a general view that the safety of motorcycle riders in Queensland could be enhanced by improvements to the current motorcycle licensing process.

### 3.2 Efficacy of Q-Ride and Q-SAFE

Inquiry evidence points to a notable lack of research on the effectiveness of the current Q-Ride and Q-SAFE motorcycle licensing system in Queensland. The committee heard from various stakeholders who pointed out the lack of available *evidence-based* information, which made it difficult for them to comment on the efficacy of the current licensing system.

RACQ:

*.... there has been no formal, publicly released evaluation of the current motorcycle licensing system in Queensland. The Club believes it is necessary to have the current motorcycle licensing system formally evaluated, prior to being able to provide comment on [inquiry terms of reference one and two].*<sup>43</sup>

CARRS-Q:

*CARRS-Q wishes to point out several limitations to addressing the concerns of the Inquiry. Firstly, while a substantial amount of research has been conducted into car driver licensing and training, comparatively little research has been conducted into the safety outcomes of*

<sup>39</sup> Ulysses Club Inc., *Submission No.25*, p.5.

<sup>40</sup> Motor Trades Association of Queensland, *Submission No. 26*, p.12.

<sup>41</sup> CARRS-Q, *Submission No. 33*, p.vi.

<sup>42</sup> Honda Australia, *Submission No.28*, covering letter to the committee.

<sup>43</sup> RACQ, *Submission No. 18*, p.4.

*motorcyclist licensing and training, nationally or internationally. This limits the capacity for robust evidence-based recommendations in regard to motorcycle safety....Additionally, where evaluations into motorcycle licensing and training have been undertaken they suffer from inherent methodological difficulties that constrain the ability to compare 'apples with apples' and for researchers to undertake unbiased comparisons.*<sup>44</sup>

Ulysses Club Inc.:

*[There needs to be]*

- *Increased data gathering, cross referencing and analysis as a means of identifying system weaknesses and enhancements; and*
- *scheduling [of] ongoing and consistent road safety research to validate the effectiveness of the current licensing process and to aid the development of best practice.*<sup>45</sup>

Australian Motorcycle Council:

*Accurate crash data and rider information should be used to determine whether or not the rider attended a Q-Ride program, the company name of the training provider and the individual assessment of competence of the rider. It should also identify those fatally or seriously injured motorcyclists that gained their licence through the Q-SAFE program without training. There is little public information available to the AMC on the ability of the Q-Ride and Q-SAFE training and assessment processes within the Queensland licensing system to produce a desired or intended result. Therefore the AMC is unable to provide any "evidence-based" comment on the efficacy of these programs.*<sup>46</sup>

Honda Australia:

*Qld TMR has introduced a number of changes to the motorcycle licensing system over the last decade or so..... To date we have seen no data to demonstrate how these changes have improved rider safety. Although there has been a substantial decrease in the number of fatalities based on exposure, we don't know whether these measures are in any way, responsible for this improvement.*

*It would be Honda's expectation that current measures are validated to better understand their influence in reducing crashes; and that any new measures under consideration are properly researched, have sound background, and are reviewed after introduction to determine if they have a positive impact.*<sup>47</sup>

#### **Committee comment**

The committee found the lack of research generally, and formal evaluation of the current licensing system, has limited its capacity to report specifically on the terms of reference for the inquiry. The committee agrees there is a need for more accurate and up to date evidence, including crash statistical analysis, extensive market research, rider information, and stakeholder consultation, to determine the effectiveness of Q-Ride licensing process in Queensland and help inform improvements.

<sup>44</sup> CARRS-Q, *Submission No. 33*, p.2.

<sup>45</sup> Ulysses Club Inc., *Submission No. 25*, p.1.

<sup>46</sup> Australian Motorcycle Council, *Submission No. 35*, p.6.

<sup>47</sup> Honda Australia, *Submission No. 28*, p.7.

**Recommendation 1**

**The committee recommends that the Department of Transport and Main Roads:**

- a) commission an independent evaluation to determine the efficacy of the Q-Ride and Q-SAFE motorcycling licensing system and that the findings be publicly released; and**
- b) undertake regular and consistent road safety research to identify and evaluate the benefits of enhancements and changes being made to the motorcycle licensing system.**

Ministerial responsibility: Minister for Transport and Main Roads

The next section of the report examines in more detail the evidence provided to the committee and the reasons why the committee has decided to recommend a number of improvements to Queensland's motorcycling licensing process with a view to increasing the safety of riders.

Given there are two systems of motorcycle licensing in Queensland they have been considered separately by the committee and will be discussed consecutively in this report with Q-Ride being considered first.

## 4 Q-Ride Process

### 4.1 Introduction

The committee is satisfied that evidence provided to the inquiry indicates general support for Q-Ride as a competency-based licensing system but points to a number of improvements that are likely to improve rider safety. While acknowledging the lack of research and formal evaluation limits the committee's ability to review the current system, it is strongly of the view there is sufficient inquiry evidence to substantiate recommendations for a number of specific enhancements to the current Queensland motorcycle licensing system to bring it more in line with best practice standards.

The committee has noted concerns raised about the training and assessment aspects of the Q-Ride licensing process, in particular **concerns** about the lack of pre-learner training and about risk behaviour and hazard perception training. A number of submissions also raised concerns about the safety of returning riders who do not undertake refresher training.

In this section, the committee examines the Q-Ride motorcycle licensing process and proposes improvements that are based on safety outcomes while at the same time minimising regulatory burden and cost.

The committee fully supports all of the existing motorcycle licence conditions and restrictions and is not recommending any changes to these conditions and restrictions.

The committee is proposing a revised process for applying for a motorcycle learner licence. This includes additional requirements at the pre-learner period, including an improved written test, compulsory training/assessment, and initiatives to address concerns of risk taking behaviour and hazard perception. The committee is also recommending additional training/assessment after holding a RE motorcycle licence for at least 6 months.

### 4.2 Rider knowledge test

The committee has reviewed the motorcycle rider knowledge test that must be passed before a rider can obtain a learner licence. The Queensland rider knowledge test has five questions and applicants must correctly answer four of the five questions to pass. The five questions are taken from the road rules.

A number of stakeholders have argued that the number of questions is insufficient to adequately assess a learner's knowledge and that the questions should cover more than just the road rules.

Ms Judith Thomas:

*Currently a prospective motorcyclist needs only to answer five (5) questions successfully to be issued with a renewable learner licence for a motorcycle that allows them to ride on the public road. This limited question set is hardly a serious attempt to evaluate the applicant's knowledge of motorcycle specific issues or address issues of hazard perception.<sup>48</sup>*

Learn2ride:

*The existing 5 question knowledge test does little to prepare someone for safe motorcycling and requires very little effort to pass. The opportunity to increase the learner rider's overall road knowledge should not be lost at this stage. The questions contained within the motorcycle learner test should include road rules but focus more on motorcycle operation processes, road craft, hazard perception and risk management. The Western Australian Department of Transport has a computer based knowledge test covering a range of road*

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<sup>48</sup> Ms Judith Thomas, *Submission No. 24*, p. 2.

*use and motorcycle specific questions which requires a greater level of knowledge than the 5 questions currently asked as the requirement for a Queensland Learner's Licence.*

*Suitable learning material including The Keys to driving in Queensland and The Motorcycle Rider's Guide, which is an excellent resource, should be mandatory resources that need to be referenced in order to pass the test.<sup>49</sup>*

TopRider:

*At least 100 questions on motorcycling alone, taking a holistical view on everything that a motorcyclist must have to survive on our roads. Suggestion to improve Learner permit system for new riders: Increase the number of multiple choice questions (currently 5) ...similar to getting a car learners permit.<sup>50</sup>*

CARRS-Q has suggested another approach would be a computer-based pre-learner training module that could replace the current knowledge test and could be applied in remote areas. CARRS-Q has developed specifications for such a module.<sup>51</sup>

The committee believes there are potential safety outcomes in improving the current rider knowledge test.

## Recommendation 2

**The committee recommends that the Department of Transport and Main Roads review the current rider knowledge test with a view to increasing the number of questions and broadening its scope to include an assessment of knowledge of broader motorcycle skills and attitude.**

Ministerial responsibility: Minister for Transport and Main Roads

## 4.2 Pre-learner training

Pre-learner training aims to ensure a rider obtains a level of basic riding knowledge and skills before obtaining a learner permit and riding on the road. Queensland and WA are the only states that currently do not offer structured pre-learner training as an option or requirement to obtain a learner permit.<sup>52</sup>

To obtain a learner licence, novice riders in Queensland only have to have held their car (Provisional or Open) licence for a minimum of 12 months and complete a rider knowledge test. Once the rider is issued with a learner licence, they progress to the 'learner' period during which they must adhere to particular licence conditions and restrictions. Learner riders must then complete either the requirements of Q-Ride or Q-SAFE to obtain their class RE motorcycle licence.

Analysis of licensing data undertaken by CARRS-Q shows that in Queensland more than 90 per cent of novice riders obtain their licence through Q-Ride<sup>53</sup> which has no minimum learner period and as a result half of new Queensland motorcyclists obtained a licence having held a learner licence for less than 27 days.<sup>54</sup>

Other jurisdictions combine pre-learner training with a minimum learner period. To obtain a learner licence in NSW most applicants will need to undertake rider training which covers the key skills required for riding on the road. They are taught in two stages - mandatory pre-learner and pre-licence training. Applicants must pass a pre-learner training course before being issued with a pre-learner certificate of competence, which is valid for three months. The pre-learner program

<sup>49</sup> Learn2ride, *Submission No. 32*, p. 2.

<sup>50</sup> TopRider, *Submission No. 36*, pp. 33, 36-37.

<sup>51</sup> CARRS-Q, *Submission No. 33*, p. iv.

<sup>52</sup> CARRS-Q, *Submission No. 33*, p. 13.

<sup>53</sup> CARRS-Q, *Submission No. 33*, p. iii

<sup>54</sup> CARRS-Q, *Submission No. 33*, p.14

progressively addresses basic riding skills over two half days. There is no on road training at this stage (riders are not licensed).<sup>55</sup>

A table that sets out specific requirements during the motorcycle learner period for each Australian jurisdiction is included under the 'learner' section of Appendix D. It shows that there is a variation between states in terms of the content, duration, approach and assessment of each program. As summarised by CARRS-Q below:

*Completion of training is mandatory to obtain a motorcycle learner permit in New South Wales, South Australia, Tasmania, and the Australian Capital Territory. Alternatively, structured pre-learner training programs are available and voluntary in Victoria and the Northern Territory. Queensland and Western Australia are the only states that currently do not offer structured pre-learner training as an option or requirement to obtain a learner permit.*<sup>56</sup>

CARRS-Q has undertaken a literature review which suggests that the safety of learner riders is a significant issue and that learner motorcycle licensing systems are not able to provide the level of safety that learner car licensing systems provide.

*For example, several papers by Haworth and Rowden... highlighted key differences between novice motorcyclists and novice car drivers such as age, gender, risks posed by the road environment and other road users, vehicle stability and braking, supervision during the learner period, and the vulnerability to injury in the event of a crash.*<sup>57</sup>

A significant number of submitters have recommended the restructuring the current licensing system to incorporate the introduction of mandatory pre-learner training to provide some level of riding skill and awareness of risks prior to being allowed to ride on the road.

CARRS-Q:

*While the learner period for car drivers presents a low crash risk compared to the provisional licensing stage, the learner period for motorcyclists presents a high crash risk...this also highlights the need to focus more on providing riders with some level of riding skill and awareness of risks prior to being exposed to the on-road environment.*<sup>58</sup>

Ms Judith Thomas:

*On looking at the Queensland system and comparing it to international and other states of Australia, the lack that there appears to be in the Q-Ride system is that missing portion of the pre-learner section. In all our educational streams and in all our workplace streams we take part in orientation to our work and to our training. Even going for a job now, you are expected to fill mandatory training elements in for instance, off the top of my head, child safety, cardiopulmonary resuscitation, fire and safety. These are all elements that we have to complete on a yearly basis, so mandatory training is not foreign to today's adults as people in the workforce. But to ride a motorcycle, which is seen by many of the population to be a dangerous activity, we can go to the Department of Transport, answer five questions and we are good to go. That is the basis of my submission and the improvements that I believe would be helpful to the Queensland system.*<sup>59</sup>

Ms Diane Gatward, Q-Ride trainer:

*I feel the issues truly lay with a lack of Pre Q-Ride training...this should require a minimum of hours...to be under the guidance of a qualified trainer... A motorcyclist has much more to consider when learning, one skill being balance.*<sup>60</sup>

<sup>55</sup> CARRS-Q, Submission No. 33, p. 14.

<sup>56</sup> CARRS-Q, Submission No. 33, p. 13.

<sup>57</sup> CARRS-Q, Submission No. 33, p. 13.

<sup>58</sup> CARRS-Q, Submission No. 33, p. iv.

<sup>59</sup> Ms Judith Thomas, Hansard Transcript, Public Hearing, 22 August 2012, p. 2.

<sup>60</sup> Ms Diane Gatward, Submission No. 6, p. 2.

Mr Bill Howard:

*...all new riders should undergo the equivalent of Q-Ride training in order to obtain their Ls.<sup>61</sup>*

The Motorcycle Rider's Association of Queensland articulates the need for a requirement to show a rider's ability to operate a motorcycle at the time of applying for a learners permit:

*The addition of the ability to show at least very basic understanding of how to operate the vehicle should be added to the process. This addition should include a written type test and the gaining of some minimum vehicle operation ability plus it should be able to provide evidence of the basic understanding of safe vehicle operation. The vehicle operation skills would be expected to be gained and tested in an off road environment.<sup>62</sup>*

RACQ supports the introduction of a pre-learner off-road training and assessment component incorporating basic low-speed motorcycle control and manoeuvring to help ensure new riders learn, and can demonstrate (through competency-based assessment), appropriate basic motorcycle handling skills prior to riding on the road.<sup>63</sup>

TMR advised the committee that a literature review was conducted on issues related to improving the safety of learner motorcyclists and approaches to pre-learner motorcycle programs as part of the research undertaken by CARRS-Q for the MRSR project.<sup>64</sup> The review found that approaches to pre-learner programs are founded within GLS principles and that both Australian and U.S. 'best practice' models incorporate training for learner riders. The review also found that:

*... with the exception of some European programs, motorcyclist pre-learner programs predominantly focus on acquiring vehicle handling skills in relatively safe off road environments... programs vary in their duration and modes of assessment and their mandatory status ... the programs are often associated with restrictions of varying degrees.<sup>65</sup>*

#### **Committee comment**

The committee notes that there is a convincing argument put forward by many submitters, including CARRS-Q, the RACQ, and various motorcycle organisations on the potential benefits of compulsory pre-learner training.

#### **Recommendation 3**

**The committee recommends that the Department of Transport and Main Roads introduce compulsory pre-learner off road training and assessment as part of the Q-Ride training and assessment process in Queensland.**

Ministerial responsibility: Minister for Transport and Main Roads

### **4.3 Higher order skills of hazard perception and risk management**

The committee examined the value of including higher order skills of hazard perception and risk management as part of compulsory Q-Ride training on the basis that:

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<sup>61</sup> Mr Bill Howard, *Submission No. 5*, p. 1.

<sup>62</sup> Motorcycle Riders Association Queensland, *Submission No. 23*, p. 3.

<sup>63</sup> RACQ, *Submission No. 18*, p. 2.

<sup>64</sup> P. Rowden and N. Haworth, *Literature review of issues related to improving the safety of learner motorcyclists and approaches to pre-learner motorcycle programs*, Deliverable 1.1, 2009a - CARRS-Q report to TMR, August 2012 (Referenced in TMR, *Submission No. 34*, pp. 26-27).

<sup>65</sup> TMR, *Submission No. 34*, pp. 26-27.

- hazard perception is important because awareness of the behaviour of other vehicles and the condition of the road surface is critical to riders avoiding potential incidents and
- risk management is also critical as speeding and other forms of risk taking present in mainly single-vehicle motorcycle crashes.<sup>66</sup>

#### 4.3.1 Hazard perception

The term 'hazard perception skills' in road safety is commonly referred to as appropriately identifying and responding to hazards. However, prevention skills are just as important given there is little time to execute an appropriate response after identifying an imminent collision.<sup>67</sup> In terms of best practice in training, MUARC's review of Motorcycle Licensing and Training highlights the importance of hazard perception training.<sup>68</sup>

Since 2008, Queensland drivers have been required to complete a Hazard Perception Test when they apply to upgrade from a P1 licence to a P2 licence. There is, however, no requirement for motorcyclists to complete a hazard perception test as part of the motorcycle licensing process and many learner motorcycle riders applied for their car licence prior to the introduction of the car licence hazard perception test.

The committee has noted the support shown by stakeholders for the introduction of a motorcycle specific hazard perception test at the pre-learner and learner training stages of the licensing process, including:

Ulysses Club Inc.:

*...A stronger focus on risk awareness and risk avoidance during pre-learner training ...The development of a motorcycle specific hazard perception module for inclusion in both the Q-Ride and Q-SAFE motorcycle licence training processes.*<sup>69</sup>

Stay Upright Motorcycle Techniques:

*On Road Hazard Perception and Risk Management Training and Assessment: As such should be conducted in a safe environment prior to assessing the higher order skills of Hazard Perception and Risk Management in the real world.*<sup>70</sup>

Honda Australia:

*We believe that riders who are able to recognise and predict hazards before they become a real risk, are better able to deal with these situations when they arise, and less reliant on emergency evasive manoeuvres to get them out of trouble at the last second, or when it is too late.*<sup>71</sup>

The Australian Motorcycle Council recommends that the following three critical skills which are vital to rider safety be afforded much more emphasis and competence in the off-road training phase of the Queensland training curriculum:

- Braking (the number one primary skill for riders)
- Swerving (being able to steer around a hazard) and
- Riding curves (a situation which results in a third of rider fatalities annually).<sup>72</sup>

<sup>66</sup> Prof. Haworth, *Hansard Transcript Public Briefing*, 11 July 2012, pp. 11-12.

<sup>67</sup> N. Haworth, L. Buckley, B. Watson, and M. King, *A review of potential countermeasures for motorcycle and scooter safety across APEC for project: Compendium of best practices on motorcycle and scooter safety*, 2010, APEC Secretariat. Accessed 26/06/2012 from <http://www.carrsq.qut.edu.au/APEC/files/Lit%20review%20final.pdf> (Referenced in TMR, *Submission No. 34*, p. 25).

<sup>68</sup> N. Haworth and C. Mulvihill, MUARC, *Review of Motorcycle Licensing and Training*, Report No. 240, June 2005, pp. 46-53.

<sup>69</sup> Ulysses Club Inc., *Submission No. 25*, p. 1.

<sup>70</sup> Stay Upright Motorcycle Techniques, *Submission No. 30*, p. 3.

<sup>71</sup> Honda Australia, *Submission No.28*, p. 3.

<sup>72</sup> Australian Motorcycle Council, *Submission No. 35*, p. 5.

CARRS-Q also concludes that pre-learner training may be more useful with focussed attention on addressing risk taking and hazard perception as well as riding skills.<sup>73</sup>

#### 4.3.2 Risk taking

Research evidence suggests risk taking is a major contributor to motorcycle crashes in Australia and internationally, and is often reported at higher levels amongst motorcycle riders than that of car drivers.<sup>74</sup> Examples of risk taking for motorcyclists include:

*riding illegally (that is, deliberately ignoring road rules), speeding, non-use of protective clothing, riding impaired by alcohol and/or drugs, performing stunts and riding unlicensed.*<sup>75</sup>

The recent MRSR undertaken by CARRS-Q for TMR, involved a literature review of motorcycle safety interventions that addressed attitudinal and higher order cognitive skills. The review suggests that personality factors might influence propensity for overconfidence and that several personality factors have been linked to motorcyclist risk taking behaviour. For example, a personality type with higher propensity for sensation or thrill seeking is more likely to be attracted to motorcycling, as thrill seeking has been found to be a motivating factor for riding in some riders.<sup>76</sup>

Mr Smith from the Ulysses Club Inc. provided the following insight at the Public Hearing in August:

*One of the problems with people getting into motorcycling is that the big E words get involved, that is, eagerness and egos. If they have a little bit more training just to make them aware about what they are letting themselves in for, and we are not here to try to turn people away from motorcycling, but it just might help them understand the risks and the hazards that they are likely to come across on the road. It is not always the motorcyclist who is at fault or presents that risk or hazard, but if you are aware of it and you avoid it there is a better chance that you will survive the day.*<sup>77</sup>

Whilst many training programs include hazard perception as a component, CARRS-Q has advised the committee that most of the training courses currently delivered in Queensland and in other jurisdictions have not necessarily formally tried to address the attitudinal or motivational factors that may contribute to risky riding.<sup>78</sup>

The need for more advanced hazard perception training and risk assessment training was a common theme through submissions and evidence provided to the committee. For example:

Ulysses Club Inc.:

*One of the key elements that is probably missing from the training is further hazard perception training or risk assessment training or risk reduction training. I make the point and we make the recommendation that perhaps both systems, the Q-Ride and the Q-Safe systems, could be extended a little more to perhaps contain a module that specifically addresses the hazards of riding a motorcycle.*<sup>79</sup>

In its briefing to the committee, CARRS-Q advised it had conducted a study with the support of the Australian Research Council, TMR and Morgan and Wacker motorcycle training to develop a program as an adjunct to the traditional skills based training which would more specifically focus on the

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<sup>73</sup> CARRS-Q, *Submission No. 33*, p. v.

<sup>74</sup> TMR, *Submission No. 34*, pp. 25.

<sup>75</sup> TMR, *Submission No. 34*, pp. 25-26.

<sup>76</sup> P. Rowden and N. Haworth, *Literature review of motorcycle safety interventions that address attitudinal and higher order cognitive skills*, Deliverable 3.1, Motorcycle Rider Safety Project, 2009, TMR (Referenced in TMR, *Submission No. 34*, p. 26).

<sup>77</sup> Mr Smith, Ulysses Club Inc., *Hansard Transcript, Public Hearing*, 22 August 2012, p. 9.

<sup>78</sup> Prof. Watson, CARRS-Q, *Hansard Transcript, Public Briefing*, 11 July 2012, p. 11.

<sup>79</sup> Mr Smith, Ulysses Club Inc., *Hansard Transcript, Public Hearing*, 22 August 2012, p. 8.

psychological and social factors contributing to risk-taking. Professor Watson explained that the trial 'Three Steps to Safer Riding' program is a classroom based intervention to address psychosocial influences on risky riding before, during and after training. Further, the results of the trial program included:

*....As I have said, we trialled this program. It was as an adjunct to the traditional Q-Ride course. ... Thus far we have got some encouraging results. We have been able to show improvements in rider attitude after undertaking our pilot program which...was mainly focused on group discussion and getting riders to self-reflect on their motives for riding. .... With the support of TMR we are going to be able to track the crash and offence histories of riders who have undertaken the program relative to a comparison group. We are in the process of conducting that research now. I cannot say that we have definitively shown that a program like this can work, but certainly we have some encouraging results. Certainly from our point of view it does appear feasible to implement what we call a brief intervention to augment the traditional skills based training to focus more on these motivational and attitudinal factors contributing to risk-taking.<sup>80</sup>*

A number of submissions support the introduction of this type of program. For example, the RACQ supports "inclusion of motivational and attitudinal components in the off-road training and assessment component for learner drivers".<sup>81</sup>

TMR has advised the committee that based on evidence identified in the MRSR report, it will consider the development of hazard perception testing and attitude towards risk training into either the training or the testing process.<sup>82</sup>

#### **Committee comment**

The committee agrees that hazard perception and risk behaviour training has the potential to produce safety benefits and contribute to improving the effectiveness of Q-Ride program at all stages of the licensing process. It is encouraged to hear about the results of the trial 'Three Steps to Safer Riding' program, particularly as its focus is on addressing factors that contribute to risk-taking.

#### **Recommendation 4**

**The committee recommends that the pre-learner training and assessment (proposed in recommendation 3) incorporate specific risk taking and hazard perception training and assessment as a required component.**

Ministerial responsibility: Minister for Transport and Main Roads

#### **Recommendation 5**

**The committee recommends that the Department of Transport and Main Roads support CARRS-Q to conduct further evaluation of the 'Three Steps to Safer Riding' program with the view to introducing hazard perception testing and attitude towards risk training as an adjunct to the Q-Ride training course and/or assessment.**

Ministerial responsibility: Minister for Transport and Main Roads

<sup>80</sup> Prof. Watson, CARRS-Q, *Hansard Transcript, Public Briefing*, 11 July 2012, pp. 11-12.

<sup>81</sup> RACQ, *Submission No. 18*, p. 2.

<sup>82</sup> Dr. G. Fraine, TMR, *Hansard Transcript, Public Hearing*, 22 August 2012, p. 19.

### 4.3.3 Ride On DVD

The committee is aware there is a *Ride On* motorcycle safety DVD, which is produced by the Australian Transport Safety Bureau (ATSB) and is freely available to view at the ATSB website.<sup>83</sup> The *Ride On* DVD highlights safe motorcycle riding techniques as well as the need to develop mental alertness and self-control.<sup>84</sup> It covers: bike control skills; mental skills to recognise potential harm; and self-control skills. *Ride On* is currently used by various motorcycle trainers.

The committee is of the view that all learner riders would benefit from the information presented in *Ride On* safety video and that it should be included as a compulsory component of the pre-learner training. Comprehension of the material provided in the video should also be formally assessed prior to a learner being allowed to commence learning to ride a motorcycle.

#### Recommendation 6

**The committee recommends the Department of Transport and Main Roads include the *Ride On* DVD as a compulsory component of the proposed pre-learner off road training/assessment process and that there be a formal assessment of comprehension of the material contained in the DVD prior to a learner commencing training on a motorcycle.**

Ministerial responsibility: Minister for Transport and Main Roads

### 4.4. 6 month assessment of riding skills

The committee has considered the need for ongoing training and assessment as a measure to help improve the safety of Queensland's motorcycle riders.

The committee has heard evidence that many learner riders progress through Q-Ride in one day and notes CARRS-Q's suggestion that ideally riders should undertake initial training with a qualified instructor in Q-Ride then practice what has been learnt over time and come back for multiple sessions until the licence competencies are met.<sup>85</sup>

TMR has provided advice that while the length of time spent training under Q-Ride is determined by the respective registered service provider training packages, on average participants train for approximately 10 hours before demonstrating the relevant competencies.<sup>86</sup>

After holding a class RE licence for 12 months, riders in Queensland are automatically authorised to start learning to ride a class R motorcycle (a registered motorcycle of any capacity or power output) and there is no requirement that they undertake further training before being assessed as competent for a class R licence. Also, a significant number of riders choose to remain on an RE licence and therefore undertake no further training or assessment following receipt of their RE licence.

This means they have on average riders licensed through the Q-Ride system received only 10 hours of motorcycle training and some receive training in one session only. The committee's recommendation to introduce a new phase of pre-learner training will go some way to addressing the issue of training being undertaken over a number of sessions.

The committee reviewed a number of submissions that outlined the benefits of ongoing training and assessment. For example,

<sup>83</sup> ATSB web page: [http://www.infrastructure.gov.au/roads/safety/publications/2005/ride\\_on\\_video.aspx](http://www.infrastructure.gov.au/roads/safety/publications/2005/ride_on_video.aspx) (Accessed 17/9/2012).

<sup>84</sup> To clarify, this DVD is not a substitute for personal training by qualified instructors.

<sup>85</sup> Mr Rowden, CARRS-Q, *Hansard transcript, Public Briefing*, 11 July 2012, p. 15.

<sup>86</sup> TMR, *Submission No. 34*, pp. 47-48.

Learn2ride:

*It is understood and known that any new, recently learned skill takes practice, over time, to develop. It is also known that deliberate practice over time increases skill levels and allows people to perform that skill automatically. Individuals are then able to take on more challenging cognitive tasks. We all know that the most vulnerable time for motorcycle riders is the 3 years following the time they obtained their licence.<sup>87</sup>*

The committee supports an additional requirement whereby RE licence holders undergo a further assessment of their basic motorcycle skills by a Q-Ride registered service provider at least 6 months after receiving their RE licence. As a guide, the committee suggest that the assessment take a minimum of one hour.

Further assessment by a Q-Ride registered service provider is an opportunity for a RE licence holder to gauge their level of basic motorcycle skills. Reinforcement of initial learning and consolidation of information over time is consistent with adult learning principles.<sup>88</sup>

As one Q-Ride provider states:

*The licensing level only equips a rider with a basic foundation for on-road riding, the student will then have to get their own experience. We cannot give them this experience, and it is during this time that further assistance will be needed.<sup>89</sup>*

One submitter, who recently lost a close friend in a motorcycle accident, eloquently reflects:

*Can I fault the current licensing system? To be honest, right now, I would love to be able to find something. Give some kind of explanation to why my friend is dead. But I can't. If someone is given the Q-Ride training I was given, obeys the road rules, and rides to the condition of the road, they are well equipped. Only experience will make someone a safer rider.<sup>90</sup>*

#### Committee comment

The committee notes the adult learning principle that learners do learn over a period of time and repeated exposure to the principles will provide a better result.<sup>91</sup> The committee considers that reinforcement of initial learning will improve the effectiveness of Q-Ride licensing process and contribute to further safety outcomes for the motorcyclist.

#### Recommendation 7

**The committee recommends that the Department of Transport and Main Roads introduce an additional requirement for riders to undergo a further assessment of their basic motorcycle skills by a Q-Ride registered service provider at least 6 months after receiving their RE licence.**

Ministerial responsibility: Minister for Transport and Main Roads

The committee has developed the following table which details the additional recommended elements of the Q-Ride motorcycle licensing program (Table 2).

<sup>87</sup> Learn2ride, *Submission No. 32*, p. 3.

<sup>88</sup> Mr Rowden, CARRS-Q, *Hansard transcript, Public Briefing*, 11 July 2012, p. 15.

<sup>89</sup> Ms Dianne Gatward, *Submission No. 6*, p. 3.

<sup>90</sup> Mr Richard Connolly, *Submission No.3*, p. 2.

<sup>91</sup> Stay Upright Motorcycle Techniques, *Submission No. 30*, p. 5.

**Table 2: Q-Ride licensing system in Queensland**

Current process to apply for a licence		Proposed process to apply for a licence	
Stage	Requirement	Stage	Additional requirement
Pre-learner period	<ul style="list-style-type: none"> <li>have held a P1, P2 or open licence of another class for at least one year in the last five years</li> <li>pay the written road rules test fee</li> </ul>	Learner licence application pre-requisite	<i>(Learner licence issued at this stage is provisional and for off-road training only. On-road learning/riding will only be permitted after passing the Q-Ride off road competency based assessment).</i>
Pre on road training	<ul style="list-style-type: none"> <li>pass the written road rules test</li> <li>complete the Driver Licence Application/Renewal form (F3000)</li> <li>show suitable evidence of identity and Queensland residency documents</li> <li>pass an eyesight test, if required</li> <li>declare that you are medically fit to learn to drive the class of motorcycle</li> <li>pay the required learner licence fee</li> </ul>	Pre on road training	<ul style="list-style-type: none"> <li>pass the improved written road rules test</li> <li>watch and be assessed on the Ride On DVD</li> <li>undertake pre-learner off road training and assessment of basic motorcycle skills, hazard perception skills and awareness of risk taking behaviour</li> </ul>
Q-Ride training	<p>To progress to the intermediate phase a person must:</p> <ul style="list-style-type: none"> <li>complete a Q-Ride competency based training program to obtain a Q-Ride Certificate (no minimum learner licence period required).</li> <li>Upon successful completion of a Q-Ride course, a rider progresses to a class RE licence.</li> </ul>	Q-Ride training	
RE licence	Riders may choose to remain on the class RE licence indefinitely without moving to a class R.	RE licence	<ul style="list-style-type: none"> <li>a further assessment of a rider's basic motorcycle skills to be undertaken by a Q-Ride registered service provider at least 6 months after receiving RE licence. (As a guide the assessment to take a minimum of one hour)</li> </ul>
Class R	<p>After holding a class RE licence for 12 months, riders are authorised to start learning to ride a class R motorcycle.</p> <p>To progress from a class RE licence to a class R licence a person must successfully complete another Q-Ride training and /or assessment course. There is no minimum learner period required before progressing to a class R.</p>	Class R	

**Source:** Correspondence from TMR to THLGC, Response on the process to apply for a licence through the Q-Ride licensing system in Queensland, 20 September 2012.

## 5 Q-SAFE

### 5.1 Q-SAFE - a complementary program to Q-Ride

Q-SAFE applicants obtain their RE licence by completing the pre-learner licence prerequisites and then after holding a learners licence for at least 6 months, undertake a practical test. The current process for obtaining a motorcycle licence through Q-SAFE is shown in Table 4.

Only a small percentage of motorcycle riders use the Q-SAFE licensing process. Table 3 shows that over 90 per cent of motorcycle licence endorsements were made by Q-Ride between 2008 and 2011. When broken down to the regions, an even greater percentage of motorcycle licences are endorsed by Q-Ride (approximately 97 per cent in South East Queensland-South and approximately 98 per cent in South East Queensland-North). Within less populated areas, Q-Ride endorsements are still far more common than Q-SAFE endorsements (approximately 86 per cent of Central, 87 per cent of Southern, and 86 per cent of Northern).<sup>92</sup>

**Table 3: Licensing method of new motorcycle licences issued, Queensland 2008 to 2011**

Licensing method	2008	2009	2012	2011
Q-Ride	17,263 (94.90%)	9,844 (91.40%)	10,649 (92.83%)	12,761 (94.24%)
Q-SAFE	928 (5.10%)	926 (8.60%)	822 (7.17%)	780 (5.76%)
<b>Total</b>	<b>18,191</b>	<b>10,770</b>	<b>11,471</b>	<b>13,541</b>

**Source:** Correspondence from TMR to THLGC, Response to questions taken on notice at the public briefing on 20 June 2012, p. 4.

Significant concerns have been raised with the committee about the Q-SAFE system, primarily around its effectiveness, alignment with best practice principles and its accessibility. Examples of these concerns are documented below.

Motorcycle Riders Association of Queensland:

*...we believe that under the current situation where we have two systems of getting a licence, one is a far better system than the other. Q-SAFE is, I guess, akin to the car licensing process or any other licensing process where you pay your money, you get your learner's permit, away you go and sometime later you present yourself for a test. Currently, other than to prove your skills during that test, there does not appear to be any requirement to have evidence that you have gained the necessary skills to ride a motorcycle. That is a worry to us. We do not want to see any licence holders getting onto the road in any sort of vehicle if they do not have a minimum skill set, and even more so because of the inherent dangers in riding a motorcycle. We understand there are reasons for Q-SAFE. Q-Ride does not and realistically cannot exist across the state, so Q-SAFE has its place, but as a single situation we believe that it has quite a few holes in it at the minute.*<sup>93</sup>

*.... It is a worry to be able to present yourself at the end of a six-month learner's process and, as I say, sit a 35-minute test by, potentially, people who do not have a lot of understanding of what is required to do it. If you were looking for a licence out the back of the black stump, then it is going to be the local police officer who does the test. We have no idea whether he has a full understanding of the requirements to safely ride that motorcycle.*

<sup>92</sup> TMR, Submission No. 34, p. 35.

<sup>93</sup> Mr Chris Mearns, Motorcycle Riders Association of Queensland, Hansard transcript, Public Briefing, 11 July 2012, p. 3.

*If the person manages to do the test and does not fall off, I guess they get their licence. It does have its place.*<sup>94</sup>

*...I guess a lot of these types of people would go for QSafe. You would have people who have been riding motorcycles since they were eight years old—kids, particularly out in the bush, who have been mustering cattle and whatever else. By the time they are 18 and able to get their licence they have actually had 10 years' experience and can probably ride better than I can. So it would be fair to say that, if they present themselves on the road for a licence, the only thing that is really going to be a worry is their attitude, because their rider skill set is going to be fairly good as far as controlling a motorcycle—not necessarily as far as road craft, reading the actual road environment. But in terms of riding a motorcycle, you expect that they would have reasonable skills.*

*....The system needs to get to at least a satisfactory level where we can all be happy, for want of a better word, that the minimum requirements have been satisfied. To that end, we are recommending that, firstly, Q-SAFE be particularly looked at in relation to finding a way of better ensuring that the people presenting through that system have evidence of the minimum requirement. As I say, I just cannot believe that a 35-minute test—and that 35 minutes, of course, includes the introduction and a whole lot of process, so the actual test could be anywhere as short as 10 or 15 minutes—can satisfactorily guarantee that the people presenting through it have that minimum skill set.*<sup>95</sup>

The Australian Motorcycle Council:

*...concerning the Q-SAFE program, the AMC fails to understand how a "test or assessment ride" with no training, as under the Q-SAFE program, could ever be considered as having efficacy regarding fatality or serious injury reduction or any efficacy in regard to aligning with best practice, evidence-based adult training or education principles. There are no adult training or educational principles in the Q-SAFE system. Further, the Q-SAFE program does not align with "best practice in Australia" due to the fact that composite "training and licensing systems" operate in all other jurisdictions with the exception of Western Australia. The AMC urges the committee to recommend that Q-SAFE be discontinued.*<sup>96</sup>

CARRS-Q:

*... I think there are some parts where Q-SAFE is necessary, but people going through Q-SAFE in South-East Queensland is maybe not such a good idea.*<sup>97</sup>

Motor Trades Association of Queensland:

*...In relation to pre-licence training off-road for a learners permit, I think it is silly after five questions you can get your learner's permit and then ride on a road with somebody who might be a mate who is qualified in racing or whatever and is giving you the wrong information. I was actually a retired police officer for 30 years and I was in a situation of giving licences to cars and motorcycle riders and it was quite scary when you go out on the road with a new rider, saying, 'Yes, you can have a licence.' There is no training at all, I am just assessing a person. It was very scary and I thoroughly disagree with that. ...Also we agree in improving Q-SAFE to the same assessment as Q-Ride. I understand in isolated centres, where I have also served, you might not have the facility and there are not enough people going for Q-Ride, but it is silly that you can do Q-SAFE for 35 minutes and say yes you have passed or not, where you have to go for hours or days to do Q-Ride and then you are*

<sup>94</sup> Mr Chris Mearns, Motorcycle Riders Association of Queensland, *Hansard Transcript, Public Briefing*, 11 July 2012, p.4.

<sup>95</sup> Mr Chris Mearns, Motorcycle Riders Association of Queensland, *Hansard Transcript, Public Briefing*, 11 July 2012, p.4.

<sup>96</sup> Australian Motorcycle Council, *Submission No.35*, pp.6-7.

<sup>97</sup> Prof. Haworth, CARRS-Q, *Hansard Transcript, Public Briefing*, 11 July 2012, p.15.

*assessed and trained. The input was that Q-SAFE should come up to the same assessing standard as Q-Ride.*<sup>98</sup>

Given the serious concerns being raised about the Q-SAFE program the committee asked the Motor Trades Association of Queensland about the feasibility of Q-Ride being delivered in regional and remote areas.

*...Definitely feasible. As I have said, I have served in Aboriginal missions. I have served in the most remote parts of Queensland. I have issued licences in the most remote parts of Queensland all over Queensland. It is definitely feasible because you go to a school playground and you can set up the cones to do your training. Top Rider, for example, go to a lot of places in Queensland. They fly in to do the training and fly out again. So it is definitely feasible and highly recommended. It is very dangerous when a person gets a licence, as I have said, to ride in a country centre and then they come to Brisbane or any major centre and experience things that they have never seen in the country. So it is definitely feasible and I support it.*<sup>99</sup>

Alternatively, the Ulysses Club Inc. has recommended that:

*The Department of Transport and Main Roads investigates the viability and benefits of rationalizing the use of the Q-Ride and Q-Safe processes by mandating the exclusive use of the Q-Ride training process in those areas which are serviced by Q-Ride service providers.*<sup>100</sup>

#### **Committee comment**

The committee has noted the consistent concerns raised about the Q-SAFE program and has concluded that there are inherent safety risks in such a system. It is the committee's firm preference for riders to get their licence through a Q-Ride competency-based training course rather than through a time-based system with no compulsory formal training such as Q-SAFE.

Nevertheless, the committee is conscious of the difficulties associated with the delivery of Q-Ride training and assessment services in more remote areas and of the distance people from these areas would have to travel should they be required to access Q-Ride training. The committee is therefore satisfied that Q-SAFE should continue to be provided as an alternative licensing system in areas that do not have Q-Ride training available.

The committee has been advised that some Q-Ride trainers provide fly-in fly-out training courses.<sup>101</sup> Accordingly, the committee recommends that TMR direct Q-SAFE licence providers to encourage applicants to enrol in a Q-Ride training course if one becomes available in their area.

#### **Recommendation 8**

**The committee recommends that the Department of Transport and Main Roads restrict Q-SAFE to areas that are not serviced by Q-Ride and that all riders be encouraged to undertake a competency-based training course wherever possible.**

Ministerial responsibility: Minister for Transport and Main Roads

<sup>98</sup> Mr John Peterson, MTAQ, *Hansard Transcript, Public Hearing*, 22 August 2012, p.13.

<sup>99</sup> Mr John Peterson, MTAQ, *Hansard Transcript, Public Hearing*, 22 August 2012, p.16.

<sup>100</sup> Ulysses Club Inc., *Submission No. 25*, p.3.

<sup>101</sup> Mr John Peterson, MTAQ, *Hansard Transcript, Public Hearing*, 22 August 2012, p.16

## 5.2 Proposed enhancements to the Q-SAFE licensing system

While many of the issues discussed in Section 4 on Q-Ride equally apply to Q-SAFE, the committee recognises that some of its recommendations relating to motorcycle training cannot be practically applied to the Q-SAFE licensing process. However, there are a number of enhancements to the Q-SAFE system recommended by the committee.

### 5.2.1 Pre-learner process for Q-SAFE

Drawing on the evidence gathered during its examination of Q-Ride, the committee recommends that wherever applicable the additional pre-on road training requirements recommended for Q-Ride should also be implemented in the Q-SAFE licensing process, including passing an improved written test, and being assessed on comprehension of the *Ride On DVD*. Before a learner licence is issued, Q-SAFE learner applicants should also be required to pass a motorcycle specific on-line hazard perception test.

#### Recommendation 9

**The committee recommends that the Department of Transport and Main Roads introduce the following additional pre-requisites for being granted a learner licence under the Q-SAFE system:**

- a) pass the improved written road rules test;**
- b) be tested on comprehension of the Ride On DVD; and**
- c) pass a motorcycle specific Hazard Perception Test.**

Ministerial responsibility: Minister for Transport and Main Roads

Table 4 (below) details the current process and the committee's recommended process for applying for a learner licence through the Q-SAFE licensing system.

**Table 4: Q-SAFE Licensing Process**

Current process to apply for a licence		Proposed process to apply for a licence	
Stage	Requirements	Stage	Additional requirement
Pre-learner application	<ul style="list-style-type: none"> <li>have held a P1, P2 or open licence of another class for at least one year in the last five years</li> <li>pay the written road rules test fee</li> </ul>	Learner licence application pre-requisite	
Pre-learner licence	<ul style="list-style-type: none"> <li>pass the written road rules test</li> <li>complete the Driver Licence Application/Renewal form (F3000)</li> <li>show suitable evidence of identity and Queensland residency documents</li> <li>pass an eyesight test, if required</li> <li>declare that you are medically fit to learn to drive the class of motorcycle</li> <li>pay the required learner licence fee</li> </ul>	Pre on road training	<ul style="list-style-type: none"> <li>pass the improved written road rules test</li> <li>written comprehension test for Ride On DVD</li> <li>pass a motorcycle specific Hazard Perception Test</li> </ul>
Practical Test Class RE	<ul style="list-style-type: none"> <li>have held a learner licence for at least 6 months during the 2 years before applying</li> <li>pay the practical driving test fees and book the test</li> </ul>	Practical Test Class RE	
RE licence	<ul style="list-style-type: none"> <li>pass the practical driving test</li> <li>Riders may choose to remain on the class RE licence indefinitely without moving to a class R.</li> </ul>	RE licence	
Class R	After holding a class RE licence for 12 months, riders are authorised to start learning to ride a class R motorcycle.	Class R	

**Source:** Correspondence from TMR to THLGC, Response on the process to apply for a licence through the Q-SAFE licensing system in Queensland, 20 September 2012.

## 6 Returning Riders

There have been significant concerns raised in evidence to the inquiry about safety risks for motorcyclists who return to riding after having an extended break from riding (returning riders). Prof. Haworth from CARRS-Q explained to the committee:

*In the current system, you get a motorcycle licence and you hold the motorcycle licence as long as you hold your car licence. So you could have got your motorcycle licence in 1950, have not ridden since then—heaven forbid you are going to be a pretty old rider—come back to it, buy a motorcycle and go out and ride a motorcycle because your licence is still valid. So it is very easy for people who have not ridden for a long time and whose skills may have decayed to actually come back to riding. That is a feature of the current system which we think probably should change.<sup>102</sup>*

The committee heard a variety of comments and suggestions on issues in relation to returning riders, including:

Q-Ride trainer, Ms Diane Gatward:

*There are issues with returning riders, who have not owned a motorcycle for many years, but still retain a motorcycle licence with their vehicle licence. Most will have lost their riding skills due to time lapse and don't realise the decrease in their own reflexes and abilities because of the time lapse. The change in motorcycle performance over the years should also be considered.<sup>103</sup>*

Logan City Council:

*...There is evidence in the state [Queensland] of numerous motorcyclists who have had licences for 20-30 years. Many of them have not ridden on a regular basis, some only on long rides with social clubs in winding and challenging road environments. Unfortunately, some have met with serious crashes, often with fatal results. ...Evidence in Logan (searched on WebCrash2) indicates a high representation within the 40-70 age bracket. Social riders who belong to social riding clubs should be encouraged to enrol in refresher riding courses from accredited motorcycling schools and trainers.<sup>104</sup>*

TopRider:

*There are too many older riders involved in crashes causing death and injury. Between the years 2007 to 2011, 46% of accidents were in the age group 30 to 50 year old. This is because many of these riders think because they have had many years of riding experience in their day that they are should be able to jump onto a bike again.<sup>105</sup>*

A CARRS-Q factsheet explains that in Queensland, the number of people who hold a motorcycle licence is four times greater than the number of registered motorcycles. This indicates the potential for many returning riders to start riding again even though they have limited or no recent motorcycle experience.<sup>106</sup> MUARC has developed an 'optimal motorcycle licensing model', and one of its principles reflects that while some skills relevant to safe riding are obtained by driving, and that risk taking generally decreases with age, experience in riding is also important.<sup>107</sup>

<sup>102</sup> Prof. Haworth, CAARS-Q, *Hansard Transcript, Public Briefing*, 11 July 2012, p. 11.

<sup>103</sup> Ms D. Gatward, *Submission No.6*, p. 3.

<sup>104</sup> Logan City Council, *Submission No. 16*, p. 1.

<sup>105</sup> TopRider, *Submission No. 36*, p. 37.

<sup>106</sup> CARRS-Q, *State of the Road Factsheet*, p. 1.

<sup>107</sup> N. Haworth and C. Mulvihill, MUARC, *Review of Motorcycle Licensing and Training*, Report No. 240, June 2005, p. 74.

As shown above in Figure 3 (section 2 of the report), 62.1 per cent of serious crashes involved a rider aged between 30 and 59 years old. This is partially explained by the fact that the average age for riders to enter the motorcycle licensing system is 33 years. A 2011 report on older motorcycle rider safety<sup>108</sup> found that whilst the absolute number of riders aged 45 years and over involved in crashes on Queensland roads tripled during the interval 1993-98 to 2003-08; this rise was related to an increase in the absolute number of these riders on the road, from 12,408 in 1998 to 45,474 in 2008. In addition, these riders have increased exposure to the road as they travel on average about three times as many kilometres as younger riders.<sup>109</sup>

The research concluded that riders aged 45 years and over account for almost 44 per cent of the active riders on Queensland roads therefore it is inevitable that they will have a greater likelihood of being involved in a crash. The report also found that although these riders represent an increased proportion of Queensland's active riders, they are less likely to be recorded speeding and they actually crash less often than their younger rider counterparts.<sup>110</sup>

One of the Actions in TMR's Queensland Motorcycle Safety Strategy 2009–2012 is to develop public education campaigns for returning riders.<sup>111</sup>

#### Committee comment

The committee supports the development of a public education campaign for returning riders as a way to highlight the possible risks for these riders and to encourage them to 'refresh' their skills through a competency-based training course.

The committee also suggests that TMR investigate its current licensing procedures and develop a mechanism whereby a motorcycle licence holder who might be considering returning to riding can be notified about Q-Ride training course and/or assessment. For example, a 'trigger' could be at the time when a person renews their licence or when they apply to register a motorcycle.

#### Recommendation 10

**The committee recommends that the Department of Transport and Main Roads develop a public education campaign specifically designed for returning riders.**

Ministerial responsibility: Minister for Transport and Main Roads

#### Recommendation 11

**The committee recommends that the Department of Transport and Main Roads implement a mechanism or procedure to encourage appropriate skills refreshment for riders returning after an extended break from riding.**

Ministerial responsibility: Minister for Transport and Main Roads

<sup>108</sup> TMR explain in their submission (No. 34) that the Older Motorcycle Rider Safety Report analysed data on 'active' riders. Active riders were defined as those with both a motorcycle licence and a motorcycle registered in their name.

<sup>109</sup> ARTD Consultants, *Older Motorcycle Rider Safety*, 2011, report to TMR (Referenced in TMR, *Submission No. 34*, pp. 18-19).

<sup>110</sup> TMR, *Submission No. 34*, p. 18.

<sup>111</sup> TMR, *Queensland Motorcycle Safety Strategy 2009–2012*, 2009, p. 18.

## 7 Learner Approved Motorcycle Scheme (LAM Scheme)

The Learner Approved Motorcycle Scheme (LAM Scheme) was introduced on 1 July 2009. It restricts class RE (restricted) motorcycle licence holders to a combined power-to-weight ratio and engine capacity restriction. The former 250 millilitre (mL) engine capacity restriction no longer applies.

The objectives of the scheme are to:

- improve safety for novice motorcycle riders
- achieve consistency between Queensland and the other eastern states (NSW, Victoria, Australian Capital Territory, Tasmania and South Australia).<sup>112</sup>

The LAM Scheme restricts learner riders to motorcycles that comply with both of the following capacity restrictions:

- power-to-weight ratio must not exceed 150 kW/t
- engine capacity must not exceed 660 mL.

The power-to-weight ratio is a comparison of the engine output to the weight of the motorcycle. It is a measure of the motorcycle's performance.

A learner approved motorcycle is a production motorcycle that is fitted with an electric motor, or has an internal combustion engine with a capacity of not more than 660mL, and:

- a power-to-weight ratio that does not exceed 150 kW/t
- has not been modified other than for an allowable modification and
- is included on the LAM Scheme list of approved motorcycles.

A LAM indicator is included on the registration label of learner approved motorcycles.<sup>113</sup>

To address concerns raised in a number of submissions about the LAM Scheme's assessment criteria the committee asked TMR to provide a response to the following points brought to its attention in submissions:

*The next point I wish to make is about the LAM and the motor cycle laws. To start with the LAM allows just about every motor cycle under 240 cc to be on the list. This is very questionable because every person who rides a motor cycle knows the manufactures go out of their way to produce the low slung sports style racing motor cycles and I know that these 250 cc are faster and if not as fast to their equivalent to the 5000 cc models. If you look at the LAM list, there are no fast low slung sports motor cycles on this list once you get past the 250 ccs. So I don't know why the 250 ccs are still on this list. For example, my son went to QRide, received his licence in five hours and then went and purchased a 250 cc motorcycle, which according to the manufacture will do 113 miles an hour and is rated at 34 kws.<sup>114</sup>*

TMR provided the committee with the following response:

*Submission 43- is arguing that there are other motorcycles out there (under 250cc) that should be excluded under the LAMS scheme due to their performance capabilities. There are currently 5 x 250cc motorcycles on the Queensland list that have been excluded due to their performance capabilities. This is consistent nationally with all other jurisdictions that have a LAMS scheme. If new bikes under 250cc are introduced into the market that are considered*

<sup>112</sup> TopRider web page: <http://www.toprider.com.au/Pages.asp?PageID=20>, accessed 30/09/2012.

<sup>113</sup> TMR web page: <http://www.tmr.qld.gov.au/Safety/Motorcycle-safety/Learner-Approved-Motorcycle-Scheme.aspx>, accessed 19/09/2012.

<sup>114</sup> Ms Lorraine Connolly, *Submission No. 43*, pp. 1-2.

*as have similar performance capabilities as these 5, then they would also be considered for exclusion from the scheme.*<sup>115</sup>

**Committee comment**

The committee is satisfied that it is TMR's practice to assess all new motorcycles that are introduced into the market and exclude those bikes under 250cc that do not meet the LAM Scheme criteria.

## 8 Monitoring implementation of report recommendations

The committee acknowledges the substantial and in-depth work undertaken by the former Queensland Parliamentary Travelsafe Committee's 2007 review into the Q-Ride program (Report No. 47 – Inquiry into the Q-Ride Rider Training Program).

The committee sought an update from TMR on the implementation status of recommendations in the Travelsafe Committee's report. The committee notes TMR's advice that most of the agreed recommendations had been implemented or are in the process of being implemented.<sup>116</sup>

**Committee comment**

The committee is mindful of the length of time since the Travelsafe Committee tabled its report in Parliament on 25 June 2007, and that some of the agreed recommendations have not yet been implemented by TMR.

The committee intends to monitor the progress of the recommendations that it has made in this report. It recommends that the Minister for Transport and Main Roads report annually to Parliament on the implementation of any agreed recommendations in this report until such time as all the agreed recommendations are implemented.

**Recommendation 12**

**The committee recommends the Minister for Transport and Main Roads report to Parliament annually on the implementation of agreed recommendations in this report until such time as all the agreed recommendations are fully implemented.**

Ministerial responsibility: Minister for Transport and Main Roads

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<sup>115</sup> Correspondence from TMR to THLGC, Response to questions on LAM Scheme, 19 September 2012.

<sup>116</sup> Correspondence from TMR to THLGC, Response to Questions taken on notice at the Public Briefing on 20 June 2012.

## Appendices

### Appendix A – List of Submissions

Sub #	Submitter
1	Mr Randolph Lagerway
2	Ms Jodie Smith
3	Mr Richard Connolly
4	Mr Damian Petrie
5	Mr Bill Howard
6	Ms Diane Gatward
7	Mr David Lawrence
8	Mr Tony Wickham
9	Ms Vivian Gran
10	Mr Peter Lang
11	Mr Scott Davenport
12	Mr John Rigsby-Jones
13	Mr Joel Solomon
14	Mr Josh Caruana
15	Mr Wayne Johnson
16	Logan City Council Road Safety Advisory Committee
17	Ms Vanessa Perkins
18	Royal Automobile Club of Queensland - RACQ
19	Motorcycling Queensland
20	Minister for Police; Road Safety, Western Australian Government
21	Mr David Harvey
22	Queensland Motorcycle School
23	Motorcycle Riders Association of Queensland – MRAQ
24	Ms Judith Thomas
25	Ulysses Club Inc.
26	Motor Trades Association of Queensland - MTAQ
27	Mr Adair Donaldson

28	Honda Australia
29	Mr Howard Higham
30	Stay Upright Motorcycle Techniques
31	The Commission for Children and Young People and Child Guardian
32	Learn2ride
33	Centre for Accident Research and Road Safety Queensland - CARRS-Q
34	Department of Transport and Main Roads - TMR
35	Australian Motorcycle Council - AMC
36	TopRider
37	Hon Steve Dickson MP, Minister for National Parks, Recreation, Sport and Racing
38	Hon Terry Mulder MP, Minister for Transport, Minister for Roads, Vic Roads
39	Ms Nina Lyhne, Department of Transport, Government of Western Australia
40	Mr Simon Corbell MLA, Attorney General, ACT Legislative Assembly
41	Stay Upright Canberra
42	Mr Craig and Mrs Donna Ferguson
43	Ms Lorraine Connolly

## **Appendix B – Witnesses at the public briefings**

### **Wednesday, 20 June 2012 at the Queensland Parliament**

<b>Witnesses from the Department of Transport and Main Roads:</b>
Dr Graham Fraine, Acting Deputy Director-General, Transport, Safety and Regulation
Mr Ross Martin, Manager, Accreditation Policy and Services
Mr Darren Mulholland Principal Adviser
Ms Pamela Palmer, Acting Director, Road Safety
Mr Michael Stapleton, General Manager, Road Safety, Regulation and Licensing
Mr Bradley Tubb, Director, Commercial Policy and Accreditation

### **Wednesday, 11 July 2012 at the Queensland Parliament**

<b>Witnesses:</b>
Mr Chris Mearns, President, Motorcycle Riders Association of Queensland
Professor Narelle Haworth, Professor, Centre for Accident Research and Road Safety—Queensland
Mr Peter Rowden, Research Associate, Centre for Accident Research and Road Safety— Queensland
Professor Barry Watson, Director, Centre for Accident Research and Road Safety—Queensland

## Appendix C – Witnesses at the public hearing

Wednesday, 22 August 2012 at the Queensland Parliament

<b>Witnesses</b>
Mr Scott Davenport
Mr David Harvey
Ms Judith Thomas
Mr Tony Wickham
Mr Deva Naiker, Traffic Services Coordinator, Logan City Council
Mr Joel Tucker, Senior Road Safety Advisor, RACQ
Mr Lindsay Granger, General Manager, Motorcycling Queensland
Mr Christopher Mearns, President, Motorcycle Riders Association Queensland
Mr Allan Smith, Queensland Representative, Ulysses Club Road Safety Committee
Mrs Kellie Dewar, General Manager, Motor Trades Association of Queensland
Mr Mark Collins, National Manager, Honda Australia Roadcraft Training
Mr Bernie Hatton, Trainer, Top Rider
Mr Tony Hinton, Senior Manager, Corporate and Regulatory Affairs, Honda Australia
Mr John Peterson, Representative, Motor Trades Association of Queensland
Mr Max Thompson, Queensland Manager, Stay Upright Motorcycle Techniques
Mr Graham Fraine, Acting Deputy Director-General, Department of Transport and Main Roads
Mr Michael Stapleton, General Manager, Road Safety, Regulation and Licensing, Department of Transport and Main Roads
Mr Bradley Tubb, Director, Commercial Policy and Accreditation, Department of Transport and Main Roads

### Appendix D – Comparison of motorcycle learner licensing and training in other jurisdictions

	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
<b>Learner Licence</b>								
Minimum learner rider permit age	16y	16y 9m	16y 9m	18y	18y	16y 6m	L1: 16y L2: 16.5y	16y
Theory/knowledge test required	Yes	Yes	Yes (if no other licence class held or test not undertaken within the last 5 years)	Yes	Yes	Yes	Yes – motorcycle specific test – 35 questions – 80% pass mark required	Yes (if no other licence class held)
Permit validity	2y	12m	12m	15m	Duration of the licence.	12m	3y	2y
Learner Approved Motorcycle (LAM) scheme (150 kw/tonne and 660ml limit)	Yes	Yes	Yes (no 660ml upper limit is applied)	Yes	Yes	Yes	No (250cc restriction applied)	Yes
Can a <50cc moped be ridden with just a car licence	Yes	No. If vehicle is registered as a m/cycle, class R licence required	No. If vehicle is registered as a m/cycle, class R licence required	No	Yes	No	Yes	Yes
Compulsory training required to ride a motorcycle solo	Yes ( <i>RiderSafe</i> Basic and Advanced Training courses)	Yes (pre-learner training and pre-provisional training courses)	Yes (compulsory attendance at <i>Stay Upright</i> pre-learner licence course)	No	No	Yes (Pre-Learner Motorcycle Training Course)	Yes (if it is the first licence held, in L2 the novice rider is required to undertake 25 hours supervised riding)	No (Voluntary training available - <i>Motorcyclist Education Training and Licensing</i> (METAL))
Learner rider speed restriction	100km/h	80km/h	In ACT posted speed limit applies. ACT riders riding in NSW, a maximum 80km/h applies	No posted speed limits apply	No	80km/h	100km/h	80km/h unless participating in a rider training program approved by the Registrar
Learner rider ban on carrying pillion passenger	No pillions, but the rider may carry a qualified supervisor or instructor	No pillions	No pillions	No pillions	No pillions, but the rider may carry a suitably licensed supervisor seated in a sidecar attached to the motorbike	No pillions, but the rider may carry an instructor that has held a motorcycle licence for 3y	No pillions.	No pillions
BAC restriction	Zero	Zero	Zero	Zero	Zero	Zero	Zero	Zero
<b>Intermediate Licence</b>								
Minimum age for intermediate licence	P1: 17y P2: 18y	17y	17y	18y 3m	18y	17y	P1: 17y P2: 17.5y	16y 6m

	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
Intermediate licence class for motorcycles (before full rider licence)	Yes (R-DATE licence - including learner, P1 and P2)	Yes (learner, provisional P1 & provisional P2)	Yes Provisional licence issued before progression to full licence	Yes (If the rider has a full driver licence, he/she will be issued with a full motorcycle licence subject to restrictions for the first 12 months. If the rider does not have a full driver licence, he/she will be subject to a probationary period, the duration of which could be up to 4 years)	Yes (If the rider has an open licence for another class, he/she will be issued with an open motorcycle licence subject to restrictions for the first 12 months. If the rider has a P1 or P2 licence for another class, they will also be subject to P1 or P2 restrictions while riding their motorcycle)	Yes (P1 to be held for a minimum 12 months continuous, and P2, depending on age, to be held between 1 and 2 years)	Yes R(E) to be held for 1 year before assessment for R can be undertaken. Person can obtain R learner permit once R(E) licence has been obtained)	Yes (Class R(r) (Restricted Rider) licence)
Minimum duration of intermediate licence stages	1y (R-DATE licence)	3y (P1-min 12 m P2 – min 24m Riders over 25 with an unrestricted car licence are exempt P2)	3y (But only issued for 1y if holding car licence. If car licence is also provisional, then rider provisional is issued for the difference between 3 years and the time already served on the car provisional or 12 months, whichever is greater)	1y (4y is maximum if within P1 and P2 periods. If on full licence, intermediate licence only 1y)	1y (class RE licence)	3y (P1-min 12m P2-18-23y-min 2y P2 - 23-25y- min 1y (or until 25, whichever is the longer) Aged 25+ - min 1y)	P1 held for 6m P2 to be held for 18m (assumes R(E) is first licence (ie no previous licence held)	1y Class R (r) licence
Test or assessment required to obtain licence	Yes ( <i>Advanced Rider Safe – Level 2</i> )	Yes (Pre-provisional training course and skills test for P1)	Yes (Practical assessment required. Training must be undertaken if practical is failed. ACT will move to mandatory pre-provisional	Yes (Assessment by accredited providers)	Yes (Q-Ride or Q-SAFE)	Yes (Pre provisional motorcycle training course)	Yes (Practical test. Also need to complete log book of 25h of supervised riding and complete a Hazard Perception Test, if R(e) is the first	Yes <i>Motorcyclist Education Training and Licensing (METAL) intermediate</i> or Motorcycle Operator Skills Test (MOST)

# Inquiry into the Motorcycle Licensing Process in Queensland 2012

	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
			training in mid-2012)				licence)	
Intermediate rider speed restriction	100km/h (during P1 and P2)	P1- 90km/h P2 – 100km/h	Posted speed limit	no	no	P1 -80km/h P2 – no restriction	Posted speed limit	100km/h if provisional
Ban on carriage of pillion passenger	No restrictions	No pillion passengers allowed during P1	No pillion passengers allowed during the first 12mo	No pillion passengers allowed during the first 12mo	- No pillion passengers for first 12mo of class RE	No pillion passengers allowed during P1	No restrictions	No pillion passengers allowed during the first 12mo
Night riding restriction	No	No	No	No	No	No	No  (unless P1 is first licence, in which case, cannot ride between midnight and 5am for first 6mo)	No
BAC restriction	Zero if on provisional licence. 0.05 if on full or R 'Date' licence.	Zero	Zero	Zero for: • first twelve months of full or probationary motorcycle licence.	Zero for: • all motorcycle learners, provisional, probationary. • all class RE open licence holders for first 12m, • all class RE open licence holders learning to ride a class R motorcycle under the authority of their class RE licence.	Zero	Zero	Zero for intermediate period plus an additional year (or until 25, whichever is first)
Notes	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
	After 12 months of holding R-Date licence, rider can apply for an unrestricted class R licence.	LAMs restriction lifted after P1 and P2 periods.	LAMs restriction lifted after 12 months along with expiry of provisional period, when rider is a minimum of 18y. However, provisional period lasts 3 years if rider holds no prior class of licence,	LAMs restriction lifted after 12 months when rider is a minimum of 19y 3m, however rider must reach a minimum of 22y before general P2 conditions are lifted (assuming car licence obtained at 18y) or 22y		LAMs restriction lifted after 12 months when rider is a minimum of 18y; however rider must reach a minimum of 20 years before general P2 conditions are lifted.	250cc restriction lifted after rider obtains class R licence (minimum of 18 years), but they must reach minimum of 19 years before general P1 or P2 conditions are lifted.  A rider is presently	LAMs restriction lifted after 12 months of holding R(r) licence.

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	SA	NSW	ACT	VIC	QLD	TAS	WA	NT
			therefore minimum unrestricted age would be 20 years.	3m (if motorcycle licence is the first licence held).			able to commence learning class R (under supervision) immediately after they gain their class R(E) licence.	

**Source:** TMR, Submission, No. 34, Attachment 4 – Jurisdictional analysis of licensing systems