



Department
for Transport

Motor Vehicles (Driving Licences) Regulations

Post Implementation Review

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Executive Summary

This document is a Post Implementation Review (PIR) of the Third Directive on driving licences, as far as it impacts upon the business of the Driver and Vehicle Standards Agency (DVSA). There is a separate evidence review for the Driver and Vehicle Licensing Agency (DVLA).

The PIR outlines the policy background, the background to the PIR, the available evidence and the PIR recommendation.

In 2013, the UK transposed the European Directive (Directive 2006/126/EC) into domestic law under amendments to The Motor Vehicles (Driving Licences) Regulations 1999. The Regulations set out the harmonising definitions within EU Member States for vehicle sub-categories and rules on the duration of the validity of a licence. They also introduced minimum standards for driving examiners and driver licensing criteria to ensure that no one can at any one time possess more than one licence issued by an EU or EEA state.

The aims of the changes were to standardise the definitions of vehicle sub categories throughout Member States, reduce road casualties amongst younger motorcyclists by introducing enhanced testing or training options and raising the age for direct access to the largest motorcycles. They also set out minimum standards for driving examiners for Member States. The review assesses a range of evidence concluding that:

- Making amendments to the current categories of motorcycles should be considered;
- Road safety outcomes overall have improved, but these improvements are likely to be from a number of factors and cannot be directly attributed to the transposition of the Third Directive;
- There is evidence to suggest that an unintended consequence of the introduction of the new motorcycle testing regime was dissuading young riders from taking a practical test on the smallest motorcycles (sub category 125cc machines); and
- Consideration should be given to implementing a training option, as allowed by the Directive, to upgrade motorcycle driving licence entitlements.

1. Introduction

The PIR begins by outlining the background to the Regulations, including the regime that existed before their introduction, and the objectives that the Regulations sought to achieve.

The next section describes the background to the PIR itself including the reason it has been carried out, the proportionality assessment conducted to determine the level of evidence sought as well as the research questions and approaches used to fulfil this evidence requirement. The remainder of the PIR provides the evidence gathered. It is structured into four main sections:

- Implementation Evidence: this provides evidence on the implementation of the Regulations.
- Outcome Evidence: this provides evidence on outputs and outcomes linked to the Regulations. It describes the extent to which any changes in outputs and outcomes can be attributed reasonably to the Regulations.
- Economic Evidence: this provides estimates of the actual costs of the Regulations and assesses the level of benefits that would be required to offset these costs.

- PIR recommendation: this justifies the main recommendations derived from the PIR and explains the next steps for the regulation.

On 23 June 2016, the EU referendum took place and the people of the United Kingdom voted to leave the European Union. Until exit negotiations are concluded, the UK remains a full member of the European Union and all the rights and obligations of EU membership remain in force. During this period the Government will continue to negotiate, implement and apply EU legislation. The outcome of these negotiations will determine what arrangements apply in relation to EU legislation in future once the UK has left the EU.

2. Policy Background – Driver Licensing

This section explains the policy background to the implementation of the Third Directive including the legislative background and the changes that resulted from the new Regulations. It aims to give readers the background knowledge needed to understand the rest of the PIR.

2.1 Legislative Background to the Third Directive

The instrument which brought about changes required by the Directive was the Motor Vehicles (Driving Licences) Amendment Regulations 2012 (the “driver licensing Regulations”). These regulations updated the 1999 Regulations (see Executive Summary). Most of the Directive’s requirements were already consistent with GB practice but the most significant changes brought about by transposing the Directive (which impacted upon DVSA business) were:

- A new moped category AM;
- Changes to the size categories of motorcycles, including a new medium-sized category A2;
- An increase from 21 to 24 in the minimum age for motorcyclists wishing to gain direct access to the most powerful motorbikes;
- A new formal test programme for younger motorcyclists wishing to progress in stages to the larger and more powerful machines (prior to the introduction of the Third Directive, unlimited access to all motorcycles was gained automatically after taking a practical test on an 125cc motorcycle capable of 100 kph and holding that category of licence for two years);
- Moving powered tricycles into category A from category B1;
- New minimum standards for driving examiners; and
- A new driving licence category for towing a medium size trailer¹

The Secretary of State for Transport has responsibility for driver training and testing in Great Britain. The DVSA carries out driving tests and oversees the standards for driving examiners within GB. Driver training and testing are matters reserved to the UK Parliament as regards Scotland and Wales.

Legislative responsibility within Northern Ireland is devolved to the Northern Ireland Assembly under the Northern Ireland Act 1998. Responsibility for driver training, testing and licensing within Northern Ireland is with the Driver and Vehicle Agency (DVANI). This review therefore does not cover arrangements in Northern Ireland.

¹ Known in the UK as B96, the UK did not introduce a new test to obtain this category.

In accordance with the implementing Regulations, the states that this Review must be concluded within five years of the Regulations coming into force (19 January 2018) hence the Government has produced this PIR.

There have also been a number of amendments to the driving licence Regulations since 19 January 2013, the most significant of which are listed in **Annex B Main Legislative Changes** (p.30)

2.2 Summary of Principal Changes Brought About by the Directive

The table below summarises the policy regimes in effect before and after the Directive was implemented.

Figure 1: Summary of Principal Changes Brought About by the Directive

Before the Directive	After the Directive
Moped category 'P' two wheeled vehicle up to 50kph. Minimum age 16	Moped category AM, two wheeled vehicle up to 45 kph, category now includes light quads and tricycles (max 4kw power). Minimum age 16.
Category A1 learner small motorcycle, minimum age 17	Category A1 learner small motorcycle, 125cc/11kw maximum power. Minimum age 17. Also includes small tricycles.
Growing entitlement a system whereby riders passing a test on a 125cc motorcycle capable of at least 100kph graduated to full category A entitlement after two years' experience. Minimum age 17	No equivalent measure
N/A	Category A2 medium motorcycle up to 35kw minimum age 19
Category A A motorcycle of unrestricted power. Minimum age 21.	Category A, a motorcycle above 35kw power. Minimum age 21 if taken via staged access, 24 if direct access. Category also includes large tricycles. Staged access is a system where the candidate completes a practical test on a lower powered machine and after two years' experience may take another practical test to gain a higher entitlement.
Category B1 includes all quad types and all powered tricycles	Category B1 only includes quads, tricycles moved into category A.
No equivalent	New practical test to obtain an entitlement to drive a car and trailer, where the Maximum Authorised Mass of the trailer exceeds 750kg but the combination does not exceed 4,250kg weight in total.
Standards for driving examiners. DVSA trained, tested and quality assured examiners.	The Directive formalised in legislation most of the procedures that DVSA already followed, setting out the competences and the minimum standards that examiners must meet, the quality assurance regime and introducing a new periodic training for

Before the Directive	After the Directive
	examiners in order to maintain their driving and examining skills of at least five days within five years.
N/A	Driving entitlements obtained prior to 19 January 2013 were not removed or restricted by the new Directive. However, other changes, in particular those relating to licence validity periods and mandatory medical assessments, applied also to existing licence-holders who required a new licence on or after 19 January 2013.

2.3 Policy Objectives of the Directive

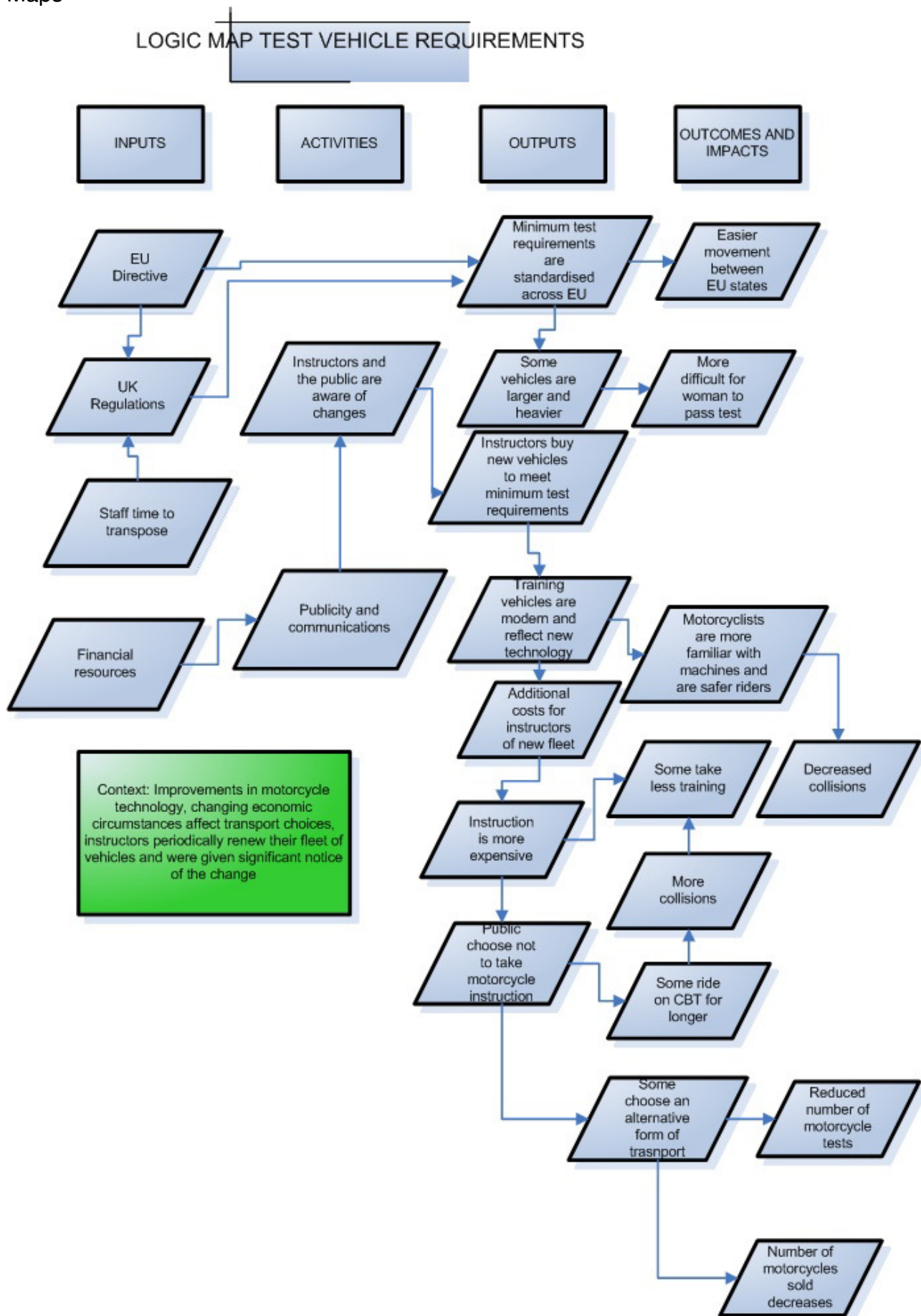
The primary objectives of the Directive were to:

- Reduce the scope for fraud; and
- improve road and driver safety

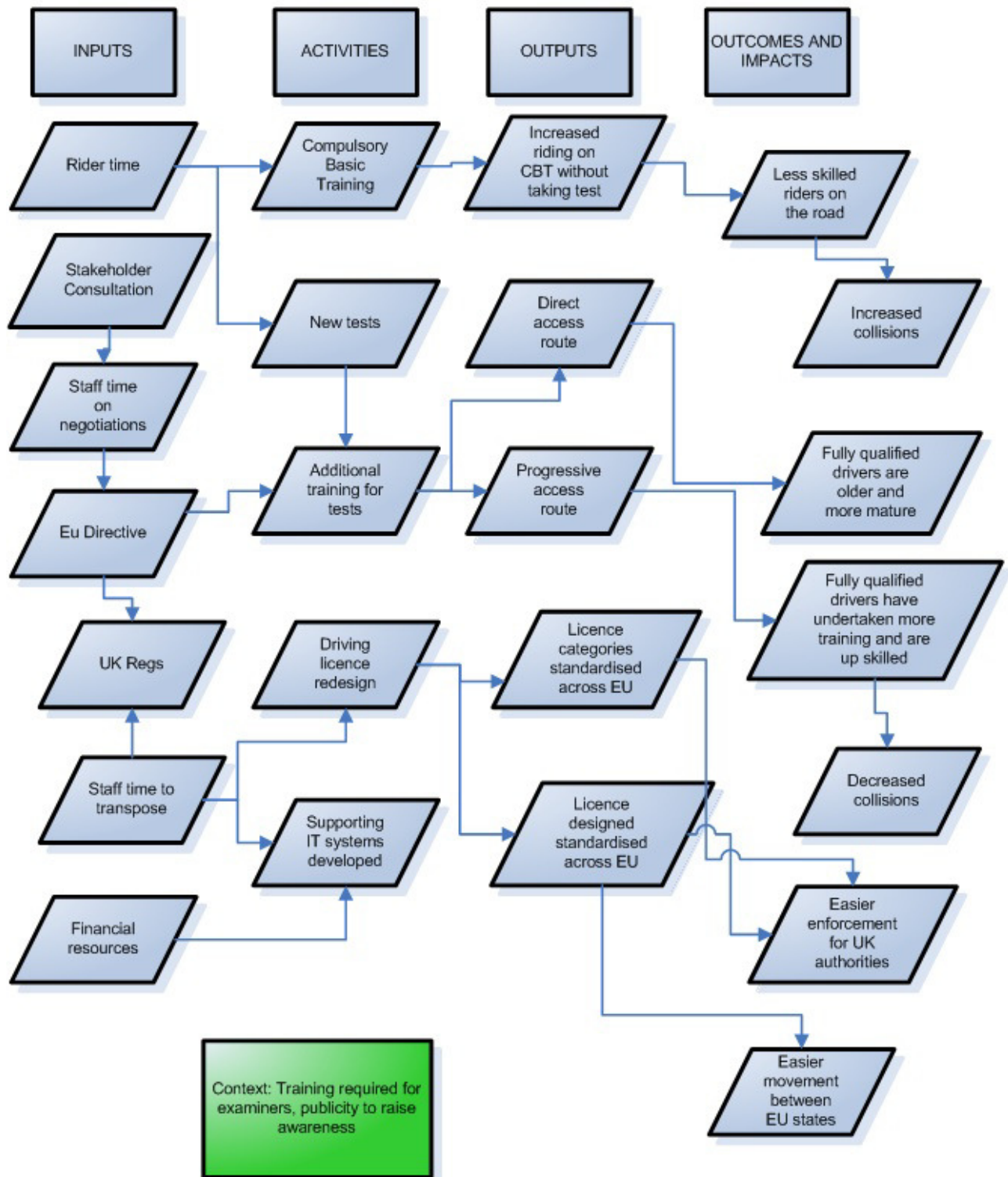
GB did not add any additional objectives to those of the Directive.

The following logic map sets out the assumed causal mechanisms through which implementation of the Directive should contribute to these main objectives. However it is considered that it is too early for implementing Regulations to show any definite influence on road safety. We have included some evidence on possible outcomes on road safety which is mainly informed by anecdotal evidence from the industry. The main documentation such as the explanatory memorandum, impact assessment and the Directive itself do not state when any benefits were expected to materialise. The impact assessment was based on a seven year period beginning in 2015 and ending in 2022. The assumptions in this assessment have not been challenged or amended, so it seems reasonable to assume that significant alterations to driver behaviour regarding improvements to road safety would not develop until after the expiry of this time period.

Figure 1: Logic Maps



Logic Map: Motorcycle Categories



3. Post-Implementation Review Background

This section explains the background to the PIR including the approach taken and the justification for this. It aims to help readers understand the approaches the PIR uses and why these approaches were selected.

3.1 The PIR Requirement

As stated in section 2.1 the requirements for a review were set out in The Motor Vehicles (Driving Licences) Amendment Regulations 2012. This Statutory Instrument included a clause mandating that the driver Regulations were reviewed by 2018.

3.2 Proportionality Assessment for the PIR

This is a low evidence PIR and consequently a low-level of additional evidence has been sought for this PIR. This is because the calculations in the original impact assessment began in 2015 (see section 6). Even if were to consider years 2013 and 2014, work on this review began in 2016 and so three years would not produce a statistically viable set of figures to justify commissioning further studies. We have set out some possible road safety outcomes based primarily on anecdotal evidence in this review but these should not be regarded as conclusive. Primary data on the number of road casualties and driving tests for example, have been utilised in this review. Secondary data, for example, studies on the correlation between the implementation of the Directive and road safety does not exist and in any case as set out above would not be statistically viable within the time scales of this review.

In the case of the arrangements for driving examiners, only a few minor changes needed to be made to current GB practices. The majority of driving examiners are employed directly by the Crown and those that are licensed to operate from a business were already subject to a rigorous quality assurance and assessment regime. Any amendments to the quality assurance, recruitment and assessment of driving examiners as a result of implementation of the Third Directive were generally nugatory and therefore this aspect of the Directive has not been considered in this review in any great detail.

It is also the case that some of the options for additional primary data that could feasibly have been collected would not have improved the quality of evidence to a sufficient extent to justify the additional expenditure.

The original impact assessment estimated the total cost of the Directive, as implemented, at approximately £6.2 million. We consider that the level of detail set out in this PIR reflects the relatively low costs of implementation.

3.3 Identification of Research Questions for the PIR

The main research questions identified for the PIR are outlined in the table below. They were determined both by a review of the PIR template in the PIR guidance and by the development of a logic map for the Directive. The table lists the high-level research questions but the more detailed underlying questions can be found in the logic maps (Fig 1).

Figure 2: PIR Research Questions

PIR Element	Overarching Questions
	Did the implementation of the GB regulations avoid gold plating?
	Which public bodies were involved in implementing the Directive?
	Was the Implementation successful?
	Did the Regulations improve road safety?
	Have the Regulations had any unintended consequences?
Economic Evidence	What were the costs of the Regulations?
	Were there any measurable monetised benefits as a direct result of the Regulations?
	How do these costs and benefits compare to initial estimates?
PIR Summary	Have the Regulations achieved their objectives and are these objectives still valid?
	What is the recommended course of action for the Regulations?
	What will the next steps relating to the regulation be?
	Are there any lessons for impact assessments from this PIR?

3.4 Research Methodologies Used in the PIR

The research methodologies used in this PIR, are described below.

Figure 3: PIR Research Approach

Methodology	Description
Literature Review	The EU Commission will be publishing a review of the Third Directive, the results of this are expected to be published by the end of 2017. We have inputted into this review and considered the evidence they have shared with us.
Stakeholder consultation	<p>The DVSA maintains a regular dialogue with stakeholders such as the Motorcycle Industry Association, Bike Safe, Driving Instructors Association and the Motorcycle Action Group via face to face meetings and social media such as twitter.</p> <p>This means that the main source of stakeholder evidence cited in the PIR is anecdotal. Although it should be fairly representative of stakeholder views there is a relatively low sample size from formal surveys carried out on this subject by the DVSA.</p> <p>Additional sources of information on stakeholder views include:</p> <ul style="list-style-type: none"> - The initial DVSA consultation on the Third Directive. This consultation attracted 489 responses - The published response to consultation by DVSA in March 2010 - Further short informal consultations were carried out which informed minor legislative changes that were introduced from 2013 to 2015 - An on line survey of key stakeholders conducted in August 2016 - Formal consultation on motorcycling by DVSA in March 2015 and December 2016
Primary data analysis	<p>Primary data covering the following topics have been used in the PIR:</p> <ul style="list-style-type: none"> - Information from other Member States - Driving Test Statistics

Methodology	Description
	<ul style="list-style-type: none"> - DVSA Management Information Statistics - Road Accident Statistics - Motorcycle Industry statistics²
Break-Even Analysis	The actual costs of the regulation have been estimated and an assessment of the level of benefits that would be required to offset the estimated costs has been made.

4. Implementation Evidence

This section provides the evidence relating to the implementation of the Regulations. It aims to explain the choices made around implementation, the organisations involved and the extent to which implementation was successful.

4.1 What options were available to GB within the Directive? What choices were taken? How do these choices compare with other Member States?

The principal options that were available within the Directive were as set out over the page.

² It should be noted that there has not yet been an evaluation made at EU level.

Figure 4: Options and Choices within the Directive

Option within Directive	GB Approach	Approach in Other EU States
<p>Moped Category AM</p> <ul style="list-style-type: none"> require applicants to pass a test of skills and behaviour (i.e. a practical driving test) and meet medical standards for accessing this category. introduce a domestic sub-category comprising light tricycles and quadricycles within category AM and impose a distinctive test of skills and behaviour for access to this category, and put a national code on the driving licence to show these restricted entitlements. lower to 14 years or raise to 18 years for the minimum age for a rider in this category. There was also a derogation for Member States to offer entitlement to category AM via the candidate passing a theory test only. 	<p>GB maintained the existing minimum age of 16 years as well as the requirements to successfully complete a CBT course to validate the provisional licence so as to allow the learner to train on the road; and to pass a driving test before obtaining a full moped licence. GB also maintained the requirement for the candidate to successfully complete a theory test before applying for a practical test.</p> <p>Decided not to introduce a domestic sub-category with its own test for light tricycles and quadricycles.</p>	<p>Many Member States lowered the age for access to moped entitlements e.g.</p> <p>FR -14 GE -15 IT – 14 SWE -15 HUN -14</p> <p>Most other Member States apart from Italy which opted for a theory test only to obtain domestic entitlement, opted for, or already had in place a practical test in addition to a theory test in order for a candidate to gain AM entitlement.³</p> <p>A few Member States e.g. Sweden introduced a domestic sub-category with its own test for light quadricycles that fell within the new category AM.</p>
<p>The new EU motorcycle categories category A1 –</p>	<p>GB maintained the minimum age for category A1 at 17, as the Directive sets</p>	<p>Most other Member States opted for a lower age for category A1 (16) and A2 (18)</p>

³ DVSA internet research

Option within Directive	GB Approach	Approach in Other EU States
<ul style="list-style-type: none"> • motorcycles up to 125cc/11kW with a power/weight ratio not exceeding 0.1 kW/kg (including motor tricycles up to 15kW); • a standard minimum age of 16 years, with an option to raise to 17 or 18 years; • a qualifying process involving passing theory and practical tests. <p>category A2 –</p> <ul style="list-style-type: none"> • motorcycles up to 35kW a power/weight ratio not exceeding 0.2kW/kg and not derived from a vehicle of more than double its power; • a standard minimum age of 18 years, with an option to raise to 19 or 20; • those seeking a full category A2 licence having previously held a full category A1 licence for a minimum of 2 years (i.e. progressive access), must demonstrate competence to ride the larger machine via a practical test or approved training; • those seeking a full category A2 licence without previously holding a category A1 licence (ie direct access), or held such a 	<p>out that Member States must impose a two year period between the minimum age for categories A1 and A2, and a two year period between the minimum age for categories A2 and A.</p> <p>The age for A2 was set at 19.</p>	<p>entitlement, category A entitlement was invariably set at 24.</p> <p>Only Belgium set higher ages for access, 18 for A1 and 20 for A2.⁴</p>

⁴ DVSA internet research

Option within Directive	GB Approach	Approach in Other EU States
<p>licence for less than 2 years (ie accelerated access), must satisfy the minimum age requirements for category A2 and pass the relevant theory and practical tests;</p> <p>category A –</p> <p>unrestricted motorcycles above 35kW (including tricycles over 15kW)</p> <ul style="list-style-type: none"> • a standard minimum age of 20 years, with an option to raise to 21 or 22 • minimum age 24 years for direct access • those seeking a full category A licence must satisfy the minimum age requirements for category A, have held a full category A2 licence for a minimum of 2 years (ie progressive access), and demonstrate competence to ride the larger machine via a test or approved training. <p>Member States were permitted to offer training alone as the qualifying event to upgrade a rider's driving licence entitlement, using a suitably sized motorcycle, e.g. A1 – A2. Such an alternative</p>	<p>The age for A was set at 21 (progressive access only)</p> <p>GB raised the minimum age to 24 for direct access to the largest motorcycles in accordance with the Directive.</p>	
	<p>This option is one of the proposals set out in the Modernising Motorcycling Consultation published 30 December 2016. Stakeholder reaction to the</p>	<p>DVSA research has not shown that any other Member State has (yet) implemented a training option as the qualifying event.</p>

Option within Directive	GB Approach	Approach in Other EU States
<p>would involve undertaking at least seven hours of approved training, which included meeting the competences set out for the practical driving test.</p> <p>Category B Member States were allowed to raise the age of access to 18</p> <p>A formal test or a training programme for car and light van drivers wishing to tow a medium-sized trailer, aka the “B96 option”.</p>	<p>proposal was very positive and DVSA are currently exploring how this option can be taken forward.</p> <p>GB maintained the age of 17 as the minimum age for access.</p> <p>GB did not regulate for this option at the time as it was considered that there would be no demand for such a test. The test would be exactly the same as the B +E test but would convey a lower entitlement, for the same cost. It was considered that most candidates would just opt for the higher entitlement test.</p> <p>The DSA (now DVSA) was responsible for recruitment, training and quality assurance for driving examiners and the practices at the time already complied with most of the provisions of the new Directive. The Agency did amend its recruitment practice to reflect the minimum age criterion in the Directive.</p>	<p>Apart from Hungary, all other Member States raised the minimum age for obtaining a category B entitlement to 18.⁵</p> <p>Very few (if any) other Member States have implemented this option, anecdotal evidence was collected at an EU workshop where some Member States participated.</p>
<p>Before a Member State may authorise a person to operate as an examiner authorised to conduct practical tests for licence acquisition, the person must successfully complete a training programme approved for the purpose by the Member State. A minimum periodic training and quality assurance regime was also stipulated.</p>		<p>DVSA research has not been able to ascertain details of the recruitment, training and quality assurance process in other Member States, but as no options were offered regarding implementation of this aspect of the Directive it seems reasonable to assume that a broadly comparable regime to the UK is in place across Europe.</p>

⁵ DVSA research

4.2 Did the implementation of the Directive in GB regulation avoid gold plating?

GB took the least burdensome options that maintained our current practices and afforded drivers and businesses the greatest flexibility.

The arrangements for driving examiners closely mirrored the practices of GB and only a few minor amendments needed to be made to comply with the Directive.

4.3 Which public bodies were involved in implementing the Directive?

There were a number of public bodies involved in implementing the Directive. Their main responsibilities are described below.

- The Department for Transport: The Department for Transport oversaw the implementation of the Directive, helping to co-ordinate between the other agencies involved.
- The Driving Standards Agency
- Driver and Vehicle Licensing Agency (DVLA.)

The DVSA and DVLA carried out the initial consultation (in 2009) covering the options for implementation. This consultation attracted 489 responses, including those of key stakeholders in rider and driver training associations, motorcycle trade associations, and local authorities. These responses were used to inform decisions made by the DVSA and DVLA on how to transpose and implement the Directive.

The DVSA was responsible for raising awareness of the changes to moped and motorcycle licensing and the new criteria for driving examiners.

4.4 Was the Implementation Successful?

Based on the logic models for Motorcycle Categories and Test Vehicle Requirements (Figure 1), successful initial implementation needed to ensure that the arrangements for driver testing and any enforcement issues were in place and that stakeholders had a suitable degree of awareness of the changes taking place.

Testing

DSA already had in place arrangements for practical tests for mopeds and motorcycles. These arrangements were amended to reflect the changes brought about by the Directive and were in place on the date of implementation.

Enforcement

There were no enforcement issues associated with the implementation of the Directive regarding practical driving tests or new standards for driving examiners.

Awareness

DVSA and DVLA were initially responsible for raising awareness regarding the Directive and did this by issuing both informal and formal consultations. For example, the DVSA wrote to over 6,000 stakeholders in 2009 concerning implementation. We can conclude a wide audience was reached as there were articles in the major trade periodicals (Motorcycle News and Motorcycle Monthly), and 1,000+ articles appeared on the internet.

In summary, most of the elements of successful implementation were in place when the Regulations were introduced. Although we have no concrete evidence to this effect we

assume those who were affected were generally aware of the changes. Procedures for testing had already been developed and the necessary IT systems were in place to accommodate the new driving licence categories.

4.4.5 New Standards for Driving Examiners

The DSA was responsible for the vast majority of examiners employed in taking practical driving tests⁶. A small number of other examiners 105⁷ were employed by the Ministry of Defence (MOD), Fire and Police services as well as some bus companies. The DSA already met most of the standards set out in the Third Directive and its systems only required minor modifications to achieve full compliance. Other organisations who employed examiners were regularly inspected by the DSA and were fully informed of the changes.

4.5 Other Implementation Issues

Training Option

As set out in 4.1 above, GB had the option of including a training route to upgrade a candidate's motorcycle licence. A rider would still have to pass a practical motorcycle test at either A1 or A2 level but could then potentially upgrade that category to the next level. A rider would need to undertake at least 7 hours of training that included the competences for riding a motorcycle assessed in the practical test.

At the time of implementation, it was considered unviable financially to introduce such an option, because of such issues as the cost of IT systems and geographic coverage, for example. It was considered unlikely that trainers in sparsely populated or less affluent areas of GB would find it beneficial to their business to provide such a service for a small number of customers, taking into account the extra expense of regulatory compliance and associated costs and therefore access to such training would not be available with any consistency within GB.

However the option of training to upgrade has not been completely discounted by the DVSA and this is one of the options set out in the consultation Modernising Motorcycle Training published on the 30th December 2016. Stakeholder responses were positive so we intend to look at this proposal in more detail now the consultation is completed.

Motorcycle Categories

There were some issues initially regarding the Minimum Test Vehicle (MTV) requirements for motorcycles in category A2 and A. The Directive stated that;

Category A2 must have a cylinder capacity of at least 400cm³ and an engine power of at least 25Kw

Category A must have a cylinder capacity of at least 600cm³ and an engine power of 40Kw.⁸

At the time the models of motorcycle generally available in the UK did not match these requirements with machines approximating this type of power generally only being manufactured to 395cm³ or 595cm³.

This had the effect of candidates training, and presenting for practical test on larger motorcycles than they might have utilised before implementation of the Directive to meet

⁶ In 2009 1,895 examiners; source DSA annual report 2009/10

⁷ DVSA Management Information

⁸ Source Directive 126/2006 EC Annex III

the MTV requirements, for example a 650cm³ machine in order to meet the MTV for category A.

After discussions with the European Commission (EC), this issue was resolved by means of a derogation⁹ whereby a +5cm³/-5cc³ range of cylinder was introduced so allowing, for example, a 595cm³ vehicle to present for test and meet the category A MTV.

This derogation was later set out formally by an amendment to GB legislation.¹⁰

However, there are still issues with the A2 category. Many of the motorcycle trainers use the same motorcycle to present for category A2 and category A tests. A typical example of this is the Honda CBF 600. This machine is a category A in its normal configuration, but can have its power reduced to meet the A2 configuration. Alternatively, some trainers use either a standard or restricted specification 500cc machines to present for the category A2 tests as 400cc machines are not commonly available. It would appear from viewing the manufacturer's web sites that many of them now sell category A2 motorcycles which do not meet the category A2 MTV due to their engine size of less than 400cc, but do have a power range between 20 and 25 kW.¹¹ At time of writing, DVSA is in discussion with the Commission regarding altering the MTV for A2 machines.

There are other amendments to the categories of motorcycles that are set to be introduced by domestic legislation in December 2018 as a result of further amendments to EU legislation.

From the end of 2018 the power output will change to at least 50 kW for category A tests. A minimum kerb weight of 180kg will also apply. Around 28 of the 174 machines (16%) DVSA are aware of will be affected by the change in minimum power. Five of these machines could be considered mainstream training bikes. These machines will not be suitable for presentation at test from the end of 2018. This change is still subject to EU approval.

4.5.3 Car Towing Medium Size Trailer

DVSA asked the views of stakeholders on whether to offer a training option for drivers of cars and light vans towing medium trailers. There was already a practical test in place for drivers wishing to tow heavy trailers, (Category B +E) and in practice any test for a medium trailer would be the same. DVSA therefore proposed not to have a separate test for medium trailers but to continue to offer only the heavy trailer test, which when passed would allow drivers to tow both medium and heavy trailers. The reaction of stakeholders to implement a training option for cars and light vans towing trailers was ambivalent, there was also little support for a practical test in this category.¹² Ministers at the time therefore decided not to include a test or training route to cars towing medium size trailers in the 2013 Regulations.

5 Outcome Evidence

This section provides evidence on the outputs and outcomes potentially related to the implementation of the Third Directive. It aims to give an indication of whether the objectives of the Directive were achieved and whether it can be reasonably concluded that the implementation of the Third Directive played a role.

⁹ Commission Directive 2012/36 EU

¹⁰ The Motor Vehicles (driving licences) Amendment Regulations 2014 SI 613

¹¹ DVSA internet research

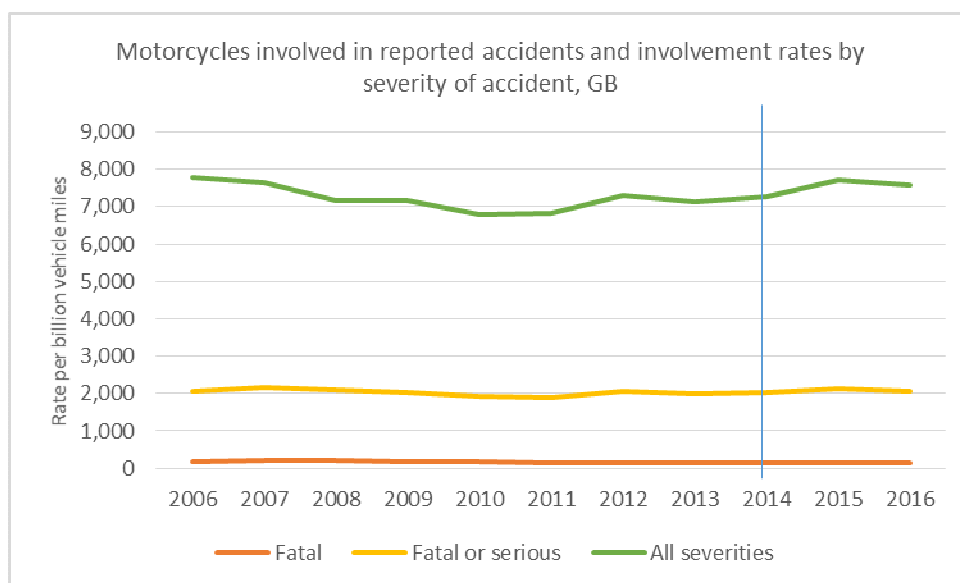
¹² Response To Consultation published June 2010

5.1 How have the Regulations affected road safety outcomes?

The logic models (fig 1) suggested a number of possible road safety outcomes that may have resulted from implementation of the Directive, which are explored in more detail below. Where data on road accidents involving motorcycles has been relatively accessible, graphical analysis has been completed to see if there are any significant deviations in the time-series data trends following the implementation of the Regulations in 2013. Anecdotal evidence has been used to supplement this analysis.

The latest accident statistics show that road traffic casualties overall in GB have fallen since the implementation of the Directive¹³ reflecting a continuation of the downward trend in casualty numbers seen since the early 1990s. Motorcycling fatalities were the only significant road user group to decrease in 2016, the latest figures available. In total 319 motorcyclists were killed during the year, down 13% from 365 in 2015 but roughly compatible with the figures from 2011 before the implementation of the Directive. The number of motorcyclists seriously injured remained the same in 2016.

Figure 5: Motorcycle Accident Rates GB 2006 - 2016



The trends for the rate of all motorcycle accidents per billion vehicle miles (Fig 5) do not highlight any stark deviations after the arrival of the Regulations in 2013.

However, due to the nature of the Regulations, any impact on safety in the short term is more likely to manifest itself in outcomes for younger riders who will be affected by the changes to the testing and training processes relating to category A motorcycles. Most motorcycle tests (historically between 45% - 50%) are taken in the age bracket 17 to 30.

To consider these affected groups within the wider motorcycle population, time series data for accidents (2006-2016) broken down by severity, age group and engine size was obtained. Graphical analysis was completed across each of these categories but again no large deviations from the trend lines were observed. This result is not surprising given the limited ex-post data points available and the wide ranging drivers of road safety outcomes.

¹³ Reported Casualties in Great Britain: main results 2015

5.2 Are Fully Qualified Riders Older & More Mature?

The logic models (Figure 1) suggested that the Regulations could potentially affect the age of motorcyclists because of progressive access and the higher age for direct access to the largest motorcycle category. Anecdotal evidence from the industry suggests that some potential riders may have been discouraged from taking up motorcycling by the changes, or that those in the age bracket 16 to 19 have delayed taking up motorcycling until the age of 24 when they can access the largest motorcycles. Others have stated *'At first it did scare youngsters off, but we find most are eager to get their tests at 19 and then take the progressive access route as soon as the 2 years are up.'*¹⁴

The charts below show the number of tests taken by different age groups since 2010. The data has been indexed to 100 for ease of comparison with the total number of tests taken across these groups. We can see that there has been a drop in tests taken by 17 to 18 and 23 year olds, offset by an increased share of tests completed within the 24 to 30 year old cohorts. These findings indicate that there may have been a modest uplift in the age profile of newly qualified younger riders as predicted by the logic models.

However there has been no sizeable increase in tests taken by drivers at age 24 or in the 25 to 30 bracket. Direct access to the largest motorcycles is first available at age 24 since implementation of the Directive.



¹⁴ Quote from DVSA online survey August 2016

5.3 Have Fully Qualified Riders Undertaken More Training and Are They Up-Skilled?

There is no anecdotal evidence from the industry to suggest that fully qualified riders have undertaken more training or are better skilled. Whilst DVSA holds statistics on motorcycle practical test passes, it does not hold data on those riders who have decided to qualify via the progressive access route. One of the assumptions behind the Third Directive was that young riders would be encouraged to take up to three tests to access larger bikes. This would therefore require more training and lead to much safer riders. Through progressive access, it is possible to move to the highest level of motorcycle at age 21.

However our current system does not record those riders who take the progressive access route to attain the largest motorcycle category, only a test pass is recorded. The only way of ascertaining whether riders have taken the progressive access route is if they have obtained the largest motorcycle category at an earlier age than the direct access age (24). However using the management information available it is possible to identify some of those who must have taken this route and so potentially should be better trained because they have successfully passed a practical test on the largest type of motorcycle between the ages of 21 to 23, as shown in the table below.

Year	Number Of Cat A Tests Ages 21 to 23 ¹⁵
2013/14	19
2014/15	40
2015/2016 ¹⁶	472

The table shows that increasing numbers of riders appear to be engaging in the progressive access route but compared to the overall number of motorcycle tests taken, these numbers are very small, for example there were only a maximum of 472 people taking up this option out of a total of 49,194 tests taken in the year 2015/16. Such a number is not significant. It would be logical to conclude that as yet, implementation has not resulted in riders undertaking more training or being up-skilled.

5.4 Easier Movement Between EU States

We have no evidence to suggest that the introduction of the Regulations has influenced movement between EU Member States.

5.5 More Difficult For Women to Pass Motorcycle Test

In post-test feedback, some female respondents have noted that the size and weight of the minimum test vehicles has made them too heavy to lift and control.

For example, one of the manoeuvres that must be completed on test is manually wheeling the motorcycle from one parking bay to another before putting the machine on its stand. Pushing a heavy machine would obviously be more difficult for a person with a slight build.

However these factors do not seem to be reflected in the pass rate for females as shown in the table below.¹⁷

¹⁵ Data from DVSA management information

¹⁶ To March 2016

¹⁷ Data from DVSA management information

Year	Number of Motorcycle Tests Conducted by Female Candidates	Female Motorcycle Pass Rate (all categories)%
2010/11	4,654	69.8
2011/12	5,292	67.3
2012/13	5,891	68.2
2013/14	3,423	68.4
2014/15	3,983	68

Taking into account this information, it would be logical to assume that there has been no statistically significant effect on the motorcycle pass rate by female candidates as a result of introduction of the Regulations. Although the overall numbers of tests taken by women has decreased (bike sizes notwithstanding), there has also been an overall decrease in the number of tests taken by men. The trend in pass rates would suggest that it is not the size of the bike that is discouraging females from taking a practical test.

5.6 Candidates Spend More Time Riding with only a CBT & Provisional Licence

Anecdotal evidence from the motorcycle training industry has suggested that riders aged 17 to 20 have deferred taking their practical motorcycle test and are instead riding on a provisional driving licence. It is possible for a rider to legally ride an A1 motorcycle (up to 125cc) or moped (45cc) on the road unaccompanied on a provisional licence provided that they have completed a CBT assessment. A certificate is issued to the rider to show that they have successfully completed the assessment. The CBT certificate is valid for 2 years and at the expiry of this period the rider can take the assessment again to continue riding on a provisional licence. However the number of riders who take an A1 test has always been historically low compared to the number of CBT certificates issued as shown in the table below.¹⁸

Year	Sub Category 125cc Tests Passed	CBT Certificates Issued
2011/12	5,058	196,450
2012/13	7,823	193,925
2013/14	2,092	186,425
2014/15	2,382	187,775
2015/16 ¹⁹	3,040	114,825

Although as can be seen from the table above, the number of tests passed in the sub category 125cc has decreased by around 50%, this is not statistically significant compared to the overall number of CBT certificates issued. For example, in the year 2012/13 when the highest number of tests were passed, this only equated to approximately 4% of the CBT certificates issued. In conclusion while there may be more riders who are choosing not to take a test and ride on a CBT/provisional licence, compared to the number of CBT certificates issued there has not been a meaningful increase in this practice since the implementation of the Third Directive.

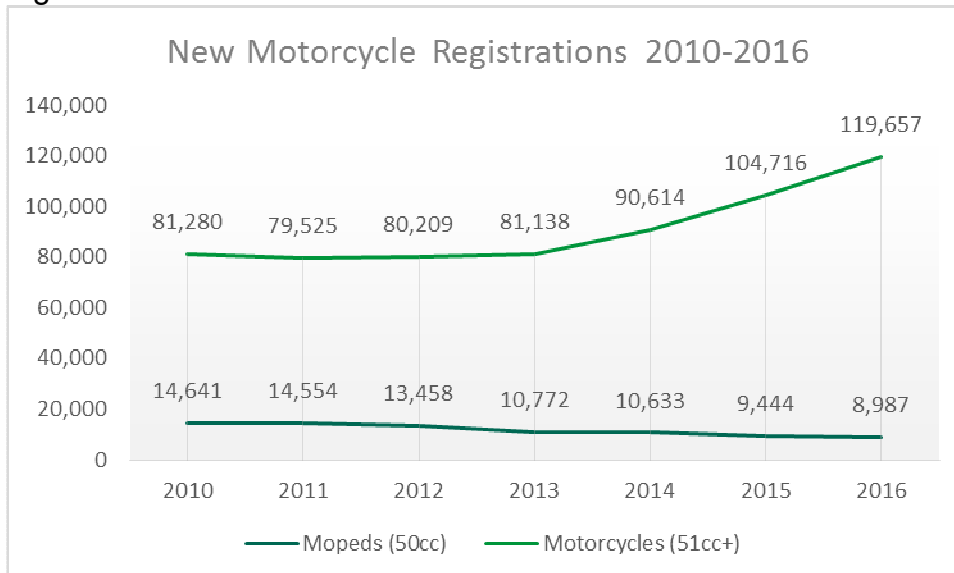
5.7 Have Sales of Motorcycles Been Adversely Affected by the Regulations

¹⁸ Data from DVSA management information

¹⁹ Up to March 2016

Anecdotal evidence from stakeholders has suggested that the number of new motorcycles registered has been affected by the introduction of the Directive, the inference being that fewer people are taking up motorcycling, so sales have decreased. The table below shows the data on new registrations between the calendar years 2010 and 2016²⁰;

Figure 5



The data actually shows that whilst the number of 50cc machines has reduced, the number of motorcycles newly registered has actually increased since the introduction of the Directive. There may be a number of reasons for this trend and the decrease in 50cc machines registered but it would be reasonable to assume from this data that motorcycle sales have not decreased as a result of the Regulations.

5.8 The Cost of Providing Motorcycle Training has Risen Since the Implementation of the Directive

The sample of stakeholders surveyed showed that many consider that costs of training have risen. Training costs vary from region to region within the GB and from trainer to trainer. There are a number of factors that can contribute to the cost of training and obtaining meaningful additional data on this issue would require a disproportionate expenditure of resources. This section therefore utilises anecdotal evidence from a recent DVSA survey of trainers²¹. This survey generated comments such as *'Yes the additional category of bike has increased the cost.'* *'In practice the economic climate and law changes have meant a suppression of the price, significantly lowering profitability and the ability to reinvest.'* And *'Cat A machines are more expensive than those previously required. Also the introduction of A2 meant an increase in the number of machines required which has increased the cost of insurance, Road Fund Licence and depreciation. With so many ATBs selling off their older machines at the same time meant that the value of these machines had fallen.'* In conclusion the anecdotal evidence seems to suggest that costs to trainers have risen.

5.9 Fees paid by the public to access motorcycle training have increased

²⁰ Source Motorcycle Industry Association published New Registration Figures

²¹ August 2016

Stakeholders surveyed were more ambivalent on this issue, with comments including:

- *Costs have grown but cost to the public has not. The mechanics of the two part test (2DLD), the journey times to test centres, and the additional machines became burdensome.*
- *Yes as many would take their test on their own 125cc vehicle and wait 2 years for it to derestrict. However, we are developing a much better standard of riders because of this change, as in most cases they require our bikes to go to test and can't shortcut on the training by going to test independently.*
- *The majority of costs have been borne by the Authorised Training Body (ATB) as there is a ceiling to what can be charged to remain competitive.*
- *This has hit riders aged between 21 and 23 hardest. As they now have to take 2 sets of tests if they wish to ride a larger than 125cc motorcycle.*

Motorcycle training costs do not form part of the RPI or CPI and so it is difficult to find any independent evidence on the fees currently levied in comparison with previous years. However web based research by DVSA on motorcycle training fees coupled with the anecdotal evidence from stakeholders appears to support the view that whilst trainers' costs have increased these costs have not been passed onto the public.

5.10 How have the Regulations affected competition in the industry across the EU?

The logic models did not suggest that the Regulations would affect in any way industry competition across the EU. There are not many vocations which require a moped or motorcycle licence by which the harmonisation of entitlements might have encouraged movement of people across EU borders. Roles that require moped riders for example are typically low paid, part time jobs such as food delivery drivers and are likely to be filled by a younger demographic of citizen who would probably not have the resources to move residence to another EU state. It may be that some migrants would take up a part time role of this type whilst they become established in GB but it is unlikely that this would be a prime motivator in their decision to emigrate.

Motorcycle training is generally localised in each Member State and we have not seen any evidence that the Regulations have encouraged the industry to relocate or set up cross-border training bodies.

The situation is the same for driving examiners conducting practical driving tests, which are normally carried out by each Member State. We have seen no evidence to suggest that practical tests are carried out by one Member State on behalf of another, or a significant increase in people seeking to be employed as a driving examiner as a result of the introduction of the Regulations.

5.11 Have the Regulations had any unintended consequences?

Anecdotal evidence from the motorcycle training industry suggests that the number of the smallest motorcycle category (sub category 125cc) practical tests has fallen dramatically. This category of test was historically taken mainly by people in the age group 17 to 21 and as a consequence of implementation there are fewer young people taking up motorcycling. The table below²² shows the number of tests taken in this category in recent years.

²² DVSA management information.

Year	Sub Category 125cc Tests Taken
2010/11	6,360
2011/12	7,901
2012/13	12,201
2013/14	3,219
2014/15	3,657
2015/16	4,369

This clearly shows that the number of sub category 125cc tests has decreased since the introduction of the Third Directive. It should be noted that prior to the 2013 Regulations, riders would have enjoyed a process of 'growing entitlement', an automatic upgrade to Category A after two years' experience. This option was discontinued on the 19th January 2013 so it is not unreasonable to expect that this explains the disparity in numbers of sub category 125cc tests taken before and after the implementation of the Directive.

5.12 Summary

These sections have reported evidence on outputs and outcomes potentially related to the implementation of the Regulations. The lack of baseline data on some of the key outcomes coupled with the fact many of the outcomes are affected by numerous other factors has made firm conclusions hard to draw. It is, however, fair to say that from the experience of the DVSA:

- Safety outcomes have improved, but improvement has been seen across the board across all vehicle types;
- On balance, the industries views of the effect of the Regulations appear to be ambivalent
- The number of sub category 125cc tests taken has significantly decreased since implementation of the Directive.
- Although there is a popular conception that the number of new motorcycles registered has been reduced significantly by implementation of the Directive this is not actually the case.
- It appears from anecdotal evidence from stakeholders that costs have increased for trainers but these costs have not (yet) been passed onto customers.

6. Economic Evidence

This section provides estimates of the costs. DVSA costs were worked out over a seven year time period because this was consistent with the life of assets purchased, e.g. IT system software for changes to the motorcycle tests. This time line is also the standard period over which we expected IT to operate and cost recovery to take place from fee income before depreciation kicks in and a system refresh is required. We also considered that 7 years provides transparency for customers as it is a realistic time period for the project to show the full impact of operating costs versus any realised benefits.

The seven-year time period started in the 2014/2015 financial year, one year after the Directive was implemented by the Regulations. It was envisaged that this would allow for operating costs and any benefits to be seen over a period of time. For example the costs

and any benefits from progressive access in motorcycles would only begin to be seen in 2015, two years from implementation.

It is therefore difficult to compare with any certainty the actual costs and benefits at the time of drafting this PIR and only the second year of the seven year time period, with the cost/benefits analysis in the original impact assessment.

The impact assessment for the implementation of the Directive quantified the following costs:

- DVLA IT development
- DVSA IT development, including legal costs, communications and staffing
- DVSA operating costs

The analysis also covered the following benefits:

- Road safety benefits – these were based on a speculative assumption that there would be a 1% reduction in the numbers of motorcyclists killed, seriously injured and slightly injured over the 7 years following implementation.

The economic evaluation for this PIR provides estimates of the annual costs of the Regulations based on the outturn data. Although the original IA made some assumptions about the possible road safety benefits, it is difficult to establish a counterfactual and know how many accidents would have taken place without the Directive. Therefore, it is not possible to know what the exact safety impact of the Directive has been. Similarly, there are many factors other than the Directive that would affect road safety.

Taking these factors into account - and that the full costs of implementation to date are not available - we have not carried out any break-even analysis to assess the estimated level of benefits that would need to occur to offset the estimated costs.

6.1 Cost Analysis

The economic evaluation separates costs into categories:

The impact assessment looked at costs to the DVSA. These costs were based on a period of 7 years starting in 2014/15 and were not discounted. They were also based on constant prices and rounded to the nearest £1k based on a 25% increase over baseline.

The actual cost of DVSA implementation in year 0 (2013) was £49,986,739. It should be noted that there would be estimated maintenance costs in years 1, 2 and 3 but these did not manifest. The work undertaken was subsumed in the overall IT costs related to the merger of DSA and VOSA in mid-2013 and the three major re-organisations that followed in the Agency. Any disaggregation therefore, would be extremely complex. In accordance with the nature of this low evidence review, these costs have not been included.

It was found that the original IA overstated the costs in relation to delegated examiners. The figures had included some nugatory costs around the new standards for delegated driving examiners - which would not fall to DVSA - the total for one year being £646.8k.

Rather than attend and pay for a full DVSA course, the delegated examiner industry has taken the majority of any new training required in-house. Most delegated examiners have, in addition to their own training, attended a one-day course at DVSA training establishment

in Cardington. The cost for this day is £98 and last year 93 of the 102 delegated examiners (94.86%) attended. This has not been indicative of a significant loss of income to the industry.²³ .

The actual costs to DVSA and delegated examiners are shown in the tables below;

Delegated Examiners Training Costs

Year	IA estimated costs	Actual costs
2013	£61,880	£7,440
2014	£61,880	£8,820
2015	£61,880	£9,800
2016	£61,880	£9,996 ²⁴

DVSA IT costs

Year	IA estimated costs	Actual costs
2013	£646,800	£49,986,039
2014	£646,800	Not available
2015	£646,800	Not available
2016	£646,800	Not available

²³ Source: DVSA Training Establishment

²⁴ Source: DVSA Training Establishment

7. PIR Recommendation

This section sets out and explains the recommendations resulting from the PIR. It aims to explain the next steps for the regulation and outline any lessons for future impact assessments.

7.1 Have the Regulations met their objectives and do these objectives remain valid?

The primary objectives of the Directive were to:

- Reduce the scope for fraud; and
- Improve road and driver safety

Road safety outcomes overall have improved since implementation of the Regulations but these improvements are likely to be from a number of factors and cannot be directly attributed to transposition of the Directive.

The reducing fraud objective was mainly directed at the drivers licence and is covered in the DVLA evidence paper of this PIR.

7.2 What is the recommended course of action for the Regulations?

We believe that Government intervention is still required given that the objectives of the Regulations remain valid. It is also the case that the UK citizens who wish to drive within the EU could be at a disadvantage if the Regulations were to be removed as their licence entitlements may not be recognised as valid if the UK did not maintain the same standards as other Member States.

However consideration should be given to revising the motorcycle category A2 to better reflect the types of medium sized machines that are generally available in the UK. Consideration should also be given to amending Regulations to allow for a training option to upgrade motorcycle driving licence entitlements.

The recommendation therefore, is that the Regulations remain.

7.3 What will the next steps relating to the regulation be?

The Regulations will be kept under review every five years and stakeholder views will continue to be sought through regular engagement channels.

7.4 Are there any lessons for impact assessments from this PIR?

This PIR has reported evidence on costs and benefits potentially related to the implementation of the Third Directive. The lack of baseline data on some of the key outcomes coupled with the fact that many of the outcomes are affected by numerous other factors has made firm conclusions hard to draw. Future impact assessments should robustly scrutinise estimated costs of goods and services and should set out a clear plan for monitoring and evaluating the Regulations in question, prioritising the collection of baseline data on key costs and benefits of the Regulations.

Annex A: Full Set of Original Research Questions

- Are there less skilled riders on the road resulting in more collisions?
- Are fully qualified riders older and more mature?
- Have fully qualified riders undertaken more training and are up skilled?
- Has there been easier movement between EU states?
- Has it become more difficult for women to pass a motorcycle test?
- Do candidates now spend more time riding on a CBT and provisional licence?
- Have sales of motorcycles have been adversely affected by the Regulations?
- Has the cost of providing motorcycle training risen?
- Have fees paid by the public to access motorcycle training increased?
- How have the Regulations affected competition in the industry across the EU?
- Have the Regulations had any unintended consequences?

Annex B Main Legislative Amendments (to date)

The Motor Vehicles (Driving Licences) (amendment) Regulations 2014, SI no 613 and SI no 3190
 Commission Directive 2013/47/EU

Annex C: Glossary

<u>Item</u>	<u>Definition</u>
DVSA	Driver and Vehicle Standards Agency; note that DSA and DVSA are interchangeable terms use throughout the document.
DfT	Department for Transport
DSA	Driving Standards Agency
VOSA	Vehicle and Operator Services Agency
AM	Moped – two wheeled vehicle capable of less than 50cc, also includes light quads and tricycles
A1	Small motorcycle (sub 125cc)
A2	Medium size motorcycle
A	Large motorcycle
ATB	Authorised Training Body
CBT	Compulsory Basic Training: Compulsory basic training is a course riders usually have to take before they ride a moped or motorcycle on the road. The training makes sure riders can ride safely on their own while practising for a full moped or motorcycle test.

Annex D: Glossary of EU Country Codes

Code	Country
AT	Austria
BE	Belgium
BG	Bulgaria
CY	Cyprus
CZ	Czech Republic
DE	Germany
DK	Denmark
EE	Estonia
ES	Spain
FI	Finland
FR	France
GR	Greece
HU	Hungary
IE	Republic of Ireland
IT	Italy
LT	Lithuania
LU	Luxembourg
LV	Latvia
MT	Malta
NL	Netherlands
PL	Poland
PT	Portugal
RO	Romania
SE	Sweden
SL	Slovenia
SK	Slovak Republic
UK	United Kingdom