



Home Office

Crime Reduction & Community Safety Group

Tilley Awards 2008 Application form

Please ensure that you have read the guidance before completing this form. **By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the guidance.** Please complete the following form in full, within the stated word limit and ensuring the file size is no more than 1MB. Failure to do so will result in your entry being rejected from the competition.

Section A: Application basics

1. Title of the project: **BIKESAFE NI**

2. Key issue that the project is addressing e.g. Alcohol related violence: **FATAL AND SERIOUS MOTORCYCLE COLLISIONS**

Author contact details

3. Name of application author: **CONSTABLE BILL HOLDEN**

4. Organisation submitting the application: **ROAD POLICING RURAL**

5. Full postal address: : **ROAD POLICING RURAL Knocknagoney House .29 Knocknagoney Road, Belfast BT4 2PP**

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7. Telephone number: **02838 366109**

Secondary project contact details

8. Name of secondary contact involved in the project: **C/INSP KEN PENNINGTON**

9. Secondary contact email address: **kenneth.pennington@psni.pnn.police.uk**

10. Secondary contact telephone number: **028 90 650222 Ext 44037**

Endorsing representative contact details

11. Name of endorsing senior representative from lead organisation: **ACC J A HARRIS**

12. Endorsing representative's email address: **drew.harris@psni.pnn.police.uk**

13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government covers your area e.g. GO East Midlands: **Not Applicable to PSNI**

14. Please mark this box with an X to indicate that all organisations involved in the project have been notified of this entry (this is to prevent duplicate entries of the same project):

Section B: Summary of application - In no more than 400 words use this space to provide a summary of your project under the stated headings (see guidance for more information).

Scanning:

In the mid 1990's analysis of police accident data showed an upward trend in the number of fatal and serious motorcycle collisions. Motorcycle ownership was increasing, as was the performance, handling and size of the motorcycles. An effective intervention was required, but this was not a problem that police alone could resolve. The trauma of a death ripples out through society through the dealer who sold the bike, to the insurance company who insured it and most importantly a devastating effect on riders and their families.

Analysis:

The attraction of motorcycles and the availability of disposable incomes fuelled the increase in motorcycle ownership. Having the latest machine in your drive became a lifestyle statement. Although the motorcycle has evolved the skills of the riders who use them have not kept pace.

Statistics provide an analysis of the investigation and opinion of the investigator. However they do not tell the whole story.

From statistics a problem profile:

- Males
- Aged 25 - 34
- Cornering
- Excessive speed
- Evenings or weekends
- Single vehicle
- Vehicle emerging.

From stakeholders:

- Lack of rider skill
- Inexperience
- Inadequate instruction
- Accessibility of high performance motorcycles
- Driver's awareness.

Response:

Police having identified the problem determined that a partnership approach was required and approached those parties who were identified as key stakeholders.

The initial partners were:

- Police
- Honda
- Allens Honda,
- Adelaide Insurance
- Blackhorse Motorcycle Finance
- Institute of Advanced Motorists

This partnership developed the Bikesafe Assessment. Working together we identified the key areas where the assessment would be used to target main causation factors in motorcycle collisions. The Bikesafe team has become an extended family with the door always open. BMW, Kawasaki and Bridgestone are 3 new members.

Assessment:

Bikesafe has grown from a local Awareness Day, to Provincewide with links to the National Bikesafe and Bikesafe Ireland. Dealers and other motorcycling outlets now contacting Bikesafe to arrange Bikesafe events.

Motorcyclists involved in collisions stand a significantly higher risk of being killed, particularly when compared to the drivers of other vehicles. Motorcyclists are 30 times more likely to be killed than car users. Subsequently as in other areas of road safety the problem will never solved. New motorcyclists are taking to the road daily, so this is an ongoing project.

Section C: Description of project - Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover, in particular section 12.

SCANNING

In 1995 following a marked increase in the number of motorcycle collisions where riders were being killed or seriously injured, Bikesafe NI was launched. The Royal Ulster Constabulary Road Traffic Accident Statistics Annual Report issued each year, highlighted the problem. Analysis of these reports identified a clear trend towards male motorcyclists, between the ages of 20 and 34 being mostly likely to be killed or seriously injured. Riders involved in collisions stood a significantly higher risk of being killed, particularly when compared to the drivers of other vehicles. Motorcyclists are 30 times more likely to be killed than car users.

Whereas once motorcycles were the only means of transport for certain population groups. Today the majority of bikers have their machines as luxury recreational vehicles, for use at weekends. This change in usage and developments in motorcycle handling, performance, brakes and tyres have resulted in a skills void. The average annual mileage ridden by motorcyclists is now less than 1,500 miles.

Bikesafe was based around a Motorcycle Awareness Day. Allen's Honda in Portadown hosted the event in April 1995. This educational forum enabled them to address potentially life-threatening issues such as training, machine maintenance, protective equipment and rider attitude.

The overarching objective was to use the Bikesafe NI forum to reach as many motorcyclists as possible to educate and upskill them in order to raise minimise the chances of them being involved in a serious or fatal road traffic collision, thereby reducing motorcycle casualties.

The key objectives are:

- Reduce the number of deaths and serious injuries to motorcyclists.
- Increase rider awareness of Road Craft skills.
- Raise motorist awareness as to the presence of motorcycles on the road.
- Improve motorcycle safety through partnership.

It is recognised that the reduction of road traffic collisions involving motorcyclists is finely balanced between enforcement and education, neither one of which on its own, provides a means of solving the problem. Enforcement and education need to run concurrently for greatest effect and publicity.

Other areas identified as issues were,

- Target the resources towards young males (20-34) were identified as the group most likely to die or be seriously injured.
- The qualifying practical motorcycle test is being carried out almost exclusively in an urban environment does not sufficiently test riders in all road environments.
- The majority of motorcycle collisions are occurring on rural roads with cornering, positioning and overtaking skills causing most concern.
- No Compulsory Basic Training (CBT) for motorcyclists. Driving Licences have automatic provisional entitlement for motorcycles, so with 'L' plates displayed and the appropriate legal documentation a person with little or no riding skills or road sense can take to the road.
- Other road users – policing experience supported by information gleaned from Police Collision investigation documentation clearly defined that blame for fatal and serious motorcycle collisions lay equally in two areas. Vehicles emerging from side roads or driveways into the path of the motorcycle and the other involved vehicles turning right.

ANALYSIS

An in depth analysis using the problem triangle highlighted some surprising data. Using PAT provided an important insight into the root causes of the overall problem.

The Offender

Normally in the context of a crime having been committed the offender is the perpetrator of the offence. However within the context of motorcyclists being killed and injured, we arrived at a very different list.

- Other road users – policing experience supported by information gleaned from Collision Reports clearly defined that blame for fatal and serious motorcycle collisions lay equally in two areas. Vehicles emerging from side roads or driveways into the path of the motorcycle and the other involved vehicles turning right.
- Motorcyclists were being involved in single vehicle collisions with cornering, positioning and excessive speed being the primary causation factors. Profiles of the riders involved in fatal and serious injury collisions were changing, showing an increase in the number of more mature riders. This phenomenon had been gathering momentum on the UK mainland, leading to this group being labelled the 'born again' bikers. Basically people usually male aged 35+ who having owned a motorcycle in their youth, were forced to sell it as marriage gave way to children and families. As families matured and disposable income increased they found themselves in the position to be able to afford a motorcycle again. However peer pressure required this machine to be sports orientated, which is where the problems began. The modern machines that the 'born again' riders were taking onto the road bore little resemblance in performance, handling or braking to machines that they had cut their teeth on as teenagers. The evolution of the motorcycle has been immense over the last 20 years, and this group were paying their money and becoming a statistic. A skills' void together with the performance of the machines and the increased overall volume of traffic on our roads has contributed directly to the rise in casualties.
- The system for the licensing and training of motorcyclists - Northern Ireland unlike other parts of the UK does not have Compulsory Basic Training (CBT) for motorcyclists. Northern Ireland Driving Licences come with automatic provisional entitlement to ride motorcycles, so with 'L' plates displayed and the appropriate legal documentation a person with little or no riding skills or road sense can ride on the public road. Furthermore that person can remain a learner for life if they so desire without any requirement for any official intervention or contact. If or when a motorcyclist decides to take the practical motorcycle test, a huge skills gap was identified. The practical on road motorcycle test is carried out almost exclusively in an urban environment. Testing occurs within close proximity of the Test Centre location; hence rider-training schemes are concentrating on providing tuition within this urban environment - almost exclusively on test routes. Police statistics clearly that the majority of motorcycle collisions were occurring on rural roads with cornering, positioning and overtaking skills causing most concern. The problem is further compounded by the fact that no regulations are in place in Northern Ireland governing who can provide motorcycle training. A register of Approved Motorcycle Instructors is in existence but it is not a legal requirement to be on it to instruct. In reality a person could set up a Motorcycle Training School and charge for instruction without holding a full motorcycle licence. The knock on effect for new and inexperienced motorcyclists is that the system is not providing them with the skills required to ride competently.

The Victim

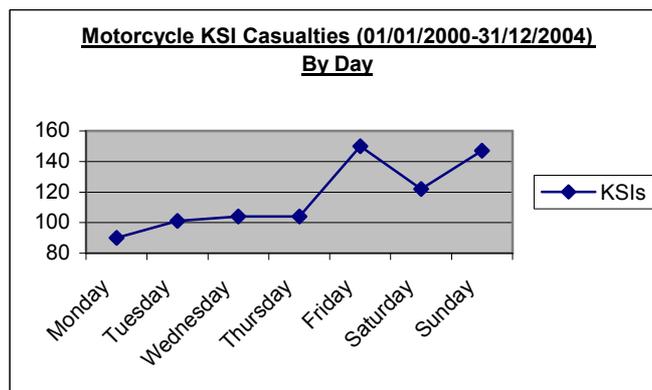
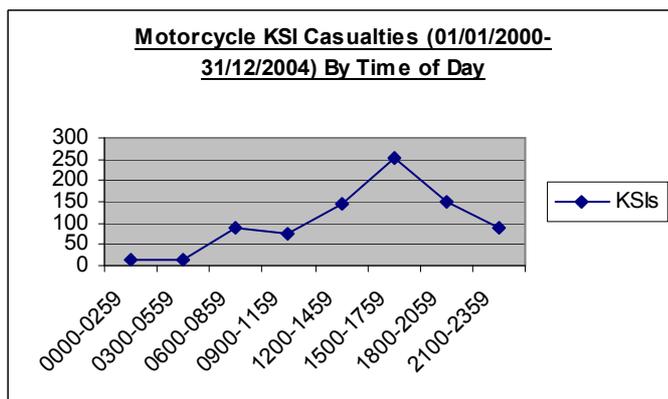
As with the offender, the context in which the victim is categorised is wider than in criminal/anti social scenarios.

- The rider is a victim, as the collision results in them being killed or left with horrific life changing injuries. 96.1% of the victims are males (-http://www.psni.police.uk/motorcyclistsreport_jan_06_final.pdf) with varying degrees of motorcycling experience. Analysis of collision data showed that number of years in possession of a motorcycle licence was no gauge of experience.
- The deceased or injured riders family – left to pick up the pieces and move forward without a key family member or find their lives totally transformed by having a permanently disabled partner or off-spring to care for – for the rest of their natural life. This can cause massive trauma within families.

- The motorcycle industry – consultation with motorcycle dealers confirmed that a fatal or serious crash has a hidden impact. Bikers have a sub-culture that transcends social and family boundaries, they are a close knit group. This has the effect of amplifying any loss within the social circle. A serious incident involving a biker can have the effect of friends and family selling bikes and moving away from motorcycling. Relatives often have to contact insurance companies and brokers. Consultation with Adelaide Insurance highlighted the personal side of them having to deal with family members in such circumstances. The impact can be felt across other elements of the industry including finance, parts, accessories and clothing.

The Location

Location – analysis of statistics and collision reports showed that there were no particular geographic indicators. However a pattern of when the collisions were happening emerged. Evenings and weekends during spring and summer were identified as high-risk periods (see below graphs). Collisions increased at the start of what would be considered the motorcycling season in March and April, after which the figures reduced but were still significant. The early season spate of collisions is caused by skill fade, after bikes have been hibernated during the winter months.



RESPONSE

It became clear early in the initiative, that although a lot of motorcyclists were keen to engage with police, that a void existed between police and the hard core of 'sports bike' riders who were bearing the brunt of the fatal and serious collisions. This 'them and us' attitude provided a challenge, and if Bikesafe were to make a positive impact on motorcycle casualties then a solution was required.

Central to the success of the Bikesafe assessment is the ongoing partnership work with public, private and voluntary agencies.

Honda, through motorcycle racing links and local riders, has a unique link to motorcyclists in Northern Ireland. Following negotiations Honda agreed to provide use of their 'Big Rig' hospitality unit for events (from 1995). This was extended to take in the NW200 Motorcycle Races a number of years later. Honda also undertook to provide a fleet of their latest models each year, which bikers could ride accompanied by a Traffic Branch motorcyclist. The Bikesafe Day in partnership with Allen's and Honda UK that is now hosted in March each year is synonymous with the start of the new biking season. 'Rideouts' accompanied by Police motorcyclists are massively over subscribed every year.

It was recognised that there was a limit on how effective a message from a police officer about motorcycle safety can be. Hence Phillip McCallen local motorcycle-racing superstar in the mid to late nineties and a Honda works rider agreed to champion the Bikesafe message both by attendance at events and through media interviews. The interest of the press in Bikesafe also increased with the support of Phillip McCallen, with numerous features in the press and television. The other very important factor that Phillip McCallen brought to the scheme was credibility, particularly amongst the high-risk category of motorcyclists. This was significant as we then saw an increase in the uptake from this group.

RIGP Finance now known as Blackhorse Motorcycle Finance is the largest provider of motorcycle finance in the UK. Blackhorse agreed to cover the cost in providing a Bikesafe NI leaflet, which would be distributed amongst dealers and other motorcycle outlets. The leaflet provided motorcyclists with information on the assessment, contact details and a detachable application form. A central point of contact was set up to deal and distribute all the applications. Posters were also produced.

Adelaide Insurance is the largest motorcycle insurance provider in Northern Ireland. Adelaide Insurance enthusiastically joined the Bikesafe NI team in 2001. This addition to the team enabled 2 major developments. Through Sam Geddis' direct contact with Insurance Underwriter Equity Red Star, the incentive to riders of a 10% insurance discount for achieving a specific standard on the Bikesafe assessment was negotiated. This was a new initiative which is now commonplace. Secondly Adelaide Insurance undertook to include a Bikesafe leaflet in all correspondence to their customers enabling the Bikesafe message to be taken into motorcyclists' homes. The company also hosts Bikesafe events at its premises.

The Institute of Advanced Motorists is a charity 'Driving Road Safety'. In 1995 the local IAM motorcycle groups were small, but backed by a huge organisation, they saw the benefits for road safety and their membership to join the team. Members attended Bikesafe events province wide providing riders a direct point of contact for advanced motorcycle training. It is proven that people with IAM training are 50% less likely to have an accident.

Through experience of dealing with motorcyclists (and being part of that community outside of working hours) we knew that to tailor an effective intervention or response we had to be both creative and credible. The original Bikesafe partnerships, which had been forged, now required moving forward and embracing a problem orientated partnership approach.

The zero tolerance approach from an enforcement perspective had been considered, and indeed implemented by other police forces in the UK. However consultation with these forces, together with the media headlines this form of response can attract, ensured this option was dismissed. It was recognised that enforcement had a central role to play in casualty reduction but it needed to be focused and carry the support of the vast majority of law-abiding motorcyclists.

Traffic Police use the credibility and standing of the Police Grade 1 Advanced Motorcyclists as the catalyst to encourage the general motorcycling public to see the benefits of taking further training. The style of riding adopted by Police Driving Schools is sought after by many rider-training organisations. Police have developed rider training to a high level. This level of training exceeds by far what is available to the average member of the public. The question was how to proactively reduce the casualties amongst motorcyclists. The Bikesafe Assessment was born.

It is not and should not be within the remit of the police to provide rider training to members of the public. However a scheme was needed to encourage riders to improve their own skills, abilities and judgement. The Bikesafe assessment was set up for all riders but to particularly target young inexperienced riders and the 'born again' riders returning to biking after a period with no motorcycle. The skills area of the assessment focuses on the factors most commonly contributing to motorcycle crashes. Riders are assessed on observation, hazard awareness, overtaking, cornering, braking and positioning. The assessment is designed to have the duration of 1 hour but is flexible at the discretion of the assessing police officer. The assessing officer is always a Grade 1 Advanced Police Motorcyclist, who provides written and verbal feedback to the candidate. Candidates in all occasions are encouraged to seek further training to improve their skills and enjoy safer biking.

The accompanied 'Rideouts' provided an opportunity for Police motorcyclists to engage directly with bikers in a non-conflict environment. The credibility that police motorcyclists have amongst riders is very high due to the training provided to police riders. This was the beginning of the 'them and us' culture being eroded. Bikesafe clearly contributes to the 'education' element of the Road Safety Strategy.

As long as the current system of licensing and training remained unchanged within Northern Ireland, all new riders would learn to pass the test rather than learning to ride their motorcycle. It was decided to approach the problem by having the all the concerns highlighted by the PAT brought before the relevant Government Department, in this case the Driver and Vehicle Testing Agency and the Department of the Environment. Evidence gleaned from the research conducted for Bikesafe NI was compiled into a report and forwarded through official channels. This information resulted in the introduction of CBT being included in the Road Safety Strategy for Northern Ireland 2002 - 2012. In June 2007 a consultation paper on the Introduction of Compulsory Basic Training for Learner Motorcyclists and a Motorcycle Instructor Register was issued.

The DOE are also responsible for funding Road Safety advertising on Television and other mediums. Part of this remit includes the production of advertisements aimed specifically at vulnerable road users. DOE were made aware of the results of our analysis that identified the need for an advertisement aimed at motorcyclists. A new advertisement was produced and launched in 2006.

Honda UK agreed to increase their support to include providing their Big Rig hospitality unit and staff for the NW200. They further agreed to provide Bikesafe NI with a new loan motorcycle each year. The machine provided would be a new Honda CBR1000 Fireblade. This machine is the latest high performance sports bike and very desirable amongst bikers.

Blackhorse Motorcycle Finance agreed to continue to fund literature, but also cover the running costs for the Honda Fireblade. Furthermore Blackhorse were involved in the sponsorship of the North West 200 and motorcycle racer Ian Lougher. Ian Lougher had a number of Isle of Man TT victories and is a very high profile sports person.

The Coleraine and District Motor Club who promote the North West 200 International Road Races joined the partnership. This partnership has grown year on year and has provided police a new avenue to engage all road users. The event attracts 120,000 people on race day alone, with spectators attending from Ireland, the UK mainland and more so in recent years across Europe.

The Garda in the Republic of Ireland have become key partners. It was recognised that the border was a line on a map, which did not influence rider behaviour. Contacts with Garda Traffic Officers on the ground, led to a meeting that was held at Dublin Castle with senior Garda officers. The result of this meeting was that the Garda Bikesafe scheme got up and running and more importantly, adopted the Bikesafe NI logo and system of assessment. This ensured uniformity across the whole island. Cross border events have been held.

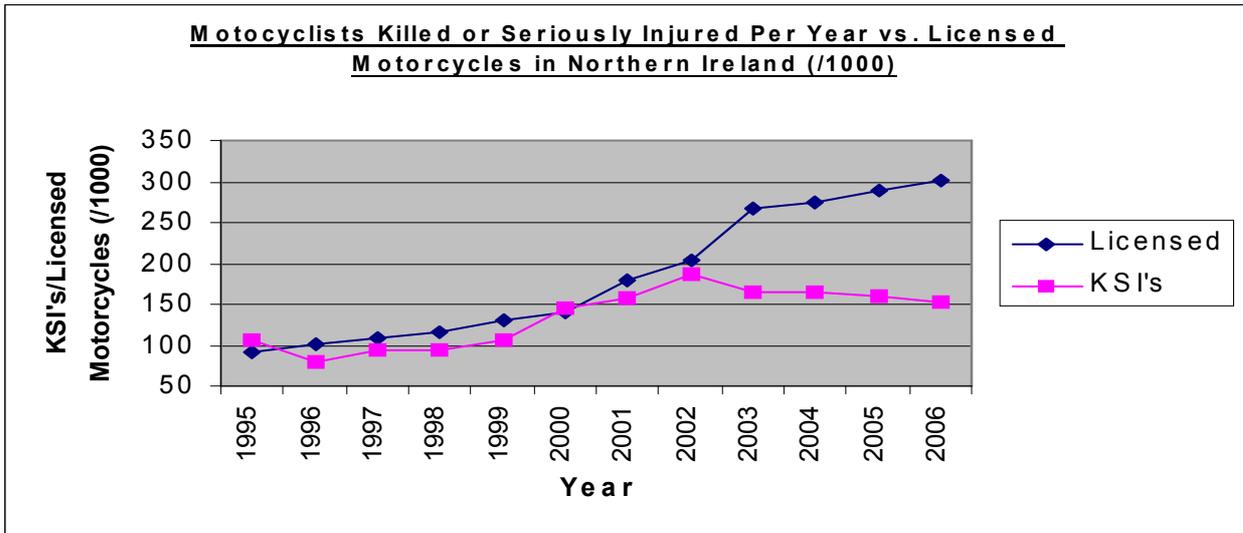


Bikesafe began formally offering free assessments to riders at a time when both ownership and casualties were on the increase. In 2001 when the first records were kept of bikers being assessed there was an up take of 6. A slow start, however those figures increased year on year to a point where 2,172 applications for assessment have been received up to the end of 2007.

ASSESSMENT

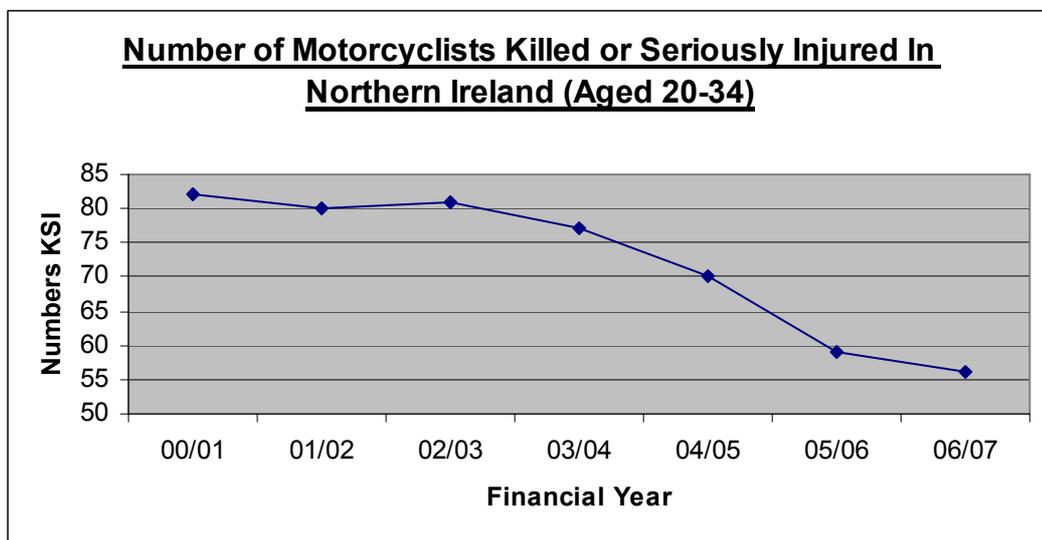
The number of motorcyclists involved in fatal and serious road traffic collisions is significantly disproportionate to usage every year. The motorcycling community in Northern Ireland is significant (See Fig 1 below) and motorcycle sport is deeply engrained within the biking culture. Statistics identify a marked increase in the number of powered two-wheelers licensed in Northern Ireland over the last 10 - 12 years. However the most significant increase has been in the number of machines over 500cc, in reality high performance Superbikes with 1000cc engines. These machines are capable of speeds of almost 200mph with acceleration to match. The weakest part of the package is and always will be the rider.

FIG 1 INDEX OF MOTORCYCLE CASUALTIES AND MOTORCYCLES LICENSED



The number of Motorcycles licensed in Northern Ireland has increased by over 300% from 1995. However motorcycle casualties have not increased in line with the increase in motorcycles on the roads. In fact in 2006 was the lowest number of motorcyclists killed or seriously injured (152) recorded since 2001. It is unknown why there was a peak in 2002, though there has been steady decrease over the proceeding 5 years.

Our main targets when launching Bikesafe were the most vulnerable riders, these being young riders, between the ages of 20-34, who would be deemed less experienced. Evaluation of success in educating these riders can be seen in the graph below.



These figures have been taken directly from PSNI reporting tool Saturn. They clearly show a significant decrease in KSI's of riders in the target age range. These figures in themselves show the importance of the Bikesafe programme. The graph shows a 31.7% decrease from Financial Year 2000/2001 to 2006/2007 or in road safety terms, 26 less motorcyclists being injured per year. Figures for 2007/2008 are not yet available.

In context of all road users, the number of KSI's for any vehicle also showed a decrease though not to the extent of KSI's involving motorcycles. It is also worth noting that whilst KSI's involving motorcycles decreased in 2006-2007,

KSI's overall increased.

PSNI Central Statistics Unit carried out an evaluation of the Bikesafe Scheme in Northern Ireland in 2005. The evaluation provided clear feedback on the scheme. http://www.psni.police.uk/bikesafe_report.pdf. Information taken from the report was used to target public knowledge of Bikesafe that included a higher profile at the local motorcycle shows. A key finding within the evaluation was that of the respondents 97.4% of them used their bike pleasure. Another key finding was that only 1 motorcyclist who had attended the Bikesafe Scheme had died on the roads of Northern Ireland.

99% of respondents would recommend the scheme to other people. This statistic not only shows the success and popularity of the course but also proves that it has credibility in the motorcycling world. On top of this 87.1% of respondents felt that the scheme had made a positive difference to how they ride their bike. When looking back in this report, one of the main objectives was to increase rider awareness of Road Craft skills. This figure suggests that the scheme has delivered that.

Another interesting statistic from the evaluation noted that 83.6% of respondents had seen a recently launched TV advertisement launched by Bikesafe on road safety. 73.0% of these stated that the advertisement was important in creating an awareness of road safety in relation to motorcyclists.

The effectiveness of this advert can be proved by research findings into the motorcycle road safety advertising campaign. They stated,

- 96% awareness of the campaign, with 86% agreeing the campaign makes them think about their safety as a motorcyclist and 86% agreeing they are influenced by the campaign.
- 70% agree they have changed their behaviour following the introduction of the campaign.
-
- Now only 4% strongly agree that, 'as a motorcyclist I believe speeding is a risk worth taking.'
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Evidence that Bikesafe addresses the issue of riders having no CBT can be seen in the NI Road Safety Strategy which states that the implementation of a CBT will be in place by 2012. This followed lobbying of the government by the Bikesafe scheme. In 2006, Bikesafe NI won the prestigious Irish Racer Safety Award, in recognition of the influence that Bikesafe has had on motorcycle safety and rider awareness. Overall feedback to the Bikesafe Northern Ireland has been extremely positive. In conclusion, below are quotes from people who have been involved with Bikesafe NI, who have participated and benefited from Bikesafe. These are the people that we have made a positive contribution towards and intend to continue to do so in 2008 and beyond.



'Well done for the great work Bike Safe has undertaken and we look forward to continuing to work with you' – General Manager – Honda (UK)

'Just a note to say thank you for your help on the Bike safe ride-out. I am sorry that I cannot remember the chaps name who took me out but he was very good and since then I have taken the IAM and RosPA tests for which I

received the Gold Award.' – Kieran Ervine

'I've just returned home from my Bikesafe assessment. I found the "ride out" highly informative and instructional and very enjoyable. To my mind, all motorcyclists should undergo a Bikesafe assessment.' – John Blemings

' I'd just like to thank the PSNI for the course. I recently fell off on oil on a corner and my confidence was shattered. My instructor and the course in general, proved fantastic in restoring my lost confidence. The rideout was great but the feedback I received from my instructor was second to none. I've ridden more in the past fortnight than I did all summer and have rediscovered the fun that I used to get from biking.' – James Graham

State number of words used: 3,887

Section D: Endorsement by Senior Representative - Please insert letter from endorsing representative, this will not count towards your word or 1MB size limit restrictions.

ASSISTANT CHIEF CONSTABLE, CRIMINAL JUSTICE

Tilley Awards
PPSU
4th floor
Fry Building
2 Marsham Street
London
SW1P 4DF

18 April 2008

Dear Madam,

RE: ENTRY FOR TILLEY AWARDS 2008

Bikesafe NI

As nominated Senior Representative for the Police Service of Northern Ireland, I confirm this nomination is factually correct and endorse this entry for the Tilley Award 2008.

Yours faithfully



J A HARRIS
Assistant Chief Constable
Criminal Justice Department

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