FLORIDA MOTORCYCLE SAFETY STRATEGIC PLAN

Florida Department of Transportation

A Comprehensive Strategy to Improve Motorcycle Safety in Florida

August 2021

FDOT

Florida Motorcycle Safety Strategic Plan

Florida Department of Transportation
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1. Introduction

Florida's warm weather, beautiful beaches and scenic highways encourage year-round motorcycle riding throughout the state. As of 2020, Florida had 1,343,545 drivers with motorcycle endorsements and 623,385 registered motorcycles. The state also hosts several popular motorcycle rallies such as Daytona Bike Week and Biketoberfest, which attract large numbers of motorcyclists from all over the country on an annual basis.

1.1 Florida Strategic Highway Safety Plan

https://www.fdot.gov/safety/shsp/shsp.shtm

Florida's Strategic Highway Safety Plan (SHSP) is a statewide plan, detailing strategies for reducing fatalities and serious injuries on all of Florida's public roads. The Florida SHSP is a data-driven document that is updated at least every five years by the Florida Department of Transportation (FDOT) in coordination with statewide, regional, and local safety partners. The Florida SHSP provides a framework for how Florida's traffic safety partners will move toward the vision of a fatality-free transportation system, recognizing twelve emphasis areas and six evolving emphasis areas, each representing a roadway safety issue in the state.

Of these roadway safety issues, improving motorcyclist safety was again identified as an area requiring concerted effort in the 2021 SHSP, given the relative popularity and vulnerability of motorcycles/motor scooters in Florida. In response, the 2021 SHSP identified seven key strategies to reduce motorcyclist fatalities and serious injuries, including: (1) deploy engineering solutions and best practices that address motorcycle and motor scooter-specific infrastructure issues and mitigation approaches, (2) develop and implement targeted outreach and communication strategies to promote safe riding behaviors, (3) educate and train new and experienced motorcycle riders, (4) provide law enforcement officers training, tools and resources, (5) advance targeted strategies for emergency responders and healthcare providers on motorcycle and motor scooter crash trauma, (6) promote the collection and linkage of quality crash, injury, licensing, violation and registration data for analysis, and (7) identify and support legislation and policies that acknowledge the importance of safety gear and address legislative penalties for high-risk riding behaviors.

1.2 Florida's Motorcycle Safety Program and Coalition

In support of the strategies and goals set forth in the Florida SHSP, the FDOT State Safety Office leads the development, management and implementation of a comprehensive motorcycle safety program to reduce motorcyclist fatalities, injuries and crashes. At the core of the Motorcycle Safety Program is the Florida Motorcycle Safety Coalition (FMSC), also known as Ride Smart Florida (RSF),

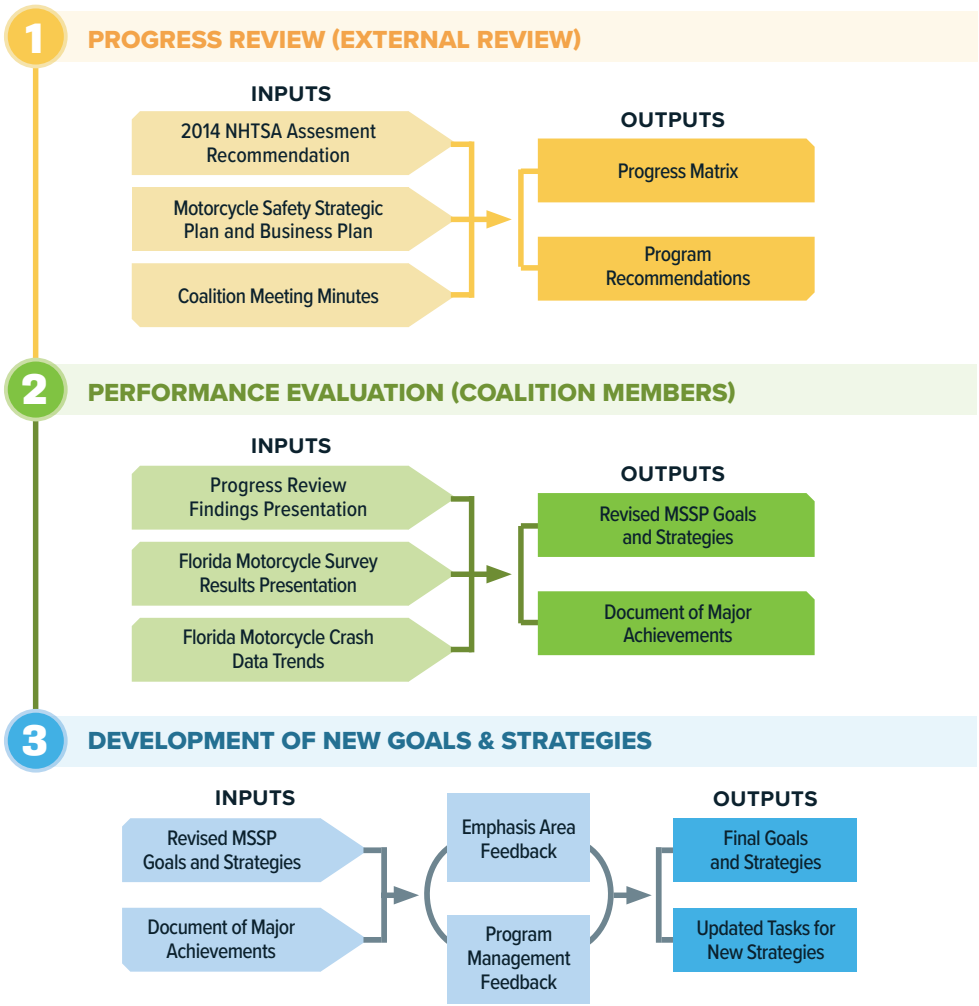
consisting of a group of agency partners and key stakeholders from around the state, including: Florida Highway Safety and Motor Vehicles (HSMV), Florida Department of Health (DOH), law enforcement agencies, health professionals, local Metropolitan Planning Organizations (MPOs), motorcycle clubs/groups, motorcycle instructors, and motorcycle dealers.

The FMSC is responsible for implementing a Motorcycle Safety Strategic Plan (MSSP) through the Highway Safety Plan (HSP). As such, Florida has developed and used a five-year MSSP to provide focused guidance for motorcycle safety efforts across the state. The MSSP aims to provide a comprehensive strategy to address motorcycle safety issues by identifying goals, strategies, actionable steps, and performance measures for key program areas. The MSSP is accompanied by an MSSP business plan, a living document that outlines tasks for each emphasis area. Tasks in the business plan are updated as needed and progress towards the completion of tasks is recorded on a quarterly basis. The strategic plan and supplementary business plan are essential to the success of improving motorcycle safety.

1.3 MSSP Development Process

The process for revising the MSSP can be separated into three key phases: (Step 1) progress review by an external reviewer, (Step 2) performance evaluation by Motorcycle Safety Coalition members, and (Step 3) development of new goals and strategies (Figure 1-1).

Figure 1-1. 2021 MSSP Update Process



At the beginning of the fiscal year 2019-2020 grant cycle, (Step 1) the previous MSSP (2016-2020) was reviewed in order to assess Florida's progress in the past five years. The previous MSSP was evaluated by an external reviewer, with expertise in technical assessments of motorcycle safety programs, against the recommendations of a 2014 NHTSA Technical Assessment. During the review, the 2014 NHTSA Technical Assessment results, the previous MSSP, the MSSP Business Plan, coalition meeting minutes, and other relevant reports were collected and provided to the reviewer for consideration. Based on their findings, the reviewer provided recommendations and a progress matrix was developed by the program management team to summarize completed items and items in need of further attention based on the findings.

Next, (Step 2) a performance evaluation by members of the Motorcycle Safety Coalition was conducted. The results of the independent review (Step 1) were presented to Coalition members. Coalition members were also presented with key findings from a Florida Motorcyclist Survey (public input) and motorcycle crash data trends. From this information, each emphasis area reviewed their goals and strategies in small group discussions. From this exercise, each emphasis area documented their achievements from the past five years, and drafted new or updated strategies.

Finally, (Step 3) the new MSSP goals and strategies were developed in a cyclical review process. Draft goals and strategies were considered alongside documented achievements by the program management team. Suggested changes and updates were then provided to emphasis area leaders, who then made changes within their area as needed. The revised goals and strategies cycled from program management to emphasis areas until both parties were satisfied with the plan and items were finalized. All strategies, goals and tasks were approved in individual emphasis area team meetings and presented to the entire Coalition.

Progress Review

The progress review aimed to assess the progress of the Florida Motorcycle Safety Program over the past five years, following the 2014 NHTSA Technical Assessment. Based on the findings and recommendations stemming from this review, a matrix table was created to document the status of each 2014 assessment recommendation. Each item was assigned the status of "completed," "partially complete," "deferred," or "not adopted" (Table 1-1). The term "deferred" was assigned to items where efforts were paused temporarily due to external factors, but where the team felt future action could be taken. Whereas, "not adopted" was assigned to items where external factors had significantly limited the efforts towards addressing the recommendation and where the team felt no future action could be taken without significant changes, such as reinstating Florida's universal helmet law. The majority of recommendations (76%) were completed or partially completed. Partially completed items have been initiated or have on-going tasks associated with them. This synthesis of the external progress review allowed the team to identify items that required additional attention in the new plan as well as items that were no longer relevant to the program. For a full version of the 2019 Assessment Matrix, see Appendix.

Table 1-1. Summary of Progress Towards 2014 NHTSA Recommendations by Program Area as of Fall 2019

	Status of Recommendations				
Program Area	**Completed**	**Partially Completed**	**Deferred**	**Not Adopted**	**Total Items**
Program Management	2	2			4
Personal Protective Equipment		1	2		3
Motorcycle Operator Licensing		3			3
Rider Education and Training	1	2			3
Motorcycle Operation Under the Influence of Alcohol	1			2	3
Legislation and Regulations			1		1
Law Enforcement	1				1
Communications Program	3	1			4
Program Evaluation and Data	1	1	1		3
Total	**36% (N=9)**	**40% (N=10)**	**16% (N=4)**	**8% (N=2)**	**100% (N=25)**

Performance Evaluation

The Florida Motorcycle Safety Coalition documented major achievements under the prior plan in the past five years. A self-evaluation was conducted by the designated leaders of each emphasis area, who were asked to reflect on their area's accomplishments and summarize their activities. The Center for Urban Transportation Research (CUTR) team collected these responses and presented to the entire coalition to facilitate discussion and inform revisions to the strategic plan. The major accomplishments were summarized by the Coalition as follows:

- **Program Management** facilitated regularly-scheduled Coalition meetings, including yearly Emphasis Area Leader meetings, conducted statewide annual motorcyclist surveys, involved multidisciplinary agencies and organizations and developed the State of FMSC Charter.
- **Data & Analysis** conducted a quarterly review of motorcycle crashes and fatality information including bike types, linked rider training data with crash data to conduct analyses on rider injury severity and developed two research proposals, including a Motorcycle Crash Causation Study (MCCS) data proposal and a motorcycle VMT study.

- **Rider Licensing & Training** changed the way endorsements appear on Florida licenses to improve law enforcement reporting of endorsements in crash reports, established a tuition subsidy program, "endorsement and beyond" to promote experienced rider courses (ERC), supported a Quality Control and Assurance Specialist Course (QAS-CC) and started efforts to update the Florida Administrative Code (FAC) 15A-12 to improve the motorcycle training and licensing system in Florida.

- **Law Enforcement & Emergency Services** presented a motorcycle-specific policy to state law enforcement partners, updated and distributed the Florida State Statute Quick Reference Guide for several years, provided agencies in the top ten high-risk counties with funding opportunities to address motorcycle issues through enforcement and educational grants, and used Signal 4 Analytics to compile all motorcycle crash data and motorcycle enforcement data, enabling law enforcement partners to use the data to focus enforcement efforts. Emergency services surveyed Emergency Medical Services (EMS) and medical facilities for motorcycle-specific policies and guidelines, initiated and provided "Stop the Bleed" training state-wide to teach first responders to properly remove motorcycle helmets from injured riders, and created online training for EMS and medical personnel for motorcycle related injuries.

- **Roadway Engineering** established a network of FDOT District champions for collaboration, developed a presentation on motorcycle work zone crashes for agencies in high-priority counties, made a motorcycle crash helmet removal training video available online, submitted a research proposal on high friction surface treatment (HFST) for motorcycles and developed content for educational materials on Florida's traffic signals and how to be detected by sensors on a motorcycle. Two members of the Coalition were also selected as members of the FHWA Motorcycle Advisory Council (MAC) and brought up motorcycle safety design considerations for highways and structures.

- **Advocacy & Policy** tracked motorcycle safety related bills and provided legislators with supporting data and educational materials, created policy briefs (300-word documents) on several key motorcycle safety topics, developed a "Policy Positions" page for the RSF website, and created a comprehensive motorcycle guide for judges and traffic hearing officers in Florida.

- **Communications & Outreach** attended various events with educational materials to promote motorcycle safety among motorcyclists and motorists, created a "Watch for Motorcycles – Driver Tips" card for the Florida Driver License Handbook in English, Spanish, and Haitian Creole, mailed out motorcycle educational materials to Florida Tax Collectors' offices and driver licensing offices, mailed RSF posters to approximately 250 high school education classes, and developed partnerships with the Florida Teen Safe Driver Coalition, the Safe Mobility for Life Coalition, and FLHSMV FLOWmobiles.

Input from Florida Motorcyclists

Florida conducts an annual Florida Motorcyclist Survey to evaluate the progress of the Florida Motorcycle Safety Program. It also provides a unique opportunity to collect various feedback from Florida motorcyclists. The survey uses a "push-to-web" format and is conducted by CUTR for FDOT. The annual survey is instrumental to understanding the attitudes and opinions of Florida's riders. The survey also contains several open-ended questions that allow Florida riders to provide various feedback related to motorcycle safety in Florida. The following summarizes selected input from Florida riders:

For the 2020 Florida Motorcyclist Survey, a total of 1791 motorcyclists provided open-ended responses addressing what they viewed to be the most critical concerns for motorcycle safety in Florida. As shown in Table 1-2, the most common issues mentioned by respondents were a lack of motorcycle awareness by motorists (45.3%) and distracted/inattentive drivers (20.8%). In particular, riders expressed discomfort with motorists using cell phones while driving, with texting identified as an especially common distraction. As an additional point of concern, a number of respondents mentioned certain road conditions (6.5%), such as problems with traffic signals and the need for roadway maintenance. Moreover, although it is often suggested that reckless/aggressive riding is a problem among those in the motorcycling community, motorcyclists expressed similar concerns about motorists (4.4%). Respondents also highlighted several concerns related to the behavior of riders themselves. For example, many referenced a need for rider conspicuity (3.9%), a lack of gear/helmet use among motorcyclists (3.5%), and unnecessarily reckless riding behaviors (2.3%). A common theme found in responses was the idea that motorcyclists should assume they are not visible to motorists and need to take precautionary measures.

Table 1-2. Summarized Comments from the Florida Motorcyclist Survey

Main Themes	Frequency	Percent (%)
Motorist Awareness of Motorcycles	812	45.3%
Distracted (Inattentive) Drivers	372	20.8%
Roadway Conditions (Signals, Maintenance)	117	6.5%
Reckless/Aggressive Driving	79	4.4%
Rider Conspicuity	70	3.9%
Lack of Gear/Helmet Use	63	3.5%
Aging Drivers	49	2.7%
Other (Weather, Bike Maintenance, etc.)	42	2.3%
Reckless Riding (Speeding, Weaving)	41	2.3%
Traffic Congestion	39	2.2%
Inadequate Riding Skills	38	2.1%
Lack of Helmet Law	26	1.5%
Defensive Riding	18	1.0%
Impaired Driving/Impaired Riding	15	0.8%
Enforcement	10	0.6%
Total	**1791**	**100.0%**

When asked more directly about Florida's roadways, participants commonly identified four types of dangerous conditions: (1) slippery surfaces, (2) rough roads, (3) traffic signal sensors that do not detect motorcycles, and (4) standing water on roads. Generally speaking, these concerns were expressed at a similar rate across age groups. However, riders under age 30 were the most likely to mention rough roads and lack of detection by traffic signals. This may be related to the fact that young riders tend to operate smaller motorcycles, which are known to be more sensitive to uneven roadway surfaces and to experience more issues with sensor-based traffic signals. Other hazardous conditions mentioned by riders included manhole covers, work zones, and edge drops.

2. Florida Motorcyclists

In order to effectively address motorcyclist safety challenges, it is essential to first understand the dynamic characteristics and behaviors of Florida motorcycle riders. Florida uses three major ways to recognize Florida motorcyclists. First, Florida conducts annual motorcyclist surveys which have a sample size of more than 1,000 respondents. Secondly, FMSC conducts numerous outreach activities to reach Florida riders in various counties and venues around the state. Outreach efforts included attending bike events, club meetings and other public events seeking out motorcyclists and motorists alike to promote motorcycle safety awareness campaigns. This provides ample opportunity to interact with Florida riders and understand relevant motorcycle safety issues in Florida. Lastly, public feedback also occurs through RSF social media channels (Facebook, Twitter, Instagram, and YouTube), which are used to keep Florida motorcyclists engaged and informed. For example, the RSF Facebook (https://www.facebook.com/RideSmartFL/) has more than 26,000 followers (as of June 2021 and more than 100,000 annual engagements including about 1,900 comments and 18,000 post shares.

2.1 Rider Characteristics

To better understand the findings from the 2020 Florida Motorcyclist Survey, the responses were divided into three age groups based on emerging motorcyclist segments in Florida crash data and survey data: (1) under age 30, (2) ages 30 to 49, and (3) age 50 and older. (Lee, Karimi, Jang & Salow, 2018). Most relevant to the understanding of key motorcyclist segments were differences in the stated purpose of riding. More than 62% of respondents in the age 50 and older group indicated that they use their bikes primarily for recreational purposes and rarely for commuting, compared to almost 35% of respondents in the 30–49 age group and around 23% in the under 30 age group. While estimated annual mileage was fairly uniform across all age groups, a higher proportion of riders under age 30 indicated that they rode a motorcycle on a daily basis. This suggests that younger riders may ride more frequently and for shorter trips in urban traffic, whereas older motorcyclists may ride less frequently, but for longer trips.

These motorcyclist age groups also differ in their bike type preference. As it can be seen in Table 2-1, “sport” and “super sport” were the most common responses for the under age 30 group, and “cruiser” was the most common for both the age 30–49 group and the age 50 or older group (Table 2-1).

Table 2-1. "What type of motorcycle do you ride most often?"

	Age Group			
	Under Age 30	**Ages 30-49**	**Age 50 or Older**	**Total**
Cruiser	29.5%	37.6%	34.7%	35.0%
On/Off Road	4.8%	2.1%	2.2%	2.5%
Scooter (50cc or under)	0.4%	0.5%	0.1%	0.3%
Scooter (over 50cc)	0.0%	1.4%	2.7%	2.1%
Sport/Supersport	43.2%	22.3%	6.1%	14.4%
Standard	9.7%	8.4%	5.3%	6.6%
Sport-Touring	5.3%	8.0%	7.5%	7.4%
Touring	3.5%	13.8%	33.0%	24.7%
Trike	0.0%	0.5%	4.2%	2.7%
Other:	3.5%	5.3%	4.3%	4.5%
Total (N)	**100% (227)**	**100% (622)**	**100% (1386)**	**100% (2235)**

2.2 Rider Training

In July 2008, Florida enacted legislation requiring riders to complete entry-level training such as the Motorcycle Safety Foundation (MSF) Basic Rider Course (BRC) to obtain a motorcycle endorsement. The mandate of entry-level training certainly led to an increase in the number of riders with training in the state, however the rule did not apply to riders who received an endorsement prior to July 2008. Thus, where the majority (93%) of 2020 Florida Motorcyclist Survey participants under the age of 30 indicated that they had attended a BRC to obtain their endorsement, only 58% of riders over age 50 had completed formal training to receive their endorsement. Although a significant proportion of Florida motorcyclists enrolled in entry-level motorcycle training courses due to the 2008 legislation requirement, less than 10% of all surveyed riders indicated that they had received additional rider training within the past twelve months.

2.3 Helmet Use

Numerous studies have demonstrated the effectiveness of motorcycle helmets at reducing the likelihood of a rider suffering serious or fatal injuries in a traffic crash (Liu, et al., 2008; Deutermann, 2004; Olsen, et al., 2016). According to recent statewide surveys, the majority of Florida riders understand the value of helmets, with 75% of the survey participants stating they thought wearing a helmet was “very important” (Table 2-2). Furthermore, when asked about riding gear usage, DOT-compliant helmets were the most frequently selected item across all age groups, followed by riding gloves and boots.

However, actual helmet usage among Florida riders was inconsistent, with almost a quarter of respondents stating that they seldom wear or never wear a helmet when riding. A higher percentage of riders under 30 indicated that they used DOT-compliant helmets most often when they rode, with the percent of respondents diminishing by each age group. Younger respondents were also more likely to indicate that they wore their helmet most consistently, with approximately 87% of riders under 30, 74% of riders age 30-49, and 67% of riders over age 50 stating they always wear a helmet when riding a motorcycle (Table 2-3).

Table 2-2. "How important is it for a motorcyclist to wear a helmet?"

	Age Group			
	Under Age 30	**Ages 30-49**	**Age 50 or Older**	**Total**
Very important	90.4%	77.8%	71.2%	74.7%
Fairly important	5.3%	8.0%	8.2%	7.9%
Important	2.1%	8.4%	8.2%	7.7%
Slightly important	2.1%	3.9%	7.1%	5.8%
Not important at all	0.0%	2.0%	5.4%	4.0%
Total (N)	**100% (187)**	**100% (562)**	**100% (1358)**	**100% (2107)**

Table 2-3. "Which of the following best describes your use of a motorcycle helmet in Florida?"

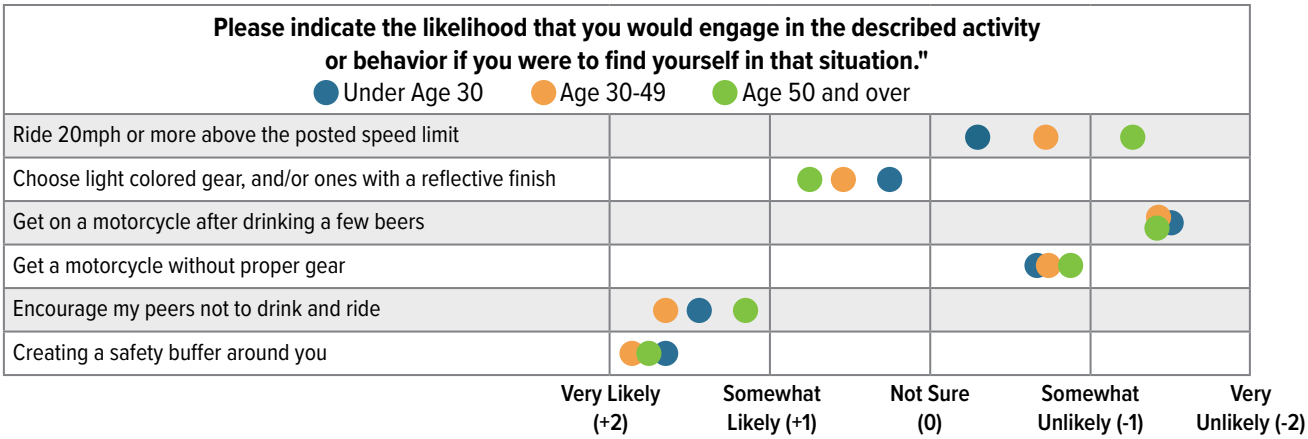
	Age Group			
	Under Age 30	Ages 30-49	Age 50 or Older	Total
I always wear a helmet when riding a motorcycle.	87.3%	74.2%	66.7%	70.7%
I wear a helmet most of the time.	9.3%	12.0%	13.2%	12.5%
I wear a helmet on limited occasions (long distance trips, winter season, etc.).	3.4%	7.4%	10.3%	8.9%
I seldom or never wear a helmet.	0.0%	6.4%	9.7%	7.9%
Total (N)	**100% (204)**	**100% (581)**	**100% (1376)**	**100% (2161)**

2.4 Risk Taking Behaviors

The higher propensity for risk taking behaviors by motorcyclists is one of the key factors in motorcycle crashes. While the majority of the survey population indicated they were likely to engage in safe riding behaviors, rider behaviors also differed across survey participants' age groups. Figure 2-1 illustrates the average response by age group for specific rider behaviors. In this chart, each response was assigned a value of -2 to 2, with "not sure" or neutral equaling zero. The dot's position on the chart therefore represents the average of these responses and illustrates the age groups' overall deviation from neutral.

Most riders also indicated they were very likely to encourage their peers not to drink and ride, and said it was unlikely that they would ride without "proper" gear. It is noteworthy that younger respondents indicated that they were more inclined to exceed the posted speed limit by 20 mph or higher when riding, with only 22.7% of participants in the under age 30 group stating that they were "very unlikely" to engage in this type of behavior. For comparison, 38.4% of respondents in the ages 30–49 group and 55.9% age 50 or older stated that they were "very unlikely" to exceed the speed limit by 20 mph while riding a motorcycle.

Figure 2-1. Likelihood of Riding Behaviors by Age Group



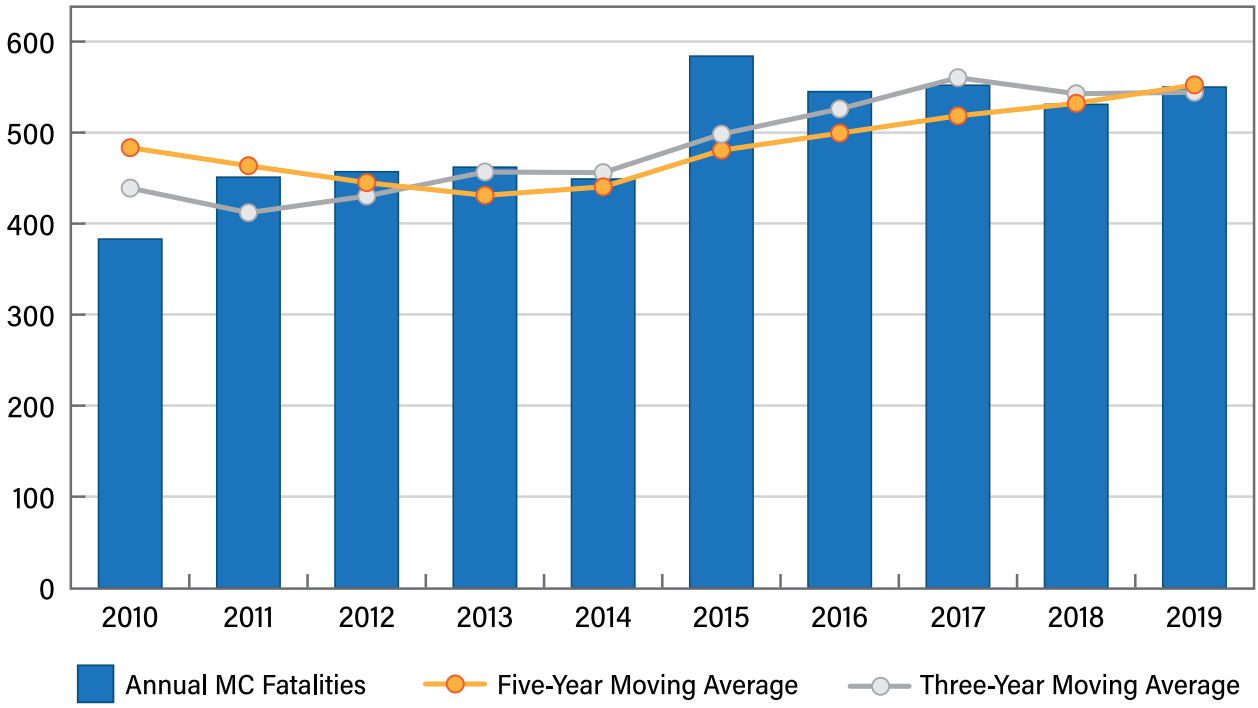
2.5 Communications and Outreach

According to the 2020 Florida Motorcyclist Survey, 32% of Florida riders had heard of the Florida Motorcycle Safety Coalition or "Ride Smart Florida." However, only 15% of the sample population could recall observing or receiving motorcycle safety materials within the past year. Although nominal, a higher percentage of participants under age 30 (17%) stated they had received or observed safety materials in the past year compared to their older counterparts (13% for ages 30–49 and 16% for age 50 and older). In considering these findings, there is room for growth and expansion of the Florida Motorcycle Safety Program to improve awareness among Florida riders.

3. Motorcycle Crashes in Florida

Florida observed more than 500 motorcycle fatalities per year between 2015 and 2019. Figure 3-1 shows annual motorcycle fatalities including the three-year and five-year moving average. While annual motorcyclist fatalities in the past four years still remain higher than any single year from 2010 to 2014, a decreasing trend was observed following a significant peak in motorcyclist fatalities in 2015.

Figure 3-1. Moving Averages of Florida Motorcyclist Fatalities (2010 -2019)



Both motorcycle ownership and newly endorsed motorcyclists have continued to increase in Florida, consistently placing it among the top three states (CA, TX, and FL) for the largest number of motorcycle riders in the country. Since 2010, Florida motorcycle registrations have increased annually by about 1% and the number of Florida motorcycle endorsements has also continued to increase by about 3% every year.

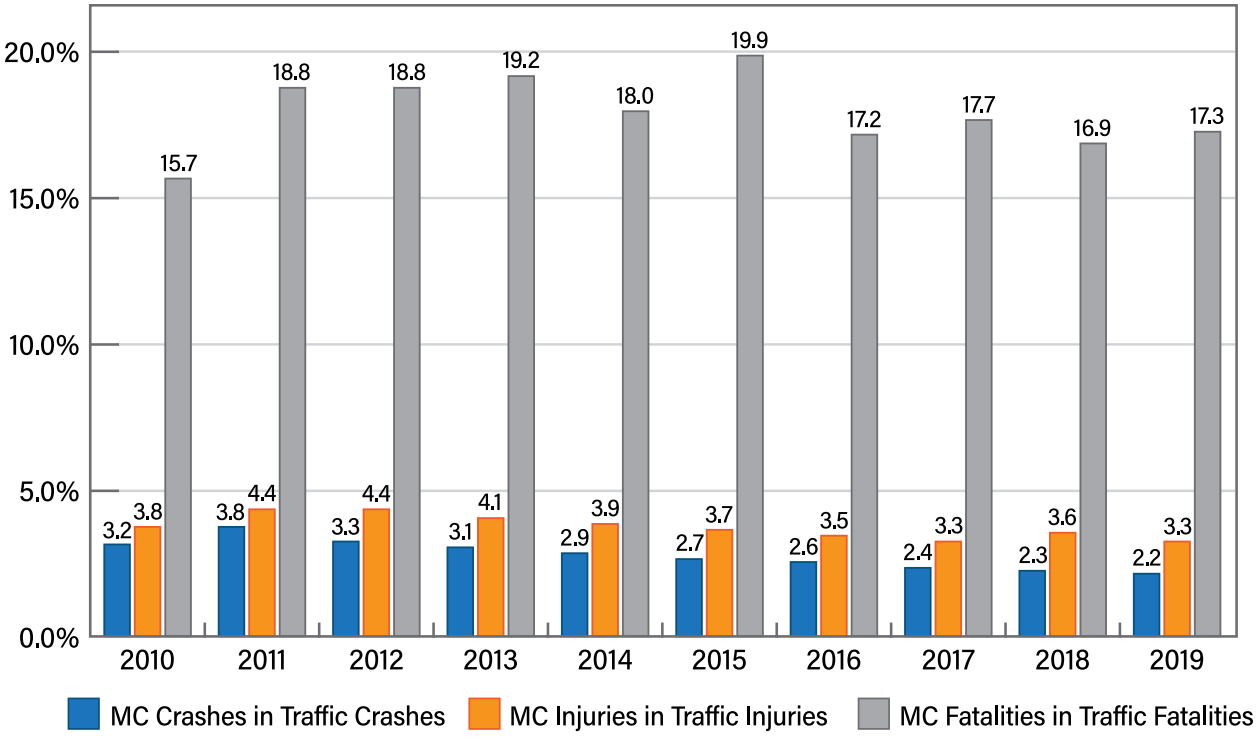
Unfortunately, Florida observes a correspondingly high number of motorcycle crashes, injuries and fatalities on an annual basis. As can be seen in Table 3-1, Florida has started to observe a modest reduction in both the number of annual motorcyclist fatalities and injuries following a peak in 2015. Although the cause of motorcycle crashes, serious injuries and fatalities cannot be attributed to any single source, a similar trend was observed for both the fatality rate and injury rate, per number of registered motorcycles.

Table 3-1. Florida Motorcycle Fatalities, Injuries, and Fatality Rate, 2008-2019

Year	Registered Motorcycles	Class E Driver License with Motorcycle Endorsement	Motorcyclist Fatalities	Fatality Rate per 100,000 Registered Motorcycles	Motorcyclists Injured	Injury Rate per 100,000 Registered Motorcycles
2008	572590	924746	532	92.9	9402	1642
2009	584651	977208	402	68.8	8202	1402.9
2010	566403	1009803	383	67.6	7411	1308.4
2011	572573	1042811	451	78.8	7970	1392
2012	579191	1080655	457	78.9	8648	1493.1
2013	585067	1111813	462	79.0	8742	1494.2
2014	601253	1143549	449	74.7	8849	1471.8
2015	610191	1185787	584	95.7	9045	1482.3
2016	621744	1232780	545	87.7	8998	1447.2
2017	622941	1271360	552	88.6	8417	1351.2
2018	615931	1307266	531	86.2	8470	1375.2
2019*	622347	1332581	550	88.4	7719	1240.3

Although the relatively large population of motorcyclists in the state is certainly a contributing factor to Florida's high fatality numbers, when considering the number of motorcycle registrations and their small proportion in traffic, motorcyclists are also disproportionately represented in traffic crashes, injuries and fatalities when compared to other motor vehicles. In 2019, Florida motorcyclists represented more than 17% of all traffic fatalities, while representing about 3% of registered motor vehicles. Additionally, it is estimated that motorcycles represent less than 1 % of Florida traffic based on annual traffic counts. Figure 3-2 illustrates the disproportionate representation of motorcyclists in traffic fatality outcomes and serious injury outcomes, when compared to the proportion of motorcycles involved in traffic crashes.

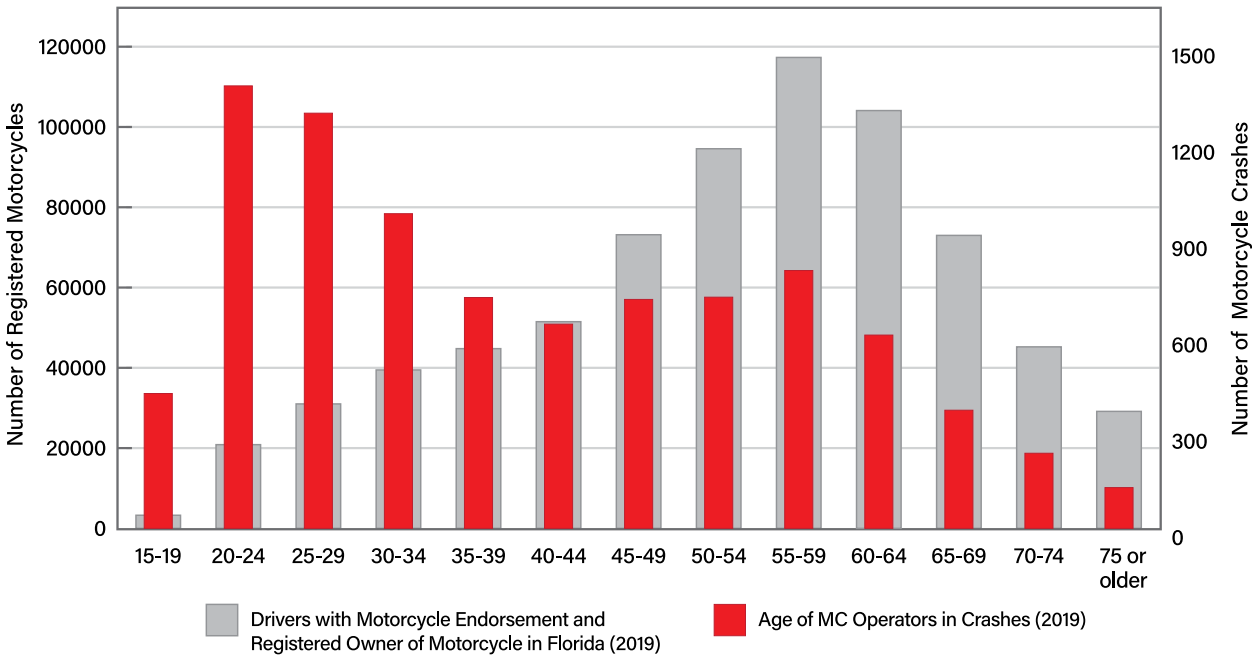
Figure 3-2. Proportion of Motorcyclist Crashes, Injuries, and Fatalities



While motorcyclists are somewhat overrepresented in traffic crashes and injuries compared to the proportion of motorcycles in traffic, the highly disproportionate share of Florida motorcyclist fatalities is indicative of the inherent level of risk associated with motorcycle riding. Motorcycles are crashing at only a slightly higher rate than other motor vehicles, yet a larger proportion of motorcycles are suffering fatal injuries from those traffic crashes.

In order to understand motorcycle crashes and injuries better, it is important to obtain a more accurate count of the motorcyclists on Florida roadways. As such, the number of riders with both a motorcycle endorsement and an active motorcycle registration was calculated. This method was chosen since it excludes potentially inactive riders, including those with an endorsement who may not own a motorcycle and those with a motorcycle who are not legally permitted to drive it. As is shown in Figure 3-3, relative to the number of active riders in each age group, crashes were most frequent among younger motorcyclists, particularly those under the age of 30. In contrast, they occurred least frequently among older riders, especially those age 50 or older.

Figure 3-3. Number of Motorcycle Crashes and Active Riders by Age Group



Between 2015 and 2019, motorcycle operators under the age of 30 accounted for more crashes resulting in fatality (38.6%) and serious injury (36.5%) than any other age group, with those age 30-49 accounting for the fewest (29.4% and 31%, respectively). However, it is important to note that in 2019, the proportion of severe and fatal crashes attributed to riders under the age of 30 reached a 5-year low. Over that same time period (despite there being some fluctuation in yearly numbers), the proportion of such crashes increased for motorcyclists over the age of 30 (see Tables 3-2 and 3-3).

Table 3-2. Fatal Motorcycle Crashes by Age of Motorcycle Operators (2015-2019)

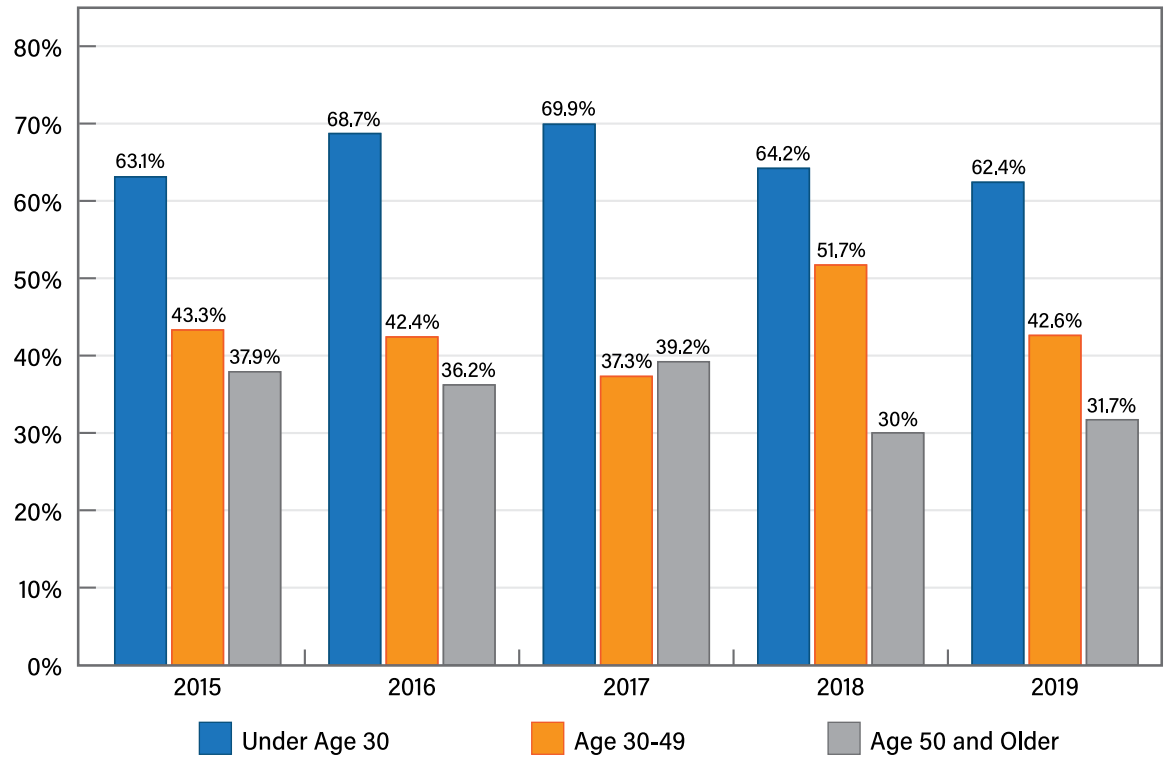
	Year						
Age Group		2015	2016	2017	2018	2019	Sum
	Under age 30	42.4%	38.5%	40.4%	36.8%	34.8%	38.6%
	Ages 30-49	29.3%	33.5%	32.4%	29.6%	33.6%	29.4%
	Age 50 or older	28.3%	28.0%	27.1%	33.6%	31.6%	32.0%
	Total (N)	100% (583)	100% (543)	100% (549)	100% (530)	100% (580)	100% (2,785)

Table 3-3. Serious Injury Motorcycle Crashes by Age of Operators (2015-2019)

	Year						
Age Group		2015	2016	2017	2018	2019	Sum
	Under age 30	38.4%	37.6%	36.1%	37.3%	36.6%	36.5%
	Ages 30-49	32.2%	32.7%	33.5%	32.6%	30.9%	31.0%
	Age 50 or older	29.4%	29.7%	30.5%	30.1%	32.5%	32.5%
	Total (N)	100% (2,446)	100% (2,498)	100% (2,343)	100% (2,108)	100% (2,060)	100% (11,455)

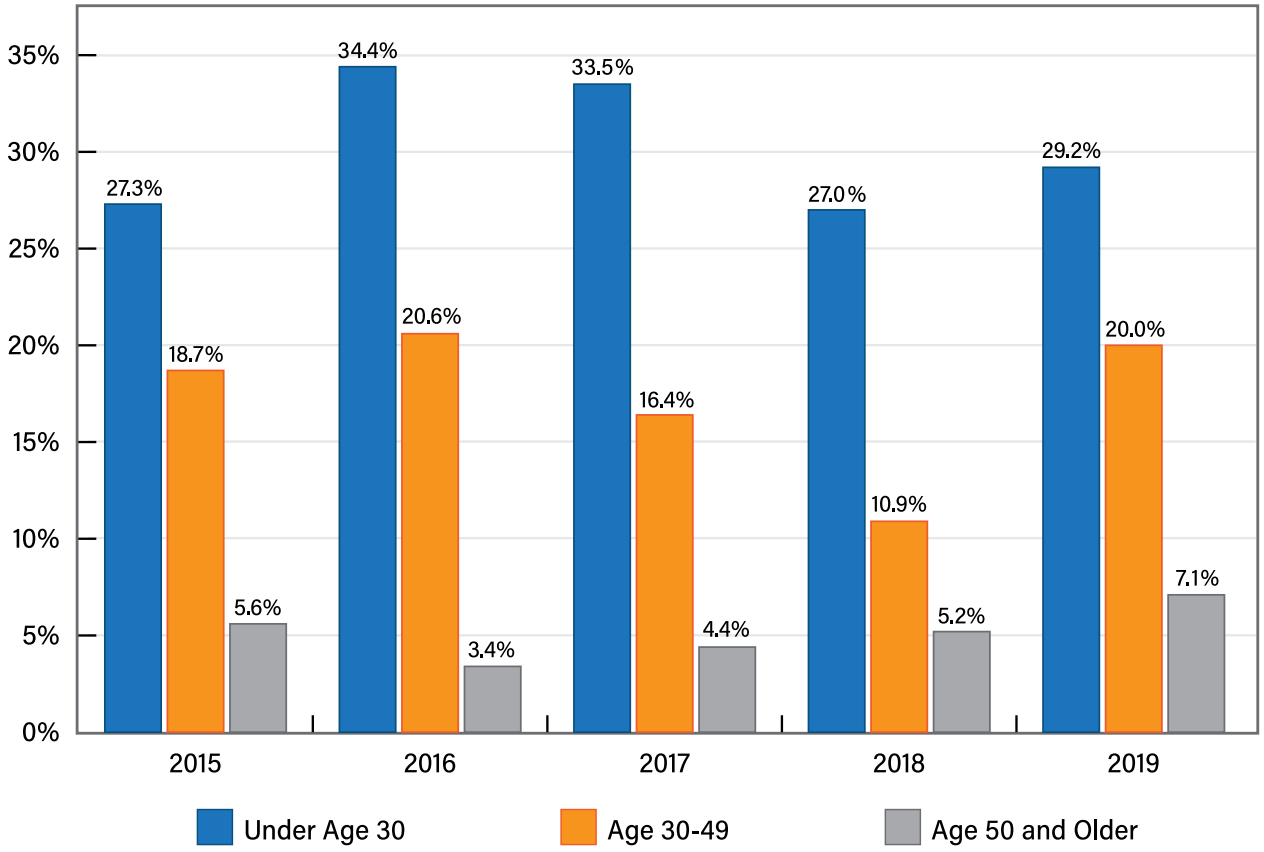
In 2019, only 48.5% of those involved in fatal motorcycle crashes were found to be wearing DOT-compliant helmets (Figure 3-4). Helmet usage was highest among riders under the age of 30 (62.4%), as compared to those between the ages of 30 and 49 (42.6%) and those age 50 or older (31.7%). Between 2015 and 2019, helmet usage in fatal motorcycle crashes decreased overall, with the largest decline being observed among those age 50 or older (6.2%).

Figure 3-4. DOT-Compliant Helmet Usage in Fatal Motorcycle Crashes



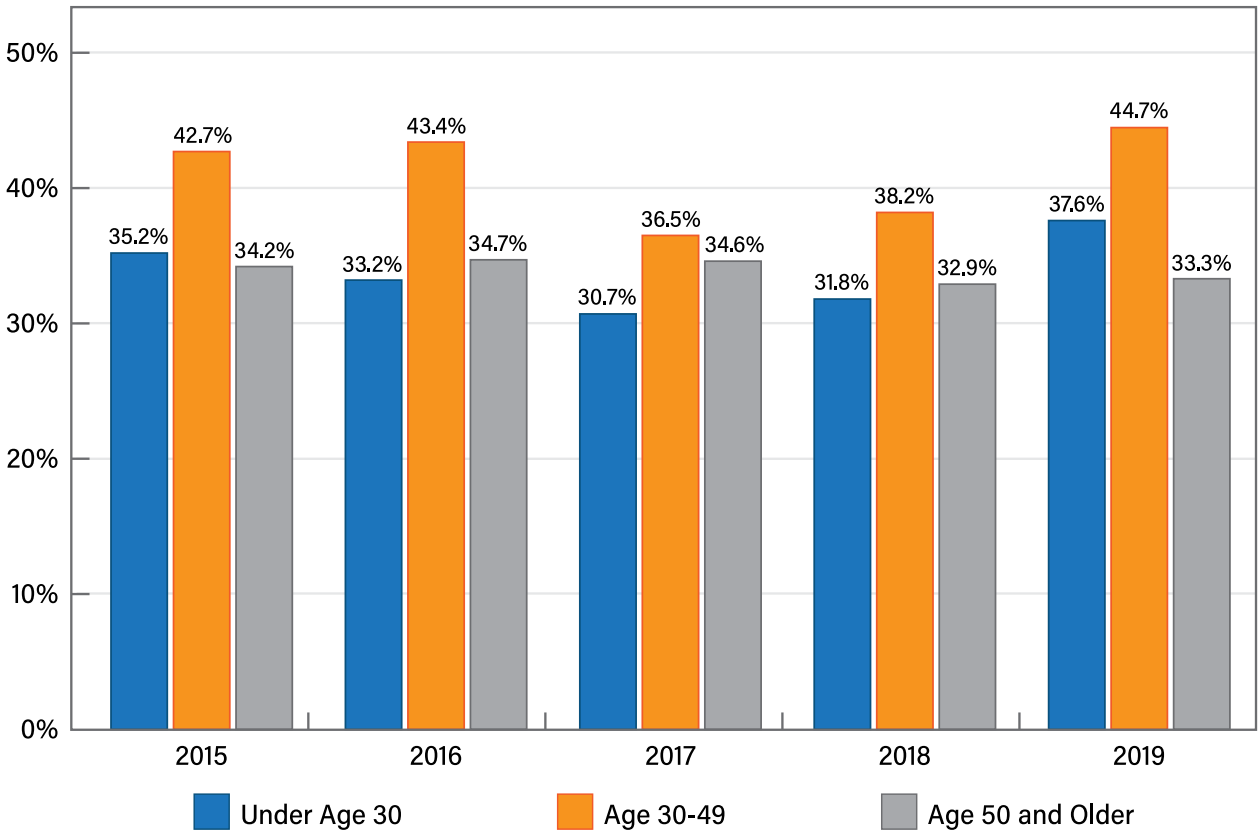
Over 20% of those involved in fatal motorcycle crashes during 2019 were exceeding the speed limit by at least 20 mph (Figure 3-5). Young riders were the most likely to be excessively speeding (29.2%), as compared to those between the ages of 30 and 49 (20%) and those age 50 or older (7.1%). This is not entirely surprising since the association between younger riders and speeding, as well as between speeding and fatal motorcycle crashes, has been well established. However, it is important to note that while the percentage of young riders exceeding the speed limit was up 2.2% from the previous year, the proportion of those age 50 or older speeding prior to a fatal crash also reached a 5-year high in 2019.

Figure 3-5. Speeding (20 MPH over the Posted Speed Limit) in Fatal Motorcycle Crashes



A major contributing factor to motorcycle fatalities is impairment by drugs and/or alcohol. Throughout Florida, over 34% of those involved in fatal motorcycle crashes during 2019 were found to be under the influence of one or more intoxicants (Figure 3-6). This represents an increase from 2018, with the largest changes being observed among riders under the age of 30 (+5.8%) and between the ages of 30 and 49 (+6.5%). Correspondingly, in 2019, those between the ages of 30 and 49 also had the largest overall proportion of drug- and/or alcohol-impaired riders involved in fatal crashes (44.7%).

Figure 3-6. Alcohol and/or Drug Involvement in Fatal Motorcycle Crashes



This analysis provides several important insights about the status of motorcycle safety across the state. Although traffic fatalities have continued to rise, motorcycle fatalities have decreased substantially since 2015. This trend holds true whether considering motorcycle fatalities overall or per 100,000 registrations. Despite this decrease, motorcycle crashes still resulted in a highly disproportionate number of traffic fatalities in Florida, with riders under the age of 30 accounting for the largest proportion of motorcycle crashes resulting in fatality or serious injury. Among those involved in a fatal crash, riders age 50 or older were the least likely to be observed wearing a DOT-compliant helmet, those between the ages of 30 and 49 were the most likely to be impaired by drugs and/or alcohol, and those under the age of 30 were the most likely to be speeding at the time of the crash.

4. Opportunities to Enhance Motorcycle Safety in Florida

Motorcycles hold a unique position in Florida as both a means of transportation and a form of recreation. Illustrating this point, the 2019 Florida Motorcyclist Survey found that approximately 64% of riders under the age of 30 commuted on a motorcycle at least one day per week, with half of riders in this age group indicating that they rode for recreation in addition to weekly commuting. Moreover, although most respondents in the 50 or older age group indicated that they primarily rode for recreational purposes, around 50% of respondents ages 30-49 claimed that their motorcycles were used for both commuting and recreation (Table 4-1). Differing from vehicles operated by the general motoring population, the duality of motorcycles as both a means of transport and pleasure makes the implementation of effective safety countermeasures more challenging.

Table 4-1. "Which of the following statements best describes your riding?"

	Age Group		
	Under Age 30	**Ages 30-49**	**Age 50 or Older**
I commute on a motorcycle at least once a week during my riding season/year; I do not ride specifically for recreation.	13.8%	7.4%	3.1%
I commute on a motorcycle at least once a week during my riding season; I also ride for recreation.	50.0%	32.9%	16.8%
I periodically ride to commute, but not consistently. I also periodically ride for recreation,	23.3%	19.2%	12.0%
I ride mostly for recreation; I rarely commute on a motorcycle.	11.2%	39.1%	62.5%
I ride mostly for short tasks like running errands.	1.7%	1.5%	5.7%
Total (N)	**100% (116)**	**100% (407)**	**100% (1128)**

Serving as another point of contrast, in the case of a crash, motorcycles provide minimal protection compared to other types of motor vehicles. Whereas other passenger vehicles offer a range of built-in safety features and structural protection, motorcycle riders are more exposed to the elements and are often separated from the motorcycle in the case of a crash. Additionally, motorcycles have unique steering and stability characteristics that require physical skill and strength beyond what is needed to operate a standard automobile. Collectively, these factors expose motorcyclists to a higher risk of obtaining serious or fatal injuries on the road.

In an effort to reduce the number of motorcyclist injuries and fatalities, the following section highlights some opportunities identified as relevant to the future of motorcycle safety in Florida:

4.1 Developing Evidence-Based Countermeasures

Motorcycle crashes frequently result in serious or fatal injuries that require inpatient or outpatient hospital care and treatment. Beyond the social consequences of serious and fatal motorcycle crash injuries, hospitalizations and emergency department visits also present serious economic

implications. According to a 2019 motorcycle safety report from the Florida Department of Health, the total amount of hospital charges for motorcyclists who were injured in a traffic crash and treated in a Florida emergency room or hospital was $954,096,592. The median hospital charge for a motorcyclist admitted to a Florida hospital for treatment of traffic crash injuries was $117,728. Approximately 55% of these visits were not covered by insurance (Table 4-2).

Table 4-2. Motorcycle Traffic Crash Summary Statistics in Florida (Florida Department of Health, 2019)

Percent of motorcyclist fatalities related to traumatic brain injuries	35% (207)
Percent of motorcyclists fatally injured in Florida who were Florida residents.	94% (562)
Percent of motorcyclist hospitalizations and ED visits not covered by insurance.	55% (8,038)
Median hospital charge for motorcyclists treated and released from a Florida	$8572.00
Median hospital charge for motorcyclists admitted to a Florida hospital for the treatment of traffic crash injuries.	$117,728.00
Total hospital charges for motorcyclists treated in a Florida ED or hospital who were injured in a traffic crash.	$954,096,592

Looking towards the future, Florida anticipates significant social, economic, and health challenges related to motorcyclist safety. With this in mind, the State of Florida should continue its efforts to develop data-driven, evidence-based solutions to reduce motorcycle crashes, injuries, and fatalities on its roadways.

4.2 Promoting Voluntary Helmet Use

From 1967 to 2000, the State of Florida required all motorcycle riders and passengers to wear protective headgear at all times. The Florida universal helmet law (UHL) was repealed in 2000, and Florida statutes were revised to allow individuals over age 21 to ride unhelmeted, so long as they were insured for a minimum of $10,000 in medical insurance. The statute change was followed by an increase in the number of unhelmeted riders, from 0.5% in 1998 to 44.7% in 2010 (Lee et al., 2017). According to the most recent observational survey of Florida motorcyclists, the number of riders observed wearing helmets was approximately 50% overall. When delineated by bike type, sport bikes had the highest rate of use at around 89%, and scooters had the lowest proportion of helmet-users at 29% (Table 4-3).

Table 4-3. Percent of Helmeted Riders by Bike Type in Florida Observational Study (2018)

	Helmeted Riders	N
Cruiser	47%	1253
Custom	41%	22
Scooter	29%	418
On/Off Road	65%	57
Sport Bike	89%	562
Standard	52%	277
Touring	47%	647
Trike	44%	108
Unknown	50%	2

Despite evidence showing the safety benefits of motorcycle helmets, many riders forego using protective headgear due to perceived limitations. Even with these barriers, there is further evidence that suggests the promotion of voluntary helmet use among Florida motorcyclists could prove effective. Although riders may not wear helmets consistently, the majority of 2019 Florida Motorcyclist Survey respondents said they felt helmets were "very important." The perception of helmets as "very important" was most pronounced among riders age 30 and under (90.3%), followed by riders ages 30-49 (77.7%) and riders over age 50 (71.3%).

4.3 Addressing Florida Motorcycle Insurance Requirements

Despite the significant medical costs associated with motorcycle crash injuries, individuals in the State of Florida are not required to present proof of insurance when registering a motorcycle. This differs from what is observed for other types of motor vehicles, as Florida law requires proof of Personal Injury Protection (PIP) and Property Damage Liability (PDL) insurance when registering four-wheeled vehicles.

Although insurance is not required when registering a motorcycle, if a motorcycle is involved in a crash that results in injury or at least $500 in property damage, the operator's license and registration are suspect to suspension unless proof of liability insurance on the date of the crash can be provided. Once suspended, reinstatement requires that the operator purchase and maintain liability insurance—in the form of an SR-22 insurance certificate—for 3 years. Motorcyclists who are involved in a crash may also face civil liability for failing to have adequate property damage and bodily injury insurance, with any suspension of licensing and registration remaining enacted until such judgments are satisfied.

These laws are complex and may be confusing to some riders, especially new motorcyclists, potentially leading to adverse outcomes for those who interpret the exemption from providing proof of insurance at registration as an exemption from needing insurance at all.

While Florida's legislation does require unhelmeted riders to carry at least $10,000 in medical insurance, when considering the 2018 median hospital charge of $117,728 for Florida motorcycle crash patients, it becomes clear that the required minimum coverage may not be sufficient to cover most motorcycle crash injuries.

These insurance-related issues present an opportunity for intervention. If legislative change is not possible, there is still an impetus to educate and inform motorcyclists about state-mandated insurance requirements, criminal and civil liability, and the limitations of minimum medical insurance coverage.

4.4 Planning for Increases in Florida's Riding Population

Florida's population is rapidly growing, which means that the number of drivers and riders on Florida roadways is also increasing. Moreover, the state's population has aged substantially over the past decade, with the number of residents over age 55 increasing by almost 32% from 2010

to 2020. Projections for the next decade suggest that Florida's population of older adults will continue to expand at a faster rate than younger age groups, with an expected increase of approximately 18% from 2020 to 2030 (Table 4-4). Based on these trends, it is anticipated that there will be a significant increase in the number of aging motorcyclists and motorists on Florida roadways over the next 10 years, so it will be important to consider the challenges posed by these shifting demographics.

Highlighting these concerns, while many aging riders possess years of experience, riding skills are diminishable and subject to deterioration over periods of non-use. When coupled with natural degeneration in muscle mass and bone strength, as well as diminishing eyesight, aging riders are especially vulnerable to serious or fatal injuries on the roadway (Eden, et al., 2019; Fitzpatrick & O'Neill, 2017).

Of further significance, the 2019 Florida Motorcyclist Survey revealed growing apprehension about aging motorists not seeing motorcyclists. The impact of aging on motor skills, vision, and cognitive function has been well established and may result in older drivers experiencing "difficulties in stressful or challenging driving situations such as turning left, merging or changing lanes" (Highway Loss Data Institute, 2020). Compounding the issue, due to the low profile and high speed of motorcycles, older drivers may face additional challenges perceiving riders correctly in traffic. To address these concerns going forward, it will be important to take Florida's population growth and shifting demographics into account when contemplating effective countermeasures.

Table 4-4. Florida Population Change by Age Group

	2010-2020			2020-2030		
Age	**2010**	**2020***	**Change**	**2020***	**2030***	**Change**
0-24	5,741,950	6,203,717	8.04%	6,203,717	6,877,658	10.86%
25-54	7,463,561	7,947,529	6.48%	7,947,529	8,746,245	10.05%
55+	5,597,336	7,366,364	31.60%	7,366,364	8,716,554	18.33%
Total	18,802,847	21,517,610	14.44%	21,517,610	24,340,457	13.12%

** 2020 and 2030 are population estimates.*
Source: Bureau of Economic and Business Research, Florida Population Studies (2019).

4.5 Increasing Outreach to Young Sport-Bike Riders

Florida has faced exceptional challenges related to protecting its youngest riders, who consistently make up a large proportion of traffic and motorcycle fatalities in the state. Although data from the Florida Motorcyclist Survey suggest that young riders are more inclined to wear helmets and other personal protective gear, which is encouraging, they are also more likely to ride at high speeds and to be involved in high-speed fatal crashes.

Coinciding with their inclination to ride at high speeds, the majority of 2019 Florida Motorcyclist Survey respondents under the age of 30 indicated that they rode a sport or super sport motorcycle. Strikingly, in recent years, sport bikes represented less than 15% of all Florida motorcycle registrations, yet they made up around 45% of motorcycle fatalities on average. In addition to having a lower price point, sport bike types are attractive to young riders for their speed and high acceleration. This, in conjunction with Florida's relatively straight and flat roadways, may encourage dangerous speeding behaviors—including drag racing—among young motorcyclists. Both Florida crash data and motorcyclist survey data indicate that speeding is one of the most pressing safety issues for young riders.

Unfortunately, young motorcyclists have proven to be difficult to access when conducting safety outreach since they are less likely to attend bike events and do not congregate like older riders. This makes countermeasures targeted at young riders' behavior more challenging to implement. Despite these barriers, the high risk for fatal crashes among this group necessitates that it be granted additional focus and attention.

4.6 Devoting Resources to Motor Scooter Safety

According to the definition used by the National Highway Traffic Safety Administration (NHTSA), motorcycles encompass any "motor vehicle with motive power having a seat or saddle for the use of the rider and designed to travel on not more than three wheels in contact with the ground" (49 CFR 571.3). Although they are often similar to motorcycles in design, scooters typically have small wheels, a small engine, and an automatic transmission (Highway Loss Data Institute [HLDI], 2020).

Providing an additional layer of complexity, motorcycle and scooter definitions are not universal across all 50 states. In Florida, motorcycles are legally defined as any "motor vehicle powered by a motor with a displacement of more than 50 cubic centimeters (cc), having a seat or saddle for the use of the rider, and designed to travel on not more than three wheels in contact with the ground, but excluding a tractor, tri-vehicle, or moped" (FL s.322.01). Scooters under 50cc are excluded from this definition, so operators are exempted from the requirement to have a motorcycle endorsement and are not obligated to complete a motorcycle safety course. In contrast, scooters with larger engine sizes are required to meet motorcycle licensing requirements, and any moped or scooter that is operated on public roads, regardless of engine size, is required to be registered as a motorcycle.

Beyond these distinctions, Florida's definitions for motorcycles and scooters are not clear, leaving room for interpretation and uncertainty from an enforcement standpoint. Due to their lower speed capacity, scooters often are not perceived as having the same safety concerns as motorcycles. However, modern 50cc scooters may reach upwards of 45 mph, depending on the weight of the rider. Additionally, vehicles with a scooter body style may be purchased with 150cc engines, which have a top speed of around 60 mph. Although 150cc scooters would fit the legal definition of a motorcycle in Florida, enforcement is difficult given that a motorcycle endorsement is not required to register or purchase a motorcycle in Florida, and these particular vehicles are indistinguishable from 50cc scooters by sight.

Regardless of speed capacity, scooter riders face similar risks as motorcyclists, with both vehicle types providing minimal protection in the event of a crash. Despite this commonality, the average scooter rider may not feel that he or she needs the same level of protective gear as a motorcyclist due to the tendency for scooters to be used for shorter trips and on lower-speed roads. Illustrating this point, in a recent observational survey, scooter riders had the lowest rate of helmet-use compared to all other motorcycle types, with only around 30% of scooter riders wearing a helmet. This behavior is further exasperated by the exclusion of scooters/mopeds with engines under 50cc from helmet law restrictions. More specifically, unless they are operating a vehicle with an engine that exceeds 50cc, scooter riders over the age of 16 are not required to wear a helmet or to carry a minimum-level of medical insurance when riding without a helmet (FL s.316.211).

Like motorcycle riding, scooter riding in Florida is encouraged by warm weather and a year-round riding season. It is also a relatively inexpensive and efficient mode of transportation, which makes it popular across age groups. In its motorcycle safety efforts, Florida should put resources towards reducing scooter fatalities and injuries, keeping in mind the current challenges related to defining scooters, as well as the diversity of scooter riders throughout the state. Florida's existing motorcycle-related statutes could be enhanced to provide clearer definitions and safer conditions as they pertain to operator licensing, training, and laws governing helmet use.

5. Motorcycle Strategic Safety Plan

5.1 Vision

Provide a safe transportation system for motorcyclists and the motoring public.

5.2 Mission

The State of Florida will focus resources where opportunities for motorcycle safety improvements are greatest.

5.3 Goal

To improve motorcycle safety in Florida by achieving a reduction in the number of motorcycle fatalities, serious injuries, and crashes.

5.4 Emphasis Areas

NHTSA identified seven focus areas for each state to consider when developing and implementing a comprehensive motorcycle safety program. Based on these focus areas, the Florida Motorcycle Safety Coalition established seven emphasis areas in its 2015 plan and assembled teams of experts within its Motorcycle Safety Coalition to represent each area. Based on the working dynamics of these groups under the 2015 plan, the Coalition decided to separate its Law Enforcement and Emergency Services group into two distinct emphasis areas, with separate goals for 2021. Therefore, the eight program areas under the new MSSP are as follows:

- Program Management
- Data and Analysis
- Rider Licensing and Training
- Trauma & Emergency Services
- Law Enforcement
- Roadway Engineering
- Advocacy and Policy
- Communications and Outreach

Each emphasis area upholds the mission and goal of the Florida Motorcycle Safety Program through its own goals and strategies. As such, the goals and strategies of the emphasis areas work concurrently to improve motorcycle safety in Florida.

Program Management

Manage motorcycle safety programs in Florida as part of a comprehensive plan that includes centralized planning, implementation, coordination, and evaluation to maximize the effectiveness of the programs.

- **Strategy 1:** Develop and implement a comprehensive motorcycle safety program.
- **Strategy 2:** Develop and utilize an ongoing objective process to measure and evaluate the value, effectiveness, and outcomes of the MSSP and Florida Comprehensive Motorcycle Safety Program.
- **Strategy 3:** Develop and utilize a comprehensive evaluation tool for the MSSP.

Data and Analysis

Collect and analyze data relevant to motorcycle safety, and share findings with stakeholders, including the Florida Motorcycle Safety Coalition.

- **Strategy 1:** Collect, analyze, and report motorcycle crash data.
- **Strategy 2:** Promote inter- and intra-agency efforts to link crash, injury, licensing, violation, and registration records.
- **Strategy 3:** Measure and report annual motorcycle vehicle miles traveled (VMT) in Florida.
- **Strategy 4:** Conduct and publicize statewide surveys of public knowledge and attitudes about motorcycle safety.

Rider Licensing and Training

Ensure the quality of Florida's Licensing system and motorcycle training programs, to support and prepare motorcyclists for safe riding on Florida roadways.

- **Strategy 1:** Develop an objective and reasonable approach to routinely measure and evaluate the value and effectiveness of Florida's motorcycle licensing process.
- **Strategy 2:** Assure state-approved curriculum reflects proper riding skills and behaviors to safely operate motorcycles on Florida roadways and meets National Standards for entry-level motorcycle rider training.
- **Strategy 3:** Ensure adequate quantity and quality of rider education and training.
- **Strategy 4:** Determine the number of unendorsed riders and develop strategies and incentives to encourage riders to obtain proper endorsement.
- **Strategy 5:** Increase the number of students participating in advanced rider education training programs.

Trauma and Emergency Services

Decrease motorcycle crash fatalities and injury burden in Florida through data analysis, education and training.

- **Strategy 1:** Encourage and train first responders and healthcare providers on motorcycle crash trauma.
- **Strategy 2:** Collect information and evaluate factors relating to crashes in order to decrease motorcycle crash injury burden.
- **Strategy 3:** Promote incorporation of focused pre-hospital care and specific policies for motorcycle crash victims in emergency management system (EMS) agencies.
- **Strategy 4:** Improve post-crash intervention through motorcycle crash patient education.

Law Enforcement

Provide law enforcement agencies with communication, education and enforcement resources as it relates to reducing motorcycle crashes, injuries and fatalities on Florida roadways.

- **Strategy 1:** Collect data and information to assist agencies with motorcycle safety efforts in their areas.
- **Strategy 2:** Develop educational items for law enforcement agencies.
- **Strategy 3:** Distribute educational materials to agencies to use internally as well as for distribution during enforcement efforts.
- **Strategy 4:** Encourage agencies to have zero tolerance for aggressive motorcycle activities and riding without an endorsement.
- **Strategy 5:** Encourage agencies to play a lead role in motorcycle rider training opportunities.

Roadway Engineering

Enhance and promote motorcycle safety-related engineering practices, including centralized program coordination, planning, design, implementation, and evaluation.

- **Strategy 1:** Consider the unique characteristics of motorcycles and rider vulnerability when designing and improving highways and structures.
- **Strategy 2:** Develop and distribute best practices information on motorcycle-specific engineering countermeasures.
- **Strategy 3:** Promote data exchange between state and local agencies to include crash locations, roadway characteristics, and roadway conditions that are potentially hazardous to motorcyclists.
- **Strategy 4:** Educate the highway engineering and maintenance workforce on roadway conditions that may be hazardous to motorcycles.

Advocacy and Policy

Support legislative and judicial initiatives that promote motorcycle-related laws and regulations to improve motorcycle safety.

- **Strategy 1:** Identify and develop a call to action.
- **Strategy 2:** Coordinate with other coalitions, organizations, and entities in identifying or supporting legislative efforts that would improve motorcycle safety.
- **Strategy 3:** Support legislative efforts to provide judges with the discretion to require motorcycle operators charged with unlawful speed and/or careless driving violations to appear before a court and be ordered to attend a motorcycle-specific driver improvement course

Communications and Outreach

Develop, implement and evaluate communication strategies to improve public awareness of motorcycle safety issues.

- **Strategy 1:** Develop, implement and evaluate a multicultural outreach plan with specific goals, and measurable objectives.
- **Strategy 2:** Develop print marketing materials that can support the objectives identified in Strategy 1.
- **Strategy 3:** Develop an annual electronic communication and media plan.
- **Strategy 4:** Focus on specific high-risk rider segments based on data.

5.5 Conclusion

Florida's safety community is dedicated to improving the safety of the state's transportation system for motorcyclists and the general public. The overall goal of the MSSP is to reduce the number of motorcycle-related crashes, injuries, and fatalities on Florida's roadways. The goals, strategies, and action steps set forth in this plan identify and prioritize Florida's motorcycle safety initiatives. The plan provides a roadmap for state and local agencies and private organizations to improve motorcycle safety.

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7. Appendix

2019 Assessment Matrix

2014 Assessment	2019 Review	Comment	Progress	2015 MSSP
Protect the critical partnership with CUTR to assist in the management of the MSSP to collect, analyze and interpret data, to support the Coalition and to develop an on-going measurement and evaluation process.	The partnership between the FDOT Safety Office and CUTR is active and completing several projects. CUTR continues to facilitate the Coalition, the MSSP Business Plan and exploring approaches to collect data and implement measurement and evaluation instruments.	N/A	**Completed**	**Program Management** Strategy 2
Use the Coalition and CUTR to develop and implement an on-going objective process to measure and evaluate the value, effectiveness, and outcomes of the MSSP and the Florida comprehensive motorcycle safety program.	CUTR continues to identify data sources and working with the appropriate agencies and organizations to collect data. No formal on-going objective process to measure and evaluate the comprehensive program or rider training is in place. Proposals have been drafted.	Florida conducted statewide annual motorcyclist survey to monitor the progress of Florida's comprehensive motorcycle safety program. CUTR monitors Florida motorcycle crash data on a quarterly basis. There is no regular evaluation of Florida rider training program.	**Partially Completed**	**Program Management** Strategy 1
Ensure the highest priority motorcycle safety initiatives identified in the MSSP continue to be adequately funded.	The comprehensive motorcycle safety program is funded primarily through NHTSA 402 funds with 405d (DUI) and 405f. Continuing this funding may be a concern in the future. The Coalition and the MSSP Business Plan partners continue to review the plan and identify priorities.	During the past five years funding was consistent.	**Completed**	NA
Examine the current Coalition membership and determine if additional or different organizations or individuals need to be invited to serve, including active riders (citizens) not affiliated with any group or organization.	At this time there are no restrictions or rules determining who may participate on the Coalition.	We are in the process of developing a charter. The draft was submitted and waiting for FDOT approval.	**Partially Completed**	**Program Management** Strategy 2

2014 Assessment	2019 Review	Comment	Progress	2015 MSSP
Re-enact a universal motorcycle helmet law.	This requires a law change and this change is not popular with some motorcyclists. At this time the Florida law makers are not considering any changes to the current helmet law.	Created policy brief "Florida Motorcycle Helmet Law" (300-word doc). Florida Motorcycle Coalition has no plan for further actions as of now.	**Deferred**	**Advocacy** Strategy 2
Increase the mandatory insurance coverage for riding without a helmet to $100,000.	No action is being considered at this time.	Created policy brief "Update to Florida Motorcycle Insurance Statute" to increase the current $10,000 requirement to $20,000 based on discussion at Coalition Meetings. The information was distributed and will be added to RideSmart Florida website (policy section).	**Partially Completed**	**Advocacy** Strategy 2
Conduct observational surveys to substantiate the existence of a problem with scooter riders not wearing required helmet and eye-protection. If the problem exists, use overtime enforcement grant funds to increase enforcement efforts.	No Task in the MSSP Business Plan has been identified.	NHTSA funds cannot be used for observational survey due to new interpretation ref targeting motorcycles (checkpoints, etc.) under the FAST Act. The last survey was conducted in 2015.	**Deferred**	NA
		Florida uses overtime enforcement grants to promote motorcycle safety.	**Completed**	**Law Enforcement** Strategy 2
Modify Florida Administrative Code (FAC) 15A-12.002, Definitions of Course Completion, to include a one-day license waiver course designed for experienced, unendorsed riders as a license endorsement qualifying course.	This is no longer being considered as it would require a law change.	In 2018 Lee Park's Total Control program had a demo for a one-day licensing waiver course and Dr. Ray Ochs from MSF also presented MSF one-day licensing waiver course at a Coalition meeting.	**Partially Completed**	**Training** Strategy 4

2014 Assessment	2019 Review	Comment	Progress	2015 MSSP
Establish more comprehensive auditing standards, for those courses that qualify for an endorsement, specifically targeting knowledge and skill testing to ensure quality, validity and consistency. Modify FAC 15A-12.006, Regulations of Authorized Program, to include language that specifies how and when testing compliance audits occur.	This recommendation is still being studied and evaluated.	QAs are being conducted, they are not in the rules, so the rules need to be modified. DHSMV is reviewing and working on updating Florida Administrative Code (FAC) 15A-12.	**Partially Completed**	**Training** Strategy 1
Conduct a study to determine the number of unendorsed riders and develop new strategies to encourage those riders to obtain the proper endorsement.	CUTR continues to work on obtaining access to the information regarding unendorsed riders.	Due to change in DHSMV policy for sharing personal information, it is difficult to obtain people's licensing information.	**Partially Completed**	**Training** Strategy 3
Collaborate with CUTR to develop an objective and reasonable approach to routinely measure and evaluate the value and effectiveness of the FRTP.	This is still in the planning stages and working through issues regarding access to data and project approval.	Based on this note from the reviewer, this will induce discussion with DHSMV about how we can accomplish this. Recently, CUTR obtained FRTP graduate data to cross-check against Florida crash data.	**Partially Completed**	**Training** Strategy 1
Adopt the Model National Standards for Entry Level Rider Training and incorporate them into the DHSMV curriculum review process.	The FRTP has adopted the Motorcycle Safety Foundation's (MSF) curriculums. The MSF verified the curriculums are compliant with the National Standards.		**Completed**	**Training** Strategy 1
Develop a process to include Florida-specific riding information and crash causation data and survey findings into the required course for licensure so new riders are aware of the issues they may face while riding.	This may be considered a modification to the adopted curriculums and may need approval from the curriculum developer. The FRTP may add this information after the course is completed.	The State is doing a pilot project to explore the possibility of using online education programs for BRC graduates.	**Partially Completed**	**Training** Strategy 1

2014 Assessment	2019 Review	Comment	Progress	2015 MSSP
Adopt and expand the Hillsborough County Sheriff's Office SAVE program statewide.	Several law enforcement agencies are participating in the comprehensive motorcycle safety effort. CUTR's end of year narrative identifies the agencies and their projects.	Our Coalition supports the effort but these activities are paid for from DUI funds on DUI side of office. We work closely with DUI coalition to include motorcycles in their efforts.	**Not Adopted**	**Program Management** Strategy 2
Include impaired motorcyclist enforcement as a specific component in the SHSP.	Law enforcement agencies have special projects dealing with impaired operation.	We work closely with DUI coalition to include motorcycles in their efforts. Motorcycle HVE efforts include impaired motorcyclists.	**Completed**	**Law Enforcement/ EMS** Strategy 4 Program Management Strategy 2
Develop partnerships with businesses and employers to raise awareness in the workplace of the problem of impaired riding.	This is not currently in the Business Plan.	Our Coalition supports the effort but these activities are paid for from DUI funds on DUI side of office. We work closely with DUI coalition to include motorcycles in their efforts.	**Not Adopted**	**Program Management** Strategy 2
The Coalition should make reenacting the helmet law a priority in the next MSSP and aggressively seek a legislative champion to advance the cause.	This would require a law change that is not being considered at this time.	We have been working with community partners to find legislative champions.	**Deferred**	**Advocacy** Strategy 2
Encourage all law enforcement agencies to develop policies, goals, enforcement and outreach efforts for motorcycle safety.	The FDOT Safety Office and CUTR are working with several law enforcement agencies on this recommendation.	Encourage policies to be more inclusive for enforcement and outreach efforts for motorcycles (not necessarily to create new motorcycle-specific policy) Knowing what to stop a motorcycle for promote checklist.	**Completed**	**Law Enforcement/ EMS** Strategy 1, 2 & 3
Create a logo or brand for the Coalition; clarify whether collaterals represent the Coalition or FDOT. Use the Coalition brand when possible (better received).	Completed.	This project has been completed	**Completed**	**Communications** Strategy 1

2014 Assessment	2019 Review	Comment	Progress	2015 MSSP
Create a comprehensive media communications plan and maximize strategy by considering earned, low cost, and traditional media.	CUTR manages most of the outreach efforts and always includes a measurement and evaluation component. Reports are available through CUTR.	Survey reports are available through CUTR.	**Completed**	**Communications** Strategy 1
Actively engage the FDOT PIO in motorcycle communications planning and execution.	CUTR is managing most of the outreach efforts.	We work with FDOT and DHSMV PIOs on sharing motorcycle communications when appropriate.	**Completed**	**Program Management** Strategy 2
Ensure that all marketing materials depict riders in bright colored gear.	It could be assumed that CUTR ensures proper riding gear is always depicted.	CUTR will ensure 100% use of bright colored gear in all marketing materials.	**Partially Completed**	**Communications** Strategy 2
Conduct a study to determine the effectiveness of past and current rider training program curricula on reducing crashes, injuries, fatalities, moving violations or DUI arrests.	This is in the planning stages. Work on access to data and approval for the project continues.	It is difficult to complete study in Florida because due to mandatory training, we do not have a good comparison group. Access to DHSMV training information is limited.	**Deferred**	**Data** Strategy 1 & 2
Evaluate the use of program resources and the effectiveness of program countermeasures, specifically among different rider types and in geographical regions identified as problem areas.	This is in the planning stage and working on access to data and project approval.	We have this information. Ever since the assessment we have been evaluating our use of resources and program through surveys and data. UNF conducted a paid media survey.	**Completed**	**Program Management** Strategy 1 **Data** Strategy 1 **Engineering** Strategy 3
Evaluate the use of program resources and effectiveness of the tasks, campaigns and projects associated with the MSSP.	This is in the planning stage and seeking approval for the project.	Multiple assessment efforts were made in each grant cycle, but a more comprehensive evaluation approach will be needed.	**Partially Completed**	**Program Management** Strategy 1 **Data** Strategy 1

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