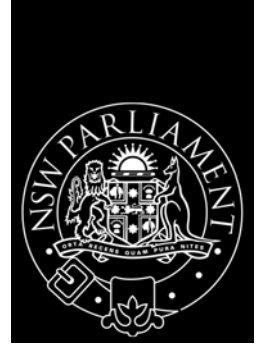


PARLIAMENT OF NEW SOUTH WALES



Staysafe Committee

REPORT ON YOUNG DRIVER SAFETY & EDUCATION PROGRAMS

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Terms of Reference

Recent statistics on the involvement of young drivers in road accidents indicate that males under 26 are overrepresented in road crashes and fatalities in NSW. The Committee is concerned about this trend and will undertake to examine the underlying causes and issues resulting in such accidents. In addition, the Staysafe Committee will examine the availability and effectiveness of appropriate driver education programs to target this sector of the driving population.

Against this background, the Committee will inquire into and report on the factors involved in young driver road traffic accidents and fatalities, with particular reference to:

- a) The current incidence of road crashes involving young drivers in NSW;
- b) Underlying risks and major factors contributing to such crashes;
- c) Differences in driving behaviour, crash outcomes and relevant trends in urban and rural areas of NSW;
- d) The availability and appropriateness of current diversionary and educational programs for young offenders involved in serious traffic violations;
- e) The efficacy of young driver education programs and the potential for development and expansion of these programs, subject to proper evaluation;
- f) Other initiatives to improve young driver safety; and
- g) Any other relevant matters.

Chair's Foreword

The safety of young drivers is an issue of great concern to us all. Gaining a driver's licence is one of the key markers in the transition to adulthood, particularly for young males. It provides a level of independence and freedom of movement signifying a greater level of autonomy, but also carries with it grave responsibility for the safety of other road users and members of the general community.

There have been many reported tragedies involving young driver fatalities in New South Wales. Such deaths are always catastrophic and result in lasting damage to individuals, families and the broader community. They also lead to public outcry to take action to prevent their recurrence. This Report is, in part, a response to these events but is also a timely examination of the general policy response to the seriousness of young driver casualties on our roads.

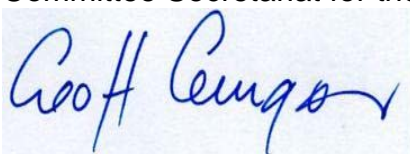
High levels of crash risk borne by young, especially male, drivers constitute significant economic and social costs imposed on society by the road transport system. As such, this Report provides a general overview of the scale of the problem, discusses the underlying factors at play and makes a series of policy and research based recommendations for implementing countermeasures to reduce the burden of risk. I believe that the recommendations made will assist to improve our community's capacity to address this significant public issue.

The Inquiry has attracted substantial contributions from many local Councils, researchers, road safety bodies, community organisations, government agencies and individuals. On behalf of the Committee, I would like to thank all those who made submissions to the Inquiry.

As part of its investigation, the Committee conducted public hearings in Sydney and Port Macquarie. I would like to thank Port Macquarie-Hastings Council for hosting the public hearing and providing assistance with the arrangements there. It was particularly beneficial to take evidence from individuals and organisations in the surrounding region to gain a better appreciation of the particular issues of concern to residents in non-metropolitan areas.

A Committee delegation also visited and met with road safety administrators in Canada and Norway. These meetings provided a broader perspective on other approaches to the challenge posed by young driver risk and enabled useful and productive comparisons to be made to inform the Committee's work. Young driver risk is a serious issue everywhere and it is hoped that this Report will assist policy makers, road safety professionals and all who are involved in delivering services and programs to refocus their attention on this urgent problem.

I am pleased to present this Report and thank my fellow Committee Members and the Committee Secretariat for their contributions and assistance.



Geoff Corrigan MP
Chair

List of Abbreviations

AAA	Australian Automobile Association
ABS	Anti-lock Braking Systems
ACRS	Australasian College of Road Safety
ADTA	Australian Driver Trainers Association
AIHW	Australian Institute of Health and Welfare
ANCAP	Australian New Car Assessment Program
ATP	Australian Temperament Project
ATSB	Australian Transport Safety Bureau
BITRE	Australian Bureau of Infrastructure, Transport and Regional Economics
BTE	Bureau of Transport Economics
DALY	Disability Adjusted Life Year
DDP	Designated Driver Program
DET	Department of Education and Training
DJJ	Department of Juvenile Justice
ECMT	European Conference of Ministers of Transport
ESC	Electronic Stability Control
GARS	Government Agencies Road Safety Council
GDL	Graduated Driver Licensing
GLS	Graduated Licensing Scheme
IAG	Insurance Australia Group
IPWEA	Institute of Public Works Engineering Australia
LGRSP	Local Government Road Safety Program
MAA	Motor Accidents Authority
NPRA	Norwegian Public Roads Administration
NRMA	National Road and Motorists' Association
OECD	Organisation for Economic Co-operation and Development
PCYC	Police and Citizens Youth Clubs
PDHPE	Personal Development, Health and Physical Education
RACS	Royal Australasian College of Surgeons
RACV	Royal Automotive Club of Victoria
RADD	Recording Artists, Actors and Athletes Against Drink Drivers
RSEP	Road Safety Education Program
RSO	Road Safety Officer
RTA	Roads and Traffic Authority
RYDA	Rotary Young Driver Awareness
SDP	Sober Driver Program
SDRO	State Debt Recover Office
TADS	Traffic Accident Data System
TIRF	Traffic Injury Research Foundation
TOPS	Traffic Offender Programs
WHO	World Health Organisation
YAPA	Youth Action Policy Association

Executive Summary

Young drivers continue to be overrepresented in crash statistics. According to data compiled by the Roads and Traffic Authority (RTA), young, primarily male drivers are involved in almost 30% of fatal crashes and 29% of all motor vehicle crashes. This is despite the fact that they constitute only 16% of all licence holders. The trauma that results not only affects young drivers themselves, but also their passengers, families and other road users.

At a global level, traffic crashes are the primary cause of deaths of people aged 15-24 years old in OECD countries, accounting for 35% of all fatalities, or approximately 25 000 people annually. According to the World Health Organisation (WHO) mortality database, traffic crashes spike in this age cohort and then trend down for older population groups.

Worldwide, in 2002, traffic accidents constituted the second largest single cause of death for people 15-29 years old and the greatest source of fatalities for men in the same age group.

Detailed examination of the demographic characteristics of young drivers demonstrates that death rates for young men are consistently higher than for young women by a factor of three or more. The high crash fatality and injury rates of young male drivers represent a major public health issue as well as a huge cost burden on societies.

In the United States, government estimates put the cost of road crashes involving 15-20 year old drivers at \$US 40.8 billion in 2002. Canada estimates the social cost of road crashes at \$CAN 27 million per day. The Department of Infrastructure, Transport, Regional Development and Local Government has conservatively estimated the total annual cost of road crashes in Australia at \$18 billion.

In New South Wales, the most comprehensive set of motor vehicle statistics about road crashes is contained in the RTA's Traffic Accident Data System (TADS). Other data sources, such as hospital patient data, traffic law enforcement statistics and vehicle insurance industry data can also provide useful information.

While the Committee acknowledges that these meet the requirements of the particular agency for which the data is collected, there would be greater benefit in the sharing of this information. However, the Committee found that there is a lack of standardisation in these data collections and therefore considers that this is an area requiring further scrutiny and improvement.

In the vital area of road safety information collection and dissemination, which guides policy, research and public education, the Committee is concerned at the lack of collaboration between Government agencies to share and pool available statistics and information. Efforts should be made to standardise the nature of the raw data collected, in order to enable valid and reliable comparisons to be made and to assemble a coherent set of indicators and trends to guide reforms and future policy decisions (Recommendation 1).

The availability of comprehensive information to guide research and public information activities is an essential component in the effort to improve road safety. Such information should be provided in a range of formats to serve various purposes. Raw and pooled data should therefore be made available to researchers, interest groups and the public, free of charge, in order to advance public education and to build on further research (Recommendation 2).

Contributing factors to young driver crash risk include relative inexperience, age and gender and circumstances such as fatigue, driver distraction, speeding and consumption of alcohol and drugs. Young males, in particular, are overrepresented in high-speed crashes at night involving young passengers, alcohol and non-usage of restraints.

Executive Summary

Individual factors such as lifestyle and personality, combined with physiological and emotional development, socio-economic circumstances and social norms create complex conditions, which predispose some people to greater risk taking. While it is not possible to definitively predict propensity towards risk, only a small group of young people will be involved in serious crashes. However, the costs of road crashes involving young drivers are high and create long-term consequences for the whole community.

It is apparent from the evidence gathered that certain factors give rise to greater levels of risk and that these are and should be targeted in countermeasure strategies. More research should be undertaken to determine the underlying causes of young driver risk, paying particular attention to psychological determinants (Recommendation 3), drugs and driving and driver fatigue (Recommendation 4).

The Committee further suggests that the Australian Bureau of Infrastructure, Transport and Regional Economics provide information on the young driver costs of road crashes as part of their current study into improved cost estimation of road crashes in Australia (Recommendation 5).

One of the important areas of Committee investigation concerns the availability and appropriateness of services in urban and metropolitan areas versus those applying in rural and regional locations. On the basis of available data, it appears that young novice drivers in rural areas do not have the same level of access to driver training and education as their metropolitan counterparts. Young drivers in rural areas are also more reliant on motor vehicle transport for employment and social participation.

Young drivers in rural and regional parts of NSW are also subject to a range of social and economic factors that can restrict access to services available in a metropolitan setting. This includes reduced availability of driver training and education, lack of access to late night transport options, a greater dependency on private motor vehicles and a lack of emphasis in Government programs on rural road safety initiatives.

The Committee recommends that the impact of peer passenger restrictions and the increase in logbook hours from 50 to 120 be evaluated to assess the social and economic costs of these changes and whether the stated objectives of these policies have been achieved (Recommendation 6).

The Committee also recommends that the RTA examine other ways to address the specific road safety needs of rural and regional communities and adopt a more localised approach to road safety in New South Wales. In order to maximise the efficient use of resources and to ensure collective ownership of solutions as part of this process, the RTA should instigate a collaborative consultation with local professionals (road safety officers, emergency services, educators, youth workers, and community organisations) to deliver a range of road safety programs tailored to local needs. These consultations should also involve the Ministry of Transport (Recommendation 7).

The Committee is also concerned about the lack of awareness in the general community of the importance vehicle safety ratings have on crash outcomes and recommends renewed action on a proposal to introduce a national rating system on all vehicles at point of sale (Recommendation 8).

The Committee also recommends that the RTA, in consultation with Local Traffic Committees, review its processes for determining speed limits on rural roads. These processes should involve the local community by providing information, conducting public forums about the setting of such speed limits and establishing appropriate standards and rationales for decisions (Recommendation 9).

In the area of seatbelt restraints, the Committee recommends that the RTA, through the Centre for Road Safety, investigate compliance with current seatbelt restraint driver and passenger requirements, particularly in rural parts of NSW and, if appropriate, initiate a new campaign of enforcement and promotion to reinforce the seatbelt safety message (Recommendation 10).

As part of an overall review of young driver risk, the Committee wanted to explore the availability of current diversionary and educational programs for young offenders involved in serious traffic violations. Evidence provided to the Committee points to a need to conduct further studies into links between antisocial behaviour, substance abuse and high-risk driving behaviour and to supplement this work with further research to develop driver offender programs specifically targeting young reoffenders (Recommendations 11 and 12).

The Committee also recommends that the NSW Departments of Education and Juvenile Justice participate in early intervention programs for young offenders under the age of 18 (Recommendation 13) and that a more comprehensive review of the effectiveness of Traffic Offender Programs be undertaken (Recommendation 14).

Novice drivers in NSW have to satisfy a set of preconditions prior to taking a driving test and qualifying for a licence. While these preconditions have a degree of flexibility in relation to the way such training is undertaken and delivered, there is a requirement to demonstrate that 120 hours of supervised driving have been carried out.

There is not, however, a requirement that such supervised driving be administered and/or delivered by a qualified driving instructor or any direct scrutiny of the quality of any training undertaken in order to sit for the licence test. The Committee therefore recommends that there be an improved regulatory framework for assessing driving instructor competency (Recommendation 15).

Young and novice drivers also gain early driving experience with assistance from family and friends. Insufficient attention has been directed at providing support, education and resources to parents as supervising drivers and recognising their critical role as driver mentors. The Committee recommends that the RTA provide greater resources to support parental supervisors (Recommendation 16), investigate greater usage of interactive web based programs for parents and young drivers (Recommendation 17) and enable greater corporate involvement in community mentor programs (Recommendation 18).

The aim of all novice driver education programs should be to allow a student to progressively acquire knowledge and experience in preparation for unrestricted solo driving. Two elements of the driver education process currently available in NSW are school-based programs and programs delivered by community, local government and other privately based novice driver education providers. Such programs should ideally incorporate skills training within a broader framework of informed decision making, addressing motivational issues and providing a range of learning experiences to reduce risk-taking and enhance judgement and self-regulatory control.

There is an abundance of driver safety education and training programs delivered by a variety of private and community based providers in NSW. These programs vary in duration; content; focus (knowledge, values, attitudes and behaviours, cognitive-perceptual skills, road rules, vehicle handling); target group (young people, traffic offenders, disadvantaged groups etc.); timing (i.e. pre-driver or post-driver training/education); and method of delivery. Programs are taught both within and outside the school environment by a range of presenters, including community members, emergency services personnel, educators, and health professionals.

Executive Summary

Despite the lack of empirical support for the efficacy of young driver education programs to date, the provision and take up of these programs both as a part of the education curriculum and in the broader community setting, points to a demand for such courses. The overwhelming consensus by researchers, program providers and road safety administrators is that a more rigorous approach to the delivery of such programs will provide greater overall benefit and allow the development of a best practice model based on evidence and research data.

The Committee supports this view and recommends that the Novice Driver Trial be subject to independent scrutiny (Recommendation 19), appropriately qualified and experienced road safety practitioners deliver material as part of the PDHPE curriculum (Recommendation 20) and that an evaluation be carried out of the efficacy of school based programs (Recommendation 21).

In addition, to assist community based providers of education programs, the Committee recommends that the RTA develop a template to standardise such programs (Recommendation 22) and engage in a broad consultation as part of its development (Recommendation 23).

There is a general lack of policy consistency across Government programs in NSW to address the various components of young driver safety. Sustained and effective responses to improve road safety and to provide support for young drivers rely on collaborative partnerships and information and resource sharing by those who are directly affected by the road transport system. The RTA, through its Centre for Road Safety, has a pivotal role to play in bringing a focus to activities designed to minimise risks to drivers, passengers and other road users. It should also be the major stakeholder reference point and actively promote its activities and initiatives.

The Committee has been told that the Centre should do more to engage with stakeholder groups and make information accessible in a more user friendly format than is currently available on the RTA website (Recommendation 24).

Major initiatives, such as refinements to the Graduated Licensing Scheme, should be implemented after extensive consultation with groups and individuals who are the target of these changes. This applies particularly to major changes, such as the increase in logbook hours and peer passenger restrictions. The rationale for such changes should be clearly explained and justified (Recommendation 25)

Road Safety Officers also have a vital role to play in driver education. Increased efforts should be made to involve and support Road Safety Officers, and to continue the Road Safety Officer Program to further the involvement of local government in young driver safety (Recommendation 26).

The Committee, while supportive of interagency coordination, has some reservations about the transparency and operational effectiveness of the current models. There is little public information on the frequency with which current coordinating bodies meet or the results of their deliberations and actions. In addition, there appear to be a range of agencies whose work impinges on young driver safety not represented adequately. Furthermore, there does not appear to be any mechanism for involving the full range of government and non-government road safety agencies in any comprehensive or meaningful way as part of the interagency deliberations.

The Committee recommends that the RTA evaluate the current range of road safety bodies and committees and develop a more inclusive model, involving government and non-government agencies and stakeholder groups in the setting of priorities and the

development of new policy. Such a model should provide a greater level of transparency and accountability and include representation by young drivers. It should also foster greater collaborative partnerships and information and resource sharing by those who are directly responsible for road safety management (Recommendation 27).

List of Recommendations

Recommendation 1

The Committee recommends the establishment of an interagency working group, comprising the RTA, NSW Health, NSW Police and other Government agencies currently collecting statistical information on road safety issues. The working group should develop a comprehensive plan to collect and disseminate consistent road safety statistics and information.

Recommendation 2

The Committee further recommends that the Centre for Road Safety be the responsible lead agency to house and promote this database and ensure that collected data is made widely available, free of charge, in a variety of formats to meet the needs of diverse stakeholders and interest groups.

Recommendation 3

The Committee recommends that the RTA Centre for Road Safety commission further research into the causes of young driver risk in order to devise more effective countermeasures. In particular, such research should focus on the psychological competencies to drive safely, including impulse control and self-regulation.

Recommendation 4

The Committee also recommends that the Centre for Road Safety sponsor further research into the impact of drugs and driving, in conjunction with the recent introduction of random drug testing of drivers in NSW. Additional research should also be focussed on the effect of driver fatigue in relation to age and driving experience.

Recommendation 5

The Committee recommends that the NSW Minister for Transport, through the Australian Transport Council, requests that the Australian Bureau of Infrastructure, Transport and Regional Economics provide information on the costs of young driver road crashes as part of their current national study.

Recommendation 6

The Committee has serious concerns that the impact of peer passenger restrictions and the increase in logbook hours from 50 to 120, particularly for rural populations, has not been adequately evaluated and recommends that the RTA commissions a further assessment to determine the social and economic costs of these changes and whether the stated objectives of these policies have been achieved.

Recommendation 7

The Committee recommends that the RTA examine other ways to address the specific road safety needs of rural and regional communities and adopt a more localised approach to road safety in New South Wales. In order to maximise the efficient use of resources and to ensure collective ownership of solutions as part of this process, the RTA should instigate a collaborative consultation with local professionals (road safety officers, emergency services, educators, youth workers, and community organisations) to deliver a range of road safety programs tailored to local needs. These consultations should also involve the Ministry of Transport.

Recommendation 8

The Committee recommends that the NSW Government seek to bring to a successful conclusion, discussions with the Commonwealth Government and other State/Territory governments regarding the introduction of a national policy to display ANCAP ratings on all vehicles at point of sale.

Recommendation 9

The Committee recommends that the RTA, in consultation with Local Traffic Committees, review its processes for determining speed limits on rural roads. These processes should involve the local community by providing information, conducting public forums about the setting of such speed limits and establishing appropriate standards and rationales for decisions.

Recommendation 10

The Committee recommends that the RTA, through the Centre for Road Safety, investigate compliance with current seatbelt restraint driver and passenger requirements, particularly in rural parts of NSW and, if appropriate, initiate a new campaign of enforcement and promotion to reinforce the seatbelt safety message.

Recommendation 11

The Committee is concerned about the high incidence of aggressive behaviour by certain young male drivers and strongly recommends that the RTA Centre for Road Safety sponsor immediate further research into links between antisocial behaviour, substance abuse and high-risk driving behaviour for young people, particularly young male drivers.

Recommendation 12

The Committee also recommends that the Centre for Road Safety, in conjunction with other NSW Government agencies, supplement this work with further research to develop driver offender programs specifically targeting young reoffenders. Research should focus on a range of possible interventions such as one-on-one and group offender programs to address reoffending risks, particularly in the case management of young people on supervised court orders.

Recommendation 13

For young drivers less than 18 years of age, the Committee recommends that the NSW Department of Education and Training and the Department of Juvenile Justice become involved in the design and delivery of evidence based early intervention programs for young offenders which confer resistance to further offending behaviour.

Recommendation 14

The Committee recommends that the RTA, in collaboration with the NSW Department of Education, NSW Police, the Department of Juvenile Justice and the Attorney-General's Department conduct a review of the effectiveness of the Traffic Offender Intervention Program. Such a review should distinguish between reductions in re-offending and crash rates.

Recommendation 15

The Committee recommends that the RTA, in consultation with the ADTA, develop an improved regulatory framework for assessing driving instructor competency, including regular and random assessment of instructors to provide greater quality assurance in the industry.

Recommendation 16

The Committee recommends that the RTA boost support for initiatives such as the *Helping Learner Drivers Become Safer Drivers* workshops in order to encourage greater attendance. Additionally, the RTA should provide greater resources for Logbook Runs and mentoring programs.

Recommendation 17

The Committee also recommends that the RTA investigate interactive web based programs to support enhanced information provision for young drivers and their parents.

Recommendation 18

In recognition of the current anomaly in the *Driving Instructors Act 1992*, the Committee recommends that the RTA seek to amend the Act to ensure that community mentor programs that rely on corporate involvement can continue to provide driver supervision and mentoring to socio-economically disadvantaged youth.

Recommendation 19

The Committee recommends that the Novice Driver Trial be subject to oversight and scrutiny by independent experts who can bring objectivity and scientific rigour to the process and to the subsequent evaluation of results.

Recommendation 20

In relation to school based road safety education programs, the Committee recommends that appropriately vocationally qualified and experienced road safety practitioners participate in the delivery of the PDHPE curriculum by presenting material in a different format to that delivered by the classroom teacher. This material would have to be endorsed by the RTA and the DET.

Recommendation 21

The Committee also recommends that school based programs be subjected to rigorous evaluation to assess their efficacy and to develop a best practice model, with standardised delivery and implementation measures.

Recommendation 22

In relation to community based programs, the Committee recommends that, in the short term, the RTA update its publication "Principles of Effective Community-Based Safe Driving Programs for Novice Drivers and Passengers" to assist driver education providers on the ground. As a longer-term objective, the Committee recommends that the RTA design a template for a model young driver education program, thereby enabling a more standardised approach based on empirical evidence of efficacy and utility.

List of Recommendations

Recommendation 23

As part of the development of a young driver education template, the Committee also recommends that the RTA establish a consultation process with external research agencies, community providers and young people to ensure broad support and shared ownership of this initiative.

Recommendation 24

The Committee recommends that the RTA, through the Centre for Road Safety, promote its road safety initiatives and activities in a more proactive manner by hosting its own website and providing a more targeted range of information services to young drivers, parents, researchers, policy makers and other road users.

Recommendation 25

The Committee recommends that the RTA provide more information regarding its rationale for increasing the number of logbook hours required before drivers can sit for a driving test. This is in addition to the evaluation of the impact of this change, already recommended.

Recommendation 26

The Committee recommends that the RTA, as part of its current assessment of the Road Safety Officer Program, provide greater clarity concerning the future of this Program and give strong consideration to providing increased levels of funding and support to Road Safety Officers. The continuation and expansion of this Program will increase Council involvement in locally based road safety initiatives, such as assisting with the provision of additional transport options in rural and regional areas and in coordinating the activities of local government in the area of young driver safety more generally.

Recommendation 27

The Committee recommends that the RTA evaluate the current range of road safety bodies and committees and develop a more inclusive model, involving government and non-government agencies and stakeholder groups in the setting of priorities and the development of new policy. Such a model should provide a greater level of transparency and accountability and include representation by young drivers. It should also foster greater collaborative partnerships and information and resource sharing by those who are directly responsible for road safety management.

Chapter One - Introduction

BACKGROUND

- 1.1 Young drivers continue to be overrepresented in crash statistics. According to data compiled by the Roads and Traffic Authority (RTA), young, primarily male drivers are involved in almost 30% of fatal crashes¹ and 29% of all motor vehicle crashes². This is despite the fact that they constitute only 16% of all licence holders³. The trauma that results not only affects young drivers themselves, but also their passengers, families and other road users.
- 1.2 A more detailed examination of NSW young driver statistics reveals that although the number of young drivers killed in motor vehicle crashes started to trend down after 2000, an increase in fatalities in 2005 moderated this decline. This was reinforced in 2006, when there was a significant increase in the number of young driver fatalities in New South Wales.
- 1.3 Figures for 2006 indicate that 73 young drivers were killed on the roads⁴, compared to 50 the preceding year⁵. This represents an increase of 46%. While the considerable increase in the number of young driver fatalities in 2006 could be interpreted as a statistical anomaly, the sustained overrepresentation of this age group in road fatalities highlights the need for strategic countermeasures to target underlying causes and contributory risk factors involved.
- 1.4 Partly in response to the significant increase in young driver fatalities in 2006, the Government announced major reforms to the Graduated Licensing Scheme (GLS), including: an increase in the mandatory period of supervised driving from 50 to 120 hours (including at least 20 hours of night time driving); doubling the minimum period for learners licences from six to 12 months (and extending the validity of learner licences from three to five years); and automatic suspension (and confiscation of licences) for learner or provisional licence holders exceeding the speed limit by 30km/h or more.
- 1.5 In addition, in November 2006 the RTA convened a Young Drivers Advisory Panel to advise the Government on other initiatives to reduce the road toll for young and novice drivers, including the possibility of introducing peer passenger restrictions for provisional licence holders⁶. The Panel handed down its recommendations on 9 January 2007.
- 1.6 On 10 January 2007, the Minister for Roads announced changes to the driving licensing regime including; peer passenger restrictions; three month suspensions for P1 drivers caught speeding; a new driving test; a ban on P1 mobile phone use; and changes to the display of L and P plates. According to the media release accompanying the announcement⁷, these initiatives complemented the “earlier

¹ Roads and Traffic Authority (RTA), *Road Traffic Crashes in New South Wales 2006*, Table 16a, p. 34.

² *ibid.*, Table 16d, p. 86.

³ *ibid.*, Table 33, p. 86.

⁴ *ibid.*, Table 27a, p. 74.

⁵ Roads and Traffic Authority (RTA), *Road Traffic Crashes in New South Wales 2005*, Table 27a, p. 74.

⁶ This restriction was subsequently introduced, with effect from 1 July 2007. The panel also included representatives from NSW Police Force, National Roadside Motoring Association (NRMA), Commission for Children and Young People, Motor Accidents Authority (MAA), NSW Youth Advisory Council, the Staysafe Committee and community members.

⁷ RTA Media Release, 10 January 2007.

Introduction

reforms”, which included an increase in logbook hours from 50 to 120 (including 20 hours night time driving) and a minimum licence period of 12 months for learner drivers).

- 1.7 The severity and persistence of the high level crash risk involving young drivers, combined with the recent introduction of measures aimed at mitigating that risk, prompted the Staysafe Committee to undertake its Inquiry. The Committee determined to review the context of young driver risk, to assess the effectiveness and availability of training and education programs available to both novice drivers and young repeat offenders in urban and rural settings and to examine initiatives to improve young driver safety.
- 1.8 For the purposes of the Inquiry, the Committee is mainly focussing its investigation on drivers less than 25 years of age. The Committee has also given particular consideration to the adequacy of current driver training and education for young people who are in the process of obtaining either their learner or provisional licence, on the basis that driver training and education is relevant to novice drivers⁸, not just young drivers.
- 1.9 The report employs the term “crash” rather than “accident” to make the distinction that traffic crashes are not unavoidable, but rather “the avoidable results of circumstances and human acts”⁹. Where other sources are quoted, the original terminology has been retained.

CONDUCT OF INQUIRY

- 1.10 On 21 August 2007, the NSW Joint Standing Committee on Road Safety (Staysafe) resolved to inquire into young driver safety and education programs in New South Wales.
- 1.11 The aim of the Inquiry was to examine, and make recommendations to address, the underlying causes of the high incidence of young driver fatalities, and assess the availability and adequacy of appropriate driver education programs targeting this at risk group.
- 1.12 The terms of reference adopted for the Inquiry directed the Committee to inquire into and report on the factors involved in young driver road traffic accidents and fatalities, in particular:
 - a) The current incidence of road crashes involving young drivers in NSW;
 - b) Underlying risks and major factors contributing to such crashes;
 - c) Differences in driving behaviour, crash outcomes and relevant trends in urban and rural areas of NSW;
 - d) The availability and appropriateness of current diversionary and educational programs for young offenders involved in serious traffic violations;
 - e) The efficacy of young driver education programs and the potential for development and expansion of these programs, subject to proper evaluation;
 - f) Other initiatives to improve young driver safety; and
 - g) Any other relevant matters.

⁸ Novice drivers are defined as those relatively new to the driving task.

⁹ OECD/ECMT - Transport Research Centre, 2006, *Young Drivers – The Road to Safety*, p. 59.

- 1.13 The Committee launched the Inquiry by advertising its terms of reference and calling for submissions from relevant organisations and the public on 28 September 2007, with the submission period closing on 30 November 2007. In total, the Committee received 68 submissions from local government Councils, State government agencies, non-government organisations and private individuals. A full list of submissions received can be found at Appendix 1.
- 1.14 In the course of the Inquiry, the Committee Secretariat attended the Australian Youth and Road Trauma Forum – a joint initiative of the Westmead Hospital Trauma Service, Sydney West Area Health Service, and the NRMA Motoring and Services.
- 1.15 In addition, the Committee held three days of public hearings in Sydney and one day at Port Macquarie. This enabled Committee Members to explore in greater detail issues raised in submissions with a range of representative organisations and individuals. A list of witnesses who appeared can be found at Appendix 2.
- 1.16 A Committee delegation also conducted inspections and discussions with road safety authorities in Canada and Norway and attended a vehicle safety conference in Germany as part of its information gathering activities for the Inquiry. These visits enabled direct comparisons and contrasts to be made with similar jurisdictions dealing with young driver issues and to draw on their expertise. A list of meetings attended and officials with whom the Committee held discussions can be found at Appendix 3.

REPORT STRUCTURE

- 1.17 This Report summarises the information provided in submissions and obtained in public hearing evidence, based on the Inquiry's terms of reference. Chapter 2 assesses the adequacy of crash data currently available; Chapter 3 examines the risk factors that contribute to young novice drivers' overrepresentation in road crashes; Chapter 4 looks at the similarities and difference in trends and priorities in urban and rural areas; Chapter 5 explores the range of interventions available for young driver offenders; Chapter 6 considers the satisfactoriness of novice driver training; Chapter 7 explores the adequacy of young driver education programs; and Chapter 8, the final chapter, evaluates major policies targeting young driver safety and discusses interagency cooperation and collaboration.

Chapter Two - Young Driver Crash Data

DATA COLLECTION SOURCES

- 2.1 Under the first part of its terms of reference, the Committee was required to examine the current incidence of road crashes involving young drivers in NSW. For the purposes of this report, the definition of young driver is any person under the age of 25 although some of the data collections utilised include information on drivers up to 26 years of age. Whereas this Chapter deals with data collection, Chapter 3 will cover risk factors associated with the available crash data and associated behavioural research.
- 2.2 In order to provide context for the Inquiry and to document the extent of injuries and fatalities involving young drivers, the Committee sought available objective information on which to base its preliminary analysis and to guide its deliberations. An assessment of the adequacy of current data and statistical information also serves to address shortcomings in official data collection and provides a basis for making recommendations for improvements in this area.
- 2.3 The Committee has received a wealth of information concerning road trauma and fatalities. Submissions from Federal and State Government authorities, local government Councils, insurance organisations and a range of academic, private institutions and individuals have provided useful background, which has been followed up with further questions and elaboration at public hearings held in connection with the Inquiry.

International Data

- 2.4 At a global level, traffic crashes are the primary cause of deaths of people aged 15-24 years old in OECD countries, accounting for 35% of all fatalities, or approximately 25 000 people annually.¹ According to the World Health Organisation (WHO) mortality database, traffic crashes spike in this age cohort and then trend down for older population groups. Worldwide, in 2002, traffic accidents constituted the second largest single cause of death for people 15-29 years old and the greatest source of fatalities for men in the same age group.²
- 2.5 Within the fatality statistics cited above, young drivers comprise 27% of all drivers killed in crashes and represent a far larger proportion of all driver deaths than the proportion of people of that age group in the overall population. Their overrepresentation in crash fatality data also has consequences for passengers and other road users, who are directly impacted by young driver risk behaviour.
- 2.6 Detailed examination of the demographic characteristics of young drivers demonstrates that death rates for young men are consistently higher than for young women by a factor of three or more. The high crash fatality and injury rates of young male drivers represent a major public health issue as well as a huge cost burden on societies. In the United States, government estimates put the cost of road crashes

¹ OECD/ECMT - Transport Research Centre, 2006, *Young Drivers – The Road to Safety*, p. 27.

² Ibid.

Young Driver Crash Data

involving 15-20 year old drivers at \$US 40.8 billion in 2002.³ Canada estimates the social cost of road crashes at \$CAN 27 million per day.⁴

Australian Data

2.7 In the Australian road safety environment, a similar pattern is evident. According to the Australian Transport Safety Bureau (ATSB):

The over-representation of young drivers in fatal and serious injury crashes is an issue of serious concern for all governments in Australia. Road crashes continue to be one of the main causes of death for young adults in Australia. Australian Bureau of Statistics data show that in 2004, transport accidents accounted for 32 per cent of all deaths for people 15 to 24 years old.⁵

2.8 The submission from the ATSB provides further statistical background to the Australian context. Table 1 shows the number of road deaths and serious injuries among people aged 15-24 as a proportion of all road deaths and serious injuries, for both males and females.⁶ Data is provided for 2003-04 (the latest period for which serious injury data is available), and the 12 months to October 2007 (the latest period for which road death data is available). The table shows that young people account for about one-quarter of all road deaths and a slightly higher proportion of serious injuries and that the representation of young people is greater among males than females. In 2006, the 15-24 year age group formed 13.9% of the population.

Table 1: Proportion Of Road Deaths And Serious Injuries Involving Young Road Users

Road Deaths, July 2003-June 2004			
	All road users	People aged 15-24 years	Deaths of people 15-24 years old as a proportion of all road user deaths
Males	1122	293	26%
Females	472	104	22%
Persons	1594	397	25%

Persons seriously injured in road crashes, July 2003-June 2004			
	All road users	People aged 15-24 years	Deaths of people 15-24 years old as a proportion of all road user deaths
Males	18 846	5 527	29%
Females	9 934	2 579	26%
Persons	28 782	8 106	28%

Road Deaths, November 2006-October 2007			
	All road users	People aged 15-24 years	Deaths of 15-24 year olds as a proportion of all road user deaths
Males	1 183	291	25%
Females	429	91	21%
Persons	1 612	382	24%

³ OECD/ECMT - Transport Research Centre, op. cit., p. 14.

⁴ Discussions with Transport Canada, 9 September 2008.

⁵ Submission 58, ATSB, p. 1.

⁶ Ibid.

2.9 According to the ATSB:

Available data indicates that road death rates for both males and females are higher for 15-24 year old road users than all other age groups (except for males over 84 years of age). Road death rates for males are consistently higher than for females, and the gap is more pronounced in the younger age groups. The elevated rate in the older age groups is partly attributed to the greater physical fragility of older road users in that young adults frequently survive crashes that would kill older persons.⁷

NSW Data

2.10 The pattern of road deaths in NSW is very similar to the Australian profile. This is demonstrated in Table 2⁸

Table 2: Road death rates per 100,000 people, NSW and Australia, 2006

	15-19 years	20-24 years	Total death rate
NSW Males	21.3	27.2	11.0
Australian Males	21.0	26.4	11.6
NSW Females	6.7	6.9	3.6
Australian Females	8.5	6.8	3.9
NSW Total	14.2	17.2	7.3
Australian Total	14.9	16.9	7.8

2.11 The NSW Roads and Traffic Authority (RTA) provides the most comprehensive set of motor vehicle statistics published in NSW. The main information about road crashes is contained in the RTA's Traffic Accident Data System (TADS). Other data provided by the RTA includes traffic volume data and vehicle registration and licensing figures. Data relating to driver profiles provided by the RTA indicates that at 30 June 2007, there were 728,518 licence holders under 26 years of age in NSW. This represents an increase of 28,997 from the previous year. While people under 26 constitute 16% of all licence holders, they are involved in 31% of all road crash fatalities.⁹

Table 3 sets out the number of young drivers by licence category.¹⁰

Table 3: License holders aged under 26 years, as at 30 June 2007

Licence Type	Number	% of total
Learner	182,763	25.1
P1 (Red)	122,120	16.8
P2 (Green)	176,139	24.2
Unrestricted	247,496	34.0
Total	728,518	100.0

2.12 It is worth noting that while P platers in NSW hold 7% of all licences, they represent 14% of all drivers involved in fatal crashes, which accounts for 20% of all fatalities.

2.13 Furthermore, per 100,000 licences, P1 drivers are involved in three times as many fatal crashes, whereas P2 drivers have double the crash involvement.¹¹ According to

⁷ Submission 58, ATSB, p. 2.

⁸ Ibid, p. 3.

⁹ Submission 56, RTA, p. 5.

¹⁰ Ibid.

¹¹ Ibid p. 6.

Young Driver Crash Data

the RTA: “A 17 year old with a P1 licence is four times more likely to be involved in a crash than a driver aged 26 or older.”¹²

- 2.14 An analysis of compulsory third party claims data, provided by the Motor Accidents Authority (MAA) also “demonstrates that young people are disproportionately involved in crashes and disproportionately involved as young drivers of vehicles which are the primary cause of crashes leading to Compulsory Third Party claims.”¹³
- 2.15 Further analysis of the MAA claims data indicates that young male drivers represent 67% of at fault drivers involved in road crashes and that 31% of such claims originate in regional areas of NSW.¹⁴
- 2.16 Submissions from a range of NSW local government Councils reinforce this trend. Rural Councils have provided figures indicating that the involvement of young male drivers in accidents and fatalities generally exceeds the State average. Data from regional areas give figures of young driver crash involvement ranging between 13% for Albury¹⁵ and 34% for Camden.¹⁶ This contrasts with 22% for Lane Cove¹⁷ and 39% for North Sydney.¹⁸ However, these figures are not directly comparable, due to differences in sampling methodology, data collection timeframes and sample size.

Indigenous Data

- 2.17 A deficiency within the road safety data collected at State level is the lack of available disaggregated data for indigenous drivers and passengers involved in vehicle crashes. A report on indigenous road safety produced by ATSB cites that “only databases for Western Australia, Queensland and Northern Territory identify indigenous involvement in road crashes”.¹⁹ In addition, the report identifies that the majority of indigenous fatalities occurs in the 15-24 year age group.
- 2.18 The importance of specific data categories for indigenous drivers is reinforced in a submission from an RTA Registry Service Officer from Albury, who refers to data indicating that “Aboriginal people are 3.4 times more likely to be involved in a fatal car accidents.”²⁰ The submission also claims that 58% of Aboriginal convictions are for traffic related offences, representing 33% for driving offences and 25% for driving without a licence.²¹
- 2.19 Such information is essential in designing appropriate intervention and driver education programs. The analysis of comprehensive data based on indigenous involvement in vehicle injuries and fatalities would greatly assist in identifying specific risk factors and tailoring programs appropriately for the indigenous population.

¹² Ibid p. 7.

¹³ Submission 46, MAA, p. 4.

¹⁴ Ibid p. 5.

¹⁵ Submission 19, Albury City Council, p. 2.

¹⁶ Submission 24, Camden Council, p. 1.

¹⁷ Submission 32, Lane Cove Council, p. 1.

¹⁸ Submission 27, North Sydney Council, p. 2.

¹⁹ ATSB Road Safety Research Report CR 225, Australian Indigenous Road Safety, p. vi.

²⁰ Submission 2, Troy McGrath, p. 9.

²¹ Ibid.

Adequacy of Data Collection

- 2.20 Comprehensive and consistent data collection forms the basis for the development of soundly based policy. The Committee has been told that there is a deficiency in this area. The lack of consistency in data collection can be remedied by greater reliability and accuracy in data capture and highlights the need for transparency and public access to available data.
- 2.21 The availability of reliable empirical information on which to make informed judgements and policy decisions and to guide further research also raises the issue of interagency collaboration. The development of a comprehensive road safety database requires input from a range of different sources such as licensing and car registration figures, police road and traffic infringement statistics, emergency and hospital data and coroners' findings.
- 2.22 The Acting Director of the NSW Centre for Road Safety, in commenting on the RTA crash database, told the Committee:
In terms of whether or not that database is perfect, or whether or not there are things I would like to have in it, there is more information I would like to have. I am not sure that we can get it ... So there are things about that database which, in the ideal world, I would want to improve. Though I think, in terms of international best practice, it is a really top-quality database, it is still not perfect.²²
- 2.23 The submission from the Parliamentary Secretary for Health, while acknowledging that NSW Health has not undertaken specific research into young driver road crash incidents, makes reference to the value of supplementing the RTA TADS collection with hospital statistics. Routinely collected hospitalisation data, known as the Admitted Patients Data Collection, can provide information on the types, rates and causes of injuries requiring hospitalisation following motor vehicle crashes. This data also includes age and locality of residence. According to NSW Health, linking such data can add depth and "bring greater richness to the information available".²³
- 2.24 The NSW Police Commander of Traffic Operations, in evidence to the Committee, highlighted the lack of a comprehensive database of road safety information:
New South Wales Police has extensive data holdings relating to road trauma and traffic law enforcement, which provide a wide range of useful data to assist with the identification of problems or trends in the guide to the tasking of police resources. Current systems do not, however, allow us to directly link licence categories with offences. Given the obvious value of accurate statistical data, we are continuing our efforts to obtain other data sources and to improve our ability to interrogate it. So much so that we have a submission presently before the State Debt Recovery Office which will allow us, the New South Wales Police Force, to directly input into their electronically stored traffic infringement notices which may with the right massaging answer the question raised in regards to negligent driving for P1 and P2 drivers. The development of that program is obviously some way off.²⁴
- 2.25 In further questioning from the Committee regarding the sharing of traffic infringements data with the RTA, Commander Evans responded:
We do get back data from the Roads and Traffic Authority. I do not think there is another organisation that would have that type of information available on traffic infringement notices because obviously there are issues regarding confidentiality. Being

²² Transcript of Evidence, 23 June 2008, p. 2.

²³ Submission 16, NSW Health, p. 1.

²⁴ Transcript of Evidence, 19 February 2008, p. 25.

Young Driver Crash Data

that the New South Wales Police Force issues the most infringement notices in New South Wales, other than the local Councils which are mainly restricted to parking type offences, I cannot think of any other organisations that would have the data that we do.²⁵

- 2.26 Another source of useful data is derived from the vehicle insurance industry. NRMA Insurance, and other car insurers who have made submissions to the Inquiry, have provided aggregated claims statistics but, as IAG itself acknowledges, their customer insurance base is not fully representative. This is due to the fact that it is a self-selecting subset and represents a more risk averse population. The NRMA Insurance submission does assert, however, that based on their figures, “there is no discernible improvement in error incident rates in young drivers over the last three years.”²⁶
- 2.27 Comprehensive and reliable data collection and the provision of consistent information are also stressed in the Suncorp/GIO General Insurance submission. GIO asserts that “there are fundamental weaknesses in the way road safety information is compiled and communicated to young people”.²⁷
- 2.28 The argument is made that crash reporting employs limited statistical information to issue simple messages and does not reflect careful analysis, thereby leading to a distorted representation of the “real risks on the roads”.²⁸ Furthermore, GIO claims that there is “a tendency for Governments and other agencies to hoard data”²⁹, that comprehensive data is only available on a paid basis and that there are insufficient resources to analyse available data and accurately communicate results and findings.
- 2.29 In its submission, GIO makes the point that producing simple messages and oversimplifying issues acts to reduce ownership of the problem due to a lack of identification by the target audience. According to GIO, carefully researched and widely distributed information can empower young people by providing a good causal understanding of road risks and car crashes.³⁰

CONCLUSIONS AND RECOMMENDATIONS

- 2.30 The Committee acknowledges that there is a range of available sources of information about road safety based on the requirements of the particular agency for which the data is collected. However, the Committee found that there is a lack of standardisation in these data collections and therefore considers that this is an area requiring further scrutiny and improvement.
- 2.31 In the vital area of road safety information collection and dissemination, which guides policy, research and public education, the Committee is concerned at the lack of collaboration between Government agencies to share and pool available statistics and information. Additionally, efforts should be made to standardise the nature of the raw data collected, in order to enable valid and reliable comparisons to be made and to assemble a coherent set of indicators and trends to guide reforms and future policy decisions.

²⁵ Ibid, p. 26.

²⁶ Submission 53, IAG, p. 3.

²⁷ Submission 47, GIO, np.

²⁸ Ibid, p. 1.

²⁹ Ibid p. 2.

³⁰ Ibid, p. 1.

- 2.32 The availability of comprehensive information to guide research and public information activities is an essential component in the effort to improve road safety. Such information should be provided in a range of formats to serve various purposes. Raw and pooled data should therefore be made available to researchers, interest groups and the public, free of charge, in order to advance public education and to build on further research.

RECOMMENDATION 1:

The Committee recommends the establishment of an interagency working group, comprising the RTA, NSW Health, NSW Police and other Government agencies currently collecting statistical information on road safety issues. The working group should develop a comprehensive plan to collect and disseminate consistent road safety statistics and information.

RECOMMENDATION 2:

The Committee further recommends that the Centre for Road Safety be the responsible lead agency to house and promote this database and ensure that collected data is made widely available, free of charge, in a variety of formats to meet the needs of diverse stakeholders and interest groups.

Chapter Three - Risk Factors

CHARACTERISTICS OF YOUNG DRIVER RISK

- 3.1 As detailed in the previous Chapter, young drivers carry a disproportionate crash burden, as reflected in vehicle crash data gathered internationally, nationally and by local municipalities. According to the OECD:
young people are subject to...a complex blend of emotional and physical immaturity, personality and gender-related factors, the lifestyles and social norms associated with youth, the challenge of learning to drive, emotions, and in-vehicle distractions, all of which combine to make them more at risk behind the wheel than older, more experienced drivers.¹
- 3.2 In their appearance before the Committee, the Australasian College of Road Safety (ACRS) described young driver risk in the following terms:
...young drivers in comparison to older drivers were motivated for risky driving by experience seeking, excitement, sensation seeking, social influence, prestige seeking, confidence familiarity, underestimation of risk, irrelevance of risk, letting off steam and getting there quicker.²
- 3.3 This Chapter seeks to briefly describe the overarching factors giving rise to young driver road safety risk by focusing on key characteristics such as age, experience and gender related influences. These factors are compounded by other contributing circumstances such as road and vehicle conditions, the presence of passengers, vehicle speed, licit and illicit substances and driver distraction.
- 3.4 The acquisition and development of driving skills and risk awareness are developed in greater detail in Chapters 6 and 7 of the Report.

Experience

- 3.5 A key determinant of adverse driving events for young novice drivers is inexperience. In a policy brief developed by the Joint Transport Research Centre of the OECD and the European Conference of Ministers of Transport, attention is drawn to the fact that:
Good drivers are made, not born, and learning to drive safely takes time and needs extensive practice. With time, the actions of driving – changing gears, looking in the rear-view mirror, steering, correctly assessing situations, reacting appropriately, etc. – become automatic. However, the novice driver has to think about these actions, increasing overall mental workload and possibly distracting attention from the road.³
- 3.6 This point is reinforced in several submissions to the inquiry. The George Institute for International Health states that:
...the majority of young driver at-fault crashes are due to driver error, rather than intentional risk taking behaviour. Crash risk is particularly high during the early months of independent driving, implicating the role of inexperience and suggesting intervention should be targeted prior and during this period.⁴

¹ OECD/ECMT - Transport Research Centre, 2006, *Young Drivers – The Road to Safety*, p. 67.

² Transcript of Evidence, 20 February 2008, p. 55.

³ OECD, 2006, Policy Brief, *Young Drivers*, p. 3.

⁴ Submission 25, The George Institute for International Health, p. 4.

Risk Factors

- 3.7 The submission from Youthsafe, a not for profit organisation focused on the prevention of injury in young people, makes reference to driving experience constituting more than vehicle handling skills, relating it also to multi-tasking, hazard identification and decision making.⁵ The Youth Action Policy Association (YAPA), another peak body representing the interests of young people in NSW, cites research demonstrating that all new drivers are at greater risk of serious injury or death in the first six months of independent driving.⁶
- 3.8 The motoring organisation NRMA draws attention to the inherent paradox that the acquisition of driving skills occurs at the most risky period in a driver's life.⁷

Age

- 3.9 As already indicated, the risk of involvement in crashes is greatest during the first months of driving. However, this decreases substantially with increasing age of driving commencement. Research carried out into novice driver crash involvement confirms a decreasing risk determined by increasing age. This means that age related factors such as physical and emotional immaturity are good predictors of novice driver crash risk and severity.⁸
- 3.10 Studies carried out in other Western countries indicate that young novice drivers have more crashes than older novice drivers, both per person and per kilometre driven and that this gap reduces over the first two years of driving.⁹ Indeed, according to data from the Netherlands, a novice driver at 18 years of age would have their crash risk reduced by 66% if they had commenced driving at age 21.¹⁰ It must also be emphasised, however, that there would be a social and economic cost involved in limiting driving mobility until age 21.
- 3.11 The combination of experience and age related factors makes young driver risk different from novice drivers in general. This is acknowledged in the submission from the NSW Roads and Traffic Authority as follows:
Some risky behaviour is the result of a conscious decision - such as thrill seeking or aggression... some risky behaviour may be unintentional. Young people may not assess the risk involved in the same manner as mature adults and therefore may not see the potential consequences.¹¹
- 3.12 Another way of understanding the propensity for risk taking by young drivers is by looking at cognitive processes and brain development. The submissions made by the RTA and the Royal Australasian College of Surgeons (RACS) refer to the slow rate of development of areas in the brain governing reasoning and impulse control. According to the RACS:
There is evidence to suggest that the part of the brain that assesses risks and controls impulsive behaviour is not fully developed until about age 25 (23 years in females), providing a physical reason why restrictions such as night time curfews and limiting peer passengers is so important.¹²

⁵ Submission 39, Youthsafe, p. 5.

⁶ Submission 63, YAPA, np.

⁷ Submission 55, NRMA, p. 2.

⁸ OECD/ECMT - Transport Research Centre, op.cit., p. 36.

⁹ Ibid., p. 36.

¹⁰ Ibid., p. 38.

¹¹ Submission 56, RTA, p. 7.

¹² Submission 61, RACS, np.

3.13 The submission from the RTA also considers that the lack of mature development of the “parts of the brain responsible for perceiving hazards and limiting relevant behaviour do not fully mature until after the teenage years, meaning young drivers are more likely to experiment and take dangerous risks”.¹³

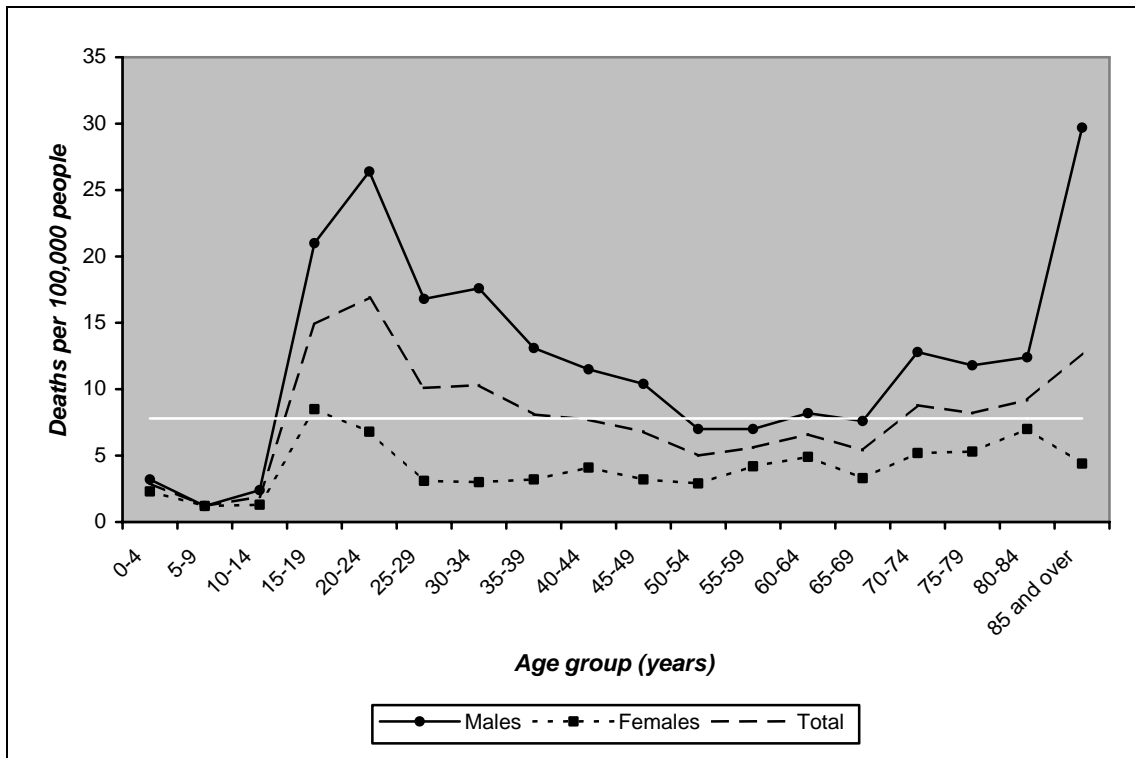
3.14 In the broader context, young people:
 are typically in a period of rapid maturation, whereby they test boundaries and assert independence. They are at a stage in life that is often intensely social, including being active at night and on weekends, in groups, and sometimes involving alcohol and/or drugs.¹⁴

Gender Differences

3.15 The previous Chapter provided data demonstrating the increased crash risk level for young male drivers, both in frequency and severity. Although young male drivers tend to drive more than female drivers, when adjusted for kilometres driven young male drivers are responsible for a greater number of crashes and up to three times the number of crash fatalities on the road.

3.16 This is illustrated in the following sets of figures, detailing road crash fatality rates in Australia and New South Wales based on population figures for 2006.¹⁵

Figure 1: Australian road death rate per 100,000 people, by age group and gender, 2006



Note: The horizontal white line at 7.8 represents the overall 2006 Australian death rate.

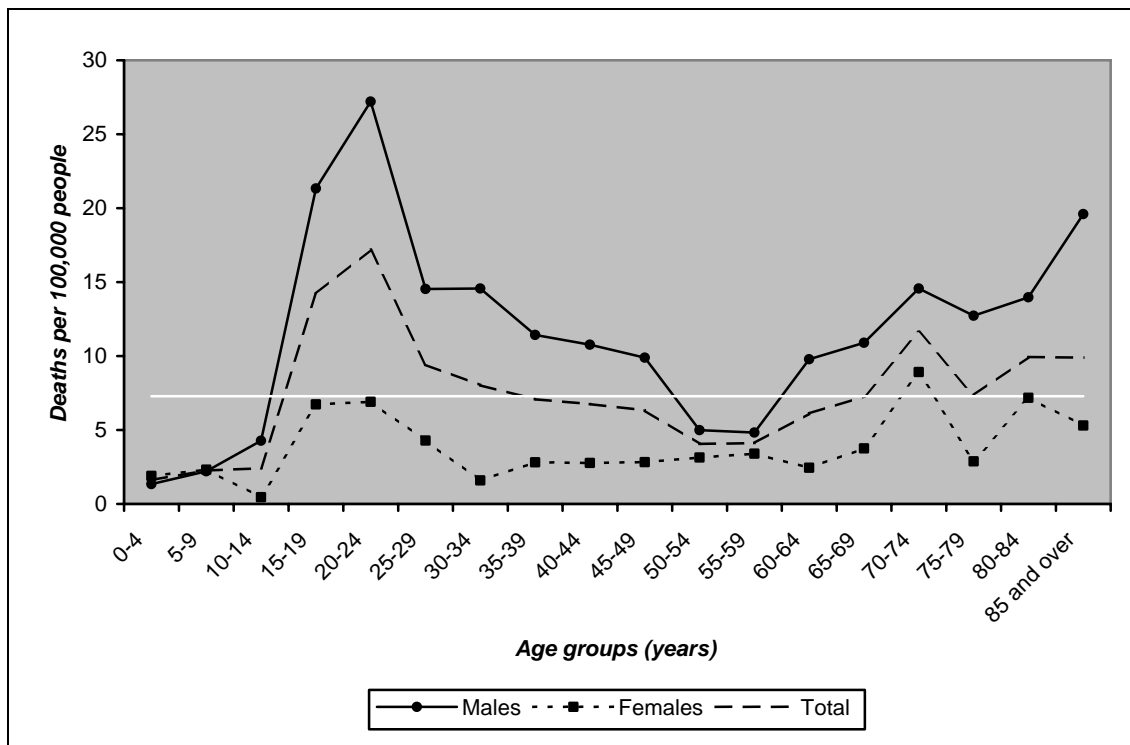
3.17 As can be seen in Figure 2, data for New South Wales is comparable to the national pattern, as follows:

¹³ Submission 56, RTA, p. 7.

¹⁴ OECD/ECMT - Transport Research Centre, op.cit., p. 13

¹⁵ Submission 58, ATSB, pp. 2-3.

Figure 2: NSW road death rate per 100,000 people, by age group and gender, 2006



Note: The horizontal white line at 7.3 represents the overall 2006 NSW death rate.

- 3.18 In several research studies, young males consistently demonstrate a propensity to greater risk taking, sensation seeking, speeding and antisocial behaviour than young female drivers. Young male drivers also drive more for leisure, at night and with friends and passengers, all contributing to a higher risk profile.¹⁶
- 3.19 The interaction between experience, age and gender provides a general context for describing the major factors involved in young driver crash and fatality risk. However, a set of more specific factors must be addressed in any comprehensive intervention strategy to reduce the involvement of young drivers in the crash statistics.
- 3.20 Specific factors which contribute to the representation of young male drivers in the crash incidence and fatality statistics include: greater use of alcohol; a tendency to speed; increased competitive inclinations; and a stronger association with their vehicles as a component of their self-identity.¹⁷

SPECIFIC CONTRIBUTING FACTORS TO YOUNG DRIVER RISK

- 3.21 Although the overarching dimensions of age, experience and gender allow a degree of predictability for young driver risk of crash involvement, the reasons for risk proneness are highly complex and subject to a range of psychosocial, economic, cultural and environmental influences. In addition, there is another set of more situation specific variables, such as alcohol and drugs, fatigue and driver distractions, which can create degrees of impairment and reduced capability to effectively manage a vehicle on the road.
- 3.22 These specific factors enable road safety authorities to target strategies to modify risk behaviour, tailor campaigns to specific groups and environments and introduce

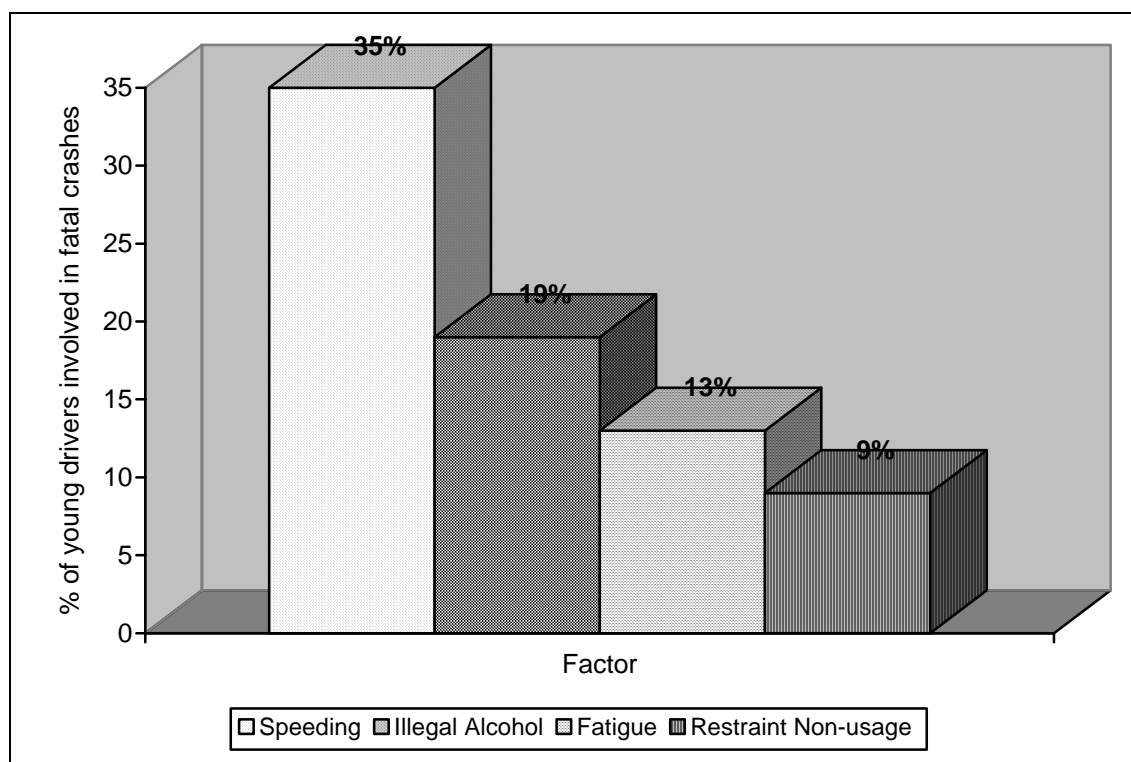
¹⁶ OECD/ECMT - Transport Research Centre, op.cit., p.70

¹⁷ Ibid.

regulatory mechanisms to sanction particular actions and behaviours which lead to increased risks to young drivers and the general population.

- 3.23 The RTA has identified “four major modifiable behaviours that young people (17-25 years of age) tend to engage in as novice drivers and passengers.”¹⁸ These are set out in the following table:

Figure 3: Drivers Aged Under 26 Years Involved in Fatal Crashes, 2004 to 2006 - Contributing Factors



Speeding

- 3.24 Figure 3 indicates that speed is the major single significant behavioural contributor to road crashes and fatalities on NSW roads. According to the RTA:

...travelling at 5km/h over the speed limit increases the risk of an injury crash by double, and the risk doubles again for each additional 5km/h. Drivers travelling at higher speeds have less time to react to dangerous situations and in the event of a crash are likely to receive more serious injuries.¹⁹

- 3.25 Studies conducted in the United States and in Victoria have confirmed the overrepresentation of young drivers in speed related crashes. In an analysis of Victorian crash data, speeding by young male drivers constituted close to 30% of crash causation, compared to 15% for older driver crashes. United States data confirms that speeding is a major factor in crash fatalities if the driver is male and under 25 years of age.²⁰
- 3.26 This trend is reinforced in NSW crash data, where P plate drivers (particularly P1) involved in fatal crashes have speed as a major contributor. Additionally, P plate

¹⁸ Submission 56, RTA, p. 8.

¹⁹ Ibid. p. 9.

²⁰ OECD/ECMT - Transport Research Centre, op.cit., pp. 43-44

Risk Factors

drivers, constituting 7% of licensees, represent 34% of speeding infringements greater than 30km/h and 41% of speeding incidents in excess of 45km/h. According to the RTA, P1 drivers are:

developing their driving control, hazard perception skills and driving experience. Any increase in speed over the posted speed limit or driving at an inappropriate speed for the road condition places the Provisional (P1) driver and their passengers and other road users at substantially increased crash risk.²¹

- 3.27 The NSW Graduated Licensing Scheme (GLS) seeks to increase the amount of driving experience and target risk taking behaviour through the licensing process. This will be discussed in greater detail later in the Report.

Alcohol and Drugs

- 3.28 The second major category of risk in Figure 3 is illegal alcohol. Alcohol and drugs affect the central nervous system and influence skills performance, mood and behaviour. While statistics for alcohol involvement in crashes is available, the incidence of drug related crash data is more problematic, as routine drug testing has not, until recently, been carried out in NSW.
- 3.29 On the basis of available information, alcohol is a common element in young driver crashes. In addition to physiological issues of reduced alcohol tolerance in young people generally, young and novice drivers have to devote more time and attention to the mechanical aspects of driving. Therefore, the impact of alcohol on driving performance is more severe than for more mature and experienced drivers. It is for these reasons that in NSW, learner and provisional licence holders are restricted to a zero alcohol limit.
- 3.30 The combined impact of reduced vigilance and social disinhibition resulting from alcohol consumption can also result in greater impulsivity and risk taking on the part of young drivers. Studies have also shown that alcohol, when consumed in social settings, may contribute to speed related single vehicle crashes involving passengers.²² In NSW, people aged under 26 comprise 38% of drink drivers involved in fatal crashes.²³
- 3.31 Although much research needs to be carried out in the area of drugs and driving, evidence indicates that drivers using illegal drugs and drug combinations have a risk of injury which is 25 times greater and, when combined with alcohol, 35 times greater than when these substances are not involved.²⁴

Fatigue

- 3.32 Fatigue is an important direct cause of many crashes. An RTA analysis of 2004-2006 crash data shows that 23% of young drivers are involved in fatigue related cases. While most of these are male drivers, fatigue does not discriminate on the basis of gender. However, as previously stated, male drivers tend to spend more time than female drivers on the road at night and this, combined with other risk factors, means

²¹ Submission 56, RTA, p. 10.

²² OECD/ECMT - Transport Research Centre, op.cit., p. 78.

²³ Submission 56, RTA, p. 11.

²⁴ OECD/ECMT - Transport Research Centre, op.cit., p. 80.

that driver fatigue crashes are more severe due to the lack of preventive measures, such as braking.²⁵

- 3.33 International research indicates that young people need as much sleep as children, although they frequently receive less. Sleep deprivation, in conjunction with inexperience and driving at night increases the risk of drowsiness related crashes. According to the RTA, the risk of a fatal fatigue crash is highest between 10pm and 6am, when it is four times greater than any point during the rest of the day.²⁶
- 3.34 The OECD Transport Research Centre has identified a deficiency in the research into fatigue in relation to age and driving experience and has called for further work in this area.

Other Factors

- 3.35 A range of other contributing factors to young and novice driver risk have been identified in the research literature and the submission from the RTA. These include driver distraction, multiple passengers, visual search skills and hazard perception. These factors contribute, in varying degrees, to the severity of a crash and the ability to take appropriate action to minimise risk to passengers and other drivers.
- 3.36 Research cited by the RTA indicates that young drivers are ten times more likely to be involved in a crash when they have two or more passengers in the same age group. This is due to the noise and behaviour of passengers distracting the driver from the driving task and may also result in the driver being encouraged by the passengers to take greater risks and engage in dangerous driving. A similar distraction results from the in-vehicle use of mobile phones and other entertainment devices. According to research carried out by the MAA, there is an increased crash risk of 400% for novice drivers using hand held or hands free mobile phones.²⁷
- 3.37 The research findings have resulted in the RTA imposing conditions on learner and provisional licence holders to reduce the potential for distraction while driving.
- 3.38 It should also be pointed out that most people want to drive safely. While young drivers may constitute a high-risk group, most do not engage in deliberately unsafe behaviour. They are disadvantaged, however, by lack of experience and poor self-regulation. Knowledge of the causes of driver risk does not provide an accurate basis for identifying problem individuals, although it does enable road safety authorities to implement countermeasures to reduce potential risk factors. These measures should be constantly reviewed and modified in the light of new research and practical experience.

COSTS OF YOUNG DRIVER RISK

- 3.39 Injuries and fatalities resulting from crashes involving young drivers create enormous economic and social burdens for communities and societies. The extent of these costs, although difficult to quantify, can be considered under various component parts. These include medical costs, legal costs, property damage, loss of life and

²⁵ Submission 56, RTA, p. 11.

²⁶ Ibid.

²⁷ Ibid. p. 13.

Risk Factors

productivity costs. Additionally, non-quantifiable costs such as pain and suffering and loss of quality of life exact their own burdens on individuals and families.

- 3.40 A June 2007 New Zealand report on the social cost of road crashes and injuries estimated the average cost of fatalities at \$NZ3.9 million, with \$NZ680, 000 for a serious injury and \$NZ83, 000 for minor crashes.²⁸ Estimates of the costs of road trauma in OECD countries have produced figures for young drivers in the order of €1.5 million per fatality (1998 price level). Aggregated costs for a basket of twenty OECD countries included in the analysis indicate a total cost of young driver fatalities at €20 billion (2004 price level), whereas in the US, government estimates in 2002 yielded the figure of \$US40.8 billion for the economic costs of police reported crashes involving drivers from 15 to 20 years of age.²⁹
- 3.41 The Department of Infrastructure, Transport, Regional Development and Local Government has conservatively estimated the total annual cost of road crashes in Australia at \$18 billion. The Australian Bureau of Infrastructure, Transport and Regional Economics (BITRE) is currently conducting a research project to provide an improved cost estimation of road crashes in Australia. The last comprehensive crash cost estimate was provided by the then Bureau of Transport Economics (BTE) in 2000, based on 1996 data. The BTE then estimated that the total losses to the economy and society was close to \$15 billion annually, comprising \$8.3 billion in human costs, \$4.1 billion for vehicles and \$2.5 billion in general costs.³⁰ This has now been revised to \$18 billion by the ATSB.
- 3.42 Another measure of the cost of disease and injury at a population level is the Disability Adjusted Life Year (DALY). This combines information on the impact of premature death with non-fatal health outcomes as a measure of the years of healthy life lost to illness or injury. One DALY is one lost year of healthy life. The Australian Institute of Health and Welfare (AIHW), in a recent report, estimated that road traffic accidents were responsible for 13,952 DALYs, or 39% of the injury burden, among 15–24 year olds.³¹
- 3.43 The cost of third party claims is another measure of the economic impact of young driver risk. Evidence provided by the Motor Accidents Authority indicated that:
Drivers under 26 are associated with higher costs of claims from their passengers...the average cost of a claim for a driver under 26 years \$88,000 whereas for an over-25 person, it is \$71,000. Within that young group the average cost of claims for male drivers is also higher than that for female drivers. There is also a high proportion of the claims where there is catastrophic injury...from the MAA perspective only, young drivers tend to injure others, not just young people, and there are higher social costs—both the tragedy and the economic costs associated with that.³²
- 3.44 The scale of these figures and the consequential human costs of road crashes provide governments and policy makers with greater impetus to devise strategies to combat the extent of such trauma. However, there is a need in the Australian context to provide current figures for the cost of road crashes for the category of young drivers in order to prioritise programs and strategies targeting this at risk population.

²⁸ NZ Ministry of Transport, *The Social Cost of Road Crashes and Injuries*, June 2007 Update, p. i.

²⁹ OECD/ECMT - Transport Research Centre, op.cit., p. 57.

³⁰ BITRE, *Road Crash Cost Estimation: A Proposal Incorporating a Decade of Conceptual and Empirical Developments*, p1.

³¹ AIHW, *Injury Among Young Australians*, Bulletin 60, May 2008, p. 18.

³² Transcript of Evidence, 20 February 2008, p. 10.

- 3.45 Current, accurate data will enable road safety authorities in all States and Territories to gauge the extent of young driver contributions to the overall cost of road fatalities and injuries and implement appropriate legislative and regulatory interventions.

CONCLUSIONS AND RECOMMENDATIONS

- 3.46 Young drivers constitute a major risk on our roads. This is due to factors relating to relative inexperience, age and gender and aggravated by circumstances such as fatigue, driver distraction, speeding and consumption of alcohol and drugs. Young males, in particular, are overrepresented in high-speed crashes at night involving young passengers, alcohol and non-usage of restraints.
- 3.47 Individual factors such as lifestyle and personality, combined with physiological and emotional development, socio-economic circumstances and social norms create complex conditions, which predispose some people to greater risk taking. While it is not possible to definitively predict propensity towards risk, it should also be pointed out that only a small group of young people will be involved in serious crashes. However, the costs of road crashes involving young drivers are high and create long-term consequences for the whole community.
- 3.48 It is apparent from the evidence gathered that certain factors give rise to greater levels of risk and that these are and should be targeted in countermeasure strategies. Areas for further investigation and programmatic action include increasing effective legislation and enforcement of measures related to speeding, substance abuse and the wearing of seatbelts, increasing driving experience across a range of different driving conditions and the targeted use of driving restrictions for novice drivers. This will be elaborated on in greater detail later in the Report.

RECOMMENDATION 3:

The Committee recommends that the RTA Centre for Road Safety commission further research into the causes of young driver risk in order to devise more effective countermeasures. In particular, such research should focus on the psychological competencies to drive safely, including impulse control and self-regulation.

RECOMMENDATION 4:

The Committee also recommends that the Centre for Road Safety sponsor further research into the impact of drugs and driving, in conjunction with the recent introduction of random drug testing of drivers in NSW. Additional research should also be focussed on the effect of driver fatigue in relation to age and driving experience.

- 3.49 The Committee further suggests that the Australian Bureau of Infrastructure, Transport and Regional Economics provide information on the young driver costs of road crashes as part of their current study into improved cost estimation of road crashes in Australia. This will enable appropriate weight and priority to be given to young driver safety initiatives, based on the severity of the problem and the cost to the community. A mechanism for such action is provided through the Ministerial forum of the Australian Transport Council, where this can be listed as an agenda item by the NSW Minister for Transport.

RECOMMENDATION 5:

The Committee recommends that the NSW Minister for Transport, through the Australian Transport Council, requests that the Australian Bureau of Infrastructure, Transport and Regional Economics provide information on the costs of young driver road crashes as part of their current national study.

Chapter Four - Urban/Rural Trends and Priorities

SOCIOECONOMIC CONDITIONS

- 4.1 One of the important distinctions characterising the Inquiry's approach to young driver safety concerns the driving conditions and access to services in urban and metropolitan areas versus those applying in rural and regional locations.¹ On the basis of available data, it appears that young novice drivers in rural areas do not have the same level of access to driver training and education as their metropolitan counterparts. Young drivers in rural areas are also more reliant on motor vehicle transport for employment and social participation.
- 4.2 The effects of socio-economic conditions on young driver safety is borne out in numerous ways: during the process of undertaking driver training to obtain a provisional licence; in the type of motor vehicles used by young drivers; in the characteristics of the type of crashes they are involved in; and in crash outcomes. Overarching these factors is the determinative role that a driver licence has in enabling young people to participate in social and economic activities. Consequently, young people can find themselves in a vicious cycle, whereby socio-economic constraints impose obstacles to a young person's ability to attain a driver's licence and consequently inhibit their full social, economic and educational involvement in the community.
- 4.3 While the impact of socio-economic factors on young, novice drivers will be detailed in this Chapter, the constraining effect on the ability of young people to obtain a driver's licence will be discussed in greater detail in Chapter 6.

Type of Motor Vehicle Used

- 4.4 Socio-economic factors influence the types of motor vehicles purchased, and used, by young drivers, which, in turn, impacts upon crash outcomes. There is conclusive evidence demonstrating that the risk of serious injury or death to a person involved in a crash is greatly reduced if the vehicle in which they are travelling has a four or five-star Australian New Car Assessment Program (ANCAP) rating.² However, according to the National Road and Motorists' Association (NRMA) there is a lack of awareness in the general community of the importance vehicle safety ratings have on crash outcomes.³
- 4.5 Furthermore, it is possible that consumers may not even be aware of the existence of the rating system, as manufacturers are not required to provide this information at point of sale. The NRMA has suggested that the prime motivation for car purchase by

¹ For consistency, this report adopts the definitions of "metropolitan" and "non-metropolitan" (or "rural/regional") utilised by the Roads and Traffic Authority in their Crash Statistics. Thus, metropolitan consists of the Sydney, Newcastle and Wollongong metropolitan areas and is constituted by the following local government areas: City of Sydney, Bankstown City, Blacktown City, Botany Bay City, Campbelltown City, Canada Bay, Canterbury City, Fairfield City, Holroyd City, Hurstville City, Liverpool City, Parramatta City, Penrith City, Randwick City, Rockdale City, Ryde City, Willoughby City, Ashfield Municipal, Auburn, Baulkham Hills Shire, Burwood, Camden, Hornsby Shire, Hunters Hill, Kogarah Municipal, Kuring-gai, Lane Cove Municipal, Leichhardt Municipal, Manly, Marrickville, Mosman Municipal, North Sydney, Pittwater, Strathfield Municipal, Sutherland Shire, Warringah, Waverley and Woollahra Municipal Shire Councils; Newcastle and Lake Macquarie City Councils; and Wollongong and Shellharbour City Councils.

² Submission 55, NRMA, p. 4.

³ Transcript of Evidence, 20 February 2008, p. 30.

young drivers is a motor vehicle that is “cheap, fast...and have that all-important street cred among young driver peer groups”.⁴ As a case in point, utility vehicles that are often favoured by rural and regional drivers, in particular young males, frequently score on the lower end of the ANCAP safety ratings.⁵

- 4.6 Even when drivers are aware of the safety benefits of highly rated vehicles, this may not determine purchasing decisions. A joint report by the Organisation for Economic Cooperation and Development (OECD) and the European Conference of Ministers of Transport (ECMT) concluded that economic considerations may result in young people driving older vehicles with fewer safety features.⁶ This trend is compounded in rural and regional areas where the average age of the motor vehicle fleet is 12.3 years, compared to 8.7 years in metropolitan areas.⁷ Additionally, there is a tendency for parents in households with more than one vehicle to allow young drivers use of the older family car. This is a decision that is primarily guided by considerations of insurance costs and not safety.⁸
- 4.7 The practice of crash testing top-range models for ANCAP ratings also raises the potential for misinterpretation by consumers, as the results may not be representative of safety ratings of lower or base models that have different safety equipment fitted.⁹ Vehicle safety features such as airbags, anti-lock braking systems (ABS) and electronic stability control (ESC)¹⁰ are not always standard features across all models.
- 4.8 In addition to base variant models tending to have fewer standard safety features, some models only include safety features as optional extras, available at extra cost, whereas others may exclude such features entirely. There is therefore a risk that the financial constraints of younger drivers could confine them to purchasing baseline models lacking all such features. The consequences of this may be more pronounced in rural and regional areas when the characteristics of non-metropolitan crashes are considered. For example, vehicles fitted with ESC are up to 56% less likely to be involved in single-vehicle fatal crashes¹¹ and the risk of single-vehicle crashes in rural and regional areas is significantly higher than in metropolitan locations.¹²

Crash Characteristics

- 4.9 The range of factors contributing to young driver overrepresentation in crash data was discussed in detail Chapter 3. The additional differences in causal factors between metropolitan and rural/regional areas of New South Wales deserves detailed attention and is discussed further in this Chapter.
- 4.10 While the RTA’s Annual Crash Statistics do not provide a breakdown of young driver crash involvement based on metropolitan and rural areas, data collated by the Motor

⁴ NRMA document, downloaded at http://www.mynrma.com.au/cps/rde/xchg/mynrma/hxsxl/p_plater_cars.htm.

⁵ Ibid.

⁶ OECD/ECMT - Transport Research Centre, 2006, *Young Drivers – The Road to Safety*, p. 15.

⁷ RTA, New South Wales Driver & Vehicle Statistics, 2007.

⁸ Transcript of Evidence, 20 February 2008, p. 31.

⁹ ANCAP, *Annual Safety Review – Crash Test Results*, 2007.

¹⁰ There are many different names for Electronic Stability Control including: Electronic Stability Program (ESP), Vehicle Stability Control (VSC), Dynamic Stability Control (DSC), Vehicle Stability Assist (VSA) and Vehicle Dynamics Control (VDC).

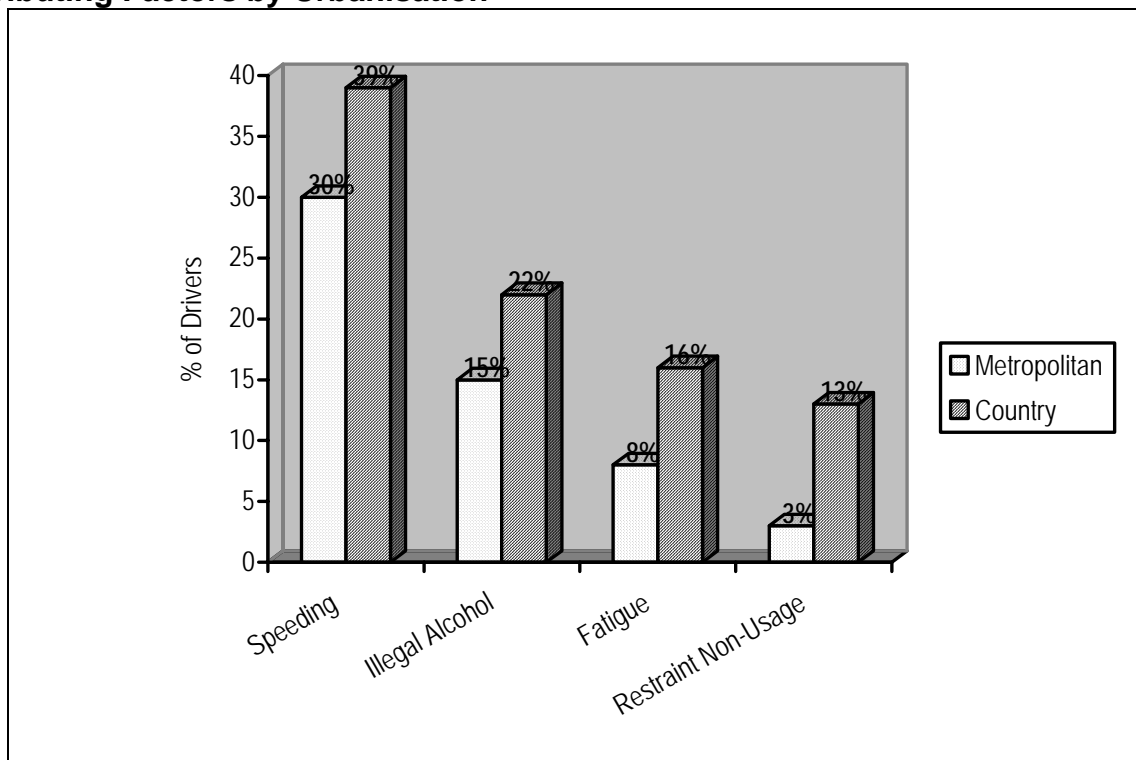
¹¹ NRMA, *Electronic Stability Control – Information Fact Sheet*, Online at: http://www.mynrma.com.au/cps/rde/xbcr/SID-3F5768E2-524B3A62/mynrma/Electronic_stability_control_factsheet.pdf

¹² Austroads Research Report, 2005, *Road Safety in Rural and Remote Areas of Australia*, p. 10. Most common type in WA, see Austroads, p. 7.

Accidents Authority (MAA) reveals that the majority (65%) of insurance claims for road users aged 17-25 years occur in metropolitan New South Wales.¹³ This trend corresponds to RTA data for *all* road user crashes in New South Wales indicating that the vast majority (68%) of crashes occur in metropolitan areas.¹⁴ Despite the fact that only 32% of all crashes occur outside metropolitan locations, country roads account for 65% of fatal crashes.¹⁵ Therefore, young drivers living in rural and regional New South Wales are at a greater risk of being killed or injured than young drivers in Sydney, Newcastle and Wollongong.¹⁶

4.11 There are noticeable differences in the factors contributing to young driver involvement in road crashes and crash outcomes in rural and regional areas. The RTA, in its submission to the Inquiry, compares the incidence of the “fatal four” factors in crash involvement of drivers under 26 years of age, in metropolitan and rural areas. This data is reproduced in Figure 4 below.¹⁷ The incidence of these contributory behaviours is higher in country than in metropolitan areas, representing 30% in the case of speeding and 46% for prescribed concentration of alcohol. Fatigue is also a contributing factor, resulting in twice as many fatal crashes in country areas, with the non-use of seatbelt restraints occurring in excess of four times the rate in metropolitan areas.

Figure 4: Drivers Aged Under 26 Years Involved in Fatal Crashes, 2004-2006 - Contributing Factors by Urbanisation



4.12 Several submissions provide possible explanations for the increased prevalence of these behaviours in rural/regional areas. Some individuals and organisations

¹³ Submission 46, MAA, p. 5.

¹⁴ RTA, *Road Traffic Crashes in New South Wales 2006*, p. 7.

¹⁵ Ibid.

¹⁶ Submission 56, NRMA, p. 14.

¹⁷ Ibid.

consider that the perceived lack of adequate police enforcement on rural roads contributes to general non-compliance with traffic laws and increases the incidence of risk taking behaviours. As the NRMA states, there is no doubt that “increasing police presence immediately improves the safety of all road users”.¹⁸ A number of reasons have been advanced as contributing to each of the behaviours identified in Figure 4.

“Speed and Speeding” or “Excessive Speed”

- 4.13 It is an accepted fact that speed increases the risk of a crash and the severity of the crash outcome¹⁹. According to the RTA, “urban roads are...typically low speed roads and therefore represent less of a road safety risk than high speed rural travel”.²⁰ This is reflected in the crash statistics, which indicate that the majority (48%) of fatal crashes in country areas occur on roads with speed limits of 100km/h, while accounting for only 5% of fatalities on metropolitan roads with similar speed limits.²¹
- 4.14 In contrast, the majority of fatal crashes in metropolitan areas occur on roads with speed limits of 50km/h and 60km/h. Hence, young people in rural areas drive at higher speeds and over greater distances than their urban counterparts, resulting in higher velocity crashes and a higher incidence of serious injury. A further factor, raised in several submissions relates to the relatively high speed limits in rural and regional areas generally associated with unforgiving road environments.

Prescribed Concentration of Alcohol

- 4.15 A 1998 report by the Australian Institute of Health and Welfare (AIHW) argues that the higher mortality and hospitalisation rates resulting from road crashes in rural and regional areas is partially attributed to the higher levels of alcohol consumption in these areas.²² Whether or not this is the case, it is plausible that the lack of public transport alternatives and assessment of the reduced likelihood of detection²³ may result in increases in the incidence of drink driving in rural and regional areas.

Fatigue

- 4.16 It is estimated that driving while fatigued contributes to fatal crashes in rural and regional areas at twice the rate occurring in Sydney, Newcastle and Wollongong. One of the explanations for this is the necessity for drivers in rural and regional areas to travel greater distances in order to participate in school, social and work-related activities.²⁴ This is also compounded by the nature of young people’s lifestyles and social activities, which often conflict with the body’s natural circadian rhythms.

Restraint Non-Usage

- 4.17 Of the four behavioural crash risk factors identified, the greatest disparity between young drivers in metropolitan and country areas relates to the non-use of safety

¹⁸ Transcript of Evidence, 20 February 2008, p. 27.

¹⁹ RTA Website 2008, Online at: <http://www.rta.nsw.gov.au/roadsafety/speedandspeedcameras/index.html>.

²⁰ RTA Annual Report 2007, p. 26.

²¹ RTA Crash Statistics 2006, p. 46.

²² Austroads Research Report, 2005, op. cit., p. 8.

²³ Ibid. p. 18.

²⁴ Honor cited in Austroads Research Report, 2005, op. cit., p. 14.

devices. As depicted in Figure 4 above, the rate of non-compliance with seatbelt laws in rural and regional New South Wales is more than four times that in metropolitan areas. This trend corresponds to evidence in other Australian jurisdictions and internationally, where it has also been linked to lower levels of general education.²⁵

- 4.18 As part of its overseas tour of inspections, the Committee conducted discussions with road safety authorities in Canada and Norway. In both these jurisdictions, there was an identified trend in the reduced use of seatbelt restraints. A media based seatbelt safety campaign in Norway has been so successful that it has resulted in a Facebook seatbelt safety group, encouraging greater usage of seatbelt restraints, as a direct response to television advertisements.
- 4.19 Transport Canada, as part of its national road safety targets, is aiming to reduce the non-wearing of seatbelts by 40%, resulting in a compliance rate of 95% in the general population. The RTA should further investigate such approaches, particularly in relation to rural locations.

ROADS MAINTENANCE

- 4.20 A strong correlation exists between the road environment and crash risk.²⁶ Several submissions highlight the effect of environmental crash risks as a contributor to the number of young driver fatalities in rural areas. Environmental crash risks include: road conditions (shoulders, surface, alignment etc.); road design (divided/undivided, number of lanes, delineation etc.); roadside environment (trees, culverts, embankments etc.); and speed limits (inconsistent or inappropriate).²⁷
- 4.21 It is apparent that speed contributes to crashes in three different ways: where motor vehicle controllers exceed the posted speed limit; in situations where drivers stay below the posted speed limit, but are otherwise driving too fast for the prevailing conditions (which may include poor light or wet weather); and in circumstances where the posted speed limit is excessive, given the road condition and/or environment.
- 4.22 The Upper Hunter Shire Council draws attention to unsafe road environments, characterised by: deteriorating and inadequate road signage; unsealed roads lacking proper engineering design and physical barriers; insufficient areas on shoulders; and hazardous conditions caused by vertical geometry design (crests, dips and steep inclines and declines).²⁸ The Goulburn Mulwaree Council echoed these concerns in its submission, contending that young people in rural areas are more likely to drive on unlit, winding and unsealed roads with higher speed limits, exacerbating driver error.²⁹ Furthermore, according to Upper Hunter Shire Council, the lack of overtaking opportunities on rural roads is thought to increase risk-taking behaviour among motorists to overtake slower vehicles.³⁰
- 4.23 The determination and review of road speed limits involves referral to a Local Traffic Committee. Such Committees are established in each local government area with responsibility to advise Council on matters pertaining to traffic control devices and

²⁵ Austroads Research Report, 2005, op. cit., p13.

²⁶ MUARC, 2004, *Cost-effective Infrastructure Measures on Rural Roads*, Report No. 217, p. 21.

²⁷ Adapted from Austroads Research Report, 2005, op. cit, p. ii.

²⁸ Submission 38, Upper Hunter Shire Council, p. 3.

²⁹ Submission 33, Goulburn-Mulwaree Council, p.1.

³⁰ Submission 38, Upper Hunter Shire Council, p. 4.

facilities. Membership consists of one representative from the local Council, NSW Police, the RTA and the local State Member of Parliament.

- 4.24 In its Annual Report for 2006, the RTA made reference to a review of speed limits on roads across NSW.³¹ The outcome of this review, however, is unknown. While information is readily available regarding the criteria for 40km/h (high pedestrian traffic areas, school zones and roadwork zones) and 50km/h speed zones (built-up areas), the process undertaken in determining the applicability of higher speed limits is less well articulated. Greater transparency and consistency should be applied in setting higher speed limits, particularly in rural and regional areas of the State.
- 4.25 A related issue of particular relevance in rural settings is medical and emergency response times after severe crashes. According to Austroads, persons involved in rural crashes are over ten times more likely to die than those involved in crashes in urban areas.³² Since many crashes in non-metropolitan areas occur at high speeds, fast emergency response times are critical to ensure maximum survival chances. The importance of a coordinated and integrated approach to road safety, involving all agencies with responsibility for optimising outcomes is developed in greater detail in Chapter 8.

RURAL TRANSPORT INFRASTRUCTURE

- 4.26 A 2005 survey conducted by the NRMA revealed that 57% of young people aged 15-25 did not have access to public transport for either work, study or social activities. This figure rose to 70% for those who resided outside metropolitan areas.³³
- 4.27 In the absence of public transport alternatives, it is not unreasonable to infer that the effect of the July 2007 legislative changes restricting the number of peer passengers for P1 drivers has had a substantial impact on the ability of rural youth to engage in social activities. Several submissions to the Inquiry drew attention to the success of the "Designated Driver Program" (DDP) utilised by youth in organising their social activities. Under this arrangement, one person in a social group abstains from consuming alcohol in order to convey the rest of the group to and from home and the social event being attended.
- 4.28 In New South Wales, the DDP was actively supported and promoted by both government and non-government agencies across all levels. It was seen as a strategy to combat alcohol fuelled activity including drink driving, drink walking and other anti-social behaviours such as vandalism and assault and supported by the RTA, at least until 2003.³⁴
- 4.29 Despite the loss of support from Government agencies, the message appears to have been taken up by others, including the Recording Artists, Actors and Athletes Against Drink Drivers (RADD) (Australia). However, as stated above, promotion of the program by Government agencies has been deferred following the changes effected in July 2007. Since that time, the message of the DDP has been at odds with the legal requirements applying to P1 drivers.

³¹ RTA, *Annual Report 2006*, p. 174.

³² Austroads Research Report, *op.cit.*, p.7.

³³ Submission 55, NRMA, p. 8.

³⁴ The last available reference to the designated driver program occurred in the RTA's 2003 Annual Report at 156, where it is stated that funding was provided to the Griffith Road Safety Group for their Designated Driver Program.

- 4.30 Arguments against imposing passenger restrictions include not increasing the number of P-plates on the roads, difficulty of enforcement, and the negative effects on the ability of young people to engage in social activities. However, the Acting Director of the NSW Centre for Road Safety told the Committee "...the evidence seems to indicate that a sober young driver with four drink mates in the car is going to drive as though he [or she] is drunk".³⁵
- 4.31 The Commissioner for Children and Young People, in putting the alternative point of view, said:
In focusing on safety we need to be very mindful of the overall effect of what we are doing on the lives of young people and young drivers. When we are evaluating the impact of proposed changes to young drivers it is vital that we include the impact of the wider context of their lives, and that includes their families and their communities: we need to evaluate the impact beyond the specific activity of driving a car. We need to be aware that putting restrictions on young people's access to driving may also result in restrictions being placed on their safety, for young women; it may also result in restrictions being placed on the capacity to engage in work; and it may impact also on their capacity to participate in their communities and to care for family members.³⁶
- 4.32 In discussing the peer passenger restrictions, the RTA has asserted that "success is dependent on the support of...passengers, friends, families and the local community".³⁷ While the Committee agrees that the backing and cooperation of local social support networks are essential, it is also necessary for the Government to assist young drivers to adhere to legislative requirements. To date, the RTA's approach has mainly focused on providing families and community groups with resources to allow safe celebrating, such as considering the options available for safe transportation to and from events.
- 4.33 The Committee considers that government agencies have an obligation to alleviate the burden imposed on P1 drivers, particularly those in rural areas of the State. Some of the programs already funded by the RTA include the provision of public transport alternatives to address the incidence of drink driving, but as one local government submission contended: "funding...should have been made available alongside the increased licensing restrictions"³⁸. Recent changes provide an opportunity to expand those services and link them in with the recently introduced peer-passenger restrictions.

COMMUNITY RESOURCES

- 4.34 It has been suggested that voluntary bodies and private companies rushed to fill a void left by Government bodies which had failed to provide clear direction for road safety education programs for young people. A list of the programs referred to in evidence and of which the Committee is aware can be found at Chapter 7.
- 4.35 It became evident during the course of the Committee's inquiry that community groups throughout New South Wales are similarly involved in the development, delivery and resourcing of localised transport initiatives, largely in response to the absence or inadequacy of public transport alternatives. An example of one such

³⁵ Transcript of Evidence, 19 February 2008, p. 4.

³⁶ Transcript of Evidence, 20 February 2008, p. 20.

³⁷ RTA, Answers to Supplementary Questions, Public Hearing 19 February 2008.

³⁸ Submission 31, Coffs Harbour City Council, p. 7.

program is the “Night Owl Bus” that services Gosford and Wyong on the Central Coast.

- 4.36 Similar programs have been established elsewhere in the State, including “The Bat Bus” in Byron Shire and Dubbo City Council and “The Night Rider” in Port Macquarie Shire, Coffs Harbour and Wagga Wagga. The RTA contends that the sustainability of such programs is dependent upon the local community’s involvement in their development and operation.³⁹ In the areas where such programs operate, a variety of divergent groups are involved. Typically these include local government, police and Liquor Licence Accords, the Attorney General’s Department (through the Safer Community Compacts administered by the Crime Prevention Division), the Ministry of Transport, the Roads and Traffic Authority, Area Health Services, and local establishments.
- 4.37 Such programs are dependent on grants, donations and patronage contributions for their continued viability. The finite nature of the funding has implications for the period of time during which the service operates (usually it is restricted to a period of four hours a night during summer months). Local government areas have been successful in obtaining funding from various government agencies including the RTA and the Attorney-General’s Department.
- 4.38 However, the sustainability of these programs is undermined by the non-recurrent nature of the funding arrangements. The need to continually source funding each year creates uncertainty and future vulnerability. A case in point is the “Night Owl Bus”, which provided late night community transport to reduce the incidence of drink driving in the Gosford City Council local government area. The RTA, Ministry of Transport and Gosford City and Wyong Shire Councils jointly funded the service. However, the decision by the RTA and Ministry of Transport to withdraw state funding contribution has resulted in its discontinuation.⁴⁰
- 4.39 The lack of viable alternatives for late night transport options is evident on the NSW Central Coast. In this location, there are approximately ninety taxis, not all of which are “on duty” on weekends. In addition, not all local centres are serviced by trains, local, privately owned bus companies do not offer a late night service and courtesy buses belonging to licensed premises often fail to meet the demand for services.
- 4.40 Late night transport alternatives can assist P1 drivers in adhering to licensing restrictions as well as curbing the incidence of prescribed concentration of alcohol (PCA) offences among all road user groups. Improvements to general public transport services have the potential to deliver the above benefits, in addition to improving the mobility of socio-economically disadvantaged groups generally. These include young people, indigenous groups and the elderly. Other advantages include offsetting increasing fuel costs in rural areas and countering the risks of driver fatigue.
- 4.41 Community based organisations have not limited their role to the provision of late night transport alternatives, but have also developed and delivered programs to assist learner drivers attain the requisite number of logbook hours. This is developed in greater detail in Chapter 6. Schemes such as these benefit young people who do not have access to a motor vehicle or suitable supervised driving, or cannot afford to have professional instruction. It should also be noted that similar schemes have been

³⁹ RTA, Answers to Supplementary Questions, Public Hearing 23 June, 2008.

⁴⁰ Submission 40, Gosford City Council, p. 5.

established in metropolitan areas such as the Sydney City Council local government area.

- 4.42 When questioned about the assistance provided to assist young novice drivers' adherence to licence conditions, in particular the peer passenger restrictions and increased supervised driving hours, the RTA stated that it advised all learner and provisional licence holders of the changes by; informing high school principals; updating the *Helping Learner Drivers Become Safer Drivers* workshops; promoting the new laws through use of electronic variable messages, telephone hold messages, in-school education and community programs; and developing *Guidelines for Mentoring Programs for Learner Drivers*. However, there is a distinction between the provision of information about licence regulations and the establishment of programs and services that help young people adhere to those regulations.

CONCLUSIONS AND RECOMMENDATIONS

- 4.43 Young drivers in rural and regional parts of NSW are subject to a range of social and economic factors that can restrict access to services available in a metropolitan setting. This includes reduced availability of driver training and education, lack of access to late night transport options, a greater dependency on private motor vehicles and a lack of emphasis in Government programs on rural road safety initiatives.
- 4.44 In its report *Young Drivers – The Road to Safety*, the Organisation for Economic Cooperation and Development (OECD) and the European Conference of Ministers of Transport (ECMT) recommended that road safety countermeasures should be tailored to local conditions⁴¹. It appears as though recent policy initiatives in NSW have been developed for the State as a whole, with little consideration given to the specific needs of local geographic areas. The OECD/EMCT also cautioned that careful consideration be given to ensuring that countermeasures do not impact unequally on more disadvantaged sectors of society".⁴²

RECOMMENDATION 6:

The Committee has serious concerns that the impact of peer passenger restrictions and the increase in logbook hours from 50 to 120, particularly for rural populations, has not been adequately evaluated and recommends that the RTA commissions a further assessment to determine the social and economic costs of these changes and whether the stated objectives of these policies have been achieved.

- 4.45 Adverse consequences might include an increase in young driver involvement in road crashes as a result of higher number of P1 licence holders on the road at any given time. A failure to meet stated objectives may manifest as a negligible reduction in crash and casualty rates among young drivers and passengers in the face of inconvenience caused to young people as a result of their inability to implement the DDP.

⁴¹ OECD/ECMT, Transport Research Centre, *op. cit.*, p.24.

⁴² *ibid.*, p.18.

RECOMMENDATION 7:

The Committee recommends that the RTA examine other ways to address the specific road safety needs of rural and regional communities and adopt a more localised approach to road safety in New South Wales. In order to maximise the efficient use of resources and to ensure collective ownership of solutions as part of this process, the RTA should instigate a collaborative consultation with local professionals (road safety officers, emergency services, educators, youth workers, and community organisations) to deliver a range of road safety programs tailored to local needs. These consultations should also involve the Ministry of Transport.

4.46 The Committee is also concerned about the lack of awareness in the general community of the importance vehicle safety ratings have on crash outcomes. This is compounded by the lack of an adequate rating system for base grade vehicle models and its impact on cheaper cars without optional safety features. While this is a particular problem in rural areas, it also affects the car market more generally.

RECOMMENDATION 8:

The Committee recommends that the NSW Government seek to bring to a successful conclusion, discussions with the Commonwealth Government and other State/Territory governments regarding the introduction of a national policy to display ANCAP ratings on all vehicles at point of sale.

4.47 In relation to the setting of appropriate speed limits on rural roads, the Committee has received evidence that this should have higher priority. Additionally, the Committee considers that greater transparency and consistency should be applied in setting higher speed limits, particularly in rural and regional areas of the State.

RECOMMENDATION 9:

The Committee recommends that the RTA, in consultation with Local Traffic Committees, review its processes for determining speed limits on rural roads. These processes should involve the local community by providing information, conducting public forums about the setting of such speed limits and establishing appropriate standards and rationales for decisions.

4.48 Some overseas jurisdictions have observed decreased compliance with requirements to use seatbelt restraints. This is also an identified issue in rural parts of NSW.

RECOMMENDATION 10:

The Committee recommends that the RTA, through the Centre for Road Safety, investigate compliance with current seatbelt restraint driver and passenger requirements, particularly in rural parts of NSW and, if appropriate, initiate a new campaign of enforcement and promotion to reinforce the seatbelt safety message.

Chapter Five - Young Driver Offender Interventions

BEHAVIOURAL DETERMINANTS

- 5.1 As part of an overall review of young driver risk, the Committee wanted to explore the availability of current diversionary and educational programs for young offenders involved in serious traffic violations.
- 5.2 Chapter 3 deals with a range of factors predisposing young drivers, particularly young male drivers, to engage in risk taking behaviour and describes the interrelationship between these factors. The Committee acknowledges the complexities of young driver high-risk behaviour and the lack of reliable evidence on which to make definitive predictions or to profile such drivers.
- 5.3 There is, however, a subgroup within the young driver population, which is statistically more prone to commit traffic offences on a regular basis. In discussions with the Deputy Chief of Police of the Norwegian Mobile Police Service the Committee was told that in Norway, 80% of arrests for traffic offences were young re-offenders already known to the police.
- 5.4 The Department of Juvenile Justice (DJJ), in its submission, makes reference to a Victorian study called the Australian Temperament Project (ATP), examining the development of over 2,000 babies over a period of twenty years. A component of this project, the ATP Young Driver's Study looked at longitudinal predictors of different patterns of driving and associations between driving behaviour and other behaviours.
- 5.5 The results of the study found that while most of the young people involved did occasionally speed and drive while fatigued, 7% consistently drove in a highly unsafe manner. The study also revealed that there:
seemed to be an interrelationship between risky driving behaviour, antisocial behaviour and substance abuse and that they have common risk factors, which are evident before adolescence...these include higher levels of aggression and hyperactivity, difficulties with school adjustment and parental relationships and association with antisocial peers.¹
- 5.6 In addition to identifying certain factors predicting risk behaviour, such as driver anger predisposing speeding and sensation seeking and the illusion of invulnerability being predictive of drink driving, the study confirmed the link between values and attitudes and driver behaviour. In discussing the results of this study, a witness from the Department of Juvenile Justice stated:
This study demonstrated the indicators for these behaviours could be identified when young people were under 12 years of age. The study found that problem drivers displayed high levels of aggression and were more likely to be involved in antisocial behaviour and multiple substance use than other drivers. The study also showed that these differences in behaviour became evident during adolescence. This seems to indicate that young people that the department already works with are likely to become high-risk drivers. The Victorian research suggested that intervention targeting one of the factors might have a beneficial impact on the other factors. The study also suggested that to address these issues there needs to be a broad range of targeted prevention

¹ Submission 48, Minister for Juvenile Justice, p. 2.

and intervention strategies, which is certainly in line with the department's broad intervention in juvenile offenders.²

- 5.7 Evidence provided to the Committee points to a need to conduct further studies into links between antisocial behaviour, substance abuse and high-risk driving behaviour and to supplement this work with further research to develop driver offender programs specifically targeting young reoffenders. Research should focus on a range of possible interventions such as one-on-one and group offender programs to address reoffending risks, particularly in the case management of young people on supervised court orders.
- 5.8 For young drivers aged less than 18 years of age, the NSW Department of Education and Training (DET) should be involved in the design and delivery of evidence based early intervention programs for young offenders which confer resistance to further offending behaviour.

CURRENT YOUNG OFFENDER PROGRAMS

- 5.9 It is important at the outset to point out that there are currently no offender programs specifically designed for young drivers. Young offenders can, however, be referred to one of several general programs designed to develop safer driving behaviours and attempting to address the multifaceted aspects of risks to young drivers.
- 5.10 The main programs currently on offer in NSW are: the Traffic Offender Programs (TOPS); the NSW Sober Driver Program; the Alcohol Interlock Program; and an Aboriginal Driver Education Pilot Program (On the Road) conducted out of Lismore.

Traffic Offender Programs

- 5.11 Traffic Offender Programs are pre-sentencing education programs. Traffic offenders can self refer or be referred by their solicitor or by a magistrate. The programs have been developed as community-based initiatives by interested groups and organisations and program content, delivery and availability vary.
- 5.12 The Traffic Offender Programs (TOPS), which according to the Institute of Public Works Engineering Australia (IPWEA) have existed in many forms for 15 years,³ were established as an intervention option enabling magistrates to refer a person not yet sentenced for a traffic offence to a driver re-education program. The Probation and Parole Service also use them in the management of traffic offenders who are on existing probation or parole orders.⁴ Programs for young offenders have been run primarily through Police and Citizens Youth Clubs (PCYCs) and rely on donations for their funding.
- 5.13 According to Armstrong Legal⁵, an increasing number of people are enrolling in such programs on the advice of their lawyers before appearing in court to demonstrate to the magistrate that they are serious about improving their driving behaviour. These driver education programs are designed to increase awareness of social obligations, particularly where they relate to traffic laws. When sentencing a traffic offender, a

² Transcript of Evidence, 19 February 2008, p. 29.

³ Submission 57, IPWEA, np.

⁴ Armstrong Legal, Thomson's Findlaw Australia, Traffic Education Programs, Online at <http://www.findlaw.com.au/article/15356.htm>, Accessed on 18 August 2008.

⁵ Ibid.

magistrate may take into account any changes of attitude displayed after participation in such a program.

- 5.14 Blacktown City Council has given support to the programs, but voiced concerns about aspects of their delivery and evaluation. Based on Blacktown's experience: TOPS have provided a practical and apparently successful means to educate traffic offenders. Blacktown TOP has educated over 10,000 first time offenders since 1992. Records show over 50% of these offenders were in the 16-25 years age group. This indicates magistrates are more willing to provide education to young drivers compared to older drivers who should know better.⁶
- 5.15 Similarly, the Commander of the Traffic Operations Group of NSW Police has expressed support for the aims of TOPS:
In regard to the success or benefit of the Traffic Offender Program, I think that any sort of program that is provided to target particularly young drivers and particularly ones who have made a mistake or come under the notice of the police has to be supported and indeed needs to flourish and grow.⁷
- 5.16 The submission from the Institute of Public Works Engineering Australia (IPWEA) indicates that each time a Traffic Offender Program is conducted:
Surveys by participants reveal a significant number of people who initially began the course to mitigate their punishment but who were also so deeply affected by the program they freely state a significant behavioural change. On its own, this would be less significant but at one PCYC the licences of those who had completed a TOP were randomly sampled 2 years after the course. These people revealed a considerably lower re-offence rate than the general populace when compared by age group.⁸
- 5.17 Concerns have been expressed about the efficacy and benefit of such programs and an acknowledged lack of standardisation of course content and proper assessment and evaluation on the part of providers. In addition, such programs are not provided on a uniform basis across NSW. In rural areas, participants may have to travel a considerable distance to attend and rely on someone else for transport. This results, in some cases, of sessions conducted for 8 hours in one day, whereas elsewhere a program may run over 8 weeks at 2 hours a night, thus leading to the total time spent in city programs being longer than regional ones.⁹
- 5.18 In relation to consistency and adequacy of course content and curriculum development, collaboration between DET Road Safety Education Officers, Council Road Safety Officers and PCYC staff has been suggested as a remedy by IPWEA. The Institute considers that:
Consistent length of TOP programs, combined with curriculum developed with presenters, presenters paid for from a fund specific to this purpose, not from within their operating budgets, will deliver a program that is currently providing great benefits but which cannot be easily validated through research because of these inconsistencies...With some management of the program and funding, this could demonstrate a considerable improvement in road trauma.¹⁰

⁶ Submission 36, Blacktown City Council, pp, 8-9.

⁷ Transcript of Evidence, 19 February 2008, p, 28.

⁸ Submission 57, IPWEA, np.

⁹ Ibid.

¹⁰ Ibid.

- 5.19 A 1999 evaluation of the TOPS initiative indicated that participation reduced the probability of re-offending by an average of 25%, although young drivers were not specifically identified.¹¹

NSW Sober Driver Program

- 5.20 The MAA refers to the NSW Sober Driver Program (SDP) as a “whole of government initiative that targets adult drink drive offenders, over 18 years old who are convicted of more than one drink driving offence within a five-year period.”¹²
- 5.21 The SDP commenced in 2003 as a nine week educational program targeting repeat drink drivers, where participants were required to complete the program as part of their sentencing. As such, it is not a diversionary program, but forms part of the sentencing for certain recidivist drivers, referred by a court or a probation and parole officer as part of a good behaviour bond. The program is delivered consistently using a standard format and addresses the consequences of drink driving, effects of alcohol on driving, managing drinking situations, alternatives to drink driving, relapse prevention and stress management.
- 5.22 The Sober Driver Program is managed and delivered across the State by the Department of Corrective Services Community Offenders Service through 51 district offices from 63 locations across NSW. The program was, until June 2007, jointly funded by the MAA and the Roads and Traffic Authority and is now solely funded by the RTA.
- 5.23 According to the MAA, the Sober Driver Program was independently evaluated for the effectiveness and impact of the program on the participants’ knowledge, attitudes and behaviour relating to drink driving. The evaluation demonstrated that program graduates are half as likely to reoffend as other recidivist drink drivers who do not attend the program.¹³

Alcohol Interlock Program

- 5.24 This program, which commenced in NSW in 2003, enables drivers with convictions for major alcohol related offences to have their disqualification period reduced on the basis of installing a vehicle immobiliser, which prevents the car from starting unless a breath test is passed. Participants must also obtain an interlock driver licence.
- 5.25 The alcohol interlock initiative is an example of non-education based sanctions that have demonstrated effectiveness for deterring serious and recidivist offenders. These also include the use of seatbelt interlocks for recidivist non-restraint use, as well as vehicle immobilisation, impoundment or permanent confiscation programs.
- 5.26 The submission from the George Institute refers to significant reductions in repeat offender behaviours, as well as crash reductions.
While evaluations have included young drivers, young driver specific programs (i.e., licensing initiatives) are relatively new and have not yet been fully evaluated. NSW introduced legislation to allow impoundment of vehicles in 2001...Seat-belt interlocks have previously been considered for recidivist non-users but not introduced.¹⁴

¹¹ Submission 25, The George Institute for International Health, pp. 4-5.

¹² Submission 46, MAA, p. 6.

¹³ Ibid.

¹⁴ Submission 25, The George Institute for International Health, pp. 4-5.

Lismore Aboriginal Driver Education Pilot Program – On the Road

- 5.27 One of the issues identified in Chapter 4 relates to the lack of transport options and services for people living in rural parts of NSW. This, in part, contributes to the inability of some young Aboriginal people to obtain their licences and to their overrepresentation in road safety crash and injury statistics.
- 5.28 The goal of the On-the Road program was to reduce the number of Aboriginal people in far North Coast NSW in the criminal justice system. The RTA, in partnership with the Crime Prevention Division of the NSW Attorney-General's Department and the Motor Accidents Authority funded the program for 2002-2006. The program was developed and administered by Lismore Adult Community Education and continues to operate to provide assistance with, inter alia: fine negotiations; licence testing; driving lessons; mentoring; and employment.
- 5.29 A 2005 independent evaluation of the program demonstrated that the program was successful in accessing North Coast Aboriginal communities and assisting participants to obtain licences and improve employment opportunities.¹⁵

Further Developments

- 5.30 In September 2007, the *Criminal Procedure Amendment (Traffic Offender Intervention Program) Regulation 2007* was gazetted. This Regulation and associated Operating Guidelines, provides for magistrates to refer unsentenced offenders to an approved traffic course. Under the terms of the Regulation, offenders are:
- ...referred to community based road safety educational and training courses aimed at providing such offenders with the information and skills necessary to develop positive attitudes to driving and change driving behaviour and at developing safer driver behaviours.¹⁶
- 5.31 While not specifically targeting young drivers, the Regulation specifies that offenders must be referred to a course approved by the Director-General of the Attorney-General's Department, subject to a set of conditions. These include specifying the objectives and content of the course, assessment criteria, monitoring and evaluation mechanisms and compliance with issued guidelines.¹⁷ The guidelines provide a set of reporting formats for the court and ensure a degree of consistency and uniformity for participants and course providers.
- 5.32 While addressing some of the concerns expressed earlier about a lack of standardisation and evaluation of traffic offender programs, this approach does not cater specifically for young drivers. Nevertheless, it does provide a more rigorous approach to deal with at risk drivers and an attempt to reduce the incidence of re-offending.

CONCLUSIONS AND RECOMMENDATIONS

- 5.33 The young driver offending population poses great risks to themselves and to the general community. The availability of specifically targeted interventions and

¹⁵ Submission 56, RTA, p. 18.

¹⁶ Criminal Procedure Amendment (Traffic Offender Intervention Program) Regulation 2007, p. 1.

¹⁷ Ibid.

Young Driver Offender Interventions

education programs for this group is limited, despite evidence that they reduce the risk of reoffending. The Committee has identified areas for further constructive research in this area.

- 5.34 Of the range of programs currently available, the lack standardisation of program delivery, rigorous evaluation or reliable research data make comparisons difficult. There would be merit in greater collaboration between educators, emergency personnel and others working in the field of road safety to develop and deliver consistent, soundly based education and intervention programs. This would also make research into the effectiveness of such programs easier to conduct.
- 5.35 While not making any direct assessment about the relative merits of TOPS as opposed to the Sober Driver or other offender programs, the Committee does support a greater focus on young and novice driver offender specific issues in order to improve road safety outcomes.

RECOMMENDATION 11:

The Committee is concerned about the high incidence of aggressive behaviour by certain young male drivers and strongly recommends that the RTA Centre for Road Safety sponsor immediate further research into links between antisocial behaviour, substance abuse and high-risk driving behaviour for young people, particularly young male drivers.

RECOMMENDATION 12:

The Committee also recommends that the Centre for Road Safety, in conjunction with other NSW Government agencies, supplement this work with further research to develop driver offender programs specifically targeting young reoffenders. Research should focus on a range of possible interventions such as one-on-one and group offender programs to address reoffending risks, particularly in the case management of young people on supervised court orders.

RECOMMENDATION 13:

For young drivers less than 18 years of age, the Committee recommends that the NSW Department of Education and Training and the Department of Juvenile Justice become involved in the design and delivery of evidence based early intervention programs for young offenders which confer resistance to further offending behaviour.

RECOMMENDATION 14:

The Committee recommends that the RTA, in collaboration with the NSW Department of Education, NSW Police, the Department of Juvenile Justice and the Attorney-General's Department conduct a review of the effectiveness of the Traffic Offender Intervention Program. Such a review should distinguish between reductions in reoffending and crash rates.

Chapter Six - Young Driver Training

- 6.1 Novice drivers in NSW have to satisfy a set of preconditions prior to taking a driving test and qualifying for a licence. While these preconditions have a degree of flexibility in relation to the way such training is undertaken and delivered, there is a requirement to demonstrate that 120 hours of supervised driving have been carried out. There is not, however, a requirement that such supervised driving be administered and/or delivered by a qualified driving instructor or any direct scrutiny of the quality of any training undertaken in order to sit for the licence test.
- 6.2 Moreover, the skills to mechanically operate a motor vehicle do not sufficiently equip novice drivers to effectively negotiate the road system or safeguard public and individual safety. This Chapter deals with the adequacy and acquisition of driving skills as opposed to more broadly defined driver education, which is discussed in Chapter 7.

ACQUISITION OF DRIVING SKILLS

- 6.3 The attainment of driving skills refers to the development of a range of skills sets, classified in the Learner Driver Logbook according to three broad categories:
- *Vehicle Control Skills*: Operation of controls (vehicle control); observation (scanning the road environment); braking (safe stopping); steering (positioning the vehicle) and turning left and right (correct speed and position).
 - *Driving Manoeuvres*: Hill stops; three-point turns and reverse (or angle) park; and
 - *Traffic Skills*: Speed (driving to the conditions); safe distances (maintaining adequate space); intersection decisions (gap selection); signalling; responding to hazards, and maintaining speed and cooperating.¹
- 6.4 It has been suggested that most novice drivers can learn to manage a vehicle “modestly well” in only a few hours of instruction². However, Graduated Licensing Schemes (GLS) that address factors associated with young drivers’ heightened crash risk (including age, inexperience, skill deficiencies, increased exposure and risk taking)³ have proven effective in reducing motor vehicle crashes⁴.
- 6.5 The importance of experience in improving novice driver performance has been recognised by mandating an increase in the logbook hour requirement for learner drivers from 50 hours when the GLS was introduced in 2000, to 120 hours in 2007. This has been accompanied by a shift in the focus of the practical driving test from an emphasis on basic vehicle management skills to encompass the more complex, safety-related skills such as observation, safe distance, intersection decision-making, response to hazards, and maintaining safe speeds.
- 6.6 Young drivers gain driver training and experience under the supervision of parents, friends and relatives, or through professional driving instructors. While a combination

¹RTA, Sample Learner Driver Logbook, RTA/Pub 07.162, June 2007.

²B. G. Simons-Morton, M. Claude Ouimet and R. F. Catalano, “Parenting and the Young Driver Problem” in *American Journal of Preventative Medicine*, 35 (3S), 2008, p. 296.

³Ibid. p. 295.

⁴Ibid.

of these supervision arrangements are normally utilised, some young novice drivers obtain instruction and driving experience from only one of these groups and undertake all of the logbook hours with either their parent or a professional driving instructor.

Advanced and Defensive Driving Courses

6.7 In addition to supervised driving, there is also a range of 'advanced' or 'defensive' driving courses available. In contrast to ordinary driving instruction, which aims to develop driving skills in the pre-licence stage, such courses usually target those who are already licensed. Participants are taught skills to enable them to stop very quickly or swerve to avoid crashes. 'Advanced' driving courses tend to emphasise emergency recovery and associated car control skills while 'defensive' courses can include discussion about safe driving strategies. According to the RTA these courses are:

Generally conducted on a racing circuit...off-street vehicle manoeuvring or skidpan area and are unlikely to address the real issues of driver attitude which is the underlying cause...[of] novice driver involvement in road crashes⁵.

6.8 The scientific literature suggests there is no road safety benefit derived from these courses, and that they can even result in higher crash involvement as a result of participants' over confidence and optimum bias⁶.

DRIVING INSTRUCTOR CERTIFICATION

6.9 The certification of professional driving instructors is regulated by the *Driving Instructors Act 1992* (the Act), one of the purposes of which is to ensure that professional driving instructors meet minimum standards of driving instruction competency, probity and character. The RTA contends that NSW is considered to have "the most robust system for the licensing of driving instructors of any jurisdiction within Australia"⁷. This system tests applicants' capabilities and aptitude as a driver, knowledge of the provisions of road transport legislation and ability to teach persons to drive. The NSW process entails several stages, including⁸:

- Extended Driver Knowledge Test on road rules (90 questions);
 - General Knowledge: 30 questions, of which 26 must be answered correctly
 - Road Safety Essentials and Traffic Signs: 60 questions, of which 59 must be answered correctly.
- Practical Driving Test;
- Certificate IV in Transport and Logistics (Road Transport - Driving Instruction)⁹;
- Impart Knowledge Test¹⁰; and
- Police, criminal and health checks.

⁵ Submission 56, RTA, p. 19.

⁶ Ibid.

⁷ RTA, Answers to Supplementary Questions, Public Hearing 23 June 2008.

⁸ RTA Enquiry Line (132 213), Accessed: 8/11/2007

⁹ All new driving instructors from January 2008 are required to complete this course.

¹⁰ Potential instructors are required to demonstrate the knowledge, skills and driving behaviours expected of a professional driving instructor. The test includes presenting lessons, demonstration of safe driving, a commentary drive and various manoeuvres.

- 6.10 In addition, the RTA may at any time during the currency of a licence require its holder to submit to a test of any of the following:
- Their competency as a driver of motor vehicles;
 - Their knowledge of the provisions of the road transport legislation that relates to drivers of motor vehicles, and the driving of motor vehicles;
 - Their knowledge of the Act and the regulations made under it;
 - Their ability to teach persons to drive motor vehicles; and
 - An assessment of their medical fitness to act as a driving instructor, and/or eyesight.
- 6.11 The Act imposes minimum age and experience requirements for persons seeking to obtain a driving instructors licence. Applicants must be at least 21 years of age and have held a full (i.e. unrestricted) driving licence for at least three of the four years preceding their application. In the past, these restrictions have enabled persons aged 21 years to apply for certification. The combined effect of the minimum experience requirements and the introduction of the GLS have meant that since 2000, professional driving instructors need to be at least 22 years of age and, correspondingly, have had a total of six years' solo driving experience.
- 6.12 Driving instructor licences are usually issued for a period of five years, after which time the licensee may apply to the RTA for a renewal of their licence. Significantly, applicants for renewal are not automatically retested on their continued competency as a professional driving instructor. The representative body of professional driving instructors, the Australian Driver Trainers Association (ADTA), has developed a Code of Practice intended to facilitate industry auditing and monitoring to ensure service delivery meets agreed standards.
- 6.13 The ADTA, in association with the RTA, is also involved in the delivery of "Beyond Test Routes",¹¹ a professional development workshop designed to assist professional driving instructors to teach low-risk car control skills, apply road rules in a low risk way and teach learners to respond to hazards.¹² However, the Committee is unaware of any regulatory measures to ensure the continuing quality of professional driving instructors. Currently, members of the community who suspect that a professional driving instructor is in breach of the Act are encouraged to report their complaint to the RTA, which will then investigate.
- 6.14 This reactive approach relies on persons in the community coming forward with information. A systematic and proactive approach involving random assessment of professional driving instructors would provide greater certainty as to quality assurance.

ROLE OF PROFESSIONAL DRIVING INSTRUCTORS

- 6.15 A driving instructor is defined by the Act as someone who instructs another person for the purpose of teaching that other person to drive a motor vehicle, and who receives a monetary or other award for providing the instruction. Instruction is

¹¹ Although professional driving instructors are not compelled to undertake the course, the Australian Driving Trainers Association (ADTA) claims that "the majority" of driver trainers in NSW have completed the course, see: J. McDougall, 2007, "Coping with the distractions, - the task for driver training and education" in I. Faulks, M. Regan, M. Stevenson, J. Brown, A. Porter and K. Irwin (eds.), *Distraction Driving*, Australasian College of Road Safety, Sydney, NSW, p410. Online at: <http://www.acrs.org.au/srcfiles/16McDougall.pdf>

¹² Ibid.

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provided in the technical expertise required to drive a motor vehicle. In addition to the traditional focus on vehicle control skills, there has been a recent emphasis on safe driving behaviours such as low-risk vehicle control skills and responding to hazards.

- 6.16 Learner drivers employ professional driving instructors either as the primary source of driving tuition, or as a supplement to the training provided by other supervising drivers (parents, carers and friends). For the latter group, these lessons are often taken immediately prior to a learner sitting the practical driving test. The remaining learner drivers do not obtain professional driving instruction.
- 6.17 Research from the United Kingdom indicates that 98% of learners undertake some professional driving instruction, with females more likely to complete a greater number of hours¹³. The majority of learners who obtain professional instruction use the services of only one driving instructor. The same UK research proposes that one of the factors contributing to higher first attempt pass rates is the attainment of driving experience prior to having professional lessons.
- 6.18 A Road Safety Officer from Junee Shire Council submitted that the final 20 hours of the compulsory logbook driving should be undertaken with a qualified driving instructor¹⁴. Debate is divided on the issue of the extent of professional instruction, with the Queensland Driver Training Industry calling for a mandatory 10 hours of professional driving instruction at the start of the logbook “to avoid teaching kids bad habits”¹⁵.
- 6.19 Other countries adopt a range of different approaches to the question of mandatory professional driving instruction. By way of illustration, Norway implements a policy whereby all novice drivers must pay for a set of professional driving instructions prior to licensing. In this example, the mandatory lessons and training courses are reported electronically to the Norwegian Public Roads Administration (NPRA) before the driving test is taken. This includes such components as first aid training, night driving, safety and skid pan course and on-road safety courses. The cost of the compulsory driver training is approximately \$AU 5,000 (October 2008).¹⁶ This economic impost is a measure of the importance placed by the Norwegian community on professional driving instruction for young and novice drivers.

SUPERVISING DRIVERS

- 6.20 Parental responsibility for young driver safety is not confined to their role as driving instructor and supervisor. Other means by which parents exert control, thereby influencing the safety of their teenagers, include:
- (i) The time at which they grant their teenagers permission to obtain a licence;
 - (ii) The control they exert regarding access to the family vehicle;
 - (iii) Restrictions imposed on driving once licensed, and punishments for infractions;
 - (iv) Influence on the selection of a motor vehicle; and

¹³ Department for Transport, *Differential Effects of Formal and Informal Driver Training*, Road Safety Research Report No. 42, April 2004, p. 12.

¹⁴ Submission 14, Junee Shire, Coolamon Shire and Wagga Wagga City Councils, np

¹⁵ Queensland Driver Training Industry spokesman Milton Kolas cited by Mark Hinchliffe, “Driving schools feel pinch as lessons drop” in *The Courier Mail*, 24 September 2008.

¹⁶ NPRA, Correspondence with Committee, 9 October 2008.

(v) Serving as a role model for safe driving.¹⁷

- 6.21 In addition to undertaking training with professional driving instructors, learner drivers also obtain driver training and experience under the guidance of parents and other supervising drivers, such as friends and relatives. There are no requirements for supervising drivers other than an obligation that they hold a full Australian driver's licence (i.e. *not* a learner, provisional or restricted licence). There is an expectation that such persons will have "a good understanding of the road rules, be a competent driver and be able to effectively communicate information and ideas clearly"¹⁸.
- 6.22 One submission received by the Committee from a trainee professional driving instructor contrasted the qualifications and capabilities possessed by professional driving instructors with that of parents, many of whom "have not read the road rules for some 20 years and will automatically...[pass] on their tedious and bad driving habits"¹⁹. Moreover, the submission claims that: "One L-driver was out driving with their parent on a country road for two hours while the parent slept"²⁰.
- 6.23 The Australian Driver Trainers Association (ADTA) refers to the considerable influence of parents in a child's early years and cautions about the possibility that 'the sins of the fathers are passed on to the young'.²¹
- 6.24 Notwithstanding the significant disparity in requirements for professional driving instructors and supervising drivers, the RTA contends that there is no evidence to suggest that instruction provided by professional instructors is superior to that provided by other supervising drivers²².
- 6.25 The RTA states that supervising drivers are "role model[s] and mentor[s]" for learner drivers and suggests that they reassess their own driving²³. However, the period of parental influence commences well before a young person begins the process of learning to drive, and extends beyond the point at which they obtain their provisional licence. As the Commissioner for Children and Young People stressed, parents need to better model their behaviour "to be conscious that when you have a seven-year-old in the back of your car and you are driving that they are learning about driving from what you are doing"²⁴. The Commissioner elaborated:
 ...their [the parents] influence does not stop once the child gets their red Ps. Their influence continues for some time after the young person gets their licence and they can play an active role in helping to continue to shape those young drivers' attitudes and driving skills²⁵.
- 6.26 The role of parents in driver education has gained prominence internationally. For example, in many jurisdictions in the United States Young Driver – Parent/Guardian contracts are utilised²⁶. These agreements set out the responsibilities of both the

¹⁷ American Academy of Pediatrics, "The Teen Driver", Policy Statement in *Pediatrics*, vol.118, no. 6, December 2006, p.2575.

¹⁸ RTA Website: 'Supervising Driver', Online at:

http://www.rta.nsw.gov.au/licensing/gettingallicence/car/learners/supervising_drivers.html, Accessed 9 October 2008.

¹⁹ Submission 4, Julie Hegarty, np.

²⁰ Ibid.

²¹ Submission 50, ADTA (NSW), pp. 1-2

²² RTA, Answers to Supplementary Questions, Public Hearing, 19 February 2008.

²³ RTA Website: 'Supervising Driver', Online at:

http://www.rta.nsw.gov.au/licensing/gettingallicence/car/learners/supervising_drivers.html, Accessed 9 October 2008.

²⁴ Transcript of Evidence, 20 February 2008, pp. 24-25.

²⁵ Ibid.

²⁶ Youthsafe, *Parent Fact Sheet – Helping Teenagers Become Safer Drivers*. See also Roads 2 Survival, a South Australian community-based initiative that utilises Parent/Young Person Safe Driving Agreements, Online at:

<http://www.roads2survival.com.au/>

young driver and parents, in addition to any contributions made by the young driver toward ongoing costs and maintenance of the motor vehicle used.

- 6.27 It must be recognised that there is insufficient evidence of any correlation between parent/teenage contracts and improvements in driver safety or reductions in the incidence of violations or crashes²⁷. Moreover, the effectiveness of their application in New South Wales is further undermined by the fact that many of the restrictions that such contracts impose on young drivers already form part of the regulatory framework here, such as restrictions on night-time driving and the number of peer passengers. However, they do serve to reinforce the continuing nature of parental influence in ensuring a young person's safety.
- 6.28 The function of parents as role models is a theme that has been taken up in relation to alcohol consumption. DrinkWise Australia (an industry-funded group) and the Commonwealth Government, in response to research indicating that parental role modelling has a strong influence on adolescent drinking patterns, has launched a "long-term social change campaign aiming to influence generational change towards responsible consumption of alcohol"²⁸. In spite of evidence suggesting a correlation between a parent's driving record and that of their children²⁹, the importance of the parental role model is largely ignored in the current road safety discourse.

Support for Supervising Drivers

- 6.29 As stated earlier, there are no requirements placed on supervising drivers other than that they hold a full Australian driver's licence. Guidance for supervising drivers is provided in the Learner Driver Logbook, which provides teaching tips and advice on planning and structuring driving lessons. The learning goals expected of learner drivers are "arranged in a logical sequence starting from the most basic control skills, to the more complex traffic and hazard perception skills and finally to gaining more experience in as many different driving situations as possible"³⁰. This guidance is supplemented by *Helping Learner Drivers Become Safer Drivers* workshops. These two-hour workshops, delivered by the local government Road Safety Officers (and funded by the RTA), offer parents and supervisors practical advice, such as:
- How to use the Learner Driver Logbook;
 - How to plan supervised on-road driving experiences and professional driving instruction;
 - How to deal with difficulties that may arise during driving practice; and
 - The importance of giving the learner constructive feedback.
- 6.30 But as one submission pointed out:
- Helping Learner Drivers Become Safer Drivers* [workshops]...[are] not compulsory for supervising drivers and miss the majority of parents and other supervisors who directly impact on the teaching of driving behaviours to young people³¹.
- 6.31 Gosford City Council reinforced the lack of participation in the workshops as follows: "The workshops are attended by approximately 60 parents in total each year. There are currently 4,933 learner drivers in the Gosford LGA"³².

²⁷ American Academy of Pediatrics, op. cit.

²⁸ DrinkWise Australia Media Release, *DrinkWise and Australian Government to Launch Australia's First Generational Change Campaign to Tackle Risky Driving*, Friday 20 June 2008.

²⁹ Submission 66, NSW Commission for Children and Young People, p. 6.

³⁰ RTA, *Learner Driver Log Book*, Publication No.: 07.162, June 2007, p. 5.

³¹ Submission 21, Cessnock City Council. n.p.

- 6.32 Many local governments also provide *Log Book Runs*, organised events in which learner drivers gain practical driving experience with their supervising drivers. The NSW Police are involved in some of these events, providing covert and overt speed monitoring, breath testing and licence and registration checks³³. Several Councils supplement *Log Book Runs* with locally developed resource material illustrating suggested practice drives designed to assist supervising drivers and increase skill levels of learners in varied driving conditions³⁴.

keys2drive Initiative

- 6.33 At the national level, a recent initiative of the Australian Automobile Association (AAA) *keys2drive*, aims to provide beneficial support to young, novice drivers and their parents and supervising drivers. The program, to be delivered in 2009, endeavours to deliver significant safety gains through improved supervised learning³⁵. The program intends to achieve this through:
- A free professional lesson for learner drivers accompanied by supervising drivers: This will help impart information and strategies for managing solo driving;
 - A website resource with supporting information; and
 - A voluntary accreditation, training and professional development scheme for driving instructors.
- 6.34 Other jurisdictions have implemented varying strategies to involve parents in road safety awareness and education activities. As part of its recent study tour, the Committee visited the Canadian Traffic Injury Research Foundation (TIRF) in Ottawa. The Foundation conducts research into the human-related causes of crashes in Canada and has recently established a Young and New Driver Resource Centre as a one stop shop for young drivers, providing support for parents, researchers and policy makers. Web based resources are available for access by young drivers and parents, thus providing a level of interactive learning about graduated driver licensing, driver education programs, research and young driver initiatives.

Social Equity

- 6.35 In Chapter 4, the impact of socio-economic factors on driving behaviour and crash outcomes for young, novice drivers in rural and regional areas were identified. However, socio-economic factors also affect young people in metropolitan areas. Such impacts are particularly evident in the learner-licensing phase, which requires learner drivers to accumulate 120 hours of practice driving before they can sit their practical driving test. When asked how she would go about gaining the required experience, a young witness at Port Macquarie told the Committee: "I do not really know because mum and dad do not have a licence so it puts me in a hard position"³⁶.

³² Submission 40, Gosford City Council, p. 5.

³³ Camden Council, *Drivers for Learners in Macarthur – Log Book Run*, Online at: http://www.camden.nsw.gov.au/page/drives_for_learners_in_macarthur_log_book_run1.html, Accessed: 30 September 2008

³⁴ Orange City Council, *Building our City – Log Book Run*, Online at: <http://www.orange.nsw.gov.au/index.cfm?objectId=78FF8A7B-E7F2-2F96-3BA65894EF64FC5A>, Accessed: 30 September 2008.

³⁵ keys2drive, "The Original Concept", Online at: <http://www.keys2drive.info/about/about02.php>, Accessed: 1 October 2008.

³⁶ Transcript of Evidence, 27 May 2008, p. 17.

Young Driver Training

- 6.36 Furthermore, a Road Safety Officer appearing before the Committee speculated that: Where young people have access to a car and a range of mentors or supervising drivers, it [the 120 hours requirement] will go...quite a fair way in reducing the amount of serious crashes in the first couple of years of a driver's experience...If those young drivers do not have access to the money or a car or a supervising driver, it will have no effect whatsoever. In fact, it will probably increase other antisocial issues as well because the feedback we are getting from the Mount Druitt area is that they are just going to drive anyhow.³⁷
- 6.37 As the City of Sydney argues, the high cost of professional driving tuition operates as a barrier to learner drivers from lower socio-economic and indigenous backgrounds in all areas of NSW, but is compounded in areas with low levels of car ownership³⁸. In other areas of the State it is not only disadvantage that presents as an obstacle, but a lack of adequate³⁹, or even a total absence of professional driving schools. There is no evidence before the Committee that a comprehensive assessment was undertaken into the impact that increasing the required logbook hours from 50 to 120 would have on disadvantaged youth. When questioned on this issue the RTA responded that: "We came down on the side that the benefits outweighed the social difficulties that would occur".⁴⁰
- 6.38 More extensive coverage of the RTA's analysis of the benefits of increased logbook hours is discussed in Chapter 8.

Community Programs

- 6.39 Voluntary bodies and private companies have taken the initiative to provide road safety education programs for young people⁴¹. Many local community-based programs have been established around the State to address the perceived shortfall in education programs and driver-training assistance. A list of such programs and more extensive discussion of driver education is set out in Chapter 7.
- 6.40 One such program for young people is the *Youth on the Move Project* - a comprehensive road safety program targeting learner drivers - run by the Cessnock City Council, with financial support provided by the Hunter Area Assistance Scheme, IPWEA and Samaritans JPET. This program was developed in consultation with the local job placement agency and youth centres and involves a six-week education session, Senior First Aid Course, and four free professional driver-training lessons.
- 6.41 Another similar program is the Lismore Aboriginal Driver Education Pilot Program 'On the Road'. The objective of the program is to reduce the overrepresentation of Aboriginal people living in the Far North Coast of NSW, in the criminal justice system. 'On the Road' aims to reduce the barriers to Aboriginal people gaining a driver licence, by:
- Assisting with fine negotiation with the State Debt Recover Office (SDRO);
 - Obtaining a birth certificate (necessary proof of identity for applying for a licence);
 - Providing access to the computerised RTA Driver Knowledge Test in community organisations;

³⁷ Transcript of Evidence, 19 February 2008, p. 44.

³⁸ Submission 23, City of Sydney, passim.

³⁹ Submission 66, NSW Commission for Children and Young People, p. 5 and Transcript of Evidence, 27 May 2008, p. 38.

⁴⁰ Transcript of Evidence, 19 February 2008 p. 6.

⁴¹ Submission 31, Coffs Harbour City Council, p. 7.

- Assisting with literacy and numeracy skills;
- Offering a Driver Mentor Program;
- Facilitating employment opportunities through acquisition of a licence, and community networking; and
- Increasing the number of Aboriginal Justices of the Peace.

6.42 In some local government areas, driver mentoring is provided as a stand-alone program. While the majority of these schemes rely on individuals volunteering to act as a mentor in their own spare time, others have developed partnerships with private companies. Employees of participating organisations take part in mentoring programs during normal working hours, and employers continue to remunerate 'mentor' employees as if they were performing ordinary work. Difficulties arise in these instances regarding potential conflicts with the definition of "driving instructor" in the *Driving Instructors Act 1992*, which states:

...a driving instructor is a person:

who instructs another person for the purpose of teaching that other person to drive a motor vehicle, and

who receives money or other reward for so instructing (whether from the person under instruction or otherwise)

(2) It does not matter whether the driving instructor gives instructions on the instructor's own account or in conjunction with any other person or as the agent or employee of any other person.

6.43 Part 1 s 4(3), however, states that the Regulations may provide that certain persons, or certain classes of persons, are not considered to be instructors for the purposes of the Act.

CONCLUSIONS AND RECOMMENDATIONS

6.44 Young and novice drivers gain early driving experience with assistance from family, friends and/or driving instructors. The role and continuing competency of driving instructors is currently not well monitored on a regular basis.

RECOMMENDATION 15:

The Committee recommends that the RTA, in consultation with the ADTA, develop an improved regulatory framework for assessing driving instructor competency, including regular and random assessment of instructors to provide greater quality assurance in the industry.

6.45 Despite the considerable evidence to suggest that inexperience is a significant factor in the overrepresentation of young drivers in crash statistics, it is not clear how much driving experience results in significant reductions in crash incidence. The Committee acknowledges that the recent regulatory changes are intended to provide safety benefits to young, novice drivers, as well as other road users. However, a young person's capacity to drive provides them with access to employment and education, an ability to participate in social activities and the means to fulfil familial responsibilities⁴². In light of this, more needs to be done to help young, novice drivers comply with these enhanced requirements.

⁴² Submission 66, NSW Commission for Children and Young People, p. 3.

Young Driver Training

- 6.46 The Committee has already recommended that the RTA conduct a comprehensive review of the impact of recent changes to the Graduated Licensing Scheme on young drivers, particularly in relation to extending the number of logbook hours and increased passenger restrictions. This review should assess the direct benefit of these changes on road safety outcomes and also measure the financial and social costs imposed on young drivers and their families.
- 6.47 Insufficient attention has been directed at providing support, education and resources to parents as supervising drivers and recognising their critical role as driver mentors.

RECOMMENDATION 16:

The Committee recommends that the RTA boost support for initiatives such as the *Helping Learner Drivers Become Safer Drivers* workshops in order to encourage greater attendance. Additionally, the RTA should provide greater resources for Logbook Runs and mentoring programs.

RECOMMENDATION 17:

The Committee also recommends that the RTA investigate interactive web based programs to support enhanced information provision for young drivers and their parents.

RECOMMENDATION 18:

In recognition of the current anomaly in the *Driving Instructors Act 1992*, the Committee recommends that the RTA seek to amend the Act to ensure that community mentor programs that rely on corporate involvement can continue to provide driver supervision and mentoring to socio-economically disadvantaged youth.

Chapter Seven - Young Driver Education Programs

- 7.1 As already indicated in this Report, a variety of private providers and agencies deliver a broad range of skills based courses to novice and young drivers across the State. These are discussed in the previous Chapter. The Committee has drawn attention to the distinction between driving skills and driver behaviour as different determinants of driver competency. Accordingly, this Chapter turns its attention to current approaches to driver education and the extent to which existing programs are equipping young drivers to navigate the road safely, with reduced risk exposure to themselves and the community at large.

LEARNING FACTORS

- 7.2 The aim of all novice driver education programs should be to allow a student to progressively acquire knowledge and experience in preparation for unrestricted solo driving. Two elements of the driver education process currently available in NSW are school-based programs and programs delivered by community, local government and other privately based novice driver education providers. Such programs should ideally incorporate skills training within a broader framework of informed decision making, addressing motivational issues and providing a range of learning experiences to reduce risk-taking and enhance judgement and self-regulatory control.
- 7.3 The George Institute for International Health submits that "...there is no established driver safety and education program with demonstrated effectiveness in reducing young driver crashes or fatalities."¹ According to the George Institute, this is due to a number of factors, including substantial on-road driving experience serving as a major protective factor against crash risk that cannot be compensated for by short-term education or training programs. Additionally, habitual and risky behaviours such as speeding are difficult to modify unless corrective action is practised consistently over time and reinforced by parental, peer, personal and other social influences shaping driving styles.²
- 7.4 Attitudinal and motivation based education programs aim to address risky driving behaviours related to overconfidence, "resulting in an overestimation of skills and underestimation of risks".³ This approach involves improving insight and self-awareness, exercising greater control over one's own actions and reflecting on past experience. The Graduated Licensing Scheme (GLS) takes account of some of the features of these educational approaches by placing restrictions on driving to reduce known risk factors. This has been explored in greater detail in the previous Chapter.
- 7.5 Criticisms of the effectiveness of current driver education programs have been raised in other submissions to the Inquiry. The Insurance Australia Group (IAG) asserts that while many attempts have been made to devise appropriate novice driver education programs "there is still little evidence that such programs have positive effects on safety".⁴ One of the stated reasons for this failure, according to IAG, is the lack of a

¹ Submission 25, The George Institute for International Health, p. 5.

² Ibid.

³ Ibid.

⁴ Submission 53, IAG, p. 4.

“behavioural framework” which identifies behavioural factors amenable to change by educational intervention.⁵

- 7.6 The Australian Transport Safety Bureau (ATSB) considers that suitably developed education programs could have a positive effect on safety outcomes “if they are developed in such a way that reflects current understanding of the novice driver problem and effective behaviour change principles.”⁶ In an ATSB report published in 2004, a model for such a program is described as having the following features:
- Target novice-driver behaviours or characteristics that are known to be related to crash involvement. Targeting other behaviours or characteristics might influence behavioural outcomes or attitudes, but is less likely to have an effect on crash involvement.
 - Target behaviours and characteristics that are able to be manipulated using an intervention based on sound education and training methods. Some characteristics that appear to be related to crash involvement—such as driver personality—are not able to be changed using educational methods and would therefore make poor targets for the program.
 - Target these behaviours or characteristics in a way that does not have negative consequences for safety. The cognitive and behavioural skills that assist in safe driving develop naturally for drivers, with the consequence that the likelihood of crash involvement is remarkably low for experienced drivers. This natural development of safe skills could conceivably be hindered by a driver training program.
 - Use educational or training methods that are known to have an effect on the target behaviours and characteristics, and that are limited to methods of this type.
 - Adopt an adult-learning approach to the development of novice driver participants—including the incorporation of coaching and mentoring.
 - Target higher-order driving behaviour and not vehicle control per se.⁷

Novice Driver Program Trial

- 7.7 As a potential model for behaviour based education programs, the Federal Government initiative the Novice Driver Program Trial, is a national research trial of a novice driver safety education and training program for mandatory inclusion in all Graduated Driver Licensing (GDL) systems. It is designed to reduce the number and severity of novice driver crash rates and is the largest such initiative in Australia, involving some 30,000 participants in NSW and Victoria.⁸
- 7.8 The Trial is being conducted in partnership with the Federal Chamber of Automotive Industries, the IAG and the Royal Automotive Club of Victoria (RACV). Recruiting novice drivers at the time of licensing, it will use adult learning principles designed to influence on-road behaviour and encourage a greater awareness of individual risk and personal limitations. The aims of the education program are stated by the ATSB to be: reduction in crash numbers and severity; improvement in safe novice driver behaviour; and increased novice driver awareness of factors contributing to risk.⁹ The

⁵ Ibid.

⁶ Submission 58, ATSB, p. 12.

⁷ Ibid.

⁸ Submission 56, RTA, p. 20.

⁹ Submission 58, ATSB, Attachment, p. 4.

Trial is linked to GDL restrictions by encouraging adherence to time limits on exposure, including night time driving and carriage of passengers, intended to foster safety-orientated attitudes and behaviours.

- 7.9 A 2-3 year evaluation of the Trial is intended. While impacts on road safety knowledge, awareness, attitudes, and behaviours will be assessed, the primary outcome will be crash involvement.¹⁰ The project is being managed by a Steering Committee of all funding partners, including representatives from the RTA. Although the Trial appears to be well researched, there is a lack of information about the evaluation phase of its operation. It is to be hoped that the methodology, conduct and expenditure of some \$10m¹¹ on this study will be subject to oversight and scrutiny by experts who can bring objectivity and scientific rigour to the process and to the subsequent evaluation of results.

School Based Driver Education

- 7.10 New South Wales schools currently teach road safety as part of the curriculum from Kindergarten to Year 10. The RTA invests \$2.8m annually in the NSW Road Safety Education Program (RSEP), developed through agreements with the Department of Education and Training (DET), the Catholic Education Commission and the Association of Independent Schools in NSW. A component of this Program, driver education, is taught as part of the NSW Board of Studies Personal Development, Health and Physical Education (PDHPE) 7-10 syllabus, which is mandatory for all government and non-government high schools.¹²
- 7.11 The RTA has developed and provides a set of curriculum-based resources for teachers and students to explore road safety education issues. Resource materials, including take home notes and brochures, take account of developmental stages and individual learning styles.
- 7.12 Secondary school curriculum resources are age based and provide a graduated range of teaching and learning activities appropriate for a student's level of development and knowledge base. Commencing with key road safety messages and interactive learning for students in years 7-8, the next phase of the program incorporates input from the NRMA for years 9-10 and culminates in more advanced road safety activities and greater personal and community awareness based messages in year 11, as part of the English syllabus.
- 7.13 The Department of Education also provides a road safety education consultant based in each of the Department's ten regions. Consultants provide professional development workshops and one-on-one personal teacher support, policy advice, parent education support and management advice for safer school environments.
- 7.14 Individual schools, in consultation with their local community and under strict guidelines, can also provide behind-the-wheel training but this is currently being provided in only four NSW government schools.¹³ The RTA does not support supervised driver training through schools on the basis that there has not been shown to be demonstrated benefit from such courses.¹⁴

¹⁰ Submission 25, The George Institute for International Health, p. 11

¹¹ Submission 56, RTA, p. 20.

¹² Ibid.

¹³ Submission 17, Minister for Education and Training, np.

¹⁴ Submission 56, RTA, p. 23.

Young Driver Education Programs

- 7.15 There are also a range of outside providers offering driver education programs to schools. These include Rotary Young Driver Awareness (RYDA), the NRMA Youth and Road Trauma Forum and the NSW Fire Brigade's RescueEd program. According to the Department of Education and Training, these courses "vary greatly in quality and cost and the decision to access these programs is made by individual school communities."¹⁵ The Education Department does not endorse programs provided externally.
- 7.16 A further issue in school based programs concerns the delivery of the course material. There is some conjecture about who is best placed to deliver such programs in the classroom. According to the RTA:
It also means that we have the best principles, in terms of delivery of education, being delivered by the teachers who know the learning level and the understanding of their students. Not by strangers who come in very well meaning but not necessarily understanding what it is that a Year 9 student can comprehend, how quickly to talk to them and what terms to use. It is a very important principle for education that the education is done by the expert educators who understand the children.¹⁶
- 7.17 Other course providers who work in the classroom setting argue that having road safety expert program presenters is a valuable adjunct to the education process and the curriculum. As a representative of RYDA told the Committee:
We would like to extend that involvement with curriculum. We see that this program presents really well, as some similar programs present well, the information that is required. Because of the way we put it together it is absorbed very readily by the students. But of course you need to have an extension of that learning. We have done some research on how fast learning recedes and so on. We realise that we need to better integrate going forward with some of the actual driver education programs once they get behind the wheel of a car, but we also need schools to perhaps tweak their curriculum on a little bit too.¹⁷
- 7.18 The submission from the Commission for Children and Young People argues that young people want education programs presented by "people with knowledge and experience, such as Police officers or people who have injuries from accidents, not just teachers."¹⁸
- 7.19 It is the view of the Committee that appropriately vocationally qualified and experienced road safety practitioners can add value to the PDHPE curriculum by presenting material in a different format to complement the message delivered by the classroom teacher. This material would have to be endorsed by the RTA and the DET.

Community Based Driver Education

- 7.20 As previously discussed, there is an abundance of driver safety education and training programs delivered by a variety of private and community based providers in NSW. These programs vary in duration; content; focus (knowledge, values, attitudes and behaviours, cognitive-perceptual skills, road rules, vehicle handling); target group (young people, traffic offenders, disadvantaged groups etc.); timing (i.e. pre-driver or post-driver training/education); and method of delivery. Programs are taught both

¹⁵ Submission 17, Minister for Education and Training, np.

¹⁶ Transcript of Evidence, 19 February 2008, p. 9.

¹⁷ Transcript of Evidence, 19 February 2008, p. 58.

¹⁸ Submission 66, NSW Commission for Children and Young People, p. 7.

within and outside the school environment by a range of presenters, including community members, emergency services personnel, educators, and health professionals.

7.21 The following is a list of the range of programs referred to in submissions received and in evidence taken by the Committee:

- *Rotary Youth Driver Awareness Program (RYDA)*
- *U-Turn the Wheel*
- *SKYDS: Skilled or Killed – Young Driver Safety*
- *Log Book Runs*
- *Young Drivers Expo (Tamworth)*
- A range of programs delivered through the school Road Safety Education Program, including:
 - *CARES (NSW Police Force) – A road safety awareness program involving primary school aged children.*
 - *Road Risks – Your Choice (Years 7-8, Stage 4).*
 - *Shifting Gears (Years 9-10, Stage 5) – A similar program is delivered through TAFE General Education Courses.*
 - *Limiting Risk and Protecting Lives - New resource targeting students in Stages 5/6 expected to be rolled out from 2008.*
 - *Drive to Stay Alive education program, offered to all Year 11 students.*
 - *Crossroads: A Personal Development and Health Education Course (Part of Year 11/12 school curriculum)*
 - *In the Driver's Seat: A Question of Authority - Taught as part of the mandated English courses in Stage 6 (Years 11 and 12).*
- *En-Lite-En (NSW Police Force) – A drink-driving education program delivered to local communities.*
- *Traffic Offenders Program (TOPS)*
- *GLS Workshops - Helping Young Drivers Become Safer Drivers (Councils and RTA)*
- *Power of Choice Program (Port Macquarie-Hastings)*
- *Youth and Road Trauma Forum at Homebush (NRMA & Westmead Hospital)*
- *RescuEd (New South Wales Fire Brigade)*
- *Young Driver Development Program (Urana Shire) (Designed by Murcotts Driving Excellence School of Melbourne).*
- *Skilled Drivers Course (AAMI)*
- *Youth on the Move Project (Cessnock)*
- *Macarthur Young Drivers Assistance Program (formerly Drivers for Learners in Macarthur - Mentoring Project (Camden, Wollondilly) and Driver Mentor Program (Coffs Harbour) and Drive to Work (City of Sydney) targeting socially, economically and geographically disadvantaged youth in the region. These programs involve driving lessons with qualified/volunteer supervisors to facilitate the achievement of hours required by the Graduated Licensing System (GLS).*
- *Drive Alive Past 25 – (Port Stephens)*
- *Questacon Exhibition – NRMA (Coffs Harbour)*
- *Traffic Education Program – (PCYC) (Coffs Harbour)*
- *Drive to Stay Alive - Camden*

Young Driver Education Programs

- *Reduce Risk, Increase Student Knowledge (RRISK)* (Coffs Harbour and Ballina)
- One-day road safety awareness day at *Honda Australia's Roadcraft Training Centre (HART)* (Baulkham Hills)
- *Driver Education for Youth (DEFY)* (Blacktown)
- *Youth Motorsport Expo (YME)* (Blacktown)
- *Keep Aboriginal Youth Safe (KAYS)* (Blacktown)
- *NRMA Off Street Drag Racing* events - Held each Wednesday evening at the Western Sydney International Dragway.
- *PCYC Driver Education Awareness Program* – (Shellharbour)
- *PCYC Driver Education Program (DEP)* (Wagga Wagga)
- One-day workshop targeting Learner and Provisional drivers, *B4U-DRV* (“Before You Drive”) (Shoalhaven)
- *Sober Driver Program*
- *On the Road* – Lismore Aboriginal Driver Education Program
- *R Driver Awareness Program* - For traffic offenders in NSW Prisons (Enough is Enough).
- *Alcohol Interlock Program* – There is also a seatbelt interlock program.
- *STOP Driver Education Course* – Pilot program targeting young speeding offenders.
- *Driver Education Awareness Program (DEAP)* (Camden, Wollondilly and Wingecarribee).
- Motor Accident Authority's (MAA) *Arrive Alive* Initiatives, Sponsorships, and Grants.
- *Drive to Survive* – Defensive Driving Course run by local business, supported through provision of discount vouchers (Wollondilly).
- *Tomorrow's Drivers* – Focus on education parents of children as young as newborns on driver and attitude modelling.
- *Youthsafe's Presenter Program*, resources and support for community-based programs.

7.22 As can be seen from the above list, the range and diversity of available programs are responding to a market driven perceived need for community based driver training and education. Although it is evident that some of the course content has been shared between providers and modified to suit particular community needs, it is not clear whether young people themselves have been involved in the design or development of content or tools used to deliver the programs.

7.23 This is a point raised by Youthsafe, a NSW peak body for injury prevention in young people, responsible for providing resources for many community based young driver programs. In their evidence to the Committee representatives from Youthsafe said:

One of our resources in the pack is “Consulting with young people”. I agree that young people are very good at organising their social calendars and so forth. But they have not necessarily thought about some of the consequences and some of the planning issues with respect to safety. They still enjoy a degree of spontaneity in what they do. But, yes, having measures and strategies that work with young people, engaging them and having a sense of ownership on their part, is an important way to move ahead.¹⁹

¹⁹ Transcript of Evidence, 20 February 2008, p. 8.

- 7.24 Some programs, such as those delivered in schools through the Road Safety Education Program, have a greater emphasis on evidence based approaches, whereas the majority of others have not been subjected to independent external evaluation. All programs are, however, conducted within the overarching framework of the NSW Graduated Licensing Scheme.
- 7.25 Despite the lack of empirical data on which to measure the effectiveness and benefits of community based programs, the Committee considers that a greater degree of consistency should be applied to the content and methodology of such courses. There would be merit in designing a template for a model young driver education program, thereby enabling a more standardised approach based on empirical evidence of efficacy and utility. The variability of programs currently on offer, with differing degrees of geographic reach, course duration and scope means that direct comparisons and evaluations cannot be made based on available information.
- 7.26 The RTA Principles of Effective Community-Based Safe Driving Programs for Novice Drivers and Passengers does provide some general guidance for the conduct of programs.²⁰ However, a greater degree of specificity is required for program providers. It would be useful to update and expand on these principles by including descriptors of the optimal elements of such programs, including requirements for evidence based skills and behaviour based education, as well as guidelines for independent evaluation. More detailed guidelines would assist providers by improving the information required, including the use made of statistical and other research based evidence and data in program development and ensuring a greater degree of reliability and validity of any evaluation conducted. Information and evidence derived from the Novice Driver Program Trial may also assist in this regard.
- 7.27 The Motor Accidents Authority describes the best approach to road safety as:
...an ecology, if you like a system, of a range of different interventions...What we are aiming to do is understand what the RTA as the lead agency is doing and then understand best where there are remaining gaps or opportunities. Some of what we do is give out grants and so on to different groups, recognising that risk is not evenly distributed. Different communities may be at different stages in managing a risk and there may be ideas coming from different communities. For instance, we have had one program around youth where we have already funded about 70 small local projects...we very much believe there needs to be an evidence base where that is possible, and there needs to be evaluation.²¹
- 7.28 In their evidence to the Committee, the Australasian College for Road Safety gave the following assessment:
As to a best practice program, co-ordinated, multifaceted, community-based programs work involving young people, parents, families, local and broader communities, governments, police, vehicle manufacturers, insurance companies and advertisers. Get everyone working together and having ownership. It is really important. They should be based on current most promising elements, not necessarily seeking new silver bullets—so rigorous evaluation in an Australian context and based on strong graduated driver learning.²²

²⁰ RTA, 2002, *Principles of Effective Community-Based Safe Driving programs for Novice Drivers and Passengers*, RTA/Pub 02.033.

²¹ Transcript of Evidence, 20 February 2008, p. 12.

²² Transcript of Evidence, 20 February 2008, p. 55.

CONCLUSIONS AND RECOMMENDATIONS

7.29 Despite the lack of empirical support for the efficacy of young driver education programs to date, the provision and take up of these programs both as a part of the education curriculum and in the broader community setting, points to a demand for such courses. The overwhelming consensus by researchers, program providers and road safety administrators is that a more rigorous approach to the delivery of such programs will provide greater overall benefit and allow the development of a best practice model based on evidence and research data. The Committee supports this view.

RECOMMENDATION 19:

The Committee recommends that the Novice Driver Trial be subject to oversight and scrutiny by independent experts who can bring objectivity and scientific rigour to the process and to the subsequent evaluation of results.

RECOMMENDATION 20:

In relation to school based road safety education programs, the Committee recommends that appropriately vocationally qualified and experienced road safety practitioners participate in the delivery of the PDHPE curriculum by presenting material in a different format to that delivered by the classroom teacher. This material would have to be endorsed by the RTA and the DET.

RECOMMENDATION 21:

The Committee also recommends that school based programs be subjected to rigorous evaluation to assess their efficacy and to develop a best practice model, with standardised delivery and implementation measures.

RECOMMENDATION 22:

In relation to community based programs, the Committee recommends that, in the short term, the RTA update its publication "Principles of Effective Community-Based Safe Driving Programs for Novice Drivers and Passengers" to assist driver education providers on the ground. As a longer-term objective, the Committee recommends that the RTA design a template for a model young driver education program, thereby enabling a more standardised approach based on empirical evidence of efficacy and utility.

RECOMMENDATION 23:

As part of the development of a young driver education template, the Committee also recommends that the RTA establish a consultation process with external research agencies, community providers and young people to ensure broad support and shared ownership of this initiative.

Chapter Eight - Policy Initiatives

- 8.1 As already described in earlier Chapters, there is a general lack of policy consistency across Government programs in NSW to address the various components of young driver safety. This has resulted in: inadequacies in data collection and availability; gaps in research activities identifying risk factors; lack of specific policies addressing young drivers in rural and regional areas; the absence of young driver specific re-offender programs; and inadequate monitoring and support for standardised young driver training and education programs. This Chapter will canvass an integrated approach to young driver safety, in order to provide a common impetus for all agencies and individuals to pool their collective knowledge and work towards commonly agreed goals and objectives.

SIGNIFICANT POLICY INITIATIVES

- 8.2 One of the most significant contributors to reducing young driver crash and fatality rates in NSW has been the Graduated Licensing Scheme (GLS). Similar schemes operate in other developed countries and their introduction is generally acknowledged to have been instrumental in delaying the progression to fully independent driving, thus allowing more time to acquire the requisite skills base to manoeuvre a vehicle. The delay in receiving a full licence also contributes to the development of greater driving experience prior to solo driving.
- 8.3 The other major program to assist with young driver safety, particularly at the local level in NSW, is the Road Safety Officer Program. The work of Road Safety Officers has contributed to the delivery of locally based driver education programs and to the greater involvement of local Councils in road safety initiatives.

Graduated Licensing Scheme (GLS)

- 8.4 The current form of the Graduated Licensing Scheme (GLS) was first introduced in July 2000. It is competency based and requires the successful completion of four tests and three licensing stages before the issuing of an unrestricted drivers licence. Following its introduction, further restrictions were introduced in 2003 (ban on carrying passengers in the boot of the car and mandating seatbelts for all passengers), 2004 (zero blood alcohol limit), and 2005 (prohibition on high-powered vehicles and passenger limits after disqualification).¹
- 8.5 Subsequent restrictions introduced in July 2007 have imposed limitations on peer passengers and increased the number of logbook hours required pre-licensing. This has already been discussed in Chapters 4 and 6. However, it remains problematic that these further changes have caused concern within the community as reflected in evidence to the Committee both in submissions and at public hearings. In relation to logbook hours, while it is accepted that greater exposure to driving practice in a variety of settings generally improves driving ability, the choice of 120 hours seems arbitrary, at best.

¹ Submission 56, RTA, pp. 27-28.

Policy Initiatives

- 8.6 As far as the Committee can determine, this is based on a 1993 Swedish experience of reducing the minimum age for accompanied learning from 17½ to 16, while retaining the independent driving age at 18. This resulted in an increase to a mean of 117.6 hours of accompanied learning before licensing, compared to a mean of 47.6 hours before the change.² This appears to be the basis for the RTA requirement of 120 hours. However, it must be stressed that there has not been independent verification of the benefits of extending the number of required hours beyond a certain amount.
- 8.7 In Norway, which has a comparable driving regime to Sweden, 14 mandatory driving lessons must be undertaken at a driving school before being eligible to sit for a licence test. In practice, these are generally supplemented by a further 15 to 25 driving school lessons before sitting for the test, but the mandatory component is only 14 hours.
- 8.8 It may well be that any increased driving experience benefit conferred by extending the mandatory period to 120 hours in NSW is offset by the added individual financial and/or practical burden imposed, particularly in rural and regional areas. The issue of passenger peer restrictions and its impact on the rural and regional population is discussed in Chapter 4.
- 8.9 As has already been canvassed in the Report, there is a significant difference between driver training and education. Whereas driving skills are essential to pass a driving test, there is no effective assessment of judgement and mature decision making as a prerequisite for gaining a licence or as part of any testing procedure. This is another area requiring a more coordinated approach in the development of improved policy formulation.

Road Safety Officers

- 8.10 Eighty-five Road Safety Officers are attached to local Councils under the Road Safety Officer (RSO) Program, a component of the Local Government Road Safety Program (LGRSP). While the RTA is the principal source of funding of the LGRSP, other program partners include the Motor Accidents Authority (MAA), the Institute of Public Works Engineering Association (IPWEA), and the Local Government and Shires Associations (LG&SA), representing local Councils. The LGRSP has been operating since 1992.
- 8.11 The principal role of an RSO is to plan, develop and implement community road safety educational and behavioural projects within their local Council areas, and to raise the priority of road safety within local Councils. Road Safety Officers are strongly encouraged to collaborate with local representatives from other appropriate agencies (eg Police, RTA, Health, Education and Training) and organisations (licensed venues, Liquor Accords) to achieve effective road safety project outcomes.
- 8.12 In relation to providing young driver programs, RSOs are required each year to schedule and deliver two 'Helping Learner Drivers Become Safer Drivers' workshops to parents/supervisors of learner drivers. Furthermore, RSOs implement appropriate projects to address State priorities and local road safety issues. Road Safety Officers are also encouraged to work with school communities and parent groups to assist with programs related road safety issues on roads adjacent to schools including

² OECD/ECMT - Transport Research Centre, 2006, *Young Drivers – The Road to Safety*, p.21.

supporting the development of Drop-off and Pick-up initiatives which seek to manage traffic congestion and improve driver behaviour in school zones.³

- 8.13 The Committee has received extensive information about the usefulness and benefit of the work carried out by Road Safety Officers. The NRMA, in evidence, said:
There are limited road safety resources in the community but in New South Wales we have road safety officers. These officers are based in local Councils but have some funds provided to them by the RTA. We believe that some road safety officers may have made submissions to the Committee. In terms of their role, we find them to be highly valuable. They are the face of road safety in local communities and they are able to work with all local stakeholders. One of the strengths of these officers is that they can develop local solutions for local road safety problems. What these safety officers need is a structure that can maximise their reach into the community and respond to the community's requests as appropriate. Our concern is that the current situation does not allow them to do this effectively⁴
- 8.14 A concern about the Road Safety Officer Program is that the current Funding Agreement provides for 100% RTA funding of a position in the first year and 50% for subsequent years, with the Agreement concluding in 2010. Due to the funding formula, some Councils share positions and only two-thirds of Councils participate in this Program. The RTA is at present conducting an evaluation of the Program strategy.
- 8.15 Two areas of concern to the Committee are the continuation of the Road Safety Officer Program beyond its current funding cycle in 2010 and the extent to which the potential benefit and resources provided by the Program are utilised to the full extent. Road Safety Officers are not permitted to conduct education and safety awareness programs in schools as part of the classroom-based Road Safety Education Program. This program is a partnership between the NSW school education sectors and the NSW Centre for Road Safety and ensures the effective delivery of road safety education by classroom teachers.
- 8.16 As previously indicated in Chapter 7, it may be of benefit to have a range of road safety professionals involved in the delivery of education programs in schools. Road Safety Officers can provide local perspectives on road safety issues and enhance local learning as part of road safety education in schools. Additionally, their participation can facilitate greater collaboration and provide a bridge between the various stakeholders who are trying to develop local solutions and improve road safety and driver education programs.

INTERAGENCY COLLABORATION

- 8.17 One of the important messages from the Committee's overseas study tour is the importance of a comprehensive strategy to address road safety, involving all Government departments and authorities and including close collaboration with other non-government agencies working in the field of road safety.
- 8.18 The Norwegian National Action Plan for Road Safety provides long-term guidance for all policy makers to set and achieve priorities for enhanced road safety measures across all portfolios. It is endorsed through the Norwegian Public Roads Administration, the National Police Directorate, the Directorate for Health and Social

³ RTA, Answers to Supplementary Questions, Public Hearing 19 February 2008.

⁴ Transcript of Evidence, 20 February 2008, p. 28.

Policy Initiatives

Welfare and the Norwegian Council for Road Safety in collaboration with the Department of Transport.⁵ The Plan incorporates elements of similar plans devised by the United Nations, the World Health Organisation, the World Bank and the European Union. It addresses such issues as whether car and vehicle traffic constitutes private or public space and how far public authorities can impinge on and control vehicle use and traffic behaviour.

- 8.19 The lynchpin of the Plan is known as Vision Zero, which is premised on multi-factorial solutions to reduce the road toll and involves the entire transportation system. Norway is committed to maintaining its position as one of the most successful jurisdictions in the world to reduce road risk, with a greater than 50% total reduction in fatalities and serious injuries since 1970. According to the Action Plan
- ...a vision of no one being killed or permanently disabled has been established as a basis for the long-term traffic safety effort. The vision means that the Government, in addition to conducting a policy with the goal of reducing the total number of accidents, will focus strongly on measures that can reduce the most serious accidents.⁶
- 8.20 While a target figure of zero fatalities and serious injuries is not realistic, what Vision Zero embodies is a concerted approach to create the conditions for a consistent downward trend in crash rates and fatalities approaching the lowest achievable limit.
- 8.21 This mindset, which is now entrenched throughout the machinery of Government in Norway, continues to shape their response to road safety. It has also resulted in an informal network with Sweden, the United Kingdom and the Netherlands (SUNN) working cooperatively to achieve a broader Vision Zero consensus.
- 8.22 One of the major achievements of this approach to road safety is to engage all participants in a road safety philosophy with common goals and shared solutions. The Norwegian Government is also looking to establish a number of charters to reinforce cooperation between public agencies and non-government organisations. Thus, a holistic approach will include measures aimed at: road users (training, information and enforcement); the road and traffic system (road design and traffic controls); vehicles (vehicle safety features, ratings and information); land use planning (transport hubs and improved public transport options); transport modes (improved safety for pedestrians and cyclists and transfer of goods transport from road to rail and sea); electronic driver assistance (ABS and ESC); and emergency response (first aid training and improved response times by accident/rescue service).
- 8.23 In relation to accident and emergency response, EU countries are examining the adoption of a system that automatically alerts ambulances in the case of accidents (eCall). As quick response time is critical in reducing fatalities at an accident site, this should also be considered in NSW.

NSW Government Coordination

- 8.24 The Committee is aware of the operation in NSW of a range of roads and traffic committees and advisory groups. A component of interagency collaboration is the Roads and Traffic Advisory Council (RTAC). This Advisory Council, established under the *Transport Administration Act 1988*, advises the Minister for Roads and the RTA on a range of traffic and transport issues including:
- the promotion of traffic safety;

⁵ NPRA Vision, Strategy and Targets for Road Traffic Safety in Norway 2006-2015.

⁶ Ibid.

- improvements in the movement of traffic;
 - requirements of vehicle drivers;
 - requirements for roads and vehicles; and
 - roads and traffic legislation.
- 8.25 Membership of RTAC consists of five nominees appointed by the Minister for Roads representing: the NRMA; the road freight industry; the Local Government and Shires Association; the Labour Council of NSW; and the medical profession. Ex-officio members are: the Chief Executive of the RTA; the Director-General of the Department of Planning; the Director-General of the Ministry of Transport; and the Commissioner of Police.
- 8.26 The Roads and Traffic Advisory Council meets in private. However, non-members of Council may be involved from time to time to make presentations to Council and to participate on topics of interest.
- 8.27 Another coordination mechanism is the Government Agencies Road Safety Council (GARS), whose role is to coordinate Government road safety initiatives consistent with the goals outlined in the Road Safety 2010 strategy. Its main objectives are to:
- keep abreast of road safety developments in partner agencies that may have an impact on member organisations;
 - monitor and evaluate against road safety goals and targets; and
 - examine the analysis of up-to-date trends of road deaths and injuries and crash related problems and discuss the potential for joint countermeasures.⁷
- 8.28 The Minister for Roads established GARS at the suggestion of the RTA's Chief Executive, following the disbanding of the Road Safety Advisory Council in December 1999. The membership is reviewed annually and determined by invitation from the RTA's Chief Executive. All members are Chief Executives, or their nominees. The Chair is the RTA's Chief Executive and member agencies currently listed on the RTA website are as follows:
- NSW Police Force
 - Attorney General's Department
 - Motor Accidents Authority
 - NSW Health Department
 - Department of Education and Training
 - Department of Local Government
 - Department of Transport
- 8.29 Meetings are held privately, however briefings and presentations from outside parties are sometimes received at the invitation of Council.
- 8.30 An attempt has also been made to consult young people about road safety issues, through the establishment of the NSW Government Young Driver Advisory Group, which includes representatives from the NSW Youth Advisory Council, a statutory body advising the Minister for Youth on issues concerning young people.
- 8.31 However, it is not clear how the work of the Young Drivers Advisory Group or the various Roundtable Working Groups on Child Road Safety, listed in the RTA Annual Report⁸ contribute directly to policy formulation.

⁷ RTA Website

⁸ RTA, *Annual Report 2007*, pp. 169-173.

Policy Initiatives

- 8.32 A significant initiative to increase stakeholder representation within a consultative framework resulted in the establishment of the Road Safety Taskforce, set up by the Minister for Roads in January 2001, following an increase in fatalities. Comprised of representative road safety experts, it was charged with responsibility for making recommendations to improve the effectiveness of road safety interventions and initiatives to reduce the road toll.
- 8.33 The current membership consists of representatives from the RTA, NRMA, MAA, NSW Police, health and hospital sector, UNSW and the Youth Advisory Council. It is not clear how often this Taskforce meets or what its current activities are.
- 8.34 The Committee, while supportive of interagency coordination, has some reservations about the transparency and operational effectiveness of the current models. There is little public information on the frequency with which these bodies meet or the results of their deliberations and actions. In addition, there appear to be a range of agencies whose work impinges on young driver safety not represented adequately. Furthermore, there does not appear to be any mechanism for involving the full range of government and non-government road safety agencies in any comprehensive or meaningful way as part of the interagency deliberations.

CONCLUSIONS AND RECOMMENDATIONS

- 8.35 Sustained and effective responses to improve road safety and to provide support for young drivers rely on collaborative partnerships and information and resource sharing by those who are directly affected by the road transport system. The RTA, through its Centre for Road Safety, has a pivotal role to play in bringing a focus to activities designed to minimise risks to drivers, passengers and other road users. It should also be the major stakeholder reference point and actively promote its activities and initiatives. The Committee has been told that the Centre should do more to engage with stakeholder groups and make information accessible in a more user friendly format than is currently available on the RTA website.
- 8.36 Major initiatives, such as refinements to the Graduated Licensing Scheme, should be implemented after extensive consultation with groups and individuals who are the target of these changes. In addition, the rationale for such changes should be clearly explained and justified. Increased efforts should also be made to involve those who are working on the ground, such as Road Safety Officers, in consultation processes.

RECOMMENDATION 24:

The Committee recommends that the RTA, through the Centre for Road Safety, promote its road safety initiatives and activities in a more proactive manner by hosting its own website and providing a more targeted range of information services to young drivers, parents, researchers, policy makers and other road users.

RECOMMENDATION 25:

The Committee recommends that the RTA provide more information regarding its rationale for increasing the number of logbook hours required before drivers can sit for a driving test. This is in addition to the evaluation of the impact of this change, already recommended.

RECOMMENDATION 26:

The Committee recommends that the RTA, as part of its current assessment of the Road Safety Officer Program, provide greater clarity concerning the future of this Program and give strong consideration to providing increased levels of funding and support to Road Safety Officers. The continuation and expansion of this Program will increase Council involvement in locally based road safety initiatives, such as assisting with the provision of additional transport options in rural and regional areas and in coordinating the activities of local government in the area of young driver safety more generally.

RECOMMENDATION 27:

The Committee recommends that the RTA evaluate the current range of road safety bodies and committees and develop a more inclusive model, involving government and non-government agencies and stakeholder groups in the setting of priorities and the development of new policy. Such a model should provide a greater level of transparency and accountability and include representation by young drivers. It should also foster greater collaborative partnerships and information and resource sharing by those who are directly responsible for road safety management.

APPENDIX

APPENDIX 1 - LIST OF SUBMISSIONS

No.	Author	Organisation
1.	Ms Zsuzsanna Handelsmann	Individual
2.	Mr Troy McGrath	Individual
3.	Mr Wayne Bennett	Individual
4.	Ms Julie Hegarty	Individual
5.	Cr Robert Stutsel	Individual
6.	Mr Anthony Gerace	Individual
7.	Cr Sandra McCarthy	Kiama Municipal Council
8.	Cr Greg Watson	The Council of the City of Shoalhaven
9.	Mr Andrew Jamieson	Australian Drink Driving Simulator NSW
10.	Mr Glenn Inglis	Tamworth Regional Council
11.	Ms Leanne Harris	Maitland City Council
12.	Mr Robert Staples	Cabonne Council
13.	Senior Constable Jason Bentley	Power of Choice Committee
14.	Mr Steve Ross	Junee Shire, Coolamon Shire & Wagga Wagga City Council
15.	Mr Brian Turner	Tenterfield Shire Council
16.	Ms Noreen Hay MP	Parliamentary Secretary for Health
17.	The Hon J J Della Bosca MLC	Minister for Education and Training
18.	Mr Leigh Ashford	Urana Shire Council
19.	Ms Kate Kohne	Albury City Council
20.	Ms Annabelle Butler	AAMI
21.	Ms Jennifer Andrews	Cessnock City Council
22.	Mr Terry Birss	Rotary Youth Driver Awareness (RYDA)
23.	Ms Monica Barone	City of Sydney
24.	Mr Adam Wilkinson	Camden Council
25.	Dr Rebecca Ivers	The George Institute for International Health
26.	Mr Richard Wheatley	Greater Taree City Council
27.	Ms Penny Holloway	North Sydney Council
28.	Mr Bernie Rodgers	Rotary District 9710
29.	The Hon D A Campbell MP	Minister for Police
30.	Mr Graham Orr	Port Stephens Council
31.	Mr George Stulle	Coffs Harbour City Council
32.	Mr David Ernest	Lane Cove Council
33.	Mr Paul Stephenson	Goulburn Mulwaree Council
34.	Mr Andrew King	Baulkham Hills Shire Council
35.	Ms Michelle Carter	Pittwater Council
36.	Mr Ron Moore	Blacktown City Council
37.	Ms Sharon Mizzi	Hornsby Shire Council
38.	Mr Daryl Dutton	Upper Hunter Shire Council
39.	Ms Anne Deans	Youthsafe
40.	Ms Margie Azmi	Gosford City Council
41.	Mr Joel Neilsen	Safe Drive Training (Aust) P/L
42.	Mr Adam Drabsch	Newcastle City Council

List of Submissions

No.	Author	Organisation
43.	Mr John Truman	Ballina Shire Council
44.	Mr Stuart Hansman	Individual
45.	Mr Arthur Webster	Shellharbour City Council
46.	Ms Carmel Donnelly	Motor Accidents Authority (MAA)
47.	Mr Matthew Kayrooz	GIO General Limited
48.	The Hon B M Perry MP	Minister for Juvenile Justice
49.	Ms Robyn Galwey	St John Ambulance Australia (NSW)
50.	Mr Allan Porter	Australian Driver Trainers Association (ADTA) (NSW)
51.	Mr Greg Mullins AFSM	New South Wales Fire Brigades (NSWFB)
52.	Ms Vicki Morris	Enough is Enough Anti-Violence Movement
53.	Mr Mark Lever	Insurance Australia Group
54.	Mr Greg Piconi	Ku-ring-gai Council
55.	Mr Graham Blight	NRMA Motoring & Services
56.	Mr Les Wielinga	Roads and Traffic Authority (RTA)
57.	Mr Paul Riley	Institute of Public Works Engineering Australia (IPWEA)
58.	Ms Olivia Sherwood	Australian Transport Safety Bureau (ATSB)
59.	Mr Colin Jordan	Royal Automobile Club of Victoria (RACV)
60.	Mr Michael Peterson	Individual
61.	Mrs Monique Whear	Royal Australasian College of Surgeons (RACS)
62.	Senior Sergeant John Kane	NSW Police Force (NSWPF)
63.	Mr Reynato Reodica	Youth Action Policy Association (YAPA)
64.	Mrs Naomi Green	Wollondilly Shire Council
65.	Mr Dick Webb	Campbelltown City Council
66.	Ms Gillian Calvert	NSW Commission for Children & Young People
67.	Professor Raphael Grzebieta	Australasian College of Road Safety (ACRS)
68.	Mr Cliff Toms	Port Macquarie-Hastings Council

APPENDIX 2 - LIST OF WITNESSES

Tuesday 19 February 2008

Dr Soames Job

Acting Director NSW Centre for Road Safety, Roads and Traffic Authority (RTA)

Mr Robert Randall

Director Curriculum, Department of Education and Training (DET)

Mr Allan Booth

Manager Road Safety Education Program, Department of Education and Training (DET)

Inspector David Evans

Operations Commander Traffic Services Branch, NSW Police Force (NSWPF)

Mr Peter Muir

Deputy Director General, Department of Juvenile Justice (DJJ)

Mr Peter Harvey

Manager Operations Unit, Department of Juvenile Justice (DJJ)

Mr Len Woodman

Road Safety Strategy Project Coordinator, City of Sydney Council

Mr Richard Campbell

Manager, Transport Strategy, City of Sydney Council

Mr David Tynan

Road Safety Officer, Blacktown City Council

Mr Anthony Durakovic

Executive General Manager, AAMI

Mr Ross Yapp

Executive Manager, Pricing, AAMI

Mr Terry Birss

Chairman, Rotary Youth Driver Awareness (RYDA)

Mr John Loughlin

Board Member, Rotary Youth Driver Awareness (RYDA)

Mr Greg Cantwell

Director of Operations, Rotary Youth Driver Awareness (RYDA)

Mr Ross Cooper

Program Coordinator/Presenter, Enough is Enough

Wednesday 20 February 2008

Ms Anne Deans
Executive Officer, Youthsafe
Dr Maureen Owen
Data Manager/Acting Assistant Executive Officer, Youthsafe

Ms Carmel Donnelly
Deputy General Manager, Motor Accidents Authority (MAA)
Ms Dimitria Tapsas
Acting Principal Advisor Road Safety, Motor Accidents Authority (MAA)

Ms Gillian Calvert
Commissioner, NSW Commission for Children & Young People

Ms Anne Morphett
Senior Adviser Road Safety, National Roads and Motorists' Association (NRMA)

Mr Allan Porter
Executive Director, Australian Driver Trainers Association (ADTA)
Mr Jeff McDougall
President, Australian Driver Trainers Association (ADTA)

Mr Paul Riley
Road Safety Project Manager, Institute of Public Works Engineering Australia (IPWEA)

Professor Raphael Grzebieta
President, Australasian College of Road Safety (ACRS)
Dr Teresa Senserrick, Consultant
Australasian College of Road Safety (ACRS)
Dr Rebecca Ivers
Director, Injury Division, The George Institute for International Health

Tuesday 27 May 2008

Ms Karen Thompson
Road Safety Co-ordinator, Port Macquarie-Hastings Council

Sean McGrath
Student, Port Macquarie Youth
Talia White
Student, Port Macquarie Youth
Hayley Seaton
Student, Port Macquarie Youth

Mr Graham Orr
Project Officer, Traffic and Road Safety, Port Stephens Council

Ms Anne Shearer
Road Safety and Transport Officer, Coffs Harbour City Council

Mr Bede Spannagle
Director of Technical Services, Upper Hunter Shire Council

Senior Constable Jason Bentley
Crash Investigator/Power of Choice Committee Member
Mr Wayne Evans
Local Court Magistrate/Power of Choice Presenter

Monday 23 June 2008

Dr Soames Job
Acting Director NSW Centre for Road Safety, Roads and Traffic Authority (RTA)

APPENDIX 3 - STUDY TOUR MEETING SCHEDULE

Tuesday, 9 September 2008

Ottawa, Canada

Transport Canada

Dr Brian Jonah
Director, Road Safety Programs Branch

Mr Paul Boase
Chief, Road Users, Road Safety Programs

Wednesday, 10 September 2008

Ottawa, Canada

Traffic Injury Research Foundation (TIRF)

Mr Dan Mayhew
Senior Vice President/Senior Expert on Young Drivers

Mr Ward Vanlaar
Research Scientist

Dr Herb Simpson
Research and Policy Consultant

Thursday, 11 September 2008

Oslo, Norway

Norwegian Public Roads Administration (NPRA)

Mr Finn Harald Amundsen
Director, Traffic Safety Section

Mr Richard Muskaug
Chief Engineer

Mr Per Gunnar Veltun
Senior Adviser

Norwegian Council for Road Safety (NCRS)

Ms Kari Sandberg
Director

Friday, 12 September 2008

Oslo, Norway

Norwegian Public Roads Administration (NPRA)

Mr Finn Harald Amundsen
Director, Traffic Safety Section

Mr Richard Muskaug
Chief Engineer

Ministry of Transport and Communications

Mr John Arild Jenssen
Deputy Director-General, National Road Safety

SINTEF Technology and Society

Mr Dagfinn Moe
Senior Scientist, Transport Safety and Informatics

National Mobile Police Service

Mr Roar Larsen
Deputy Chief of Police

Norwegian Public Roads Administration (NPRA)

Ms Cecilie Lindheim
Adviser, Roads and Traffic Department

Mr Bjarte Skaugset
Adviser, PR and Communication

Monday, 15 September 2008 – Wednesday, 17 September 2008

Munich, Germany

FISITA 2008 World Automotive Congress
