



Department
for Transport



Driver & Vehicle
Standards
Agency

Modernising Compulsory Basic Training Courses for Motorcyclists

A consultation paper on Compulsory Basic Training which introduces changes to the structure and delivery of the courses and qualification arrangements for instructors

March 2015

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Foreword

Purpose

This consultation paper concerns Approved Training Courses for riders of motorcycles and mopeds, widely known as Compulsory Basic Training or CBT.

The Department for Transport (DfT) and The Driver and Vehicle Standards Agency (DVSA) are looking at how CBT can be changed to strengthen the structure and delivery of the courses and ensure learner riders are better prepared to ride safely on the public roads.

Background

The Road Traffic Act 1988 (as amended) requires provisional licence holders to successfully complete an approved training course (a CBT course) before they are permitted to ride a motorcycle or moped unaccompanied on the road. The certificate issued on completion of CBT is valid for two years and allows the learner rider to ride a moped or small¹ motorcycle unaccompanied. The purpose of the two year validity period was to give learners some experience on the road and time to undertake further training prior to taking their full test. To continue to ride after the two year period, the rider must either pass a motorcycle test or undertake another CBT. Regulations, introduced in 1990, set out the requirements of the CBT course and how the instructors delivering the training are authorised to do so.

European legislation sets out the requirements of the moped and motorcycle licence acquisition tests. This includes the minimum ages that riders must be and the amount of experience that they must have, in order to ride certain sized motorcycles.

CBT is not regulated by any European legislation and has remained largely unchanged since its introduction. This

¹ Small motorcycle – up to 125cc

consultation does not propose any changes to the syllabus of the course. However, as a result of the changes to the practical test and the increasing numbers of new young riders who do not take a test and who feature in the casualty statistics it is now appropriate to review the delivery of CBT. We intend to ensure it remains relevant so that motorcyclists are fully prepared for riding on-road and for taking the motorcycle test.

Why is Government intervention necessary?

The Government recognises that motorcyclists, and in particular those who are young and/or inexperienced, are especially vulnerable and are disproportionately represented in the Killed and Seriously Injured (KSI) statistics. In 2013, motorcyclists accounted for 22% of all road user deaths despite representing only 1% of vehicle traffic². 19% of all reported motorcycle casualties involved young riders aged 19 and under³.

The Department for Transport (DfT) and the DVSA recently commissioned research⁴ among trainers and learner motorcyclists to gain a better understanding of who is taking CBT and to gather views on their experiences of providing the training or taking their CBT, including how CBT might be improved. The report includes recommendations concerning the length and content of the course.

DVSA internal motorcycle data, sampled during 2013/14, indicated that around 78,000 CBT certificates were issued to riders under 24. During the same period fewer than 5000 candidates or around 6% of young riders⁵ went on to pass their motorcycle test.

The initiatives set out in this document are primarily aimed at younger riders. We believe there will also be benefits for all new

² DfT statistics 5197 motorcyclists compared to 8426 car users
<https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2013>

³ DfT statistics <https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2013>

⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/380799/cbt-learners-trainers-report.pdf

⁵ DVSA analysis on a sample of 1650 CBT certificates found that 42% were issued to candidates aged between 16 – 23. Approximately 190,000 CBT certificates are sold each year of which 77,915 are issued to candidates under 24 (based on 42% figure in note above). In 2013/14, 4451 tests were passed by candidates under 24 which equates to 5.6% (4451/77915x100) going onto pass their motorcycle test.

riders as the changes would also improve the training received by riders aged 24 and over.

The Government is seeking non regulatory interventions to improve CBT. This paper suggests a number of measures that approved training bodies and instructors could adopt on a voluntary basis. However, regulatory change for some measures may be an option in the future and we welcome views on those. We are also taking this opportunity to discuss some potential longer term developments, which will include looking at how developing IT solutions can support improvements for the training industry and motorcyclists.

The Association of Chief Police Officers and the Motorcycle Industry Association have recently published *Realising the Motorcycling opportunity – A motorcycle safety and transport policy framework*⁶. Some of their proposals about training, instructor qualification and quality assurance are the same as, or similar to, the proposals we have set out in this paper.

⁶ <http://mcia.co.uk/Campaigns/Realising-the-Motorcycling-Opportunity.aspx>

Executive summary

1.1 The proposals under consideration cover three broad areas:

- The structure and content of Compulsory Basic Training courses;
- The qualification process for instructors and
- Standards checks for instructors.

1.2 Within the scope of those three areas, we welcome views on proposals to:

1. align training with the National Standard for Driver and Rider Training framework⁷ and develop training materials to reflect those standards;
2. ensure training is tailored to suit the individual learning needs and skill levels of each trainee. This includes theoretical knowledge and ensuring that during the on road ride trainees have demonstrated their competence to ride unaccompanied;
3. improve public knowledge about CBT and improve awareness of what learner riders can expect from their instructor;
4. revise the standards check so that it supports a risk based approach to quality assurance and earned recognition for good trainers, which they can use to promote and endorse their skills, and
5. revise the qualification process for motorcycle instructors.

1.3 We would also welcome your views on a number of potential longer term proposals, some of which may require regulatory changes. If you would like to suggest any additional changes or improvements to the motorcycle training regime it would be helpful if you could supply evidence to support your ideas. Please bear in mind when replying to this paper that regulatory changes cannot take place

⁷ <https://www.gov.uk/government/collections/national-driving-and-riding-standards#driver-and-rider-trainer>

quickly as they are subject to Parliamentary timescales and procedures.

How to respond

Please follow this [link](#) which will take you to the on-line questionnaire.

The consultation period began on 10 March 2015 and will run until 21 April 2015.

Please ensure that you respond before the closing date. If you would like an alternative format (Braille, audio CD, etc), please contact:

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When responding, please state whether you are responding as an individual or representing the views of an organisation. If responding on behalf of a larger organisation, please make it clear who the

organisation represents and, where applicable, how the views of members were assembled.

If you have any suggestions of others who may wish to be involved in this process please contact us.

Freedom of Information

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the Freedom of Information Act 2000 (FOIA) or the Environmental Information Regulations 2004.

If you want information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information, we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department will process your personal data in accordance with the Data Protection Act (DPA) and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

The proposals

1. **Align training with the National Standard for Driver and Rider Training framework and develop training materials to reflect those standards.**
- 1.1 **Why?** We strengthened the CBT training guidance⁸ in 2012, to better align with the National Standard for Driver and Rider Training and although more trainers are becoming familiar with the Standards, they are not always fully incorporated into training methods. The Standard sets out the knowledge, skills and understanding that instructors need to deliver successful learning to trainees. It talks about instructors delivering training using a ‘client-centred’ approach. The Standard talks mainly about the skills, knowledge and understanding required working ‘on bike’ but it also acknowledges that for motorcycle instructors, group delivery in a classroom (or similar training environment) is a core skill.
- 1.2 We are also keen to promote the sharing of good practice and training techniques between instructors. There is currently no established network or method for trainers to share knowledge and best practice about CBT with other trainers.
- 1.3 **How?** We believe that improving the ways we communicate and keep in touch with trainers will help us to promote and strengthen the links to CBT from the Standard. We hope that a better awareness of those links will encourage more trainers to change to a client centred approach to training, which will improve professional training standards within the motorcycle training industry.
- 1.4 We recognise that some trainers may need support to develop practical training techniques which focus on ‘how’ riding skills are taught and how to adapt training styles to suit the ability of the trainee.

⁸ <https://www.gov.uk/government/publications/compulsory-basic-training-cbt-syllabus-and-guidance-notes>

- 1.5 We will encourage instructors and training industry stakeholders to work in partnership and take ownership of creating new training materials that reflect the Standard. Instructors and industry training bodies may wish to consider setting up network groups which will allow trainers to share best practice in both theory and practical training.
- 1.6 Existing DVSA publications, which support trainers, can be revised to ensure the re-focus of training methods is appropriately covered and promotes the road safety benefits of training tailored to individual needs.

Comments from a trainee (ATB's website):

...it's great that the training was very well put together
and I have to say that the standard of training far
exceeded my expectations

- 1.7 We anticipate that improving trainers' knowledge about good working practices and training methods will lead to them becoming standard ways of working throughout the industry and so increase professional standards among trainers, so that trainees are better prepared for riding on the road.
2. **Ensure training is tailored to suit the individual learning needs and skill levels of each trainee. This includes theoretical knowledge and ensuring that during the on road ride trainees have demonstrated their competence to ride unaccompanied.**
 - 2.1 **Why?** Training tends to be delivered in a 'one size fits all' fashion with little or limited focus on the individual and their specific learning requirements. We want to ensure training is tailored to suit the individual learning needs and skill levels of each trainee. Instructors have also reported that significant numbers of younger trainees have little or no knowledge of the Highway Code. We believe that ensuring trainers have the right skills and access to the right resources will enable them to deliver both theoretical and practical training that suits the need of the individual. It will also help ensure trainers are satisfied riders who complete CBT are safe and competent to ride unaccompanied.

Comments from a trainer:

It becomes apparent as soon as you start talking to them in the CBT session whether or not they've actually done anything with the Highway Code...

- 2.2 How?** DVSA believes its role is to promote, to both trainers and trainees, the benefits of training that is client centred and delivered in a tailored way. We consider we can do this by further engagement with the training industry, and its representative organisations, to encourage training that reflects the National Driver and Rider Standards, as outlined above.
- 2.3** The revisions proposed to the standards check, which are outlined later in this document, recognise trainers who adopt this tailored approach towards the specific needs of the trainee.

Comments from a trainee (ATB's website):

I'd never ridden a motorcycle before but found the considerate and patient training a huge relief

- 2.4** We believe it is important to raise learners' expectations that trainers will, before the course begins, discuss with them what previous riding experience they have and to adapt the individual rider's training plan accordingly.
- 2.5** We believe it will help instructors to focus additional training for those who need it most if they are able to sort trainees into groups depending on their competence. We acknowledge that this may be difficult for smaller schools that don't have the numbers of instructors and learners to allow for this; however instructors can still conduct an assessment of the learners' skills before the course begins.
- 2.6** As part of the tailored approach to training, we believe it is important to address any gaps in a trainees' theoretical knowledge before the practical part of the course begins. Trainees do not have to pass the full theory test before undertaking CBT. We are not currently proposing to mandate trainees to do so, as this would require

amendments to regulations. This may, however, be something we consider in the long term.

- 2.7 We propose to encourage trainers to conduct an assessment of the trainee's knowledge of theory matters, before the course begins or as part of the course. To help trainers with this and to provide a consistent measure, DVSA could provide access to theory test learning materials so that trainers can develop an assessment to evaluate the trainee's knowledge; or, the training industry may wish to consider developing a tool to support this.
- 2.8 We think it is important to make sure that trainees know they need to have the right theoretical knowledge and understanding of the Highway Code, before taking CBT. So we intend to improve public knowledge about the requirements of CBT.
- 2.9 In respect of practical training, we want to continue promoting how closely CBT fits with the National Standard for Driver and Rider Training. We want to encourage instructors and trainees to recognise that a minimum standard of riding must be demonstrated before they can successfully complete CBT and that some learners may take longer and need more training to reach that standard.

Observations from a standards check:

Element C: 'Ride the machine under control in a figure of eight', this topic was introduced too early. One of the trainees was very tense when riding and used the rear brake too heavily which in turn led to poor machine control.

- 2.10 We want to ensure that trainees are better prepared to deal with some of the more challenging situations that they are likely to encounter on busy urban roads and that they have the skills to cope with those situations as soon as they begin riding unaccompanied. We believe this can be achieved by encouraging both trainees and instructors to recognise that the two hour on-road riding element is the minimum requirement, and not necessarily the default position. By shifting the emphasis to ensure that trainees have demonstrated competence to ride unaccompanied we expect both trainees and instructors will come to realise that the on-road riding will often exceed the minimum two hours required.

2.11 We acknowledge that this may require a culture shift. The public generally view CBT as a one-day course and many trainers arrange their business model to deliver CBT on that basis. Trainees need to move away from the idea that simply completing a day's course will automatically mean that they are fully competent to ride a moped or small motorcycle unaccompanied. This is particularly relevant for young riders, very few of whom go on to take a motorcycle test, a situation that may be an unintended consequence of the 3rd Directive which limits the size and power of machines that younger riders can ride.

3. Improve public knowledge about CBT and improve awareness of what they can expect from their instructor

3.1 **Why?** Public knowledge about CBT and what it covers is limited. As most learners find out about CBT from friends or family, we think it's likely that they do not understand what the training must cover or the standard of training they should expect.

3.2 We believe that it's important to raise public awareness about how to choose a good trainer, what they need to know about the Highway Code, suitable protective clothing and what to expect from CBT in general so they are better prepared to take the course.

3.3 Public awareness needs to be raised to understand that two hours on-road riding is only meeting the minimum requirement and that many riders, particularly those with limited motorcycling experience, will find that they may need more on-road experience before they can meet the minimum standards of competence.

3.4 **How?** DVSA would like to put in place a better communications approach, including communications aimed at parents and guardians of young riders to make sure they understand the aims of CBT and the importance of choosing a good trainer. This might also include working with industry and manufacturers' representatives to produce an information pack that trainers can give to parents and guardians.

Extract from ATB's website:

How long does the course last? The course is very much driven by you the client, we will start by booking you in for a minimum of one day, it may take longer or you may need to break it down into flexible training modules.

- 3.5 We realise that some trainees are resistant to the idea of extending the course beyond a single day. Changing trainees' expectations may help instructors to offer more choice of charging options with additional fees for further short sessions rather than a fixed rate per course. It is important to help trainees understand the risks they face as new riders and how getting the right training, even if it costs more, will help them to be safer on the road.
- 3.6 Trainees also need to be able to identify which trainers DVSA has identified as delivering quality training, so that they can be confident they will receive the training that best suits their learning style and is appropriate for their needs.
- 3.7 We would be interested in suggestions on how the 'find your nearest motorcycle instructor' on GOV.UK could be used as a platform for promoting the Approved Training Bodies (ATB) who demonstrate best practice and provide a quality service.
4. **Revise the standards check so that it supports a risk based approach to quality assurance and earned recognition for good trainers, which they can use to promote and endorse their skills**
- 4.1 **Why?** The CBT instructor quality and compliance check requires updating to take account of the National Standard for Driver and Rider Training to bring it in line with the Approved Driving Instructor standards check. We also think it's important that the instructors who consistently deliver good quality training, tailored to the trainee, are recognised for this. Instructors need to be able to promote this to prospective trainees and the trainee should also have the means to identify those instructors.
- 4.2 **How?** DVSA intends to talk to the training industry to identify what information they need to better understand the new requirements of the standards check.

4.3 Refocusing the check on *how* training is delivered will underline how important it is to make sure training is client centred. We expect it will help improve the standards of training. A copy of the form is at Annex A.

Comments from a trainee (ATB's website):

...I cannot commend the skill, patience and technique of my instructor's teaching methods more highly

4.4 Currently only CBT training is subject to quality and compliance checks. We realise that for many trainers most of their training activity is Direct Access Scheme training (DAS) on larger motorcycles. We would like to invite trainers to undertake, on a voluntary basis, standards checks for DAS training.

4.5 We believe introducing a system of 'earned recognition' for training schools who:

- demonstrate best training practice,
- provide a quality service,
- achieve better than satisfactory standards check results, and
- voluntarily undertake DAS standards checks;

will help raise training standards. DVSA would promote this 'earned recognition' status in conjunction with the training industry and through use of 'find your nearest motorcycle instructor' on GOV.UK

4.6 We would be interested in views on how 'earned recognition' might work in practice, who should be responsible for defining a quality service standard and how that standard would be measured.

Comments from standards check:

Element C: The instructor delivered an excellent CBT course. All modules within the element were very well covered. The two trainees were quickly able to demonstrate the outcomes of each exercise with few riding faults. All faults were quickly identified and he encouraged self-analysis to encourage further learning.

5. Revise the qualification process for motorcycle instructors

- 5.1 **Why?** The current qualification assessments are not aligned to the National Standard for Driver and Rider Training. The focus should be on 'how' training is delivered and the manner in which trainers identify and assess trainees' learning styles and needs, rather than an assessment based on topics covered.
- 5.2 We would welcome thoughts on how and where trainer assessments could be delivered in addition to providing them at DVSA's training academy in Cardington.
- 5.3 **How?** We intend to review the current qualification process. We will consult fully on proposals in the future. In the meantime our initial proposals are set out in Annex B. We welcome your views on these and any suggestions you may have.

6. Future Considerations

We would also welcome your views on a number of potential longer term proposals, some of which may need regulatory changes that will take time to introduce.

- 6.1 **Progressive Access** The 3rd Driving Licence Directive makes provision for progressive access to riding larger motorcycles by way of training. At the time we consulted⁹ on those and other matters, the costs to develop IT systems to record riders' training progression were prohibitive and this option was rejected. There were also concerns about the framework to enable this training to be quality assured.
- 6.2 Since then, and particularly following the merger of DSA and VOSA, to form DVSA, there are other IT systems available which may offer potential. It may be possible to adapt one of the existing systems to record the progressive training.

⁹Delivering the New Motorcycle Test – A Consultation Paper December 2002
http://webarchive.nationalarchives.gov.uk/20090607114024/http://dsa.gov.uk/documents/consult/mc_test/cp_delivermc_test.pdf

- 6.3 If the training route to progressive access is adopted we will need to carefully consider how this is implemented.
- 6.4 Currently only CBT and DAS training are covered by regulations. A person providing any other instruction is not required to be a certified instructor and is not subject to any standards checks. At best, trainees risk receiving incomplete training and at worst, training that is dangerous and leaves them vulnerable.
- 6.5 We have suggested (paragraph 4.4) that DAS instructors voluntarily undertake standards checks. To make that a mandatory requirement will require amendments to the regulations. However, it has been suggested¹⁰ that any motorcycle training, including progressive access training should only be provided by certified instructors who are subject to regulations. We would welcome views on introducing quality assurance for all types of motorcycle licence acquisition training.
- 6.6 **Down-trained instructors** Approximately 25% of the 2,500 registered CBT trainers are down trained instructors. These are trainers who have been trained by their ATB. We have no current plans to withdraw this as a way to become a certified instructor. This seems to be a suitable time to ask whether the training industry and motorcycle community have confidence in the abilities and quality of training provided by 'down trained' instructors, particularly in light of the proposals in this paper. It would be sensible to consider the scope and duration of the down trained instructor certificate which is currently valid for four years.
- 6.7 **Restricting riding to automatic motorcycles if CBT was taken on an automatic** Currently, completion of CBT on an automatic motorcycle or moped also allows a rider to ride a small manual motorcycle on the road. We are concerned that an inexperienced rider, with little or no experience of riding a geared machine with the associated control skills required may pose a risk to themselves and other road users.
- 6.8 It is likely we would need to amend regulations to restrict riders undertaking CBT on an automatic machine to riding only an

¹⁰ MCIA ACPO 'Realising the Motorcycling Opportunity - the Motorcycle Safety and Transport Policy Framework'.
<http://mcia.co.uk/Campaigns/Realising-the-Motorcycling-Opportunity.aspx>

automatic until either an 'upgrade' training session or another CBT on a geared motorcycle has been completed.

- 6.9 Alternatively, the CBT certificate could be noted that the course was completed on an automatic machine and a strong recommendation that further training be undertaken if the holder intends to ride a geared motorcycle.
- 6.10 **Flexible approach to CBT** The research found that many trainers thought a flexible approach should be available to trainees who show they already have a thorough knowledge of the Highway Code and driving theory matters. They suggested that these riders be exempt from the theory elements. Some trainers also thought that repeat CBT candidates, who might be considered as experienced riders, should be able to demonstrate continued competence by only undertaking the on-road ride element of the course. To introduce this we would need to amend regulations. We would be interested in views on how this might work in practice.
- 6.11 DVSA and the Government have consistently said that learner riders should develop their skills and go on to take a test for a full motorcycle licence, rather than continue as 'lifelong learners'. We are concerned that this option could have the effect of encouraging this and could discourage new riders from taking further training in preparation for taking their motorcycle test.
- 6.12 **Validity period of CBT certificate** Limiting the validity period of the DL196 CBT certificate might encourage more riders to go on and take more training and their motorcycle tests. One suggestion has been for a rider's first CBT certificate to remain valid for two years but thereafter be reduced to one year. We would be interested in views on this.
- 6.13 **Appeals process** There is no appeals process set out in regulations; training bodies or instructors who disagree with a decision to withdraw their certificates or approval to conduct training courses can currently ask for the decision to be reviewed. The reviewing officer is independent of the decision making process and in the past the Chief Driving Examiner has undertaken the role. Do you think the existing arrangements provide confidence that the decision making process is fair, consistent and transparent? Or, do you think a statutory appeals

process to an independent body, for instance the First Tier Tribunal, should be introduced into the regulations?

We also welcome your suggestions and evidence supporting other possible improvements to the motorcycle training regime that we may not have considered.

Consultation questions

1. Please tell us in what capacity you're responding i.e. trainer, rider, road safety interest or other
2. What do you think about the proposal to align compulsory basic training with the National Standard for Driver and Rider Training frameworks?
3. How should training materials be developed to reflect the National Standards?
4. Should the training materials be developed by the training industry, DVSA or another body?
5. Do you agree or disagree that training should be tailored to suit the needs of the individual trainee? Do you think this is a good thing?
6. If you are a trainer, do you already tailor training to suit the trainees' learning needs? Or would you need support to change your training methods?
7. How can trainers ensure trainees have the right level of theoretical knowledge and understanding before starting the practical part of the CBT course? Should there be a shortened theory test as part of CBT or before the course starts? Or should trainees pass a full theory test before undertaking CBT?
8. How can trainers ensure trainees have demonstrated their competence to ride independently during the on road element of the CBT course?
9. Do you agree raising public knowledge about CBT is a good idea? How do you think public knowledge could be improved?
10. How can we help the public improve their knowledge about CBT, what to expect from their trainer and what they need to know about the Highway Code and suitable protective clothing?

11. How could public awareness be raised to help people understand that two hours on-road riding is only meeting the minimum requirement and that many riders will find that they may need more on-road experience before they can meet the minimum standards of competence?
12. Do you think plans to revise the standards check so it supports a risk based approach to quality assurance and 'earned recognition' status for good trainers is a good idea?
13. What evidence does DVSA need from trainers to show that they meet the standard for 'earned recognition' status? For example internal processes, other qualifications, continued professional development.
14. Do you think the qualification process for motorcycle trainers needs to change?

We are interested to hear trainers' views about what should be included in the assessment; whether this should be a regulated test, similar to that for Approved Driving Instructors; and limit the number of attempts to qualify. We would also be interested in your thoughts on whether there should be a time limit to the down trained instructor certificate before they go on to become fully qualified.

15. Do you think DVSA should recognise qualifications from other organisations?
16. Do you think there should be one assessment for trainers and an additional assessment for those who want to down train other instructors?
17. Should there be any changes to the down trained instructor process and if so what should those changes be?
18. Should the down trained instructor certificate be limited to a certain period before they become fully qualified? If so how long should that be for? 2 years, 5 years or another period

19. We'd be interested to hear if you have any other views about the instructor qualification process

We are also considering some longer term proposals for motorcycling training and CBT and welcome any comments, concerns or questions about:

20. Training route to progressive access

21. Regulating all motorcycle training

22. Undertaking CBT on an automatic machine restricts the rider to riding only automatics

23. Flexible approach to the theoretical elements of CBT if a candidate can show they have a thorough understanding about driving theory

24. The validity period for the CBT certificate

25. What future developments would you be interested in seeing for post-test training?

What will happen next

A summary of responses, including the next steps, will be published within three months of the consultation closing on (web address). Paper copies will be available on request.

Question and answer brief

Below is a list of frequently asked questions about these proposals. If you still have questions after you have read this section please contact:

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Nottingham
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Consultations@dsa.gsi.gov.uk

Who have you consulted with?

DfT and DVSA held two workshops with stakeholders from the motorcycling training industry to discuss the concerns they had about CBT and what improvements they would like to see. Participants have included trainers and motorcycling training industry representatives.

Why are you changing CBT?

CBT does a good job of helping new riders gain basic skills and knowledge to ride a motorcycle, we think it's the right time to update it and make it even better, particularly for younger new riders, many of whom do not go on and take a motorcycle test

Why can't you change the regulations?

We could do but this can take at least two years. Many of the changes we are considering can be introduced without changing the regulations.

Will this make it more expensive to learn to ride?

Getting the right training from the start of your riding career will make you safer and doesn't have to cost more. Some riders may find they need more training, others may learn more quickly.

Will this make it harder to learn to ride?

If your training is tailored to suit your needs and the way you learn you should master new skills more easily.

How will this affect the training industry?

It should help trainers raise their training standards improve the training they provide.

Will this affect the motorcycle test?

These changes are related to motorcycle rider training, we are not planning to alter the test.

Why are you changing the trainer qualification process?

The current trainer qualification process has been in place since CBT and DAS were introduced; bringing it up to date will help trainers gain the qualifications they need more easily and will bring the assessments they have to pass in to line with the National Trainer Standard.

Will the standards check be harder to pass?

The revised standards checks will be more closely aligned with the National Rider Trainer Standard – all trainers should be providing training that meets this standard. Some trainers may find they need to change how they deliver training so that it is more tailored to learners' needs, but most trainers should find the revised standards check easier to understand.

Are you planning to change the way Approved Training Bodies are regulated?

Approved Training Bodies play a key role in the motorcycle training industry. Whilst their role in maintaining standards and in providing a quality service may become more important we are not planning changes to the Regulations at this time.

Will there be any changes to the cost of CBT DL196 certificates or fees for trainer qualifying assessments?

We don't have any plans to change the cost of a DL196 certificate at this time although in the future all DVSA fees and charges will need to be reviewed.

Why are the National Standards so important?

The National Standard for Riding sets out what you must be able to do and what you must know and understand to be a safe and responsible rider. The National Standard for Driver and Rider Training is for people who provide training to riders of mopeds and motorcycles. It tells you what you must be able to do to provide training.

Will I have to pass my motorcycle theory test before I can do my CBT?

Requiring riders to pass the motorcycle theory test before taking CBT would need a change in regulations. The consultation seeks views on the most effective way of making sure new riders have the right theoretical knowledge before they ride on the road

Will all this mean CBT typically takes more than one day?

The length of time it takes to complete CBT should vary depending on the rider's skill, knowledge and experience. Whilst most people complete the course in one day people learn more effectively when training is tailored to suit their needs. For some riders this may mean their training is spread over more than a day, although it doesn't have to take longer. For other it may mean they have to do more work on the theoretical aspects of learning to ride before they start on the practical parts. It's important that trainers make sure a trainee can ride safely, unaccompanied before the CBT certificate is awarded.

Annex A Standards Check Form

The Standards Check Form is reproduced on the following page.

Information						
Trainer name		Date	Outcome			
PRN	No of Trainees					
Cert expiry date		Reg No				
Location		Accompanied?	QA (), Trainer (), Other ()			
Assessment						
Lesson			Competence			
Student: Beginner (), Partly trained (), Trained (), FLH New (), FLH Experienced ()			0	1	2	3
CBT Elements: A (), B (), C (), D (), E, On Road Start Time () Finish Time ()			0 No evidence of competence	1 A few elements of competence demonstrated in most	2 Competence demonstrated in all	3 Competence demonstrated in all
DAS & ERS Elements: Theory () On Site () On Road ()						
Lesson Planning for Individuals or Group						
Did the trainer identify the learning goals and needs of the trainee(s)?						
Was the agreed lesson structure appropriate for the experience and ability of the trainee(s)?						
Were the practice areas suitable?						
Was the lesson plan adapted, when appropriate, to help the trainee(s) work towards their learning goals?						
Score for lesson planning						
Risk Management for Individuals or Group						
Did the trainer ensure that all trainees fully understood how the responsibility for risk would be shared?						
Were directions and instructions given to the trainee(s) clear and given in good time?						
Was the trainer aware of the surroundings and the actions of all trainees?						
Was any verbal or physical intervention by the trainer timely and appropriate?						
Was sufficient feedback given to help the trainee(s) understand any potential safety critical incidents?						
Score for risk management						
Teaching & learning strategies for Individuals or Group						
Was the teaching and learning style suited to the level of ability of the trainee(s)?						
Was the trainee(s) encouraged to analyse problems and take responsibility for their learning?						
Were opportunities and examples used to clarify learning outcomes?						
Was the technical information and demonstrations given comprehensive, appropriate and accurate?						
Was the trainee(s) given appropriate and timely feedback during the session?						
Were the trainee(s) queries followed up and answered?						
Did the trainer maintain an appropriate non-discriminatory manner throughout the session?						
At the end of the session - was the trainee(s) encouraged to reflect on their own performance?						
Score for teaching and learning strategies						
Review						
			Yes	No	N/A	
Did the trainer score 7 or less on Risk Management (A 'Yes' response to the question will result in an automatic fail)						
At any point in the lesson did the trainer behave in a way which put you, the trainee(s) or any third party in immediate danger? (A 'Yes' in response to this question will result in an automatic fail)						
Was the assessment of Element 'E' incorrect (A 'Yes' in response to this question will result in an automatic fail)						
Did the trainer fail to comply with any legal requirements? (A 'Yes' response will result in an automatic fail)						
Was advice given to seek further development						
Overall score						
Feedback for trainer						
Examiner			Signature			

Annex B Proposals for revising the qualification process for instructors

There are three stages to becoming certified or qualified as a DVSA registered motorcycle trainer. All trainers are registered through an Approved Training Body (ATB).

Down-trained trainer

These trainers are down-trained at their ATB by a trainer who has qualified as a CBT Certified Instructor. The down-trained trainer may provide CBT courses at the training body they are registered to. They are not assessed by DVSA as part of their initial qualifying process but are subject to quality assurance by DVSA as well as internal monitoring by the ATB.

CBT Certified instructors

Trainers who wish to down-train other trainers or progress to qualify as trainers under the direct access scheme (DAS) have to complete a 2 day assessment at DVSA's Training and Development Centre at Cardington. Successful completion of this assessment allows the trainer to down-train other trainers registered to that ATB. All ATBs must have at least one CBT certified instructor registered with them.

DAS trainers

Trainers who wish to provide training under the Direct Access Scheme (DAS) must first qualify as a CBT certified instructor and then successfully complete a further half day assessment with DVSA to enable them to provide training on motorcycles over 125cc. The requirement to qualify as a CBT certified instructor before undertaking the DAS assessment is to ensure trainers are fully competent at training CBT before they progress on to providing training on larger motorcycles. These trainers are known as DAS trainers.

Proposals

These arrangements have been in place since 1990 for CBT and 1996 for DAS. Whilst they have served their purpose well in that time we see the review of CBT as an opportunity to update and modernise these arrangements so they better suit the needs of the training industry. We believe the majority of trainers only go through the two day CBT assessment to gain access to the DAS assessment in order to become fully qualified trainers and have no need to gain the down-training qualification.

We are considering the following options, which we believe can be introduced without amendments to legislation:

1. To combine the CBT and DAS trainer qualification assessment in to a half or one day assessment that could also form part of arrangements to enable progressive training under the 3rd Directive.
2. Introducing a separate means of qualifying as a down-training trainer.

In the future, further changes could be considered, including:

3. Aligning the motorcycle trainer qualification process with the ADI industry.

This would require legislative change and full consultation. We would also need to consider introducing fees for conducting the assessments. Currently the cost of conducting motorcycle trainer qualification assessments is met by the income derived from CBT DL196 certificates and no separate arrangements exist to recover DVSA's costs on a user pays principal.

We would welcome your views on these proposals.

Annex C Exemplar CBT syllabus

Ridersafe <http://www.nptroadsafety.co.uk/default.aspx?page=11562> has been introduced by the Neath Port Talbot Council with the support of the Welsh Government and delivers training which is tailored for young riders. We consider this is a good example of a client centred course.

Ridersafe is a course of training for 16 – 24 years in line with the Welsh Government Road Safety Framework and is a course of theoretical and practical training designed specifically for new moped and low powered 2 wheel riders. It is divided in three modules.

Module 1

Ridersafe will be offered to first-time riders by approved training providers and incorporates an introduction to the Highway Code and riding safely on the road, prior to their attending Compulsory Basic Training (CBT). Content includes exercises of group discussion where students will be provided with information and discuss attitudes to the prospect of riding powered two wheel machines. They will learn how subsequent behaviour can affect themselves and other road users and their families in the event of a collision. A copy of the Highway Code will be provided for each trainee by the Road Safety Team at this point.

Module 2

Candidates will attend the Compulsory Basic Training course and complete five training modules with an Approved Training Body (ATB). Riders who reach the required standard will be issued with a DL196 certificate which validates their provisional moped/motorcycle licence and permit them to ride, subject to age and licence restrictions, a moped or motorcycle up to 125cc with L plates, unaccompanied. This certificate is valid for two years and will require renewal if no licence is acquired by virtue of theory and practical test pass in this category.

Module 3

Designed to involve the rider after a period of consolidation of their riding skills (2wks –1 mth). Riders will participate in a further course of on road training as a follow on to CBT. The training will provide them with valuable further experience and a specific and realistic action plan for their personal development.

Annex D. Consultation principles

The consultation is being conducted in line with the Government's key consultation principles which are listed below. Further information is available on the Better Regulation Executive website at <https://www.gov.uk/government/publications/consultation-principles-guidance>

If you have any comments about the consultation process please contact:

Consultation Co-ordinator
Department for Transport
Zone 1/29 Great Minster House
London SW1P 4DR

Email consultation@dft.gsi.gov.uk

Consultation principles

- departments will follow a range of timescales rather than defaulting to a 12-week period, particularly where extensive engagement has occurred before;
- departments will need to give more thought to how they engage with and consult with those who are affected;
- departments should explain what responses they have received and how these have been used in formulating policy;
- consultation should be 'digital by default', but other forms should be used where these are needed to reach the groups affected by a policy; and
- the principles of the Compact between government and the voluntary and community sector will continue to be respected.