



Driver & Vehicle
Standards
Agency

Open consultation

Improving moped and motorcycle training, testing and licensing

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Applies to England, Scotland and Wales

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1. Foreword

Road safety is fundamental to everything this government stands for. Safer roads underpin our national missions – driving economic growth, enabling greener journeys through active travel, easing pressure on the NHS, and ensuring that everyone can travel safely.

Our roads are some of the safest in the world, but every fatality and serious injury is a tragedy, and most are avoidable. As the responsible Minister, my priority is the safety of all road users, especially those at greater risk, such as motorcyclists. While improvements in training and safety standards have helped reduce casualties, motorcyclists continue to be disproportionately affected in road traffic collisions. In 2024, motorcyclists represented 21% of fatalities and 20% of serious injuries despite being only 1% of traffic^{[footnote 1\]](#)}.

The current motorcycle training and testing regime has been in place for 12 years, with some aspects in place for over 30 years. The development of the first Road Safety Strategy in over a decade is an opportunity to reflect on the changes and challenges faced by motorcycle riders. The government is considering changes to modernise and improve the current system of motorcycle training, testing and licensing whilst maintaining quality and road safety standards.

This government wants to prevent riders continually riding on a provisional licence and instead wants to encourage more riders to progress beyond the compulsory basic training (CBT) to achieve a full motorcycle licence, helping riders to increase their riding knowledge, their skills and to ensure they are more confident, safer riders. This is a priority for riders using a motorcycle for work, including those delivering goods.

This consultation will help inform a targeted review of the training, testing and licensing regime for motorcyclists with the aim of making changes to improve safety, modernise and simplify people's access to motorcycling. As part of that review, in addition to commissioning research, we are launching this consultation on a range of measures that have improving safety at their core.



Lilian Greenwood

Parliamentary Under-Secretary of State (Minister for Local Transport)

2. Executive summary

Motorcyclists remain among the most vulnerable road users in Great Britain (GB), accounting for a disproportionate share of road fatalities and serious injuries despite representing only a small fraction of total traffic.

This consultation seeks views on a wide-ranging set of proposals aimed at improving motorcycle safety, modernising the training, testing and licensing system, and simplifying access to motorcycling - particularly in light of evolving rider behaviours, technological advancements, and the UK's regulatory independence post-EU exit.

Since 2004, road casualty statistics for GB indicate that motorcyclist fatalities decreased 42% and serious injuries by 36%. While motorcycle traffic decreased by 6% over the same period, the percentage reduction in non-fatal injuries was greater and fatalities slightly greater again. While over recent years from 2020 to 2023, there was an upward trend in the overall number of casualties, they have fallen in 2024 to below the 2019 level, with motorcyclists representing 21% of fatalities and 12% of casualties. Per billion miles travelled motorcyclists are over 40 times more likely to be killed or seriously injured than someone travelling by car^{[footnote 1](#)}.

An in-depth look at motorcycle KSI statistics published in September 2024, noted the following trends.

From 2020 to 2024, 92% of motorcycle killed or seriously injured (KSI) casualties were male.

In terms of involvement of other vehicles in collisions involving motorcycles:

- 38% of motorcycle fatalities were in collisions between a motorcycle and a car
- 26% of fatalities involved no other vehicles
- 21% of fatalities were in collisions where a motorbike and two or more other vehicles were involved

Looking at fatalities and casualties:

- 69% of motorcycle fatalities occurred on rural roads compared to 39% of all motorcycle traffic
- 70% of all motorcycle casualties occurred on urban roads compared to 55% of all motorcycle traffic

To ensure the training, testing and licensing process in GB (England, Scotland and Wales) is as effective as possible in supporting riders to be well prepared for riding on today's roads, the government will undertake a targeted review of the current system.

There are two key stages to this work. The government will commission research to better understand stakeholder and user views and experience of the current licensing system. The research will also consider the effectiveness of the whole L-category licensing system in ensuring riders have the sufficient skills, knowledge and understanding to be safe and competent riders.

We are considering other types of training courses as well as CBT. This would allow us to develop a wider range of training courses to suit demand, taking into consideration the expansion of the gig economy and technological changes. CBT will still exist, and all learner riders will still need to complete it before riding independently on the road, however, there could also be other training courses for riders to enable them to ride different vehicles or gain additional entitlements.

Additionally, this consultation will inform any potential future measures to ensure the training, testing and licensing regime keeps pace with the rapidly changing use of motorcycles and other personal light vehicles with improving safety at their core.

The initial focus will be on traditional motorcycle categories AM, A1, A2 and Full A.

The current motorcycle training and testing regime has remained largely unchanged for decades.

The government is now considering reforms to:

- expand and diversify approved training courses beyond CBT
- encourage riders to move beyond CBT to achieving a full motorcycle licence, reducing the prevalence of “permanent learners”
- introduce structured syllabuses for different licence categories and training pathways
- align training more closely with vehicle types (e.g. automatic vs manual)
- offer progressive access to higher licence categories through training rather than repeated testing
- improve instructor qualification and quality assurance processes
- digitise the CBT certification process to improve efficiency, reduce fraud, and enhance data accuracy

This consultation does not present a preferred option, allowing stakeholders to provide views on a variety of potential approaches.

The consultation also explores potential legislative changes to make training content more adaptable and seeks input on incentives that could encourage safer riding practices and broader licence uptake. Stakeholders are invited to share views on proposed reforms and suggest additional measures to support safer motorcycling across GB.

3. Background

The Driver and Vehicle Standards Agency (DVSA) is responsible for regulating motorcycle instructors in GB and for providing the motorcycle tests that riders need to take in order to gain a full licence.

Successive changes in legislation have been introduced to support improvements to the road safety of motorcyclists.

The different motorcycle categories, ages and licence requirements are explained in the [bike categories, ages and licence requirements guidance](https://www.gov.uk/ride-motorcycle-moped/bike-categories-ages-and-licence-requirements) (<https://www.gov.uk/ride-motorcycle-moped/bike-categories-ages-and-licence-requirements>).

Depending on the rider’s age and experience, and on the machine they want to ride, there are different [routes to getting a full motorcycle licence](https://www.gov.uk/government/publications/the-routes-to-your-motorcycle-licence) (<https://www.gov.uk/government/publications/the-routes-to-your-motorcycle-licence>).

This consultation focuses on moped and motorcycle categories (AM, A1, A2 and full category A (sometimes known as A3)) and the arrangements for the training of learner motorcyclists in GB and the regulation of those who train them. The options in this consultation only apply to GB.

One aim of this consultation is to determine if riders should be prevented from continually riding on a provisional licence. Instead, we want to encourage more riders to take more training and progress beyond the CBT to achieve a full motorcycle licence. This would help riders to increase their riding knowledge, skills and improve safety, which is a priority for riders using a motorcycle for work including those delivering goods.

The format of basic motorcycle training for learner riders known as CBT and the training for those wishing to ride a larger more powerful machine, known as Direct Access Scheme (DAS) training has remained largely unchanged since their introduction in the 1990s.

CBT was introduced in December 1990 to improve the road safety of motorcyclists. The aim was to ensure that all learner riders had achieved a basic level of competence before riding unaccompanied on the road. The purpose of the mandatory training scheme was to reduce the high level of collisions involving motorcyclists, particularly young and less experienced riders. Learners are not permitted to ride on the road (including riding to the training sites) until they have satisfactorily completed their CBT or are undergoing the on-road element of the training course under the supervision of a certified motorcycle instructor.

DAS allows older riders direct or accelerated access to more powerful machines. The DAS regulations were brought into force in 1997 and include a specific qualifying test for motorcycle instructors to be able to train learner riders on big bikes. This instructor qualifying test is limited to those who have passed the CBT instructor qualification.

We have consulted on changes to the training, testing and licensing of motorcyclists, before, and some considerable work was undertaken in this area. As these consultations were carried out in 2015 and 2017, the motorcycle sector and people's opinions may well have changed. There are new technologies; why people choose to ride motorcycles may have changed such as those using them as part of the gig economy, particularly in the food delivery sector. It is important we have the most current views, and we would like to hear your views on what could be implemented to order to improve rider training, testing and licensing.

Read previous consultations on:

- [modernising compulsory basic training courses for motorcyclists](https://www.gov.uk/government/consultations/modernising-compulsory-basic-training-courses-for-motorcyclists)
(<https://www.gov.uk/government/consultations/modernising-compulsory-basic-training-courses-for-motorcyclists>)

- [improving moped and motorcycle training](https://www.gov.uk/government/consultations/improving-moped-and-motorcycle-training)
(<https://www.gov.uk/government/consultations/improving-moped-and-motorcycle-training>)

Current moped and motorcycle training, testing and licensing requirements

Moped and motorcycle training, testing and licensing is devolved to Northern Ireland. Any changes brought forward as a result of this consultation would only apply to England, Scotland and Wales.

There are four different categories of motorcycles for licensing purposes. This table shows the four categories of moped and motorcycle licence categories, including the definition and the minimum ages of each category.

Motorcycle licence categories	Licence category	Minimum age
Mopeds with speed range of 25 km/h to 45 km/h	AM	16
Light motorcycle up to 11 kW (and a power-to-weight ratio not more than 0.1 kW per kg) and 125 cc	A1	17
Standard motorcycle up to 35 kW (and a power-to-weight ratio not more than 0.2 kW per kg), bike must not be derived from vehicle more than twice its power	A2	19
Unrestricted motorcycles in size/power, with or without a sidecar, and motor tricycles with power output over 15 kW	A	24 (direct) or 21 (progressive access)

Format of moped and motorcycle training

The Road Traffic Act 1988 requires new provisional licence holders to successfully complete an approved training course before they are permitted to ride a motorcycle or moped unaccompanied on the road. CBT is an approved training course. A certificate is issued on completion of a CBT course and is valid for two years; this allows the learner rider to ride a moped or category A1 motorcycle unaccompanied.

The purpose of the two-year validity period is to give learners some experience on the road and time to undertake further training prior to taking their practical moped or motorcycle test. To continue to ride after the two-year period, the rider must have either passed a motorcycle test or will be required to undertake the CBT course again. There are currently no limits on the number of times a person may take the CBT course.

The [Motor Vehicles \(Driving Licences\) Regulations 1999](https://www.legislation.gov.uk/uksi/1999/2864/contents) (<https://www.legislation.gov.uk/uksi/1999/2864/contents>) and the [Road Traffic Act 1988](https://www.legislation.gov.uk/ukpga/1988/52/contents) (<https://www.legislation.gov.uk/ukpga/1988/52/contents>) set out the requirements of approved training courses in detail and how the instructors delivering the training are authorised to do so.

Approved training body (ATB)

An Approved Training Body (ATB) is authorised by the Secretary of State to provide approved CBT and DAS training courses. When authority is granted to an ATB, they are responsible for all regulated training provided by the ATB. They are also responsible for the activity and training provided by all instructors who are registered on behalf of that ATB.

Motorcycle Instructors

There are 3 types of motorcycle instructor.

DVSA assessed CBT instructor

A DVSA assessed CBT instructor will have passed an assessment held at a DVSA training establishment. Once approved, a DVSA assessed CBT instructor can deliver CBT courses and down-train other potential instructors. A DVSA assessed CBT instructor can only provide training on mopeds or category A1 motorcycles.

Down-trained instructor

A DVSA assessed CBT instructor may down-train instructors. A down-trained CBT instructor can only provide training on mopeds or category A1 motorcycles.

DAS instructor

A DAS instructor will have passed the DVSA DAS instructor assessment. Once approved, a DAS instructor can deliver CBT courses, down-train CBT instructors and conduct DAS courses for the ATB. A DAS instructor can provide training on all categories of motorcycle, A1, A2 and A.

Quality assurance and standards

All instructors authorised to deliver CBT courses undergo quality checking, known as a standards check, at least once during their 4-year period of registration as an instructor.

This is carried out by DVSA examiners.

4. Consultation topics

This government is consulting on introducing new measures for the training, testing and licensing regime for motorcyclists in England, Scotland and Wales with the aim of making changes to improve safety, modernise and simplify peoples access to motorcycling.

Some of these options are new and some have been considered by DVSA previously. If you are involved in the motorcycle community you may well be familiar with some of these.

These options may make changes to the [Road Traffic Act 1988](https://www.legislation.gov.uk/ukpga/1988/52/contents) (<https://www.legislation.gov.uk/ukpga/1988/52/contents>) and [The Motor Vehicles \(Driving Licenses\) Regulations 1999](https://www.legislation.gov.uk/uksi/1999/2864/contents) (<https://www.legislation.gov.uk/uksi/1999/2864/contents>)

Topic 1: Restrict learner riders to automatic machines if used for CBT

Currently a rider who has taken CBT, irrespective of the machine they used to complete the CBT on, can ride a machine with either manual or automatic transmission. They can also take their practical test on either an automatic or manual machine. The skills and competences needed to ride a manual machine differ significantly from those needed to ride an automatic machine. This potentially has road safety implications.

The option of restricting riders to only riding automatics if they have completed CBT on an automatic machine, is to ensure riders are properly trained on the type of machine they intend to ride after they complete CBT.

Riders who, having completed a CBT course on an automatic machine, wish to ride a manual motorcycle would need to take additional training on a manual motorcycle, demonstrating their skills riding that machine. Adopting this approach aligns CBT with the practical motorcycle test and with other vehicle categories.

Riders could be required to complete a full CBT course to upgrade their licence or complete a new shorter training course in order to upgrade their entitlement to ride a manual motorcycle as a learner rider.

Topic 2: Theory and hazard perception test as part of the CBT process

One of the key findings of previous research undertaken by DfT and DVSA^{[\[footnote 2\]](#)} identified that across the cohort of all new riders surveyed there was a gap in theoretical knowledge and understanding. Learner riders should have sufficient understanding of the rules of the road and be able to identify developing dynamic hazards before riding independently. That is the point of the motorcycle theory and hazard perception test. However, a person does not need to have taken the motorcycle theory and hazard perception test before taking their CBT and some people won't have done. The motorcycle theory and hazard perception test only has to be taken before taking the two-part practical test.

We want to help novice moped and motorcycle riders to develop a better theoretical knowledge and understanding and to improve their hazard perception skills.

One of the ways we could do this is to require all first time road users to pass the motorcycle theory and hazard perception test, either as part of, or after, completing their motorcycle CBT course. In this context a first time road user is someone who does not hold a full licence of any type, including a moped, motorcycle or car driving licence. Those who hold a full car licence will already have passed a car theory and hazard perception test demonstrating their knowledge and awareness of hazards. Whilst those who haven't yet passed a car theory and hazard perception test may have less knowledge and awareness of hazards.

An alternative option is to make a DVSA approved online theoretical course a part of the mandatory CBT course. One example of this is Ridefree^{[\[footnote 3\]](#)}. Ridefree is an online training course designed for learner riders to complete before undertaking their CBT. It features a series of modules covering essential topics such as the Highway Code, hazard perception, appropriate clothing and equipment, the importance of motorcycle maintenance, and how rider behaviour impacts both personal safety and other road users. The course aims to help equip new riders with the knowledge and mindset needed for a lifetime of safe riding.

The aim of this option is to improve the understanding of the rules of the road and the identification of hazards for provisional licence holders.

This would give riders a choice in how they learn, some of the scenarios of how this could work are below:

- A learner rider who does not hold a full licence completes the first four elements of CBT at the approved training site; this is a combination of theoretical and practical training lessons. They then pass their motorcycle theory and hazard perception test followed by a minimum of two hours practical on-road riding
- A first time learner rider passes their motorcycle theory and hazard perception test before completing the CBT course. This would achieve the same outcome in that they would then have the knowledge and understanding required to pass the motorcycle theory and hazard perception test but would not be able to relate the practical elements of hazard perception as they would not have completed their practical training
- to better prepare riders ahead of attending the CBT course, we could mandate riders to complete a DVSA approved online e-learning course such as Ridefree before undertaking CBT. This could enable a positive shift in a rider's knowledge and competency of theory and hazard perception, something that is seen as important in improving motorcyclist safety

Topic 3: Progressive access by completing a training course

Riders who hold a full licence to ride a category A1 or category A2 powered motorcycle who wish to upgrade their entitlement in order to ride a larger motorcycle, have to pass both parts of the practical motorcycle test on the larger machine. They can only do this after holding their full category A1 or category A2 licence for two years. [Motor Vehicles \(Driving Licences\) Regulations 1999, Part II Licences](https://www.legislation.gov.uk/uksi/1999/2864/part/II/crossheading/minimum-ages-for-holding-or-obtaining-licences)
(<https://www.legislation.gov.uk/uksi/1999/2864/part/II/crossheading/minimum-ages-for-holding-or-obtaining-licences>)

The option of allowing riders to upgrade their existing category A1 or category A2 licence to a higher category entitlement by successfully completing a training course, has been consulted on previously. It has long been campaigned for by the motorcycle training industry and supported by the motorcycle community.

Under the existing licensing rules, there are different routes to gaining a full motorcycle licence. Currently, new motorcyclists have two options to qualify to ride more powerful machines:

- riders aged 24 and over can qualify to ride the most powerful motorcycles directly by passing a theory and practical test

- younger motorcyclists, from 17 years old and under 24 years of age, can progress in stages to the highest category of machine by what is known as “progressive access” - taking a test on a lower category motorcycle and then, after two years of riding experience, completing another practical test on a higher category. This allows riders to progress to the most powerful category of motorcycle by age 21, rather than 24 without taking additional theory tests

We are not proposing to change the minimum ages that apply to the different categories, nor limit the number of stages a rider can choose to go through. They would all remain unaltered. The aim is to introduce rider choice as to whether they elect to take the training option to upgrade their entitlement or choose to take a test instead.

The option we are considering is to introduce a training option to allow for this “progressive access”, without the need to take a further test. This is something that stakeholders, including riders, trainers, road safety groups, rider representative bodies, motorcycle industry representative groups and road safety professionals’ favour and ask us to introduce.

Using data captured over the last five financial years gives an indication of the appetite or scale of demand for staged licensing, either through training or by testing. In the last five financial years a total of 3,757 [\[footnote 4\]](#) riders have passed a test in more than one motorcycle category. In the same period 260,670 [\[footnote 5\]](#) tests have been conducted in all motorcycle categories.

The table below shows progressive access numbers over the last five years:

Progression Route	Number of riders in last 5 years
Category A2 to A	3125
Category A1 to A	248
Category A1 to A2	344
Category A1 to A2 to A	40
Total	3757

There are some requirements that must be in place for this training option to be viable:

- a fee mechanism will be required to uplift the licence entitlement

- IT systems will have to be developed or updated, including those that facilitate entitlement checking
- a full quality assurance and audit scheme will need to be in place before the scheme can be implemented

The practical motorcycle test, carried out by a DVSA examiner, would still be available, but there would also be the training option instead of a test, so that people have a choice.

The training option would still need to be as thorough as a DVSA test in assessing a person's suitability to hold a full licence. It must cover the same elements as the practical test, and the course duration would need to be specified to include at least a day's training or a given number of hours.

Progressive access training would be provided by ATBs. DAS instructors would be qualified to conduct progressive access training. DVSA would require the powers to grant approval to provide progressive access training, and to remove it from those who failed to meet the required standard of training or who do not fulfil their regulatory responsibilities in line with the rules.

We propose that all existing DAS qualified instructors would be eligible to provide progressive access training.

Topic 4: Updating the existing and introducing new course content

The existing CBT course content (often referred to as the "syllabus") is what learner riders must complete, and instructors must use to make sure new learner riders are taught the skills and competencies to enable them to begin learning to ride on the road. This document has remained largely unchanged since it was introduced in 1990 and is set out in law. [\[footnote 6\]](#)

CBT can be effective in ensuring that new riders are taught the skills and competencies to enable them to begin learning to ride on the road and to ride small motorcycles without being accompanied by a qualified trainer. The current CBT syllabus has 5 elements, each made up of multiple topic areas.

We want to update the CBT syllabus and its structure to better reflect the conditions riders experience in today's road and traffic environment. We will also include emerging technologies and updated training practices.

Whilst the proposed CBT syllabus at Annex B does not change the current CBT syllabus content significantly, there are some minor revisions, for

example, the inclusion of information on filtering between cars and large vehicles will be introduced. The key changes are to update the language used to better reflect current training practice and to restructure the course to allow more time for on-road practical training by developing remote theoretical learning.

The proposed CBT Syllabus adds greater structure to the on-road training by breaking the two-hour on-road session down into two phases of at least an hour with time for reflection and discussion between the phases. This would mean the first part of the on-road training would be for at least one hour, followed by half an hour of reflection and time to absorb the learning that had taken place, before completing the second phase of the on-road training – again of at least one hour. This would mean the on-road session, including reflection time would last for at least 2.5 hours and possibly longer. The current on-road time is a minimum of two hours with no reflection time. Breaks are not included in the overall time.

As covered in Topic 1 and 3 above, if approved training courses for automatic to manual upgrade of CBT and progressive access training are introduced, we will need to ensure the quality and consistency of that training.

The existing CBT syllabus is set out in legislation. We do not plan to remove the requirement to complete the syllabus from legislation, however we plan to take the syllabus itself out of legislation so it can be updated more readily in the future.

DVSA would not change the syllabus with impunity; meaningful consultation and stakeholder involvement would occur when required before any future changes to the syllabus were made.

The benefit of doing this is that we will not need to change the law when any updates to the syllabus are made, for example, if we wanted to include a lesson on safe use of new technologies or if there were changes to the Highway Code.

Topic 5: The qualification process for motorcycle instructors

We are seeking your views on improving the instructor qualification process and if you feel the current process is fit for purpose.

The current two-day [CBT instructor qualification process](https://www.legislation.gov.uk/ukxi/1999/2864/regulation/60) (<https://www.legislation.gov.uk/ukxi/1999/2864/regulation/60>) allows for

instructors, once they are authorised by DVSA, to work for different ATBs and to down-train other CBT instructors to deliver CBT courses.

This arrangement has been in effect since CBT was introduced in 1990 and it has been broadly effective in ensuring there are sufficient instructors to meet the demand for CBT courses.

Since 1996, instructors have been able to qualify to provide [DAS training](https://www.legislation.gov.uk/uksi/1999/2864/regulation/65) (<https://www.legislation.gov.uk/uksi/1999/2864/regulation/65>) for trainees, which is taken on a category A2 or larger motorcycle. This is an additional qualification that can only be obtained once an instructor has qualified to conduct CBT courses. A separate half-day assessment must be passed by instructors who wish to become qualified to deliver training under the DAS arrangements.

Most CBT instructors go on to become DAS qualified instructors, as there is significant demand for DAS courses. However, far fewer CBT instructors want to [down- train new CBT instructors](https://www.legislation.gov.uk/uksi/1999/2864/regulation/60) (<https://www.legislation.gov.uk/uksi/1999/2864/regulation/60>). This effectively means all instructors are required to pass an assessment that very few require, as only a small proportion of instructors go on to down-train other new instructors.

DVSA want to combine the CBT and DAS assessment courses for instructors. Many of the skills required to teach CBT are relevant to teaching people to ride any category of motorcycle. Requiring instructors to take another separate assessment to provide DAS training gives rise to compliance, travel and time costs, to DVSA and to businesses.

If we were to combine the separate CBT and DAS instructor assessments into one, it would mean that instructors only need attend one assessment course to allow them to teach trainees on all categories of motorcycle, saving time and money for the industry and instructors. This new combined instructor qualification assessment would also enable progressive access training to be delivered more effectively by more instructors.

For those instructors who would still want to be able to down-train other instructors, we could then develop and introduce a new assessment specifically for those instructors. Down-training only applies to CBT instructors and is seen as a useful entry point into the instructor training industry. There is no intention to extend this to DAS instructors.

Existing motorcycle instructors who are qualified to down-train other motorcycle instructors will retain their current [qualification to down-train other motorcycle instructors](https://www.legislation.gov.uk/uksi/1999/2864/regulation/60) (<https://www.legislation.gov.uk/uksi/1999/2864/regulation/60>) until they next renew their motorcycle instructor certificate (certificates are renewed every four years). They will then be invited to indicate whether they want to retain and use this authorisation or to relinquish it. All new instructors authorised after

the date the legislation, if introduced, would be subject to the revised rules and be required to successfully complete the new down-training instructor assessment.

Topic 6: CBT certificate validity

The CBT certificate lasts for two years. The presumption is that, during those two years, the learner rider will undertake further training to prepare them for taking their test, take their test and get a full licence. However, we know that a proportion of riders take CBT and don't go on to take their theory and practical tests to gain a full motorcycle licence. DVSA data evidences [\[footnote 7\]](#) that between March 2023 and March 2025 77,000 learner riders repeated their CBT course, which indicates that they have not gained a full motorcycle licence. This equates to 23% of the total certificates issued in that period which total 384,000.

This position is further supported by the comparison of the number of riders who complete a CBT course each year compared to the number that take their theory and practical tests and gain a full licence. The annual average volume of CBT certificates supplied [\[footnote 8\]](#) to ATBs in each of the last three financial years is circa 180,000 [\[footnote 9\]](#). Over the same period, the annual average volume of motorcycle test passed is 40,678 [\[footnote 10\]](#).

CBT is not a substitute for a full motorcycle test and those riding on a CBT have not demonstrated their competence to ride to a DVSA examiner.

When the legislation was originally made, it was not envisaged that people would remain as permanent learners. The assumption was that people would take a CBT to learn the basics of riding a motorbike and, after further training, then go on to take their test and gain a full motorcycle licence. However, time has moved on and how people use motorbikes and mopeds has changed. There is an increasing concern, expressed by a number of involved groups including the public, road safety experts and MPs, about road safety risks involving motorcyclists.

Consideration is being given to making changes to the validity period of the CBT certificate. We are seeking views, including how the changes might impact the motorcycle training industry, society and businesses such as food delivery companies.

A rider who passes their CBT course has two years in which to take and pass their motorcycle tests to get a full licence. If they have not passed their motorcycle test within the two-year period, they must then repeat their CBT course in order to continue riding.

To encourage a rider not to be a permanent learner and to take and pass their full motorcycle test, we could introduce a minimum time period after a CBT certificate has expired and being eligible to take another CBT course. This measure could be either in addition to changing the CBT validity period, or as a standalone measure. Some stakeholders have expressed support for this.

Topic 7: A digital platform for the CBT administrative process

DVSA are considering developing a digital platform or solution to better manage the whole CBT administration service. Whilst paper certificates or records could be kept where needed, a digital CBT platform would allow for the issuing of a digital record or certificate on successful completion of a CBT course.

All provisional motorcycle licence holders must successfully complete an approved training course, specifically the motorcycle CBT course, in order to ride on the road. To evidence the successful completion of the approved training course the certified motorcycle instructor must issue a paper certificate of completion to the candidate. Riders who have successfully completed CBT can ride a learner legal A1 category motorcycle unaccompanied on the road.

This CBT certificate can be produced to a third party (such as the police or insurance provider) as proof of course completion. The CBT certificate is also used to enable the rider to undertake both parts of the practical motorcycle test.

A copy of the certificate must be retained by the ATB for audit purposes. Furthermore, the ATB must notify DVSA when a certificate has been issued, provide the certificate number, and details of the rider (including driver number, name and address).

DVSA supplies paper certificates to ATBs in books of 25. Typically, ATBs notify DVSA of course completions only after all 25 certificates in a book have been issued. Depending on the size and business model of the ATB, it could take a number of weeks or even months before DVSA receives notification of course completions.

Upon receipt of the certificate details, DVSA notifies DVLA and the rider's driving licence record is updated accordingly. This process is currently manual, making it time-consuming and open to human error. DVSA is seeking to implement an electronic system to reduce errors and ensure timely, accurate updates to DVLA records.

This digital approach would enhance data quality, improve security and accuracy, and significantly reduce any opportunity of fraudulent certificates being used.

We are not proposing to eliminate the paper process completely; a paper process would still be available to individuals who do not have access to an electronic system.

CBT Certificates are paper based and expire without the user being warned or reminded. This risks them riding uninsured and unlicensed. A digital platform to manage the issuing of certificates and the flow of information would be more secure, enable significant improvements to be made to data handling and processing and would support DVSA's sustainability agenda.

This change would also fit with the wider government move away from paper certificates in favour of digital formats such as GovWallet/ DVLA Account and would improve the CBT customer experience, and the risk of fraudulent certificates being used would be reduced and easier to enforce.

5. How to respond

This consultation opened on 7 January 2026 and will close at 11:59pm on 31 March 2026.

Fill in the online questionnaire to share your experience and give your views.

When you answer the questions, give any practical examples you have, relevant data or research evidence.

You do not have to answer all of the questions.

[Start now](#)

When you respond, tell us whether you're doing this for yourself or for an organisation.

If you're responding for a larger organisation, tell us:

- who the organisation represents
- how you gathered members' views (if you can)

You may email DVSA if you have any questions about this consultation, including if you:

- want to send your response by email; or
- need alternative formats of this document, for example, paper copies or audio formats

DVSA Policy team
consultations@dvsa.gov.uk

6. What will happen next

Your answers to these questions will help us to shape any changes to the way people learn to ride and take motorcycle tests.

We will produce a summary of the responses received and we will use that to tell ministers about your comments and suggestions on the questions we have asked.

Ministers will then decide on the next steps and if any of these suggestions should be taken up or explored further.

7. Privacy and Freedom of Information

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the Freedom of Information Act 2000 (FOIA) or the Environmental Information Regulations 2004.

If you want information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information, we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department. The Department will process your personal data in accordance

with the Data Protection Act (DPA) and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

Data protection

DVSA is responsible for this consultation. Your personal data will be handled in line with their consultation privacy notice.

You can find more about how your personal data is used along with your rights within this privacy notice.

Artificial intelligence

Artificial intelligence (AI) will be used to analyse responses to this consultation. Where the consultation asks for directly identifiable information, such as your name or contact details, these will be removed prior to processing with AI tools.

Annex A: government consultation principles

This consultation follows the [government consultation principles](https://www.gov.uk/government/publications/consultation-principles-guidance) (<https://www.gov.uk/government/publications/consultation-principles-guidance>).

The principles give us clear guidance on running consultations.

Annex B: full list of consultation questions

This is a full list of the questions that you'll be asked when you fill in the online questionnaire to respond to the consultation.

1. Do you agree or disagree that riders who complete CBT on an automatic machine should be restricted to ride automatic-only machines?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

1a. If you agree, how should a learner rider, whose CBT entitlement is restricted to riding automatic motorcycles only, be able to upgrade that entitlement to allow them to ride manual motorcycles?

Select one answer.

- By completing the whole CBT course on a manual machine
- By completing a shorter upgrade training course

2. Do you agree or disagree that DVSA should introduce the motorcycle theory (including hazard perception) test or training to the CBT process? Select one answer only.

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please tell us more about why you chose this option.

2a. If you agree, how should the motorcycle theory and hazard perception test or training form part of the CBT process?

Select as many as apply.

- Make the motorcycle theory and hazard perception test so that it is taken after the first four elements of the CBT course but before the last element
- Require that all first time learner riders pass the motorcycle theory and hazard perception test before taking CBT
- Introduce a DVSA approved online course such as Ridefree and mandate it as part of the CBT process
- Any other option – please state.

3. Do you agree or disagree that DVSA should introduce a progressive access training course to upgrade a riders' licence without the need to complete a further test carried out by a DVSA examiner?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please tell us more about why you chose this option.

3a. If you agree, do you agree or disagree that only a qualified DAS instructor should provide progressive access training?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

3b. If you disagree with 3a, please indicate who should be authorised to provide this training?

4. Do you agree or disagree with the introduction of mandatory syllabuses for these other types of

approved training should they be introduced? That would include:

A CBT automatic to manual upgrade course

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please tell us more about why you chose this option.

A progressive access training course:

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please tell us more about why you chose this option.

4a. Do you agree or disagree with the proposed minor revisions that we are suggesting to the CBT syllabus?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please tell us more about why you chose this option.

4b. Do you agree or disagree with taking the approved training course (CBT) syllabus out of legislation?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please tell us more about why you chose this option.

5. Do you agree or disagree that there should be changes made to the way in which motorcycle instructors qualify?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please tell us more about why you chose this option.

5a. If you agree, which of these options do you support?

Select as many as apply.

- Revising the current instructor qualification by combining the existing CBT and DAS assessments
- Adding in a separate qualification for CBT instructor down-training
- Some other type of assessment or qualification (please explain)

5b. Do you agree or disagree that existing motorcycle instructors who hold the authorisation to down-train other motorcycle instructors should retain this authorisation once the new qualification assessment is introduced?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please tell us more about why you chose this option.

6. Do you agree or disagree that the validity period of the CBT certificate should be changed from the current two year period?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

6a. If you agree, please select what the validity period of the CBT should be.

Select one answer.

- 6 months
- 1 year
- 3 years
- Other - please specify

6b. Should we require a minimum time period after a CBT certificate expires before allowing someone to take another CBT course?

Select one answer.

- Agree
- Disagree
- Neither agree nor disagree
- Don't know

Please provide a reason for your answer.

6c. What should this minimum time period be?

Select one answer.

- 1 year
- 2 years
- Other - please specify

7. Do you agree or disagree with implementing a digital platform for CBT?

Select one answer.

- Agree

- Disagree
- Neither agree nor disagree
- Don't know

7a. What could be the potential benefits of a digital CBT platform?

Select as many as apply.

- Saves money
- Saves time
- Less mistakes on issuing CBT certificate
- Reduced risk of fraud
- Improved enforcement
- Won't have to retain paper records
- No lost/damaged certificates
- Digital record of certificate validity dates
- Rider can opt in for a reminder service of expiry date of certificate
- Better for riders who would benefit from a digital certificate and reminders
- Easier to enforce
- More transparent to enforce
- More accurate insurance records
- Improved sustainability by eliminating paper records
- Other - please specify
- None of the above

7b. What could be the potential drawbacks of a digital CBT platform?

Select as many as apply.

- Costs money
- Takes up more time
- Accessibility of digital platform
- More mistakes on issuing CBT certificate
- More fraudulent riders
- Problems with ensuring secure storage of digital records
- Need to train staff in new processes
- Accessing records if the digital platform is unavailable
- Data protection concerns

- Cyber security concerns
- Other – please specify
- None of the above

8. How would you be impacted by any of the options in this consultation?

As an employer:

- Positively impacted
- No significant impact either way
- Negatively impacted
- N/A

Please tell us what impact any of the options in this consultation would have on you as an employer.

As an employee or worker:

- Positively impacted
- No significant impact either way
- Negatively impacted
- N/A

Please tell us what impact any of the options in this consultation would have on you as an employee or worker.

In your leisure or personal life:

- Positively impacted
- No significant impact either way
- Negatively impacted
- N/A

Please tell us what impact any of the options in this consultation would have on you in your leisure or personal life.

9. Are you responding as:

Select all that apply.

- An owner / proprietor of a motorcycle training school
- A trainer working for a motorcycle training school
- Driver
- A learner rider
- A rider with a full licence
- A parent or guardian of a learner rider
- Sector Stakeholder
- Other (please specify):

10. Which type of licence do you hold?

Select all that apply

- Car - Provisional Licence
- Car - Full Licence
- Motorcycle - Provisional with CBT
- Motorcycle - Provisional without CBT
- Motorcycle - Full (A1)
- Motorcycle - Full (A2)
- Motorcycle - Full A (referred to as A3)
- None of the above

11. What is your age range?

- 16
- 17-18
- 19-20
- 21-24
- 25-30
- 31-45
- 46-65
- Over 65

Annex C: CBT syllabus 2025

[Download the CBT syllabus 2025 \(PDF, 106 KB, 1 page\)](https://assets.publishing.service.gov.uk/media/69399d98cfacd5e888491d80/annex-c-proposed-CBT-syllabus.pdf)
(<https://assets.publishing.service.gov.uk/media/69399d98cfacd5e888491d80/annex-c-proposed-CBT-syllabus.pdf>)

1. [Reported road casualties Great Britain, annual report: 2024](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2024/reported-road-casualties-great-britain-annual-report-2024)
(<https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2024/reported-road-casualties-great-britain-annual-report-2024>),
[Reported road casualties Great Britain: motorcyclist factsheet 2024](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-motorcyclist-factsheet-2024/reported-road-casualties-great-britain-motorcyclist-factsheet-2024)
(<https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-motorcyclist-factsheet-2024/reported-road-casualties-great-britain-motorcyclist-factsheet-2024>)
2. [Compulsory basic training: learners' and trainers' perceptions - GOV.UK](https://www.gov.uk/government/publications/compulsory-basic-training-learners-and-trainers-perceptions)
(<https://www.gov.uk/government/publications/compulsory-basic-training-learners-and-trainers-perceptions>)
3. [Ridefree](https://www.safedrivingforlife.info/ridefree/) (<https://www.safedrivingforlife.info/ridefree/>)
4. DVSA internal data
5. [Driving test and theory test data: motorcycles - GOV.UK](https://www.gov.uk/government/statistical-data-sets/driving-test-and-theory-test-data-motorcycles)
(<https://www.gov.uk/government/statistical-data-sets/driving-test-and-theory-test-data-motorcycles>)
6. [Compulsory basic training \(CBT\) syllabus and guidance notes - Guidance - GOV.UK](https://www.gov.uk/guidance/compulsory-basic-training-cbt-syllabus-and-guidance-notes) (<https://www.gov.uk/guidance/compulsory-basic-training-cbt-syllabus-and-guidance-notes>)
7. DVSA internal DL196 return Power BI database
8. There is a variation in the number of certificates supplied to ATBs and the number of certificates issued to learner motorcyclists. This is attributed to the stock levels of unissued certificates held by ATBs and variation in return completion rate of issued certificates.
9. [Driving instructor and motorcycle instructor register data - GOV.UK](https://www.gov.uk/government/statistical-data-sets/driving-instructor-and-motorcycle-instructor-register-data)
(<https://www.gov.uk/government/statistical-data-sets/driving-instructor-and-motorcycle-instructor-register-data>)
10. [Driving test and theory test data: motorcycles - GOV.UK](https://www.gov.uk/government/statistical-data-sets/driving-test-and-theory-test-data-motorcycles)
(<https://www.gov.uk/government/statistical-data-sets/driving-test-and-theory-test-data-motorcycles>)



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