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Ministry of Transport and Communications

European Commission
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**Response to public consultation on the European Road Safety Action
Programme 2011-2020 - separate comments on driver training in Norway and
our integrated approach to preventing motorcycle accidents**

The Norwegian Ministry of Transport and Communications refers to the Commission's public consultation on the European Road Safety Action Programme 2011-2020 dated September 25, 2009. The Ministry welcomes the Commission's initiative and the opportunity to send our comments. As a member of the EEA, the future European road safety action programme will have an impact on road safety in Norway. Norway has a genuine interest in contributing to an increased international cooperation on road safety.

The Ministry refers to our submitted internet-based questionnaire and the invitation to send separate comments to the European Commission on specific topics of interest. Below you hence find information on the Norwegian system for driver training and our integrated approach to preventing motorcycle accidents, which may be of value in the Commission's forthcoming work on developing the next road safety action programme.

1. DRIVER TRAINING IN NORWAY

From 2005 Norway implemented new regulations on driver training. There are new curricula in 16 driving license categories based on the same model. The educational model is based on the scientific developed GADGET-model, with a particular emphasis on the upper levels of the model, as an effort to improve education within traffic safety.

The purpose of driver training is to provide persons with sufficient competence to drive safely, considerably and at the same time efficiently. Accidents and injuries are significant negative effects of traffic. Young and inexperienced drivers are particularly

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prone. The accident risk for novice drivers falls sharply during the first few months of driving. The experience gained during the first months of driving is a common explanation for this reduction. Candidates could potentially gain this experience during driver training, thereby commencing their driving career with a much lower accident risk. The challenge is to bring forth such training that can be implemented within a realistic framework.

Seven subjects have been defined as necessary parts of the driver training based on the GADGET matrix (the GDE matrix) and an evaluation of what is important for a driver to know:

- Legislation and road traffic as a system
- Vehicle manoeuvring
- Road traffic skills (i.e. handling of various traffic and driving conditions and interactions with other road users)
- Economic and environmentally friendly driving
- Planning and preparations for driving
- Behavioural tendencies and judgement tendencies
- Self-knowledge regarding own competence and own personal behaviour tendencies and judgement tendencies.

To achieve a favourable learning progression, the various subjects must be emphasized at different times during training. Proper distribution of the various subjects throughout training suggests that training is divided into four parts. These parts are considered as steps where step 1 is a prerequisite for step 2, step 2 a prerequisite for step 3 etc.

Step 1: This step contains theoretical training and demonstrations that includes such subjects as insight into own capabilities, goals for life and skills for living, economic and environmentally friendly driving, traffic laws and rules as well as traffic systems operation. This step shall give the students specific knowledge that is useful in the continued training (laws and rules), but also influence students' attitudes towards driving and provide a backdrop for the overall training effort.

Step 2: Here training focuses on vehicle handling combined with emphasis on economic and environmentally friendly driving. Adequate driving skills are required to benefit from participating in the next step.

Step 3: The main subject in this step is to learn to operate a vehicle in traffic including training in economic and environmentally friendly driving. Operational skills are required in order to undertake the last step.

Step 4: The main purpose of the last step is to influence students' attitude by bringing up such subjects as self-knowledge, goals for life and skills for living as well as trip planning and preparations. An important point is to have the students complete one step

before starting on the next; i.e. that step 1 is completed before the student embarks on step 2.

It is important that the educational goals set for each step are attained and that the steps are taken in the correct sequence. Where training objectives cannot be quantified, adequate competence will be ensured by mandatory attendance. Where training goals can be quantified, competence is ensured by evaluation. Evaluation in conjunction with the various stepwise objectives is undertaken by a system involving evaluation and guidance lessons at driving schools while the final evaluation is undertaken through the Public Roads Administration's driving test. The driving schools report to the Public Roads Administration about completed evaluation and guidance lessons. The Public Roads Administration has established a register for electronically recording evaluation and guidance lessons attendance for each learner driver. The driving schools are also obliged to report completed mandatory training. The electronic card reporting system enables the Public Roads Administration to keep track of how far each individual learner driver has progressed in the overall training effort.

The Public Roads Administration supervises the mandatory training lessons.

2. VULNERABLE ROAD USERS – PREVENTING MOTORCYCLE ACCIDENTS THROUGH AN INTEGRATED APPROACH

In 2006 at least 6 200 motorcycle and moped riders were killed in road crashes in the EU25, according to ETSC. While representing 16% of the total number of road deaths, they accounted for only 2% of the total kilometres driven. The accident risk of motorcycle riders in Norway has dropped considerably over the last ten years. Norway is, according to ETSC, now considered as the least dangerous country in which to ride a motorcycle.

Motorcycles have a natural place in the transport system. At the same time, the vulnerability of motorcyclists requires a range of policy responses including increased training and awareness as well as responsible behaviour from the individual road users. There is a need to address the problem of motorcyclist safety and implement counter measures that are known to be effective. In developing solution it is important to take an integrated approach and include all relevant stakeholders, including motorcyclists themselves, in the process.

To identify the top priority measures, the Ministry refers to the conclusions made on the International Transport Forum Joint OECD/ITF Transport Research Committee workshop on Motorcycle Safety held in Lillehammer, Norway in June 2008. The following general principles were concluded upon¹:

¹ For the complete list of prioritised measures, please refer to the OECD document ITF/OECD/JTRC/TS6(2008)1.

1) Co-operation between the various stakeholders

Improving safety for motorcyclists implies to set up a continuing dialogue and co-operation between the various stakeholders, including the motorcyclists themselves, policy makers, researchers, and motorcycle manufacturers

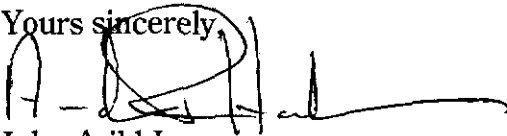
2) Transport and infrastructure policy

It is a fundamental motorcycle safety requirement that motorcycles should have a place in overall transport policy and infrastructure policy/management

3) Research and evaluation

Counter measures need to be founded on evidence-based scientific research into driver and rider behaviour, and before-and-after evaluations should be conducted.

Yours sincerely,


for John Arild Jenssen


Marte Lillehaugen