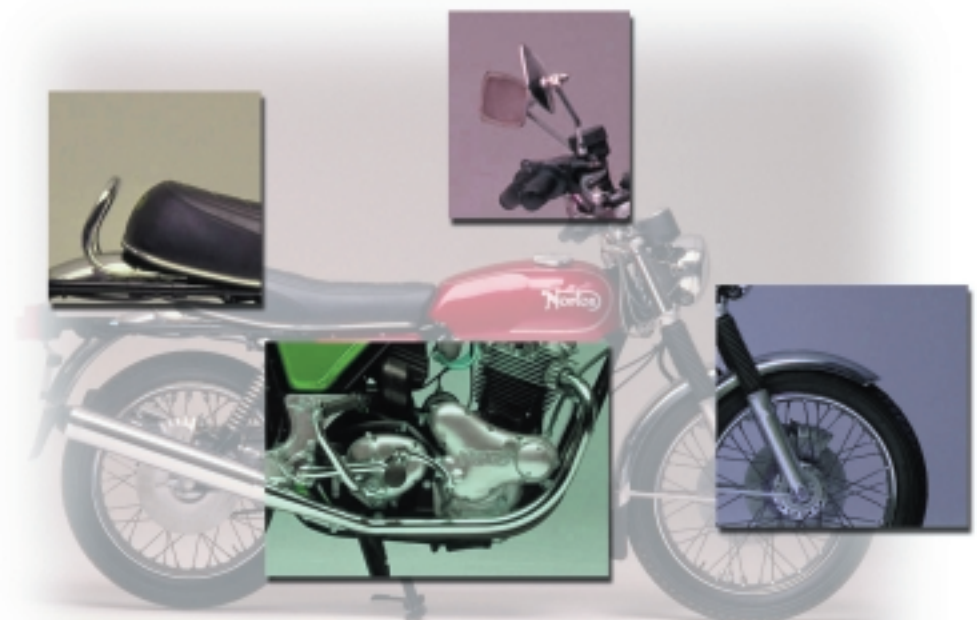


# *Florida Motorcycle Safety Strategic Plan*

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*For the*  
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Safety Office

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## ***Disclaimer***

In 2001, this Florida Motorcycle Safety Strategic Plan was prepared for the State Safety Office, in the Florida Department of Transportation, by the staff at the Center for Urban Transportation Research (or CUTR) at the University of South Florida in Tampa. The recommendations and opinions expressed in this Strategic Plan are those of CUTR's project team and workshop participants. They do not necessarily represent those of the State of Florida, Department of Transportation, State Safety Office, United States Department of Transportation, or any other agency of the State or Federal Government of the United States of America.

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# **Section I: Strategic Plan Overview**

## ***Why was the plan developed?***

The National Highway Traffic Safety Administration (NHTSA) developed a motorcycle safety program assessment process to assist states in determining whether their objectives for motorcycle safety were comprehensive. In February 2000, a multi-disciplinary team of national experts on motorcycle safety conducted a review of Florida's motorcycle safety efforts to identify strengths and provide recommendations to enhance the program.

One of the primary recommendations of the assessment was to develop a comprehensive Florida Motorcycle Safety Strategic Plan that addressed the issues of rider training, impaired riding, helmet and protective gear use, unlicensed riders, and motorist awareness.

The State of Florida contracted with the Center for Urban Transportation Research (CUTR) at the University of South Florida (USF) in Tampa to assist with the development of the Florida Motorcycle Safety Strategic Plan. The Plan, developed cooperatively with the Florida Department of Transportation (or FDOT), the Department of Highway Safety and Motor Vehicles (DHSMV), and motorcycle safety interest groups throughout the state, contains goals, strategies, and initiatives to address motorcycle safety issues. The Plan can be used to determine if programs and activities directed toward improving motorcycle safety are effective and that future resources are appropriately allocated. Moreover, the plan will be used to evaluate the progress and results of the State's motorcycle safety program.

## ***How was the Plan developed?***

Several steps were taken to develop a statewide Motorcycle Safety Strategic Plan. First, researchers conducted a literature search and gathered references from the Internet and the State University Library on how to develop strategic plans. References included texts on how to develop a strategic plan and examples of Strategic Plans.

Next, researchers contacted 44 state motorcycle safety coordinators via email and/or by telephone to determine states with existing strategic plans for motorcycle safety. Although most states do not have a formal strategic plan, Colorado, Arizona and Missouri were in the process of developing plans. States with plans were reviewed but found to be not very comprehensive in nature. Nevertheless, they were utilized, where applicable, as guidelines for the project.

Finally, key stakeholders concerned with improving motorcycle safety including the FDOT, the DHSMV, the Florida Department of Health (FDOH), law enforcement, local agencies, enthusiast clubs/groups, dealers, and educators were identified and invited to participate in a strategic planning workshop.

## ***Who Participated?***

Mr. Greg Smith, of the Florida Department of Highway Safety and Motor Vehicles (DHSMV), and Mr. Eugene Hall, of the Florida Department of Transportation (FDOT), helped develop a list of key motorcycle stakeholders in the state (see Table 1). These organizations were identified and selected because of their interests and known expertise in issues related to motorcycle safety.

Stakeholders were invited to share their expertise at a one and one-half day strategic planning workshop held April 17-18, 2001 at CUTR where they helped to prioritize motorcycle safety issues and identify goals, objectives, and strategies specific to the issues.

Table 1. Listing of organizations invited to attend the motorcycle safety strategic planning workshop.

Organization	Acronym
ACE Motorcycle Safety, Inc	
American Bikers Aiming Toward Education, Inc.	ABATE (of Florida)
Center for Urban Transportation Research	CUTR
Florida Department of Health	FDOH
Florida Department of Highway Safety and Motor Vehicles	DHSMV
Florida Department of Transportation	FDOT
Florida Gulf Coast Harley Owners Group	HOG
Florida Highway Patrol	FHP
Florida Motorcycle Dealer's Association	
Florida Safety Association	FSA
Gold Wing Road Riders Association	
Harley-Davidson Motorcycle Company	
Hillsborough County Sheriff's Department	HCSD
Motorcycle Rider Education of Clearwater, Inc.	MREC, Inc.
Motorcycle Training Institute, Inc.	
Personal Motorcycle Safety	

### ***How is the Plan organized?***

The Strategic Plan is divided into several sections. Following this brief overview, the Plan outlines the major trends influencing motorcycle safety in Florida such as population, registration, and license trends. Next, the Plan discusses significant motorcycle safety issues associated with motorist awareness, impaired riding, protective gear use, improperly licensed riders, and rider education and training. Section Four presents the mission statement and goals developed during the strategic planning workshop, identifies potential partners to help address the issues and implement the plan, and identifies potential resources available to achieve the plan goals. The section also includes recommended strategies and initiatives for each of the issue areas. The Plan concludes with a discussion on plan implementation, monitoring, and evaluation.

### ***Who can use the Plan?***

Because this is a strategic plan related to motorcycle safety, it may be perceived that the only relevant audience for this document would be those people who deal directly with motorcycles and their riders. This small group may include motorcyclists, members of law enforcement agencies, and state agencies. However, this Plan was written with the potential of reaching broader audiences including:

- motorcycle users
- motorcycle dealers, clubs, and organizations
- motorists
- state and local agencies
- law enforcement agencies
- schools and universities
- senior citizens
- members of the youth market

- legislators
- restaurants/bars/entertainment establishments
- insurance industry
- healthcare
- tourists/visitors that rent motorcycles/vehicles

### ***How can the Plan be used?***

The Florida Legislature, with consent from the Governor, is responsible for enacting and rescinding all laws related to motorcycle operation, training and safety. Ultimately, whenever any legislation is under consideration, the Legislature receives input from interested parties on both sides of an issue.

This strategic plan was not prepared to influence past laws, nor is it designed to create new legislative initiatives for motorcycle safety. Rather, it is designed to outline proactive approaches that can be employed by all interested parties to create a safer environment for all Floridians, including motorists, motorcyclists, pedestrians and bicyclists. As a result, the partners, audiences, and strategies identified and targeted in this Plan create opportunities for future programs to achieve a specified set of goals. Ultimately, if this plan is implemented in its entirety, the goal of continued declines in motorcycle injuries and fatalities in Florida will be achieved regardless of the status of future laws that come before the Legislature.

## **Section II. Trends Influencing Safe Motorcycling**

Because the issues related to motorcycle safety do not exist in a vacuum, isolated from outside influences, it is important to gain an understanding of the trends and circumstances under which individuals, motor vehicles, and motorcyclists operate.

Several trends may influence the incidence of motorcycle crashes and injuries in Florida. For example, increases in the number of people residing in Florida may lead to more motorcycles on the road. These trends may suggest that motorcycle injuries and fatalities may continue to rise in the future. On the contrary, advances in educating and training motorcyclists may help to counter the increasing numbers of motorcyclists involved in crashes. The following discussion explores trends as they relate to crashes, population, motor vehicle registrations, driver licenses, motorcycle endorsements, and rider training and education which may affect motorcycle safety in the state.

### **What are the motorcycle crash trends?**

During the later 1990's in the United States, motor vehicle-related injuries were the leading causes of death for individuals that were from 6 to 27 years of age. Of the 41,471 people that were killed in motor vehicle crashes in the United States in 1998, 2,284, or 5.5%, were motorcyclists. According to the National Highway Traffic Safety Administration (NHTSA), on a per vehicle mile basis, a person traveling by motorcycle is approximately 16 times more likely to be involved in a fatal crash and approximately 4 times more likely to be injured in a crash than an automobile passenger (NHTSA, 1996).

In 1989, motorcyclists were involved in 6.2% of all fatal crashes in Florida, even though they represented only 1.7% of the state's licensed drivers. In the 9 years prior to 1989, there were 2,084 motorcyclists killed on Florida's roads. That is an average of 232 fatalities per year. Although motorcycles in Florida have recently represented only 2% of all registered vehicles, motorcyclists are involved in 6% of all fatal crashes, 3% of injury crashes, and constituted 7% of all incapacitating injuries (NHTSA, 1996). In 1997, there were 163 motorcycle riders and 9 passengers killed in traffic crashes, representing 6.1% of all fatalities in crashes (FDOT, 1999). In the nine years since the establishment of the Motorcycle Safety Education Program (MSEP) in Florida, there have been 1,487 motorcycle riders killed in Florida. This is an average of 165 fatalities per year. While these trends show a reduction in the number of motorcycle-related fatalities of 28.9% from the pre-1989 average, motorcyclists continue to be over-represented among traffic crash fatalities in Florida.

For example, in 1998, the total number of motorcycle crashes in Florida was 4,325, or 1.8% of all traffic crashes. In the same year, the total number of motorcycle riders and passengers killed was 173, or 5.5% of all motor vehicle fatalities. A total of 3,820 motorcyclists, or 1.6% of all motor vehicle injuries, were injured in Florida. Of these injuries, 27% were observed not to be wearing helmets (NHTSA, 2001a).

Tables 2 and 3 present the trends in fatalities and injuries sustained from motorcycle crashes for the period between 1988 through 1998 for the US and Florida. Overall, the fatality rate per 10,000 registered vehicles in Florida has consistently outranked the US averages.

Table 2. Motorcyclist fatalities and injuries and fatality and injury rates in the United States, 1989-1998.

Year	Fatalities	Injuries	Registered Vehicles	Fatality Rate <sup>1</sup>	Injury Rate <sup>1</sup>	Vehicle Miles		
						Traveled (in millions)	Fatality Rate <sup>2</sup>	Injury Rate <sup>2</sup>
1989	3,141	83,000	4,420,420	7.1	189	10,371	30.3	805
1990	3,244	84,000	4,259,462	7.6	198	9,557	33.9	882
1991	2,806	80,000	4,177,365	6.7	193	9,178	30.6	876
1992	2,395	65,000	4,065,118	5.9	160	9,557	25.1	681
1993	2,449	59,000	3,977,856	6.2	149	9,906	24.7	600
1994	2,320	57,000	3,756,555	6.2	153	10,240	22.7	561
1995	2,227	57,000	3,897,191	5.7	147	9,797	22.7	587
1996	2,161	55,000	3,871,599	5.6	143	9,920	21.8	557
1997	2,116	53,000	3,826,373	5.5	137	10,081	21.0	526
1998	2,284	49,000	3,879,450	5.9	126	10,260	22.4	477

<sup>1</sup> Rate per 10,000 registered vehicles.

<sup>2</sup> Rate per 100 million vehicle miles traveled.

Source: Traffic Safety Facts 1999-Motorcycles, National Highway Traffic Safety Administration, 1998

Table 3. Motorcyclist fatalities and injuries and fatality and injury rates in Florida, 1989-1998.

Year	Registered Motorcycles	Fatalities	Injuries	Fatality Rate <sup>1</sup>	Injury Rate <sup>1</sup>
1989	192,564	189	5,926	9.81	307
1990	186,551	190	5,728	10.18	307
1991	180,937	155	5,066	8.57	279
1992	182,141	157	4,727	8.62	259
1993	188,236	179	4,603	9.51	244
1994	192,941	152	4,399	7.88	228
1995	198,403	164	4,181	8.27	210
1996	209,818	138	4,158	6.58	198
1997	222,254	163	3,927	7.33	176
1998	229,684	158	3,820	6.88	166

Notes: Includes mopeds, and 2-wheeled, motorized scooters

<sup>1</sup> Rate per 10,000 registered vehicles.

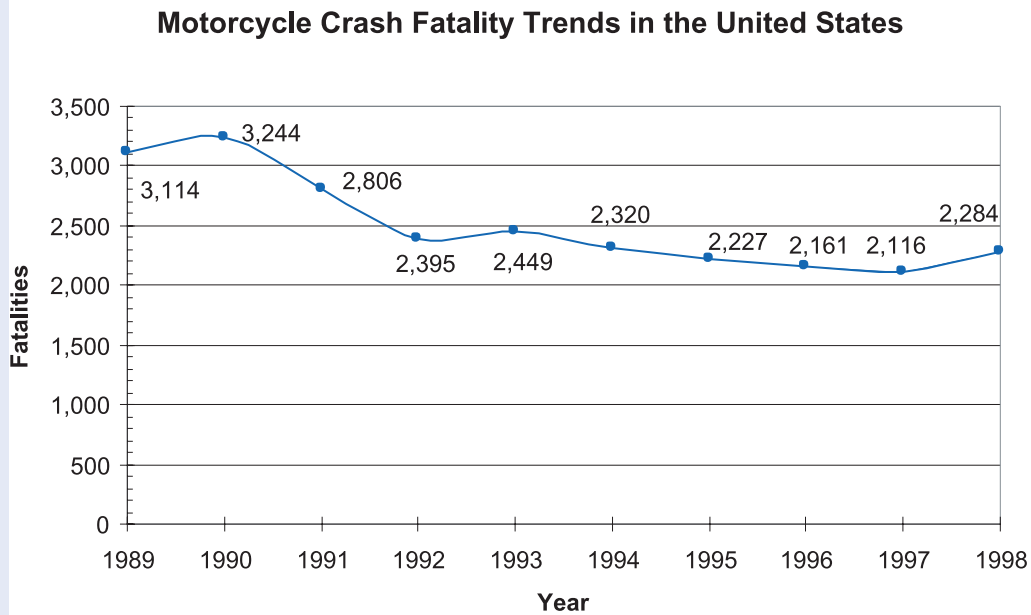
Source: Florida Department of Highway Safety and Motor Vehicles, Office of Management and Planning Services, Statistics, 2001

Figures 1 and 2 present the motorcycle crash fatality trends in the US and Florida for the period between 1989 and 1998. The US data show a decrease of 830 fatalities, or 26.7%, for the 10-year period from 1989 through 1998. The data for Florida indicates that there were 189 motorcycle-related deaths in 1989, compared to 158 fatalities in 1998. While an overall decline of 16.4% is impressive, it still lags behind the 27% reduction experienced at the national level.

Injury trends sustained from motorcycle crashes in the US and Florida during the time period between 1989 and 1998 are presented in Figures 3 and 4. Similar to fatality trends, the percentage reduction in motorcycle injuries experienced at the national level outpaced reductions experienced in Florida, 41.0% versus 35.5% respectively.

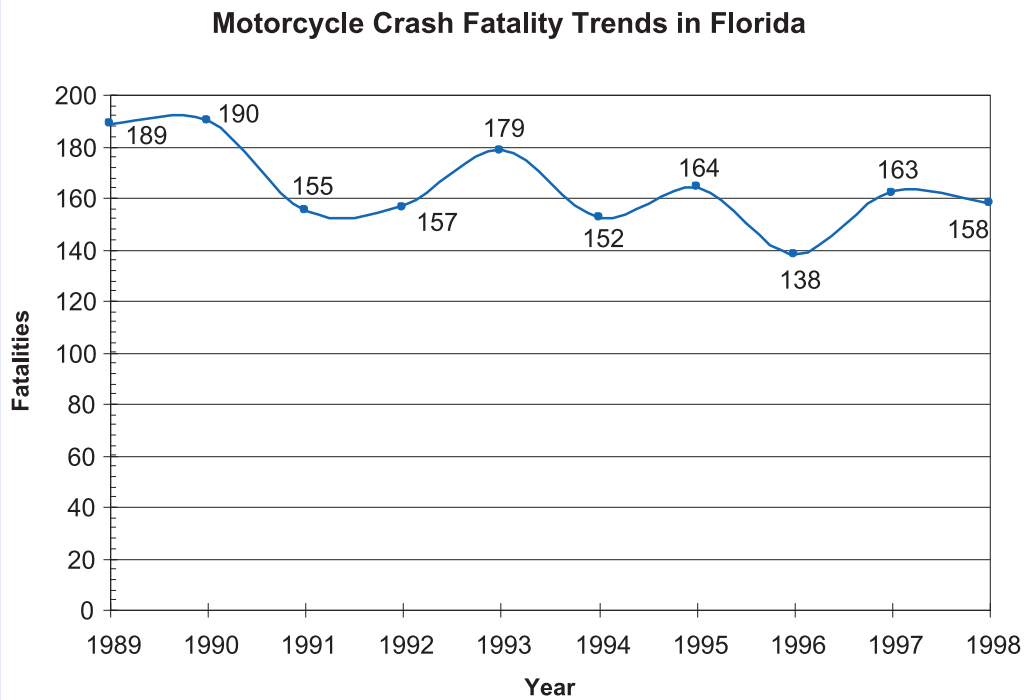
Although the data indicate that fatalities and injuries related to motorcycle crashes have declined in both Florida and the US, it should be noted that the majority of all incidents and/or crashes involving a motorcycle results in

Figure 1. Motorcycle crash fatality trends in the United States, 1988-1998.



Source: *Traffic Safety Facts 1999-Motorcycles*, National Highway Traffic Safety Administration, 1999.

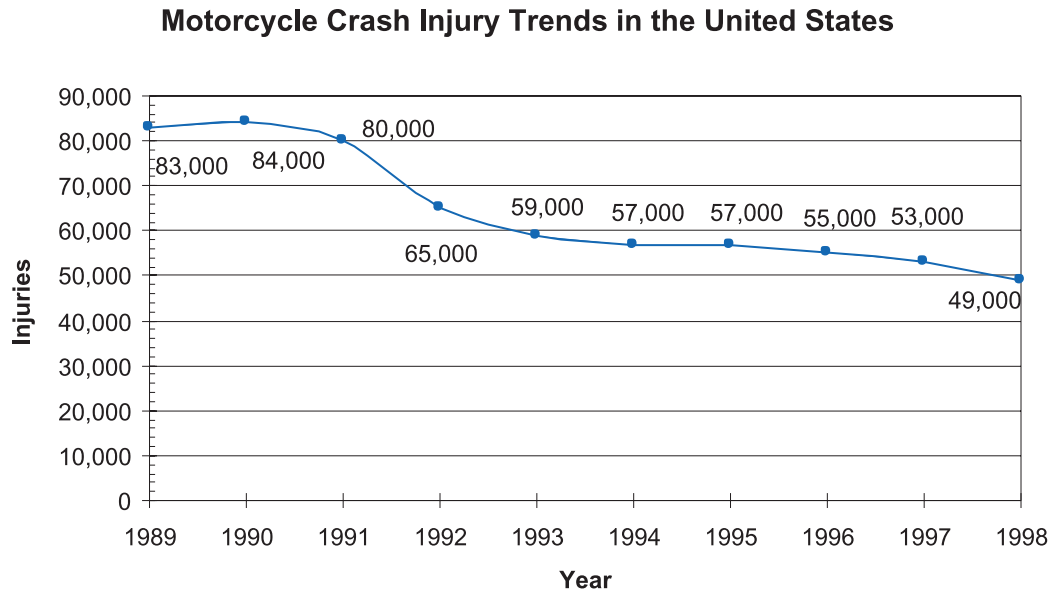
Figure 2. Motorcycle crash fatality trends in Florida, 1989-1998.



Source: *Florida Department of Highway Safety and Motor Vehicles, Office of Management and Planning Services, Statistics, 2001*

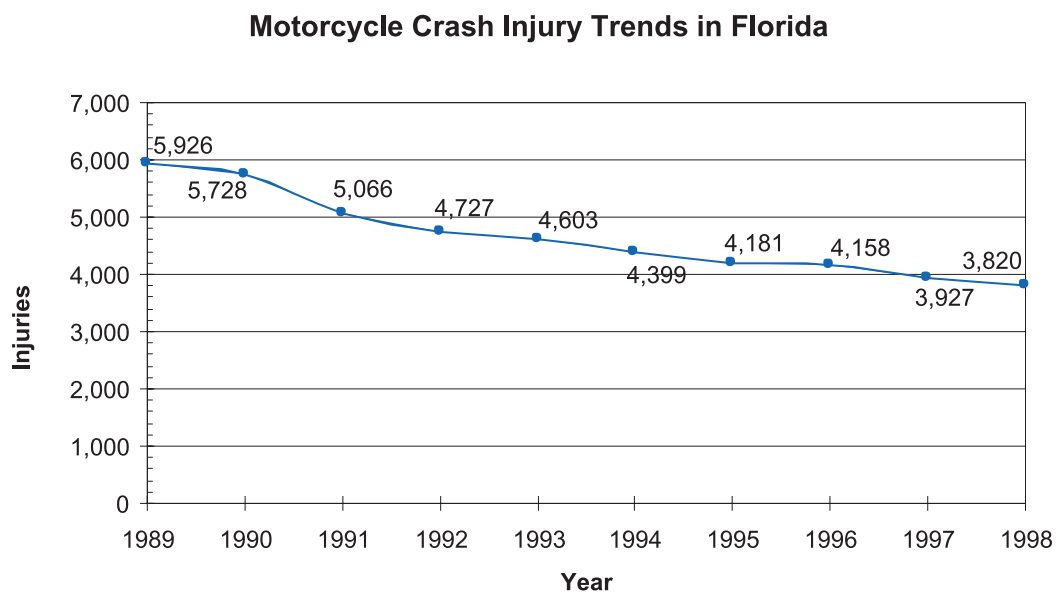
either an injury or fatality. This is not true of incidences involving automobile crashes, wherein safety features such as passenger restraint systems, collapsible automobile body panels and steering columns, supplemental restraints, and anti-lock brake systems have reduced the number of injuries and fatalities among automobile operators and passengers.

Figure 3. Motorcycle crash injury trends in the United States, 1989-1998.



Source: *Traffic Safety Facts 1999-Motorcycles*, National Highway Traffic Safety Administration, 1999.

Figure 4. Motorcycle Crash Injury Trends in Florida, 1989-1998.



Source: *Florida Department of Highway Safety and Motor Vehicles, Office of Management and Planning Services, Statistics, 2001*

## What are general population trends in Florida?

According to the United States Bureau of the Census, nearly 16 million people lived in Florida in 2000. This increase of 3,044,452 people, over the 10-year period, from 1990 to 2000, indicated a 23.53% growth rate in Florida's population (see Table 4). About 85% of Florida's population lived in urban areas. Nearly a quarter of the population was under 18 years of age, 57% was between the ages of 18 and 65, and almost 19% was over the age of 65 (U.S. Bureau of the Census, 2000). The general trend in population for the last 20 years may be found in Table 4.

Table 4. Population trends in Florida, 1980-2000.

Year	Population	Percentage change from previous decade
1980	9,746,324	43.55%
1990	12,937,926	32.74%
2000	15,982,378	23.53%

Source: United States Department of Commerce, Bureau of the Census, 2000.

## What are motor vehicle registration trends?

As Table 5 indicates, the number of all vehicles, including automobiles, and those classified as motorcycles, increased by 287,385 over the 10-year period from 1989 through 1999. That is a general increase of 3.67% for all motor vehicle registrations in Florida. Similarly, the number of vehicles classified as motorcycle increased, but by a much higher percentage of 19.28% for the period. As these trends show, the number of motorcycles on Florida's roads has increased dramatically in recent years.

Table 5. Motor vehicle registrations in Florida, 1989-1999.

Fiscal Year	Passenger Cars	Percentage change from prior year	Motorcycles	Percentage change from prior year	Motorcycles as a percentage of total vehicles	Total
1989-1990	7,642,440	n/a	192,564	n/a	2.458%	7,835,004
1990-1991	7,830,628	2.462%	186,551	-3.123%	2.327%	8,017,179
1991-1992	7,654,349	-1.138%	180,937	-1.528%	2.309%	7,835,286
1992-1993	7,187,584	-3.145%	182,141	0.332%	2.471%	7,369,725
1993-1994	7,239,384	0.359%	188,236	1.646%	2.534%	7,427,620
1994-1995	7,390,928	1.036%	192,941	1.234%	2.544%	7,583,869
1995-1996	7,449,341	0.394%	198,403	1.396%	2.594%	7,647,744
1996-1997	7,614,295	1.095%	209,818	2.796%	2.682%	7,824,113
1997-1998	7,728,797	0.746%	222,254	2.878%	2.795%	7,951,051
1998-1999	7,892,705	1.049%	229,684	1.644%	2.828%	8,122,389
<b>Total Increase</b>	<b>250,265</b>	<b>3.27%</b>	<b>37,120</b>	<b>19.28%</b>	<b>12.92%</b>	<b>287,385 (3.67%)</b>

Includes automobiles, Sport Utility Vehicles (or SUV's), and mini-vans. Includes motorcycles, mopeds, and 2-wheeled, motorized scooters. Does not include mopeds, and 2-wheeled, motorized scooters.

Source: Department of Highway Safety and Motor Vehicles, 2000.

## What are the trends in driver licenses?

Since 1998, the number of licensed drivers in the State of Florida increased from 13,142,253 to 13,673,200 (DHSMV, 2001a). This is an increase of nearly 530,950 drivers, or about 4% of the total number of drivers in Florida. For the same period, about 6.5% of those drivers were issued original licenses (DHSMV, 2001a). These individuals could be new and inexperienced motorists or drivers from other states obtaining a license in Florida.

## What are the trends in motorcycle endorsements?

The State of Florida requires all 2- and 3-wheeled motor vehicle operators to obtain a license or endorsement to operate these vehicles. A motorcycle endorsement and a motorcycle license are similar. A motorcycle endorsement is issued to current license holders, while a motorcycle license is issued to first-time motorcycle riders. Testing requirements for the motorcycle endorsement or the motorcycle license are identical.

In Florida, there are two types of motorcycle endorsement and licensing requirements. These requirements are different for motorcyclists that are under 21 years of age, and those that are over 21 years of age. Motorcyclists under 21 years of age are required to:

- complete all requirements for a Class E driver license,
- complete the Florida Rider Training Program (FRTTP) basic training course, and
- present the FRTTP completion card to the Division of Driver Licenses to receive a motorcycle endorsement or license.

No additional knowledge or on-cycle testing is required. Motorcyclists over the age of 21 must pass the written motorcycle operator’s knowledge test at a driver license office. Additionally, these riders must either pass the on-cycle skills test, or complete the FRTTP basic motorcycle training course and present the completion card at a driver license office.

Table 6 provides the number of motorcycle endorsements in Florida from 1997 to 1999. In 1997, there were over 490,000 endorsed motorcyclists in Florida. By 1998, the total number of motorcycle endorsements increased by 1.6%, representing 7,720 endorsements.

Table 6. Motorcycle registrations and endorsements in Florida.

Year	Motorcycle Registration <sup>1</sup>	Motorcycle endorsements
1997	194,903	490,000
1998	207,371	496,374
1999	220,923	497,720
2000	240,844	497,720

<sup>1</sup> Does not include mopeds, and 2-wheeled, motorized scooters.  
Source: Department of Highway Safety and Motor Vehicles, 2000.

## ***What are the trends with rider education and training?***

The 1988 Florida Legislature established the Florida Motorcycle Safety Education Program (MSEP) requiring individuals that are under 21 years of age to complete a motorcycle safety education course prior to being issued a “Motorcycle Endorsement” or “Motorcycle Only” Florida Driver License. The course is voluntary for individuals 21 years of age or over (DHSMV, 2001b). In Florida, the curricula of the MSEP are provided through the Florida Rider Training Program (FRTTP), which is administered by the DHSMV.

The purpose of the FRTTP is to train and educate both novice and experienced motorcyclists in the physical and mental skills necessary for safe motorcycle operation and to reduce the number of motorcycle-related crashes and injuries on Florida’s roads. The FRTTP offers two courses: the basic skills, or first time rider, course also known as the Rider and Street Skills (RSS) course, and the advanced course also called the Experienced Rider Course (ERC). In 1998, there were 496,374 endorsed motorcycle riders in Florida. Of this population, 39,067 motorcycle riders, or 7.8%, had completed the basic skills course and 3,302, or 0.7% of the population had taken the advanced rider course (FDOT, 1999). The total of these endorsed riders, from 1992 through 1998, were composed of 42,369 licensed motorcycle riders, or 8.5% of the riders in Florida.

Traffic crash records indicate that the proper training of motorcyclists plays a key role in the avoidance of crashes and the minimization of injuries and fatalities resulting from crashes. Of the number of riders that completed the RSS course, 511 had a motorcycle-related crash in the year in which they received training. This is a total of 1.31% of those trained in the basic course (FDOT, 1999). During the period from 1992 through 1998, the total number of motorcycle crashes was 29, 483. These numbers indicate that 98.27% of the motorcyclists that were involved in crashes had not received training.

From 1992 to 1998, there were 122 15- to 20-year old motorcycle operator fatalities in Florida. Of these riders, a number of them were found to have been at fault for causing the crash. Of those at fault, only 12 met the statutory requirements. This indicates that 90.2% of the 15- to 20-year old fatalities did not complete the training (FDOT, 1999). When examining the statistics, it appears that course graduates perform considerably better than the general population of motorcycle riders.

In summary, Florida’s population continues to grow along with the number of registered motorcycles and riders being trained and licensed. Also, Florida’s fatality rate in crashes involving motorcycles consistently outranks national averages. As a result, safety advocates must continue to work together to address issues associated with safe motorcycling.

# Section III. Issues Associated with Safe Motorcycling

## What are the significant issues?

The NHTSA sponsored motorcycle safety program assessment recommended that the strategic plan address five major issues associated with motorcycle safety. These include: motorist awareness; impaired riding; helmet and protective gear use; unlicensed and non-endorsed riders; and rider education and awareness. This section briefly discusses each issue.

### Motorist Awareness

A number of factors can be blamed causing motorists to overlook motorcyclists, and violate their rights-of-way. Motorcyclists and their riders make up a small portion of the total traffic on the roadways in Florida. Their presence is less prominent and, therefore, their occurrence is reduced. Many motorists do not anticipate regular traffic encounters with motorcyclists. Motorcycles are smaller visual objects than other vehicles on the roadway, and are more likely to be hidden by traffic or environmental conditions.

Research has shown that automobile drivers who also ride motorcycles, or those drivers whose friends or relatives ride motorcycles, are more likely to notice motorcyclists in traffic (Brooks & Guppy, 1990). This is indicative that drivers can see motorcyclists, motorists whom they may otherwise overlook, if they are trained to do so. Many automobiles have inherent obstructions and blind spots that can hinder the driver’s ability to see a motorcyclist. Weather conditions, including fog, rain, or other precipitation, as well as glare and cargo act to obscure motorcyclists from a motorists view as well. Moreover, objects and environmental factors outside of the vehicle, including other vehicles, roadside objects, and even signalization patterns, can make it difficult for motorists to identify motorcyclists in traffic.

### Impaired Riders

Alcohol consumption by motorcyclists has been a serious public health concern in the United States. In 1999, 2,284 motorcycle riders and passengers were killed, and an additional 49,000 were injured in traffic crashes in the United States (CUTR, 2000).

Evidence suggests that alcohol use by motorcycle riders and passengers was a significant factor in these crashes. In 1999, approximately 32% of the fatally injured motorcyclists had blood alcohol concentration (or BAC) levels that were greater than or equal to 0.10 grams/deciliter (or g/dl) (CUTR, 2000).

The proportion of alcohol-impaired motorcyclists killed in fatal crashes in the nation and in Florida has been substantial. As shown in Table 7, data from 1999 shows that 35%, or more than one-third, of all motorcyclists killed in motor vehicle crashes were presumed impaired, compared to 28% nationally. Although there was a slight decline in the percentage of alcohol-impaired riders killed in motorcycle crashes, Florida continually exceeds national averages. (For a detailed discussion of the motorcycle-alcohol problem in Florida, see *Florida Alcohol-Related Motorcycle Crash Study*, CUTR, 2000).

Table 7. Intoxicated motorcycle riders killed in motorcycle crashes: Florida vs. U.S.

	1993	1994	1995	1996	1997	1998	1999
Florida	39%	36%	35%	34%	32%	32%	35%
United States	34%	29%	30%	31%	29%	27%	28%

Source: Florida Department of Highway Safety and Motor Vehicles, Office of Management and Planning Services, Statistics, 2001

## Helmet and Protective Gear Use

Data that were analyzed by NHTSA demonstrated that helmets were 35% effective in preventing death, and 67% effective in preventing brain injuries of motorcyclist that were involved in crashes (NHTSA, 1996, 1998). According to NHTSA, motorcycle riders involved in crashes that were not wearing helmets were 3 times more likely to suffer brain injuries when compared to motorcyclists involved in crashes who were not wearing helmets.

On July 1, 2000, the Florida Motorcycle Helmet Exemption Law went into effect. Essentially, this law states that Florida motorcyclists who are 1) 21 years of age and older, and 2) covered by an insurance policy providing at least \$10,000 in medical benefits are not required to wear a DOT-approved motorcycle helmet.

Preliminary data show that the number of motorcycle riders and passengers killed in the previous year through to early 2000 increased by 72 fatalities, from 155 to 227, or 46.5%, while the number of motorcycle riders and passengers injured in crashes increased by 510 injuries, or 12.9% for that year (DHSMV, 2001e). However, injury and crash data need to be thoroughly examined before conclusions can be drawn about the effects of the repeal on injuries and fatalities.

Observational helmet use surveys conducted prior to the helmet law repeal found that almost all motorcyclists wore some type of helmet protection as the state-level observed usage rate for drivers and passengers is 99.5 percent (CUTR, 1998). However, a significant number of these helmets were novelty helmets (40.2%). Among motorcyclists wearing DOT-compliant helmets, over one-third of the occupants (34.8 percent) wore open face helmets while about one-fifth of all drivers and passengers (22.3 percent) wore full-face helmets (CUTR, 1998).

Helmets are by far the most popular type of apparel worn, however, other gear is important for a riders' safety such as face and eye protection, gloves, boots, and long pants. Although the use of protective eye gear is mandatory in Florida, observed rates of use fell from 97.2 percent in 1993 to 93 percent in 1998 (CUTR, 1998). Glove use also dropped from 19.1 percent to 16.1 percent. More motorcyclists were observed wearing long pants (77.2 percent compared to 72.9 percent in 1993) and the use of appropriate footwear increased slightly from 92.6 percent to 93.1 percent.

## Improperly Licensed/ Non-Endorsed Riders

Proper motorcycle endorsement for riders is important because the training and experience required to earn a motorcycle operator's license provides motorcyclists with additional skills to operate a motorcycle safely on the roads. Statistics show that, in 1998, 32% of all motorcycle operators involved in fatal crashes were unlicensed or improperly licensed compared to 10.8% of motor vehicle operators (FARS data, 1998).

There are three ways to obtain a motorcycle endorsement in Florida. Riders over 21 years of age can test at a drivers license office; test and obtain a waiver at a third party tester, or complete a motorcycle safety course. Course enrollment is mandatory for all riders under 21 years of age.

The obvious challenge for motorcycle safety advocates in Florida is to increase the number of motorcyclists trained and licensed. Last year, the FRTP trained over 13,500 motorcycle riders. The demand for proper motorcycle training will continue to rise. As this happens, the state must expand the number of training sites. Currently, there are 28 contractors who provide training throughout the state, and in some cases, students face long waiting lists or are required to travel to receive motorcycle training. As a result, there is a shortage of motorcycles for training, instructors and training locations.

Another challenge is getting the word out about licensing requirements. Many riders do not have a license because they do not know about the required special endorsement. Other riders do not feel that they need

special training to operate a motorcycle. Three are also misconceptions that the skills test is more difficult for those with larger motorcycles. Therefore, part of the problem may be with the dissemination of information as it relates to motorcycle licensure.

Economic factors may impede some riders under 21 years of age from enrolling in a safety course as the statewide average cost to attend the course is \$175.

## **Rider Awareness/Education**

The training and experience required to possess a motorcycle operator's license provides a motorcyclist with the skills, knowledge, and understanding to effectively operate a motorcycle on the road.

Education and training is the focal point of most state motorcycle safety programs. The FRTP is responsible for implementing programs that improve the driving/operating skills of motorcyclists in the state. Such programs may include safety awareness campaigns, rider training, and licensing improvements (NHTSA, 2000). Among the almost 500,000 riders with motorcycle endorsements, it is estimated that approximately 20% have been trained.

The obvious challenges relating to rider education are to make more riders aware of the benefits of training, and to keep training affordable and assessable. Motorcycle rider education should be readily available to all motorcyclists, however, only a small percentage of riders actually receive training. Many programs report long waiting lists for courses and there will continue to be a shortage of sponsors that participate in the MSEP and instructors that teach motorcycle skills.

If rider education courses are not available to new riders, they will often bypass formal training and operate motorcycles without the knowledge and skills needed to do so in a safe manner.

## Section IV: Florida Motorcycle Safety Strategic Plan

### What is addressed in the Plan?

Stakeholders were invited to share their expertise at a one and one-half day strategic planning workshop held April 17-18, 2001 at CUTR where they helped to prioritize motorcycle safety issues and identify goals, strategies, and initiatives specific to each issue. Participants represented a wide variety of interests, backgrounds, and areas of expertise and generated a lot of energy and enthusiasm. The consensus was that the Plan would help to guide future motorcycle safety efforts in the state. As the Plan is implemented, feedback will necessitate modifications. Therefore, it was recommended that a Subcommittee on Motorcycle Safety be established as part of the Florida Safety Management System (SMS) Steering Committee to provide a forum for coordinating safety efforts, monitoring the Plan implementation, and modifying the Plan as needed.

The Florida Motorcycle Safety Strategic Plan (FMSSP):

- Defines a mission statement
- Identifies goals and the benefits of achieving these goals;
- Identifies potential partners and their roles to help achieve the goals;
- Identifies resources available to achieve goals, and
- Recommends strategies and initiatives to address issues.

### What is the mission statement?

One goal of the workshop was to develop a clear and concise mission statement that would guide stakeholders through the Plan's development. The mission of the FMSSP is similar to that found in the *National Agenda for Motorcycle Safety* in that safety of the motoring public is of the utmost concern.

Teams were used to build a consensus for the mission statement. Each team developed and compared separate mission statements and then developed an overall mission statement for the Plan. Many felt that the statement should include the objective of reducing motorcycle injuries and fatalities and other methods such as engineering and enforcement to accomplish these objectives. However, the objective in developing the mission statement was to keep it broad as well as achievable through the collective efforts of all motorcycle safety advocates. The mission statement reads:

***The purpose of the Florida Motorcycle Safety Strategic Plan (FMSSP) is to enhance and improve motorcycle safety in Florida through public awareness and education.***

### What are the major goals?

The major goals of the FMSSP are to:

- Reduce the number of crashes injuries and deaths involving motorcyclists,
- Improve the skill levels of motorcyclists (and all motorists),
- Enhance public support for motorcycling in general,
- Promote the safe operation of motorcycles, and
- Enhance public support for safe operation of motorcycles (and all motor vehicles).

Although the focus of the FMSSP is toward enhancing and improving safety as it relates to motorcycles, a number of the goals reflect concern for all motorists. These concerns are valid in that aspects of safety in all modes of transportation could be improved.

The task of reducing the number of crashes, injuries, and deaths involving motorcyclists (Goal #1) is a function of the successful implementation of the remaining goals. For example, from the aspect of the motorcycling community, the number of crashes involving motorcyclist will be affected as a result of the promotion of safe motorcycle operation (Goal # 4) and improvement in the skill levels of motorcyclists (Goal #2).

Additionally, opinions of motorcycling may be improved in the general motoring population through enhancement and support for the safe operation of motorcycles (Goal #3 and Goal #5). This will effectively present motorcycling as a viable mode of transportation to members of the general motoring public. Through this affect on cultural perspective and through improvements in safe motor vehicle operation, motorists may become aware of other motorists, including motorcyclists. This, in turn, will have an affect on the first objective by decreasing the number of motorcycle crashes, fatalities and injuries (Goal #1).

The improvement in the skill levels of motorcyclists (Goal #2) may be influenced by related aims. Participants presented that the skill levels of motorcyclists may be improved by:

- increasing the number of properly licensed and endorsed motorcyclists, and
- providing training and education to motorcyclists.

The promotion of safe motorcycle operation (Goal #4) may also be affected by a number of subsequent goals. Workshop participants determined that, through:

- the promotion of the proper usage of protective riding gear by motorcyclists, and
- the reduction in the number of impaired motorcycle riders, improvements in the safe operation of motorcycles could be achieved.

## ***What are the benefits if the goals are achieved?***

### **Motorist Awareness**

Some of the most promising avenues to achieve goals related to this issue include education. It is important that the motoring public, including the traffic safety community, roadway engineers, law enforcement, the medical community, designers of other vehicles, governmental agencies, transportation researchers, and all roadway users, is aware of the contribution they can make toward improving and enhancing motorcycle safety (USDOT, 2000).

The benefits of educating motorists are:

- To help gain public support of safety issues as they relate to motorcyclists and all motorists,
- To improve public perception of the motorcycling community, and
- To improve the image of motorcycling as a mode of transportation.

### **Impaired Riders**

Participants felt that a major point of focus to address this problem was to influence societal changes. In other words, change the way in which motorcyclists perceived their actions as members of a responsible motoring population. Benefits related to this issue include:

- A reduction in the number of alcohol-related motorcycle crashes, and
- A reduction in the number of alcohol-related motorcycle fatalities and injuries.

## Protective Gear Use

Although helmets are a vital part of protective riding gear, other components protect the motorcyclists in the event of a crash. For example, protective gear, such as eye-gear, jackets, suits, gloves and boot, is designed to protect the motorcyclist from bruising and broken bones, avert life-threatening injuries to the body, and reduce the likelihood of spinal cord injuries. Recent advances including the use of impact resistant materials in the design of some gear appear promising. However, the key is to increase the use of such gear among motorcyclists. Goals related to this issue are to:

- Influence motorcyclists to see the benefit of protective riding gear usage, and
- Improve the public's perception of the motorcycling community.

## Improperly Licensed/Non-Endorsed Riders

The key to increasing the number of properly licensed and endorsed riders is to disseminate information on proper licensure requirements and procedures. Benefits of such a targeted effort directed toward this issue are:

- A reduction in the number of avoidable motorcycle crashes as a result of inadequately trained motorcycle operators, and
- An increase in the number of qualified motorcyclists and motorists.

## Rider Awareness/Education

Rider awareness may be heightened and attitudes influenced through educational and community outreach. As mentioned earlier, getting the word out is the first step. Benefits of this type of effort include:

- A reduction in the number of avoidable motorcycle crashes, and
- An increase in the number of properly trained motorcyclists.

## *Who are the potential partners?*

The following is a partial list of participants that can potentially work together to address issues and implement goals of the FMSSP. Additional partners can be added as identified. The list of suggested partners includes:

- Beer/alcoholic beverage industry
- Community Traffic Safety Teams (CTST's)
- Establishments that serve alcoholic beverages
- Florida Department of Highway Safety and Motor Vehicles (DHSMV)
- Florida Department of Transportation (FDOT)
- Florida Highway Patrol (FHP)
- Florida Rider Training Program (FRTP)
- Local Sheriff's Offices and Police Departments

- Florida Institute of Engineers, Florida Section (FSITE)
- Florida Chapter of the American Public Works Association (FCAPWA)
- Florida Association of County Engineers and Roadway Superintendents (FACERS)
- Mothers Against Drunk Drivers (MADD)
- Motorcycle dealers
- Motorcycle enthusiast clubs and organizations
- Motorcycle equipment manufacturers
- Motorcycle manufacturers
- Motorcycle Safety Foundation (MSF)
- Recording Artists, Actors & Athletes Against Drunk Driving (RADD)

The potential partners listed above have areas of interest, responsibility and expertise in implementing the strategic plan, as follows:

- Manufacturers of alcohol, motorcycles and safety equipment each have an interest in the continued sales of their respective products while at the same time engaging in good corporate citizenship. Manufacturers also have extensive marketing and communications experience and expertise in the area of media relations, advertising, campaign development, and market development.
- Establishments that serve alcoholic beverages and motorcycle dealers each serve as local businesses contributing to the local economy and engaging in corporate citizenship at the community level. Similar to manufacturers, these establishments have an interest in the continued viability of their business with customers and sales. They are also important venues for promoting motorcycle safety directly to consumers.
- Government agencies, including law enforcement, have responsibility for oversight, management, policy development and training to ensure that their respective missions and responsibilities to the citizens of Florida are fulfilled.
- Community-based movements and interest groups, some of whom have become national movements, serve as grass-roots forces to promote causes for which they express passion for issues related to the overall quality of life for their community. These groups also have extensive experience in media relations and advertising, the most visible of which are media campaigns to end drunk driving through the use of celebrity spokespersons and victims of drunk driving.
- Motorcycle enthusiast clubs and organizations, as well as the Motorcycle Safety Foundation (MSF), are dedicated to providing social and riding opportunities for all those who own, operate and enjoy motorcycling. These groups serve as a network of enthusiasts and are also an important means of reaching consumers targeted in this plan.

### ***What are their roles/interests/areas of focus/or responsibility?***

Each of the potential partners can play a significant role in efforts to achieve the goals established in the FMSSP. Depending upon their particular area(s) of interest, or focus, they can assume a specific role of responsibility.

*Beer/alcoholic beverage industry*—In an effort to be good corporate citizens and to enhance national initiatives against drinking and driving, the industry has developed its own media campaigns to prevent drunk driving. Campaigns have included, “Friends don’t let friends drive drunk” and “Designate a driver”.

*Community Traffic Safety Teams*—Community Traffic Safety Teams (CTSTs) are locally based groups of highway safety advocates who are committed to solving traffic safety problems.

*Establishments that serve alcoholic beverages*—Changes in tort laws over the last several years have provided that establishments that serve alcoholic beverages can be named in wrongful death lawsuits when it can be established that a customer was served alcohol beyond the legal limit. Therefore, these establishments have an interest in joining efforts to prevent drunk driving by all customers who drive.

*Florida Department of Highway Safety and Motor Vehicles (DHSMV)*—The mission of the DHSMV is to promote a safe driving environment through law enforcement, public education and service, reduction of traffic crashes, titling and registering of motor vehicles and vessels, licensing motor vehicle operators, and regulation of motor vehicle exhaust. DHSMV is also responsible for administering the endorsement program for motorcycle riders by providing the training venues and curricula for programs offered around the State.

*Florida Department of Transportation (FDOT)*—The mission of the Department is to provide a safe transportation system that ensures the mobility of people and goods, and enhances economic prosperity and preserves the quality of our environment and our communities. FDOT’s interest for all Floridians is to ensure that transportation systems are safe and viable for all users, including residents and visitors.

*Florida Highway Patrol (FHP)*—The mission of the FHP is to promote in a safe driving environment through aggressive law enforcement, public education, and safety awareness; reduce the number and severity of traffic crashes in Florida; preserve and protect human life, property and the rights of all people in accordance with the constitutions and laws of the US and the State of Florida; design and implement prevention strategies; and aggressively enforce DUI laws and other violations identified as crash causation factors.

*Florida Rider Training Program (FRTP)*—The purpose of the FRTP is to train and educate both novice and experienced motorcyclists in the physical and mental skills necessary for safe vehicle operations and to reduce the number of motorcycle-related crashes and injuries on Florida’s roads and highways. The DHSMV is the State agency that is responsible for this program.

*Local Sheriff’s Offices and Police Departments*—Essentially, the purpose of law enforcement agencies is to serve and protect communities. Law enforcement agencies are established to safeguard all residents of communities and maintain order through effective and efficient delivery of law enforcement, and provide for the safe and expeditious flow of traffic.

*Mothers Against Drunk Drivers (MADD)*—MADD is an organization of concerned individuals who want to stop drunk driving, support the victims of this crime, and prevent underage drinking.

*Motorcycle dealers*—In addition to selling motorcycles and related equipment, motorcycle dealers can provide a tremendous resource to communities through the dissemination of information and the promotion of education resulting in safe and responsible motorcycle operation. They can also participate in media campaigns to promote safe motorcycling.

*Motorcycle enthusiast clubs and organizations*—These organizations serve to bring motorcycle enthusiasts together and can assist with lobbying efforts.

*Motorcycle equipment manufacturers*—Manufacturers can provide a great service to the general public by promoting and selling safe products to consumers.

*Motorcycle manufacturers*—These manufacturers can also provide a service to communities by incorporating safety features into their products and disseminating information to consumers through sales and sponsorship of clubs and organizations. They can also participate in media campaigns to promote safe motorcycling.

*Motorcycle Safety Foundation (MSF)*—The Motorcycle Safety Foundation provides information on motorcycle rider training, operator licensing and government relations. It includes information on rider courses, riding gear, and motorcycle safety for riders of all ages.

*Recording Artists, Actors & Athletes Against Drunk Driving (RADD)*—Since its founding in 1986, *RADD* has teamed up with over 400 recording artists, actors and athletes who use their “star power” to help save lives by encouraging young adults not to drink and drive and by promoting *RADD’s* message, “Designate Before You Celebrate”.

## **What resources are available?**

A number of resources are already in place that may be utilized as a means to accomplish tasks related to the achievement of the goals. These resources may be leveraged and combined in a variety of way to improve motorcycle safety in Florida and include:

- Media
- Department of Highway Safety and Motor Vehicles (DHSMV)
- Driving Schools
- Schools
- County Tax Collector’s Offices
- Advertising and publications
- Food service establishments

## **What is their significance?**

*Media* — Members of the mass media include newspapers, television stations, and radio broadcasters. These tools of information dissemination are vehicles through which mass audiences, including motorists, may be reached. They can provide press coverage of issues and events, and present campaigns and messages to target groups.

*Department of Highway Safety and Motor Vehicles (DHSMV)* — The Department is an invaluable entity because of its involvement in many aspects of motoring in Florida. Resources that may be useful include:

- Motor vehicle operator handbooks,
- motorcycle operator handbooks,
- databases of motorcycle registrations,
- databases of motor vehicle registrations,
- databases of driver license renewal, and
- databases of motorcycle licensure.

*Driving Schools*—Citizens that attend mandatory driving school courses will be exposed to the curriculum, which over time can be modified if an agenda determines that certain issues require more attention than others.

*Schools*—Information and instruction can be shared through driver education curriculum taught in high schools, which can reach motorcyclists and potential motorcyclists at the pre-driving ages.

*County Tax Collector’s Offices*—These offices maintain databases of motorcycle and motor vehicle registrations at the local (county) level, which is an effective means of distribution.

*Advertising and publications*—Catalogues and trade magazines can provide information and offer services to enthusiasts and readers. They can also be a vehicle for campaigns, advertisements and messages regarding motorcycle safety.

*Food service establishments*—Posting of advertisements and public service campaigns at these types of establishments that serve alcoholic beverages.

## What are the recommended strategies?

Participants identified objectives (referred to as “opportunities”) to address each issue area and accomplish the Plan goals. Additionally, the group identified target audiences to focus these efforts and several specific strategies to accomplish goals related to each issue area. This section summarizes these efforts.

### Issue: Motorist Awareness

#### *What are the opportunities?*

1. Create public awareness and educational outreach
2. Incorporate motorcycle safety issues into school curriculum and traffic safety campaigns
3. Promote safe driving of motor vehicles and motorcycle operation
4. Promote the visibility of motorcyclists through the voluntary use of conspicuous protective gear

#### *Who are the target audiences?*

1. Members of the motoring public
2. Members of the motorcycling community
3. School children

#### *Strategies:*

1. Create press coverage of motorcycle safety issues.
  - A press packet addressing motorcycle safety issues can be created. The information could be targeted toward motorists and motorcyclists. Information should be presented in coordination with significant events, such as *Motorcycle Awareness and You Month*, which occurs annually in May.
  - Printed material that corresponds with press packets should be developed for further distribution at events.
2. Promote awareness through a direct mail campaign.
  - Printed material developed to correspond with press packets can be distributed utilizing the DHSMV and county tax collector’s databases to motorcyclists and motorists.
3. Promote motorist awareness through production of materials for distribution at:
  - Department of Highway Safety and Motor Vehicles (DHSMV) offices
  - County tax collector’s offices
  - Other events attended by the general public

Printed materials as handouts developed to correspond with press packets can be distributed to patrons of these offices. Patrons that may be served include:

- Motorists acquiring new licenses
- Motorcyclists acquiring new licenses

- Motorists renewing licenses
  - Motorcyclists renewing licenses
  - Motorists acquiring new registrations for motor vehicles
  - Motorcyclists acquiring new registrations for motorcycles
  - Motorists renewing registrations for motor vehicles
  - Motorcyclists renewing registrations for motorcycles
4. Create speaker's bureaus to convene at locations throughout Florida in educational settings and other public events.
  5. It is recommended that these bureaus consist of the following participants:
    - Motorcycle enthusiasts
    - Motorcycle manufacturers
    - Motorcycle equipment manufacturers
    - Members of law enforcement community
  6. Develop public service print advertisement for trade publications and catalogs.
    - Variations of press packets can be presented for distribution. Methods to target the distribution of these materials can be devised as necessary. This can occur during events when motorcycles are intensively used or may be a focal point, such as during Bike Week in Daytona Beach and Motorcycle Awareness and You Month in May.
    - Partner with gear manufacturers to develop print advertisements that promote the safety of motorcyclists through the use of protective and conspicuous riding gear
  7. Develop a sample curriculum for high school driver education and court-ordered driving schools.
    - Utilize printed materials developed to correspond to press packets
    - Create video and materials for an educational setting
    - Create speaker's bureaus to convene at locations throughout Florida
  8. The section in the DHSMV Motor Vehicle Operator's or Driver's Handbook relating to motorcycles and motorcycle safety should be examined. If necessary, this section should be developed, revised, improved, and enhanced.
  9. The Handbook should also be revised or updated to include information for recommendations on making oneself visible to motorists through use of proper riding techniques and conspicuous gear.

## Issue: Impaired Riders

### *What are the opportunities?*

1. Promote safe motorcycle operation
2. Incorporate alcohol awareness and motorcycle safety issues into school curriculum

### *Who is the target audience?*

1. Members of the motorcycling community
2. Riders between the ages of 30 to 44 years old should be the main target group for efforts related to rider impairment

### *Strategies:*

1. Create public service announcements.
  - Materials addressing motorcycle safety issues and alcohol can be created and targeted specifically toward motorcyclists. Information should be presented in coordination with significant events, such as *Motorcycle Awareness and You Month* and *Bike Week*.
  - Printed material that corresponds with public service announcements should be developed for further distribution at events.
  - Printed material developed to correspond with public service announcements can be distributed utilizing DHSMV and county tax collector's databases to motorcyclists.
  - Partner with representatives of MADD, RADD, and other advocate groups, to incorporate information relating to alcohol consumption and motorcycle operation into public service campaigns.
  - Advocate peer interventions with motorcycle groups, clubs and associations.
2. Promote responsible operation of motorcycles through production of materials for distribution at Department of Highway Safety and Motor Vehicles (DHSMV) offices, County tax collector's offices, and other events attended by the general public.

Printed materials as handouts developed to correspond with press packets can be distributed to patrons of these offices. Patrons that may be served include:

- Motorcyclists acquiring new licenses
- Motorcyclists renewing licenses
- Motorcyclists acquiring new registrations for motorcycles
- Motorcyclists renewing registrations for motorcycles

3. Develop public service print advertisement for trade publications and catalogs.
  - Variations of advertisements can be presented for distribution. Methods to target the distribution of these materials can be devised as necessary. Efforts should be ongoing, but intensification can occur during events when motorcycles are intensively used or may be a focal point, such as during Bike Week in Daytona Beach and Motorcycle Awareness and You Month in May.
  - Develop posters to be placed in establishments that serve alcoholic beverages.
  - Partner with motorcycle manufacturers, law enforcement agencies, and producers of alcoholic beverages to conduct public service announcements in the mass media promoting responsible motorcycle operation.
  
4. Develop a sample curriculum for motorcycle training courses, high school driver education, and court-ordered driving schools. Elements of this curriculum should include a section dedicated specifically to alcohol consumption and motorcycle operation by impaired riders.
  - Utilize printed materials developed to correspond to public service announcements
  - Create video and materials for an educational setting
  - Simulation utilization
  - Increase training time dedicated to rider impairment

Progress can be made with respect to this element by combining Community-based intervention efforts, MADD/RADD partnerships, and DATE (Drugs, Alcohol, and Tobacco Education) programs.

5. The section in the DHSMV Motor Vehicle Operator's or Driver's Handbook relating to alcohol consumption and motorcycle operation should be examined. If necessary, this section should be developed, revised, improved, and enhanced.
  
6. Partner with community safety groups to develop social service transit systems and roadside emergency assistance programs. These types of arrangements can use community resources that are already in place to provide qualified towing services to motorcyclists.

## Issue: Protective Gear Use

### *What are the opportunities?*

1. Create public perception that motorcycle operators are safe motorists
2. Incorporate motorcycle safety issues into school curriculum and traffic safety campaigns
3. Promote the use of protective riding gear by motorcyclists
4. Promote the visibility of motorcyclists through the voluntary use of conspicuous protective riding gear

### *Who is the target audience?*

1. Members of the motorcycling community

### *Strategies:*

1. Promote the use of protective riding gear for use by motorcyclists. Partner with motorcycle enthusiast groups and clubs, motorcycle gear manufacturers, motorcycle Safety Foundation (MSF), and motorcycle dealers to promote the proper use of protective riding gear.
  - Create speaker's bureaus to convene at locations throughout Florida in educational settings and other public events.

It is recommended that these bureaus consist of the following participants:

- Motorcycle enthusiasts
  - Motorcycle manufacturers
  - Motorcycle equipment manufacturers
  - Members of law enforcement communities
2. Advocate that motorcycle gear manufacturers promote safety.
    - Motorcycle gear manufacturers can promote the use of protective riding gear by using marketing techniques to sell safety to customers.
    - Partner with gear manufacturers to develop print advertisements that promote the safety of motorcyclists through the use of protective and conspicuous riding gear.
  3. Develop public service print advertisements for trade publications and catalogs.
    - Variations of advertisements can be presented for distribution. Methods to target the distribution of these materials can be devised as necessary. Efforts should be ongoing, but intensification can occur during events when motorcycles are intensively used or may be a focal point, such as during Bike Week in Daytona Beach and Motorcycle Awareness and You Month in May.
  4. Promote responsible operation of motorcycles through production of materials for distribution at Department of Highway Safety and Motor Vehicles (DHSMV) offices, County tax collector's offices, and other events attended by the general public.

Printed materials as handouts developed to correspond with press packets can be distributed to patrons of these offices. Patrons that may be served include:

- Motorcyclists acquiring new licenses
- Motorcyclists renewing licenses
- Motorcyclists acquiring new registrations for motorcycles
- Motorcyclists renewing registrations for motorcycles

Expand the Florida Rider Training Program (FRTTP) “Motorcyclist—Keep Your Shirt On...” campaign.

5. Promote the use of protective riding gear through a direct mail campaign.
  - Printed material developed to correspond with press packets can be distributed utilizing DHSMV and County Tax collector’s databases to motorcyclists and motorists.
6. Develop a sample curriculum for high school driver education and court-ordered driving schools.
  - Utilize printed materials developed to correspond to press packets
  - Create video and materials for an educational setting
  - Create speaker’s bureaus to convene at locations throughout Florida
7. The DHSMV Motorcycle Operator’s Handbook should be revised or updated to include information for recommendations on making oneself visible to motorists through use of proper riding techniques and conspicuous gear.

## Issue: Improperly Licensed/Non-Endorsed Riders

### *What are the opportunities?*

1. Create public awareness and provide educational outreach
2. Incorporate motorcycle safety issues into school curriculum and traffic safety campaigns
3. Promote responsible motorcycle operation through proper licensure and endorsement

### *Who are the target audiences?*

1. Members of the motoring public
2. Members of the motorcycling community
3. High school students
4. Members of law enforcement, including
  - local sheriff's offices
  - Florida Highway Patrol (FHP)
  - local police departments

The motoring public should be informed of general licensing requirements, training recommendations, and penalties for infractions. In this fashion, all motorists will be informed of relevant issues. Because the current trend indicates that the number of middle-aged riders is on the rise, that group should be a focal point.

### *Strategies:*

1. Create press coverage of motorcycle safety issues.
  - A press packet addressing motorcycle safety issues can be created. The information could be targeted toward motorcyclists. Information should be presented in coordination with significant events.
  - Printed material that corresponds with press packets should be developed for further distribution at events.

Expand the Florida Rider Training Program (FRTTP) "To Ride The Iron Horse, Get Endorsed" campaign

2. Promote proper motorcycle endorsement and licensure through a direct mail campaign.
  - Printed material developed to correspond with press packets can be distributed utilizing the DHSMV and county tax collector's databases to motorcyclists and motorists.
3. Promote motorcycle licensure through the production of materials for distribution at Department of Highway Safety and Motor Vehicles (DHSMV) offices, County tax collector's offices, and other events attended by the general public.

- Printed materials as handouts developed to correspond with press packets can be distributed to patrons of these offices. Patrons that may be served include:
  - General motoring population
  - Motorcyclists acquiring new licenses
  - Motorcyclists renewing licenses
  - Motorcyclists acquiring new registrations for motorcycles
  - Motorcyclists renewing registrations for motorcycles
  
- 4. Develop public service print advertisement for trade publications and catalogs.
  - Variations of press packets can be presented for distribution. Methods to target the distribution of these materials can be devised as necessary. This can occur during events when motorcycles are intensively used or may be a focal point, such as during Bike Week in Daytona Beach and Motorcycle Awareness and You Month in May.
  - Partner with gear manufacturers to develop print advertisements that promote the safety of motorcyclists through proper training and licensure
  
- 5. Develop a sample curriculum for high school driver education and court-ordered driving schools.
  - Utilize printed materials developed to correspond to press packets
  - Create video and materials for an educational setting
  - Create speaker's bureaus to convene at locations throughout Florida
  
- 6. The DHSMV Motorcycle Operator's Handbook should also be revised or updated to include information on licensure and endorsements for motorcyclists.
  
- 7. Provide licensure opportunities for motorcyclists.
  - Increase the availability of rider training courses through:
    - frequency
    - regularity
  
  - The courses should also be:
    - affordable
    - accessible
  
  - Establish educational and licensing opportunities through third party organizations.

## Issue: Rider Awareness/Education

### *What are the opportunities?*

1. Incorporate motorcycle safety issues into school curriculum and traffic safety campaigns
2. Promote safe motorcycle operation through the voluntary actions of motorcyclists

### *Who are the target audiences?*

1. Members of the motorcycling community

### *Strategies:*

1. Promote rider awareness and education through a direct mail campaign.
  - Printed material should be developed for this effort. This material can be distributed utilizing the DHSMV and county tax collector's databases to motorcyclists.
2. Promote motorcycle licensure through the production of materials for distribution at Department of Highway Safety and Motor Vehicles (DHSMV) offices, County tax collector's offices, and other events attended by the general public.
  - Printed materials as handouts developed to correspond with direct mail campaign can be distributed to patrons of these offices. Patrons that may be served include:
    - Motorcyclists acquiring new licenses
    - Motorcyclists renewing licenses
    - Motorcyclists acquiring new registrations for motorcycles
    - Motorcyclists renewing registrations for motorcycles
  - Promote rider awareness and education through Public service announcements (newspaper, radio, television, movie previews) and Community Traffic Safety Teams.
3. Develop a sample curriculum for high school driver education and court-ordered driving schools.
  - Utilize printed materials developed to correspond to press packets
  - Create video and materials for an educational setting
  - Create speaker's bureaus to convene at locations throughout Florida
4. The DHSMV Motorcycle Operator's Handbook should also be revised or updated to include information on licensure and endorsements for motorcyclists.

5. Provide licensure opportunities for motorcyclists.
  - Increase the availability of rider training courses through:
    - Newspapers
    - Radio
    - Television
    - Movie previews
  - Increase the number of course providers
  - Increase the number of qualified instructors

## ***Section V: Where do we go from here?***

There was an energy level and excitement among the group to take the steps necessary to immediately address motorcycling safety issues in Florida. As a result, participants identified several short-term objectives to achieve within the first year and another series of objectives to accomplish within the first three years.

Accomplishments during the first year included:

- Get the word out about the Plan and its contents
- Establish a central location to exchange information
- Establish statewide presence on the SMS Steering Committee
- Conduct initial research, determine what is needed, compile databases, establish baselines figures
- Strive for national recognition of accomplishments, become model for other states
- Increase funding of motorcycle safety initiatives
- Expand education efforts by increasing schools and instructors
- Actively implement plan and monitor accomplishments
- Proactively involve private sector and dealers
- Coordinate information among state agencies and involve other state agencies to build networks
- Educate public about motorcycle laws

Accomplishments three years from now included:

- Refine data and analysis
- Implement formal communication network
- Establish regional focus groups
- Modify and establish new goals, if necessary
- Reduce impaired rider involvement per capita
- Get private survey involvement, use Internet for results distribution
- Increase enforcement efforts with targeted motorcycle license checks
- Improve motorcyclist perception / image by general public

### ***How will the Plan be implemented?***

The FMSSP should be implemented through the collective efforts of the FDOT, the DHSMV, the DOH, law enforcement, motorcycle clubs/groups and dealers, motorcycle educators and the research community. As previously stated, it is recommended that a Subcommittee on Motorcycle Safety be established as part of the Florida Safety Management System (SMS) Steering Committee to provide a forum for coordinating statewide motorcycle safety efforts, monitoring the Plan's implementation, and modifying the Plan as needed. This subcommittee should be representative of the above-mentioned groups and proactive in implementing the Plan's recommendations.

The Subcommittee should also seek input and assistance from:

- dealers association (loan program)
- legislation

- civic organizations
- insurance industry
- healthcare industry
- motorcycle manufacturers
- celebrity endorsements
- community traffic safety teams (CTSTs)

Obviously, the FDOT and the FRTP are the key agencies involved in coordinating motorcycle safety efforts at the state level. However, the Plan should be coordinated and implemented through many avenues, including:

- motorcycle users
- motorcycle schools/trainers
- state agencies—legislation, FDOT, safety programs, education
- rider community
- industry/industry organizations
- local level outreach
- schools and universities

### ***How would the Plan be Monitored/Evaluated/Refined?***

The FMSSP can be used to monitor programs and activities directed toward improving motorcycle safety and that future resources are allocated effectively. However, in order to effectively evaluate, proper data related to motorcycle safety must be collected and analyzed and information shared.

The first step is to determine what data are necessary. Current data as it relates to issues surrounding motorcycle usage is somewhat sparse or sometimes not very well understood. In addition, some existing motorcycle safety programs lack components for program evaluation. Among programs with evaluation components, methods of data collection are not standardized with other programs to allow for comparisons. There is also no centralized repository for data to be shared so that everyone can benefit from another's operation and training experiences. Thus, the Subcommittee must address this issue so that the FMSSP's objectives can be properly evaluated and refined.

Finally, the Plan would be monitored/evaluated/refined by many other means, including:

- data collection - statistics, law enforcement reports
- accomplishments, achievements
- numerical targets
- structure for feedback
- attitudinal surveys
- coordinate various agency reports (information and tracking)
- follow-up assessment
- activity reports, training, citations
- new technological resources

Methods that could be used to evaluate activities related to the Plan implementation include:

- knowledge management
- feedback source analysis
- pro-active/positive reporting
- safety director reports
- training success indicators
- questionnaires/surveys
- review of resources to collect and analyze

In conclusion, successful implementation of the FMSSP will depend largely on the commitment of those involved in improving motorcycle safety in Florida to coordinate and manage the implementation activities. The formation of a SMS Motorcycle Safety Subcommittee provides a mechanism to coordinate a variety of interests into a common cause, that is, to enhance and improve motorcycle safety in Florida.

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