



Transport
for NSW

NSW Government response

Staysafe Inquiry into Driver Education, Training and Road Safety in NSW

Contents

1	Crash data collection and reporting.....	3
1.1	Recommendation 1	3
1.2	Recommendation 2	4
2	Driver training and testing: learner and provisional drivers	6
2.1	Recommendation 3	6
2.2	Recommendation 4	6
2.3	Recommendation 5	7
2.4	Recommendation 6	9
2.5	Recommendation 7	10
2.6	Recommendation 8	10
2.7	Recommendation 9	11
2.8	Recommendation 10	12
2.9	Recommendation 11	12
3	Driver training and testing: licensed drivers.....	14
3.1	Recommendation 12	14
3.2	Recommendation 13	15
3.3	Recommendation 14	15
3.4	Recommendation 15	16
3.5	Recommendation 16	17
4	Support for disadvantaged learner drivers.....	19
4.1	Recommendation 17	19
4.2	Recommendation 18	20
4.3	Recommendation 19	21
4.4	Recommendation 20	21
5	Driver education.....	23
5.1	Recommendation 21	23
5.2	Recommendation 22	24
5.3	Recommendation 23	24
5.4	Recommendation 24	25
6	Regulation of driver trainers	27
6.1	Recommendation 25	27
6.2	Recommendation 26	28
6.3	Recommendation 27	29
6.4	Recommendation 28	30
7	School education	31
7.1	Recommendation 29	31
7.2	Recommendation 30	32

1 Crash data collection and reporting

1.1 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 and
- Which do not generate a police report.

1.1.1 NSW Government response

Support in principle

Transport for NSW (TfNSW) collects crash data and reports publically on all crashes that are reported to NSW Police as occurring on a public road and in which at least one person was killed or injured, or in which at least one motor vehicle was towed away.

TfNSW will continue to work with other NSW Government agencies and organisations to improve the quality of data collected.

Fault in a crash is not determined by TfNSW and information is collected on all involved parties equally. This includes all crash circumstances and driver details as captured by Police regarding drivers who are either unlicensed or have an interstate or international licence.

In crash data for 2012-2016, drivers and motorcycle riders without a licence of any status made up 1.2% of all motor vehicle controllers involved in casualty crashes reported to Police and recorded by TfNSW. Those controllers with an invalid licence, (e.g. suspended, expired or inappropriate for the vehicle type) make up a further 2.7% of drivers and motorcycle riders involved in casualty crashes in NSW.

Similarly, details are recorded for drivers with overseas and interstate licences, including licence status, where collected by Police. Overseas licence holders make up 1.7% and interstate licence holders make up 3.3% of drivers and motorcycle riders involved in casualty crashes in NSW.

Road surface is a detail captured in crash data from Police reports. All crashes which occur on a public road, either sealed or unsealed, are included in the crash data collection.

Information on a crash stats, including licence status of controllers are published annually in the statistical statement, Road Traffic Casualty Crashes in NSW. This report is available to the public on the Centre for Road Safety (CRS) website. Information is also reported through interactive statistics which are updated twice a year on the CRS website. These interactive data visualisations contain various information on crash circumstances including weather conditions and natural lighting at the time of crash. CRS will add to these pages an option to view the surface type of the road at the location of a crash to provide more insight into the number of crashes on un-sealed roads.

Reports from Police contain the most reliable and complete information available on the details and circumstances of a crash. TfNSW have augmented the Police reports with a data linkage project which includes ongoing data linkage between the Centre

for Road Safety crash data, NSW Health records, State Insurance Regulatory Authority (SIRA) Compulsory Third Party (CTP) claim data and iCare (Lifetime Care) participant records in order to improve the road safety decision making process by providing a more detailed and timely picture of the outcomes of road traffic crashes particularly in relation to injury severity.

Linkage with hospital information has shown that significant numbers of serious injuries each year do not match to a Police report. For these records there is very good information regarding the injuries sustained and the injured party from the hospital record, but there is currently limited information about the crash as this is typically recorded in the Police report. TfNSW is working to improve this data, including ongoing enhancements with other data sources.

1.2 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.

1.2.1 NSW Government response

Support

TfNSW currently works with a range of agencies specifically with the goal of enhancing the quality and scope of available information on crashes and trauma outcomes. Local government and road safety researchers are also regularly engaged as road safety partners in the reporting and analysis of road safety data.

This includes collecting data from NSW Police, RMS (Licence and registration data, infringements and sanctions), SIRA (CTP claimants) and iCare (Lifetime care participants), NSW Health (hospital, emergency department, mortality datasets and alcohol and drug tests), POLK (vehicle safety specifications), National Coronial Information System (coronial records) and the Office of State Revenue (camera infringements). Data from NSW Ambulance is also expected to be integrated and available for analysis in 2018.

Areas that have also been identified as potential for further data collection include SafeWork NSW, NSW Institute of Trauma and Injury Management and hospital records from other states. TfNSW has these areas on the roadmap for future engagement.

Local government and road safety practitioners have direct lines of contact to TfNSW data custodians and regularly provide advice on data quality issues at a local level. Local government has been the focus of recent engagement with representatives providing input into the development of a targeted portal for the delivery of crash data visualisations which have increased the access to crash data and encourages wider analysis of local road safety issues.

TfNSW regularly calls on the expertise of researchers to support our data collections and research needs and is currently obtaining ethics approval to commence in-depth investigations into unmatched injury records in conjunction with road safety researchers from University of Sydney.

As crash data forms the foundation of evidence based policy in TfNSW, data custodians have representation on a number of working groups that provide advice to TfNSW on specific areas. These include the Motorcycle Safety and Aboriginal Road Safety working groups that have representatives from the community and industry

groups as well as academic researchers with an interest in supporting TfNSW's efforts to understand their specific road safety interests. These forums have provided support and guidance to programs that have not only improved data analysis efforts but improved the community acceptance of the results.

TfNSW will augment this work with a working party that invites these current partners and representatives of the insurance industry to discuss wider data identification, capture and integration options as well as further analysis opportunities.

2 Driver training and testing: learner and provisional drivers

2.1 Recommendation 3

The Committee recommends that Transport for NSW:

- Publish the findings of its current review of the Safer Drivers 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 Drivers Course compulsory for all learner drivers.

2.1.1 NSW Government response

Support

The process evaluation of the Safer Drivers Course (SDC) commenced in 2014 and is currently being finalised. Findings from the process evaluation are expected to be published in the second quarter of 2018.

An outcome evaluation of the SDC will also be conducted. The timing of this evaluation is dependent on the availability of at least five full years of crash data to enable valid and reliable assessment of impacts on crash data trends. As the SDC commenced in July 2013 it is anticipated that the outcome evaluation will commence once 2018 crash data is finalised. It is anticipated that key findings from the outcome evaluation will be published upon completion.

Findings from the SDC outcome evaluation will inform options to enhance the road safety benefits of the SDC, including consideration of making SDC compulsory for all learner drivers. Any consideration of enhanced SDC participation will be undertaken in consultation with relevant stakeholders and the community.

2.2 Recommendation 4

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

2.2.1 NSW Government response

Support

Further investigation is required to enable careful consideration of the road safety impact of further reductions to supervised driving hours. Evidence continues to suggest that further discounts to supervised hours would compromise road safety outcomes. Transport for NSW (TfNSW) will re-examine the current position once current evidence has been reviewed.

On-road driving experience is one of the key pillars of the NSW Graduated Licensing Scheme (GLS) and is a proven component of improving novice driver safety. The importance of on-road driving experience is supported by the Australian GLS Policy Framework (Policy Framework), which has been approved by the Transport and Infrastructure Council.

The Policy Framework includes a three staged approach which includes key elements of progressively more effective GLS models - standard, enhanced and exemplar. The Policy Framework recognises the establishment of a minimum number of supervised driving hours (100-120 hours) as an effective aspect of the GLS, as it ensures that the learner has undertaken extensive driving experience prior to driving solo. The NSW GLS requirement for learner drivers to complete 120 hours of supervised on-road driving over a period of at least 12 months aligns with the exemplar model.

The requirement for 120 driving hours is based on research that indicated learners who received around 118 hours of supervised driving experience had up to 35 per cent fewer crashes than those who received 41 to 47 hours (McIntyre, A and Mayhew, D (2016) The Effectiveness of Driver Training/Education as a Road Safety Measure: 2016 Edition Update (based on the 2001 report by Dr Ron Christie), RACV)).

Gaining extensive driving experience that begins in low risk situations and gradually increases in complexity as a driver becomes more experienced and acquires more skills is regarded as an optimal approach to learning to drive.

TfNSW currently offers up to 40 hours discount on the mandatory 120 hours learner drivers must complete through a combination of the '3 for 1' Scheme and Safer Drivers Course (SDC).

The '3 for 1' Scheme was introduced in 2008 to assist learner drivers meet their learner driver log book requirements. A one hour structured driving lesson with a fully licensed driving instructor can be recorded as three hours driving in the log book. A maximum of 10 professional lessons are eligible for additional credit. 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.

The SDC was developed in 2013 by a ministerially appointed board of independent road safety experts and is based on best practice in young driver education and adolescent cognitive developmental principles. The course highlights the importance of extended supervised driving experience and low risk driving strategies for young learners. The SDC integrates with the learner period of the NSW GLS and enables learners to receive a discount of 20 hours from the current requirement of 120 hours of supervised driving when they successfully complete the course.

In 2012, TfNSW commissioned independent research to examine the impact of a further reduction to the mandatory 120 hours (in addition to the maximum number that can be gained by completing 10 professional driving lessons). The research highlighted the benefits of extended supervised driving practice, particularly the significant novice driver crash reductions seen since the introduction of the 120 hour learner driver log book requirements in both NSW and Victoria.

2.3 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

2.3.1 NSW Government response

Support

Further examination is required to determine the road safety outcomes of the recommended approach.

The NSW GLS applies a staged approach for novice drivers and requires building on-road experience through 120 hours of supervised driving. NSW crash data indicates that the learner driver phase is the safest period within novice licensure because of the moderating effect of the supervising driver.

Participation data indicates learner drivers are accessing initiatives that have been designed to support them through the GLS and become safer drivers. Since the GLS was introduced in 2000, we have seen a reduction in the number of young drivers killed each year on NSW roads. The 3-year average for the number of young drivers under 26 years killed was 75 (1997-1999). The 3-year average for the most recent years (2014-2016) was 37.

The NSW Government introduced the SDC in 2013 to support learner drivers as they progress to solo driving on a Provisional (P) licence, in recognition that the first six months on a P licence carries the highest crash risk. The course curriculum includes two modules one of which is an on-road coaching session that must be conducted by qualified driving instructors. The minimum requirements for course modules, facilitators and coaches are specified in the Provider Guide. Since the introduction of the SDC to 31 October 2017, a total of 84,113 learners have completed the course and progressed to their P licence representing 24 percent of eligible learner drivers in NSW.

The GLS also encourages professional driving lessons through the '3 for 1' Scheme. Under the scheme, structured lessons are provided by qualified driving instructors and each hour of tuition counts as 3 hours in your log book up to a maximum of 10 hours (30 hours credit). In 2017, 70 per cent of learner licence holders that attempted the driving test participated in the '3 for 1' Scheme.

Minimum standards for all supervising drivers are also encouraged and promoted through the 'Helping Learner Drivers Become Safer Drivers' workshops. These workshops are provided for parents, guardians or supervisors of learner drivers to help educate and support them in their supervisory role. The workshops are provided for free and are run by Local Government Road Safety Officers and other Roads and Maritime Services employed contractors across NSW.

The NSW Learner Driver Log Book provides clear guidance to learners and their supervising driver on how to build and develop their driving experience. This guidance assists learner drivers to assess their learning needs including options to undertake additional professional driving lessons.

Introducing additional mandatory professional driving training requirements with the current range of support and participation rates has the potential to increase costs for all learner drivers, place further burden on supervisory drivers and create further barriers to the driver licensing system for new and young drivers from rural, remote and disadvantaged backgrounds. TfNSW will examine further opportunities including those outlined in this recommendation to increase road safety benefits for novice drivers without compromising accessibility and equity to the licensing system as part of the SDC evaluation.

2.4 Recommendation 6

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

2.4.1 NSW Government response

Support in part

Transport for NSW (TfNSW) and Roads and Maritime Services (RMS) support the need to maintain integrity of the requirement of learner drivers under the age of 25 years to log 120 hours of supervised driving. Increased compliance requirements need to be balanced against additional costs, administrative complexity and any additional road safety benefits.

RMS has processes in place to address non-compliance with the requirements of the learner log book system. Driving test instructors are required to verify the accuracy and completion of the log book prior to sitting the driving test. Importantly, where false entries have been made in the log book by the applicant, the applicant can be banned from taking a driving test for 6 weeks. Data indicates that this has occurred 110 times over the last 5 years. The applicant can also be prosecuted and fined if false entries are detected in the replacement log book. False entries made by a Driving Instructor can result in a fine or cancellation of the instructor's licence. Since January 2015, there have been 35 such actions. RMS will monitor the accuracy of data reports and identify an appropriate format and location to publish this data.

TfNSW has commenced a customer centric modernisation of the current driver knowledge testing hardware and software platforms. This includes a review of educational materials for novice drivers, parents and supervisors including the learner log book system. The digital learner driver log book was launched in 2017 as part of this modernisation process.

Learner drivers who choose to use the digital log book option to record their 120 hours of driving experience must use one of the three RMS approved digital mobile apps. Only these three apps can be used to submit completed recorded hours. The completed app hours are transmitted into DRIVES and added to the driver testing sheet. The testing officer is then able to verify if app hours are complete and submitted.

RMS also has in place operational guidance on the pre-driving test checking procedures for the learner driver log book and the approved apps including suspicious or false entries. These are referred to the Scheme Review Unit.

The approved apps are expected to contribute to a reduction in the potential abuse of the existing paper based log book system and a decrease in the use of the paper based version. As they are more adaptable they can also be modified over time to increase compliance, if required.

In addition to improving the NSW driver licensing infrastructure and systems, TfNSW and RMS will review all learning and education resources to ensure that the principles and road safety benefits of on-road driving experience, and completion the 120 hours of supervised driving is embedded. Combining education and a more accessible and customer friendly log book intends to increase voluntary compliance.

2.5 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.

2.5.1 NSW Government response

Support

TfNSW has developed a number of computer-based learning initiatives that use interactive and digital learning resources. These include *Safety Town* (<https://www.safetytown.com.au/>), an online and interactive resource for children, teachers and parents; learning resources for novice drivers and a new driver log book app. 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 dedicated website (ridetolive.com.au).

TfNSW will explore digital teaching and learning platforms and customer interface technologies to provide interactive and connected learning experiences that are built into best practice road safety educational and training services and programs.

As part of this digital transformation, TfNSW will modernise the driver licence experience.

TfNSW is currently working with RMS to modernise the driver knowledge test platform and optimise the efficient and effective delivery of licence education and testing in NSW. The project includes a baseline review of solutions already used by other jurisdictions to ensure existing solutions with proven benefits are used to design the NSW specific solution. The program of work will also update the Hazard Perception Test, including related learning videos.

The recently launched digital learner driver log book app provides potential to incorporate greater levels of digital learning, such as educational prompts and links for drivers and supervisors appropriate to their current ability. These ideas will be explored further as the initiative matures.

While the current focus of computer-based learning has been on novice drivers, TfNSW and RMS will explore opportunities to expand the use of technology to influence long term road user behaviour over the entire driver lifecycle. This may include links to education resources at key touch points such as licence renewal.

TfNSW and RMS anticipate that in the longer term educational materials for other user groups, for example older drivers, will more heavily utilise technological solutions. This has also been identified as an action for consideration in the Road Safety Plan 2021.

Investigating the effectiveness of computer-based learning on long term road user behaviour and the road toll will require the collection of data over a number of years in order to identify any trends and road safety benefits.

TfNSW will also continue to keep up-to-date with research and evaluations published by researchers and other jurisdictions on the effectiveness of computer-based learning on long term road user behaviour and the road toll.

2.6 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.

2.6.1 NSW Government response

Support

The NSW Government has implemented the majority of elements that comprise the exemplar GLS model approved by the Transport and Infrastructure Council in 2014. Further improvements to the learner driver program will be pursued through the modernisation of the NSW driver licensing infrastructure and related educational resources.

This will involve a review of the educational content provided to novice drivers, parents and supervisors in the context of the Safe System approach. The process will review the road user handbook, Driver Knowledge Test content and Hazard Perception Test content. It will also be reviewed in the context of current and emerging trends and technologies; and consider topics such as educating drivers in the safety of both new and used cars, vulnerable road users and vehicle technology.

As part of the review, TfNSW is undertaking research to identify how customers want to engage with, and use, novice driver educational materials. It is anticipated that the new content will be developed for new customer-centric platforms, increasing the level of engagement with these materials and improving driver road safety knowledge, contributing to improved road safety benefits.

The project will also confirm the governance framework and develop a clear, regular process for material review and updates. Ensuring novice driver educational material is kept up-to-date.

Outcomes from the Safer Drivers Course evaluation will also inform options to further enhance the course curriculum and other learner driver educational resources.

2.7 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 (a)
- Substitute for on-road training for disadvantaged learners where access to a simulator can be arranged (b)
- Be employed in hazard perception testing and in aged driver assessment (c)

2.7.1 NSW Government response

Support

TfNSW acknowledges that extensive on-road driving experience in a variety of conditions is an optimal approach to improving the safety of novice drivers and recognises the potential for enhancing learning through emerging technologies.

TfNSW will review current national and international research on the use and road safety benefits of simulators that are used to supplement driver training, testing and assessment. The review will also look at other technology-based initiatives and will address the specific issues raised in the recommendation. It is expected to be completed in 2018 and findings will be made available.

2.8 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.

2.8.1 NSW Government response

Noted

Further investigation is required to identify the road safety impacts of changing licence sanctions as a way of improving safety outcomes.

TfNSW will monitor current policy settings to ensure the balance between sanctions and incentives achieves optimum road safety outcomes.

In NSW, education combined with enforcement of penalties including fines, demerit points, and licence suspensions are key countermeasures to motivate road users to follow the rules and behave safely on and around the road. The penalty notice system, including fine levels and demerit points, is integrated into a broader system of deterrence that includes automated and Police enforcement, roadside drink and drug testing, and double demerit periods.

The NSW Government takes a zero tolerance approach with novice drivers who are subject to a zero blood alcohol level, a lower demerit point threshold and a mobile phone use ban. Novice drivers do have the right to appeal, which means a novice driver can appeal a sanction in a court of law, should they consider the penalty to be unwarranted or unreasonable.

The zero tolerance approach for novice drivers reflects NSW crash data and international research demonstrating that the highest crash risk for novice drivers occurs when first transitioning to independent driving. The NSW Government wants to ensure that clear road safety messaging is communicated; safe driving behaviours are formed early and reinforced. The data shows that 86 per cent of P1 drivers complete the P1 phase and 83 per cent of P2 drivers complete the P2 phase without receiving a suspension for unsafe driving behaviour

2.9 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.

2.9.1 NSW Government response

Support

The Australian GLS Policy Framework (Policy Framework) approved by the Transport and Infrastructure Council is based on a three staged approach which includes key elements of progressively more effective GLS models - standard, enhanced and exemplar.

This approach recognises that each jurisdiction has a different starting point, and that improvements to existing GLS systems may be incremental. The intent of the policy framework is for all jurisdictions to adopt as many of the 'exemplar' elements as feasible to promote national consistency around a stronger licensing model. In November 2017, further changes to the NSW GLS were made to align it more closely with the Exemplar model.

The NSW Government recognises that in the interim there will be some inconsistencies between jurisdictions, raising some interstate border issues. TfNSW will continue to resolve these issues with relevant jurisdictions and at the national level to work toward national consistency for key road safety issues, where possible.

TfNSW is an active member of the Austroads Registration and Licensing Task Force which works to promote harmonisation and consistency across jurisdictions and will continue to work with other jurisdictions to identify opportunities to harmonise licensing systems across jurisdictions without compromising road safety.

3 Driver training and testing: licensed drivers

3.1 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.

3.1.1 NSW Government response

Support

Transport for NSW (TfNSW) supports this recommendation and will continue to examine, report on, and implement necessary strategies to minimise the contribution of unauthorised drivers, including unlicensed drivers, to road fatalities.

TfNSW annually publishes the statistics for the licence status of motor vehicle controllers involved in casualty crashes; this data is available on the Centre for Road Safety website.

In 2017 preliminary data indicates, 33 fatal crashes (9% of all fatal crashes) involved an unauthorised driver. Of these drivers, 6 were disqualified, 7 expired, 3 suspended, and 18 unlicensed. These incidents resulted in a total of 38 fatalities (10% of all fatalities), 21 of the fatalities were unauthorised drivers.

TfNSW recognises that the road safety measures that are required to reduce the NSW road trauma statistics, including the GLS and deterrence framework, impact on the accessibility of the driver licensing system.

The GLS is designed to maximise the development of safe driving skills of novice drivers, via staged training and practice over an extended period of time. However, these requirements can pose challenges for learner drivers who are disadvantaged, have limited access to supervising drivers, roadworthy vehicles and other supports that enable them to successfully obtain a driver licence.

The deterrence framework which includes the promotion and enforcement of penalties including fines, demerit points, and licence suspensions are key countermeasures under a Safe System approach to road safety. They motivate road users to follow the rules and behave safely on and around the road. However, they can also disproportionately impact on disadvantaged persons who do not have the capacity to pay fines or meet other conditions.

TfNSW is addressing barriers to accessing the licensing system through the Driver Licensing Access Program (DLAP). DLAP aims to improve road safety outcomes among disadvantaged communities by supporting them to meet the GLS requirements, leading to reduced crash and injury rates. DLAP offers a range of supports to assist people to obtain, retain and regain licences including enrolment support, literacy, and supervision, access to vehicles, mentoring, debt services, and access to other licensing programs, such as '3 for 1' professional lessons.

In 2017, the Department of Justice in consultation with TfNSW introduced reforms to the current driver licence disqualification system. The *Road Transport Amendment (Driver Licence Disqualification) Bill 2017* passed Parliament on 10 October 2017.

The reforms introduce new ways for disqualified drivers who remain compliant with their disqualification period for either two or four years and do not pose a road safety risk to regain a licence. The reforms will also give roadside Police expanded powers to confiscate repeat offenders' vehicles and number plates.

Further information on these reforms can be found under recommendation 17.

3.2 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.

3.2.1 NSW Government response

Support

NSW has implemented a targeted approach to re-testing by directly addressing unsafe driving behaviour and licence holders that are considered high risk. This approach targets the road safety risk of drivers who exhibit risky behaviour without imposing additional licensing requirements on the general population.

High risk drivers will have been disqualified from driving for one or possibly a number of offences. The re-testing of these individuals provides an opportunity to ensure the driver understands the road rules, the risks of unsafe driving and recognises how to change their behaviour. Drivers who have exceeded their demerit points twice or more within five years are required to pass the Driver Knowledge Test and complete the Traffic Offenders Intervention Program. In addition, drivers who have been convicted of a high range, repeat or serious drink driving offences and have a Court ordered interlock exemption order are required to complete the Sober Driver Program.

The Sober Driver Program is an educational group program that specialises in changing the attitudes and behaviours of repeat and high risk drink drive offenders. Between 2003/04 and 2016/17 there have been 12,649 participants in the program. Two evaluations of the program have demonstrated its effectiveness through sustained reductions in recidivism rates among program participants, where the Sober Driver Program group were 44 per cent less likely to re-offend compared with the comparison group.

TfNSW is progressively adopting more technology solutions to further enhance road safety learning and education. As these new platforms and initiatives are developed, TfNSW will explore opportunities to utilise touchpoints along the licensing pathway to reinforce and promote road safety education, such as providing educational content at licence renewal. Such technology may also allow for more specific, individually tailored information to be conveyed, targeting specific road safety messages.

Working with Service NSW, TfNSW will also explore opportunities to engage with customers through online licensing and registration transactions to reinforce key road safety messages and link to other road safety information.

3.3 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.

3.3.1 NSW Government response

Further investigation required

Further investigation is required to identify the impacts of mandatory reporting of dementia and other conditions which may diminish safe driving ability. This would include consultation with the medical community and relevant stakeholders.

RMS is the licensing authority in NSW responsible for issuing, renewing, suspending or cancelling a person's driver licence. Licensing decisions are based on a number of factors relating to health and driving performance including recommendations from treating doctors. Licensing decisions are made by RMS in accordance with the national medical standards detailed in the Austroads Assessing Fitness to Drive (AFTD) Guidelines.

In NSW, drivers with any long-term injury or medical condition that may affect their safe driving ability are legally required to notify RMS and may be required to undertake a medical assessment to evaluate the driver's ability to drive safely.

In 2013, following a recommendation from the Older Drivers Taskforce, the RMS fitness to drive medical assessment form was revised and 'dementia or other cognitive impairment' is now identified as a separate health issue requiring the general practitioner to specifically respond to this health issue in their assessment.

RMS has also implemented an online medical reporting system to complete the assessment form and transfer medical information directly to RMS. The online system facilitates better use of the fitness to drive guidelines among health professionals through a link that enables ready access to health information during the medical assessment process.

The AFTD Guidelines acknowledge the need for confidentiality, to maintain the doctor/patient relationship, and state that the health professional should consider reporting directly to the driver licensing authority in situations where the patient is:

- Unable to appreciate the impact of their condition.
- Unable to take notice of the health professional's recommendations due to cognitive impairment.
- Continues driving despite appropriate advice and is likely to endanger the public.

The RMS system also allows any individual to anonymously report a driver to RMS on the grounds that they believe they would either be a danger to themselves, or others on the road.

During 2017, public consultation on the draft Road Safety Plan 2021 identified community support for improving information to older road users. The draft Plan identified the need to investigate better integration of communication/information about health factors impacting on safe driving, licensing options and safer transport options for older road users, their family/carers and the medical network.

A review of support programs, technological solutions, and tools which could assist older drivers, their families and medical practitioners to promote safe mobility has also been undertaken. The key findings are currently being finalised and will inform initiatives to be implemented as part of the Road Safety Plan 2021.

3.4 Recommendation 15

The Committee recommends that TfNSW undertake a review of the advanced and defensive driver training currently offered in NSW, 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
- Publishes the results of its review within 6 months.

3.4.1 NSW Government response

Support

In FY2018/19, TfNSW will lead a review of driver training currently offered in NSW including courses marketed as 'advanced' and 'defensive'. The scope of the review will cover:

- Clarifying terminology used to describe and market driver training (including post-licence training) in NSW.
- Assessing the suitability of different courses for different drivers, against current evidence regarding the effectiveness of advanced and defensive driver training. (This assessment will be within the context of existing driver education and training – and will not involve TfNSW developing a driver training course).
- Communicating good and best-practice post-licence courses for different drivers (pending outcomes of the review).

3.5 Recommendation 16

The Committee recommends that TfNSW 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.

3.5.1 NSW Government response

Support

The Traffic Offenders Intervention Program (TOIP) is administered by Department of Justice. In the period 2012 to 2016, 54,307 participants have completed a TOIP course, with an average completion rate of 85%.

TfNSW provides subject matter expertise and support to enhance course content on road safety as well as assist the Department of Justice in assessing applications for TOIP providers.

In 2017, the Department of Justice and TfNSW evaluated the TOIP to:

- Ensure that current TOIP requirements, in particular the program structure, processes, course content and delivery arrangements, under the regulation and the operating guidelines, support the best operation of TOIP.
- Examine the operation of Part 8 of the Criminal Procedure Regulation 2010 (the Regulation) as it applies to TOIP.

Existing TOIP providers, magistrates and registrars were consulted as part of the evaluation. The review resulted in a number of changes to the operating guidelines and enhanced course content which included:

- Measures that aim to improve course participant's understanding of their legal obligations as road users.
- Measures that aim to develop safe driving behaviour by course participants.

- Measures that inform course participants about the potential impact of traffic offences on the victims of such offences and on the community generally.
- Measures which promote self-reflection in order to change unsafe driving behaviour.

As part of the review, TfNSW stipulated that at a minimum, an approved TOIP course must be delivered on two separate days over two weeks. This allows time for participants to consolidate information and self-reflect, which is important for behaviour change.

The updated TOIP Operating Guidelines have been distributed to existing TOIP providers along with the updated course content slides. TfNSW reviews the course content annually in order to update relevant data and messaging to ensure consistency with its public education campaigns.

TfNSW will continue to work with the Department of Justice to ensure that course content and delivery achieves the best possible road safety outcomes.

4 Support for disadvantaged learner drivers

4.1 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.

4.1.1 NSW Government response

Support in principle

The NSW Government commenced reforms in October 2017 to address the overrepresentation of Aboriginal offenders for unauthorised driving offences in the criminal justice system. The previous unauthorised driving framework had a disproportionate effect in regional parts of NSW, particularly in Aboriginal communities. It is anticipated that the reforms will assist in addressing these concerns.

The Department of Justice will evaluate the above average offence and incarceration rates for Aboriginal offenders in relation to unauthorised offences to measure the impact of the recent reforms to the unauthorised driving framework. The effects of these reforms will not be fully realised for some time, and the Bureau of Crime Statistics and Research (BOCSAR) has been engaged to conduct an evaluation which will conclude in 2021. The report requested by Staysafe should be deferred for three years until the initial stages of the BOCSAR evaluation, which will focus on the impact on prison demand, Local Court volume of offences, and levels of repeat unauthorised driving, have concluded in order that the impact can be appropriately measured. This evaluation will also inform future road transport and safety policy.

The reforms implement recommendations arising from a 2013 report of the Legislative Assembly Committee on Law and Safety in relation to driver disqualification. The previous framework for unauthorised driving offences contributed to the overrepresentation of Aboriginal people in the criminal justice system, with more than 14 per cent of those sentenced and almost a third of those imprisoned for unauthorised driving identifying as Aboriginal. The Road Transport Amendment (Driver Licence Disqualification) Act 2017 implements amendments to:

- Allow Police to confiscate number plates or vehicles on-the-spot for three or six months for repeat unauthorised drivers and those who commit certain serious driving offences.
- Enable the Local Court to lift the disqualification period for those who have been compliant with their disqualification period for two to four years. They can then reapply for their licence.
- Ensure those who have been convicted of driving offences involving death or grievous bodily harm will never be eligible to have their disqualification lifted.
- Introduce automatic and minimum disqualification periods for unauthorised driving offences and revise maximum imprisonment terms for unauthorised driving offences.
- Multiple disqualifications for unauthorised driving offences will run concurrently instead of cumulatively (as per all other driving offences, including offences such as drink driving).

- Abolish the Habitual Traffic Offender Scheme. There is no equivalent scheme in any other Australian jurisdiction.

Some sectors of the community, particularly Aboriginal people, can find it difficult to obtain a licence, which can lead to unauthorised driving becoming more prevalent in those communities. Obstacles include limited access to cars and licensed drivers to supervise learners and difficulties in obtaining identity documents such as birth certificates. It is anticipated that the reforms will assist in reducing Aboriginal overrepresentation in the justice system.

While acknowledging the importance of establishing as soon as possible whether or not the driver licence reform package has achieved its objectives, the effects of the policy on reoffending, court volume and road safety are not expected to be immediate. The Government therefore proposes an evaluation of the reforms be conducted three years after commencement. However, there will be continued and ongoing monitoring of the road safety outcomes of the reforms, in particular the representation of unauthorised drivers in the road trauma statistics.

There are a number of initiatives being progressed through the Department of Justice seeking to address the above average offence and incarceration rates for Aboriginal drivers. The Driving and Licence Offences Project (DLOP) ensures that Aboriginal people charged with traffic offences or community members seeking assistance with driving and licensing matters receive support in the local court. DLOP operates at Armidale, Bateman's Bay, Bourke, Broken Hill, Campbelltown, Coffs Harbour, Condobolin, Downing Centre, Dubbo, Griffith, Kempsey, Lismore, Liverpool, Maclean, Mt Druitt, Moree, Newcastle, Nowra, Orange, Penrith, Taree, Toronto, Wagga Wagga, Walgett, Wellington, Wentworth, Wilcannia and Wollongong.

Since May 2013, when Aboriginal Community Client Support Officers (ACCSOs) began providing DLOP support in the local courts, there have been approximately 3,375 contacts with Aboriginal people. The result has seen coordinated advocacy for fines and work and development orders. As well, there have been many referrals for clients to driver knowledge and safety programs. These are primarily traffic offender programs, TAFEs and to the TfNSW Driver Licensing Access Programs which assist people to obtain a licence.

In March 2017, the Aboriginal Services Unit (ASU) implemented a new database which measures service delivery and the support given to clients. The work of the DLOP is amalgamated with other types of court support and recorded on the database. The offences, referrals and penalties that clients receive will show trends in offending and servicing which will assist the ASU in program and policy development.

Data for the period March to September 2017 indicates that 282 clients have received support in the Local Court and been referred to driving education and training programs or other services.

4.2 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.

4.2.1 NSW Government response

Support

TfNSW is a member of the Austroads Registration and Licensing Taskforce which is currently investigating ways to improve driver licensing programs for indigenous road users "Improving Driver Licensing Programs for Indigenous Road Users and

Transitioning Learnings to Other User Groups”. The research project aims to develop a consistent national policy framework for these types of programs and findings will inform the future direction of similar programs in NSW. The project is expected to be complete in the second half of 2018.

The need to improve safe and legal driving among disadvantaged young people, including indigenous people has also been identified as a priority in the Road Safety Plan 2021. Opportunities to enhance current programs such as the Driver Licensing Access Program and Safer Drivers Course – Disadvantaged Learner Initiative, will be considered as part of the development of this Plan.

4.3 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.

4.3.1 NSW Government response

Support

TfNSW recognises that literacy is a barrier to accessing the licencing system and provides the following supports:

- Driver Licensing Access Program (DLAP) service providers are required to provide a range of services including literacy, numeracy and familiarity with computer based licence testing. DLAP providers are also expected to link to existing educational providers for additional literacy supports where required.
- The Get Legal, Get Licensed, Get Work program, developed by RMS and TAFE NSW, supports the DLAP in achieving literacy outcomes for disadvantaged people to help them obtain a drivers licence. It improves literacy, numeracy, computer skills, knowledge of road law and road safety. TAFE NSW delivers the program.
- The Listen & Learn resource is delivered to assist Aboriginal people to prepare for driver knowledge tests.

TfNSW and RMS will continue to engage with a range of agencies that offer this expertise including Literacy for Life to ensure effective and accessible literacy improvement services are provided where relevant to people from disadvantaged backgrounds including disability as part of DLAP.

4.4 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.

4.4.1 NSW Government response

Support

Accessibility to information, communication and education resources is a known barrier for many people from disadvantaged backgrounds including people with disability.

TfNSW is exploring digital teaching and learning platforms and customer interface technologies to provide interactive and connected information and learning

experiences that are built into best practice road safety educational and training services and programs for novice drivers.

As part of this work, TfNSW is undertaking research to understand the unique barriers and challenges that disadvantaged groups face in accessing information through new technologies. The findings will inform the design of effective technological solutions to facilitate and improve accessibility to relevant information and other educational resources within the novice driver digital pathway.

TfNSW will also work with other NSW Government agencies such as the Department of Justice, the Department of Family and Community Services, Service NSW, Multicultural NSW, and the Office of the Advocate for Children and Young People to access their expertise in working with disadvantaged communities and identify opportunities to connect and link to other information hubs across agencies.

5 Driver education

5.1 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.

5.1.1 NSW Government response

Support

TfNSW uses a strong evidence-based approach to developing campaigns, and regularly evaluates campaigns to ensure messages are delivering changes in road users' behaviour.

In order to measure campaign effectiveness and monitor behavioural issues, two tracking programs are used, main tracker and niche tracker. The relevant tracker is implemented based on the nature of the issue and its audience. Both trackers only include participants who have driven in the past four weeks.

The main tracker is a continuous online survey of male and female drivers who are over 17 years old, across metro and regional areas. A number of road safety campaigns are measured at a time, with changes made to the survey each month if appropriate. Recognition is tested across all campaigns, supported by additional testing of diagnostics such as message takeout, believability, engagement, social relevance and frequency of seeing.

The niche tracker was established to evaluate campaigns that fall outside the scope of the main continuous tracker. This includes campaigns that have a narrower scope and target a more specific audience (such as motorcyclists, regional drivers) or campaigns that target a wider audience but are only in market for short bursts (this includes awareness campaigns, such as school safety zones and double demerit periods). Consequently the niche tracker is not continuous, but usually comprises about five waves per year.

To ensure that a consistent measurement framework is applied for all campaigns, effectiveness is measured based on four criteria:

- Recognition – awareness or visibility of any part of a campaign.
- Main message takeout – understanding of the key message.
- Believability – agreement or belief of the importance of the key message.
- Social relevance – the level of influence exerted or acceptability of the issue.

Performance is assessed against each of the criteria using benchmarks based on related industry norms or, where not available, relevant TfNSW norms.

The collective effectiveness of overall road safety strategies including campaigns is reducing deaths, injuries and associated economic costs measured over time.

The Centre for Road Safety website includes some information about how it evaluates its campaigns and will explore opportunities to update campaign performance information as part of the annual road safety progress report or more frequently as appropriate.

TfNSW will also explore additional avenues for further sharing the effectiveness of driver education campaigns with its stakeholders and the community with the objective of better informing and engaging with the public.

5.2 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 (a)
- Driver and other road user distraction, with particular emphasis on the dangers for vulnerable road users (b)
- Road sharing and pedestrian, motorcycle, bicycle and heavy vehicle awareness (c)
- New and poorly understood road rules such as the minimum passing distance rule with bicycles (d)
- Safe driving in both familiar and unfamiliar environments, with an emphasis on safe driving on country roads (e)
- 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 (f)
- Making safe driving choices including selecting safer vehicles and properly maintaining vehicles (g).

5.2.1 NSW Government response

Support

Road safety advertising campaigns are proven to play a role in educating the public on key road safety issues and changing behaviour to reduce trauma on our roads. These campaigns are developed through the synthesis of key findings from attitudinal studies as well as behavioural and other trends identified through analysis of crash statistics. Each year, the NSW Government invests around \$20 million in road safety public education campaigns, with crash data used to inform priorities. In 2017, Transport for NSW (TfNSW) used crash data and attitudinal research to identify key road safety issues and target audiences to inform the development of the 'Saving Lives on Country Roads' and 'Stop it ... Or cop it' campaigns.

TfNSW delivers a comprehensive range of driver education campaigns and provides numerous educational resources across the full spectrum of road safety issues impacting our customers, with the intention of informing and motivating safe road user attitudes and behaviours. TfNSW will strive to optimise delivery of these education initiatives, and will consider development of new education initiatives based on ongoing analysis of current and emerging road safety trends. This will include consideration of the topics referred to in the recommendation.

5.3 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.

5.3.1 NSW Government response

Support

TfNSW will work with the Office of Local Government and Local Government NSW to explore opportunities to enhance this program and identify options to incorporate road safety education into the strategic planning and budgeting cycles of local councils in NSW.

Local government is a key partner in assisting TfNSW to deliver road safety programs and initiatives based on the Safe System approach and support the NSW Government's aim to reduce deaths and serious injuries on NSW roads.

The NSW Local Government Road Safety Program (LGRSP) is a partnership program between TfNSW, RMS and local councils. The program has been revised to include more councils and raise the profile of road safety in NSW. The program started in 1992 and has grown to include more than 80 councils. Most of these receive 50-50 funding for a Road Safety Officer, as well as funding for local road safety projects.

Councils in the program support state-wide road safety initiatives and deliver projects to improve road safety for their local residents. They each develop a three-year action plan outlining all the programs, projects and activities they will deliver to address local road safety issues. Local projects are developed to target problems identified by councils through crash data, police information, council staff, community groups, businesses, schools and target groups.

5.4 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.

5.4.1 NSW Government response

Noted

TfNSW will undertake further research into the road safety benefits and cost effectiveness of these types of initiatives in the context of the road safety priorities to be finalised as part of the Road Safety Plan 2021. This will be informed by national and international research including a review of the outcomes and findings from the evaluation of the speed awareness program in the United Kingdom.

There is currently limited road safety evidence to support these types of courses/programs provide a greater deterrent effect or would be preferable to NSW drivers compared to a traditional sanction (such as a fine or demerit points).

Current policy settings already provide a degree of leniency for drivers who typically do the right thing. Offenders who have a clear 10 year driving record and commit a low range speeding offence (not in a school zone) can apply for a review through State Debt Recovery Office (SDRO) and may have their penalty withdrawn.

Policies are also in place through SDRO to support disadvantaged drivers to pay their fines.

Any proposed course would require program development and significant system changes to implement (including changes to DRIVES). As the NSW demerit point scheme is based on a national scheme, national policy implications would also need to be considered.

As there is evidence that sanctions and penalties (such as currently applied) improve safety outcomes, removal of these as consequences if a driver commits an offence may have the potential to increase unsafe behaviour and trauma risk.

6 Regulation of driver trainers

6.1 Recommendation 25

The Committee recommends that Transport for NSW convene a working party comprising 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.

6.1.1 NSW Government response

Support

Professional driving instructors are an essential foundation for several driver training programs and play a pivotal role in improving driver skills, knowledge and attitudes in heavy vehicle driver and motorcycle rider training.

Roads and Maritime Services (RMS) in partnership with other government agencies will convene a working group including representatives of the driver training industry, registered training organisations and road safety researchers. This working party will initially focus on heavy vehicle driver training and assessment and will be a key reference group and integral to the review of the Heavy Vehicle Competency Based Assessment (HVCBA) program.

The working group will examine the skills, experience and qualifications required for heavy vehicle driving instruction, as well as the best methods to maintain proficiency, best practice systems for ongoing maintenance of skills and accreditation to maintain an instructor's licence.

This work will then inform consideration of training requirements for a driving instructor's licence, as well as specialised training for motorcycle and car driving instructors accredited in specialised areas such as the Safer Driver and Older Driver Assessor programs.

Once a best practice framework has been developed, it will be assessed against other jurisdictions to:

- Ensure that current requirements under the *Mutual Recognition (New South Wales) Act 1992* provide the necessary assurance to NSW that an interstate driving instructor has the skills, knowledge and attitude required for the issue of a NSW Driving Instructor Licence.
- Investigate options to incorporate a mandatory requirement for an interstate driving instructor to complete the same prerequisite requirements as a NSW applicant e.g. mandatory completion of a NSW driver knowledge test.

The working group will have membership and governance requirements to ensure it is representative of the range of industries involved with the driving instruction under consideration.

RMS agrees that it is important to empower industry to better train and support driving instructors by improving the alignment of qualifications to industry need and communication networks to inform and educate accredited instructors.

RMS engages with the driver training industry on a regular basis and will continue to work with the industry to improve access for individual instructors to information on regulation and legislation changes.

6.2 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.

6.2.1 NSW Government response

Support

An examination of opportunities to enhance the supervisory and mentoring role of volunteer learner driver supervisors is supported. However, further investigation of the impact of increased regulation and mandatory professional training is required. Issues to be considered include impacts on road safety outcomes, cost effectiveness, volunteering rates, legislation, equity and accessibility to learner driver mentoring services.

TfNSW recognises that volunteer learner driver supervisors and mentors are an integral part of the Driver Licensing Access Program (DLAP) as they assist disadvantaged learner drivers to gain their required supervised driving hours. They are not intended to be an alternative to, or to replace professional driving instruction but undertake the driving supervisory role of a parent or guardian where one is not available.

TfNSW acknowledges that these supervisors are volunteers and that onerous entry requirements or regulation may discourage participation in the program, restricting the availability of supervising drivers to the program.

In scoping the initial DLAP delivery requirements, the NSW Government recognised the need for DLAP volunteers and mentoring driving supervisors to be provided with training, equivalent to the training a parent or guardian may undergo, to support them perform their role to support learner drivers.

Consequently, all DLAP Providers are required to ensure volunteers and mentoring supervisors have completed the RMS 'Helping Learner Drivers Become Safer Drivers' workshop or equivalent, prior to commencing driving supervision. The aforementioned workshop was assessed to be appropriate as DLAP volunteers and mentoring supervisors assist learner drivers to gain supervised driving experience, not provide professional tuition.

In addition, to ensure suitable volunteers and mentoring driving supervisors are recruited, DLAP Providers must also ensure volunteers and mentoring driving supervisors:

- Are at least 21 years.

- Hold a current NSW Class C unrestricted licence, have held this licence for at least three of the last four years and/or are authorised driving instructors with a current NSW Class C driving instructor licence.
- If working with children under 18 years of age they must have had the relevant working with children checks in accordance with all requirements of the *Child Protection (Working with Children) Act 2012*.
- Have a satisfactory traffic and criminal record and be willing to be subject to a police character check.
- Are not influenced by drugs and alcohol, and undertake and pass a breath analysis prior to the commencement of the driving session.
- Plan the driving sessions.
- Complete the learner driver log book entries at the end of each driving session.

The 'Helping Learner Drivers Become Safer Drivers' workshops have been developed to provide support parents, guardians or supervisors in their role as supervising drivers. The content has been designed to provide key information that ensures road safety messages are embedded in the supervisory approach. They also provide essential information that supports a positive and engaged learning in the supervisory relationship between the learner and supervisor. Key areas include planning and developing appropriate learning goals and driving sessions, how to deal with difficulties that may arise during driving practice and the importance of giving learners constructive feedback.

The workshops are free and are run by council Road Safety Officers and other RMS Services employed contractors across NSW.

In reviewing the public submissions made to the Staysafe Inquiry, TfNSW notes that there is a perception by some community groups who are responsible for some volunteer learner driver supervisor programs that the workshop has been 'phased out'. TfNSW will work with these groups to ensure that their volunteers have access to the workshops.

6.3 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.

6.3.1 NSW Government response

Not Supported

On-road driving experience is central to the NSW Graduated Licensing Scheme (GLS) and is supported by the Australian GLS Policy Framework. It is a proven component in assisting novice drivers become safer drivers.

Under the NSW GLS, learners must complete 120 hours of supervised driving. The NSW Government has a policy framework for discounts to log book hours. This framework allows discounts if they have completed a structured driving lesson ('3 for 1' scheme) or participated in the Safer Drivers Course (SDC), where a maximum of up to 40 hours can be deducted off their mandatory hours. As noted in the response to recommendation 4, the reduction in hours for participation in initiatives such as the

'3 for 1' Scheme and SDC is compensated by the road safety benefits these initiatives provide. The reduction in hours offers motivation for participation in these initiatives.

It should also be noted the '3 for 1' Scheme requires the driving instructor, who must hold a driver instructor licence, to provide a structured driving lesson. 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.

The NSW Government acknowledges 120 hours of supervised driving can be challenging for some learners to achieve particularly those who are disadvantaged. To this end, TfNSW developed DLAP to assist disadvantaged learners to gain driving experience by providing access to volunteer supervising drivers. In order for the supervising driver to perform their role TfNSW require the provider to ensure that the supervisor has completed the RMS Helping Learner Drivers Become Safer Drivers workshop, or equivalent, prior to commencing driving supervision.

The volunteer supervising drivers perform the function of a parent/guardian or other supervising driver to assist the learner to gain the mandatory on-road hours and are not intended to be substituted for professional driving instruction.

While volunteer supervising drivers within DLAP develop a goal and drive plan for their driving session, they are not trained and licensed driving instructors authorised to provide structured professional driving lessons.

6.4 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.

6.4.1 NSW Government response

Support

The NSW Government recognises that community organisations play an important role in supporting the NSW Road Safety Strategy 2012-2021 to encourage safe road user behaviours and reduce the road toll Towards Zero. TfNSW will continue to develop partnerships with community based organisations to support them to deliver locally based road safety education and training initiatives that are based on research and best-practice road safety and learning principles.

Learner Driver Mentor programs, such as DLAP, are generally community-based programs serving a local area to help young drivers obtain on road experience. Supervising drivers volunteer to help learner drivers obtain log book hours, where a parent or guardian is not available. These supervisors are required to complete the Helping Learner Drivers Become Safer Drivers workshop, or equivalent, prior to commencing driving supervision.

The SDC and the DLAP have particular requirements to ensure supervisory, training and mentoring support is delivered to a standard. These programs have also enabled a network of both professional and community based organisations to be developed across NSW providing a base from which to encourage and develop other community based organisations to participate in and deliver local road safety education and training initiatives.

7 School education

7.1 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 (a)
- Fear-based education programs (b)
- Opportunities to tailor Technical and Further Education courses to better integrate road safety and driver education with trade and literacy training (c)
- The value of resilience training in developing safe driving attitudes and risk management skills (d)
- A single national road safety curriculum and national accreditation for road safety educators (e)

7.1.1 NSW Government response

Support in part

NSW leads national and international jurisdictions by having in place a best practice and evidence-based road safety education program from birth to Year 12. It is the only jurisdiction in Australia that has such a comprehensive road safety education curriculum.

Transport for NSW (TfNSW) regularly monitors the ongoing delivery of the road safety education program in strong partnership with the key education agencies - Department of Education, Catholic Education Commission NSW, the Association of Independent Schools of NSW and Kids and Traffic, Early Childhood Road Safety Education Program at Macquarie University. Opportunities for improving the program and curriculum are identified in through this partnership.

The use of fear and shock tactics as a road safety education strategy for children and young people is not supported. Evidence, provided by the Effectiveness of Graphic Fear Based Advertising: Expert Reference Group, suggests that fear tactics are least effective among those people who most need to change their behaviour. Those who are more likely to accept the message are not usually the ones that engage in high risk behaviour.

The NSW education sectors do not support the use of fear or shock tactics as a learning principle for educating young people. Best practice learning strategies involve assisting students to understand the risks and consequences of certain behaviours.

TfNSW has established a partnership with TAFE to deliver road safety education workshops to apprentices attending TAFE across regional NSW. Over 1,400 TAFE apprentices having already participated in the program. This program will continue to be delivered by Roads and Maritime Services (RMS) in 2018. Future stages of the initiative will explore options for trainees and students at other NSW government funded registered training providers.

The NSW Education Standards Authority (NESA) is responsible for the development of NSW syllabuses including the development of a new Personal Development,

Health and Physical Education (PDHPE) K-10 syllabus which draws on the Health and Physical Education Australian Curriculum. TfNSW was a key stakeholder in this process. Teachers are accredited to under the Australian Professional Standards for Teachers.

TfNSW and the NSW education sectors are also members of the Road Safety Education Reference Group Australasia which enables jurisdictions to share research, resources and experiences.

7.2 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 (a)
- 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 (b)

7.2.1 NSW Government response

Support

TfNSW and RMS will continue to work in partnership with TAFE to deliver programs that target road safety in vocational training environments. The partnership is based on a successful initiative based in Western Region to deliver Towards Zero road safety workshops to apprentices in Dubbo and Orange campuses, as part of the programs funded under the Community Road Safety Fund.

The partnership provides road safety education in the TAFE setting to target students at high risk of crashes due to their age, inexperience, and the long distances they must travel as part of their apprenticeship. This initiative has received a number awards at the state and national level.

The success of this partnership has resulted in the workshop being expanded to other TAFE campuses in regional areas in 2017. To date, over 1,400 TAFE apprentices have participated in the workshop. Future stages of the initiative will explore options for trainees and students at other NSW government funded registered training providers.

The Road Freight Industry Council (RFIC), chaired by RMS, is the key mechanism for TfNSW and RMS engagement with the heavy vehicle industry on workplace road safety.

In addition, as the State's work health safety regulator, SafeWork NSW, works with road freight transport industry supporting measures that can help control workplace risks. This includes the Transport Operators Safety Network (TOSN), which is a network of transport operators that work collaboratively to develop safety solutions by the industry, for the industry.

TfNSW is involved in a number of initiatives relating to heavy vehicle road safety. It has developed a number of heavy vehicle road safety resources including:

- The annual Safety Technologies for Heavy Vehicles and Combinations publication, which outlines and reviews a wide range of crash avoidance and harm minimising technologies.
- A video on over height vehicles which includes simple steps drivers can take to ensure their vehicle is not over height and does not put other road users at risk.

On 17 October 2017, an Inquiry into Heavy Vehicle Safety and Use of Technology to Improve Road Safety was referred to the Staysafe Committee. The Inquiry will provide an important opportunity to identify additional actions to address heavy vehicle safety.

TfNSW has developed a Road Safety Guide to help fleet managers educate employees and manage risks associated with driving for work. The guide addresses topics such as managing risks associated with driving (speed, fatigue), managing emergencies on the road and choosing safe vehicles.

TfNSW is currently working with a number of industry partners to refine the Guide to ensure it is easy to use and scalable to the size of the organisation.