

# Protecting South Australia's Novice Motorcyclists



OUTCOMES FROM THE PUBLIC CONSULTATION

April 2019



Government of South Australia

Department of Planning,  
Transport and Infrastructure



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# Background

South Australia has made substantial gains in reducing serious road injuries and fatalities since the early 1970s, where more than 300 people were killed and 3,500 were seriously injured on South Australian roads each year. This has been achieved despite an increase in the number of people and vehicles using our roads.

In keeping with best practice internationally and interstate, South Australia manages the risks to young people who drive a car through a Graduated Licensing Scheme (GLS) that supports drivers in gaining appropriate experience at an appropriate age. The scheme allows novice drivers to gradually acquire safe driving experience with supervisory influences and restrictions progressively lifted as drivers progress through the stages of holding a learner's permit, a provisional licence ("P" plates) and eventual graduation to a full (unrestricted) licence.

South Australia has gone from having the second worst fatality rate per population for 16 to 19 year old road users of all the Australian states and territories (16 deaths per 100,000 population for 2008 to 2012) to one of the lowest (6.2 deaths per 100,000 population for 2013 to 2017).

Despite these gains, motorcyclists continue to account for a considerable proportion of South Australia's road trauma and have a higher risk of death or serious injury than all other road users. Motorcyclists do not have the benefit of vehicle protection in the event of a crash and tend to sustain multiple injuries to the head, chest and legs, either from direct contact with solid objects or as a result of crash forces.

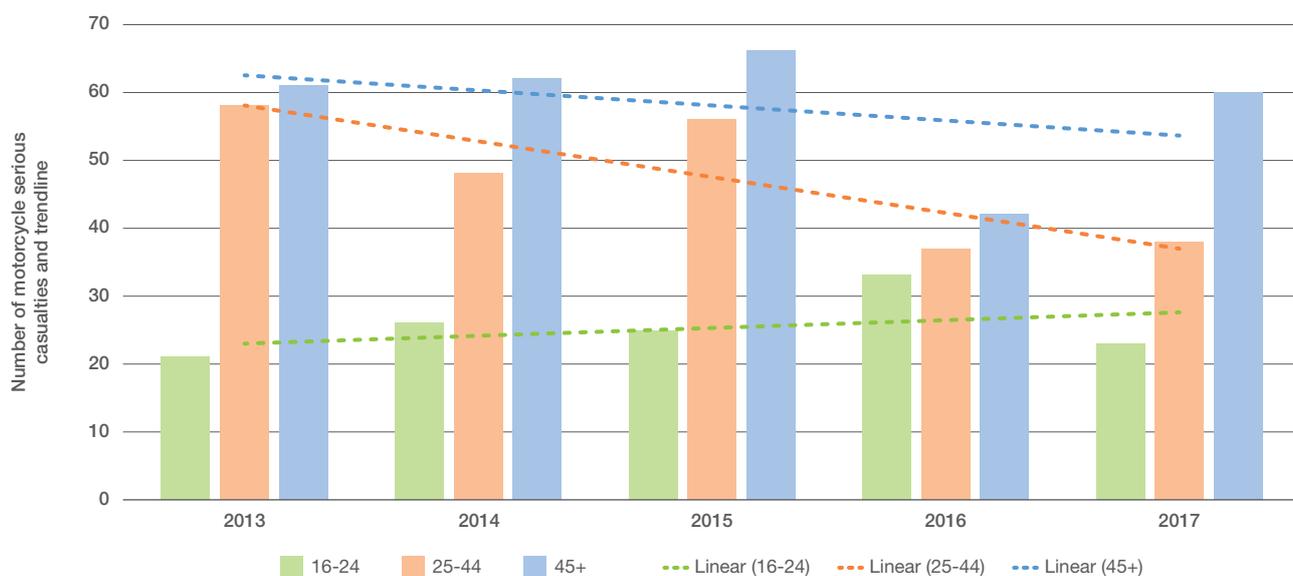
Motorcyclists represent nearly one fifth of all serious casualties in South Australia. From 2012 to 2016, motorcyclists comprised 17 per cent of all serious casualties, with a sharp increase in 2017, well above average for this user group. From 2012 to 2016, motorcyclists comprised 12 per cent of all fatalities. In 2017, there were 24 motorcyclist fatalities, 24 per cent of all road fatalities. The most common types of motorcycle serious casualty crashes are single vehicle, run-off-road crashes (especially on curves) and multi-vehicle crashes involving right of way violations by other road users.

Recent figures indicate motorcycle riding is becoming more popular among young people, and younger riders are overrepresented in crashes in terms of motorcycle licence and registration numbers. Figure 1 demonstrates that the number of older rider serious casualties has been trending down while rider serious casualties in the 16 to 24 year age range has trended upwards.

The South Australian Government, in consultation with community and industry, has actively explored proposals to reduce motorcycle road trauma, including consideration of a Graduated Licensing Scheme specific to motorcycle riders. This work has continued with a report, *Recommendations for a Graduated Licensing System for Motorcyclists in South Australia*, being prepared by the Centre for Automotive Safety Research (CASR) at the University of Adelaide in 2018. CASR recommends changes to the South Australian motorcyclist licencing system which will potentially stop and even reverse the increasing trend of young people being seriously injured or killed on motorcycles.

The recommendations of the CASR report are aimed at eliminating the crashes involving 16 and 17 year old riders and reducing crashes involving motorcyclists holding a learner permit or R-Date class.

Figure 1: Motorcycle rider serious casualties South Australia 2013-2017



Tables 2a and 2b highlight the differences between the current South Australian motorcycle GLS, and the proposed GLS.

Initiatives to increase motorcycle rider safety are generally supported by motorcyclists. There was a high level of engagement from motorcyclists and industry representatives in a YourSAy survey which provided

interested stakeholders an opportunity to provide their views on the recommendations. 1,553 people engaged in the survey, but their views on which recommendations they supported varied.

This consultation outcomes report summarises the recommendations from CASR and the findings from the community consultation on these recommendations.

**Table 2a: The current South Australian motorcycle GLS**

<b>STEP 1</b> <b>Pre-learner</b>	<b>STEP 2</b> <b>Learner's permit</b> <b>R-Date endorsement</b>	<b>STEP 3</b> <b>R-Date licence</b> <b>endorsement</b>	<b>STEP 4</b> <b>R class licence</b> <b>endorsement</b>	<b>STEP 5</b> <b>Full unrestricted</b> <b>R class licence</b>
<ul style="list-style-type: none"> <li>▶ Minimum age 16</li> <li>▶ Pass the theory test (not required if already holds a driver's licence)</li> <li>▶ Pass Basic Rider Safe Course</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minimum age 16</li> <li>▶ LAMS restricted</li> <li>▶ Zero alcohol/drugs</li> <li>▶ Pass Advanced Rider Safe course</li> <li>▶ Pass Hazard Perception Test (not required if already holds a driver's licence)</li> <li>▶ No pillion passenger unless a Qualified Supervising Driver</li> <li>▶ If no driver's licence already, must hold learners permit for at least 12 months or 6 months if over 25.</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minimum age 17</li> <li>▶ LAMS restricted</li> <li>▶ Hold R-Date for at least 12 months</li> <li>▶ Subject to provisional P1 conditions (not required if already holds an unrestricted driver's licence)</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minimum age 18</li> <li>▶ No LAMS restrictions</li> <li>▶ (period on provisional licence for those without a full car licence)</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minimum age 20</li> </ul>

**Table 2b: CASR's proposed South Australian motorcycle GLS**

<b>STEP 1</b> <b>Pre-learner</b>	<b>STEP 2</b> <b>Learner's permit</b> <b>R-Date endorsement</b>	<b>STEP 3</b> <b>R-Date licence</b> <b>endorsement</b>	<b>STEP 4</b> <b>Full unrestricted</b> <b>R class licence</b>
<ul style="list-style-type: none"> <li>▶ Minimum age 18</li> <li>▶ Pass the theory test (not required if already holds a driver's licence)</li> <li>▶ Pass the Motorcycle Hazard Perception Test</li> <li>▶ Pass Basic Rider Safe Course</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minimum age 18</li> <li>▶ LAMS restricted</li> <li>▶ Zero alcohol/drugs</li> <li>▶ No pillion passenger</li> <li>▶ Wear L plates</li> <li>▶ Wear high visibility vest</li> <li>▶ No towing</li> <li>▶ Night curfew</li> <li>▶ no phone use while riding</li> <li>▶ automatic motorcycle if tested on one</li> <li>▶ Must hold learners permit for at least 6 months.</li> <li>▶ Pass Advanced Rider Safe course</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minimum age 18yrs 6 months</li> <li>▶ LAMS restricted</li> <li>▶ Zero alcohol/drugs</li> <li>▶ No pillion passenger</li> <li>▶ No towing</li> <li>▶ Night curfew if under 25</li> <li>▶ no phone use while riding</li> <li>▶ automatic motorcycle if tested on one</li> <li>▶ Hold R-Date for at least 3 years</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minimum age 21yrs 6 months</li> </ul>

## The Public Consultation Process

The public consultation process included an online survey published on the YourSAy website in February 2018. This survey allowed members of the public to submit responses and provide feedback about the proposed motorcycle GLS initiatives outlined in the CASR report. The YourSAy site also included SA motorcycle crash facts, as well as the CASR report. A total of 1,553 people engaged in the online survey which comprised of 30 questions.

Key road safety stakeholders and other interested parties were also invited to provide feedback.

Eleven formal submissions were received from the following organisations:

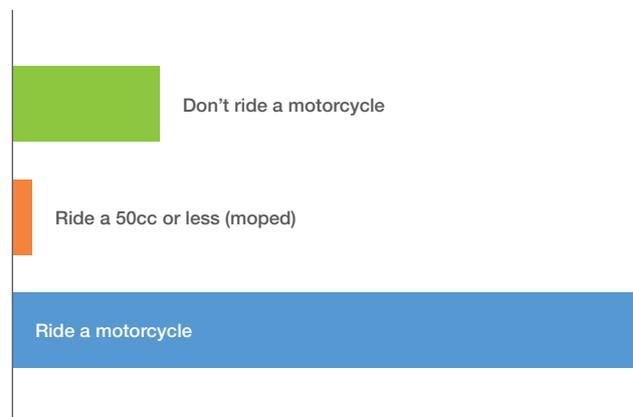
- ▶ Royal Automobile Association of South Australia (RAA)
- ▶ South Australia Police (SAPOL)
- ▶ Federal Chamber of Automotive Industries (FCAI)
- ▶ Motor Trade Association of South Australia (MTA)
- ▶ Motor Trade Association of Australia (MTAA)
- ▶ Motorcycle Riders' Association of South Australia Inc (MRASA)
- ▶ Ride to Review (RTR)
- ▶ Motorcycling South Australia (MSA)
- ▶ Livestock SA
- ▶ RADSKILLS
- ▶ First Aid for Motorcyclists

## Demographic Profile of Respondents

The demographic profile of YourSAy survey respondents is not representative of the general population of South Australia, however it is consistent with the core demographic of motorcycle licence holders.

The majority of respondents were male, aged 45 years and above and 67 percent of them were located in metropolitan Adelaide and surrounds. 60 per cent of respondents held an R (motorbike cycle licence), and/or 80 per cent recorded holding a full driver's licence.

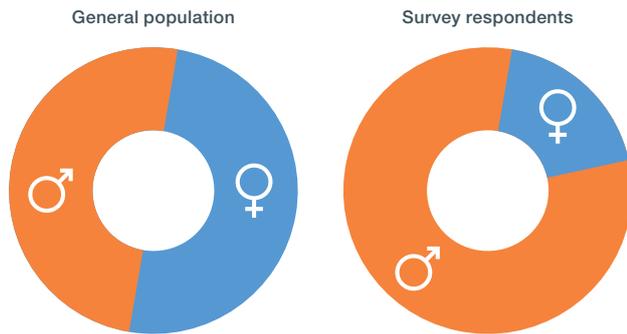
### Respondents that ride motorcycles



- ▶ Most respondents stated they rode a motorcycle, the majority riding high powered cycles.

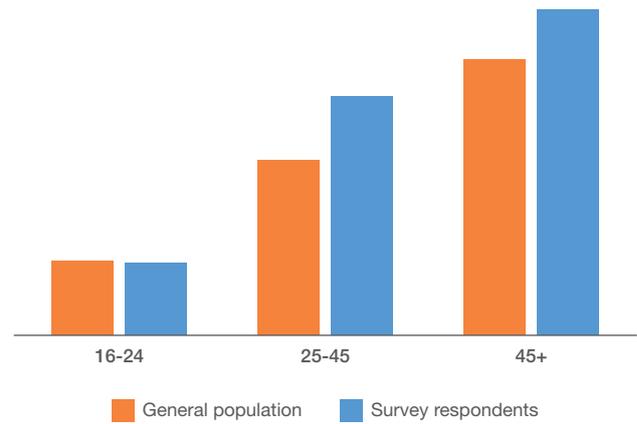


## Gender of respondents



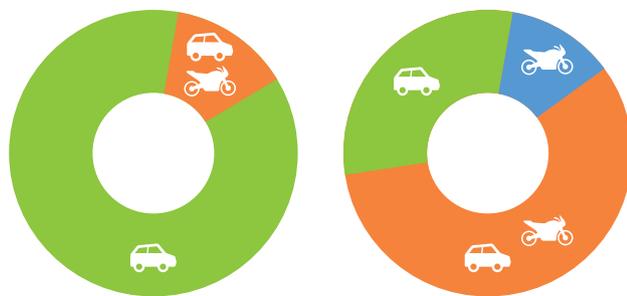
- ▶ 80 per cent of respondents were males.

## Age of respondents



- ▶ The majority of respondents were male aged over 45 years.

## Licences held by respondents



- ▶ 60 per cent of respondents held a motorcycle rider licence.
- ▶ 80 per cent recorded holding a full driver's licence.
- ▶ Very few people in the general public hold a motorcycle licence only.



# Community Feedback on CASR Recommendations

## 1. Increasing minimum learner rider age to 18

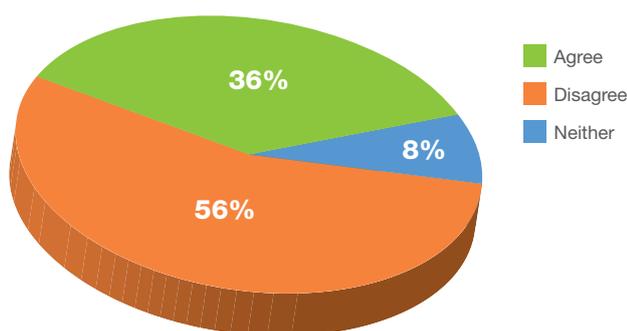
**The minimum age for a motorcycle learner's permit in South Australia should be raised to 18, but a minimum tenure with a car licence should not be a requirement for applying for a motorcycle permit.**

The CASR report recommends the minimum age for a motorcycle learner's permit in South Australia be raised from 16 to 18. Research shows there is a lower crash risk for motorcyclists who begin riding at an older age.

The report highlights that in Queensland, a prospective motorcyclist must hold a car licence for at least 12 months before being eligible to attain a motorcycle learner's permit. In Victoria, a prospective motorcyclist must be 18 years old before being able to apply for a motorcycle learner's permit. The required age for a car learner's permit is 16, the required age for a probationary car licence is 18. The Victorian system most likely encourages people to learn to drive a car before a motorcycle but does not mandate it.

The results of the online survey, per Figure 2, as well as the stakeholder submissions, indicated some opposition to increasing the minimum learner rider age. 56 per cent of the survey respondents disagreed with the proposal compared to 36 per cent who supported the proposal.

Figure 2: Online survey responses about minimum learner rider age



Some survey respondents suggested that such a change may be discriminatory to younger riders and could impact on employment or educational opportunities (particularly in rural areas) or participation in motorsport events. Livestock SA noted that for those in the agriculture industry, a restriction could mean young farmers being unable to cross or drive on a road, therefore this recommendation may require special provision for young people who are involved in farming.

## 2. Minimum tenure periods for learner and intermediate phases

**The learner phase should have a minimum tenure of six months and intermediate phase (R-Date licence) should have a minimum tenure of three years. These periods should apply regardless of other licences held and regardless of age.**

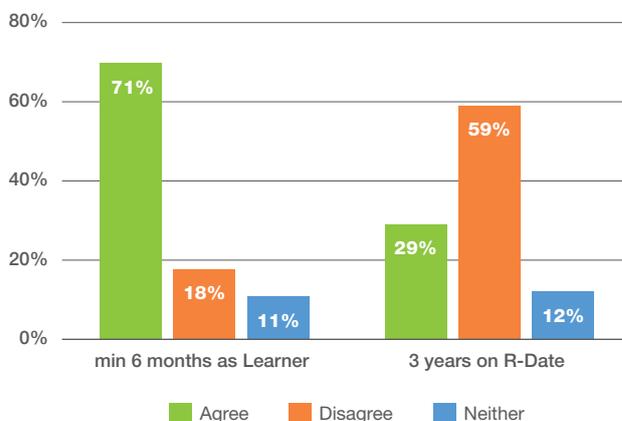
The CASR report states that minimum time periods in the learner and intermediate phases give novice riders time to accumulate experience and skills over time under GLS conditions without rushing to meet testing requirements. In South Australia, a learner rider who does not hold a car licence needs to hold their learner's permit for 12 months before they can advance to the intermediate phase (or six months if they are aged over 25).

However, in South Australia, there is no requirement for a rider who already holds a car licence to hold a motorcycle learner's permit for a minimum period. The report demonstrates that in other states, there is a requirement, which varies between three months and six months (In Western Australia there is no requirement.)

Further, in South Australia, the R-Date class needs to be held for a minimum of 12 months before the rider can apply for an unrestricted 'full' R class licence. There are some other Australian jurisdictions that have a similar minimum tenure, however Victoria, New South Wales and the Australian Capital Territory all have a three year minimum.

Figure 3 indicates that 71 per cent of survey respondents agreed that a minimum tenure period of six months should apply to those on learner's permits, however 59 per cent disagreed with a minimum period of three years on an R-Date class. There was significant support for the minimum tenure period in the stakeholder submissions, albeit the Motor Trade Association sought assurance that any decision based on this timeframe would be supported by evidence.

Figure 3: Online survey responses about minimum tenure periods (Learner & R-Date)



### 3. Display of distinctive plates

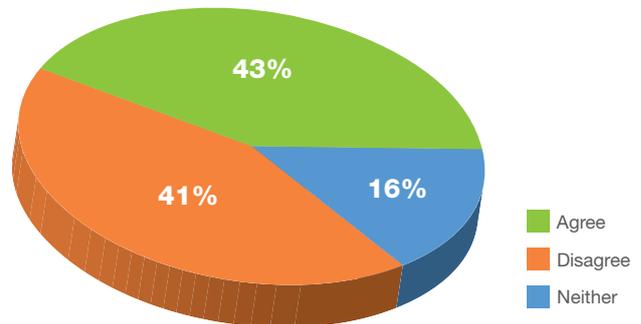
**South Australia should require riders with an R-Date licence class to display P plates while riding.**

The CASR report states that the use of distinctive L and P plates identifies novice riders on restricted licences, encouraging adherence to licensing restrictions, especially those that can be determined on visual inspection. Currently in South Australia, riders with an R-Date class who hold a full car licence do not need to display P plates when riding their motorcycle.

This recommendation seeks to add consistency between car and motorcycle licences, and is also consistent with the approach in other jurisdictions. Currently, P plates for those with an intermediate motorcycle licence are required in ACT, New South Wales and Tasmania (and Victoria for those without a full car licence).

The approach has general stakeholder support, although there was a mixed response with the online survey results. Figure 4 shows that 43 per cent agreed with the requirement of R-Date riders to display a P plate while riding, regardless of whether they hold a car licence – with 41 per cent disagreeing with the recommendation.

Figure 4: Online survey responses about R-date riders being required to display P plates



Online survey respondents felt that being required to display a P plate while holding a full car driver's licence would be unfair. Other concerns raised included lane filtering being illegal for P plate holders, and the perception that police would unfairly target people displaying P plates.

The stakeholder submissions were supportive of the recommendation, indicating a strong desire for South Australia to be aligned with other jurisdictions in this matter.



## 4. Mandatory carriage of licence

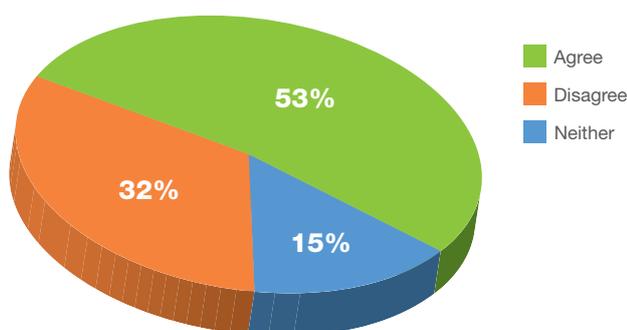
**Strict mandatory carriage of licence laws could be considered in South Australia for all operators of motor vehicles, which includes motorcyclists.**

According to the CASR report, requiring all drivers and riders to carry their licence aims to deter unlicensed driving or riding. The report suggests that motorcyclists are over-represented among those detected operating a vehicle for which they do not have an appropriate licence, and so mandatory carriage of licence is a potentially important requirement for this group of road users.

CASR state a significant number of drivers are already required to carry their licence at all times while driving. In South Australia, drivers of heavy vehicles, drivers subject to provisional or probationary licence conditions or those holding a learner's permit, visiting motorists and driving instructors seated next to a learner driver are all required to carry their licence while driving. Other licence holders have a duty to produce their licence when requested by a police officer, although they may produce the licence within 48 hours if not carrying it when stopped by police. Many researchers in the road safety field have called for strict mandatory carriage of licence for all operators of motor vehicles.

The stakeholder submissions were very positive about stricter requirements for motorists to carry their licence. Figure 5 shows survey respondents indicated support (53 per cent to 32 per cent unresponsive).

**Figure 5: Online survey responses about mandatory carriage of licence**



## 5. No carriage of pillion passengers

**South Australia should prohibit riders on learner's permits and R-Date licences from carrying pillion passengers.**

Currently in South Australia, riders with an R-Date class are permitted to carry a pillion passenger. Riders with a learner's permit are not allowed to carry pillions unless the pillion is a Qualified Supervising Rider, which means they are supervising the learner rider.

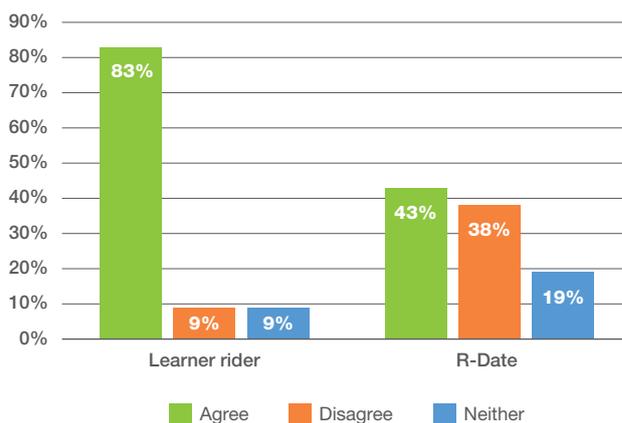
The CASR report cites research demonstrating that carrying a passenger makes the task of balancing a motorcycle more difficult, and can result in distraction and/or encourage risk taking. It has been found that pillion passengers are more likely than riders to be killed or injured in crashes. The new Victorian GLS does not allow pillion passengers for either those on a learner's permit or an intermediate restricted licence. In the ACT, NSW, Queensland and Tasmania, pillions can be carried during the second part of the intermediate licensing phase.

The stakeholder submissions indicated significant support for restricting carriage of pillion passengers.

The online survey results demonstrated in Figure 6 indicated significant support (83 per cent) for prohibiting learner riders from carrying pillion passengers, whereas there was less support (43 per cent) for prohibiting riders with an R-Plate licence from carrying pillion passengers.

In their feedback, stakeholders and survey respondents generally agreed that the dynamics of carrying a pillion passenger should be addressed as part of the training process.

**Figure 6: Online survey responses about no pillion passengers (Learner and R-Date)**





## 6. Night time curfew

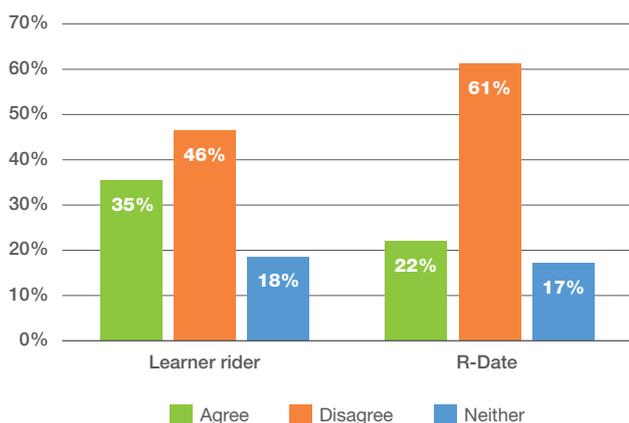
***Appropriately aged riders (under 25) with an R-Date licence regardless of other licences held, as well as riders with a learners permit, regardless of other licences held and regardless of age, should adhere to a night time riding restriction between the hours of 12am and 5am.***

The CASR report identified research from both the Western Australia Department of Transport and VicRoads that demonstrated novice riders are known to have higher crash rates at night. Night time riding risks include hazards such as reduced visibility of the motorcyclist from other road users, reduced visibility for the motorcyclist, and other conditions such as drowsiness.

Night time driving restrictions are part of the GLS for drivers in some Australian jurisdictions, including South Australia. The South Australian night-time driving restriction applies from midnight to 5am for those aged under 25 with a provisional (P1) licence, and also applies for learner motorcyclists under 25 unless they hold a P2 or full car licence, or have a Qualified Supervising Rider present. These night-time driving restrictions in South Australia have been enacted without a marked loss of mobility, and initial results indicate a decline in night time crashes among this group.

As demonstrated in Figure 7, the survey respondents had a clear opposition to a night-time riding restriction between 12am and 5am for novice motorcycle riders. While only 46 per cent disagree with a night-time riding restriction for riders holding a learner's permit, 61 per cent disagreed with the proposed restriction for R-Date class riders.

**Figure 7: Online survey responses about nighttime curfew (Learner and R-Date)**



Further, while supportive of the recommendation, the Ride to Review submission, while supportive, also argued that the 12am to 5pm period does not reflect peak crash times, and provided a counterproposal of weekends.

The RAA also argued that an exemption should be in place for employment purposes. The Motorcycle Rider's Association of South Australia also considered that an exemption system would need to be in place for night shift workers and officially sanctioned events.

## 7. Zero blood alcohol concentration

***All riders with a learner's permit or R-Date licence, irrespective of other licences held, must have a zero blood alcohol concentration when riding.***

As alcohol impairs many skills required for safe riding, and given the known high crash risk for motorcyclists, the CASR report finds a zero blood alcohol concentration for all novice riders would have safety benefits.

The requirement to have a zero BAC currently applies in South Australia to all drivers and riders without a full licence, as well as the drivers of particular classes of vehicle: taxis, buses and heavy vehicles.

All stakeholders agree that this is a reasonable recommendation, and the majority of online respondents also agreed, with 91 per cent of respondents supporting the zero BAC for learner riders, and 74 per cent of respondents agreeing there should be a zero BAC for all riders with a class R-Date. Currently, only those class R-Date riders who do not hold a full (car) licence are subject to a zero BAC.

## 8. Towing restrictions

***A towing restriction should be put in place for riders with a learner's permit. It would be reasonable to permit towing for riders with an R-Date licence.***

The CASR report finds that towing places additional demands on the novice rider, and for this reason CASR recommended towing is prohibited for novice riders.

In Victoria, riders with a learner's permit and those with a P1 licence are not permitted to tow a trailer. Towing restrictions also apply in the ACT, NSW and New Zealand.

The survey respondents and stakeholder submissions revealed support for towing restrictions for riders with a learners permit in South Australia, however the feedback also indicated that training should be provided if towing is ever required.

## 9. No use of mobile phones or other communication devices

***All phone use while riding should be prohibited for novice riders.***

According to the CASR report, in many jurisdictions, including South Australia, L and P1 drivers and riders are not allowed to use hands-free mobile phones while driving. This is in recognition that mobile phone use or the use of other similar communication devices can interfere with the physical and cognitive skills needed for safe driving.

80 per cent of survey respondents supported the existing ban on mobile phone use for learner riders, while 66 per cent supported the prohibition of phone use for R-Date class riders. Currently, only those who have a P1 licence are banned from all phone use while riding.

Both the survey results and stakeholder submissions indicated clarity is required on functions to be banned for R-Date class riders (i.e. is navigation acceptable?) and also what constitutes 'other communication devices'.

## 10. Lower demerit point threshold for licence disqualification

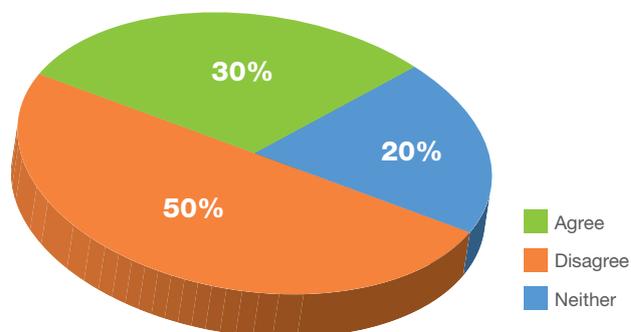
***It is recommended that the lower demerit point thresholds that are applied in the learner phase also be applied when the rider holds an R-Date licence.***

The CASR report states that during the learner phase, lower demerit point thresholds apply in South Australia (where the rider requires fewer than four demerit points), New South Wales, Northern Territory, Queensland, Tasmania and Victoria. However, a lower demerit point threshold does not apply to the R Date class in South Australia if the rider already holds a full (car class) licence. The rider has the full 12 demerit points of the full car licence available to them when riding.

CASR recommends the lower demerit point threshold for disqualification be applied when the rider holds an R-Date licence to increase compliance with road laws and licence conditions.

Stakeholders generally are supportive of these changes. However, Figure 8 demonstrates 50 per cent of the online survey respondents were not supportive of the proposal that R-Date riders with a full driver's licence be subject to a lower demerit point limit.

**Figure 8: Online survey responses about lower demerit point threshold for R-Date**



Feedback from those supportive of the recommendation was that lowering the demerit point threshold for R-Date riders would increase the likelihood that riders would abide by speed limits and other road rules. Feedback from those not supportive of the proposal indicated concern about the possible negative impact on mobility if more people lost their R-Date class.

## 11. Automatic transmission restriction for novice riders

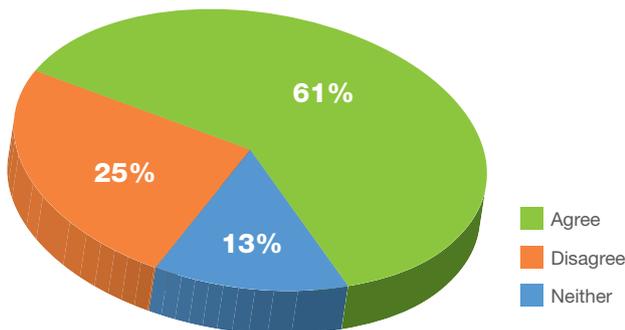
**South Australia should adopt the restriction to an automatic motorcycle if tested on one that applies in the majority of other jurisdictions in Australia. This should be the case for the learner's permit and R-Date licence.**

The CASR report finds that riding a manual motorcycle is more complex than riding an automatic as it requires additional mental effort to coordinate the release of the clutch and throttle.

According to the report, overseas research about novice rider testing recommends that any testing undertaken as part of a GLS should be in accordance with the motorcycle that the applicants will be authorised to ride. This effectively accomplishes the same objective, as riders would need to demonstrate competence on a manual motorcycle before being licensed to ride one. The Victorian motorcycle GLS requires that novice riders (learner and restricted phase) must only ride automatic motorcycles if they were tested on an automatic motorcycle. Similar requirements apply for the learner phase in Western Australia, the ACT, New South Wales, and Tasmania, and in the intermediate (restricted) phase for these jurisdictions, as well as Queensland and New Zealand.

As indicated in Figure 9, the majority (61 per cent) of online survey respondents supported the recommendation that riders who pass their licence training assessment on an automatic motorbike should be restricted to riding automatic transmission motorbikes.

**Figure 9: Online survey responses about automatic transmission restriction for novice riders**



## 12. Enhanced visibility requirements

**South Australia should follow the lead of Victoria and require that motorcyclists with a learner's permit wear high visibility clothing when riding.**

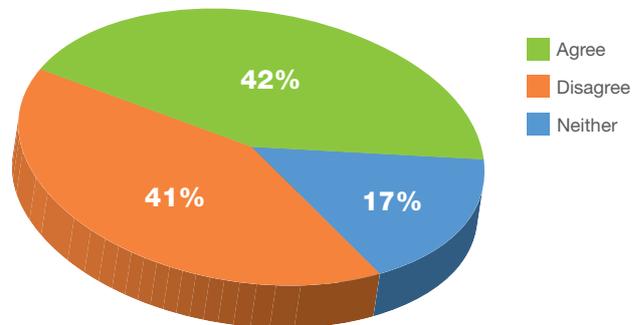
CASR identified a research study finding that riders wearing highly conspicuous clothing had a 37 per cent lower risk of being in an injury crash than other riders. It is not known if this is because riders who choose to wear high visibility clothing are more cautious and safety conscious.

Requiring novice riders to wear high visibility clothing would be in accordance with similar requirements for emergency service personnel and roadside workers in various occupations. Ideally, if novice riders get used to wearing high visibility clothing, they may continue to do so when they have graduated to a full licence.

In Victoria, high visibility clothing has now been mandated for motorcyclists with a learner's permit.

Figure 10 shows that 42 per cent of respondents were supportive of the proposal that learner riders be required to wear high visibility clothing whilst riding as indicated, closely followed by 41 per cent of respondents who did not support the requirement.

**Figure 10: Online survey responses about enhanced visibility requirements**



Those supportive of the recommendation indicated that any measure to improve rider visibility is good for road safety. Those opposed to the proposal did not generally believe wearing high visibility clothing helps make other motorists keep a look out for riders and that evidence is scarce to support this.

Stakeholder support for this recommendation was also mixed. For example the Federal Chamber of Automotive Industries cited a lack of evidence to suggest high-visibility clothing will have any impact.

### 13. Moped requirements

***Riding a moped without a motorcycle licence should be prohibited. Those wishing to ride a moped would have to progress through the motorcycle GLS in the same way as those wishing to ride a scooter or a motorcycle.***

Mopeds are low-powered scooters with an engine capacity not exceeding 50cc. In South Australia, and several other jurisdictions, it is permissible for people to ride mopeds with a car licence. Mopeds handle like motorcycles, not cars - the types of risks and hazards moped riders are exposed to resemble those of motorcycles, and therefore the crash risk and rates associated with mopeds are higher than those associated with cars.

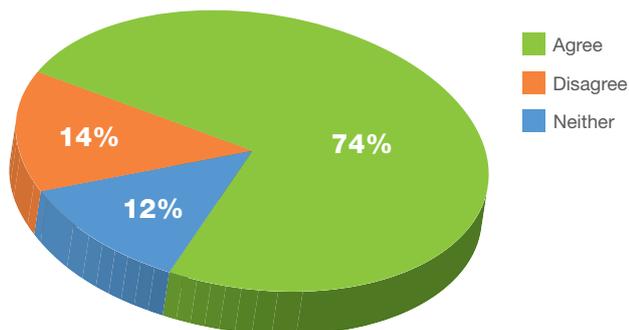
The CASR report cites a crash data analysis in Queensland, which found similar crash rates per registered vehicle for motorcycles, scooters and mopeds. However, when crash rates were assessed on a per distance travelled basis, mopeds had four times the crash rate of the other two types of powered two wheelers. Motorcycle crashes were associated with more severe injuries, which was due to the circumstances in which riding was done (e.g. more high speed roads).

CASR recommends that the requirement for a specific moped licence would mean those wishing to ride mopeds would need to complete a training program, and would be subject to the same licence restrictions as novice motorcyclists as they progress through the GLS.

A number of stakeholders provided support, however there were exceptions. The Motor Trade Association argued that significantly more research is required into the nature and extent of the risk profile of mopeds before making changes to licensing arrangements. Ride to Review argued that although they agree with the need for moped riders to undertake training, they felt the full range of GLS training and restrictions was not required. The Federal Chamber of Automotive Industries responded that as mopeds travel less distance, they believe it is not valid to compare them with the crash statistics of other forms of transport.

As indicated in Figure 11, 74 per cent of the survey respondents support the recommendation.

**Figure 11: Online survey responses about moped requirements**



### 14. Hazard Perception Test for novice riders

***Motorcyclists should be required to complete the new Austroads Motorcycle Hazard Perception Test (HPT) as part of the GLS in order to qualify for a learner's permit. This should apply regardless of any car licence already held by the rider and regardless of whether the rider has already completed the Car HPT.***

The CASR report highlighted that a number of Australian jurisdictions use a Hazard Perception Test within their GLS for car drivers. These computer-administered tests assess the driver's ability to detect hazards in the road and traffic environment in a timely fashion and respond to them appropriately. Research indicates that hazard perception reaction times have been found to be longer for crash-prone drivers.

One study found that long hazard perception reaction times were associated with a higher risk of a fatal crash in the first year of solo driving. Another NSW study found that learner drivers who failed the HPT twice, as part of the GLS, had an increased risk of involvement in a road crash compared to those who passed the test on the first attempt.

At present, the report found that new South Australian riders attain a motorcycle learner's permit after passing the Basic Rider Safe course. Having to also pass a motorcycle specific HPT would help remind novice riders about their vulnerability and crash risks they face when riding on the road. No jurisdiction, however, currently has a motorcycle-specific HPT.

For novice car drivers in South Australia, the HPT must be completed prior to obtaining a P1 provisional licence. If a motorcycle HPT is to be adopted as part of the motorcycle GLS, it would ideally be administered at the same point in the GLS: when the rider is attempting to progress from a learner's permit to a class R-Date.



## 15. Novice rider testing (on-road)

*South Australia currently requires a demonstration of motorcycling handling abilities off-road. It is recommended that an on-road testing component is added to this.*

The CASR report identified that South Australia currently has theoretical and off-road testing to obtain a learner permit for riders. This is similar in all jurisdictions other than Queensland and Western Australia which have supervised on-road riding during the learner phase.

The report states that there is a trend towards a required demonstration of riding skills on a road before a rider is permitted to ride on-road unsupervised. This requirement has been recommended by the Organisation for Economic Co-operation and Development and has been adopted in Victoria, which recently introduced an on-road component to the novice rider assessment.

Figure 13 demonstrates that 73 per cent of the online survey respondents supported the introduction of an on-road component as part of motorcycle licence testing. Similarly, there was significant stakeholder support with feedback indicating such testing would be of benefit within learner and R-Date courses, providing 'real world' conditions while under the care of supervisors during the critical phase of learning.

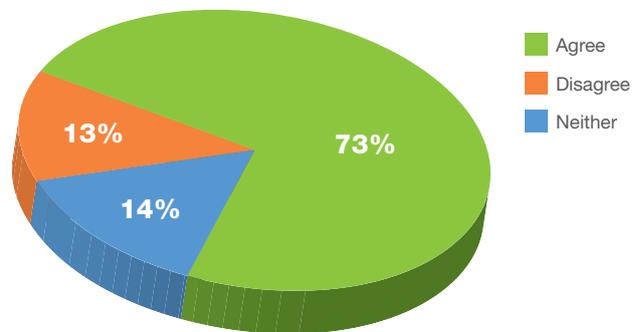
However, in the case of motorcycling, riding on-road without supervision first occurs with a learner's permit. Therefore, for motorcyclists, it may be more beneficial for the HPT to be administered earlier in the GLS, prior to the novice rider being granted a learner's permit.

As indicated in Figure 12, the majority (75 per cent) of the online survey respondents agree with the recommendation that motorcyclists should be required to complete the motorcycle HPT as part of the process to qualify for a learner's permit.

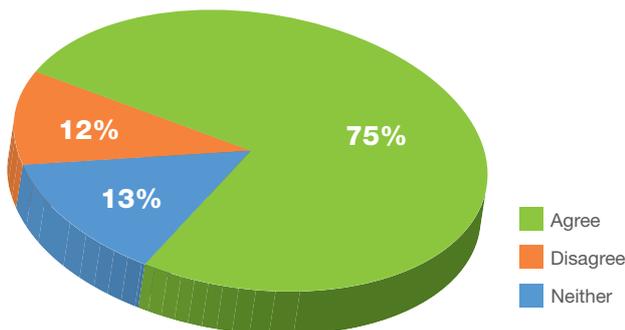
Feedback suggested passing a HPT would help ensure riders are aware of their vulnerability on the road.

There was high support for the recommendation within the stakeholder submissions.

**Figure 13: Online survey responses about on-road testing of learner riders**



**Figure 12: Online survey responses about HPT for novice riders**



# Summary

In South Australia, a substantial decline in the number of road fatalities and serious injuries in the last several decades has been achieved despite an increase in the number of people and vehicles on our roads. The significant reduction in road toll has been achieved through a number of ways, including improved road designs and treatments, reduction of default speed limits – and the enhancements to the Graduated Licensing Scheme for young drivers.

Despite these achievements, in more recent times South Australia’s progress in reducing the road toll has plateaued. Significantly, motorcyclists – and young riders in particular – continue to account for a considerable proportion of our road injuries and fatalities.

In examining these matters, the Centre for Automotive Safety Research report, *Recommendations for a Graduated Licensing System for Motorcyclists (GLS)* in South Australia, puts forward recommendations developed to potentially stop and even reverse the trend in young people from killed or seriously injured while riding.

Some recommendations from the CASR report already exist in part and are strongly supported by the community.

- ▶ The recommendation towards Zero Blood Alcohol concentration for all learner riders and R-Date licence holders irrespective of other licences held is already achieved in part in South Australia, as currently the requirement to have a zero BAC applies to all drivers and riders without a full licence (Learner riders and R-Date riders without a full car licence). However, CASR has recommended this go a step further – and that R-Date riders who do hold a full car licence are not currently subject to a zero BAC.
- ▶ The recommendation that South Australia should prohibit riders on learner’s permits and R-Date licences from carrying pillion passengers is achieved in part, as currently in South Australia, riders with a learner’s permit are not permitted to carry pillion passengers (unless they are a qualified supervising rider). However, CASR has suggested that this go a step further – and that riders with an R-Date class are currently permitted to carry a pillion passenger.

Figure 14: CASR’s Motorcycle GLS Recommendations – YourSAy Survey Responses



As indicated in Figure 14, there are a number of recommendations receiving broad support from the online survey respondents. These include:

- ▶ On road testing component to be added to the learning process
- ▶ Pass motorcycle HPT in order to qualify as a learner
- ▶ Motorcycle licence for moped riders
- ▶ Restriction to riding a motorcycle to automatic if tested on an automatic
- ▶ R Date no mobile phone use
- ▶ R Date no trailer towing
- ▶ R Date zero BAC irrespective of other licences held (as mentioned above, currently, only those R-Date riders who do not hold a full car licence are subject to a zero BAC)
- ▶ Minimum six months on learner

Further, learner zero BAC and learner no carriage of pillion, already in effect, are strongly supported by the community.

There were a number of areas that received mixed support from the online survey community, although a majority of these received strong support from stakeholder groups including:

- ▶ Night time riding restrictions
- ▶ No carriage of pillion passengers (for R Date)
- ▶ Display of distinctive plates
- ▶ Enhanced visibility requirements
- ▶ Minimum learner age
- ▶ Minimum tenure period
- ▶ Lower demerit point threshold for licence disqualification

## Conclusion

Motorcycle riding is becoming more popular among young people - and tragically, the number of young people are overrepresented in crashes in terms of motorcycle licence and registration numbers.

Enhancing the Graduated Licensing Scheme is one of the measures being considered to reduce injuries and death of motorcyclists. The survey results indicate a need for further education to not only focus on road safety, but on the true safety benefits of enhancing the Scheme.

The feedback received from the South Australian public, as well as through stakeholder submissions, is appreciated and will contribute towards future decision making on motorcycle licencing laws in South Australia.





