Queensland Motorcycle Safety Strategy

2009 – 2012

Queensland Government

Foreword

In a perfect world, road safety would be something we never have to think about. There would be no crashes, injuries or fatalities and everyone would get from 'A' to 'B' unscathed. Unfortunately, the reality is that road safety continues to be one of our most serious public health issues.

In 2008, one in five road fatalities in Queensland were motorcyclists. More and more people are riding motorcycles for regular commuting and recreation, leading to a steady increase in motorcycle registrations and the number of people obtaining a motorcycle licence. With constant economic changes and a greater interest in more environmentally friendly forms of transport, the growth in motorcycle use is expected to continue.

A proactive approach is needed to advance motorcycle safety and to curb the rising number of crashes amongst this group of road users. As the Minister responsible for road safety in Queensland, I am pleased to introduce the *Queensland Motorcycle Safety Strategy 2009–2012* (the Strategy), a blueprint for motorcycle safety in Queensland.

The Strategy sets out a comprehensive plan to improve safety for all motorcyclists and outlines a range of actions for implementation over the next four years. It was developed in consultation with key stakeholders following extensive public consultation on a range of safety initiatives proposed in Queensland Transport's consultation paper *Motorbike Safety in Queensland – Consultation Paper*.

The Strategy has adopted a 'safe systems' approach to motorcycle safety encompassing all elements of the road environment, including road users and behaviours, speed, vehicles, roads and roadsides. It emphasises that road safety is a shared responsibility between all parties – the owners of the road system, vehicle designers and road users.

The actions included in the Strategy provide the greatest opportunity for real and lasting change to address Queensland's ongoing motorcycle safety challenges. Our initiatives embrace national and international best practice, and are consistent with plans in other states while strongly reflecting Queensland's unique environment.

Government cannot address road safety alone. Regular consultation with motorcycle stakeholders, including riders, manufacturers, retailers, and trainers, ensures the expertise of industry plays a part in motorcycle safety policy and implementation.

The Queensland Government will not be complacent about motorcycle fatalities on our roads. The next few years pose unique challenges for Queensland as we balance expected population growth with concerns about road safety. I am confident that by working together to implement this Strategy we can slow the growth of the road toll and make our roads safer for all motorcyclists in Queensland.

Rachel Nolan MP
Minister for Transport

Acknowledgements

On 28 April 2008, Queensland Transport released the *Motorbike Safety in Queensland – Consultation Paper*[1]. The consultation paper proposed 16 initiatives to deal with known motorcycle safety issues. More than 2300 online and written responses were received from motorcyclists and other road users, organisations representing motorcyclists, trainers, manufacturers and retailers, and businesses using motorcycles. Workshops were held during April with the Motorbike Safety Working Group, the Queensland Road Safety Committee, and the Q-Ride Registered Service Providers.

Extensive comments were provided on the 16 proposed initiatives, and other alternatives were suggested. There was considerable comment about drivers not looking out for motorcyclists, or riders not being visible to car drivers. All responses were collated by road safety researchers, Associate Professor Barry Watson and PhD student Darren Wishart of the Centre for Accident Research and Road Safety (CARRS-Q). Two consultation reports were produced and are published online at: www.transport.qld.gov.au

Queensland Transport thanks the members of the Motorbike Safety Working Group, the Queensland Road Safety Committee, and the Q-Ride Registered Service Providers for their contribution to the development of the Strategy.

Queensland Transport would also like to thank the motorcyclists, organisations and the general community who shared their views on how motorcycle safety could be improved in Queensland.

1 *Motorcycle Safety in Queensland – Consultation Paper* is available from: www.transport.qld.gov.au

Context

Motorcycle and moped riding increased in popularity in Queensland during the past five years. More people are using motorcycles for regular commuting and for recreation, leading to a steady increase in motorcycle registrations and the number of people obtaining a motorcycle licence[2] (Figure 1).

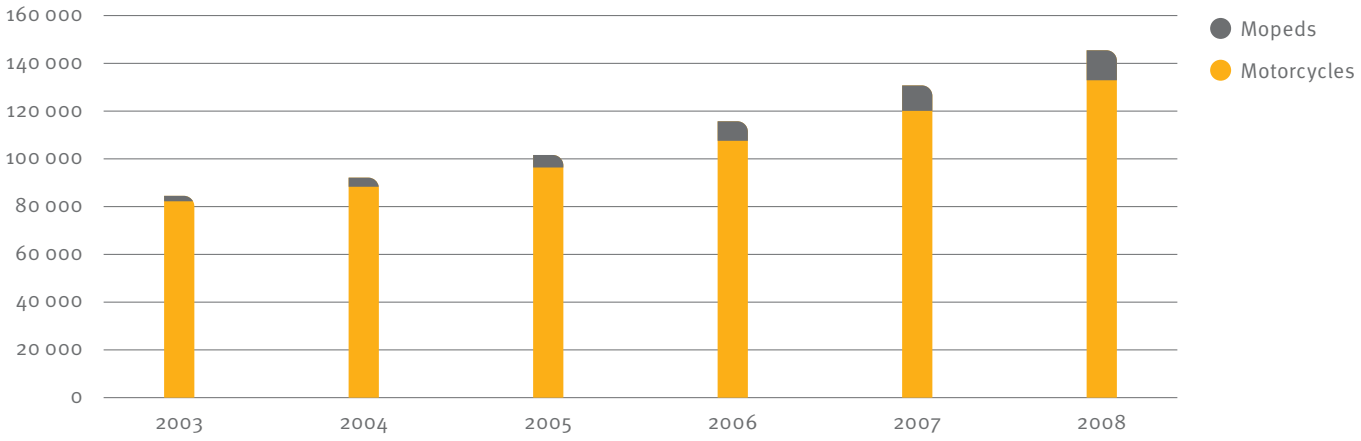
In Queensland (as at 31 December 2007)[3]:

- there were 138 722 registered motorcycles (4% of all vehicles registered);
- since 2003, the number of motorcycle registrations increased by 56%, more than three times the rate of increase for cars;
- over 12 000 mopeds were registered[4] (9% of all motorcycles registered), an increase of 150% from 2004;
- there were 570 649 people licensed to ride motorcycles (20% of all current licence holders); and
- more than four people held a motorcycle licence, for every motorcycle registered.

Motorcycles are an alternative to car travel and public transport. Aside from the enjoyment of riding, there are broader benefits, such as reducing road congestion and potentially lowering greenhouse gas emissions. With constant economic changes and a greater interest in more cost efficient forms of transport, the growth in motorcycle use is expected to continue.

However, motorcycle riding remains a higher risk activity than using any other motor vehicle. As the number of motorcycles has increased, so has the number of motorcyclists involved in fatal or injury crashes. This is happening in Queensland and across Australia.

Figure 1: **Motorcycle and moped registrations in Queensland at 30 June**



2 Data Analysis Unit, Queensland Transport.
3 Data Analysis Unit, Queensland Transport.
4 ***moped*** means a motorbike with an engine capacity of not more than 50mL; and that has a manufacturer's top rated speed of not more than 50km/h; and is not a bicycle (Schedule 7, *Transport Operations (Road Use Management – Driver Licensing) Regulation 1999*). Scooters with a higher engine capacity are defined as motorbikes.

Table 1: **Fatalities as a result of crashes involving motorcycles within Queensland, 2003 to 2008, by year**[5]

Year	2003	2004	2005	2006	2007	2008
Fatalities	42	48	66	61	75	72

In Queensland, fatalities from crashes involving motorcycles increased by 71.4% between 2003 and 2008 with:

- 72 fatalities resulting from crashes involving motorcycles in 2008; and
- 42 fatalities resulting from crashes involving motorcycles in 2003 (Table 1).

Across Australia:

- the rate of fatalities from motorcycle riding is 20 times higher than for car drivers[6]; and
- over 40% of fatal motorcycle crashes are single vehicle crashes[7].

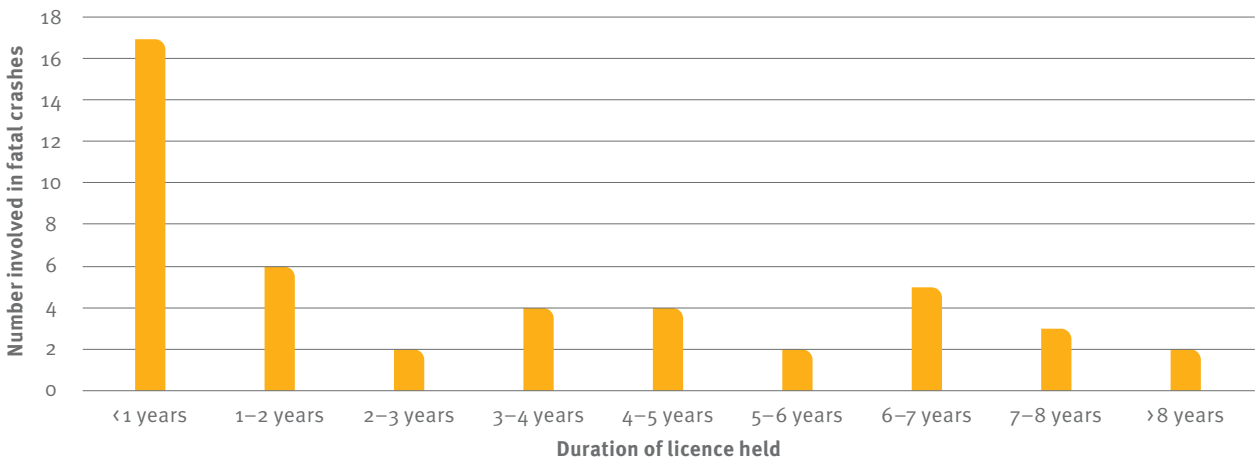
Motorcyclists are more vulnerable to injury because they do not have the same crash protection as car drivers. Motorcycle riding also requires greater attention and a different set of skills to that used for driving a car.

The Strategy targets all motorcyclists, with a particular focus on novice riders[8]. Novice motorcyclists are more at risk due to their lack of riding experience.

Motorcycle riding requires more complex cognitive (thinking) and perception (sensing) skills than driving a motor vehicle, for example, using balance, coordinating hand and foot controls and operating independent front and rear brakes. The risks associated with inexperience are not limited to younger riders, but apply to novice riders of all ages (Figure 2).

Like car drivers, the first 12 months of motorcycle riding is usually the most critical. Queensland crash data from 2002–2006 suggests that young novice riders are not the

Figure 2: **Licensed motorcycle riders involved in fatal crashes by duration of licence holding within Queensland (2006)**



5 Data Analysis Unit, Queensland Transport.
6 National Road Safety Action Plan 2007–2008, Australian Transport Council. www.atcouncil.gov.au
7 National Road Safety Action Plan 2007–2008, Australian Transport Council. www.atcouncil.gov.au
8 For the purpose of this Strategy, the term 'novice rider' refers to the first 12 months of licensing after the learner stage even though the rider may have held an open car licence for some time.

Riding a motorcycle in Queensland

only riders at risk, with data showing that, where age and licence history was known[9]:

- 39% of first year licensed riders involved in fatal crashes were aged 17–24; and
- 36% of first year licensed riders involved in fatal crashes were aged 30–49.

This Strategy forms a component of the *Queensland Road Safety Strategy 2004–2011*. It sets out a range of actions to improve the safety of motorcyclists and reduce the rate of injuries and fatalities, targeting those actions that will deliver the most favourable road safety outcomes.

Queensland has a graduated licensing system for motorcyclists, consisting of learner, RE and R licence stages. Since 1 July 2007, applicants for a motorcycle learner licence must have held a provisional car licence for at least 12 months.

Motorcycle training and assessment can be undertaken via the Q-Ride system[10], or after a period of six months, learners can be assessed by a Q-SAFE driving examiner (the same system used for car licence testing).

If successful, the motorcyclist holds an RE licence which limits the rider to motorcycles with an engine capacity of 250mL or less[11].

The motorcyclist may choose to remain on the RE licence indefinitely, or, after a minimum period of 12 months, be assessed to progress to an R licence. There are no engine capacity restrictions associated with an R licence.

Queensland legislation currently allows drivers holding a C class (car) licence to ride an automatic scooter, with an engine capacity not exceeding 50mL (a 'moped'). However, a motorcycle licence is required to ride a scooter with an engine capacity higher than 50mL.

9 Data Analysis Unit, Queensland Transport.
10 Further information on Q-Ride is available from: www.transport.qld.gov.au
11 Engine capacity is expressed in millilitres (mL) throughout this document, reflecting terminology used in Queensland legislation. Engine capacity can also be expressed in cubic centimetres (cc) and is used in some other Australian jurisdictions.

Progress to date

Motorcycle safety was highlighted as a significant and increasing problem at the Queensland Road Safety Summit in 2006. As a result, Queensland Transport undertook a comprehensive review of motorcycle safety, involving analysis of road crash data, an independent review of the Q-Ride motorcycle training program and independent reports on improving motorcycle safety in Queensland.

At the same time, the Parliamentary Travelsafe Committee conducted the *Inquiry into the Q-Ride rider training program*, releasing its final report in June 2007[12]. On tabling its response to the Travelsafe Committee's report[13], the Queensland Government announced there would be a number of changes to the current motorcycle system.

The first of these changes were implemented on 1 July 2008, and included:

- a requirement that all new motorcyclists must hold an RE licence for 12 months before progressing to an R licence;
- a minimum age restriction of eight years for pillion passengers; and
- enhancements to the Q-Ride audit scheme to provide for in-person, on-the-spot, 'without notice' audits.

These changes build on earlier reforms completed in 2007, including:

- improvement to the Q-Ride program through:
  - enhanced audits of Q-Ride Registered Service Providers;
  - a maximum student to trainer ratio of five students to one trainer;
  - new competency standards, including a Consistent Assessment Process for Q-Ride; and
  - new penalties for Q-Ride Registered Service Providers who fail to comply with Q-Ride training and assessment standards.
- a requirement to hold a provisional car licence for a minimum period of 12 months before being eligible to apply for a motorcycle learner licence;
- a motorcycle safety campaign, targeting motorcyclists and car drivers;
- a dedicated motorcycle safety website, www.motorbikesafety.qld.gov.au; and
- road improvements totalling $1 million to provide safer motorcycle routes, under the 'Safer Roads Sooner' program.

Queensland Transport's review of motorcycle safety and the Travelsafe inquiry identified a range of potential initiatives to improve motorcyclist safety. These were included in the *Motorbike Safety in Queensland – Consultation Paper* for public comment. The reviews undertaken or commissioned by Queensland Transport, the Travelsafe Inquiry, and the public consultation have all informed the development of this Strategy.

12 Final report is available from: www.parliament.qld.gov.au
13 The Queensland Government's response is available from: www.parliament.qld.gov.au

Guiding framework

This Strategy adopts the safe system approach, which guides road safety policy in jurisdictions across Australia.

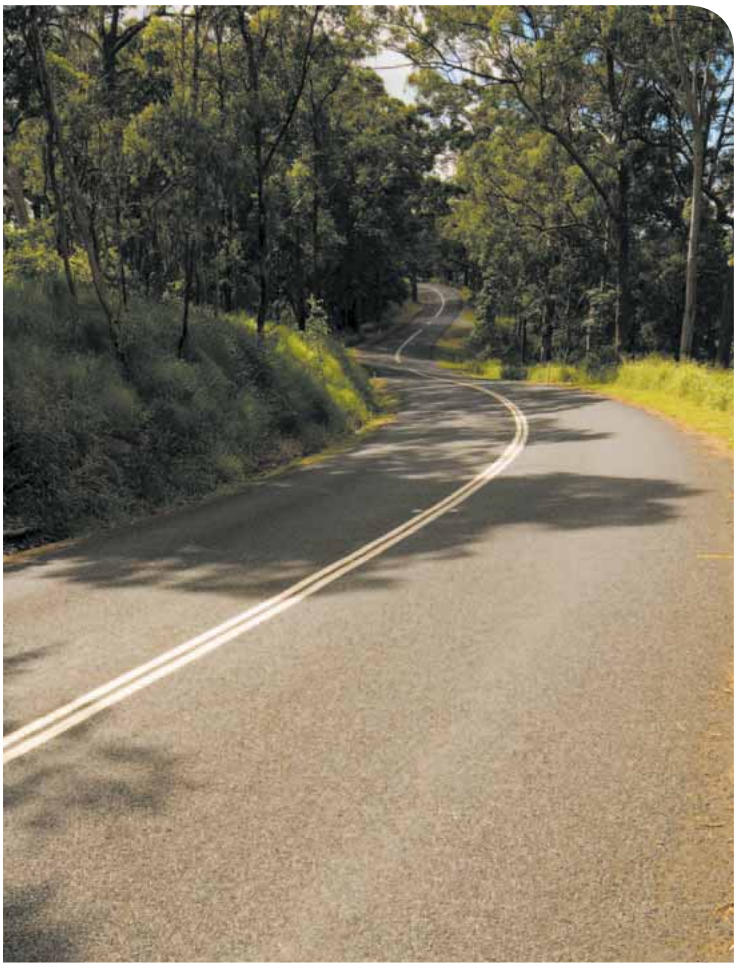
Safe system principles were first set out in the *National Road Safety Action Plan 2005–2006*[14]. The concept proposes a design for a safe transport system that is forgiving of human error, minimises the impact of crashes to survivable levels and reduces the contribution of road user behaviour to road crashes. The approach emphasises that road safety is a shared responsibility between all parties associated with the roads – the owners of the road system, vehicle designers and road users. A safe system is one where the likelihood of a crash is reduced and where crashes that do occur have minimal risk of death and serious injury.

The approach encompasses the following elements:

- safe road users;
- safe vehicles;
- safe roads and roadsides; and
- safe speeds.

The Strategy sets out a comprehensive plan that addresses each element of the safe system approach, creating a framework that supports achievement against each of the four **safe4life** outcomes of the *Queensland Road Safety Strategy 2004–2011*.

Priorities have been identified within each part of the safe system framework. The Strategy will be delivered through the specific actions identified under each priority. Some of the actions are new, while others are modifications to work already underway. Some actions cannot be completed within the term of this Strategy, but build a platform for the future. These are more complex and will first need to be carefully researched to identify the best way to implement them in Queensland.



14 National Road Safety Action Plan 2005–2006, Australian Transport Council.

Timeframes

The actions identified in this Strategy reflect the Queensland Government's commitment to improving motorcycle safety. The Strategy outlines:

- 11 top priority actions for earliest possible implementation;
- three actions identified for further research to ensure alignment with best practice principles before developing initiatives to be implemented during the term of the Strategy; and
- seven actions for continued monitoring and/or investigation throughout the term of the Strategy and beyond.

Actions identified for earliest possible implementation are to:

- Introduce new restrictions to enhance the current motorcycle graduated licensing system, including:
  - replace the 250mL engine capacity restriction for learner and RE licence holders with a Learner Approved Motorcycle Scheme (LAMS), consisting of 150 kilowatts per tonne power-to-weight ratio and 660mL engine capacity upper limit;
  - a zero alcohol limit for all learner, provisional and novice motorcycle licence holders, regardless of age (the term 'novice rider' refers to the first 12 months of licensing after the learner stage even though the rider may have held a car licence for some time);
  - a requirement for riders holding a provisional licence to display a P plate; and
  - no passengers for learner riders (including a supervisor).
- Develop public education campaigns and/or communication activities to encourage riders to:
  - wear protective clothing to mitigate injury severity in the event of a crash;
  - wear clothing to improve motorcyclist visibility to other road users; and
  - ride with the motorcycle front headlight turned on at all times, to improve their visibility to other road users.
- Develop public education campaigns and/or communication activities for returning riders (for example, information illustrating the risks for riders returning after an extended break from riding, and to encourage refresher training).
- Develop public education campaigns or communication activities, including:
  - a motorcycle riders' handbook;
  - public education campaigns and/or communication activities to promote other new *Queensland Motorcycle Safety Strategy 2009–2012* initiatives;
  - evaluate current material and continue to develop new public education material for motorcyclists and other road users (including 'share the road' type messages);
  - review the need for more 'share the road' information in *Your keys to driving in Queensland*; and
  - develop internet content appropriate for young riders.
- Review the Terms of Reference, role and function of the Motorbike Safety Working Group and consider its future role as an advisory committee.

- Collaborate with the Motor Accident Insurance Commission (MAIC) to commission and conduct motorcycle safety research, including education and training programs for riders.
- Continue road maintenance and infrastructure projects aimed specifically at enhancing motorcycle safety, including the Motorcycle Mass Action Program (*Safer Roads Sooner* package managed by the Department of Main Roads).
- Participate in the development of a national guideline for protective gear for motorcyclists, and once complete, promote to motorcyclists.
- Conduct research to obtain relevant and accurate data on the use of mopeds and motor-trikes (three wheel motorcycles), including crash involvement.
- Research best practice moped and motor-trike training and licensing options.
- Research the risks associated with dormant and returning riders, and investigate alternatives to encourage appropriate skills refreshment for riders returning after an extended break from riding.

The Government is committed to enhancing the motorcycle graduated licensing system as well as continuing to take tangible steps to improve motorcycle safety. However, a number of actions require further research before developing initiatives for implementation during the term of the Strategy. These actions are to:

- Investigate further enhancements to the motorcycle graduated licensing system including:
  - pre-learner training;
  - further training for learners, including consideration of hazard perception testing;
  - provisional stage(s); and
  - restricting the minimum and maximum learner licence periods.
- Investigate the benefits of introducing a zero alcohol limit for all motorcycle riders.
- Investigate the feasibility of providing online registration of Q-Ride competency declarations.

Actions for continued monitoring and/or investigation throughout the term of the Strategy and beyond are to:

- Investigate improvements to the quality of motorcycle crash and exposure data.
- Monitor developments at the national level for alternative methods to identify speeding motorcyclists (including consideration of Radio Frequency Identification Devices and front number plates) and investigate alternative technologies.
- Participate in the development of an Australian Standard or rating system (possibly based on the European Standard) setting technical specifications for motorcyclist gear prescribed as 'protective'.
- Conduct on-going research into motorcycle rider behaviour.
- Monitor the development of advanced safety technology and promote features showing evidence of road safety benefits via public education campaigns.
- Monitor and evaluate the effectiveness of the Q-SAFE and Q-Ride motorcycle licensing systems in Queensland.
- Monitor both Australian and international developments relating to targeted road safety improvements for motorcycle safety.

Safe road users

***Priority:** Improvements to the current motorcycle graduated licensing system*

In 2007, the Travelsafe Committee recommended that Queensland Transport investigate the benefits and road safety implications of introducing an enhanced graduated licensing system for novice motorcyclists, similar to the system implemented for young car drivers[15].

The first year of riding is the most critical. Skills in motorcycle handling, roadcraft and hazard perception improve with exposure to the road environment. The increased crash risk is not isolated to young riders. Queensland motorcyclists aged 30–49 years made up 36% of all licensed first year motorcyclists involved in fatal crashes, where age and licence history was known[16].

Research has identified that integrated motorcycle rider education and licensing play a key role in improving motorcycle safety[17]. When a comprehensive graduated licensing system for motorcycles was introduced in New Zealand, there were significant reductions in crashes amongst the 15–19 year age group and

15 Travelsafe Parliamentary Committee, Report on the Inquiry into Q-Ride, Report No. 47, Recommendation No.3.
16 Data Analysis Unit, Queensland Transport.
17 Baldi, Baer and Cook (2005), Identifying best practices states in motorcycle rider education and licensing, *Journal of Safety Research* 36:19-32.

Motorcyclists aged 30–49 years make up 36% of all licensed first year motorcyclists involved in fatal crashes.

smaller reductions in all other age groups[18]. An evaluation of motorcycle licensing laws in America concluded that states requiring training, minimum licence periods, restrictions and testing had lower motorcycle fatalities than those states that did not[19].

Best practice licensing and education includes a graduated licensing system. This combines training, assessment and testing to progress the rider through the various licence stages[20]. This also incorporates restrictions at the pre-learner and learner stages, together with restrictions imposed during the novice stages of riding.

The enhanced graduated licensing system proposed in this Strategy is based on a system of motorcycle training and assessment. All motorcycle licence applicants, regardless of age or length of time they have held a car licence, will be required to progress through the new system. An enhanced graduated licensing system would require a rider to sequentially progress through the licence stages, similar to the process for obtaining a car licence[21].

Some restrictions would be applied to riders as they progress through the licence stages, and these are described in the following priority titled *'Restrictions'*.

Q-Ride operational improvements

In addition, it is proposed to identify a way to improve registration of Q-Ride competency declarations. Currently, riders assessed as competent must take the competency declaration issued by the Q-Ride Registered Service Provider to a Queensland Transport Customer Service Centre, so that their driver licence can be endorsed with the motorcycle class. An online, electronic registration process would simplify the process and reduce the potential for fraud. It would mean that riders eligible for a motorcycle licence would have their eligibility confirmed prior to applying at a Customer Service Centre. It would also create a more up-to-date and robust data collection facility for monitoring the performance of the Q-Ride program.

Actions

- Investigate further enhancements to the motorcycle graduated licensing system including:
  - pre-learner training;
  - further training for learners, including consideration of hazard perception testing; and
  - provisional stage(s).
- Investigate the feasibility of providing online registration of Q-Ride competency declarations.

***Priority:** Restrictions supporting the enhanced graduated licensing system*

Restrictions are imposed within a graduated licensing system to ensure that riders gain the necessary skills and experience while being exposed to the full road network, without exposure to additional risks. In general, these restrictions are progressively removed as a person graduates from one licence level to the next.

18 Reeder, Alsop, Langley and Wagenaar (1999), An evaluation of the general effect of the New Zealand graduated driver licensing system on motorcycle traffic crash hospitalisations, *Accident Analysis and Prevention* 31(6):651-661.

19 McGwin, Whatley, Metzger, Valent, Barbone and Rue (2004), The effect of state motorcycling licensing laws on motorcycle driver mortality rates, *The Journal of Trauma – Injury, Infection and Critical Care* 56(2):415-419.

20 Baldi, Baer and Cook (2005), Identifying best practices states in motorcycle rider education and licensing, *Journal of Safety Research* 36:19-32.

21 Note, motorcycle learners holding an open car licence will automatically transfer to an open motorcycle licence following successful completion of Q-SAFE or Q-Ride assessment. However, the first year (novice) restrictions still apply.

Learner Approved Motorcycle Scheme (LAMS)

RE licence holders are currently restricted to riding motorcycles with an engine capacity of 250mL or less. The limit was introduced many years ago, when engine capacity generally related to the power of the motorcycle. This is no longer the case as advancements in engine technology mean that some modern motorcycles meeting the 250mL restriction are very powerful and unsuitable for novice riders.

A power-to-weight ratio provides a better indication of a motorcycle's potential performance than engine capacity alone[22]. A number of Australian jurisdictions, including New South Wales, Victoria, South Australia, Tasmania and the Northern Territory have introduced a Learner Approved Motorcycle Scheme (LAMS). This scheme has replaced the traditional 250/260mL restriction with one based on a maximum power-to-weight ratio of 150kW/t and an upper engine capacity of 660mL. Introducing the combined power-to-weight/engine capacity restriction into Queensland would provide RE licence holders with access to a much larger range of motorcycles (in New South Wales, there are more than 300 learner-approved motorcycles, in addition to most of the motorcycles up to 250mL[23]). The introduction of a LAMS restriction will:

- more comfortably accommodate larger riders (a major criticism of the 250mL restriction);
- ensure motorcycles are not physically too large or too heavy for novice riders;
- provide a more progressive step-up to larger capacity motorcycles;
- remove the urgency for riders to progress to an unrestricted class R licence because they can ride a higher capacity motorcycle from the outset; and
- allow riders to train and gain experience on a motorcycle that they are more likely to ride in the longer term.

22 Haworth and Mulvihill (2005), Review of motorcycle licensing and training, Report No 240, Monash University Accident Research Centre.

23 Six 250mL 'race replica' motorcycles are excluded from the LAMS list and are not permitted for novice riders.

Consumption of alcohol at any level can have a greater impact on motorcycle riders than on car drivers.[24]

Alcohol restrictions

Consumption of alcohol at any level can have a greater impact on motorcycle riders than on car drivers[24]. Riding a motorcycle places different and additional demands on the rider, such as coordination, balance, and concentration[25]. Motorcycles are less stable and more sensitive to rider dexterity and road conditions[26] and in the event of a crash, more serious injuries are sustained by a motorcyclist, compared to a car driver. Any impairment that reduces a rider's ability to cope with these demands can significantly increase crash risk.

The potential impact of alcohol on a rider's crash risk is not isolated to young motorcyclists. In one study, experienced motorcyclists riding on a closed course showed impairment of riding performance, including slower reaction times, passing at a closer distance to hazards, with faster maximum speeds and increased variability in speed at low alcohol levels[27]. The researchers proposed that larger impairments could be expected for less experienced riders, on less familiar roads, with more complex and novel tasks. Experienced motorcyclists using a motorcycle simulator more frequently left the roadway at 0.038–0.059 blood alcohol level[28].

Riders are most likely to crash in their first year of gaining a motorcycle licence, with the crash involvement rate declining significantly in subsequent years[29]. This high crash rate in the first year is not exclusive to young people, as the 30–49 age group makes up 36% of licensed first year riders involved in fatal crashes, where age and licence history was known.

Consumption of alcohol even at low (legal) levels has been shown to have a larger impact on young licence holders than on older road users[30]. For this reason, a zero blood/breath alcohol limit applies to all learner and provisional drivers and riders in Queensland under the age of 25 years. Currently, learner and provisional drivers aged 25 years or older must comply with the general alcohol limit (0.05).

A number of Australian jurisdictions require newly licensed riders to comply with a zero alcohol limit. First year RE and R licence holders in Queensland are already subject to a restriction on carrying passengers for the first 12 months, recognising that their skills are still developing. The zero alcohol restriction will apply in Queensland to all newly licensed motorcyclists, regardless of age, recognising the risks that novice riders face until they have accumulated sufficient riding experience. It is expected that this new restriction will commence in late 2009.

24 Mannering and Grodsky (1995), Statistical analysis of motorcyclists' perceived accident risk, *Accident Analysis and Prevention*, 27(1): 21-31.
25 Haworth, Ozanne-Smith, Fox and Brumen (1994), Motorcycle-related injuries to children and adolescents, Report No 56, Monash University Accident Research Centre.
26 Peek-Asa and Krause (1996), Alcohol use, driver, and crash characteristics among injured motorcycle drivers, *Journal of Trauma – Injury Infection and Critical Care*. 41(6):989-993.
27 Creaser, Ward, Rakauskas, Boer, Shankwitz and Nardi (2007), Effects of alcohol on motorcycle riding skills, DOT HS 810 877, National Highway Traffic Safety Administration.
28 Colburn, Meyer, Wrigley and Bradley (1993), Should motorcycles be operated within the legal alcohol limits for automobiles, *Journal of Trauma – Injury Infection and Critical Care*, 35(2): 183-186.
29 Queensland Transport (2006), Response to Issues Paper No. 11 – *Inquiry into the Q-RIDE Rider Training Program*, www.parliament.qld.gov.au/view/committees/documents/TSAFE/inquiry/Q-RIDE/Submissions/48a%20-%20Queensland%20Transport.pdf
30 Mayhew and Simpson (2001), Graduated licensing for motorcyclists, Traffic Injury Research Foundation.

Passengers

Carrying a passenger increases the total number of people at risk, and in the event of a crash, the severity of injury to the rider is greater when a passenger is carried[31]. A rider carrying a passenger requires more advanced skills because of the passenger's impact on balance and stability of a motorcycle.

In New South Wales learner riders cannot carry passengers. In Victoria, a supervisor can be carried as a passenger only in a side car attached to the motorcycle. Tasmania permits a pillion supervisor if a learner is under instruction, but does not permit pillion passengers during the first 12 months of the licence. Currently in Queensland, newly licensed riders are not allowed to carry passengers during the first 12 months. Currently, learner riders are not permitted to carry a passenger unless the passenger is an appropriately licensed person who is supervising the learner rider.

Display of P plates

The use of P plates has been widely accepted as an effective method to identify new licence holders on the road. P plates tell other road users that a less experienced provisional driver is operating a vehicle. They allow other road users to exercise caution around provisional licence holders. They may also provide the provisional licence holder with a measure of protection as other road users will not assume that they will behave like fully licensed drivers.

Requiring drivers to display P plates also facilitates the effective enforcement of restrictions that apply to provisional licence holders, so that police and enforcement officers can recognise provisional drivers in a traffic stream or when stopped at a police control point.

Requiring P plates to be displayed on motorcycles and mopeds will have a similar effect to clearly identify newly licensed riders to other road users, and facilitate the enforcement of particular restrictions that may be applied to these licence holders. A single P plate will be required at the rear of the motorcycle or moped, similar to the current display requirement for L plates on motorcycles or mopeds. This means that any person holding a provisional licence must display the relevant P plate when driving a car, when riding a motorcycle, or when riding a moped.

31 Haworth and Schulze (1996), Motorcycle crash countermeasures: literature review and implementation workshop, Report No 87, Monash University Accident Research Centre.