

**EXAMINATION OF THE AUDITOR-GENERAL'S  
PERFORMANCE AUDIT REPORTS SEPTEMBER  
2013 – JULY 2014**

**Organisation:** NSW Police Force

**Date Received:** 8 January 2015



**NSW Police Force**  
[www.police.nsw.gov.au](http://www.police.nsw.gov.au)

**OFFICE OF THE COMMISSIONER**

Mr Jonathon O'Dea MP  
Chair, Public Accounts Committee  
Legislative Assembly  
Parliament of NSW  
Macquarie Street  
SYDNEY NSW 20001

Your ref: LAC14/372  
Our ref: D/2014/407956

Dear Mr O'Dea,

I refer to your correspondence dated 21 November 2014 seeking advice on the recommendations contained in the performance audit report '*Improving legal and safe driving among Aboriginal people*'.

The NSW Police Force position on the recommendations and proposed actions are detailed in the attached table.

Should you require further information Mr Ken Jurotte, Manager, Aboriginal Coordination Unit can be contacted on 02 97680705.

Yours sincerely,

  
**C J Burn APM**  
**Acting Commissioner**

8.1.15

# PERFORMANCE AUDIT REPORT No 238 – IMPROVING LEGAL AND SAFE DRIVING AMONG ABORIGINAL PEOPLE

## IMPLEMENTATION OF RECOMMENDATIONS – NSW POLICE FORCE

	Recommendation	Accepted or Rejected	Action to be taken	Due Date	Status	Responsibility
1	<p>Commencing January 2014 develop strategies and initiatives towards improving legal and safe driving among Aboriginal people through a staged process by:</p> <ul style="list-style-type: none"> <li>Issuing an instruction to relevant Local Area Commands to report traffic offence data in their annual Aboriginal Environmental Scan</li> </ul>	<p>Rejected</p>	<p>Data relating to ATSI involvement in Traffic Offences is not obtainable. However, the NSWPF will work closely with relevant Local Area Commands to identify, develop and implement local Aboriginal Safe Driver strategies through local Police Aboriginal Consultative Committees (PACCs), refer also dot point below.</p>	<p>On-going</p>	<p>Aboriginal Action Plans are due to be reviewed in 2015 at which time commands will be requested to consider Aboriginal Safe Driver initiatives as required.</p>	<p>Aboriginal Coordination Team</p>
	<ul style="list-style-type: none"> <li>Work with the new inter-agency group to develop strategies for relevant Local Area Commands to reduce Aboriginal traffic offending</li> </ul>	<p>Accepted</p>	<p>The NSWPF is committed to working with other agencies to develop strategies to reduce Aboriginal traffic offending.</p>	<p>On-going</p>	<p>NSWPF has collaborated with Transport for NSW in developing the Aboriginal Road Safety Action Plan 2014-17, released on 13 December 2014, copy attached.</p>	<p>Aboriginal Coordination Team and relevant LACs reporting under the Aboriginal Strategic Direction (ASD) 2012-2017</p>
	<ul style="list-style-type: none"> <li>Track the progress of strategies with set measures. These measures are to be reported in the Command Accountability System (COMPASS), and to the COMPASS Committee.</li> </ul>	<p>Rejected</p>	<p>Data relating to ATSI involvement in Traffic Offences is not obtainable. However, there are opportunities to record strategies being implemented under the ASD in COMPASS. This would include Road safety initiatives, where required.</p>	<p>On-going</p>	<p>The outcomes of LAC strategies under the ASD are being recorded in COMPASS.</p>	<p>Aboriginal Coordination Team and relevant LACs reporting under the ASD</p>





2	Commencing January 2014 educate officers and staff in relevant Local Area Commands on local initiatives available to encourage legal and safe driving, so this information can be used to promote awareness	Accepted	<p>Mandatory Policing Aboriginal Communities training will continue to be delivered to officers across the NSW Police Force.</p> <p>Through the PACCs local Aboriginal Safe Driver priorities and strategies can be identified by the 37 Local Area Commands reporting under the ASD.</p> <p>The strategies will be communicated to command personnel through in service training delivered by the Education and Development Officers.</p>	On-going	<p>All commands reporting under the ASD are aware of the requirement to consider road safety initiatives in their Aboriginal Action Plans. A number of LACs are already running strategies funded under the ASD.</p> <p>Policing Aboriginal Communities Training continues to be provided to police recruits and serving officers state-wide.</p>	Aboriginal Coordination Team
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# NSW Aboriginal Road Safety Action Plan 2014-2017

December 2014



Transport  
for NSW







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# 1. NSW ABORIGINAL ROAD SAFETY ACHIEVEMENTS 2011-2014

## INTRODUCTION

### THE NSW GOVERNMENT IS COMMITTED TO IMPROVING ROAD SAFETY OUTCOMES FOR ABORIGINAL PEOPLE IN NSW.

The NSW Road Safety Strategy 2012-21 aims to reduce the fatality rate to 4.3 per 100,000 population by 2016. It also aims to cut fatalities and serious injuries by at least 30 per cent by the end of 2021.

Unfortunately Aboriginal people are over-represented in road trauma. That is why a key commitment under the NSW Road Safety Strategy is to improve Aboriginal Road Safety through a range of actions that will reduce the risk and severity of crashes faced by Aboriginal people on NSW roads.

Progress made to date to implement the strategy is detailed below.

## STRONGER EVIDENCE BASE

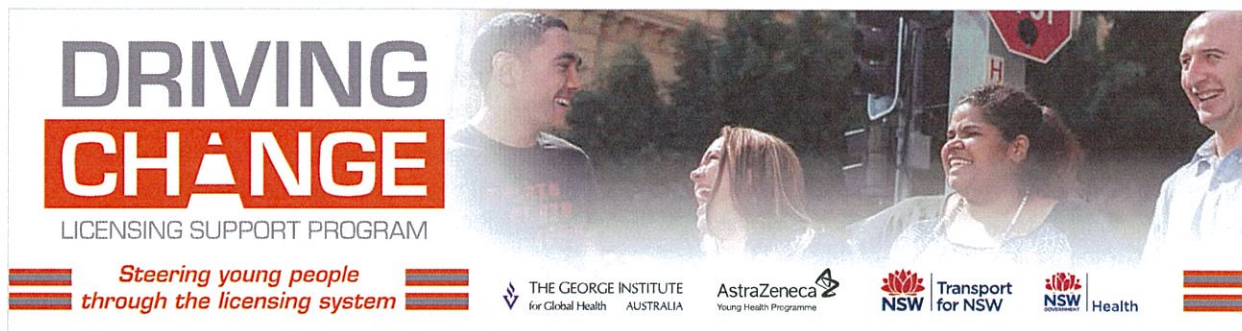
- Successful linkage of Aboriginal specific crash and health data from 2005 to 2011 has enabled a more robust understanding of Aboriginal road safety issues and informed public policy development for Aboriginal people. Key findings reveal that between 2005 and 2011 an average of at least eight Aboriginal people died and an average of 214 were hospitalised each year in police reported crashes on NSW roads.
- The first complete five year licence cycle Aboriginal driver licence profile report in April 2014 provides insight into Aboriginal licensing and road safety issues. For Aboriginal licence holders compared to non-Aboriginal licence holders, key findings include:
  - › an elevated crash risk;
  - › are younger and are less likely to hold an unrestricted licence; and
  - › less likely to own a registered vehicle.

## SAFE AND LEGAL DRIVING

- The Safer Drivers Course, which gives learner drivers the opportunity to become safer drivers and help them to meet the learner driver log book hours has been completed by at least 106 young Aboriginal drivers since it started in July 2013.
- The Listen & Learn resource was delivered to help Aboriginal people with lower literacy skills and lack of internet access to prepare for driver knowledge tests.
- The Get Legal, Get Licensed, Get Work program was developed by Roads and Maritime Services and TAFE NSW. It improves literacy, numeracy and computer skills and knowledge of road law and road safety. To date, TAFE NSW has delivered 24 programs across NSW since 2011, assisting more than 207 Aboriginal people obtain a learner driver licence.
- The 'Helping Learner Drivers Become Safer Drivers' workshops provided education on laws and conditions for parents and supervising drivers in Aboriginal communities.
- The Keeping Aboriginal Youth Safe program provided driver education and training to Aboriginal youth in Blacktown.
- The educational DVD, 'Yarnbusters: No Gammin' highlights what to consider when buying a second-hand car. It is used to support school and TAFE driver education programs, as well as the 'Helping Learner Drivers Become Safer Drivers' workshops targeting Aboriginal communities.







- Transport for NSW has also funded driver licensing access programs that are culturally appropriate and holistic in addressing key barriers for Aboriginal people in entering and remaining in the licensing system.
  - › The Western NSW Aboriginal Driver Licensing Program (Birrang Enterprises) assists Aboriginal people in Western NSW to gain their learner licence and provides on-road supervision for participants to gain a provisional licence.
  - › The Lismore Adult Community Education (ACE) – On the Road Program assists Aboriginal people in the far north coast of NSW. It helps people get a driver licence, supports drivers who have unpaid fines and helps disqualified drivers regain their licence through fine negotiation with the State Debt Recovery Office.
- › The Driving Change Licensing Support Program is a research initiative led by The George Institute for Global Health and funded by Transport for NSW, AstraZeneca and NSW Health. It provides extra support to help young Aboriginal people overcome the barriers to enter and remain in the licensing system.
- › Since 2011, these driver licensing access programs have achieved the following:
  - 160 learner licenses obtained
  - 169 Provisional P1 licenses obtained
  - 27 licenses regained.

## TRANSPORT DISADVANTAGE

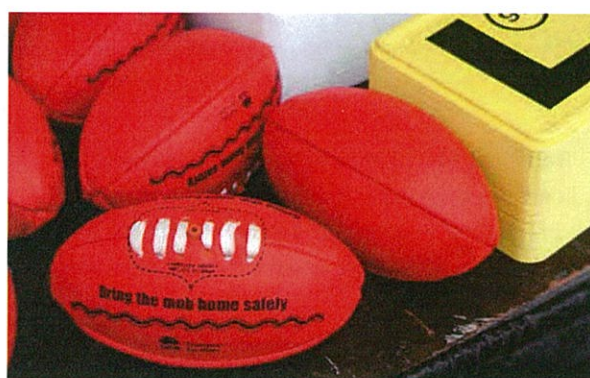
Since 2011, Transport for NSW has implemented 66 community transport projects across NSW. Projects included:

- The provision of bus and taxi transportation for communities to attend funerals and other significant social and cultural events.
- Programs to encourage the uptake of bus and heavy vehicle driver licences to enable more people in the community to have alternative transport options and employment opportunities.
- Recruitment and training of Aboriginal driving instructors to provide participants from disadvantaged communities with on-road supervision.
- Providing jobseekers with access to information on career options and training opportunities that connect to employment pathways.
- Promotion and provision of educational materials through NAIDOC week.
- Aboriginal artwork on community transport vehicles operating in remote and isolated communities to encourage and promote the use of community transport.

## COMMUNITY ENGAGEMENT

The following Aboriginal specific education and communications campaigns have been developed:

- Culturally-appropriate print and radio advertising about child restraint laws to educate the Aboriginal community.



- Development of the tagline 'Bring the Mob Home Safely' and Aboriginal road motif, which are used for all Transport for NSW and Roads and Maritime Services Aboriginal road safety communication resources and campaigns.
- Provision of Aboriginal print and radio advertisements to support the messages aired through the 'Clip Every Trip' seatbelt television campaign.
- Delivery of road safety messages to support safe travel to and from the Aboriginal Rugby League Knockout in Bathurst (October long weekend) which is an alcohol-free event attended by Aboriginal families.
- Transport for NSW funds Roads and Maritime Services Regional NAIDOC week events to promote child restraint safety.



## SAFER PEOPLE

- The Sober Driver Program has had a total of 297 Aboriginal participants, with 203 Aboriginal people having completed the program at 30 June 2013.
- Good Sports has accredited many NSW sports clubs with high Aboriginal membership in both metro and regional areas.
- The Bicycle Helmet Program promotes bike safety and responsible cycling behaviour among Aboriginal children and their parents and has delivered 3,047 helmets to Aboriginal communities to date.
- The Kids and Traffic Early Childhood Road Safety Education Program provides professional development workshops, road safety education information, resources and road safety strategies for children and their families. Since 2011, the program has delivered a major literature review, 8 workshops, 23 outreach consultations with communities and 18 early childhood road safety education resources.
- Safetytown is Transport for NSW's first online road safety program for school kids and features AFL Star and 2014 Australian of the Year, Adam Goodes.



## SAFER ROADS

The *Road Safety Infrastructure Assessments for Identified Aboriginal Communities* report assessed the safety of roads in 66 Aboriginal communities and identified required road works. So far Roads and Maritime Services has completed 59 road works projects, with 16 in progress and 29 more planned. These works were located in regions across NSW and generally comprise of:

- installing road safety, speed zone and community identity signage
- upgrading footpaths, pedestrian facilities and street lighting
- installing traffic calming treatments and infrastructure
- installing bus shelters
- upgrading and maintaining school zone signage and road patches.

## SAFER VEHICLES

The Aboriginal Child Restraint Program provides education on the correct installation and use of restraints and information on restraint fitting stations services specifically for Aboriginal communities.

The Aboriginal Child Restraint Program will enable Community Transport to more safely transport Aboriginal families with young children.

Child restraints are being provided for Community Transport buses and vehicles, in addition to accredited training for Aboriginal Community Transport staff across the state on how to install child restraints. This will further encourage the use of community transport buses by all Aboriginal Communities across the state.







## 2. FUTURE DIRECTIONS: 2014-2017

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### THE VISION

The goal of the Aboriginal Road Safety Action Plan is to reduce the number and severity of crashes involving Aboriginal people in NSW over the next three years 2014 to 2017.

Along with these positive road safety outcomes, the flow-on effects of the Action Plan will also help provide a safer and more efficient transport system that will contribute to improved cultural, educational and employment outcomes.

### CORE PRINCIPLES

The Action Plan aims to develop initiatives that are responsive to the road safety issues affecting Aboriginal people. The Action Plan will be implemented around core principles highlighted below which recognise this and align with those of the broader Aboriginal Affairs plan, 'OCHRE: opportunity, choice, healing, responsibility, empowerment - NSW Government Plan for Aboriginal affairs: education, employment & accountability'.

#### Collaboration

A core principle of the Action Plan is to embrace the development of new partnerships and to build on existing ones. There is potential for greater collaboration between different levels of government, private and not-for-profit sectors and Aboriginal support organisations to make best use of available skills and capacity to reduce road trauma.

The Action Plan has been developed by Transport for NSW in consultation with the following key NSW Government agencies:

- Roads and Maritime Services
- Department of Justice
- Aboriginal Affairs, Office of Communities
- NSW Police Force
- Department of Education and Communities

- Office of Local Government, Department of Planning and Environment
- Motor Accidents Authority
- State Debt Recovery Office
- NSW Ministry of Health
- Department of Premier and Cabinet

Aboriginal communities will be consulted and involved in the implementation of the Action Plan.

#### Targeted

Key initiatives will be rolled out in locations based on need and priority to allow for a focused effort and engagement with Aboriginal communities.

#### Long-term and sustainable

Programs will have a longer term focus to enable real change and embed road safety improvements.

#### Evidence-based

An evidence-based approach in the coordination, development and implementation of Aboriginal road safety programs is key to informing forward planning and future decisions.

#### Local outcomes

A one size fits all approach does not work. The Action Plan hopes to tap into the strengths and capabilities of local communities to deliver improved road safety outcomes for Aboriginal communities.

#### Safe Systems

The Safe Systems approach is recognised internationally and adopted in both the National Road Safety Strategy and NSW Road Safety Strategy. Safe Systems recognises that people will make mistakes, and if a crash occurs, it should not lead to death or serious injury. The approach looks at the interaction between road user behaviour, road engineering, and vehicles, addressing important factors such as speed, alcohol, distraction, fatigue and other issues to develop measures to improve safety.



## OBJECTIVES

There are three elements to delivering on the vision to reduce Aboriginal road deaths and injuries. Actions within this plan broadly fall under these, and are later explained in more detail:

### 1. Improving our understanding of the issues

- Improve collection of Aboriginality data obtained through crash, licensing, health, registration and enforcement data for targeted road safety policy initiatives.
- Develop crash profiles of Aboriginal road users to identify road safety risks, including analysis of the regional, remote and urban differences.
- Better understand how to overcome the barriers that Aboriginal people face to obtain and maintain a driver licence and gain access to safe vehicles.

### 2. Turning ideas into actions

- Develop education campaigns with greater visibility of Aboriginal people to change behaviour for drink driving, drink walking, restraint use, speeding, driver fatigue, bicycle safety and pedestrian safety.
- Establish local and regional Aboriginal road safety champions to encourage behaviour change and reduce road trauma and unauthorised driving.
- Prioritise and implement construction works to improve the safety of roads into and within Aboriginal communities.
- Make safer vehicles more accessible and affordable to Aboriginal communities and increase the use of age-appropriate and correctly fitted child restraints.

- Provide appropriate information and opportunities for Aboriginal customers to enter and re-enter the driver licensing system to encourage safe and legal driving.
- Provide Aboriginal communities with alternative transport options that facilitate access to employment, education, recreation, medical services, and social and cultural events.
- Promote awareness of the Compulsory Third Party insurance, and Lifetime Care and Support Schemes so that eligible Aboriginal people injured in crashes access appropriate treatment and rehabilitation.

### 3. Delivering sustained road safety improvements

- Develop more stable funding arrangements and encourage sustainable provision of road safety services for Aboriginal communities.
- Evaluate, improve and promote Aboriginal driver licensing and road safety programs by working with key partners across government, industry and the community.
- Lead capacity building to guide communities, the non-government sector and industry to implement local community solutions for improving Aboriginal road safety, including driver licensing, safer roads and safer vehicles.
- Draw on the 15 identified primary and secondary schools that form the focus of the Government's Connected Communities Strategy to be a point of local service delivery to rural and remote Aboriginal communities.

## CONTEXT

### DEMOGRAPHIC

The 2011 Census estimated that there were about 208,476 Aboriginal and Torres Strait Islander people living in NSW, the largest resident population in any Australian state or territory. The references to Aboriginal people in the Action Plan and measures to improve Aboriginal road safety are inclusive of Torres Strait Islanders.

Of these:

- 51 per cent live in regional areas of NSW and 5 per cent in remote or very remote areas,
- 67.8 per cent live outside Sydney (compared to a third for non-Aboriginal people),
- 36 per cent are under 15 years of age (compared to 19 per cent for non-Aboriginal people),
- 4.2 per cent are over 65 years of age, and
- the median age is 21 years (compared to 38 years for non-Aboriginal people).

A higher proportion of Aboriginal people living outside Sydney brings with it crash risk factors that include; greater exposure to long distances; higher speeds on country roads; unsurfaced roads; limited access to alternative transport including public transport, taxis and courtesy buses and less accessibility to emergency health services. The high costs associated with using alternative transport over long distances adds to the crash risk factors as cost is a barrier that deters disadvantaged Aboriginal people from using safe alternative transport.

Making sure that young people are safe on the roads is important. Younger people are more likely to take part in risk taking and sensation seeking behaviours due to their less developed cognitive skills.

### NATURE OF THE ABORIGINAL ROAD SAFETY PROBLEM

Road trauma has devastating impacts on communities. The physical trauma is compounded by emotional and financial distress, for the victim and family. Community impacts are affected by differences in socio-economic status, culture, health, education and lifestyle.

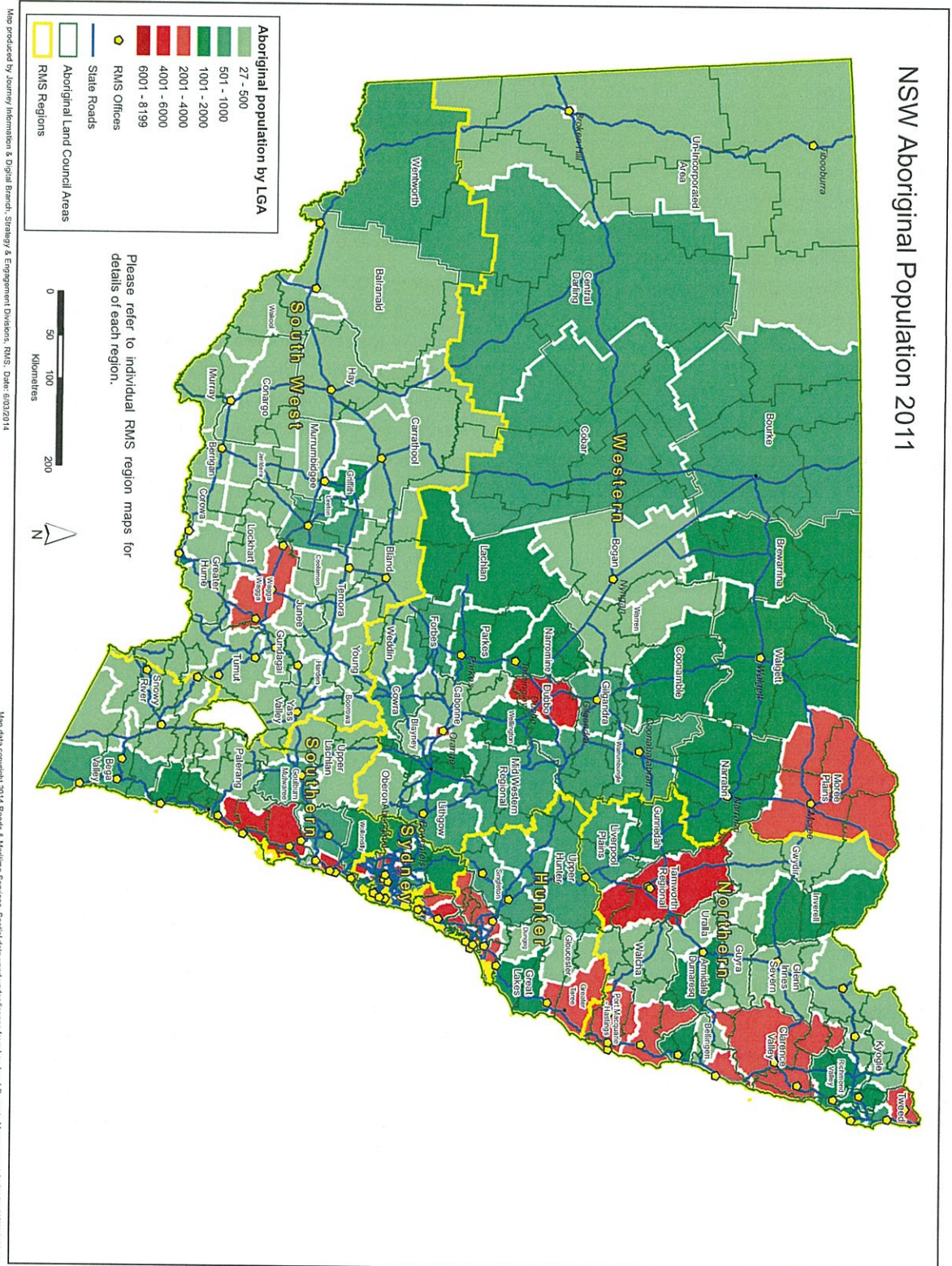
Between 2005 and 2011, an average of about eight Aboriginal people died each year in reported crashes on NSW roads. Most were male and almost 40 per cent were aged 25 years or less. Pedestrians and passengers also appear to be over-represented in Aboriginal fatalities. Nearly half of Aboriginal fatalities were either a motor vehicle passenger or pedestrian compared to only a third for non-Aboriginal fatalities.

Two thirds of Aboriginal fatalities were motor vehicle occupants (drivers or passengers) and 91 per cent of all Aboriginal fatalities occurred in country areas. The greatest number of fatalities occurred in Northern and Western Roads and Maritime Services regions of NSW. This is consistent with what we know about the crash risks associated with greater exposure to long distances, higher speeds and unsurfaced roads in country areas.

In NSW, an average of 214 Aboriginal people are hospitalised each year for injuries sustained from road crashes recorded by police. The 17-25 year old age group makes up almost 30 per cent of hospitalisations with those aged under 40 years making up 75 per cent of all serious injuries from crashes. Aboriginal males are hospitalised far more often than females. Also, a higher proportion of Aboriginal motor vehicle passengers and pedestrians are hospitalised for injuries than those who are non-Aboriginal. As with fatalities, the majority of Aboriginal serious injuries also occur on country roads (70 per cent)



Figure 1. NSW Aboriginal Population 2011 (Roads and Maritime Services)



In addition, it is known that there are injuries resulting from road crashes that are not reported to Police but are recorded in hospital records. The highest numbers of these involve injuries to car occupants and motorcycle and bicycle riders.

A shortage of safe walking routes and alternative transport options may also contribute to the higher fatality and injury rates. Many crashes also happen within a short distance of Aboriginal communities.

Nearly one in five (19 per cent) Aboriginal fatalities were from crashes involving a driver or rider who was unlicensed at the time of the crash. Proportionally, this is significantly higher when compared to the non-Aboriginal population. It may reflect higher proportions of Aboriginal people not having a drivers licence and the barriers of access to the licensing system.

Better information about risk factors, geographical and demographic areas of need, and a better understanding of what policies and programs work is important to ensure the delivery of well-designed and targeted initiatives.

Transport for NSW in collaboration with Roads and Maritime Services, the NSW Police Force and the Motor Accidents Authority manages the collection and analysis of road safety information. Crash data, licensing information and hospital admissions records are used for research that underpins the development of policies, programs and initiatives to improve Aboriginal road safety.

Since February 2009, Roads and Maritime Services has collected the Aboriginal status of customers volunteered through driver licence applications and renewals. In February 2014, the full five-year licence application cycle was completed. An updated Aboriginal licence holder profile has been undertaken, providing an even more robust analysis of Aboriginal licensing data.

Better linkages of the various datasets on injury, crash and offending will enable a better understanding of Aboriginal road safety issues. Transport for NSW will continue to coordinate projects to better link these data sources and share information with partners and stakeholders to inform the development and delivery of Aboriginal road safety programs.

## SAFE AND LEGAL DRIVING

NSW Government agencies will implement measures in response to recommendations from the NSW Audit Office Performance Report – Improving safe and legal driving among Aboriginal people (2013) (Performance Audit Report). There will be greater collaboration between Government agencies, as well as with peak Aboriginal bodies, communities and other support organisations to implement measures designed to improve safe and legal driving.

Education and employment are key focus areas in OCHRE and form two of its three Terms of Reference. The Action Plan supports these and aims to encourage greater economic participation, for which access to transport is essential.

Having a driver licence provides greater mobility and helps with access to employment and education opportunities. However, legal, economic and social challenges prevent many Aboriginal people from being able to drive legally. For example, the NSW Auditor-General (2011) found that “the cost of professional driving tuition operates as a barrier to learner drivers from lower socio-economic and indigenous backgrounds in all areas of NSW”.



An analysis of the profile of Aboriginal licence holders compared non-Aboriginal licence holders in NSW (Roads and Maritime Services, 2014) found that:

- Their average age is 34 years (46 years for non-Aboriginals).
- 43 per cent hold a Learner or Provisional licence (13 per cent for non-Aboriginals).
- They are significantly less likely than other licence holders to own a vehicle of any type.
- They are substantially less likely to have passed the Driver Knowledge Test at the first attempt.
- They are more likely to pass the Practical Driving Test.
- They are nearly three times more likely to have had a driver sanction imposed offence in the last three years.

Many Aboriginal people find it difficult to access licensing services and support systems, hindering their effective participation in the licensing system and safe experiences using the road. The problem starts with obtaining a licence, with Aboriginal people often facing:

- Difficulties with providing identity documents.
- Difficulties accessing and understanding required knowledge for tests due to literacy and socio-economic barriers.
- Limited access to roadworthy cars.
- The unavailability of licensed drivers to provide supervised practice.
- Licence sanctions for people who default on fines.

In 2014, Aboriginal people represented only 0.5 percent of all driver licence holders, while making up 2 percent of the eligible driver population. There were also 3.7 Aboriginal unrestricted licence holders per Aboriginal learner licence holder compared to 15.7 for non-Aboriginal drivers. Learner, provisional P1 and P2 licence holders represented almost half of all Aboriginal licence holders. The high number of young people in the Aboriginal population can

account for this, but it could also suggest that barriers make it difficult for Aboriginal people to progress through the Graduated Licensing Scheme.

Aboriginal people are three times more likely to have had their driver licence suspended from a fine default and 10 times more likely to have had a court imposed licence disqualification than non-Aboriginal people. As is often the case, once a person's licence has been suspended or disqualified, this can lead to a cycle of unauthorised driving, further fine defaults and potential imprisonment.

The Government has funded driver licensing access programs aimed at Aboriginal communities. To assist pre-learners, Roads and Maritime Services developed the 'Get Licensed Get Legal Get Work' program in collaboration with, and delivered by TAFE NSW. The program removes barriers to literacy, numeracy, and computer literacy, as well as increase understanding of the road rules.

Transport for NSW and Roads and Maritime Services has also funded a number of programs to provide disadvantaged Aboriginal people with supervised driving experience and assist with managing unpaid fines to allow them to retain or regain their licence.

The State Debt Recovery Office, the Department of Justice, Transport for NSW, Roads and Maritime Services, Corrective Services and the NSW Police Force will work together to inform Aboriginal people about how their driver's licence can be suspended and how they can be helped to repay fines. Further, alternative sentencing regimes through the Work Development Order program and other court diversion schemes will be explored to get Aboriginal drivers back into the driver licensing system and reduce repeat licence and traffic offending.

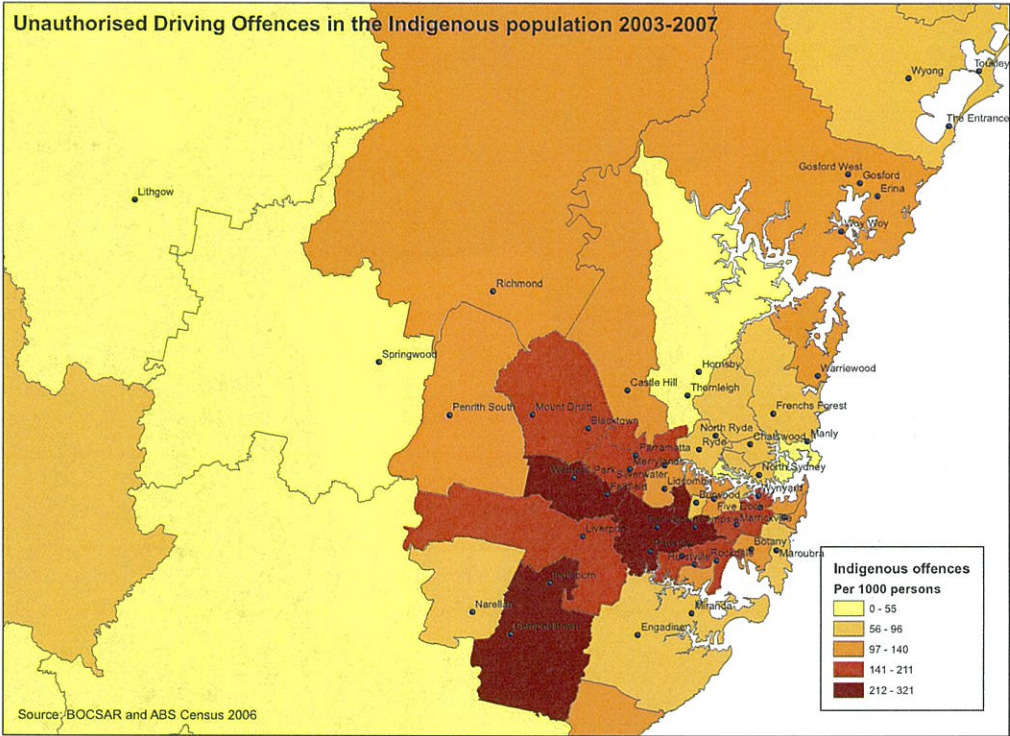
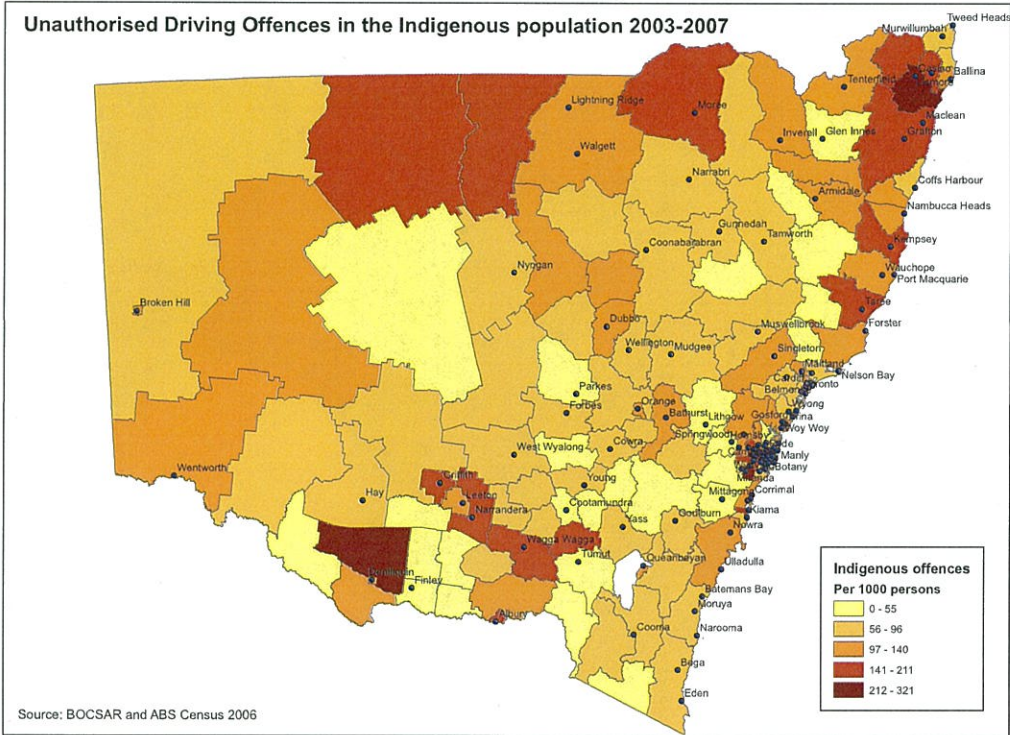
Any new or significant changes to policies relating to road safety, licensing, registration, fines enforcement or the justice system will be examined for its effect on Aboriginal people and their access to driver licensing and transport.







Figure 2. Unauthorised Driving Offences



## TRANSPORT DISADVANTAGE

Transport disadvantage can increase risks of road trauma. Lack of access to transport options can lead people to make unsafe transport decisions, including driving unlicensed, drink driving or walking home along a highway.

Aboriginal people are more likely to experience transport related social exclusion, with many people having limited or no access to transport<sup>1</sup>. For Aboriginal people experiencing transport disadvantage, the situation can be compounded by the concentration of other forms of disadvantage. Poverty, poor health and education can all be associated with transport disadvantage, increasing the risk of unsafe and illegal driving.

Transport disadvantage has two components:

- Difficulties accessing both public and private transport, (high cost and limited services), and/or
- Difficulties associated with maintaining private transport (costs of petrol and vehicle maintenance).

Vehicles in regional and remote Aboriginal communities are often second-hand, heavily used and shared in the community. While cheaper to buy, they are more expensive to maintain.

The means to access transport is central to being able to travel to work, go to school, visit family and friends, or see a health professional which are vital for a person's health and well-being. It is important that there are transport options supported by appropriate passenger transport infrastructure to enable people to participate meaningfully in their community.

In response to this issue, Transport for NSW administers state and federal funding to community transport providers in NSW through the following community transport programs:

- **Home and Community Care program** – assisting eligible elderly people and their respective carers.
- **Community Care Support Program** – assisting eligible people with a disability and their respective carers. This program is transitioning to the National Disability Insurance Agency by 2018.
- **NSW Community Transport Program** – assisting people who are experiencing transport disadvantage through physical, social and geographic factors.
- **Regional Transport Coordination program** – addressing transport disadvantage in regional areas by improving coordination between community stakeholders, transport operators and other agencies.

Transport for NSW also manages the **Country Passenger Transport Infrastructure Grants Scheme** which awards grants to improve passenger transport infrastructure in regional and remote communities of NSW.

**Aboriginal Funeral Transport** – Transport for NSW is trialling a new project to help Aboriginal people in NSW attend funerals of family or community members if they are unable to get there through other means. This state-wide initiative, formerly known as the Events of Cultural Significance, has now been extended to include public transport options. The renaming reflects the primary purpose of the project.

Transport for NSW will continue to work with the Aboriginal Transport Network, Regional Transport Coordinators and Aboriginal Programs section of Roads and Maritime Services who regularly engage with Aboriginal communities to expand on the programs that provide better access to alternative transport for Aboriginal people.

<sup>1</sup> Currie, G., Stanley, J., & Stanley, J. (2007). No way to go: Transport and social disadvantage in Australian communities. Melbourne: Monash University Press.





## SAFER PEOPLE

Taking action to reduce unsafe behaviour on our roads will save lives and prevent injuries. The challenge for this Action Plan is to find the right communication channels and messages that will connect with Aboriginal people. Encouraging the involvement of Aboriginal communities and local road safety champions will help make this possible.

The most significant risk for Aboriginal road users is speeding as Aboriginal licence holders are three times more likely to commit speeding offences at 45km/h or greater. Between 2005 and 2011, excessive or inappropriate speed was a factor in 58 per cent of fatalities. Almost 60 per cent of fatalities occurred in speed zones of 100km/h or greater.

At least 21 per cent of Aboriginal motor vehicle occupants killed on NSW roads did not wear a seatbelt. Aboriginal people are three times more likely than non-Aboriginal people to commit seatbelt offences. In a crash, a person who is not restrained by a seatbelt will continue to travel forward at the speed at which the vehicle was travelling until something stops them. This could be the steering wheel, dashboard or windscreen. In some crashes, the person may burst through one of the windows and be partially or fully ejected from the vehicle, exposing them to other dangers.

Given the shortage of vehicles in Aboriginal communities, cars can be overcrowded. The combination of speeding, lack of restraint use and vehicle overcrowding creates significant risks since more Aboriginal people live in regional areas where speed limits are generally higher.

Crash and hospital data reveal that drink driving is another significant road safety issue. Alcohol increases blood alcohol concentration (BAC) and as a person's BAC increases, so does the risk of being involved in a crash. The risk is doubled with a low range BAC, seven times for a mid range and 25 times for a high range BAC.

Aboriginal licence holders are over four times more likely to commit drink driving offences than non-Aboriginal licence holders. Between 2005 and 2011, at least 35 per cent of Aboriginal people killed on NSW roads were in a crash where illegal blood alcohol levels were involved.

The introduction of mandatory alcohol interlocks for high range and repeat drink drive offenders aim to reduce drink driving in the community. The impacts for Aboriginal people may differ from the wider community and for this reason Transport for NSW and the Department of Justice will work in partnership to ensure that the benefits of the program are accessible to disadvantaged Aboriginal people.

A major issue for Aboriginal road users is driving or riding while fatigued. Between 2005 and 2011, around 14 per cent of Aboriginal people killed on the road were in a crash where fatigue was involved. This may be attributable to longer distances travelled, with the majority of fatal and serious injury crashes occurring in the country.

Changing attitudes and behaviour is important, but can be difficult. The first step in reducing road trauma is connecting with Aboriginal people on the significant road safety issues facing their community. This is why the Action Plan encourages local and regional community Aboriginal road safety champions to promote important messages in the right way.

Transport for NSW will continue to monitor and implement strategies that encourage safe road user behaviours to reduce the road toll for Aboriginal people and their communities. This will support the development and communication of targeted road safety education materials.

## SAFER ROADS

A high proportion of fatal crashes involving an Aboriginal person occur close to Aboriginal communities.

A study of coronial data found that between 2000 and 2009 over 30 per cent of fatal crashes involving an Aboriginal person occurred within 10km from a known Aboriginal community and more than half occurred within 25 km (RTA 2010). There was a highly significant difference between the proportion of Aboriginal and non-Aboriginal road user crashes in the vicinity of Aboriginal communities.

Road crashes and fatalities in Aboriginal communities can be reduced through improving road safety infrastructure within and around those communities.

In 2009, Roads and Maritime Services undertook road safety infrastructure assessments of 66 identified Aboriginal communities across the State. The assessments were conducted on

behalf of Aboriginal Affairs NSW and involved collaboration with NSW Aboriginal Land Council and Local Aboriginal Land Council representatives, the Division of Local Government and the Local Government and Shires Associations. The assessments examined road safety issues on State and local council managed roads and roads within Aboriginal communities, including all roads connecting the community to the nearest town.

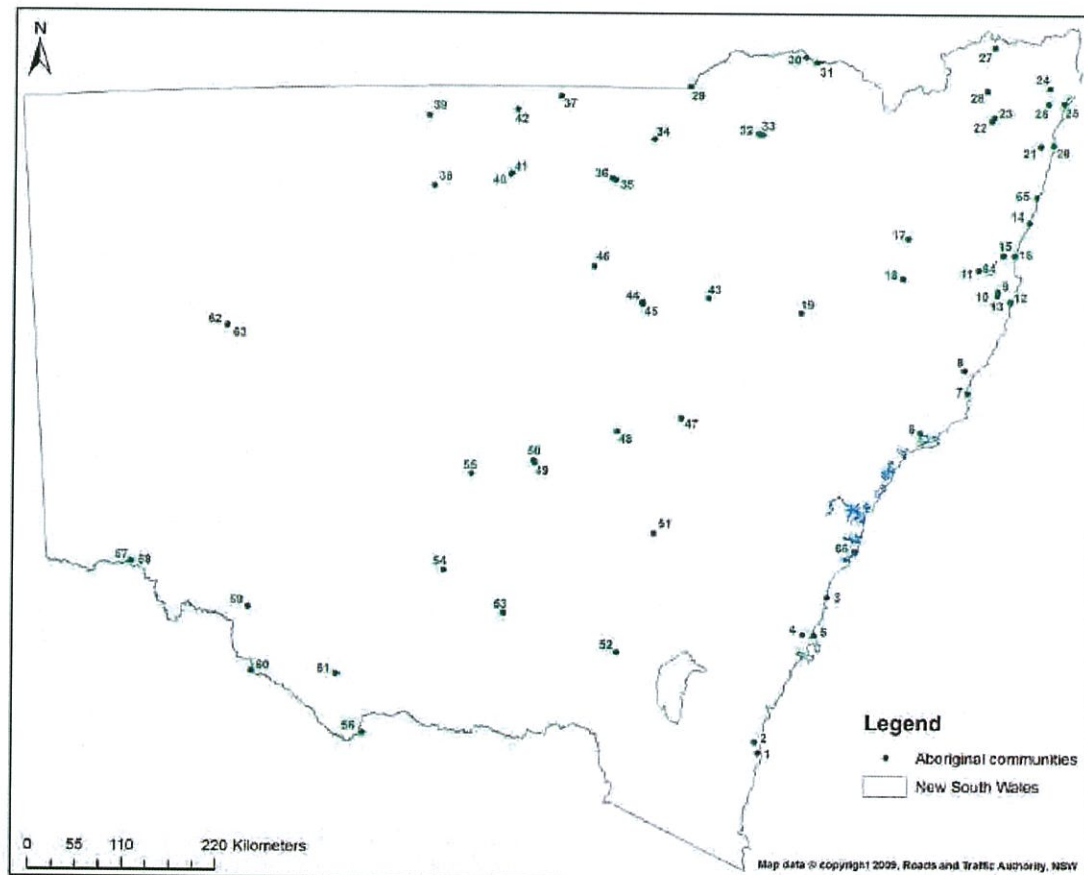
To date, some works identified by these assessments have been undertaken by Roads and Maritime Services. Transport for NSW and Roads and Maritime Services will work together to build on these works and systematically undertake those that were recommended in the assessments, progressively implementing these as more funding becomes available.

To help meet national targets to 'Close the Gap' in Indigenous disadvantage, the NSW Government will seek Commonwealth support to ensure that its investment in safer roads complements Commonwealth Government infrastructure investment in Aboriginal communities.





## Locations and names of the Aboriginal communities in NSW



Code	Community
1	Wallaga Lake
2	Bodalla
3	Coomaditchie
4	Browns Flat
5	Orient Point
6	Kamarah
7	Cabanta
8	Purfleet
9	Green Hill
10	Old Burnt Bridge
11	Bellbrook
12	Crescent Head (Loftus Rd)
13	New Burnt Bridge
14	Wongala
15	Bowraville
16	Bellwood
17	Narwon Village
18	Summervale
19	Walhalow Reserve
20	Nyngura Village - Pippi Beach
21	Maclean
22	Baryulgil Square
23	Malabugilmah

Code	Community
24	Gundurimba Reserve
25	Cabbage Tree Island
26	Box Ridge Reserve
27	Muli Muli
28	Jubullum Village
29	Mungindi
30	Boggabilla Camp
31	Toomelah
32	Mehi Crescent
33	Stanley Village
34	Collarenebri Reserve (The Walli)
35	Namoi Reserve
36	Gingie Reserve
37	Goodooga Reserve
38	Alice Edwards Village
39	Enngonia Reserve
40	Barwon 4
41	Brewarrina West (Dodge City)
42	Weilmoringle/Wyalbar
43	Gunnedah Hill
44	Gulargambone Top
45	Gulargambone
46	Quambone

Code	Community
47	Nanima Reserve
48	Peak Hill
49	Willow Bend
50	Boona Road (Condobolin)
51	Erambie
52	Brungle
53	Grong Grong
54	Three Ways
55	Murrin Bridge
56	Cummeragunja
57	Namatjira Ave
58	New Merinee
59	Balranald Reserve (Endeavour Drive)
60	Wamba Wamba
61	Moonacullah
62	Mallee
63	Warraji Mission
64	Mirriwinni Gardens
65	Corindi Beach
66	La Perouse

Data source: Road safety infrastructure assessments for identified NSW Aboriginal communities draft (Government-in-confidence), RTA 2010)

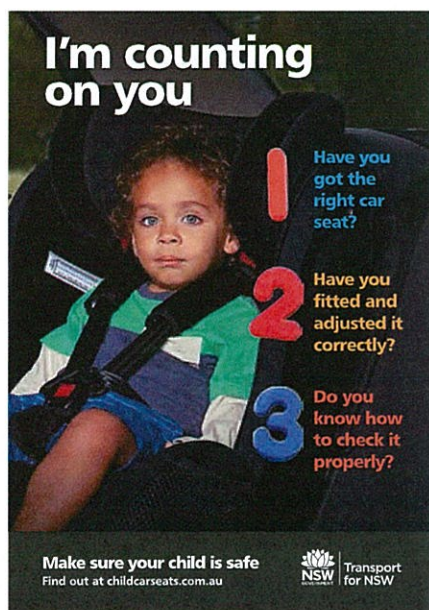
## SAFER VEHICLES

To encourage the use of safer vehicles and child restraints, it is important to provide information to help people choose a safer vehicle and use the right restraint. It is also important to increase the availability of safer vehicles and restraints in Aboriginal communities.

Information about new and used car safety ratings through the Used Car Safety Ratings (UCSR) and Australasian New Car Assessment Program (ANCAP) ratings systems can be used to judge the relative safety of different vehicles.

Taking these ratings into account when individuals and community groups purchase a new or second hand vehicle will mean that there will be safer vehicles in the community.

Transport for NSW will collaborate with other agencies such as TAFE NSW and other key partners in the private and not-for-profit sector to investigate how to make safer vehicles more accessible to Aboriginal communities.



The Aboriginal Child Restraint Program has been specifically developed to target Aboriginal service providers and Aboriginal communities. This program includes education regarding correct

installation and use of restraints and awareness of restraint fitting stations services. These programs are delivered by Roads and Maritime Services in partnership with Aboriginal service providers in local government areas across NSW.

The program is supported by culturally-appropriate resources that communicate key messages about selecting the correct restraint to protect children 0-7 years of age.

## POST CRASH RESPONSE AND TREATMENT

Getting timely access to medical care following a motor vehicle crash can minimise long term injury consequences. However Aboriginal people often do not seek this care, perhaps out of a preference for their local Aboriginal Medical Service, the high costs involved with accessing medical care or fear of getting into trouble.

The Compulsory Third Party (CTP) Scheme provides benefits for people injured in motor vehicle crashes. It is a fault-based scheme with some no-fault benefits including the Lifetime Care and Support Scheme (LTCSS) for people with severe injuries such as brain or spinal cord injury. CTP insurance is required as part of the vehicle registration process.

Education about the schemes and benefits provided to people injured in crashes is important as part of promoting the use of and access to registered vehicles. Information about accessing benefits in both schemes also needs to be provided in a way that encourages eligible Aboriginal people to apply and lodge claims, even though it requires a determination to be made of the at-fault driver.

Transport for NSW will work with the Motor Accidents Authority, NSW Health and Aboriginal health providers to better encourage Aboriginal people to seek appropriate and timely medical care. This may involve the general medical system being more sensitive to the needs of Aboriginal people and therefore a more comfortable place to attend when the Aboriginal Medical Service is closed or far away.



# 3. ACTIONS

## COLLABORATIVE AND COORDINATED ACTION

Delivering lasting road safety outcomes for Aboriginal communities by providing better coordinated programs and support for collaborative partnerships.

Action	Description
1	Develop a coordinated governance framework for Transport for NSW to coordinate funding for Aboriginal road safety programs and to provide more stable funding arrangements that are supported by an evaluation framework.
2	Use partnerships with key stakeholders across government, industry and community to educate, promote and improve outcomes for Aboriginal road safety.
3	Build capacity and guide non-government and industry organisations to implement local community solutions for improving Aboriginal driver licensing.
4	Present Aboriginal road safety best practices at local, regional, state and national forums.

## STRONGER EVIDENCE BASE

Build a deeper understanding of the road safety problems facing Aboriginal communities to deliver more targeted initiatives.

Action	Description
5	Continue to improve and enhance collection and use of Aboriginality data collected through related datasets (driver licensing, vehicle registration, health, police and coronial datasets and service mapping) for targeted, evidence based road safety policy programs and initiatives.
6	Undertake research to develop a crash profile of metropolitan, regional and remote Aboriginal road users to identify specific road safety risks and develop programs to address these.

## SAFER ROADS

Making roads in and leading into Aboriginal communities safer.

Action	Description
7	Prioritise road safety works identified through the Aboriginal Road Safety Infrastructure Assessment report to enhance and improve access to Aboriginal community roads.
8	Work in partnership with the Commonwealth Government to improve road infrastructure for Aboriginal communities.

## SAFER VEHICLES

Increasing the safety of vehicles used in Aboriginal communities.

Action	Description
9	Raise greater awareness of vehicle safety through the distribution of culturally appropriate information and education materials at key Aboriginal cultural and community events.



- 10 Investigate how to make safer, roadworthy vehicles more accessible to Aboriginal communities by:
- Exploring affordability through registration incentives and developing initiatives to facilitate purchase of Compulsory Third Party insurance for Aboriginal vehicle owners
  - Increasing the use of higher rated vehicles from the Australasian New Car Assessment Program (ANCAP) and Used Car Safety Ratings in Aboriginal communities.

Protecting children through the use of child restraints

Action	Description
11	Continue to promote the road safety benefits of age-appropriate and correctly fitted child restraints in cars, and identify further opportunities to provide professional child restraint installation and fitting demonstrations through the Authorised Child Restraint Fitting Station Program and Aboriginal Child Restraint Program, particularly in remote Aboriginal communities.

## SAFER PEOPLE

Changing people's behaviour to prevent road crashes and protect themselves, their kin and their community from death and injury.

Action	Description
12	Develop Aboriginal specific education campaigns that allow greater visibility of Aboriginal people to change behaviours and attitudes regarding drink driving, drink walking, restraint use for drivers and passengers, speeding, fatigue, vehicle overcrowding and pedestrian safety.
13	Partner with education providers such as TAFE NSW, juvenile justice and correctional centres to deliver culturally appropriate road safety education, driver licensing programs and testing services to reduce unauthorised driving by Aboriginal people.
14	Collaborate with the NSW Aboriginal Education Consultative Group and the Department of Education and Communities to ensure that the current school road safety curriculum is culturally appropriate for Aboriginal people and expand distribution of resources such as 'Yarnbusters: No Gammin' to schools.
15	Establish local and regional community initiated Aboriginal road safety champions to change behaviour and attitudes, reducing road trauma and traffic and licence related offending.
16	Transport for NSW and the Department of Justice to manage the impacts on Aboriginal communities of the implementation of the mandatory alcohol interlock program.
17	Develop Aboriginal cultural advisory guidelines and initiate cultural education training for Transport portfolio staff to increase knowledge and understanding of Aboriginal road safety issues and ensure policy settings consider Aboriginal community needs.
18	Use Aboriginal specific media channels to improve road safety and enhance awareness of driver licensing and other road safety issues for Aboriginal people.



## SAFE AND LEGAL DRIVING

Increase levels of legal and safe driving among Aboriginal people through programs and partnerships between government agencies and community organisations

Action	Description
19	Evaluate the economic costs and benefits of driver licensing access programs for disadvantaged people including Aboriginal people, in order to better design programs that align with the range of benefits such as employment, education, health and diversion from the justice system.
20	Transport for NSW, Roads and Maritime Services and State Debt Recovery Office to provide clear information for customers on how to enter and re-enter the driver licensing system to encourage safe and legal driving.
21	Evaluate existing Aboriginal driver licensing programs, expanding roll out of programs that successfully address Aboriginal literacy and financial barriers and target locations of high prevalence of unlicensed driving.
22	Provide the Safer Drivers Course for free to up to 1000 young disadvantaged learner drivers per year for the next five years.
23	Provide Aboriginal people with greater accessibility to the licensing system and resources, including improving the awareness of how and where to obtain identity documentation.
24	Department of Justice to investigate the implementation of different court diversion programs to reduce re-offending by Aboriginal traffic offenders.
25	Establish partnerships with key agencies to develop and deploy strategies to reduce repeat licence and traffic offending among Aboriginal people.
26	Encourage actions to facilitate the uptake of bus driver licensing for Aboriginal people to build capacity for members of the community to better meet transport needs.

## TRANSPORT DISADVANTAGE

Provide safe transport options for Aboriginal people to travel for social, cultural, educational, work and health purposes.

Action	Description
27	Continue to provide Aboriginal communities with alternative transport options that allow access to employment, education, recreation, medical services, and social and cultural events.
28	Develop a more robust framework for evaluations of Aboriginal specific community transport programs to determine models suitable for long-term implementation and roll-out.
29	Investigate the feasibility of implementing carpooling programs in Aboriginal communities.



## POST-CRASH RESPONSE AND TREATMENT

Promote awareness of the benefits provided by the Compulsory Third Party insurance, and Lifetime Care and Support Schemes for people injured in road crashes.

Action	Description
30	Increase the number of registered vehicles (with CTP insurance) so that when a crash occurs, eligible Aboriginal people with injuries can access appropriate treatment and rehabilitation through the schemes.
31	Raise greater awareness of the purpose of the Compulsory Third Party (CTP) insurance scheme, how it works and the benefits it provides for people injured in a crash through relevant agencies to assist Aboriginal people in navigating the Schemes when injuries occur in road crashes.

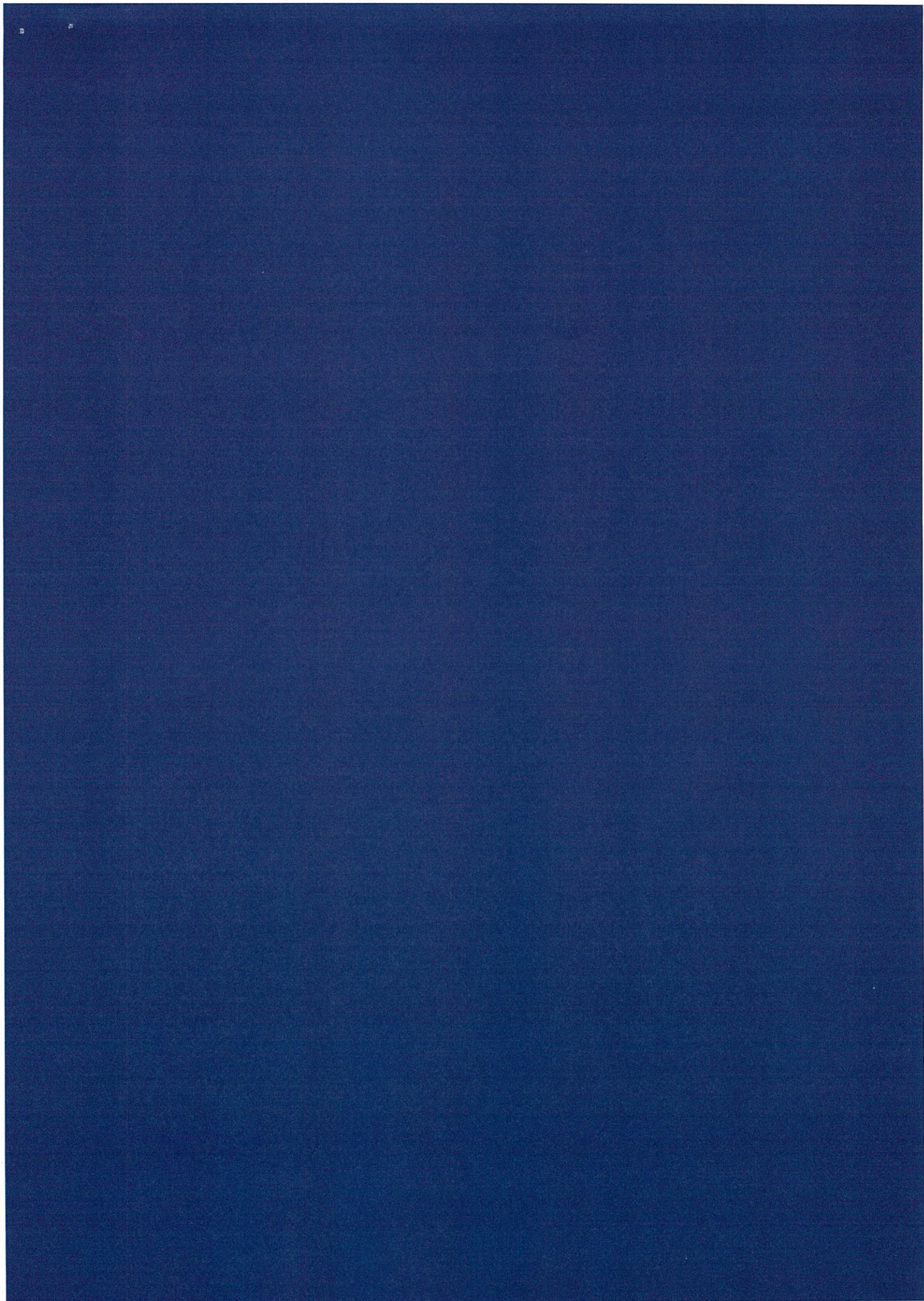




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- Approved by the ACT Health Human Research Ethics Committee on 13th November 2013.

Community Transport bus photos courtesy of the Muli-Muli Aboriginal Community, Tweed Byron and Ballina Community Transport and Aboriginal Transport Development Officer, David Kapeen.

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