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## MOTORCYCLING SAFETY

PARLIAMENT OF NEW SOUTH WALES  
JOINT STANDING COMMITTEE  
ON ROAD SAFETY

AUSTRALIAN ROAD  
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## MEMBERS OF THE COMMITTEE

(Appointed Votes and Proceedings, No. 7, Entry No. 14, 15 and 16 May, 1984.)

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### LEGISLATIVE COUNCIL

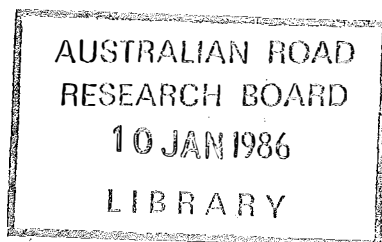
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## CHAIRMAN'S PREFACE

When this inquiry began I had never ridden a motorcycle. So one of the first things I did was go out and learn to ride one. While I was far from the star pupil in my training course I did reach a basic level of competence.

The difficulties I faced in learning to ride helped me understand why there is such a high death and accident toll for learner riders.

The sheer exhilaration of riding a motorcycle made me understand why so many New South Wales citizens continue to enjoy riding motorcycles despite the obvious risks.

Throughout the course of this inquiry the Committee met many individual motorcyclists and many representatives of motorcycle groups.

With very few exceptions, people who ride motorcycles are decent responsible members of our community.

The recommendations contained in this report are an attempt to keep more of them alive and healthy enough to continue motorcycling.

MICHAEL KNIGHT, M.P., Chairman.

2nd October, 1984.

## ACKNOWLEDGMENTS

The Committee wishes to thank all of those who made submissions and gave evidence during the course of this inquiry.

We also wish to pay particular tribute to our Adviser, David Herbert, the Committee Secretary, Mervyn Sheather, and Jennifer Goodwin who typed the many drafts of this report.

Finally, we would like to thank the Government Printer who met seemingly impossible deadlines and proved that public enterprise can be efficient.

## SUMMARY OF RECOMMENDATIONS

*Pre-Permit Training and Testing*

(1) That the Department of Motor Transport administer a suitable pre-permit off-road practical test (such as MOST II) to all new applicants for motorcycle learner's permits and that granting of a permit be contingent on passing both that practical test and an appropriate knowledge test.

(2) That the DMT licence organizations which provide appropriate pre-permit training.

(3) That an applicant for a learner's permit who successfully completes a course at an approved training school be exempted from the requirement to pass the DMT administered pre-permit practical test.

(4) That the DMT develop (in conjunction with the Police Driver Training branch and the Motor Cycle Council) an appropriate educational videotape on safe riding techniques which applicants for a learner's permit who have not done an approved training course must view prior to obtaining the permit.

(5) That passing a written knowledge test and basic eyesight test remain prerequisites for obtaining a learner's permit but that the knowledge test be revised to include more questions on safe riding techniques.

(6) That the licensing of appropriate training courses be carried out by a new Motorcyclist Training section of the DMT.

(7) That the most senior position in the proposed Motorcyclist Training section of the DMT be advertised widely and that the interview panel consist of:

- (a) The Commissioner for Motor Transport or his nominee.
- (b) An officer from the police driver training school involved in motorcyclist training.
- (c) A nominee of the Minister for Transport.
- (d) A representative of the Motor Cycle Council of New South Wales.

(8) That the minimum age for obtaining a motorcycle learner's permit be increased to 17 years.

*The Learner's Permit*

(9) That the existing maximum speed limit on learners of 70 kph be retained.

(10) That riders on learner's permits be restricted to riding motorcycles not more than 17 horsepower (measured at the rear wheel).

(11) That for the purposes of instruction a learner rider may carry a pillion passenger provided that pillion passenger is the holder of a current motorcycle rider's licence and has held that licence for at least two years.

(12) That the Department of Motor Transport maintain a centralized record of all learner's permits issued.

(13) That the maximum life of any learner's permit be six months and that any applicant seeking to renew a learner's permit has to show cause to the Commissioner for Motor Transport why such permit should be extended.

(14) That the Department of Motor Transport and the Police Department establish a mechanism for automatic notification to the DMT by the Police of any traffic offences committed by a rider holding a learner's permit.

(15) That the DMT automatically revoke the permit of any rider who commits an offence or offences which would normally attract four or more demerit points.

(16) That all of the rules and requirements (except for eyesight test) for learner riders apply in exactly the same way to applicants who hold or have held another class of licence, such as a car driver's licence, as they do to applicants who have no other licence experience.

#### *The Post-Permit Licence Test and the Provisional Licence*

(17) That the DMT remain the only organization responsible for testing applicants for a motorcycle rider's licence.

(18) That the DMT develop an appropriate post-permit on-road test for a motorcycle rider's licence equivalent to the basic on-road test for a car licence.

(19) That new motorcycle rider licence holders be granted a twelve month provisional licence.

(20) That provisional licence holders be restricted to riding motorcycles of not more than 17 horse-power (measured at the rear wheel).

(21) That the existing speed limit of 80 kph for provisional licence holders remain.

(22) That provisional licence holders be prevented from carrying pillion passengers unless the pillion passengers are holders of current motorcycle rider's licences and have a minimum of two years' experience riding motorcycles.

(23) That a provisional licence holder be allowed to accumulate no more than four demerit points before his or her licence is suspended.

(24) That all of the restrictions applying to P-plate riders apply to all new motorcycle rider licence holders irrespective of whether or not they have previously held another motor vehicle licence.

#### *Helmets*

(25) That it remain an offence in New South Wales for motorcycle riders and pillion passengers not to wear an approved helmet.

(26) That it become an offence in New South Wales for the passenger in a side-car not to wear an approved helmet.

(27) That there be no exemptions granted to the wearing of helmets.\*

#### *Protective Clothing*

(28) That the DMT and those conducting motorcycle training courses encourage motorcyclists to wear appropriate protective clothing.

(29) That the Standards Association of Australia prepare standard specifications for protective clothing and footwear for motorcyclists.

#### *Conspicuity*

(30) That the Traffic Authority of New South Wales conduct a multimedia educational campaign for all road users on the theme "sharing the road" with specific emphasis on the need for car and truck drivers to be aware of and sensitive to the needs of other road users such as motorcyclists, pedal cyclists and pedestrians.

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\* Majority recommendation by the Committee 7:1, Dr Metherell dissenting.

(31) That further research by TARU and the National Office of Road Safety be encouraged to establish whether running lights or headlamps are the best way of increasing the visibility of motorcycles in daylight hours.

(32) That pending the outcome of the research mentioned in recommendation 31, motorcyclists be encouraged to voluntarily use their headlamps during daylight hours to increase their visibility.

(33) That the DMT and those conducting motorcycle training courses encourage motorcyclists to adopt measures to increase their visibility to other road users.

*Other Significant Issues*

(34) That the Traffic Authority and Department of Main Roads jointly prepare a set of guidelines for road and road margin design, construction and maintenance, suited to the legal operating performance of motorcycles.

(35) That the Government approach the Australian Transport Advisory Council, seeking as soon as practicable that a new Australian Design Rule is evolved to ensure that no new motorcycle can be registered unless it has either an automatic retracting sidestand or a suitable warning device.



## CHAPTER 1

## THE SIZE OF THE PROBLEM

1.1. *How Dangerous is Riding a Motorcycle?*

1.1.1. Riding a motorbike can be cheap, efficient, and convenient. It can also be a lot of fun. Unfortunately, it is also considerably more dangerous than driving a car. The chances of getting killed while on a motorbike are roughly twelve times greater per kilometre travelled than they are while in a car.

1.1.2. Governments and road safety authorities have been concerned by an increasing road toll for motorcyclists over the last twenty years. In 1964 there were only 33 people killed in New South Wales on motorcycles. By 1982 the number had increased to 203. Even in 1983 when the combined effects of the introduction of Random Breath Testing and a downturn in the economy resulted in a significant drop in the overall New South Wales road toll, there were still 153 people killed on motorcycles.

1.1.3. There are two reasons why the large number of people being killed on motorcycles is of special concern. First, and most obviously, the large number of people killed is of itself very disturbing. What is even more disturbing however is the death rate for motorcyclists. A large number of deaths in motorcycle accidents could simply mean that more and more people were riding motorcycles and were getting killed on them rather than being killed in cars. While this explains part of the increase in deaths on motorcycles in New South Wales, it is by no means the whole story. To get a clearer picture of the safety problems involving motorcycle riding it is necessary to look at the rate of deaths per 10 000 registered motorcycles and compare that with the rate of deaths per 10 000 registered motor vehicles. Table 1 sets out the relevant data and Figure 1 shows much of the same material in graphic form.

1.1.4. As Figure 1 clearly shows, the death rate on motorcycles is very much higher than in motor vehicles. It also shows that the ratio of the death rates has grown markedly since 1964. In 1964 it was 3.2 times more dangerous to be on a motorcycle than in a motor vehicle. However, by 1983 it was 5.4 times more dangerous to be on a motorcycle than in a motor vehicle.

Table 1—Death Rates, New South Wales, 1964 to 1983

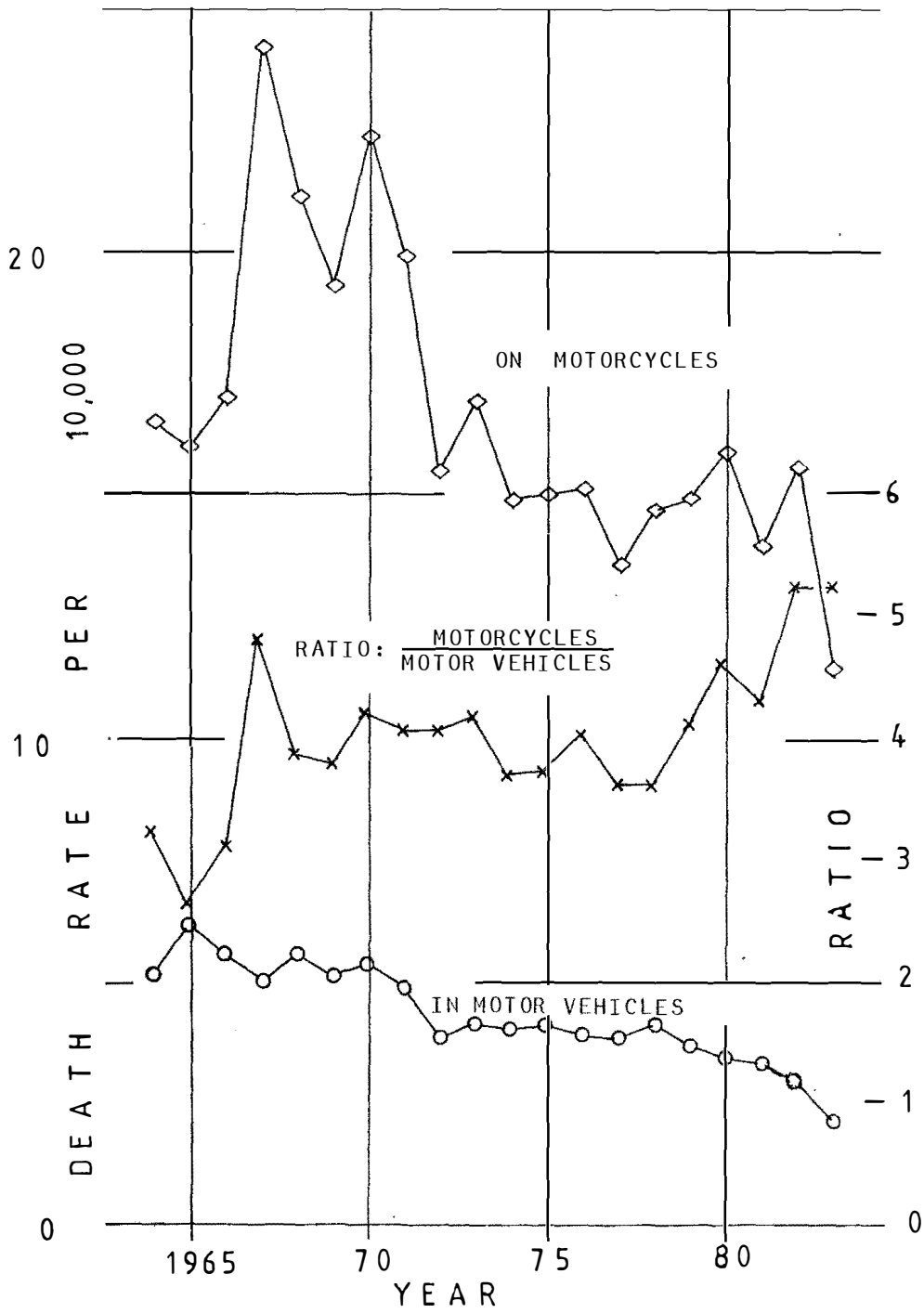
Year	Motorcycles		Motor vehicles		*Ratio: Motor cycles Motor vehicles
	Registered (10 000)	Deaths per 10 000 mc	Registered (10 000)	Deaths per 10 000 mv	
1964	2.0	16.5	119	5.1	3.2
1965	1.6	16.0	128	6.1	2.6
1966	2.0	17.0	137	5.5	3.1
1967	2.4	24.2	140	5.0	4.8
1968	3.2	21.2	149	5.5	3.9
1969	4.1	19.3	157	5.1	3.8
1970	4.9	22.4	166	5.3	4.2
1971	6.1	20.0	176	4.9	4.1
1972	7.4	15.5	184	3.8	4.1
1973	9.0	16.9	192	4.1	4.1
1974	10.5	14.9	199	4.0	3.7
1975	10.7	15.0	210	4.0	3.7
1976	10.5	15.2	215	3.8	4.0
1977	10.3	13.6	221	3.8	3.6
1978	10.0	14.7	229	4.1	3.6
1979	10.0	14.9	239	3.6	4.1
1980	10.9	15.9	248	3.4	4.7
1981	12.3	14.0	257	3.2	4.3
1982	13.0	15.6	266	2.9	5.4
1983	13.4	11.4	270	2.1	5.4

Data from Statistical Statements on Road Crashes, Traffic Accident Research Unit, New South Wales.

Figure 1 based on above data.

\*Ratio: Death rate on motorcycles, divided by death rate in motor vehicles.

Fig.1: Death rates in various modes; U.S.W. 1964 to 1983.



1.1.5. This does not mean that riding a motorcycle became more dangerous over those twenty years. Instead what happened was that both travelling in motor vehicles and travelling on motorcycles became relatively safer than they had been twenty years before. However the improvement in the death rate in motor vehicles was much greater over that period than it was for motorcycles. While both modes of transport became safer the rate of improvement was much greater for motor vehicles than for motorcycles and the ratio in risk between them actually became greater. The death rate per 10 000 motor vehicles registered fell from the peak value of 6.1 in 1965 to 2.1 in 1983. During the same period the death rate per 10 000 registered motorcycles only fell from 16.0 to 11.4.

1.1.6. Of course, any figures which deal only with the number of deaths per 10 000 registered vehicles are open to several forms of criticism. The most significant failing of such data is that it does not tell us anything about the exposure rates of the drivers. Such bald statistics do not tell us whether motorcyclists and motor vehicle drivers are travelling comparable distances. However, when we include data provided by the Australian Bureau of Statistics the difference between the death rates on motorcycles and in motor vehicles becomes even more marked. According to the Australian Bureau of Statistics in 1982 the average motorcycle registered in New South Wales travelled 6 700 kilometres. The corresponding figure for cars (including station-wagons) was 15 400 km. In other words, motorcycles covered considerably less distance than cars. The average motorcycle travelled only 43 per cent of the distance travelled by the average car. Once this relatively crude form of exposure data is taken into account it shows that the death rate on motorcycles is even higher than was first apparent. In fact, the death rate per kilometre in 1982 on motorcycles was approximately 12 times greater than it was in motor vehicles.

1.1.7. Not surprisingly, the pattern is quite similar when injuries resulting from accidents are considered along with deaths. Again, the rate of injury is much greater on motorcycles than it is for motor vehicles. This data for the years 1964 to 1983 is set out in Table 2.

Table 2: Non-Fatal Injury Rates, New South Wales, 1964 to 1983

Year	Motorcycles			Motor Vehicles		Injury Rate Ratio	
	Persons Injured	Cycles* Registered	Rate†	Persons Injured	Vehicles* Registered	Rate†	Cycle/Veh.
1964	971	2.0	486	20 638	119	173	2.8
5	996	1.6	622	22 933	128	179	3.5
6	1 132	2.0	566	22 825	137	167	3.4
7	1 459	2.4	608	23 015	140	164	3.7
8	2 083	3.2	651	23 694	149	159	4.1
9	2 828	4.1	690	24 568	157	156	4.4
1970	3 278	4.9	669	26 429	166	159	4.2
1	4 220	6.1	692	27 291	176	155	4.5
2	4 735	7.4	640	26 663	184	145	4.4
3	5 385	9.0	598	28 658	192	149	4.0
4	5 798	10.5	552	29 130	199	146	3.8
5	5 092	10.7	476	27 853	210	133	3.6
6	4 790	10.5	456	27 285	215	127	3.6
7	4 563	10.3	443	28 363	221	128	3.5
8	4 229	10.0	423	31 039	229	136	3.1
9	4 289	10.0	429	27 444	239	115	3.7
1980	4 976	10.9	457	28 330	248	114	4.0
1	5 298	12.3	431	28 421	257	111	3.9
2	5 018	13.0	386	24 345	266	92	4.2
3	5 407	13.4	404	23 065	270	85	4.8

\*10 000's

†per 10 000 motorcycles or motor vehicles.

NOTE: Data from Statistical Statements on Road Crashes, Traffic Accident Research Unit.

1.1.8. Similarly, it is hardly surprising to find that the severity of injuries sustained by motorcyclists is much greater than is the case for motor vehicle occupants. When a motorcyclist is reported as being injured in a road crash the degree of injury is much more likely to involve death or hospital admission than is the case for other crashes. In 1982 for example 42.7 per cent of pillion passengers and 42.0 per cent of riders injured in motorcycle crashes were killed or admitted to hospital. The corresponding figure for persons injured in motor vehicles is significantly lower at 30.0 per cent. Given the relative lack of protection of motorcyclists compared with car drivers it is hardly surprising that they come off worse in accidents. No doubt there are also many minor unreported accidents, many of them single vehicle accidents, where motorcyclists sustained injuries which car occupants do not sustain in comparable crashes. Minor single vehicle accidents often result in no greater damage than a dent in the body work and perhaps also the ego of a car driver whereas the same type of accident may leave a dent in the body of the motorcyclist.

1.1.9. Motorcyclists often argue that the high death rate associated with motorcycling should be attributed partially to truck and car drivers since death or serious injury more frequently results from a collision with a car or truck than it does from a single vehicle accident involving a motorcycle. While there is some truth in this claim it should be remembered that there is still a very high proportion of motorcyclists killed and injured in single vehicle crashes in which no car or truck is involved. During 1982 there were 65 single vehicle motorcycle crashes in which someone was killed. This constituted 30 per cent of all motorcycles in fatal crashes. The comparable figure for cars is 27 per cent, for rigid trucks 11 per cent, and for semi-trailers 20 per cent. Similarly there were 1 175 single vehicle motorcycle crashes in which someone was injured but not killed. That is 25 per cent of all the motorcycles in non-fatal injury crashes were involved in single vehicle crashes. The corresponding figure for cars is only 15 per cent.

1.1.10. The Traffic Accident Research Unit has published data for 1980 to 1982 on the Blood Alcohol Concentrations of dead riders of motorcycles tested at autopsies. These are illustrated in Figure 2, which shows that 40.2 per cent of riders were over the legal limit when they were killed. During 1982 some 20.1 per cent of dead riders were found to be at or over 0.15 per cent Blood Alcohol Concentration or three times the legal limit. Table 3 contains more details about riders' blood alcohol levels together with comparable data for motor vehicle drivers. Figure 2 shows some of this data in graphic form. Interestingly, motor vehicle drivers were found to have slightly higher BAC figures than riders of motorcycles. This seems to suggest that the relative difficulty of motorcycling means that motorcyclists are even more likely to crash than car drivers when affected by alcohol.

Table 3—Blood Alcohol Concentrations of motorcycle riders killed and tested, New South Wales, 1982

Blood Alcohol Concentration per cent	Riders killed and tested	
	Number	per cent
Zero .. .. .	83	55.7
0.001 or more .. .. .	66	44.3
0.050 or more .. .. .	55	36.9
0.080 or more .. .. .	52	34.9
0.100 or more .. .. .	46	30.9
0.150 or more .. .. .	30	20.1
0.200 or more .. .. .	17	11.4
0.250 or more .. .. .	7	4.7
0.300 or more .. .. .	3	2.0
0.350 or more .. .. .	0	0.0
Total .. .. .	149	100.0

Data from Traffic Accident Research Unit. Figure 2 based on Table 3.

### 1.2 Licence Status of Riders Killed and Injured

1.2.1. We have already seen that motorcycle riders and pillion passengers have a much greater risk of injury and death than do their counterparts in motor cars. However, once we look at the licence status of riders involved in fatal crashes, we find that not only do motorcycle riders have a higher fatality rate than car drivers but there is a different distribution of fatal crashes amongst the various licence groups of motorcyclists. The New South Wales statistics for 1982 (the last year for which they are available in this detail) reveal 216 motorcycle riders reported by the police as being involved in crashes that led to the death of somebody. In most cases these deaths were of the motorcycle riders themselves but the statistics also include deaths of pedestrians, pillion passengers and car drivers killed in fatal crashes involving motorcyclists. Table 4 sets out this data together with the equivalent information for car drivers and Figure 3 illustrates some of this data in graphic form.

Fig.2: Percentages of dead motorcycle riders with Blood Alcohol Concentrations (B.A.C.) at or above various levels; N.S.W. 1982.

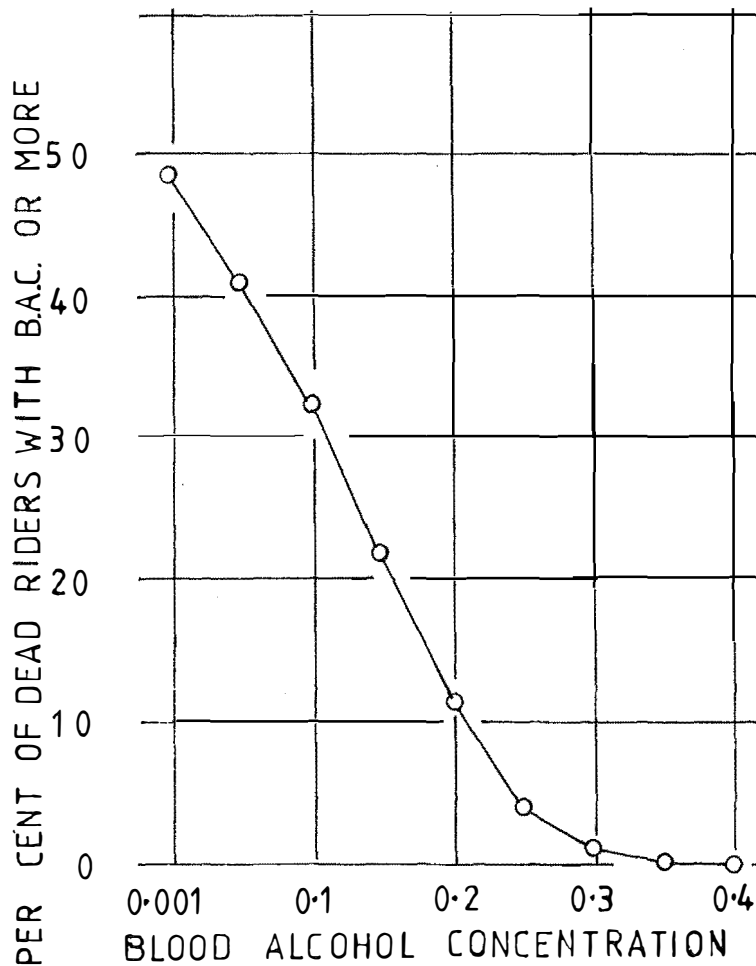


Table 4—Licence status of motorcycle riders and of car drivers involved in fatal crashes: New South Wales, 1982

Licence Status	Riders' Fatal Crashes		Car Drivers' Fatal Crashes	
	Number	per cent	Number	per cent
Unlicensed/expired .. ..	37	19.1	63	6.1
Learner's permit .. .. .	24	12.4	6	0.6
Provisional .. .. .	11	5.7	97	9.4
Standard .. .. .	122	62.9	869	84.0
Known .. .. .	194	100.0	1 035	100.0
Unknown .. .. .	22	..	45	..
Totals .. .. .	216	..	1 080	..

NOTES: Data from Traffic Authority. Figure 3 based on Table 4.

1.2.2. As Table 4 demonstrates, almost one-fifth of the riders involved in fatal crashes were not licensed to ride motorcycles. A further 12.4 per cent were riding on motorcycle learners' permits. It is difficult to estimate how many of the unlicensed riders were also learning unofficially. Perhaps some of the unlicensed riders involved in fatal crashes would have been experienced motorcyclists riding illegally. However, it is likely that a significant number of them were people who were attempting to learn to ride the bike without having applied for a learner's permit. These figures contrast markedly with the figures for car drivers. The involvement in fatal crashes of motorcycle learners is some twenty times higher than that of learner car drivers. Even allowing for the possibility that learner riders may ride more kilometres than learner drivers because they do not need to arrange to be accompanied, the difference is very dramatic. Similarly, involvement in fatal crashes of unlicensed riders is three times what it is for unlicensed drivers.

1.2.3. One curious fact to emerge from Table 4 is the relatively low incidence of fatal crashes involving riders holding a provisional licence compared to P-plate drivers of motor vehicles. This is probably explained by the fact that many motorcyclists do not presently have to hold a provisional licence whereas the overwhelming majority of car drivers do so in the early stages of their driving experience. Under the present regulations, a person who has held a driver's licence or provisional driver's licence for twelve months and who then takes up motorcycle riding can progress directly from a learner's permit to a standard licence without needing to serve a twelve month period on a provisional rider's licence.

1.2.4. The 1982 statistics for the involvement of motorcycle riders in crashes where someone was injured but not killed are shown in Table 5.

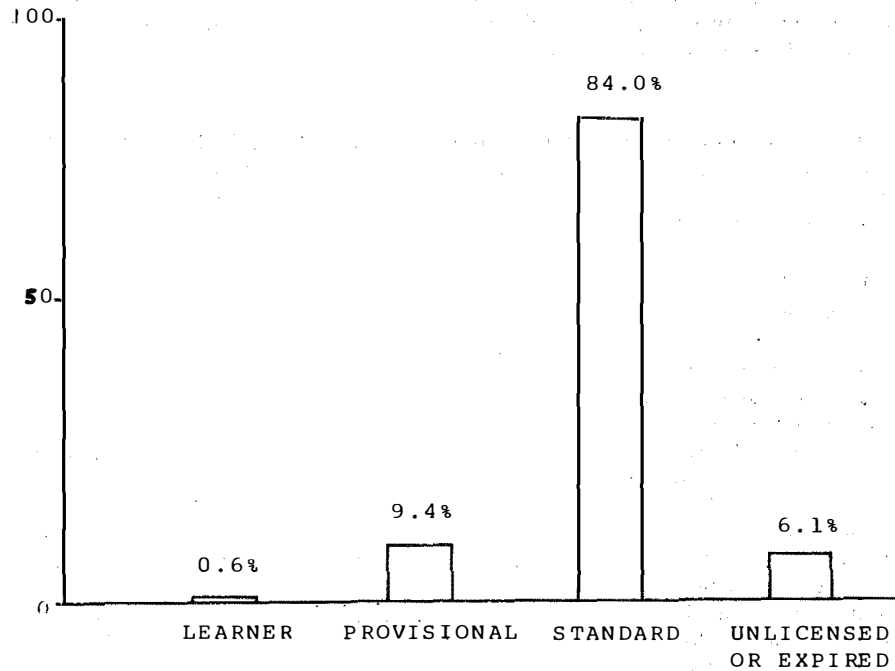
Table 5—Licence status of motorcycle riders and of car drivers involved in non-fatal injury crashes; New South Wales, 1982

Licence Status	Riders' Injury Crashes		Care Drivers' Injury Crashes	
	Number	per cent	Number	per cent
Unlicensed/expired .. ..	547	12.3	1 032	3.7
Learners' permit .. .. .	864	19.5	167	0.6
Provisional .. .. .	351	7.9	2 580	9.2
Standard .. .. .	2 672	60.3	24 333	86.6
Known .. .. .	4 434	100.0	28 112	100.0
Unknown .. .. .	290	..	1 942	..
Totals .. .. .	4 724	..	30 054	..

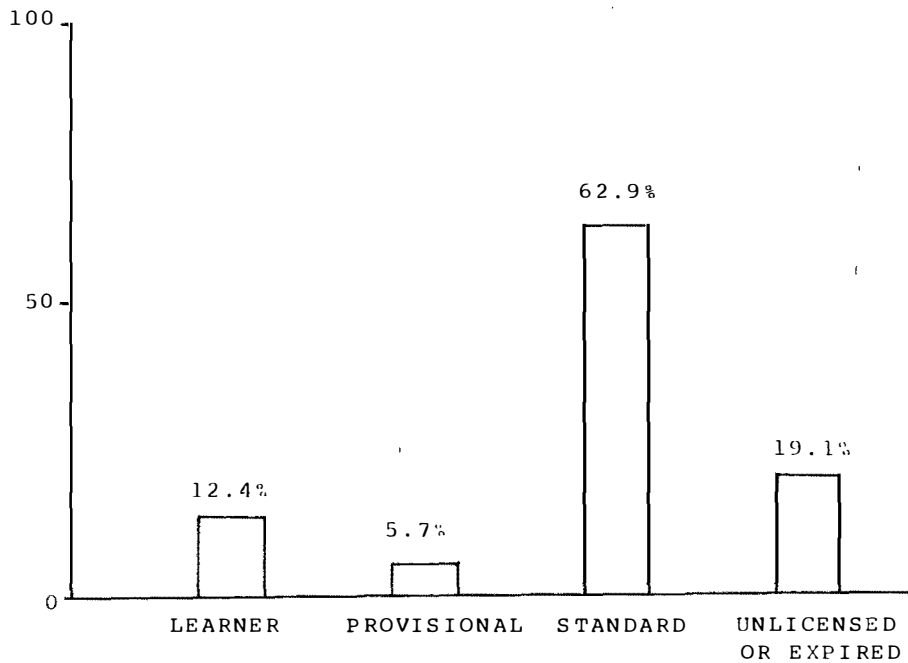
NOTE: Data from Traffic Authority.

Fig.3: Fatal crash involvements of car drivers and of motor-cycle riders; by licence status; N.S.W. 1982.

% CAR DRIVERS INVOLVED



% MOTORCYCLE RIDERS INVOLVED



2.1.2. As we have already seen in the preceding chapter, learner riders have an appalling death and injury record. This is hardly surprising when we take into account the relative difficulty of riding a motorcycle (compared to driving a car), the relative lack of protection motorcyclists have in the event of a crash and the fact that learner drivers must be supervised by an experienced person while learner riders usually are unsupervised.

2.1.3. The stark contrast of accident rates for learner riders with learner drivers means that the Committee must adopt very different strategies for dealing with each of these two groups.

2.1.4. While the Committee felt comfortable in recommending an extension of the supervised learning experience of learner car drivers, by reducing the minimum permit age to 16 years and 6 months, we cannot possibly justify a reduction in the minimum age for learner motorcycle riders. Indeed the Committee believes that the minimum age at which a learner rider's permit may be granted should be raised to 17 years.

2.1.5. Seventeen is the minimum age at which a novice car driver is allowed unaccompanied on the public roads. Given that the accident toll is so high for learner riders there is clearly no justification for allowing novice riders to use the public roads unaccompanied at a younger age than novice drivers. Consequently the Committee recommends the raising of the minimum age for learner rider permit holders to 17 years.

2.1.6. However, raising the minimum age for learner riders will not itself solve the present serious death and injury toll which afflicts learner motorcyclists: it simply constrains the problem from being even worse. The Committee is aware that something desperately needs to be done to reduce the death and injury toll for learner riders.

2.1.7. The Committee firmly believes that some form of training for learner riders must be introduced to stem their horrific accident toll. While the long term benefits of rider training have not been conclusively demonstrated, training can play a vital role in making the novice rider safer while he or she is learning.

2.1.8. Learner riders clearly need some special assistance to get them through the highly dangerous period of actually learning to ride a motorcycle. It is the short term accident rate for motorcyclists while they are learning to ride that is causing so much concern. Unlike the very safe learner car drivers, learner motorcycle riders need some special training to help keep them alive while they are learning.

2.1.9. Anyone who has ever tried to ride a motorcycle will appreciate just how much more difficult it is than to drive a car. The complex inter-relationship between steering and balance, the rapid acceleration, the complicated techniques needed to change gear and the different style of braking make a motorcycle considerably more difficult to manage than a car, even in an ideal situation. Once a motorcycle is taken out on to the public road with the hazard of other traffic, its relative lack of conspicuity, the insensitivity—and some times outright hostility—of some car drivers to motorcyclists, the poor design of roads from a motorcyclist's point of view and the need for the novice motorist to develop "road craft", the problems of riding a motorcycle—and the risks—multiply.

2.1.10. Obviously there is a pressing need for budding motorcyclists to at least develop the technical skills of riding a motorcycle without falling off before they venture onto the public roads. The question then becomes not whether training is necessary but how such training should be organized.

## 2.2 *Options for Training*

2.2.1. Throughout the course of this enquiry the Committee has investigated various forms of training. A brief summary of some of these is set out below. This is not an exhaustive list of all schemes but delineates the principal models used in Australia.

### 2.2.2. "The Queensland Approach"—



2.2.2.1. The Queensland Road Safety Council organizes motorcycle training courses. These courses are taught by volunteers who receive no pay. The students are also volunteers who pay \$50 for a 15 hours course.

2.2.2.2. Students must have a learner's permit or licence because some of the tuition is on public streets. They have to take approved helmet, clear eye protection, gloves, ankle high boots and suitable riding gear (jeans, overalls etc). The QRSC supplies the bikes that will be used.

2.2.2.3. Regular courses are held in Townsville and Rockhampton as well as Brisbane, and other places irregularly. The Queensland course is not directly related to any licence or permit test.

### 2.2.3. "The Victorian Approach"—

2.2.3.1. From 6th June, 1983, a Motor Cycle Riding Skill Test began to be phased in throughout Victoria. Applicants for motorcycle learner permits must pass either an official riding skill test or an approved rider training course (that incorporates skill tests) if resident in specified areas.

2.2.3.2. Learner permit tests may be taken at Licence Testing Offices of the Transport Regulation Board and at some country Police Stations.

2.2.3.3. Approved training courses are operated at some Colleges of Technical and Further Education. The fee\* for all tests including roadcraft written tests is \$50. If a TAFE course is also taken the total fee is \$65. These fees are below cost which requires subsidy from taxpayers. At present this arrangement is only operating in a small section of the State.

### 2.2.4. "The Tasmanian Approach"—

2.2.4.1. Again, the Tasmanian scheme is only operating in part of the State but is gradually being phased in. Again, it is a scheme where the participants pay less than the full cost of the course and are subsidized by the taxpayer. The principal difference between this course (run by the Department of Transport) and the Victorian Scheme is that the Tasmanian course is compulsory for all applicants for a learner's permit. Unless you satisfactorily complete the course you just don't get a learner's permit!

2.2.4.2. The course consists of 3 x 3 hour sessions, conducted over three weekends, with a student/instructor ratio of 4:1. Motorcycles are supplied to the students. On completing the course satisfactorily, the students can then be issued with a learner's licence, subject to passing an oral test of the traffic regulations.

2.2.4.3. The Tasmanians are also in the process of introducing a more advanced course as a prerequisite for the issue of a provisional licence for persons residing within 50 km of a training centre.

2.2.4.4. This course consists of 4 x 3 hour sessions, over consecutive weekends, with the same student/instructor ratio as for Level 1.

2.2.4.5. Students who satisfactorily complete the course are then eligible to undertake a motorcycle test conducted by a Transport Department Testing Officer. This test is principally to assess students' ability to ride in traffic.

## 2.3. *New South Wales Initiatives*

2.3.1. For several years there have been attempts by concerned motorcyclists to teach learners the fundamentals of motorcycling in a safe environment. These schemes generally fall into three categories—

- (a) Commercial Schemes.
- (b) Non-Profit Schemes.
- (c) Government-subsidized Schemes.

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\* Fees in August, 1983.

2.3.2. The best known commercial operation is Stay Upright Pty Ltd run by two former instructors of the police driver training academy. This organization has a reputation for running high quality courses at a modest profit.

2.3.3. The archetypal non-profit scheme has been run for many years by the Willoughby Motor Cycle Club which also has a deservedly high reputation.

2.3.4. In February of this year the DMT commenced a pilot course using facilities borrowed from the Granville Technical College. Instructors are experienced motorcyclists who become casual employees of the Department following completion of a training course at the police driver training academy. The instructors are hard working and competent but suffer from poor facilities and an apparent lack of support at the most senior levels of the DMT.

2.3.5. One common feature of these New South Wales schemes is that all cater entirely for self-selected students who are motivated to undertake the course. In some cases these students have a learner's permit already; in others they do not. In a limited number of cases students relinquish any ambition to ride a motorcycle after attending the course. None of these courses is directly related to a post-permit licence test or a pre-permit test.

#### 2.4. *The Committee's Proposal*

2.4.1. Any proposal for New South Wales must come to terms with a number of critical questions such as:

Should the taxpayer subsidize motor cycle training?

Should training be compulsory?

How do we cope with approximately 42 000 applicants for learner rider permits each year?

Is the DMT the most appropriate body to run training?

2.4.2. The Committee's responses to these difficult questions are dealt with in the following proposal for training and testing of applicants for learner rider permits in New South Wales.

2.4.3. The Committee does not believe that the DMT with its current attitude towards motorcycles has the experience, the inclination or the confidence of motorcyclists to efficiently run a state-wide scheme of training motorcyclists. However, we do accept that the DMT is the appropriate body for testing applicants and therefore must have some involvement in training.

2.4.4. We recommend that rather than directly involve itself in the conduct of motorcyclist pre-permit training, the DMT should set up a new section to licence appropriate organizations to conduct training. This would enable both commercial and non-profit organizations to operate with Government encouragement to train learner riders.

2.4.5. At the same time the DMT should develop an appropriate pre-permit off-road practical test of rider competence—such as the MOST II (a brief description\* of which is set out in Appendix 1)—which, together with the knowledge test, would be the prerequisite for obtaining a learner's permit. Under this arrangement completion of an approved training course would exempt the learner from the DMT pre-permit practical test although the knowledge test would still need to be successfully completed.

2.4.6. Naturally such an arrangement would have to be phased in as it would not be possible to cover 42 000 prospective riders each year immediately. Initially, one area should be picked for the administration of the pre-permit test and this should be gradually extended. Obviously, some special arrangements will need to be made for country residents as the scheme is extended. For example, a mobile testing squad may need to operate in rural areas. However, there is no reason why the licensing of training organizations could not extend to new areas before the test becomes available.

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\* See page 14.

2.4.7. The Committee gave much thought to recommending that pre-permit training be compulsory. In the end we decided to recommend against this. The main benefit of pre-permit training will be to help people master the skills of riding a motor-bike before they have to learn the difficult skills of riding on the public roads. The widespread use of minibikes by young people in off-road situations means that in the future there will be a significant number of applicants for learner's permits who have already mastered the basic skills. The Committee feels it would be unrealistic to subject these people to formal training provided they can pass the objective pre-permit practical off-road test of rider competence.

2.4.8. However, the Committee is aware that proper training courses do teach more than the rudimentary skills to physically ride a motorcycle. There is advice given on defensive riding, protective clothing and how to make yourself conspicuous to other road users. For this reason the Committee recommends that the DMT develop an appropriate videotape which applicants for a learner's permit who have not done an approved training course must view and that the written knowledge test include questions on basic safety theory contained in that videotape.

2.4.9. The Committee is well aware that the DMT is not presently equipped to undertake the tasks for which we recommend they become responsible. The thrust of the DMT submission to the Committee and the evidence given by certain of its senior officers did little to inspire confidence in their ability to deal with this most difficult area.

2.4.10. Consequently, the Committee recommends that a new section be created in the DMT to deal with aspects related to motorcycle safety, specifically to licence approved training courses and to develop appropriate pre-permit practical and knowledge tests. Part of the role of this new section will be to ensure that teachers in training courses are themselves properly trained.

2.4.11. Further, the Committee recommends that the senior position in charge of this new section be advertised widely both inside and outside the Public Service and that the appropriate interview panel be:

The Commissioner for Motor Transport or his nominee.

An officer of the police driver training academy actively involved in motorcycle training.

A nominee of the Minister for Transport.

A representative of the Motor Cycle Council of New South Wales.

2.4.12 We firmly believe that unless there is such an interview panel to choose a suitable person for this pivotal position, motorcyclists in general and motorcycle groups in particular may be alienated from the proposed scheme which would be self defeating. The Committee hopes that the Minister's nominee on such a panel would have a working knowledge of the Victorian and Tasmanian schemes and that any appointee would also familiarize himself or herself with these schemes.

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## APPENDIX I

*The MOST II (Motorcycle Operator Skill Test II)*

I.1. According to the 1979 Annual Report of the (U.S.) Motorcycle Safety Foundation which developed it: "Despite the encouraging preliminary results, many State licensing officials have been reluctant to adopt the Motorcycle Operator Skill Test" (MOST I) "because of the large land area necessary to administer the test. A second research project had as its objective reducing the land requirements while maintaining the quality of the test. The land required for the revised test, called the Motorcycle Operator Skill Test II, is about half that required for the original."

I.2. In 1980 the (California) Department of Motor Vehicles published a report (Anderson et al., 1980) on an evaluation of the MOST I. They described it as the "improved program" and said that it included an improved knowledge test and an improved skill test consisting "of 9 subtests which become progressively more difficult and critical. The subtests are:

- Subtest 1. Starting and moving up a hill.
- Subtest 2. Sharp turn.
- Subtest 3. Accelerating in a turn.
- Subtest 4. Slowing in a turn.
- Subtest 5. Normal stop.
- Subtest 6. Turning speed selection.
- Subtest 7. Quick stop, straight.
- Subtest 8. Obstacle turn (left or right).
- Subtest 9. Quick stop, curve.

I.3. During 1979 officers of the (New South Wales) Traffic Accident Research Unit demonstrated the MOST I skills tests to Mr W. Lewer, S.M., who was investigating driver and rider licensing. For this purpose a large sealed car park was used and special electronic timing and signalling equipment had to be designed and built. The Unit (Herbert, 1980) considered that this test should be "a pre-licensing requirement. There are however problems in providing such a large test facility within reasonable distance of every potential rider in New South Wales, particularly when, by definition, they would be incapable of riding a motorcycle to it, even for training purposes".

I.4. The much smaller size of the MOST II test track appears to solve these problems to a large extent.

## References to Appendix I

- Anderson, J. (1980), Ford, J. L. and Peck, R. C., "Improved motorcyclist licensing and testing project", U.S. Dept of Transpnt for State of California, June, 1980.
- Herbert, D. C. (1980), "Road safety in the seventies: lessons for the eighties", Traffic Accident Research Unit, New South Wales, Res. Rpt No. 4/80, March, 1980.

## CHAPTER 3

### THE LEARNER'S PERMIT

#### *Recommendations*

(9) That the existing maximum speed limit on learners of 70 kph be retained.

(10) That riders on learner's permits be restricted to riding motorcycles not more than 17 horse power (measured at the rear wheel).

(11) That for the purposes of instruction a learner rider may carry a pillion passenger provided that pillion passenger is the holder of a current motorcycle rider's licence and has held that licence for at least two years.

(12) That the Department of Motor Transport maintain a centralized record of all learner's permits issued.

(13) That the maximum life of any learner's permit be six months and that any applicant seeking to renew a learner's permit has to show cause to the Commissioner for Motor Transport why such permit should be extended.

(14) That the Department of Motor Transport and the Police Department establish a mechanism for automatic notification to the DMT by the Police of any traffic offences committed by a rider holding a learner's permit.

(15) That the DMT automatically revoke the permit of any rider who commits an offence or offences which would normally attract four or more demerit points.

(16) That all of the rules and requirements (except the eyesight test) for learner riders apply in exactly the same way to applicants who hold or have held another class of licence, such as a car driver's licence, as they do to applicants who have no other licence experience.

#### *3.1. Restrictions on Learner's Permit Holders*

3.1.1. Should the recommendations contained in the previous chapter be implemented, then learner riders should generally have reached a higher standard of competence than is presently the case by the time they venture out unaccompanied onto the road. The Committee anticipates that under its proposed scheme, many learner riders will in fact opt for training. Many of them will do so because they are highly motivated to learn to ride properly. Others will no doubt do so because they are unable to pass the off-road pre-permit test without tuition. Even in the case of those who can pass the pre-permit test without any tuition, viewing the proposed video tape and answering the revised knowledge test, should mean that they have a better appreciation of the theory of safe riding on the road.

3.1.2. Naturally, the fact that learner riders will be more competent under the proposed scheme than they are at present does not mean that their capacity to ride safely can be equated to that of experienced riders. Although no longer complete novices, the learner riders will still be exactly what the name suggests. Having mastered the basic manipulative skills of riding a motor cycle they will now be trying to master the road craft of riding safely on the public roads. For this reason the Committee supports the maintenance of a number of restrictions which presently apply to learner riders and the modification of some others.

3.1.3. At present, a learner rider is restricted to a speed of 70 kph maximum. The Committee believes that this restriction is fair and reasonable and should continue.

3.1.4. Currently a learner rider is also restricted to riding a machine with an engine capacity not exceeding 250 ml. The intention of this restriction is to keep the novice rider away from the more powerful machines until he or she has mastered the skills of riding and had some significant experience. The Committee accepts that this is a sensible aim.

3.1.5. There is a clear relationship between death rates for riders and the engine capacity of the motorcycle. The latest data available for Japan show that in 1978, the death rate on motorcycles having engines more than 250 ml was more than ten times the death rate on bikes with smaller engines (Yasunari Sada, 1980). The details are shown in Table 6.

Table 6—Deaths per 10 000 motorcycles registered, by engine size, Japan, 1978

Engine (ml)	0/50	50/125	125/250	250+
Deaths	765	269	59	411
Motorcycles (10 000)	767	242	48	32
Deaths per 10 000 motorcycles	1.0	1.1	1.2	12.6

3.1.6. In another Japanese study (Shuichi Kawano, 1980) it was shown that, in addition to rider deaths, motorcycles over 125 cc killed non-riders (e.g., pedestrians) much more often than did smaller motorcycles. In 1977 a detailed survey of motorcycles in Sydney, New South Wales, was published (Vaughan, 1977). This provided crash rates per motorcycle seen on Sydney roads, and hence reflected the amount of travel. Motorcycles increased in crash frequency with increasing engine size above 199 ml except for over-600 ml motor cycles which, whilst over-represented, were less so than the 401/600 ml category which crashed three times more frequently than motorcycles under 299 ml.

Table 7—Crashes per motorcycle observed, by engine size, Sydney, 1976

Engine (ml)	0/99	100/199	200/250	251/400	401/600	600+
Crashes	41	155	246	104	126	280
Motorcycles seen	69	282	346	122	80	346
Crashes per motorcycle	0.59	0.55	0.71	0.85	1.58	0.81

3.1.7. Such findings support the subjective "layman's view" of keeping novice riders away from more powerful motorcycles at least until they have achieved a certain standard of competence and experience. However, improvements in recent years to the performance capabilities of even small engine capacity motorcycles has rendered the 250 ml engine capacity a poor yardstick of performance. While horsepower generally increases with the cubic capacity of the engine, there is no direct relationship between the two. Some "hot" 250 ml motorcycles now can outperform many larger capacity machines.

3.1.8. Table 8 lists the claimed power for a number of below 400 ml Suzuki motorcycles, as listed in Suzuki leaflets. The comparison of bikes of the same make should remove any differences in test method. Power is seen to rise generally with increasing cubic capacity. However the 247 ml machine develops more power than the 399 ml and the four nominally 250 ml machines range in claimed power from 22.0 to 44.4 hp.

Table 8—Claimed power of some Suzuki motorcycles

Model	Cubic Capacity	Stroke	Claimed Power (h.p.)
A100	98	2	9.7
GS125ES	124	4	13.0
GN250	249	4	22.0
GSX250ES	249	4	26.5
GS250FW	249	4	35.5
GSX400EE	399	4	41.5
RG250	247	2	44.4
GSX400FWS	398	4	50.0

3.1.9. The "claimed" power of a bike is usually the power of the engine, without any accessories or transmission. This figure does not give an accurate guide to the usable power available at the rear wheel. This latter measure is the only sensible one and is usually considerably less than the "claimed" power. A reasonable approximation of the rear wheel power of a motorcycle is to multiply the claimed horsepower by 0.75. In other words, the rear wheel horsepower is about three-quarters of the claimed horsepower.

3.1.10. The more conventional 250 ml bikes, not too dissimilar in power to those when the 250 ml limit was set for novices, have claimed powers of 22 hp which means that they would have about 16.5 rear wheel horsepower. By contrast the Kawasaki KR250 which won the Lazer Production Series at Calder Park this year, in stock standard (and "street legal") form has a claimed horsepower of 49 hp, and therefore a rear wheel power of around 37 hp.

3.1.11. Other recent additions to the fast 250s include:

Honda's VT250, road speed 167 kph, 0 to 100 kph in 6.5 seconds, and 24.8 rear wheel horsepower;

Suzuki's RG250W, road speed 166 kph, 0 to 100 kph in 6.9 seconds, and 30.3 rear wheel horsepower; and

Yamaha's RZ250R, road speed 172 kph, 0 to 100 kph in 6.5 seconds, and 32.6 rear wheel horsepower.

3.1.12. Obviously, if a learner rides such a motorcycle then the intention behind the 250 ml restriction is not fulfilled and the limit itself comes a farce. Consequently, the Committee feels that a more realistic restriction on learner riders would be to limit them to motorcycles of 17 hp (rear wheel) or less.

3.1.13. We note that should the Committee's recommendation be accepted there will need to be a phasing in period so as not to financially penalize learners who have already purchased powerful 250 ml machines. The DMT will also need to develop a format for easily identifying machines of less than 17 hp, perhaps by a special registration sticker or different coloured number plate.

3.1.14. In making a determination of its position on restrictions of the engine capacity of motorcycles ridden by learners, the Committee was confronted by an unjustifiable anomaly in the present position. For reasons which the Department of Motor Transport was unable to satisfactorily explain, persons who have held a car licence are not subject to the same engine capacity restrictions when they are learning to ride a motorcycle as first time road users are. The Committee accepted advice from motorcycling groups that while learning to ride a motorcycle is in some ways related to driving a car, in many ways it is a very different experience and that previous experience in a motor vehicle has little effect on the novice rider's ability to control the motorcycle. Consequently, the Committee strongly believes that any restrictions, including engine power, which apply to novice motorcycle riders should apply to all learner riders.

3.1.15. Currently, a learner rider is allowed to carry a pillion passenger for the purposes of instruction. That pillion passenger must hold a current riders licence and have held it for at least two years. Although no member of the Committee would feel comfortable being a pillion passenger for a learner rider we do accept that for those motorcyclists brave enough to undertake such an activity, there will be a definite benefit in the instruction of the novice rider in dealing with traffic situations and the learning of road-craft. The Committee feels that the dangers inherent in such a process are outweighed by the benefits and agrees that the present arrangement should continue. However, the Committee is resolutely opposed to learner riders being allowed to carry other persons as pillion passengers.

3.1.16. In its most recent report on car driver licensing the Committee was very critical of the Department of Motor Transport for its failure to keep adequate records of applicants for learners permits. At the time that Report was being formulated the DMT apparently had no centralized record of learner's permit holders. Since that time the Committee has been advised that the DMT will in the future maintain a centralized record of all learners permits issued and that the learners permit record for each individual will form the first entry on the centralized licence record. Naturally, the Committee believes that these procedures should apply to the holders of learners permits to ride a motorcycle.

3.1.17. During its enquiry, suggestions were put to the Committee that certain riders deliberately choose to ride on a learner's permit without ever sitting for a licence test. Given the apparent indifference with which the Department of Motor Transport has thus far administered the system, it has been possible for a person who commits a multitude of speeding offences to continue indefinitely riding on a learner's permit. Provided he or she pays the fines for speeding, or for that matter virtually any other traffic offence, the persistent offender can continue to legally ride on a learner's permit. It is legally possible to continue riding on a learner's permit even though the rider commits more offences than would cause a standard licence holder to lose his or her licence. In effect, the Department has legalized unlicensed riding provided that the persistent law breaker is prepared to pay the fines or spend a period in gaol to "cut them out".

3.1.18. To overcome this ludicrous situation, the Committee recommends most strongly that there be an upper limit on the time for which a learner's permit can be held. The Committee recommends that a learner's permit be valid only for a maximum period of six months. The Committee does accept that there are certain people who for bona fide reasons would not have progressed on to their provisional licence during that period. For example, illness, overseas travel, or even a motorcycle accident could preclude a learner from sitting for the test during that period. The Committee has no intention of preventing such bona fide people from extending their learners' permits but believes that they should show cause to the Commissioner for Motor Transport as to why their permit should be renewed rather than being able to automatically do so as the present system allows. Only by instituting such a system will the smarties who manipulate the present system be forced to comply with the spirit of the present law. Similarly, the Department of Motor Transport must initiate proper liaison with the Police Department to ensure that the offences committed by learner riders are monitored and that the learner's permits of persistent offenders are revoked. This is not to suggest that learners should be penalized and restricted from learning simply because they make mistakes that learners are apt to make. Rather the intention of these recommendations is to stamp out the practice of a limited number of people flouting the law and abusing the learner's permit system. Consequently we recommend the revocation of a permit when the learner commits an offence or offences for which a rider would normally accumulate four or more demerit points.

3.1.19. In examining the question of the appropriate length of a learner riders permit, the Committee considered recommending a minimum period that such a permit must be held in the same way as we recommend a minimum three month period for learner car drivers. However, we declined to do so because most learner riders are unaccompanied and are in fact learning from trial and error. Given that the restrictions the Committee is proposing on P-plate riders are almost identical to those placed on learner riders the Committee could see no justification for keeping novice riders on their learner's permit for an arbitrarily longer period of time. In the case of car drivers, learners are relatively safe but receive insufficient time under supervision before they are allowed unaccompanied onto the road. It is in their period of being unaccompanied that they are very much at risk. The situation is very different for learner riders because they are unaccompanied in almost all cases while they are riding on permits. It is at that time that they have their worst accident rate. The recommendations which will in many cases mean a supervised off-road pre-permit training programme are designed to make the learning period on the road considerably safer. It is highly improbable that a novice rider who has completed pre-permit training will be safer spending a third month as a learner than he or she would be spending for example two months as a learner and that third month on P-plates providing of course that he or she can pass the licence test.



3.1.20. A number of submissions were put to the Committee that during the on-road learning period training should be available. The Committee is certainly not opposed to learner riders obtaining formalized tuition during their on-road learning period. However, at this stage the Committee has stopped short of specifying that such tuition should be compulsory. Also, we have stopped short of recommending at this stage that the Department of Motor Transport should licence institutions which provide on-road training for learners. We believe that it is too early yet for a decision to be made on whether or not a second stage of formal tuition will be cost effective. The Committee believes that at present the priority is to establish training for learner riders before they venture out on to the road on their learner's permit. The setting up of such a scheme in New South Wales will itself be an arduous task and the Committee believes that no decision should be made about further levels of training, until the pre-permit training scheme is operating effectively. Once that scheme is up and running it will be appropriate to then examine the question of more advanced forms of training.

#### REFERENCES FOR CHAPTER 3

- Yasunari Sada (1980), Improvement of skill test method for motorcycle driving (riding) license and reduction of motorcycle accidents in Japan, Int. Motorcycle Safety Conf., Washington D.C., U.S.A., May, 1980, vol. I.
- Shuichi Kawano (1980), Actual status and preventive measures for motorcycle accidents in Japan, Int. Motorcycle Safety Conf., Washington D.C., U.S.A., May, 1980, vol. III.
- Vaughan, R. G. (1971), Pettigrew, K. and Lukin, J., Motorcycle crashes: A level two study, New South Wales Dept Motor Transport, T.A.R.U. Res. Rpt No. 2/77, Feb., 1977.
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## CHAPTER 4

### THE POST-PERMIT LICENCE TEST AND THE PROVISIONAL LICENCE

#### *Recommendations*

(17) That the DMT remain the only organization responsible for testing applicants for a motorcycle rider's licence.

(18) That the DMT develop an appropriate post-permit on-road test for a motorcycle rider's licence equivalent to the basic on-road test for a car licence.

(19) That new motorcycle rider licence holders be granted a twelve month provisional licence.

(20) That provisional licence holders be restricted to riding motorcycles of not more than 17 horse-power (measured at the rear wheel).

(21) That the existing speed limit of 80 kph for provisional licence holders remain.

(22) That provisional licence holders be prevented from carrying pillion passengers unless the pillion passengers are holders of current motorcycle rider's licences and have a minimum of two years experience riding motorcycles.

(23) That a provisional licence holder be allowed to accumulate no more than four demerit points before his or her licence is suspended.

(24) That all of the restrictions applying to P-plate riders apply to all new motorcycle rider licence holders irrespective of whether or not they have previously held another motor vehicle licence.

#### 4.1. *The Licence Test*

4.1.1. In the Committee's previous Report on Car Driver Licensing we acknowledged that the Department of Motor Transport licence test was a very basic one. The test simply demonstrated a learner driver's basic skill to manipulate a vehicle on the public roads. As we said in that Report, the test gave very little indication of whether or not that person would drive safely throughout his or her driving career but did help weed out the obviously incompetent. It is on precisely the same basis that an on-road test for applicants for a motorcycle rider's licence can be justified.

4.1.2. At present, every applicant for a licence to drive a motor vehicle, other than those who hold and produce a current licence issued by another Australian or overseas licensing authority, is required to undertake a practical driving test. The applicant must supply a registered vehicle of appropriate type and weight for the test.

4.1.3. Practical driving tests are arranged by appointment with the Motor Registry closest to the applicant's home address or place of employment. A booking fee of \$15 provides for two tests should the applicant fail the first.

4.1.4. All applicants for practical driving tests must have passed a written knowledge test within the preceding 12 months. At the time of the test a driver examiner is allocated by the registry manager. Every effort is made to ensure that applicants cannot know in advance which driver examiner will be allocated to their test.

4.1.5. Depending on their location, Motor Registries have at least four designated test routes. Test courses are selected to provide as many representative driving situations as practicable within the 25 minutes provided for driving tests. Care is taken to avoid unduly hazardous locations when selecting test courses.

4.1.6. The particular route to be used for any test is determined by the registry manager when a driver examiner is allocated. Every effort is made to ensure that applicants cannot know in advance which test route will be allocated to their test.

4.1.7. During the practical driving test, the driver examiner must carefully indicate, by placing a cross in the square next to the appropriate heading on a record sheet, any error or driving deficiency noted. At the conclusion of the test the driver examiner must indicate by a tick those aspects of the test which were carried out satisfactorily.

4.1.8. Applicants must satisfy the driver examiner of ability, unaided, to:

- (a) start the engine of the vehicle;
- (b) operate the clutch (where fitted), gears and accelerator, move straight ahead and draw out from the kerb; the examiner must particularly observe whether the applicant draws out from the kerb with appropriate signals and necessary caution;
- (c) overtake, meet or cross the path of other vehicles and take the appropriate course;
- (d) turn right-hand and left-hand corners correctly;
- (e) operate the brakes efficiently so as to stop the vehicle in an emergency or normally;
- (f) stop the vehicle—
  - while ascending a hill;
  - while descending a hill;
  - and subsequently put the vehicle in motion;
- (g) parallel park the vehicle close to the kerb;
- (h) cause the vehicle to face in the opposite direction by the use of forward and reverse gears;
- (i) give at proper times by means of an approved signalling device (or by hand if such a device is not fitted) signals indicating intention to turn or stop;
- (j) act promptly on all signals given by police officers controlling traffic and by other road users;
- (k) conform to the requirements indicated by traffic domes, traffic control lights, signs and notices, etc.;
- (l) sound the horn as requirements demand;
- (m) pass any other tests considered necessary by the examiner to ascertain the applicant's fitness;
- (n) generally drive a motor vehicle with safety.

4.1.9. Applicants for motorcycle rider's licences must satisfy the examiner of ability, unaided, to:

- (a) carry out all of the functions in 4.1.8. above except (f), (g) and (h);
- (b) ride at a walking pace using clutch and throttle control;
- (c) stop suddenly using both front and rear brakes; and
- (d) make a U turn without placing their feet on the ground.

Test courses for motorcycle riders are generally within sight of a stationary examiner.

4.1.10. The practical driving test record sheet is completed in duplicate by the examiner. At the conclusion of the test the examiner completes the test record sheet and, if the applicant has passed, completes and signs a certificate of competency before commencing another test. The certificate of competency must also be signed by the applicant in the presence of the examiner. The test record sheets are retained at Registries for 12 months.

4.1.11. Unfortunately, the Department of Motor Transport appears to be somewhat lax in the way in which it administers the on-road test for applicants for motorcycle rider's licences. Considerable evidence was given to the Committee to the effect that examiners in the Department of Motor Transport do not accompany the applicant for a motorcycle rider's licence while he or she is doing the test. Instances were even reported of the applicant being sent off alone out of sight of the examiner with the apparent assumption that if the applicant returns then he or she must be capable of riding the bike. Although the Committee recognizes that the DMT test is only a test of very basic competence it still believes that the test should be conducted seriously.

4.1.12. The Committee also feels that the test could be tailored more to the specific skills needed to ride a motorcycle rather than simply be a modified car driver's test. Consequently we believe there is a need for the DMT to develop an appropriate on-road post-permit examination procedure for applicants for motorcycle rider's licences and to properly apply that test. Such a test will obviously involve the testing officer following the applicant on another motorcycle or perhaps even in a motor vehicle.

## 4.2. *The Provisional Licence*

4.2.1. Following the successful completion of a practical on-road post-permit test of rider competence, the applicant should be granted a provisional licence. The Committee strongly feels that the licence granted to all new motorcyclists once they have passed their licence test should only be provisional irrespective of whether or not they have previously held a driver's licence. The reasons for this were argued in the previous chapter when we sought common conditions on learner's permits for all novice motorcyclists irrespective of their previous driving experience.

4.2.2. Similarly, the Committee supports a similar range of restrictions on P-plate riders as were recommended for learner riders in the preceding chapter. This means that they should be restricted in their carriage of pillion passengers to only carrying licensed riders who hold a current licence and have at least two years' riding experience. Provisional licence holders should also be restricted to riding machines with a maximum of 17 horse-power, measured at the rear wheel.

4.2.3. However, the Committee recommends that the conditions for P-plate riders should differ in two ways from those for learner riders. First, the Committee supports the retention of the existing maximum speed limit of 80 kph for P-plate riders, which is 10 kph faster than the maximum speed limit for learners.

4.2.4. The Committee also recommends that the limited points system for car drivers which was recommended in the STAYSAFE II Report on car driver licensing should also be instituted for provisional riders. The intention of introducing the limited points system which would allow the accumulation of 4 points on the provisional licence is designed to see that riders who are in the process of gaining experience should not be penalized unduly for mistakes made due to inexperience. It is obviously counter-productive to suspend the licence of an inexperienced rider for making a mistake due to lack of experience. All the suspension does is prevent the rider from gaining the necessary experience to stop making those sorts of mistakes.

4.2.5. In this context the Committee is cognizant of the special situation which would occur with people holding both a *standard car driver's licence* and a *provisional motorcycle rider's licence*. Under such circumstances it would be appropriate to treat offences committed on either licence as contributing to a common store of 12 points over two years for the retention of the car licence. However, where more than 4 points were accumulated on the rider's provisional licence that licence would be suspended although the standard car licence would continue to operate unless the maximum of 12 points on any vehicle was accumulated.

4.2.6. Should the proposals recommended in this report be implemented the Committee would not be surprised to see an increase in the number of accidents involving provisional licence holders. It should be clear that such an increase will not of itself suggest that these proposals are not working. At present it is almost certain that a significant number of accidents involving motorcyclists with a standard licence are in fact accidents involving novice riders in their first twelve months of riding. Because of the present anomaly whereby holders of a *car licence* do not have to also serve a period on a *provisional rider's licence* a number of novice rider accidents do not appear in the novice category. Instead they are disguised within the accident records of standard licence holders. While it is hoped that the Committee's proposals will lead to an overall reduction in the motorcycle death and injury toll the new classification procedures will probably show an increased number of total accidents for P-plate riders.

## References for Chapter 7

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## CHAPTER 5

### HELMETS

#### *Recommendations:*

(25) That it remain an offence in New South Wales for motorcycle riders and pillion passengers not to wear an approved helmet.

(26) That it become an offence in New South Wales for the passenger in a side-car not to wear an approved helmet.

(27) That there be no exemptions granted to the wearing of helmets.\*

#### *5.1 The Background*

5.1.1. Without doubt the issue of the wearing or non-wearing of helmets on motorcycles has involved more public controversy than any other aspect of motorcycle safety investigated by the Committee. The questions of whether or not helmet wearing should be compulsory or voluntary and of whether or not there should be exemptions granted to certain classes of motorcyclists not to wear a helmet (and if so what forms of exemption) have had a thorough airing in the media as well as before the Committee.

5.1.2. Ironically, although this area has attracted the most public controversy, there is much less controversy in the scientific and technical literature than there is on other aspects of motorcycle safety such as conspicuity. However, because of the serious ethical, moral and political implications of any decision on the wearing of helmets the Committee devoted a great deal of time to examining this issue. Before any decision can be made on this matter the first question which needs to be asked is: do helmets save lives?

#### *5.2. Do Helmets Save Lives?*

5.2.1. Many studies have been conducted into the question of whether or not helmets for motorcyclists help save lives. The overwhelming evidence of such studies is that they do save lives. To describe all of these studies would entail publishing a report of mammoth dimensions but it is appropriate to cite two of the better known studies.

5.2.2. One of the largest and most thorough studies of the effects of helmets in motorcycle crashes was by H. H. Hurt et al (1981) in the U.S.A. The investigators attended the scene of 900 crashes in which motorcyclists were involved. In 342 of these cases it was established that the motorcyclists wore helmets. In a further 536 cases it was established that helmets had not been worn. In the remaining 22 cases the researchers were not able to establish whether or not the helmet had actually been worn. The researchers investigated the degree of head injury to the motorcyclists in each accident and rated that on a scale of 0 to 6. Table 9 sets out the results of their inquiries and compares the outcome for those motorcyclists who wore helmets with those who did not.

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\* Majority recommendation by the Committee 7:1, Dr Metherell dissenting.

Table 9—Number of cases, helmet worn or not, with various degrees of injury to the head, U.S.A.\*

Degree of Injury to Head	Helmet Worn	Helmet Not Worn
0 = No injury .. .. .	287 (83.9 per cent)	308 (57.5 per cent)
1 = Minor .. .. .	31 (9.1 per cent)	135 (25.2 per cent)
2 = Moderate .. .. .	11 (3.2 per cent)	35 (6.5 per cent)
3 = Severe (Not Life Threatening) .. .. .	2 (0.6 per cent)	17 (3.2 per cent)
4 = Severe (Life Threatening, Survival Probable) .. .. .	2 (0.6 per cent)	7 (1.3 per cent)
5 = Critical (Survival Uncertain) .. .. .	6 (1.8 per cent)	23 (4.3 per cent)
6 = Maximum (Currently Untreatable, including Fatal) .. .. .	3 (0.9 per cent)	11 (2.1 per cent)
Total .. .. .	342 (100 per cent)	536 (100 per cent)

5.2.3. As Table 9 demonstrates, only 3.8 per cent of the motorcyclists wearing helmets suffered severe, critical or fatal head injuries while 10.8 per cent of the non helmet wearers suffered those same extensive injuries. That is, non-wearers were almost 3 times as likely to have severe or worse head injuries—including death—as were motorcyclists who wore helmets.

5.2.4. Similarly the percentage of riders who escaped any injury to their head following an accident was much higher amongst the group wearing helmets than it was amongst the group not wearing helmets. 83.9 per cent of the helmet wearers escaped injury to their heads while only 57.5 per cent of those not wearing helmets escaped head injury.

5.2.5. The second study which the Committee would like to draw attention to is that conducted by O. K. Dart (1980) in Louisiana. Table 10 sets out the data collected by Dart for motorcycle riders. Table 11 sets out the equivalent data for pillion passengers. In both cases the data relates to motorcycle crashes in 1978 in the State of Louisiana in the U.S.A.

Table 10—Numbers of riders, helmet worn or not, with various degrees of injury anywhere, Louisiana, 1978

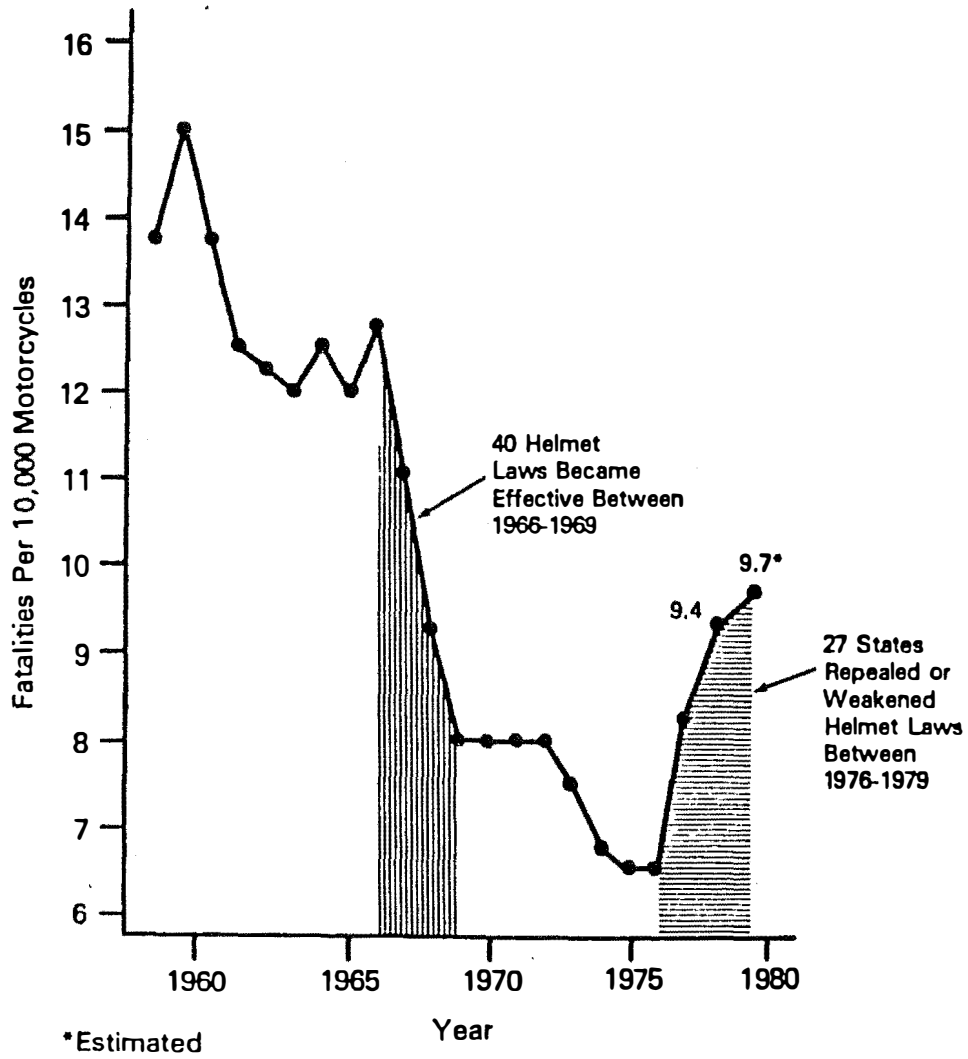
Degree of Injury	Helmet Worn	Helmet Not Worn
Minor or None .. .. .	639 (47.8 per cent)	571 (32.9 per cent)
Non-fatal severe .. .. .	680 (50.9 per cent)	1 102 (63.5 per cent)
Fatal .. .. .	18 (1.3 per cent)	63 (3.6 per cent)
Total .. .. .	1 337 (100 per cent)	1 736 (100 per cent)

Table 11—Numbers of passengers, helmet worn or not, with various degrees of injury anywhere, Louisiana, 1978

Degree of Injury	Helmet Worn	Helmet Not Worn
Minor or None .. .. .	122 (52.8 per cent)	143 (35.6 per cent)
Non-fatal severe .. .. .	109 (47.2 per cent)	245 (60.9 per cent)
Fatal .. .. .	0 (0.0 per cent)	14 (3.5 per cent)
Total .. .. .	231 (100 per cent)	402 (100 per cent)

\* 0 to 6 on the Abbreviated Injury Scale (A.I.S.) of the American Association for Automotive Medicine.

Fig.4: Motorcyclist fatalities per 10,000 motorcycles registered; influence of helmet laws in States of the U.S.A.; 1959 to 1979.





5.2.6. While both of these Tables include all injuries suffered by motorcyclists and not merely those involving injuries to the head, the pattern is still clear. Only 18 people wearing helmets died in Louisiana during 1978 whereas 77 people not wearing helmets died in motorcycle crashes. Only 1.1 per cent of the people wearing helmets when the crashes occurred died, whereas 3.6 per cent, or more than three times as many, died when they were not wearing helmets. Clearly then while a helmet is no panacea to the problem of death and injury on a motorcycle, and will have little effect on preventing a rider's death if he or she suffers massive injuries to the chest or abdomen, the wearing of helmets does reduce the incidence of death and injury to a significant degree.

5.2.7. Incidentally it is also well established that the likelihood of dying from chest or abdominal injuries is less if there is no additional serious head injury.

### 5.3. *Compulsion Versus Voluntary Wearing*

5.3.1. Having established the fact that the wearing of helmets does reduce both the risk of death and serious head injury for motorcyclists the obvious question to then ask is whether motorcyclists need to be forced to wear helmets or whether they will do so voluntarily.

5.3.2. Obviously, many motorcyclists will wear helmets whether the law makes it compulsory or not. They are aware of the safety benefits of wearing a helmet though they may not be able to cite the particular studies mentioned in this Report. However, evidence both in Australia and overseas shows that while the rate of voluntary wearing of helmets can be quite high it is still considerably lower than the rate of wearing when helmet use is compulsory. More importantly some longitudinal studies have shown significant decreases in the death rate when helmet wearing becomes compulsory and some remarkable increases in the death rate where compulsory laws are repealed.

5.3.3. It is an unfortunate truism that the level of helmet wearing decreases if the wearing is not compulsory. The explanations for this vary from the fact that it is more enjoyable to ride without a helmet and feel the wind in one's hair, to a belief by certain individuals in their own invulnerability and a tendency to become more lax in their planning to ensure that they always have helmets with them on occasions when they are likely either to ride motorcycles or to be pillion passengers. Ironically, some people may even fail to wear a helmet in the belief that if they really had a major safety benefit the Government would force people to wear them!

5.3.4. Compulsory wearing of motorcyclist helmets in New South Wales began in 1971, at the same time as compulsory seat belt wearing for car drivers. A survey carried out the previous year (Henderson, 1970) had shown that 903 (i.e., 84.9 per cent) of 1 064 motorcyclists riding alone in ordinary traffic wore helmets and that 179 (i.e., 54.9 per cent) of 326 riders and pillion passengers riding "two up" were helmeted.

5.3.5. A similar survey in 1979, after the introduction of compulsory helmet wearing, found only 23 of out of 1 786 riders were not wearing helmets. That is there was a wearing rate of 98.7 per cent (Herbert, 1980).

5.3.6. Subjective evidence given to the Committee by a variety of people indicates that in recent years the rate of helmet wearing may have fallen.

### 5.4. *Repeal of Helmet Laws in the U.S.A.*

5.4.1. Among the 51 States of the Union, 50 enacted laws requiring the wearing of helmets by motorcyclists. By April 1979 (Status Report, April 30, 1979), the law had been repealed in 29 of them, in response to pressure by motorcycling lobby groups. The repeal of a State motorcycle helmet law was typically followed by a 30 per cent increase in motorcyclist fatalities (Watson, Wilkes and Zador, 1979). The authors of that study considered repeal in 26 States, all those enacted at the time of writing. Helmet use in repeal States dropped from 100 per cent to about 50 per cent on the average. This drop in usage rates was blamed for the 30 per cent increase in motorcyclist mortality overall, and increases up to 49 per cent in individual States.

5.4.2. In 1980 the U.S. Department of Transportation presented "A report to the congress on the effect of motorcycle helmet use law repeal—a case for helmet use". Figure 4, copied from that report, illustrates the effects on the national motorcyclist death rate, of the introduction and subsequent repeal of helmet laws by individual States.

5.4.3. Elaine Petrucelli (1981) summarized the effect of the laws as follows.

"A comparison of the motorcycle helmet studies done in several States identifies that:

- "(1) Helmet usage is significantly less without a law.
- "(2) Helmets significantly decrease head injury, death and disability.
- "(3) Head injury, death and disability increase when the laws are repealed.
- "(4) The accident rate is higher when helmets are not worn.
- "(5) The cost of medical care for a non-helmeted rider is more than twice that of a helmeted rider.
- "(6) The amount of permanent disability is significantly increased when helmets are not worn.

"The concluding statement from the Kansas study is probably more demonstrative of the impact of motorcycle helmet repeal than any other—  
"The pattern is clear. The impact of the Kansas motorcycle helmet law has been extremely costly in terms of debilitating injuries, deaths and financial burdens. If personal freedom is initial here, and that point is extremely debatable, the people of the State of Kansas are paying a high price for this particular study in terms of financial assistance and loss of life and limb."

#### 5.5. *Exemptions from Helmet Wearing in Other Australian States*

5.5.1. In all States in Australia the wearing of helmets is compulsory. However, in certain States there are some groups who are exempt from the wearing of helmets. Each State and Territory has its own system for the granting of exemptions and these are summarized below:

*Australian Capital Territory.* Anyone carrying a certificate signed by any doctor need not wear a helmet provided that a speed of 40 kph is not exceeded. There are no official checks on the grounds for exemption, and no numbers available. However, there are claims that many people are not aware of the speed restriction and that doctors give exemption certificates that do not mention the limit.

*Northern Territory.* No exemptions are permitted. (Side-car passengers also are required to wear helmets except for young children whose heads are too small and who must then wear an approved child restraint and have an official exemption from helmet wearing).

*Queensland.* Exemptions are permitted subject to the approval of the Chief Government Medical Officer or the Minister. Only one exemption has ever been granted.

*South Australia.* Helmets are not required to be worn at speeds less than 25 kph but officials say that nobody takes advantage of this ground for exemption. There are no other grounds.

*Tasmania.* Exemptions are granted on the basis of certificates from doctors but the system is tightly controlled and a recent check showed only about 50 cases.

*Victoria.* No exemptions permitted.

*Western Australia.* Anyone carrying a certificate signed by any doctor need not wear a helmet. It appears however that very few certificates have been issued because doctors advise patients that if they have a medical condition making helmet wearing uncomfortable or difficult, then they should not be riding a motorbike. Children under six years old are exempt from wearing helmets.

#### 5.6 *The Exemption System in New South Wales*

5.6.1. As at the 30th June, 1984, there were 2 272 exemptions from the wearing of a helmet in force in New South Wales. Of these the bulk of them, 2 060, were granted to people licensed in New South Wales to ride motorcycles. The remainder were apparently granted to learners, persons licensed in other States and pillion passengers not licensed to ride.

5.6.2. The Motor Traffic Regulations as at 1979 set out the legal position regarding the wearing of helmets and the granting of exemptions in New South Wales:

110E (1) No person shall drive or travel upon a motorcycle while it is being used upon a public street unless such person is wearing securely on the head a protective helmet of a type approved by the Commissioner.

(2) This regulation shall not apply to any person—

- (a) who is being carried in a side-car; or
- (b) who is in possession of a written authority from the Commissioner exempting him from complying with clause (1); or
- (c) who is travelling upon a pedal cycle to which is attached one or more auxiliary propulsion motors having a combined maximum power output not exceeding 200 watts.

5.6.3. According to evidence given by officers of the Department of Motor Transport to the Committee, no exemption is granted without being approved by a medical officer employed by the Department of Motor Transport. However, under questioning, those same officials submitted that their doctor has never refused to approve an application for an exemption supported by a medical certificate from any doctor. Indeed it was suggested that he would not feel confident questioning the medical opinion of any doctor's certificate, a presumption which is borne out by the fact that exemptions were granted to people for medical conditions which the Department of Motor Transport were unable to decipher from the handwriting of the doctor writing the supporting certificate!

5.6.4. Table 12 below sets out the basis on which the existing exemptions have been granted.

Table 12—Helmet-Wearing Exemptions at 30 June, 1984, New South Wales

Category of Reason	No. of Exemptions
Medical—	
Headaches—	
migraine .. .. .	361 (16 per cent)
tension .. .. .	59 (2.6 per cent)
other, mostly unspecified .. .. .	910 (40 per cent)
	1 330 (59 per cent)
Neck problems (arthritis, injury, pain, whiplash, etc) .. .. .	246 (11 per cent)
Skin and scalp conditions (acne, dermatitis, eczema, scars, infection, etc) .. .. .	150 (6.6 per cent)
Head injuries and past head surgery .. .. .	104 (4.6 per cent)
Hearing problems .. .. .	64 (2.8 per cent)
Nervous disorders (neurosis, claustrophobia, psychosis, anxiety, etc) .. .. .	57 (2.5 per cent)
Nose problems .. .. .	41 (1.8 per cent)
Dizziness, fainting and circulation problems .. .. .	24 (1.0 per cent)
Eye and vision problems .. .. .	14
Facial problems .. .. .	10
Neurological disorders (physical nervous system disease) .. .. .	7
Back problems .. .. .	7
Allergies to helmet materials .. .. .	7
Asthma .. .. .	3
Miscellaneous .. .. .	34
Unspecified "medical reasons" .. .. .	67
No identifiable reason provided .. .. .	30
Religious—	
"Sikh faith" .. .. .	1
"Wears turban" .. .. .	1
"Religious reasons" .. .. .	1
Unknown—	
Nature or reason and name of issuing doctor unidentifiable .. .. .	74
Total .. .. .	2 272

Data from Department of Motor Transport.

5.6.5. By far the major category of exemptions is that granted for headaches. Almost three in every five exemptions are for headaches. Amazingly 104 exemptions are granted for people who can't wear a helmet because of a head injury!

5.6.6. Just how easy is to get an exemption from the DMT can be gauged from the fact that 30 medical exemptions were granted where NO identifiable reason was provided by the doctor and a further 74 exemptions were granted where the nature of the reason and the name of the issuing doctor were indecipherable.

5.6.7. The Committee sought information from the Department of Motor Transport as to the frequency with which individual doctors granted medical certificates recommending a helmet exemption. Given that we have already established that such a certificate automatically leads to the granting of an exemption it is interesting to see whether any particular doctors are granting a large number of exemptions. Table 13 reproduces the data provided by the Department of Motor Transport.

Table 13—Helmet exemptions, doctors by frequency

Number of doctors	Frequency	Exemptions
1	37	37
1	30	30
1	23	23
1	19	19
1	17	17
1	15	15
1	14	14
1	13	13
2	12	24
3	11	33
2	10	20
2	9	18
4	8	32
7	7	49
9	6	54
15	5	75
48	4	192
75	3	225
209	2	418
818	1	818
Sub-total	1 202	
*	15 298	0
Sub-Total	.. .. .	2 126
Indecipherable	.. .. .	108
Institutions	.. .. .	38
Total	.. .. .	2 272

Data from Department of Motor Transport.

\* The New South Wales Branch of the A.M.A. indicates there are 16 500 Registered medical practitioners in New South Wales.

5.6.8. Of the 2 126 exemption certificates provided by doctors working in the community whose signatures were decipherable a staggering 12.4 per cent (263 certificates) were provided by only 17 doctors. Each of these doctors provided a minimum of 9 certificates each. One doctor apparently has a very busy motorcycle practice and has granted 37 medical exemptions. While a fairly large percentage of exemptions are from doctors who grant one exemption only (38.5 per cent) a handful of doctors clearly have a reputation for being easy marks to obtain the appropriate medical certificate.

5.6.9. Since 16 500 doctors issued 2 126 helmet exemption certificates, the average rate was 0.128 exemptions per doctor. If the likelihood of doctors giving exemptions is distributed by the natural laws of probability, then the results should be as shown in Table 14. Clearly, it is not a chance distribution and doctors giving more than two or three exemptions are very unusual. This may be because—

- (a) They serve areas with very large numbers of motorcyclists.
- (b) Riders are much more likely to choose these doctors.
- (c) These doctors are much more inclined than others to give exemption certificates.

Table 14—Observed and chance distributions of exemptions, by numbers of doctors

Number of exemptions	Number of doctors giving this number	
	Observed	Expected by Chance
0	15 298	14 505.3
1	818	1 869.0
2	209	120.4
3	75	5.2
4	48	0.2
5	15	0.0
more than 5	37	0.0

5.6.10. It should be noted that using the natural laws of probability no doctor would be expected to issue more than 3 exemptions. The actual number was 100 doctors out of the 16 500 total in New South Wales.

5.6.11. Clearly the large number of exemptions is possible only because of the existence of the law permitting them, and because of the way it is administered, resulting in responsibility being placed on individual doctors to balance the issues.

### 5.7. Submissions and Evidence on Exemptions

5.7.1. The Committee received a significant number of written submissions addressing themselves to the question of helmet usage. In addition the Committee heard evidence from a number of witnesses and questioned them extensively on the subject. In this section we do not propose to reproduce verbatim all of that evidence but to briefly summarize the key evidence.

5.7.2. Although the present Commissioner for Motor Transport, Mr J. W. Davies, currently exempts more than 2 000 motorcyclists from the wearing of helmets he gave evidence to the Committee that both he and the Traffic Authority have recently recommended to the Government that the exemption scheme should be abolished. No doubt his position was partly coloured by his embarrassment at the apparent maladministration of the present system over which he presides. However he did also indicate that he was acting on medical advice that there was no known medical condition to warrant the granting of an exemption. (Evidence page 96.)

5.7.3. In his submission to the Committee the Commissioner for Police argued also that there should be no exemptions from the wearing of helmets. He claimed that “the ease with which an exemption can be obtained has made them so prevalent that there can only be an increase in deaths where there should not have been death and injuries where there should not have been injury”.

5.7.4. In evidence, Sergeant D. J. Morris of the police Highway Patrol said that the large number of exemptions frustrated attempts by police to enforce the helmet wearing law. He indicated that the police were becoming increasingly reluctant to stop unhelmeted riders because helmet exemptions are so prevalent. In practice riders and passengers who are given traffic infringement notices for failure to wear a helmet tend to be confronted on this matter only after being stopped for committing another offence. The implication from Sergeant Morris's testimony was that in practice the present exemption system is rapidly leading us towards the situation where helmet wearing becomes in practice optional.

5.7.5. Evidence was also given by members of the Blue Knights Motorcycle Club of N.S.W. which consists entirely of motorcyclists who are also full time State or Federal Policemen. In their submission (s. 433) they said quite simply that the law should state "if you cannot wear an approved safety helmet then you cannot hold a motorcycle rider's licence". They claim that the medical exemption as presently administered is a joke. They argue that if the helmet becomes uncomfortable over a long period then it is time to take a break from riding rather than take a break from the wearing of the helmet. They claim that on hot days it is more comfortable to ride with a full-face helmet on protecting the face, throat and eyes from hot wind as well as protecting the head generally from insects, dust and rocks thrown up by other vehicles.

5.7.6. Evidence was also given by Dr K. F. Hume in his capacity as Chairman of the Road Trauma Committee of the Royal Australasian College of Surgeons (N.S.W. Branch). In his submission (s. 501) Dr Hume said that it should be impossible to obtain an exemption from the wearing of a motorcycle helmet. In evidence (p. 102) he stated that he could not think of a single medical ground for which he believed a valid medical exemption could be granted. Moreover, he said that in his opinion there were no circumstances in which the wearing of a proper helmet was hazardous for adults. The unprotected head was likely to be damaged by an impact of great force and an unprotected rider involved in an accident was likely to suffer both head and neck injuries.

5.7.7. Equally strong medical evidence was given by Dr J. D. Yeo, the Director of the Spinal Unit at the Royal North Shore Hospital. Dr Yeo also said in evidence (p. 138) that he could not conceive of any medical condition that justified a motorcyclist travelling without a helmet. He said that he defied anyone to give him hard evidence to prove that a helmet could increase the likelihood of neck injury. However, he did believe that engineers should now give greater attention to the design of the lower half of the helmet in order to improve still further the degree of protection given to both the head and the neck.

5.7.8. The Medical Secretary of the New South Wales Branch of the Australian Medical Association, Dr B. A. Herriott, also gave evidence before the Committee. Dr Herriott claimed that the protection afforded to a motorcyclist from injury and death by virtue of wearing a helmet is such that despite the supposed infringement upon the liberty of the person he believed it a most necessary public health protective measure to make the wearing of helmets compulsory. He said that if a person was fit enough to ride a motorcycle he could conceive of very few conditions that would provide a medical reason for not wearing a helmet. When pressed by members of the Committee he could not himself name a single medical condition which he thought fell into that category. In addition, Dr Herriott said that even if such conditions could be identified the dangers of riding without a helmet were so great that it would not be a medically responsible decision.

5.7.9. A number of experienced motorcyclists also wrote to the Committee putting forward the viewpoint that there should be no helmet exemptions in New South Wales. Some of the comments in these submissions included:

- (a) "This State cannot afford the medical bills for the massive injuries caused by serious bike accidents" (s. 344).
- (b) "If someone has an unusual, medical complaint which prevents them from wearing a helmet he/she will simply have to drive a car" (s. 333).
- (c) "Any person who has trouble wearing a helmet should not be allowed to have a licence irrespective of doctors' certificates (s. 323).

- (d) "I am not overfond of wearing a helmet myself, but as it is the law, I am obliged to don one every time I mount my cycle. I am appalled at the number of unprotected heads I see as I ride to and from work, and I understand these people are exempt on medical grounds from wearing a helmet. My contention is—if you are unable to wear a protective helmet you should also be unable to ride a motorcycle" (s. 340).
- (e) "As a motorcyclist myself I feel very strongly on this issue . . . Penalties should be increased . . . In the case of pillion passengers, both the rider and the passenger should be charged" (s. 338).
- (f) "I am charged \$182 for 3rd-party premium for my 2 600 cc 6 cylinder car and almost as much, \$168, for my 400 cc 2 cylinder bike . . . It is surely too hard on law-abiding helmet-clad riders to demand they pick up the tab for riders who refuse to wear helmets".

5.7.10. Two major submissions were received by the Committee seeking expanded exemption criteria. The first of these came from the Motor Cycle Riders Association (MRA) members of which both made a written submission and gave evidence before the Committee. Their submission (s. 562) dealt with the question of helmets in some detail. While acknowledging the great value of helmets the MRA favoured voluntary wearing rather than compulsion. They put 3 detailed proposals before the Committee (p. 12). In a slightly rephrased form, these were:

- (a) the wearing of helmets should be optional but those people who choose not to wear a helmet should pay an appropriate fee or insurance surcharge which would in some measure equate to the so-called additional cost to society of non-helmet wearing; or
- (b) experienced riders be allowed the privilege of choosing whether or not to wear a helmet; or
- (c) the present practice of granting exemptions on medical or religious grounds be continued.

5.7.11. A very detailed proposal was put to the Committee by the Combined Motorcyclists Action Committee (s. 554 and additional documents). Four representatives of this Committee appeared before the STAYSAFE Committee. They were Mr G. J. Hirst on behalf of the Brotherhood Christian Motorcycle Club, Mr R. Schol who represented the Harley-Davidson Riders Club of Australia as well as being editor of Ozbike Magazine, Mr L. Keets from Ozbike Magazine, and Mr M. Astill from Bikers Ltd.

5.7.12. The Combined Motorcyclists Action Committee sought to have a new exemption category created. Their proposal is basically to allow riders with more than five years of experience who are also aged 25 and over to be entitled to an exemption from wearing a helmet. The gist of their proposal as abstracted from their submission is reproduced below:

We propose that helmet wearing be compulsory for the first three years of riding under a full rider's licence and that after that period of time a rider can choose to ride helmet-less by:

- (i) Applying to the DMT for issue of an exemption if he/she wishes to ride helmet-less. It should remain an offence to ride without an exemption.
- (ii) Medical exemptions remain available for valid complaints for riders of under three years' experience and pillion passengers who do not hold a rider's licence.
- (iii) Exemptions can be revoked for a period of six months if it is proved they have been used by riders other than the rider specified.
- (iv) This amendment be introduced for a period of three years and carefully researched in co-operation with rider groups.

5.7.13. A revised proposal from the CMAC sought a three year evaluation of a trial period of medical, religious and "experience" exemptions.

### 5.8. *The Committee View*

5.8.1. The Committee found that the evidence showing that helmets reduce the risk of serious injuries and death is overwhelming. Similarly there is a clear link between the rate of deaths and serious injuries in motorcycle accidents and whether or not helmet wearing is compulsory. For these reasons the Committee unanimously supports the compulsory wearing of helmets by motorcyclists and pillion passengers. Further, the Committee believes that it is an anomaly in the present system that passengers in side-cars, who are exposed to substantially the same, if not greater, risks as motorcyclists and pillion passengers are not obliged to wear a helmet. Consequently, the Committee recommends that the same provisions apply to passengers in a side-car as do to pillion passengers.

5.8.2. The Committee accepts that by making the wearing of helmets compulsory it is to some extent recommending an infringement of the civil liberties of the individual motorcyclists and pillion passengers. The Committee is always mindful of the civil liberties of road users but tries to balance this right against the wider community interests involved in the area of road safety. In general, the Committee supports only those infringements on individual liberty which are relatively minor but which at the same time can have a significant impact on road safety. The huge cost to the community, both financially and in terms of human suffering, of road accidents clearly justifies some community control in this area. For this reason, the Committee supports the compulsory wearing of motorcycle helmets in the same way as it supports the compulsory wearing of seat-belts and the use of random breath testing.

5.8.3. In respect to the proposal put forward by the Combined Motorcyclists Action Committee for a new exemption category, the Committee again unanimously rejects this proposal. We do not believe that such a proposal is justified nor do we believe that it would be practical to implement. While it is true that experienced motorcyclists have fewer crashes than do inexperienced motorcyclists, rider competence is not the sole factor affecting whether or not motorcyclists have accidents. Indeed, most motorcycling groups persuasively put to the Committee the point of view that most motorcyclists are involved in accidents where drivers of other vehicles are substantially to blame.

5.8.4. It is hard to imagine how an experienced bike rider over 25 years of age and not wearing a helmet would have a greater chance of survival than a novice rider if he or she was run into by a drunken car driver. The natural corollary of accepting the position put by the Combined Motorcyclists Action Committee would be to grant exemptions from the wearing of seat-belts in cars to experienced drivers. The key point about helmets is not that they help prevent accidents but that they minimize the damage to the motorcyclists when accidents do occur. And while experienced motorcyclists may have fewer accidents than inexperienced motorcyclists they still do have accidents and when they have accidents, they are no less in need of protection than a novice rider.

5.8.5. The one area where the Committee has not been unanimous in its recommendations in this Report is on the question of medical exemptions for motorcyclists and pillion riders. The majority view of the Committee is that there should be no exemptions whatsoever from the wearing of helmets. With the exception of Dr Metherell, the Committee adheres to the views of Dr Hume of the Royal College of Surgeons Road Trauma Committee and Dr Yeo of the Spinal Unit at Royal North Shore Hospital. We believe that if a person is not medically capable of wearing a helmet then that person is not medically fit to ride a motorcycle. That is the case in Victoria and we see no reason why it should not be the case in New South Wales. Clearly the current medical exemption system has been abused. However, that abuse is not particularly the result of villainy on the behalf of medical practitioners, although the ethics of a handful of doctors in this regard are highly suspect. The abuse is built into a system which says that the Government will accept a doctor's decision that someone is medically unfit to wear a helmet.



5.8.6. The Committee does not believe that the problem can be overcome by tightening up the existing exemption categories. We did not receive a single submission or hear any coherent evidence from any person or organization having a practical proposal that was administratively feasible for tightening up the medical exemptions. Even those people who spoke of limiting the exemptions to certain specified medical conditions were unable to specify what those medical conditions should be. The majority of the Committee believe that the real alternatives lie between no exemptions or the present system with all its abuses. In that context we unhesitatingly recommend there be no exemptions granted for the wearing of helmets by motorcyclists, pillion passengers and side-car passengers.

5.8.7. In this regard, Dr Metherell dissents from the majority view of the Committee and favours the continuation of a restricted form of medical exemption, based upon medical examination by a medical officer nominated by the Department of Motor Transport.

#### *References for Chapter 5*

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## CHAPTER 6

### PROTECTIVE CLOTHING

#### *Recommendations*

(28) That the DMT and those conducting motorcycle training courses encourage motorcyclists to wear appropriate protective clothing.

(29) That the Standards Association of Australia prepare standard specifications for protective clothing and footwear for motorcyclists.

6.1. The inherent vulnerability associated with riding a motorcycle means that motorcyclists sustain injuries far in excess of what motor car drivers sustain in the same type of accident. What for a car driver is a very minor accident which may not even necessitate a trip to the panelbeater, is a far more serious accident for motorcyclists and could land him or her in hospital.

6.2. As we have already seen, crash helmets can play a major role in saving lives and reducing the severity of head injuries in motorcycle crashes. There are a range of other clothing measures which motorcyclists can adopt to reduce the severity of injury should they be involved in an accident.

6.3. Sturdy, enclosed footwear provides significant protection to the feet which are particularly vulnerable. Similarly, leather gloves offer a high degree of protection to the motorcyclists' hands. Goggles or visors provide protection for eyes which are very vulnerable to damage from wind, insects, dust and stones.

6.4. There is a range of other forms of clothing which provide varying levels of protection. The best protection is offered by motorcycle leathers and for that reason they are obviously most desirable. However, the Committee recognizes that it is not always practical for motorcyclists to always wear leathers. We recognize that some balance must be struck between protection and comfort, convenience and freedom of choice. For this reason, the Committee has held back at this stage from prescribing any mandatory standards for protective clothing to be worn by motorcyclists.

6.5. Instead, the Committee would prefer to rely on educational programmes rather than compulsion. We see advice on protective clothing as being an important part of both the video tape that the DMT should produce, and the content of training courses which are recommended in Chapter 2.

6.6. The Committee believes that such educational programmes are badly needed by a number of motorcyclists. Committee members were appalled during the inquiry to see motorcyclists riding in skimpy shorts and thongs. Even a minor accident would cause at the very least very severe gravel rash over large areas of their bodies. The Committee was also concerned to see a number of riders wearing certain of the types of synthetic clothing that have a tendency to melt and adhere to the rider's skin when a rider is involved in an accident that involves sliding along the ground.

6.7. A sensible approach by motorcyclists can overcome most of these problems and many motorcyclists already display this. Unfortunately other motorcyclists still have an apparent ignorance or disregard for their own health and badly need to be educated about appropriate forms of protective clothing. The Committee believes that as part of this educative process the DMT testing officers, and the instructors at approved training courses, should have the right to refuse to test or teach someone who is obviously inappropriately dressed.

6.8. The Committee is aware that safety standards do not exist for many forms of protective clothing. Motorcyclists should have the right to know when they are buying protective clothing that the brand they are purchasing actually works. While this is the case with helmets it is not so for most other forms of protection. Consequently the STAYSAFE Chairman has written to the Standards Association of Australia urging them to develop appropriate standards for protective clothing for motorcycles. (See Appendix.)

## APPENDIX TO CHAPTER 6.



Telephone: 230 2339

PARLIAMENT HOUSE  
SYDNEY N S W 2000

S T A Y S A F E

Standing Committee on Road Safety

The Director,  
Standards Association of  
Australia,  
P.O. Box 458,  
NORTH SYDNEY, 2060

4th October, 1984

Dear Sir,

A review of motorcycling safety has almost been concluded by my Committee. An area of considerable concern is the availability of effective protective clothing for motorcycle riders and their passengers.

From your 1984 catalogue of publications, I have identified the following relevant to our concern:

- A.S.1609 - 1981, Eye protectors for motorcyclists and racing car drivers. (Amended 1982)
- A.S.1698 - 1980, Protective helmets for vehicle users.
- A.S.2512, Methods of testing protective helmets. (Amended 1983)

I should be grateful if you would send me one copy each of 1609 and 1698 also the bound set of 2512. I enclose our cheque for \$46.42.

Could you also please let me have lists of firms certified to use the AS mark in relation to both 1609 and 1698.

In representations to the Committee it has been claimed  
(a) that so-called "full-face" helmets cannot be guaranteed to provide any more protection than "jet" or "open-face" styles, because A.S.1698 - 1980 does not specify any technical requirements for the lower parts of full-face helmets,  
(b) that a distinction should be made between full-face helmets that have a full "skirt" coming down to shoulder level, and those that do not have the skirt and therefore do not transmit downward forces to the shoulders in order to by-pass the cervical spine, and  
(c) that A.S.1698 should be amended to include a new category of helmet that incorporates a lower structure that fits over the shoulders and that prevents rotation of the head relative to the torso during a crash. (What should happen when the head starts a crash, rotated from the straight-ahead position, is not clear from evidence before my Committee).

It would be greatly appreciated if these matters could be considered and your comments conveyed to me as soon as is practicable.

I note that there are several standards for protective clothing and footwear for industrial purposes. My Committee recommends most strongly that similar standards should be developed for

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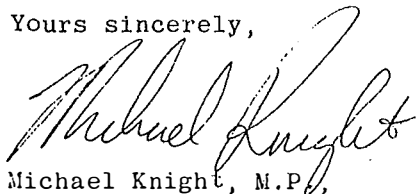
## APPENDIX TO CHAPTER 6.

- 2 -

motorcyclists. This is because of concern expressed to us that some types and makes of clothing and footwear sold for motorcycling, are hazardous (e.g. clothing that welds itself to flesh during sliding) or grossly inadequate (e.g. shoes that fall off or become entangled with control gear).

Your comments on these proposals would also be most helpful to my Committee, and of course, to the motorcycling community.

Yours sincerely,

A handwritten signature in cursive script, appearing to read "Michael Knight".

Michael Knight, M.P.,  
Chairman,  
STAYSAFE, Standing Committee  
on Road Safety.

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## CHAPTER 7

### CONSPICUITY

#### *Recommendations*

(30) That the Traffic Authority of New South Wales conduct a multimedia educational campaign for all road users on the theme "sharing the road" with specific emphasis on the need for car and truck drivers to be aware of and sensitive to the needs of other road users such as motorcyclists, pedal cyclists and pedestrians.

(31) That further research by TARU and the National Office of Road Safety be encouraged to establish whether running lights or headlamps are the best way of increasing the visibility of motorcycles in daylight hours.

(32) That pending the outcome of the research mentioned in recommendation 31, motorcyclists be encouraged to voluntarily use their headlamps during daylight hours to increase their visibility.

(33) That the DMT and those conducting motorcycle training courses encourage motorcyclists to adopt measures to increase their visibility to other road users.

#### *7.1 Being Seen*

7.1.1. While the issue of whether or not helmets should be compulsory for all riders and passengers has evoked the most public controversy throughout this inquiry, the area which has caused most controversy amongst both scientists and motorcyclists is that of conspicuity. Conspicuity is all about how to make motorcyclists more visible to other road users, particularly to those road users who have a tendency to run into motorcyclists. A common complaint/explanation from motorists who have run into motorcyclists is "but I didn't see him".

7.1.2. The apparent lack of visibility of motorcyclists to many other motorists is far too commonly reported to be a coincidence. The controversy arises when you try to establish what is the reason for this lack of visibility. The controversy becomes even more intense when the search for possible solutions to this problem commences.

7.1.3. Some motorcyclists put the point of view to the Committee that the real reason for lack of visibility of motorcyclists to other road users had little or nothing to do with motorcyclists but resulted from other road users' attitudes towards motorcyclists. In short many motorcyclists argue that they are not seen simply because other road users are not interested in looking for them. The solution proposed by these motorcyclists is to run an awareness campaign to make other road users more aware of the existence of motorcyclists on the road.

7.1.4. Other motorcyclists, while broadly accepting the view outlined in the preceding paragraph, also argue that there is a range of things that motorcyclists themselves can do to make themselves more visible. Some of these involve aspects of their dress, like wearing brightly coloured clothing; others involve the presentation of the motorcycle itself, for example the use of a head-lamp in daylight hours; while still others involve aspects of rider behaviour such as the way in which the rider positions his bike relative to another vehicle on the road. Several of the motorcycle groups who made contact with the Committee strongly favoured encouraging motorcyclists to adopt this type of measure but were equally strong in their opposition to compulsory adoption of such measures.

7.1.5. In contrast, some other submissions received by the Committee argued strongly for compulsory conspicuity measures in particular several submissions including those from the Police and the N.R.M.A., all argued that it should be mandatory for motorcyclists to ride with their headlamps on during daylight hours.

7.1.6. There is some evidence to suggest that riding with a headlamp on in daylight hours, particularly on duller days, helps make motorcyclists more visible to other road users. For example, a study carried out by the New South Wales Police force and the Traffic Accident Research Unit of 35 fatal and 1 460 other motorcycle crashes (Vaughan, 1977) concluded that there was a strong link between daylight daytime headlamp usage and greater safety. Riders using their headlamp had less than expected involvement in accidents. Also, Jamieson (1980) found from an in-depth study in Sydney that headlamp usage in daylight was, among accident-involved riders, only 6 per cent, in contrast to 38 to 52 per cent for Sydney riders generally. However, both of these studies can be criticised on the ground that perhaps those riders who turned their headlamps on were more safety conscious generally and may well have had a lower accident record for that reason rather than for displaying their headlamp.

7.1.7. An analysis of 1 508 motorcycle accidents obtained from Victorian police files was published by M. J. Williams in 1976. Williams concluded that "the lack of visibility of the motorcycle is a dominant factor in a large proportion of automobile/motorcycle accidents. He found that 16.2 per cent of all motorcycle accidents occurred when another road user drove into the path of the motorcycle but later claimed "that he did not see the on-coming motorcycle". Significantly some 65 per cent of these accidents occurred during daylight.

7.1.8. H. H. Hurt Jnr (1979 and 1980) also conducted a study of accidents in which he identified lack of conspicuity of motorcycles as a serious problem. While he did not see greater conspicuity as a panacea for motor vehicle/motorcycle collisions he also recommended the daytime use of headlamps. Hurt noted that the 50 per cent of the motorcyclists leaving their headlamps on were involved in only 32 per cent of accidents in which the lamps might have been useful. He also noted that these lamps were mostly used on low beam and suggested that the high beam should be used to even greater effect to attract the attention of drivers by dazzling them at least in a minor way.

7.1.9. The House of Representatives Standing Committee on Road Safety (R. C. Katter, 1978) made a detailed study of visibility and lighting conditions affecting the conspicuity of motorcycles. They recommended (a) "The urgent introduction of a design rule requiring a motorcycle's headlamp to be automatically switched on when the ignition switch is on; and (b) the National Road Traffic Code include mandatory headlamp usage". Neither has been done.

7.1.10. The Federal Office of Road Safety has provided (July, 1984), the Committee with papers related to more recent consideration of the headlamp issue, including proposals by the Motor Transport Group of transport officials in the States and Commonwealth. These included:

- (a) promotion of voluntary use of running lamps or headlights on in daylight and of all other conspicuity and protective aids;
- (b) consideration of mandatory use of running lamps by novice riders;
- (c) removal by States of prohibitions on fitting running lamps; and
- (d) consideration of a design rule requiring fitting of turn indicators to be also used as running lamps automatically switched with the ignition.

7.1.11. The introduction by the Federal Office of Road Safety of the term "running light" needs some explanation. Running lights are two lights, usually placed about half a metre apart but at the same height. Part of the argument in favour of running lights rather than the single headlight is that drivers are used to seeing two lamps coming at them on another motor vehicle and can judge the distance that that vehicle is away from them by the distance between the two lamps and the way in which they get wider apart as the vehicle comes closer.

7.1.12. Each of the reports mentioned above has its critics. In the argument of running lights versus headlights both groups of protagonists have respected credentials. This has left the Committee with an unresolved dilemma as to which is better. The situation becomes even more complex when still other researchers argue for flashing lights for both day and night time use rather than lights that deliver a constant beam.

## 7.2. Conclusion

7.2.1. On the subject of conspicuity of motorcycles, the Committee accepts that there is a need to make motorcycles more conspicuous. We believe that brighter coloured clothing, Day-glo vests, and either headlights on in the daytime or running lamps all may contribute to making a motorcyclist more visible to other road users. Certainly, there is no evidence to suggest that any of these things will make a motorcyclist less visible to other road users.

7.2.2. However, there is no overwhelming evidence to show that any one of these measures is itself absolutely the best way to make motorcyclists more conspicuous. Consequently, the Committee is not prepared to recommend that any of these measures be compulsory. While both running lights and daytime use of headlamps appear to contribute to accident reduction there has been little comparative work done between these two options. Until this controversy is resolved the Committee is not prepared to consider making a recommendation on the mandatory use of one or other of these measures.

7.2.3. Therefore at this stage, the Committee is only prepared to recommend that motorcyclists be encouraged to adopt measures to make themselves more conspicuous. In particular both the video tape recommended in Chapter 2 to be shown to new applicants for learner permits, and the content of the training courses of organizations licensed by the DMT under the arrangements also proposed in Chapter 2, should stress the potential benefits to the safety of the motorcyclist of making himself or herself more conspicuous. In the meantime, the Committee encourages organizations such as the Traffic Accident Research Unit and the Federal Office of Road Safety to undertake further research to try and establish some more definitive evidence in this area. In particular, we believe there is an urgent need to resolve the dilemma over whether headlamps or running lamps will be a more effective conspicuity measure in daylight hours.

7.2.4. As well as recommending these voluntary measures for motorcyclists themselves, the Committee is mindful that the criticisms by motorcyclists that other road users are often insensitive to their needs holds some credibility. Consequently the Committee believes that the Traffic Authority should initiate an educational campaign based on the theme of sharing the road. In particular, such a campaign should emphasize the need for car and truck drivers to be both aware of and sensitive to the needs of other road users such as motorcyclists, pedal cyclists and pedestrians.

7.2.5. Finally, there is also a need for motorcyclists themselves to be educated about riding techniques which will make them more visible to other road users. In the short term, some of this education may be included under the umbrella of the share-the-road programme. In the long run, it must come through the training of new motorcyclists and should play a prominent part in both the proposed DMT video and the training courses for pre-learner permit riders.

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## References for Chapter 7

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## CHAPTER 8

### OTHER SIGNIFICANT ISSUES

#### *Recommendations*

(34) That the Traffic Authority and Department of Main Roads jointly prepare a set of guidelines for road and road margin design, construction and maintenance, suited to the legal operating performance of motorcycles.

(35) That the Government approach the Australian Transport Advisory Council, seeking as soon as practicable that a new Australian Design Rule is evolved to ensure that no new motorcycle can be registered unless it has either an automatic retracting sidestand or a suitable warning device.

#### *8.1. Design of the Road Environment*

8.1.1. There can be no doubt that the road environment is frequently designed in a way that is unsympathetic to the motorcyclist. Certain road markings and surfaces which cause no problems for car drivers in fact represent dangerous obstacles to the motorcyclist. Both the location and texture of signs painted on the pavement often present a hazard to motorcyclists. Also, the way in which signs are mounted to improve their visibility for motorists can make them potential hazards for motorcyclists.

8.1.2. The Committee recognises that it is beyond its technical competence to make any definitive recommendations on how to improve the road environment for motorcyclists without detracting from the functional utility of that environment to other road users. However, we believe that it is within the technical competence of road designers and road builders to do so provided they are both aware of the problems and sympathetic towards them. Consequently we recommend that the Traffic Authority and Department of Main Roads jointly prepare a set of guidelines for road and road margin design, construction and maintenance, suited to the legal operating performance of motorcycles.

#### *8.2. Technical Improvements to Motorcycles*

8.2.1. Throughout the enquiry the Committee actively sought comments from motorcyclists on ways in which their vehicles could be improved. Surprisingly, the Committee received almost no submissions which suggested technical improvements to motorcycles that would make them more controllable, more responsible and more safe.

8.2.2. In fact in only one area was a technical improvement suggested. It appears that there is a safety problem with the retractibility of side-stands. Although no definitive evidence could be produced, the Committee heard anecdotal evidence of motorcyclists riding off without retracting their side-stands and subsequently being involved in accidents while cornering when the side-stand hit the ground. In this day and age such accidents should not be happening. It seems to the Committee that it would require a very small technical improvement to a motorcycle to ensure either that the side-stand automatically retracted when the bike was being ridden or that there was some warning system (either a light or a buzzer) to alert the rider to the fact that the stand was still down while the bike was in motion. Some manufacturers have already adopted such a procedure and the Committee feels that it should be mandatory for all new motorcycles registered to have such a common sense provision. Consequently the Committee recommends that the Government ensure that the Australian Design Rules are modified accordingly.

EXTRACTS FROM THE VOTES AND PROCEEDINGS OF THE  
LEGISLATIVE ASSEMBLY

*Entry No. 14, Votes and Proceedings, No. 6, 10 May, 1984.*

JOINT STANDING COMMITTEE UPON ROAD SAFETY:

(1) Ordered, on motion of Mr Sheahan—

That a Joint Standing Committee be appointed to inquire into and report upon road safety in New South Wales with the following Terms of Reference:

(1) As an ongoing task, the Committee is to—

- (a) monitor, investigate and report on the road safety situation in New South Wales; and
- (b) review and report on counter measures aimed at reducing deaths, injuries, and the social and economic costs to the community arising from road accidents.

Without restricting the generality of the foregoing, the following are to be given urgent consideration—

- (i) Counter measures aimed at traffic accidents associated with alcohol and other drugs.
  - (ii) Traffic law enforcement measures and their effectiveness.
  - (iii) A review of human factors affecting traffic accidents, especially those relating to driver and rider licensing requirements and standards.
  - (iv) The social and economic impact of death and serious and debilitating injuries resulting from traffic accidents.
  - (v) Heavy vehicle safety.
- (2) That such Committee consist of five members of the Legislative Assembly and three members of the Legislative Council and that, notwithstanding anything contained in the Standing Orders of either House, at any meeting of the Committee, any five members shall constitute a quorum provided that the Committee shall meet as a Joint Committee at all times.
- (3) That Mr Fischer, Mr Knight, Mr Langton, Dr Metherell and Mr Price be appointed to serve on such Committee as the members of the Legislative Assembly.
- (4) That the Committee have leave to sit during the sitting or any adjournment of either or both Houses; to adjourn from place to place; to make visits of inspection within the State of New South Wales and other States and Territories of Australia.

(2) Ordered, on motion of Mr Sheahan, That the following Message be sent to the Legislative Council—

Mr PRESIDENT—

The Legislative Assembly having this day agreed to the following resolution—

*“That a Joint Standing Committee be appointed to inquire into and report upon road safety in New South Wales with the following Terms of Reference:*

(1) *As an ongoing task, the Committee is to—*

- (a) *monitor, investigate and report on the road safety situation in New South Wales; and*
- (b) *review and report on counter measures aimed at reducing deaths, injuries, and the social and economic costs to the community arising from road accidents.*

*Without restricting the generality of the foregoing, the following are to be given urgent consideration—*

- (i) *Counter measures aimed at traffic accidents associated with alcohol and other drugs.*
- (ii) *Traffic law enforcement measures and their effectiveness.*
- (iii) *A review of human factors affecting traffic accidents, especially those relating to driver and rider licensing requirements and standards.*
- (iv) *The social and economic impact of death and serious and debilitating injuries resulting from traffic accidents.*
- (v) *Heavy vehicle safety.*

(2) *That such Committee consist of five members of the Legislative Assembly and three members of the Legislative Council and that, notwithstanding anything contained in the Standing Orders of either House, at any meeting of the Committee, any five members shall constitute a quorum provided that the Committee shall meet as a Joint Committee at all times.*

(3) *That Mr Fischer, Mr Knight, Mr Langton, Dr Metherell and Mr Price be appointed to serve on such Committee as the members of the Legislative Assembly.*

(4) *That the Committee have leave to sit during the sittings or any adjournment of either or both Houses; to adjourn from place to place; to make visits of inspection within the State of New South Wales and other States and Territories of Australia.*—requests that the Legislative Council will appoint three of its Members to serve with the Members of the Legislative Assembly upon such Joint Standing Committee.

*Legislative Assembly Chamber,  
Sydney, 10 May, 1984*

L. B. KELLY,  
Speaker.

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*Entry No. 14, Votes and Proceedings, No. 7, 15 and 16 May, 1984.*

JOINT STANDING COMMITTEE UPON ROAD SAFETY:

(1) Mr Speaker reported the following Message from the Legislative Council:

Mr SPEAKER—

The Legislative Council having had under consideration the Legislative Assembly's Message dated 10 May, 1984, agrees to the Resolution embodied therein relating to the appointment of a Joint Standing Committee upon Road Safety.

2. That the representatives of the Legislative Council on the Joint Standing Committee be the Honourable G. Brenner, the Honourable F. Calabro, and the Honourable D. M. Isaksen, and that Thursday, 17 May, 1984, at 9.30 a.m. in Room 1136 be the time and place for the first meeting.

*Legislative Council Chamber,  
Sydney, 15 May, 1984.*

JOHN JOHNSON,  
President.

(2) Ordered, on motion of Mr Sheahan, That the following Message be sent to the Legislative Council:

Mr PRESIDENT—

The Legislative Assembly agrees to the time and place appointed by the Legislative Council in its Message, dated 15 May, 1984, for the first meeting of the Joint Standing Committee upon Road Safety.

*Legislative Assembly Chamber,  
Sydney, 16 May, 1984, a.m.*

L. B. KELLY,  
Speaker.

EXTRACTS FROM THE MINUTES OF THE PROCEEDINGS OF THE  
LEGISLATIVE COUNCIL

*Entry No. 17, Minutes of Proceedings No. 5, 10 May, 1984*

MESSAGES FROM THE LEGISLATIVE ASSEMBLY.—The President reported and read  
The Legislative Assembly having this day agreed to the following

(1) Joint Standing Committee upon Road Safety.—

Mr PRESIDENT—

The Legislative Assembly having this day agreed to the following  
resolution—

*“That a Joint Standing Committee be appointed to inquire into and report upon  
road safety in New South Wales with the following Terms of Reference:*

(1) *As an ongoing task, the Committee is to—*

- (a) *monitor, investigate and report on the road safety situation in New  
South Wales; and*
- (b) *review and report on counter measures aimed at reducing deaths, injuries,  
and the social and economic costs to the community arising from road  
accidents.*

*Without restricting the generality of the foregoing, the following are to be given  
urgent consideration—*

- (i) *Counter measures aimed at traffic accidents associated with alcohol and  
other drugs.*
- (ii) *Traffic law enforcement measures and their effectiveness.*
- (iii) *A review of human factors affecting traffic accidents, especially those  
relating to driver and rider licensing requirements and standards.*
- (iv) *The social and economic impact of death and serious and debilitating  
injuries resulting from traffic accidents.*
- (v) *Heavy vehicle safety.*

(2) *That such Committee consist of five members of the Legislative Assembly  
and three members of the Legislative Council and that, notwithstanding any-  
thing contained in the Standing Orders of either House, at any meeting of the  
Committee, any five members shall constitute a quorum provided that the  
Committee shall meet as a Joint Committee at all times.*

(3) *That Mr Fischer, Dr Metherell, Mr Knight, Mr Langton and Mr Price be  
appointed to serve on such Committee as the members of the Legislative  
Assembly.*

(4) *That the Committee have leave to sit during the sittings or any adjournment  
of either or both Houses to adjourn from place to place to make visits of  
inspection within the State of New South Wales and other States and Territories  
of Australia.”—*

And the Legislative Assembly requests that the Legislative Council will appoint  
three of its Members to serve with the Members of the Legislative Assembly  
upon such Joint Standing Committee.

*Legislative Assembly Chamber,  
Sydney, 10 May, 1984.*

L. B. KELLY,  
Speaker.

*Ordered, on motion of Mr Unsworth, That consideration of the Legislative  
Assembly’s Message stand an Order of the Day for next Sitting Day.*

*Entry No. 9, Minutes of Proceedings No. 6, 15 May, 1984*

JOINT STANDING COMMITTEE UPON ROAD SAFETY.—Upon the Order of the Day being read, Mr Unsworth moved—

(1) That this House agrees to the Resolution embodied in the Legislative Assembly's Message of 10 May, 1984, relating to the appointment of a Joint Standing Committee upon road safety.

(2) That the representatives of the Legislative Council on the Joint Standing Committee be the Honourable G. Brenner, the Honourable F. Calabro, and the Honourable D. M. Isaksen, and that Thursday, 17 May, 1984, at 9.30 a.m. in Room 1136 be the time and place for the first meeting.

Question put and passed.

Whereupon Mr Unsworth moved, That the following Message be forwarded to the Legislative Assembly:

Mr SPEAKER—

The Legislative Council having had under consideration the Legislative Assembly's Message dated 10 May, 1984, agrees to the Resolution embodied therein relating to the appointment of a Joint Standing Committee upon Road Safety.

2. That the representatives of the Legislative Council on the Joint Standing Committee be the Honourable G. Brenner, the Honourable F. Calabro, and the Honourable D. M. Isaksen, and that Thursday, 17 May, 1984, at 9.30 a.m. in Room 1136 be the time and place for the first meeting.

*Legislative Council Chambers,  
Sydney, 15 May, 1984.*

Question put and passed.

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*PROCEEDINGS OF THE JOINT STANDING COMMITTEE ON ROAD SAFETY  
OF THE PARLIAMENT OF NEW SOUTH WALES*

*WEDNESDAY, 7 DECEMBER, 1983*

At Parliament House, Sydney, at 10.30 a.m.

MEMBERS PRESENT:

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable D. R. BURTON

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Mr FISCHER

Mr O'NEILL

Dr METHERELL

Mr ROBB

Mr Herbert, Adviser, was in attendance.

Mr M. K. Holloway, Mr M. J. Astill, Mr C. M. Launder, Mr F. Driessen, Mr G. Parrott, Mr B. O. Searles, Mr J. R. Jamieson and Miss M. V. Booth were summonsed by order of the Committee.

The press and public were admitted.

By direction of the Chairman the Clerk read Legislative Assembly Standing Order 362 relating to the Examination of Witnesses.

Mr M. K. Holloway, Mr M. J. Astill and Mr C. M. Launder of Bikers Ltd were called as witnesses and sworn; the witnesses severally acknowledge having received summonses under the Parliamentary Evidence Act, 1901.

Evidence concluded, the witnesses withdrew.

Mr F. Driessen and Mr G. Parrott of Manly-Warringah Motorcycle Club were called as witnesses and sworn: the witnesses severally acknowledged having received summonses under the Parliamentary Evidence Act, 1901.

Evidence concluded, the witnesses withdrew.

Mr B. O. Searles, Mr J. J. Jamieson and Miss M. V. Booth of the National Roads and Motorists Association called as witnesses and sworn: the witnesses severally acknowledged having received summonses under the Parliamentary Evidence Act, 1901.

Evidence concluded, the witnesses withdrew.

The Committee deliberated.

The Committee decided to set aside 15, 16 and 17 February, 1984, for a visit to Melbourne and Hobart.

The Committee adjourned at 4 p.m. until tomorrow at 10.30 a.m.

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**THURSDAY, 8 DECEMBER, 1983**

At Parliament House, Sydney, at 10.30 a.m.

**MEMBERS PRESENT:**

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable D. R. BURTON

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Dr METHERELL

Mr ROBB

Mr O'NEILL

Mr Herbert, Adviser, was in attendance.

An apology was received from Mr Fischer. A message was received from the Honourable F. Calabro that he was delayed.

Mr R. Goodman, Mr B. Wilkins, Mr J. Watson and Ms A. Mitchell; Mr M. J. Withers, Mr W. J. Schuberg, Mr T. Wright and Mr D. Hill were summonsed by order of the Committee.

The press and public were admitted.

By direction of the Chairman the Clerk read Legislative Assembly Standing Order 362 relating to the Examination of Witnesses.

Mr R. Goodman, Mr B. Wilkins, Mr J. Watson and Ms A. Mitchell of the Motorcycle Riders Association called as witnesses and affirmed: the witnesses severally acknowledged having received summonses under the Parliamentary Evidence Act, 1901.

Evidence concluded, the witnesses withdrew.

Mr M. J. Withers and Mr W. T. Schuberg of Stay Upright Motorcycle Techniques called as witnesses and sworn: the witnesses severally acknowledged having received summonses under the Parliamentary Evidence Act, 1901.

Evidence concluded, the witnesses withdrew.

Mr Calabro took up his place on the Committee.

Mr T. Wright and Mr D. Hill of the Motor Cycle Council of New South Wales called as witnesses and affirmed: the witnesses severally acknowledged having received summonses under the Parliamentary Evidence Act, 1901.

Evidence concluded, the witnesses withdrew.

The Committee adjourned at 4.45 p.m. until 10 a.m. on Friday, 16 December, 1983.

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At Parliament House, Sydney, at 9.30 a.m. on  
*THURSDAY, 17 MAY, 1984*

MEMBERS PRESENT:

*Legislative Council*

The Honourable G. BRENNER                      The Honourable F. CALABRO  
The Honourable DOROTHY ISAKSEN

*Legislative Assembly*

Mr FISCHER    Dr METHERELL  
Mr KNIGHT    Mr PRICE  
Mr LANGTON

The following entries in the Votes and Proceedings of the Legislative Assembly and the Minutes of the Proceedings of the Legislative Council were read by the Clerk:

*Legislative Assembly:*

Entry No. 14, Votes and Proceedings No. 6 of Wednesday, 10 May, 1984.  
Entry No. 14, Votes and Proceedings No. 7, of Wednesday, 15 and 16 May, 1984.

*Legislative Council:*

Entry No. 17, Minutes of the Proceedings No. 5 of Thursday, 10 May, 1984.  
Entry No. 9, Minutes of the Proceedings No. 6 of Wednesday, 15 May, 1984.

On the motion of Dr Metherell, seconded by the Hon. F. Calabro, Mr Knight was called to the Chair and thereupon made his acknowledgements to the Committee.

Resolved, on the motion of Mr Langton, seconded by the Hon. D. Isaksen: That the official name of the Committee be the Joint Standing Committee on Road Safety to the Parliament of New South Wales, and that the official abbreviation be "Staysafe".

*Resolved, on the motion of Mr Fisher, seconded by Mr Langton, That the following procedures be adopted:*

That arrangements for the calling of witnesses and visits of inspection be left in the hands of the Chairman and the Clerk of the Committee.

That, unless otherwise ordered, parties appearing before the Committee shall not be represented by any member of the legal profession.

That, unless otherwise ordered, the press and public (including witnesses after examination be admitted to the sittings of the Committee.

That departmental officers and/or persons having special knowledge of the matters alluded to in the Terms of Reference may be invited to assist the Committee.

That press statements concerning the Committee may be made only by the Chairman.

That, unless otherwise ordered, transcripts of evidence taken by the Committee be not made available to any person, body or organization: provided that witnesses previously examined shall be given a copy of their evidence.

That the Chairman and the Clerk to the Committee be empowered to negotiate with the Premier for the provision of funds to meet expenses in connection with travel, accommodation, advertising and approved incidental expenses of the Committee.

That this Committee requests the Premier to approve payment of the following:

- (i) a daily allowance to each member when he attends a meeting of the Committee on a day on which the House is not sitting, and for each day he is present at an official visit of inspection;
- (ii) the cost of air travel for visits of inspection when other modes of transport are impracticable;
- (iii) the cost of air travel between electoral district of place of residence and Sydney for Mr Fischer, Mr Price and the Hon. G. Brenner for the purpose of attending meetings of the Committee.

That the Clerk be empowered to write to interested parties requesting written submissions within the Terms of Reference.

That the allowances for the Chairman and Members be paid at the end of each calendar month.

That upon the calling of a Division or Quorum in either House during a meeting of the Committee, the proceedings of the Committee shall be suspended until the Committee again has a Quorum.

That the Chairman and the Clerk make arrangements for visits of inspection by the Committee as a whole and that individual members wishing to depart from these arrangements be required to make their own arrangements.

*Resolved, on the motion of Mr Langton, seconded by Mr Fisher, That, as far as applicable, the Standing Orders of the Legislative Assembly shall apply to the proceedings of the Committee.*

*Agreed* that all correspondence from the Clerk to the Committee Members shall be prefixed "S" for submissions, "M" for minutes, "E" for evidence, "M.R." for media releases and "G" for general correspondence, and serially numbered.

*Agreed* that, when inviting members of the public to make submissions to the Committee, the Clerk shall request them to number pages and paragraphs.

Resolved on the motion of Dr Metherell seconded by Mr Price.

That the Committee continue with the inquiry into motorcycle safety and the second part of the reference—Traffic law enforcement measures and their effectiveness.

The Committee deliberated.

The Committee then set down 26, 27 and 28 June for hearings and 30 June for inspection of pre-learner motorcycle training course at Granville TAFE College.

Also the 17, 18, 19, 20 and 21 July for visits to Brisbane and Darwin.

In addition future dates for deliberation 31 July and 9 August.

The Committee adjourned at 10.23 a.m. until 26 June, 1984, at 10.00 a.m.



TUESDAY, 26 JUNE, 1984

At Parliament House, Sydney, at 10.30 a.m.

MEMBERS PRESENT:

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable G. BRENNER

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Mr FISCHER

Dr METHERELL

Mr LANGTON

Mr PRICE

Mr Herbert, Adviser, was in attendance.

Confirmation of the minutes of the previous meeting were deferred until later at this meeting.

The press and public were admitted.

By direction of the Chairman, the Clerk read the Committee's Terms of Reference and Legislative Assembly Standing Order No. 362 relating to the Examination of Witnesses.

JACK WALLIS DAVIES, Commissioner, Department of Motor Transport, MICHAEL JOHN BUTLER, Assistant Commissioner, CHRISTOPHER ROBERT AILWOOD, Chief Management Consultant, LESLIE GEORGE APOLONY, Manager, Licensing Branch, all also from the above department, called as witnesses and sworn.

Each witness acknowledge receipt of a Summons under the Parliamentary Evidence Act, 1901. Mr Davies agreed that the submission made (Numbered S560) as previously circulated be included as part of the sworn evidence.

The witnesses were then examined by the Chairman and Members of the Committee.

Evidence completed, the witnesses withdrew.

DR DAVID GILBERT SAFFRON—Principal Research Scientist—(T.A.R.U.) Traffic Accident Research Unit.

HARRY LEONARD CAMKIN—Chairman of the Traffic Authority's Traffic Safety Committee called as witnesses and affirmed.

Each of the witnesses acknowledged receipt of a summons under the Parliamentary Evidence Act, 1901. Mr Camkin agreed that the submission made (numbered S767) as previously circulated be included as part of the sworn evidence.

The witnesses were then examined by the Chairman and Members of the Committee.

Evidence completed, the witnesses withdrew.

The press and public withdrew and the Committee deliberated.

The minutes of the previous meeting, as circulated, were confirmed.

The Committee adjourned at 4.00 p.m., until Wednesday, 27 June, at 10.30 a.m.

*Wednesday, 27 June, 1984*

At Parliament House, Sydney, at 10.30 a.m.

MEMBERS PRESENT:

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable G. BRENNER

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Mr LANGTON

Mr PRICE

Dr METHERELL

Apology received from Mr Fischer.

Mr Herbert, Adviser, was in attendance.

Confirmation of the minutes of the previous meeting were deferred.

The press and public were admitted.

By direction of the Chairman, the Clerk read the Committee's Terms of Reference and Legislative Assembly Standing Order No. 362 relating to the Examination of Witnesses.

ALFRED LEON VANDENBERG, Director, The Willoughby Motor Cycle Club called and affirmed as a witness.

ROBERT WILLIAM RICHES, the Willoughby Motor Cycle Club, called and sworn as a witness.

Each of the witnesses acknowledged receipt of a Summons under the Parliamentary Evidence Act, 1901. Mr Vandenberg agreed that the submission made (numbered S395) be included as part of the sworn evidence.

The witnesses were then examined by the Chairman and Members of the Committee.

Evidence completed the witnesses withdrew.

GEORGE COLIN ELDRIDGE, Editor, Australian Dirt Bike, called and sworn as a witness. Mr Eldridge agreed that the submission made (numbered S367) be included as part of the sworn evidence.

The witness acknowledged receipt of a Summons under the Parliamentary Evidence Act, 1901.

The witnesses was then examined by the Chairman and Members of the Committee.

Evidence completed the witness withdrew.

ASSISTANT COMMISSIONER WILLIAM FLEMING, Police Department,

CHIEF INSPECTOR ROBERT LAWRENCE JAMES,

SUPERINTENDENT JOHN MARTIN DUNLOP,

SUPERINTENDENT LAWRENCE KOTZE,

SERGEANT 3<sup>RD</sup> CLASS DAVID JOHN MORRIS, all from the above Department, called and sworn as witnesses.

The witnesses acknowledged receipt of a Summons under the Parliamentary Evidence Act, 1901.

Assistant Commissioner William Fleming agreed that the submission made (Numbered S575) by the Commissioner for Police be included as part of the sworn evidence.

The witnesses were then examined by the Chairman and Member of the Committee.

Evidence completed the witnesses withdrew.

The press and public withdrew and the Committee deliberated.

The Committee adjourned until 4.11 p.m. until Thursday, 28 June, at 10.30 a.m.

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*Thursday, 28 June, 1984*

At Parliament House, Sydney, at 10.30 a.m.

**MEMBERS PRESENT:**

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable G. BRENNER

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Mr LANGTON

Mr PRICE

Dr METHERELL

Mr Herbert, Adviser, was in attendance.

An apology received from Mr Fischer.

Confirmation of the minutes of the previous meeting were deferred, until later this meeting.

The press and public were admitted.

By direction of the Chairman, the Clerk read the Committee's Terms of Reference and Legislative Assembly Standing Order No. 362, relating to the Examination of Witnesses.

Constable ROBERT ERNEST de PEAU, Police Highway Patrol BASS HILL and President, Blue Knight Motor Cycle Club, and Sergeant Third Class RODERICK JOHN RAFFERTY, also from Police Highway Patrol, BASS HILL, called and sworn as witnesses.

Each of the witnesses acknowledged receipt of a Summons under the Parliamentary Evidence Act, 1901.

Constable de Peau agreed that the submission made (numbered S.433) be included as part of the sworn evidence.

The witnesses were then examined by the Chairman and Members of the Committee.

Evidence completed the witness withdrew.

Mr GREGORY JOHN HIRST, Combined Motor Cycle Action Committee (Brotherhood Christian Motor Cycle Club), Mr ROBERT SCHOL (Chairman, Harley-Davidson Riders Club and Ausbike Magazine), Mr MICHAEL ASTILL (National President, Bikers Limited, Australia), Mr LAURIE KEETS (Ausbike Magazine), all from the above Organization, called and affirmed as witnesses.

Each witness acknowledged a receipt of a summons issued under the Parliamentary Evidence Act, 1901.

Mr Hirst agreed that the submission made (numbered S. 554) be included as part of the sworn evidence.

The witnesses were then examined by the Chairman and Members of the Committee.

Evidence completed the witnesses withdrew.

Dr KENNETH FRANCIS HUME, Royal College of Surgeons Road Trauma Committee, called as a witness and sworn.

The witnesses acknowledged receipt of a summons issued under the Parliamentary Evidence Act, 1901.

Dr Hume agreed that the submission made (numbered S. 501) be included as part of the sworn evidence.

The witness was then examined by the Chairman and Members of the Committee.

Evidence completed the witness withdrew.

Dr JOHN DOUGLAS YEO, Director, Royal North Shore Hospital Spinal Unit, called and sworn as a witness.

Dr Yeo agreed that the submission made (Numbered S. 87) be included as part of the sworn evidence.

The witness was then examined by the Chairman and Members of the Committee.

(The witness produced a graph of the number of Patients admitted to Spinal Injuries Unit from years 1977 to 1983, prepared by Dr Yeo and Dr Poulos, showing a comparison between Motor Vehicle, Motorcycle, Fall and Jumps, Other Trauma, Non-Traumatic, Water Sport, Football, Other Sport and Violence—Exhibit "A").

Evidence completed the witness withdrew and the Committee deliberated.

Minutes of the previous meetings, as circulated, were confirmed.

The Committee adjourned at 4.45 p.m., until Saturday, 29 June, at 8.15 a.m.

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*SATURDAY, 30 JUNE, 1984*

At Granville College of Technical and Further Education, Sydney  
at 9.00 a.m.

MEMBERS PRESENT:

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable G. BRENNER

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Mr FISCHER

Dr METHERELL

Mr LANGTON

Mr PRICE

Mr Herbert, Adviser, was in attendance.

The Committee met with Mr Leon Vandenberg, Mr Graham Rowe, Mr James Beckhouse all instructors for the Pilot Department of Motor Transport—Motorcycle Rider Training Course, and Mr Ross Kelly, Department of Motor Transport, for inspection and discussion.

Members also observed the instruction of persons undertaking the course.

The Committee adjourned at 10.59 p.m., until Tuesday, 10 July, 1984, at Mascot Airport.

TUESDAY, 10 JULY, 1984

At Mascot Airport, Sydney, at 4.00 p.m.

MEMBERS PRESENT:

*Legislative Council*

The Honourable G. BRENNER                      The Honourable F. CALABRO

*Legislative Assembly*

Mr LANGTON    Mr PRICE  
Dr METHERELL    Mr M. KNIGHT

The Honourable DOROTHY ISAKSEN  
Mr FISCHER

to attend on 11 July, 1984 in Brisbane

Mr Herbert, Adviser, was in attendance.

The members of the Committee who wished to see the Lutwyche Motor Cycle Training Course travelled to Brisbane to view the progress of this course that evening at 7.00 p.m. (The course being held twice weekly in the evenings.)

The Committee met with Mr Neil Hamilton-Smith, Mr Alan Graham, both from the Queensland Vehicle Safety Council, and Mr Leo Kalinowski and John Barron, Senior Inspectors of the Lutwyche Motorcycle training course.

The Committee adjourned at 8.35 p.m., until Wednesday, 11 July, 1984 at 9.45 a.m.

WEDNESDAY, 11 JULY, 1984

Transport House, Brisbane at 11.35 a.m.

MEMBERS PRESENT:

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable G. BRENNER                      The Honourable DOROTHY ISAKSEN  
The Honourable F. CALABRO

*Legislative Assembly*

Mr FISCHER    Dr METHERELL  
Mr LANGTON    Mr PRICE

Mr Herbert, Adviser, was in attendance.

Discussions were held with Mr Niel Hamilton-Smith, Executive Officer—Traffic Safety, Mr A. Meares, Executive Officer—Traffic Administration, Transport Department, Mr W. Anderson, Assistant Commissioner, Police Department, Senior Sargeant Paul Fletcher, Police Department.

The Committee adjourned at 3.08 p.m., until Thursday, 12 July at 9.00 a.m.

THURSDAY, 12 JULY, 1984

At Brisbane Airport, at 9.00 a.m. to travel to Darwin

MEMBERS PRESENT:

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable G. BRENNER

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Mr FISCHER

Dr METHERELL

Mr LANGTON

Mr PRICE

Mr Herbert, Adviser, was in attendance.

On arrival in Darwin, the Committee travelled to Winnellie Police Traffic Centre, and held discussions with Acting Chief Inspector Tony Sillman, Sargeant Graham Rees, Senior Constable Bob Rosier, Sargeant Sian O'Sullivan and P. Paloucci, all of the Northern Territory Police.

The Committee adjourned at 5.38 p.m., until Friday, 13 July, 1984, at 9.35 a.m.

FRIDAY, 13 JULY, 1984

At Department of Transport and Works, Gregory Building, DARWIN at 9.35 a.m.

MEMBERS PRESENT:

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable G. BRENNER

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Mr FISCHER

Dr METHERELL

Mr LANGTON

Mr PRICE

Mr Herbert, Adviser, was in attendance.

Discussions were held with Mr John Hewitt, Director, Land Transport—Mr Noel McAdie, Executive Officer, Legislation and Technical Standards—Mr Bob Smith, Project Officer, Legislation—Mr Tony Cadet-James, Motorcycle Training—Mr Bernie Plew, Executive Officer, Road Safety Council, Mr Bevan Sandow, Research Officer, Road Safety Council.

Mr Gary Cleghorn, Assistant Crown Solicitor (Prosecution), Mr Eric Hutchins, Court of Summary Jurisdiction.

Chief Inspector Nick Palmer (Prosecutions), Superintendent Noel Owens, Legislation.

After the luncheon adjournment the Committee deliberated.

The Committee adjourned at 3.57 p.m. until Saturday, 14 July, at 12 p.m.

*SATURDAY, 14 JULY, 1984*

At Travelodge Hotel, Darwin at 12.00 p.m.

**MEMBERS PRESENT:**

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Honourable G. BRENNER

The Honourable DOROTHY ISAKSEN

The Honourable F. CALABRO

*Legislative Assembly*

Mr FISCHER

Dr METHERELL

Mr LANGTON

Mr PRICE

Mr Herbert, Adviser, was in attendance.

The Committee met in the foyer and then travelled to the Motorcycle Training Course at St John's College, to observe the training in session, and met with Mr Tony Cadet-James, course instructor.

Discussions took place with the instructors and students.

The Committee deliberated.

The Committee adjourned at 2.15 p.m., *sine die*.

*TUESDAY, 31 JULY, 1984*

At Parliament House, Sydney, at 10.10 a.m.

**MEMBERS PRESENT:**

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Hon. G. BRENNER

The Hon. DOROTHY  
ISAKSEN

The Hon. F. CALABRO

*Legislative Assembly*

Mr FISCHER

Dr METHERELL

Mr LANGTON

Mr PRICE

Mr Herbert, Adviser, was in attendance.

Confirmation of the minutes of the previous meetings were deferred, until later this meeting.

The press and public were admitted.

By direction of the Chairman, the Clerk read the Committee's Term of Reference and Legislative Assembly Standing Order No. 362, relating to the Examination of Witnesses.

Mr BRIAN WILKINS, Chairman, Motor Cycle Council of New South Wales and Mr TERENCE WRIGHT, Deputy Chairman also of the above organisation called and affirmed as witnesses.

Each witness acknowledged receipt of a Summons under the Parliamentary Evidence Act, 1901.

Mr Wilkins agreed that the submission made (numbered S. 582) be included as part of the sworn evidence. Also that Appendices "A", "B" and "C" be circulated and included in the evidence.

The witnesses were then examined by the Chairman and Members of the Committee.

Evidence completed the witness withdrew.

Dr BRUCE ARTHUR HERRIOTT, Medical Secretary—New South Wales Branch—Australian Medical Association called and sworn as a witness.

The witness acknowledge receipt of a Summons under the Parliamentary Evidence Act, 1901.

The witness was then examined by the Chairman and Members of the Committee.

Dr Herriott tabled a letter marked Exhibit "B" from Mr N. H. Adam, Registrar of Motor Vehicles, Department of Motor Transport, addressed to Dr Ron Cable, concerning exemptions for helmets for motorcyclists.

Evidence completed the witness withdrew.

The Committee deliberated.

After the luncheon adjournment the Committee continued deliberating.

Minutes of the previous meeting as circulated were confirmed.

The Committee adjourned at 3.58 p.m. until Friday, 24 August, 1984 at 10 a.m.

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*TUESDAY, 2 OCTOBER, 1984*

At Parliament House, Sydney, at 10.25 a.m.

**MEMBERS PRESENT:**

Mr M. KNIGHT (in the Chair)

*Legislative Council*

The Hon. G. BRENNER

The Hon. DOROTHY

The Hon. F. CALABRO

ISAKSEN

*Legislative Assembly*

Mr LANGTON

Mr PRICE

Dr METHERELL

Apology received from Mr Fischer.

Mr Herbert, Adviser, was in attendance.

Confirmation of the minutes of the previous meeting were deferred, until later this meeting.

The Chairman brought up a draft report that had previously been circulated.

The Committee deliberated on the draft report.

Resolved, on the motion of Mr Langton seconded by Mr Calabro, that the draft report be the Report of the Committee.

Whereupon the Chairman signed the Report.

The Chairman then expressed his thanks to all Members and staff of the Committee for their assistance with the Report.

Resolved, on motion of Mr Price seconded by Dr Metherell, that payment be approved for travel and accommodation incurred by the Hon. Dorothy Isaksen M.L.C., when representing the Chairman at The Royal College of Surgeons on Crash Prevention Seminar in Melbourne on 15 and 16 September, 1984.

Resolved, on motion of Dr Metherell seconded by Mr Langton, that the Chairman and other members so wishing to attend the National Road Safety Symposium in Canberra to be held on 29 to 31 October, 1984, have their expenses paid.

Minutes of the previous meeting, as circulated, were confirmed.

The Chairman indicated future days for hearings and inspections for February, 1985, to investigate the reference of "Law Enforcement Measures and Their Effectiveness".

The Committee adjourned at 12.57 p.m. *sine die*.