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***DELIVERING THE NEW
MOTORCYCLING TEST***

A CONSULTATION PAPER

JANUARY 2003



DELIVERING THE NEW MOTORCYCLING TEST

Summary

1. This Consultation Paper follows a consultation exercise carried out in October 2002. It seeks your views on the best way to implement changes required by European law, to the practical riding test taken by learner motorcyclists. The changes concern the special manoeuvres that will have to be included in every practical motorcycling test.
2. The new requirements result from European legislation brought into force into September 2000. This prescribes what the test must contain, but leaves member States with some flexibility concerning how tests are organised. The legislation also allows individual member States until 11 October 2005 to adopt this aspect of the new standards.
3. Following the consensus in the responses to the earlier consultation, it was decided that the special manoeuvres should not be tested on public roads.
4. The eight service delivery options for the manoeuvres element are considered in paragraph 18 below. These are with:

Driver & Vehicle Testing Agency (DVTA) delivery:

- during the general on-road riding test.;
- at the start of the general on-road riding test.;
- at the start of the general on-road riding test as a separate pass/fail event; and
- on a separate occasion.

Non-DVTA delivery:

- by non-DVTA examiners independent of training bodies;
- by approved training body staff that have been trained as examiners, and
- by an organisation appointed to provide a Northern Ireland service for an off-road manoeuvres test.

5. The Paper also seeks your views on:
 - a proposal for testing the special manoeuvres;
 - training implications;
 - the speed at which the slower-speed manoeuvres should be tested, and
 - implications for the practical moped riding test.
6. A form for your reply is provided at **Appendix C**.

Background

7. In September 2000, the European Commission brought into force new standards¹ for theoretical and practical driving tests conducted within the European Union (EU). In January 2001, the DVTA in conjunction with the Driving Standards Agency (DSA) issued a Paper² which described the new requirements, and sought views on those matters where the Directive had left flexibility for member States to determine locally. On 18 October 2002 DVTA issued a Report³ that summarised consultees' responses and explained the decisions that Ministers had reached.
8. The new EU standards set extra and more demanding special manoeuvres that must be included in every practical motorcycling test. Candidates will have to undertake:
 - at least two manoeuvres executed at slow speed, including a slalom⁴;
 - at least two manoeuvres executed at higher speed, of which one manoeuvre should be in second or third gear at a speed of at least 30km/h (18.75mph), and one manoeuvre avoiding an obstacle at a minimum speed of 50km/h (31.25mph)⁵, and
 - at least two braking exercises, including an emergency brake at a minimum speed of 50km/h (31.25mph)⁶.
9. These new EU standards imply significant changes to the practical test for motorcyclists undertaken in UK. Only one of these special manoeuvres, an emergency braking exercise, is in the current UK motorcycling test and is undertaken on-road during the practical riding test at around 20mph.
10. Whilst the new EU standards specify what a test must contain, member States have flexibility concerning the details of how tests are organised.
 - The new standards require the UK to add slow and higher speed special manoeuvres to its motorcycling test. Undertaking a fair and consistent assessment would be best achieved by using a pre-determined layout – ground markings and cones. It would be impractical to do that on a public road with other traffic. This implies a need for secured testing areas, even if the risks to the candidate and other road users of testing these manoeuvres on-road were discounted.
 - The new standards also require the UK to add a higher speed (50km/h) emergency braking manoeuvre to its motorcycling test. At this speed a motorcycle will need a minimum of 23 metres to stop in good road and weather conditions. This compares with around 12 metres for the current braking exercise. There would seem to be overwhelming road safety objections to conducting a higher speed emergency braking exercise where there might be pedestrians or other traffic. Finding circumstances therefore in which the new braking exercise could be conducted on a regular basis would be extremely difficult and time consuming. A requirement for secured testing areas therefore appears conclusive, regardless of how the higher-speed obstacle avoidance manoeuvre was assessed.

¹ Commission Directive 2000/56/EC

² *European changes to the driving test – a Discussion Paper*. DSA January 2001. Can be viewed on DVTA website www.doeni.gov.uk/dvta

³ *Implementing European changes to the driving test – a report on responses and decisions reached*. . Can be viewed on DVTA website.

⁴ Paragraph 6.2.3. of Annex II to Council Directive 439/91 as substituted by Commission Directive 2000/56/EC.

⁵ *ibid* paragraph 6.2.4.

⁶ *ibid* paragraph 6.2.5.

11. The January 2001 Discussion Paper sought views about whether the assessment for the special manoeuvres, particularly the higher-speed manoeuvres:
 - should be conducted on-road or off-road, and
 - should be part of the practical motorcycling test, or a separate “manoeuvres” test.;
12. Most respondents thought that it would be essential to have secure areas free of other traffic on which to test the higher speed manoeuvres. Many also thought it sensible that all the special manoeuvres, including those such as walking the motorcycle, should be grouped into an off-road “manoeuvres” test. There was no consensus however about whether the special manoeuvres should be assessed on the same occasion as the general on-road riding test, or on a separate occasion.

Further representations

13. Representations were received from motorcycling interests suggesting that testing the new special manoeuvres could be done on-road. They have expressed concern that the need for special testing areas would inevitably increase the cost of delivering the practical motorcycling test.
14. Some have also expressed concern that a more demanding test would require considerably better-trained riders than at present. Higher training standards would increase the costs to be met by trainees, and could reduce the attractiveness of motorcycling. Further, such a change would create difficulties for the current motorcycling training industry, which typically would not have off-road facilities to train safely at these higher standards. They have suggested that they would prefer it if there was little change to the current practical motorcycling test.

Proposed exercise for testing the special manoeuvres

15. Discussions with representatives of the motorcycling bodies have indicated that there may have been a misunderstanding that the new EU standards required the 2 higher speed manoeuvres to be combined in a single “swerve and brake” exercise. It has been confirmed by the EU that when revising tests member States may choose to opt for a single swerve and break exercise or adopt separate exercises.
16. DVTA has analysed the riding competences that need to be demonstrated to meet the new EU standards. Trials have been undertaken to investigate possible difference in sizes and layouts of areas needed to conduct proper assessments, particularly of the higher speed manoeuvres. An important issue was found to be the distance less powerful motorcycles needed to attain the minimum speeds required for the higher speed manoeuvres. The Agency has also benchmarked proposals against how other member States meet the new EU standards.
17. The Driving Standards Agency (DSA) has designed an exercise that includes the various special manoeuvres requirements in an efficient manner. The exercise is detailed in **Appendix A & A1**. When the arrangements for delivering the test in NI are finalised some modification of this layout may be required to suit local circumstances, ensuring that test standards are appropriate and consistent. At this stage the Agency estimates that this exercise would take candidates between 15 and 20 minutes to complete, including the time needed for the examiner to brief the candidate on what to do.

*Your views are invited in **Appendix C** on the proposed approach.*

Possible service delivery arrangements for the new practical motorcycling test

18. The key aspects of the following service delivery options on which we should like your views are:

- Should the assessment of special manoeuvres be conducted by DVTA as part of an overall assessment within the practical test - either during the test (**Option 1**) before the test (**Option 2**), or as a separate pass/fail event (**Option 3**)?
- Should the manoeuvres element be conducted by DVTA on a separate occasion?(**Option 4**)
- Should the manoeuvres element be conducted at motorcycle or other training centre premises? (**Option 5**)
- Who should conduct the manoeuvres element? Non - DVTA staff (**Options 6 & 7**) or a by a newly appointed organisation (**Option 8**)

The specific questions to which we should like to have your answers are in **Appendix C**.

DVTA service delivery Option 1 - an off-road manoeuvres element by DVTA <u>during</u> the general on-road riding test.	
For	Against
<ul style="list-style-type: none"> - avoids the need for an additional booking transaction for the manoeuvres element, minimising the extra test administration costs. - avoids duplication of the administrative procedures at the start and end of a test, minimising the call on examiner time. - candidates need to attend only one appointment, minimising their compliance costs. - avoids the manoeuvres element sites needing office infrastructure to serve as the starting point for the test. - test service still based around current test centres. - candidates would normally receive the whole test they had paid for (ie both the off-road and on-road elements⁷). - potential for sharing sites with trainers. 	<ul style="list-style-type: none"> - no competence check of the special manoeuvres before the candidate was assessed on-road. - longer test duration would reduce number of tests conducted per day, and result in higher test fees. - retaining the link with current test centres could increase the number of manoeuvres sites needed to deliver any travel-to-test standard that was adopted. - need arrangements for storing the equipment used at manoeuvres sites. - Safety issues - may reduce the number of locations that the tests can be conducted from.

⁷ except when a test was terminated or abandoned

DVTA service delivery Option 2 – This differs from Option 1 in that an off-road manoeuvres element would be conducted by DVTA at the <u>start</u> of the general on-road riding test. (start & finish at centres capable of delivering the manoeuvres element of the test)	
For	Against
<ul style="list-style-type: none"> - avoids the need for an additional booking transaction for the manoeuvres element. - avoids duplication of the administrative procedures at the start and end of a test. - candidates need to attend only one appointment. - candidates would normally receive the whole test they had paid for. - competence with the special manoeuvres checked before the candidate assessed on-road. - potential for sharing sites with trainers - the practical motorcycling test would start and end at a site capable of delivering the manoeuvres element of the test. - there would be potential to allow motorcycle trainers to use some of the manoeuvres sites when the sites were not needed for testing purposes. 	<ul style="list-style-type: none"> - all DVTA test centres are not suitable for new manoeuvres test. - longer test duration would reduce number of tests conducted per day, and result in higher test fees. - the location of manoeuvres sites would need to be suitable to provide the starting point for satisfactory routes for the general riding test. - the manoeuvres sites would need suitable office infrastructure to serve as the starting point for the test. - candidates who demonstrated weak machine handling skills would nonetheless proceed to the general riding test⁸. - safety issues.

DVTA service delivery Option 3 – This differs from Option 2 in that an off-road manoeuvres element would be conducted <u>before</u> the start of the general on-road riding test as a <u>separate pass/fail event</u>. (start & finish at centres capable of delivering the manoeuvres element of the test)	
For	Against
<ul style="list-style-type: none"> - avoids the need for an additional booking transaction for the manoeuvres element. - avoids duplication of the administrative procedures at the start and end of a test. - candidates need to attend only one appointment. - would prevent candidates demonstrating inadequate machine handling skills 	<ul style="list-style-type: none"> - all DVTA test centres are not suitable for new manoeuvres test and would reduce the number of locations. - longer test duration would reduce number of tests conducted per day, and result in higher test fees. - the location of manoeuvres sites would need to be suitable to provide the starting

⁸ except where skills demonstrated were so poor that the test was terminated on grounds of public safety, or where a test is abandoned for other reasons.

<p>proceeding to the general on-road riding assessment.</p> <ul style="list-style-type: none"> - potential for sharing sites with trainers. - the practical motorcycle test would begin and end at the manoeuvres sites. 	<p>point for satisfactory routes for the general riding test.</p> <ul style="list-style-type: none"> - the manoeuvres sites would need suitable office infrastructure to serve as the starting point for the test. - candidates would not have the general riding assessment that they paid for if they were unsuccessful at the manoeuvres element.
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DVTA service delivery

Option 4 – This differs from Option 3 in that the off-road manoeuvres test would take place on a separate occasion at a DVTA site.

For	Against
<ul style="list-style-type: none"> - could prevent candidates with inadequate machine handling skills proceeding to the on-road riding assessment. - could base service for on-road riding assessment around existing test centres. - potential for sharing sites with trainers. - no reduction in the current number of tests conducted per day for one riding assessment. 	<ul style="list-style-type: none"> - need for a separate booking transaction for the manoeuvres element. - duplicated administrative procedures at the start and end of a test. - candidates would need to attend two practical test appointments. - the manoeuvres sites would need suitable office infrastructure. - increased costs for trainers and candidates. - 2 practical test fees. - disruption to training courses where candidates fail the manoeuvres element. - disincentive to learners of an extra practical test. - Capital expenditure required to develop sites.

DVTA service delivery

Option 5 – This differs from Option 4 in that a separate off-road manoeuvres test would take place at training centre premises.

For	Against
<ul style="list-style-type: none"> - could prevent candidates with inadequate machine handling skills proceeding to the on-road riding assessment. - no reduction in the current number of tests conducted per day for one riding assessment. - could still base service for on-road riding 	<ul style="list-style-type: none"> - few trainers currently have suitable sites. - uncertainties concerning NI availability of manoeuvres testing service. - may be restricted availability of facilities for testing purposes. - loss of examiner productivity servicing several training sites.

<ul style="list-style-type: none"> - assessment around current test centres. - could allow for joint use of property for training and testing, and therefore savings on the cost of delivering the manoeuvres element. - offering training and testing from the same location could have customer service advantages. - avoids DVTA having to make capital investment in manoeuvres sites. 	<ul style="list-style-type: none"> - customer service objections from candidates whose local trainers could not offer testing facilities. - commercial disadvantage for trainers who could not offer testing facilities. - 2 tests, so 2 sets of administrative process. - 2 practical test fees. - disincentive to learners of an extra practical test.
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Non DVTA service delivery
Option 6 – a manoeuvres element tested by non-DVTA examiners independent of training bodies.

For	Against
<ul style="list-style-type: none"> - potential for more test centres. - could prevent candidates demonstrating inadequate machine handling skills proceeding to the general on-road riding assessment. - no reduction in the current number of tests conducted per day for one riding assessment. - could still base service for on-road riding assessment around current test centres. - avoids DVTA having to make capital investment in manoeuvres sites. 	<ul style="list-style-type: none"> - no single group obviously likely to be well placed to offer service. - risk of cherry-picking areas of high demand, leaving some areas with no provision. - time and expense to select and train examiners. - 2 tests, so 2 sets of administrative process. - 2 practical test fees. - risk to public confidence in a fair and uniform test standard. - supervision costs involved to maintain consistent test standard.

Non DVTA service delivery
Option 7 – This differs from Option 6 in that the manoeuvres element would be tested by approved training body staff that had been trained as examiners.

For	Against
<ul style="list-style-type: none"> - could prevent candidates demonstrating inadequate machine handling skills proceeding to the general on-road riding assessment. - no reduction in the current number of tests conducted per day for one riding assessment. - could base service for on-road riding assessment around current test centres. 	<ul style="list-style-type: none"> - conflict of interest for training body – testing persons it had trained. - conflict of interest for DVTA – relying on the same organisation for a public testing service where DVTA has training standards supervision responsibilities. - risk to public confidence in a fair and uniform test standard. - supervision costs involved to maintain

<ul style="list-style-type: none"> - could allow for joint use of property for training and testing, and therefore savings on the cost of delivering the manoeuvres element. - offering training and testing from the same location could have customer service advantages. - avoids DVTA having to make capital investment in manoeuvres sites. - potential for more test centres. 	<ul style="list-style-type: none"> - consistent test standard. - time and expense to select and train examiners. - 2 tests, so 2 sets of administrative process. - 2 practical test fees. - availability of test appointments might be restricted if trainer did not have exclusive use of site. - commercial disadvantage for trainers who could not offer testing facilities.
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Non-DVTA service delivery
Option 8 – appointing a single organisation to provide a Northern Ireland service for an off-road manoeuvres test.

For	Against
<ul style="list-style-type: none"> - contractor would take responsibility for successful delivery. - service performance targets could be specified in the contract. - contract could require Northern Ireland - wide service delivery. - avoids DVTA having to make capital investment in manoeuvres sites. - could prevent candidates demonstrating inadequate machine handling skills proceeding to the general on-road riding assessment. 	<ul style="list-style-type: none"> - time and expense to train examiners - supervision costs involved to maintain consistent test standard. - risk to public confidence in a fair and uniform test standard. - risk of depending on single supplier for statutory function. - contractual inflexibilities concerning service change. - cost of delivering service, and therefore fee to candidates, would be known only late in the implementation programme. - lack of bidders could mean a poor competition in the tendering exercise and result in higher costs and test fees.

Other issues

Training implications

19. A diverse range of views has been received about whether the new special manoeuvres will require significant changes in training practice. Some trainers have suggested that they already teach learners the relevant competences in their on-road courses. Others have suggested that the higher European test standards have major implications for training learner motorcyclists. Points made include:

- the requirement for off-road testing areas would be matched by a requirement for suitably sized off-road training areas. Most training providers for learner motorcyclists would not currently have such facilities.
- acquiring such off-road training areas could be costly. Trainers who may invest risk being commercially disadvantaged compared to those who ignored the training implications of the special manoeuvres.

- guidance for learners would need to make clear the extent of the new test requirements and the training needed to meet the higher standards.
 - there could be a need for protective clothing for trainees and test candidates.
 - there were public liability and professional indemnity insurance issues for trainers.
20. Current developments in rider training and testing, such as premises for theoretical tuition and access to off-road training sites where the special manoeuvres could be safely taught and practised, imply the emergence of more highly capitalised motorcycling training organisations.
21. That in turn raises questions as to whether all training bodies should offer the full range of services, or whether it would be preferable to have two types of training bodies, one delivering full-test training with others restricted simply to basic training. That could result in a commercial disadvantage for those training organisations which do not have access to wider range of facilities.

*Your views are invited in **Appendix C**.*

Speed at which the slower speed special manoeuvres should be conducted

- 22 The new EU standards leave member States with flexibility concerning the speed at which the slower special manoeuvres should be conducted. Suggestions made in response to the 2001 Discussion Paper included:
- leaving the speed unspecified, with examiners judging whether the manoeuvre was successfully completed;
 - describing the speed as “walking pace;”
 - capping speed via test layout, perhaps with cones;
 - capping speed by requiring use of first gear, and
 - prescribing maximums of 10km/h, or 5mph, or 10mph.
- 23 It is unclear that there is a need to prescribe formally the speed for these manoeuvres. By their nature several of the manoeuvres could only be safely performed at slow speed. In practice DVTA envisages that the slalom, figure-of-eight, 'U' turn and slow ride manoeuvres would be conducted at walking pace with the appropriate use of clutch, throttle and brakes.

*Your views are invited in **Appendix C**.*

Implications for the practical moped riding test

- 24 The moped riding test is not regulated by EU legislation. The 2001 Discussion Paper sought comments on the implications of changes to the practical motorcycling test for the practical moped riding test. Most respondents suggested that the moped test should incorporate the new standards where they were relevant, but having regard to the different nature of the machine, particularly the 30mph design-speed limitation.
- 25 As already announced in the 2002 DVTA report on the outcome of the initial consultation, oral vehicle safety questions will be added to the moped riding test from 1 September 2003. As regards manoeuvres, should:
- the number and type of special manoeuvres in the moped test be the same as for the motorcycling test (allowing for lower maximum speeds)?

- the opportunity be taken to conduct these assessments at the off-road manoeuvres sites used for motorcycling tests?

Your views are invited in **Appendix C**.

Regulatory Impact Assessment

26. A draft Regulatory Impact Assessment is at **Appendix B**.

Your invitation to comment

27. Please send comments on any issues raised in this Paper, including the draft Regulatory Impact Assessment, to:

Brian Morrison
Deputy Chief Driving Examiner
Driver & Vehicle Testing Agency
Balmoral Road
BELFAST
BT12 6QL
E-mail: brian.morrison@doeni.gov.uk

to arrive no later than **1 May 2003**. Please use the questionnaire at **Appendix C** for your reply. All responses will be acknowledged.

28. A copy of this Paper has been sent to the organisations listed at **Appendix D**. Please advise us if you think that other organisations or individuals should be sent a copy. The text of the Paper is also available on the DVTA website at: www.doeni.gov.uk/dvta/. If you are replying on behalf of an organisation, it would be helpful if you would indicate who you are representing, what the organisation does and what its aims are, how many individuals' views are included in the response and what steps you have taken to gather those views.

29 This paper has been produced in accordance with the principles of the Code of Practice on Written Consultations⁹, which is reproduced at **Appendix E**. If you consider that this paper does not comply with the criteria, please write setting out the areas where you feel the paper departs from the criteria to:

David A Craig
Driver & Vehicle Testing Agency
Balmoral Road
BELFAST
BT12 6QL
E-mail: david.craig@doeni.gov.uk

Disclosure of information

30 Under the Code of Practice on Access to Government Information¹⁰, and subject to the consent of the person submitting the comments, DVTA propose to make public the content of replies it receives to this Paper. The contents of individual responses will be posted on the DVTA website. Where hardcopies are requested, DVTA will make a reasonable charge for processing and copying. Individual responses will also be included in any summary of responses that the DVTA may compile and publish.

⁹ *Modernising Government: Code of practice on written consultation*. Cabinet Office. November 2000.

¹⁰ *Open Government: Code of Practice on Access to Government Information*. Cabinet Office. 1997.

- 31 When submitting comments please state whether or not you would be content for your reply to be posted on to the DVTA website and included in a summary of responses. Please make it clear if you **do not wish this to happen** with regard to your response, or indicate so on the questionnaire.

Application within the United Kingdom

32. Driver training, testing and licensing are reserved matters, and this Consultation Paper seeks views on how the new European requirements should be implemented in NI. Driving tests in Great Britain are organised by DSA. A parallel consultation exercise for GB will be considered there.

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Appendix A

The numbered manoeuvres are illustrated on the attached plan **Appendix A1**.

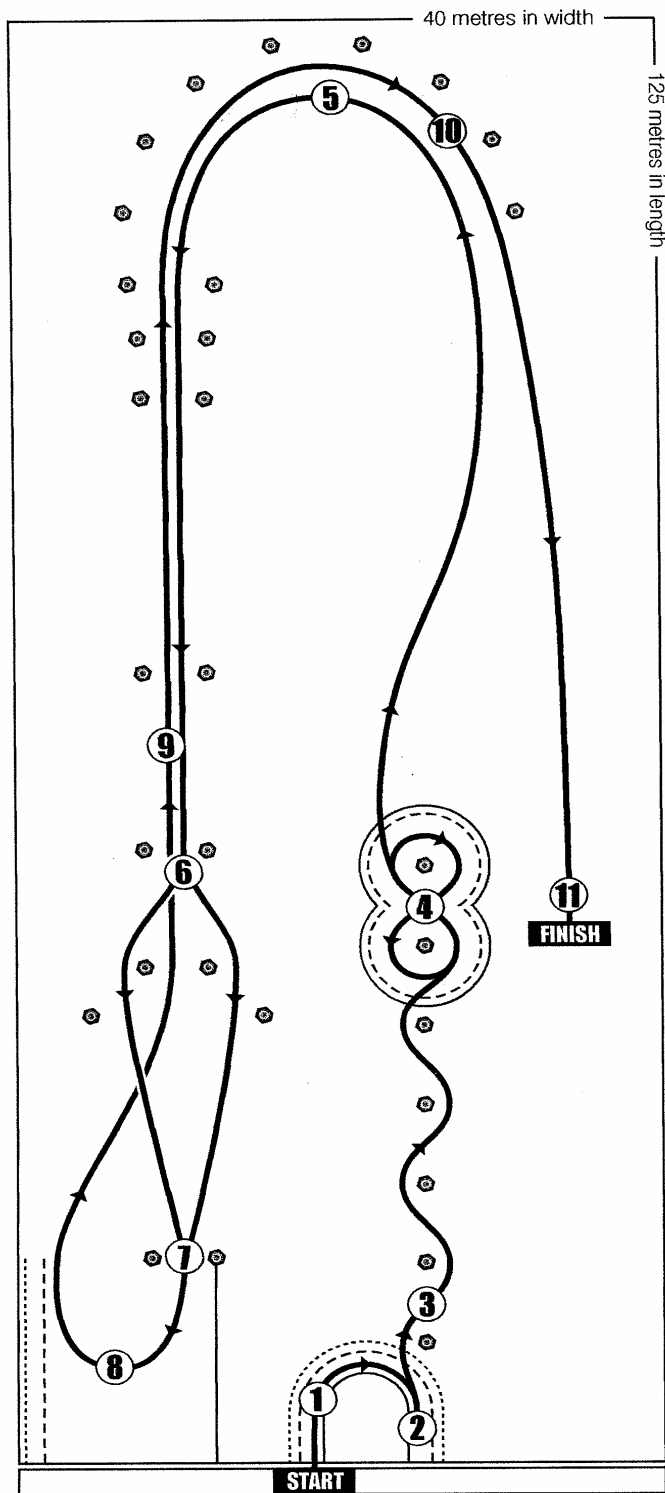
NUMBER	MANOEUVRE REQUIRED
1	Exercise begins. Examiner briefs candidate. The machine is taken off the stand. With the engine switched off the machine is wheeled <u>backwards</u> in an arc of 180°.
2	The machine is brought to a halt and placed on the stand. Examiner briefs candidate. The machine is taken off the stand and the engine is started.
3	The candidate rides through a slalom of cones.
4	A "figure-of-eight" is performed twice. The machine is brought to a halt and examiner briefs candidate.
5	The machine accelerates to 30kmh and negotiates a left-hand bend.
6	The machine accelerates to 50kmh and performs a collision avoidance manoeuvre to either the right or left through a coned area.
7	The machine is brought to a controlled stop. Examiner briefs candidate.
8	The candidate executes a controlled "U-turn". The machine is brought to a halt and examiner briefs candidate.
9	The candidate performs a "slow-ride" between 2 sets of cones 10 metres apart and in not less than pre-determined 10 seconds. The machine is brought to a halt and examiner briefs candidate.
10	The machine accelerates to 30kmh and negotiates a right-hand bend.
11	The machine accelerates to 50kmh and the candidate performs an "emergency stop". The machine is brought to a halt and placed on the stand. Exercise ends.

Note:

- At pre-determined set points the exercise will be broken down into separate elements which the examiner will brief the candidate about.
- The candidate will be expected to perform each manoeuvre at all times under control and with the appropriate use of steering, gears and brakes.

APPENDIX A1

Possible Layout



**MOTORCYCLE
 MANOEUVERING**

- 1** Off the stand and wheel the machine
- 2** On and off the stand
- 3** Slalom
- 4** Figure of eight
- 5** 30 kph circuit ride
- 6** 50 kph avoidance
- 7** Controlled stop
- 8** U-turn
- 9** Slow ride
- 10** 30 kph circuit ride
- 11** 50 kph emergency brake and on the stand

- Standard limit
- - - Limit for small machine
- Limit for large machine

Note: This is one possible layout of what a typical manoeuvre may look like, however this has still to be finalised.

Appendix B

**DELIVERING THE NEW MOTORCYCLING TEST
DRAFT REGULATORY IMPACT ASSESSMENT**

Purpose and intent of the proposals

Issue

1. In October 2000, the European Commission brought into force new standards for theory and practical driving tests. In February 2001, DVTA issued a Discussion Paper which described the new requirements, and sought views on those matters where there was flexibility in implementation. In October 2002, the Agency issued a Report that summarised consultees' responses and explained the decisions that Ministers had reached.
2. The practical test for learner motorcyclists in the UK will need to contain extra, and more demanding, special manoeuvres. This Regulatory Impact Assessment (RIA) is attached to a Consultation Paper seeking views on alternative service delivery options for testing these special manoeuvres.
3. The requirements regarding the special manoeuvres result from European legislation that is already in force. That legislation prescribes what the test must contain, but leaves member States with some flexibility concerning how tests are organised. The European legislation allows individual member States until 11 October 2005 to adopt this aspect of the new standards.

Objective

4. The new European standards for special manoeuvres in the motorcycling test are intended to encourage riders to train to a higher standard of competence in machine-handling skills in order that they have fewer road traffic accidents. The new standards are also intended to prevent learners obtaining a full licence to ride a motorcycle until they can satisfy a more demanding minimum threshold of competence.
5. In setting the new European standards, the European Commission had regard to the motorcycling manoeuvres already included in some tests being conducted by member States. Adding these more demanding special manoeuvres to the minimum requirements for motorcycling testing in all countries in the European Union has the support of European organisations representing motorcycling interests.
6. The Government wants the changes that it introduces to meet the underlying objective of improving the safety of motorcycling. To this end, the changes should provide an effective assessment of candidate competence, and encourage appropriate pre-test training strategies. At the same time, the Government is keen to avoid introducing arrangements that are over burdensome and costly to operate.

Justification of the proposals

Cost of casualties

- 7 The casualties from riding powered two-wheelers is relatively high, and in recent years the annual numbers of casualties in the UK have generally been on an upward trend¹¹. For the past few years in GB, motorcycles registered represent approximately 2.8% of all vehicles registered and motorcyclists 17% of all road users killed. In NI motorcycles registered represent 1.9% of all vehicles registered and motorcyclists about 6% of all road users killed. In 2002, the NI figures rose to 13%.¹²

MOTOR CYCLE CAUSALITIES UK - WIDE (Source PSNI & Road Accidents Great Britain : The Causality Report)

	1997	1998	1999	2000	2001	Total	Cost
GB killed	477	466	525	573	554	2,595	3,099,052,800
NI killed	15	10	7	7	11	50	59,712,000
Total	492	476	532	580	565	2645	3,158,764,800
GB seriously injured	5,482	5,539	5,918	6,312	6,329	29,580	3,969,340,200
NI seriously injured	80	85	98	138	146	547	5,661,450
Total	5,562	5,624	6,016	6,450	6,475	30,127	4,042,742,130
GB slightly injured	16,738	16,979	18,073	19,628	20,252	91,670	948,784,500
NI slightly injured	178	216	230	326	268	1,218	12,606,300
Total	16,916	17,195	18,303	19,954	20,520	92,888	961,390,800

Costs per person^{13*}

Killed	£1,194,240
Seriously injured	£134,190
Slightly injured	£10,350

¹¹ Road Accidents Great Britain: *The Casualty Report and PSNI sources*

¹² PSNI and DVLNI

¹³ Highways Economic Note No 1: 2001 *Valuation of the benefits of prevention of road accidents and casualties*. November 2002.

Delivery of Road Safety Strategy

8. The Department's Road Safety Strategy 2002 – 2012 published in December 2002 aims at a one-third reduction (from the average for the period 1996-2000) in the number of people killed or seriously injured on NI's roads each year from the current average of 1750 to fewer than 1200 by 2012. The Strategy identified improvements in driver and rider testing as an important route for helping to deliver casualty reductions, and noted that UK practice would take account of developments in the European Union.

Current test delivery

9. DVTA conducts on average 3000 practical motorcycling tests annually. The average pass rate is 64% (2001/02), so previously unsuccessful candidates take a proportion of the 3000 tests. The current fee for each practical motorcycling test is £45 (daytime).

Compliance with European law and the wider perspective

10. When assessing the risk and costs of implementing a change to regulation, it is usual to consider a "do nothing" option¹⁴. This is not possible in this case. The UK, like all member States, is obliged to implement this European Commission Directive. Failure to do so would result in infraction proceedings being taken by the Commission.
11. Riders of two wheel machines are extremely vulnerable and their safety is of concern to all member States.
 - In Norway there has been increasing focus on motorcycle accidents and the need for new means to reduce accidents. Studies have revealed a clear lack of riding skills amongst riders. It became apparent that riders crashed in situations where it technically would have been simple to avoid accidents given a riding technique that was in accordance with the function of the motorcycle. It appeared that more often than not riders made the situation worse with the action they took. Accordingly the Norwegian Public Roads Administration is dedicated to enhancing and improving exiting training and the driving test for motorcyclists.
 - In Switzerland studies have shown that riders might improve their safety by altering their braking behaviour.
 - In 1981 an Australian study identified that the three key motorcycle handling skills essential to crash avoidance were, braking, swerving and riding curves. Training however lacked objectivity until 1993 until the State of Victoria introduced the Motorcycle Licence Skill Test (MLST). The test involved braking, swerving and riding curves. The test combined a more objective measurement of a rider's skills and safety. Around 72,000 people have gained their full licence through passing MLST. Further improvements to the test are underway

Off-road approach to special manoeuvres

12. The current special manoeuvres requirements in the NI test are fewer and less demanding than the new EU standards, and the special manoeuvres are conducted on-road within the practical test.

¹⁴ Cabinet Office: *Good policy making - a guide to regulatory Impact assessment.*

13. The February 2001 Discussion Paper sought views on whether it would be safe or practicable to carry out the new special manoeuvres on-road, and the consensus was that the special manoeuvres should not be tested on the public road. Ministers concur with this view and this RIA addresses service delivery options which all involve the special manoeuvres being tested off-road.

Options

14. Eight options have been identified for delivering the special manoeuvres element. These are:

with DVTA delivery:

- Option 1: **during** the general on-road riding test. (only at suitable sites).
- Option 2: at the **start** of the general on-road riding test. (only at suitable sites).
- Option 3: at the start of the general on-road riding test as a **separate pass/fail event**. (only at suitable sites).
- Option 4: on a **separate occasion**.
- Option 5: separate event using **training centre** premises.

and with non-DVTA delivery:

- Option 6: by non-DVTA examiners independent of **training bodies**.
- Option 7: by **approved training body staff** that had been trained as examiners.
- Option 8: by an **organisation appointed** to provide a national service for an off-road manoeuvres test.

Benefits and costs

15. Costings can be only indicative at this stage. They will be developed in the light of responses to this consultation exercise.
16. At this point DVTA is confident that it will be able to deliver the new test from seven locations across NI. Depending on responses to the consultation exercise, DVTA may need to consider the use of occasional centres to serve areas with sparse populations or areas where the number of tests would be small and the RIA will need to be reviewed in light of that.
17. A further cost inherent in some options would be that the practical motorcycle test would need a longer duration. DVTA trials indicate that incorporating the new special manoeuvres within the current practical test would require a longer test duration which would reduce the number of tests conducted each day. Conducting the special manoeuvres assessment as a separate test would create a new event with its own costs, whilst preserving the productivity of the current test.

Option 1 - An off-road manoeuvres element conducted by DVTA during the general on-road riding test.

Benefits

18. The practical motorcycling test would remain a single event. Candidates would be able to take the complete test on the same occasion, saving on compliance costs. Only one booking would need to be made. There would be no duplication of examiner checks and paperwork at the start and completion of a test event. Trainers would, as now, have to allow for only one test event within training programmes.
19. As practical motorcycling tests could start and finish at current test centres, fewer facilities (examiner offices, candidate waiting rooms, connection of water and electricity) would be needed at manoeuvres sites, so the cost of developing sites would be less.
20. Unsuccessful candidates and their trainers might feel that they gained more value for the test fee. Those that failed during the special manoeuvres element would nonetheless receive an assessment of their general on-road riding skills (unless the error during the manoeuvres element was so bad that the test had to be terminated on the grounds of public safety, or if the test was abandoned for another reason such as a mechanical breakdown).
21. There could be the potential for allowing trainers access to use the off-road sites when they were not needed for testing purposes, provided it was practicable to schedule joint-use.

Costs

22. DVTA estimates that it will cost in the region of £70,000 per site to upgrade the current sites to enable the new test to take place
23. Aside from the capital costs, a longer practical motorcycling test would need a longer duration to allow for the extra and more demanding special manoeuvres. There would be fewer practical motorcycle tests per standard examiner day implying an increase in unit costs.
24. Starting and finishing tests at current centres could introduce an additional constraint. In order to ensure that test route design remained satisfactory:
 - either more time might have to be allowed in the test slot, or
 - manoeuvres sites than otherwise would be needed so that one could be reached within the allocated time.
25. There might be an increase in the average test fee cost per candidate, owing to a fall in pass rate resulting from the extra and more demanding special manoeuvres.

Option 2 - This differs from Option 1 in that an off-road manoeuvres element would be conducted before the start of the general on-road riding test as a separate pass/fail event. (start & finish at centres capable of delivering the manoeuvres element of the test)

Benefits

26 The main benefits would be:

- the advantages of undertaking the complete practical test on the same occasion;
- candidates need only attend one appointment;
- the practical motorcycling test would start and end at a site capable of delivering the manoeuvres element of the test; and
- there would be potential to allow motorcycle trainers to use some of the manoeuvres sites when the sites were not needed for testing purposes.

Costs

27 Costs would be similar to Option 1. Likely key cost factors would be:

- works costs to lay suitable hard surfaces and modify site layouts;
- fewer practical motorcycling tests per standard examiner day, implying an increase in unit costs; and
- the pass rate for the practical motorcycling test could fall, in which case the average fee cost-per-candidate would rise.

Option 3 - This differs from Option 2 in that an off-road manoeuvres element would be conducted before the start of the general on-road riding test as a separate pass/fail event. (start & finish at centres capable of delivering the manoeuvres element of the test)

Benefits

28 Like Option 2, the benefits would be:

- the advantages of undertaking the complete practical test on the same occasion;
- a potential for allowing motorcycling trainers use of the manoeuvres sites when the sites were not needed for testing purposes, and
- The practical motorcycle test would begin and end at the manoeuvres sites.

29. In addition, candidates who failed during the manoeuvres element would not be allowed to continue to the general on-road riding assessment. Terminating the test when inadequate machine handling skills were displayed might offer increased safety to learners and other road users. Although unsuccessful candidates would be free to ride away from the test site subject to provisional licence restrictions, their driving weaknesses would have been brought to their attention.

Costs

30 As with Option 2:

- sites would have to be modified;

- sites would probably require works costs on laying suitable hard surfaces;
 - the number of practical motorcycling tests per standard examiner day would reduce. This loss in examiner productivity would imply an increase in unit costs, and
 - the pass rate for the overall practical motorcycling test could fall, implying an increased average fee cost-per-candidate.
31. Unsuccessful candidates and their trainers might feel that they gained less value for money for the test fee because those that failed the special manoeuvres element would not proceed to an assessment of their general on-road riding skills.

Option 4 - This differs from Option 3 in that the off-road manoeuvres test would take place on a separate occasion at a DVTA site.

Benefits

32. There would be no reduction in the current number of on-road riding assessments, which could remain based around the test centres currently offering the service.
33. By staging the separate manoeuvres test before the general on-road riding test, candidates' manoeuvring skills would be checked before the assessment of their higher order awareness and judgement skills in the general on-road riding test. Candidates that failed the manoeuvring test would not lose a fee paid for the general on-road riding test.
34. There would be potential to allow motorcycle trainers to use some of the manoeuvres sites when the sites were not needed for testing purposes.

Costs

35. As with Option 3:
- sites would have to be modified /obtained for the special manoeuvres test;
 - sites would probably require works costs on laying suitable hard surfaces; and
 - there would probably be construction and services costs for premises and the connection of services such as electricity.
36. A separate manoeuvres test would involve candidates having to make an extra booking transaction. It would also involve administrative procedures¹⁵ at the start and end of the test. DVTA estimates that if the separate manoeuvres element were delivered as a free-standing test it would take around 20 minutes to complete. This would imply 20 tests per examiner day.
37. A separate test would also involve the compliance cost for trainees, and possibly trainers, of having to attend 2 different appointments.

¹⁵ checking driving licences at the start, completing test result certificate and candidate de-briefing at the end.

Option 5 - This differs from Option 4 in that a separate off- road manoeuvres test would take place at training centre premises.

Benefits

- 38 DVTA would avoid having to find the initial capital funds to obtain sites for assessing the special manoeuvres.
- 39 Similar areas could be used to train and test for the new manoeuvres. Joint use of sites could have potential for savings for trainees on the overall training and testing costs involved in meeting the new standards. Joint site use could also have customer service advantages.
- 40 As with Option 4, there could be benefits staging the manoeuvres assessment as a separate test before the general on-road riding test. Candidates that failed the manoeuvring test would not lose a fee paid for the general on-road riding test.
- 41 There would be no reduction in the current number of tests conducted per day for on-road riding assessments, which could remain based around the test centres currently offering the service.

Costs

- 42 This consultation exercise should test the practicality of this Option as a solution to finding manoeuvres sites. Likely issues would be:
 - test centre coverage would depend on locality of training bodies;
 - few trainers currently have suitable sites, so there could be difficulties ensuring NI coverage for a test service;
 - restricted test schedules - some trainers may have access to sites for only part of the week;
 - there could be commercial disadvantage for trainers not able to offer sites from which DVTA would be undertaking manoeuvres tests;
 - costs associated with extra booking transactions and administrative procedures;
 - storing DVTA equipment, such as speed measuring devices and cones, on trainers' premises;
 - DVTA would have to pay to use trainers' premises; and
 - Health and Safety implications including public liability issues.

Option 6 - A manoeuvres element conducted by non-DVTA examiners independent of training bodies.

Benefits

- 43 As with Option 5:
 - DVTA would avoid having to find the initial capital funds to obtain sites for assessing the special manoeuvres;

- the manoeuvres element could be assessed before the general on-road riding test;
- candidates that failed the manoeuvring test would not lose a fee paid for the general on-road riding test;
- no reduction in the current number of tests conducted per day for on-road riding assessments, and
- the service for the on-road riding test could remain based around existing test centres.

44 This Option might engage service delivery agents that already had access to suitable sites.

Costs

45 This consultation exercise should test the practicality of this Option, in particular whether any group or combination of groups might be placed to offer a NI service.

46 There could be a risk of weaknesses in service availability emerging near to implementation date, leaving too little time to implement an alternative delivery strategy.

47 With a variety of self-nominating service providers, there would also be the risk of “cherry-picking” areas of high demand, leaving some areas of the country with no provision.

48 This Option would involve the providers finding and paying for suitable sites for conducting the manoeuvres test. Costs would vary across NI. If providers were allowed to set test fees having regard to their local costs, this could mean the price for a manoeuvres test varying widely across NI. If, as with other driving tests, a regional fee was imposed, this could deter provision in high cost parts of the country. The size of fee necessary to cover costs would not be known until nearer the implementation date.

49 Non-DVTA examiners would need training so that the special manoeuvres test was delivered on a fair and uniform basis nationwide. Training would probably involve a 6-week course, and cost around £6,000. Arrangements for periodic standards supervision would also need to be put in place and funded.

50 Candidates would face the costs, including the compliance costs, of a 2-part practical riding test.

Option 7 - This differs from Option 6 in that the manoeuvres element would be tested by approved training body staff that had been trained as examiners.

Benefits

51 As with Option 6:

- DVTA would avoid having to find the initial capital funds to obtain sites for assessing the special manoeuvres;
- the manoeuvres element could be assessed before the general on-road riding test;
- candidates that failed the manoeuvring test would not lose a fee paid for the general on-road riding test;

- no reduction in the current number of tests conducted per day for on-road riding assessments; and
- the service for the on-road riding test could remain based around existing test centres.

52 This Option offers the potential for joint use of property for training and testing, thereby saving on the cost of delivering the manoeuvres test. However there could be a conflict of interest between those offering training and testing and this could jeopardise public confidence in a fair and uniform test standard.

Costs

53 This consultation exercise should test the practicality of this Option, in particular whether training organisations generally are likely to make the investment in suitable manoeuvres sites that it would imply.

54 As with Option 6:

- there could be a risk of weaknesses in service availability emerging near to implementation date, leaving too little time to implement an alternative delivery strategy;
- there would be the risk of “cherry-picking” areas of high demand, leaving some areas of the country with no provision;
- decisions would need to be made about whether to impose a uniform regional fee for the manoeuvres test;
- the size of fee necessary to cover costs would not be known until nearer the implementation date, and
- non-DVTA examiners would need training and periodic standards supervision.

Option 8 - An organisation appointed to provide a regional service for an off-road manoeuvres test.

Benefits

55 DVTA would avoid having to find the initial DV capital funds to modify / obtain sites for assessing the special manoeuvres.

- the manoeuvres element could be assessed before the general on-road riding test;
- candidates that failed the manoeuvring test would not lose a fee paid for the general on-road riding test;
- no reduction in the current number of tests conducted per day for on-road riding assessments, and
- the service for the on-road riding test could remain based around existing test centres.

56 This option would have the additional advantages of allowing regional service requirements and performance targets to be specified in a single contract. There would also be only one organisation requiring standards supervision, and a single contractor could be expected to invest more in internal quality control.

Costs

57 Significant risks appear to be:

- over-dependence on a single supplier, with a lack of resilience were shortcomings over fair and uniform testing to emerge;
- a lack of bidders, which could mean a poor competition in the tendering exercise and result in higher costs and test fees;
- not knowing the fee for the manoeuvres element until the end of contract action, and
- a lack of flexibility to make changes in service delivery, or to accommodate further test developments, during the period of the contract without expensive contract variations.

Cones and speed measuring equipment

58 The special manoeuvres element envisaged by DVTA (**Appendix A & A1 to the Consultation Paper**) would require the use of cones and speed measuring equipment. The cost of providing an initial supply of equipment together with a contract for replacement, maintenance and servicing is being investigated. DVTA is in the process of identifying suppliers for the equipment which will need to be portable and easily set up. Once suitable equipment has been identified DVTA would conduct trials to evaluate its effectiveness and reliability. The costs of providing the equipment would be reflected in the test fee.

Impact on small business

59 Motorcycle training in NI is generally provided by small businesses. DVTA understands that currently very few training organisations have access to sites with the sort of area needed to train the new special manoeuvres.

60 The test delivery options provide various opportunities whereby sites might be shared for training and testing purposes. In particular for those training organisations with access to suitable sites Options 5 and 7 offer the opportunity for a commercial relationship with DVTA. But this could put those training organisations which do not have access to such sites at a competitive disadvantage.

Consultation

61 The Consultation Paper to which this RIA is attached will be distributed to a variety of individuals and organisations including all known motorcycle training providers for learner motorcyclists, training industry representatives, riders groups and road safety interests. The Paper will also be available on the DVTA website.

Equality Issues

62 Having regard to the criteria for assessing equality impact, DVTA considers that there are no equality issues arising from the provisions contained in these proposals. The new testing arrangements would preserve the possibility of access to motorcycling for persons for whom motorcycling was a preferred choice of motor transport. An Equality of Opportunity 'Screening' Analysis is attached at **Appendix F**.

Environmental issues

- 63 In selecting special manoeuvres sites, or preparing a specification for a contract for others to provide sites, DVTA would require that the development of sites should have regard to minimising any adverse impact on the local environment.

Competition assessment

- 64 Several of the delivery options for the special manoeuvres element would require DVTA to have arrangements in place to utilise approved motorcycle instructor facilities and /or personnel for testing activities. While offering training and testing from the same location could have customer service advantages, it could reduce the competitiveness of other approved motorcycle instructor facilities. Should any of these options be adopted, DVTA would ensure that arrangements for providing tests would be open and fair.
- 65 Option 8 envisages a single non DVTA contractor appointed to provide a NI testing service for the special manoeuvres element. Were this Option adopted, DVTA would award the contract following an open competition which complies with European requirements.
66. The special manoeuvres element envisaged by DVTA would require the use of cones and speed measuring equipment. DVTA will need to source a supplier able to deliver a sufficient amount of equipment to get the test up and running and then offer replacement equipment, maintenance and servicing. DVTA would ensure that any contract for supply, maintenance and servicing would be let following an open and fair competition.

Monitoring and evaluation

- 67 Post-implementation, DVTA would monitor the impact of the new test on candidates, trainers and the Agency's own customer service performance. Statistics would be available on the number of tests conducted, pass rate and cost on implementation.

Application in the United Kingdom

- 68 This RIA considers the implementation of the new motorcycle test requirements in NI. Driving tests in GB are organised by DSA. The regulatory impact of meeting the new standards there will be considered separately.

Appendix C

DELIVERING THE NEW MOTORCYCLING TEST

REPLY FORM

Name of organisation or individual

.....

Address.....

.....

Postcode.....

Name of contact.....

Telephone.....

Email

If you are replying on behalf of an organisation, please say how many individuals' views are included in the response.....

Please also say what steps you have taken to gather those views.

.....

.....

Please place a tick in the box provided if you are **not content** for your response to be posted on the DVTA web site and included in a summary of responses.

<p>Testing the special manoeuvres - DVTA's proposed exercise (see Appendix A & A1).</p> <p><i>Do you agree with DVTA's proposed exercise for testing the special manoeuvres? (please tick as appropriate-if you do not agree, please specify why)</i></p>	
Yes, I agree	
No, I do not agree	
<p>Your views are invited on DVTA's approach generally</p>	

<p>Paragraph 18 of the Paper</p> <p>Option 1 for manoeuvres element service delivery (DVTA service delivery) An off-road manoeuvres element conducted during the general on-road riding test.</p> <p><i>Do you agree that during the general on-road riding test the candidate should carry out the manoeuvres element at an off-road site? (please tick as appropriate-if you do not agree, please specify why)</i></p>	
Yes, I agree	
No, I do not agree	
<p>Your views are invited on these plans generally</p>	

<p>Paragraph 18 of the Paper</p> <p>Option 2 for manoeuvres element service delivery (DVTA service delivery) An off-road manoeuvres element conducted at the start of the general on-road riding test.</p> <p><i>Do you agree that the manoeuvres element should be delivered immediately before the general on-road riding test begins? (please tick as appropriate-if you do not agree, please specify why)</i></p>	
Yes, I agree	
No, I do not agree	
Your views are invited on these plans generally	

<p>Paragraph 18 of the Paper</p> <p>Option 3 for manoeuvres element service delivery (DVTA service delivery) An off-road manoeuvres element conducted as a pass/fail event at the start of the general on-road riding test.</p> <p><i>Do you agree that the manoeuvres element should be delivered as a pass/fail event immediately before the general on-road riding test begins? (please tick as appropriate-if you do not agree, please specify why)</i></p>	
Yes, I agree	
No, I do not agree	
Your views are invited on these plans generally	

<p>Paragraph 18 of the Paper</p> <p>Option 4 for manoeuvres element service delivery (DVTA service delivery). An off-road manoeuvres element conducted on a separate occasion.</p> <p><i>Do you agree that the manoeuvres element should be conducted on a separate occasion before the general on-road riding test is taken? (please tick as appropriate-if you do not agree, please specify why)</i></p>	
Yes, I agree	
No, I do not agree	
<p>Your views are invited on these plans generally</p>	

<p>Paragraph 18 of the Paper</p> <p>Option 5 for manoeuvres element service delivery (DVTA service delivery) an off-road manoeuvres element conducted using training centre premises.</p> <p><i>Do you agree that training centre premises should be utilised to deliver the manoeuvres test? (please tick as appropriate-if you do not agree, please specify why)</i></p>	
Yes, I agree	
No, I do not agree	
<p>Your views are invited on these plans generally</p>	

<p>Paragraph 18 of the Paper</p> <p>Option 6 for manoeuvres element service delivery (non-DVTA service delivery). An off-road manoeuvres element conducted by non-DVTA examiners who were independent of approved training bodies.</p> <p><i>Do you agree that DVTA should appoint examiners who are independent of the Agency to deliver the manoeuvres test? (please tick as appropriate-if you do not agree, please specify why)</i></p>	
Yes, I agree	
No, I do not agree	
<p>Your views are invited on these plans generally</p>	

<p>Paragraph 18 of the Paper</p> <p>Option 7 for manoeuvres element service delivery (non-DSA service delivery) an off-road manoeuvres element conducted by training body staff that had been trained as examiners.</p> <p><i>Do you agree that DVTA should train staff as examiners to deliver the manoeuvres test? (please tick as appropriate-if you do not agree, please specify why)</i></p>	
Yes, I agree	
No, I do not agree	
<p>Your views are invited on these plans generally</p>	

Paragraph 18 of the Paper Option 8 for manoeuvres element service delivery (non-DVTA service delivery). A single organisation appointed to provide a Northern Ireland for an off-road manoeuvres test. <i>Do you agree that DVTA should appoint a single organisation to provide a Northern Ireland testing service? (please tick as appropriate-if you do not agree, please specify why)</i>	
Yes, I agree	
No, I do not agree	
Your views are invited on this point generally	

Paragraph 18 of the Paper Training implications - pre-test training arrangements. <i>Do you agree that trainers will need off-road facilities in order to teach learner riders to reach the required standards? (please tick as appropriate-if you do not agree, please specify why)</i>	
Yes, I agree	
No, I do not agree	
Your views are invited on this point generally	

Paragraph 19 of the Paper

Training implications - protective clothing for trainees and candidates.

Do you consider that trainees and candidates should be required to wear protective clothing?

(please tick as appropriate-if you do not agree, please specify why)

Yes, I agree

No, I do not agree

Your views are invited on this point generally

Paragraph 19 of the Paper

Training implications - insurance issues for motorcycle training organisations.

Do you agree that motorcycle training organisations should be required to have public liability and professional indemnity insurance?

(please tick as appropriate-if you do not agree, please specify why)

Yes, I agree

No, I do not agree

Your views are invited on this point generally

Paragraph 22 of the Paper

Speed at which the slower-speed special manoeuvres should be conducted

***Do you agree that the slower speed special manoeuvres could be conducted at walking pace with the appropriate use of clutch, throttle and brakes?
(please tick as appropriate-if you do not agree, please specify why)***

Yes, I agree

No, I do not agree

Your views are invited on this point generally

Paragraph 24 of the Paper

Implications for the moped test - number and type of special manoeuvres in the moped test.

***Do you agree that the practical moped riding test should contain the same special manoeuvres as the motorcycling test?
(please tick as appropriate-if you do not agree, please specify why)***

Yes, I agree

No, I do not agree

Your views are invited on this point generally

Paragraph 25 of the Paper

Implications for the moped test - conducting moped manoeuvres at the off-road sites used for motorcycling test.

***Do you agree that the manoeuvres part of the practical moped riding test should be conducted at the same manoeuvres sites as the motorcycling test?
(please tick as appropriate-if you do not agree, please specify why)***

Yes, I agree

No, I do not agree

Your views are invited on this point generally

Appendix D

THIS PAPER HAS BEEN SENT TO:

Acclaim Driving Academy Alert Motorcycle Training Ballymena Rider Training Belfast Education & Library Board Belfast Education & Library Board British Motorcycle Federation British Motorcycle Federation Carpenter K Approved M/Cycle Inst Disability Action Driver Vehicle Licensing NI Euro-Moto General Consumer Council NI General Consumer Council NI Honda M A C Hurst Auto Complex Hurst Auto Complex Ians School of Motoring IMS Driver & Rider Training Machinery of Government Division McClean B Approved M/Cycle Inst McClure M/Cycle Training McClure M/Cycle Training Motor Cycle Training NI Motorcycle Training Scheme Lisburn Newry & District ADI Assoc NICEM NI Dyslexia Association NI Institute for the Deaf NI Institute for the Deaf NI Motorcycle Hire	NI MEPs NI MPs NI political party leaders North East Education & Library Board NW Driving Instructors Assoc NW Driving Instructors Assoc Opposition Spokespersons (Westminister) PSNI Ratcliffe C Approved M/Cycle Inst Road Safety Branch, DOE Road Safety Council NI Sandy Arthur Training Services Snoddy B Approved M/Cycle Inst South East Education & Lib Board Southern Education & Library Board Southern Education & Library Board Swift Transport Training Transport Division Transport Division Transport Training Services Ltd Transport Training Services Ltd Western Education & Library Board Western Education & Library Board
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Appendix E

**CABINET OFFICE CODE OF PRACTICE ON WRITTEN CONSULTATION:
CONSULTATION CRITERIA**

1. Timing of consultation should be built into the planning process for a policy (including legislation) or service from the start, so that it has the best prospect of improving the proposals concerned, and so that sufficient time is left for it at each stage.
2. It should be clear who is being consulted, about what questions, in what timescale and for what purpose.
3. A consultation documents should be as simple and concise as possible. It should include a summary, in two pages at most, of the main questions it seeks views on. It should make it as easy as possible for readers to respond, make contact or complain.
4. Documents should be made widely available, with the fullest use of electronic means (though not to the exclusion of others), and effectively drawn to the attention of all interested groups and individuals.
5. Sufficient time should be allowed for considered responses from all groups with an interest. Twelve weeks should be the standard minimum period for a consultation (though there may be circumstances, which unavoidably require a shorter period – such as the timetable for annual financial cycles).
6. Responses should be carefully and open-mindedly analysed, and the results made widely available, with an account of the views expressed, and the reasons for decisions finally taken.
7. Departments should monitor and evaluate consultations, designating a consultation co-ordinator that will ensure the lessons are disseminated.

Further information about the Code of Practice is available at the Cabinet Office website:
www.cabinet-office.gov.uk/servicefirst/index.consultation.htm

Appendix F

Proposals for the introduction of a new motorcycle manoeuvres test.

Equality of opportunity 'screening' analysis.

- 1 The purpose of this note is to assess whether or not the proposals as set out in the attached consultation document would impact on equality of opportunity in accordance with Section 75 of the 1998 NI Act, and whether or not a full impact assessment is required.
- 2 This assessment has been performed using Departmental guidance. It is based upon the criteria contained in the guidance for performing the 'first sift or screening' to identify which, if any, of the nine categories of groups identified in Section 75 (i.e. religion; political opinion; race; age; marital status; sexual orientation; gender; disability; dependants) might be affected by the policy proposals.
- 3 The objective of the proposals is to implement changes to motorcycle driving tests that are required by European law. The consultation seeks views on the introduction of a new 'off road' motorcycle maneuvers test.
- 4 In summary, having regard to the criteria for assessing equality impact, DVTA considers that there are no equality issues arising from the provisions contained in these proposals.
- 5 DVTA does not consider that a second sift (scoping) or full impact assessment is required in this instance.

Technical Policy & Legislation
DVTA
January 2003

Overview of the proposals as set out in the consultation document

The proposals:

- are aimed at improving road safety;
- would require that all customers who wish to ride a motorcycle on a public road to undertake new manoeuvres exercise as part of the motorcycle practical test; and
- would implement mandatory European legislation.

Assessment of possible impact

Question 1.

Is there any evidence of higher or lower participation or uptake by different groups?

Answer

There is no evidence that any particular group is, or would be disproportionately affected by the proposed changes.

Question 2

Is there any evidence that different groups have different needs, experiences, issues and priorities in relation to the proposal?

Answer

There is no evidence of this and no reason to suspect that any of the particular groups would gain any advantage, or be disadvantaged by, the proposals.

Question 3

Is there an opportunity to better promote equality of opportunity or better community relations by altering the policy or working with others in government or the community at large?

Answer

No such opportunities have been identified. The proposals by their nature are considered to be totally neutral from an equality perspective.

Question. 4

Have consultations with relevant groups, organisations or individuals indicated that the proposals create problems that are specific to them?

Answer

This screening paper will accompany the Consultation Document, and this will give interested parties the opportunity to comment. Since there is no evidence to suggest that the proposals would advantage or disadvantage any of the groups identified in Section 75, DVTA considers that equality issues do not arise.

Question 5

Has the rural dimension been considered in drawing up the proposals

Answer

In drawing up the consultation paper a number of options for the delivery of the motorcycle test have been identified. Once the result of the consultation is known DVTA will consider the effect the location of suitable testing sites will have on the rural community.

DVTA

January 2003