

STATE OF WISCONSIN
MOTORCYCLE SAFETY PROGRAM
TECHNICAL ASSESSMENT

NOVEMBER 12 - 16, 2007

Technical Assessment Team

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ACKNOWLEDGMENTS

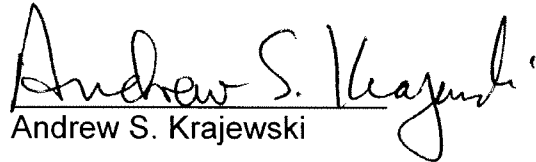
The Assessment Team acknowledges and thanks Major Dan Lonsdorf, Don Hagen, Ron Thompson, and Barbara Ofstie of the Wisconsin Department of Transportation's (WisDOT) Bureau of Transportation Safety (BOTS) for their hard work and support in making this assessment possible.

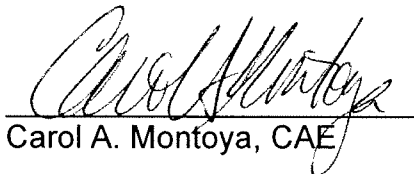
The Assessment Team also acknowledges the National Highway Traffic Safety Administration (NHTSA) staff for their assistance in making this assessment possible. The Assessment Team believes that this report will contribute to the State's efforts to develop an effective motorcycle safety program to prevent injuries, save lives, and reduce the economic costs of motorcycle-related crashes on Wisconsin's highways and roads.

The Assessment Team also extends a special thanks to everyone who provided information, data, and documents that were necessary to conduct an effective assessment. Their candor and thoroughness in discussing activities associated with motorcycle safety in Wisconsin greatly assisted the Assessment Team in completing its review and making its recommendations. The Assessment Team recognizes the dedication and passion of all those involved in making motorcycling safer in Wisconsin and hopes that this report will further those efforts.

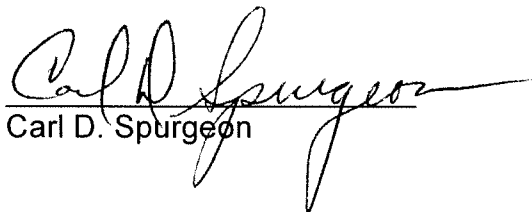
WISCONSIN TECHNICAL ASSESSMENT TEAM MEMBER SIGNATURES


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INTRODUCTION

In 2006 in the United States, motor vehicle crashes were the leading cause of death for people ages 2 through 34. In 2006, 42,642 people were killed and 2,575,000 were injured nationwide in motor vehicle crashes. Recent NHTSA data indicate that deaths and injuries attributable to motorcycle crashes are becoming a larger portion of this serious public health problem. Motorcycle crash-related fatalities have been increasing since 1997, while injuries have been increasing since 1999. The effects of a crash involving a motorcycle can often be devastating.

Each State should have a comprehensive program to promote motorcycle safety and prevent motorcycle crashes and related injuries. To assist States in determining whether their programs are truly comprehensive, NHTSA developed a motorcycle safety program assessment process and instrument. This is based on NHTSA's Highway Safety Program Guideline Number 3, Motorcycle Safety, and includes the following program areas: Program Management, Motorcycle Personal Protective Gear, Motorcycle Operator Licensing, Motorcycle Rider Education and Training, Motorcycle Operation Under the Influence of Alcohol or Other Drugs, Legislation and Regulations, Law Enforcement, Highway Engineering, Motorcycle Rider Conspicuity and Motorist Awareness, Communications, and Program Evaluation and Data.

At a State's request, NHTSA assembles a multi-disciplinary Technical Assessment Team of national experts which conducts a thorough review of the State's motorcycle safety efforts, identifies strengths and weaknesses, and provides recommendations to enhance the program. This approach allows States to use highway safety funds to support the Assessment Team's evaluation of existing and proposed motorcycle safety efforts.

NHTSA's assistance in assessing Wisconsin's motorcycle safety efforts was requested by WisDOT. NHTSA met with representatives from WisDOT to define key issues of concern to the State prior to the assessment.

The Wisconsin Motorcycle Safety Program Technical Assessment was conducted in Madison from November 12–16, 2007. Arrangements were made for State program experts and key individuals to deliver briefings and provide support materials to the Assessment Team over a three-day period. The Assessment Team interviewed more than 60 presenters, with some being contacted following their presentations to provide additional information and clarification.

Analysis of Wisconsin's motorcycle safety effort is based solely upon the oral and written information provided to the team members during the assessment process. The Assessment Team emphasizes that this report is only as accurate as the information received. Every effort was made to develop recommendations after considering what could and should reasonably be accomplished within the State of Wisconsin, with short- and long-term applicability.

Wisconsin Demographics

The U.S. Census Bureau's 2006 American Community Survey estimated that Wisconsin's population was 5,556,506. Of the total population, there were an estimated 2,758,587 males (49.6% of the total population) and 2,797,919 females (50.4% of the total population), with a median age of 37.6.

Highway Safety

Wisconsin is the 23rd largest State in the United States, with 65,503 square miles of land and approximately 112,000 miles of roads, highways, and freeways. For 2007, from January through October, there were 4,067,571 people licensed to operate a motor vehicle in Wisconsin, of which there were 451,734 people with a class M (motorcycle) license (representing 11.1% of the total driver population).

Data provided to the Assessment Team from WisDOT indicated an increase in the number of motorcycle registrations, crashes, injury crashes, and fatalities from January 1997 to October 2007:

- The number of motorcycle registrations increased from 167,997 in 1997 to 266,036 to date in 2007, an increase of 58.4 percent.
- The number of motorcycle crashes increased from 1,760 in 1997 to 1,994 to date in 2007, an increase of 13.3 percent.
- The number of motorcycle injury crashes increased from 1,487 in 1997 to 1,671 to date in 2007, an increase of 12.4 percent.
- The number of motorcycle operator and passenger fatalities increased from 63 in 1997 to 110 to date in 2007, an increase of 74.6 percent.

The Assessment Team strongly encourages the State of Wisconsin and all stakeholders in the motorcycling community to implement the recommendations made in this report. There continues to be a need for Wisconsin to enhance its motorcycle safety program by adopting and incorporating all of the emphasis areas associated with a comprehensive motorcycle safety program. Aggressive pursuit and implementation of the following recommendations will significantly improve the overall safety of motorcyclists and reduce the likelihood of suffering fatal injuries while enjoying the roadways and scenic locations of the Badger State.

SUMMARY OF MAJOR RECOMMENDATIONS

- Fill the program manager position as soon as possible to maintain continuity of the program.
- Create an annual plan to aid the new program manager in administering the WMSP.
- Develop a data-driven strategic plan.
- Pass a universal helmet law for all riders and passengers compliant with Federal Motor Vehicle Safety Standard (FMVSS) 218.
- Encourage the usage of protective gear by motorcyclists through ongoing public information and education campaigns.
- Create an electronic monitoring and reporting system to allow effective tracking of licensing, RiderCoach certifications, licensing skill waivers and other data critical to operating and managing the licensing process and rider training effort.
- Amend 343.16(2)(cm) to allow the license waiver to be issued for the completion of an intermediate training course.
- Evaluate the permit and licensing systems and implement procedures to ensure that they encourage individuals to complete the licensing process.
- Establish an expiration period for the licensing skill test waiver issued at the completion of a rider education course.
- Revise the Wisconsin Motorcyclists' Handbook to include information specific to the critical skills needed to operate a motorcycle in Wisconsin.
- Create a consistent skill test for use in rider training and by the DMV to issue Class M licenses.
- Develop a compliance and quality assurance effort to monitor and audit both the DMV and motorcycle RiderCoaches who administer licensing tests.
- Develop a formal curriculum review and evaluation process to ensure that the approved training meets the needs of Wisconsin's residents.
- Develop a long-range plan for ongoing training to develop the Lead RiderCoach Cadre as RiderCoach mentors and quality control specialists.
- Audit all course providers regularly to ensure that the skill test waiver is correctly administered.

- Develop a cadre of training specialists to assist the limited number of trainers in expanding the quality control program.
- Develop standards and methodology to annually evaluate the effectiveness of the rider training program.
- Continue and expand the Green-Yellow-Red campaign to include an evaluation component based on statistical data.
- Incorporate motorcycle-specific messages into all current BOTS impaired-driving campaign materials and enforcement activities.
- Provide training on prosecuting impaired-riding offenders during all law enforcement, prosecutor, and judicial training or conferences. Consider outreach to judges and prosecutors to educate State and local courts on the problem of impaired riding.
- Capitalize on the enthusiasm, expertise, and passion of Wisconsin's law enforcement agencies to continue developing and implementing impaired-riding efforts.
- Capitalize on the good relationships with motorcycle groups to encourage self-policing and a philosophy of zero tolerance to drinking and riding.
- Continue to include law enforcement in the Green-Yellow-Red program.
- Expand overtime enforcement grants during special motorcycle events. Evaluate the effectiveness based on statistical data.
- Develop and distribute information on the design, installation, and operation of traffic signal sensors.
- Establish a State-approved "Share the Road" module for use in driver education curriculums.
- Develop information on conspicuity for inclusion with the annual motorcycle registration renewal mailings.
- Develop a comprehensive communications plan that meets the criteria for SAFETEA-LU Section 2010 funding. The plan should include:
 - A research component to identify problem areas to ensure that appropriate themes and messages are developed;
 - Goals and objectives with realistic and measurable outcomes;
 - Messages regarding the importance and availability of rider education, proper

- helmet and protective gear use, sharing the road, and the effects of alcohol on motorcyclists;
 - Defining target audiences, including motorists, independent riders, sport bike riders, returning riders, etc.;
 - Using appropriate multi-media channels;
 - A comprehensive plan for community outreach at events;
 - An evaluation component to measure pre- and post-campaign awareness and impact on motorist and motorcyclist behavior.
- Request funding to implement the Green-Yellow-Red campaign statewide.
 - Utilize MoSAC members to liaise with rider groups to distribute messages/materials.
 - Create evaluation instruments to objectively measure the effectiveness of programs, activities, events and countermeasure initiatives and their impact on motorcycle safety.

I. PROGRAM MANAGEMENT

Each State, in cooperation with its political subdivisions and stakeholder community, should have a comprehensive program to promote motorcycle safety and prevent motorcycle crashes and related injuries. To be effective in reducing the number of motorcycle crashes, injuries, and fatalities, State programs should support centralized program planning, implementation, and coordination to identify the nature and extent of its motorcycle safety problems, to establish goals and objectives for the State's motorcycle safety program, and to implement projects to reach the goals and objectives. State motorcycle safety plans should:

- Designate a lead agency for motorcycle safety;
- Develop funding sources;
- Collect and analyze data on motorcycle crashes, injuries, and fatalities;
- Identify and prioritize the State's motorcycle safety problem areas;
- Encourage and support collaboration among agencies and organizations responsible for or impacted by motorcycle safety issues;
- Develop programs (with specific projects) to address problems;
- Coordinate motorcycle safety projects with those for the general motoring public;
- Integrate motorcycle safety into State strategic highway safety plans, and other related highway safety activities including impaired driving, occupant protection, speed management, and driver licensing programs; and
- Routinely evaluate motorcycle safety programs and services.

Status

Wisconsin previously hosted a motorcycle safety program assessment in November 2000. Several of the recommendations from that assessment have been implemented, most notably increasing funding for the program, improving the security of the MV 3575 Motorcycle Skills Test Waiver Authorization form, publishing a Policies and Procedures Manual and implementing motorcycle-specific impaired-riding countermeasures. Other recommendations are currently being implemented, such as developing a program to link the systems with crash data, drivers' records, and vehicle registrations, and ongoing promotion for use of personal protective gear.

There are significant recommendations that have not been acted upon. Examples are developing a strategic plan for the motorcycle safety program and reducing the amount of time that motorcycle instruction permits are valid.

Mr. Ron Thompson, Wisconsin Motorcycle Safety Program Manager, is retiring in May 2008 after 35 years of State service. Mr. Thompson has spent 26 of those years in the motorcycle safety program. Presenters universally expressed dismay at his departure, recognized his significant contributions to the program, and praised his ability to work with all parties. All interviewees further expressed serious concerns about the availability of an appropriate replacement for Mr. Thompson. They further expressed concern that his replacement would not be hired in a timely manner. It is critical that

WisDOT hire a replacement with enough overlap time to become well versed on the program before Thompson retires.

The Wisconsin legislature passed legislation in 1981 creating a Type 1 motorcycle, moped, and motor bicycle program (Chap. 85.30 State statutes). It states that the program “shall develop and administer operational skills training, safety education and public awareness, and such other elements as the department deems desirable. The safety education program for Type 1 motorcycles shall include instruction as to the proper eye protection to be worn during hours of darkness. The department may make grants under this program for establishment of courses that further the aims of this program.”

Chap Trans 503 was written in 1982 to implement the Wisconsin Motorcycle Safety Program (WMSP). Trans 129 was written in 1992 to implement the Waiver of Skill Test for successful completion of the basic rider course. Both rules were combined in a newly created Trans 129, effective February 1, 1998. Trans 129 was last revised in April 2005 and is in the final stages of another revision.

The WMSP is housed in the WisDOT Division of State Patrol (DSP), Bureau of Transportation Safety (BOTS). Mr. Thompson is the Motorcycle Safety Program Manager and is responsible for overall management of the program with the help of one Administrative Assistant. This assistant has been assigned additional duties that are now consuming a significant portion of her availability to the motorcycle safety program.

The DMV Bureau of Driver Services (BDS) manages the Skill Test Waiver Program and approves sponsors and RiderCoaches who participate in the skill test waiver program, while the Division of Field Services conducts motorcycle riding and skill tests and issues motorcycle endorsements. Annual validation of RiderCoach status is obtained from the Motorcycle Safety Foundation (MSF) despite the fact that DMV staff receives reports for each RiderCoaches’ activity and the WMSP Manager maintains a file of all RiderCoach activity.

WMSP-funded training sites are administered through the Wisconsin Technical College System. Currently, there are 15 technical colleges providing courses at approximately 29 training sites. In addition, ABATE of Wisconsin and Ride Safe, Inc. also sponsor State-funded courses.

Other independent programs involved with the Skill Test Waiver Program, but not directly involved with the WMSP, currently include Motorcycling Enterprises Safe Rider Program, Inc., Harley Davidson’s Rider’s Edge Program, Cruisin Safely, Destination Driving School, Inc., Elkhart Lake’s Road America, Learning Curves Motorcycle Safety, Littleways Driving School LLC, Ocooch Mountain Motorcycle Safety LLC, Ride Alive Motorcycle Academy LLC, Ride Rite LLC, and Safety & Respect Driving School. These programs are subject to the same rules, regulations, and standards as the WMSP sites.

Budget

The WMSP is funded by a General Fund appropriation. The appropriation, until 2002, was inadequate to meet program needs. In 2002, the appropriation was increased to \$654,000, which has remained constant to present. In 2007, the program received \$112,000 in Federal 402 grants, which pays the salary for the Administrative Assistant, aids with RiderCoach training, and pays for most of the public information and education activities. Additionally, the WMSP received a Section 2010 grant in the amount of \$116,000 to replace aging training motorcycles. None of these funding sources are dedicated and could be reduced or eliminated during any given budget cycle.

The technical college system has approved a full-cost recovery system for funding the training programs on their campuses. This process increased the fees charged students, helping to ensure the availability of rider education at technical colleges.

Collect and Analyze Data

The Data Analysis Section within BOTS collects a tremendous amount of information from law enforcement crash reports. Motorcycle crash data is analyzed and made available to the WMSP and the public. While an impressive amount of information is available, there was no evidence that this data is utilized to determine projects or measure results. The data should be applied to develop a strategic plan and an annual work plan.

Collaboration With Other Agencies

The WMSP has developed strong collaborative relationships with most other divisions within the Department of Transportation, the technical colleges, and their RiderCoaches, motorcycle rider groups, motorcycle dealers, and other non-government entities. These relationships offer excellent access to detailed data and a wide range of support, information, and resources. Developing and nurturing these relationships will allow the WMSP to become a more comprehensive program.

The WMSP has a diverse volunteer Motorcycle Safety Advisory Council (MoSAC) consisting of motorcycle enthusiasts, representatives from the technical colleges, RiderCoach trainers, and representatives from the motorcycle industry within Wisconsin. This group meets three to four times per year to make recommendations in compliance with TAM 41. Assessment Team members were extremely impressed with the enthusiasm, dedication, and intensity they bring to the motorcycle safety program.

Recommendations

- **Fill the program manager position as soon as possible to maintain continuity of the program.**

- **Create an annual plan to aid the new program manager in administering the WMSP.**
- **Develop a data-driven strategic plan.**
- Establish a mechanism to collect data on other formal and informal motorcycle training conducted to permit a detailed look at the overall training environment and its impact.

II. MOTORCYCLE PERSONAL PROTECTIVE GEAR

Each State should support passage and enforcement of mandatory all-rider motorcycle helmet use laws. In addition, each State should encourage motorcycle operators and passengers to use the following protective gear through an aggressive communication campaign:

- Motorcycle helmets that meet the Federal helmet standard;
- Proper clothing, including gloves, boots, long pants, and a durable long-sleeved jacket;
- Eye and face protection; and
- A seat and footrest for each passenger.

Personal protective gear is the most effective method of reducing the risk of injury or death when motorcyclists are involved in traffic crashes. All States should enact laws requiring all motorcycle operators and passengers to wear motorcycle helmets (universal helmet use laws). Helmet use has been identified as the single most important factor in the reduction and prevention of head injury in motorcycle crashes. Over-the-ankle boots, full-fingered leather gloves, long pants, and long-sleeve shirts or durable jackets offer motorcyclists protection from the environment and from injury in case of a crash. Additionally, bright-colored clothing and retro-reflective materials enhance a motorcyclist's visibility to other motorists in traffic. States should encourage use of these items in their helmet use and other motorcycle safety campaigns.

Status

Since March of 1978, Wisconsin has not had a universal mandatory helmet law for motorcyclists. However, Wisconsin Statute 347.485(1)(a) requires any person who holds an instructional permit under Statute 343.07(40) or who is under 18 years of age to wear protective headgear of a type which meets the standards established for motorcycle operation in 49 CFR 571.218 with the chin strap properly fastened. Furthermore, Wisconsin Statute 347.485(1)(am) does not allow any person to operate a Type 1 motorcycle when carrying a passenger under 18 years of age unless the passenger is wearing protective headgear.

The Assessment Team recognizes the fact that a universal helmet law is a politically sensitive issue in Wisconsin. However, helmet use has been identified as the single most important factor in the reduction and prevention of head injury in motorcycle crashes. A 1994 roadside survey conducted by WisDOT estimated helmet use at 44 percent. This survey did not make a distinction between helmets that meet the Federal standards and “fake” or novelty helmets, which continue to grow in popularity. A second helmet survey conducted in 2007 estimated helmet use at only 27.9 percent. Of the 135 riders and passengers under the age of 18 who were involved in fatal or injury crashes from 2002–2006, only 60 percent were wearing helmets.

Wisconsin Statue 347.485(2)(a) states that no person may operate a motorcycle on any highway without eye protection or a windshield. The eye protection may be in the form of a face shield attached to the helmet, goggles or glasses, or a windshield that rises a minimum of 15 inches above the handlebars. Tinted eye protection is prohibited during hours of darkness except for prescription photosensitive corrective lenses.

As part of the WMSP's Ride Right campaign, the Gear Up message strongly supports the use of full protective gear: a full face helmet, leather or heavy duty long sleeved jacket, leather or heavy duty long pants, over-the-ankle boots, and full-fingered leather gloves. However, it is important to note that the Gear Up message is designed to encourage complete preparation for riding, which includes equipment, gear, and proper operation (in that order). The message does not focus on specific protective gear nor is it a stand-alone message. It is promoted through posters, brochures, Full Gear/Fools Gear posters, and radio and television public service announcements (PSAs).

In a unique approach to spreading the protective gear message, WMSP recently had a helmet use message stamped on all motorcycle license plate envelopes.

No testimony was presented indicating that any agencies or businesses require or encourage the use of helmets or other protective gear through a workplace safety initiative.

Although the protective gear message is included in the balance of WMSP's public messages, there is no coordinated plan for communicating the safety gear message to the motorcycling public. There also seems to be little follow-up in distributing brochures and posters to motorcycle dealerships, DMV stations and training programs.

Recommendations

- **Encourage the usage of protective gear by motorcyclists through ongoing public information and education campaigns.**
- Develop a stand-alone message to stress the use of full protective gear.
- Pass a universal helmet law for all riders and passengers compliant with Federal Motor Vehicle Safety Standard (FMVSS) 218.

III. MOTORCYCLE OPERATOR LICENSING

States should require every person who operates a motorcycle on public roadways to pass an examination designed especially for motorcycle operation and to hold a license endorsement specifically authorizing motorcycle operation. Each State should have a motorcycle licensing system that requires:

- Motorcycle operator's manual that contains essential safe riding information;
- Motorcycle license examination, including knowledge and skill tests, and State licensing medical criteria;
- License examiner training specific to testing of motorcyclists;
- Motorcycle license endorsement;
- Cross-referencing of motorcycle registrations with motorcycle licenses to identify motorcycle owners who may not have the proper endorsement;
- Motorcycle license renewal requirements;
- Learner's permits issued for a period of 90 days and the establishment of limits on the number and frequency of learner's permits issued per applicant to encourage each motorcyclist to get full endorsement; and
- Penalties for violation of motorcycle licensing requirements.

Status

The Assessment Team feels it is important to note that there was difficulty in gathering information for this section. The primary presenter was unable to participate because of illness. The other two presenters were relatively new to their positions and could not respond to many of the licensing questions. However, they did make an attempt to research the information. A phone interview with a supervisor in the Bureau of Field Operations helped clarify some points, but this individual did not have access to some information requested by the Assessment Team. Although everyone promised to follow up, much of the requested information was not provided.

The Assessment Team's primary source of information was the pre-assessment briefing materials and other presenters' knowledge of the licensing process.

Class M Motorcycle License

Anyone who operates a Type 1 motorcycle in Wisconsin is required to have a Class M motorcycle license. A Class M motorcycle license may be obtained by applying for a motorcycle instructional permit (CYCI) through the DMV or by completing a basic rider course to receive a licensing skill test waiver. A CYCI is not required to receive a waiver. Class M licenses are renewed every eight years.

The DMV may issue an unrestricted or restricted Class M license depending upon the vehicle operated during the DMV licensing skill test or in the basic rider course. An individual who passes the licensing skill test or completes the basic rider course on a two-wheel motorcycle is issued an unrestricted Class M license. An individual riding a

motorcycle with sidecar or a trike during the licensing skill test or in the basic rider course is issued a restricted Class M license.

Under 18 Licensing

The minimum age for obtaining a Class M license is 16. Individuals under the age of 18 are required to complete a basic rider course unless they live over 50 highway miles from a basic rider course site or have a valid motorcycle license from another jurisdiction. Applicants under the age of 18 must be sponsored by a parent or guardian, provide proof of enrollment or completion of a basic rider course (DMV 3575 form), and provide proof of completion of a driver education course. The sponsor issues a MV3575 to the applicant and is responsible for notifying the DMV if the applicant does not attend or drops out of the basic rider course. Although information was presented regarding the notification process, it was unclear whether the process is actually followed. It is assumed that the DMV monitors the individuals who submit the MV3475 enrollment verification and takes administrative action if they fail to complete the basic rider course. Information was not provided on the number of individuals who do not complete a course and whether administrative action was taken. Information on the number of 16- and 17-year-olds applying for a CYCI and completing the licensing process was not available.

Motorcycle Instructional Permit

The CYCI is valid for six months. While holding a CYCI, the individual must wear an approved helmet and use eye protection, and may not operate a motorcycle after dark unless accompanied by a licensed person at least 25 years old with two years of licensed driving experience and a Class M license. A licensed passenger may be carried, but this is not recommended. There are no other restrictions to provide an incentive to complete the licensing process.

CYCI holders who fail the licensing skill test twice are required to complete a basic rider course. It was not clear whether the DMV monitors the individuals who enter the system and fail to complete the licensing process. The CYCI continues to be valid so the individual could still operate a motorcycle, however the DMV will not issue a license without a course completion certificate. It is assumed that the DMV knows whether individuals fail to complete the course and do not complete the licensing process. It was unclear whether two skill test failures and failing to complete a training course stops an applicant from reapplying for a CYCI.

Individuals applying for their fourth CYCI are required to provide proof of enrollment in or completion of a basic rider course. This requirement does not apply to individuals living over 50 highway miles from a training site. Information on whether the DMV monitors this process was not available.

Motorcycle Operator's Manual

The Wisconsin Motorcyclists' Handbook is available at DMV offices and on the Internet. The core of the manual is based on the MSF Motorcycle Operator's Manual (MOM). The first portion of the handbook deals with the process for obtaining a Wisconsin motorcycle license and Wisconsin laws. The middle section is MSF material and provides general motorcycle riding information. The final section discusses the availability of rider training courses.

The handbook was updated with motor vehicle law changes in 2007. The riding information in the middle section of the handbook has not been updated and does not reflect Wisconsin riding conditions, situations, or motorcycle crash statistics. The handbook does not adequately incorporate knowledge that is tested during the on-road skills test.

Motorcycle License Examination

To obtain a Class M license, applicants must pass vision and signage, knowledge, and skill tests. The signage test is administered at the same time as the vision test. The DMV may waive the licensing skill test if the applicant completes a basic rider course.

All motorcycle license applicants must pass a 25-question knowledge test. The test is based on information from the Wisconsin Motorcyclists' Handbook and questions developed by the MSF. Applicants must score a minimum of 80 percent on the knowledge test. In 2007 to date, the DMV reported that 31,470 knowledge tests were administered, and 20,900 individuals passed the test and were issued a CYCI. Information on pass/fail rates and re-exams was not available.

The DMV uses an on-road test as its licensing skill test. The test has been used by the DMV for over 20 years and is based on the MSF's Motorcyclists in Traffic (MIT) licensing test. The testing procedure requires the examiner to follow the applicant in a State vehicle on a prescribed route. The examiner provides instructions through a radio communication system. Although the test routes vary, all provide the same driving environments and testing situations. The test description and standards are in the Wisconsin Motorcyclists' Handbook. The only revision to this testing process has been the addition of a quick stop. Between January and October 2007, 24 DMV offices administered 2,761 tests and issued 2,498 Class M licenses. Only 12 percent of the individuals obtaining a CYCI are completing the licensing process through the DMV.

Applicants must schedule an appointment for a licensing skill test. Some presenters stated that it could take months to get an appointment. A problem revealed by the DMV is the lack of State vehicles for examiners to do the on-road testing.

A sample of the on-road examiner score sheet was provided. The Assessment Team has concerns with some of the testing criteria and feels that the testing standards are not consistent with existing on-road score sheets. This could impact the reliability and

validity of the motorcycle licensing skill test. Without more information this is only speculation.

Licensing Skill Test Waiver

Individuals passing a basic rider course are eligible for a license skill test waiver. Course participants who pass the end-of-course knowledge and skill tests are issued a licensing skill test waiver. Applicants submit the waiver to the DMV, pass the required knowledge test if they are not holding a CYCI, pay the \$8 licensing fee and are issued a Class M license.

The basic rider course knowledge test contains 50 questions. None of these questions are specific to Wisconsin. The end-of-course skill test consists of four course exercises. To pass the end-of-course skill test, participants may not accumulate more than 20 penalty points. This end-of-course skill test does not evaluate the same skills and riding procedures as the DMV on-road test. The scoring and evaluation criteria are different as well.

Annually, approximately 11,000 course participants are issued a licensing skill waiver through the basic rider course. The DMV reported that in 2007 approximately 11,500 individuals obtained Class M licenses through the waiver program. The licensing skill test waiver currently does not have an expiration period. Once it is issued to an individual that successfully completes basic rider course it is valid until it is turned in at the DMV and a motorcycle license is issued. Several instructors and site managers felt that the license skill test waiver should expire after a reasonable time period.

Currently, only completing the 15-hour basic rider course qualifies individuals for a licensing skill test waiver. Several presenters recommended that an intermediate course be approved for the waiver to encourage individuals who already have riding experience to become properly licensed. Other States are using this process successfully. It appears that legislative changes are necessary to approve the intermediate course for a waiver.

Examiner Training

Two DMV trainers train all new examiners to administer the on-road licensing skill test. This training takes approximately five days. All examiners complete a one-day refresher workshop each spring and are audited at a minimum of once a year as part of DMV's quality assurance effort. Currently, Wisconsin examiners do not participate in the American Association of Motor Vehicle Administrators (AAMVA) Certified Motorcycle Examiner (CME) program.

Examiner training manuals and update/refresher training guides are available, but that information was not provided during this assessment.

The basic rider course providers and RiderCoaches must apply and for and be certified

by the DMV to participate in the licensing skill test waiver program. RiderCoach certification is valid for three years. RiderCoaches must be certified by the MSF and WisDOT, be employed by an approved course provider, teach at least three basic rider courses in a three-year period, and attend at least one MSF or WisDOT update in the same period. There is no requirement for RiderCoaches to pass a test audit.

Although the DMV works with the WMSP, it relies on the MSF for verifying qualifications. This has created some problems when the DMV is trying to certify or recertify RiderCoaches.

In 2008, the DMV will begin conducting criminal background checks on all RiderCoaches it certifies because they may provide instruction to individuals under the age of 18.

Cross-Referencing Licensing and Vehicle Registration Files

Some States cross-reference licensing and vehicle registration files to identify unlicensed motorcyclists who own a motorcycle. Currently, WisDOT cannot cross-reference these files. A project was implemented in September 2007 to link licensing, vehicle registration, student files, court files, and crash files. This linking will produce valuable information to evaluate activities and develop countermeasures.

DMV should monitor licensing, skill test waivers, and RiderCoach certification requirements. Although this information is collected by various agencies, departments and units, it is only readily available to a limited number of individuals. An effective monitoring and reporting system is critical for staff to fulfill their responsibilities. The DMV should consider implementing the electronic transfer of the licensing skill test waiver information to update driving records.

Penalties for Improper or Unlicensed Operators

Individuals stopped while operating a motorcycle without a Class M license will be issued a citation and the motorcycle may be towed. Law enforcement has discretion in these situations. If convicted, individuals could pay a fine of \$186. Information was not presented on the number of citations and convictions for unlicensed or improperly licensed motorcyclists.

The DMV does not impose any administrative action or conduct any follow-up to encourage proper licensing.

Recommendations

- **Create an electronic monitoring and reporting system to allow effective tracking of licensing, RiderCoach certifications, licensing skill waivers, and other data critical to operating and managing the licensing process and rider training effort.**

- **Amend 343.16(2)(cm) to allow the license waiver to be issued for the completion of an intermediate training course.**
- **Evaluate the permit and licensing systems and implement procedures to ensure that they encourage individuals to complete the licensing process.**
- **Establish an expiration period for the licensing skill test waiver issued at the completion of a rider education course.**
- **Revise the Wisconsin Motorcyclists' Handbook to include information specific to the critical skills needed to operate a motorcycle in Wisconsin.**
- **Create a consistent skill test for use in rider training and by the DMV to issue Class M licenses.**
- **Develop a compliance and quality assurance effort to monitor and audit both the DMV and motorcycle RiderCoaches who administer licensing tests.**
- **Study the feasibility of implementing a complete licensing waiver program that eliminates the need for a CYCI and completion of a separate DMV knowledge test.**
- **Implement electronic updating of course participants' driving records with a Class M license as part of a comprehensive licensing waiver program.**
- **Evaluate the current DMV on-road licensing skill test to implement a skill test that does not strain DMV resources and evaluates the critical skills needed to operate a motorcycle in Wisconsin.**

IV. MOTORCYCLE RIDER EDUCATION AND TRAINING

Rider education is an essential component of a statewide motorcycle safety program and requires specialized training by qualified instructors. Motorcycle rider education should be readily available to all new and experienced motorcyclists who wish to participate. While nearly all States have some type of rider training component, only a small percentage of riders actually receive training, and many programs report long waiting lists. If rider education courses are not easily available to new riders, they will often bypass formal training and operate their motorcycles without the knowledge and skills needed to do so safely. It is important that all States, including those just beginning motorcycle safety programs as well as those with established programs, offer rider training courses in sufficient numbers to meet the needs of the motorcycle riding population in the State.

The State agency should provide a comprehensive plan for stable and consistent rider education programs in which motorcyclists have access to training programs conducted by State-approved personnel at facilities that are appropriately equipped and staffed and adequately funded. Each State motorcycle rider education program should also provide for:

- Formal curriculum review and approval process;
- A mandate to use the State-approved curriculum;
- Reasonable availability of rider education courses for all interested residents of legal riding age;
- A documented policy for instructor training and certification;
- Incentives for successful course completion such as licensing test exemption;
- A plan to address the backlog of training, if applicable;
- State guidelines for conduct and quality control of the program; and
- A program evaluation plan.

Status

Motorcycle rider training programs have been offered in Wisconsin for over 30 years. Prior to legislation that established the current program, instructors were trained at UW-Whitewater, beginning in 1973. During that era, Federal 402 grants were used to fund local rider education programs. Wisconsin passed legislation in 1981 creating a Type 1 motorcycle, moped and motorized bicycle program. The first courses under this statute were conducted in the spring of 1982, primarily through the Wisconsin Technical College System. From 1982 through November 2007, more than 112,000 students have completed basic rider courses in Wisconsin.

Information received during this assessment repeatedly confirmed the reputation of the WMSP for delivering high-quality motorcycle training. State and local officials were unanimous in their praise for the support and cooperation of the motorcycle safety program manager and staff. The site administrators, RiderCoach trainers, and RiderCoaches interviewed all praised the WMSP manager's leadership, open and

frequent communication and exceptional dedication to the continued success of the rider education program. They also expressed unanimous concern for program continuity when the program manager retires in May 2008.

The administration of rider education is the responsibility of the WMSP. The rider education program is funded primarily by grants administered by the WMSP. Additionally, student tuition fees help defray expenses at training sites that are operated through the Wisconsin Technical College System as well as two non-profit training organizations that receive WMSP grant funding. A number of private training sites have been established that are funded solely by student tuition.

Formal Curriculum Review and Approval Process

Trans 129 specifies that the department approve the motorcycle curricula used by the WMSP. The currently approved curricula for the WMSP are the MSF Basic Rider Course (BRC) and Experienced Rider Course (ERC). Additionally, the WMSP will accept the Evergreen Safety Council sidecar or trike course as an appropriate substitute for students who operate those types of vehicles. The WMSP has added a one-hour alcohol awareness module to the required classroom curricula as well as Wisconsin-specific information on dealing with farm machinery and animals on highways.

Currently, there is no formal curriculum review and approval process in place. Information presented indicates a significant disconnect between the pass/fail rates for testing at the DMV stations versus testing conducted in motorcycle training classes. It appears that the overall passing rate for students in technical college and non-profit provider classes is about 92.7 percent while the pass/fail rate for private providers is about 94.3 percent. Conversely, testing results from DMV stations indicate that about 86 percent pass the DMV knowledge test and 66.5 percent pass the DMV on-road skill test.

Information from RiderCoaches and RiderCoach Trainers indicates that it is extremely unusual for a student to fail the BRC knowledge test. The team finds that this information agrees with information from other State programs that utilize the BRC. Classroom materials and instructional techniques, including the knowledge test, are not being evaluated to determine whether they meet the needs of the program in reducing motorcycle crashes and injuries. Additionally, the test does not include Wisconsin-specific information. Given the disconnect between pass/fail rates for the BRC students and individuals testing at DMV stations, both tests should be evaluated to ensure that critical skills are consistently tested.

Availability of Rider Education Courses

WMSP-funded training sites are primarily administered through the Wisconsin Technical College System. Currently, there are 15 technical colleges providing courses at 29 training sites. In addition to the technical colleges, two nonprofit entities, ABATE of Wisconsin and Ride Safe, Inc., also sponsor courses that are eligible for State funding.

Programs that are authorized to participate in the Skill Test Waiver Program, but are not funded by the WMSP, currently include 10 Rider's Edge programs conducted by Harley-Davidson motorcycle dealerships and 9 private training providers with approximately 21 training sites. These programs are subject to the same rules, regulations, and standards as the WMSP sites.

With the addition of training programs that are not receiving WMSP funding, but are nonetheless subject to WMSP regulation, the number of potential students who are on waiting lists for the classes has been greatly reduced. Currently training is available within 50 miles of about 98 percent of Wisconsin's citizens. Additionally, Wisconsin has training agreements with the Minnesota program and Northern Michigan University that extend training to Wisconsin residents.

Policy for RiderCoach Trainers and Certification

The curriculum and instructional procedures for RiderCoach Trainers are specified in the MSF RiderCoach training materials, with additional requirements listed in the WMSP Policies and Procedures Manual. WMSP training specialists who are also MSF-certified RiderCoach Trainers conduct the course.

The course consists of approximately 65 hours of classroom and range work and is usually conducted over four consecutive weekends. The training includes supervised instruction of novice riders. In order to qualify for WMSP recognition, a candidate must attend the entire program, successfully pass a qualifying riding skill test and a written knowledge test and complete student teaching.

WMSP RiderCoaches are required to hold current MSF certification and attend an approved update or conference at least every three years. It appears that the program depends heavily on MSF records to ensure that RiderCoaches are properly certified. In fact, most of the RiderCoaches and RiderCoach Trainers characterized themselves as MSF RiderCoaches or Rider's Edge RiderCoaches rather than Wisconsin RiderCoaches. It would benefit the program's identity and image to develop State-specific RiderCoach certification records and issue cards identifying RiderCoaches as Wisconsin-certified.

The new WMSP Policies and Procedures Manual provides excellent guidance for RiderCoaches in conducting training. It includes impressively detailed procedures for determining when and how to dismiss students as well as detailed range facility standards that exceed those established by the MSF.

The program has provided some specialized training for RiderCoaches in how to deliver the State's alcohol module and specific training for lead RiderCoaches at the training sites. Information provided during the assessment indicates that there is no ongoing training in these two areas although testimony from many individuals indicated a need and desire for additional training. RiderCoaches should receive regular updates and specific training on how to deliver the alcohol module effectively. There is no long-range

plan for ongoing training to continue developing the Lead RiderCoach cadre as RiderCoach mentors and quality control specialists.

Although the Lead RiderCoaches have some guidance in the Policies and Procedures Manual for assisting new RiderCoaches, the Assessment Team's experience indicates that new RiderCoaches are seldom prepared to assume the full scope of RiderCoach responsibilities. Newly trained RiderCoaches should teach a minimum of two classes as the third member of an instructional team comprised of two experienced RiderCoaches. The mentor should "shadow" the new RiderCoach while exercises are being conducted. This provides a low-stress environment where the new RiderCoach can focus on rapid skill development. The experienced RiderCoaches can evaluate and coach the new RiderCoach while assuring that program objectives and standards are met. The program should develop detailed procedures for Lead RiderCoaches in mentoring new RiderCoaches.

Incentives for Successful Course Completion

Students who successfully complete an approved training course are eligible for a waiver of the DMV riding skill test. Information presented during the assessment indicates that there is some interest in having course providers also conduct the DMV knowledge test or perhaps combine the DMV test with the BRC end-of-course test.

Given the disparity in results between current DMV testing and the end-of-course testing, the program should carefully examine the testing instruments to ensure that the State's needs are being met in the license waiver program. Additionally, there is enormous potential for fraud when private providers and motorcycle dealerships are authorized to issue licensing test waivers. Steps must be taken to ensure the integrity of the license waiver system.

Guidelines for Conduct and Quality Control of the Program

The newly-released Policies and Procedures Manual incorporates guidelines for conduct of the training program as well as policies for quality assurance visits to training sites. Current standards call for WMSP trainers to visit each training site at least once each year. Information presented during the assessment indicates that the program would benefit from an expanded quality assurance and compliance program. This is particularly critical with the license waiver program in place. Regular audits of private providers should be conducted to ensure that the skill test waiver is administered correctly.

The WMSP should examine ways to expand the quality assurance process to include unannounced site visits and monitoring of skill test scoring and administration. Providing additional training for lead RiderCoaches in conducting evaluations at their sites is a first step. The program should consider developing a cadre of training specialists to assist the limited number of RiderCoach Trainers in expanding the quality control program

Program Evaluation Plan

The WMSP currently has no ongoing program evaluation process. Information presented during the assessment, however, indicates that the WMSP is on the verge of having the ability to link student data with driver records as well as crash data.

Program evaluation standards and methodology are useful tools for evaluating the effectiveness of the program. This should include analyzing State crash data to determine needed adjustments in the training curricula based on the causes of motorcycle crashes.

Recommendations

- **Develop a formal curriculum review and evaluation process to ensure that the approved training meets the needs of Wisconsin's residents.**
- **Develop a long-range plan for ongoing training to develop the Lead RiderCoach Cadre as RiderCoach mentors and quality control specialists.**
- **Audit all course providers regularly to ensure that the skill test waiver is correctly administered.**
- **Develop a cadre of training specialists to assist the limited number of trainers in expanding the quality control program.**
- **Develop standards and methodology to annually evaluate the effectiveness of the rider training program.**
- Evaluate the classroom materials and instructional techniques, including the knowledge test, to ensure that classroom instruction meets the needs of the program in reducing motorcycle injuries and fatalities.
- Evaluate the BRC skill test and test scoring criteria to determine whether the test meets the needs of the state in reducing motorcycle injuries and fatalities.
- Develop state-specific RiderCoach certification records and identify RiderCoaches as Wisconsin-certified.
- Provide regular updates and specific training for RiderCoaches on how to deliver the alcohol module effectively.
- Develop detailed procedures for Lead RiderCoaches in mentoring new RiderCoaches.

V. MOTORCYCLE OPERATION UNDER THE INFLUENCE OF ALCOHOL OR OTHER DRUGS

Each State should ensure that programs addressing impaired driving include an impaired motorcyclist component. The following programs should be used to reach impaired motorcyclists:

- Workplace safety programs;
- Community traffic safety and other injury control programs, including outreach to motorcyclist clubs and organizations;
- Youth anti-impaired driving programs and campaigns;
- High-visibility law enforcement programs and communications campaigns;
- Judge and prosecutor training programs;
- Anti-impaired driving organizations' programs;
- College and school programs;
- Motorcycle rallies, shows, etc.; and
- Event-based programs such as Server training programs.

Status

The DMV Accident Database includes reports of blood alcohol concentrations (BAC) of motorcycle drivers killed in motor vehicle crashes. The rate of alcohol-involved motorcycle crashes is much higher than the rate for all drivers in crashes. In 2003, 32 (36%) of all motorcycle fatalities had a BAC of .10 or more. In 2003, 119 of every 1,000 motorcycle drivers in crashes had been drinking compared to 42 of every 1,000 total drivers in crashes, based on the 2003 Wisconsin Alcohol Traffic facts. For the years 1995 to 2004, an average of 45.1 percent of all motorcycle driver fatalities had been drinking compared to 34.1 percent of total driver fatalities. During the first 8 months of 2007 coroner reports on alcohol involvement in motorcyclist fatalities were available for 41 (56.2%) of the 73 fatalities. Of those 41 fatalities, 20 (48.8%) involved alcohol with 16 (22.2%) tested over the legal limit of .08.

There is no legislation specifically addressing impaired motorcycle operators; motorcyclists are included in the statute addressing all drivers.

BOTS aggressively addresses the problem of operating while intoxicated (OWI) through its Alcohol & Youth Alcohol Programs. While these programs have traditionally addressed the more "general" OWI problem in Wisconsin, BOTS plans to include programs specifically targeting motorcyclists, as well as offer special law enforcement grants. Community traffic safety and other injury prevention programs, such as the Tri-County Motorcycle Safety Coalition (Dane, Jefferson, and Waukesha counties) have implemented motorcycle-specific OWI posters, PSAs, and news releases. High-visibility law enforcement initiatives include saturation and overtime enforcement efforts during three major motorcycle events; the Road America Motorcycle Race Weekend, the Harley Owners Group (HOG) Rally and the Fall Color Ride. While very specific violation and citation data is collected and reported for these enforcement efforts, there has been no analysis to evaluate the overall effectiveness. However, anecdotal observations by

experienced law enforcement personnel indicates that the efforts are extremely effective.

As a result of the first National Agenda for Motorcycle Safety (NAMS) Summit held by the WMSP in 2004, a municipal judge provided motorcycle-specific OWI training during the 2005 Municipal Justice Statewide conference. There does not appear to be other motorcycle-specific OWI training for judges or prosecutors. Law enforcement uses NHTSA materials to train officers on how to detect impaired motorcyclists.

Wisconsin's Technical College System offers alcohol server training and plans to update that training curriculum in April 2008. The Wisconsin Manufacturing Committee is responsible for workplace safety programs. No evidence indicates the use of motorcycle safety-related messages in these programs. By statute, an additional one-hour alcohol awareness training module is included in WMSP's basic rider course. The WMSP has also developed materials (the Ride Sober brochure and poster, radio and television PSAs, cocktail napkins, and the Bars to Bars and Your Ultimate Nightmare videos) specific to the dangers of operating a motorcycle under the influence of alcohol and other drugs.

Through Federal 402 funds, the innovative Green-Yellow-Red social marketing campaign was developed by Innocorp. As a demonstration project, it received two years of additional funding by NHTSA for final development and implementation. Both State and local law enforcement officials praise the effectiveness of this program and have high hopes for its success.

Recommendations

- **Continue and expand the Green-Yellow-Red campaign to include an evaluation component based on statistical data.**
- **Incorporate motorcycle-specific messages into all current BOTS impaired-driving campaign materials and enforcement activities.**
- **Provide training on prosecuting impaired-riding offenders during all law enforcement, prosecutor, and judicial training or conferences. Consider outreach to judges and prosecutors to educate State and local courts on the problem of impaired riding.**
- **Capitalize on the enthusiasm, expertise, and passion of Wisconsin's law enforcement agencies to continue developing and implementing impaired-riding efforts.**
- **Capitalize on the good relationships with motorcycle groups to encourage self-policing and a philosophy of zero tolerance to drinking and riding.**

- Prepare talking points for law enforcement to aid in testimony on detecting impaired riders and distinguishing the differences between motorist and motorcyclist cues for impairment.
- Continue to create and distribute impaired riding informational materials to State and local law enforcement, DMV stations, rider training centers, dealers, highway rest areas, State and national parks, special events, and motorcycle rallies.

VI. LEGISLATION AND REGULATIONS

Each State should enact and enforce motorcycle-related traffic laws and regulations, including laws that require all riders to use motorcycle helmets compliant with the Federal helmet standard. Specific policies should be developed to encourage coordination with appropriate public and private agencies in the development of regulations and laws to promote motorcycle safety.

Status

Wisconsin had a universal helmet law until 1978 when it was repealed, except for those operators and passengers under the age of 18. Operators are subject to fines and demerit points for carrying passengers (on a motorcycle or in a sidecar) under the age of 18 who aren't wearing a properly fitted helmet. Helmets are required for all operators with motorcycle instruction permits and their passengers. WisDOT strongly recommends helmets that meet or exceed US DOT minimum standards for all motorcycle and moped riders. There have been two attempts to reinstate the universal helmet law since 1978. Reinstating the universal helmet law is not listed as a strategy in Wisconsin's current Highway Safety Plan (HSP), however a strategy to make motorcyclists aware of safety-related information, including a "Get in Gear" campaign is noted in the HSP. The preliminary 2007 motorcycle fatal crash data indicate that 77.8 percent or 56 motorcyclists were not wearing a helmet, based on data available for 72 of the 73 fatalities to date.

Administrative Rules, Regulations and Statutes related to the WMSP include:

Administrative Rule Trans 503, written in 1982 to implement the WMSP. Trans 129 was written in 1992 to implement the Waiver of Skill Test for successful completion of the basic rider course. Both rules were combined in a newly created Trans 129, effective February 1, 1998. Trans 129 was revised in April 2005, and again in 2006. WisDOT Administrative Manual Directive TAM 41 covers the goals, objectives and responsibilities assigned by WisDOT for an ongoing motorcycle safety program and also establishes the MoSAC.

Funding for the WMSP is found in 20.395(5)(dr) Transportation safety, State funds. The amounts in the schedule for activities related to highway safety under s. 85.07 and the Type 1 motorcycle, moped, and motor bicycle safety program under s. 85.30.s. 85.30 Type 1 motorcycle, moped and motor bicycle safety program. The department shall develop and administer a Type 1 motorcycle, moped and motor bicycle safety program.

Motorcycle licensing regulations are found under 343.07(1g) Regular permit; issuance, restrictions. 343.07 (4) Instruction permits; Type 1 motorcycle, motor bicycle and moped. 343.16(2)(cm) Motorcycle waiver. The department shall waive the driving skills test of a person applying for authorization to operate "Class M" vehicles if the applicant has successfully completed a basic rider

course approved by the department. 343.135(1)(a)4. Has passed an examination which includes a test of the applicant's eyesight, ability to read and understand highway signs regulating, warning and directing traffic, knowledge of the traffic laws and an actual demonstration of ability to exercise ordinary and reasonable control in the operation of the vehicle for which the special restricted license is to be issued.

Special consideration at intersections is found at 346.37(1)(c)4. Notwithstanding subd. 1., a motorcycle, moped, motor bicycle, or bicycle facing a red signal at an intersection may, after stopping as required under subd. 1. for not less than 45 seconds, proceed cautiously through the intersection before the signal turns green if no other vehicles are present at the intersection to actuate the signal and the operator of the motorcycle, moped, motor bicycle, or bicycle reasonably believes the signal is vehicle actuated.

Other operational regulations include:

346.595(1) All motor vehicles including motorcycles and mopeds are entitled to the full use of a traffic lane. With the consent of both drivers, Type 1 motorcycles may be operated not more than 2 abreast in a single lane. 346.595(2) No person shall ride any motorcycle or moped while in a sidesaddle position. 346.595(3) No passenger may ride a Type 1 motorcycle who, when properly seated, cannot rest the feet on assigned foot rests or pegs. 346.595(5) The headlamps on motorcycles shall be lighted whenever the motorcycle is in operation. 347.115 Modulating headlamps for motorcycles, motor bicycles or mopeds. 347.145(1) A motorcycle, motor bicycle or moped may be equipped with and use a system in which an amber light which pulses in a controlled fashion at a rate which varies exponentially with deceleration is center mounted on the rear of the vehicle. 347.35(2) No person may operate a moped or motorcycle upon a highway unless the moped or motorcycle is equipped with at least one brake capable of meeting the performance specifications set forth in s. 347.36. The brake may be designed to be operated either by hand or by foot.

A new law was recently passed requiring the inclusion of a "Share the Road" message in all driver education programs. To assist with the implementation of this law, the WMSP purchased and provided a new motorist awareness training module to each driver education provider in the State.

Recommendations

- **Amend 343.16(2)(cm) to allow the license waiver to be issued for the completion of an intermediate training course.**
- **Pass a universal helmet law for all riders and passengers compliant with Federal Motor Vehicle Safety Standard (FMVSS) 218.**

- Study the feasibility of implementing a mandatory rider safety training program.
- Conduct ongoing judge and prosecutor training on new or revised motorcycle laws and issues.

VII. LAW ENFORCEMENT

Each State should ensure that State and community motorcycle safety programs include a law enforcement component. Each State should emphasize strongly the role played by law enforcement personnel in motorcycle safety. Essential components of that role include:

- Developing knowledge of motorcycle crash situations, investigating crashes, and maintaining a reporting system that documents crash activity and supports problem identification and evaluation activities;
- Providing communication and education support;
- Providing training to law enforcement personnel in motorcycle safety, including how to identify impaired motorcycle operators and helmets that do not meet FMVSS 218; and
- Establishing agency goals to support motorcycle safety.

Status

Through presentations by and discussions with the Wisconsin State Highway Patrol, Sheboygan County Sheriff's Department, Dane County Sheriff's Office, City of Madison Police Department, and the WisDOT Lead Law Enforcement Liaison, the Assessment Team learned that Wisconsin has a dedicated law enforcement community that is focused on reducing motor vehicle crashes, saving lives, and supporting the WMSP.

Wisconsin's law enforcement community cites the need to address the "unlicensed rider" and supports the idea of an additional rider education and license waiver course for riders who do not require a beginner level course.

The Wisconsin State Highway Patrol (WSHP) uses their motorcycle safety demonstration team at special events to spread the motorcycle safety message with demonstrations of slow speed maneuvering, friction zone, counter steering, proper braking, picking up a downed motorcycle, driving over hazards and dealing with road hazards. Events the WSHP participated in during the 2007 season include: Super Bike Week at Elkhart Lake, the Wisconsin Hog Rally, the Tomahawk Fall Color Ride, the Wisconsin State Fair, county fairs, benefit rides and Harley-Davidson dealer's Safety Days. The WSHP also conducted targeted enforcement efforts during the first three events mentioned above through grants from BOTS. While very specific data was collected on the enforcement efforts, an evaluation of the overall impact based on previous motorcycle crash and violation data was not conducted. Only anecdotal observations were made, noting that greater enforcement efforts resulted in fewer crashes and no fatalities during these events.

The Sheboygan County Sheriff's Department received a grant from BOTS for a saturation enforcement effort during the 2007 Super Bike Race Weekend focusing on OWI violations. The effort was considered an overall success based on the number of citations issued. While very specific data was collected on citations it was not compared

to previous year's data to analyze the success of the effort. Only anecdotal observations were made noting that greater enforcement efforts resulted in fewer OWI-related incidents.

The Dane County Sheriff's Office (DCSO) supports motorcycle safety in many ways. They have been involved in Green-Yellow-Red since its inception. They provided consultation, demonstrations and overtime enforcement efforts and helped develop a law enforcement training module for the project. They also promoted motorcycle safety by participating in the Tri-County Motorcycle Safety Consortium, formed due to the disproportionate rise in motorcycle fatalities in a three-county area. The DCSO Motor Unit participates in law enforcement motorcycle riding demonstrations to facilitate positive interaction with civilian motorcyclists and help coordinate escorts for large civilian motorcycle rides. Many of the Motor Unit officers teach in the local Rider's Edge program.

The WSHP trains officers in crash investigation and crash reconstruction, including a unit specific to motorcycles. Other motorcycle-specific training conducted by the WSHP includes NHTSA "Detecting Impaired Motorcyclists" materials, proper use of the MV4000 crash form and NHTSA's "Fake Helmets" program.

Recommendations

- **Continue to include law enforcement in the Green-Yellow-Red program.**
- **Expand overtime enforcement grants during special motorcycle events. Evaluate the effectiveness based on statistical data.**
- Expand collaborative efforts through ad-hoc groups such as the Tri-County Motorcycle Safety Consortium to foster greater awareness of motorcycle safety issues.

VIII. HIGHWAY ENGINEERING

Traffic engineering is a critical element of any crash reduction program. This is true not only for the development of programs to reduce an existing crash problem, but also to design transportation facilities that provide for the safe movement of motorcyclists and all other motor vehicles. Balancing the needs of motorcyclists must always be considered. Therefore, each State should ensure that State and community motorcycle safety programs include a traffic-engineering component that is coordinated with enforcement and educational efforts. This engineering component should improve the safety of motorcyclists through the design, construction, operation and maintenance of engineering measures. These measures may include, but should not be limited to:

- Considering motorcycle needs when selecting pavement traction factors; and
- Providing advance warning signs to alert motorcyclists to unusual or irregular roadway surfaces.

Status

The WisDOT Engineering Section is responsible for approximately 12,000 miles of State highways and interstates. Counties and cities have responsibility for over 100,000 miles of roads in Wisconsin. For the 12,000 miles of State highways, annual physical inspections of a representative 10 percent roadways are conducted each fall. The Engineering Section also respond to reported highway maintenance problems, however there is no official reporting system due to a statute limiting highway improvements to concrete, asphalt, or steel. A possible public and private partnership to implement such a service is under consideration. Engineering and Maintenance Sections partner to examine crash data to determine roadway contributing factors.

Engineering staff is actively working with the motorcycle community, primarily through the WMSP Manager, whom they consider vital in their effort to remain cognizant of motorcyclists' needs. Ongoing communication through this office has provided a link for concerns expressed by motorcyclists. Engineering staff have also participated in:

- ABATE meetings and their statewide tour of Engineering offices
- A community deer-vehicle crash clearinghouse pooled fund workshop
- Development of the Work Zones motorcycle brochure
- Wisconsin NAMS Summit
- Discussions with the WSHP, Traffic Safety Council, Traffic Engineering Workgroup and county highway commissioners

Engineering staff provided the document in Appendix A listing common roadway and construction issues of concern to motorcyclists, an explanation of policy or research, and a response on how each question impacts motorcyclists. Verbal explanations that diamond shaped signal light sensors are being tested for greater sensitivity and response to motorcycles and bicycles.

Cable barriers were also discussed. To date there have been no motorcyclist fatalities as a result of striking cable barriers. However, there have been several instances where cable barriers prevented vehicles from crossing dividers into oncoming traffic. Additional information is contained in Appendix A.

Recommendations

- **Develop and distribute information on the design, installation, and operation of traffic signal sensors.**
- Invite the Engineering Section to annually attend a MoSAC meeting to report on motorcycle-related traffic engineering issues.

IX. MOTORCYCLE RIDER CONSPICUITY AND MOTORIST AWARENESS PROGRAMS

State motorcycle safety programs, communication campaigns and State motor vehicle operator manuals should emphasize the issues of rider conspicuity and motorist awareness of motorcycles. These programs should address:

- Daytime use of motorcycle headlights;
- Brightly colored clothing and reflective materials for motorcycle riders and motorcycle helmets with high daytime and nighttime conspicuity;
- Lane positioning of motorcycles to increase vehicle visibility;
- Reasons why motorists do not see motorcycles; and
- Ways that other motorists can increase their awareness of motorcyclists.

Status

In 2007 to date, 46.6 percent of fatal motorcycle crashes were single-vehicle crashes. Clearly, while it is important to educate motorists on sharing the road with motorcycles, equal emphasis should be placed on rider responsibility and conspicuity.

In a 2007 observational survey, almost 20 percent of riders were wearing bright or white helmets, and 6 percent were wearing reflective helmets. Twenty percent of riders were wearing clothes with bright or white arm color, and less than 4 percent were wearing bright or white riding pants. Less than 4 percent were wearing reflective material on the upper body, and 1.5 percent were wearing reflective material on the lower body.

Wisconsin law requires vehicle headlights to be on at all times and allows deceleration warning lights on motorcycles as well as modulating headlights.

The WMSP distributes reflective stickers at events and activities to encourage conspicuity. It also distributes posters and brochures encouraging high-visibility riding gear. Information on lane positioning and conspicuity is included in the Wisconsin Motorcyclists' Handbook. Information available at dealerships is generally related to riding gear that is available point of sale. Riders who attend motorcycle education classes receive information on how to make themselves visible to motorists.

There is no mention of sharing the road in the Wisconsin Motorists' Handbook.

"Share the Road" information was frequently cited as an important component of Wisconsin's motorcycle safety efforts, but there is no comprehensive plan for communicating this message. In 2005, Act 466 instituted new penalties for right of way violations and required driver education curricula to include information on motorcyclist awareness. However, there is no control over the content and delivery of the material.

The MSF "Intersection" video is used in some driver education classes. Using its own funds and resources, ABATE of Wisconsin developed a presentation that has been delivered to over 2,500 students. Unfortunately the presentation contains factual errors

(e.g., “Motorcycles are able to stop faster than cars,” which is true only in cases with a highly skilled rider in optimal conditions, and “The majority of crashes occur at intersections with the car turning left in front of the motorcycle”) and contains images of unsafe practices (riding without protective gear or high-visibility clothing) and some that are illegal for the target audience (riding without a helmet). Additionally, these presentations reach only a small portion of drivers. There are no efforts to educate senior drivers, who may have problems seeing motorcyclists.

Recommendations

- **Establish a State-approved “Share the Road” module for use in driver education curriculums.**
- **Develop information on conspicuity for inclusion with the annual motorcycle registration renewal mailings.**
- Conduct a survey of the non-motorcycling population to determine attitudes and opinions towards motorcycle riders. Use the information to ensure existing “Share the Road” materials are appropriate, develop new materials if needed, and create an effective distribution plan for the materials.
- Include information on sharing the road with motorcycles in the Wisconsin Motorists’ Handbook.
- Continue motorist awareness public information and education efforts. Develop a comprehensive plan for communicating “Share the Road” messages.
- Reach out to other driver education providers, such as AARP’s 55 Alive/Mature Driving and the American Society on Aging’s Drive Well Toolkit, to include motorcyclist awareness messages in their presentations.
- Ensure outreach includes efforts targeted toward independent riders since rider education is not mandatory and a significant number of riders are not affiliated with rider groups.
- Create a plan for comprehensive efforts to educate motorcyclists on conspicuity.
- Communicate through law enforcement and motorcycle rider groups to dispel the myth that other drivers are a motorcycle rider’s biggest threat.

X. COMMUNICATIONS PROGRAM

States should develop and implement communications strategies directed at specific high-risk populations as identified by data. Communications should highlight and support specific policy and progress underway in the States and communities and should be culturally relevant and appropriate to the audience. States should:

- Focus their communication efforts to support the overall policy and program;
- Review data to identify populations at risk; and
- Use a mix of media strategies to draw attention to the problem.

Status

It is imperative for motorcyclists to know how to ride safely, to be aware of laws relevant to them and the availability of rider education, and for motorists to understand the different behaviors of motorcyclists and how to share the road.

Traffic records reports and statistics are available to identify motorcycle safety problem areas and target audiences. However, this data is not used to formulate a strategic outreach plan to promote motorcycle safety. Additionally, while materials are available in a variety of formats, there is no comprehensive plan to ensure an appropriate media mix or targeted distribution. Testimony indicated there are plans to develop a comprehensive campaign and that the BOTS is pooling resources to support a request for proposal for advertising agency services and paid media. Additionally, the HSP includes funding for program evaluation. BOTS plans to work with County Traffic Safety Commissions to begin identifying areas with disproportionate numbers of crashes and targeting messages based on crash data (e.g., speed, alcohol, belts, failure to control).

The WMSP has a series of “Ride Right” brochures and posters aimed specifically at motorcyclists addressing appropriate riding gear, sharing the road, getting licensed, training, riding sober, mopeds, rustic roads, and work zones. These materials are distributed to rider education sites, dealers, DMV offices, and at events and rallies. They can also be ordered from the WMSP Web site. However, there is no inventory tracking system to analyze where the materials are being sent to determine where the materials are being consumed. In a recent survey, 49 percent of respondents were familiar with the WMSP materials; 23 percent indicated the material had affected their attitude toward the issues.

The WMSP has a Public Information and Education/Outreach budget of \$155,000, earmarked for brochure, bumper sticker, and helmet sticker reprints; a “Share the Road” mailing to 1.5 million motor vehicle owners during vehicle registration sticker distribution (\$55,000) and involving DSP motor officers in up to three statewide events and local officials in up to 12 regional or local events to increase OWI enforcement and awareness (\$100,000). With 2010 grant funds, 500 MSF “Intersection” videos were purchased and distributed to driver education programs, rider training sites, and rider groups throughout the State. There are plans to distribute Idaho’s PSA on sharing the road in 2008.

WMSP's Green-Yellow-Red campaign is a social marketing effort supported by 402 funds and is being conducted in two counties. It has been well received and accepted in changing behaviors towards drinking and riding. It has a potential to become a best practice and a model for other State programs.

Wisconsin has observed Motorcycle Safety Month for 25 years. Activities include press releases and radio talk shows. The WMSP Manager is often called upon to make presentations and give interviews on the topic of motorcycle safety throughout the year. Motorcycles are routinely included in traffic safety messages from BOTS via channels such as the "Wisconsin Traffic Safety Reporter" and "Radio News Facts."

The WisDOT Web site has comprehensive information about motorcycle safety, including links to rider education, licensing, the Motorcycle Safety Action Plan, and safety materials.

Law enforcement officers attend motorcycle rallies and State and county fairs to provide enforcement, conduct outreach, and demonstrate safe riding behaviors. Some departments place PSAs and have materials on hand for distribution to event attendees.

Rider groups also distribute materials, such as yard signs, bumper stickers, coasters, placemats, portfolios, and book covers, and information via newsletters and Web sites.

Testimony indicated that an effort is being made to integrate the motorcycle message into other program areas (e.g., alcohol). Messages encouraging helmet use are included by the DMV on envelopes used to deliver motorcycle license plates.

Recommendations

- **Develop a comprehensive communications plan that meets the criteria for SAFETEA-LU Section 2010 funding. The plan should include:**
 - **A research component to identify problem areas to ensure that appropriate themes and messages are developed;**
 - **Goals and objectives with realistic and measurable outcomes;**
 - **Messages regarding the importance and availability of rider education, proper helmet and protective gear use, sharing the road, and the effects of alcohol on motorcyclists;**
 - **Defining target audiences, including motorists, independent riders, sport bike riders, returning riders, etc.;**
 - **Using appropriate multi-media channels;**
 - **A comprehensive plan for community outreach at events; and**
 - **An evaluation component to measure pre- and post-campaign awareness and impact on motorist and motorcyclist behavior.**
- **Request funding to implement the Green-Yellow-Red campaign statewide.**

- **Utilize MoSAC members to liaise with rider groups to distribute messages/materials.**
- Prepare brief messages that can be used by rider groups in printed newsletters and/or on Web sites.
- Utilize local resources such as County Traffic Safety Commissions to determine local needs and communicate messages at the grassroots level.
- Expand existing campaigns, such as seat belt awareness, with messages about helmet use and protective gear. Include impaired-riding messages in impaired-driving campaigns.
- Create an inventory tracking system to determine where materials are being distributed and in what volumes.
- Develop outreach efforts for returning riders who need to update their knowledge and skills.
- Explore placing motorcycle safety messages on overhead variable message signs, especially during rallies.
- Continue to capitalize on relationships with news media to raise awareness of motorcycle safety issues, programs, and accomplishments through earned media.

XI. PROGRAM EVALUATION AND DATA

Both problem identification and continual evaluation require effective recordkeeping by State and local government. The State should identify the frequency and types of motorcycle crashes. After problem identification is complete, the State should identify appropriate countermeasures. The State should promote effective evaluation by:

- Supporting the analysis of police crash reports involving motorcyclists;
- Encouraging, supporting, and training localities in process, impact, and outcome evaluation of local programs;
- Conducting and publicizing statewide surveys of public knowledge and attitudes about motorcycle safety;
- Maintaining awareness of trends in motorcycle crashes at the national level and how trends might influence activities statewide;
- Evaluating the use of program resources and the effectiveness of existing countermeasures for the general public and high-risk population; and
- Ensuring that evaluation results are used to identify problems, plan new programs and improve existing programs.

Status

Crash Reports

WisDOT does a great job at collecting and reporting on motorcycle crash data. Crashes are reported by law enforcement agencies either through the paper uniform crash report or WisDOT's electronic TraCS software. These reports are collected by the Traffic Accident Section and entered into WisDOT's database. The Program and Planning Analysis unit reviews and analyzes the data to develop program and priority areas.

Local Programs

Training and support for local programs and activities is usually funded by grants provided by WisDOT. Information collected on these local activities may not always determine the impact on a crash problem. Most can identify materials distributed or displayed, public involvement, overtime earned, citations issued and anecdotal information provided by participants. Creating objective evaluation standards to measure the impact on crash and injury reduction is difficult and requires substantial effort.

Conducting Surveys

A helmet observation study was recently conducted. During the initial phase of the Green-Yellow-Red campaign, WisDOT surveyed the public to measure recognition of the motorcycle safety information it distributes.

Evaluating the Use of Program Resources and the Effectiveness Countermeasures

WisDOT and the WSP produce a variety of materials and participate in a number of activities, grants, and events. Staff and resources are well managed and the activities appear to be successful and well received. However, there is no evidence that these activities are being evaluated for their impact in reducing motorcycle crashes, injuries, and fatalities in Wisconsin. As motorcycle fatalities and crashes continue to increase, it is critical to develop countermeasures that can be evaluated and directly tied to motorcycle crash reduction. This aids in obtaining appropriate funding and resources for activities with measurable and substantial impact.

Recommendation

- **Create evaluation instruments to objectively measure the effectiveness of programs, activities, events, and countermeasure initiatives and their impact on motorcycle safety.**

CREDENTIALS OF TECHNICAL ASSESSMENT TEAM

TERRY J. BUTLER

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Experience

- DOT, NHTSA, Technical Team Member, States of Hawaii, Michigan, Minnesota, Washington, and Wisconsin (2)
- Program Director, Missouri Motorcycle Safety Program (2000-2006)
- State Coordinator, Missouri Safety Center, Central Missouri State University, Warrensburg, MO (1991-2000)
- Facility Manager/Training Specialist, Missouri Safety Center, Central Missouri State University, Warrensburg, MO (1989-2006)
- Program Development Specialist, Missouri Safety Center, Central Missouri State University, Warrensburg, MO (1986-1989)
- Transportation Safety Instructor, Missouri Safety Center, Central Missouri State University, Warrensburg, MO (1983-1986)

Organizations/Appointments

- AAMVA CDL Examiner Trainer Instructor (2006-present)
- Coach Trainer Facilitator, Motorcycle Safety Foundation (2002–present)
- DirtBike Coach - Trainer Facilitator, Motorcycle Safety Foundation (1998-present)
- ATV Safety Chief Instructor Trainer, Specialty Institute of America (1998-present)
- Executive Committee and Central Regional Representative, National Association of State Motorcycle Safety Administrators (1997-1999)
- Member, National Association of State Motorcycle Safety Administrators (1994-present)
- Chief Instructor, Motorcycle Safety Foundation (1986-present)

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Experience

- DOT, NHTSA, Technical Team Member, States of Colorado, Florida, Indiana, Minnesota, Missouri, Ohio, Oklahoma, South Carolina, Washington, West Virginia, and Wisconsin (2)
- Program Director, Driver Education and Licensing, Maryland Motor Vehicle Administration (1997 – present)
- Division Director, Driver Services, Maryland Motor Vehicle Administration (1997)
- Division Director, Motorcycle Safety Program, Maryland Motor Vehicle Administration (1983-1997)
- Regional Manager, Education Department, Motorcycle Safety Foundation (1977-1983)
- Area Transportation Supervisor, Montgomery County Public Schools (1975-1977)
- Instructor, Safety Education, University of Maryland (1974-1975)
- Chairman, Department of Health, Physical Education and Driver Education, Bradford Area High School (1966-1974)

Organizations/Appointments

- Maryland Strategic Highway Safety Plan, Chairperson, Motorcycle Safety (2006-present)
- Impaired Driver Coalition (2005-present)
- Maryland Motorcycle Safety Task force (2001-present)
- American Driver and Traffic Safety Education Association (1998-present)
- Maryland Occupant Protection Task Force (1984–present)
- National Association of State Motorcycle Safety Administrators (1984-present)

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Experience

- DOT, NHTSA, Technical Team Member, States of Arizona, Florida, Missouri, Wisconsin (2), Washington, and Hawaii
- Certified Association Executive credential achieved, January 2007 (highest professional credential in association industry)
- President, Potomac Management Resources; includes serving as Executive Director, Advertising Club of Metropolitan Washington (2000-present) and Executive Director, American Marketing Association-DC Chapter (2001-present); event planner for NHTSA Ignition Interlock Forum (2007)
- Outreach Director, Literacy Council of Northern Virginia (1999-2000)
- Vice President, Marketing & Advertising, ZGS Communications, government social marketing contracts for motorcycle safety and aggressive driving (1998-1999)
- Account Supervisor, Lisboa Associates, Inc., government social marketing contracts for Campaign Safe & Sober, child seat safety, motorcycle safety, aggressive driving awareness, pedestrian safety, and airbag education (1994-1998)

Organizations/Appointments

- Hood College Alumnae Association Executive Board, member & First Vice President (2005-present)
- AMC Institute, member (2004-present)
- American Society of Association Executives, member (2003-present)
- Hood College Magazine Editorial Board, member and Chair (2002-2006)
- Association for Women in Communications-DC Professional Chapter, member & Board member (2001-present)
- Women in Advertising & Marketing, member and Board member (1998-2001)
- Advertising Club of Metropolitan Washington, member & Board member (1996-2000)

ROBERT E. REICHENBERG

President

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Experience

- DOT, NHTSA, Technical Assessment Team Member, States of Arizona, Colorado, Hawaii, Illinois, Maryland, Minnesota, Missouri, Ohio, West Virginia, and Wisconsin (2)
- President, Streetmasters Motorcycle Workshops, Inc. (2004–present)
- Director, Chief Instructor, Central Coast Motorcycle Training (2000-present)
- Associate Producer, Safety/Riding Techniques Editor/*Motorcycle Digest* (1998-2006)
- Safety/Riding Techniques Columnist, News Editor/*Cruising Rider Magazine* (1995-2003)
- Manager, Program Services, Motorcycle Safety Foundation, (1995-1997)
- Contributor, Road Test Editor/*Motorcycle Consumer News Magazine* (1994-1999)
- Director, Lead Instructor, MSF Chief Instructor Training Program (1991-1997)
- Manager, Training & Development, Motorcycle Safety Foundation (1991-1995)
- Manager, Education, Motorcycle Safety Foundation (1989-1991)
- Manager, Instructor Training, ATV Safety Institute (1988)
- Program Specialist, Texas Department of Public Safety, Motorcycle Operator Training Section (1986-1987)
- Publisher/Editor; *Crawford Clipper*, *Harrison Sun*, *Northwest Nebraska Post* (1979-1986)

Organizations/Appointments

- American Motorcyclist Association (1984-present)
- Los Guajolotes (1991–present)

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Experience

- US DOT, NHTSA, Technical team Member, States of Arizona, Colorado, Florida, Missouri, Michigan, South Carolina, and Wisconsin
- Manager, Motorcycle Safety Program, Washington Motorcycle Program 2000-2006
- Director, Program Services, Motorcycle Safety Foundation (1995-2000)
- Director, Licensing, Motorcycle Safety Foundation (1987-1994)
- Manager, Licensing, Motorcycle Safety Foundation (1985-1986)
- Program Manager, Motorcycle Safety, Air Force Inspection and Safety Center, Norton AFB, CA (1980-1984)
- Motorcycle Safety Instructor, United States Air Force, (1969-1980)

Organizations/Appointments

- State Motorcycle Safety Administrators (1989–present)
- American Motorcyclist Association (1973-present)

AGENDA

Monday, November 12, 2007

8:00 - 10:30 a.m. **Wisconsin Department of Transportation (WisDOT), Bureau of Transportation Safety (BOTS) Staff**

Dennis Hughes, Chief, Policy Analysis Section, BOTS, WisDOT

Don Hagen, Chief, Transportation Safety Aids Management, BOTS, WisDOT

Ron Thompson, Manager, WMSP, BOTS, WisDOT

10:30 - 10:45 a.m. **Break**

10:45 - Noon **RiderCoach Trainers**

Jeff Dean, RiderCoach Trainer, WMSP (via teleconference)

Greg Patzer, RiderCoach Trainer, WSMP, Waukesha, WI

Keith Sopp, RiderCoach Trainer, WMSP, New Franken, WI

Steve Pruett, RiderCoach, Harley-Davidson Motor Co., Milwaukee, WI

Noon - 1:00 p.m. **Lunch**

1:00 - 2:45 p.m. **RiderCoaches**

David Jenneke, Lead RiderCoach/Site Coordinator, Madison Area Technical College (MATC), Madison, WI

Ken Edwardson, Site Lead RiderCoach, Gateway Technical College, Burlington, WI

Thomas F. O'Meara, III, Coordinator/Lead RiderCoach, Moraine Park Technical College, West Bend, WI

George Palmer, Lead RiderCoach, LTC, Cleveland, WI

Bill Berge, Lead RiderCoach, Fox Valley Technical College, Appleton, WI

David Jossart, Lead RiderCoach, NWTC, Green Bay, WI

Carolyn Held – RiderCoach at MATC-Milwaukee, House of Harley-Davidson/Buell & Milwaukee Harley-Davidson

2:45 - 3:00 p.m.

Break

3:00 - 4:30 p.m.

Site Administrators

Rich Hoerth, Dean of Public Safety, Lakeshore Technical College, Cleveland, WI

Jo Ann Grode, Motorcycle Safety Program Coordinator, Mid-State Technical College, Wisconsin Rapids, WI

Brian Dorow, Associate Dean of Law Enforcement Education and Training, Waukesha County Technical College, Pewaukee, WI

Tom Lane, Site Administrator, ABATE of Wisconsin, Black River Falls, WI

Rick Breuer, Site Administrator, Learning Curves Motorcycle Safety, Inc., West Allis, WI

Mary Donovan-Popa, Site Administrator, Motorcycling Enterprises Safe Rider, Inc., Oak Creek, WI

4:30 - 6:30 p.m.

Dinner

6:30 - 7:30 p.m.

Motorcycle User/Rights Groups

Greg Rodd, Executive Director, ABATE of Wisconsin

Dan Van Linn, Deputy Director/Board of Directors, ABATE of Wisconsin

Dave Dwyer, Legislative Committee Chairman, ABATE of Wisconsin

Tuesday, November 13, 2007

8:00 - 9:00 a.m. **Wisconsin Motorcycle Safety Program (WMSP)**

Ron Thompson, Manager, WMSP, BOTS, WisDOT

Barbara Ofstie, Assistant, WMSP, BOTS, WisDOT

9:00 - 10:00 a.m. **Statewide Educational Organizations**

James Gibson, Education Consultant, Wisconsin Technical College System Board (WTCSB), Madison, WI

Pete Peterson, Senior Fiscal Administrative Officer, WTCSB, Madison, WI

Sandra Schmidt, Education Director, Transportation and Electronics, WTCSB, Madison, WI

Randall Thiel, Alcohol Traffic Safety Program Consultant, Wisconsin Department of Public Instruction, Madison, WI

10:00 - 10:15 a.m. **Break**

10:15 - 11:00 a.m. **WisDOT/Division of Motor Vehicles (DMV) Personnel**

Julie Forcier, Motor Vehicle Program Specialist, Waiver Program Manager, Traffic Safety School Assistant, and Forms Coordinator, Bureau of Driver Services, DMV, WisDOT

Terry Stark, Manuals and Tests Editor, Bureau of Driver Services, DMV, WisDOT

11:00 - 11:45 a.m. **WisDOT Personnel - Statistical Data**

Dennis Hughes, Chief, Policy Analysis Section, BOTS, WisDOT

Donald Lyden, Safety Research Analyst, Policy Analysis Section, BOTS, WisDOT

Mary McFarlane, Information System Business Automation Senior, Traffic Accident Section, WisDOT

Scott Stary, Fatal Analysis Reporting System (FARS) Analyst, Traffic Accident Section, DMV, WisDOT

Joann Luther, FARS Analyst, Traffic Accident Section, DMV,
WisDOT

11:45 - 12:30 p.m. **Lunch**

12:30 - 1:30 p.m. **WisDOT/Engineering Personnel**

John Corbin, State Traffic Engineer, WisDOT

Rebecca Yao, State Traffic Safety Engineer, WisDOT

Patrick Fleming, Geometric and Capacity Engineer, WisDOT

Tom Notbohm, State Engineer of Design, WisDOT

Mike Sproul, Highway Maintenance and Roadside Management
Engineer, WisDOT

1:30 - 2:30 p.m. **WisDOT/State Highway Safety Staff**

Don Hagen, Chief, Transportation Safety Aids Management,
Bureau of Transportation Safety, WisDOT

Janet Nodorft, Alcohol Program Manager, BOTS, WisDOT

Blinda Beason, Manager, Youth Alcohol Program/SFST/DRE,
BOTS, WisDOT

2:30 - 2:45 p.m. **Break**

2:45 - 3:15 p.m. **Motorcycle Dealers**

Shawn Kelly, Special Event Manager/Sales Manager, Engelhart
Center, Madison, WI (via teleconference)

3:15 - 4:15 p.m. **WisDOT Public Information and Education Staff**

Steve Olson, Office of Public Affairs, WisDOT

Ron Thompson, Manager, WMSP, BOTS, WisDOT

4:15 - 6:30 p.m. **Dinner**

6:30 - 8:00 p.m. **Motorcycle Safety Advisory Council (MoSAC) Members**

Mike Schwarzenbacher, American Motorcyclist Association

Terry Hughes, Gold Wing Road Riders Association

Thomas F. O'Meara, III, BMW Motorcycle Owners of America

Chuck Miles, Chairperson, Harley Owners Group

Susan Konopka, Women on Wheels

Greg Patzer, RiderCoach Trainer

James Gibson, WTCSB

Steve Piehl, Harley-Davidson Motor Company

Wednesday, November 14, 2007

9:00 - 10:30 a.m. **Law Enforcement Personnel**

Officer William Murphey, City of Madison Police Department

Captain Cory Roeseler, Sheboygan Sheriff's Department

Sgt. Greg Jenswold, Wisconsin State Highway Patrol

George Silverwood, Lead LEL, WisDOT

Randy Wiessinger, Dane County Sheriff's Office

10:30 - 11:00 a.m. **Working with Private Sector**

Michael Aguilar, President, Innocorp, Ltd., Verona, WI

Herb Delehanty, President, Delehanty & Associates, Verona, WI

11:00 - 11:45 p.m. **Medical/Healthcare Communities**

Vicki Roberts, Director, Accident Scene Management, Inc.,
Waukesha, WI

Noon - 12:45 p.m. **WisDOT/Division of Motor Vehicles (DMV) Personnel**

Parkis Waterbury, Motor Vehicle Program Supervisor, DMV,
WisDOT (via teleconference)

APPENDIX A

Motorcycle Issue	Wisconsin DOT Policy	Addressing Motorcycle Needs
Cable guard concerns	WisDOT is researching High Tension Cable Barrier as a tool to limit Cross Median Crashes on high-volume and high-speed facilities. WisDOT is in the process of collecting crash performance and maintenance information on High Tension Cable. Once sufficient information is available, WisDOT will review system performance and generate a policy on the use of High Tension Cable Barrier.	At this time, it is too early for WisDOT to develop a motorcycle-specific policy for High Tension Cable.
Milled/grooved pavement	WisDOT has a smooth ride specification for new pavements. That smoothness is checked with a tool called a profilograph. When concrete roadways are outside the smoothness specification, diamond grinding is used to smooth the roadway. This area of grinding may produce spot areas where a motorcycle rider feels the pavement surface is causing the motorcycle to appear somewhat unstable, but rare. The specifications require a rather smooth surface with fine lines in the concrete and there may be a slight edge of no more than a 1/4" level difference between passes. Asphalt roadways are not diamond ground to achieve a greater smoothness for various reasons.	When roadways are milled to prepare for an overlay the surface that remains is rough and variable. This is perceived to be more problematic than diamond grinding for motorcyclists. If teeth are missing on the grinding machine there could be ridges on the pavement surface. This area of milling may produce sections of the highway, sometimes for miles, where a motorcycle rider feels the pavement surface is causing the motorcycle to appear somewhat unstable. This is typically a short-term work zone condition that will receive a pavement overlay in the near future. Grooved Pavement warning signs are posted for this condition.
Traffic signal/ramp meter detection	WisDOT signals and ramp meters use inductive loops for stop-bar detection. This style of detection is effective at detecting all types of motorized vehicles when both the loop and vehicle are properly located.	Our designs do not make special considerations for motorcycles. All motorized vehicles are taken into account equally.

Motorcycle Issue	Wisconsin DOT Policy	Addressing Motorcycle Needs
Raised lips on new and reconstruction projects	WisDOT uses the tapered and notched longitudinal joints indicated in Facilities Development Manual (FDM) 14-10-5, Figure 5 and Standard Spec 450.3.2.8, sloped at 12:1. "Uneven Lanes" warning signs are posted.	These strategies benefit all motorists. The tapered joint eliminates the sharp edge between pavement layers, facilitating easy transition from one lane to the next.
Specific warning signs for motorcyclists	WisDOT utilizes several warning signs for both construction and permanent applications (e.g., Slippery When Wet, Uneven Lanes, Low Shoulder, Rough Road, Loose Gravel, Grooved Pavement, Bump, Steel Grid Deck). Manual on Uniform Traffic Control Devices (MUTCD) and/or WisDOT's Traffic Guidelines Manual (TGM) contain criteria for placement of these signs.	These warning signs benefit all motorists. Areas that may involve motorcycle safety concerns may employ these warning signs.
Pavement markings-paint versus textured treatments	WisDOT's TGM 3-10-1 calls for preformed plastic markings for lane lines on freeways/expressways and for special markings (words, symbols, etc.) on new surfaces. Some of these plastic markings have more texture than painted markings.	TGM guidance addresses both durability and motorcycle needs for new surfaces.
Railroad tracks at angle to roadway	WisDOT can install a skewed railroad crossing sign in problem areas. Crossbucks and the railroad crossing warning sign also serve as a warning to motorcyclists and all motorists. Even if the tracks are out of service, these signs remain until the tracks are physically removed.	In addition to warning signs, full concrete or asphalt is utilized for angled crossings to reduce the slot width compared to traditional timber and asphalt crossings. WisDOT promotes squaring up crossings whenever possible and employing a maximum 30-degree crossing angle.
Centerline rumble strips	WisDOT does not have a policy on use of centerline rumble strips at this time. Centerline rumble strips are installed at limited test locations (e.g., STH 142, Kenosha County).	Have used warning signs of centerline rumble strips. Test location evaluation includes motorcyclist input.

Motorcycle Issue	Wisconsin DOT Policy	Addressing Motorcycle Needs
Low shoulders/drop-offs		
<ul style="list-style-type: none"> Construction 	WisDOT generally paves 15-foot width (12-ft lane + 3-ft paved shoulder). Standard specification 305.3.3.3 requires traffic control devices such as “Low Shoulder” signing. FDM 11-50-35 is a new policy that refers to criteria for concrete barrier and provision of sloped edges at drop-offs.	Paving 15-foot width places any drop-off further from the travel lane, reducing the chance of tires getting caught due to the drop-off. Traffic control devices benefit all motorists.
<ul style="list-style-type: none"> Maintenance 	WisDOT policy is to take corrective action when a shoulder drop-off exceeds 2 ½ inches	This policy applies to all motorists, including motorcyclists.
Tar snakes/soft crack filler in heat	WisDOT has information in the Pavement Maintenance Manual on crack filling. The Manual recommends that cracks greater than a ¼” width be filled. The manual does not give a maximum width of crack that can be filled. This decision is made jointly between the county and the regional maintenance staff. The crack filler materials are selected by the counties based on past experience, and may be emulsified or rubberized asphalt, depending on the application. There has been some research done on different compounds but the research looked at longevity.	There is no information available concerning crack filler that is specific to motorcycle safety.