



PARLIAMENT OF NEW SOUTH WALES

Joint Standing Committee on Road Safety (Staysafe)

REPORT 3/56 – SEPTEMBER 2017

DRIVER EDUCATION, TRAINING AND ROAD SAFETY



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The motto of the coat of arms for the state of New South Wales is “Orta recens quam pura nites”. It is written in Latin and means “newly risen, how brightly you shine”.

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Membership

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Chair's Foreword

I am very pleased to present this report on driver education, training and road safety in New South Wales.

Background

The Joint Standing Committee on Road Safety (Staysafe) resolved to conduct this inquiry into driver education, training and road safety in November 2016.

The Staysafe Committee, as it is better known, was the first Joint Standing Committee appointed by the New South Wales Parliament, and has been meeting since 1982.

The Committee has eight members; five appointed by the Legislative Assembly and three appointed by the Legislative Council.

In their resolutions appointing the Committee the two houses have delegated to the Committee as its ongoing tasks to:

- Monitor, investigate, review and report on the road safety situation in New South Wales; and
- Review and report on countermeasures aimed at reducing road deaths, injuries, and the social and economic costs to the community arising from road accidents.

The Staysafe Committee's inquiries have been influential and well received. Many of its recommendations have been implemented by government including:

- The introduction and continued use of random breath testing;
- The introduction of a revised graduated driver licensing scheme for new drivers; and
- The immediate suspension of licences for drivers with high-range prescribed concentration of alcohol.

Since 1999 the Staysafe Committee has undertaken 24 separate inquiries and this is the third inquiry undertaken in the 56th Parliament.

The role of driver education and training has always been integral to Staysafe's examination of road safety. The Committee has directly examined driver education and training on a number of occasions, most notably in its 2007 inquiry into young driver safety and education programs.

Whole-of-life driver education and training

This inquiry is unique, however, in that we have sought to examine the role of driver education and training in delivering better road safety outcomes for all drivers across their whole driving lives.

Driver training

Driver training is commonly viewed as a matter for novice or inexperienced drivers, usually young learner and provisional drivers. Yet in evidence to this and previous inquiries we have heard much about driver training offered to and undertaken by experienced drivers. This training may be undertaken by traffic offenders who are directed to attend training to correct their driving skills and behaviour. It is also undertaken voluntarily by many drivers who may wish to update their skills or expand their experiences, who may be returning to driving after time away from the road, or who may view driving as a challenge, pastime or entertainment.

Driver education

Driver education is something we all accept as an integral part of getting behind the wheel. Road rules change from time to time, new technologies are introduced and old ones phased out, the road toll rises and falls numerically and in the collective consciousness. We are all familiar with public campaigns which draw our attention to various aspects of road safety, road user behaviour, and driving attitudes.

Road safety performance

New South Wales has been a standout road safety performer in recent years, recording historically low crashes and fatalities. This makes the recent spike in road fatalities all the more concerning, both in raw numbers and for the over-representation of certain age groups, including some experienced drivers, in the statistics.

The terms of reference we adopted for this inquiry were necessarily broad. This ensured the terms covered drivers of all ages and levels of experience, as well as drivers and road users across the state however they choose to use the roads and their vehicles.

The evidence

We heard evidence from road users of all ages and types. These included older drivers, disabled drivers and indigenous drivers, and vulnerable road users including pedestrians, cyclists, and motorcyclists. We heard from educators and researchers, professional and volunteer driver trainers, road engineers, motoring and driver advocates, the NSW Government, and many private citizens. The Committee members and I are grateful for the time, effort and interest committed to this inquiry by everyone who made a submission or gave evidence in person.

Broad as the terms were, not everything we heard came within them. We noted in particular the evidence of the significant impact of the justice system on indigenous drivers. The responsibility for addressing these matters is not within the remit of the Committee or the road safety authorities, and we have referred this evidence to the Justice portfolio.

Radical versus gradual change

Many of our findings and recommendations reflect the incremental nature of road safety regulation and performance generally. The evolution of roads and vehicle technology, the

changes in driving behaviour and attitude, and the decline in road fatalities are gradual. Where there are radical or transformative steps, like the installation of seat belts, they can and should be taken in order to reduce road deaths. There are trade-offs to be identified and understood with all change and particularly radical change, notably around the costs of change and who pays for it.

Generally speaking, however, much that has been and can be achieved in road safety takes time. Driving ability, in New South Wales at least, is learned over 120 hours of supervised driving. Driving experience comes with time, which hopefully also develops safe driving attitudes. Many of our recommendations call for investigations and research, and for liaison and discussion. Some come with costs if enacted, or the potential for costs, especially where regulation is anticipated or greater professional involvement is foreshadowed. How these costs should be allocated must be part of these investigations and discussions.

Some recommendations are designed to break down barriers to people gaining a driver licence. Others have the potential to place limits on who can drive. In both these scenarios we have been conscious that any change can create winners and losers, and that these outcomes should only be considered appropriate where road safety benefits accrue or no deterioration in road safety outcomes will result.

The report structure

This report is divided into eight chapters.

Chapter One discusses road safety reporting and research. It examines the way crash data is collected and reported in New South Wales. It also considers how this data is used by government and non-government agencies to achieve road safety improvements.

Chapter Two discusses driver training and testing for learner and provisional drivers. It examines the Graduated Licensing Scheme which underpins the phased licence structure in New South Wales to reflect and address the abilities and needs of novice drivers. It considers the training of drivers according to their passage through the early stages of licensing and what changes can be made to address drivers at this high risk stage.

Chapter Three discusses driver training and testing for licensed drivers. It takes a whole-of-life perspective on the needs and abilities of drivers throughout their driving lives. It looks particularly at older drivers and drivers with ill-health, as well as driving offenders, and considers the question of mandatory testing of all drivers at regular intervals.

Chapter Four discusses the support available for disadvantaged learner drivers. It identifies four groups: indigenous drivers, disabled drivers, socio-economically disadvantaged drivers, and rural and regional drivers, and considers how to make support more accessible and effective.

Chapter Five discusses driver education mostly through media campaigning. It examines current campaigning and feedback from various road users regarding their needs, including

pedestrians, cyclists, motorcyclists, disadvantaged drivers and older drivers. It also briefly considers other forms of driver education delivered as sanctions or incentives.

Chapter Six discusses the regulation of driver trainers. It examines the current regulation of the professional driver training industry and suggested improvements. It also examines the reliance on non-professional volunteers and mentors for the bulk of driver training and considers whether regulation of non-professional training will achieve road safety benefits.

Chapter Seven discusses how road safety education is taught in schools. It examines the ages at which road safety education is introduced, and some of the teaching methods and resources used.

Chapter Eight discusses how road safety education is delivered in vocational training, and at work. It examines how road safety is introduced in trade training, and in health and safety training in the workplace, including to heavy vehicle operators.

Important issues

Many submissions called for the **mandatory retesting** of all drivers at regular intervals throughout their driving lives. This proposal was described as analogous to the skills updating required in many professions where people perform complex technical and intellectual tasks. We also noted the contributions of road safety researchers and regulators to the effect that while mandatory testing would involve significant costs and administrative changes, they could point to no research which showed that it was likely to reduce road deaths. This evidence made the distinction between driving skills and attitude. It noted that teaching someone to drive at the beginning of their driving life was not the same as encouraging that driver to develop safe driving attitudes and then to drive safely for the rest of their driving life. Safe driving, this evidence said, came with experience and not with retraining and retesting. We found this evidence persuasive.

Some submissions queried whether the **value of professional driver training** is understated. They noted that this value was recognised by the awarding of a logbook discount to learner drivers who undertook professional driver training. The limiting of this discount, however, was said to encourage learner drivers to view the limit as a recommended maximum number of professional training hours. We also heard that the regulation of the professional driver training industry may not be sufficiently developed to ensure that all professional driver training meets expected standards. We believe that both the better regulation of professional driver training and opportunities to expand the discount should be investigated, including whether some professional driver training should be mandated for all learner drivers.

Conversely, the **cost of driver training**, especially for disadvantaged people, was the focus of many submissions. We heard that many people are discouraged or excluded from driver training because they do not have access to reliable vehicles, or trainers and supervisors. Many are said to be reliant on piecemeal, inaccessible and under-funded programs for their training. Other evidence suggested that support for disadvantaged people was adequately funded and widely available. Importantly, it was often delivered as an adjunct to education and trade

training so that driver training was part of a broad personal and community upskilling program. We are conscious that meeting demands for driver training support will always be in focus, but that significant progress in the identification of demand and the delivery of support across the state is being made. A single, accessible information hub for disadvantaged people seeking support will, in our view, make it easier to identify support and meet this demand.

Many submissions queried the **content of the learner driver program**. We received calls for a range of issues to be given more prominence in the program including training in 'real-world' conditions, road sharing, cognitive training, and advanced driver training. Advocates for vulnerable road users including pedestrians and cyclists gave detailed evidence on this subject. We also noted support for the NSW Safer Driver Course, and for the expanded use of computer-based training including driving simulators. We have recommended further investigations in these areas, including whether the Safer Driver Course should be mandated for all learner drivers.

Early on in this inquiry the media gave attention to the New South Wales **older driver assessment** regime and whether it discriminated against older drivers. We heard conflicting evidence on this matter. On balance we believe that the current arrangements are a reasonable balance between mobility and safety risk, especially given the availability of restricted licensing for older drivers.

A number of submissions promoted **advanced and defensive driver training** as a way to improve driving skills. The nexus between skills training and driver attitude is discussed above. We believe the same argument must apply to advanced and defensive driver training. Indeed, the research evidence presented to us held that advanced and defensive training could not be shown to improve road safety outcomes and that for some driver groups, may have negative outcomes. We view advanced and defensive driver training as akin to professional driver training and are concerned, therefore, that what it offers and for whom should be better understood.

While the contribution of professional driver training was widely discussed, the overall **reliance on non-professional driver training** arguably received less attention. We noted the importance of volunteer supervision in order for learner drivers to meet the 120 hours log book requirement, as well as the relative lack of regulation of and training for these volunteers. We also heard about organised mentoring programs which assist learner drivers, often from disadvantaged backgrounds, not only to comply with the 120 hours requirement, but also to be made aware of the importance of developing and exhibiting safe driving attitudes. We have made several recommendations which address non-professional driver training.

New South Wales road users are familiar with driver education programs, mostly via **media campaigns**. We received evidence that the number, scope and cost of campaigning are extensive. We also heard calls for campaigns on various subjects to be conducted in the future, notably in areas like driver distraction, road sharing and the needs of vulnerable road users, poorly understood road rules, and safe driving on country roads. Further, we heard calls for

greater transparency in evaluating campaigns and inviting stakeholder input to campaign design. We have made several recommendations which address future campaigning.

The role and content of **road safety education in schools** was the subject of several submissions we received. We are satisfied that New South Wales is a leading proponent of school education, and have recommended the investigation of several aspects of current and proposed programs. In particular, the evidence we heard regarding the value of fear-based education for school students was mixed and would merit study. Similarly, we heard that resilience training for students around managing risk-taking behaviour may help develop safe driving attitudes. We have recommended that the evidence for resilience training be examined.

Conclusion

This inquiry has been an important opportunity for us to take stock after 35 years and so many inquiries across the gamut of road safety. By undertaking such a broad inquiry I hope we have brought together the widest possible range of views, experiences and proposals in a way which allows road safety regulators and stakeholders also to take stock and perhaps examine the drivers of better road safety performance in a more holistic and less sectional way.

One outcome of this inquiry may be to identify areas for future inquiry. These will be all the more fruitful should we have the benefit of the outcomes of some of the investigations recommended in this report.

Otherwise I hope that our recommendations point the way towards valuable work for road safety regulators and researchers, and opportunities for greater engagement between stakeholders and regulators.

I am grateful for the input we received from everyone who made a submission or appeared to give evidence. We call upon road safety stakeholders repeatedly to make submissions to Staysafe inquiries. Our stakeholders are committed and well informed. Their input is reliable. I trust that they are not fatigued by our program.

It would be remiss of me not to comment on the value of the submission made by Transport for NSW to this inquiry. The agency's submission was thorough, detailed and authoritative. It was highly valued by all Committee members and stakeholders alike. I commend the Transport for NSW submission as a model for other agencies charged with making submissions to parliamentary inquiries.

I also wish to thank my fellow Committee members for their contributions to our inquiry. As always members brought to the table their detailed analyses of the submissions and practical experience of road safety in the community. It is my pleasure to work with such a well-informed Committee so passionate about road safety.

Finally I wish to acknowledge the Committee staff. This was a broad inquiry and not unexpectedly, it has resulted in a long and complex report. I thank the staff for their effort and support throughout the inquiry.

As I said above, New South Wales has been a standout performer in road safety. Road crashes and fatalities are at or near historical lows. At the time of writing road deaths are ten fewer than at this time last year, and serious injuries are ten greater. Every fatality and every injury is not just a number, however, but a person. It is the ultimate goal of New South Wales road safety campaigning to achieve zero road safety deaths. Zero deaths may seem a high bar to set, but in 1970 when we reached a peak of 28.9 road deaths per 100,000 population, the notion of 4.1 road deaths per 100,000 population, which we achieved in 2014, would have been challenging to say the least.

I look forward to continuing road safety improvements in New South Wales.



Greg Aplin MP

Chair

Terms of Reference

The Committee will inquire into, and report on, the role of whole-of-life driver education and training in supporting improved road safety outcomes in New South Wales, with particular reference to:

- a) Trends in road safety research and crash statistics
- b) Evaluating current driver training, including the effectiveness of refresher training and skills updating, and adaptation to changing vehicle technology
- c) The needs of any particular driver groups
- d) The needs of driver trainers, both professional and non-professional
- e) The needs of metropolitan, rural and regional drivers
- f) The needs and expectations of passengers and other road users
- g) The cost of driver training standards and how the costs should be allocated
- h) The experience of other jurisdictions, and interstate cross border issues
- i) Other related matters

Glossary

ABS	Anti-Lock Braking System
ADTA	Australian Driver Trainers Association
AIS	Australian Industry Standards
ALS	Aboriginal Legal Service (NSW/ACT) Limited
ANCAP	Australasian New Car Assessment Program
AQF	Australian Qualifications Framework
ARSF	Australian Road Safety Foundation
BDM	Registry of Births Deaths and Marriages
CAV	Connected Automated Vehicles
CPSA	Combined Pensioners and Superannuants Association
DLAP	Driver Licensing Access Program
FACS	Family and Community Services
GLS	Graduated Licensing Scheme
GP	General Practitioner
GPS	Global Positioning System
HVCBA	Heavy Vehicle Competency Based Assessment
IAG	Insurance Australia Group
ICA	Insurance Council of Australia
ICAC	Independent Commission Against Corruption
IDEAS	Information on Disability Education and Awareness Services
IPWEA	Institute of Public Works Engineering Australia
ITOP	Increased Traffic Offender Penalties
LFLF	Literacy for Life Foundation
LGRSP	Local Government Road Safety Program
NCOSS	NSW Council for Social Services
NDIS	National Disability Insurance Scheme
NMAA	National Motorists Association Australia
NRMA	National Roads and Motorists Association
NSWDTA	NSW Driver Trainers Association
OTAUS	Occupational Therapy Australia
PCA	Pedestrian Council of Australia

PCYC	Police Citizens Youth Clubs NSW Limited
PDHPE	Personal Development, Health and Physical Education
RACV	Royal Automobile Club of Victoria
RMS	Roads and Maritime Services
RSE	Road Safety Education Limited
RSERGA	Road Safety Education Reference Group Australia
RSO	Road Safety Officer
RTO	Registered Training Organisations
RYDA	Rotary Youth Driver Awareness
SIRA	State Insurance Regulatory Authority
TAFE	Technical and Further Education
TARS	Transport and Road Safety Research, University of New South Wales
TEACHO	Transport Education Audit Compliance Health Organisation
TOIP	Traffic Offender Intervention Program
TWU	Transport Workers Union
WHS	Workplace Health and Safety

Findings and Recommendations

Finding 1 _____ 6

We find that the crash data collected and reported by Transport for NSW is comprehensive, thorough and robust, but can be improved by the collection of additional data, and better integration of data collection and data sharing across government and non-government agencies.

Recommendation 1 _____ 8

The Committee recommends that Transport for NSW expand crash data collection and reporting to include crashes:

- Where the at-fault driver is unlicensed
- Where the at-fault driver is overseas licensed
- Which occur on unsealed roads
- Which do not generate a police report.

Recommendation 2 _____ 8

The Committee recommends that Transport for NSW establish a working party comprised of representatives of the transport, police and health portfolios, local government, road safety researchers and the insurance industry, to report in one year on how to identify, capture and integrate all crash data and improve crash data analysis.

Finding 2 _____ 13

We find that cross border issues affecting some drivers are confusing and may result in harsh outcomes.

Finding 3 _____ 14

We find that the Safer Driver Course is an effective road safety tool.

Recommendation 3 _____ 15

The Committee recommends that Transport for NSW:

- publish the findings of its current review of the Safer Driver Course
- conduct a further review, in consultation with relevant stakeholders and the community, to determine whether road safety benefits can be achieved by making the Safer Driver Course compulsory for all learner drivers.

Finding 4 _____ 20

We find that the '3 for 1' discount scheme could be more effective in encouraging learner drivers to undertake professional training.

Finding 5 _____ 20

We find that in the absence of any mandated professional training for learner drivers, the value of professional training may be understated.

Recommendation 4 _____ 20

The Committee recommends that Transport for NSW review the current logbook discounts offered to learner drivers for undertaking professional driver training and the Safer Driver Course, to identify opportunities to extend the logbook discount without compromising road safety outcomes.

Recommendation 5 _____ 21

The Committee recommends that Transport for NSW examine whether road safety benefits can be achieved by:

- mandating a minimum number of hours of professional driver training for all learner drivers
- mandating a minimum number of hours of professional driver training for learner and provisional drivers who fail to meet certain criteria such as failing any test prescribed under the Graduated Licensing Scheme multiple times
- mandating that professional driver training hours must be undertaken before any volunteer-supervised training hours are undertaken.

Recommendation 6 _____ 22

The Committee recommends that Transport for NSW conduct and publish an audit of the integrity of the current learner log book system.

Recommendation 7 _____ 22

The Committee recommends that Transport for NSW and Roads and Maritime Services investigate the effectiveness of computer-based learning on long term road user behaviour and the road toll.

Recommendation 8 _____ 23

The Committee recommends that Transport for NSW investigate what road safety benefits can be achieved by expanding the content of the learner driver program.

Recommendation 9 _____ 27

The Committee recommends that Transport for NSW review and publicly report on the value of simulators to supplement current driver training, testing and assessment with particular reference to the use of simulators to:

- Expose learner drivers to unfamiliar driving conditions such as a metropolitan learner to country conditions and vice versa
- Substitute for on-road training for disadvantaged learners where access to a simulator can be arranged
- Be employed in hazard perception testing and in aged driver assessment.

Finding 6 _____	31
We find that good behaviour schemes for provisional drivers may have merit in improving provisional driver behaviour and attitude.	
Recommendation 10 _____	32
The Committee recommends that Transport for NSW investigate the benefits of offering provisional drivers who commit low range driving offences access to a good behaviour period, similar to that offered to unrestricted licence holders, where road safety outcomes are not compromised.	
Recommendation 11 _____	32
The Committee recommends that Transport for NSW review the conditions of provisional driver licences to identify any opportunities to remove the confusion reported in cross border areas without compromising road safety.	
Finding 7 _____	36
We find that the mandatory periodic retesting and retraining of all licensed drivers between the age of first achieving a licence and the age of older driver assessment would be expensive, disruptive and administratively complex, and unlikely to improve road safety outcomes.	
Finding 8 _____	36
We find that targeting unlicensed drivers is likely to be more effective in improving road safety outcomes than mandatory retesting and retraining of licensed drivers.	
Finding 9 _____	39
We find that licence renewal may be an opportunity to reinforce safe driving messages and evaluate the success of driver education.	
Recommendation 12 _____	40
The Committee recommends that Transport for NSW examine and report on the contribution of unlicensed drivers to road fatalities and formulate a program for targeting unlicensed drivers.	
Recommendation 13 _____	40
The Committee recommends that Transport for NSW and Roads and Maritime Services investigate whether licence renewal presents opportunities to test the success of driver education programs by engaging with drivers online or in person.	
Finding 10 _____	43
We find that the current aged driver assessment regime in New South Wales is a reasonable balance between the rights of individual drivers and the community, and assists the state to achieve above average performance in fatalities for drivers aged 75 years or more.	
Finding 11 _____	45
We find that current reporting arrangements for dementia and other medical conditions which may diminish driving capacity are inadequate, and the role of doctors and other health professionals in contributing to road safety is unclear.	

Recommendation 14 _____ 45

The Committee recommends that Transport for NSW introduce measures to make the reporting of dementia and any other medical conditions which may diminish driving capacity mandatory for medical and health practitioners.

Finding 12 _____ 50

We find a lack of clarity regarding the definitions, content, and target markets of advanced and defensive driving training.

Recommendation 15 _____ 51

The Committee recommends that Transport for NSW undertake a review of the advanced and defensive driver training currently offered in New South Wales, in consultation with training providers and road safety researchers, in order to:

- Clarify terminology such as ‘advanced’ and ‘defensive’
- Assess the suitability of such training for licensed, provisional and learner drivers
- Ensure that courses are clearly identified as suitable or not suitable for particular classes of driver
- Identify best practice post-licence driver education which can be marketed safely to drivers with varying levels of competence, experience and need;

and publishes the results of its review within 6 months.

Recommendation 16 _____ 53

The Committee recommends that Transport for NSW review current arrangements for delivering the Traffic Offenders Intervention Program to ensure that course content and delivery between providers is consistent and achieves the best possible road safety outcomes.

Finding 13 _____ 61

We find that the impact of the justice system on indigenous driving offenders is serious, but falls within the Justice portfolio and outside the terms of reference of this particular inquiry.

Recommendation 17 _____ 62

The Committee recommends that the NSW Government examine above average offence and incarceration rates for indigenous drivers. The Committee recommends that this examination be undertaken within the Justice portfolio and that it report in one year.

Finding 14 _____ 66

We find that the NSW Government’s measures to address socio-economic and educational barriers to driver licensing are adequately funded and available across wide areas of the state. We also find that as the program continues to expand as planned, that program coordination, availability and integration with community organisations will continue to improve.

Recommendation 18 _____ 67

The Committee recommends that Transport for NSW and Roads and Maritime Services review funding for programs that reduce barriers to disadvantaged young people, including indigenous people, obtaining and retaining driver licences.

Recommendation 19 _____ 67

The Committee recommends that Transport for NSW investigate how the aims, objectives and achievements of the Literacy for Life Program can better inform the Driver Licensing Access Program and the way it is delivered in the future.

Recommendation 20 _____ 68

The Committee recommends that Transport for NSW and Roads and Maritime Services create a single information hub which can be accessed by and on behalf of any disadvantaged learner driver as a resource for locating all available and necessary material and advice.

Recommendation 21 _____ 83

The Committee recommends that Transport for NSW publish evaluations of the effectiveness of driver education campaigns in order to better inform and engage the community in the formulation of future campaigns.

Recommendation 22 _____ 83

The Committee recommends that Transport for NSW conduct future driver education campaigns with an emphasis on the development and demonstration of safe driving attitudes, which address the following topics:

- New vehicle technology and the need for drivers to be educated about its road safety benefits and how to use it to achieve these benefits
- Driver and other road user distraction, with particular emphasis on the dangers for vulnerable road users
- Road sharing and pedestrian, motorcycle, bicycle and heavy vehicle awareness
- New and poorly understood road rules such as the minimum passing distance rule with bicycles
- Safe driving in both familiar and unfamiliar environments, with an emphasis on safe driving on country roads
- Safe driving for and around older drivers, with an emphasis on how older drivers can identify practical transport alternatives and find support to manage their retirement from driving if necessary
- Making safe driving choices including selecting safer vehicles and properly maintaining vehicles

Finding 15 _____ 84

We find that Local Government could be utilised more effectively to deliver driver education.

Recommendation 23 _____ 85

The Committee recommends that Transport for NSW review, in consultation with councils and their representatives, the role of local government and particularly, the Road Safety Officer Program, in delivering road safety education.

Recommendation 24 _____ 87

The Committee recommends that Transport for NSW examine and publicly report on the proposal by the NRMA for the replacement of fines for low range driving infringements with the option of road safety courses.

Finding 16 _____ 97

We find that the regulation of the professional driver training industry is under-developed.

Recommendation 25 _____ 98

The Committee recommends that Transport for NSW convene a working party comprised of representatives of the professional driver training industry and road safety researchers to examine and report on the current regulation of the professional driver training industry and the legislative and regulatory reforms required:

- To ensure that qualifications, skills and practices within the New South Wales industry are equivalent to world's best practice
- To ensure that professional driver trainers with qualifications gained in other jurisdictions must demonstrate that they meet New South Wales industry standards before being licensed to operate in New South Wales
- To ensure that professional driver trainers commit to and receive timely and effective professional development regarding changing vehicle technology and road rules, and other related matters.

Finding 17 _____ 102

We find that the current regulation of non-professional driver trainers is limited, and that terms like volunteer and mentor are not well defined.

Recommendation 26 _____ 104

The Committee recommends that Transport for NSW review and report publicly on opportunities to better train and regulate volunteer learner driver supervisors and mentors in order to achieve improved road safety outcomes, and that this review include an analysis of the benefits of mandating that volunteer and mentor supervisors of learner drivers receive some form of professional training.

Recommendation 27 _____ 104

The Committee recommends that subject to Recommendation 26, learner drivers instructed by appropriately trained community mentors such as those employed by Police Citizens Youth Clubs NSW Limited and Blue Datto Foundation Ltd, qualify for a learner driver log book discount, as do learner drivers trained by professional driver trainers.

Recommendation 28 _____ 105

The Committee recommends that Transport for NSW work with community training organisations such as Police Citizens Youth Clubs NSW Limited and Blue Datto Foundation Ltd to ensure that young people who drop out of the education system are able to access high quality driver training by qualified volunteers and mentors.

Recommendation 29 _____ 116

The Committee recommends that Transport for NSW and the NSW Department of Education, in consultation with road safety researchers and educators, review the current road safety curriculum for students of all ages to identify the road safety benefits of:

- Introducing road safety messages to students at particular ages
- Fear-based education programs
- Opportunities to tailor Technical and Further Education courses to better integrate road safety and driver education with trade and literacy training
- The value of resilience training in developing safe driving attitudes and risk management skills
- A single national road safety curriculum and national accreditation for road safety educators.

Recommendation 30 _____ 127

The Committee recommends that Transport for NSW and Roads and Maritime Services:

- Engage with TAFE NSW to ensure road safety training is an integral part of vocational training
- Liaise with the heavy vehicle industry and fleet managers to seek an industry-wide approach to workplace road safety, including strategies which recognise emerging vehicle technologies and promote safe vehicle selection.

Chapter One – Road safety research and reporting

Summary

This chapter discusses current crash data collection and reporting in New South Wales.

It is relevant to term of reference:

a) Trends in road safety research and crash statistics.

In Chapter One we consider evidence concerning the sharing of crash data across government agencies and the non-government sector, and the integration of crash data collection and use between agencies.

We make findings concerning current practices and recommend that collection and reporting be expanded to cover four specific areas which were identified in the evidence of witnesses heard by the Committee.

We also recommend that Transport for NSW work with a range of government and non-government stakeholders to consider better data collection, reporting and integration.

We heard evidence proposing several other areas of research which we discuss at relevant sections throughout the report.

Crash data collection and reporting

The Safe System approach to road safety

1.1 The Safe System approach underpins the road safety framework adopted in the *NSW Road Safety Strategy 2012-2021* and guides the development of countermeasures to reduce death and injury on New South Wales roads. Safe System principles focus attention on the design and management of safe road infrastructure, safe vehicles and safe travel speeds, as well as safe road user behaviours, recognising that road trauma levels are largely determined by the interaction of these key elements.¹

The data collection system

1.2 Accurate, readily accessible data is fundamental to an evidence-based Safe System approach to road safety. Data is critical to understanding the causes of crashes, developing appropriate countermeasures, and evaluating the effectiveness of road safety initiatives and strategies.²

1.3 The Committee received strong evidence from Transport for NSW that it is successfully collecting the data which it needs to determine its road safety

¹ Submission 75, Transport for NSW, p9

² Answers to supplementary questions, Transport for NSW, Question 2

strategies and priorities. Mr Bernard Carlon, Executive Director, Centre for Road Safety expressed his confidence in the data collection system:

New South Wales has the most comprehensive set of data and information in relation to crashes resulting in injuries and fatalities. Over the past 30 years, we have developed a very strong and robust analysis. That includes right down to the time of day, the weather conditions, the number of people in the vehicle, the injuries sustained by the individuals, the location, the vehicle type and so on. All of that data is collected from the police and hospital reports. It is evaluated in terms of the countermeasures that have been introduced in New South Wales to drive down the road toll over the past 30 years.³

1.4 Mr Carlon said further:

...there is no outstanding detail, data or information about the serious injuries that is impacting our communities and the fatalities. We are now providing that information online through our data visualisations, and it is available to the general public on our website. All the statistical information and the contributing factors, including drink driving, speeding and fatigue, are available to us in informing the design of the strategy for New South Wales to drive down the road toll.⁴

1.5 The Committee noted that witnesses representing academic road safety researchers⁵ and the insurance industry⁶ expressed appreciation of the data linkage project undertaken by the Centre for Road Safety. Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health (George Institute) said the data:

...is providing a unique data-rich and context-rich source of data that is going to enhance our ability to understand the cause and context of crashes.⁷

1.6 Following the public hearings, the Committee sent a supplementary question to Transport for NSW in order to verify whether there were deficiencies in the data in certain areas as had been raised by a number of witnesses⁸ and submissions.⁹ Specific areas of concern in data collection related to unlicensed drivers; overseas-trained drivers; crashes on unsealed roads and crashes which generate an insurance claim, a medical report or some form of community feedback, but not a police report.

³ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, p62

⁴ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, p62

⁵ Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p11

⁶ Ms Naomi Graham, Manager, Public Policy and Industry Affairs, Insurance Australia Group, Transcript of evidence, 22 May 2017, P62

⁷ Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p11

⁸ Dr Lisa Keay, Deputy Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p11; Mr Harold Scruby, Chief Executive Officer, Pedestrian Council of Australia, Transcript of evidence, 22 May 2017, p39

⁹ Submission 16, IPWEA(NSW) pp8-10 & p21; Submission 71, Mr Ian Faulks, p13; Submission 67, National Motorists Association Australia, p4

- 1.7 The Committee noted Transport for NSW's assurance that relevant data was being collected in most cases.¹⁰ The Committee also noted that there may be room for improvement in particular areas. The evidence supporting this view is outlined below.
- 1.8 In relation to the data linkage project integrating police crash data, NSW Health and State Insurance Regulatory Authority (SIRA) insurance claims data, Transport for NSW advised that data linkage has now become a routine procedure. It further observed that the data linkage has improved the quality of the New South Wales crash data and the procedure is considered to be best practice in Australia.¹¹

Expanded collection and reporting

- 1.9 While acknowledging that Transport for NSW is providing an excellent data resource for its ongoing road safety initiatives, there was sufficient evidence before the Committee to suggest that the current approach to data capture, analysis and reporting by the Centre for Road Safety and Roads and Maritime Services (RMS) is not necessarily meeting all the needs and expectations of academic researchers and other significant stakeholders.

Timeliness

- 1.10 The Committee heard that timeliness of the data is an issue for academic researchers.¹² Local government engineers and Road Safety Officers (RSO) stressed the need for the collection and timely dissemination of detailed road crash data to local councils and other stakeholders.¹³ Bicycle advocates reported that the current linkage process between crash and hospital databases is moving too slowly.¹⁴ The submission of Transport for NSW itself referred to a lag in the data available through the data linkage process. In relation to identifying trends in New South Wales road safety data, it noted that serious injury data is only available for 2005 to 2015.¹⁵

Reporting practices

- 1.11 Concern was expressed by some stakeholders that Centre for Road Safety road safety trends may not be correctly representing risk factors or the road user groups who are at-risk. They asserted that this was due to the use of inappropriate criteria or analytical comparisons in the modelling of the raw data.
- 1.12 The National Motorists Association Australia (NMAA) expressed concern that the NSW Police and Centre for Road Safety reporting of speed as a cause of fatal crashes does not distinguish between speed in excess of speed limit and speed

¹⁰ Answers to supplementary questions, Transport for NSW, Question 2

¹¹ Answers to supplementary questions, Transport for NSW, Question 2

¹² Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p11

¹³ Submission 16, IPWEA (NSW), p4

¹⁴ Submission 61, Bicycle Network, p14

¹⁵ Submission 75, Transport for NSW, NSW Government Submission, p14

excessive for circumstance, which are applied as separate criteria in the United Kingdom (UK) system of crash cause analysis.¹⁶

1.13 The NMAA also queried the methodology for measuring fatalities. It asserted that the measurement should be fatalities per distance travelled rather than per head of population or per registered vehicle, because this represents the exposure of people to roads.¹⁷

1.14 The Combined Pensioners and Superannuants Association (CPSA) suggested that reporting should take into account population increases and that the data be refined by including information about how many people in each age group drive.¹⁸

Crash cause analysis

1.15 The NMAA further asserted that Australian state and territory governments do not analyse crash causation factors properly. It cited the UK Police crash cause analysis system as the best practice model. Under this system specially selected traffic officers undergo an external training course and qualify as specialised accident investigators. The reporting methodology and contributory cause assessment is based on research undertaken by the UK Transport Research Laboratory.¹⁹ The NMAA recommended that a specialist unit be developed within the NSW Police to conduct crash cause analysis to the UK standard and that it should adopt the analytical methodology of the UK Police services. It further proposed that this unit should report its findings annually and that training of crash data analysts should be based on the UK training model.²⁰

Adequacy of data provision

Local government road safety data

1.16 For local government engineers and RSO the capture of adequate data is vital for the strategic planning of road safety initiatives, including education, at the local community level. The Institute of Public Works Engineering Australia (IPWEA) (NSW) submission stated that the road safety efforts at the local level continue to be inhibited by a lack of data regarding the severity of injury crashes; the location of crashes and the under-reporting of crashes, especially off-road crashes.²¹ Mr Mick Savage, Manager, Roads and Transport Directorate, IPWEA, observed that:

...there needs to be better targeting of the collection and reporting of statistics. It is an issue that we have raised with this Committee previously. A simple example is that we have been trying to ascertain the correlation between fatalities and unsealed roads. I am not sure whether the data is collected. We would like to know,

¹⁶ Submission 67, National Motorists Association Australia, pp4-5

¹⁷ Mr Michael Lane, National Spokesman, National Motorists Association Australia, Transcript of evidence, 29 May 2017, p46

¹⁸ Mr Paul Versteeg, Policy Coordinator, Combined Pensioners and Superannuants Association, Transcript of evidence, 29 May 2017, p19

¹⁹ Submission 67, National Motorists Association Australia, pp4-5

²⁰ Submission 67, National Motorists Association Australia, p6

²¹ Submission 16, IPWEA(NSW), pp8-9

because that information would give us a better handle on where we should be targeting local government resources in particular.²²

Overseas licence holders and non-English speaking drivers

- 1.17 In light of the steady growth in international tourists visiting Australia, submissions expressed concern about potentially increasing road safety risks presented by international road users who might not understand Australian road rules. Concern was also expressed regarding the comprehension of local road users not understanding English.²³ The IPWEA pointed to the need to capture precise data to enable the identification of overseas licence holders in road crashes.²⁴

Vulnerable road users

- 1.18 The Committee received evidence that data collection on road injuries is not adequate, in the view of some bicycle advocates, to inform future road safety actions and decisions. The Bicycle Network outlined a table of criteria which would be needed to provide streamlined and consistent reporting of accidents involving cyclists.²⁵

Minor incidents

- 1.19 Since October 2014 NSW Police have not been required to attend minor crashes except where a person is killed or injured, parties fail to exchange particulars or a driver is under the influence of alcohol or drugs.²⁶ Submissions and witnesses expressed concern that this may be causing under-reporting and adversely impacting on the analytical capacity of road safety researchers.²⁷ Dr Lisa Keay, Deputy Director, Injury Division, The George Institute, informed the Committee that:

I think minor crashes are still of importance, perhaps more so as an indicator of an at-risk group. It would correlate with more severe crashes, so we should not lose the ability to capture those, perhaps particularly for older people. They can have low-speed bingles, and that can pick up problems with the driver themselves. It is just another mechanism to engage with that driver, if there is a minor crash.²⁸

²² Mr Mick Savage, Manager, Roads and Transport Directorate, Institute of Public Works Engineering Australia, Transcript of evidence, 29 May 2017, p2

²³ Submission 4, Mr Michael MacLaurin, p1; Submission 54, Name suppressed, p7; Submission 57, Mrs Julie Abbottsmith, p1; Submission 74, Pedestrian Council of Australia Ltd, p3;

²⁴ Submission 16, IPWEA (NSW), p5, p20

²⁵ Submission 61, Bicycle Network, p14

²⁶ Insurance Council of Australia Media Release, October 14, 2014 <

http://www.insurancecouncil.com.au/assets/media_release/2014/october2014/141014%20NSW%20consumer%20alert%20-%20accident%20reporting%20rules%20are%20changing%20but%20insurers%20should%20be%20notified.pdf>

²⁷ Submission 16, IPWEA (NSW), p9; Submission 67, National Motorists Association Australia, p4; Submission 71, Mr Ian Faulks, p13; Mr Harold Scruby, Chief Executive Officer, Pedestrian Council of Australia, Transcript of evidence, 22 May 2017, p39

²⁸ Dr Lisa Keay, Deputy Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p11

Licensing data and unlicensed drivers

1.20 While crash fatalities and serious injuries are escalating in New South Wales, only a small proportion of licensed drivers contribute to road trauma numbers. The dilemma for road safety educators is how to target unlicensed drivers who are involved in a significant proportion of casualty crashes.²⁹ Evidence presented to the Committee suggested that greater efforts may be required to obtain the necessary data to identify these drivers. Associate Professor Teresa Senserrick, Transport and Road Safety (TARS) Research, University of New South Wales, observed that:

The challenge is who are they, and there are many different avenues to being unlicensed. Obviously, it can be perceived as someone who has never been licensed. We think that tends to be a small proportion, but we do not really know. The other groups are those who have lost their licence and who may not have passed a reassessment or training to get a licence.³⁰

1.21 Academics also informed the Committee that licensing data is difficult to work with³¹ and that there was a problem of under-reporting of indigenous identification.³²

Stakeholder access to data and collaborative opportunities

1.22 The Committee heard that academic researchers have a strong interest in accessing the data managed by the Centre for Road Safety in order to better understand the cause and context of crashes.³³

1.23 Insurance industry representatives gave support to the notion of funding further research into Centre for Road Safety data to investigate more complex issues such as whether a relationship can be determined between young driver crashes and their level of driver training.³⁴ In addition, the Insurance Council of Australia (ICA) indicated in its evidence that it would be open to share data with appropriate bodies and to start collecting pertinent data for longitudinal studies to try to reach conclusions about the road safety effectiveness of driver education and training in relation to specific demographic groups.³⁵

Finding 1

We find that the crash data collected and reported by Transport for NSW is comprehensive, thorough and robust, but can be improved by the collection of

²⁹ Submission 44, Transport and Road Safety (TARS) Research, University of New South Wales, p1

³⁰ Associate Professor Teresa Senserrick, TARS, Transcript of evidence, 22 May 2017, p20

³¹ Dr Lisa Keay, Deputy Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p11

³² Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, pp11-12

³³ Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p11

³⁴ Ms Naomi Graham, Manager, Public Policy and Industry Affairs, Insurance Australia Group, Transcript of evidence, 22 May 2017, p62

³⁵ Mr Karl Sullivan, General Manager, Policy, Risk and Disaster Planning, Insurance Council of Australia, Transcript of evidence, 22 May 2017, p62

additional data, and better integration of data collection and data sharing across government and non-government agencies.

Comment

- 1.24 We are satisfied that road safety research, and the collection and publication of crash statistics are highly developed in New South Wales.
- 1.25 Transport for NSW has developed a sophisticated system of collecting, reporting and analysing crash statistics. It has developed an effective network within which it works with other state government agencies (notably NSW Police and NSW Health), and other stakeholders to ensure that crash statistics are thorough, timely and robust. The Centre for Road Safety publishes crash statistics which are accessible and informative.
- 1.26 As discussed above, we received evidence that the collection and reporting of crash statistics can be improved by:
- (a) Expanding the areas for which data is collected and reported
 - (b) Better integrating the collecting, reporting and sharing of data
 - (c) Identifying crash data which may be reported where a police report is not generated.

Previous inquiry findings and recommendations

- 1.27 We have previously urged improvements to the road safety data collection system and the integrity and utility of the data collected so that the causes of road fatalities and injuries can be more fully understood and counter-measures more precisely targeted to prevent or manage road user risks.³⁶ In particular, in Staysafe's Report on Pedestrian Safety, we said:

An impediment to accurate analysis is created by the lack of adequate data on which to make assessments about specific causes of casualties. The lack of availability of comprehensive and timely road safety information creates delays in the implementation of specific and targeted countermeasures. Additionally, it reduces the ability to pool available knowledge and expertise in a cooperative effort involving all stakeholders.³⁷

- 1.28 While acknowledging the very significant achievement of the Centre for Road Safety in establishing the current data linkage system using NSW Police crash data, NSW Health admissions data, and SIRA insurance claims data, we noted that evidence from witnesses and submissions to this inquiry pointed to areas where data collection, quality or utility did not appear to meet the requirements of expert road safety researchers and other stakeholders.

³⁶ Joint Standing Committee on Road Safety, Report on Pedestrian Safety, No 3/54, December 2009; Report on Vulnerable Road Users, Inquiry into Motorcycle and Bicycle Safety, No 5/54 December 2010; Report on Driver and Road User Distraction, No 2/55, March 2013; Report on Speed Zoning and Its Impact on the Demerit Points Scheme, No 4/55, November 2014

³⁷ Joint Standing Committee on Road Safety, Report on Pedestrian Safety, No 3/54, December 2009; p xv

- 1.29 We also noted the expressions of interest of academic witnesses and of the insurance industry representatives in working with the Centre for Road Safety on future research projects. Closer collaboration with external stakeholders may enable the Centre for Road Safety to refine its data collection and management processes to more precisely meet the needs of researchers; to foster research to determine the effectiveness of driver education and training; and to focus road safety education strategies as strategically as possible.

Recommendation 1

The Committee recommends that Transport for NSW expand crash data collection and reporting to include crashes:

- **Where the at-fault driver is unlicensed**
- **Where the at-fault driver is overseas licensed**
- **Which occur on unsealed roads**
- **Which do not generate a police report.**

- 1.30 We were pleased to receive the assurance of Transport for NSW that data relating to the particular types of crashes we list in Recommendation 1 is being collected.³⁸ Several witnesses including road safety researchers, local government, and the insurance industry, expressed interest in this particular data being reported in ways which enabled more effective analysis of crash and injury causes. We believe it is important to make this recommendation in order for Transport for NSW to re-examine this issue, in collaboration with its stakeholders, to ensure its data collection is as good as it can possibly be.

- 1.31 Further, we were particularly pleased to hear the evidence of the insurance industry that it is keen to share its data to improve crash reporting and analysis, and to support expanded road safety research.

Recommendation 2

The Committee recommends that Transport for NSW establish a working party comprised of representatives of the transport, police and health portfolios, local government, road safety researchers and the insurance industry, to report in one year on how to identify, capture and integrate all crash data and improve crash data analysis.

³⁸ Answers to supplementary questions, Transport for NSW, Question 2

Chapter Two – Driver training and testing: learner and provisional drivers

Summary

This chapter discusses driver training and testing as it relates to learner and provisional drivers.

It is relevant to terms of reference:

- b) Evaluating current driver training, including the effectiveness of refresher training and skills updating, and adaptation to changing vehicle technology
- c) The needs of any particular driver group
- e) The needs of metropolitan, rural and regional drivers
- f) The needs and expectations of passengers and other road users
- g) The cost of driver training standards and how the costs should be allocated
- h) The experience of other jurisdictions, and interstate cross border issues.

In Chapter Two we discuss the structure and benefits of the Graduated Licensing Scheme, including how cross border issues may create confusion. We have a detailed discussion of the content of the learner driver program, and consider the value of computer-based learning and driving simulators.

We also discuss evidence relating to provisional drivers, and suggested ways to reward them for safe driving.

In Chapter Two we find that the value of professional driver training may be understated and that the current log book discount might be made more effective in encouraging learner drivers to undertake professional training.

We recommend that the road safety benefits of mandating the Safer Driver Course for all learner drivers should be determined, and that an audit of the integrity of the learner driver logbook scheme be undertaken and published.

We also recommend that the road safety benefits of mandating at least a minimum amount of professional driver training for learner drivers should be investigated, and that the value of driving simulators should be examined.

We recommend that confusion surrounding cross border differences in licensing conditions needs to be addressed.

It is important to note that a number of findings and recommendations in Chapter Two are relevant to evidence and analysis discussed in subsequent chapters, and particularly to the discussion concerning the regulation of driver trainers in Chapter Six.

The Graduated Licensing Scheme

- 2.1 The training of novice drivers to take the wheel, first under supervision and then on their own, is governed by the Graduated Licensing Scheme (GLS).
- 2.2 Transport for NSW gave a detailed outline of the GLS in its submission. In summary, the NSW GLS provides the framework for a staged instruction program under which novice drivers move from their supervised learning stage, through the two provisional stages to unrestricted driving. Each stage must be undertaken for a minimum prescribed period, is subject to set restrictions on what driving is allowed or is prohibited, and movement from one stage to the next occurs when drivers can demonstrate their eligibility for the next stage by passing a test.

Key components of the GLS

- 2.3 The key components of the GLS are:
- A Learner driver licence held for a minimum of 12 months during which drivers aged 16 to 25 years must complete 120 hours of supervised driving, and must pass a road driving assessment to graduate to the next licence.
 - A Provisional P1 driver licence held for a minimum of 12 months during which drivers are subject to certain speed, infringement, vehicle and conduct restrictions, and must pass a hazard perception test to graduate to the next licence.
 - A Provisional P2 driver licence held for a minimum of 24 months during which drivers are subject to slightly less stringent restrictions, and must pass a driving qualification test to be eligible to graduate to an unrestricted driver licence.³⁹

Support for the GLS

- 2.4 Witnesses appearing on behalf of the NSW Government at the public hearing on 29 May 2017 gave the Committee a strong endorsement of the GLS. Mr Bernard Carlon, Executive Director, Centre for Road Safety told the Committee:

Since the introduction of the graduated licensing system we have seen a halving of the casualty crash rates for those under-25-year-old drivers as a direct result of the system having been implemented. Another important element for us to keep in view is the graduated conditions which come off your licence as you move through each stage—the restricted speed and alcohol conditions, and the night-time driving restrictions on P platers and other occupants in the vehicle. Those conditions such as that zero blood alcohol level which gradually come off as you become a more experienced driver have also had a significant impact on the reduction of the casualty crashes for that age cohort.⁴⁰

³⁹ Submission 75, Transport for NSW, p36

⁴⁰ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p64

- 2.5 The GLS received widespread support in submissions made to the Committee. The George Institute for Global Health (George Institute) advised that the current novice driver testing regime was both appropriate and cost-effective.⁴¹
- 2.6 The National Roads and Motorists Association (NRMA) endorsed the GLS as effective in reducing young driver crashes:
- The GLS allows young people to get their initial experience under conditions that involve lower risk and introduce them in stages to more complex driving situations...⁴²
- 2.7 The Institute of Public Works Engineering Australia (IPWEA) wrote:
- The graduated licensing scheme allows young drivers to progressively familiarise themselves with more complicated road conditions as they build on-road experience in lower-risk situations.⁴³
- 2.8 Mr Len Woodman, a road safety practitioner, wrote:
- As a professional assessor of licensed drivers I have observed that drivers who have learned to drive since the advent of the Graduated Licensing Scheme in 2000 are generally more aware of road conditions and hazards than those 'more experienced' drivers who were trained prior to the GLS.⁴⁴
- 2.9 Associate Professor Teresa Senserrick, Transport and Road Safety (TARS) Research, University of New South Wales, outlined the benefits of the GLS when she appeared before the Committee at its public hearing on 22 May 2017:
- When people start to drive, their crash risk drops dramatically in the first six to 12 months. That is due to their on-road experience which is fundamentally different to being a learner.⁴⁵
- 2.10 Associate Professor Senserrick summed this up as 'real-world experience' while 'managing risks':
- What graduated licensing does is to say that you need that on-road experience, and so it is best to get it in conditions where you are most likely to manage the risk and will not put you in the highest risk conditions. For young people to have other young passengers in their car, it is particularly high...⁴⁶

Harmonising the GLS across borders

- 2.11 Some submissions and evidence heard referred to progress, or lack of progress, towards the harmonisation of the GLS across all states and territories. These references generally occurred in the context of confusion for drivers when travelling across borders and between states. For example, the NSW Driver Trainers Association (NSWDTA) wrote that road safety is made more complex by

⁴¹ Submission 69, The George Institute for Global Health, p4

⁴² Submission 51, National Roads and Motorists Association, p1

⁴³ Submission 16, Institute of Public Works Engineering Australia, p19

⁴⁴ Submission 70, Mr Len Woodman, p3

⁴⁵ Associate Professor Teresa Senserrick, TARS, Transcript of evidence, 22 May 2017, p21

⁴⁶ Associate Professor Teresa Senserrick, TARS, Transcript of evidence, 22 May 2017, p21

each state having different rules and systems in place. The NSWDTA called for states to adopt the same systems and implement the same rules.⁴⁷

- 2.12 The Aboriginal Legal Service (NSW/ACT) Limited (ALS) made the same observation in its submission, advising that cross border confusion disproportionately affects indigenous people living in cross border communities.⁴⁸
- 2.13 The National Motorists Association Australia (NMAA) advised that cross border discrepancies are particularly confusing for and harsh on provisional drivers.⁴⁹ They described the cross border differences between New South Wales and Victoria as reflecting state laws intended to minimise the impact of peer pressure on inexperienced drivers:
- ...Victoria disallows more than one passenger between 16 and 22 years of age for 24 hours per day whereas NSW has a curfew disallowing a passenger under 21 years of age only between the hours of 11pm and 5am.⁵⁰
- 2.14 Calls for harmonisation were complicated by the view that New South Wales is the leader in driver licence regulation. Mr Ian Faulks, Safety and Policy Analysis International, described the New South Wales driver licensing system as ‘among the most advanced and well developed in the world’.⁵¹ While he described harmonisation as desirable, Mr Faulks advocated that this should not inhibit innovation in New South Wales.⁵²
- 2.15 In its submission, Transport for NSW acknowledged that ‘there is no nationally consistent licensing framework for novice drivers in Australia’. It advised, however, that the states and territories have agreed to recognise and enforce the licence conditions set by the issuing jurisdiction. It also pointed out that while this means states are able to set conditions they consider appropriate for novice drivers, it also means that although a condition may be set in one state for safety reasons, interstate licence holders may not be required to comply with it, thus limiting its effectiveness.⁵³
- 2.16 The Committee explored harmonisation with some of the witnesses who appeared before it at the two public hearings. At the hearing held on 22 May 2017 the Committee asked whether indigenous representatives had raised cross border issues with the NSW Cross Border Commissioner and if so, with what result. Ms Jenny Lovric, Indigenous Affairs Committee, Law Society of NSW, confirmed that the matter had been raised, but no progress had been made.⁵⁴
- 2.17 When asked by the Committee about harmonisation, Dr Rob Katz, Chair, Research and Policy Advisory Committee, Amy Gillett Foundation, expressed his

⁴⁷ Submission 30, NSW Driver Trainers Association, p16

⁴⁸ Submission 49, Aboriginal Legal Service (NSW/ACT) Limited, p5

⁴⁹ Submission 67, National Motorists Association Australia, p12

⁵⁰ Submission 67, National Motorists Association Australia, p12

⁵¹ Submission 71, Mr Ian Faulks, p4

⁵² Submission 71, Mr Ian Faulks, p9

⁵³ Submission 75, Transport for NSW, p72

⁵⁴ Ms Jenny Lovric, Law Society of NSW, Transcript of evidence, 22 May 2017, p4

preference for harmonisation, but acknowledged that the current state-based system allowed jurisdictions to trial different approaches which if successful could be adopted in other jurisdictions.⁵⁵

- 2.18 Committee members reported their own direct experience of cross border issues affecting provisional drivers, in particular relating to both the Queensland and Victoria borders.
- 2.19 The Committee sought further information on the question of harmonisation of the GLS in a supplementary question sent to Transport for NSW following the second public hearing. Specifically the Committee asked whether the goal of the GLS was complete national harmonisation of all road rules and licensing conditions, and whether there are any road safety advantages in maintaining cross border differences.
- 2.20 In reply, Transport for NSW explained the status of the Australian GLS as a policy framework which guides, rather than prescribes, each jurisdiction's implementation of its own GLS. Under this framework, each jurisdiction moves incrementally towards adopting elements of the GLS and hence towards national consistency over time. Transport for NSW confirmed that New South Wales already has in place most of the highest level features contained in the Australian GLS. Regarding cross border issues, it reiterated the position stated in its submission that 'cross border differences are addressed to a substantial extent in consensus that conditions in the licensing state determine conditions to be enforced'.⁵⁶
- 2.21 Mr Faulks expressed concern at forthcoming changes to the GLS.⁵⁷ He described changes to testing provisions for graduating to higher levels of the GLS as a 'rollback' for 'cutting costs', which negated fundamental principles of the GLS designed both to accelerate drivers through the GLS, but to 'keep them learning longer'.⁵⁸
- 2.22 In its submission, Transport for NSW described these changes to the GLS as enhancements to align it with best practice as represented by the Australian GLS.⁵⁹

Finding 2

We find that cross border issues affecting some drivers are confusing and may result in harsh outcomes.

NSW Safer Driver Course

- 2.23 The NSW Safer Driver Course received widespread support from submission makers as an appropriate response to the needs of learner drivers.

⁵⁵ Dr Rod Katz, Amy Gillett Foundation, Transcript of evidence, 22 May 2017, p66

⁵⁶ Answers to supplementary questions, Transport for NSW, Question 3

⁵⁷ Transport for NSW, Media Release, published 24 July 2016, <https://www.transport.nsw.gov.au/newsroom-and-events/media-releases/graduated-licensing-scheme-changes>, accessed 18 September 2017

⁵⁸ Submission 71, Mr Ian Faulks, p10

⁵⁹ Submission 75, Transport for NSW, p36

- 2.24 Transport for NSW advised the Committee that the course is aimed at learner drivers aged 16 to 25 years. It aims to address the higher crash rates experienced by young drivers in their early driving years, based on a curriculum devised by road safety experts, by highlighting the importance of extended supervised driving experience and low-risk driving strategies.⁶⁰
- 2.25 Learner drivers who successfully complete the Safer Driver Course receive a discount of 20 hours from the requirement to complete 120 hours of supervised driving under the GLS.⁶¹
- 2.26 Transport for NSW advised that learner drivers pay a set fee for the course which is subsidised by the NSW Government to ensure affordability. The course is delivered in over 250 locations across the state by contracted course providers. Transport for NSW reported that 29.5% of all eligible learner drivers in New South Wales had undertaken the Safer Driver Course.⁶²
- 2.27 In his submission, Mr Jerry Van Wyk of Awesome Driving School endorsed the Safer Driver Course as an opportunity for learner drivers to be taught to respond to hazards and distractions, and to understand common crash risks. Mr Van Wyk also raised concerns about course management and both customer and provider frustrations.⁶³
- 2.28 The Police Citizens Youth Clubs NSW Limited (PCYC) which described itself as the largest provider in New South Wales of road safety programs, similarly endorsed the Safer Driver Course as a self-development opportunity for learner drivers, and particularly for exposing learner drivers to professional instruction which they might not otherwise receive.⁶⁴
- 2.29 Transport for NSW is currently undertaking an evaluation of the course. The NRMA called for the results of this evaluation to be published to aid the refinement of the course to ensure that it continues to produce better crash outcomes for novice drivers.⁶⁵
- 2.30 The Committee asked Transport for NSW if it intended to publish the evaluation. Transport for NSW advised that those parts of the evaluation which dealt with course providers would be commercial-in-confidence and not be published, but that key findings of the evaluation relating to the outcomes of the program would be published.⁶⁶

Finding 3

We find that the Safer Driver Course is an effective road safety tool.

⁶⁰ Submission 75, Transport for NSW, p37

⁶¹ Submission 75, Transport for NSW, p37

⁶² Submission 75, Transport for NSW, p38

⁶³ Submission 64, Mr Jerry Van Wyk, p1

⁶⁴ Submission 19, Police Citizens Youth Clubs NSW, p3

⁶⁵ Submission 51, National Roads and Motorists Association, p2

⁶⁶ Answer to supplementary questions, Transport for NSW, Question 8

Comment

Mandating the Safer Driver Course

- 2.31 We heard evidence that the NSW Safer Driver Course is highly regarded by learners and trainers. Transport for NSW advised us that it is reviewing the course in order to assess its road safety impacts and its success in assisting learner drivers to acquire and apply the skills, knowledge and attitudes which lead to safe driving.
- 2.32 We support the publication of this review and recommend that Transport for NSW also examine the road safety benefits which will be achieved by making the course compulsory for all learner drivers.

Recommendation 3

The Committee recommends that Transport for NSW:

- **publish the findings of its current review of the Safer Driver Course**
- **conduct a further review, in consultation with relevant stakeholders and the community, to determine whether road safety benefits can be achieved by making the Safer Driver Course compulsory for all learner drivers.**

Learner drivers

- 2.33 As discussed above, learner drivers must hold a learner driver licence for a minimum of 12 months and if aged 16 to 25 years, complete 120 hours of supervised driving. Learner drivers and their supervising drivers must maintain a log book to record the hours driven. The log book is checked by the testing officer when the learner driver sits the driving test.⁶⁷
- 2.34 In complying with the requirement to complete 120 hours of supervised driving, learner drivers are not required to undertake any professional driver training. The 120 hours may be supervised entirely by a volunteer supervisor such as a parent.⁶⁸
- 2.35 Learner drivers may utilise discounts which are available to reduce the 120 hours required and to encourage them to undertake a component of professional driver training as follows:
- The '3 for 1' scheme under which if a learner driver undertakes 10 hours of instruction with a professional driver trainer they can record 30 hours in the log book⁶⁹
 - The Safer Driver Course where a learner driver may record 20 hours in the log book for attending the course.⁷⁰

⁶⁷ Answers to supplementary questions, Transport for NSW, Question 1

⁶⁸ <http://www.rms.nsw.gov.au/roads/licence/driver/learner/index.html#Practicaldrivingexperience-LearnerDriverLogBook>, accessed 18 September 2017

⁶⁹ Submission 75, Transport for NSW, p39

- 2.36 The use of log books by driver trainers is discussed in more detail later in this report.

New technologies to improve driver training

Digitisation and interactive learning

- 2.37 Mr Carlon advised the Committee of further changes to the GLS and the way learner drivers access course content:

We are currently reforming the whole Graduated Licensing Scheme [GLS] framework and digitising that framework. So we will be able to deliver up-to-date contemporary information about driver safety and driver risk and vehicle safety.⁷¹

- 2.38 In its submission to the inquiry, Transport for NSW outlined a range of technologies which will provide educational experiences based on the GLS. These included continuous learning, game-based learning, use of virtual reality for driver learning, and connecting real time learner driver data to continuously improve safety. Transport for NSW foreshadowed, in particular, that new technological learning opportunities will be delivered to learner drivers through the Safer Driver Course and the Driver Licensing Access Program (DLAP).⁷²
- 2.39 Transport for NSW further advised that it is currently working with Roads and Maritime Services (RMS) to modernise the driver knowledge test platform. This project will utilise an interactive system supported by a customer service and educational strategy for novice drivers, parents and supervisors. In addition, RMS noted that it will utilise a national library of Hazard Perception Test clips, compiled by Austroads, in order to update the NSW Hazard Perception Test so that it reflects current hazards on the Australian road network.⁷³
- 2.40 Transport for NSW cited a number of initiatives in interactive and digital learning resources which have been achieved to date. These include *Safety Town*, an online and interactive resource for children, teachers and parents; learning resources for novice drivers and a new driver logbook app.⁷⁴ Interactive learning activities have also been utilised in road safety education for motorcyclists as part of the 'Ride to Live' road safety campaign on the ridetolive.com.au website.⁷⁵

Digital learner logbook app

- 2.41 In relation to the digital learner logbook application, Mr Carlon explained that the advantage of the app was that the supervisor or professional trainer can reference specific information at different stages of the learner's progress according to the number of driving hours completed. In relation to innovative education for novice drivers, Mr Carlon advised that the digital platform:

⁷⁰ Submission 75, Transport for NSW, p37

⁷¹ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017

⁷² Submission 75, Transport for NSW, p11

⁷³ Submission 75, Transport for NSW, p41

⁷⁴ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p61

⁷⁵ Submission 75, Transport for NSW, p49

...also maps through the red P-plate and the green P-plate process so that people are getting information that is relevant to their stage of driving and the restrictions that they have on at the time on their licence.⁷⁶

- 2.42 Mr Carlon also foreshadowed that new driver education initiatives using technology will be used to target specific high-risk road user groups.⁷⁷
- 2.43 On the question of the use of technology and driver training, the Committee received evidence suggesting caution. Professor Rebecca Ivers, Director, Injury Division, The George Institute told the Committee that while there is some promising evidence that computer-based education can transfer skills, most particularly in relation to hazard perception, the link to ongoing behaviour and crash risk is missing.⁷⁸

Suggested improvements to course content

- 2.44 Many submissions commented on the content of the current learner driver program and how it might be improved. There was considerable support, for instance, for learners to receive training in 'real-world' conditions, to be trained more broadly in driving skills as opposed to being trained to 'pass the test', and to receive awareness training related to particular road user groups.
- 2.45 Some submissions also queried whether the current learner driver arrangements understated the value of professional driver training. The Committee's attention was drawn to overseas jurisdictions where professional training was encouraged and volunteer supervision of learner drivers discouraged or prohibited.

Training for the test

- 2.46 The Pedestrian Council of Australia Limited (PCA) expressed the view that the major focus of learner driver programs is to train drivers to pass the test. The PCA reported that this short term focus was to the detriment of teaching:

...safe driving behaviours as a philosophy for 'whole of life' with 'respect for self and respect for other road users'...⁷⁹

- 2.47 Ian Luff Motivation Australia Pty Ltd (Ian Luff) echoed this view in its submission. It described the current learner driver program as test focussed, leaving:

...no room for learner driving that teaches safe driving. There is a very big difference between passing the test to gain the provisional licence and learning safe driving techniques.⁸⁰

⁷⁶ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p67

⁷⁷ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p67

⁷⁸ Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p18; Associate Professor Teresa Senserrick, TARS, University of New South Wales, Transcript of evidence, 22 May 2017, p19

⁷⁹ Submission 74, Pedestrian Council of Australia, p1

⁸⁰ Submission 66, Ian Luff Motivation Australia Pty Ltd, p5

Training in 'real-world' conditions

2.48 The NSWDTA also suggested that learner driver training focuses on teaching for the driving test. It argued that the restrictive nature of the current program, under the framework of the GLS, results in novice drivers receiving insufficient training and experience of real-world driving conditions, and as a result, novice drivers were at a dangerous disadvantage when subsequently encountering them. The NSWDTA called for speed restrictions for learner drivers to be reviewed so that they could experience driving at the legal speed limit under supervision.⁸¹

2.49 The NMAA also found speed restrictions for novice drivers a problem. It nominated freeway and highway merging, and overtaking at speed as two skills which the current restrictions meant were impossible for learners to be taught:

New drivers have to learn these matters unsupervised and too often with disastrous results.⁸²

Mandating professional training

2.50 The NMAA was also one of several stakeholders who queried whether the value of professional training was understated in New South Wales. It drew the Committee's attention to jurisdictions like Germany in which all instruction must be done by professional driver trainers, and France where parents may supervise learner drivers, but only professional training is counted for compliance, asserting that these systems produce safer drivers.⁸³

Road sharing

2.51 The Amy Gillett Foundation quoted a study of cyclist-related content in the driver licensing process which found very little that teaches new drivers about safely sharing the road. They called for the addition of content to the driver training process on sharing the road with vulnerable road users, noting that this had occurred in the Australian Capital Territory in 2016.⁸⁴ The Foundation also proposed that up to 20 hours spent on a bicycle be counted towards a learner driver's log book hours for the purpose of exposing learner drivers to the needs of vulnerable road users.⁸⁵

Training for unfamiliar conditions

2.52 The IPWEA proposed expanding the learner driver program to include education on changing road conditions particularly at worksites, navigating rural unsealed roads, and safety precautions when encountering flooded roads.⁸⁶

⁸¹ Submission 30, NSW Driver Trainers Association, p9

⁸² Submission 67, National Motorists Association Australia, p5

⁸³ Submission 67, National Motorists Association Australia, pp2, 7-9; Submission 70, Mr Len Woodman, p5; Mr Ray Rice, Bicycle NSW, Transcript of evidence, 22 May 2017, p67; Mr Allan Pryor, National Motorists Association Australia, Transcript of evidence, 29 May 2017, p50

⁸⁴ Submission 40, Amy Gillett Foundation, p4

⁸⁵ Submission 40, Amy Gillett Foundation, p4

⁸⁶ Submission 16, Institute of Public Works Engineering Australia, p5

Learner driver access to advanced training

- 2.53 Some submissions called for learner drivers to be given access to more advanced driver training courses. Advanced and defensive driver training for experienced drivers is discussed in detail later in this chapter. In relation to such training for inexperienced drivers, Transport for NSW advised the Committee of considerable evidence that attempting to train such drivers in advanced driving skills may contribute to increased crash risk, particularly amongst young males.⁸⁷
- 2.54 This position received strong support from road safety researchers and others. The NRMA wrote that it does not support advanced driver training for young drivers based on the evidence of which it is aware.⁸⁸ The George Institute wrote that studies showed even school-based driver education had no safety benefits, but can increase early licensure, therefore increasing crash exposure.⁸⁹
- 2.55 Associate Professor Senserrick told the Committee that advanced driver training increased crash risk in young drivers:
- ...with young males in particular you have this miscalibration risk. They think they have developed these skills to avoid the crash and therefore they accept more risk.⁹⁰
- 2.56 She proposed that novice driver education 'avoid the advanced skill work' and focus on prevention, defensiveness and resilience training.⁹¹ These forms of training are discussed later in this report.

Perceptual and cognitive training

- 2.57 The Australian Road Safety Foundation (ARSF) suggested that the learner driver program needed updating to reflect more modern approaches to perceptual and cognitive training, as well as addressing how new vehicle technology should be addressed in training.⁹²
- 2.58 Transport for NSW defined the high-order cognitive skills which need to be developed in novice drivers as:
- ...skills such as question asking, critical thinking, systematic/lateral thinking, decision making, problem solving, evaluative thinking, and knowledge transfer. Application of these skills to driving facilitate hazard and risk perception, self-calibration (ability to moderate tasks based on one's ability), additional control, time sharing (sharing limited attentional resources between driving tasks) and situational awareness...⁹³
- 2.59 These stand in contrast to the lower-order cognitive skills which Transport for NSW described as:

⁸⁷ Submission 75, Transport for NSW, p25

⁸⁸ Submission 51, National Roads and Motorists Association, p2

⁸⁹ Submission 69, The George Institute for Global Health, p2

⁹⁰ Associate Professor Teresa Senserrick, TARS, University of NSW, Transcript of evidence, 22 May 2017, p24

⁹¹ Associate Professor Teresa Senserrick, TARS, University of NSW, Transcript of evidence, 22 May 2017, p25

⁹² Submission 55, Australian Road Safety Foundation, p11

⁹³ Submission 75, Transport for NSW, p25

...a basic recall or application of memorised information to familiar situations or applying set procedures or rules to repetitious exercises.⁹⁴

- 2.60 Transport for NSW foreshadowed that future driver initiatives for novice drivers will focus on the development of higher-order cognitive skills necessary to drive safely rather than on motor handling skills.⁹⁵

Finding 4

We find that the '3 for 1' discount scheme could be more effective in encouraging learner drivers to undertake professional training.

Finding 5

We find that in the absence of any mandated professional training for learner drivers, the value of professional training may be understated.

Comment

Extending the current discount for undertaking professional driver training

- 2.61 We believe it may be possible to expand the current discounts on log book hours offered to learner drivers who receive professional driver training.
- 2.62 We accept that 120 hours of supervised learner driving is an evidence-based figure indicating that a learner is sufficiently experienced to be tested for advancement through the GLS. We also know that the NSW Government reduces this number of hours by offering a discount to learner drivers who receive professional driver training and who undertake the Safer Driver Course. These two commitments by learner drivers can reduce the minimum number of supervised driving hours a learner must complete before being tested, from 120 to 80.
- 2.63 These discounts are evidence that higher quality training is an acceptable substitute for mere hours spent supervised behind the wheel.

Recommendation 4

The Committee recommends that Transport for NSW review the current logbook discounts offered to learner drivers for undertaking professional driver training and the Safer Driver Course, to identify opportunities to extend the logbook discount without compromising road safety outcomes.

Mandating professional training

- 2.64 We also note the evidence of professional driver trainers that since the introduction of the discount scheme, 10 hours has come to be regarded erroneously by learner drivers as the maximum recommended number of hours of professional training they should undertake.
- 2.65 Properly regulated, as discussed later in this report, professional driver training provides an enhanced learning environment for learner drivers. We believe,

⁹⁴ Submission 75, Transport for NSW, p25

⁹⁵ Submission 75, Transport for NSW, p26

therefore, that Transport for NSW should investigate opportunities to encourage all learner drivers to undertake more hours of professional training through the extension of the discount, where road safety outcomes are not compromised.

- 2.66 We also believe that in the case of both learner and provisional drivers who fail a test on multiple occasions, the NSW Government should mandate a minimum number of professional driver training hours which the driver must receive before resitting the test. In this circumstance, the professional driver training discount could reduce on a sliding scale or not apply.
- 2.67 It is also worth examining whether there are road safety benefits in mandating a minimum number of professional training hours which all learners must receive and if so, whether these hours should be undertaken before any volunteer-supervised hours are undertaken. We noted evidence that in Germany, for example, all learner drivers must be professionally trained, and that no volunteer supervision is permitted. It was argued that German training produces safer drivers than New South Wales training.⁹⁶

Recommendation 5

The Committee recommends that Transport for NSW examine whether road safety benefits can be achieved by:

- **mandating a minimum number of hours of professional driver training for all learner drivers**
- **mandating a minimum number of hours of professional driver training for learner and provisional drivers who fail to meet certain criteria such as failing any test prescribed under the Graduated Licensing Scheme multiple times**
- **mandating that professional driver training hours must be undertaken before any volunteer-supervised training hours are undertaken.**

Learner driver log books

- 2.68 In answer to our supplementary questions, Transport for NSW advised that the learner driver log books are not audited, but checked. This is because they are not compliance tools, but tools to support supervising drivers.
- 2.69 We understand, however, that log books are colloquially thought of as auditable by learner drivers and their supervisors, particularly with regard to the professional driver training discount, but may also be held in fairly low regard as reliable records.
- 2.70 Given these prevailing views we believe there is an opportunity to test the value of log books as an accurate record of learner driver hours as well as a support tool. In light of the effort required to undertake 120 hours of supervised learner driving and the discounts available, as well as developments in technology, an audit of the integrity of the current learner log book system will be a valuable

⁹⁶ Mr Allan Pryor, National Motorists Association Australia, Transcript of evidence, 29 May 2017, p50

tool in ensuring that the learner driver program is performing and achieving as intended.

- 2.71 We have made recommendations later in this report regarding the better regulation of driver trainers, both professional and non-professional, who also have responsibilities regarding the learner driver log book. The audit of the log book system we recommend here is also an opportunity to audit the role of driver trainers.

Recommendation 6

The Committee recommends that Transport for NSW conduct and publish an audit of the integrity of the current learner log book system.

The effectiveness of computer-based learning

- 2.72 We were pleased to receive Mr Carlon's evidence confirming Transport for NSW's technological innovations for road safety education and training. At the same time, we note the evidence of academic researchers suggesting caution regarding computer-based training.
- 2.73 Taking into account the counterbalancing views presented in evidence to this inquiry, we see merit in Transport for NSW exploring technological initiatives in driver and road safety education, not only in relation to the GLS, but also in campaigns as has been done successfully with the 'Ride to Live' Campaign for motorcyclists, which we discuss later in this report. In our view there is also potential for the use of interactive education such as videogames in relation to reinforcing the road rules knowledge of all road users.
- 2.74 As has been pointed out by the academic research witnesses, there is also a need to obtain reliable evidence of the impact of computer-based education on long term road user behaviour and the road toll. Therefore, we urge Transport for NSW to consider the need to commission a research study in its own right or in collaboration with partners to evaluate the effectiveness of selected computer-based learning initiatives.
- 2.75 Our recommendation later in this report regarding an investigation into the opportunities presented at licence renewal to test the success of driver education campaigns is also an opportunity to consider the use and effectiveness of online applications to engage with drivers.

Recommendation 7

The Committee recommends that Transport for NSW and Roads and Maritime Services investigate the effectiveness of computer-based learning on long term road user behaviour and the road toll.

Expanding the content of the learner driver program

- 2.76 Many witnesses gave evidence that the content of the learner driver program should be expanded. A particular focus of this evidence was the issue of road sharing and the impacts of unsafe driving for vulnerable road users, including pedestrians, cyclists and motorcyclists.

- 2.77 Road sharing by drivers, and their recognition that all road users have rights and obligations regardless of when, where and how they use roads, is at the heart of adopting and demonstrating a safe driving attitude.
- 2.78 We heard a great deal of evidence that road sharing and awareness training needs to be emphasised in learner driver training. In particular, witnesses drew attention to the road sharing and bicycle awareness training undertaken by learner drivers in the Australian Capital Territory.
- 2.79 In support of this view, witnesses offered evidence that the incidence of accidents, injuries and fatalities affecting vulnerable road users is too high, and that road rules such as the mandatory safe bicycle passing distance are neither well understood nor well observed.
- 2.80 While we have not recommended that bicycle awareness should be a compulsory pass/fail component of learner driver testing, or that learners should receive some training on bicycles and count these hours towards achieving the 120 hours learning requirement, we agree that a greater emphasis on road sharing and awareness of other road users, and particularly vulnerable road users, should be made in learner driver training.
- 2.81 Many other areas were nominated by witnesses for inclusion or more emphasis in the learner driver program, including motorway driving and merging at speed, and the use of modern vehicle technology such as ABS braking. We recognise that including these areas for training would require that speed limits for learner drivers be lifted.
- 2.82 We heard evidence, for example, that the speed restrictions imposed on learner drivers are a barrier to learner drivers being trained effectively on roads such as motorways where speed limits exceed the maximum speed permitted on a learner driver licence. Particular reference was made to United Kingdom learner driver regulations which have been amended to allow learner drivers to drive under supervision on motorways at the speed limit.⁹⁷
- 2.83 Given the good safety record demonstrated by learner drivers, and the requirement placed on learner drivers to experience a minimum number of hours night driving, for example, we believe it may be safe and practical for learner drivers to be permitted to drive at motorway speeds.

Recommendation 8

The Committee recommends that Transport for NSW investigate what road safety benefits can be achieved by expanding the content of the learner driver program.

⁹⁷ UK Government, Driver and Vehicle Standards Agency, Media Release, 12 August 2017, 'Learner drivers will be allowed on motorways from 2018', <https://www.gov.uk/government/news/learner-drivers-will-be-allowed-on-motorways-from-2018>, accessed 18 September 2017

Simulators

- 2.84 With regard to computer-based learning, the Committee received submissions from two organisations that are developing simulators to be used as part of driver education. ii-Drive, a company partnered with Western Sydney University, is developing a 'high fidelity virtual reality driving simulation that closely replicates the experience of driving a car in the physical environment'.⁹⁸ Advancing Projects has constructed a prototype simulator designed to deliver 'highly realistic simulated driver training experiences'.⁹⁹
- 2.85 ii-Drive submitted that the key benefit of simulators is their ability to train drivers in a number of extremely dangerous traffic situations without putting the driver in any real physical danger. These drivers are then able to make better choices when confronted with these situations in the real world.¹⁰⁰
- 2.86 This view was also expressed by Mr Karl Sullivan, General Manager, Policy, Risk and Disaster Planning, Insurance Council of Australia (ICA):
- While the face-to-face driving lesson is valuable, the only way you can safely show people consequences these days is perhaps in virtual reality types of simulators. I think that they are becoming more common and more viable these days. People there can experience what happens when they do the wrong thing without hurting themselves.¹⁰¹
- 2.87 ii-Drive submitted that the areas of application for their simulator include learner driver training, advanced hazardous driving training, repeat offender programs, cognitive testing of elderly drivers and analysis of driving habits to determine at-risk individuals.¹⁰²

Simulators may improve driving skills

- 2.88 The Committee heard that while there is currently no evidence linking simulator training to the change in driver attitude and behaviour required for improved long term road safety outcomes, there is strong evidence that simulator training improves driver skills.
- 2.89 Associate Professor Senserrick told the Committee that there is a growing body of evidence around simulation-based driver training:
- There is evidence that you can train and improve skills. I work extensively with young drivers. It has also been shown that those skills transfer to the way people drive on the road when they instrument their vehicle and watch what they are doing. It shows that you can transfer those skills.¹⁰³

⁹⁸ Submission 27, ii-Drive Pty Ltd, p4

⁹⁹ Submission 10, Advancing Projects Pty Ltd, p3

¹⁰⁰ Submission 27, ii-Drive Pty Ltd, p10

¹⁰¹ Mr Karl Sullivan, General Manager, Policy, Risk and Disaster Planning, Insurance Council of Australia, Transcript of evidence. 22 May 2017, p60

¹⁰² Submission 27, ii-Drive Pty Ltd, p8

¹⁰³ Associate Professor Teresa Senserrick, TARS, University of New South Wales. Transcript of evidence, 22 May 2017, p19

- 2.90 Associate Professor Senserrick, went on to say that hazard perception training is an area where the use of simulators could be of real benefit:

The most promising area in that respect is in hazard perception training. It is called various things; some might call it 'hazard anticipation'. It focuses on the whole sequence of where you are looking when you are driving, your search techniques, what you are looking at, and therefore what you perceive, what you choose to do in response, and enacting that behaviour appropriately. There is a lot of promise in that area, particularly looking at young drivers, new drivers and traffic offender programs. There are programs for older drivers dealing with the 'useful field of view' approach, which deals where they are looking and what they are doing. There is a suggestion that that type of training can help to improve performance.¹⁰⁴

Simulators may not substitute for on-road training

- 2.91 Despite the growing evidence in support of simulated skills based training, the Committee heard that there is no substitute for on-road driver training due to the dynamic variables at play when driving in the real world.
- 2.92 Ms Jenny Davidson, State Coordinator, Driver Education Programs, PCYC told the Committee that learning to drive is a multi-sensory experience:

It is everything from what you are seeing; what you are feeling, as in terms of the road conditions underneath you; how the car behaves, right through to the processing of what is going on in the environment. I do not think we can get that multi-sensory approach with simulators.¹⁰⁵

- 2.93 Mr Mick Savage, Manager, Roads and Transport Directorate, IPWEA gave similar evidence:

I do not think you can adequately do driver training remotely or by simulation. There is nothing like actually being on the road and experiencing it. That is particularly true on local and regional roads. It is one thing to sit in a simulator for half an hour. It is another thing to drive for two, three and four hours between A and B on a country road.¹⁰⁶

Simulators can supplement current training

- 2.94 Mr Carlon, Transport for NSW told the Committee that while there is no conclusive evidence in support of simulators as a replacement for on-road training there is strong evidence for their use in supplementing current driver training methods. He said the role of simulators in educating drivers about new risks, new road rules and the environment they drive in should be explored further:

There is no concrete evidence that real-world environment learning can be replaced by a simulated environment. However, there is plenty of evidence to suggest that

¹⁰⁴ Associate Professor Teresa Senserrick, TARS, University of New South Wales, Transcript of evidence 22 May 2017, p19

¹⁰⁵ Ms Jenny Davidson, State Coordinator, Driver Education Programs, Police Citizens Youth Clubs, Transcript of evidence, 22 May 2017, p49

¹⁰⁶ Mr Mick Savage, Manager, Roads and Transport Directorate, Institute of Public Works Engineering Australia, Transcript of evidence, 29 May 2017, p3

learning through those simulated environments is a very strong adjunct that can be used—should be used—and I think that we need to, in the digitisation of the learning experience from graduated licensing all the way through to older drivers, re-look at this question of how we deliver information, education and training to people in New South Wales.¹⁰⁷

2.95 Mr Michael Humphries General Manager, Australian Driver Trainers Association (ADTA) agreed that simulator training would be an excellent supplementary training aid particularly for reassessment and retraining. He said the use of simulators would add a greater breadth of experience to what drivers have already experienced on the road and in their driving lives.¹⁰⁸

2.96 Mr Russell White, Chief Executive Officer, ARSF, told the Committee that simulation technology is never meant to replace in-vehicle training, rather it is used to give drivers experience in environments and conditions that are not readily available. He said that the ARSF had been using simulators since 2007:

We found them, as an education tool in the absence of being able to get someone in a vehicle, an outstanding education piece for us even if it is to educate around distraction or impaired driving. The consequence of driving in a rural environment, for example, is another great one because the situations are different. As I said, I have always been of the view that simulation technology has a huge role to play and I think that is something that is untapped.¹⁰⁹

2.97 The Committee asked witnesses for their view on the possible use of simulators to train drivers in situations they are unfamiliar with or do not have access to. Many witnesses believed this to be an avenue worth exploring.

2.98 Mr Anthony Cope, President, NSWDTA said:

If you have somebody experienced in a country area, the practicalities of getting those people to come to densely populated areas is not feasible. It may be where a simulator could have some sort of benefit in showing how they could integrate some other skills into those different environments.¹¹⁰

2.99 A similar response was provided by Mr Savage of IPWEA:

People in the metropolitan area get their licence and they understand traffic and congestion. They have had no real experience driving long distances on regional roads of probably variable quality. Likewise, people who get their licence in regional areas are shocked and horrified coming to and driving in the city for the first time. For both of those things there can be an element of training provided by simulation...¹¹¹

¹⁰⁷ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p72

¹⁰⁸ Mr Michael Humphries, General Manager, Australian Driver Trainers Association, Transcript of evidence, 22 May 2017, p26

¹⁰⁹ Mr Russell White, Chief Executive Officer, Australian Road Safety Foundation, Transcript of evidence, 22 May 2017 p55

¹¹⁰ Mr Anthony Cope, President, NSW Driver Trainers Association, Transcript of evidence, 22 May 2017, p29

¹¹¹ Mr Mick Savage, Manager, Roads and Transport Directorate, Institute of Public Works Engineering Australia, Transcript of evidence, 29 May 2017, p3

Comment

- 2.100 We note the evidence proposing the greater use of driving simulators to train and test drivers throughout their driving lives.
- 2.101 Simulators were reported to be useful tools for training learner drivers, especially in cases where access to vehicles might be limited, but access to simulators could be provided. We particularly note the scenario which several people offered for the use of simulators to expose learner drivers to unfamiliar driving environments. A metropolitan learner driver, for example, may have little or no opportunity to experience country driving while being trained, but could be given access to a simulator for this experience.
- 2.102 Simulators were also promoted as useful in assessing experienced drivers who might require retesting as a result of offending or older driver assessment. These proponents believed that simulators could be installed in motor registries and used for hazard perception and skills testing in circumstances where on-road testing may not be convenient or practical.
- 2.103 We chose to question a number of witnesses who appeared before us concerning their attitude to simulators. The evidence we received was not conclusive, although we note the evidence of the NSW Government witnesses who told us that they regarded simulators as supplementary to current driver training, and not a substitute for it.

Recommendation 9

The Committee recommends that Transport for NSW review and publicly report on the value of simulators to supplement current driver training, testing and assessment with particular reference to the use of simulators to:

- **Expose learner drivers to unfamiliar driving conditions such as a metropolitan learner to country conditions and vice versa**
- **Substitute for on-road training for disadvantaged learners where access to a simulator can be arranged**
- **Be employed in hazard perception testing and in aged driver assessment.**

Provisional drivers

- 2.104 Provisional drivers are more likely to be involved in crashes than the rest of the driving population. Transport for NSW informed the Committee that New South Wales crash data indicates that young drivers in the first 12 months of unsupervised driving are the group most likely to be involved in a crash in New South Wales.¹¹²
- 2.105 The NSW GLS is discussed above. Transport for NSW wrote that under the GLS:

¹¹² Submission 75, Transport for NSW, p35

...novice drivers must progress through three stages and four tests before obtaining an unrestricted driver licence, with the minimum time to move from a learner licence to an unrestricted driver licence being four years.¹¹³

2.106 The widespread support which submissions expressed for the NSW GLS is reported above.

2.107 Associate Professor Senserrick, TARS, expressed her support for the GLS as the bridge between the driving skills learned by learner drivers and the safe driving attitudes and behaviours which experienced drivers gain over time.

The graduated licensing system often gets misconstrued as some sort of punishment system for young people, that they are risk-takers and we will punish them all for the sake of a few. What it is trying to teach is how to manage one's exposure to risk as one develops driving skills.

For all drivers, no matter what age, when they transition from being a learner, with a supervisor or an instructor with them, to driving on their own, that is the highest peak in risk that they are likely to face throughout their entire driving lifespan. That is showing that inexperience is the major factor in why there is such a big spike in risk at that time.¹¹⁴

2.108 Associate Professor Senserrick described the purpose of the GLS as helping novice drivers gain real-world experience in a way which manages risk.

When people start to drive, their crash risk drops dramatically in the first six to 12 months. That is due to their on-road experience which is fundamentally different to being a learner. It is fundamentally different to anything you can learn in a simulator or on a computer.¹¹⁵

The P Drivers Project

2.109 The Committee heard evidence that a major research project into the driver education needs of provisional drivers – the P Drivers Project - is underway and due to be finalised in late 2017.

2.110 Mr Sullivan told the Committee that Insurance Australia Group was a partner in the P Drivers Project along with VicRoads, Transport for NSW, the Commonwealth Department of Infrastructure, Transport and Regional Development, the Transport Accident Commission, Royal Automobile Club of Victoria (RACV), and the Federal Chamber of Automotive Industries:

The project is a large-scale road safety project to develop and implement a driver education program for young P-plate drivers aged 17 to 22, a cohort typically characterised as high risk. The findings from the research ... should help inform a more targeted driver education strategy for this segment of motorists.¹¹⁶

¹¹³ Submission 75, Transport for NSW, p35

¹¹⁴ Associate Professor Teresa Senserrick, TARS, University of NSW, Transcript of evidence, 22 May 2017, p21

¹¹⁵ Associate Professor Teresa Senserrick, TARS, University of NSW, Transcript of evidence, 22 May 2017, p21

¹¹⁶ Mr Karl Sullivan, Insurance Council of Australia, Transcript of evidence, 22 May 2017, p58

Suggested improvements

- 2.111 Regarding provisional drivers in particular, some stakeholders discussed the sanctions placed on provisional drivers and whether rewards and incentives for good behaviour should also be considered, including the potential for greater supervision of provisional drivers to address risk.

Incentives for novice drivers

- 2.112 Incentives offered to experienced drivers are discussed later in this report. Mr Ronak Shah, Academy of Road Safety, proposed that similar incentives could be offered to novice drivers to also reward them for safe driving. Mr Shah suggested rewards could include cheaper licences, bypassing some tests, and cheaper registration and insurance.¹¹⁷
- 2.113 The Committee noted that the Western Australia Department of Transport offers incentives to provisional drivers who do not commit offences during their provisional licence period. Qualifying provisional drivers are offered a one year free licence renewal or a five year licence for the cost of four years.¹¹⁸
- 2.114 Similarly, the Victorian Government offers young drivers with no traffic offences during their provisional licence period a free three year driver licence.¹¹⁹
- 2.115 The Committee also noted that in the Australian Capital Territory, provisional drivers may undertake additional training in the form of the Road Ready Plus course. If they complete the course successfully, provisional drivers are permitted to forego displaying their 'P' plates and gain an expanded demerit points allowance.¹²⁰

Additional supervised driving

- 2.116 Blue Datto Foundation Ltd (Blue Datto) illustrated their philosophy for addressing safety amongst young drivers by noting that statistics 'show that 'L' drivers are the safest drivers in the world'. They wrote:
- ...we should harness this receptiveness to learning to influence attitudes and behaviours lasting into when the drivers get their 'P' plates and suddenly become the riskiest category of drivers.¹²¹
- 2.117 Blue Datto proposed that a further period of supervised driving be introduced for provisional drivers who lose their licences in addition to disqualification periods.¹²²

¹¹⁷ Submission 62, Mr Ronak Shah, Academy of Road Safety, p1

¹¹⁸ Government of Western Australia, Department of Transport, Licensing, *Get a provisional licence ('p' plates)*, <http://www.transport.wa.gov.au/licensing/step-6-get-a-provisional-licence-p-plates.asp>, accessed 18 September 2017

¹¹⁹ Vicroads, *Free Licence Scheme*, <https://www.vicroads.vic.gov.au/licences/your-ps/free-licence-scheme>, accessed 18 September 2017

¹²⁰ ACT Government, Road Ready program, <http://www.roadready.act.gov.au/c/roadready?a=sp&pid=1098840049>, accessed 18 September, 2017

¹²¹ Submission 45, Blue Datto Foundation Ltd, p5

¹²² Submission 45, Blue Datto Foundation Ltd, p5

Good behaviour schemes

- 2.118 The PCYC described the potential for provisional drivers to be especially disadvantaged by fines which may be disproportionate to their income. It considered that a good behaviour-style scheme in cases where lack of capacity to pay is proven may be an effective approach to infringing provisional drivers without replacing safe driving messages.¹²³
- 2.119 The Committee asked witnesses invited to public hearings to comment on the balance between sanctions and incentives which applied to young drivers. Professor Ivers told the Committee that research showed sanctions to be effective in modifying the behaviour of young drivers, although there was merit in examining the impact of measures like insurance premium reductions for safe driving. In summary, Professor Ivers described the current regime as striking a reasonable balance.¹²⁴

Other safety issues for young drivers

- 2.120 Mr Andrew Johnson, NSW Advocate for Children and Young People supported the GLS as a contributor to improving road safety for young drivers. He advised, however, that upcoming changes to the GLS to prohibit mobile phone use by all learner and provisional drivers may disadvantage some young people. Mr Johnson did not propose easing restrictions on handheld phone use, but rather was concerned that the proposed prohibition would include phone use for navigation and music broadcasting, two uses popular amongst young people and even more so in rural and regional areas where mobile phone reception was often better than global positioning system (GPS) and radio reception.¹²⁵
- 2.121 The Committee noted the advice of Transport for NSW that a total ban on mobile phone use which currently applies to learner and Provisional P1 drivers was extended to Provisional P2 drivers in December 2016.¹²⁶
- 2.122 Some submission makers reported that road safety improvements could be achieved by teaching novice drivers about the advantages of proper vehicle maintenance and of driving safer vehicles.
- 2.123 Ian Luff Motivation Australia Pty Ltd described vehicle maintenance and tyres as a vital part of safe motoring, but as issues which rarely appear in driver training and education.¹²⁷ They also quoted the Australasian New Car Assessment Program (ANCAP) and the potential for the use of cars with higher safety ratings to achieve reductions in road fatalities.¹²⁸
- 2.124 Professor Ivers told the Committee that vehicle safety was a particular issue for country driving. Choosing vehicles for both farm and on-road use could mean

¹²³ Submission 19, Police Citizens Youth Clubs, p16

¹²⁴ Professor Rebecca Ivers, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p15

¹²⁵ Submission 73, Mr Andrew Johnson, Advocate for Children and Young People, p2

¹²⁶ Submission 75, Transport for NSW, p37

¹²⁷ Submission 66, Ian Luff Motivation Australia Pty Ltd, p13

¹²⁸ Submission 66, Ian Luff Motivation Australia Pty Ltd, p18

driving a vehicle with fewer safety features but increased crash risk and reduced survivability.¹²⁹

- 2.125 Mr Carlon, Transport for NSW, advised the Committee that the ANCAP program had been successful, but that as of December 2015, only 33.5 per cent of light vehicles on New South Wales roads were 5 star safety rated. He described forthcoming changes to the ANCAP system which would see continuing advances in the safety rating of vehicles, as well as the policy of the NSW Government to purchase five-star rated vehicles which would soon flow onto the second-hand market.¹³⁰

Finding 6

We find that good behaviour schemes for provisional drivers may have merit in improving provisional driver behaviour and attitude.

Comment

- 2.126 The road safety statistics are clear. The first months of provisional driving are a time of very high risk.
- 2.127 We heard evidence of the success of the GLS in bringing down the rate of crashes and fatalities for provisional drivers. We also note the continuing public debate about further strengthening the GLS, and especially the opportunities to achieve this through harmonisation with practices in other states.
- 2.128 We heard evidence that drivers in cross border areas, and particularly provisional drivers, experience confusion about road rules when travelling between jurisdictions. As with speed limits for learner drivers, speed limits for provisional drivers and certain other restrictions on provisional licences are not identical across state and territory boundaries.
- 2.129 Several witnesses suggested that the sanctions applied to provisional drivers who breach the conditions of their licences are too harsh. These witnesses argued that an incentive regime applied to provisional drivers who commit minor offences may encourage them to adopt safer driving practices in order to preserve their licence entitlements, as opposed to sanctions which result in the loss of provisional licences.
- 2.130 The evidence of the success of provisional licences within the GLS in achieving better road safety is overwhelming. Similarly, the high crash and fatality rate experienced by provisional drivers cannot be ignored.
- 2.131 The provisional licensing conditions are harsh because the risk of crashes and fatalities amongst and caused by provisional drivers is statistically high. This harshness is a response to risk and not merely punitive.
- 2.132 We concede, however, that if concessions can be made to low range offenders amongst provisional licence holders without compromising road safety

¹²⁹ Professor Rebecca Ivers, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p17

¹³⁰ Mr Bernard Carlon, Transport for NSW, Transcript of evidence, 29 May 2017, p71

outcomes, such as the proposal for applying a good behaviour period, it is fair and sensible to investigate them.

- 2.133 We note in calling for any changes to provisional driving rules that the P Drivers Project is ongoing. We expect this project to have a major impact on enhancing driver training in areas such as risk management, decision making, and developing safe driving attitudes in novice drivers. The investigations we recommend need not wait for the outcomes of the P Drivers Project, but can proceed as a matter of priority. Indeed, it may ensure the more effective roll out of the recommendations of the P Drivers Project if it can be done across a more harmonised driver licensing regime.

Recommendation 10

The Committee recommends that Transport for NSW investigate the benefits of offering provisional drivers who commit low range driving offences access to a good behaviour period, similar to that offered to unrestricted licence holders, where road safety outcomes are not compromised.

Recommendation 11

The Committee recommends that Transport for NSW review the conditions of provisional driver licences to identify any opportunities to remove the confusion reported in cross border areas without compromising road safety.

Chapter Three – Driver training and testing: licensed drivers

Summary

This chapter discusses driver training and testing as it relates to licensed drivers with a whole-of-life scope.

It is relevant to terms of reference:

- b) Evaluating current driver training, including the effectiveness of refresher training and skills updating, and adaptation to changing vehicle technology
- c) The needs of any particular driver group
- e) The needs of metropolitan, rural and regional drivers
- f) The needs and expectations of passengers and other road users
- g) The cost of driver training standards and how the costs should be allocated.

In Chapter Three we discuss the needs of licensed and experienced drivers including evidence for and against the value of mandatory periodic retesting of licensed drivers, and the value of the New South Wales older driver assessment regime.

We also examine post-licence training, more commonly referred to as advanced and defensive driver training, and the treatment of driving offenders.

We find that mandatory retesting of all drivers is unlikely to deliver road safety benefits but would come at significant cost, while benefits may be achieved by targeting unlicensed drivers.

We find that the older driver assessment regime is a reasonable response to crash risk.

We also find that the objectives of advanced and defensive driver training are unclear and recommend an investigation of the suitability of this training for different types of drivers.

Finally, we recommend that providers of programs for driver offenders operate on a level playing field.

Whole-of-life driver education and training

- 3.1 In adopting the terms of reference for its inquiry, the Committee was keen to ensure it did not just examine the training and testing of novice drivers, but of drivers throughout their driving lives.
- 3.2 In his media release announcing the inquiry, Mr Greg Aplin MP, Committee Chair noted that driver education and training are often seen as only relevant to the young:

We think it is time to examine the role of education and training for people of all ages, wherever they live, and however they use their vehicles.¹³¹

- 3.3 In his submission, Mr Ian Faulks, Safety and Policy Analysis International, noted the lengthy period from when a driver is first issued a licence to when a driver ceases to drive permanently, and the limited opportunities for driver education taken up during this time. He wrote that some current drivers had held their licences for ‘over three quarters of the total time that the New South Wales driver licensing system has been in operation’:

One feature of such drivers, and of the operation of the New South Wales driver licensing system generally, is that apart from administrative requirements relating to driver licence fees and the regular reissue of licences, for such older drivers there have been virtually no licensing interventions affecting them until medical review from age 80 years and practical driving retesting requirements from age 85 years.¹³²

- 3.4 A central focus of the inquiry was the Committee’s invitation to people to have their say on these arrangements and how licensed drivers could and should be trained and educated.

Mandatory retesting and retraining

- 3.5 Many of the submissions to the inquiry called for the introduction of mandatory retesting and retraining of drivers at regular intervals throughout their driving lives. A common view amongst these submission makers was that the time between first obtaining a driver licence and the age of older driver assessment was so long as to render initial driver training obsolete. Regular testing, it was argued, would ensure drivers were up-to-date with road rules, technology, and skills.¹³³

- 3.6 In its submission, however, the NSW Government cited research to show that ‘periodic retesting of all drivers is not an effective method for influencing driver compliance and reducing crashes’.¹³⁴ The submission argued that for the general driving population, it is factors such as experience, attitude and risk management which play the greater role in safe driving rather than driving ability. The Government cited crash data which identified behavioural causes for crashes, including speeding, drink and drug driving, and fatigue, as well as driver error, rather than lack of driving skill and incapacity to control a vehicle. It described these behaviours as related to ‘underlying motivations, over confidence, social

¹³¹ Joint Standing Committee on Road Safety, Media Release, 16 November 2016, <https://www.parliament.nsw.gov.au/committees/DBAssets/InquiryOther/Transcript/10444/Media%20release%20river%20Education%20and%20Training.pdf>, accessed 18 September 2017

¹³² Submission 71, Mr Ian Faulks, p2

¹³³ Submission 2, Mr Ashley Boland, p1; Submission 11, Mr Peter Macpherson, p1; Submission 12, Mr Gary Cooke, p6; Submission 20, Mr Michael King, p2; Submission 23, Mr Charles Lowe, p1; Submission 24, Australian Cycle Alliance, p2; Submission 30, NSW Driver Trainers Association, p11; Submission 34, Mr Terry Craig, p1; Submission 35, Mr Martin Geliot, p1; Submission 40, Amy Gillett Foundation, p4; Submission 45, Blue Datto Foundation Ltd, p7; Submission 47, Bicycle NSW, p2; Submission 52, Transport Workers’ Union, p4; Submission 54, Name suppressed, p2; Submission 56, Mr David Jackson, p2; Submission 58, Australian Driver Trainers Association, p3; Submission 60, IPWEA (NSW), p4; Submission 66, Ian Luff Motivation Australia Pty Ltd, p1; Submission 68, City of Sydney, p1; Submission 70, Mr Len Woodman, p3; Submission 74, Pedestrian Council of Australia, pp1-2

¹³⁴ Submission 75, Transport for NSW, p26

norms, lack of consequences for unsafe behaviour and beliefs about safe driving practices'.¹³⁵

3.7 The NSW Government's position on mandatory retesting and retraining was supported by evidence provided by road safety researchers. Associate Professor Teresa Senserrick of Transport and Road Safety (TARS) Research, University of New South Wales, wrote that mandatory retesting lacked 'any substantive research evidence to suggest it would result in significant reductions in road trauma'.¹³⁶

3.8 Associate Professor Senserrick laid out clearly why mandatory retesting would come at great cost for little road safety benefit for the reason that only a small proportion of licensed drivers contribute to road crashes:

...in NSW in 2015 the total number of casualty crashes was 18,275 while the total number of car driver licences issued at 31 December 2016 was 4,830,982. Even if a licensed car driver was somehow involved in each of these crashes, this would equate to less than 0.4% of all licensed drivers.¹³⁷

Unlicensed drivers

3.9 Associate Professor Senserrick also noted that 639 of the crashes reported in 2015 involved an unlicensed driver, and that such drivers would not be identified by a retesting program for licensed drivers.

...training all licensed drivers to capture the fractional percentage involved in crashes would clearly be cost prohibitive and not capture other high-risk (unlicensed) drivers.¹³⁸

3.10 Associate Professor Senserrick expanded on her views regarding a lack of research evidence to support mandatory retesting and retraining. She argued that implementing such a costly policy would only be worthwhile if it could be shown to reduce road trauma, yet there was 'no known current effective program' which could do so.

Multiple evaluations of programs, both those targeting the general driving population and high-risk groups, have failed to demonstrate conclusively any consistent or sustained benefits in terms of actual reductions in crashes or crash casualties.¹³⁹

3.11 As did the NSW Government, Associate Professor Senserrick described the many contributing causes to crashes, including non-trainable human limitations, poor driver choice and decision-making, and risk-taking. In response to the Committee's central focus, ie improving road safety outcomes, she recommended efforts to target specific high risk groups such as resilience training

¹³⁵ Submission 75, Transport for NSW, p27

¹³⁶ Submission 44, Transport and Road Safety (TARS) Research, University of NSW, p1

¹³⁷ Submission 44, Transport and Road Safety (TARS) Research, University of NSW, p1

¹³⁸ Submission 44, Transport and Road Safety (TARS) Research, University of NSW, p1

¹³⁹ Submission 44, Transport and Road Safety (TARS) Research, University of NSW, p2

for young drivers and low-cost computer-based training for traffic offenders and older drivers,¹⁴⁰ as well as unlicensed drivers.

3.12 The George Institute for Global Health (George Institute), in its submission, also supported the NSW Government position on mandatory retesting and retraining.¹⁴¹

3.13 Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, canvassed the issue of mandatory retesting, acknowledging that it had been advocated by a number of submissions to the inquiry. He said:

Studies have shown that periodic testing of all drivers is not an effective method of reducing road safety risks. However, research indicates that for the general driving population factors such as attitude and risk-taking play a much larger role than driver knowledge.¹⁴²

3.14 Many drivers, however, are required to be retested. Mr Carlon outlined the triggers for retesting:

- Drivers who have had their licence disqualified for more than 12 months must resit the Driver Knowledge Test
- Drivers who have had their licence disqualified for more than two years must retake the driving test
- Drivers who have exceeded their demerit points twice in more than five years must resit the Driver Knowledge Test and attend the Traffic Offender Intervention Program (TOIP).¹⁴³

3.15 Mr Carlon advised the Committee that between 2012 and 2016 more than 34,000 drivers resat their Driver Knowledge Test or driving test, or both.¹⁴⁴

Finding 7

We find that the mandatory periodic retesting and retraining of all licensed drivers between the age of first achieving a licence and the age of older driver assessment would be expensive, disruptive and administratively complex, and unlikely to improve road safety outcomes.

Finding 8

We find that targeting unlicensed drivers is likely to be more effective in improving road safety outcomes than mandatory retesting and retraining of licensed drivers.

¹⁴⁰ Submission 44, Transport and Road Safety (TARS) Research, University of NSW, p2

¹⁴¹ Submission 69, The George Institute for Global Health, p4

¹⁴² Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p62

¹⁴³ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p62

¹⁴⁴ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p62

Knowledge testing and licence renewal

- 3.16 While the expert evidence submitted to the inquiry did not support mandatory periodic retesting and retraining, many submissions discussed the need for road users to receive information during their driving lives about changing rules, technology and conditions. The questions for road safety authorities are what to communicate with road users, when to do it, and whether it is successful.
- 3.17 Communicating via driver education campaigns and school education are discussed later in this report. This chapter discusses the suggestion in some submissions that licence renewal presents an opportunity to communicate with all drivers in a systematic and periodic way.
- 3.18 In his submission, Mr Faulks summarised the nexus between driver education and driver licensing throughout a person's driving life which the Committee was seeking to explore. He wrote:
- ...the way forward for driver licensing should be based upon an assessment of the effectiveness and efficiency of the operation of the licensing system throughout a driver's licence tenure.¹⁴⁵
- 3.19 Mr Faulks noted that for the majority of drivers their interaction with the driver licensing system is administrative. Even where a driver is charged with a traffic offence, their penalty (a fine or loss of demerit points) is dealt with administratively.
- There are thus few opportunities for formal driver education. Instead, education is usually delivered through public service advertisements and the occasional inclusion of safety information with driver licence and vehicle registration renewals.¹⁴⁶
- 3.20 In its submission, the Australian Cycle Alliance suggested that requiring drivers to complete a short online quiz when they renewed their driver licence was a simple and cost-effective way to test and update driver knowledge of changing road rules.¹⁴⁷ The Alliance advocated that such testing be compulsory and have a particular focus on driving near vulnerable road users.
- 3.21 The NSW Driver Trainer Association (NSWDTA) also proposed a mandatory knowledge test coupled to licence renewal,¹⁴⁸ while Bicycle NSW supported the introduction of a computer-based rules test every five years.¹⁴⁹
- 3.22 Mr Ashley Boland, a motorcyclist, wrote that five yearly knowledge testing would be an opportunity for road users to be briefed on rule changes, and to survey them on planned changes.¹⁵⁰

¹⁴⁵ Submission 71, Mr Ian Faulks, p2

¹⁴⁶ Submission 71, Mr Ian Faulks, p3

¹⁴⁷ Submission 24, Australian Cycle Alliance, p2

¹⁴⁸ Submission 30, NSW Driver Trainers Association, p11

¹⁴⁹ Submission 47, Bicycle NSW, p2

¹⁵⁰ Submission 2, Mr Ashley Boland, p1

3.23 In light of her advice of the lack of evidence supporting mandatory retesting and retraining, the Committee invited Associate Professor Senserrick to expand on her submission at the public hearing of Monday 22 May 2017. The Committee asked whether there was evidence to support some form of periodic testing of drivers' knowledge, capacity, and attitude, say at licence renewal, but without a pass or fail resulting.

3.24 Associate Professor Senserrick repeated her advice that there was no evidence of the value of such an intervention. She put this advice in the context of evaluating driver education programs:

The real challenge with any education program is what people know, what they are aware of, and what they do when they are driving. This is the challenge in talking about broad-brush programs. Intuitively you would say that there would be a role for updating people and reminding them about road rules, and particularly in respect of sharing the road with different road users. That has been the underlying message in many of the campaigns conducted in New South Wales about looking out for motorcyclists, pedestrians and so on.

The risk with the education factor is when it is about knowledge of rules, technology and so on. There is a role for that, but we do not have evidence supporting it.¹⁵¹

3.25 The Committee tested attitudes towards knowledge testing on licence renewal with some other witnesses who appeared to give evidence at its two public hearings.

3.26 Mr Mick Savage, Manager, Roads and Transport Directorate, Institute of Public Works Engineering Australia (IPWEA), indicated his support for a systematic approach to assessing driver knowledge on a periodic basis.¹⁵²

3.27 Mr Nick McIntosh, Assistant State Secretary, Transport Workers Union (TWU), advised that he could not support any proposal periodic knowledge testing without further examination, although was supportive of a concept which did not involve a driver passing or failing.¹⁵³

3.28 Mrs Erin Vassallo, Chief Executive Officer, Blue Datto Foundation Ltd (Blue Datto), supported continuing education about changing road rules when she told the Committee at the 22 May 2017 public hearing, that:

...on licence renewal, even a few snap questions that you have to study for would be better than nothing.¹⁵⁴

3.29 Mr Carlon, however, reiterated the position stated in the NSW Government submission:

There is no comprehensive research evidence that mass retesting of people on knowledge from a safety perspective has a significant impact on risk. In reality, the

¹⁵¹ Associate Professor Teresa Senserrick, TARS, University of New South Wales, Transcript of evidence, 22 May 2017, p19

¹⁵² Mr Mick Savage, Institute of Public Works Engineering Australia, Transcript of evidence, 29 May 2017, p6

¹⁵³ Mr Nick McIntosh, Transport Workers Union, Transcript of evidence, 29 May 2017, p15

¹⁵⁴ Mrs Erin Vassallo, Blue Datto Foundation Ltd, Transcript of hearing, 22 May 2017, p44

requirements for retesting and for intervening are with the highest risk cohort of the community who are actually taking risks that lead to crashes happening.¹⁵⁵

- 3.30 The Committee pursued this issue further in a supplementary question sent to the NSW Government witnesses following the completion of the public hearings. In reply, the Centre for Road Safety restated its position that retesting is not an effective method of influencing driver performance. The Centre said the current system addresses unsafe behaviour and more at-risk drivers, without imposing additional licence requirements on the general population.¹⁵⁶

Finding 9

We find that licence renewal may be an opportunity to reinforce safe driving messages and evaluate the success of driver education.

Comment

- 3.31 We received many submissions which called for the introduction of mandatory testing for all drivers at regular intervals during their driving lives.
- 3.32 Many of these submitters compared a driving licence with a qualification to operate a machine or perform some other technical task. They argued that while many professionals are required by law or the rules of their professional associations to update their qualifications on a regular basis, including some vehicle drivers, ordinary car drivers are not retested between the time of first gaining their full driver licence and reaching the age of older driver assessment. This could be a period of over 65 years.
- 3.33 Expert witnesses, however, told us that there was no evidence to support the view that road safety would be improved by mandatory periodic testing of all drivers.
- 3.34 These witnesses said that licensed drivers who contribute to crashes as a percentage of the total licensed driver population was so small that the cost of retesting all drivers would vastly outweigh the possible gains made by identifying those unfit to drive by way of a universal periodic test. As a strategy for addressing unsafe driving risks, these witnesses suggested that unlicensed driving was a serious problem which if addressed would have far greater road safety benefits than a universal retesting program.
- 3.35 We accept the evidence that mandatory periodic retesting of all drivers is not a practical way to achieve road safety benefits.
- 3.36 We are concerned, however, that there are events during people's driving lives where the opportunity to test knowledge and reinforce safety messages is not being taken. We discuss driver education campaigns and their evaluation below. Transport for NSW and Roads and Maritime Services (RMS) use many campaigning techniques to promote safe driving messages including advertising to drivers when they communicate with them at times such as licence and

¹⁵⁵ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p72

¹⁵⁶ Answers to supplementary questions, Transport for NSW, Question 11

registration renewal. The road safety authorities also evaluate the success of these campaigns in a variety of ways.

Testing driver knowledge at licence renewal

- 3.37 We believe that licence renewal may be a missed opportunity for drivers to be tested briefly on their knowledge of road rules and their attitudes to safe driving. Such a test should not be a pass or fail test. Rather, all drivers could be required to complete a short computer-based test as part of the licence renewal process.
- 3.38 Licence renewal currently occurs in two ways. Some drivers may renew online and others must attend a service centre, depending on their eligibility or the length of time they are seeking to renew.
- 3.39 A short computer-based test could be added relatively simply to the renewal process in both scenarios. The test questions could be formulated to relate directly to current campaigning in order to test its effectiveness.
- 3.40 We recognise that this proposal will require investigation, especially concerning the logistics of introducing it. We believe, however, it is a concept strongly worth considering, and is consistent with the evidence of Transport for NSW regarding interactive digital technologies and driver training and education discussed above.

Recommendation 12

The Committee recommends that Transport for NSW examine and report on the contribution of unlicensed drivers to road fatalities and formulate a program for targeting unlicensed drivers.

Recommendation 13

The Committee recommends that Transport for NSW and Roads and Maritime Services investigate whether licence renewal presents opportunities to test the success of driver education programs by engaging with drivers online or in person.

Older driver assessment

- 3.41 Between 2010 and 2015 the number of New South Wales licence holders aged 75 years and over increased by 25 per cent. In the same period licence holders who were 85 years or older increased by 54 per cent.¹⁵⁷ This ageing population poses a unique challenge for road safety. While the number of older drivers who seek to continue driving will continue to increase research shows that they are more likely to have functional limitations that impact driving performance, and due to the ageing process are more susceptible to road trauma.¹⁵⁸
- 3.42 The current approach to older driver licensing in New South Wales has been in place since 2008 and requires any driver aged 75 or over to undergo an annual medical assessment. When a driver reaches 85 they have the option of

¹⁵⁷ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, p66

¹⁵⁸ Submission 75, Transport for NSW, p50

attempting an on-road practical driving test or taking out a conditional licence restricting them to driving locally.¹⁵⁹

- 3.43 The Committee heard that New South Wales is one of only two jurisdictions in the world that road tests older drivers and some submissions described the system as harsh and discriminatory.¹⁶⁰ The Combined Pensioners and Superannuants Association (CPSA) argued that testing older drivers is unnecessary as New South Wales already has an effective system of delicensing incompetent drivers:

In New South Wales we have two effective systems of getting incompetent drivers off the road: first, medical practitioners are obliged to notify the licensing authority if they diagnose certain medical conditions incompatible with driving; and, secondly, a demerit points system ensures that those unable to drive within the rules are removed from our roads. To add to this a third system of old driver testing surely is over-design.¹⁶¹

- 3.44 Transport for NSW informed the Committee that it was due to these concerns that the Government established the Older Driver Taskforce in 2011 to review the older driver licencing system. Comprised of experts in research, medical research, health, and road safety, the taskforce recommended retaining the current system as it provided the right balance between mobility for older drivers and safety for all road users.¹⁶²
- 3.45 Data collected since the introduction of the current system show that New South Wales is a top road safety performer when compared to other Australian jurisdictions in the area of older drivers. Between 2010 and 2016 fatalities for drivers aged 75 years or more were the lowest in the country, while for drivers aged 85 years or more, New South Wales was second only to Queensland.¹⁶³
- 3.46 An independent evaluation of the older driver licencing system is currently being finalised by the George Institute. Surveys conducted as part of the evaluation show that 90 per cent of older drivers and their families believed the practical driving test from 85 was fair and 80 per cent believed it was likely to result in safety benefits for all road users.¹⁶⁴
- 3.47 The majority of witnesses who appeared before the Committee were also in favour of the current licencing system for older drivers in New South Wales. Dr Soufiane Boufous, Senior Research Fellow, TARS, stated that the current system reflects the reality that drivers aged 85 and over suffer a reduction in the skills and abilities required for driving:

¹⁵⁹ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, p66

¹⁶⁰ Submission 5, Mr Robert Carter, p1; Submission 6, Name Suppressed, p1; Submission 9, Mr Barry Cole, p1; Submission 13, Mr P T Gough, p2; Submission 17, Combined Pensioners and Superannuants Association, p3

¹⁶¹ Mr Paul Versteeg, Policy Coordinator, Combined Pensioners and Superannuants Association, Transcript of evidence, 29 May 2017, p16

¹⁶² Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, p66; Submission 75, Transport for NSW, p51

¹⁶³ Answers to supplementary questions, Transport for NSW, Question 4

¹⁶⁴ Answers to supplementary questions, Transport for NSW, Question 4

I do not think that what is in place now is somewhat discriminatory. We all know that there is a reality that once you go past 85 your faculties, your skills and the abilities needed for driving get reduced. That is just the reality, and something needs to be done about that. The regime that is in place—that is, an annual medical examination and at two years testing if you choose to have an unrestricted licence—is not necessarily harsh.¹⁶⁵

- 3.48 Mr Anthony Cope argued that just as the GLS discriminates against younger drivers, the older driver licensing system is about identifying a cohort of drivers who are at-risk and addressing that risk:

My counterargument is: Are we not discriminating against younger drivers as well? We are making it difficult for younger drivers to get a licence and we are restricting them for a four-year period. In that respect, I do not believe it is discriminatory... We are identifying a group of people where risk is higher, so we have to address that in some respect.¹⁶⁶

- 3.49 Likewise, Occupational Therapy Australia (OTAUS) described the system as an appropriate strategy to address the increased crash risk faced by older drivers:

We do feel at Occupational Therapy Australia that the testing of older drivers is appropriate and a good strategy to use. We make no claims that that should apply only to older drivers; it could well apply to the younger cohort that has high accident rates. Some of the evidence I have read—North American, not Australian—shows that people over 70 years of age have a higher crash risk, and that goes up again over 80. It is appropriate that that group is being driver tested.¹⁶⁷

Conditional or restricted licences

- 3.50 The option of a conditional or restricted licence found varying degrees of support. Dr Lisa Keay, Deputy Director, Injury Division, The George Institute, told the Committee that restricted licences were an opportunity to support people in transitioning from a full driving licence at a time when they needed mobility, especially if alternative transport options were not available.¹⁶⁸
- 3.51 Mr Charles Lowe, on the other hand, wrote that restricted licences were impractical for country drivers where they might be required to drive to access services beyond the distance which the restricted licence proscribed.¹⁶⁹
- 3.52 Dr Soufiane Boufous also saw the restricted licence as a support mechanism which helped older drivers make the transition from a full licence without losing their independence.¹⁷⁰

¹⁶⁵ Mr Soufiane Boufous, TARS, University of New South Wales, Transcript of evidence, 22 May 2017, p22

¹⁶⁶ Mr Anthony Cope, President, NSW Driver Trainers Association, Transcript of evidence 22 May 2017, p32

¹⁶⁷ Ms Anita Volkert, National Manager: Professional Standards, Occupational Therapy Australia, Transcript of evidence, 29 May 2017, p27

¹⁶⁸ Dr Lisa Keay, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p15

¹⁶⁹ Submission 23, Mr Charles Lowe, p6

¹⁷⁰ Dr Soufiane Boufous, TARS, University of New South Wales, Transcript of evidence, 22 May 2017, p22

Finding 10

We find that the current aged driver assessment regime in New South Wales is a reasonable balance between the rights of individual drivers and the community, and assists the state to achieve above average performance in fatalities for drivers aged 75 years or more.

Comment

- 3.53 We acknowledge the many submissions we received calling for a relaxation of the current older driver assessment regime. The merits of the current system and its perceived shortcomings were fiercely argued. Some witnesses felt the two yearly on-road testing regime for drivers over the age of 85 was age-discriminatory. We also heard evidence, however, that the opportunity for older drivers to opt for a restricted licence instead of a test was an effective way to assist older drivers to adjust their driving practices to better suit their driving needs and capacity as they changed with age.
- 3.54 The crash statistics show that older drivers experience higher rates than other experienced drivers, and are particularly susceptible to injury. We also accept that younger inexperienced drivers experience higher crash rates than do older drivers. We do not identify the learner and provisional driver regimes as age-discriminatory, however, but as an evidence-based approach to addressing road safety.
- 3.55 We believe that New South Wales older driver assessment is robust and defensible, and to recommend its alteration into a less robust system would be retrograde.
- 3.56 We also note that the George Institute for Public Health is conducting a review into New South Wales older driver assessment. At this stage it is appropriate for this review to be completed and examined by Transport for NSW before any changes are contemplated.

Dementia and health reporting

- 3.57 In New South Wales, Road Transport (Driver Licensing) Regulation 2008 requires that licence holders must, as soon as practicable, notify RMS of any permanent or long term injury that may impair their ability to drive safely.¹⁷¹ When RMS is notified of a medical condition they provide the licence holder with a medical assessment form to be completed by their health professional. The completed assessment form reporting on the patient's fitness to drive, including their suitability for a conditional licence can be submitted online by the health professional or in person by the licence holder.¹⁷² Following the initial assessment, licence holders with a permanent medical condition are required to

¹⁷¹ Road Transport (Driver Licensing) Regulation 2008, 117(5)
<https://www.legislation.nsw.gov.au/#/view/regulation/2008/397/part12/div3/sec117>, accessed 18 September 2017

¹⁷² Roads and Maritime Services, *Information for health professionals*,
<http://www.rms.nsw.gov.au/roads/licence/health/health-professionals.html>, accessed 18 September 2017

provide RMS with an annual medical report from their health professional for the rest of their driving lives.¹⁷³

- 3.58 RMS offers guidelines for health professionals who ‘may feel obliged’ to directly report a patient who is unable to appreciate the impact of their condition; unable to understand the health professional’s advice; or is likely to endanger the public if they continue to drive.¹⁷⁴ However, there is currently no mandatory reporting requirement for health professionals in New South Wales.
- 3.59 The Committee heard that there was confusion and a lack of awareness around the legal requirements for reporting a permanent medical condition that impacts on driving. Alzheimer’s Australia informed the Committee that they had surveyed carers and people with dementia and found that close to half did not know that they were required to report a diagnosis to RMS, and only one third were aware that a driver with dementia cannot hold an unconditional licence.¹⁷⁵
- 3.60 The Committee heard that a lack of clarity around the role of health professionals when diagnosing a licence holder with a permanent medical condition has resulted in unsafe drivers remaining on the road.
- 3.61 Submission 63 described how family members had to insist that their 97-year-old father stop driving despite being passed by two separate health professionals. The father had been friends with the family general practitioner and the gerontologist for many years resulting in reluctance from the doctors to take his licence away. The submission stated that in a close country community doctors will remain loyal to their patient.¹⁷⁶
- 3.62 Similar evidence was received from Submission 78, who believes that the current system is fundamentally flawed. The author described how a doctor continued to allow her grandmother to drive despite being fully aware that she was suffering from Alzheimer’s.¹⁷⁷
- 3.63 The Committee also heard from expert witnesses who had witnessed reluctance from general practitioners in telling a long time patient they can no longer drive. The OTAUS described how some doctors prefer to refer the patient to an occupational therapist who can then tell the patient that they are not fit to drive:

We find that general practitioners are sometimes hesitant to tell a patient with whom they have had a relationship for 20 or 30 years that they can no longer drive. We receive referrals for driving assessments, and we are the bad guys because we tell people that they can no longer drive.¹⁷⁸

¹⁷³ Ms Lyndall Cook, Driver Trainer Occupational Therapist and Industry Advisor, Occupational Therapy Australia, Transcript of evidence, 29 May 2017, p38

¹⁷⁴ Roads and Maritime Services, *Information for health professionals*, <http://www.rms.nsw.gov.au/roads/licence/health/health-professionals.html>, accessed 18 September, 2017

¹⁷⁵ Submission 21, Alzheimer’s Australia, p5

¹⁷⁶ Submission 63, Name Suppressed, p1

¹⁷⁷ Submission 78, Name Suppressed p1

¹⁷⁸ Ms Lyndall Cook, Driver Trainer Occupational Therapist and Industry Advisor, Occupational Therapy Australia, Transcript of evidence, 29 May 2017, p29

- 3.64 Alzheimer's Australia gave similar evidence of general practitioners not wanting to diagnose a patient with dementia due to a long standing relationship with the patient and knowing what the impact of licence loss would mean to the patient and their family.¹⁷⁹
- 3.65 The Committee heard that the solution to the inadequacy of reporting medical conditions which diminish driving capacity and the lack of clarity around the role of health professionals is mandatory reporting. Ms Susan McCarthy, General Manager, Services, Policy and Research, Alzheimer's Australia NSW, argued for the introduction of mandatory reporting of dementia as it would no longer be left to the decision of the general practitioner whether to report or not – it would be a requirement:
- I definitely see the impacts of the GP having always to tell the person what they can and cannot do, which is why we support a consideration of mandatory reporting, because then it does not go back to an individual's GP's decision to do something or not to do something, and it is just a requirement.¹⁸⁰
- 3.66 The OTAUS informed the Committee that they would also view the introduction of mandatory reporting as beneficial and described the current requirements in South Australia and the Northern Territory as good practice.¹⁸¹

Finding 11

We find that current reporting arrangements for dementia and other medical conditions which may diminish driving capacity are inadequate, and the role of doctors and other health professionals in contributing to road safety is unclear.

Comment

- 3.67 On the question of ill-health the evidence we heard is concerning.
- 3.68 Several submissions described the problem of family members continuing to drive after diagnoses of dementia and a lack of intervention by doctors to persuade or force the affected drivers to retire from driving.
- 3.69 The evidence of expert witnesses regarding ill-health affecting driving was strongly in favour of a mandatory reporting requirement being placed on doctors and health professionals. We agree.

Recommendation 14

The Committee recommends that Transport for NSW introduce measures to make the reporting of dementia and any other medical conditions which may diminish driving capacity mandatory for medical and health practitioners.

¹⁷⁹ Ms Susan McCarthy, General Manager, Services, Policy and Research, Alzheimer's Australia NSW, Transcript of evidence, 29 May 2017, p32

¹⁸⁰ Ms Susan McCarthy, General Manager, Services, Policy and Research, Alzheimer's Australia NSW, Transcript of evidence, 29 May 2017, p36

¹⁸¹ Ms Anita Volkert, National Manager: Professional Standards, Occupational Therapy Australia, Transcript of evidence, 29 May, 2017, p.29

Post-licence training

- 3.70 A core issue for this inquiry is to consider the value of additional driver training for already-licensed drivers as a strategy for improving road safety.
- 3.71 In its November 2015 *Report 1-56 Inquiry into Motorcycle Safety in NSW* the Committee considered training for licensed and returning motorcycle riders, including strategies employed in other jurisdictions which provided for post-licence training. Based on evidence received, the Committee recommended that NSW government agencies work with motorcyclists and training providers to develop and promote a returning rider training course.¹⁸² The Committee resolved that such a course was an effective way to ensure that riders have the most up-to-date knowledge and competencies required for riding in New South Wales. The Committee's recommendations and the NSW Government's response¹⁸³ are summarised at Appendix Four.
- 3.72 While acknowledging that motorcyclists generally, and returning riders particularly, are a smaller and more easily identified group than all drivers, the Committee received much evidence to this inquiry advocating for the value of additional driver training for already-licensed drivers.
- 3.73 The Committee has discussed above the issue of whether there is value in mandatory retesting and retraining of all drivers on some periodic basis. The following section examines the evidence presented in relation to the type and value of post-licence training available and marketed to drivers now, and whether drivers should be encouraged to take it up.

Advanced and defensive driver training

- 3.74 In its terms of reference the Committee characterised post-licence training as 'refresher training and skills updating'. Most post-licence driver training, however, is described as 'advanced and defensive driver training'.
- 3.75 Transport for NSW used this term in the NSW Government submission¹⁸⁴ when it quoted from a 2016 review undertaken by the Royal Automobile Club of Victoria (RACV) titled *The Effectiveness of Driver Training/Education as a Road Safety Measure*.¹⁸⁵ In relation to experienced drivers, Transport for NSW quoted the RACV as concluding 'there is no sound evidence that either advanced or defensive driving courses reduce the crash involvement of experienced drivers who attend them'.¹⁸⁶
- 3.76 The Pedestrian Council of Australia Limited (PCA) also quoted the RACV study in its submission.¹⁸⁷

¹⁸² Staysafe Committee, *Inquiry into Motorcycle Safety in NSW*, Report 1-56, November 2015, Recommendation 19

¹⁸³ Staysafe Committee Report, *Inquiry into Motorcycle Safety in NSW*, Report 1-56, November 2015, NSW Government Response to Recommendations, 20 May 2016

¹⁸⁴ Submission 75, Transport for NSW, p26

¹⁸⁵ RACV, *The Effectiveness of Driver Training/Education as a Road Safety Measure 2016*, www.racv.com.au, accessed 18 September 2017

¹⁸⁶ Submission 75, Transport for NSW, p26

¹⁸⁷ Submission 74, Pedestrian Council of Australia Limited, p2

- 3.77 With regard to further inquiry, Transport for NSW commented:
- An opportunity has already been identified to improve benchmarks for good to best practice post-licence driver/rider education courses. At present, a myriad of driver education and training courses exist for post-licenced drivers/riders, some with little research or evidence to support their road safety efficacy.¹⁸⁸
- 3.78 In its submission, the New South Wales branch of the IPWEA advised that while advanced and defensive driver training have been available for some time, their value in crash prevention and promoting safe driver attitudes and behaviour had not been evaluated.¹⁸⁹
- 3.79 The George Institute discussed post-licence training in some detail in its submission. While the question of additional training for learner and inexperienced drivers is discussed above, in relation to experienced drivers the George Institute advised that there is no evidence the advanced driver training currently available is effective in producing safe drivers, and some evidence that it may increase crash rates.¹⁹⁰ The George Institute described its own review of post-licence training for motorcycle riders as upholding this position, advising that the training had:
- ...no safety benefits and may have actually decreased safety as riders who received the program reported more hours riding, more speeding behaviour and were more confident in their ability.¹⁹¹
- 3.80 The George Institute concluded that ‘training can do harm, and in the absence of robust evidence should not be funded by Government agencies unless its efficacy has been proven by large, robust trials’.¹⁹²
- 3.81 Professor Rebecca Ivers, Director, Injury Division, The George Institute reiterated this position when she appeared before the Committee at its public hearing on 22 May 2017. While acknowledging the popularity of advanced and defensive driving courses, Professor Ivers described how such courses could impart overconfidence to novice drivers:
- ...to develop skills you have to do it over and over again for an extended period of time. When you are doing an advanced driver training course for three or five days, you have a limited amount of time to practise those skills. The theory behind why it might increase crashes or poor driving behaviour is that people practise it enough to think that they have the hang of it and they become overconfident. Then they are more likely to put themselves into hazardous situations when they get out on the road. That makes complete sense to me.¹⁹³
- 3.82 Associate Professor Senserrick, TARS, told the Committee that the evidence showed driver training should avoid advanced skills work. She advised that driver

¹⁸⁸ Submission 75, Transport for NSW, p27

¹⁸⁹ Submission 16, IPWEA, p17

¹⁹⁰ Submission 69, The George Institute for Global Health, p2

¹⁹¹ Submission 69, The George Institute for Global Health, p2

¹⁹² Submission 69, The George Institute for Global Health, p3

¹⁹³ Professor Rebecca Ivers, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p12

education should look more at prevention, defensiveness and resilience training.¹⁹⁴

Support for post-licence training

- 3.83 In addition to considerable support for mandatory retesting and retraining of all drivers, there was widespread support amongst submissions received for post-licence training. Where stakeholders differed was on how and when to encourage drivers to undertake this training.
- 3.84 Some people submitted that additional training should be required in response to new technology and vehicles becoming more complex. For example, Mr Len Woodman suggested training in the application of new technology is 'abdicated to manufacturers' sales staff', and that responsible fleet operators provide in-house training to employees.¹⁹⁵
- 3.85 In its submission, the Amy Gillett Foundation, which aims to improve road safety for cyclists, advised that current driver training did not train drivers to share the road with cyclists. The Foundation argued that refresher training for licensed drivers would address this gap in their original training, and would assist volunteers supervising learner drivers to pass on safe driving skills and knowledge.¹⁹⁶
- 3.86 The TWU cited Macquarie University studies which show that inexperienced heavy vehicle drivers benefit from post-licence training which assists them to develop skills, become better quality drivers, and reduce their exposure to risk.¹⁹⁷
- 3.87 The Australian Driver Trainers Association (ADTA) gave the example of people upgrading to a heavy vehicle licence to illustrate the value of additional training in learning how to operate unfamiliar vehicles and new technology.¹⁹⁸
- 3.88 The National Motorists Association Australia (NMAA) also supported additional training for licensed drivers, comparing it to the refresher training required in most professional vocations.¹⁹⁹ While the NMAA expressed support for mandatory retraining for all drivers on a periodic basis, it acknowledged practical limitations to such an initiative. Instead, it proposed:

Refresher training could be incorporated into penalty regimes where driving incompetency is observed rather than numerical breaches such as minor speed infringements. Some examples of such is when drivers swing outwards, often close to or even into, an adjacent lane when making a turn; failure to signal intent; failure to keep left unless overtaking; etc.²⁰⁰

¹⁹⁴ Associate Professor Teresa Senserrick, TARS, University of New South Wales, Transcript of evidence, 22 May 2017, p25

¹⁹⁵ Submission 70, Mr Len Woodman, p3

¹⁹⁶ Submission 40, Amy Gillett Foundation, p5

¹⁹⁷ Submission 52, Transport Workers Union of NSW, p5

¹⁹⁸ Submission 58, Australian Drivers Training Association, p3

¹⁹⁹ Submission 67, National Motorists Association Australia, p7

²⁰⁰ Submission 67, National Motorists Association Australia, p7

- 3.89 The NMAA noted that many countries require refresher training after a period of licence suspension.²⁰¹ The Committee considers the evidence for refresher training for driving offenders below.

Providers of advanced and defensive driver training

- 3.90 The Committee received submissions from providers of advanced and defensive driving courses supporting the benefits of post-licence training. Mr Brad Wilson, Chief Executive Officer, CASAR Park, described his organisation's proposal to deliver training to both novice and experienced drivers safely in a controlled, off-road environment which simulated the on-road driving environment.²⁰²
- 3.91 Ian Luff Motivation Australia Pty Ltd, a provider of post-licence driver education, challenged the relevance of studies which determined that advanced driver training is counterproductive. It said modern training focuses on driver competency and changing driver behaviour rather than 'the old method of skills training', and aimed particularly at training drivers how to make best use of the safety systems in modern cars rather than finding out about them through personal experience.²⁰³
- 3.92 The Committee invited a representative of Ian Luff Motivation Australia Pty Ltd to attend its public hearing on 29 May 2017, and invited them firstly to comment on industry standards.
- 3.93 Mr Stewart Nicholls, Business Development Manager, Ian Luff, described the industry as self-regulating. In the case of the training his organisation provides, he assured the Committee that it adheres to standard operating procedures and that its own trainers are monitored, coached and improved.²⁰⁴
- 3.94 Mr Nicholls was also asked about the merits of advanced and defensive driver training. In response he expanded on the advice in his submission that in the past people learned how to become better drivers through experience. The safety equipment in modern vehicles, Mr Nicholls said, tend to deny drivers many of the experiential learning opportunities of the past, but accidents continue to happen. The focus of modern post-licence driver training is more about attitudes to driving rather than skills training, such as fatigue, distractions, and driving while alcohol or drug affected.²⁰⁵
- 3.95 The Committee asked Mr Nicholls to comment on the benefits of driver trainers themselves taking an advanced and defensive driver training course. Mr Nicholls responded:

I believe it would be a very good recommendation to get learner driver coaches into a defensive driving program...the same could be said of parents...²⁰⁶

²⁰¹ Submission 67, National Motorists Association Australia, p8

²⁰² Submission 43, Mr Brad Wilson, p1

²⁰³ Submission 66, Ian Luff Motivation Australia Pty Ltd, p5

²⁰⁴ Mr Stewart Nicholls, Ian Luff Motivation Australia Pty Ltd, Transcript of evidence, 29 May 2017, p54

²⁰⁵ Mr Stewart Nicholls, Ian Luff Motivation Australia Pty Ltd, Transcript of evidence, 29 May 2017, p56

²⁰⁶ Mr Stewart Nicholls, Ian Luff Motivation Australia Pty Ltd, Transcript of evidence, 29 May 2017, p59

- 3.96 Mr Nicholls illustrated his point by listing many aspects of driving modern vehicles which can be unfamiliar to experienced drivers including lighter steering, airbag deployment, and seating position, all of which if better understood can contribute to safer driving.²⁰⁷

Finding 12

We find a lack of clarity regarding the definitions, content, and target markets of advanced and defensive driving training.

Comment

- 3.97 Many of the submissions we received promoted post-licence driver training as a way for novice drivers to continue their training, and experienced drivers to retain and upgrade their skills.
- 3.98 Post-licence driver training is commonly called advanced or defensive driver training. A number of companies offer such training, often advertising various levels of training, usually on private driving courses or tracks, pitched at drivers of differing levels of experience. This training is often procured by corporations sending professional drivers for specialised training, or for other corporate reasons such as fleet training and staff development, or for private entertainment. We do not know what percentage of drivers undertake post-licence training or how much of it can be characterised as corrective or supplementary to the award of a driver licence.
- 3.99 We heard conflicting evidence on the value of post-licence training. Proponents of additional training, including training providers, advocated it as an effective way to upgrade driver skills. Road safety researchers, on the other hand, told us there was evidence that much of the post-licence training on offer could have a tendency to make novice drivers over-confident. Indeed, their evidence was that in such cases, undertaking advanced and defensive driver training could have negative consequences for road safety.
- 3.100 Several witnesses endorsed post-licence training as offering road safety benefits through older drivers seeking to retain their skills in response to older driver assessment.
- 3.101 We are concerned that post-licence training is an unregulated area where course content and terminology are unclear. If such training does not improve road safety outcomes, or even makes them worse, government agencies should not encourage drivers to undertake this training and should consider actively discouraging it.
- 3.102 On the other hand, post-licence training may be a valuable resource when properly formulated, marketed and delivered to the right people.
- 3.103 We believe that Transport for NSW should review the advanced and defensive driver training available in New South Wales in order to better understand what it comprises, and its capacity to address the training needs of drivers with varying

²⁰⁷ Mr Stewart Nicholls, Ian Luff Motivation Australia Pty Ltd, Transcript of evidence, 29 May 2017, p59

experience. It should assess the need for any regulation of the industry, possibly as part of an examination of the regulatory needs of professional and non-professional driver trainers, discussed later in this report.

Recommendation 15

The Committee recommends that Transport for NSW undertake a review of the advanced and defensive driver training currently offered in New South Wales, in consultation with training providers and road safety researchers, in order to:

- **Clarify terminology such as ‘advanced’ and ‘defensive’**
- **Assess the suitability of such training for licensed, provisional and learner drivers**
- **Ensure that courses are clearly identified as suitable or not suitable for particular classes of driver**
- **Identify best practice post-licence driver education which can be marketed safely to drivers with varying levels of competence, experience and need;**

and publishes the results of its review within 6 months.

Driving offenders

- 3.104 Mr Stewart Nicholls, Ian Luff Motivation Australia Pty Ltd, proposed that driving offenders in particular, be referred for advanced and defensive driver training as part of their penalty.²⁰⁸
- 3.105 The idea that additional training be a requirement for driving offenders was a common element in many submissions, such as that received from the NMAA,²⁰⁹ discussed above.
- 3.106 In its submission, Transport for NSW outlined the NSW Government’s targeted approach to traffic offenders. Whereas it argued against mandatory retesting and retraining of all drivers as ineffective in producing road safety improvements, in the case of high risk drivers it said ‘retesting provides an opportunity to ensure the driver understands the road rules, the risks of unsafe driving and recognises how to change their behaviour’.²¹⁰
- 3.107 Transport for NSW described both the Increased Traffic Offender Penalties (ITOP) scheme for drivers who repeatedly take risks and put others in danger, and the Traffic Offender Intervention Program (TOIP) which follows for drivers who are subject to ITOP.
- 3.108 A driver is subject to ITOP when they reach their demerit point threshold twice in five years. When this occurs they are required to re-sit and pass the Driver

²⁰⁸ Mr Stewart Nicholls, Ian Luff Motivation Australia Pty Ltd, Transcript of evidence, 29 May 2017, p59

²⁰⁹ Submission 67, National Motorists Association Australia, p7

²¹⁰ Submission 75, Transport for NSW, p55

Knowledge Test and complete a driver education course such as TOIP at their own expense.²¹¹

- 3.109 TOIP is delivered by six community organisations such as the Police Citizens Youth Clubs NSW Limited (PCYC) at locations across metropolitan and regional New South Wales, and is administered by the Department of Justice. While TOIP has not yet been evaluated, Transport for NSW advised that similar traffic offender programs have demonstrated positive results.²¹²
- 3.110 Transport for NSW also informed the Committee about the Mandatory Alcohol Interlock Program for drivers convicted of high range, repeat and other serious drink driving offences,²¹³ and the Sober Driving Program for repeat drink driver offenders convicted of two or more offences within five years.²¹⁴
- 3.111 PCYC detailed their role in delivering TOIP, in their submission. In support of the effectiveness of TOIP, PCYC highlighted the program objectives of reducing offending, providing courts with a credible sentencing alternative, and educating offending drivers about the consequences of unsafe driving behaviour and the benefits of modified behaviour.²¹⁵
- 3.112 PCYC noted that the Department of Justice and the Centre for Road Safety are currently reviewing the TOIP program and expressed their support for:
- ...the development of robust guidelines for approval and reporting processes, administration of the program and the delivery of content to fulfil driver education best practice.²¹⁶
- 3.113 PCYC also described their Road Realities program, which provides TOIP-style education, but to non-offending experienced drivers who elect to undertake additional training.²¹⁷ PCYC advocated for subsidised access to Road Realities in order that all drivers could access additional training including those who faced financial barriers.²¹⁸
- 3.114 The Committee invited PCYC, and also Blue Datto which provides driver training programs for young people, to appear together at the public hearing on 22 May 2017 to expand on their submissions.
- 3.115 In answer to the Committee's questions, both organisations indicated their support for additional driver education where the focus was on attitude and not just on skills. Ms Jenny Davidson, State Coordinator, Driver Education Programs, PCYC, said:

²¹¹ Submission 75, Transport for NSW, p55

²¹² Submission 75, Transport for NSW, p56

²¹³ Submission 75, Transport for NSW, p56

²¹⁴ Submission 75, Transport for NSW, p57

²¹⁵ Submission 19, Police Citizens Youth Clubs, p9

²¹⁶ Submission 19, Police Citizens Youth Clubs, p10

²¹⁷ Submission 19, Police Citizens Youth Clubs, p16

²¹⁸ Submission 19, Police Citizens Youth Clubs, p17

If you have defensive and advanced driver training courses that are functioning in a skills-based area only, then they are going to be teaching skills that cannot be relied on in a day-to-day environment out on the roads. If it is a combination of skills and attitude, then you have a case that you may get somewhere. If it is based purely on attitude and you can achieve behavioural change in that attitude, then that is your best bet and that is the experience that we have had with the Traffic Offenders Intervention Program...²¹⁹

- 3.116 Mrs Vassallo, representing Blue Datto, concurred.²²⁰
- 3.117 On the question of the provision of TOIP on behalf of the Department of Justice, Ms Davidson informed the Committee that not all TOIP providers operated on a level playing field. She expressed concern that there were slightly different programs of different duration and content. She told the Committee that a set program would be desirable in which the program structure was the same for every provider with the same content provided in the same format.²²¹ Ms Davidson described the variations amongst the seven current TOIP providers as ranging from a one-day program to a seven week program.²²²
- 3.118 Ms Davidson also confirmed for the Committee the prevalence of unlicensed drivers, which the Committee considered previously, coming under TOIP as part of its broad reach. She described TOIP as a multi-level program which examined attitudes to safe driving whether focused on drink and drug driving, fatigue, speed and driver distraction.

TOIP is really a holistic program where all the road safety pieces come together, like pieces of a puzzle, to give the educational and experiential basis for the person to know better and to do better.²²³

Comment

- 3.119 We heard evidence that the Traffic Offender Intervention Program is effective, but that the delivery of the program is inconsistent. We agree that providers of the program should be accredited and funded on a level playing field.

Recommendation 16

The Committee recommends that Transport for NSW review current arrangements for delivering the Traffic Offenders Intervention Program to ensure that course content and delivery between providers is consistent and achieves the best possible road safety outcomes.

²¹⁹ Ms Jenny Davidson, Police Citizens Youth Clubs, Transcript of evidence, 22 May 2017, p44

²²⁰ Mrs Erin Vassallo, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, p44

²²¹ Ms Jenny Davidson, Police Citizens Youth Clubs, Transcript of evidence, 22 May 2017, p45

²²² Ms Jenny Davidson, Police Citizens Youth Clubs, Transcript of evidence, 22 May 2017, p46

²²³ Ms Jenny Davidson, Police Citizens Youth Clubs, Transcript of evidence, 22 May 2017, p48

Chapter Four – Support for disadvantaged learner drivers

Summary

This chapter discusses support for disadvantaged learner drivers.

It is relevant to terms of reference:

- c) The needs of any particular driver group
- e) The needs of metropolitan, rural and regional drivers
- f) The needs and expectations of passengers and other road users
- g) The cost of driver training standards and how the costs should be allocated

In Chapter Four we discuss the needs and experiences of disadvantaged learner drivers and the several programs which assist disadvantaged people to obtain a driver licence.

For the purposes of this chapter we identify four groups of disadvantaged learner drivers: indigenous, disabled, socio-economically disadvantaged, and rural and regional learner drivers.

We find that the funding and availability of support for disadvantaged learner drivers is adequate, and will improve as programs continue to expand. We also find that the impacts of the justice system on indigenous drivers are serious and should be investigated by the Justice portfolio.

We recommend that a single information hub for disadvantaged drivers would make accessing advice and support easier.

Background

- 4.1 The NSW Government provides and funds activities to assist disadvantaged learner drivers to overcome barriers to obtaining and retaining a driver licence. The Government's policy is an element of its Road Safety Strategy which recognises the role community-based organisations play in encouraging safe road user behaviours.
- 4.2 In its submission, Transport for NSW described the areas which research suggests are most effective in assisting young high risk people and in which the NSW Government supports community-based activity:
 - Initiatives to reduce and limit social disadvantage in the driver licensing system by encouraging local driver licensing access programs that include learner driver mentoring.
 - Community-based programs that minimise general risk factors among young people such as proven youth mentoring programs or preventative programs

that encourage school completion and employment for at-risk young people.²²⁴

Alternative transport options

- 4.3 A number of people suggested that the lack of alternative transport options in many parts of New South Wales compounds the disadvantage suffered by drivers of all ages. As a result, people are forced to seek a driver licence. The Committee noted that in 2016 the Legislative Assembly Committee on Community Services had inquired into access to transport for seniors and disadvantaged people in rural and regional New South Wales. The Committee's recommendations and the NSW Government's response²²⁵ can be found at Appendix Four of this report.

The Driver Licensing Access Program

- 4.4 Transport for NSW's Driver Licensing Access Program (DLAP) is intended to address the barriers which prevent young people obtaining a driver licence.
- 4.5 The program provides for improved road safety outcomes by supporting disadvantaged people to obtain a licence in a broader context of improving access to education, employment, health and other services, so that equity of opportunity and improved social outcomes are also addressed.²²⁶
- 4.6 The program is delivered by community service providers who support people to access and then move through the driver licensing system while also providing direct educational and employment support, or assisting people to access this support in their local community.²²⁷
- 4.7 Transport for NSW advised the Committee of the achievements of the program over recent years. In 2016/17, the program is available from 14 providers in more than 50 locations across New South Wales. Many of the providers are community run, or offered by development agencies or Technical and Further Education (TAFE). Transport for NSW also noted that the Department of Justice contributes funding for a court diversion project which supports people referred to the program by the courts.²²⁸

Indigenous learner drivers

- 4.8 The George Institute for Global Health (George Institute) described its research showing associations between licensing, employment and education for Aboriginal people, and its work to develop the Driving Change Program which specifically supports Aboriginal people to obtain a driver licence.²²⁹

²²⁴ Submission 75, Transport for NSW, p26

²²⁵ NSW Government Response to the Legislative Assembly Committee on Community Services Inquiry into access to transport for seniors and disadvantaged people in rural and regional NSW, April 2017

²²⁶ Submission 75, Transport for NSW, p42

²²⁷ Submission 75, Transport for NSW, p43

²²⁸ Submission 75, Transport for NSW, p43

²²⁹ Submission 69, The George Institute for Global Health, p4

Barriers to licensing

- 4.9 The George Institute's research highlighted that accessing the 120 hours of supervised driving required for New South Wales learner drivers was a major barrier for many Aboriginal people. Additionally, the George Institute reported that disadvantaged people experience other barriers including:
- 1) Access to proof of identification documents
 - 2) Literacy and/or language issues
 - 3) Unresolved state debt with resultant licensing sanctions
 - 4) High cost of testing and licensing fees
 - 5) Reduced access to service providers in regional and remote communities.²³⁰
- 4.10 The George Institute described New South Wales funding for support programs as 'limited in scope' and not coordinated.²³¹
- 4.11 The Committee also received submissions from indigenous representatives and their advocates which discussed the experience of Aboriginal people in the driver licensing system and the success of the Driving Change Program.
- 4.12 In summary, these submissions argued that indigenous people were under-represented in the community as driver licence holders and over-represented as traffic offenders. Indigenous people experience poor access to services and higher costs, have lower literacy rates, must deal with culturally insensitive bureaucracies, frequently have difficulties with unpaid debts and other matters which bring them into contact with the justice system, and are particularly affected by confusion which arises from lack of harmonisation of driving rules across state and territory borders. These submissions argued strongly for more and better integrated funding of community-based licensing access programs, and for even greater emphasis on programs which placed licensing within an education, employment and social improvement framework.
- 4.13 The Aboriginal Legal Service (NSW/ACT) Limited (ALS) wrote that Aboriginal and Torres Strait Islander people:
- are 0.4% of all driver licence holders, but make up 2% of the eligible driver population in New South Wales
 - have a 57% pass rate for the Driver Knowledge Test compared with 74% for other groups
 - have up to a 40% rate of outstanding debt with the State Debt Recovery Office and are three times more likely than other groups to have their licence suspended for fine defaults
 - account for 6.4% of all traffic offenders despite being only 2.4% of the population.²³²

²³⁰ Submission 69, The George Institute for Global Health, p4

²³¹ Submission 69, The George Institute for Global Health, p5

- 4.14 The ALS reported that the most common traffic offence for Aboriginal and Torres Strait Islander people is a driver licence offence, and that approximately 12% of Aboriginal and Torres Strait Islander people found guilty of a driver licence offence were imprisoned, compared to only 5% of the general population.²³³
- 4.15 The ALS provided details to show that these barriers are prevalent in metropolitan areas as well as remote ones, and identified the further barrier to young people obtaining a driver licence simply due to the relative lack of qualified supervising drivers in the Aboriginal and Torres Strait Islander community.²³⁴
- 4.16 The ALS argued for a range of measures to be taken including an expansion of the Driving Change Program, and debt management and other community initiatives.
- 4.17 The Law Society of NSW²³⁵ advocated for the expansion of the Driving Change Program and continuation of the DLAP to reduce barriers to indigenous people obtaining and retaining driver licences. They particularly identified the Literacy for Life program which targets the link between literacy and poor social outcomes. The Law Society proposed that New South Wales learner drive programs partner with the Literacy for Life program to achieve indigenous community buy-in.²³⁶
- 4.18 The NSW Council for Social Service (NCOSS) also made a submission to the Committee which emphasised the importance of a driver licence in Aboriginal communities and the barriers which people experience in obtaining one. NCOSS advised that the Driving Change Program is operating in:
- ...an insecure funding environment which limits their capacity to build trust and support of the local organisations that are crucial to its success, and to build and retain the organisational capacity needed to properly support and get the best outcomes for young Aboriginal people.²³⁷
- 4.19 The Literacy for Life Foundation (LFLF) made a submission to the Committee outlining its program and target audience within the indigenous community. The Foundation advised that as a result of its work, there had been an increase in the number of previously unlicensed drivers who had obtained and retained licences, achieved through literacy education, confidence building, assisting students to manage unpaid fines, and connecting them with driver training programs.²³⁸
- 4.20 The Committee invited the ALS, the Law Society, NCOSS and the LFLF to appear together and expand on their submissions at the public hearing held on 22 May 2017. The Committee began by exploring the Literacy for Life program and why it is a success in supporting driver training.

²³² Submission 49, Aboriginal Legal Service (NSW/ACT) Limited, p1

²³³ Submission 49, Aboriginal Legal Service (NSW/ACT) Limited, p2

²³⁴ Submission 49, Aboriginal Legal Service (NSW/ACT) Limited, p3

²³⁵ Submission 59, The Law Society of NSW, p2

²³⁶ Submission 59, The Law Society of NSW, p2

²³⁷ Submission 72, NSW Council of Social Service (NCOSS), p7

²³⁸ Submission 65, Literacy for Life Foundation, p2

- 4.21 Professor Jack Beetson, Executive Director, LFLF, told the Committee that the program has a higher graduation rate than TAFE, attributing this success to community ownership of the program:

It works because Aboriginal people in local communities take responsibility themselves. They are the people who do the teaching in the classrooms. They are the people who do the coordinating and the enrolling. They are the people who socialise and mobilise their communities behind the idea of a literacy campaign...you have everybody in the community...encouraging people to enrol in an adult literacy campaign.²³⁹

- 4.22 Ms Jenny Lovric, Indigenous Affairs Committee, Law Society of NSW, described the success of the Driving Change program in reaching remote indigenous communities. She told the Committee that the program 'helps people through the full journey of their learner driver progress', including assistance with obtaining the relevant identity documents like birth certificates, with completing the driver knowledge test, and with completing the requisite hours of driving experience to satisfy the requirements of the Graduated Licensing Scheme (GLS).²⁴⁰

- 4.23 Ms Lovric explained to the Committee that the length and complexity of the process meant that piecemeal funding and delivery did not work:

A program that says we throw money at something for a number of weeks does not work because people take time to go through this system. I think there is a differential between people in remote communities getting that 120 hours up and people in the city who can get those hours up much more quickly.²⁴¹

- 4.24 Further, Ms Lovric stressed the importance of a driver licence for indigenous people as a tool for overcoming social and economic disadvantage:

...driving is a high priority. It is a ticket to social inclusion. It is a ticket to employability. It is a ticket to economic participation. It is a ticket to revival of remote communities...those programs are reliant on piecemeal funding, short term funding, a lack of vision. These should be part of the infrastructure in these communities.²⁴²

- 4.25 Professor Beetson proposed to the Committee that life experience be recognised for indigenous drivers when completing the 120 hours required for learners drivers to sit for the driving test:

Recognition of prior learning is applied everywhere else, why not in this situation...?²⁴³

²³⁹ Professor Jack Beetson, Literacy for Life Foundation, Transcript of evidence, 22 May 2017, p3

²⁴⁰ Ms Jenny Lovric, Law Society of NSW, Transcript of evidence, 22 May 2017, p5

²⁴¹ Ms Jenny Lovric, Law Society of NSW, Transcript of evidence, 22 May 2017, p5

²⁴² Ms Jenny Lovric, Law Society of NSW, Transcript of evidence, 22 May 2017, p6

²⁴³ Professor Jack Beetson, Literacy for Life Foundation, Transcript of evidence, 22 May 2017, p8

Impact of the justice system on indigenous drivers

4.26 Ms Lovric told the Committee that indigenous traffic offenders are commonly guilty of driving unlicensed, rather than more serious harm-causing offences like drink or negligent driving:

...we are talking about people who are driving without a licence or people who are driving who have never had a licence. They are perfectly good drivers; they have just never managed to actually get the documentation or the wherewithal together to get the licence.²⁴⁴

4.27 The Committee heard that 80 per cent of Aboriginal people who appear in court in regional New South Wales are there because they have no licence.²⁴⁵ The lack of access and resources required for gaining a licence does not take away the need for transport for remote indigenous communities.

4.28 As Ms Lovric told the Committee:

They really are forced to drive. If someone has to take their child to hospital, which is 100 kilometres away, and they are arrested in the course of doing so, that is clearly a poor outcome.²⁴⁶

4.29 Professor Beetson said that those on parole find themselves in a similar predicament:

They are stuck between a bit of a rock and a hard place when one of your requirements to meet your parole obligations is to get to Bourke to report and you cannot go in because either there is no roadworthy vehicle or you will get pinched for having no licence and go back to jail anyway.²⁴⁷

4.30 Ms Tracy Howe, Chief Executive Officer, NCOSS, told the Committee that the effect of unlicensed indigenous drivers gaining criminal records is to make them ineligible for local employment opportunities, and particularly for employment in the very employment programs funded by governments to address indigenous disadvantage:

...when government invests in services for their community the preference always is to employ locally. However, the locals cannot apply for those positions because they have a criminal record because of driving offences. It becomes...circular...²⁴⁸

4.31 The Committee noted that in 2013 the NSW Auditor-General reported to Parliament on improving legal and safe driving for Aboriginal people.²⁴⁹ In 2014 the NSW Government's response²⁵⁰ to the Auditor-General's report was reviewed

²⁴⁴ Ms Jenny Lovric, Law Society of NSW, Transcript of evidence, 22 May 2017, p8

²⁴⁵ Professor Jack Beetson, Literacy for Life Foundation, Transcript of evidence, 22 May 2017, p4

²⁴⁶ Ms Jenny Lovric, Law Society of NSW, Transcript of evidence, 22 May 2017, p4

²⁴⁷ Professor Jack Beetson, Literacy for Life Foundation, Transcript of evidence, 22 May 2017, p5

²⁴⁸ Ms Tracy Howe, NCOSS, Transcript of evidence, 22 May 2017, p8

²⁴⁹ Audit Office of NSW, Media Release, 19 December 2013, 'Improving legal and safe driving among Aboriginal people', <http://www.audit.nsw.gov.au/news/improving-legal-and-safe-driving-among-aboriginal-people> accessed 18 September 2017

²⁵⁰ NSW Government Response to the Report No 2/56, March 2016, of the Public Accounts Committee, Examination of the Auditor-General's Performance Audit Reports, September 2013-July 2014, received September 2016

by the Legislative Assembly Public Accounts Committee (PAC). Summaries of the Auditor-General's and PAC reports can be found at Appendix Four of this report.

Reform of driver licence disqualification laws

- 4.32 On 14 August 2017 the NSW Government announced an overhaul of driver licence disqualification laws in response to recommendations made by the Legislative Assembly Committee on Law and Safety in 2013.²⁵¹ The proposed reforms aim to give disqualified drivers an incentive to return to lawful driving while toughening sanctions for repeat offenders.
- 4.33 The proposed incentives include allowing courts to lift the disqualification period for drivers who can demonstrate a commitment to lawful behaviour according to specific criteria; introducing automatic and minimum disqualification periods for unauthorised driving offences; and revising maximum imprisonment terms for unauthorised driving offence penalties. In addition the Government will abolish the Habitual Traffic Offender Scheme, which it found was proven not to be a deterrent. At the same time the Government announced that it will take measures to toughen sanctions. These include ensuring that magistrates will continue to have maximum disqualifications available to them; allowing police to confiscate number plates or vehicles of repeat unauthorised drivers and providing police with extra on-the-spot powers to punish repeat disqualified driving offenders.²⁵²
- 4.34 Summaries of the Legislative Assembly Committee on Law and Safety report and the Government's response²⁵³ can be found at Appendix Four of this Report.

Free birth certificates for vulnerable people

- 4.35 On 3 August 2017 the NSW Government announced that the Registry of Births Deaths and Marriages (BDM) now works with government agencies and not-for-profit organisations to provide free birth certificates and other records related support. To publicise this support, in 2016-17 BDM attended 45 community outreach events across New South Wales. In making this announcement The Hon. Mark Speakman MP, Attorney General said:

A birth certificate is vital to securing a job, housing, a driver's licence, or a Centrelink benefit, so this program is literally changing lives.²⁵⁴

- 4.36 The lack of birth certificates as proof of identity to obtain driver licences was identified by the NSW Auditor-General as one of the significant barriers

²⁵¹ Parliament of NSW, Legislative Assembly, Committee on Law and Safety, *Driver Licence Disqualification Reform*, No 3/55, November 2013

²⁵² NSW Department of Justice, Media Release, *Community safety drives disqualification laws*, 14 August 2017, <http://www.justice.nsw.gov.au/Pages/media-news/media-releases/2017/community-safety-drives-disqualification-laws.aspx>, accessed 18 September 2017

²⁵³ Legislative Assembly Committee on Law and Safety, *Inquiry into Driver Disqualification Reform*, Report No 3/55, November 2013, Government Response dated 20 June 2014

²⁵⁴ NSW Department of Justice, Media Release, *Free Birth Certificates for Vulnerable People*, 3 August 2017, <http://www.justice.nsw.gov.au/Pages/media-news/media-releases/2017/free-birth-certificates-for-vulnerable-people.aspx>, accessed 18 September 2017

preventing Aboriginal people from access to the licensing and vehicle registration process.²⁵⁵

Finding 13

We find that the impact of the justice system on indigenous driving offenders is serious, but falls within the Justice portfolio and outside the terms of reference of this particular inquiry.

Comment

- 4.37 Submissions and witnesses representing the indigenous community drew our attention to the particular disadvantages experienced by drivers, both learners and experienced, in some indigenous communities. At the core of this disadvantage is the fact that the various factors which can individually create barriers to obtaining and retaining a licence, including remote location, socio-economic hardship, access to alternative transport, and access to education and training, come together for some indigenous communities. As a consequence, rates of obtaining and retaining driver licences in these communities is low while the need to access private motor vehicles is high.
- 4.38 Witnesses described the consequences of not having a driver licence in remote indigenous communities where distances from services are great and there is seldom alternative transport. All too often aspiring learners are unable to access reliable vehicles and trained supervisors, limiting access to education and training, employment, and health and local services. They further described the consequences for unlicensed or offending drivers who commit driving and other offences, but are unable to comply with judicial reporting conditions, or who find themselves having to choose to drive in emergencies in the absence of any alternative.
- 4.39 Indigenous drivers in these circumstances often become repeat offenders in circumstances which lead to more serious convictions and even incarceration for driving offences.
- 4.40 We have discussed the evidence of how to improve programs which address the barriers disadvantaged learners experience. The evidence we heard regarding the consequences for indigenous drivers of repeat offending, however, is in our view another level of magnitude in seriousness, but not an issue which we think comes within the terms of reference for this inquiry.
- 4.41 We endorse recent changes to driver licence disqualification laws and the availability of birth certificates to vulnerable people.
- 4.42 We recommend, therefore, that the NSW Government examine the offending and incarceration rates for indigenous driving offenders in order to test the effectiveness of these recent changes and to formulate a scheme which aims to reduce indigenous driving offending and incarceration rates to at least the

²⁵⁵ Audit Office of NSW, NSW Auditor-General's Performance Audit, *Improving legal and safe driving among Aboriginal people*, December 2013
https://www.audit.nsw.gov.au/ArticleDocuments/294/01_Improving_Legal_Safe_Driving_Aboriginal_people_Full_Report.pdf.aspx?Embed=Y, accessed 18 September 2017

community average, and that this review be undertaken within the Justice portfolio.

Recommendation 17

The Committee recommends that the NSW Government examine above average offence and incarceration rates for indigenous drivers. The Committee recommends that this examination be undertaken within the Justice portfolio and that it report in one year.

Disabled learner drivers

- 4.43 The Committee received several submissions which discussed access to driver training for people with disabilities.
- 4.44 Information on Disability and Education Awareness Services (IDEAS) Inc outlined to the Committee the impact that the roll out of the National Disability Insurance Scheme (NDIS) will have on the number of people with a physical disability who will seek access to driving. IDEAS quoted figures which suggest more than 30,000 Australians living with spinal cord injuries and amputations could potentially drive modified vehicles.²⁵⁶
- 4.45 NDIS funding may allow many disabled people to learn to drive for the first time or re-learn driving skills which they used before they acquired their disability. IDEAS advised that both a database of occupational therapists who conduct driver assessments and a list of vehicle modification services are available. Further, IDEAS itself operates a classified website on which people may buy and sell modified vehicles and vehicle modification parts.²⁵⁷
- 4.46 IDEAS argued that disabled people need a central information hub to provide all the information they need to explore learning to drive and vehicle modification rules, and that they would be happy to work with NSW Roads and Maritime Services (RMS) to bring this to fruition.²⁵⁸
- 4.47 The New South Wales Division of Occupational Therapy Australia (OTAUS) also submitted to the inquiry on the issue of access to driving for people with a disability. They described the role of occupational therapists in assessing the driving competence of disabled people and designing driver rehabilitation and retraining programs, including on-road assessment in collaboration with professional driver trainers.²⁵⁹
- 4.48 The Committee invited IDEAS and OTAUS to appear together at its public hearing held on Monday 29 May 2017.
- 4.49 Ms Lyndall Cook, OTAUS, explained to the Committee that driver training for disabled people is a specialist form of driver education, although professional

²⁵⁶ Submission 33, IDEAS Inc, p2

²⁵⁷ Submission 33, IDEAS Inc, p3

²⁵⁸ Submission 33, IDEAS Inc, p3

²⁵⁹ Submission 60, Occupational Therapy Australia, p2

driver trainers are not required to undertake any formal training to perform this specialist role:

We recommend that the driving instructors used by occupational therapists undertake some further training, which is generally a two-day course where they learn about different disabilities and different types of vehicle modifications so they can help drivers to use these modifications.²⁶⁰

4.50 Ms Diana Palmer, Executive Officer, IDEAS, expressed concern that lessons from a disability driving instructor may be more expensive than from a trainer who had not undertaken any special training accreditation, and that services were less available in the country than in metropolitan areas.²⁶¹

4.51 The Committee also asked Ms Palmer to expand on the submission from IDEAS that recommended a central information hub for disabled people seeking information on learner driving. Ms Palmer advised:

IDEAS has an online database that is our information hub and certainly within there we have a tailored directory through which we can assess motor vehicle modifications, driver training, driver school and driver assessment schools as well as occupational assessors. That could certainly be another area we could focus on in building a database of where there are mentors and trainers available. Then again it is about communicating that information out to the community so that people are aware of where they can go to access the information and the services.²⁶²

4.52 Ms Palmer confirmed to the Committee that IDEAS had not spoken with Service NSW about the benefits of an information hub as IDEAS proposed.

4.53 The Committee examined the information available online to people with a disability seeking to gain a driver licence or have their vehicle modified. This information is available via the RMS website.²⁶³ For detailed information about disability assessment or vehicle modification, however, the website refers people to the website of OTAUS where inquirers need to select and view several screens to identify occupational therapists in their area who offer driving assessment services.²⁶⁴

4.54 Transport for NSW informed the Committee that it is working to improve the way it communicates with disabled people in order to reduce barriers and increase the number of disabled people gaining and retaining driver licences.²⁶⁵

Other support for disadvantaged learners

4.55 The NSW Safer Driver Course has been discussed above. Transport for NSW wrote that the Disadvantaged Learner Initiative offers 1,000 subsidised places per

²⁶⁰ Ms Lyndall Cook, Occupational Therapy Australia, Transcript of evidence, 29 May 2017, p25

²⁶¹ Ms Diana Palmer, IDEAS, Transcript of evidence, 29 May 2017, p24

²⁶² Ms Diana Palmer, IDEAS, Transcript of evidence, 29 May 2017, p30

²⁶³ <http://www.rms.nsw.gov.au/roads/licence/health/driving-with-disability.html>, accessed 18 September 2017

²⁶⁴ <https://www.otaus.com.au/>, accessed 18 September 2017

²⁶⁵ Answer to supplementary questions, Transport for NSW, Question 10

year for young learner drivers from disadvantaged backgrounds, to access the Safer Driver Course using a fee exemption.²⁶⁶

- 4.56 Transport for NSW also reported that the NSW Government provides assistance for young people in care who may not have access to a vehicle or the financial capacity to pay for driving lessons. Transport for NSW acknowledged, however, that support programs suffer from patchy coverage, variable delivery models, and unaddressed equity issues.²⁶⁷

Volunteer community mentoring

- 4.57 A number of stakeholders suggested that the cost of entry to the driver licensing system was a barrier to many people. A common solution to this problem was the use of volunteer community mentors to provide a substitute for paid professional instruction, and to assist disadvantaged learners comply with the requirement for 120 hours of supervised learner driving.

- 4.58 The Police Citizens Youth Clubs NSW Limited (PCYC) put forward its Driver Mentor Program as a solution for addressing the costs of professional driver training and achieving 120 hours of supervised driving. PCYC expressed concern at the lack of regulation of mentor programs with a danger of inconsistent outcomes, and outlined the elements of its model which contributed to its robustness:

- Strong community support
- Provision of training and support for volunteer mentors
- Provision of learner induction programs to set expectations and boundaries
- Provision of professional lessons to ensure minimum skill levels for learner and mentor safety prior to commencement of the program
- Provision of ongoing professional support by a licensed driving instructor for learners and mentors.²⁶⁸

- 4.59 PCYC advocated that greater availability of funded driver mentor programs would not only assist learners comply with the learner log book requirements, but would ensure that trained mentors taught safe and low-risk driving.²⁶⁹

- 4.60 Blue Datto Foundation Ltd (Blue Datto) also described their community mentor program to the Committee. The Foundation advocated for two principles to address the needs of novice drivers: a community setting which captured students who left school early so not benefitting from senior high school safe driving education; and support for schools as the frontline for pre-driver education.²⁷⁰ In this regard, Blue Datto put forward its peer mentor model where

²⁶⁶ Submission 75, Transport for NSW, p44

²⁶⁷ Submission 75, Transport for NSW, p44

²⁶⁸ Submission 19, Police Citizens Youth Clubs, p15

²⁶⁹ Submission 19, Police Citizens Youth Clubs, p15

²⁷⁰ Submission 45, Blue Datto Foundation Ltd, p5

they train university students to promote safe driving attitudes to young people via small group facilitation.²⁷¹

- 4.61 The Committee invited PCYC and Blue Datto to give evidence together at its public hearing held on Monday 22 May 2017.
- 4.62 Mr Graham Spencer, Chair, Program Advisory Board, Blue Datto, advised that their peer mentor program had real merit and should be investigated further with a view to encouraging its use in senior secondary school.²⁷² He suggested that the benefit of peer mentorship was its capacity to educate young people, including both drivers and passengers, as a way to influence peer pressure. Mr Spencer proposed that peer mentoring be introduced in schools at Year 10:
- That is the time when there is enormous interest in driving and when peer influence can be very positive.²⁷³
- 4.63 Mrs Erin Vassallo, Chief Executive Officer, Blue Datto, told the Committee of the benefits of peer mentoring being used through to the end of secondary school:
- Because our programs are run by undergraduates, we create an extra level of road safety ambassadors. The peer mentors we have trained are incredible ambassadors for their generation, friends and wider community groups. It is reinforcing the message at Year 10 when they are becoming the trainers as well. It is very empowering.²⁷⁴
- 4.64 Mrs Vassallo also said that peer mentoring should be expanded to TAFE to ensure early school leavers received the benefits of the program.²⁷⁵

Rural and regional learner drivers

- 4.65 Disadvantage suffered by rural and regional learner drivers through poor access to training and licensing services was raised in a number of submissions. As with indigenous drivers, the particular need of rural and regional residents to drive due to a lack of alternative transport options was raised by many people.
- 4.66 The Committee noted the relevance of the 2016 inquiry by the Legislative Assembly Committee on Community Services into access to transport for seniors and disadvantaged people in rural and regional New South Wales. The Committee's recommendations and the NSW Government's response²⁷⁶ can be found at Appendix Four of this report.
- 4.67 The need for support for rural and regional learner drivers was stressed by the Institute of Public Works Engineering Australia (IPWEA) in its submission, as an

²⁷¹ Submission 45, Blue Datto Foundation Ltd, p2

²⁷² Mr Graham Spencer, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, p46

²⁷³ Mr Graham Spencer, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, p47

²⁷⁴ Mrs Erin Vassallo, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, p47

²⁷⁵ Mrs Erin Vassallo, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, p46

²⁷⁶ Legislative Assembly Committee on Community Services, Inquiry into access to transport for seniors and disadvantaged people in rural and regional NSW, Report No 1/56, December, 2016, Government Response dated April 2017

appropriate response to the fact that rural road fatalities are disproportionately high.²⁷⁷

- 4.68 PCYC suggested the provision of learner driver training in rural and regional areas is limited by a lack of qualified personnel. PCYC reported that it faced this barrier when trying to offer the Safer Driver Course on behalf of the NSW Government in far western New South Wales. It proposed that a ‘travelling road show’ be developed and subsidised to overcome this.²⁷⁸
- 4.69 The Australian Driver Trainers Association (ADTA) also referred to the unviability of professional driver training services in many small towns.²⁷⁹
- 4.70 A further area of locational disadvantage which many submissions referenced was the idea that learner drivers need to experience a variety of driving environments. These stakeholders argued that metropolitan learner drivers do not always experience non-metropolitan driving conditions and vice versa, to the detriment of a well-rounded driver education.
- 4.71 As discussed earlier, one solution to this issue was the opportunity offered by driving simulators which could be made available to learner drivers to simulate unfamiliar driving conditions.
- 4.72 The National Motorists Association Australia (NMAA) disagreed, however, that this was an issue. It advised the Committee that all drivers should be trained to the same high standard to be competent on all road surfaces, and in city and country driving.²⁸⁰
- 4.73 The Committee recognised the needs of rural and regional drivers in its 2015 report on Motorcycle Safety in NSW²⁸¹ when it recommended, amongst other things, better access to rider training courses in all parts of the state, and that state agencies work with local government to achieve consistent safety standards. The Committee’s recommendations and the NSW Government’s response²⁸² to this report are summarised at Appendix Four.
- 4.74 The role which is played by local government to complement NSW Government agencies in addressing the requirements of rural and regional drivers is discussed later in this report.

Finding 14

We find that the NSW Government’s measures to address socio-economic and educational barriers to driver licensing are adequately funded and available across wide areas of the state. We also find that as the program continues to

²⁷⁷ Submission 16, IPWEA, p22

²⁷⁸ Submission 19, Police Citizens Youth Clubs, p15

²⁷⁹ Submission 58, Australian Driver Trainers Association, p6

²⁸⁰ Submission 67, National Motorists Association Australia, p10

²⁸¹ Joint Standing Committee on Road Safety (Staysafe), *Inquiry into Motorcycle Safety in NSW*, Report No 1/56, 19 November 2015

²⁸² Joint Standing Committee on Road Safety (Staysafe), *Inquiry into Motorcycle Safety in NSW*, Report No 1/56, 19 November 2015, Government Response, 20 May 2016

expand as planned, that program coordination, availability and integration with community organisations will continue to improve.

Comment

- 4.75 In its submission the NSW Government outlined the extensive support it currently provides to learner drivers who experience barriers to accessing learner driver training and gaining a driver licence. The government's and other evidence discussed several programs addressing the disadvantages experienced by indigenous learners, disabled learners, learners in remote locations, and learners who are unable to afford professional driver training or access a reliable vehicle.
- 4.76 We endorse the efforts the government is making to support disadvantaged learners, including the progress being made by linking driver training to other educational attainments such as literacy and trade training.
- 4.77 We heard evidence, however, from witnesses advocating on behalf of disadvantaged learners or who deliver driver training programs targeted at disadvantaged learners, that the current programs are piecemeal and lack long term funding commitments. The evidence of indigenous and disabled advocates in particular suggested that current efforts may be insufficient to overcome barriers or address the needs of their communities.
- 4.78 As support programs continue to expand and reach more disadvantaged learners, we believe that there are advantages in having a single information hub for these programs. Anyone identifying as a disadvantaged learner driver, or as a supporter, could access a single information hub as a resource for locating all available and necessary material and advice.
- 4.79 Such a hub would need to be easily identified and located by anyone contacting the Service NSW call centre or home page, visiting a Service NSW service centre, visiting other relevant NSW Government agency web pages or service centres, or through linked information from other sources.
- 4.80 A single information hub would also overcome the current requirement to identify individual service providers, and of moving between agencies to gather all the information required to address particular needs and circumstances.

Recommendation 18

The Committee recommends that Transport for NSW and Roads and Maritime Services review funding for programs that reduce barriers to disadvantaged young people, including indigenous people, obtaining and retaining driver licences.

Recommendation 19

The Committee recommends that Transport for NSW investigate how the aims, objectives and achievements of the Literacy for Life Program can better inform the Driver Licensing Access Program and the way it is delivered in the future.

Recommendation 20

The Committee recommends that Transport for NSW and Roads and Maritime Services create a single information hub which can be accessed by and on behalf of any disadvantaged learner driver as a resource for locating all available and necessary material and advice.

Chapter Five – Driver education

Summary

This chapter discusses the education of drivers and other road users through public information campaigns, generally via the mass media, and also via sanctions and incentives.

It is relevant to terms of reference:

- c) The needs of any particular driver groups
- e) The needs of metropolitan, rural and regional drivers
- f) The needs and expectations of passengers and other road users.

In Chapter Five we consider the effectiveness and cost of road safety campaigns, and feedback from road users including pedestrians, cyclists, motorcyclists, disadvantaged drivers, and older drivers.

We also discuss the role of Local Government as a partner in road safety campaigning, and briefly consider the merits of sanctions, rewards and incentives to encourage safer driving.

Based on stakeholder feedback we make recommendations for the subjects of future road safety campaigns.

We also recommend a review of the role of the Local Government Road Safety Officer Program, and of the NRMA proposal for a road speed awareness course in lieu of fines for low range driving offenders.

Campaigns

- 5.1 Public education is an important tool in the implementation of the NSW Road Safety Strategy 2012-21. The safe systems principles which underpin the NSW road safety strategic framework include safe road design, safer vehicles, safe travel speeds and safe road user behaviour. Changing the behaviour and attitudes of drivers so that they manage on-road safety risks more responsibly is the objective of the government's education programs and campaigns.²⁸³
- 5.2 The main avenue for education for the broader community of unrestricted licensed road users is through media mass communications which disseminate updates and reinforce road safety messages. Major road safety campaigns also target aberrant driver behaviours such as speeding, drink and drug driving, fatigue and seatbelt compliance.²⁸⁴

²⁸³ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, p61; Submission 75, Transport for NSW, p31

²⁸⁴ Submission 75, Transport for NSW, p27

5.3 Mr Bernard Carlon, Executive Director, Centre for Road Safety informed the Committee that the NSW Government invests around \$20 million in road safety public education campaigns to the general community. New campaigns launched in response to the increase in the road toll included: the 'Towards Zero' campaign; 'Don't Trust Your Tired Self', due to the rise in fatigue-related fatalities; 'Slow Down' speeding campaign, in response to an increase in speed-related fatalities; and the 'Look Out Before You Step Out' pedestrian campaign, in response to an increase in pedestrian fatalities over the past two years.²⁸⁵

5.4 Mr Carlon confirmed that recent campaigns have had a positive effect on the recent trend in accidents in fatalities. He advised:

We are still on a trend line down. Clearly, the increase in fatalities over the past two years is disturbing, and we have taken significant action to address that over the past 18 months. Between December 2014 and June 2016 the moving 12 month fatality total increased by 26 per cent. Since June last year we have turned that around to a 6 per cent reduction in fatalities. The countermeasures that we have introduced, the campaigns to re-engage the community, and the police operations that have been run throughout the State—the enforcement activity—are having an impact, but we clearly need to do more.²⁸⁶

5.5 He stressed the importance of the information sharing which occurs between the Centre for Road Safety, NSW Police, Roads and Maritime Services (RMS), education partners and community organisations to ensure that campaigns are targeted and that programs are continually updated to address the specific problems. He advised that currently:

We are targeting increases in fatigue-related crashes, speed-related crashes, pedestrian fatalities, and the increased number of light truck crashes from a geographic perspective and also a police operational perspective.²⁸⁷

5.6 The NSW Government submission cited fifteen major campaigns targeting various groups of road users disseminating road safety messages on a range of topics including pedestrian speeding, fatigue, drink and drug driving, distraction, enforcement, and motorcycle, bicycle and pedestrian safety. The 'Towards Zero' strategy, launched in mid-2016, includes a major umbrella campaign which aims to reinforce the individual driver's responsibility to help prevent deaths and serious injuries on New South Wales roads.²⁸⁸

5.7 Transport for NSW explained that road safety advertising campaigns are developed through the incorporation of attitudinal studies as well as behavioural trends identified through crash statistics. In addition, previous campaign content and approaches are taken into consideration in order to build on existing public knowledge. In its submission, Transport for NSW also acknowledged the significant contribution of NSW Police, in particular, the Highway Patrol

²⁸⁵ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, p61

²⁸⁶ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, pp62-63

²⁸⁷ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, p63

²⁸⁸ Submission 75, Transport for NSW, p4

Command in disseminating road safety education through its interactions with road users and through its publicity displays at major motor sports events and regional fairs and shows.²⁸⁹

- 5.8 Transport for NSW also emphasised the potential of digital media to provide more substantive and widespread road safety education. Comparing the reach of local face-to-face education workshops with social media platforms, Mr Bernard Carlon observed that:

You might go out and do 10 of them and reach 600 people, and a 15-minute Facebook live session reaches 2,500 people in 24 hours.²⁹⁰

Campaign effectiveness

- 5.9 In relation to the design, implementation and outcomes of its public education campaigns, Transport for NSW confined its detailed comments to the 'Ride to Live' motorcycle safety campaign which was launched in November 2014. This campaign was the first large-scale campaign in New South Wales aimed at increasing awareness of motorcycle safety across the community and helping riders to better manage risks on the road. The campaign also targets drivers, focussing on their responsibility to be aware of motorcyclists and to help them ride to live.²⁹¹
- 5.10 Transport for NSW advised that the principal factors used to design the campaign included the evidence base of findings from crash data as well as attitudinal research and strong collaboration with key stakeholder groups. The campaign highlights common scenarios for commuter and recreational riders and illustrates the consequences of different choices which riders can make in response to a number of designated hazards.²⁹²
- 5.11 The television campaign was supported by a range of related communication strategies including a website and radio, YouTube, and digital and outdoor advertising. As part of the campaign tracking process, online surveys of riders and drivers were conducted before and after the campaign launch. Transport for NSW reported that the responses indicated a high recognition of the campaign and respondents had confirmed that they were thinking more about their choices and actions on the road.
- 5.12 Transport for NSW advised that since the launch of the campaign there have been 99,000 visits of more than three minutes to the ridetolive.com.au website and 70,000 interactive tests completed and 277,000 YouTube views of television commercials.²⁹³
- 5.13 While evaluating road users' responsiveness to the campaign, Transport for NSW did not provide detailed discussion of the outcome of the campaign in relation to

²⁸⁹ Submission 75, Transport for NSW, p62

²⁹⁰ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, p72

²⁹¹ Submission 75, Transport for NSW, p48

²⁹² Submission 75, Transport for NSW, p48

²⁹³ Submission 75, Transport for NSW, p49

the rate of motorcycle fatalities and injuries. However, the submission did note that inexperience is a major contributor to motorcycle crashes with younger riders having the highest casualty rate per licence. In addition, motorcyclists aged 40 years and over are making up an increasing proportion of the road toll, particularly in the 50 to 59 age group, and there has been a similar trend with serious injuries. In response to current motorcycle casualty trends, Transport for NSW foreshadowed further evolution of the 'Ride to Live' campaign to ensure that it continues to maintain the awareness of the target audience and to be relevant and effective.

- 5.14 In the context of the safe system approach campaign effectiveness depends on an array of complementary actions and strategies underpinning public education. In addition to the 'Ride to Live' campaign, the NSW Motorcycle Safety Action Plan 2017-2019 will include a review of the current Motorcycle Graduated Licensing Scheme (GLS) to further improve road safety training for novice drivers and further activities will be implemented to encourage the take-up of post-licence training by older riders.²⁹⁴
- 5.15 The Committee noted the strong support for the 'Ride to Live' campaign received from representatives of the motorcycle community.²⁹⁵
- 5.16 A number of submissions and witnesses stressed the need for more robust enforcement measures in conjunction with public education to ensure effectiveness.²⁹⁶ Other witnesses pointed to the need for campaigns to be supported by face-to-face community mentor programs, particularly in relation to changing the attitudes of young road users.²⁹⁷

Campaign expenditure

- 5.17 Despite the Government's spending around \$20 million annually in road safety public education campaigns, numerous submissions and witnesses expressed concern at the lack of knowledge of the road rules exhibited by drivers on the road. Representatives of vulnerable road user advocates queried whether sufficient funds are being spent on public education about road rules.²⁹⁸
- 5.18 On the one hand academic road safety researchers cautioned that there are limits to what education can achieve with regard to behaviour change. The Committee heard that:

...giving people information does not change into behaviour. It does not translate into behaviour change. We know that fining people does. If you have threatened

²⁹⁴ Submission 75, Transport for NSW, pp49-50

²⁹⁵ Mr Brian Wood, Secretary, Motorcycle Council of NSW, Transcript of evidence 22 May, 2017, p40

²⁹⁶ Submission 24, Australian Cycle Alliance, p1; Submission 69, The George Institute for Global Health, p4; Mr Harold Scruby, Pedestrian Council of Australia, Transcript of evidence, 22 May 2017, p36

²⁹⁷ Mr Graham Spencer, Chair, Program Advisory Board, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, p45; Ms Jenny Davidson, State Coordinator, Driver Education Programs, Police Citizens Youth Clubs, Transcript of evidence, 22 May 2017, p48

²⁹⁸ Mr Ray Rice, Advocacy Manager, Bicycle NSW, Transcript of evidence, 22 May 2017, p65

something that is important to them, like a driver licence, then people are likely to change their behaviour. We do know that. We have very good evidence of that.²⁹⁹

- 5.19 On the other hand academic representatives agreed that public awareness campaigns are a necessary tool to complement police enforcement activity. Researchers urged, in particular, the continuation of campaigns on road rules, street signage, enforcement, speed (in conjunction with the use of point to point cameras), pedestrian safety, the rights of cyclists, drink driving, and sharing the road with different road users.³⁰⁰
- 5.20 At the same time witnesses urged the need for further research into more complex problem areas such as the circumstances contributing to road accidents and the reasons for non-compliance with the licensing system. They stressed that this was necessary in order to devise education campaigns which target areas that are currently poorly understood such as single vehicle accidents on rural roads and the significant presence of unlicensed drivers in accident statistics.³⁰¹

Feedback from road users

New and poorly understood road rules

- 5.21 The lack of knowledge of road rules and the apparent failure of drivers to keep abreast of new road rules was a recurrent theme throughout many submissions.³⁰² Submissions agreed that there must be further effort to encourage motorists to obey road rules. Some observed that road users will obey road rules if they make sense and are useful to travel.³⁰³ The National Motorists Association (NMAA) urged the development of a Highway Code following the example of Britain and France which publish reasons for rules.³⁰⁴ Others made the point that on-going public education about road rules is imperative given the impracticality of the police being able to universally enforce them.³⁰⁵

²⁹⁹ Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, pp16-17

³⁰⁰ Submission 69, The George Institute for Global Health, pp4-5; Associate Professor Teresa Senserrick, TARS, University of New South Wales, p19

³⁰¹ Mr Mick Savage, Manager, Roads and Transport Directorate, Institute of Public Works Engineering Australia, Transcript of evidence, 29 May 2017, p6; Ms Tracy Howe, Chief Executive Officer, NSW Council of Social Service, Transcript of evidence, 22 May 2017, pp 3-4; Ms Jenny Davidson, State Coordinator, Driver Education Programs, Police Citizens Youth Clubs, Transcript of evidence, 22 May 2017, p48; Submission 44, Transport and Road Safety (TARS) Research, University of New South Wales, p1; Submission 67, National Motorists Association Australia, p4

³⁰² Submission 12, Mr Gary Cook; Submission 16, Institute of Public Works Engineering Australia (NSW); Submission 18, Mr John Handley; Submission 19, Police Citizens Youth Clubs; Submission 20, Mr Michael King; Submission 24, Australian Cycle Alliance; Submission 32, Name suppressed; Submission 34, Mr Terry Craig; Submission 36, Ms Helia Wolfson; Submission 37, Dr John-Paul Bossi; Submission 38, Mr Derek Wolfson; Submission 39, Mr Geoff Ashton; Submission 40, Amy Gillett Foundation; Submission 41, Mr Tony Arnold; Submission 42, Mr Gilbert Grace; Submission 46, Mr Daniel Woodall; Submission 47, Bicycle NSW; Submission 53, Mr Daniel Endicott; Submission 54, Name suppressed; Submission 55, Australian Road Safety Foundation; Submission 57, Ms Julie Abbottsmith; Submission 59, The Law Society of New South Wales; Submission 62, Academy of Road Safety; Submission 64, Awesome Driving School; Submission 69, The George Institute for Global Health; Submission 71, Mr Ian Faulks; Submission 74, Pedestrian Council of Australia Limited

³⁰³ Submission 71, Mr Ian Faulks, p16

³⁰⁴ Submission 67, National Motorists Association Australia, p12

³⁰⁵ Submission 20, Mr Michael King, p2

Driver education

- 5.22 The 'Top 10 Misunderstood Road Rules in New South Wales' was released by Transport for NSW in November 2012 as a guide to help drivers to keep pace with changes to the NSW Road Rules which brought them into line with the Australian Road Rules. The guide was developed by the Centre for Road Safety from community feedback. It is available at every RMS registry across New South Wales and also online at the RMS website. The guide covers rules relating to roundabouts; pedestrians when turning; mobile phones; keeping left; using headlights and fog lights; U-turns; safe following distances; school zones; and yellow traffic lights.³⁰⁶
- 5.23 The guide has received the support of the Pedestrian Council of Australia (PCA). The PCA also indicated concern, however, at the continuing manifestation of confusion, lack of knowledge and lack of respect in driver behaviour on the roads. In its submission, the PCA raised the possibility that the problem of drivers misunderstanding the road rules is far worse than is generally realised. The PCA called for independent research to determine the extent of the problem including by observation of driver behaviour and by testing of road rules knowledge. Particular problem rules cited by the PCA were the give way rule at roundabouts and the rule of turning left and right at intersections.³⁰⁷
- 5.24 Mr Harold Scruby, Chief Executive Officer, PCA, emphasised the fatal consequences of drivers not understanding or obeying the road rules. He cited the example of the increased pedestrian death toll which, at the end of 2016, had risen 50 per cent on the three year average. Mr Scruby emphasised that to be fully effective, road rules education campaigns also needed to be supported by stronger enforcement action by police.³⁰⁸

New vehicle technology

- 5.25 Many submissions and witnesses referred to the need for education of road users about new safety features in vehicles including their operation; managing risks such as distraction and over-reliance on the technology; and the need for guidance on the selection and purchase of vehicles with safety features.³⁰⁹ Transport for NSW acknowledged that educating users of connected and automated vehicles (CAV) will be essential. The Committee noted that Transport for NSW is continuing to work with the National Transport Commission and Austroads on preparations for the introduction of automated vehicles.³¹⁰

³⁰⁶ Transport for NSW, *Top 10 Misunderstood Road Rules*, <http://roadsafety.transport.nsw.gov.au/downloads/top-10-misunderstood-road-rules.pdf>, accessed 18 September 2017

³⁰⁷ Submission 74, Pedestrian Council of Australia Limited, pp1-2

³⁰⁸ Mr Harold Scruby, Chief Executive Officer, Pedestrian Council of Australia Limited, Transcript of evidence, 22 May 2017, pp35-36

³⁰⁹ Submission 11, Mr Peter Macpherson, pp2-3; Submission 16, IPWEA (NSW) p19; Submission 19, Police Citizens Youth Clubs, p11; Submission 23, Mr Charles Lowe, pp7-8; Submission 30, NSW Driver Trainers Association p5; Submission 40, Amy Gillett Foundation, p5; Submission 55, Australian Road Safety Foundation, p11; Submission 66, Ian Luff Motivation Australia Pty Ltd, pp 5 & 13; Submission 67, National Motorists Association Australia, p7; Submission 70, Mr Len Woodman, pp3-4; Submission 71, Mr Ian Faulks, p8

³¹⁰ Submission 75, Transport for NSW, pp68 -69

Driver and other road user distraction

- 5.26 Vulnerable road user advocates pointed out that they make an effort to be well informed about road rules because it is cyclists and motorcyclists who stand to lose the most if there is an incident on the road. Bicycle representatives stressed that it is the responsibility of drivers of motor vehicles to ensure that road safety is achieved. While vulnerable road users commended the government's 'Get Your Hand Off It' campaign on mobile phone distraction, there was widespread concern that driver behaviour in relation to mobile phones continues to present an unacceptable road safety risk, particularly for cyclists and motorcyclists.³¹¹
- 5.27 Mr Brian Wood, Secretary, Motorcycle Council of NSW (Motorcycle Council), pointed to the additional hazard caused by drivers placing their mobile phone on the windscreen thus creating a blind spot which could obstruct their ability to identify a motorcycle rider in their proximity.³¹² Driver trainers and mentors expressed concern that most drivers do not understand the reduction in focus and attention caused by using mobile phones or other distractions while driving. Submissions also urged stronger promotion of the safe driving message with regard to distractions caused by emerging vehicle and driver/passenger interface systems.³¹³
- 5.28 Several submissions emphasised that there should be more enforcement action to support public education on mobile phone use in vehicles. The Australian Road Safety Foundation (ARSF) urged a ban on the use of mobile phones in government operated vehicles, accompanied by a community awareness campaign. Mr Stewart Nicholls, Business Development Manager, Ian Luff Motivation Australia Pty Ltd, commended a highly visible enforcement exercise undertaken by Western Australia police which involved police wearing shirts marked 'Mobile phone enforcement' riding in traffic and issuing on-the-spot fines to mobile phone users. He noted that the police action was supported by a social media campaign.³¹⁴
- 5.29 The NSW Advocate for Children and Young People informed the Committee that the recently introduced blanket ban on handling a mobile phone while driving for Learner, P1 and P2 licence holders may be too onerous for young people driving long distances in regional areas.³¹⁵

³¹¹ Ms Sara Stace, Secretary Australian Cycle Alliance, Transcript of evidence, 22 May 2017, p69; Submission 61, Bicycle Network, p17; Mr Ray Rice, Advocacy Manager, Bicycle NSW, Transcript of evidence, 22 May 2017, p65

³¹² Submission 25, Motorcycle Council of NSW, p4; Mr Brian Wood, Secretary, Motorcycle Council of NSW, Transcript of evidence, 29 May 2017, p45

³¹³ Submission 69, The George Institute for Global Health, p6; .Submission 19, Police Citizens Youth Clubs, p3; Submission 30, NSW Driver Trainers Association, p12; Submission 66, Ian Luff Motivation Australia Pty Ltd, p11; Mr Stewart Nicholls, Ian Luff Motivation Australia Pty Ltd, Transcript of evidence, 29 May 2017, p55

³¹⁴ Submission 12, Mr Gary Cooke, pp6-7; Submission 55, Australian Road Safety Foundation, p19; Submission 71, Mr Ian Faulks, pp6-7; Mr Stewart Nicholls, Ian Luff Motivation Australia Pty Ltd, Transcript of evidence, 29 May 2017, p55

³¹⁵ Submission 73, NSW Advocate for Children and Young People, p2

Driver education

- 5.30 A number of submissions and witnesses argued that passengers should be included in road safety education campaigns and that education should include a focus on the passenger's responsibility to reduce distractions.³¹⁶

Road sharing

- 5.31 Commenting on the Transport for NSW 'Top Ten Misunderstood Road Rules' campaign, Mr Carlon informed the Committee that:

I spent a lot of time on radio answering those misunderstood road rules and trying to get the community to understand the safety risks and how to share the road in a responsible manner.

- 5.32 Mr Carlon confirmed that Transport for NSW would continue to engage with the community regarding the need for mutual respect of road users in sharing the road environment, particularly in view of the increase in active transport on New South Wales roads. He said that the 'A Metre Matters' minimum distance passing rule had been introduced in New South Wales for cyclists to manage the road sharing risks.³¹⁷

- 5.33 However, bicycle advocates questioned the adequacy of the 'Go Together Campaign' which was launched in March 2016 with the introduction of the new road rules for sharing the road with bicycles.³¹⁸ Ms Sara Stace, Secretary, Australian Cycle Alliance, informed the Committee:

There has been very little enforcement of the minimum passing distance legislation. There is also very low awareness among drivers in general and low awareness of the need to leave that distance every time they pass every bicycle rider in every situation. There is a lot of misunderstanding about how that legislation applies.³¹⁹

- 5.34 The Amy Gillett Foundation advised that it had noted an improvement in the jurisdictions where passing distance rules have been introduced. On the other hand, Dr Rob Katz, Chair, Research and Policy Advisory Committee, Amy Gillett Foundation, observed:

However, there is a lot of sketchiness about the details in drivers' minds. That probably applies across the board to a lot of other rules; it is not limited to the overtaking distance legislation.³²⁰

- 5.35 Motorcyclist representatives also stressed the need for drivers to be educated about interacting safely with motorcycles allowing for the speed differential

³¹⁶ Submission 12, Mr Gary Cooke, pp6-7; Submission 16, Institute of Public Works Engineering Australia (NSW), p5; Submission 19, Police Citizens Youth Clubs, p22; Submission 40, Amy Gillett Foundation, p6; Submission 50, Road Safety Education Limited, pp4-6; Submission 66, Ian Luff Motivation Australia Pty Ltd, pp5 & 15; Mrs Erin Vassallo, Chief Executive Officer, Blue Datto Foundation Limited, Transcript of evidence, 22 May 2017, p44

³¹⁷ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017. p72

³¹⁸ Mr Ray Rice, Advocacy Manager, Bicycle NSW, Transcript of evidence, 22 May 2017, p65

³¹⁹ Ms Sara Stace, Secretary, Australian Cycle Alliance, Transcript of evidence, 22 May 2017, p65

³²⁰ Dr Rod Katz, Chair of the Research and Policy Committee, Amy Gillett Foundation, Transcript of evidence, 22 May 2017, p65

between motorcycles and bicycles and the different manoeuvrability of motorcycles in using road space.³²¹

- 5.36 The adequacy of education for drivers as to how to interact safely with heavy vehicles was another aspect of road sharing raised in evidence.³²² The Amy Gillett Foundation referred to online and face-to-face education products which it is developing in partnership with the transport industry and as part of a public engagement working group in Victoria to improve the awareness of truck drivers about sharing the road with vulnerable road users.³²³

Disadvantaged drivers

- 5.37 Evidence received from academic researchers and indigenous advocates pointed to the need to ensure that campaigns targeting disadvantaged road users are also appropriate for people who have low literacy. Legal advocates were particularly concerned that changes to road rules should be communicated effectively to indigenous communities and that there is ongoing consultation to ensure that driver education programs are culturally appropriate.³²⁴ In addition, witnesses emphasised the importance of communities being able to take ownership of campaigns if they are to be effective.³²⁵
- 5.38 Transport for NSW has expressed its confidence that technological solutions will be able to assist disadvantaged road user groups including Aboriginal, rural and remote, and culturally and linguistically diverse communities, by making road safety education and training more accessible and tailored to specific needs. Transport for NSW noted that agency partnerships will enable new opportunities for e-learning pathways. It advised that consultations will be held with a range of relevant agencies to explore online learning opportunities and the use of interactive educational resources.³²⁶

Safe driving for older drivers

- 5.39 Evidence presented to the inquiry by academic researchers and road safety educators and trainers indicated the need for awareness campaigns to be directed to older drivers to inform them about changes to road rules; available support services, should they wish to retire from driving; and modern safety features in vehicles which may help them to continue safe driving.³²⁷ Submissions further suggested that education campaigns could usefully be conducted by holding regular workshops in nursing homes and retirement villages.³²⁸ The National Roads and Motorists Association (NRMA) advised that 3,000 older

³²¹ Submission 25, Motorcycle Council of NSW, p5

³²² Submission 25, Motorcycle Council of NSW, p5; Submission 40, Amy Gillett Foundation, p5

³²³ Submission 40, Amy Gillett Foundation, p5

³²⁴ Submission 49, Aboriginal Legal Service (NSW/ACT) Limited, p3; Submission 59, The Law Society of New South Wales, p2

³²⁵ Professor Jack Beetson, Executive Director, Literacy for Life Foundation, Transcript of evidence, 22 May 2017, p2; Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p11

³²⁶ Submission 75, Transport for NSW, p13

³²⁷ Submission 69, The George Institute for Global Health, pp3&6; Submission 55, Australian Road Safety Foundation p12

³²⁸ Submission, 64 Awesome Driving School, p2 ; Submission 55, Australian Road Safety Foundation p12

drivers attended their 'Years Ahead' seminars in 2016 which discussed road rules, safe driving tips and the older driver assessment system.³²⁹

- 5.40 Alzheimer's Australia NSW pointed to the need for more information resources in the form of brochures and booklets to inform drivers about their responsibility when driving after a diagnosis of dementia. They also pointed to the need for culturally appropriate resources for sufferers of dementia in Aboriginal and culturally and linguistically diverse communities.³³⁰ Information on Disability and Education Awareness Services (IDEAS) urged the need to establish an RMS information hub to help people with a disability locate information about how to obtain driver training and fitness assessments, as well as information on modified vehicles.³³¹
- 5.41 There was also evidence to suggest that consideration should be given to targeting specific campaigns to elderly drivers in rural and regional areas. The George Institute for Global Health pointed out that reluctance to retire from driving is common across metropolitan, rural and regional areas. However, the implications are likely to be greater outside metropolitan areas where there are fewer transport alternatives.³³²
- 5.42 Transport for NSW expressed confidence that vehicles with safety features will support the emerging population of older drivers allowing many of them to continue to drive safely. It also pointed to the use of technology to deliver e-learning to older drivers about support services via linkages to websites across government agencies. The Transport for NSW *First Stop Transport* was cited as an example of an information resource which could induct retirees into using public transport options.³³³
- 5.43 Transport for NSW advised that an evaluation is being undertaken to assess the effectiveness of the older driver licensing system on road safety outcomes for older drivers. The findings will inform the development of a comprehensive policy response during 2017 and may include initiatives such as the use of technological solutions to further improve communication and educational programs for older drivers.³³⁴

Safe driving in both familiar and unfamiliar environments

- 5.44 A number of submissions noted an over-representation of rural and regional areas in crash statistics.³³⁵ The value of specific campaigns to target the causes of rural and regional crashes, especially speed and fatigue, was also discussed.³³⁶ Another frequently mentioned issue was the need to train drivers for specific

³²⁹ Submission 51, National Roads and Motorists Association, p2

³³⁰ Submission 21, Alzheimer's Australia NSW, p 13

³³¹ Submission 33, Information on Disability & Education Awareness Services, p3

³³² Submission 17, Combined Pensioners and Superannuants Association p11; Submission 23, Mr Charles Lowe p12; Submission 69, The George Institute for Global Health, p5

³³³ Submission 75, Transport for NSW, pp12-13

³³⁴ Submission 74, Pedestrian Council of Australia, p6

³³⁵ Submission 17, Combined Pensioners and Superannuants Association, p10; Submission 69, The George Institute for Global Health, p5

³³⁶ Submission 61, Bicycle Network, p10

road conditions.³³⁷ Some submissions asserted that the causes of road fatalities and injuries were equally relevant to metropolitan and rural areas and all drivers should be trained to a common standard across a range of conditions regardless of the geographic location in which the learner lived.³³⁸ On the other hand, driver trainers noted the difficulty of accessing the different driving environments due to Australia's long distances.³³⁹ Some suggested the need for online education to fill the gaps.³⁴⁰

- 5.45 Submissions identified a range of rural and regional issues which are connected with the high death rates on regional roads. These included higher speeds; less police enforcement; lower seat belt use; drink driving; driver fatigue; greater risk-taking; lack of income resulting in poor maintenance of vehicles; and older drivers' vehicle dependency due to lack of public transport. In addition, the Institute of Public Works Engineering Australia (IPWEA) urged that education be expanded to include changing road conditions, particularly at worksites; navigating rural unsealed roads; and safety precautions when encountering flooded roads.³⁴¹
- 5.46 While the NSW Government submission did not provide detailed information about advertising directed to rural and regional areas, Mr Carlon confirmed that educational and enforcement measures were being targeted from a geographic perspective to address increases in fatigue and speed related crashes, light truck crashes, and pedestrian fatalities.
- 5.47 Mr Carlon explained that the Centre for Road Safety continually updates education programs to ensure that they are relevant in that context. As an example, he outlined how the fatigue education campaign, which had previously been focused on long-haul and holiday trips, has been reshaped into the 'Don't Trust Your Tired Self' campaign to address the 50 per cent rise in casualty rates occurring in metropolitan areas.³⁴²
- 5.48 Mr Carlon also underlined the important role which enforcement has played in regional areas to reduce the road toll. He assured the Committee that an increase in heavy vehicle crashes which occurred regionally in 2009-10 had been successfully reduced as a result of the speed camera program for average speed cameras which was implemented in regional New South Wales.³⁴³
- 5.49 In relation to the road safety of young drivers in rural areas, the Transport for NSW submission highlighted the program which it has established in partnership with NSW Technical and Further Education (TAFE) is aimed at young males and

³³⁷ Submission 16, Institute of Public Works Engineering Australia (NSW), p22

³³⁸ Submission 19, Police Citizens Youth Clubs, p20; Submission 55 Australian Road Safety Foundation, p14; Submission 40, Amy Gillett Foundation, p6; Submission 54, Name suppressed, p2; Submission 66, Ian Luff Motivation Australia Pty Ltd, p1; Submission 67, National Motorist Association Australia, p10

³³⁹ Submission 23, Mr Charles Lowe, p12; Submission 26, Mr Nigel Withers, p3

³⁴⁰ Submission 58, Australian Driver Trainers Association, p6

³⁴¹ Submission 16, Institute of Public Works Engineering Australia (NSW), p25

³⁴² Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, p63

³⁴³ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, p63

Driver education

provisional licence holders in regional locations. These young drivers are travelling long distances for work and education, and are likely to be driving solo for the first time and to be driving at higher speeds. The program provides a range of targeted messages in relation to speed, fatigue, animals on rural roads, mobile phone use, and drink and drug driving.³⁴⁴

- 5.50 Transport for NSW has also forecast that technological solutions will offer opportunities to address the rural deficit of road safety education and training. It cautioned, however, that more work will have to be done, including consultation with other relevant Government agencies, in order to understand the barriers faced by various disadvantaged road user groups and to design programs which are accessible and tailored to need.³⁴⁵

Making safe driving choices

- 5.51 Transport for NSW expressed its strong commitment to encouraging government and corporate fleets and the public at large to become informed about driver assist technologies, and to purchase Australasian New Car Assessment Program (ANCAP) rated vehicles. Mr Carlon stressed the important role which government and industry must play in setting an example to the public by implementing vehicle purchasing policies and workplace education with regard to the safety advantages of five-star rated ANCAP vehicles. In relation to the NSW Government's safe vehicle purchasing policy, Mr Carlon advised:

It will mean that as the vehicle fleet rolls over within the Government... those vehicles will get into the second-hand market very quickly. We will have available in the market much more of those safety features like automatic emergency braking, lane-assist technologies and adaptive cruise control, all of which are going to add safety features to our vehicles. I think at a national level a conversation about incentivising, whether it is through insurance systems or otherwise, getting our most vulnerable and overrepresented parts of the population in those vehicles—our older drivers and our younger drivers—is a really worthy thing to do.³⁴⁶

- 5.52 The NSW Government is also contributing to inter-jurisdictional consultations, auspiced by the National Transport Commission and Austroads, to identify and address issues which may currently impede the safe and reliable introduction of automated vehicle technology.³⁴⁷

Comment

- 5.53 The NSW Government conducts multi-pronged driver education campaigns to promote safe driving and road use to licensed drivers and all road users.
- 5.54 While we received many submissions critiquing past and present campaigns, and offering ideas for new campaigns, New South Wales' performance in achieving historically low levels of road fatalities is testament in part to the success of this campaigning.

³⁴⁴ Submission 75, Transport for NSW, pp39-40

³⁴⁵ Submission 75, Transport for NSW, p42

³⁴⁶ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transport for NSW, Transcript of evidence, 29 May 2017, pp71 & 74

³⁴⁷ Submission 75, Transport for NSW, p69

- 5.55 We believe it is important to continue this successful approach and are pleased at the evidence presented by the NSW Government witnesses in this regard.

Publishing campaign evaluations

- 5.56 Some witnesses called for Transport for NSW to publish the results of its evaluations of campaigns in order to better understand the impact of individual campaigns. We believe this is a reasonable proposition which will lead to more informed debate about which campaigns are more or less successful in educating the community.
- 5.57 We commend the commitment which Transport for NSW has given to the design, implementation and evaluation of the 'Ride to Live' campaign. Ultimately the success of this campaign can be judged by the support it has received from the motorcycle community which agreed that it has been very successful.

Consultation, liaison and partnership

- 5.58 We attach particular significance to the involvement of the principal motorcycle advocacy organisations throughout the 'Ride to Live' campaign and consider this to be a model for the achievement of success in campaigns generally. We urge Transport for NSW to continue to consult with representatives of road user groups in the design and implementation of all public education campaigns. We also urge Transport for NSW to provide more detailed analysis of its campaign strategies and outcomes in its annual reporting and on its website.
- 5.59 Regarding enforcement, we urge Transport for NSW to more comprehensively report on its partnership with NSW Police in relation to the linkages between enforcement activities and public education strategies.
- 5.60 In order to ensure that road safety education and training programs are calibrated with public education campaigns, we believe that Transport for NSW should establish a more formal consultative mechanism with relevant community organisations, professional driver trainers, and the education sector to share information and develop strategies. It is important, for example, to ensure through consultation that advertising, education campaigns, and learning resources for disadvantaged drivers are culturally sensitive and appropriate. It is also important for Transport for NSW's campaigning to reflect the special needs of the ageing population, and of drivers in rural and regional areas.
- 5.61 We noted that the NSW Government submission did not provide information about any initiatives taken to educate truck drivers about sharing the road with other road users. Conversely there is a need for ongoing education to ensure that drivers of light vehicles and vulnerable road users are aware of how to interact with heavy vehicles, such as allowing them extra space for turning and braking. We urge Transport for NSW to explore with the transport industry opportunities to develop road safety messages which target drivers of both light and heavy vehicles about their responsibility to interact safely with each other and with vulnerable road users.
- 5.62 We note that the information which Transport for NSW provided regarding its road safety campaigns did not include reference to education campaigns

Driver education

conducted in consultation with the corporate sector. Transport for NSW should explore opportunities for partnerships with the transport industry in the design and implementation of its public education campaigns.

Vehicle procurement policy

5.63 We commend Transport for NSW's vehicle procurement policy which will stimulate the fastest possible transition of the New South Wales vehicle fleet to the adoption of the new vehicle safety technologies. We urge Transport for NSW to formally consult with the corporate sector on the development of public and workplace education campaigns to empower fleet managers and individual drivers to make responsible and informed purchases of vehicles.

Expenditure

5.64 Whether there should be more expenditure on advertising or on the research and analysis which underlies it, is difficult for us to judge without further detailed reporting by Transport for NSW on the design, implementation and outcome of its campaigns and how it prioritises expenditure. However, in light of the evidence, we consider that the expenditure on advertising is proportionate to the impressive range of road safety education problems which Transport for NSW has sought to address. At the same time, we reiterate our earlier finding regarding the need for more precise and comprehensive collection and analysis of research data in order to inform campaign strategies and priorities, and to ensure that Transport for NSW achieves maximum effectiveness from its significant financial investment in driver education.

Future campaigning

5.65 We heard many calls for particular campaigns to be formulated or extended. While we recognise that road safety messaging is complex and campaigning is a crowded space, we endorse the NSW Government's current campaigning and propose the following subjects for future campaigns:

- (a) New vehicle technology and the need for drivers to be educated about its road safety benefits and how to use it to achieve these benefits
- (b) Driver and other road user distraction, with particular emphasis on the dangers for vulnerable road users
- (c) Road sharing
- (d) Pedestrian, motorcycle, bicycle and heavy vehicle awareness
- (e) New and poorly understood road rules such as the minimum passing distance rule with bicycles
- (f) Safe driving in both familiar and unfamiliar environments, with an emphasis on safe driving on country roads
- (g) Safe driving for and around older drivers, with an emphasis on how older drivers can identify practical transport alternatives and find support to manage their retirement from driving if necessary

- (h) Making safe driving choices including selecting safer vehicles and properly maintaining vehicles.

Recommendation 21

The Committee recommends that Transport for NSW publish evaluations of the effectiveness of driver education campaigns in order to better inform and engage the community in the formulation of future campaigns.

Recommendation 22

The Committee recommends that Transport for NSW conduct future driver education campaigns with an emphasis on the development and demonstration of safe driving attitudes, which address the following topics:

- **New vehicle technology and the need for drivers to be educated about its road safety benefits and how to use it to achieve these benefits**
- **Driver and other road user distraction, with particular emphasis on the dangers for vulnerable road users**
- **Road sharing and pedestrian, motorcycle, bicycle and heavy vehicle awareness**
- **New and poorly understood road rules such as the minimum passing distance rule with bicycles**
- **Safe driving in both familiar and unfamiliar environments, with an emphasis on safe driving on country roads**
- **Safe driving for and around older drivers, with an emphasis on how older drivers can identify practical transport alternatives and find support to manage their retirement from driving if necessary**
- **Making safe driving choices including selecting safer vehicles and properly maintaining vehicles**

The role of Local Government

- 5.66 An important channel for NSW Government road safety campaigns lies at the local government level. Funding for local community road safety education is provided via a partnership program which exists between the government road safety authorities and local government. In addition, community groups delivering road safety education can apply for grants to fund their activities. The NSW Government submission outlined the details of the NSW Local Government Road Safety Program (LGRSP) and the Community Road Safety Grants Program.³⁴⁸
- 5.67 Evidence received from the IPWEA stressed the front line role played by local government Road Safety Officers (RSO) who are part-funded by Transport for NSW to be specialist road safety educators within councils, and who are responsible for holding forums, localising statewide campaigns, and delivering

³⁴⁸ Submission 75, Transport for NSW, pp 60-61

community level programs.³⁴⁹ The IPWEA's submission urged the need for funding of the LGRSP to be extended to require every local council to employ a local RSO.³⁵⁰ Transport for NSW advised that the program funds over 70 road safety officer positions across over 80 councils, with some officers working across a number of councils.³⁵¹

- 5.68 The Committee received evidence to suggest that, based on the experience of some community educators, the delivery of local education programs supporting major campaigns at the local level may not be functioning optimally. Dr Katz advised:

At the Amy Gillett Foundation we have been running the 'It's a two way street' program for a number of years. That is in conjunction with local councils who show a willingness to take it up. It is subject to the vagaries of funding and the ability to find those local council partners. Where we have been able to do it we believe that it has worked well. Again, it would be wonderful to have more research around the precise effectiveness of those campaigns. Figuring out whether you have spent your campaign dollar wisely is always a huge challenge.³⁵²

- 5.69 The Committee asked to what extent RMS or Transport for NSW required formal reporting from RSOs to give feedback about their community engagement and for planning and development of further campaigns. Transport for NSW advised that it has recently jointly implemented with RMS a new Road Safety Officer online system to capture information about all RSO projects across the state. The online system requires reporting by RSOs of objectives and strategies in relation to specific local road safety issues, regular milestone reporting, and evaluation of specified objectives.³⁵³

- 5.70 Transport for NSW further advised that the new system will assist with the continuous improvement of road safety projects under the LGRSP and with the delivery of effective outcomes. In addition, Transport for NSW confirmed that insights gathered from the delivery of regional and local projects are taken into account when statewide campaigns are developed.³⁵⁴

Finding 15

We find that Local Government could be utilised more effectively to deliver driver education.

Comment

- 5.71 We received evidence on behalf of local government that councils are an under-utilised resource for promoting road safety messages to the community.

³⁴⁹ Mr Mick Savage, Manager, Roads and Transport Directorate, Institute of Public Works Engineering Australia, Transcript of evidence, 29 May 2017, p4

³⁵⁰ Submission 16, Institute of Public Works Engineering Australia, p5

³⁵¹ Submission 75, Transport for NSW, p60

³⁵² Dr Rod Katz, Chair of the Research and Policy Committee, Amy Gillett Foundation, Transcript of evidence, 22 May 2017, p70

³⁵³ Answers to supplementary questions, Transport for NSW, Question 5

³⁵⁴ Answers to supplementary questions, Transport for NSW, Question 5

- 5.72 The Road Safety Officer Program was promoted as a local resource for partnering with state authorities in coordinated campaigning.
- 5.73 We are unsure whether this program is still viable given reports that a substantial number of councils no longer employ a road safety officer.
- 5.74 We were pleased to learn that there is now a more formalised system for reporting on campaign implementation by RSOs in local councils. However, in order to fully evaluate the effectiveness and efficiency of community workshops and programs, Transport for NSW and RMS should also seek feedback from community organisations working with local councils.
- 5.75 We have recommended, therefore, that Transport for NSW review, in consultation with councils and their representatives, the role of local government and particularly, the Road Safety Officer Program, to determine if the Program is viable and can be better utilised than at present.

Recommendation 23

The Committee recommends that Transport for NSW review, in consultation with councils and their representatives, the role of local government and particularly, the Road Safety Officer Program, in delivering road safety education.

Sanctions, rewards and incentives

- 5.76 Some submissions discussed the relative merit of sanctions and incentives in educating drivers about safe driving.
- 5.77 The sanctions imposed on learner and provisional drivers are discussed earlier in this report, including discussion of the potential to offer concessions to provisional drivers who commit low range offences.

Fair Go for Safe Drivers

- 5.78 The NSW Government offers a 50 per cent discount on licence renewal fees for eligible drivers with a good driving record.³⁵⁵
- 5.79 Eligible drivers must have held an unrestricted New South Wales licence continuously for five years and have no disqualifying offences recorded in those five years.

Other proposed incentives

- 5.80 Mr Bill Woods submitted that drivers with long term clear driving records should receive even greater recognition. He proposed that drivers with a gold licence and no demerit points lost in ten years should be exempted from older driver assessment, although not medical assessment, unless and until they lose a demerit point for any reason.³⁵⁶

³⁵⁵ <http://www.rms.nsw.gov.au/roads/licence/driver/renew-replace.html>, accessed 18 September 2017

³⁵⁶ Submission 77, Mr Bill Woods, p1

Driver education

- 5.81 Several submissions proposed schemes for rewarding safe driving or for undertaking specified driver training. Mr Ronak Shah, Academy of Road Safety, proposed both licence discounts and cheaper insurance premiums as incentives for drivers to undertake courses and even for parents to have their children professionally trained.³⁵⁷
- 5.82 In its submission, the Insurance Council of Australia (ICA) suggested it is challenging for insurers to reduce premiums for drivers who have undertaken courses when both the effectiveness of courses and the behaviour of drivers subsequent to their training may be difficult to judge.³⁵⁸
- 5.83 The Committee's attention was also drawn to the role of technology in measuring driver performance, enabling insurance premiums to be adjusted to reward safe driving. Mr Ian Faulks noted that Pay How You Drive insurance products, available in the United Kingdom and United States, use global positioning system (GPS) technology to send information to the insurer who then evaluates continuously how well the car is driven.³⁵⁹ The ICA confirmed that telematics are being used in the Australian insurance industry to obtain data from customers in order to better assess risk and price accordingly.³⁶⁰

Road speed awareness course

- 5.84 The Committee received a supplementary submission from the National Roads and Motorists Association (NRMA) proposing that New South Wales adopt a United Kingdom scheme where a Road Speed Awareness Course is offered as an option to first-time low range offenders in place of a fine.³⁶¹
- 5.85 The Committee noted that the NSW Government considered this proposal in 2015 in response to the Committee's report into speed zoning and its impact on the demerits points scheme, but chose not to adopt it.³⁶²
- 5.86 The NRMA believes that this proposal continues to have merit as a response to the current increasing road toll after the long period of decrease. It argued that the scheme will be an effective response to careless or inattentive behaviour by first-time low range offenders, and is not an option for serious offenders. Under the scheme eligible drivers would attend a speed awareness course at their own expense in place of the current penalty regime. The NRMA quoted United Kingdom Government statistics which show the scheme is widely used in the United Kingdom, and the Committee understands a United Kingdom Government evaluation of the scheme is expected shortly.³⁶³

³⁵⁷ Submission 62, Mr Ronak Shah, p1

³⁵⁸ Submission 76, Insurance Council of Australia, p2

³⁵⁹ Submission 71, Mr Ian Faulks, p25

³⁶⁰ Submission 76, Insurance Council of Australia, p2

³⁶¹ Submission 51a, National Roads and Motorists Association, p1

³⁶² <https://www.parliament.nsw.gov.au/committees/inquiries/Pages/inquiry-details.aspx?pk=1984#tab-governmentresponses>, accessed 18 September 2017

³⁶³ Submission 51a, National Roads and Motorists Association, p1

Comment

- 5.87 We note that calls for greater incentives and rewards for safe driving are always popular. The Fair Go for Safe Drivers discount is a significant reward, and there may be scope for extended or additional rewards. We have recommended above an investigation of opportunities to reward provisional drivers for safe driving.
- 5.88 We agree that the NRMA proposal for a road speed awareness course has merit and is worthy of investigation.

Recommendation 24

The Committee recommends that Transport for NSW examine and publicly report on the proposal by the NRMA for the replacement of fines for low range driving infringements with the option of road safety courses.

Chapter Six – Regulation of driver trainers

Summary

This chapter discusses the regulation of driver trainers, both professional and non-professional.

It is relevant to terms of reference:

- d) The needs of driver trainers, both professional and non-professional
- g) The costs of driver training standards and how they should be allocated.

In Chapter Six we consider the current regulation of professional driver trainers and evidence from the industry suggesting improvements. This includes further discussion of the learner log book program and the discounting scheme discussed in Chapter Two.

We find that regulation of professional trainers is under-developed and recommend that current regulations be reviewed and improvements identified through formal liaison with the industry.

We also consider the reliance for training learner drivers on non-professional trainers ie volunteers and mentors.

We review evidence proposing more training for parent volunteers and the role of community mentor programs.

We find that the regulation of non-professional driver trainers is limited and recommend consideration of whether some training for non-professional trainers should be mandated. We recommend that learner drivers trained by qualified community mentors should also qualify for the learner driver log book discount.

Professional driver trainers

Current regulation

Statutory requirements

- 6.1 Professional driver instructors, including motorcycle rider instructors, must meet the requirements of the *Driving Instructors Act 1992* and accompanying Regulation.³⁶⁴ The primary objectives of the Act are to combat corruption and malpractice within the industry; to keep persons who are considered unfit to hold a driving instructor's licence out of the industry; and ensure that both current licensees and future applicants have successfully completed an approved training course. To improve accountability and to facilitate the effective monitoring of their operations, driving schools and licensed driving instructors are required to establish and maintain a proper system of records and to produce those records

³⁶⁴ Submission 75, Transport for NSW, p47

for inspection by police or authorised officers.^{365 366} These legislative provisions were developed following an investigation by the Independent Commission Against Corruption (ICAC) into driver licensing and were formulated with the intention of restoring public confidence in the licensing system.³⁶⁷

Professional development

6.2 Conversely, evidence received from representatives of the driver trainer industry has stated that:

Due to the lack of any requirements for further professional development, up skilling or reassessment of ability, the professional driver training industry is essentially self-regulated. Whilst we are bound by an Act and Regulations, there is little, if any, third party regulation of this sector. Professional development is mostly on a voluntary basis and is carried out usually by the industry associations.³⁶⁸

6.3 The NSW Driver Trainers Association (NSWDTA) further observed that as training for instructors is on a user pays basis, many industry members will not join professional organisations or pursue continuing education unless they are made to or there is some sort of financial incentive.³⁶⁹ In the view of the professional associations, professional development for driving trainers should be a requirement not an option.³⁷⁰

6.4 The renewal of a driving instructor's licence occurs every five years and involves passing a computer-based knowledge test.³⁷¹ There is currently no further training or assessment requirement or any other form of professional development requirements to retain or renew a licence. Roads and Maritime Services (RMS), confirmed that:

At this stage, Roads and Maritime Services does not have an ongoing role in the professional development and ongoing training of driver instructors as such through any professional development.³⁷²

Transport for NSW training requirements

6.5 Transport for NSW informed the Committee that the qualification process for professional driver trainers and rider trainers includes medical, police and working with children checks; a 90 question Driver Knowledge Test on road rules; a driving test or Motorcycle Operator Skills Test; a letter of eligibility, a driving instructor training course, a Certificate IV in Transport and Logistics (Car, Truck, Motorcycles) and a Regulator Final Assessment. Driving instructors must also

³⁶⁵ NSW Government, NSW Legislation, *Driving Instructors Act 1992*, No 3, Part 5, <https://www.legislation.nsw.gov.au/#/view/act/1992/3/part5>, accessed 18 September 2017

³⁶⁶ NSW Government, NSW Legislation, *Driving Instructors Regulation 2016*, Clause 9, <https://www.legislation.nsw.gov.au/#/view/regulation/2016/542/sec9>, accessed 18 September 2017

³⁶⁷ Legislative Assembly, Hansard, *Driving Instructors Bill*, Second Reading, 25 February 1992

³⁶⁸ Submission 30, NSW Driver Trainers Association, p4

³⁶⁹ Submission 30 NSW Driver Trainers Association, pp5 & 15; Mr Anthony Cope, President, NSW Driver Trainers Association, Transcript of evidence, 22 May 2017, p31

³⁷⁰ Submission 30, NSW Driver Trainers Association, p5; Submission 58, Australian Driver Trainers Association, p5

³⁷¹ Submission 30, NSW Driver Trainers Association, p3

³⁷² Ms Melinda Bailey, Executive Director, Compliance and Regulatory Services, Roads and Maritime Services, Transcript of evidence, 29 May 2017, pp63-64

comply with the RMS 'Fit and Proper' policy and be competent in language, literacy and numeracy. Additional or alternative qualifications apply depending on the area of instruction, for example older driver assessments; the Safer Drivers Course; courses for high risk drivers such as the Traffic Offenders Intervention Program (TOIP); or training for heavy vehicle drivers.³⁷³

6.6 On the other hand, driver trainer representatives noted the sometimes poor quality of training provided through Registered Training Organisations (RTO). In particular they expressed concern that the authority to make the final assessment of an instructor has been transferred from RMS to the RTOs with the result that an independent check is not performed before the instructor is issued with the licence.³⁷⁴

6.7 In addition, the evidence received suggested that the instructors teaching in NSW may not have qualifications of a consistent standard due to interstate variations in training requirements. The Committee heard:

Sadly, the course is also offered by several interstate providers, and the RMS will accept their certificates. We have heard of people being away for as little as two or three days and coming back with a certificate IV driving instructor qualification. Having chatted with them, we have found that they spent less than one hour in the motor vehicle.³⁷⁵

Provider accreditation

6.8 Courses such as the Safer Driver Course and the Driver Licensing Access Program (DLAP) are delivered through a range of providers in multiple locations across New South Wales. Transport for NSW advised that appropriately qualified trainers are selected through a tender process. In the case of the Safer Driver Course, only RMS accredited providers are permitted to deliver the course with trainers who have the required qualifications and have a specifically designed Safer Driver Course Training Program for Facilitators and Coaches. The training program includes the course curriculum, delivery modes, road safety information and building the capacity of trainers to facilitate or coach more effectively. Providers are required to deliver the course in accordance with the materials developed by the Centre for Road Safety.³⁷⁶ However, evidence was also presented which suggested that the safer driving program in New South Wales is implemented inconsistently across the state.³⁷⁷

Provider management audit

6.9 As part of an evaluation of the Safer Driver Course which commenced in June 2014 and has yet to be completed, a provider management audit and quality assurance evaluation was conducted in 2015. Transport for NSW advised that the provider management audit revealed issues with providers, including Workplace

³⁷³ Submission 75, Transport for NSW, pp63-64

³⁷⁴ Submission 30, NSW Driver Trainers Association, p4

³⁷⁵ Mr Michael Humphries, General Manager, Australian Driver Trainers Association, Transcript of evidence, 22 May 2017, p27

³⁷⁶ Submission 75, Transport for NSW, pp38-39

³⁷⁷ Professor Rebecca Ivers, Director Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p16

Health and Safety (WHS) policies, ensuring trainers' accreditation, administration of the management processes and records management.³⁷⁸

- 6.10 Flawed trainer performance was also identified in the quality assurance evaluation. Issues cited included the tendency of some driving coaches to adopt the more traditional driving instructor role, and trainers straying away from the coaching and peer mentoring approach. Specific examples included coaches providing tips for passing the driving test, little use of questioning and limited discussion of crash risk. Transport for NSW confirmed that it will continue to work with stakeholders to improve the design and delivery of the Safer Driver Course in line with evidence-based, best practice approaches.³⁷⁹

'3 for 1' scheme

- 6.11 As discussed earlier, under the NSW Graduated Licensing Scheme (GLS), young learner drivers (16-25 years) must have completed and entered in their log book 120 supervised driving hours before attempting an on-road driving test. To assist learners in achieving this, learner drivers who complete a one hour structured driving lesson with a fully licensed driving instructor can record three hours driving experience in their learner driver log book under the '3 for 1' scheme. To be eligible for the scheme, the driving instructor must develop each structured lesson in conjunction with the supervising and learner drivers. Each lesson must aim to develop and enhance the learner driver's practical application of low-risk driving principles, as outlined in the learner driver log book.³⁸⁰
- 6.12 A maximum of 10 hours of lessons is accepted and recorded as 30 hours in the learner driver log book. This means that learners who undertake 10 hours of professional instruction obtain a 20 hour discount from learner driver log book requirements. The result is that these learners are only required to undertake 100 actual hours of driving practice.³⁸¹
- 6.13 In conjunction with the 3-for-1 discount driver trainers are responsible for the accurate and honest maintenance of the learner log book and, signing off on structured lessons and maintaining structured lesson plans.³⁸² The NSWDTA advised:

The purpose of these documents was to try and ensure that any instructor who was granting extra hours was providing training to a high standard and delivering structured learning to clients. In reality, *any* driving instructor has been able to grant extra hours in the log book and nobody has been checking on the quality of the training.³⁸³

³⁷⁸ Submission 75, Transport for NSW, p39

³⁷⁹ Submission 75, Transport for NSW, p39

³⁸⁰ Submission 75, Transport for NSW, p39

³⁸¹ Submission 75, Transport for NSW, p39

³⁸² Roads and Maritime Services, *Instructions for fully licensed driving instructors, learner drivers and supervising drivers*, <http://www.rms.nsw.gov.au/documents/about/forms/45071488-structure-lesson-record-keeper.pdf>, accessed 21 July 2017

³⁸³ Submission 30, NSW Driver Trainers Association, p14

Log book audits and communications

- 6.14 Following the public hearings, the Committee sought further information from Transport for NSW regarding its approach to auditing log books and the findings arising from audits. Transport for NSW advised that, in the case of light vehicle licences, log books are checked by the Testing Officer at the time the learner sits the driving test. However, it went on to state that log books are not a tool to conduct compliance audits as is the case with log books completed by applicants for heavy vehicle licences under the Heavy Vehicle Competency Based Assessment (HVCBA) program.³⁸⁴
- 6.15 The evidence also did not explain to what extent Transport for NSW and RMS hold communications with professional driver trainers about professional standards, changed road rules or other matters. In response to questions sent following the public hearing, Transport for NSW confirmed that it does communicate with industry bodies for driver trainers; with RTOs providing training for heavy vehicle instructors; and with motorcycle rider training providers. However, it provided no further details regarding the frequency or purpose of those communications.³⁸⁵ In addition to the lack of record audits, the NSWDTA regretted the discontinuation of information nights held by the RMS predecessor, the Roads and Traffic Authority, to help driving instructors to keep abreast of changes to road rules and other relevant matters.³⁸⁶

Post-licence training instructors

- 6.16 Post-licence training is an industry sector which provides training to drivers who already have a licence and are seeking further training in an off-road controlled environment and including courses marketed as advanced or defensive training. Evidence submitted by professional driver trainer organisations advises that there are no requirements for becoming a post-licence driver trainer or for setting up such a business. Instructors in this category may range from ex police officers, racing drivers, professional licence driving instructors or facilitators holding a qualification in workplace training. In addition to off-road training, these instructors are also involved in delivering classroom based training on low-risk driving and new vehicle technologies and in delivering training to the corporate sector.³⁸⁷
- 6.17 The Committee noted that the RMS website sets out the relevant qualifications required by RMS for approved course providers. The website states that qualifications issued by non-approved course providers are not recognised as the courses may not have been conducted to the standard required by RMS. The website also includes the requirements for a Restricted Driving Instructor's licence which is available for providers of post-licence instruction. The restricted

³⁸⁴ Answers to supplementary questions, Transport for NSW, Question 1

³⁸⁵ Answers to supplementary questions, Transport for NSW, Question 13

³⁸⁶ Submission 30, NSW Driver Trainers Association, p13

³⁸⁷ Submission 30, NSW Driver Trainers Association, p7

licence is issued with the condition *Restricted licence* which means that the licensee is not permitted to instruct people who hold a learner driver licence.³⁸⁸

Heavy vehicle driving instructors

- 6.18 The training of heavy vehicle drivers is governed by the HVCBA scheme under the New South Wales heavy vehicle licensing framework. This framework uses the assessment rules and criteria identified by the National Heavy Vehicle Competency Based Framework which was jointly developed by jurisdictions across Australia. Transport for NSW advised that training and assessment is provided under this framework by suitably qualified heavy vehicle driving instructors who have been approved as accredited assessors with an RTO.³⁸⁹
- 6.19 Following release of a report into false certifications of HVCBAs by an RMS accredited assessor in 2014, which was conducted by ICAC, RMS has been working to strengthen governance of the HVCBA scheme.³⁹⁰ To this end RMS has recently required the separation of the training and assessment roles to mitigate any potential conflict of interest which could arise in the heavy vehicle license assessment process. RMS has also introduced a requirement for in-cabin cameras to be in operation to record end-to-end on-road assessments.
- 6.20 In addition, the Transport for NSW submission advised that work is currently underway on further measures to improve regulatory compliance of the training and assessment scheme. Areas of focus include better management of RTOs including the streamlining of a range of management, education, auditing and sanctioning processes and improved communications between stakeholders.³⁹¹

Suggested improvements

Improving professional skills and standards

- 6.21 Concerns about the regulation and accreditation of professional driver trainers were expressed in evidence not only by professional driver trainer representatives but by a wider range of stakeholders. The lack of support for professional driving instructors and the need to enhance their status and performance by upgrading qualifications, standards and ongoing professional training was a recurrent theme.³⁹² Submissions also raised the need for stricter compliance arrangements to ensure that standards of performance and integrity continue to be monitored.³⁹³ Evidence also suggested the need to guarantee the teaching standard of the professional driving instructor by requiring that all

³⁸⁸ Roads and Maritime Services, *Driving Instructors*, <http://www.rms.nsw.gov.au/business-industry/driving-instructors/index.html> accessed 18 September 2017

³⁸⁹ Submission 75, Transport for NSW, p53

³⁹⁰ <https://www.icac.nsw.gov.au/docman/investigations/reports/4271-investigation-into-false-certifications-of-heavy-vehicle-competency-based-assessments-by-a-roads-and-maritime-services-accredited-assessor-operation-nickel-jan-2014/file>, accessed 18 September 2017

³⁹¹ Submission 75, Transport for NSW, p54

³⁹² Submission 16, IPWEA (NSW) p5; Submission 19, Police Citizens Youth Clubs NSW Limited, pp18-19; Submission 23, Mr Charles Lowe, pp2 & 19; Submission 25, Motorcycle Council of NSW, p5; Submission 55, Australian Road Safety Foundation, p15; Submission 70, Mr Len Woodman pp4-5

³⁹³ Submission 54, Name suppressed, p6; Submission 30, NSW Driver Trainers Association, p4; Submission 71, Mr Ian Faulks, p8

professional trainers update their qualifications to the Technical and Further Education (TAFE) Certificate IV level.³⁹⁴

Impact of the 3 for 1 scheme on professional training

- 6.22 Driver trainer representatives expressed concern that there has been a diminution of the role of the professional trainer since the introduction of the '3 for 1' log book hours scheme. They pointed out that bonus hours can only be granted for the first 10 hours spent with a driving instructor with the result that many learners see that as the limit of how many lessons they are prepared to have. The NSWDTA stated that, prior to the introduction of the 3 for 1 incentive, the lesson average was higher than 10. In the view of the NSWDTA professional training was previously 'valued more as something that could actually help, rather than just help get more hours in the log book'.³⁹⁵

Competency based assessment system

- 6.23 Preference for a competency based assessment system was expressed in a number of submissions.³⁹⁶ In the Australian Capital Territory (ACT) and South Australia P plate drivers can choose to do a standard test for the practical assessment or a competency based assessment with an accredited instructor.³⁹⁷ Driver trainer associations saw merit in a competency based system as an alternative to the hours based approach to training, following the example of the Competency Assessment Scheme in the ACT. The Australian Driver Trainers Association (ADTA) has developed a Master Instructors Course in which instructors are trained to the necessary level to enable them to conduct the learner assessments which are part of a competency based system. However, the ADTA stressed the importance of the regulator having a stake in the final assessment decision.³⁹⁸

National standards

- 6.24 With regard to skill-sets and competencies a number of submissions referred to the need for a nationally agreed system of standards.³⁹⁹ One suggestion was to integrate competencies into the national Australian Qualifications Framework (AQF) so that they would be transparent and accessible for all relevant stakeholders, including professional trainers, non-professional supervisors and learners.⁴⁰⁰ Other submissions advocated the establishment of a national accreditation system with a staircase of industry benchmarks⁴⁰¹ or a system of graded qualifications based on best practice international examples.⁴⁰²

³⁹⁴ Submission 23, Mr Charles Lowe, p2

³⁹⁵ Submission 30, NSW Driver Trainers Association, pp5-6

³⁹⁶ Submission 19, Police Citizens Youth Clubs NSW Limited, pp 5 & 19; Submission 23, Mr Charles Lowe, p15; Submission 71, Mr Ian Faulks, p8

³⁹⁷ <http://www.roadready.act.gov.au/c/roadready?a=sp&pid=1098839493>; <http://mylicence.sa.gov.au/road-rules/the-drivers-handbook/graduated>, accessed 18 September 2017

³⁹⁸ Submission 58, Australian Driver Trainers Association, p8

³⁹⁹ Submission 40, Amy Gillett Foundation, p6

⁴⁰⁰ Submission 71, Mr Ian Faulks, pp8-9

⁴⁰¹ Submission 55, Australian Road Safety Foundation p13

⁴⁰² Submission 67, National Motorists Association, p9

Adverse factors affecting standards

- 6.25 The downward pressure on standards due to undercutting of fees and tuition quality amongst commercially competing trainers was cited as a barrier to improving the overall standard and status of the driver training profession.⁴⁰³ The National Roads and Motorists' Association (NRMA) urged the introduction of measures to ensure that accredited driving instructors teach learners how to be safe drivers and not just how to pass driving tests.⁴⁰⁴

Quality and compliance improvements

- 6.26 The NRMA and the Police Citizens Youth Clubs NSW Limited (PCYC) are providers of the Transport for NSW Safer Driver Course. The NRMA suggested that the standard of training could be improved overall by strengthening the focus of RMS on quality and compliance; accepting new registered training providers to deliver higher standards of training; supporting a coaching rather than instruction model and requiring ongoing professional development for accredited driving instructors to maintain their accreditation.⁴⁰⁵ The PCYC pointed to the need for competency based assessment for driving instructors seeking to deliver the Safer Driver Course as a complement to the existing provider quality assurance processes.⁴⁰⁶

Cost allocation

- 6.27 While the cost of improving standards was acknowledged to be a potential barrier to raising the professional standing of driver trainers, it was noted that this should not be used as an excuse for inaction. Submissions pointed to the fact that price signals for consumers of driver training can have the positive effect of reinforcing the value of driver instruction. However, it was acknowledged that government support may be needed to ensure the delivery of training in some social or remote situations and to fund research and consultancy in relation to designing a set of delivery standards, developing content, establishing industry benchmarks and overseeing levels of accreditation.⁴⁰⁷
- 6.28 Submissions suggested that costs could be shared between the commercial industry, government and individual driver trainers who should be required to contribute to their own professional development.⁴⁰⁸ Submissions also noted that giving incentives to learners to increase the training time spent with professional trainers could have a positive effect on the standards. Because of the increasing demand for their services and greater income earning possibilities, driver trainers would be motivated to seek further professional development opportunities.⁴⁰⁹

⁴⁰³ Submission 23, Mr Charles Lowe, pp 3 & 11

⁴⁰⁴ Submission 51, National Roads and Motorists' Association, p2

⁴⁰⁵ Submission 51, National Roads and Motorists' Association, p3

⁴⁰⁶ Submission 19, Police Citizens Youth Clubs, pp18-19

⁴⁰⁷ Submission 40, Amy Gillett Foundation, pp6-7; Submission 55, Australian Road Safety Foundation, p15

⁴⁰⁸ Submission 55 Australian Road Safety Foundation p15

⁴⁰⁹ Submission 23, Mr Charles Lowe p12; Submission 40, Amy Gillett Foundation pp6-7; Submission 47, Bicycle NSW p1

Emerging specialities

- 6.29 A number of submissions pointed to emerging areas where a greater amount of driver trainer expertise will be required. For example, disability advocates foreshadowed that more driving instructors will be needed to train disabled drivers following commencement of the National Disability Insurance Scheme (NDIS) which provides new opportunities for the modification of vehicles enabling disabled people to learn to drive independently.⁴¹⁰ In addition, with the increasing aged population, there will be a greater number of older drivers who seek to continue driving and who will require ongoing assessment and skills support.⁴¹¹
- 6.30 To meet the new demand for trainers with the skills to screen and filter disabled and older drivers, representatives of Occupational Therapy Australia (OTAUS) proposed that a training program and qualification could be a component of the five yearly licence renewal process for professional driving instructors.⁴¹²
- 6.31 Additionally, many submissions stressed the need for driver trainers to have expertise in teaching vehicle safety technology.⁴¹³ The Committee was informed that the Master Driver Program which has been developed by the ADTA in Queensland places particular emphasis on teaching instructors about the use of new vehicle technology.⁴¹⁴

Future consultations

- 6.32 In its submission, the Australian Road Safety Foundation (ARSF) expressed concern regarding the underrepresentation of the driver training industry in advisory positions for state-based road safety panels.⁴¹⁵ The Committee noted that the commercial driving instructor sector is not a coherent group of organisations. Mr Michael Humphries, General Manager, ADTA, told the Committee that only a quarter to a third of New South Wales driving instructors are members of either the NSWDTA or the ADTA or both.⁴¹⁶
- 6.33 The Committee heard that whatever improvements can be made to the training and qualifications of professional instructors via self-regulatory mechanisms, professional trainers would prefer a system which is underpinned by firm regulatory support.⁴¹⁷

⁴¹⁰ Submission 33, Information on Disability and Education Awareness Services, p2

⁴¹¹ Submission 75, Transport for NSW, p51

⁴¹² Ms Lyndall Cook, Occupational Therapy Australia, Transcript of evidence, 29 May 2017, p28

⁴¹³ Submission 11, Mr Peter Macpherson, pp2-3; Submission 16, IPWEA (NSW) p19; Submission 19, Police Citizens Youth Clubs, p11; Submission 23, Mr Charles Lowe, pp7-8; Submission 30, NSW Driver Trainers Association, p5; Submission 40, Amy Gillett Foundation, p5; Submission 55, Australian Road Safety Foundation, p11; Submission 66, Ian Luff Motivation Australia Pty Ltd, pp 5 & 13; Submission 67, National Motorists Association Australia, p7; Submission 70, Mr Len Woodman, pp3-4; Submission 71, Mr Ian Faulks, p8

⁴¹⁴ Submission 58, Australian Driver Trainers Association, p3

⁴¹⁵ Submission 55, Australian Road Safety Foundation, p13

⁴¹⁶ Mr Michael Humphries, General Manager, Australian Driver Trainers Association, Transcript of evidence, 22 May 2017, p31

⁴¹⁷ Mr Michael Humphries, General Manager, Australian Driver Trainers Association, Transcript of evidence, 22 May 2017, pp31-32

Finding 16

We find that the regulation of the professional driver training industry is under-developed.

Comment

- 6.34 Professional driver trainers in New South Wales are regulated under state legislation. The current regulation aims to reduce corruption, ensure fitness to be licensed, and ensure that trainers hold appropriate qualifications.
- 6.35 The industry's own evidence to the Committee, however, was that the industry is essentially self-regulated. The evidence for this view is based, in summary, on a lack of any requirement for licensed trainers to undertake any prescribed professional development to retain their instructors' licences other than passing a computerised test every five years.
- 6.36 Notwithstanding the fragmented nature of the industry, we believe that the way forward to advance professional standards and determine the appropriate regulatory balance can only be determined by further detailed consultations between the principal organisations, Transport for NSW and other relevant stakeholders.
- 6.37 The NSW Government recognises the value of professional driver training by offering learner drivers a discount on the 120 hours of supervised driving which they must undertake before being examined for their fitness to convert to a provisional licence.
- 6.38 We recognise the value of professional training also. We believe, however, that the value of this training is diminished where there are doubts about the qualifications and standards of professional driver trainers. We find it contradictory that incentives are currently offered to learner drivers by Transport for NSW to undertake training with professional instructors while the monitoring of industry training standards, performance and the currency of instructors' qualifications may not be systematic.
- 6.39 Based on the evidence received, we have formed the view that there should be a more formalised and continuous process of communication between Transport for NSW and professional driver trainers in support of their ongoing professional development. Transport for NSW should consult with the professional organisations and develop and implement a suitable information and communication strategy to underpin a continuing education scheme for trainers. New developments such as vehicle safety technology create an imperative for the driver training industry to develop greater expertise to address the needs of contemporary and future learner drivers. The onus is on Transport for NSW, in partnership with the representative organisations, to ensure that professional driver trainers consistently meet the standards of integrity and competence which the public expects them to have.
- 6.40 Regarding learner log books, we are concerned that there is a lack of transparency with regard to the auditing system applying to the record keeping requirements for professional driving schools and instructors set out under the

Driving Instructors Act 1992 and the *Driving Instructors Regulation 2016*, as well as with any record keeping obligations which may be imposed by RMS, for example, in the context of the '3 for 1' scheme. The Committee urges Transport for NSW to clarify its oversight role as well as the auditing processes which it has in place to ensure the regulatory compliance of the professional driver training industry.

- 6.41 We have recommended earlier in this report that Transport for NSW conduct an audit of the learner log book system which should also encompass any concerns we express here.
- 6.42 We have also recommended elsewhere in this report that the value of professional driver training could be recognised by extending the discount offered to learner drivers if we can be confident that road safety outcomes are not compromised.
- 6.43 Regarding the role of post-licence instruction, or advanced and defensive driver trainer, we believe that the place of post-licence trainers within the professional driver training industry is worthy of examination. Earlier in this report we have recommended a review of post-licence training to clarify its role and assess its suitability to train drivers. Our recommendation below may also be an opportunity to examine the qualifications of post-licence trainers in the context of an examination of professional trainer qualifications generally.
- 6.44 If professional driver training is to be promoted as a way of ensuring learners are better trained, it is important that industry standards can be shown to be the best possible. Hence, we have recommended a process by which Transport for NSW and the professional driver training industry can work together to examine the current regulation and identify changes which need to be made to meet community expectations.

Recommendation 25

The Committee recommends that Transport for NSW convene a working party comprised of representatives of the professional driver training industry and road safety researchers to examine and report on the current regulation of the professional driver training industry and the legislative and regulatory reforms required:

- **To ensure that qualifications, skills and practices within the New South Wales industry are equivalent to world's best practice**
- **To ensure that professional driver trainers with qualifications gained in other jurisdictions must demonstrate that they meet New South Wales industry standards before being licensed to operate in New South Wales**
- **To ensure that professional driver trainers commit to and receive timely and effective professional development regarding changing vehicle technology and road rules, and other related matters.**

Non-professional driver trainers

Reliance on volunteers and mentors

- 6.45 Non-professional training accounts for the majority of training received by novice drivers. This is due to the requirement under the GLS to complete 120 supervised hours of driving before obtaining a provisional licence, and to the barriers of cost and accessibility of professional training which may be experienced by learner drivers.⁴¹⁸
- 6.46 Most training is delivered by parents, friends or guardians acting as supervisors or by volunteers and mentors working within community-based social disadvantage programs. Mentors are also engaged in school and community programs delivered by a range of privately run road safety and young driver education organisations such as the Blue Datto Foundation Ltd (Blue Datto) and the PCYC.⁴¹⁹

Lower trainer qualifications required for motor vehicles

- 6.47 The PCYC drew the Committee's attention to the lower level of qualification required for supervising learner drivers:
- NSW Class C (car) licences are the last remaining licence class where people, often without skills or experience in driver training provide the bulk of the driver education to learner drivers. All other licence classes provide some form of competency based training and assessment provided by suitably qualified trainers.⁴²⁰
- 6.48 The only qualification or experience which many supervising drivers hold is a driver licence. Under the current licensing system only provisional drivers and holders of an overseas licence are not permitted to supervise a learner driver. There is no requirement for the supervising driver to prove competency in the supervisory role, to have attended any sort of post-licence training or to prove their knowledge and understanding of the road rules or low-risk driving strategies.⁴²¹

Suggested improvements

Improving volunteer qualifications

- 6.49 The lack of qualifications of volunteer trainers was raised as a concern in a number of submissions and by witnesses. Some called for measures to ensure greater exposure of learner drivers to professionally qualified trainers in accredited programs and for programs to assist and better inform volunteer mentors.⁴²²

⁴¹⁸ Submission 30, NSW Driver Trainers' Association, p6

⁴¹⁹ Submission 75, Transport for NSW, p43; Submission 19, Police Citizens Youth Clubs Limited, p15; Submission 45, Blue Datto Foundation, p2

⁴²⁰ Submission 19, Police Citizens Youth Clubs, p5

⁴²¹ Submission 19, Police Citizens Youth Clubs, pp 6 & 19

⁴²² Submission 16, IPWEA, p21; Submission 30, NSW Driver Trainers Association, p12; Submission 19, Police Citizens Youth Clubs, p19, Submission 40, Amy Gillett Foundation, pp5-7; Submission 47, Bicycle NSW, p1; Submission 64, Awesome Driving School, pp 1& 3; Submission 67, National Motorists Association Australia, p6; Mr Terry Birss, Chief Executive Officer, Road Safety Education Limited and Mr Russell White, Chief Executive Officer, Australian Road Safety Foundation Limited, Transcript of evidence, 22 May 2017, p52

Keys2Drive – a model program

- 6.50 The NSWDTA acknowledged that lay person training can be effective for preparing young drivers to pass the driving test. It observed, however, that because of the lack of direction received, volunteer supervisors may fail to focus the learner on how to drive safely after the driving test.⁴²³
- 6.51 Professional trainer representatives observed that structured training is best delivered as a partnership between the guardian and a professional driver instructor.⁴²⁴ The Australian Government-funded program, Keys2Drive⁴²⁵ was cited by several submission authors as a positive model. This program, developed by the Australian Automobile Association, provides a free driving lesson with a professional instructor and the opportunity for the learner driver and their supervisor to be instructed together.⁴²⁶
- 6.52 The Committee noted stakeholder concern that funding for the Keys2Drive program was not guaranteed. The program received ongoing funding, however, in the 2017 federal budget.⁴²⁷

Resources for non-professional trainers

- 6.53 A number of submissions and witnesses were concerned at the inadequacy of teaching and learning resources for non-professional driving instructors and stressed in particular the need to provide more readily accessible training material.⁴²⁸ The NRMA pointed to the need for more education for parents on how to teach learners and more resources in the form of online tutorials to assist parents.⁴²⁹
- 6.54 Transport for NSW advised that, as part of a project to modernise the driver knowledge test, RMS is implementing an education strategy for novice drivers, parents and supervisors.⁴³⁰

Parent workshops

- 6.55 'Helping Learner Drivers Become Safer Drivers' workshops were developed by Transport for NSW and RMS for parents and guardians of learner drivers to support them in their role as supervising drivers. The two-hour workshops are run by Local Government Road Safety Officers (RSO) and other RMS employed contractors and are free of charge. Transport for NSW advised that 70 workshops

⁴²³ Submission 30, NSW Driver Trainers Association, p7

⁴²⁴ Submission 58, Australian Driver Trainers Association, pp3-4

⁴²⁵ Australian Government, Department of Infrastructure and Regional Development, *Keys 2 Drive*, <https://www.keys2drive.com.au/>, accessed 18 September 2017

⁴²⁶ Submission 23, Mr Charles Lowe, p2; Submission 47, Bicycle NSW, p1; Submission 64, Awesome Driving School, p1; Australian Government, Department of Infrastructure and Regional Development, *Keys 2 Drive*, <https://www.keys2drive.com.au/>, accessed 18 September 2017

⁴²⁷ <http://www.aaa.asn.au/news-and-publications/news/article/?id=federal-budget-a-win-for-road-safety-and-transport-infrastructure>, accessed 18 September 2017

⁴²⁸ Submission 40, Amy Gillett Foundation, p6; Submission 64, Awesome Driving School, p1; Submission 70, Mr Len Woodman, p5

⁴²⁹ Submission 51, National Roads and Motorists' Association, p2

⁴³⁰ Submission 75, Transport for NSW, p40

were held around the State during 2016.⁴³¹ Transport for NSW explained that the purpose of the workshops is to offer practical advice on how to help learner drivers become safer drivers and covers topics such as how to use the learner log book; planning driving sessions; how to deal with difficulties arising during driving practice and the need to give constructive feedback.⁴³²

Introducing more dedicated training options

- 6.56 The Committee received evidence which was critical of the level of resourcing and the content of the ‘Helping Learner Drivers Become Safer Drivers’ workshops.⁴³³ In particular, PCYC expressed dissatisfaction with the content of the workshop package because of the lack of information for supervisor drivers on how to teach low-risk driving strategies.
- 6.57 PCYC expressed its preference for the provision of an elective ‘train the supervising driver’ program for supervisors. It stressed the need to provide a range of dedicated training options for supervising drivers seeking to improve their skills. It predicted a flow-on benefit as existing licence holders would also be exposed to the safe and low-risk driving strategies currently taught in courses delivered by professional driver trainers to novice drivers.⁴³⁴
- 6.58 Refresher training for supervisors and mentors was felt to be a necessity, not only in terms of spreading awareness about low-risk driving techniques but also to ensure that trainers were kept abreast of changes in road rules, new vehicle technologies, and sharing the road with vulnerable road users.⁴³⁵ Some driving school proprietors and professional instructors advocated the need for additional incentives or rewards to be offered to parents and supervisors to encourage them to obtain professional training before supervising learner drivers.⁴³⁶

Community-based training for volunteers and mentors

- 6.59 In addition to the training of supervisors delivered through Transport for NSW parent workshops, opportunities for mentors and volunteers to be trained to some degree are also available within community organisations.
- 6.60 Blue Datto provides school and community programs which are uniquely delivered by university graduates who are trained internally by Blue Datto as ‘near-peer’ mentors. These are trained by Blue Datto in small group facilitation. Blue Datto targets youth who may have already left high school education as part of its community program and has recently developed an online parent program.⁴³⁷

⁴³¹ Submission 75, Transport for NSW, p66

⁴³² Submission 75, Transport for NSW, p40

⁴³³ Submission 30, NSW Driver Trainers Association, p6; Submission 19, Police Citizens Youth Clubs, pp 6 & 19

⁴³⁴ Submission 19, Police Citizens Youth Clubs, p19

⁴³⁵ Submission 40, Amy Gillett Foundation, pp4 & 5; Submission 58, Australian Driver Trainers Association, p5; Submission 67, National Motorists Association Australia, pp7-8; Ms Brooke O’Donnell, General Manager, Education and Communications, Road Safety Education Limited, Transcript of evidence, 22 May 2017, p52

⁴³⁶ Submission 23, Mr Charles Lowe, p12; Submission 62, Academy of Road Safety, p1;

⁴³⁷ Submission 45, Blue Datto Foundation Limited, pp2-3

- 6.61 The PCYC stressed that it provides strong support for mentors involved in delivering its driver mentor programs. It expressed concern, however, that community-based learner driver mentor programs are not regulated and it is at the discretion of the organisers as to how much value they place on safety, education and support for mentors and the learning process. PCYC noted that driver mentor programs may or may not use professional driving instructors in the conduct of these programs.⁴³⁸
- 6.62 The ADTA pointed to the need to make ongoing professional development available to mentors in driver mentoring programs for Aboriginal learner drivers in regional areas.⁴³⁹

Increasing the component of training by professional trainers

- 6.63 In order to ensure consistency and quality in the delivery of driver education products and services, the PCYC urged that there should be professional development and mentoring processes for all driver instructors.⁴⁴⁰ As discussed earlier in this report, submissions also expressed the view that consistency could be achieved by mandating that all learners complete the Safer Drivers Course, thus ensuring that all learner drivers have some experience of learning safe driving principles from an accredited trainer.⁴⁴¹
- 6.64 An alternative suggestion was that the majority of a learner's supervised instruction be undertaken either by a Certified Driving Instructor or by a person who has undertaken a course in instruction such as Keys2Drive.⁴⁴² In addition, credit hours given to using a certified driving instructor could be extended, and a minimum of 10 hours be made mandatory.⁴⁴³
- 6.65 Ms Brooke O'Donnell, General Manager, Education and Communications, Road Safety Education Limited (RSE), acknowledged the importance of ensuring that education is provided to help parents understand the importance of filling the required 120 hours of supervised driving practice with proper guidance for learner drivers.⁴⁴⁴

Finding 17

We find that the current regulation of non-professional driver trainers is limited, and that terms like volunteer and mentor are not well defined.

Comment

- 6.66 The majority of the supervision of learner drivers in New South Wales is undertaken by volunteers.

⁴³⁸ Police Citizens Youth Clubs NSW Limited, p15

⁴³⁹ Submission 58, Australian Driver Trainers Association, p5

⁴⁴⁰ Submission 19, Police Citizens Youth Clubs NSW Limited, p19

⁴⁴¹ Submission 58, Australian Driver Trainers Association, pp3-4; Submission 66, Ian Luff Motivation Australia Pty Ltd, p5

⁴⁴² Submission 23, Mr Charles Lowe, pp11-12

⁴⁴³ Submission 47, Bicycle NSW, p1

⁴⁴⁴ Ms Brooke O'Donnell, General Manager, Education and Communications, Road Safety Education Limited, Transcript of evidence, 22 May 2017, p55

- 6.67 Traditionally, supervision is undertaken by the parents of learner drivers, or other family members or friends.
- 6.68 Of growing importance, especially to assist disadvantaged people gain a driver licence, is supervision by community volunteers and mentors arranged by charities and other agencies which often receive government funding to support their activities.
- 6.69 Given the recognition of the importance of professional driver training, evidenced by both the regulation under which the industry operates and the discount which learners may claim when they attend professional training, it is a paradox perhaps that most learner driver supervision is performed by people whose only qualification for the role is that they hold a driver licence.
- 6.70 Having recommended above that Transport for NSW examine whether the professional driver training industry needs improved regulation, we recommend that the regulation of the volunteer driver training industry also be reviewed.
- 6.71 Any review of the regulation of driver training needs to be conscious of the balance between the contributions of the professional and volunteer cohorts in producing licensed drivers. The NSW Government needs to have a clear understanding of its objectives with regard to learner driver supervision, and particularly whether it wants to increase the number of hours which learner drivers spend with professional driver trainers.
- 6.72 The professional industry told the Committee that the 3 for 1 discount which learner drivers may claim off their 120 hours when they use professional trainers up to a maximum of 10 hours, has arguably led to a mindset that 10 hours is a maximum recommended number of hours of professional training required of learners.
- 6.73 A risk of over-regulating professional driver training is that regulation increases costs with the effect of encouraging more learners to seek volunteer supervision.
- 6.74 We recommend that in reviewing volunteer driver training standards, Transport for NSW should consider a number of matters. Firstly, it needs to consider whether it should mandate a minimum number of professional training hours which all learner drivers must undertake if there are road safety benefits to be gained. A mandated minimum could apply to all learners or could apply to learners who meet certain criteria, such as people who have failed the learner driver test a certain number of times.
- 6.75 Secondly, Transport for NSW should consider whether professional training should be made a prerequisite for receiving volunteer or mentor supervision. If there are road safety benefits to be gained by ensuring that learners receive their initial training from professional trainers, before relying on volunteer supervision for the bulk of their 120 hours, then we believe they should be identified.
- 6.76 These two recommendations are made earlier in this report.
- 6.77 Thirdly, we received evidence from several quarters that volunteer supervisors receive insufficient training themselves. Programs like Keys2Drive and the Safer

Driver Course include components addressed at the need and responsibilities of volunteer supervisors, but they are neither compulsory nor extensive. Witnesses were concerned at the capacity of untrained supervisors to pass on bad driving habits to learners, or not detect and correct poor driving practices in the learners under their supervision. Transport for NSW should consider reviewing the training needs of volunteer and mentor supervisors.

- 6.78 We heard evidence from both community mentoring organisations and others of the important contribution made by mentor supervisors in assisting learner drivers who have no or limited access to supervision. Providers like PCYC and Blue Datto already provide training to mentors before they commence supervision. It is possible that following Transport for NSW's review, it may regulate that mentors receive a minimum level of training in the future. Where mentors are trained to a certain supervisory standard, we recommend that Transport for NSW consider whether a discount could be extended to learner drivers who receive the supervision of trained mentors to reduce their 120 hours requirement.
- 6.79 It is quite clear that current learner driver training is heavily reliant on supervision by volunteers. We expect the current training system would collapse if volunteers were unavailable or disallowed. Whether or not the current system relies too heavily on volunteer supervisors, however, is not a matter which we can determine. The recommendations we make here and elsewhere in this report, however, will allow Transport for NSW to gain a better understanding of this level of reliance and whether it should continue.
- 6.80 We note the concern expressed by Transport for NSW that there is an equity issue for people across the community being able to afford additional hours of professional instruction.⁴⁴⁵ We acknowledge that detailed financial analysis will be required to determine the funding of additional professional training for supervisor drivers and mentors, and for learner drivers.

Recommendation 26

The Committee recommends that Transport for NSW review and report publicly on opportunities to better train and regulate volunteer learner driver supervisors and mentors in order to achieve improved road safety outcomes, and that this review include an analysis of the benefits of mandating that volunteer and mentor supervisors of learner drivers receive some form of professional training.

Recommendation 27

The Committee recommends that subject to Recommendation 26, learner drivers instructed by appropriately trained community mentors such as those employed by Police Citizens Youth Clubs NSW Limited and Blue Datto Foundation Ltd, qualify for a learner driver log book discount, as do learner drivers trained by professional driver trainers.

⁴⁴⁵ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p65

Recommendation 28

The Committee recommends that Transport for NSW work with community training organisations such as Police Citizens Youth Clubs NSW Limited and Blue Datto Foundation Ltd to ensure that young people who drop out of the education system are able to access high quality driver training by qualified volunteers and mentors.

Chapter Seven – School education

Summary

This chapter discusses how road safety education is taught in schools.

It is relevant to terms of reference:

- a) Trends in road safety research and crash statistics
- c) The needs of any particular driver groups
- f) The needs and expectations of passengers and other road users
- h) The experience of other jurisdictions, and interstate cross border issues
- i) Other related matters.

In Chapter Seven we consider the NSW Road Safety Education Program and how road safety education is taught to school students of all ages.

We also consider the resources used to teach road safety, including the particular techniques of in-school driver training, resilience training and fear-based training.

We discuss the need to capture early school leavers who will not benefit from the senior secondary school curriculum, as well as evidence proposing national accreditation for road safety educators.

We are satisfied that the New South Wales curriculum is sound, and recommend the examination of the aspects of the curriculum identified above.

Road safety education and the school curriculum

- 7.1 New South Wales leads national and international jurisdictions with its comprehensive mandatory, best practice road safety education framework in schools and early childhood services.⁴⁴⁶ The Committee learned that no other state in Australia (and very few countries) has been able to achieve mandatory, prescriptive road safety content within its school curriculum.⁴⁴⁷

NSW Road Safety Education Program

- 7.2 The NSW Road Safety Education Program is the key education strategy designed to deliver coherent road safety education to all ages from young children to senior high school and Technical and Further Education (TAFE). The program is

⁴⁴⁶ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p61

⁴⁴⁷ Submission75, Transport for NSW, p31

delivered to 3,083 schools educating more than one million students and over 3,500 early childhood services.⁴⁴⁸

- 7.3 Since 1986, the program has provided educational resources and professional development to teachers and childhood educators throughout New South Wales. It is delivered in partnership with the Association of Independent Schools, the Catholic Education Commission, the Department of Education, and early childhood education specialists at Macquarie University. The program includes the delivery of road safety education to students by classroom teachers and is a formal part of the curriculum and of pre-service training for teachers.⁴⁴⁹
- 7.4 The curriculum was developed closely with the former NSW Board of Studies, Education and Teaching Standards (now the NSW Education and Standards Authority).⁴⁵⁰ Road safety education specialists provide teachers and schools with subject matter expertise, and curriculum and policy advice and are responsible for the professional development of teachers when new road safety teaching resources are released.⁴⁵¹ The school based program does not include in-vehicle driver training.⁴⁵²

Other school programs

- 7.5 In addition to the formal school education program, the Centre for Road Safety provides funding to a number of organisations which provide road safety experiences for students outside the classroom context. Organisations such as the Little Blue Dinosaur Foundation, the Rotary Youth Driver Awareness (RYDA) program, the Drive to Survive Program and bstreetsmart are key community partnerships.⁴⁵³ These are not part of the mandatory road safety education program and are viewed as supplementing, not replacing, the content which is required to be taught by teachers.⁴⁵⁴
- 7.6 Transport for NSW emphasised the importance of technology in school education in its approach to road safety education and training. Achievements to date include an online interactive digital resource for primary school students, teachers and parents. Transport for NSW stated that it is particularly keen to identify education initiatives which target specific high-risk road user groups.⁴⁵⁵

When should road safety education commence?

- 7.7 Many submissions and witnesses agreed that road safety education should commence in early childhood, be age appropriate and be consistently reinforced through to senior high school and TAFE.⁴⁵⁶ The Committee also heard that school

⁴⁴⁸ Submission75, Transport for NSW, p30

⁴⁴⁹ Submission75, Transport for NSW, p30

⁴⁵⁰ Submission 75, Transport for NSW, p31

⁴⁵¹ Submission 75, Transport for NSW, p31

⁴⁵² Submission75, Transport for NSW, p30

⁴⁵³ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p61

⁴⁵⁴ Submission75, Transport for NSW, p34

⁴⁵⁵ Mr Bernard Carlon, Executive Officer, Centre for Road Safety, Transcript of evidence, 29 May 2017, p61

⁴⁵⁶ Submission 12, Mr Gary Cooke, p7; Submission 14, Ms June Beckett, p4; Submission 18, Mr John Handley, p1; Submission 19, Police Citizens Youth Clubs, p22; Submission 22, Mr Benny Horn, p1; Submission 31, Mr Sam Reich, p1; Submission 40, Amy Gillett Foundation, p8; Submission 41, Mr Tony Arnold, p1; Submission 42, Mr Gilbert

School education

education should be part of a whole of life program and that the Government should take a lead in ensuring the provision of continuing education to complement school education.⁴⁵⁷

Pre school

- 7.8 Available evidence, both locally and internationally, shows that access to quality early childhood education is consistently a major factor influencing developmental, learning and social abilities.⁴⁵⁸ Transport for NSW described its strong commitment to developing appropriate resources for very young children in partnership with expert early childhood educators. The *Kids and Traffic* early childhood education program is funded by the Centre for Road Safety and delivered in partnership with Macquarie University. *Kids and Traffic* teaching and learning resources, including videos, have been developed to provide support for educators, carers and other adults in how to impart the appropriate road safety concepts to young children.⁴⁵⁹

Primary school

- 7.9 In 2016, Transport for NSW launched *Safety Town*, a suite of innovative new digital resources to support the teaching of road safety from Kindergarten to Year 6 in New South Wales primary schools. To date the website has recorded over 50,000 visitors and Transport for NSW predicted that in time it has the potential to reach over 650,000 students. The website includes 30 interactive activities, comprehensive teaching notes, links to relevant transport information and updated information for parents and carers. Government, independent and Catholic schools were involved in the testing and trialling of the interactive components.⁴⁶⁰

Secondary school

- 7.10 Road safety is taught in New South Wales schools as part of the Personal Development, Health and Physical Education (PDHPE) curriculum. This is a mandatory subject for students from kindergarten to Year 10. The focus is on the development of knowledge, values, attitudes and behaviours to enable students to make informed decisions as safer road users.⁴⁶¹
- 7.11 In Years 11 and 12 students in NSW government schools explore road user safety as part of a mandatory Crossroads course which includes protective behaviours, how to be assertive in risky situations, making a decision as a road user, and

Grace, p2; Submission 45, Blue Datto Foundation Limited, p3; Submission 55, Australian Road Safety Foundation, pp2,7,&21; Submission 50, Road Safety Education Limited, p3; Submission 61, Bicycle Network, p2; Submission 62, Academy of Road Safety, p1; Submission 64, Awesome Driving School, p3; Submission 66, Ian Luff Motivation Australia Pty Limited, pp15-16

⁴⁵⁷ Mr Ray Rice, Advocacy Manager, Bicycle NSW, Transcript of evidence, 22 May 2017, p69

⁴⁵⁸ NSW Department of Education and University of Wollongong, *Fostering Effective Early Education Literature Review*, 2017, <https://education.nsw.gov.au/media/ecec/pdf-documents/FEEL-Study-Literature-Review-Final.pdf>, accessed 18 September 2017

⁴⁵⁹ Submission 75, Transport for NSW, p31

⁴⁶⁰ Submission 75, Transport for NSW, p32; Transport for NSW, *Safety Town* website, www.safetytown.com.au, accessed 18 September, 2017

⁴⁶¹ Submission 75, Transport for NSW, p30

looking out for others to promote safe travel for all. Similar sessions are provided in New South Wales Catholic and independent schools as part of their student wellbeing and pastoral programs.⁴⁶²

- 7.12 The Transport for NSW *On the Move* website is the central location for all secondary schools and has been developed in partnership with the education sectors to provide information for teachers, parents and students.⁴⁶³
- 7.13 In relation to the optimum years in which to concentrate road safety education, the Committee noted some divergence of opinion among road safety education providers and advocates. The Australian Road Safety Foundation (ARSF) said that road safety education should be instilled at the earliest possible opportunity and that the driver education component should start from Years 8, 9 or 10 as part of an integrated process continuing throughout the school education process.⁴⁶⁴ Road Safety Education Limited (RSE), provider of the RYDA program for senior secondary students, focussed on the latter part of Year 10 and Year 11. Mr Terry Birss, Chief Executive Officer, RSE, told the Committee:
- There is tension in the argument too soon or too late. Too soon and it is an academic exercise, which you are unlikely to get students to engage in, for example. Too late and bad habits have been formed.⁴⁶⁵
- 7.14 The Blue Datto Foundation Ltd (Blue Datto) stressed the importance of Year 10 as when students are about to take up apprenticeships and miss the Crossroads Driver Education program in years 11 and 12. A more detailed elaboration of their position is discussed below.⁴⁶⁶
- 7.15 Stakeholders broadly endorsed the need, which is recognised in the New South Wales school curriculum, to focus in the senior years on the higher order cognitive skills including situational awareness, discernment and management of risks, and the importance of taking into account human behaviour beyond a basic understanding of moving the car and the road rules.⁴⁶⁷
- 7.16 On the other hand, the Committee also noted evidence expressing concern that the road safety education focus in senior high school was insufficient. In particular, the RSE observed that in high schools road safety competes with many other student health and well-being priorities despite being, along with suicide, the highest injury and fatality risk for teenagers.⁴⁶⁸

⁴⁶² Submission 75, Transport for NSW, p30

⁴⁶³ Submission 75, Transport for NSW, p32; Transport for NSW, *On the Move* website, <http://www.onthemove.nsw.edu.au/>, accessed 18 September 2017

⁴⁶⁴ Mr Russell White, Chief Executive Officer, Australian Road Safety Foundation, Transcript of evidence, 22 May 2017, p50

⁴⁶⁵ Mr Terry Birss, Chief Executive Officer, Road Safety Education Limited, Transcript of evidence, 22 May 2017, p50

⁴⁶⁶ Submission 45, Blue Datto Foundation Limited, pp2-3

⁴⁶⁷ Submission 75, Transport for NSW, pp32-33; Chief Executive Officer, Australian Road Safety Foundation, Transcript of evidence, 22 May 2017, p56

⁴⁶⁸ Submission 50, Road Safety Education Limited, p10

How should road safety education be taught?

Teaching resources

7.17 NSW Government policy requires that road safety education in schools be taught by professional teachers. Mr Bernard Carlon, Executive Director, Centre for Road Safety, told the Committee:

We support the view that health and community issues, such as road safety, are addressed by qualified teachers who are familiar with their students' background and strengths and the focus is on the development of knowledge, values, attitudes and behaviours to enable students to make informed decisions as safe road users.⁴⁶⁹

7.18 At the same time, the Centre for Road Safety provides funding to a number of external organisations such as the RSE to deliver additional educational components. Transport for NSW advised that such programs are viewed as supplementing not replacing the content required to be taught by teachers. Transport for NSW also advised that schools make local decisions to select these events.⁴⁷⁰

7.19 Road safety education organisations stressed the importance of providing reliable teaching and learning resources for professional class room teachers. Some road safety educators questioned the role of teachers and queried their expertise to be the primary providers of driving and road safety education.⁴⁷¹ They stressed the importance of having outside resources provided by road safety specialists available for teachers to use. The ARSF urged that there should also be greater consistency of teaching and educational resources within the current school education system. Mr Russell White, Chief Executive Officer, ARSF, said:

I think we need to look at a more holistic way of ensuring that content is delivered at the same standard with the same passion across the board.⁴⁷²

7.20 The RSE expressed concern that while governments have developed guidelines to help schools choose road safety programs, many funded programs fail to meet these guidelines.⁴⁷³

7.21 Representatives of both the ARSF and the RSE agreed that there should be a system of accreditation for school road safety programs to help teachers and parents identify effective road safety education and ensure that the delivery of school based training is consistent in its standards and content.⁴⁷⁴

⁴⁶⁹ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p61

⁴⁷⁰ Submission 75, Transport for NSW, p34

⁴⁷¹ Submission 45, Blue Datto Foundation, p6; Ms Brooke O'Donnell, General Manager, Education and Communications, Road Safety Education Limited, Transcript of evidence, 22 May 2017, p51

⁴⁷² Mr Russell White, Chief Executive Officer, Australian Road Safety Foundation, Transcript of evidence, 22 May 2017, p51

⁴⁷³ Submission 50, Road Safety Education Limited, p11

⁴⁷⁴ Submission 50, Road Safety Education Limited, p3; Mr Russell White, Chief Executive Officer, Australian Road Safety Foundation, Transcript of evidence, 22 May 2017, p51

Advanced and defensive driver training in schools

7.22 The delivery of road safety and driver education in New South Wales secondary schools is based in the classroom and focusses on developing appropriate student attitudes, values and behaviour. Transport for NSW explained that it does not support in-vehicle driver training within the curriculum because research has consistently found that there is little evidence of reduced crash involvement as a result of participating in practical driving courses at the school level. As discussed earlier in this report, it also pointed to evidence indicating that some programs have led to earlier licensing and increased exposure of young drivers to possible accidents. Transport for NSW also cited evidence indicating that practical driver training can produce a level of over confidence in young drivers inconsistent with their driving skills.⁴⁷⁵

7.23 Committee Members representing electorates with high rates of young driver fatalities reported a strong push by some schools for driver training which teaches advanced, defensive or low-risk driving skills. The Committee sought the views of academic road safety researchers on this proposition. Associate Professor Teresa Senserrick, Transport and Road Safety (TARS) Research, University of New South Wales, advised:

Those advanced skill courses are of particular concern. They are attractive; people like them. They make sense because young people crash because they lose control of their vehicles, so people think that we need to teach them how to gain control of vehicles. It is really tough to tell people who dedicate their lives to doing this that it does not work and that actually it can increase risk for young men if you do it across an entire cohort.⁴⁷⁶

7.24 Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health (George Institute), opposed calls for advanced programs in schools:

I think it is really important for the Committee to understand about resisting calls for driver training—and not just advanced driver training but any kind of driver training in education—until we have very solid evidence that it is actually effective and it has a reasonable effect size in the same way that we get from graduated driver licensing.⁴⁷⁷

7.25 The Committee has made more detailed comments and findings in relation to advanced and defensive driver training earlier in this report.

Resilience training

7.26 The NSW Road Safety Education Program is based on the principle of developing students' knowledge, values, attitudes and behaviours.⁴⁷⁸ Evidence presented by academic road safety researchers confirmed that education which establishes good habits from the very beginning is important for young people. They referred

⁴⁷⁵ Submission 75, Transport for NSW, p33

⁴⁷⁶ Teresa Senserrick, Associate Professor, TARS, University of New South Wales, Transcript of evidence, 22 May 2017, p24

⁴⁷⁷ Professor Rebecca Ivers Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p17

⁴⁷⁸ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p6

School education

to promising results emerging from resilience based education programs being trialled on in the United States. The results indicated that training young people aged 14 and 15 in strategies to deal with personal and social risk-taking behaviour not related to road safety could translate into better road behaviours later on.

- 7.27 Professor Ivers informed the Committee of her work on a resilience program run in Northern Rivers high schools:

If we were going to do anything, actually embedding those kinds of risk-taking behaviour programs deep into the school curriculum where teachers have a very standard curriculum that they are teaching—and they are educators trained to do that—you are actually more likely to get gains in road safety from those kinds of programs and then continue with our strong graduated driver licensing system.⁴⁷⁹

- 7.28 Associate Professor Senserrick agreed that resilience programs could have a positive effect in reducing crash risk for young people. She also endorsed the view that schools could further strengthen their focus on resilience training:

Even though they are not specifically a driver education program, they are a life skills program. A lot of programs in schools, in health programs and other areas, have this as part of their foundation, but it could be beefed up a bit to include some of those driving-type risks in the examples.⁴⁸⁰

- 7.29 Associate Professor Senserrick also stressed that there is a critical need for further evaluations of promising initiatives such as resilience training which target specific high risk groups.⁴⁸¹

Fear-based training

- 7.30 bstreetsmart is a program supported by Transport for NSW as a supplementary learning experience reinforcing school based education. The program consists of a one-day event, presented by the Westmead Hospital Trauma Service, which is designed to deliver road safety related education material to Year 10-12 students in New South Wales.

- 7.31 Transport for NSW advised that the objective of the program is to promote safe behaviour as drivers, riders and passengers and to reduce the fatality and injury rates of high school students. Transport for NSW further advised that the program provides students with a realistic look at the trauma caused by road crashes and gives students information and strategies for reducing their risk of injury or death.

- 7.32 Transport for NSW reported that in 2016 the event was attended by 19,802 students from 1,887 public, Catholic and independent schools. The event was also accessible nationally on the bstreetsmart website and via live streaming.

⁴⁷⁹ Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p17

⁴⁸⁰ Teresa Senserrick, Associate Professor, TARS, University of New South Wales, Transcript of evidence, 22 May 2017, p20

⁴⁸¹ Submission 44, Transport and Road Safety (TARS) Research, University of New South Wales, p2

- 7.33 An independent evaluation of the bstreetsmart program was conducted in 2014. Transport for NSW advised that it showed modest knowledge gains and an increased sense of risk aversion in relation to a range of risk factors including speeding, fatigue, mobile phone use while driving, alcohol and drugs, and passenger behaviour. The evaluation suggested, however, that student awareness could not be sustained long term without continued educational effort.
- 7.34 In response, Transport for NSW advised that the Centre for Road Safety has developed a set of teaching and learning materials to enable teachers to continue to reinforce the bstreetsmart program in the school context.⁴⁸²
- 7.35 In contrast to the support demonstrated by the Centre for Road Safety for the bstreetsmart program, the submission received from the RSE urged the Committee not to support any ‘fear-based’ programs for school students which include crash re-enactment or images of horrific injuries. In the view of the RSE, such programs fail both best evidence and governmental guidelines.⁴⁸³
- 7.36 It cited research which stated that fear-based approaches should not be used unless they are moderated by follow-up activities in order to empower students. It also noted that research has found that young people’s main reaction to fear is to block it out and that other emotional techniques such as shame, guilt and responsibility are likely to be more effective. RSE informed the Committee that government road safety education guidelines across a number of jurisdictions clearly advise schools to avoid fear-based programs, but many still fund fear-based events.⁴⁸⁴

Vulnerable road users

- 7.37 While several submissions broadly endorsed the provision of consistent and appropriate road safety education throughout the primary and secondary curriculum, bicycle advocates urged the inclusion of specific modules focussing on vulnerable road users. This was important, in their view, to ensure that the next generation of motorists are cyclist aware and are able to interact safely with other road users.⁴⁸⁵
- 7.38 Bicycle advocates also expressed concern that the number of children and young people riding bicycles has halved in recent decades. One suggestion to reverse this trend was the development and implementation of a statewide Ride2School program to support children riding and walking to school.⁴⁸⁶ Bicycle advocates stressed the importance of students riding a bicycle in the early and middle school years so that they are able to gain practical experience in recognising hazards and assessing risks.⁴⁸⁷

⁴⁸² Submission 75, Transport for NSW, pp33-34

⁴⁸³ Submission 50, Road Safety Education Limited, p3

⁴⁸⁴ Submission 50, Road Safety Education Limited, p10

⁴⁸⁵ Submission 40, Amy Gillett Foundation, p8

⁴⁸⁶ Submission 61, Bicycle Network, p17

⁴⁸⁷ Dr Rod Katz, Chair of the Research and Policy Committee, Amy Gillett Foundation, Transcript of evidence, 22 May 2017, p69

School education

- 7.39 Evidence presented by Transport for NSW indicated that as part of the PDHPE curriculum, students in Years 7 and 8 explore road risks, including how to be proactive about personal safety from the point of view of a vulnerable road user, including a pedestrian, a passenger, and a cyclist, as well as from the perspective of a future driver.⁴⁸⁸
- 7.40 The need for national consistency in educational materials regarding vulnerable road users was also raised. The Amy Gillett Foundation advised that the national Cycle Aware project funded by the Australian Research Council will provide the first national overview of cyclist-related content.⁴⁸⁹

Early school leavers

- 7.41 Blue Datto is a New South Wales based registered charity which was established following the death of a 17-year-old apprentice in a crash in which both drivers were red 'P' platers. The Blue Datto school program gives priority to the Year 10 level in order to ensure that early school leavers receive safe driving education. There is also a community program which targets youths who may have already left high school education.⁴⁹⁰ The need for driving and road safety education to capture early school leavers is also discussed elsewhere in this report.
- 7.42 Evidence presented by Blue Datto stressed the importance of Year 10 as this is when students are about to take up apprenticeships and so would miss the Crossroads Driver Education program in years 11 and 12. Mrs Erin Vassallo, Chief Executive Officer, Blue Datto, said:
- There also might be different cultures in different communities about leaving school at year 10, and we should ensure that we address their needs because they are often involved in accidents.⁴⁹¹
- 7.43 Mr Graham Spencer, Chair, Program Advisory Board, Blue Datto, further commented that Year 10 warrants a specific focus because this is the time when there is enormous interest in driving and when peer influence can be positive.⁴⁹² Blue Datto programs rely on peer mentors, who are Blue Datto-trained university undergraduates, to deliver attitude and behaviour messages relating to safe driving. Blue Datto proposed that further research be undertaken to understand the road safety benefits of youth mentoring.⁴⁹³

National curriculum and accreditation

- 7.44 The Committee received evidence that road safety educators are concerned at the lack of coherence in the programs delivered nationally in schools and the lack of enforcement of guidelines for best practice teaching and learning resources.

⁴⁸⁸ Submission 75, Transport for NSW, p32

⁴⁸⁹ Submission 40, Amy Gillett Foundation, p7

⁴⁹⁰ Submission 45, Blue Datto Foundation Limited, pp2-3

⁴⁹¹ Mrs Erin Vassallo, Chief Executive Officer, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, p47

⁴⁹² Mr Graham Spencer, Chair, Program and Advisory Board, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, p47

⁴⁹³ Submission 45, Blue Datto Foundation Limited, p6

- 7.45 New South Wales is the only state with specific road safety content as part of the school syllabus.⁴⁹⁴ The RSE pointed out that road safety education is a mixture of government, not-for-profit and commercial programs. The extent to which these incorporate best practice principles varies widely. Most secondary schools rely on external providers or government developed curriculum resources. The RSE noted that governments produce guidelines to help schools choose best practice road safety education programs, but that many funded programs fail to meet these guidelines.⁴⁹⁵ Mr Birss called for program accreditation and a stronger commitment by governments to giving guidance and enforcing guidelines.⁴⁹⁶
- 7.46 The RSE also expressed concern that the Australian draft national curriculum included few references to road safety education and gave little guidance for teachers on prioritising topics in health education according to statistically proven risk.⁴⁹⁷ The ARSF proposed greater collaboration between national road safety education representatives to evaluate the effectiveness of courses and resources and to develop a national curriculum framework.⁴⁹⁸
- 7.47 Transport for NSW advised that the Road Safety Education Reference Group Australia (RSEGA), a network of road safety education professionals, meets four times a year to share and discuss school and early childhood road safety education initiatives.⁴⁹⁹

Comment

- 7.48 Road safety education is a longstanding component of school education in New South Wales.
- 7.49 The NSW Government submission gave details of the school curriculum and how and when it is delivered.
- 7.50 We also heard from specialist school educators and others who put forward various positions on who should deliver road safety education in schools, at what ages this should occur, and which types of educational programs were more or less suitable.
- 7.51 We are satisfied that the New South Wales school curriculum is well founded and expertly delivered. We believe, however, that there may be advantages in the NSW Government examining the evidence put before us in order to understand what road safety improvements may be achieved.
- 7.52 In our view the universal accessibility of driver education materials on the internet is a compelling argument for schools, teachers, parents and learner drivers to have more effective guidance as to which courses and resources meet the required standard. As a recognised leader in Australian school-based road

⁴⁹⁴ Submission 75, Transport for NSW, p74

⁴⁹⁵ Submission 50, Road Safety Education Limited, pp9 & 11

⁴⁹⁶ Mr Terry Birss, Chief Executive Officer, Road Safety Education Limited, Transcript of evidence, 22 May 2017, p54

⁴⁹⁷ Submission 50, Road Safety Education Limited, p7

⁴⁹⁸ Submission 55, Australian Road Safety Foundation, pp5 & 21

⁴⁹⁹ Submission 75, Transport for NSW, p74

safety education, Transport for NSW is well placed to lead and influence this discussion.

7.53

In particular, we recommend that the NSW Government examine:

- (a) The ages at which particular road safety messages should be introduced in schools
- (b) Whether fear-based programs are useful at any age
- (c) How to better integrate road safety and driver education for students who have left school and are in TAFE and trade training
- (d) Developments in resilience training for students which may improve the way we seek to develop safe driving attitudes and risk management skills in young people
- (e) Whether there are any benefits to be gained from the introduction of a national road safety curriculum and national accreditation for road safety educators.

Recommendation 29

The Committee recommends that Transport for NSW and the NSW Department of Education, in consultation with road safety researchers and educators, review the current road safety curriculum for students of all ages to identify the road safety benefits of:

- **Introducing road safety messages to students at particular ages**
- **Fear-based education programs**
- **Opportunities to tailor Technical and Further Education courses to better integrate road safety and driver education with trade and literacy training**
- **The value of resilience training in developing safe driving attitudes and risk management skills**
- **A single national road safety curriculum and national accreditation for road safety educators.**

Chapter Eight – Vocational training, work and employment

Summary

This chapter discusses road safety education and training in trade training and in the workplace.

It is relevant to terms of reference:

- b) Evaluating current driver training, including the effectiveness of refresher training and skills updating, and adaptation to changing vehicle technology
- c) The needs of any particular driver groups
- e) The needs of metropolitan, rural and regional drivers
- g) The costs of driver training standards and how they should be allocated
- i) Other related matters.

In Chapter Eight we consider the role of technical and further education in providing driver training, especially to disadvantaged learner drivers including indigenous people, and motorcyclists in rural and regional areas, as well as to apprentices as part of their trade training.

We also consider the role of health and safety training for employees who drive in the workplace, including heavy vehicle operators, and the responsibilities of manufacturers and fleet managers.

We recommend that the integration of driver training with vocational training be considered, and that the heavy vehicle industry and fleet managers be engaged to seek an industry-wide approach to workplace road safety.

Vocational training

Technical and Further Education

- 8.1 A number of stakeholders acknowledged the vital role played by Technical and Further Education (TAFE) in targeting at-risk young male learner drivers in regional areas, and in providing access to driver licensing and vocational education for disadvantaged and indigenous young people.⁵⁰⁰ In addition, Transport for NSW outlined the contribution of the TAFE system to the fulfilment of skills shortages in the heavy vehicle industry through its heavy vehicle

⁵⁰⁰ Submission 75, Transport for NSW, pp39-40; Submission 49, Aboriginal Legal Services (NSW/ACT) Limited; Submission 59, The Law Society of NSW; Submission 65, Literacy for Life Foundation; Submission 69, The George Institute for Global Health; Submission 72, NSW Council of Social Service

induction and refresher programs and a proposed new transport operator apprenticeship.⁵⁰¹

- 8.2 The Committee also heard evidence of opportunities to tailor TAFE courses to better integrate road safety and driver education with trade and literacy training⁵⁰² and to improve access to post-licence training for motorcycle riders in rural and regional areas.⁵⁰³ As discussed above, the Blue Datto Foundation Ltd (Blue Datto) stressed the importance of providing safe driving education in Year 10 to students planning to leave school early and of reinforcing those messages during TAFE training. Mrs Erin Vassallo, Chief Executive Officer, Blue Datto, observed that safe driving education at TAFE should be given priority considering that apprentices are already on the roads driving and are statistically at a very high risk.⁵⁰⁴

Trade apprentices in regional areas

- 8.3 Transport for NSW and TAFE have established a partnership which targets young drivers who drive long distances to TAFE and to their work as apprentice trade people. Mr Bernard Carlon, Executive Director, Centre for Road Safety, advised that in 2016, 600 trade apprentices in western New South Wales participated in a series of 'Towards Zero' road safety workshops. He said that, following the success of these workshops, further workshops are being planned and implemented across the state through the TAFE network.⁵⁰⁵
- 8.4 Recognising that young apprentices are driving solo for the first time, TAFE focuses on key road safety issues including speed, fatigue, animals on rural roads, mobile phone use, and drink and drug driving. An additional area of focus is the role played by parents and employers in influencing the road safety choices and behaviours of young drivers. This can be helping them to choose the safest vehicle, encouraging compliance with the speed limit, or encouraging them to take regular breaks when they travel. Transport for NSW informed the inquiry that further information resources, including an animated video and online modules, are currently being developed by TAFE and Roads and Maritime Services (RMS) for teachers, parents and employers.⁵⁰⁶
- 8.5 The Australian Road Safety Foundation (ARSF) urged the need for further expansion of driver training and education to rural and regional New South Wales through the TAFE network.⁵⁰⁷ Transport for NSW advised that it will consult with stakeholders regarding further expansion of the partnership project.⁵⁰⁸

⁵⁰¹ Submission 75, Transport for NSW, p54

⁵⁰² Ms Jenny Lovric, Indigenous Issues Committee, Law Society of NSW and Professor Jack Beetson, Executive Director, Literacy for Life Foundation, Transcript of evidence, 22 May 2017, pp2-3; Mr Russell White, Chief Executive Officer, Australian Road Safety Foundation, Transcript of evidence, 22 May 2017, p57;

⁵⁰³ Mr Brian Wood, Secretary, Motorcycle Council of NSW, Transcript of evidence, 29 May 2017, p42

⁵⁰⁴ Mrs Erin Vassallo, Chief Executive Officer, Blue Datto Foundation Ltd, Transcript of evidence, 22 May 2017, pp46-47

⁵⁰⁵ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, p61

⁵⁰⁶ Submission 75, Transport for NSW, pp 39-40

⁵⁰⁷ Submission 55, Australian Road Safety Foundation, p14

⁵⁰⁸ Submission 75, Transport for NSW, pp 39-40

Indigenous and disadvantaged training needs

- 8.6 As discussed earlier in this report, the Driver Licensing Access Program (DLAP) has been established to increase equity of opportunity for disadvantaged Aboriginal people and other disadvantaged communities to obtain a driver licence and to be safe and legal road users. The program provides help with tasks such as licence enrolment, learner driver supervision, and debt negotiation and management. In 2016-17 Transport for NSW expanded the program to 14 providers, including some TAFE colleges, covering more than 50 geographic locations with the target of achieving 630 learner licences and 586 provisional licences for disadvantaged drivers.
- 8.7 The Committee was informed that consultation on the DLAP has been held by the NSW Advocate for Children and Young People. The Advocate identified that program coverage is patchy; that the service delivery model is variable; and that there are still barriers to licensing for many disadvantaged young people, including young people who are in out of home care, homeless, living remotely or who are Aboriginal. The Advocate further stated that it was imperative to continue to improve access to driver licensing for young people who are culturally and linguistically diverse.⁵⁰⁹
- 8.8 Evidence presented to the inquiry emphasised that, particularly for young indigenous people in rural and remote areas, a driver licence is vital for employment: Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health (George Institute), said:
- If a young indigenous person without any qualifications cannot get a driver's licence because of unpaid fines, it can be difficult to get a job, because a driver's licence is effectively a qualification for employment for somebody who does not have any other skills, if one thinks of working for a council, or as a fork lift driver and so on. It is critically important, particularly when you consider that many young indigenous people live in rural and remote areas or in transport-disadvantaged parts of the city.⁵¹⁰
- 8.9 Professor Jack Beetson, Executive Director, Literacy for Life Foundation, advised:
- Adult literacy, at the very best in the communities, is 40 per cent low literacy; at worst it can be up to 80 per cent or 90 per cent in some communities. I am talking about adults 15 years and over.⁵¹¹
- 8.10 Professor Beetson cited research which found that a significant benefit from literacy training in disadvantaged indigenous communities was an increase in the number of previously unlicensed drivers who had been able to get permits and licenses. This was achieved through the campaign building participants' confidence and literacy skills, assisting them to work off unpaid fines through Work Development Orders, and connecting them with driver training providers.

⁵⁰⁹ Submission 75, Transport for NSW, pp44-45

⁵¹⁰ Professor Rebecca Ivers, Director, Injury Division, The George Institute for Global Health, Transcript of evidence, 22 May 2017, p10

⁵¹¹ Professor Jack Beetson, Executive Director, Literacy for Life Foundation, Transcript of evidence, 22 May 2017, p3

- 8.11 Professor Beetson pointed out that the success of the Aboriginal Adult Literacy Campaign, administered by his Foundation, arose from its non-accredited, informal community development approach, which empowers communities to take control from the outset. This contrasted with the high attrition rates recorded in the formal courses delivered by Registered Training Organisations (RTO).⁵¹² Comparing the graduation rates of the Aboriginal Adult Literacy Campaign in Brewarrina with literacy education through TAFE, Professor Beetson observed:

Seventy-eight per cent of people graduated out of that campaign. If [you] look at TAFE and private providers in the literacy space, or certificate levels 1 and 2, you see that they are graduating 10 per cent of people, at best.⁵¹³

- 8.12 A number of stakeholders proposed linking the Literacy for Life Foundation's model of adult education to driver education as a way forward to improving educational and employment opportunities for Aboriginal and other disadvantaged groups.⁵¹⁴ Transport for NSW advised the Committee that it will review the DLAP in 2017/18 to ensure that the needs of a broader group of disadvantaged young people are addressed; that the design reflects best practice in community-based road safety education and training; and that the program delivery is expanded to other locations. In its review Transport for NSW said it will seek the views of existing service providers, community organisations, relevant government departments such as Family and Community Services (FACS), and the NSW Advocate for Children and Young People.⁵¹⁵

Heavy vehicle operator training

- 8.13 Transport for NSW outlined the role of TAFE in heavy vehicle operator training. It also cited a TAFE project to identifying skill shortages in the transport industry. This project included a national survey of transport operators to identify which were the most critical skills required by truck drivers. The need for improved road safety skills, in particular, fatigue management skills, was a common theme amongst respondents. As a result of this project, TAFE NSW has proposed that a Transport Operator Apprenticeship course be developed and funded. This proposal is currently being considered at the national level by the independent government-funded national skills service organisation, Australian Industry Standards (AIS).⁵¹⁶
- 8.14 Ms Melinda Bailey, Executive Director, Compliance and Regulatory Services, RMS assured the Committee:

The requirements for a heavy vehicle upgrade are certainly more stringent than for a car licence. You start with a car vehicle licence and in upgrading it not only is the practical component increased, but the other knowledge aspects of the requirements increase as we move from the rigid class into our heavy combination

⁵¹² Submission 65, Literacy for Life Foundation, p2

⁵¹³ Professor Jack Beetson, Executive Director, Literacy for Life Foundation, Transcript of evidence, 22 May 2017, p3

⁵¹⁴ Ms Jenny Lovric, Indigenous Issues Committee, Law Society of NSW, Transcript of evidence, 22 May 2017, p3. See also Submissions, No. 49, Aboriginal Legal Services (NSW/ACT) Limited; No. 65, Literacy for Life Foundation; No. 69, The George Institute for Global Health; No. 72, NSW Council of Social Service

⁵¹⁵ Submission 75, Transport for NSW, p45

⁵¹⁶ Submission 75, Transport for NSW, p54

and then our highest risk vehicle, the multicomination. What might be of interest statistically is that our heavy vehicle licence holders are an increasing group in New South Wales.⁵¹⁷

- 8.15 The Transport for NSW witnesses told the Committee that while the number of heavy vehicle licence holders is increasing, there has been a marked decrease in the number of accidents and fatalities.⁵¹⁸

Safety at work education for apprentices

- 8.16 Work-related road safety impacts on a large cross section of the community. The ARSF told the Committee that two out of three vehicles on the road are making a work-related trip. The risk of accident involvement is greater for drivers of work-related vehicles not only through higher levels of exposure to the road environment, but also time and scheduling pressures, work relationships and other distractions.⁵¹⁹
- 8.17 Mr Carlon stressed the need for training programs to take account of the significant proportion of people who crash while driving a vehicle at work. The ARSF agreed that a stronger focus on road safety was required as part of workplace health and safety (WHS) responsibilities of employers and employees. Mr Russell White, Chief Executive Officer, ARSF, proposed that education about work-related driving and safety responsibilities should commence early and be directed to young apprentices as part of TAFE road safety education.⁵²⁰

Motorcycle rider training in regional areas

- 8.18 The Staysafe Committee's 2015 inquiry into motorcycle safety recommended the development of a post-licence training course and urged RMS to ensure adequate availability and accessibility of rider training courses in metropolitan, regional and rural New South Wales.⁵²¹ The Committee's recommendations on motorcycle safety and the NSW Government's response⁵²² are summarised in Appendix Four.
- 8.19 In its submission the Motorcycle Council of NSW reiterated its concern that access to post-licence training in rural areas continued to be limited.⁵²³
- 8.20 The Committee questioned whether there might be scope for more teaching and mentoring of post-licence riders to be delivered regionally through the TAFE network and at local government level. Mr Brian Wood, Secretary, Motorcycle Council conceded that this might be a solution, but held reservations about the

⁵¹⁷ Ms Melinda Bailey, Executive Director, Compliance and Regulatory Services, Roads and Maritime Services, Transcript of evidence, 29 May 2017, p73

⁵¹⁸ Mr Bernard Carlon, Executive Director, Centre for Road Safety, and Ms Melinda Bailey, Executive Director, Compliance and Regulatory Services, Roads and Maritime Services, Transcript of evidence, 29 May 2017, pp70 & 73

⁵¹⁹ Submission 55, Australian Road Safety Foundation, p16

⁵²⁰ Mr Russell White, Chief Executive Office, Australian Road Safety Foundation, Transcript of evidence, 22 May 2017, p57

⁵²¹ Joint Standing Committee on Road Safety (Staysafe), *Inquiry into Motorcycle Safety in NSW*, Report No 1/56, 19 November 2015

⁵²² Joint Standing Committee on Road Safety (Staysafe), *Inquiry into Motorcycle Safety in NSW*, Report No 1/56, 19 November 2015, Government Response, 20 May 2016

⁵²³ Submission 25, Motorcycle Council of NSW, p5

availability of accredited rider trainers and the cost of courses delivered through TAFE. He advised that the Motorcycle Council had sponsored training workshops in regional areas and encouraged other providers to do likewise, but the cost of providing such training was still a barrier to the uptake of post-licence training.⁵²⁴

- 8.21 Transport for NSW and RMS confirmed that they will review, and consider options to improve, the availability and accessibility of rider training and testing services across New South Wales. In its submission the Institute of Public Works Engineering Australasia (IPWEA) NSW proposed that local government Road Safety Officers (RSOs) could assist with delivery of rider training subject to support and funding. In addition, IPWEA proposed that there is a need for all road safety training to include content addressing variations in road conditions relevant to rural and regional areas, for example navigating roadworks, unsealed roads and floods.⁵²⁵
- 8.22 With regard to post-licence training options, Transport for NSW advised that a desktop review of 10 commercial training providers conducted in 2016 had revealed a diverse range of courses which could be tailored to the individual needs of motorcycle riders.⁵²⁶
- 8.23 As a result of its research, the Centre for Road Safety is considering the need to develop accreditation guidelines for post-licence rider training to provide consistency of course content state-wide and to ensure that courses include the rider skills and competencies which are evidence-based and proven to contribute to reduced crash risk. In addition Transport for NSW has advised that it will work with RMS and training providers to better promote appropriate courses for infrequent and returning riders.⁵²⁷
- 8.24 In relation to the cost of post-licence training, Transport for NSW acknowledged that the high cost may be a deterrent to riders pursuing refresher training. While pre-provisional training courses are subsidised by the NSW Government, this does not apply to any additional training.⁵²⁸
- 8.25 In addition, Transport for NSW informed the Committee that the current Motorcycle Rider Training Scheme will receive further attention as part of a broader review of the NSW Motorcycle Graduated Licensing Scheme (GLS).⁵²⁹

Work and employment

Workplace health and safety

- 8.26 Support was expressed by stakeholders for safe driver education to be provided in the workplace as part of the statutory obligations of employers regarding WHS, and chain of responsibility laws. Several submissions called for further policy

⁵²⁴ Mr Brian Wood, Secretary, Motorcycle Council of NSW, Transcript of evidence, 29 May 2017, p42

⁵²⁵ Submission 16, Institute of Public Works Engineering Australasia (NSW), pp4-5

⁵²⁶ Submission 75, Transport for NSW, pp 47-48

⁵²⁷ Submission 75, Transport for NSW, p50

⁵²⁸ Submission 75, Transport for NSW, p50

⁵²⁹ Submission 75, Transport for NSW, p47

development by government and for new training initiatives to be developed in consultation with the transport industry.⁵³⁰

- 8.27 The ARSF and the Transport Workers' Union (TWU) observed that while most major fleet owners take occupational health and safety and chain of responsibility obligations seriously, many smaller fleet operators and owner drivers still need to provide education and awareness raising.
- 8.28 The Amy Gillett Foundation reported that it is working in partnership with the transport and logistics company, the Toll Group, to develop a road safety program for truck drivers. This program is designed to make fleet and heavy goods vehicle drivers aware of the risks they pose to vulnerable road users and to make sure that they stay fit and healthy as well.⁵³¹ Mr Stewart Nicholls, Business Development Manager, Ian Luff Motivation Australia Pty Ltd, told the Committee that, even in the larger fleets, there was still insufficient attention to WHS education.⁵³²

Workplace training

- 8.29 The ARSF pointed out that addressing road safety as a WHS issue will help to create a better standard of driver training and driver competence which will filter down to the broader public.⁵³³ The ARSF further stressed that induction and on-going training programs should be provided in relation to any vehicle used at work, whether it is a liveried fleet vehicle or a private car used for business purposes. The ARSF argued that a well-trained driver reduces road trauma and its associated costs as well as reducing an employer's liability in meeting WHS and chain of responsibility obligations.⁵³⁴
- 8.30 The ARSF urged the need for phone-off policies in all government and private sector fleets in order to better control road safety risks arising from driver distraction. The ARSF also expressed concern that not enough was being done to deliver drug and alcohol education to drivers in the workplace.⁵³⁵
- 8.31 In his submission, Mr Ian Faulks, Safety and Policy Analysis International, drew attention to the need to clarify whether work-related driver training is an area for driving instructors or workplace safety practitioners.⁵³⁶ In addition, Mr Faulks noted the valuable educative role played by local government RSOs who are often the first point of contact for business and fleet managers in dealing with issues like access routes, vehicle selection and use, and the training of staff and contractors in road safety.⁵³⁷

⁵³⁰ Submission 52, Transport Workers' Union, Submission 55, Submission 58, Australian Driver Trainers Association; Australian Road Safety Foundation; Submission 71, Mr Ian Faulks

⁵³¹ Dr Rod Katz, Chair of the Research and Policy Committee, Amy Gillett Foundation, 22 May 2017, p70

⁵³² Mr Stewart Nicholls, Business Development Director. Ian Luff Motivation Australia and Drive to Survive, Transcript of evidence, 29 May 2017, p55

⁵³³ Submission 55, Australian Road Safety Foundation, pp 6 & 20

⁵³⁴ Submission 55, Australian Road Safety Foundation, pp 6 & 17

⁵³⁵ Submission 55, Australian Road Safety Foundation, pp19-20

⁵³⁶ Submission 71, Mr Ian Faulks, p8

⁵³⁷ Submission 71, Mr Ian Faulks, p21

- 8.32 Mr Mick Savage, Manager, Roads and Transport Directorate, IPWEA, outlined a positive example of how RSOs work with the transport industry. He referred to a heavy vehicle forum to be held at Forbes which had been organised by the RSO, on behalf of three regional councils, to enable consultation on local vehicle freight issues between the local trucking industry and the National Heavy Vehicle Regulator.⁵³⁸
- 8.33 A number of submissions acknowledged the effectiveness of the National Road Safety Partnership Program as an information sharing resource for fleet managers which helps to foster a positive road safety culture amongst businesses. The ARSF urged ongoing collaboration by governments with the program.⁵³⁹
- 8.34 The Insurance Council of Australia (ICA) pointed to the contribution made by some insurance companies in giving risk management education to commercial fleet customers. These companies reportedly found that short, regular and relevant education improved workplace understanding of how to improve drivers' safety on the road.⁵⁴⁰

Heavy vehicles

- 8.35 The TWU wrote that the high and increasing number of heavy vehicle registrations in New South Wales makes road safety considerations in the industry very important.⁵⁴¹ While the union observed that the heavy vehicle industry has the highest number of fatalities and serious injuries of any industry nationally, Transport for NSW advised that in New South Wales the number of accidents has decreased.⁵⁴²
- 8.36 Mr Nick McIntosh, Assistant State Secretary, TWU, told the Committee that there has been a cultural shift over the past decade in the transport industry with regard to behaviour on the road. At the same time, however, he said that the competitive nature and cost structures of the industry undermine regulatory and educational efforts to improve road safety for heavy vehicles.⁵⁴³ The TWU's submission described driver fatigue and the pressure to meet performance targets and deadlines, as endemic risk factors.⁵⁴⁴
- 8.37 With regard to the contribution made by education and training to accident and injury prevention, the TWU observed:

⁵³⁸ Mr Mick Savage, Manager, Roads and Transport Directorate, Institute of Public Works Engineering Australia, Transcript of evidence, 29 May 2017, p4

⁵³⁹ Submission 40, Amy Gillett Foundation, p5; Submission 55, Australian Roads Safety Foundation pp18 & 21; Submission 70, Mr Len Woodman, p3

⁵⁴⁰ Submission 76, Insurance Council of Australia, p2

⁵⁴¹ Submission 52, Transport Workers' Union, p2

⁵⁴²; Mr Bernard Carlon, Executive Director, Centre for Road Safety, and Ms Melinda Bailey, Executive Director, Compliance and Regulatory Services, Roads and Maritime Services, Transcript of evidence, 29 May 2017 p73

⁵⁴³ Mr Nick McIntosh, Assistant State Secretary, Transport Workers Union, Transcript of evidence, 29 May 2017, p12

⁵⁴⁴ Submission 52, Transport Workers' Union, p2

Whilst training and education is certainly not a silver bullet in and of itself when it comes to road safety in the heavy vehicle industry, it nevertheless cannot be overlooked as an important enabler of safety outcomes.⁵⁴⁵

Heavy vehicle training requirements

- 8.38 There are currently five licence classes for heavy vehicles – light rigid, medium rigid, heavy rigid, heavy combination and multi combination.⁵⁴⁶ Training requirements and qualifications for each class of vehicle are set out under the New South Wales heavy vehicle licensing framework which requires drivers to progressively build and gain experience from smaller to larger heavy vehicles. Drivers undertake knowledge and practical testing relevant to the vehicle in which they are applying to drive. The Heavy Vehicle Competency Based Assessment (HVCBA) scheme provides training in the operation of a heavy vehicle and in securing loads. The New South Wales competency requirements derive from the National Heavy Vehicle Competency Based Framework which was jointly developed by jurisdictions across Australia.
- 8.39 Under the national competency framework, all training and assessment must be provided by qualified heavy vehicle driving instructors who have been approved as accredited assessors with a Registered Training Organisation (RTO). Following Independent Commission Against Corruption (ICAC) investigations into the driver training industry reported in 2014, measures have been put in place by RMS to strengthen governance and improve the integrity of the HVCBA scheme. Transport for NSW informed the Committee that efforts to date include the introduction of a number of scheme-specific policies and procedures; the use of in-cabin cameras; and a requirement for the separation of training and assessment processes.
- 8.40 Transport for NSW also foreshadowed additional measures which it will put in place to ensure that the regulatory objectives of the HVCBA scheme are achieved. These include improved management of the RTOs in relation to education, auditing and sanctioning, and the introduction of a robust communications policy to enable better communication between stakeholders. With regard to the affordability of training under the HVCBA scheme, Transport for NSW advised that the costs of the HVCBA are set by the private market.⁵⁴⁷
- 8.41 In relation to the operation of the HVCBA scheme, the TWU expressed concern at the decline in the number of RTOs, especially in rural and regional areas, and at the lack of continuing education for heavy vehicle drivers beyond the initial licensing process. The TWU is itself involved in the provision of workplace training through the Transport Education Audit Compliance Health Organisation (TEACHO) which administers the Bluecard training system. This was established by the TWU in conjunction with employers and industry to provide assistance to transport workers and employers in relation to career pathways, training, industrial rights, research, and health and safety issues.⁵⁴⁸

⁵⁴⁵ Submission 52, Transport Workers' Union, p3

⁵⁴⁶ Submission 52, Transport Workers' Union, p3

⁵⁴⁷ Submission 75, Transport for NSW, pp53-54

⁵⁴⁸ Submission 52, Transport Workers' Union, p4

- 8.42 The TWU observed that the costs associated with ongoing driver training and education, and the lack of incentives available to drivers may account for the low participation rates in driver education and training across the industry. It concluded that there was a need for a more professionally structured and coordinated industry-wide approach to driver education and training to share responsibility across all stakeholders.⁵⁴⁹

The responsibilities of manufacturers and fleet managers

Emerging vehicle technologies

- 8.43 Many submissions highlighted the need for driver and road safety education to include the correct operation of new and emerging vehicle technologies and suggested that vehicle manufacturers be included in training and education strategies.⁵⁵⁰
- 8.44 Transport for NSW acknowledged that connected and automated vehicles (CAV) will provide drivers with new functions that are currently not taught in driver training. Transport for NSW suggested that manufacturers could train drivers on a pre-approved curriculum. On receipt of proof of training, RMS could endorse the driver's licence for operation of a CAV. Alternatively, drivers could be required to certify that they have received and understood manufacturer-provided instructions on the safe and lawful operation of the vehicle.⁵⁵¹
- 8.45 Dr Elizabeth Coombs, A/NSW Privacy Commissioner, drew the Committee's attention to the privacy implications of automated vehicle technology as another area which impacts on driver training.⁵⁵² The Staysafe Committee raised this issue in its 2016 report on driverless vehicles and road safety as one requiring further study.⁵⁵³
- 8.46 Mr Carlon advised that the NSW government encourages the dissemination of vehicles with new safety features through its fleet procurement policy which requires the purchase of five-star rated vehicles. He noted that from 2018, the Australasian New Car Assessment Program (ANCAP) will adopt Euro NCAP standards so that driver-assist, automatic braking, and adaptive cruise control technologies will be more widely available on the Australian market. He advised that at present the rate of take-up of five-star rated vehicles is significantly lower in the light truck sector compared with light passenger vehicles. Mr Carlon observed that while there is still a long way to go, major fleets have a responsibility to incentivise the market to educate the public to choose five-star rated vehicles.⁵⁵⁴

⁵⁴⁹ Submission 52, Transport Workers' Union, pp6-7

⁵⁵⁰ Submission 11, Mr Peter Macpherson, pp2-3; Submission 16, IPWEA (NSW) p19; Submission 19, Police Citizens Youth Clubs, p11; Submission 23, Mr Charles Lowe, pp7-8; Submission 30, NSW Driver Trainers Association p5; Submission 40, Amy Gillett Foundation, p5; Submission 55, Australian Road Safety Foundation, p11; Submission 66, Ian Luff Motivation Australia Pty Ltd, pp 5 & 13; Submission 67, National Motorists Association Australia, p7; Submission 70, Mr Len Woodman, pp3-4; Submission 71, Mr Ian Faulks, p8

⁵⁵¹ Submission 67, National Motorists Association Australia, p8; Submission 75, Transport for NSW, pp68-69

⁵⁵² Submission 4, Dr Elizabeth Coombs, A/NSW Privacy Commissioner, p1

⁵⁵³ <https://www.parliament.nsw.gov.au/committees/inquiries/Pages/inquiry-details.aspx?pk=1972>

⁵⁵⁴ Mr Bernard Carlon, Executive Director, Centre for Road Safety, Transcript of evidence, 29 May 2017, pp70-71

Comment

- 8.47 We agree that there are opportunities for TAFE courses to better integrate road safety and driver education with trade and literacy training. In this regard we have commented earlier on the schemes to assist disadvantaged learner drivers, delivered by TAFE and other providers, which make these links.
- 8.48 We also agree with the proposition that safe driving education be taught to trade apprentices and include a strong focus on road safety in relation to the health and safety legislation chain of responsibility. We urge Transport for NSW and RMS to further consult with TAFE, industry representatives and the relevant WHS authorities to explore possibilities for designing innovative programs in this area.
- 8.49 In our previous report we urged Transport for NSW to consider whether there are opportunities for a wider dissemination of rider training workshops through TAFE and at the local government level through the Local Government Road Safety Program (LGRSP). We draw attention to these opportunities again.
- 8.50 We note the value of stakeholder and industry liaison generally in order to better understand driver and industry needs, and encourage all parties to establish and maintain close consultative relationships.

Recommendation 30

The Committee recommends that Transport for NSW and Roads and Maritime Services:

- **Engage with TAFE NSW to ensure road safety training is an integral part of vocational training**
- **Liaise with the heavy vehicle industry and fleet managers to seek an industry-wide approach to workplace road safety, including strategies which recognise emerging vehicle technologies and promote safe vehicle selection.**

Appendix One – Conduct of inquiry

Terms of Reference

The Committee resolved to conduct the inquiry and adopted the terms of reference on Wednesday 9 November 2016. On the same date the Committee resolved to advertise the inquiry on its website from Wednesday 16 November 2016.

The Chair of the Committee also issued a media release on Wednesday 16 November 2016 seeking public submissions. In addition, the Chair wrote to around 110 organisations representing various groups of road users, inviting submissions. These included government departments and agencies, local government road safety engineers, academics, road safety educators, young driver educators, and advocates of driver trainers, motorists, older drivers, Aboriginal driver, disabled drivers, pedestrians, bicyclists, transport workers, motorcyclists and insurance providers. Submissions closed on Monday 20 February 2017. An extension was granted until Monday 27 March 2017 to allow for receipt of the NSW Government submission.

Submissions

The Committee received 78 submissions. A full list of submissions is included in Appendix Two. The Committee resolved to publish all of the submissions and these are available on the Committee's webpage at:

<https://www.parliament.nsw.gov.au/committees/inquiries/Pages/inquiry-details.aspx?pk=2422#tab-submissions>.

Six submissions were published with the name suppressed. This was by request or with the agreement of the author. One submission was made partially confidential at the request of the author.

Hearings

On Thursday 18 May 2017, the Committee published a second media release announcing the conduct of two public hearings. The Committee held its first public hearing at Parliament House on Monday 22 May 2017 at which it heard 24 witnesses.

The Committee held the second public hearing on Monday 29 May 2017 at which it heard 17 witnesses. A list of witnesses who appeared at each hearing is available at Appendix Three. Full transcripts of the hearings and responses to questions taken on notice or which were sent to witnesses by the Committee after the public hearings are also available on the Committee's webpage.

Appendix Two – Submissions

1	Mr Rob Laidlaw
2	Mr Ashley Boland
3	Safe2go
4	Office of the Privacy Commissioner
5	Mr Robert Carter
6	Name suppressed
7	Mr Michael MacLaurin
8	Mr Grant Mistler
9	Mr Barry Cole
10	Advancing Projects Pty Ltd
11	Mr Peter Macpherson
12	Mr Gary Cook
13	Mr P T Gough
14	Ms June Beckett
15	Mr Eddie Tredrea
16	Institute of Public Works Engineering Australia (NSW)
17	Combined Pensioners and Superannuants Association
18	Mr John Handley
19	Police Citizens Youth Clubs NSW Limited
20	Mr Michael King
21	Alzheimer's Australia NSW
22	Mr Benny Horn
23	Mr Charles Lowe
24	Australian Cycle Alliance
25	Motorcycle Council of NSW
26	Mr Nigel Withers
27	ii-drive Pty Ltd
28	Mr Rolf Muller
29	Ms Faye Roberts
30	NSW Driver Trainers Association
31	Mr Sam Reich
32	Name suppressed
33	Information on Disability & Education Awareness Services

34	Mr Terry Craig
35	Mr Martin Geliot
36	Ms Helia Wolfson
37	Dr John-Paul Bossi
38	Mr Derek Wolfson
39	Mr Geoff Ashton
40	Amy Gillett Foundation
41	Mr Tony Arnold
42	Mr Gilbert Grace
43	CASAR Park
44	Transport and Road Safety (TARS) Research
45	Blue Datto Foundation Ltd
46	Mr Daniel Woodall
47	Bicycle NSW
48	Mr John Ferranda
49	Aboriginal Legal Services (NSW/ACT) Limited
50	Road Safety Education Limited
51	National Roads and Motorists' Association
51a	National Roads and Motorists' Association
52	Transport Workers' Union of NSW
53	Mr Daniel Endicott
54	Name suppressed
55	Australian Road Safety Foundation
56	Mr David Jackson
57	Ms Julie Abbottsmith
58	Australian Driver Trainers Association
59	The Law Society of New South Wales
60	Occupational Therapy Australia
61	Bicycle Network
62	Academy of Road Safety
63	Name suppressed
64	Awesome Driving School
65	Literacy for Life Foundation
66	Ian Luff Motivation Australia Pty Ltd
67	National Motorist Association Australia
68	City of Sydney

69	The George Institute for Global Health
70	Mr Len Woodman
71	Mr Ian Faulks
72	NSW Council of Social Service
73	Advocate for Children and Young People
74	Pedestrian Council of Australia Limited
75	Transport for NSW
76	Insurance Council of Australia
77	Mr Bill Woods
78	Name suppressed

Appendix Three – Witnesses

Monday 22 May 2017

McKell Room, Parliament of New South Wales

Witness	Organisation
Professor Jack Beetson Executive Director	Literacy for Life Foundation
Ms Nadine Miles Chief Legal Officer	Aboriginal Legal Service
Ms Jenny Lovric Indigenous Issues Committee	The Law Society of New South Wales
Mrs Tracy Howe Chief Executive Officer	NSW Council of Social Services
Professor Rebecca Ivers Director, Injury Division	The George Institute of Global Health
Dr Lisa Keay Deputy Director, Injury Division	The George Institute of Global Health
Associate Professor Teresa Senserrick Dr Soufiane Boufous Senior Research Fellow	Transport and Road Safety (TARS) Research
Mr Anthony Cope President	NSW Driver Trainers Association
Mr Mick Humphries General Manager	Australian Driver Trainers Association
Mr Harold Scruby Chief Executive Officer	Pedestrian Council of Australia
Ms Jenny Davidson State Coordinator – Driver Education Programs	Police Citizens Youth Clubs
Mr Justin Hayes General Manager – Programs & Activities	Police Citizens Youth Clubs
Mrs Erin Vassallo Chief Executive Officer	Blue Datto Foundation Ltd
Mr Graham Spencer Chair of Program Advisory Board	Blue Datto Foundation Ltd
Mr Terry Birss Chief Executive Officer	Road Safety Education Limited
Ms Brooke O'Donnell General Manager	Road Safety Education Limited
Mr Russell White Chief Executive Officer	Australian Road Safety Foundation
Mr Karl Sullivan General Manager Policy, Risk and Disaster Planning	Insurance Council of Australia
Mrs Naomi Graham Manager Public Policy and Industry Affairs	Insurance Australia Group

Mr Robert McDonald Director of Research Initiatives	Insurance Australia Group
Dr Rob Katz Chair of the Research and Policy Committee	Amy Gillett Foundation
Mr Ray Rice Advocacy Manager	Bicycle NSW
Ms Sara Stace Secretary	Australian Cycle Alliance

Monday 29 May 2017**McKell Room, Parliament of New South Wales**

Witness	Organisation
Mr Mick Savage Manager Roads & Transport Directorate	Institute of Public Works Engineering Australia
Mr Nick McIntosh Assistant State Secretary	Transport Workers' Union
Ms Louise de Plater Legal Officer	Transport Workers' Union
Mr Paul Versteeg Policy Coordinator	Combined Pensioners and Superannuants Association
Ms Diana Palmer Executive Officer	Information on Disability and Awareness Services (IDEAS)
Ms Lyndall Cook Driver Trained Occupational Therapist and Industry Advisor	Occupational Therapy Australia
Ms Anita Volkert National Manager: Professional Standards	Occupational Therapy Australia
Ms Susan McCarthy General Manager, Services, Policy and Research	Alzheimer's Australia NSW
Mr Brian Wood Secretary	Motorcycle Council of NSW
Mr Michael Lane National Spokesman	National Motorists Association Australia
Mr Graham Pryor National Liaison Officer	National Motorists Association Australia
Mr Stewart Nicholls Business Development Director	Ian Luff Motivation Australia Pty Ltd
Mr Bernard Carlon Executive Director, Centre for Road Safety	Transport for NSW
Ms Melinda Bailey Executive Director, Compliance and Regulatory Services	Roads and Maritime Services

Appendix Four – Relevant reports of other Parliamentary Committees

In the course of this inquiry, we noted previous parliamentary inquiries which made recommendations about issues which come within our terms of reference.

These reports are:

- Driver Licence Disqualification Reform
- Access to Transport for Seniors and Disadvantaged People in Rural and Regional NSW
- Improving Legal and Safe Driving Among Aboriginal People
- Motorcycle Safety in NSW

While we have considered these inquiries and their recommendations, we have not sought to duplicate them or bring them into the ambit of this report. Rather we list them here for the sake of completeness and so that they may be referred to in reading this report.

Driver Licence Disqualification Reform

In 2013, the Legislative Assembly Committee on Law and Safety conducted an inquiry into whether the laws relating to unauthorised driving offences should be reformed. At the time, unauthorised driving offences were the third most common offence of which individuals were found guilty in Local Courts.

The Committee found that penalties and licence disqualification periods for unauthorised driving were disproportionate to the seriousness of the offence. Some unauthorised driving offenses carried penalties and disqualification periods greater than those for drink driving or other dangerous driving offences.

Licence disqualification periods were mandatory for unauthorised driving offences, irrespective of the circumstances of the case. The disqualification periods were also cumulative while disqualification periods for major road transport offences (including murder and manslaughter involving a vehicle) could be served concurrently.

Those in regional and rural communities, where there is limited access to public transport were particularly affected by lengthy licence disqualification. Without a driver licence, everyday tasks such as commuting to work, taking children to school, grocery shopping and attending medical appointments can become very difficult.

Long disqualification periods were also found to be ineffective as a deterrent with statistics showing that some unauthorised drivers continued to re-offend by getting back behind the wheel.

The Committee published its report on 21 November 2013 and made 16 recommendations including giving the courts more discretion to impose disqualification periods that distinguish

between different offenders; reviewing the maximum penalties to ensure they are proportionate to the offences; and introducing vehicle sanctions for offenders who repeatedly drive while disqualified.

The Government responded to the report on 20 June 2014 and supported all the report's recommendations.

The inquiry into driver licence disqualification reform is relevant to this report's discussion of the impact of the justice system on indigenous drivers, and on the needs of rural and regional drivers in particular.

Access to Transport for Seniors and Disadvantaged People in Rural and Regional NSW

In 2016, the Legislative Assembly Committee on Community Services conducted an inquiry into how to overcome the lack of transport options in remote areas. The Committee gave particular attention to the situation of seniors, Aboriginal people, people with a disability and social housing tenants.

The main issues raised during the inquiry were the poor coordination of rural and regional transport, and the need for more flexible transport options and more accessible transport infrastructure. The high cost of transport in rural and regional areas and the need for better information about services and transport concessions were also areas of concern.

This report also acknowledged the barriers that prevent Aboriginal people from getting their driver licence and extended disqualification periods having a significant impact on individuals and their communities. The Committee noted the Driving Change Program had had some success in overcoming these barriers.

The Committee published its report on 19 December 2016 and made 19 recommendations focusing on improving the coordination, flexibility and accessibility of transport services. It also recommended that the Driving Change Program be extended to more communities across New South Wales.

The Government responded to the report on 19 June 2017 and broadly supported the report's recommendations.

The inquiry into access to transport for seniors and disadvantaged people in rural and regional New South Wales is relevant to this report's discussion of the impact of the justice system on indigenous drivers, and on the needs of rural and regional drivers, including older drivers.

Improving Legal and Safe Driving Among Aboriginal People

The 1991 report into Aboriginal Deaths in Custody identified the connection between a high prevalence of motor vehicle offences by Aboriginal people and their subsequent imprisonment. The report recommended that the factors relevant to motor vehicle offences that lead to imprisonment be identified and that programs be designed, in conjunction with Aboriginal communities, to reduce the incidence of offending.

In 2013, the New South Wales Auditor-General examined the success of NSW Government actions aimed at improving legal and safe driving among Aboriginal people. The audit sought to identify barriers within the licensing and vehicle registration process, the fines enforcement

process and the justice system, and whether actions to address these barriers had been effective.

The Auditor-General found that unlicensed driving among Aboriginal people was a complex problem. The underlying socio-economic factors and disadvantage among Aboriginal people was a contributing factor while barriers also existed across a range of government portfolios. The Auditor-General concluded that existing government responses to improve legal and safe driving for Aboriginal people had had little overall impact. The inherent barriers within the licensing registration process, fines enforcement process and justice system were acknowledged and well understood by all agencies. However, without sustained and coordinated action from the NSW Government as a whole, the barriers that prevent Aboriginal people getting and retaining a driver licence would continue to exist.

The Audit Office published its report on 19 December 2013 and made recommendations to a number of government agencies in three major areas - getting a driver licence, retaining or regaining a driver licence and developing a whole-of-government response.

The government agencies were broadly supportive of the recommendations, although the NSW Police Force expressed concern regarding the detailed recommendation requiring the collection of data identifying Aboriginality.

As part of its legislative responsibility, 12 months following the publication of the Auditor-General's report the Legislative Assembly Public Accounts Committee examined the Government's progress at implementing the report's recommendations.

The Committee was not satisfied that the recommendations had been fully implemented and conducted a public hearing to seek further information from the agencies involved. The Legislative Assembly Public Accounts Committee published its review of the Auditor-General's report on 15 March 2015 and made two recommendations relating to the implementation of the inter-agency group focussed on increasing the number of Aboriginal people with an unrestricted licence.

The Government responded to the report on 15 September 2016 and supported the recommendations.

The inquiry into improving legal and safe driving among Aboriginal people is relevant to this report's discussion of the impact of the justice system on indigenous drivers.

Motorcycle Safety in NSW

In 2015, this Committee conducted an inquiry into why motorcyclists were over-represented in New South Wales road trauma and reviewed existing safety actions designed to reduce motorcycle crashes.

The Committee published its report on 19 November 2015 and made 22 recommendations including calling for a greater use of technology, inventive policy solutions and improved partnerships.

A number of recommendations aimed to enhance driver skills, behaviour and awareness of riders and to improve the interaction between riders and other road users.

The Committee recommended reviewing the NSW Graduated Licensing Scheme to reflect best practice and recent developments in other Australian jurisdictions.

The report also highlighted the importance of adequate support and ongoing professional training for riding instructors and recommended that the supply shortage of rider training courses in rural and regional New South Wales be addressed.

The Government responded to the report on 23 May 2016 and supported all but one of the recommendations.

The inquiry into motorcycle safety in New South Wales is relevant to this report's discussion of post-licence driver training and testing, and driver education.

Appendix Five – Extracts from minutes

MINUTES OF MEETING No 13

9 November 2016

Room 1254, Parliament House

Members present

Mr Greg Aplin MP (Chair), The Hon Scott Farlow MLC (Deputy Chair), Mr Adam Crouch MP, Dr Mehreen Faruqi MLC, Mr Chris Gulaptis MP, Mr Nick Lalich MP, The Hon Daniel Mookhey MLC.

Officers in attendance

Elaine Schofield, David Hale, Jennifer Gallagher.

The Chair opened the meeting at 1.00pm.

1. Apologies

Ms Eleni Petinos MP.

2. Confirmation of minutes

Resolved, on the motion of Mr Lalich, seconded by Mr Crouch: That the minutes of Meeting No 12, held on 12 October 2016, be confirmed.

3. ***

4. New inquiry

4.1 Consideration of the terms of reference for the inquiry into *Driver education, training and road safety*

The Chair invited the members to consider the proposed inquiry. Discussion ensued.

Resolved on the motion of Mr Crouch, seconded by Mr Lalich, that the Committee adopts the following terms of reference for the inquiry into *Driver education, training and road safety*:

The Committee will inquire into, and report on, the role of whole-of-life driver education and training in supporting improved road safety outcomes in New South Wales, with particular reference to:

- a. Trends in road safety research and crash statistics
- b. Evaluating current driver training, including the effectiveness of refresher training and skills updating, and adaptation to changing vehicle technology
- c. The needs of any particular driver groups
- d. The needs of driver trainers, both professional and non-professional
- e. The needs of metropolitan, rural and regional drivers
- f. The needs and expectations of passengers and other road users
- g. The cost of driver training standards and how the costs should be allocated

- h. The experience of other jurisdictions, and interstate cross border issues
- i. Other related matters.

4.2 Call for submissions

Resolved, on the motion of Mr Gulaptis, seconded by Mr Mookhey:

- That the Committee calls for submissions and advertises the inquiry on the Committee's website, by close of business on Wednesday 16 November 2016.
- That the closing date for submissions be Monday 20 February 2017.
- That the Chair issues a press release promoting the inquiry.

4.3 Proposed list of stakeholders to be invited to make a submission

Resolved, on the motion of Mr Farlow, seconded by Mr Crouch:

That the Chair and Committee staff prepare a list of stakeholders to invite to make submissions to the inquiry, and members advise staff of any additional stakeholders.

5. Next Meeting

The Chair closed the meeting at 1.19pm. The next meeting will be held on a date to be confirmed.

MINUTES OF MEETING No 14

29 March 2017

Room 1043, Parliament House

Members present

Mr Greg Aplin MP (Chair), The Hon Scott Farlow MLC (Deputy Chair), Mr Adam Crouch MP, Dr Mehreen Faruqi MLC, Mr Chris Gulaptis MP, Mr Nick Lalich MP, The Hon Daniel Mookhey MLC, Ms Eleni Petinos MP.

Officers in attendance

David Hale, Jacqueline Isles, Christopher Herbert.

The Chair opened the meeting at 1.05pm.

1. Apologies

There were no apologies.

2. Confirmation of minutes

Resolved, on the motion of Mr Crouch, seconded by Ms Petinos: That the minutes of Meeting No 13, held on 9 November 2016, be confirmed.

4. ***

5. ***

6. **Inquiry into driver education, training and road safety**

6.1. Consideration of submissions

Resolved, on the motion of Mr Farlow, seconded by Mr Gulaptis: That the Committee:

- publish submissions numbered 6, 32, 54 and 63 with the authors' names withheld;
- publish all other submissions numbered 1 to 75 in full; and
- redact from any published submission all signatures and direct contact details, and any information which identifies any third party by name, address or business location, or which has the potential to defame any third party or expose anyone to unwanted attention.

6.2. Confirmation of dates for public hearings

Resolved, on the motion of Mr Mookhey, seconded by Ms Petinos: That the Committee hold public hearings at Parliament House on Monday 22 May 2017 and Monday 29 May 2017, that the Chair issue a media release announcing the public hearings, and that the Chair and secretariat be authorised to make all arrangements necessary to support the holding of the public hearings.

Dr Faruqi advised that she is unavailable on Monday 22 May 2017.

6.3. Witnesses to be invited to public hearing

Resolved, on the motion of Mr Gulaptis, seconded by Ms Petinos: That the Chair and secretariat compile a witness list and hearing schedule and distribute to Committee members for comment prior to issuing invitations.

7. ***

8. **Next Meeting**

The Committee adjourned at 1.24pm until the next meeting on Monday 22 May 2017.

MINUTES OF MEETING NO 15

22 May 2017

8.45 am

McKell Room, Parliament House

Members Present:

Mr Greg Aplin MP (Chair), The Hon. Scott Farlow MLC (Deputy Chair), Mr Adam Crouch MP, The Hon. Thomas George MP, Ms Eleni Petinos MP.

Officers in Attendance

David Hale, Christopher Herbert, Jacqueline Isles, Abigail Turingan.

1. **Apologies**

Dr Mehreen Faruqi MLC, Mr Nick Lalich MP, The Hon. Daniel Mookhey MLC

2. Confirmation of minutes

Resolved, on the motion of Mr Crouch: That the minutes of Meeting No. 14, held on 29 March 2017, be confirmed.

3. Inquiry into Driver Education, Training and Road Safety

3.1 Consideration of submissions

The Committee noted that submission 76 had been received from the Insurance Council of Australia.

Resolved, on the motion of Mr Farlow: That the Committee publish submission 76 with signature and direct contact details redacted.

3.2 Public Hearing

3.2.1 Media

Resolved, on the motion of Ms Petinos: That the Committee authorises the audio-visual recording, photography and broadcasting of the public hearing on 22 May 2017 in accordance with the NSW Legislative Assembly's guidelines for coverage of proceedings for parliamentary committees administered by the Legislative Assembly.

3.2.2 Transcript of evidence

Resolved, on the motion of Mr Crouch: That the Committee authorises the publication of the corrected transcript of evidence given on 22 May 2017 on the Committee's website.

3.2.3 Questions on notice

Resolved, on the motion of Mr George: That witnesses be requested to return answers to questions taken on notice within ten working days of the date on which the questions are forwarded to the witness, and that once received, answers be published on the Committee's website.

3.2.4 Documents tendered

Resolved, on the motion of Mr Farlow: That documents tendered during the public hearing be accepted by the Committee, reviewed and published on the Committee's website.

4. ***

The Committee adjourned at 8.55 am

At 9:00 am, the Chair declared the public hearing open and witnesses and the public were admitted.

Literacy for Life Foundation

Professor Jack Beetson, Executive Director, was affirmed and examined.

Aboriginal Legal Service (NSW/ACT) Ltd

Ms Nadine Miles, Chief Legal Officer, was affirmed and examined.

The Law Society of New South Wales

Ms Jenny Lovric, Indigenous Issues Committee, was affirmed and examined.

NSW Council of Social Service

Mrs Tracy Howe, Chief Executive Officer, was sworn and examined.

The George Institute for Global Health

Professor Rebecca Ivers, Director, Injury Division, was affirmed and examined.

Dr Lisa Keay, Deputy Director, Injury Division, was affirmed and examined.

Transport and Road Safety (TARS) Research

Professor Teresa Senserrick, Associate Professor, Transport and Road Safety Research, was affirmed and examined.

Dr Soufiane Boufous, Senior Research Fellow, was affirmed and examined.

NSW Driver Trainers Association

Mr Anthony Cope, President, NSW Driver Trainers Association was sworn and examined.

Mr Michael Humphries, General Manager, Australian Driver Trainers Association, was sworn and examined.

Pedestrian Council of Australia

Mr Harold Scruby, Chairman & Chief Executive Officer, was affirmed and examined.

Police Citizens Youth Club

Ms Jenny Davidson, State Coordinator-Driver Education Programs, was sworn and examined.

Mr Justin Hayes, General Manager-Programs & Activities, was sworn and examined.

Blue Datto Foundation Ltd

Mrs Erin Vassallo, Chief Executive Officer & Co-Founder, was sworn and examined.

Mr Graham Spencer, Chair of Program Advisory Board, was sworn and examined.

Road Safety Education Limited

Mr Terry Birss, Chief Executive Officer & Managing Director, was affirmed and examined.

Ms Brooke O'Donnell, General Manager Education & Communications, was affirmed and examined.

Australian Road Safety Foundation

Mr Russell White, Chief Executive Officer, was sworn and examined.

Insurance Council of Australia

Mr Karl Sullivan, General Manager Policy, Risk and Disaster Planning, was sworn and examined.

Insurance Australia Group

Mrs Naomi Graham, Manager Public Policy and Industry Affairs, was affirmed and examined.

Mr Robert McDonald, Director of Research Initiatives, was affirmed and examined.

Amy Gillett Foundation

Dr Rod Katz, Board Member, was affirmed and examined.

Bicycle NSW

Mr Ray Rice, Advocacy Manager, was sworn and examined.

Australian Cycle Alliance

Ms Sara Stace, Director, was affirmed and examined.

Evidence concluded, the witnesses and public withdrew.

5. Next Meeting

The Committee adjourned at 4.45 pm until the next meeting, on Monday 29 May at 8.45 am, McKell Room.

MINUTES OF MEETING NO 16

29 May 2017

8.50 am

McKell Room, Parliament House

Members present:

Mr Greg Aplin MP (Chair), The Hon. Scott Farlow MLC (Deputy Chair), Mr Adam Crouch MP, Mr Nick Lalich MP, The Hon. Daniel Mookhey MLC, Ms Eleni Petinos MP.

Officers in attendance

David Hale, Christopher Herbert, Jacqueline Isles, Jennifer Gallagher.

1. Apologies

Dr Mehreen Faruqi MLC, The Hon. Thomas George MP.

2. Confirmation of minutes

Resolved, on the motion of Mr Crouch: That the minutes of Meeting No. 15, held on 22 May 2017, be confirmed.

3. Inquiry into driver education, training and road safety

Public hearing

3.1 Media

Resolved, on the motion of Mr Farlow: That the Committee authorises the audio-visual recording, photography and broadcasting of the public hearing on 29 May 2017 in accordance with the NSW Legislative Assembly's guidelines for coverage of proceedings for parliamentary committees administered by the Legislative Assembly.

3.2 Transcript of evidence

Resolved, on the motion of Mr Farlow: That the Committee authorises the publication of the corrected transcript of evidence given on 29 May 2017 on the Committee's website.

3.3 Questions on notice

Resolved, on the motion of Mr Farlow: That witnesses be requested to return answers to questions taken on notice within ten working days of the date on which the questions are forwarded to the witness, and that once received, answers be published on the Committee's website.

3.4 Documents tendered

Resolved, on the motion of Mr Farlow: That documents tendered during the public hearing be accepted by the Committee, reviewed and published on the Committee's website.

4. General business

Members noted a Sydney Morning Herald article, copies of which were distributed at the meeting, which was based on evidence presented by indigenous advocacy organisations at the previous public hearing in relation to the challenges faced by indigenous citizens seeking to undertake driver training and education courses.

The Committee adjourned at 8.56 am.

At 9:00 am, the Chair declared the public hearing open and witnesses and the public were admitted.

Institute of Public Works Engineering Australia

Mr Mick Savage, Manager Roads and Transport Directorate, was sworn and examined.

Transport Workers Union

Mr Nick McIntosh, Assistant State Secretary, was sworn and examined.

Ms Louise de Plater, Legal Officer, was sworn and examined.

Combined Pensioners and Superannuants Association

Mr Paul Versteeg, Policy Coordinator, was affirmed and examined.

Information on Disability and Awareness Services (IDEAS)

Ms Diana Palmer, Executive Officer, was sworn and examined.

Occupational Therapy Australia

Ms Lyndall Cook, Driver Trained Occupational Therapist and Industry Adviser: Driving, was sworn and examined.

Ms Anita Volkert, National Manager: Professional Standards, was sworn and examined.

Alzheimer's Australia NSW

Ms Susan McCarthy, General Manager, Services, Policy and Research, was affirmed and examined.

Motorcycle Council of NSW

Mr Brian Wood, Secretary, was affirmed and examined.

National Motorists Association Australia

Mr Michael Lane, National Spokesperson, was affirmed and examined.

Mr Graham Pryor, National Liaison Officer, was sworn and examined.

Ian Luff Motivation Australia Pty Ltd

Mr Stewart Nicholls, Business Development Manager, was sworn and examined.

Transport for NSW

Mr Bernard Carlon, Executive Director, Centre for Road Safety, was sworn and examined.

Ms Melinda Bailey, Executive Director, Compliance and Regulatory Services, was affirmed and examined.

Evidence concluded, the witnesses and public withdrew.

5. Next meeting

The Committee adjourned at 5.04 pm until a date to be determined.

MINUTES OF MEETING No 17

21 June 2017

Room 1136 Parliament House

Members present

Mr Greg Aplin MP (Chair), The Hon Scott Farlow MLC (Deputy Chair), , Dr Mehreen Faruqi MLC, Mr Thomas George MP, Mr Nick Lalich MP, Ms Eleni Petinos MP.

Officers in attendance

David Hale, Jacqueline Isles, Christopher Herbert.

The Chair opened the meeting at 1.13 pm.

1. Apologies

Mr Adam Crouch MP, The Hon Daniel Mookhey MLC

2. Confirmation of minutes

Resolved, on the motion of Mr Farlow, seconded by Ms Petinos: That the minutes of Meeting No 16, held on 29 May 2017, be confirmed.

3. Correspondence

Resolved, on the motion of Ms Petinos, seconded by Mr Farlow: That the following correspondence be noted:

- Emails from Mr Vince Sunter, Advancing Projects Pty Ltd, dated 4 June, 6 June and 9 June 2017 concerning submission 10;
- Email from Mr Paul Verstege, Combined Pensioners and Superannuants Association of NSW Inc, dated 13 June 2017 concerning submission 17 and:

That the following correspondence be accepted as late submissions:

- Email from Ms Melinda White, dated 9 June 2017 concerning aged driver assessment;

- Email from Mr Bill Woods, dated 11 June 2017 concerning aged driver assessment.

4. Inquiry into driver education, training and road safety

- 4.1.** Questions on Notice: The Committee noted that the majority of responses had been received and these would be published on the Committee's webpage in the near future.
- 4.2.** Supplementary questions: The Chair advised that 12 supplementary questions had been sent to Transport for NSW and responses were expected in early July.
- 4.3.** Timetable: The Committee agreed that it would deliberate further on the inquiry findings after the Chair's draft was completed.

5. ***

6. Next Meeting

The Committee adjourned at 1.19 pm until the next meeting on Wednesday 9 August 2017.

MINUTES OF MEETING No 18

8 August 2017

Room 1254 Parliament House

Members present

Mr Greg Aplin MP (Chair), The Hon Scott Farlow MLC (Deputy Chair), Mr Adam Crouch MP, Dr Mehreen Faruqi MLC, Mr Nick Lalich MP, Ms Eleni Petinos MP.

Officers in attendance

Simon Johnston, David Hale, Jacqueline Isles, Christopher Herbert, Jack Slater (student intern)

The Chair opened the meeting at 1.06 pm.

1. Apologies

The Hon Thomas George MP, The Hon Daniel Mookhey MLC

2. Confirmation of minutes

Resolved, on the motion of Mr Crouch, seconded by Dr Faruqi: That the minutes of Meeting No 17, held on 21 June 2017, be confirmed.

3. Correspondence

Resolved, on the motion of Mr Lalich, seconded by Mr Farlow: That the following correspondence be noted:

- Ms Sue Jenkins 24 June, 28 June, 29 June, 30 June and 3 July 2017 re aged driver testing
- Mr Matt Gijselman, General Manager – Public Affairs, NRMA 26 June 2017 re support for Road Speed Awareness Course for first-time low-range offenders
- Ms Meredith Meeves 26 June and 28 June 2017 re aged driver testing
- Ms Rachel Simpson, Principal Manager, Parliamentary Services, Transport for NSW 14 July 2017 re answers to supplementary questions
- Ms Glenda Gartrell 17 July 2017 re congestion on narrow roads
- Mr Eric Harty 24 July 2017 re mandatory driving tests for older drivers.

Correspondence – out

- Mr Greg Aplin MP – 3 July 2017 in response to Mr Matt Gijsselman.

4. Inquiry into driver education, training and road safety

Resolved, on the motion of Mr Crouch, seconded Mr Farlow: That the correspondence from the NRMA dated 26 June 2017 be published to the Committee's website as supplementary to the NRMA's original submission.

Resolved on the motion of Dr Faruqi, seconded Mr Lalich: That the answers provided by Transport for NSW to the Committee's supplementary questions be published to the Committee's website.

5. Road Speed Awareness Course – presentation by NRMA

Ms Carlita Warren, Senior Manager Policy & Research, and Mr Wade O'Leary, Corporate Communications & Campaigns Manager, NRMA delivered a PowerPoint presentation.

6. ***

7. Next Meeting

The Committee adjourned at 1.44 pm until the next meeting on Wednesday 13 September 2017 at 1.00pm in Room 1254.

UNCONFIRMED MINUTES OF MEETING No 19

20 September 2017

Room 1254, Parliament House

Members present

Mr Greg Aplin MP (Chair), The Hon Scott Farlow MLC (Deputy Chair), Mr Adam Crouch MP, Dr Mehreen Faruqi MLC, Ms Eleni Petinos MP

Officers in attendance

Simon Johnston, David Hale, Jacqueline Isles, Christopher Herbert, Abigail Turingan

The Chair opened the meeting at 1.08 pm.

1. Apologies

The Hon Thomas George MP, Mr Nick Lalich MP, The Hon Daniel Mookhey MLC

2. Confirmation of minutes

Resolved, on the motion of Mr Farlow, seconded by Mr Crouch: That the minutes of Meeting No 18, held on 9 August 2017, be confirmed.

3. Correspondence

Resolved, on the motion of Mr Crouch, seconded by Mr Farlow: That the correspondence from Mr Paul Taffa, Motorcycle Council of NSW dated 13 August 2017 which was previously circulated, be noted.

4. Inquiry into driver education, training and road safety

The Chair tabled correspondence from Dr Mehreen Faruqi MLC dated 19 September 2017 proposing the addition of two recommendations and amendment of a third.

The Chair advised that, after consideration, he had incorporated Dr Faruqi's proposals into his draft report.

The Chair tabled the draft report.

Discussion ensued.

Consideration of Report

Resolved, on the motion of Mr Crouch, seconded by Mr Farlow: That the Committee consider the Chair's draft report in globo.

Adoption of Report

Resolved, on the motion of Mr Crouch, seconded by Mr Farlow:

a) That the Committee adopt the recommendations as set out in the report.

Resolved, on the motion of Ms Petinos, seconded by Mr Farlow:

b) That the draft report be the report of the Committee and that it be signed by the Chair and presented to the Parliament.

Resolved, on the motion of Mr Farlow, seconded by Ms Petinos:

c) That the Committee staff be permitted to correct stylistic, typographical and grammatical errors.

Resolved, on the motion of Mr Crouch, seconded by Mr Farlow:

d) That, once tabled, the report be published on the Committee's webpage.

Resolved, on the motion of Ms Petinos, seconded by Mr Farlow:

e) That the Chair issue a press release announcing the tabling of the report.

5. ***

6. Next meeting

The Chair closed the meeting at 1.19 pm to reconvene on Wednesday 18 October at 1.00 pm in Room 1254, Parliament House.