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# Heads Up!

**Regional  
Think  
Tank**

**June 19-20, 2025**

10:00 am – 3:30 pm

**AC Marriott Hotel**

38-42 Lady Musgrave Road,  
Kingston

## THINK TANK REPORT

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## List of Acronyms

BSJ	Bureau of Standards, Jamaica
CTOC	Counter Terrorism and Organised Crime Investigation Branch, Jamaica Constabulary Force
FIA	Fédération Internationale de l'Automobile
GRSP	Global Road Safety Partnership
ITA	Island Traffic Authority
JCF	Jamaica Constabulary Force
LAC	Latin America and the Caribbean
MNS	Ministry of National Security
MSETT	Ministry of Science, Energy, Telecommunications and Transport
NHWC	National Helmet Wearing Coalition
NRCA	The Natural Resources Conservation Authority
NRSC	National Road Safety Council
PAHO	Pan American Health Organisation
PSTEB	Public Safety and Traffic Enforcement Branch
SABRH	St. Ann's Bay Regional Hospital
SACCO	Savings and Credit Cooperative Society
SJGRC	Sir John Golding Rehabilitation Centre
Utech	University of Technology
UWI	University of the West Indies
WHO	World Health Organisation

## Background of the Regional Think Tank

Motorcyclists represent a significant portion of road traffic deaths in the region, accounting for 21% of global traffic fatalities, according to the Pan American Health Organisation (PAHO). This is mainly due to limited helmet use, weak enforcement, cultural resistance, and the widespread availability of uncertified helmets. In Jamaica, for instance, over 30% of traffic fatalities in 2024 involved motorcycles. Despite the clear life-saving benefits of certified helmets, the region continues to struggle with weak legislation, fragmented enforcement, and low public compliance.

Recognising these urgent challenges, the Heads Up! Regional Think Tank was organised by the National Helmet Wearing Coalition (NHWC), in partnership with the JN Foundation and the National Road Safety Council (NRSC), with support from the International Automobile Federation (Fédération Internationale de l'Automobile/ FIA Foundation). The Think Tank brought together policymakers, law enforcement officials, public health practitioners, advocates, and civil society from across Latin America and the Caribbean (LAC) to develop collaborative solutions to reduce motorcycle-related injuries and fatalities.

This two-day forum aims to foster regional cooperation, promote policy alignment, and explore practical solutions to enhance helmet safety as both a public health and development priority.

### **Objectives of the Think Tank:**

The Think Tank is guided by the following objectives:

- i. *To facilitate regional dialogue on helmet legislation, enforcement, and certification standards.*
- ii. *To examine the social, economic, and public health impacts of motorcycle-related crashes.*
- iii. *To identify and share best practices in enforcement, training, and community engagement.*
- iv. *To promote awareness campaigns grounded in data and authentic storytelling.*
- v. *To support the development of a regional Call to Action for safer motorcycling practices.*

## Method of Delivery

The Think Tank was carried out over two days, which ensured sufficient time for comprehensive coverage of the agenda (see Annex A for the detailed agenda). The Think Tank followed a hybrid format, allowing for both in-person and virtual participation from presenters and attendees across the LAC.

The Think Tank was structured around five expert-led panel discussions, three keynote addresses, and two closing plenaries. The event also incorporated diverse formats such as live and recorded presentations, storytelling vignettes, and audience engagement. This approach encouraged active participation and fostered the development of a Regional Call to Action through interactive dialogue, shared learning and experiences.

Day One focused on understanding the problem, highlighting regional disparities in helmet use, legislative and regulatory gaps, and the power of storytelling as a tool for advocacy and behaviour change. Day Two shifted the emphasis to solutions by exploring the socio-economic burden of motorcycle crashes, showcasing the role of helmet coalitions, and identifying best practices in training, licensing, and regional coordination.

### Participants

The Heads Up! Regional Think Tank recorded strong in-person participation over the two days, with a total of 75 attendees across both days (see Annex B for the detailed register). Day One (Thursday, June 19, 2025) saw the highest turnout, with approximately 63 participants, while Day Two welcomed around 50 attendees. In terms of sex distribution, approximately 60% of participants were female and 40% male. In addition to those attending in person, an undetermined number of participants also joined virtually.

The Think Tank brought together a diverse mix of stakeholders across government, civil society, academia, the private sector, and international organisations. Attendees represented a broad spectrum of institutions, including the Ministries of Health, National Security, and Transportation, the Jamaica Constabulary Force (JCF), Bureau of Standards, Island Traffic Authority (ITA), National Road Safety Council (NRSC), JN Foundation, Universities (UWI, Utech), FIA Foundation, FIA Motor Clubs and motorcycle associations such as the Jamaica Motorcycle Association, Upshifterz MC, Real Riders and others. Participants included technical experts, road safety advocates, police personnel, communication specialists, health professionals, and community leaders, all of whom contributed to dynamic discussions.

Speakers and contributors joined from across the Caribbean and globally, including Jamaica, Belize, Trinidad and Tobago, Guyana, El Salvador, the Dominican Republic, Mexico, Canada, the United States, the United Kingdom, Switzerland and Kenya. Their input enriched the sessions and provided local, regional, and global perspectives and knowledge exchange on helmet standards, enforcement strategies, behavioural change, and policy implementation.

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## DAY ONE

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- ◆ Understanding the Problem
- ◆ Legislative and Regulatory Gaps
- ◆ Storytelling as a Tool for Behaviour Change



## Opening Remarks



**Mrs. Paula-Anne Porter Jones**

### **Mrs. Paula-Anne Porter Jones, Host**

Mrs. Paula-Anne Porter-Jones, Member of the National Helmet Wearing Coalition (NHWC), served as host for the event. She formally opened the Think Tank by extending a warm welcome to all participants, guests, the organising team, and the Think Tank's valued partners. In her opening remarks, she provided a brief overview of the programme and expressed confidence in the initiative's success, noting the strong support from the Government of Jamaica and the international backing of the FIA Foundation.

### **Dr. Lucien Jones, Vice Chairman of the National Road Safety Council and Chairman of the NHWC**

Dr. Jones highlighted the timeliness of the event, considering the high rate of motorcycle fatalities across the region. He pointed to the key challenges regionally, including the lack of helmet testing facilities and limited behavioural research. He also emphasised the power of collaboration, reminding the audience that "no man is an island" and that regional and global partnerships offer strength and wisdom through shared experiences. Reflecting on the Jamaican context, he acknowledged the urgent need to promote the use of certified helmets, regardless of the length of the journey. Finally, participants were called upon to help craft a regional call to action, as every certified helmet worn is another life saved, and every life saved brings us closer to building safer, more resilient communities.



**Dr. Lucien Jones**

### **Ms. Claudine Allen, General Manager, JN Foundation**



**Ms. Claudine Allen**

Ms. Allen highlighted the need for getting safe, certified helmets on heads, even for short distances. Referencing the findings of the Think Tank baseline assessment, she noted that many riders avoid helmet use due to cultural perceptions around discomfort, appearance, and heat. While these challenges are common across the region, some countries have made meaningful progress in setting and enforcing helmet standards, thereby providing strong examples of what leadership and policy alignment can achieve. With high fatality rates among young, productive-age men, she emphasised that collaboration is the key to transformation and that this event provides a platform for stakeholders to forge unified solutions to reduce motorcycle-related deaths regionally.

**The Hon. Daryl Vaz, MP, Minister of Science, Energy, Telecommunications and Transport**

The Minister was unable to attend the Think Tank; however, the address was delivered on his behalf by Ms. Donaree Muirhead, *Technical Officer, MSETT*. She noted the Ministry's strong support for the work of the NHWC, the JN Foundation, and the FIA Foundation, noting their coordinated efforts to save motorcyclists' lives across the region. The sharp rise in motorcycle fatalities was described as a national crisis, with motorcycle crashes putting a strain on national resources. The first quarter of this year recorded 94 road fatalities, and 50 deaths were linked to motorcycle crashes.

Road safety is already recognised as a national priority, but motorcycle safety must now be fully integrated into national and regional transport agendas. This means strengthening the regulatory environment by blocking the importation of non-compliant helmets and reducing the cost of certified helmets. It also involves building a safety culture, which will require targeted investment in education, planning, and behavioural change, as well as leveraging digital data systems to support better decision-making.

The address also acknowledged the importance of partnerships with agencies such as the Island Traffic Authority, Bureau of Standards, JCF, and HEART Trust NSTA, which has introduced motorcycle safety training in schools. The NHWC's efforts to advance helmet safety through evidence, engagement, and partnership were highlighted, including its assessment of Jamaica's helmet safety culture and the identification of key legislative and regulatory gaps. The Ministry's commitment to strengthening road safety was reaffirmed, alongside a call for collective action from policymakers, law enforcement, researchers, the media, and communities to protect one of the most vulnerable groups of road users.



**Ms. Donaree Muirhead**

**Ms. Agnieszka Krasnolucka, Programmes Director, FIA Foundation**



**Ms. Agnieszka Krasnolucka**

Ms. Krasnolucka noted that motorcycle safety is one of the FIA Foundation's core global priorities. While motorcycles offer affordable mobility and efficiency, they come at a high cost as motorcyclists face a 20–35% higher risk of death than other road users, with head injuries being the leading cause. It was noted that certified helmets can reduce the risk of brain injury by over six times, which underscores the need for stronger safety standards and wider access to quality helmets. Ms. Krasnolucka pointed out that the FIA Foundation, together with partners, is working to improve availability and access to certified helmets across the region and acknowledged the progress in countries like Jamaica, the Dominican Republic, El Salvador, and Mexico through the establishment of their Helmet

Wearing Coalitions. In closing, she highlighted the importance of collaboration among stakeholders, including policymakers, civil society, and road safety experts, as a powerful driver for effective, sustained action to improve motorcycle safety and build more resilient transportation systems.



## Panel 1: Understanding the Problem, Regional Perspectives on Helmet Use: Data and Gaps in Standardisation



From Left: **Mr. Chester Williams**, CEO, Ministry of Transport (Belize); **Dr. Wendell Richards**, Regulatory Affairs Expert, National Compliance and Regulatory Authority (Jamaica); **Dr. Terry Smith**, Helmet Expert (USA/Italy); **Ms. Shivanie Mahadeo**, Technical Officer, National Bureau of Standards (Guyana); and **Mr. Gonzalo Peón**, Director, Institute of Transportation and Development Policy (Mexico)

*This panel explored regional data on helmet use, identified gaps in standardisation, policy, and culture. Panellists shared perspectives on the challenges of helmet compliance, revealing patterns that hinder consistent enforcement and regional collaboration*

This panel, moderated by Dr. Lucien Jones, Vice Chairman of the National Road Safety Council and Chairman of the National Helmet Wearing Coalition, featured five panellists representing Jamaica, Belize, Mexico, Guyana, and a Helmet Expert based in Italy and the United States. These experts shared diverse perspectives on the regional motorcycle safety landscape. A summary of the key points from each presentation is outlined in [Table 1](#).

### Key Highlights: Shared Challenges and Priorities Across the Region

The presentations in Panel 1 revealed several recurring themes across the various countries. Despite differences in geography and implementation progress, panellists identified several shared challenges and priorities in advancing helmet safety. These cross-cutting issues are illustrated in Figure 1.

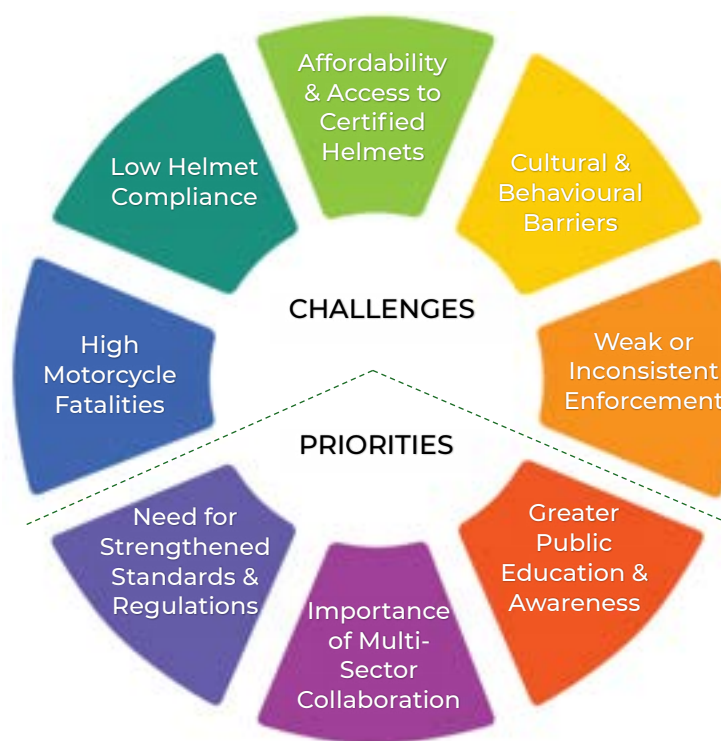


Figure 1. Key Highlights from Panel 1

**Table 1. Summary of Panel 1 Presentations**

Speaker	Problem/Situation	Challenges Identified	What Is in Place or Being Implemented	Recommendations/Insights
<b>Ms. Shivanie Mahadeo</b> , <i>National Bureau of Standards (Guyana)</i> <a href="#">View presentation</a>	<ul style="list-style-type: none"> <li>» There were 56 fatalities in 2023 and 53 in 2024. As of June 2025, there were 10 fatalities.</li> <li>» Many were not wearing helmets</li> </ul>	<ul style="list-style-type: none"> <li>» Lack of public awareness and acceptance</li> <li>» Resistance due to cultural, economic or personal beliefs</li> <li>» Affordability issues</li> <li>» Lack of consistency in enforcement</li> <li>» Resource constraints (financial and human)</li> </ul>	<ul style="list-style-type: none"> <li>» The Motor Vehicles and Road Traffic Act mandates the wearing of helmets for both riders and passengers.</li> <li>» National Standard (GYS 9 Part 17: 2004) covers the minimal requirements for helmets.</li> <li>» Helmets must bear a certification mark indicating safety and quality; those without one must undergo a certification test.</li> </ul>	<ul style="list-style-type: none"> <li>» Examination of helmets based on the certification standard</li> <li>» Certification of all helmets</li> </ul>
<b>Mr. Gonzalo Peón</b> , <i>Director, Institute of Transportation and Development Policy (Mexico)</i> <a href="#">View presentation</a>	<ul style="list-style-type: none"> <li>» 8 million motorcycles in the country</li> <li>» Fatalities increased by 93.5% between 2013 and 2021</li> </ul>	<ul style="list-style-type: none"> <li>» Inconsistent helmet use</li> <li>» Need for stronger regulation, enforcement, and awareness</li> <li>» Need for affordable, safe helmets</li> </ul>	<ul style="list-style-type: none"> <li>» Constitutional reform; 21 state laws mandating helmet use; 3 traffic regulations.</li> <li>» Private sector commitment to sell only certified helmets</li> <li>» Established NHWC that brings together over 55 partners</li> <li>» A toolkit was developed, and includes materials on how to conduct a Motorcycle Road Safety Situational Analysis</li> </ul>	<ul style="list-style-type: none"> <li>» Strengthen the regulatory framework</li> <li>» Implement a factory to produce certified helmets</li> <li>» Build capacity to effectively identify, select and verify safe helmets</li> <li>» Develop a new national standard aligned with international standards</li> <li>» Safe Helmet Campaign</li> </ul>
<b>Dr. Terry Smith</b> , <i>Helmet Expert (USA/Italy)</i> <a href="#">View presentation</a>	<ul style="list-style-type: none"> <li>» Counterfeit helmets undermine safety, while certified</li> </ul>	<ul style="list-style-type: none"> <li>» Counterfeit helmets on global platforms (e.g., Amazon)</li> <li>» Affordability concerns</li> </ul>	<ul style="list-style-type: none"> <li>» The development of educational materials (e.g., toolkits)</li> </ul>	<ul style="list-style-type: none"> <li>» Public education on helmet construction</li> <li>» Promote certified helmets</li> </ul>

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Speaker	Problem/Situation	Challenges Identified	What Is in Place or Being Implemented	Recommendations/Insights
	helmets reduce fatality risk by 40%		» Ongoing research on force vs. injury	» Strengthen regulatory and policy processes around importation. » Improve the use of certified helmets by making them affordable and accessible.
<b>Dr. Wendell Richards</b> , <i>National Compliance and Regulatory Authority (Jamaica)</i>	» No current enforced standard » No known helmets are manufactured locally » Limited affordability of certified helmets	» Need for third-party certification » Cost and importation monitoring » Weak enforcement » Partnerships needed	» Draft standard developed » Pre-shipment administrative procedures in place	» Partner with CTOC, JCF, and trading partners for port inspections. » Finalise and enforce helmet safety standards. » The NRCA will have regulatory responsibilities once standards are passed.
<b>Mr. Chester Williams</b> , <i>CEO, Ministry of Transport (Belize)</i>	» Rising use of motorcycles » In 2024, there were 60 motorcycle deaths, >50% of total road fatalities	» Weak compliance due to cultural/sympathetic policing » Underuse of full faced helmets » The competing evil of criminal misuse of full-face helmets	» The Protected Helmet regulation mandates helmet use for riders and passengers. Motorcycles must also be sold with helmets. » Safety enforcement coordinated with police	» Review and enhance the legal framework » Address law enforcement gaps and inconsistencies » Acknowledge the socio-economic drivers of motorcycle use

## Key Discussion Points

Following the panel presentations, a question-and-answer segment facilitated further dialogue and clarification on the issues raised. The key discussion points emerging from this discourse are summarised below.

1. **Treatment of helmets registered to specific motorcycles but used by multiple riders** – Mr. Chester Williams noted that in Belize, the legislation would make it an offence to use a helmet that is not registered or assigned to a specific motorcycle. He acknowledged the perceived rigidity of this approach but maintained its validity in legislation. Additionally, while it aims to deter misuse or non-compliance, it may present challenges in implementation, particularly where helmet sharing is common. With regards to Mexico, Mr. Peon believes that the idea of motorcycle-helmet pairing may sound good in theory but could be difficult to enforce practically. Ms. Mahadeo explained that Guyana does not currently have such a regulation; however, in the case of crashes, the owner is held responsible regardless of helmet ownership or use.
2. **Tests available for helmet certification** – Dr. Smith was asked to elaborate on the tests used for helmet testing. He noted that there are approximately 10 standards with fundamental similarities; however, identifying the statistical difference in terms of which is most effective would require capturing approximately 250,000 crashes. This dialogue shows that building institutional and technical capacity might be required among regulatory agencies and distributors regarding certification standards and testing procedures to ensure that helmets allowed on the market offer life-saving protection, and that local systems are equipped to verify and enforce these standards.
3. **Guyana's position on counterfeit or uncertified helmets, and the assessment process at the point of importation** – Ms. Mahadeo was asked to comment on Guyana's counterfeit helmets and inspection process. She explained that Guyana does not currently have data on the volume of uncertified helmets in circulation. However, it is minimal because the numbers have not been alarming at the point of importation. When helmets are being imported for sale, the importer is required to inform the Guyana National Bureau of Standards (GNBS), which then inspects the helmets. When a shipment lacks helmets with valid certification marks, the GNBS requests the importer to provide a test certificate from an approved third-party certification body.
4. **Establishing a regional testing facility** – There was strong support among panellists for the establishment of a regional helmet testing facility, particularly one led by a Bureau of Standards within the region. Such a facility would serve countries within Latin America and the Caribbean, and others across the region, enabling consistent certification, quality assurance, and reduced reliance on external third-party testing institutions.



## Panel 2: Legislative and Regulatory Gaps Towards Regional Policy Solutions: Aligning Helmet Legislation, Regulation, and Enforcement



From Left: **Mr. Felix Eduardo Serrano Campos**, Director General of Transit, Ministry of Public Works and Transport (El Salvador); **Ms. Yelissa Mendoza**, Road Traffic Safety Analyst, National Institute of Traffic & Ground Transportation (Dominican Republic); **Dr. Gary McKenzie**, ACP, Head PSTEB, JCF (Jamaica); and **Mr. Sam Clark**, Head, TRANSAID (Kenya)

*The main aim of this panel was to identify practical pathways to align local regulations with global standards, enhance enforcement mechanisms, and increase access to certified helmets. This panel explored regional legislative and regulatory barriers around helmet safety.*

This panel, moderated by Mr. Emil Holgate, featured four panellists representing Kenya, Jamaica, the Dominican Republic, and El Salvador. These experts shared diverse perspectives on the legislative and regulatory gaps that hinder effective helmet use and explored opportunities for aligning helmet legislation, regulation, and enforcement across the region. A summary of the key points from each presentation is outlined in [Table 2](#).

### Key Highlights: Strengthening Policy, Legislation, and Enforcement for Helmet Safety

In addition to the core challenges identified in Panel-1, speakers from Panel-2 emphasised the need for systemic and institutional reforms to improve helmet safety. These included stronger legal and regulatory frameworks, measures

#### Need for Legislative Reform and Updated Regulations

- Some countries are actively working to update helmet regulations and close legal gaps to strengthen enforcement.

#### Proliferation of Counterfeit/Low-Quality Helmets

- The widespread presence of counterfeit helmets is undermining safety, prompting calls for stricter import controls and targeted awareness efforts.

#### Limited Licensing and Insurance Compliance

- Low licensing and insurance coverage among riders increases risks and places additional strain on health and social systems.

#### Use of Technology in Enforcement

- Digital tools (enforcement apps and tracking systems) are being promoted to improve compliance monitoring and enforcement.

#### Leveraging Community-Based Models to Boost Helmet Compliance

- Community-based models and public education are essential to shift behaviours, build trust, and encourage widespread helmet use.

Figure 2. Key Highlights from Panel 2

to combat the circulation of counterfeit helmets, and concerns about licensing and insurance compliance among riders. Panellists also underlined the vital role of digital tools to improve enforcement, as well as the significance of community engagement and public awareness to influence behaviour change and foster trust in helmet safety regulations. Collectively, these elements form strategic priorities for enhancing road safety systems across the region. These cross-cutting themes are summarised in Figure 2.

### Key Discussion Points

Following the panel presentations, a question-and-answer segment facilitated further dialogue and clarification on the issues raised. The key discussion points emerging from this discourse are summarised below.

- 1. Police–Motorcycle Operator Relationship in Kenya** – The moderator raised a question about the current relationship between the police and motorcycle operators in Kenya. In response, Mr. Clark acknowledged that the relationship has been historically strained, largely due to the hierarchical nature of the police force, which often makes it difficult for messages to be heard or prioritised. However, he pointed to a recent positive development in which a regulation introduced two years ago now mandates that boda-boda (taxi) riders be members of a Savings and Credit Cooperative Society (SACCO). These groups are now partially responsible for ensuring their members comply with traffic and helmet laws. According to Mr. Clark, this shift has helped decentralise enforcement efforts and strengthen accountability at the community level, with SACCOs acting as intermediaries between riders and law enforcement. While challenges remain, particularly around enforcement capacity, this community-led model is seen as a promising avenue for improving helmet compliance in Kenya.
- 2. Empowering the Police to Enforce Helmet and Road Safety Laws** – The moderator noted the progress made in legislative reform, from the 1938 Act to the 2018 Road Traffic Act and asked ACP McKenzie to elaborate on whether additional steps are needed to further empower the police to enforce road safety laws effectively. In response, ACP McKenzie acknowledged that while the legal framework is now stronger, enforcement continues to be undermined by the risks people are willing to take. He explained that enforcement is not simply a matter of increasing fines or issuing more tickets, though penalties are in place and considered reasonable, but rather addressing the deeper behavioural choices made by road users.

He further recommended shortening the duration for which individuals are allowed to drive with a learner's permit. Currently, extended learner periods delay full licensing and can contribute to reckless behaviour. He also noted that acquiring a legitimate driver's licence instils a stronger sense of personal responsibility, which is necessary for fostering safer attitudes and compliance with the law.



**Table 2. Summary of Panel 2 Presentations**

Speaker	Problem/Situation	Challenges Identified	What Is in Place or Being Implemented	Recommendations/Insights
<b>Mr. Sam Clark,</b> <i>Head, TRANSAID (Kenya)</i> <a href="#">View presentation</a>	<ul style="list-style-type: none"> <li>» Rapid rise in motorcycle use, with 2–4 million taxis (“boda-bodas”)</li> <li>» 35% of road fatalities involve motorcyclists (2023 and 2024)</li> <li>» Almost 10,000 motorcycle crashes (May 2022 to October 2023)</li> </ul>	<ul style="list-style-type: none"> <li>» Counterfeit helmets dominate the market</li> <li>» Limited enforcement capacity</li> <li>» Lack of insurance coverage for many injured riders.</li> <li>» Low helmet use (63% of riders, 15% of passengers in Nairobi)</li> </ul>	<ul style="list-style-type: none"> <li>» National Helmet Wearing Coalition with clear objectives, including legislation and enforcement and regional Pan-African call to Action.</li> <li>» The National Road Safety Action Plan prioritises helmet safety and aims to establish a testing lab to support enforcement</li> </ul>	<ul style="list-style-type: none"> <li>» Support local helmet manufacturers</li> <li>» Stem the flow of counterfeit helmets by raising awareness among helmet retailers and building capacity within the Bureau of Standards.</li> <li>» Implement affordable helmet initiatives</li> </ul>
<b>Dr. Gary McKenzie,</b> <i>ACP, Head PSTEB, JCF (Jamaica)</i> <a href="#">View presentation</a>	<ul style="list-style-type: none"> <li>» Motorcycles are mostly operated by young men</li> <li>» Carefree attitude towards helmet wearing in rural areas</li> </ul>	<ul style="list-style-type: none"> <li>» Inconsistent enforcement</li> <li>» Cultural resistance and excuses, such as discomfort or short travel distances</li> </ul>	<ul style="list-style-type: none"> <li>» Updated Road Traffic Act</li> <li>» Ongoing public awareness campaigns</li> <li>» Enforcement initiatives conducted in collaboration with NHWC</li> </ul>	<ul style="list-style-type: none"> <li>» Train and equip officers to enforce helmet laws fairly and consistently</li> <li>» Establish community-based enforcement models (local leaders, bike clubs, CBOs)</li> <li>» Use digital tools to track repeat offenders</li> <li>» Target young male riders</li> <li>» Implement mobile enforcement units in rural areas</li> </ul>

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Speaker	Problem/Situation	Challenges Identified	What Is in Place or Being Implemented	Recommendations/Insights
<b>Ms. Yelissa Mendoza</b> , Road Traffic Safety Analyst, National Institute of Traffic & Ground Transportation (Dominican Republic) <a href="#">(View presentation)</a>	<ul style="list-style-type: none"> <li>» Motorcycles represent 58.4% of vehicle fleet</li> <li>» High road fatality rate (2<sup>nd</sup> in the Americas; 13th globally)</li> <li>» 87.7% of fatalities are males, mainly in the productive age group</li> </ul>	<ul style="list-style-type: none"> <li>» Need for an updated legal framework and enforcement capacity</li> </ul>	<ul style="list-style-type: none"> <li>» Ongoing reform process; technical regulations and enforcement measures being drafted</li> </ul>	<ul style="list-style-type: none"> <li>» Finalise technical regulations</li> <li>» Strengthen enforcement measures</li> </ul>
<b>Mr. Felix Eduardo Serrano Campos</b> , Director General of Transit, Ministry of Public Works and Transport (El Salvador)	<ul style="list-style-type: none"> <li>» 600,000 riders, with 47% unlicensed</li> <li>» 69% wear helmets improperly, 32% do not wear any at all</li> <li>» 80% motorcycles are used to get to work</li> </ul>	<ul style="list-style-type: none"> <li>» Improper helmet use</li> <li>» weak licensing compliance</li> </ul>	<ul style="list-style-type: none"> <li>» Helmet certification will be mandatory, and fines will be increased</li> <li>» Digital applications developed for enforcement</li> <li>» In 2024, there was a reform on riding motorcycles on sidewalks</li> </ul>	<ul style="list-style-type: none"> <li>» Promote helmet specifications (e.g., peripheral vision)</li> <li>» Improve roadside presence; implement digital enforcement tools; distribute good practices guide</li> </ul>

## Panel 3: Lights, Camera, Action: Storytelling as an Effective Strategy to Drive Advocacy, Inclusion and Behaviour Change



From Left: **Mr. Selwyn Richard Persad**, Director and Secretary General, Trinidad & Tobago Automobile Association (Trinidad & Tobago); **Mr. Christopher Atkinson**, NHWC Member (Jamaica); **Ms. Kate Turner**, Media & Advocacy Manager, FIA Foundation; **Dr. Lovette Byfield**, Social and Behaviour Change Communications Specialist, CARIMAC (Jamaica); and **Ms. Gail Hoad**, Lecturer, Communication for Development, CARIMAC, (UWI, Mona)

This panel explored how storytelling can be used as a powerful tool for advocacy and behaviour change. It highlighted the role of strategic communication and authentic narratives in shifting social norms, fostering inclusion, and encouraging greater helmet use among motorcycle users.

This panel, moderated by Ms. Gail Hoad, *Lecturer, Communication for Development, CARIMAC, University of the West Indies, Mona Campus*, featured panellists from Jamaica and Trinidad and Tobago, with the FIA Foundation providing global perspectives. Shifting focus from the policy and regulatory landscape explored in previous panels, this discussion examined the human side of the issue. The panellists shared regional and global experiences that explored how authentic narratives, community engagement, and data-informed advocacy can foster more relatable and lasting impact in promoting certified helmet use among motorcycle users. A summary of the key points from each presentation is outlined in [Table 3](#).

### Key Highlights

The panel underscored that storytelling is a powerful tool for behaviour change, with speakers agreeing that personal and strategic narratives can effectively shift attitudes and promote helmet use. Authenticity and relatability were critical factors such as messages delivered by real people with

lived experiences resonate more deeply than boardroom lectures or scripted influencers. Cultural context also emerged as a key factor, with panellists noting that communication strategies must reflect the values,



identities, and realities of the target audience to build trust and engagement. The use of data-driven advocacy was also highlighted, as combining statistics, research, and case studies strengthens the credibility and persuasive power of road safety messaging. Finally, the panel stressed that behaviour change requires more than raising awareness but must also challenge underlying beliefs and reshape social norms.

### Key Discussion Points

Following the panel presentations, a question-and-answer segment facilitated further dialogue and clarification on the issues raised. The key discussion points emerging from this discourse are summarised below.

- 1. Exploring Qualitative Research Methods to Understand Helmet Use** – In response to a question about qualitative approaches, Dr. Byfield suggested conducting focus group discussions at the community level with motorcyclists to explore the challenges they face when it comes to wearing helmets. She spoke to the value of observation and direct engagement, noting that this approach can help uncover psychological, cultural, and resource-based barriers as well as inform the design of more targeted and effective interventions.
- 2. An Impactful Story** – Mr. Atkinson shared a memorable account of a National Helmet Wearing Coalition member who had long resisted wearing a helmet. On the day the rider finally chose to wear one, he was involved in a crash, and the helmet saved his life. This story was cited as a compelling example of how real-life experiences can reinforce the life-saving value of certified helmet use.
- 3. Road Safety Situation in Trinidad and Tobago** – Responding to a question about the road safety landscape in Trinidad and Tobago, Mr. Persad shared that motorcycle-related crashes currently rank fourth in terms of national road traffic fatalities, following pedestrian, motorist, and passenger-related incidents. He also noted that the number of motorcycles in the country remains relatively low compared to other vehicle types.
- 4. Advocacy Priority for Policy Makers** – When asked what issue he would prioritise at the advocacy level, Mr. Persad pointed to the enforcement of helmet standards. He emphasised that while Trinidad and Tobago have a national helmet standard in place, its impact is significantly undermined by the lack of enforcement.

**Table 3. Summary of Panel 3 Presentations**

Speaker	Storytelling Approach	Barriers or Misconceptions Addressed	Key Communication Strategies	Insights/ Recommendations
<b>Dr. Lovette Byfield,</b> <i>Social and Behaviour Change Communications Specialist, CARIMAC (Jamaica)</i> <a href="#">View presentation</a>	» Social and Behaviour Change Communication (SBCC)	» Personal, cultural, and policy-related barriers	» Use of testimonials to ensure relatability » Audience-aligned messengers for consistency and credibility » Advocacy for funding	» Storytelling used effectively in the HIVSTI programme to connect with target groups.
<b>Ms. Kate Turner</b> <i>Media &amp; Advocacy Manager, FIA Foundation</i> <a href="#">View presentation</a>	» Strategic communication using audience segmentation, data-informed messaging, and case studies	» Disconnect between data and public emotion	» Narrative structure and the use of case studies to emote » Emotive case studies » Messaging backed by research » Advocacy	» Storytelling must balance evidence and emotion to influence decision-makers
<b>Mr. Christopher Atkinson, NHWC Member, (Jamaica)</b>	» Use of personal narratives to foster community trust, peer learning, and behaviour change	» Misconceptions, overconfidence, peer influence	» Rider forums engaging diverse rider groups (e.g., women, delivery riders, etc.) » Utilise testimonials from real riders sharing their regrets, good practices, and safety narratives » Storytelling that shows safety as an act of resilience	» Road safety messaging should come from lived experience, not top-down lectures. » Storytelling should build connection, not fear
<b>Mr. Selwyn Richard Persad, Director and Secretary</b>	» Advocacy through culturally grounded education and outreach	» Lack of cultural relevance	» Public education campaigns (videos, social media, school awareness initiatives)	» Campaigns must reflect the target audience's culture and identity

## HEADS UP! REGIONAL THINK TANK

Speaker	Storytelling Approach	Barriers or Misconceptions Addressed	Key Communication Strategies	Insights/ Recommendations
<p><i>General, Trinidad &amp; Tobago Automobile Association</i>  <i>(Trinidad &amp; Tobago)</i>  <a href="#">View Presentation</a></p>		<p>» Weak enforcement</p>	<p>» Community engagement events (road safety Think Tanks, training programmes, events)</p> <p>» Partnerships (government collabs, corporate sponsorships, regional and international support)</p> <p>» Digital advocacy (social media campaigns, interactive engagements, influencer collaborations, policy advocacy)</p> <p>» Storytelling using statistics</p>	<p>» Storytelling should complement data for a stronger advocacy impact</p>



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## DAY TWO

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- ◆ Social and Economic Impact
- ◆ Best Practices and Solutions

Day Two built on the momentum and key messages of the previous day. The host, Ms. Paula-Anne Porter-Jones opened the session, reminding participants that while the event is locally hosted, it represented a unified regional effort to advance motorcycle safety. Ms. Sydoney Preddie, *Lead for Youth and Education Programmes at the JN Foundation*, followed with a comprehensive recap of Day One, highlighting the shared challenges across countries and key themes that emerged, from legislative gaps and enforcement challenges to the use of storytelling as a powerful advocacy tool. The following are the remarks delivered on Day Two.



**Ms. Sydoney Preddie**

### **Mr. Parris Lyew-Ayee, Snr. *Chairman, JN Foundation***



**Mr. Parris Lyew Ayee, Snr.**

Mr. Lyew-Ayee noted the urgent need for a unified, people-centred approach to road safety, noting the emotional, financial, and public health impacts of road crashes. He said efforts must go beyond infrastructure and enforcement, and instead focus on trust, relationships, and shared responsibility. He praised the JN Foundation's work with the JCF in creating the Road Safety Hub to support data-driven enforcement and community outreach. The signing of a two-year regional training agreement was seen as a strong step toward protecting vulnerable road users, especially motorcyclists. He ended by reaffirming the Foundation's commitment to partnership and called for ongoing joint efforts to make roads and communities safer.

### **Mr. Dave Cliff, *Chief Executive Officer, Global Road Safety Partnership***

Mr. Cliff reminded the audience that road safety is fundamentally about protecting people, especially young lives. He warned that with global motorcycle sales projected to double by the end of the century; related deaths could rise significantly unless urgent action is taken. Drawing on Vietnam's experience, he stressed that strong laws, consistent enforcement, and public education are essential to reducing fatalities. Cultural change, he argued, follows behaviour change, not the other way around, and must be driven by policy and enforcement.



**Mr. Dave Cliff**

### **Dr. Gary McKenzie, Assistant Commissioner, Head PSTEB, Jamaica Constabulary Force**



**Dr. Gary McKenzie**

Dr. McKenzie highlighted helmet non-compliance as a major road safety concern, noting that over 70% of motorcyclists involved in crashes were not wearing helmets, and over 75% of related fatalities involved serious head injuries, many of which were preventable. Sharing personal testimony, he reinforced the value of helmet use in saving lives. He called for greater public awareness and cross-sector collaboration to address the issue and reaffirmed the JCF's commitment to supporting the NHWC and strengthening enforcement efforts to build a culture of road safety and accountability.

### **Hon. Dr. Horace Chang, Minister of National Security and Deputy Prime Minister**

As the minister was unavoidably absent, his address was delivered by Mr. Delroy Simpson, *Chief Technical Director, Ministry of National Security*. The remarks noted that the rising rate of motorcycle-related injuries and fatalities, particularly among young men in their productive years, is not only a public health issue but a national security concern. Each life lost represents a blow to families, communities, and national development.

Despite research showing life-saving benefits of helmets, usage remains low. In response, the government, in collaboration with various partners, have implemented several measures, including legislative reform, enforcement, and access to safety equipment in such as the distribution of over 10,000 helmets (2,000 through the Ministry of National Security). Road safety public education campaigns are also being expanded by the Ministry of Science, Energy, Telecommunications and Transport (MSETT) in partnership with the JCF.

Legislative amendments now mandate helmet use for all riders and passengers, driver's licence requirements, and an increase in penalties to JMD 5,000. Also, a new digital ticketing system has enhanced enforcement, contributing to a 42% increase in citations issued to motorcyclists.

The address concluded with a call for greater collaboration among stakeholders to share knowledge, improve standardisation and testing, and drive behaviour change through policy, education, and community engagement to shift perceptions and encourage responsible riding habits.



**Mr. Delroy Simpson**

## Social and Economic Impact – The Urgency of Helmet Safety: Development, Global Standards and the Caribbean Experience

This presentation by Dr. Nhan Tran, *Director, Department for Social Determinants of Health, World Health Organisation (WHO)*, was delivered via a prerecorded message due to his inability to attend in person. Dr. Tran highlighted the growing global use of motorcycles, particularly in low- and middle-income countries, and the urgent need to improve safety systems to protect vulnerable users. He emphasised that many countries lack standardised motorcycle registration, certification, and enforcement. A critical gap identified was the lack of helmets specifically designed for children, further increasing their vulnerability. Dr. Tran called for stronger laws, infrastructure, enforcement, and access to certified safety gear. He concluded by urging global collaboration to advance public safety through enforceable, people-centred solutions.



Dr. Nhan Tran

## Symbolic Signing of MOU Global Road Safety Partnership



**Photo: Signing of the MOU Global Road Safety Partnership by the JCF, FIA Foundation and JN Foundation**

From left: **Mr. Parris Lyew Ayee, Snr.,** Chairman, JN Foundation; **Ms. Claudine Allen,** General Manager, JN Foundation; **Ms. Agnieszka Krasnolucka,** Programmes Director, FIA Foundation; **Dr. Gary McKenzie,** Assistant Commissioner, Head PSTEB, JCF; **Mr. Delroy Simpson,** Chief Technical Officer, Ministry of National Security and **Mr. Dave Cliff,** Chief Executive Officer, Global Road Safety Partnership

The symbolic signing of the MOU, among the Global Road Safety Partnership, JCF, FIA Foundation, and JN Foundation, represents a unified commitment to strengthening road safety in Jamaica and the region. It signals a shared dedication to collaboration, capacity building, and the implementation of strategies to reduce motorcycle-related injuries and fatalities.



## Panel 4: Social and Economic Impact of Motorcycle Crashes and Fatalities as a Barrier to Development: The Burden of Care, Opportunity Cost, Impact on Health Services



From Left: **MS. Yelissa Mendoza**, Road Traffic Safety Analyst, National Institute of Traffic & Ground Transportation; **Dr. Cary Fletcher**, Medical Doctor, NHWC Member; **Dr. Rory Dixon**, Chief Medical Officer, Sir John Golding Rehabilitation Centre (SJGRC); **Ms. Adrienne Pinnock**, Manager, Corporate Comms & Public Relations, Jamaica Council for Persons with Disabilities; and **Dr Parris Lyew-Ayee**, Vice-President, Private Sector Organisation of Jamaica

*This panel examined how the burden of care, opportunity costs, and pressures on health services from motorcycle crashes limit social and economic progress, while highlighting pathways to reduce these impacts and build more resilient systems for development.*

Dr. Jacqueline Bisasor-McKenzie, *Chief Medical Officer*, introduced the panel, building on Dr. Tran's message by examining the far-reaching health and economic consequences of motorcycle crashes. Dr. Bisasor-McKenzie presented findings from a study conducted between 2000 and 2007 involving 270,000 incidents, which revealed that 53% of injuries were head-related, followed by long bone fractures and thoracic trauma. Over 145,000 of the cases required surgical intervention, with fatal injuries significantly more common among unhelmeted riders. These injuries impose a heavy burden on the health system, particularly in terms of treatment and rehabilitation costs.

Like previous speakers, Dr. Bisasor-McKenzie emphasised the urgent need for stricter enforcement of helmet laws, increased public awareness, improved road infrastructure, better rider equipment, and stronger community engagement to promote safer riding behaviour.

This panel was moderated by Dr. Parris Lyew-Ayee Jr. and featured four panellists representing Jamaica and the Dominican Republic. Panellists examined how the lack of helmet use and protective gear not only contributes to severe injuries and fatalities but also places immense pressure on public health systems, affects national productivity, and disrupts family livelihoods. A summary of the key points from each presentation is outlined in [Table 4](#).

## Key Highlights

The panel highlighted the significant strain that motorcycle-related injuries place on both acute and long-term healthcare systems. The panel discussed how prolonged admission wait times and the limited rehabilitation capacity at facilities like the Sir John Golding Rehabilitation Centre (SJGRC) can often result in delayed treatment and increased medical complications for survivors.

Beyond the medical treatment setting, presenters emphasised the wider socioeconomic burden faced by families and communities, noting that injured individuals, often young, productive males, are frequently abandoned due to the long-term financial and emotional demands of care. Reintegration into society remains a major challenge, particularly in the absence of strong social support and vocational services for persons living with newly acquired disabilities.



Figure 4. Key Highlights from Panel 4

A major point highlighted by all panellists was that the true scope of the economic costs associated with motorcycle-related crashes remains largely unmeasured and underestimated. Without a comprehensive understanding of these direct and indirect costs, ranging from healthcare expenditures and lost productivity to social welfare burdens, policymakers lack the data needed to design effective, targeted interventions.

Speakers also pointed to persistent policy and systemic gaps, including weak enforcement of safety laws, fragmented data sharing among institutions, and the lack of robust legal frameworks to guide post-crash victim support.

To address these interconnected challenges, panellists called for a multisectoral response, recommending a range of interventions, including affordable helmet and protective gear programmes, stronger infrastructure and enforcement, expanded rehabilitation capacity, legislative reform and more accessible, inclusive social services. Collectively, these solutions frame motorcycle safety as a cross-cutting development issue requiring coordinated national and regional action.



## Key Discussion Points

Following the panel presentations, a question-and-answer segment facilitated further dialogue and clarification on the issues raised. The key discussion points emerging from this discourse are summarised below.

- 1. The involvement of families of crash victims in the rehabilitation process** – Dr. Dixon noted that before a patient is admitted to the SJGRC, their family must attend a clinic session to assess whether adequate support will be available upon discharge. While families are typically supportive at first, many struggle to maintain long-term caregiving responsibilities. Some caregivers eventually withdraw, and in extreme cases, patients are displaced due to financial hardship or loss of housing.
- 2. Drug use as a contributing factor in motorcycle crashes** – Dr. Fletcher explained that objective drug testing is not currently in place. Instead, assessments rely on subjective observations. He shared that marijuana use is prevalent among some riders, but the chronic nature of use makes impairment difficult to detect compared to alcohol, where effects are more immediate and measurable.
- 3. Support for crash victims in the Dominican Republic** – Ms. Mendoza stated that a dedicated department is currently being established to assist victims of traffic crashes. This initiative aims to strengthen post-crash care and provide structured support for affected individuals and families.

**Table 4. Summary of Panel 4 Presentations**

Speaker	Focus Area	Key Findings / Observations	Gaps Identified	Recommendations / Solutions
<b>Dr. Cary Fletcher,</b> <i>Medical Doctor,</i> <i>NHWC Member</i> <i>(Jamaica)</i> <a href="#">View Presentation</a>	» Emergency and Acute Care Data	» 155 motorcyclists presented to the St. Ann's Bay Regional Hospital (SABRC), ranging from 14-64 years (average age was 28 years) » High rate of lower limb and head injuries » Most victims are young men in manual jobs » Only 29% were wearing helmets when they crashed » Low helmet use is linked to cost, discomfort, and short trip distances	» High noncompliance among riders in their 20s (81%) and 30s (56%) » Helmet use is significantly higher among older riders, those operating larger motorcycles, and individuals who were licensed and insured.	» Affordable helmet programmes » Targeted education focusing on riders in the 20s-30s age groups » Formal training and stronger enforcement » Assess helmet standards » Digitise medical records » Combine crash map data, NWA cameras, and mobile apps » Enhance regulations for motorcycle imports » Provide incentives (e.g., reduced costs of safety gear) » Ensure motorcycles are sold with helmets » Ramp up alcohol testing
<b>Dr. Rory Dixon,</b> <i>Chief Medical Officer, Sir John Golding Rehabilitation Centre (SJGRC)</i> <i>(Jamaica)</i> <a href="#">View Presentation</a>	» Rehabilitation and Long-term Care	» Common injuries include spinal cord damage, amputations, brain trauma » The SJGRC treats young males (mostly between 20-40 years), usually unhelmeted and without protective gear » Long wait times for admission » Average rehab stay is 3–6 months	» Limited bed space » Delayed treatment increases complications » Psychosocial needs are often unmet	» Improve the capacity of rehab centres » Early family involvement; holistic rehab support (physical, emotional, vocational)

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Speaker	Focus Area	Key Findings / Observations	Gaps Identified	Recommendations / Solutions
<b>Ms. Adrienne Pinnock,</b> <i>Manager, Corporate Comms &amp; Public Relations, Jamaica Council for Persons with Disabilities</i>	» Social Reintegration	<ul style="list-style-type: none"> <li>» Disability affects long-term quality of life and family structure</li> <li>» Persons are often abandoned by their families due to economic strain</li> </ul>	<ul style="list-style-type: none"> <li>» Weak data sharing among organisations</li> <li>» Social services are not always accessible or well-positioned</li> </ul>	<ul style="list-style-type: none"> <li>» Strengthen legislation</li> <li>» Improve accessibility of support services</li> <li>» Promote societal reintegration of persons with disabilities</li> </ul>
<b>MS. Yelissa Mendoza,</b> <i>Road Traffic Safety Analyst, National Institute of Traffic &amp; Ground Transportation (Dominican Republic)</i> <a href="#">View Presentation</a>	» Legal and Post-Crash Response	<ul style="list-style-type: none"> <li>» Motorcyclists make up 67% of traffic fatalities</li> <li>» Crashes cause emotional trauma and infrastructure damage</li> </ul>	<ul style="list-style-type: none"> <li>» Limited victim support systems</li> <li>» Legal gaps in post-crash care</li> </ul>	<ul style="list-style-type: none"> <li>» Department for assistance to victims of traffic crashes</li> <li>» Address legal/policy gaps around post-crash response</li> </ul>

## Panel 5: Best Practices and Solutions



From Left: **Col. Daniel Pryce**, Director General, Island Traffic Authority; **Mr. Frank Fotia**, CEO, Canadian Automobile Association, FIA Mobility Region III; **Mr. Dave Cliff**, CEO, Global Road Safety Partners; **Mr. Marlon Fletcher**, President, Jamaica Motorcycle Association & NHWC Member; and **Mrs. Paula Fletcher**, Executive Director, National Road Safety Council, Jamaica

*This panel sought to identify best practices in motorcycle driver training, licensing, and inclusion. It also highlighted innovative approaches to improve safety outcomes and scale practical solutions across Latin America and Caribbean territories.*

Panel-5, moderated by Mrs. Paula Fletcher, Executive Director, National Road Safety Council, Jamaica, brought together experts from the Canadian Automobile Association, the Global Road Safety Partners, Jamaica's Island Traffic Authority, and the Jamaica Motorcycle Association to examine motorcycle safety through policy, enforcement, and behavioural lens. Presenters discussed international best practices, legislative gaps, cultural challenges, and community-based strategies to improve helmet compliance and rider safety. A summary of the key points from each presentation is outlined in [Table 5](#).

### Key Highlights

Panel 5 pointed out that even the strongest helmet laws are ineffective without consistent enforcement. However, enforcement must be strategic and people-centred to be impactful, and when combined with education, it can significantly boost compliance. A major challenge identified was the limited access to certified helmets, particularly among low-income riders. Counterfeit or uncertified helmets are widespread, and affordability remains a barrier across the region. To address this, presenters called for laws that not only mandate helmet use but clearly define helmet type, fit, and certification standards.

The panel also highlighted that unsafe riding behaviours, such as unhelmeted riding, overloading, and stunting, are often reinforced by peer influence, informal work pressures, and a lack of trust in law enforcement. Many riders, especially in rural areas and the delivery sector, view enforcement as punitive rather than protective. Language and literacy barriers were also raised as factors limiting the effectiveness of training programmes, with speakers advocating for more inclusive, visual, practical, and accessible learning tools.

Ultimately, all panellists agreed that community-based approaches are essential to creating lasting change. Programmes led by trusted messengers, like local riders, mechanics, police officers, and crash survivors, can help reshape rider culture and build credibility. Partnerships with institutions like HEART/NSTA and targeted outreach initiatives in high-risk parishes were identified as effective strategies to engage riders and reinforce safe motorcycling practices.

**Table 5. Summary of Panel 5 Presentations**

Speaker	Focus Area	Key Findings / Observations	Gaps Identified	Recommendations / Solutions
<b>Mr. Frank Fotia,</b> <i>CEO, Canadian Automobile Association and President, FIA Mobility Region III</i> <a href="#">View Presentation</a>	» International Best Practices	<ul style="list-style-type: none"> <li>» Canada established inclusive motorcycle training and helmet use</li> <li>» High compliance due to strong laws, enforcement, and helmet safety standards.</li> </ul>	» Affordability and access to certified helmets in other regions.	<ul style="list-style-type: none"> <li>» Encourage adoption of certified helmet standards</li> <li>» Improve helmet affordability.</li> </ul>
<b>Mr. Dave Cliff</b> <i>CEO, Global Road Safety Partners</i> <a href="#">View Presentation</a>	» Global Road Safety Frameworks and Enforceable Helmet Laws	<ul style="list-style-type: none"> <li>» Laws will not affect behaviour unless they are enforced</li> <li>» Helmet laws must include standards (helmet type, proper fastening and quality standards)</li> <li>» Enforcement is 12 times more effective when paired with education.</li> </ul>	<ul style="list-style-type: none"> <li>» Weak enforcement</li> <li>» Poor helmet standards</li> <li>» Lack of supporting legislation and systems (Registered Owner Liability and Number Plate Visibility)</li> </ul>	<ul style="list-style-type: none"> <li>» Adopt enforceable helmet laws with penalties (fines, demerit points, impoundment, disqualification)</li> <li>» Train police in enforcement techniques</li> <li>» Conduct consistent policing</li> <li>» Implement public education campaigns</li> <li>» Communication should emphasise that safety is the goal of enforcement</li> <li>» Implement mandatory laws for registering owners, riders, and passengers</li> <li>» Adopt national helmet standards that ensure helmets provide full head coverage and are affordable</li> </ul>
<b>Col. Daniel Pryce</b> <i>Director General, Island Traffic</i>	» Creating Safer	<ul style="list-style-type: none"> <li>» 82% of motorcyclists and 100% of pillions who died</li> </ul>	» Widespread noncompliance, risky riding behaviour, peer	<ul style="list-style-type: none"> <li>» Expand ongoing initiatives such as HEART NSTA (LIFT programme),</li> </ul>

## HEADS UP! REGIONAL THINK TANK

Speaker	Focus Area	Key Findings / Observations	Gaps Identified	Recommendations / Solutions
<i>Authority</i>	Motorcycle Drivers	<p>(2024–2025) were not wearing helmets.</p> <p>» High-risk parishes include Westmoreland, St. Andrew, and Hanover</p> <p>»</p>	pressure, and lack of formal training.	<p>community interventions in hotspot parishes,</p> <p>» Maintain partnership with the National Road Safety Council for motorcycle training and outreach</p> <p>» Collaboration with the NHWC for certified helmet distribution</p> <p>» Conduct road spot checks (JCF)</p>
<b>Mr. Marlon Fletcher</b> <i>President,  Jamaica  Motorcycle  Association &amp;  NHWC Member</i> <a href="#">View Presentation</a>	» Rider Behaviour and Community Engagement	<p>» Unsafe behaviours include overloading, stunts, unhelmeted riders and passengers, including children, and a lack of formal training.</p> <p>» Riders distrust police, literacy barriers, and are influenced by peer habits.</p>	<p>» Limited access to training materials</p> <p>» Enforcement is seen as punitive</p> <p>» Riders lack role models</p> <p>» Language and literacy barriers</p>	<p>» Develop community-led programmes using respected local riders</p> <p>» Use visual/practical training strategies</p> <p>» Promote rider-police collaboration</p> <p>» Ensure education is empowering, not punitive.</p>



## Key Discussion Points: General Discourse

The final session featured an open question-and-answer segment, where audience members were invited to pose questions. The questions and responses are summarised as follows.

- » **Lessons from Kenya's Motorcycle Safety Campaigns** – In commenting on engagement strategies in Kenya, Mr. Sam Clarke, *Head, TRANSAID*, noted that formalising the informal sector was a turning point. Riders were required to join associations, which improved regulation and outreach. Social media, especially TikTok, has also been a powerful tool for connecting with riders. However, Mr. Clarke cautioned that interventions must be mindful of the internal politics within rider communities, and efforts should avoid interfering with their dynamics.
- » **Approaching Riders Who Return to Unsafe Practices After Crashes** – Mr. Fletcher (President, Jamaica Motorcycle Association and NHWC Member) emphasised the power of personal stories and practical examples to influence behaviour. He suggested involving the families of riders, including children and spouses, to create emotional impact and promote helmet use as a shared responsibility for safety.
- » **The Role of Enforcement and Counter-Narratives in Changing Behaviour** – Dr. Fletcher added that some injured riders return to riding before they are fully healed, which raises their risk. Therefore, strengthened enforcement measures are necessary. Additionally, social media can be employed to combat misinformation and myths by promoting positive, safe riding habits through relatable messaging.
- » **Collaborating with UWI to Understand Risky Behaviour** – Ms. Allen also shared that conversations have begun with the University of the West Indies' Department of Psychology and Sociology to explore the social and psychological drivers behind unsafe decision-making. Research like this could guide the development of more targeted and effective interventions.

## Closing

Mr. Omar Wright, *Lead, Environment and Community Development Programmes, JN Foundation*, delivered the closing recap of the Think Tank. He reflected on the key messages from all five panel discussions, highlighting the key insights and emerging themes. Among the core recommendations he shared were the development of regional technical standards, stronger certification and importation frameworks, culturally relevant public awareness campaigns, post-crash care systems, and reliable data collection. Emphasising the importance of using trusted messengers to effectively engage motorcycle communities, Mr. Wright issued a strong call to action that urged participants to make a personal commitment to A.C.T, advocate boldly for standardised testing, collaborate across borders for greater impact, so that lives can be transformed. He noted that the way forward requires coordinated regional efforts to implement inclusive training, invest in infrastructure, and promote policies that transform lives and create safer, more resilient roads.



Mr. Omar Wright

## Actionable Recommendations

The Heads-Up Regional Think Tank concluded with a clear message, emphasising that motorcycle safety is not merely a traffic concern but a matter of public health, development, and social equity. With motorcyclists representing a significant proportion of road fatalities and many survivors living with long-term disabilities, the need for coordinated action is urgent.

Drawing from the Think Tank's five expert panels, remarks, ministerial addresses, and open discourse, the following actionable recommendations are proposed for regional implementation.

### 1. Enforce Helmet Laws with a People-Centred Approach

Enforcement emerged as one of the most frequently recommended strategies for improving motorcycle safety; however, speakers consistently emphasised that enforcement alone is insufficient and yields greater impact when paired with education. Support compliance by:

- » Strengthening enforcement of helmet laws through consistent, visible policing and deterrent-level penalties.
- » Training police officers not only in how to enforce the law, but reinforce that safety, not punishment, is the goal.
- » Using mobile enforcement units, especially in rural and high-risk areas.
- » Integrating helmet enforcement into broader road safety campaigns that emphasise trust-building and community collaboration.

### 2. Expand Access to Certified Helmets

Access to certified helmets was highlighted as a critical issue, with widespread use of uncertified and counterfeit helmets posing serious safety risks. While certified helmets offer proven protection, they remain unaffordable for many riders, particularly those from low-income backgrounds who rely on motorcycles for work and mobility. Actions include:

- » Lowering the cost of certified helmets through subsidies, duty waivers, or bulk procurement initiatives.
- » Encourage legislation that mandates helmets be sold with motorcycles.
- » Promote affordable helmet programmes and ensure certified helmets are available for children.
- » Standardise and enforce helmet certification protocols to eliminate the circulation of counterfeit and substandard helmets.

### 3. Develop a Regional Helmet Testing and Certification Facility

The region currently lacks a dedicated helmet testing and certification facility, limiting the ability to verify helmet quality and enforce standards. To address this gap, stakeholders proposed the establishment of a regional facility that could potentially be led by the Bureau of Standards and implemented in Jamaica, as the country already has foundational elements in place to support such an initiative.

- » Establish a regional helmet testing facility where countries in the region could do helmet testing, certification, and development.
- » Build technical capacity for quality assurance, local testing, and regulation.

- » Align national helmet standards with international safety benchmarks.

#### 4. Invest in Rider Training, Licensing, and Education

A significant number of riders are untrained, unlicensed, or misinformed. The issues go beyond ignorance; they include affordability, language barriers, and a lack of formalised access. Actions to pursue are:

- » Scale up formal rider training programmes through partnerships with institutions such as HEART NSTA Trust.
- » Improve access to training in rural areas and among informal sector riders.
- » Adapt training materials to account for language and literacy barriers, using visual and practical instruction.
- » Shorten the learner's permit window to encourage timely licensing and promote accountability.

#### 5. Launch Targeted, Culturally Relevant Public Education Campaigns

Public education campaigns were widely recognised as essential to shifting rider behaviour, yet many efforts fail to resonate with target audiences. To be effective, campaigns must be tailored to local realities, leveraging trusted messengers, real-life stories, and social media platforms to connect with young and at-risk riders in meaningful ways. To achieve this:

- » Roll out data-driven and emotionally resonant storytelling campaigns, especially those led by respected riders and survivors.
- » Engage biker clubs, delivery riders, mechanics, and police riders as messengers.
- » Use social media platforms like TikTok to meet young riders where they are.
- » Focus on changing behaviour first, knowing that cultural attitudes often follow.

#### 6. Strengthen Post-Crash Care and Reintegration Support

Motorcycle crashes go beyond statistics but deeply affect families and livelihoods. Survivors face life-altering disabilities, long wait times for care, and often lose family or financial support. To remedy this:

- » Expand the capacity of rehabilitation facilities to reduce wait times and improve patient outcomes.
- » Provide holistic rehabilitation support, including physical, psychological, and vocational services.
- » Develop systems for social reintegration of persons with disabilities, including improved access to assistive services and legislative protection.
- » Establish dedicated departments (e.g., in the Dominican Republic) to provide long-term support for traffic crash victims.

#### 7. Promote Regional Coordination and Policy Harmonisation

- » Encourage governments to adopt the Call to Action and commit to regional collaboration through the NHWC platform.
- » Harmonise helmet laws, certification requirements, and enforcement models across countries in LAC.

- » Facilitate ongoing knowledge sharing and technical support between countries, including but not limited to Mexico, Kenya, Jamaica, Guyana and the Dominican Republic, who are already piloting advanced interventions.

## 8. Coordinate a Multi-Sectoral Helmet Safety Action Plan

- » Finalise and circulate a Regional Call to Action for endorsements.
- » Establish two groups:
  - Technical Working Group (Bureau of Standards, customs, health, transport ministries) to advance helmet certification and regulation.
  - Community-Based Engagement Group (police, community leaders, youth groups, motorcycle clubs) to shape and lead outreach efforts.


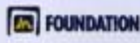


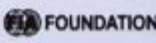
## Implementation Considerations and Challenges

While speakers offered practical and impactful strategies, several challenges must be addressed to move from recommendations to reality; these include:

- » **The Need for a Comprehensive Feasibility Study** – Over the course of the Think Tank, there were many proposed actions, such as establishing a helmet testing lab, launching public education campaigns, implementing digital enforcement tools, and expanding alcohol testing; however, these were not accompanied by cost projections. Additionally, there was limited discussion around the technical, infrastructure, and human resource requirements for rolling out these interventions at scale. A comprehensive feasibility study is therefore needed to assess the financial, infrastructural, and technical viability of key recommendations. This would inform prioritisation, budgeting, and phased implementation across the region.



## Annex A – Think Tank Agenda

 <b>Heads Up!</b> Regional Think Tank <small>Advocate. Collaborate. Transform.</small>	
P R O G R A M M E DAY 1	
9:30 am	Registration
10:00 am	<b>Opening</b> <b>Host – Paula-Anne Porter Jones</b> Member, National Helmet Wearing Coalition
10:05 am	<b>Prayer, Welcome and Opening Remarks</b> <b>Dr Lucien Jones, CD</b> Chairman, National Helmet Wearing Coalition Vice - Chairman, National Road Safety Council
10:15 am	<b>Remarks   JN Foundation</b> <b>Claudine Allen</b> General Manager, JN Foundation
10:25 am	<b>Address</b> <b>The Hon Daryl Vaz, MP</b> Minister of Science, Energy, Telecommunications and Transport
10:40 am	<b>Remarks   FIA Foundation</b> <b>Agnieszka Krasnolucka</b> Programmes Director, FIA Foundation
11:05 am	<b>Panel 1 Understanding the Problem</b> <b>Regional Perspectives on Helmet Use:</b> Data, and Gaps in Standardisation
	<b>Coffee BREAK</b>
12:20 pm	<b>Panel 2 Legislative and Regulatory Gaps</b> <b>Towards Regional Policy Solutions:</b> Aligning Helmet Legislation, Regulation, and Enforcement
1:20 pm	<b>Lunch</b>  <b>Video Vignette</b>  <i>"People Power: the Experience of the HWC in Mexico"</i>  <i>"Photo Advocacy-Helmet Safety, Jamaica"</i>
2:25 pm	<b>Panel 3 Lights, Camera, Action:</b> Storytelling as an effective strategy to drive advocacy, inclusion and behaviour change
3:25 pm	<b>Closing Statement</b>
   	





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## PROGRAMME DAY 2

8:30 am	<b>Registration</b>
9:00 am	<b>Opening Remarks</b> <b>Host – Paula-Anne Porter Jones</b> Member, National Helmet Wearing Coalition
9:15 am	<b>Recap of Day 1</b> <b>Sydoney Preddie</b> Lead, Youth and Education Programmes JN Foundation
9:28 am	<b>Remarks</b> <b>Parris Lyew Ayee, CD</b> Chairman, JN Foundation
9:33 am	<b>Remarks   Global Road Safety Partnership</b> <b>Dave Cliff</b> Chief Executive Officer Global Road Safety Partnership
9:38 am	<b>Remarks</b> <b>Dr Gary McKenzie</b> Assistant Commissioner of Police, Public Safety and Traffic Enforcement Branch, Jamaica Constabulary Force
9:43 am	<b>Address</b> <b>The Hon Dr Horace Chang, MP</b> Deputy Prime Minister and Minister of National Security
9:58 am	<b>Symbolic Signing of MOU</b> Global Road Safety Partnership, Jamaica Constabulary Force, FIA Foundation and JN Foundation








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## PROGRAMME DAY 2

10:05 am	<b>Message:</b> <b>Dr. Nanh Tran</b> Director Department for Social Determinants of Health World Health Organization (WHO)
10:07 am	<b>Panel 4 Social and Economic Impact</b> <b>Motorcycle crashes and fatalities as a barrier to development:</b> the burden of care, opportunity cost, impact on health services
11:23 am	<b>Break</b>
11:35 am	<b>Global National Helmet Wearing Coalitions</b> <b>Agnieszka Krasnolucka</b> Programmes Director, FIA Foundation
11:57 am	<b>Panel 5 Best Practices and Solutions</b> Creating Safer Motorcycle Drivers: considerations for learning, licensing and inclusion
12:57 pm	<b>Lunch</b>
1:40 pm	<b>MEDIA QUESTIONS AND ANSWERS</b>
2:00 pm	<b>End of Event Recap:</b> <b>Omar Wright</b> Lead, Environment and Community Development Programmes
2:15 pm	<b>Closing Statement</b>






## Annex B – Think Tank Register

No.	Name	Organisation	Participation Type	Days in Attendance	
				Day 1	Day 2
1.	Shanika Smith-Martin	JA Jamaica	General Attendee		
2.	Stanford Malcolm	DRIVE SAFE Ja.	General Attendee		
3.	Jacqueline Bisasor-McKenzie	MOH	Speaker		
4.	Conrad Wiggan	IBA	General Attendee		
5.	Daniel Pryce	Island Traffic Authority (ITA)	General Attendee		
6.	Cary Fletcher	MOH	Speaker		
7.	Justin Borrows	N/A	General Attendee		
8.	Rory Dixon	SJGRC	Speaker		
9.	Shane Evans	Island Traffic Authority (ITA)	General Attendee		
10.	Dave Cliff	GRSP	Speaker		
11.	Rickhardo Bonnick	Lupus Foundation of Jamaica	General Attendee		
12.	Dawnette Pryce-Thompson	JN Foundation	General Attendee		
13.	Rose Miller	JN Foundation	General Attendee		
14.	Omar Wright	JN Foundation	General Attendee		
15.	Feyonia Myrie	JN Foundation	General Attendee		
16.	Claudine Allen	JN Foundation	General Attendee		
17.	Janelle Walker	JN Foundation	General Attendee		
18.	Sydney Preddie	JN Foundation	General Attendee		
19.	April Farrell	BSJ	General Attendee		
20.	Marlene Gordon	JN	General Attendee		
21.	Shauna-Kay Palmer	JN	General Attendee		
22.	Karen Oliver		General Attendee		
23.	Delon Wauchope	Toll Authority	General Attendee		
24.	Lovette Byfield	UWI	General Attendee		
25.	Jerome Palmer	Toll Authority	General Attendee		
26.	Condenser Douglas	UTECH	Speaker		
27.	Stephen Gunter	Jamaica Millennium Motoring Club	General Attendee		
28.	Gary Mckenzie	JCF	Speaker		
29.	Carrie Tate Brown	JCF	General Attendee		
30.	Emil Holgate	Ministry of National Security	Speaker		
31.	Rodney Forbes	Upshifterz Motorcycle Club	General Attendee		
32.	Nicole Jarrett	Holy Trinity High School	General Attendee		

## HEADS UP! REGIONAL THINK TANK

No.	Name	Organisation	Participation Type	Days in Attendance	
				Day 1	Day 2
33.	Lascelle Tulloch	Bureau of Standards	General Attendee		
34.	Paula Fletcher	NRSC	Speaker		
35.	Chester Williams	Ministry of Transportation, Belize	Speaker		
36.	Gloria Murga	FIA Club	General Attendee		
37.	Dontae Matthews	Island Traffic Authority (ITA)	General Attendee		
38.	Imogene Spence	JN Group Volunteer	General Attendee		
39.	Germain Williams	GW Innovation Solutions	General Attendee		
40.	Marie Stewart Lewin	JN Group	General Attendee		
41.	Terry Smith	Galeatus	Speaker		
42.	Agnieszka Krasnolucka	FIA Foundation	Speaker		
43.	Victor Anderson	NHWC	General Attendee		
44.	Dwight Simms	Bureau of Standards	General Attendee		
45.	Jo-Ann Lawrence	Rapporteur	General Attendee		
46.	Felix Eduardo Serrano	Vice Ministry of Transport, El Salvador	Speaker		
47.	Sam Clark	TRANSAID	Speaker		
48.	Anna-Kay Hanson Williams	Nurse	General Attendee		
49.	Damone Brown	JAA	General Attendee		
50.	Frank Fotia	Federation Internationale L'Automobile	General Attendee		
51.	Henry Davis		General Attendee		
52.	Shevel Gunter	Jamaica Aggregates	General Attendee		
53.	Alphonso Grennell	Grennell's Driving School	General Attendee		
54.	Max Chin		General Attendee		
55.	Annmarie Simms Williams	Mandeville Regional Hospital	General Attendee		
56.	Annmarie Shape	Mandeville Regional Hospital	General Attendee		
57.	Christopher Atkinson	Upshifterz Motorcycle Club	Speaker		
58.	Sashique Smith-Ellis	Junior Achievement Jamaica	General Attendee		
59.	Shaneil Service-Alleyne	MCS	General Attendee		
60.	Sineal Smith	Junior Achievement Jamaica	General Attendee		
61.	Parris Lyew Ayee	PSOJ	General Attendee		
62.	Dwayne Russell	MCS	General Attendee		
63.	Noel Holtz	JMA	General Attendee		
64.	Daryl Geawan	Mobility Club, Trinidad	General Attendee		

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No.	Name	Organisation	Participation Type	Days in Attendance	
				Day 1	Day 2
65.	Wendell Richards	MCR	Speaker		
66.	Machel Stewart	CAF	General Attendee		
67.	Paul Gunning	Grace Kennedy	General Attendee		
68.	Jhenelle Carnegie	Bureau of Standards	General Attendee		
69.	Shivanie Mahadeo	Guyana National Bureau of Standards	Speaker		
70.	Yelissa Mendoza	INTRANT	Speaker		
71.	Richard Persad	Trinidad & Tobago Automobile Association	Speaker		
72.	Gail Hoad	CARIMAC, UWI	Speaker		
73.	Shama Campbell	Island Traffic Authority (ITA)	General Attendee		
74.	Montel Hill	JN Foundation	General Attendee		
75.	Candice Nichols	JN Foundation	General Attendee		
76.	Brenton Borrows	Real Riders	General Attendee		
77.	Justin Borrows	Real Riders	General Attendee		
78.	Kevon Clayton	Upshifterz MC	General Attendee		



Annex C – Photo Gallery





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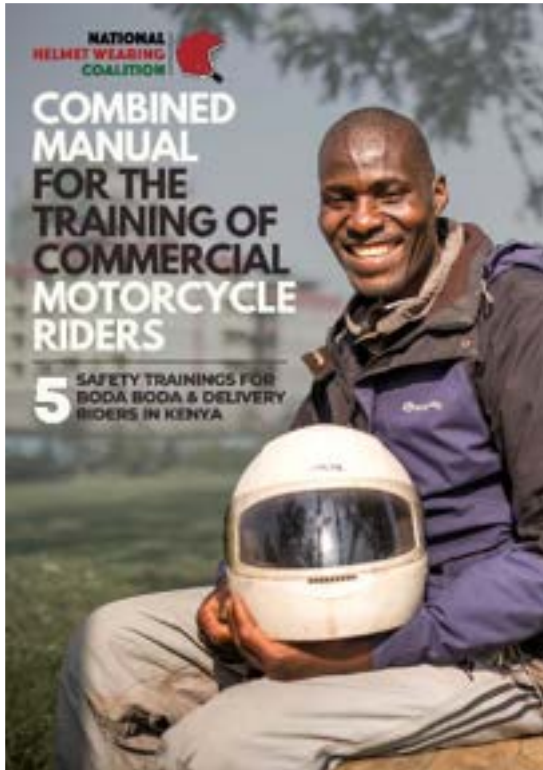


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## Annex D – Presentations

Manual for the Training of Commercial Motorcycle Riders, Sam Clark



## Panel 1 Presentations

National Standards and Regional Alignment, Shivanie Mahadeo



Understanding The Problem: Helmet Design, Safety Science and Counterfeit Risks, Terry Smith



## Panel 2 Presentations

Aligning Helmet Legislation, Regulation, and Enforcement, Sam Clark





Panel 3 Presentations

Storytelling: A strategy in Social and Behaviour Change Communication (SBCC), Lovette Byfield

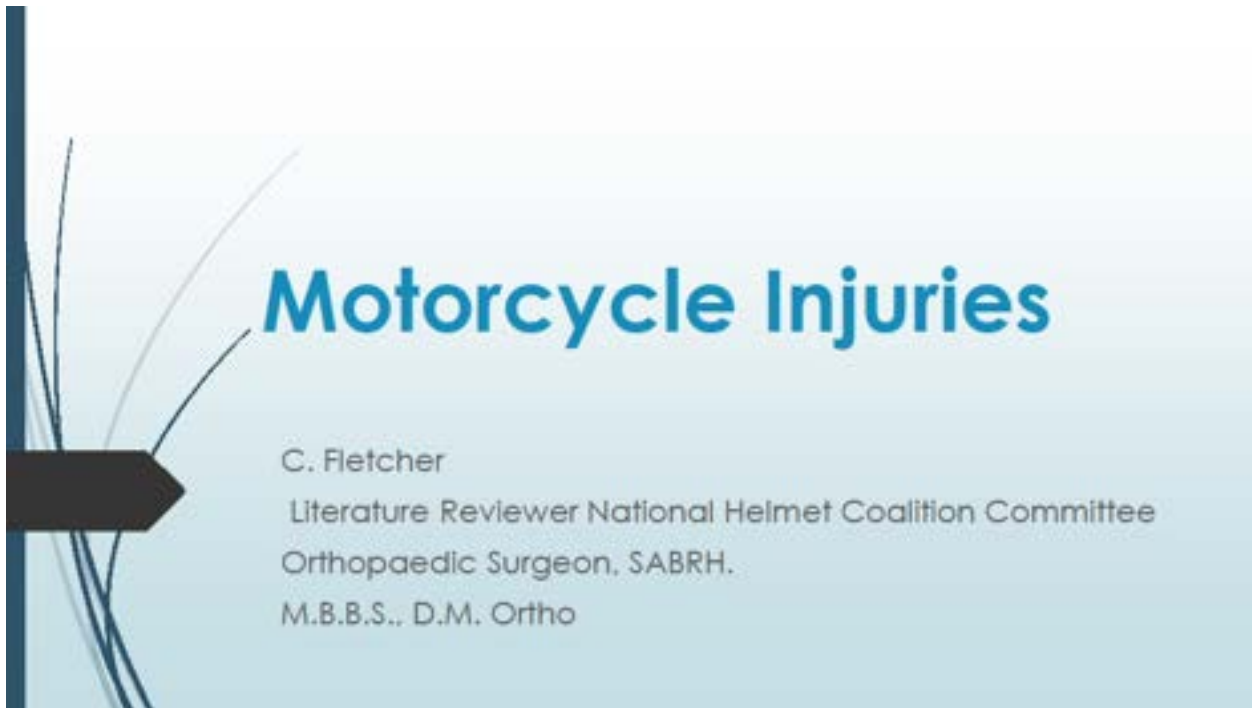


Trinidad & Tobago Automobile Association (TTAA), Selwyn Richard Persad



Panel 4 Presentations

Motorcycle Injuries (*Cary Fletcher*)



Rehabilitation After Motorbike Trauma at Sir John Golding Rehabilitation Centre (SJGRC) (*Rory Dixon*)

**Rehabilitation After Motorbike  
Trauma  
at Sir John Golding Rehabilitation  
Centre(SJGRC)**



National Helmet Policy Reform and Enforcement Dominican Republic (*Yelissa Mendoza*)



Panel 5 Presentations

Creating Safer Motorcycle Drivers, Frank Fotia



Global Road Safety Frameworks and Enforceable Helmet Laws, Dave Cliff

**Global Road Safety Frameworks and Enforceable  
Helmet Laws**



GLOBAL  
ROAD SAFETY  
TRAINING PROGRAM



Dave Cliff, CEO

Public

Enhancing Motorcycle Safety in Jamaica, Marlon Fletcher

