

**WHOLE OF GOVERNMENT  
RESPONSE TO THE  
PARLIAMENT OF VICTORIA  
ROAD SAFETY COMMITTEE**

**INQUIRY INTO MOTORCYCLE  
SAFETY**

**JUNE 2013**

## INTRODUCTION

The road safety partner agencies (VicRoads, Department of Justice, Victoria Police and the Transport Accident Commission) released *Victoria's Road Safety Strategy 2013-2022* in March 2013. The strategy outlines an approach that will lead to major improvements in safety on our roads - improvements that will make a dramatic difference, reducing the Victorian road toll by more than 30 per cent to below 200 deaths per year, and reducing all serious injuries by more than 30 per cent as well. The supporting *Action Plan 2013-2016* includes particular initiatives to improve safety for motorcycles. The Whole of Government response to the Parliament of Victoria Road Safety Committee *Inquiry into Motorcycle Safety* will complement the commitments made in the *Action Plan 2013-2016*.

## DATA QUALITY AND ACCURACY

Data quality and accuracy is fundamental to understanding the complexity of road safety issues. Sharing of data is also essential to strengthen relations with other government and non-government organisations and to improve the benefits of road safety programs.

Equally important is the need to understand what data will support effective countermeasure designs. The road safety partner agencies will continue to share data and information and identify future opportunities to obtain and share data amongst a wider range of stakeholders.

### Recommendation 1

That an independent office of road safety data be created, which will be responsible for collecting, collating, interpreting and publishing all data relevant to road safety, and, for the purposes of this Inquiry, specifically motorcycle safety. Its functions will include:

- Investigating which agencies collect data and where there are data gaps, particularly with respect to off-road riding;
- Setting standards, definitions and data collecting protocols;
- Chairing committees that include all relevant agencies and departments involved in motorcycle safety (including those that collect data);
- Setting benchmarks for the collecting and auditing of data;
- Co-ordinating the collection of data across departments dealing with health, road and environment portfolios; and
- Collecting sales, injury, registration, licensing, fatality and Transport Accident Commission insurance data.

### This recommendation is supported in principle

The Government recognises the benefits of improved road safety data, but also notes that the functions identified in the recommendation do not require the creation of a new office. The road safety partner agencies will continue to share and gather data and information and will collaborate with the Department of Health and Ambulance Victoria. Agencies will also work to close gaps in current data collection, such as off-road motorcycle crash data. Centralised data management processes will be investigated, and will include health, insurance, injury, road, registration and licensing data. It is expected that there will be substantial costs associated with establishing centralised processes, but these would be minor compared with the costs associated with the establishing and operating a new office.

The Victorian Data Linkages Unit within the Department of Health is currently liaising with WorkSafe, the TAC, the Victorian State Trauma Registry and the various Department of Health acute datasets to improve data linkage between the agencies. The Victorian Data Linkages program has been established to develop new data linkage capacity in Victoria.

Agencies will make data available to the public in accordance with the requirements of the Whole of Government DataVic Access Policy. Road safety data will be published on the Victorian Government Data Directory [www.data.vic.gov.au](http://www.data.vic.gov.au).

**Recommendation 2**

That an immediate program to improve inter-agency data co-operation and collaboration on motorcycle crash data be instituted by government agencies. Collaborations through committees and other data groups should include appropriate representatives from motorcycle advocacy groups, such as those represented on the Motorcycle Advisory Group, whose experience and knowledge of motorcycle crashes could assist in the assessment of crash data.

**This recommendation is supported in part**

Improving the quality of road safety and associated data to provide greater insight into crashes and crash causation is ongoing work instituted by the road safety partner agencies with significant input from research bodies such as the Monash University Accident Research Centre (MUARC). This work could be accelerated by selecting a policy issue and undertaking a pilot linkage project (e.g. between the Department of Health and VicRoads data) to demonstrate the extent to which additional reports and analytical data not previously available could be produced.

**Recommendation 3**

That a consistent methodology based on a set of universally applied definitions and categorisations be developed for motorcycle trauma victims who present, are admitted or suffer major trauma in Victoria. This methodology should be used by all government agencies and departments when compiling trauma data for road safety purposes. The guiding principle for including an injured motorcyclist in trauma statistics for road safety is to be the definition of a road or road related area found in the Road Safety Act 1986.

**This recommendation is supported in part**

The Government agrees there is a need for a consistent methodology and the use of universal definitions for all injury trauma. Implementing a consistent methodology across Victorian agencies would require significant changes to data systems, which will be considered with recommendation 1. The terms of reference for the current Parliament of Victoria Road Safety Committee Inquiry into Serious Injury will also consider this issue. The Committee's report to the Victorian Government is due in December 2013.

**Recommendation 4**

That the Victorian Auditor-General's Office undertake a follow up audit of the agencies audited in the Motorcycle and Scooter Safety Programs Report, within 12 months of tabling of this report.

**This recommendation is supported in principle**

The Victorian Auditor-General's office will consider the proposed audits amongst the other audit priorities.

**Recommendation 5**

That section 87(1)(d) of the Transport Integration Act 2010 be amended to include a co-ordinating role for VicRoads in the collection of road crash and trauma data among health and road safety agencies and departments.

**This recommendation is not supported**

The Victorian Government agrees that there is work required to define the different agency roles across the road safety and health agencies to ensure a more coordinated approach. The first step is to define agency and department roles, and this will be done as part of the response to recommendation 1, including the development of a governance framework.

**Recommendation 6**

That the Victorian Government initiate discussions through the Council of Australian Governments to achieve national conformity on definitions of categories used in assessing road trauma.

**This recommendation is supported**

The Victorian Government will continue to work at a national level to achieve national conformity on the definitions of categories used in assessing road trauma.

## THE ACCREDITED PROVIDER SCHEME

Motorcycle licensing is delivered by accredited providers across the state on behalf of VicRoads. Feedback provided to VicRoads has suggested that the current process of motorcycle licensing, in particular the ease of the current motorcycle riding skills tests, and having providers being able to offer a 'test only', does not provide a sufficiently rigorous assessment upon which to issue a learner permit or licence.

While the Committee did not consider VicRoads' proposed new motorcycle graduated licensing system (M-GLS) under the terms of reference of the Inquiry, the Victorian Government recognises the interactions between motorcycle training, testing and licensing, and the potential impact this can have on the safety of novice riders and other road users.

On 1 March 2013 the Victorian Government announced its intention to introduce a M-GLS, which will address deficiencies in training requirements for novice riders and create a structured learner phase that promotes continual experience development under conditions of reduced risk, as part of Victoria's Road Safety Action Plan 2013-16.

### **Recommendation 7**

That the current accredited provider scheme be reviewed by an external organisation such as the Monash University Accident Research Centre or the Victorian Auditor-General's Office, to measure its current effectiveness in administering motorcycle licensing and whether it improves motorcycle safety and reduces motorcycle trauma. The review is to be initiated within 12 months of the tabling of this report.

### **This recommendation is not supported**

In light of the forthcoming M-GLS, the Victorian Government does not see the benefit in undertaking such a review at this time.

### **Recommendation 8**

That VicRoads auditing include a new component focusing on the effectiveness of accredited providers, to be measured in terms of road safety outcomes.

### **This recommendation is supported in principle**

The development of the new M-GLS will enable VicRoads to audit the effectiveness of accredited providers measured in terms of compliance against road safety requirements. The performance of the new M-GLS as a whole will be evaluated against road safety outcomes.

### **Recommendation 9**

That accredited providers who do not offer a 'test only' option be able to access financial incentives, and that such an incentive be provided by way of a reduction in the amount paid, per student, to VicRoads by accredited providers.

### **This recommendation is not supported**

The new M-GLS will require all learner rider applicants to complete the training curriculum, therefore the concept of 'test only' will no longer exist.

**Recommendation 10**

That VicRoads, design and implement a pilot training course, for pre-licence riders that includes an off-road and attitudinal component. The training course should involve selected accredited providers, and be implemented within 12 months of the tabling of this report.

**This recommendation is supported in principle**

The curriculum developed for the new M-GLS will include attitudinal components. The Victorian Government recognises that different skills are required for riding off-road than for on-road riding, however these differences will be addressed outside of the new M-GLS. The Government response to Recommendations 13-17 also addresses off-road riding issues.

**Recommendation 11**

That VicRoads, in consultation with other road safety agencies and the public, develop a common training curriculum which all accredited providers are required to use.

**This recommendation is supported**

VicRoads is developing a pre-licence motorcycle training curriculum that will be mandated for use by all accredited providers. VicRoads will consult with the Motorcycle Advisory Group (MAG) during the development of the new curriculum.

**Recommendation 12**

That an on-road training component for learner riders, and on-road testing component for probationary riders, be introduced.

**This recommendation is supported**

The new M-GLS will incorporate an on-road element to the licence test. Gaining on-road experience will also be a strong focus of the learner phase under the new M-GLS through a series of check rides where an accredited rider will follow, assess and provide feedback to the learner rider on areas of deficiency requiring further development.

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## OFF-ROAD RIDING AND MOTORCYCLE SAFETY

The Victorian Government recognises that off-road motorcycle safety should be considered together with on-road motorcycle safety and that the road safety partner agencies should increase their focus on off-road riding motorcycling safety projects. However, the Government also notes that the issues facing off-road riders are often different to those faced by on-road riders and that road safety countermeasures developed should reflect this.

### **Recommendation 13:**

That VicRoads and the Transport Accident Commission treat off-road motorcycle safety no differently to that of on-road motorcycles.

#### **This recommendation is supported in principle**

The Government takes the view that equal weight should be given to addressing trauma, regardless of where it occurs. However, the needs of different groups, crash causal factors and feasible interventions will differ across the broad and diverse motorcycling sector requiring interventions to address specific needs, for example, through off-road rider education or training.

### **Recommendation 14:**

That VicRoads and the Transport Accident Commission ensure all current and future motorcycle safety initiatives specifically include a component aimed at improving the safety of off-road riders.

#### **This recommendation is supported in principle**

The Government supports the principle that off-road safety should be considered alongside the safety of on-road riders. However, the nature of interventions will necessarily vary. Some will be applicable across off-road and on-road use but others will need to be targeted at specific road safety issues. The off-road action plan (see Recommendation 16) will ensure that the key off-road safety issues are addressed and identify the broader interventions that have a role in reducing off-road trauma.

### **Recommendation 15:**

That road safety interventions, strategies and initiatives, focus on both on and off-road motorcyclists, relying on the definition of a road and road related area in the Road Safety Act 1986 as a basis for including or excluding motorcyclists.

#### **This recommendation is supported in part**

The Victorian Government agrees that road safety interventions, strategies and initiatives, focus on both on and off-road motorcyclists. The Victorian Government is committed to identifying and addressing unacceptable levels of trauma, wherever they occur. Responsibility for these actions will be shared between different agencies according to the nature of the issues and the locations in which they occur. Therefore, it is not intended to rely on the definition of a road and road related area in the Road Safety Act 1986 as this would restrict action to just these areas. For example, it would remove any obligation for agencies such as WorkSafe to promote the use of safe equipment when riding motorcycles on their own property.

**Recommendation 16:**

That the Department of Sustainability and the Environment be involved in the monitoring of off-road safety, and be included in the design, development, implementation and consultation stages of off-road safety initiatives, strategies and countermeasures and in the gathering and sharing of off-road crash data.

**This recommendation is supported**

To increase the focus on off-road motorcycling safety, the road safety partner agencies will continue to work closely with other agencies, particularly the Department of Environment and Primary Industries (formally known as the Department of Sustainability and Environment). VicRoads will lead the development of an action plan to address off-road riding issues with input from the Department of Environment and Primary Industries, other agencies and relevant off-road motorcycle stakeholders.

**Recommendation 17:**

That an ongoing public education campaign be undertaken by the Transport Accident Commission to educate off-road riders of the coverage they are afforded under the Transport Accident Compensation Scheme.

**This recommendation is supported in principle**

The TAC will investigate how to best educate and inform off-road riders about the benefits of third party insurance coverage under the Transport Accident Act and the consequences of not registering their off-road motorcycles under the available Road, Recreational or Agricultural registration regimes (where registration includes payment of the TAC Charge). The TAC, in conjunction with the Department of Environment and Primary Industries, is currently promoting the benefits of registration and the availability of TAC coverage to trail bike riders via the 'Trail Riding – Ride Safe, Ride Legal' brochure and this work will continue.



## ATTITUDES

The Victorian Government understands that the relationship between road users' attitudes, their behaviours and how they interact with each other is important.

### **Recommendation 18**

That road safety agencies initiate an attitudinal survey that deals with all the segments of the motorcycle community, including on and off-road motorcycles, scooter, moped and recreational riders, and that deals with attitudes to general risk taking, and specific risks including drugs, alcohol, inappropriate speeds, use of protective clothing and fatigue.

#### **This recommendation is supported**

The TAC has undertaken a range of attitudinal surveys dealing with all segments of the licensed motorcycle community dating from 2008. The most comprehensive of these, the TAC Motorcycle Monitor, was first undertaken in 2012 to explore the characteristics of the Victorian motorcycle rider population in terms of their general demographics, riding attitudes and behaviours, and attitudes towards road safety issues. In future surveys, issues related to impaired riding (drink, drug and fatigue) will also be explored.

### **Recommendation 19**

That VicRoads and the Transport Accident Commission undertake research, including attitudinal surveys, aimed at understanding how riders and drivers can better interact with each other. Agencies must take a different approach to communicating with each group, so that riders and drivers are better educated about each other.

#### **This recommendation is supported in principle**

VicRoads and the TAC will undertake research to better understand how drivers and motorcyclists interact with each other, and whether improving interactions may have positive road safety benefits for both groups. Information from this research will inform future communications to drivers and riders.

### **Recommendation 20**

That VicRoads includes motorcycle specific questions in its licence testing regime and motorcycle safety (including awareness) content in its training syllabus for learner and probationary car licence students.

#### **This recommendation is supported in principle**

VicRoads will undertake a review of the current content of the car learner and probationary licence tests and publications to determine whether motorcycle safety (including driver awareness of motorcycles) is adequately covered and if not, identify what additional content is required. VicRoads will consider the outcomes of this review and investigate the feasibility of making changes to the Learner Permit Knowledge Test, Hazard Perception Test and Drive Test and related information materials where a potential benefit to motorcycle safety is identified.

**Recommendation 21**

That VicRoads and the Transport Accident Commission undertake research projects focusing on the interaction between attitudes and behaviours as a way of informing road safety strategies and training and licensing materials.

**This recommendation is supported**

VicRoads and the TAC will undertake a review of recent research about the interaction between attitudes and behaviours in relation to driving to inform road safety strategies and training and licensing materials, with a focus on motorcycle safety where possible.

**Recommendation 22**

That the Transport Accident Commission focus its motorcycle safety advertising on redressing the attitude that responsibility for rider safety is solely attributable to the rider, by ensuring that campaigns dealing with motorcycles raise driver awareness and do not create negative stereotypes, perceptions or attitudes among drivers.

**This recommendation is supported**

The TAC will undertake research to better understand how the perceptions of drivers influence motorcycle safety outcomes. The TAC will also use the research to better understand what perceptions, attitudes or stereotypes motorcycle safety campaigns create amongst drivers. This research will be used to ensure advertising supports drivers to understand that rider safety is a shared responsibility.

**Recommendation 23**

That a 'Motorcycle Safety Awareness Week' be held annually in Victoria in conjunction with the Phillip Island MotoGP. The focus of the week is to be on how all road users can contribute to the safety of motorcyclists.

**This recommendation is supported**

The road safety partner agencies will investigate the feasibility and value of developing a 'Motorcycle Safety Awareness Week' and will explore issues that will need to be considered in the development of an awareness week.

## THE MOTORCYCLE SAFETY LEVY

Expenditure of the Motorcycle Safety Levy to date has demonstrated its capacity to improve safety for motorcyclists. Therefore, the levy will not be abolished or linked to a trauma reduction target. However, the Government will continue to review the Motorcycle Safety Levy on a periodic basis.

### **Recommendation 24**

That the Victorian Auditor-General's Office undertake a performance audit of the motorcycle safety levy including those projects funded and implemented since 2002, and its governance arrangements.

#### **This recommendation is supported in principle**

The Victorian Auditor-General's office will consider the proposed audits amongst the other audit priorities.

### **Recommendation 25**

That the motorcycle safety levy be abolished.

#### **This recommendation is not supported**

As noted, the Motorcycle Safety Levy (Levy) has demonstrated its capacity to improve safety for motorcyclists and will not be abolished. However, the Government will continue to review the Levy on a periodic basis to ensure expenditure is appropriately targeted and that safety objectives are being met.

### **Recommendation 26**

That the methodology underpinning the identification of blackspots be altered to take into account the smaller number of motorcycle crashes and crash data accuracy.

#### **This recommendation is supported in principle**

VicRoads will investigate the development of an alternative methodology for the identification and treatment of high risk motorcycle routes through the use of alternative identification criteria. This methodology will take into account the smaller number of motorcycle crashes and crash data accuracy.

### **Recommendation 27**

That VicRoads and the Transport Accident Commission report on the expenditure of the motorcycle safety levy in their respective annual reports. The report should include itemised information on the number of projects funded, the cost of each project, its completion date and whether the project had been evaluated and any other relevant information with respect to the motorcycle safety levy.

#### **This recommendation is not supported**

The information on the number of projects funded, the cost of each project, completion date and evaluation information will be provided on VicRoads website (see recommendation 28).

**Recommendation 28**

That VicRoads and the Transport Accident Commission make available and publish, through a dedicated area on their respective websites, or on another appropriate website, details about all motorcycle safety levy projects, project documentation, start and completion dates and the results of any evaluations.

**This recommendation is supported**

VicRoads includes on its website information about every Levy funded project, including project reports (where relevant). This website will be regularly updated to include start and completion dates, evaluation information, and other relevant project documentation. The TAC will link this on [www.spokes.com.au](http://www.spokes.com.au).

**Recommendation 29**

That reporting on, and evaluations of, projects funded by the motorcycle safety levy not be subject to confidentiality or release restrictions which may limit public access to information on projects. It is however, appropriate for such restrictions to apply in cases where commercial in confidence requirements are imposed as part of a contractual or tender process.

**This recommendation is supported**

Reporting on, and evaluations of, projects funded by the Levy should not be subject to confidentiality or release restrictions which may limit public access to information on projects. VicRoads will develop a standard process to identify confidential information.

**Recommendation 30**

That all motorcycle safety levy funded projects have clear performance indicators that can be measured at the start, during and at the completion of the project.

**This recommendation is supported**

VicRoads will ensure project briefs include relevant performance indicators and will report on progress against the indicators.

**Recommendation 31**

That all motorcycle safety levy funded projects be evaluated within 12 months of being completed, and the results of such evaluations be published.

**This recommendation is supported in principle**

The Victorian Government supports evaluating Levy funded projects. Evaluation will be included in the Levy application process. However, some projects will not be capable of being evaluated, such as research projects.

**Recommendation 32**

That projects that do not adhere to the Strategic guide for expenditure of the motorcycle safety levy funding not receive funding, under any circumstances, but particularly those projects that propose to use motorcycle safety levy funding to pay for enforcement or Victoria Police operational costs.

**This recommendation is supported in part**

The Victorian Government agrees that projects funded by the Levy must adhere to the Strategic Guide for the Expenditure of the Motorcycle Safety Levy (Strategic Guide). Where there is an evidence base of using enforcement for improved road safety benefits, then it will be reasonable to apply Levy funds, provided it is in accordance with the Strategic Guide.

**Recommendation 33**

That VicRoads, the Transport Accident Commission and the Motorcycle Advisory Group focus on increasing the number of off-road projects funded by the motorcycle safety levy. These projects must involve the Department of Sustainability and the Environment.

**This recommendation is supported**

VicRoads, the TAC and the Department of Environment and Primary Industries will focus on increasing the number of off-road projects funded by the Levy. The Strategic Guide will be updated to support an increase in off-road projects.

**Recommendation 34**

That the Motorcycle Advisory Group be given the same oversight function over the expenditure of motorcycle safety levy funds that had previously been exercised by the Victorian Motorcycle Advisory Council.

**This recommendation is not supported**

The Motorcycle Advisory Group (MAG) has been established to advise VicRoads to guide policy development and implementation, whereas the former Victorian Motorcycle Advisory Council was a council appointed to report to the Minister for Roads. The MAG has been involved in the development of the update of the Strategic Guide and the Victorian Government expects that VicRoads will continue to engage with stakeholders, such as the MAG, to ensure the effectiveness of the Levy. Approval of the expenditure will remain with the Minister for Roads.

**Recommendation 35**

That VicRoads and the Transport Accident Commission report on the effectiveness of the motorcycle safety levy in future annual reports, including the demonstrable effects of the levy in improving rider safety and the effectiveness of individual projects.

**This recommendation is not supported**

Refer to recommendation 27.

**Recommendation 36**

That, unless otherwise abolished, the motorcycle safety levy be linked to a specific motorcycle trauma reduction figure which, once reached, would result in the levy being abolished.

**This recommendation is not supported**

Refer to recommendation 25.

## **WORKING WITH NON-GOVERNMENT STAKEHOLDERS**

The Victorian Government recognises that motorcyclists are legitimate users of the transport network, and also recognises the diverse stakeholders involved in motorcycling safety and the benefits of working closely with the stakeholders to achieve safe motorcycling.

### **Recommendation 37:**

That VicRoads initiate a consultation process, based on the Swedish OLA (Objective facts, List of solutions, Addressed action plans) method, for motorcycle safety that involves all road safety agencies, motorcycle clubs, stakeholders and groups, and members of the broader community with a view to developing new safety initiatives. The process is to be facilitated by a third party, non-government organisation and is to be based on the process used by the Royal Automobile Club of Western Australia.

### **This recommendation is supported in principle**

VicRoads and the TAC will consider using the Swedish OLA (Objective facts, List of solutions, Addressed action plans) method or equivalent to develop the stakeholder engagement plan.

### **Recommendation 38:**

That road safety agencies formally review their existing stakeholder arrangements and identify new stakeholder groups for inclusion in their stakeholder engagement plans, policies and approaches. As part of this review, the Transport Accident Commission and VicRoads in particular, should invite motorcycle stakeholders, clubs and groups to indicate their interest in being included in all forms of stakeholder engagement and then take steps to ensure they are included.

### **This recommendation is supported**

VicRoads and the TAC will review the existing stakeholder engagement approach and develop a new plan to ensure that there is a high level of engagement with the motorcycle community and other relevant stakeholders on motorcycle safety issues. This will provide an improved stakeholder engagement resulting in safer motorcycling. A collaborative approach will be sought to encourage inclusive, meaningful and constructive interactions between the road safety partner agencies and the motorcycle community.

The road safety partner agencies engage a number of diverse stakeholders through MAG. The MAG will have a central role in informing the development of the stakeholder engagement plan. The function and membership of the MAG will also be considered when developing the stakeholder engagement plan.

### **Recommendation 39:**

That the Transport Accident Commission and VicRoads formulate a stakeholder management plan for engaging with the motorcycling community, and include the role, scope and breadth of stakeholders to be consulted for each type of engagement method.

### **This recommendation is supported**

Refer to recommendation 38.

**Recommendation 40:**

That VicRoads review the RoadSafe program with a view to identifying improvements for engaging, where appropriate, with all sectors of the Powered Two-Wheeler community.

**This recommendation is not supported**

A review is not required as VicRoads introduced a revised program, the Victorian Community Road Safety Partnership Program (VCRSPP), in July 2010 which encompassed the previous RoadSafe Community Road Safety Council and Saferoads local government community road safety programs. The VCRSPP enables the engagement of all sectors of the powered two-wheeler community through developing and implementing community road safety programs at the local level. VicRoads approves, funds, coordinates and where appropriate, provides advice to road safety groups who have an identified road safety crash problem involving motorcyclists.

**Recommendation 41:**

That the Transport Accident Commission consult broadly with motorcycle stakeholders, including those on the Motorcycle Action Group at the inception, design and production phase of motorcycle safety advertising and safety messages.

**This recommendation is supported in principle**

The TAC will consult broadly with motorcyclists, including MAG, in the development of future public education campaigns and projects addressing motorcycle safety issues. The TAC has commenced this process and there is currently a broad group of motorcyclists involved in the upcoming motorcycle safety campaign. The scope of involvement will be fully determined during the development of the stakeholder engagement plan, as per recommendations 38 and 39.

**Recommendation 42:**

That the Motorcycle Advisory Group be required to report regularly to the Minister for Roads, through its Secretariat. Agendas, and minutes of all meetings will be provided promptly to the Minister's office (as well as to the Motorcycle Advisory Group members) and a comprehensive report on the Motorcycle Advisory Group's activities and any outcomes should be submitted to the Minister on a yearly basis.

**This recommendation is not supported**

The MAG has been established to provide advice to VicRoads and will continue to report to VicRoads. However, through improved stakeholder engagement there will be greater transparency in how information (such as reporting on the levy and research) is provided to the Minister for Roads.

**Recommendation 43:**

That the Motorcycle Advisory Group be expanded to include additional representatives from the scooter and moped, off-road and accredited provider segments of the motorcycling community and the length and regularity of meetings be increased to allow for constructive engagement.

**This recommendation is supported in principle**

Refer to recommendation 38.

**Recommendation 44:**

That motorcycle advocacy groups in Victoria continue to work towards greater co-operation and co-ordination amongst themselves, particularly when engaging with road safety agencies.

**This recommendation is noted**

## COUNTERMEASURES

### **Recommendation 45**

That VicRoads and the Transport Accident Commission, in conjunction with road safety researchers, undertake a crash reporting and investigation study, using the Motorcycle Accident In-Depth Study approach as a model.

#### **This recommendation is supported in principle**

The Motorcycle Accident In-Depth Study (MAIDS) is a European investigation of motorcycle crashes. The Monash University Accident Research Centre is currently conducting a study of motorcycle crashes, in partnership with VicRoads, the TAC, the Australian Research Council, Victoria Police, the Department of Justice and the Victorian Automobile Chamber of Commerce.

Victoria's study adds a number of features that were not included in the MAIDS, including:

- identifying features of the road infrastructure that may increase (or decrease) crash risk for motorcyclists.
- comparing the speeds of riders travelling through the area to the estimated speeds of crashed riders.
- the Victorian research study uses more extensive case control analysis than was used in MAIDS.

These features will provide a more comprehensive picture of the factors contributing to motorcycle crashes than was available to MAIDS researchers. The project will be completed in 2014.

Additionally, Neuroscience Research Australia is currently conducting the Motorcycle In-Depth Crash Study, funded by Austroads and Transport for NSW. It is a research study into the factors associated with motorcycle riders' crash risk, and will involve an in-depth investigation of every serious motorcycle crash reported within a three hour ride of Sydney, over three years. The study is based on the internationally agreed case control methodology for in-depth investigation of motorcycle crashes.

### **Recommendation 46**

That VicRoads update its road engineering guides to ensure they account for motorcycles. The guides, including any policies, procedures and any other documents needed in the design, building and maintenance of roads should take a safe systems approach, with a view to reducing the injury and fatality risk to motorcyclists.

#### **This recommendation is supported in principle**

VicRoads utilises the Austroads Guides for all design requirements. VicRoads will influence, as much as possible, any future updates of Austroads Guides and any other internal policies and guidelines which deal with design requirements.



**Recommendation 47**

That VicRoads improve, in respect of motorcyclists, the operation of Wire Rope Safety Barriers and other roadside barriers (such as steel or concrete barriers) by utilising existing technology such as retrofitting barrier posts with cushion products, employing underrun protection rails and using other technologies to reduce the impacts of snagging or deceleration. These improvements should occur on roads that have been identified as requiring improvement based on crash statistics, or using the approach taken for identifying blackspot and blacklength roads, to ensure that funds are best utilised.

**This recommendation is supported**

VicRoads identifies roads with high motorcycle crash rates across Victoria. These roads are investigated to determine the road infrastructure and other treatments that can be installed to reduce the likelihood of crashes and the crash severity for motorcyclists.

Similarly, VicRoads coordinates programs that review roads with high crash rates involving all road user types, and where applicable, installs 'motorcycle-friendly' roadside products to reduce the risks and crash severity for motorcyclists, in addition to treatments for all other road users.

**Recommendation 48**

That the Transport Accident Commission and VicRoads investigate the use of incentives and public education campaigns to increase the number of motorcycles being purchased with Anti-Lock Braking Systems.

**This recommendation is supported in part**

Motorcycle Anti-Lock Braking Systems (ABS) is an important safety countermeasure with initial research showing reductions in fatal and serious injury crashes of up to 38 per cent.

Accordingly, VicRoads and the TAC are already actively promoting motorcycle ABS to the relevant consumers through existing programs, including online, dealership and motorcycle demonstration activities. These programs have been demonstrated to have been effective in communicating this message to motorcyclists. As a measure of success, motorcycle ABS fitment rates are increasing. Both VicRoads and the TAC plan to continue these activities over the coming years.

**Recommendation 49**

That VicRoads and the Transport Accident Commission provide yearly reports to the Motorcycle Advisory Group on research, advancements and evaluations of motorcycle Anti-lock Braking System, and other countermeasures both in Australia and overseas. These reports should also be made available to the public through the respective agencies websites.

**This recommendation is supported in principle**

VicRoads already provides links to key motorcycle ABS reports on its website and will continue to update this as major findings are released.

As research into Motorcycle ABS brakes is infrequent, it would be inefficient to provide yearly research updates, so VicRoads will continue to do this on an ad hoc basis.

**Recommendation 50**

That VicRoads and the Transport Accident Commission develop educational campaigns for the use of protective clothing based on research findings with a focus on improving the usage of armour and lower body clothing and on segments of the motorcycle community that have lower rates of use.

**This recommendation is supported in part**

VicRoads and the TAC support the development of campaigns to increase the usage of armour and boots and will investigate the best channels to communicate this message to riders.

**Protective clothing - recommendations 51-54**

The TAC in partnership with VicRoads is currently investigating the feasibility of setting up a motorcycle protective clothing testing program. It is anticipated that the program will be able to provide consumers with independent safety performance results on a range of motorcycle garments.

The European Standards (EU) for motorcycle protective clothing is one of the most comprehensive internationally and is the standard that the pilot program is testing to. Initial results from the testing program have revealed challenges in testing whole garments to the full EU Standards. It is anticipated that modifications to the EU Standards will be required in order to complete testing in the pilot program.

Once the full results from the pilot program are available, consideration will be given to how best to translate the results for consumers. In the first instance, the program will be a consumer information program only. While long term there may be the potential to turn the consumer information into a star rating system for protective clothing, much research and work is needed prior to its development. Jurisdictions around Australia have shown a keen interest in the program and as the program develops, other agencies will be encouraged to join and contribute to the program. This will be necessary for a sustainable consumer information program.

On 1 March 2013 the Victorian Government announced its intention to introduce the mandatory requirement for motorcyclists to wear boots that are at least ankle high to better protect them as part of Victoria's Road Safety Action Plan 2013-16.

**Recommendation 51**

That the Transport Accident Commission provide a report on the development of the star rating system, including prospective timelines, to government, the Motorcycle Advisory Group and the Road Safety Committee within six months of the tabling of this report.

**This recommendation is supported in principle**

The TAC will provide a report to the Assistant Treasurer on the progress of the pilot consumer information program. It is expected that this report will be provided at the end of June 2013.

**Recommendation 52**

That a star rating system for protective motorcycle clothing, which includes boots, gloves, jackets, pants and armour, be established within 24 months, and be fully functioning within 36 months, of the tabling of this report. It should adopt the Conformité Européenne standards for protective motorcycle gear, but also take into consideration Victorian requirements including weather patterns and must include a testing and certification regime.

**This recommendation is not supported**

The current pilot program is a consumer information program only. While in the long term there is the potential to have a star rating system, much research and work is needed prior to its development and the recommended timelines are not feasible.

The pilot program is currently investigating the feasibility of testing to the EU Standards. Once the full results from the pilot program are available, the TAC and VicRoads will be in a better position to discuss timelines for setting up a fully functional system and the best standard to adopt for the eventual program. This will be done in conjunction with other national road safety partner agencies.

**Recommendation 53**

That gear that does not meet a minimum star rating (once established) should not be sold or branded as 'protective' motorcycle gear in Victoria. Clothing that does meet a minimum standard should be subject to incentives and subsidies devised by road safety agencies to facilitate its purchase by motorcyclists.

**This recommendation is not supported**

Work will be undertaken to determine the best approach to encourage riders to purchase and wear good quality protective clothing. The road safety partner agencies will be in a better position to consider this recommendation when a consumer information program has been established.

**Recommendation 54**

That VicRoads and the Transport Accident Commission in conjunction with Standards Australia create an Australian Standard for motorcycle protective gear. This standard should use the European standards as a basis, but take into account Victorian and Australian specific factors.

**This recommendation is not supported**

The agencies are not in a position to consider the development of an Australian Standard for motorcycle protective gear at this point in time.

**Recommendation 55**

That VicRoads and the Transport Accident Commission investigate ways of improving motorcycle safety through behavioural change programs including changes to the car licence curriculum and road rules so that motorcyclists and the risks posed to them by other road users are highlighted. Other areas that should also be explored include school education and advertising campaigns aimed at all road users.

**This recommendation is supported in principle**

VicRoads and the TAC will consider appropriate ways to use these behavioural change programs to improve motorcycle safety, considering the reviews undertaken in recommendations 20 and 21.

**Recommendation 56**

That VicRoads and the Transport Accident Commission investigate the potential of simulators and virtual training software to complement motorcycle training.

**This recommendation is supported**

VicRoads and the TAC agree to continue to investigate the potential of simulators and virtual training software to complement motorcycle training. This will facilitate a better understanding of the potential benefits of simulators and virtual training software as a training aid.

## NEW INITIATIVES

### **Recommendation 57**

That road safety agencies set and incorporate trauma reduction targets for motorcycles, and motorcycle segments, in motorcycle strategies and for individual interventions. Targets should be both aspirational and empirical in nature.

#### **This recommendation is not supported**

An overall trauma reduction target for fatalities and serious injuries has been included in Victoria's *Road Safety Strategy 2013-2022*. The Victorian Government does not support a target for individual modes or interventions, however individual interventions will be evaluated as and where appropriate (see recommendation 31).

### **Recommendation 58**

That the Transport Accident Commission and VicRoads review their driver instructional materials to deal with the issue of safety features on vehicles that may affect a driver's ability to see motorcyclists.

#### **This recommendation is supported in principle**

VicRoads and the TAC will review Australian and international research including the findings of the Enhanced Crash Investigation Study conducted by MUARC. This will be to determine whether and in what way car safety features are having an impact on drivers' awareness of and ability to see motorcyclists and, if this is the case, whether an impact on crashes can be determined. If the investigation indicates it is appropriate, information materials for drivers and motorcyclists will be reviewed.

### **Recommendation 59**

That the benefits and risks of filtering, as distinct from lane splitting, be reviewed with the aim of introducing filtering in Victoria. A review committee should be constituted within 12 months of the tabling of this report and its members must include motorcycle community stakeholders and advocates, transport academics, police and other government agencies. The review committee will be responsible for:

- Creating a definition that includes references to speed and the location of the rider on the road during filtering among others;
- Identifying the benefits and risks of legalising filtering;
- Undertaking research into the incidence of rear-end crashes and crashes involving motorcycles and other vehicles within the same lane;
- Formulating training requirements so that riders can safely filter;
- Implementing a trial of filtering, followed by an evaluation to allow for a realistic assessment of the risks of filtering; and
- Consulting with the public and motorcycle stakeholders.
- The review committee will produce a report, with recommendations, and submit it to the Minister for Transport and the Road Safety Committee within 12 months of the committee being constituted.

#### **This recommendation is supported in principle**

Since the evidence was provided to the Committee on the issues associated with lane filtering, VicRoads has reviewed the risks and benefits of filtering, seeking input from a range of stakeholders. Issues raised included the impracticality of effective enforcement and avoiding the risk of unsafe lane splitting. Based on the advice from stakeholders, the Victorian Government believes that

measures to improve mutual respect and awareness between motorcycle riders and drivers would be more beneficial than seeking to change the road rules.

It is noted that amendments to the road rules had previously been considered by the National Transport Commission and a decision was made not to amend the road rules.

VicRoads will develop an awareness campaign aimed at all road users, about safe sharing of the road with motorcyclists, particularly in congested environments. The research undertaken in recommendation 19 may facilitate developing this campaign. VicRoads will also consider the issue when developing the pre-learner training curriculum.

**Recommendation 60**

That the Transport Accident Commission's funding of enforcement be reviewed with a view to identifying whether there has been an undue reliance on enforcement, by the Transport Accident Commission, and whether these funds would be more appropriately spent on alternative programs, initiatives and activities (such as subsidising countermeasures) which can improve motorcycle safety.

**This recommendation is supported in principle**

The TAC will undertake a review to:

- determine the effectiveness of supporting enhanced enforcement activities
- compare the cost benefits of enforcement activity to other motorcycle safety initiatives; and if effective, the optimum spend on enforcement for the TAC.

The TAC's funding of road safety activities will continue to be based on evidence. If the review determines that enhanced enforcement activities are effective in reducing road trauma, funding of enforcement programs will continue.

**Recommendation 61**

That road safety agencies incorporate subsidies and incentives in motorcycle strategies, interventions and when introducing new countermeasures. Only countermeasures that have a measurable road safety benefit, either by reducing crash risk or improving trauma rates, should be eligible for such subsidies and incentives.

**This recommendation is supported in principle**

VicRoads will consider subsidies and incentives when developing strategies for motorcycle interventions.

**Recommendation 62**

That the hypothecation of funds derived from enforcement, and their transfer to a specific road safety fund which could be used to supplement existing funding for road safety measures, including those aimed at motorcyclists, such as that in Western Australia and New South Wales, be implemented in Victoria.

**This recommendation is not supported**

The Victorian Government will continue to fund road safety activities based on program and project merits taking into account available evidence and cost benefit analysis where this is available.

**Recommendation 63**

That the Department of Sustainability and Environment and road safety agencies investigate ways to increase the awareness of emergency location devices among off-road motorcyclists and assess ways to improve access to such devices, including making such devices available for a small rental fee.

**This recommendation is supported in principle**

The road safety partner agencies, with input from the Department of Environment and Primary Industries, will investigate the extent to which casualty outcomes are improved by the use of emergency location devices. If this is the case, then the road safety partner agencies and Department of Environment and Primary Industries will investigate ways to make emergency location devices more accessible.

**Recommendation 64**

That VicRoads and the Transport Accident Commission provide yearly reports to the Motorcycle Advisory Group on research, advancements and evaluations of Intelligent Transport Systems and associated technologies, both in Australia and overseas. These reports should also be made available to the public through the respective agencies websites.

**This recommendation is supported in principle**

As many Intelligent Transport Systems can be configured to a range of vehicle types (heavy, light, motorcycle), VicRoads will commission an investigation into current Intelligent Transport System countermeasures and how they can be applied to motorcycles. This report will be presented to the Motorcycle Advisory Group and made available on VicRoads website. Depending on the changes in technologies and demand for yearly updates of the report, VicRoads will consider this as needed.