



Driver & Vehicle
Standards
Agency

Improving moped and motorcycle training

Response to consultation

Helping you stay safe

on Britain's roads

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Executive summary

This paper reports the outcome of the Driver and Vehicle Standards Agency's (DVSA) and Department for Transport's (DfT) consultation exercise regarding changes to motorcycle training. The consultation was held between 30 December 2016 and the 17 February 2017.

The consultation paper contained proposals on the following:

- amending how compulsory basic training (CBT) and direct access scheme (DAS) trainers qualify
- changes to the CBT syllabus
- strengthening the quality assurance for motorcycle trainers
- training courses to upgrade motorcycle driving licence entitlement
- restrictions on the type of vehicle a CBT holder can ride
- powers to revoke CBT certificates
- digitally enhancing the CBT administration process
- educating new riders
- earned recognition for CBT and DAS instructors

There was strong or very strong support for all the proposals in the consultation document. The majority will be taken forward as soon as the government's legislative programme allows. However, other proposals will require further consultation before they can be progressed.

The department and its agencies will:

- start work this year on the proposals that are to be taken forward
- consult on the remainder by the end of 2018
- develop the necessary legislative changes and impact assessments

	Proposal	Decision
1	Update the qualification process for motorcycle instructors	<p>Introduce a combined CBT and DAS instructor qualification assessment for motorcycle instructors</p> <p>Introduce a separate module for those who wish to down train other instructors</p>
2	Update the content and structure of the CBT syllabus	Revise and update the CBT syllabus
3	Strengthen the quality assurance scheme for motorcycle instructors	Quality-assure all approved motorcycle training courses (this includes CBT, DAS and any future progressive access training courses)
4	Introduce a licence upgrade training course	Explore the costs and feasibility of introducing progressive access training and consult more fully once these factors have been considered
5	Restrict learner riders to automatic motorcycles if used for CBT	<p>Introduce the 'automatic only' restriction when the DVLA records can accommodate the change</p> <p>Consult on how riders with an automatic only CBT could upgrade their entitlement</p>
6	Revoking CBT certificates	Explore this further and consult on the details of how this initiative would operate in practice, particularly as the change is likely to require DVLA system changes to record the removal of CBT
7	A digital platform for the CBT administrative process	Introduce a digital platform when the opportunity arises - this will be dependent on other IT priorities both at DVSA and DVLA
8	Theory test before or as part of CBT	Introduce the requirement for all learner riders to pass their motorcycle theory and hazard perception test before completing CBT - will consult further once the costs have been determined
9	Earned recognition	Develop the criteria for earned recognition with the training industry and develop the functionality of the 'find your nearest' service on GOV.UK

Introduction



'Progressive access' training option



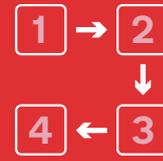
6 penalty points ends CBT certificate



CBT on an auto restricts you to riding an auto



Taking a theory test before CBT



Changing the CBT syllabus to 4 parts



Improving the instructor qualification



Improving quality assurance



Earned recognition for training schools



Making the system digital

On 30 December 2016, DVSA and DfT published a consultation paper 'Improving moped and motorcycle training'. The consultation was conducted online on GOV.UK.

The closing date for responding was 17 February 2017.

Responses to the consultation

There were 2,299 full responses to the consultation. Those responding included CBT and DAS providers, approved training bodies (ATB), motorcycle safety groups, motorcycle riders, trainee motorcycle riders and members of the public.

Large organisations provided a responses on behalf of their members, including the:

- Motorcycle Industry Association
- Driving Instructor's Association
- Motor Schools Association of GB
- Motorcycle Industry Training Association
- Motorcycle Action Group
- Parliamentary Advisory Council for Road Safety

Summary of views

All of the proposals in the consultation were received positively by respondents.

A variety of views were expressed and were strongly or very strongly supportive of the proposals and included pertinent and practical suggestions on how our plans could be implemented in practice.

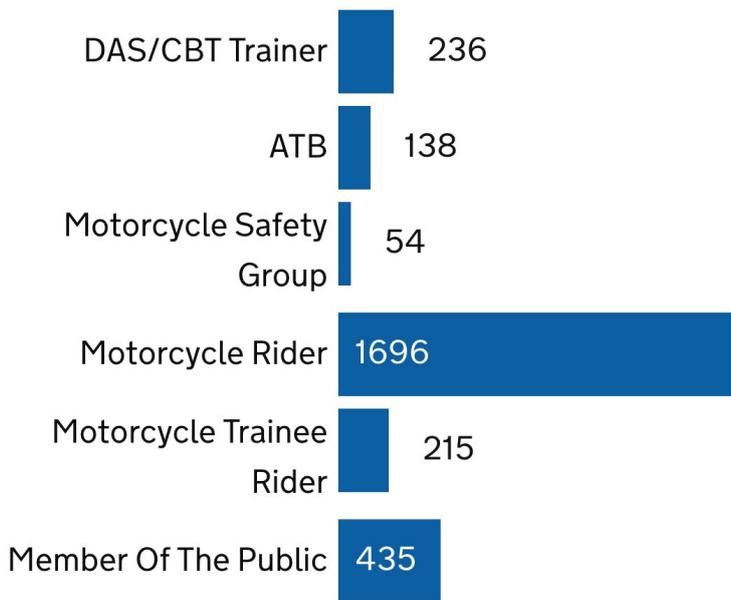


Breakdown of responses

Overall

There were **2,299** individual responses to the consultation. Some of these responded in more than one capacity.

The breakdown of those responding, by capacity in which they responded, was as follows.



DAS/CBT trainers	236
ATB	138
Motorcycle safety groups	54
Motorcycle riders	1,696
Trainee motorcycle riders	215
Members of the public	435

Proposal 1

Update the qualification for motorcycle instructors

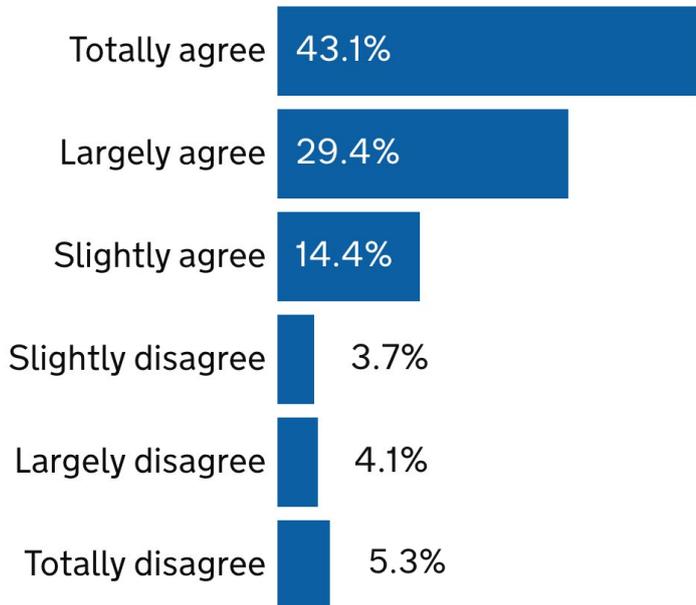
The summary of the proposals is to:

- create a new shorter assessment course combining CBT instructor and DAS assessments and possibly offer those assessments regionally
- create a new assessment for those instructors wishing to down-train other instructors
- restrict the time period that down-trained instructors could give CBT instruction before being required to pass the DVSA assessment

Combining the 2 assessments will provide the opportunity to update both assessments and align them with DVSA's national standards, and the recently updated competency based standards checks. It will also lead to significant financial benefits for instructors who wish to become fully qualified.



1. Do you agree that we should implement a new combined CBT and DAS instructor qualification assessment?



86.9%

agreed that we should implement a new combined CBT/DAS instructor qualification assessment

Comments included:

“I Feel that this would be the right way to go but am unsure of how it would work. I would be very interested to hear more about this idea.”

“I fully believe that all trainers should qualify to the same level as car instructors before being allowed to train.”

“Yes, instructors should have a full and rounded knowledge of CBT and DAS, otherwise how can they advise new riders on the next step.”

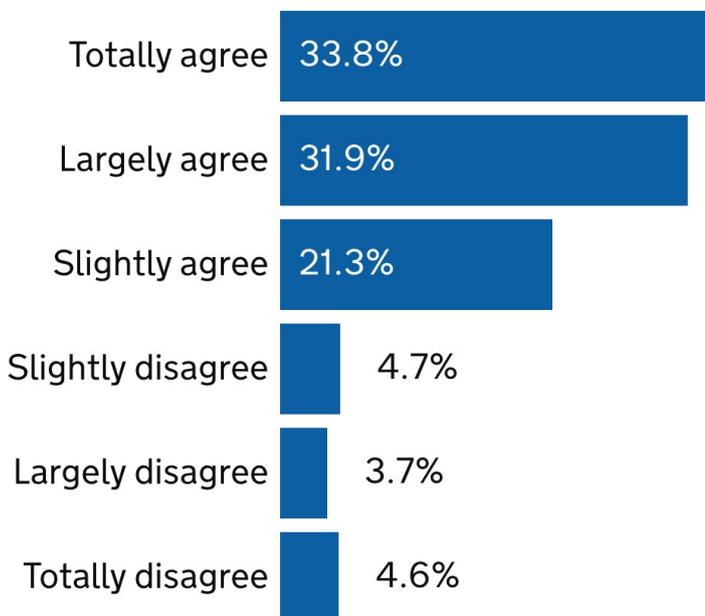
“The largely rural area in Cambridgeshire demands greater provision of Direct Access Courses than CBT Courses. The demand is not being met due to a lack of Direct Access qualified Instructors within a 30 mile radius of our training facility. Combining the DAS/CBT Instructor assessment will make the qualification more accessible to suitable Instructor candidates.”

Not everyone agreed with the proposal, a few thought that there was no need to change the current process.

Comments included:

“I think the current format of being qualified to teach CBT for a period and then a DAS assessment works.”

2. Do you agree that down-trained instructors should have a limited period giving instruction, before being required to undertake a qualification assessment? If so how long should this period be?

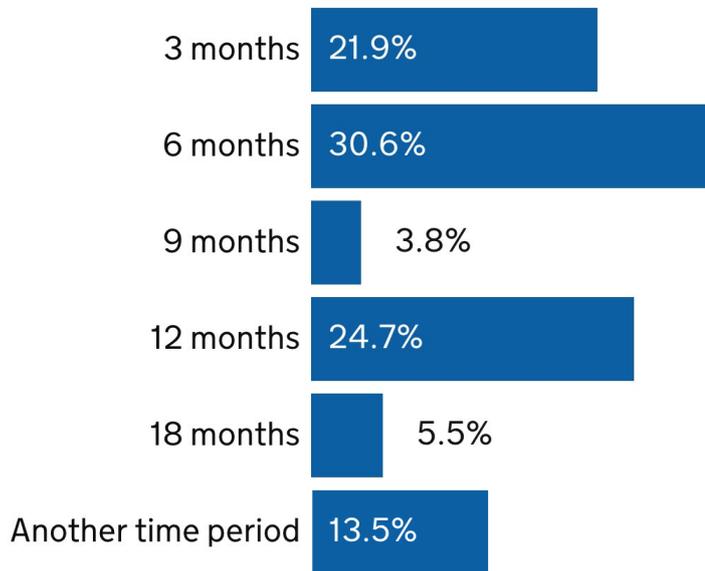


87%
agreed that down-trained instructors should have a limited period giving instruction, before being required to undertake a qualification assessment

Currently, down-trained instructors can provide CBT without being assessed by DVSA. Requiring down-trained instructors to obtain a DVSA qualification will assist in driving up training standards.

How long do you think this period should be?

Over 80% of respondents considered that the period, for down-trained instructors to give instruction before being required to undertake a qualification assessment, should be up to one year.



Comments included:

“As long as this happens under appropriate supervision, this is of course a great idea that should improve instructing quality.”

“Ensuring that instructors do eventually need to be qualified will create more consistency in instruction and better safety for riders.”

“CBT training is just as if not more important than DAS, as most of the riders for CBT will be complete novices. Therefore the trainers should be as highly qualified as other instructors.”

“It will allow the individual time for experience and confidence and ensure they are FULLY qualified.”

However, some expressed views that down-trained instructors would struggle to gain experience under this proposal; or that the current system did not need to be changed.

Comments included:

“Surely, the instructors need as much experience as is reasonably possible before qualifying. Therefore I believe that limiting instruction time will be counter-productive.”

3. Do you have any additional ideas or suggestions on how we could improve CBT and DAS instructor qualifications?

1,324 people responded to this question.

There were a large number of useful suggestions such as, the CBT assessment should be for a longer period of time, the syllabus should be expanded to include mechanics and first aid, and consideration should be given to including a theory test.

Comments included:

“We favour a vocational qualification route to qualifying which is based upon the National Rider Training Standards and delivered by ATBs who wish to offer this type of instructor training.”

“Make it an on-site assessment for DAS and CBT, instead of at Cardington.”

Decision

There is strong support for revising the instructor qualification arrangements. Instructor standards will be improved as the number of instructors who have a DVSA qualification will increase. There will be time and cost savings for individuals and DVSA achieved by removing the down-training element of the existing assessment which is not used by all instructors.

We intend to introduce a combined CBT and DAS instructor qualification assessment for motorcycle instructors. CBT down-training will be available as a separate module for instructors who wish to be able to train others to become instructors.

Down-trained instructors will continue to be limited to delivering CBT instruction only. They will not be authorised to deliver DAS, or other types of training, until they have passed the new instructor assessment. We intend to restrict the approval of new down-trained instructors to a 2-year period. Motorcycle training is seasonal and there are a significant number of part time instructors who might struggle to fully qualify in a shorter period.

During the 2-year period, down-trained instructors will be required to pass a formal assessment to fully qualify, to provide CBT, DAS and other types of training.

Down-trained instructors who have not qualified by the end of the 2-year period will have their authorisation removed; there will then be a 12-month moratorium before they can re-apply to become authorised. Current down trained instructors will be allowed to retain their existing authorisation for 2 years, or until it expires, whichever is the longest.

Once these new arrangements have been established we plan to deliver assessments on a regional basis in addition to providing them from one central location. This will deliver further time and travel cost savings for the training industry.

Proposal 2

Update the content and structure of the CBT syllabus

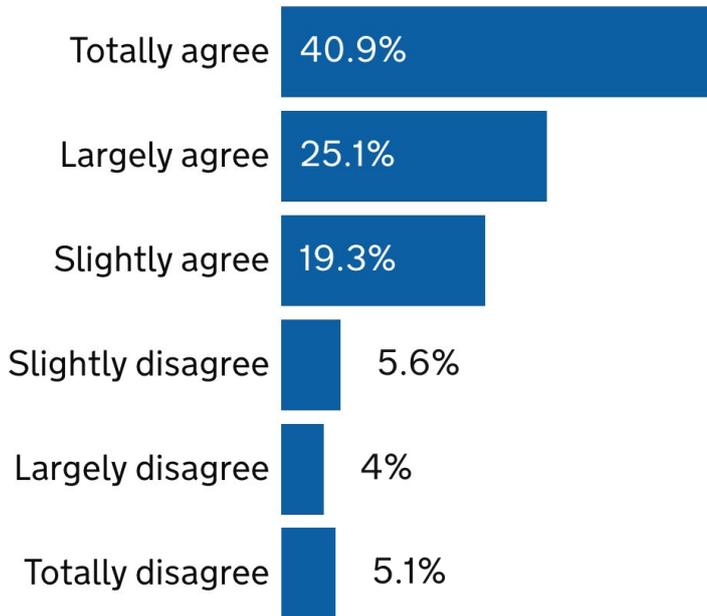
The current CBT syllabus contains a wide range of competencies that are effective in supporting new riders learning to ride on the road but this is an opportunity to enhance and update that syllabus to better reflect the conditions that face riders in today's road and traffic conditions.

The main changes that we are considering are:

- reflecting the national standard for riding mopeds and motorcycles in the syllabus
- 4 elements instead of 5
- the inclusion of steering being taught as a specific skill, both in the theory and practical elements
- the inclusion of filtering in the theory element of the syllabus
- the requirement for instructors to ensure trainees are appropriately dressed for CBT



4. Do you agree that we should make changes to the CBT syllabus?



85.3%

agreed that we should make changes to the CBT syllabus

Comments included:

“More time should be spent on road awareness and other road users. Most car learners are under instruction for 40 hours or more before going solo. Bike riders get 3 hours on road experience and then allowed to ride for 2 years with no other instructions. How is this safe?”

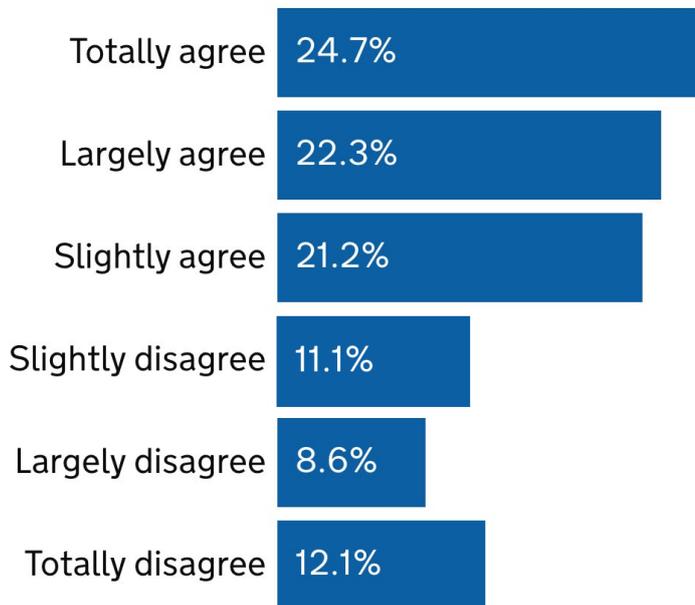
“Filtering is key on a motorcycle. Many of my friends have passed full tests and are terrified to filter! It also should be taught the correct and safe way to filter with the rules made far more clear other than the vague grey area we have now!”

“Move classroom learning online, allowing more time to ride a bike and practise skills.”

“Definitely include steering and also instruction on the physical forces at play when cornering, to emphasise the importance of tyre grip and stability.”

Although, some respondents considered that the current syllabus was fine.

5. Do you agree that the five elements of CBT should be condensed to 4?



68.2%

agreed that the 5 elements of CBT should be condensed to 4

Comments included:

“On-site training and on-site riding are closely related enough to warrant merging these sections of the CBT for simplicity.”

“It needs to be condensed into the most important parts.”

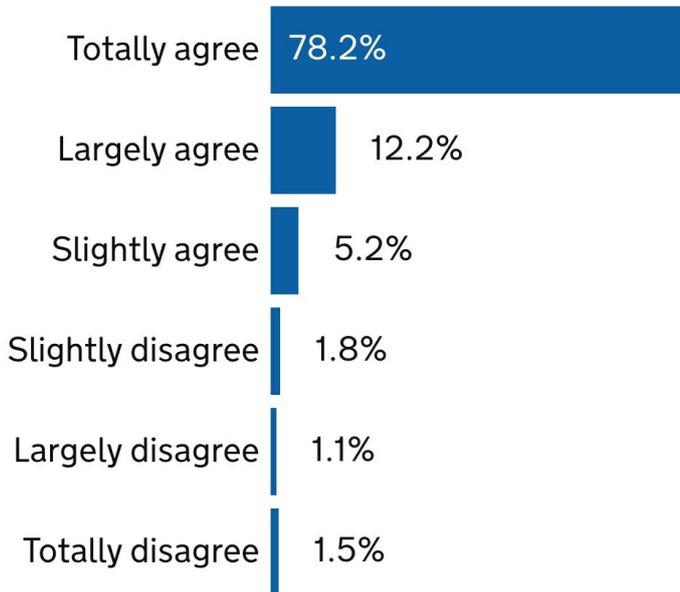
“It was a very tiring day and perhaps less elements would mean more information was retained.”

“If it makes it less stressful on the pupil than why not.”

Although some expressed concern about condensing the elements; others considered that there should be more elements not less.

“The syllabus as is covers everything. Condensing it has no advantage to either instructor or pupil.”

6. Do you agree that instructors should ensure trainees are appropriately dressed for CBT? Special needs issues have been discussed with stakeholders and representatives.



95.6%

agreed that instructors should ensure trainees are appropriately dressed for CBT

Comments included:

“Appropriate gear or no CBT.”

“Too many riders wear totally inappropriate kit e.g. tracks bottoms. Trainers and no gloves.”

“They should be shown graphic images of gravel rash and educated as to why they need to wear appropriate gear.”

“Helmets gloves and sturdy footwear are essential.”

However, a few respondents expressed concerns about how this might be interpreted in practice:

“This could be a problem as the trainees only need a helmet to ride on the road so it does depend on what is deemed appropriate.”

7. Do you have any additional ideas or suggestions on how we could improve the CBT syllabus?

There were 474 responses and a variety of views were expressed, including more emphasis on The Highway Code and possible inclusion of a theory test.

Comments included:

“More awareness of defensive riding.”

“In my experience accidents are more likely when distracted, this applies when trying to navigate. I think adding training around navigation and orientation, and minimum applicable standards would improve concentration, confidence and safety.”

“Learners to be made more aware of their surroundings; other road users; road surfaces; pedestrians; road signs etc.”

“The inclusion of a basic theory test is well overdue so well done on that.”

Decision

There are strong road safety reasons for revising and updating the CBT syllabus.

The national standard for riding mopeds and motorcycles will be reflected more fully in the CBT syllabus including the trainee being required to ‘know and understand’ rather than ‘be taught’ the different elements in the CBT syllabus. This reflects a more modern approach to client centred learning.

The new syllabus will also contain additional competencies. This will lead to more focused customer centred assessments, and better preparation for riding in real road conditions. There will be greater emphasis on riders wearing the right protective motorcycle clothing from the outset, as they begin their training, in order to encourage riders to regard such equipment as an inherent part of safe riding on the road.

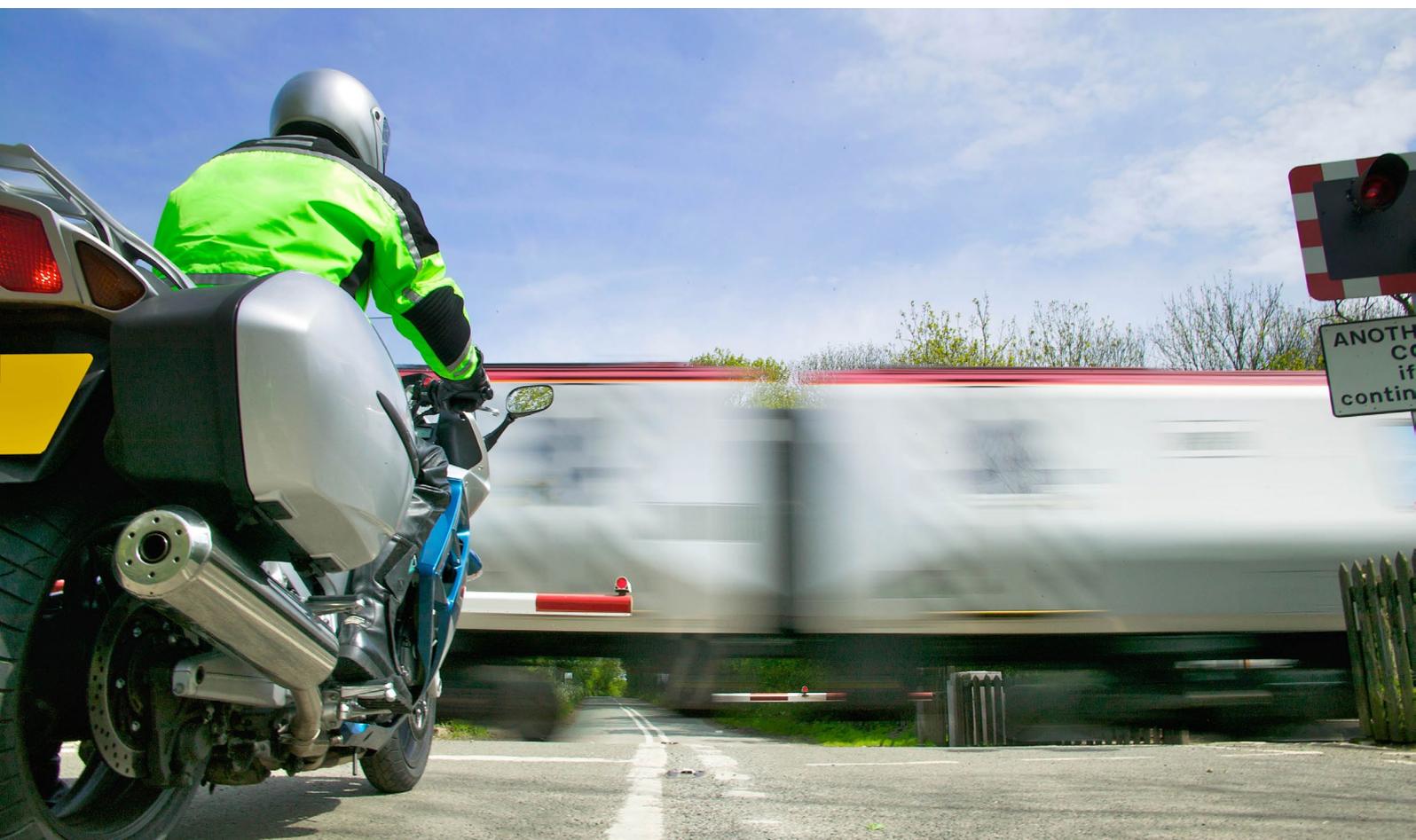
We intend to introduce these changes when time allows.

Proposal 3

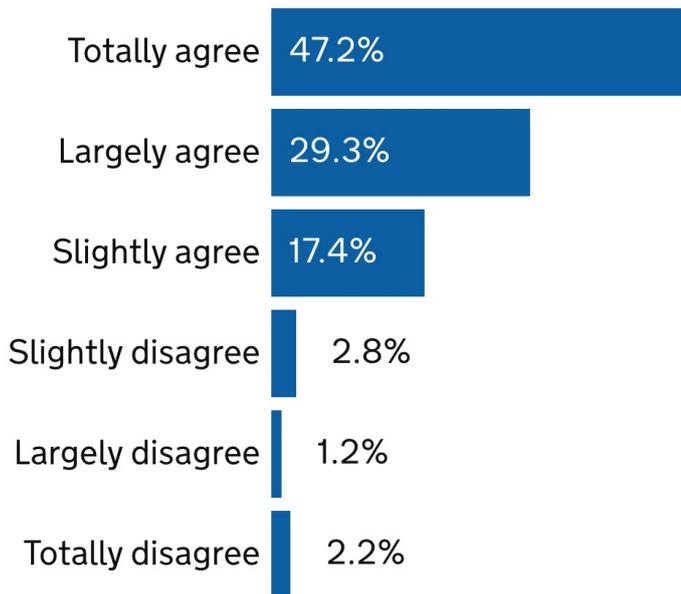
Strengthen the quality assurance scheme for motorcycle instructors

DVSA currently carries out quality assurance and compliance checks on instructors delivering CBT courses on behalf of the Secretary of State, as part of the agency's remit to improve road safety by setting standards for motorcyclists, and its role in authorising approved training bodies and motorcycle instructors.

We propose to introduce arrangements to quality assure all approved motorcycle training courses (this includes CBT, DAS and any future progressive access training courses).



8. Do you agree to the introduction of mandatory standards checks?



93.9%

agreed to the introduction of mandatory standards checks

However, some concerns were expressed that any new system would be a tick box exercise, and it was important that DVSA carries out the checks, as opposed to another organisation. Others considered that DVSA should introduce a ‘mystery shopper’ element to the system.

Comments included:

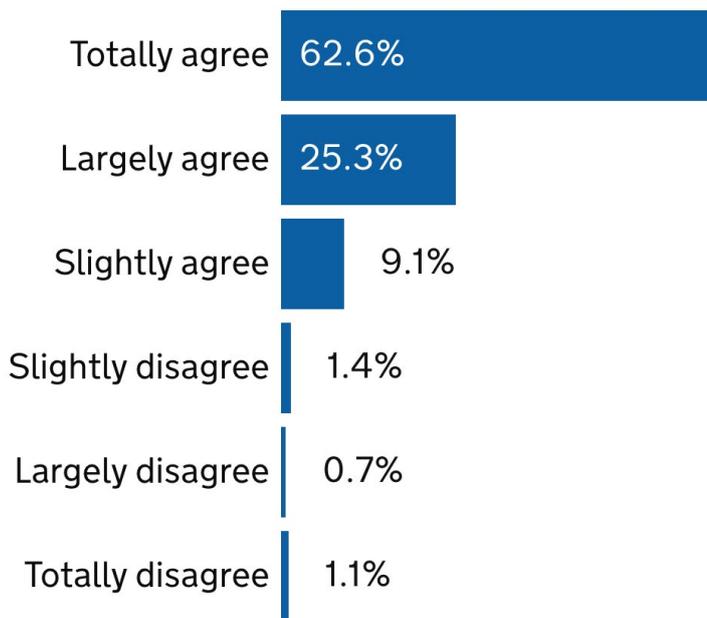
“Yes, But the option of 2 x further checks if they fail the first is too generous. They fail the first check they should be given ONE further opportunity to pass the mandatory check before being referred back to re-train completely.”

“Although this should be still done by the DVSA and farmed out to another body for privatisation. The DVSA should employ and train specialist check testers’.

“CBT instructors already do their job to the best of their ability, but once every four years is a tad too long between checks.”

“I would suggest taking it one step further and have mystery pupils who attend a course without announcement across all training levels. Many instructors behave differently when the DVSA assessor is present. I welcome my local DVSA assessor to attend unannounced whenever he feels like it.”

9. Do you agree that all types of instructors should be subject to mandatory quality assurance?



97%
agreed that all types of instructors should be subject to mandatory quality assurance

The vast majority of respondents were in favour of this proposal although there were some concerns expressed about the frequency of standards checks and the costs that might be involved.

Comments included:

“I think it would be a good way of people knowing that they are getting a good level of instruction.”

“There’s a few instructors that are not very good and there needs to be reassurance for those taking the step of learning to ride a motorbike for the first time.”

“It helps the customer to know what standard of training they’re receiving.”

“All instructors, schools and examiners should be quality assured, along with every other part of the licencing mechanism.”

“You need to be careful, though, that it doesn’t become too bureaucratic that it puts people off becoming trainers. Quality assurance costs money and this would have to be covered from the test payments, or from the instructors – the testing is already expensive for young people.”

10. Do you have any suggestions on how we could improve standards checks for instructors overall?

There were 907 responses to this question.

Comments included:

“Check instructors by going undercover.”

“Regular CPD briefings / updates at regular intervals, eg. 3 years.”

“Customer feedback, random & regular inspections without implication on cost.”

“Check any training they are doing... make instructor's book their own standards checks.”

Decision

We intend to introduce arrangements to quality assure all approved motorcycle training courses (this includes CBT, DAS and any future progressive access training courses). We do not currently intend to introduce arrangements to quality assure all road based training, this would be expensive, difficult to administer and to enforce. DVSA will continue to regulate and quality assure approved motorcycle training courses.

Proposal 4

Introduce a licence upgrade training course

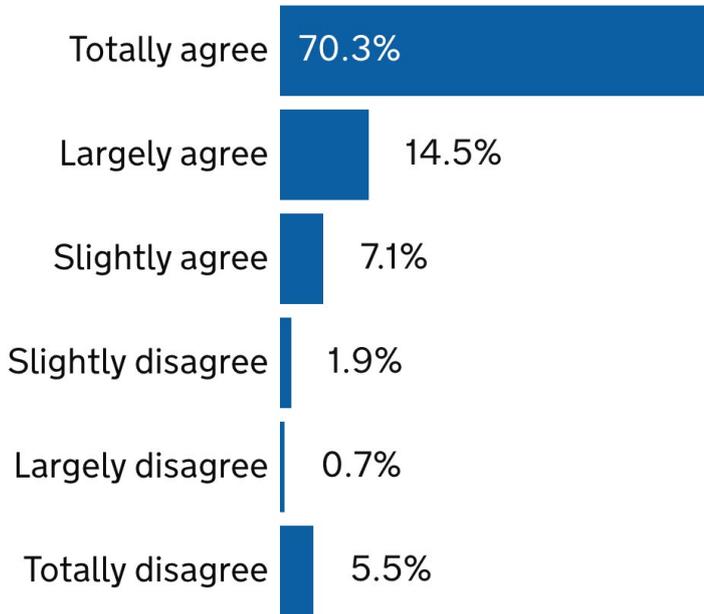
Depending on the rider's age and experience there are different routes to gaining a full motorcycle licence.

Currently new motorcyclists have 2 options to qualify to ride larger machines. Those aged 24 and over can qualify directly for the most powerful machines, by passing a theory and practical test. It is also possible for younger motorcyclists to progress in stages to the highest category of machine by progressive access - this means taking a test on a lower category motorcycle and then, after 2 years' of riding experience, completing another practical test on a higher category.

European legislation allows member states to introduce a training option to provide entitlement to ride larger motorcycles by progressive access, without the need to take a further practical test.



11. Do you agree that DVSA should explore setting up a training option to upgrade motorcycle licence entitlements?



91.9%

agreed that should explore setting up a training option to upgrade motorcycle licence entitlements

Comments included:

“Agree with this. The added cost in having to take a test several times to upgrade your licence is currently putting off many potential riders until a later age.”

“Yes, upgrading licence entitlements is a very good idea, especially for new or young riders. It is an incentive to improve riding skills.”

“A new test to upgrade a licence is a waste of time and money in my opinion. A qualified instructor should be able to train you on a bigger bike and sign you off when he thinks you are safe to ride unsupervised on a larger capacity motorcycle.”

“I don’t think it would be fair that riders should have to take a test again to upgrade their licence and think that further yard and road training on a larger machine would make a safer rider.”

12. How do you see a training option working in practice?

There were 1,449 responses and a variety of views were expressed.

Comments included:

“By a combination of on-road training and theory work, riders would be able to work up a progressive scale of moped/motorbike engine sizes, similar to now in terms of 50cc/125cc/A1 but without the added cost of training + test fee’s at the moment.”

“Similar to the current progressive access but once a test has been passed at A1 or A2 level then a set training scheme and assessment could be used to certify the rider on the next grade of motorcycle. E.g. A1 to A2 or A2 to A.”

“The new plan should be looked at a bit closer and I feel the instructor should be permitted to put a restriction on the licence if they feel that the rider is not yet ready to ride at a higher level, they are the ones who are seeing the riders and are at the coal face, minimum requirements should be removed and the instructors should have the final say (two instructors should agree the final level).”

“See it working well, I see the trainers and trainees working on honing in skills that are essential to owning a more powerful and bigger bike, I’d hope in this training option, enabling the trainee with the help of the instructor to explore the bikes power in a safe and controlled environment to realise just how much more powerful a bigger bike can be what should be pointed out to the trainee that more power being used by someone not skilled enough to handle such power is a dangerous thing. This such training aren’t provided in the current tests which I think needs to change.”

Decision

There are sound road safety and customer service reasons for introducing progressive access upgrade training. However, we have to recognise that the adoption of a training option would depend on:

- the availability of public funds and resources for building and operating the supporting IT systems
- developing a secure web based platform accessible to trainers
- the availability of funds and resources for upgrading DVLA IT systems
- a likely need to amend primary UK legislation

Any training option would have to cover the same elements as the practical test and the training would have to be at least 7 hours.

This progressive access training could be carried out by individual qualified instructors on behalf of approved training bodies. The scheme would include all existing DAS qualified instructors.

We recognise that there is strong support in the motorcycling community for a training option. However, any arrangements would need to operate on a self-financing basis, with costs recovered by user charges.

The operation of PAT will require secure systems to be in place, so that information about the completion of qualifying events can be recorded and passed to DVLA; this will enable the Drivers Record to be updated and the upgraded licence to be issued. This would require a new data transfer system between trainers, DVSA and DVLA to advise of qualifying training events.

We intend to explore the costs and feasibility of introducing progressive access training and will consult more fully once these factors have been considered.

Proposal 5

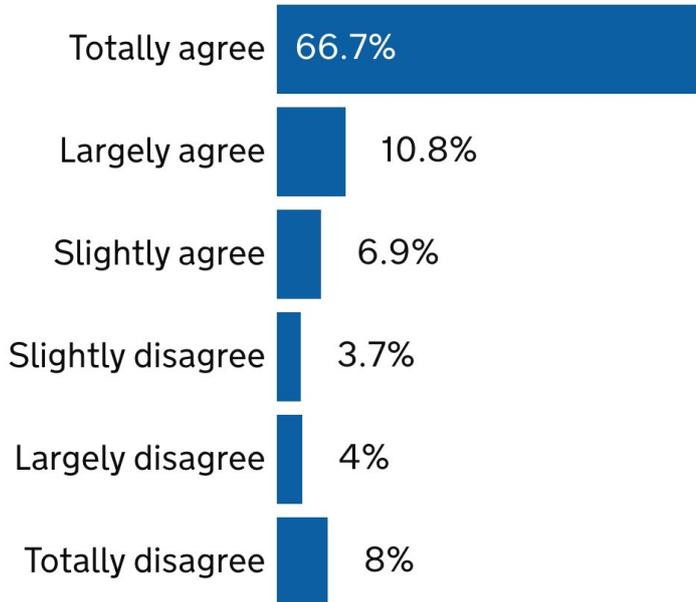
Restrict learner riders to automatic motorcycles when used for CBT

Under the current system, a learner rider who successfully completes CBT can ride an automatic or manual motorcycle regardless of the machine that was used to complete the assessment. This has road safety implications, as the skills required to ride a machine with manual transmission differ from those needed for automatic transmission.

Amending the system to restrict candidates to riding the type of machine that they completed CBT on will ensure that riders have the skills they need when riding independently.



13. Do you agree that learners who complete their CBT course on a machine with automatic transmission, should be restricted to riding an automatic machine?



84.4%

agreed that learner riders should be restricted to automatic motorcycles if used for CBT

Comments included:

“This is obvious, how was it ever allowed to get to the current situation?”

“This absolutely should be the case, as geared bikes are very different to automatics.”

“Could not agree more with this one, have always said this is a very large and dangerous loophole in the CBT law!”

“Definitely. Shouldn’t be allowed to ride a manual with no training on one.”

14. How should learner riders with an automatic restriction on their CBT certificate be able to upgrade their entitlement to ride a manual machine?

2,036 people responded to this question. Many respondents considered that the full CBT assessment should be retaken on a manual machine, or that a shortened CBT style assessment should be sufficient.

Comments included:

“Training with an instructor. Not a full CBT course but a few basics of gears and stopping followed with a road ride.”

“Go for an assessment on a manual.”

“Complete a geared CBT.”

“Complete a separate CBT on a geared motorcycle to show they are capable and safe to ride on the road.”

Decision

Although we intend to introduce this measure, we will need to consider how this will work in practice with DVLA’s system, and how the rider will upgrade their entitlement.

Proposal 6

Revoking CBT certificates

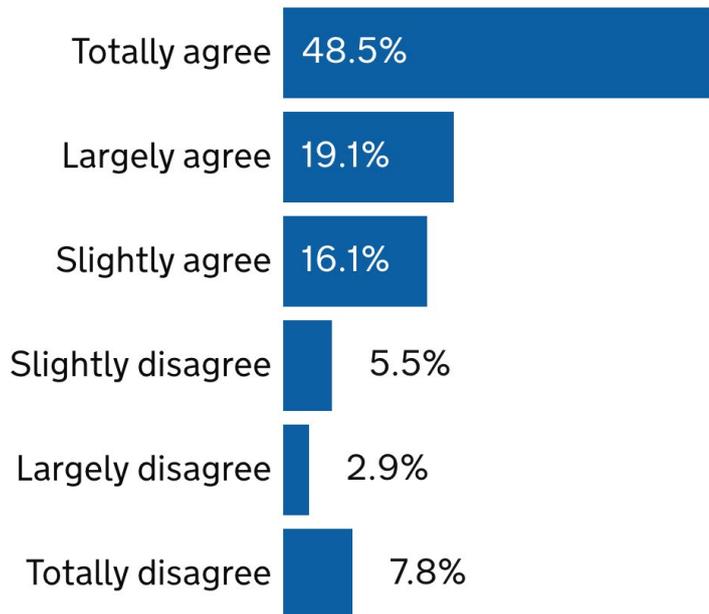
We propose that CBT certificates should be revoked if the learner rider has incurred 6 penalty points, during the 2-year validity period, which means that they will be unable to ride until another CBT course has been successfully completed.

Currently a new rider may have their full licence revoked under the New Drivers Act if they accrue 6 penalty points or more in the first 2 years of their full licence. However, learner riders do not face the same consequences if they incur six or more penalty points.

We consider that this is an anomaly and having the powers to revoke the CBT certificate would encourage learners to ride more carefully and within the law or otherwise risk their entitlement to ride.



15. Do you consider that the Secretary of State should have powers to revoke a CBT certificate if the learner rider accrues 6 or more penalty points?



83.7%

agreed that the Secretary of State should have powers to revoke a CBT certificate

16. Should DVSA consider other measures for learner riders who have accrued 6 penalty points?

There were 2,252 responses to this question and a large majority (76%) were in agreement with this proposal.

Comments included:

“If a rider has accrued 6 penalty points they would have to retake their CBT, anything else should be covered by law, ie the penalty for the reason the received the points in the first place.”

Decision

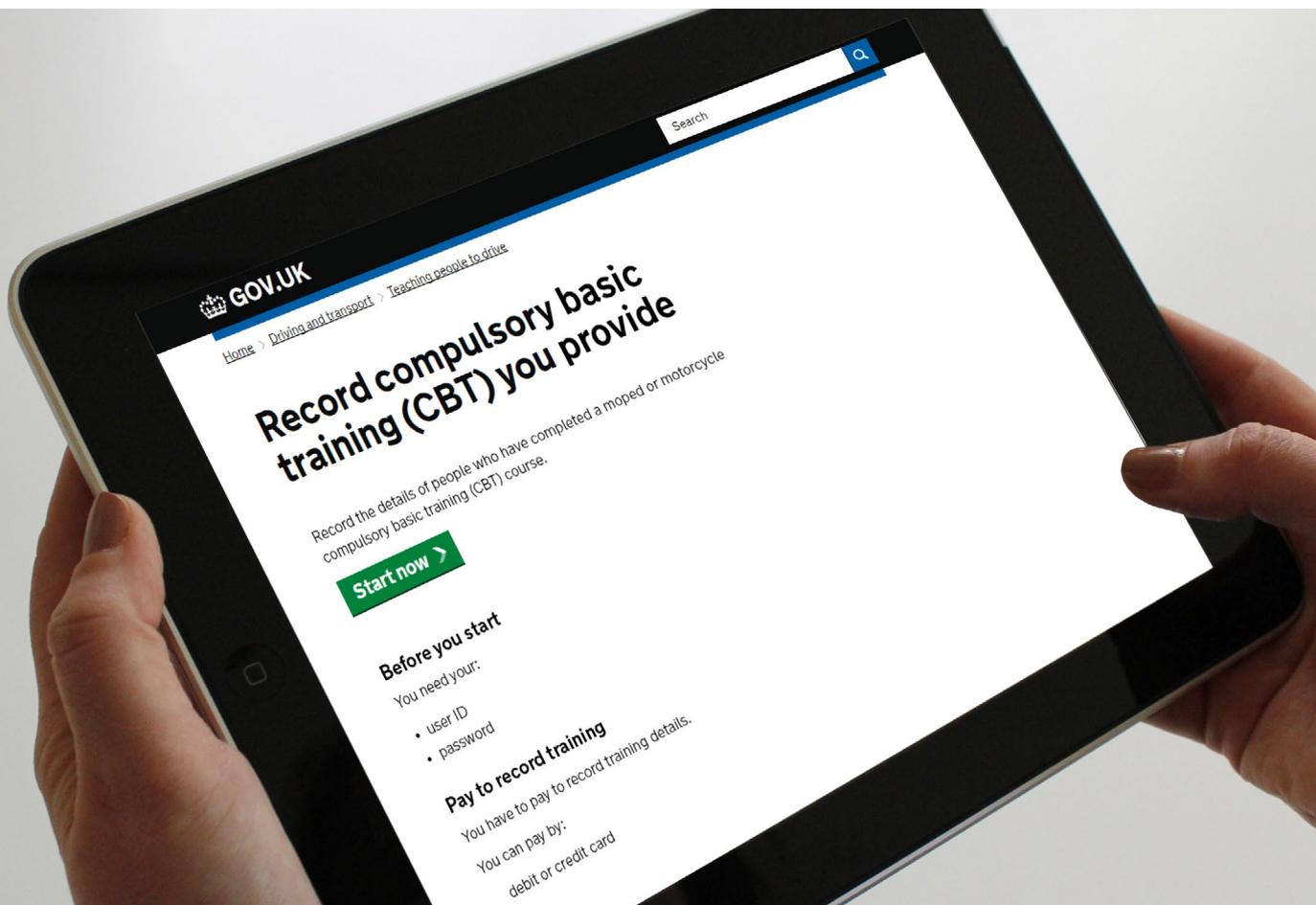
We will explore this further and consult on the details of how this initiative would operate in practice, particularly as the change is likely to require DVLA system changes to record the removal of CBT.

Proposal 7

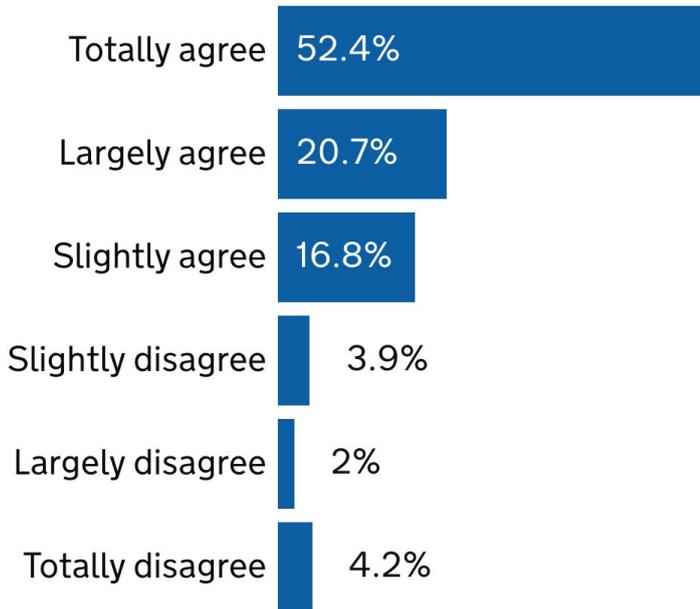
A digital platform for CBT administration

We will explore options, with DVLA, to move the administration of CBT from its current paper based system to a digital platform. This would provide benefits, such as:

- immediate issue of certificates and automatic update of driver records at DVLA
- automatic reminders being sent out when CBT certificates are due to expire, to reduce the risk of people riding while uninsured, as a consequence of their certificate expiring
- the police would have access to live records
- supporting the notification of progressive upgrade training
- the manual returns that ATBs currently complete would be replaced by electronic records
- improved statistical data analysis



17. Do you agree that the CBT administration process should be on a digital platform?



89.9%

agreed that the CBT administration process should be on a digital platform

Many people considered that it would be easier to check the expiry of their CBT certificate online and considered that it would reduce paperwork. There were some concerns that not all areas of the UK had reliable online access, and that perhaps the system should still include some paper-based elements.

Comments included:

“It’s nice to have a certificate BUT all info regarding CBT test should be digital.”

“Reduce on administration and paperwork.”

“Not all areas have reliable internet.”

“Will save money for the ATB make the book electronic with an audit system in place to how many tickets one instructor is issuing in one day and at what time of day.”

“I think a mix would be good to allow existing paperwork to continue for those with limited access to technology.”

Decision

We intend to introduce a digital platform when the opportunity arises; this will be dependent on other IT priorities both at DVSA and DVLA. It might be possible to schedule some of the work into IT changes that have already been planned to enhance current DVSA and DVLA systems, which should reduce costs and speed up implementation.

The new platform may depend on some relatively minor alterations to the current CBT legislation.

Proposal 8

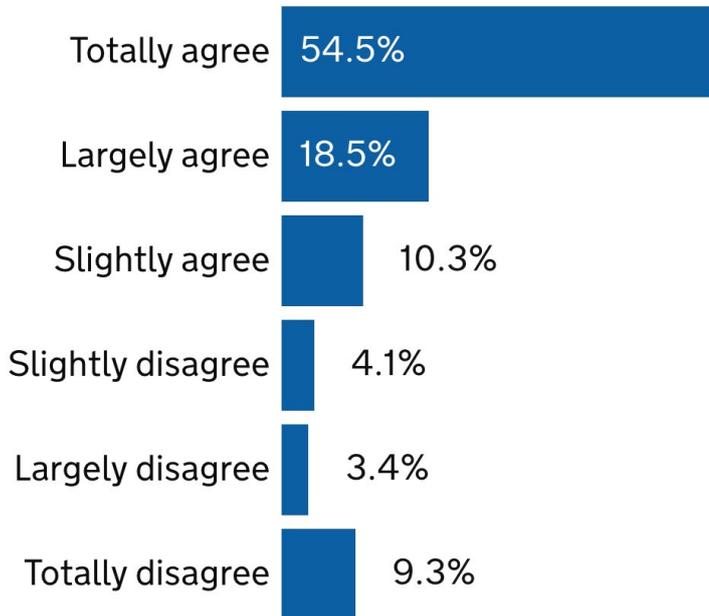
Theory test before or part of CBT

Requiring all learner riders to pass the theory and hazard perception test before taking CBT would ensure new riders have the theoretical knowledge and understanding of the rules of the road before they ride independently. This would allow trainers to spend more time on the practical aspects of training during CBT.

This thinking is supported by research, carried out in 2014, which indicated the need to improve theory training for new riders taking CBT.



18. Do you think that learner riders should take a theory test as part of or prior to CBT? If yes what format do you consider the theory test should take??



83.3%

agreed that that trainee riders should take a theory test before attending a CBT assessment

This could either be the standard motorcycle theory and hazard perception test or an abridged version specific to CBT.

Comments included:

“It is ridiculous riders are allowed on the road without supervision while potentially lacking any kind of knowledge about basic traffic laws. With a large proportion of L-plate riders, this is often all too obvious judging by the way they ride.”

“Some theory is needed but doing a proper theory test on CBT takes it too far in my opinion.”

“I definitely think candidates should take a theory before using the public highway, but it should be done before CBT not during the course. They have a lot to take in on the day, including a theory test would be too much, and I don’t think it is the responsibility of instructors to conduct these tests, otherwise why can’t we also conduct riding tests.”

“I agree that consideration should be given to ensure riders have a knowledge of theory test elements and the Highway Code but not necessarily in the form of a ‘test’”

“An option is a question paper given to candidates on arrival for CBT which involves more basic theory knowledge road sign identification and has a pass mark. If not passed CBT does not continue.”

19. What other measures do you think DVSA could put in place to educate new riders?

1,277 respondents replied to this question a number of views were expressed including a greater concentration on safety issues, simulators to be used at training centres and that learner car drivers would also benefit from motorcycle training.

Comments included:

“Safety advice about correct clothing, footwear and gloves. I hate seeing kids on scooters in trainers, t-shirts and no gloves. Also maybe additional training such as biker down, this will not only give them useful knowledge but open their eyes to what actually can happen when you fall off.”

“Information from instructors on different types of protective equipment and its benefits (leather vs textile etc). Emphasis on the SHARP guide for buying helmets, fantastic for ensuring you are buying a good product.”

“Simulators could be introduced to training centres to show learner riders dangers and let them experience what it’s like rather than watching it on a small computer screen.”

“Ensure all car learners have a session on a bike. This makes them more aware of bikers.”

Decision

The following 2 options have been considered:

1. Theoretical knowledge being tested by the instructor, as part of the CBT course
2. All learner riders to pass their motorcycle theory and hazard perception test before completing CBT

Requiring the training industry to test riders as part of their CBT course would increase training time and therefore training costs. It would also require the development of support training and assessment material.

Using the existing motorcycle theory and hazard perception would be simpler and easier to implement and would encourage more riders to take training for their full motorcycle practical test.

We therefore intend to introduce the requirement for all learner riders to pass their motorcycle theory and hazard perception test before completing CBT.

This would ensure better theoretical knowledge, allow more time for practical training during the CBT course and may encourage more learner riders to go on and take the full test, rather than riding as a learner on a CBT certificate.

We will need to consider the full impact of introducing this requirement and will consult further on this once the costs have been determined.

Proposal 9

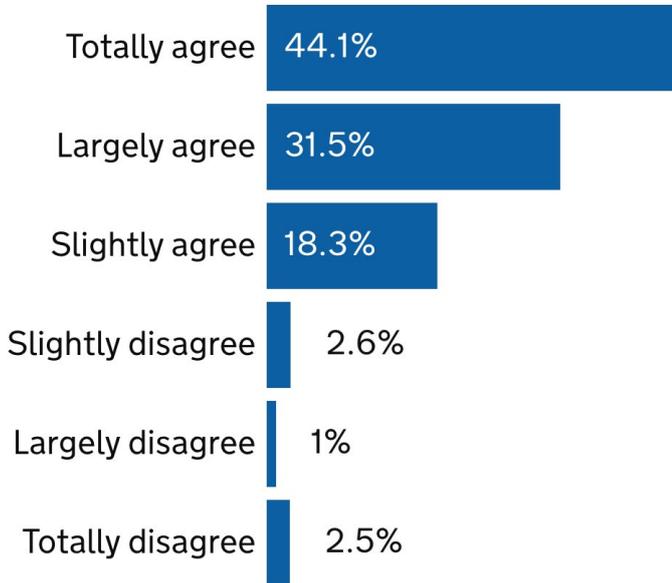
Earned recognition

An earned recognition scheme would recognise those ATBs who provide higher standards and facilities and whose instructors achieve consistently high quality standards.

Before we can consider introducing such a scheme, we need to identify the criteria for gaining ‘earned recognition’ and the benefits that could be made available to instructors who gain earned recognition, for example, by highlighting them on the ‘find a moped or motorcycle CBT course’ on GOV.UK.



20. Do you agree with the principle of earned recognition?



93.9%

agreed with the principle of earned recognition

Although, some were unsure as to the practical effects; concerns were also expressed about how the scheme would be administered.

Comments included:

“This needs to be safely managed as it could be abused as it is at present. A lot of companies have bogus or disused sites and the current system is not up to date with current live but more to the point dis used sites.”

“This is a get idea, but, what you wouldn’t want is instructors losing sight of what they are supposed to be doing (safely teaching new riders) and it becoming are competition between them and other schools.”

“Many ATBs strive to provide excellence in the training both seen from a CBT, DAS and any other motorcycle training course. It would be nice to have recognition for such endeavours.”

“It would give a student a way to compare trainers.”

“Excellent incentive and motivator.”

21. What evidence do you consider that instructors should provide to gain earned recognition?

1,114 respondents replied to this question and many seemed to consider that ER should form part of the normal quality assurance carried out by DVSA, others considered that customer feedback was equally important.

Comments included:

“Re-evaluation and continuous improvement via feedback from visiting examiners/assessors.”

“ER should be based on quality of training given and professionalism of the organisation.”

“Past success & experience & how safe past pupils are by liaison with insurance.”

“Mod 1 and 2 candidate pass rates.”

22. What benefits do you feel DVSA could offer to encourage instructors to gain earned recognition?

There were 939 responses to this question.

Many people considered that some sort of financial incentive should be one of the benefits; or that some sort of star-rating should be given to each trainer, which would be available to the public.

Comments included:

“Insurance discounts.”

“Additional recognition on the DVSA website.”

“A star rating table that learners are able to add their comments to about that trainer that can be viewed by anyone looking for a trainer.”

“ATBs with earned recognition could be given preferential booking for test slots.”

We also asked for any general comments on the consultation and how it had been carried out. This generated a further number of interesting suggestions.

Comments included:

“Introduce CBT and licenses and insurance for pedal cyclists.”

“The A2 licence should be upgraded automatically as the current process is a cash scam and doesn’t benefit anyone.”

“Why is it always thought to be the motorcyclist at fault, better driver education and maybe harsher penalties for injuring or killing a motorcyclist would help, but you’re not getting very far with mobile phone use whilst driving, so you’re going for the easy target again!”

“We need to look at the driving test and educate new drivers on the danger they may cause motorcycle riders. Educate them on the concept of filtering and importance to mirror, indicate before manoeuvring, perhaps incorporate the CBT as part of the car driving test.”

Decision

We intend to develop ‘earned recognition’ as part of our work to help riders find useful information about training schools and instructors, to help them choose the right one for their individual needs.

We will develop the criteria for ‘earned recognition’ with the training industry and develop the functionality of the ‘find a moped or motorcycle CBT course’ service on GOV.UK

Decisions taken

There were many helpful suggestions and informative points made in response to the consultation. These have proved instructive in the decision making process.

The suggestions on issues outside the scope of this consultation were also reviewed.

DVSA and DfT will take the next steps to determine the benefits and impacts of taking forward the proposals that were set out in the consultation document, including any necessary changes to legislation.

Most of the options set out in this report will require changes to either primary or secondary legislation. Generally, making amendments to primary legislation will take longer as it requires more Parliamentary time.

Government will legislate when Parliamentary time allows.

Options requiring amendments to primary legislation

The options requiring amendments to primary legislation are:

- a training course to upgrade motorcycle licence entitlements
- powers to revoke CBT certificates or take other measures for learner riders who have accrued 6 penalty points

Introducing a training course to upgrade motorcycle licence entitlements will require the design and implementation of a new and secure nationwide digital system.

Further work is required to determine whether the following options will need primary or secondary legislation:

- learners who complete their CBT course on a machine with automatic transmission being restricted to riding an automatic machine
- how riders with such a restriction would be able to upgrade their entitlement to manual

Options requiring amendments to secondary legislation

The options needing amendments to secondary legislation are:

- a combined CBT and DAS instructor qualification assessment
- limiting the time period that down-trained instructors can give instruction
- changes to the CBT syllabus, including requiring instructors to ensure trainees are appropriately dressed
- condensing the 5 elements of CBT to 4
- strengthening the quality assurance scheme for motorcycle instructors
- theory test as part of or prior to CBT

Options that don't need amendments to legislation

The options that won't need amendments to legislation are:

- CBT administration process digitised
- earned recognition

However, it should be noted that transferring the CBT administration to a digital platform will require a new secure system.

Earned recognition will be introduced as DVSA develops its online digital services.

The department and its agencies will initiate work this year, on the proposals being taken forward. We will consult on the remainder of the proposals by the end of the 2017 to 2018 financial year. The necessary changes to legislation and an impact assessment will also be developed.



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This publication is also available on our website at www.gov.uk/government/improving-moped-and-motorcycle-training.

Any enquiries regarding this publication should be sent to us at consultations@dvsa.gov.uk.

Safer drivers

Safer vehicles

Safer journeys for all