

**Submission  
No 19**

## **DRIVER EDUCATION, TRAINING AND ROAD SAFETY**

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**Organisation:** Police Citizens Youth Club  
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## SUBMISSION TO THE STAYSAFE COMMITTEE (JOINT STANDING COMMITTEE ON ROAD SAFETY) FOR THE INQUIRY INTO DRIVER EDUCATION, TRAINING AND ROAD SAFETY

Submission by Police Citizens Youth Clubs NSW Limited (PCYC)

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### Scope of Submission

This submission by PCYC covers the following sections of the Terms of Reference:

- Evaluating current driver training, including the effectiveness of refresher training and skills updating and adaptation to changing vehicle technology
- The needs of particular driver groups
- The needs of driver trainers, both professional and non-professional
- The needs of metropolitan, rural and regional drivers
- The needs and expectations of passengers and other road users
- The cost of driver training standards and how costs should be allocated



## PCYC Organisational Snapshot

Founded 80 years ago, Police Citizens Youth Clubs NSW Ltd (PCYC) is one of Australia's leading youth development organisations with over 85,000 members in over 60 clubs across the state.

### Vision

**Our vision is to be Australia's pre-eminent youth organisation working with Police and the community to empower youth to reach their potential**

### Our Mission is:

**We get young people active in life.**

**We work with young people to develop their skills, character and leadership.**

**We reduce and prevent crime by and against young people.**

The PCYC Mission reflects the three core elements of PCYC's work: our significant sports, arts, recreation and cultural activities focused on young people; the values approach we seek to bring to the individual lives of young people involved in our education, development, leadership, citizenship and police programs; and the unique partnership we have with NSW Police.

**Currently PCYC is the largest provider in NSW of road safety programs specifically tailored to both young people and traffic offenders. These include:**

- **Safer Drivers Course for Learner Drivers** – Approved Provider with Roads and Maritime Services/Transport for NSW and delivering in all seven Regions across NSW. Partnering with the NSW Drivers Trainers Association PCYC are a Top 2 Provider of the course with over 15,000 Learners in both metropolitan and regional areas accessing the program since the course was introduced in July 2013
- **Traffic Offenders Intervention Program (TOIP)** – Approved Provider with the Department of Justice delivering 58 of the 73 programs in locations across NSW. Commencing in 2000 with 1 location the program has grown to see PCYC as the leading provider of TOIP. Since 2009 over 72,500 participants have accessed the TOIP program through PCYC
- **Road Realities** – schools and corporate based Road Safety programs aiming to educating young people and experienced drivers on the realities of road trauma

**The delivery of the Safer Drivers Course for Learner Drivers, the Traffic Offender Intervention Program (TOIP) and the Road Realities program showcases PCYC's expertise in delivering road safety programs to target audience groups. Although aimed at very different groups these courses seek to achieve the same outcomes; a reduction in traffic offences and road trauma and an increase in safe driving behaviours.**

**PCYC believes that education lies at the heart of improving knowledge of and adherence to safe and low-risk driving strategies and skills. This translates to improved driver and road safety. Coupled with the established network of Clubs across NSW PCYC is in a unique position to provide focused consistent delivery of programs that promote the safe driving message.**

## Main Points of this Submission

**The ability to drive a motor vehicle is a life-long skill. Safe and low-risk driving behaviours are learnt not gleaned. Maximum opportunities should be provided for drivers to learn these skills through self-development opportunities. All licence stages would benefit from opportunities to learn and put into practice the safe driving message. The following key points are made:**

- Learning to drive does not commence when the person gains their Learner licence; it starts from an early age when that person is a passenger
- Learning to drive should not cease with the attainment of an unrestricted drivers licence
- Supervising drivers may not have any experience in or knowledge of driver training and Class C training is the last area of driver training where an untrained and unqualified person can teach someone to drive
- Once a driver gains their full licence there is no requirement to demonstrate road rule knowledge or driving proficiency unless that person undertakes Rider or Heavy Vehicle licence upgrades, seeks to attain and hold a Driving Instructor licence or until the driver reaches the age of 85 and wishes to maintain their unrestricted licence
- Drivers may be required to attend diversionary training through their driving careers but this is limited to drivers who commit traffic offences or repeatedly lose their licence
- Depending on their circumstances a driver may not access professional driver training throughout their entire driving career
- Most drivers do not understand the reduction in focus and attention caused by using mobile phones or other distractions whilst driving and further educational avenues are required to promote the safe driving message surrounding distractions caused by emerging vehicle and driver/passenger interface systems

**Whether the person receives appropriate driver education to reinforce the importance of safe and low-risk driving strategies is highly variable and depends on:**

- The type of training that person receives during the pre-Learner, Learner and post licence periods and whether it is practical, educational, experiential or a combination of all of the above
- The commitment to safe driving demonstrated by their supervising driver or driver educator(s)
- The level that the individual is willing to adopt and maintain safe driving skills
- The willingness to undertake further self-development in maintaining currency with the road rules, road safety issues or emerging vehicle technologies is elective and may not be given a high priority by the licence holder

**PCYC believes that as many opportunities as possible should be made available to the driver to allow for continued self-development. Such initiatives as the Safer Drivers Course for Learner Drivers, any training programs for supervising drivers and diversionary programs such as TOIP and ITOP all have a place in the continued education of the driver. All self-development opportunities such be based on an educational best practice footing and drivers should be exposed to professional driver educators wherever possible.**

The provision of dedicated training options available for Supervising Drivers seeking to improve their own and their Learner's skills may assist with and improve road safety outcomes for young drivers. The flow on effect would be that existing licence holders would also benefit from exposure to safe and low-risk driving behaviours and strategies explored in such training.

All drivers face similar needs but with different priorities throughout their driving careers and their different operational areas.

**Support of groups seeking to deliver targeted programs will expand the opportunities for the safe and low-risk driving message to be heard. Continual and lifelong education, targeted at the different needs will support all road user groups and expand the safe and low-risk driving message.**

Whilst licencing and test fees are reasonable they may still be out of the reach of some people seeking a Drivers Licence. Initiatives such as robust community-based Driver Mentor Programs can assist in these areas.

**However, the real underlying cost of road trauma is in the cost to the community of road crashes and road trauma. Ongoing education and awareness for all driver's licence classes is the key to reducing the overall cost of road safety.**

## Evaluating Current Driver Training, Including the Effectiveness of Refresher and Skills Updating and Adaptation to Changing Vehicle Technology

PCYC provides Driver Education programs to 3 key licence areas – Learner, Provisional and Full licence holders. Comment is restricted in this submission to these areas.

### Learner Drivers

In NSW Class C (car) licences are the last remaining licence class where people, often without skills or experience in driver training provide the bulk of the driver education to Learner drivers. All other licence classes (R, LR, MR, HR, HC and MC) provide some form of competency based training and assessment provided by suitably qualified trainers.

Once a Learner gains their Learner licence then they are required to have a supervising driver sit with them for the required numbers of hours. Currently this requirement is for 120 logged hours, including 20 hours of night driving. There is no requirement that this time be quality training only relying on a quantitative basis. The following table shows the training options available to Learner Drivers:

#### AVAILABLE TRAINING OPTIONS FOR LEARNER DRIVERS

|                   | TRAINING OPTION                          | REQUIRED<br>Yes/No | LEARNER ELIGIBILITY CRITERIA   | TRAINER QUALIFICATIONS             |
|-------------------|--|--------------------|--|------------------------------------|
| 12 MONTHS MINIMUM | Driver Knowledge Test                    | ✓                  | Minimum age  | N/A<br>Competency based assessment |
|                   | Supervising Driver                       | ✓                  | 80 -120 Logbook hours  | ✗                                  |
|                   | Driving Instructor                       | ✗                  | Learner Licence – access to Driving Lessons or Structured Professional Lessons                 | ✓                                  |
|                   | Safer Drivers Course for Learner Drivers | ✗                  | Learner Licence<br>Under 25 years old<br>Minimum 50 hours of actual on-road driving experience | ✓                                  |
|                   | Keys2Drive                               | ✗                  | Learner Licence<br>Supervising Driver  | ✓                                  |
|                   | The DrivingTest                          | ✓                  | Minimum age & tenure<br>120 Logbook hours  | N/A<br>Competency based assessment |

It should be noted here that the ‘learning to drive’ period does not commence when the Learner gains their Learner licence, it starts from an early age with the future Learner being a passenger in a vehicle. The quality of this experience will depend on the driver’s attitudes and behaviours exhibited.

There is no requirement for a Learner to access professional driver training. The Learner may choose to undertake lessons with a licenced Driving Instructor or attend initiatives such as the Safer Drivers Course for Learner Drivers, the Structured Professional Lesson (3 for 1) Scheme or Keys2Drive with accredited Driving Instructors. Credit hours are offered for attendance at the Safer Drivers Course or the undertaking of Structured Professional Lessons.

**From a training and educational point of view it is preferable for safe driving skills to be instilled during the learning phase and not 're-learned' when the driver is in the provisional or full licence stages.**

### Notes on Supervising Drivers

**The only 'qualification' or experience that many supervising drivers may have held is holding a Drivers Licence for a period of years. Under the current licensing system only P1, P2 or holders of an overseas licence are not permitted to supervise a Learner driver.**

There is no requirement for the supervising driver to prove their competency in the supervisory role or to prove their knowledge and understanding of the road rules. These individuals may not have undertaken any other form of driver training, unless progressing to another licence class such as Rider or Heavy Vehicle classes. They may not have even attended any form of post licence training. They may not have kept up to date with the road rules and may (or may not) have attracted demerit points or traffic offences on their driving records.

They may (or may not) be cognisant with low-risk driving strategies or understand the factors associated with, or the importance of key road safety issues. These drivers may have developed 'bad habits' such as speeding, tailgating or aggressive driving traits that they are now demonstrating as 'normal' to their Learner drivers.

The Centre for Road Safety 'Helping Learner Drivers Become Safer Drivers' workshop package aimed to assist in preparing supervising drivers to understand the licensing process, the Learner Logbook and to introduce supervising drivers to encourage low risk driving strategies and techniques in their Learner driver. This package has been phased out over time.

**Currently there are no dedicated training options available for Supervising Drivers seeking to improve their own and their Learner's skills. Implementation of an elective training program like the 'Helping Learners Become Safer Drivers' would assist in raising awareness of Learner Driver needs and assist with the self-development of supervising drivers.**

## Provisional Drivers

Provisional (P1 and P2) Drivers are required to undertake minimum tenure periods and sit for 2 required tests – the Hazard Perception Test and the Driver Qualification Test. These tests are computer based with no practical component or specific road rule knowledge test. The table below shows the available training options for Provisional Drivers.

### AVAILABLE TRAINING OPTIONS FOR PROVISIONAL DRIVERS

| 36 MONTHS MINIMUM | TRAINING OPTION                  | REQUIRED<br>Yes/No | ELIGIBILITY CRITERIA   | TRAINER QUALIFICATIONS   |
|-------------------|----------------------------------|--------------------|--|--|
|                   | Hazard Perception Test           | ✓                  | Minimum age & tenure   | N/A<br>Competency based assessment   |
|                   | Driving Instructor               | ✗                  | Provisional P1 or P2 licence   | ✓  |
|                   | Motorcycle Rider Training        | ✗                  | Rider Learner licence  | ✓  |
|                   | Heavy Vehicle Driver Training    | ✗                  | Provisional P2 licence<br>24 months tenure<br>Available for LR, MR and HR<br>licences only | ✓  |
|                   | Specialist Post Licence Training | ✗                  | Provisional P1 or P2 licence   | ✗<br>Restricted Driving Instructor<br>licence available but not<br>mandatory |
|                   | Driver Qualification Test        | ✓                  | Minimum age & tenure   | N/A<br>Competency based assessment   |

Provisional Drivers may be referred by the Court to undertake a diversionary program such as the Traffic Offender Intervention Program (TOIP). This program is administered by the Department of Justice. PCYC is an Approved Provider of the TOIP program.

Provisional drivers may elect to undertake further driver training through pathways such as Rider or Heavy Vehicle training (at P2 level) or by attending a Specialist Post Licence Driver Training program. These courses are available from private companies or businesses and the curriculum and quality of instruction of these courses is at the discretion of that business.

The level of Trainer qualification is also at the discretion of the business. A Restricted Driving Instructor licence is available through the Roads and Maritime Services however the requirement that Trainers hold this qualification is not mandatory.



## Full Licence Holders

Attainment of a full licence is perceived as a right not as a responsibility by most drivers. Once attained it is theirs to hold for life. Unless challenged by a crash or charged with a traffic offence most drivers give little or no thought to their licence or its importance to their lifestyle. Further self-improvement through additional training or education is elective and often is assigned little or no priority.

Once a Driver (or Rider) attains their full licence the requirement for undertaking of any further training or assessment is elective until that person reaches 75 years of age. Assessment from 75 to 85 years of age involves medical fitness to drive assessments conducted by a Doctor.

The period from initially gaining a licence at 17 to an older driver assessment at 85 no practical assessment of the individual's driving ability is undertaken. Drivers are only required to undertake an eyesight test at licence renewal. The period from 20 years of age until 75 there is no requirement to undertake any form of knowledge or skills training or assessment.

The driver may elect to gain a Rider licence, upgrade to a Heavy Vehicle licence or enter training and assessment to provide driving instruction services. The table below shows the available options:

### AVAILABLE TRAINING OPTIONS FOR FULLY LICENCED DRIVERS

|                  | TRAINING OPTION                  | REQUIRED<br>Yes/No | ELIGIBILITY CRITERIA  | TRAINER QUALIFICATIONS   |
|------------------|----------------------------------|--------------------|---|--|
| 55 YEARS MINIMUM | Motorcycle Rider Training        | ✗                  | Rider Learner licence   | ✓  |
|                  | Heavy Vehicle Driver Training    | ✗                  | Full licence  | ✓  |
|                  | Specialist Post Licence Training | ✗                  | Full licence  | ✗<br>Restricted Driving Instructor<br>Licence available but not<br>mandatory |
|                  | Driving Instructor Training      | ✗                  | Over 21 years old<br>Full licence – held for 3 out of the<br>last 4 years | ✓  |
|                  | Medical Fit to Drive Assessment  | ✓                  | Annually from 75 years  | Doctor   |
|                  | Older Driver Assessment          | ✓                  | Commences at 85 years<br>Assessment every second year                     | ✓  |

Unless the driver elects to undertake further training this effectively means that a driver can undertake a 55-year period where no training and assessment is undertaken. Revision such as review of the road rules or keeping up to date with changes to safe driving strategies or vehicle technologies is not required and are at the discretion of the individual licence holder.

Full licence drivers may elect to undertake further driver training through pathways such as Rider, Heavy Vehicle or Driving Instructor training or by attending a Specialist Post Licence Driver Training program. This may be the first time that the driver encounters a professional driver trainer. These courses are available from private companies or businesses and the curriculum and quality of instruction of these courses is at the discretion of that business. The level of Trainer qualification is also at the discretion of the business. A Restricted Driving Instructor licence is available through the

Roads and Maritime Services however the requirement that Trainers hold this qualification is not mandatory.

**If the driver takes on the role of Supervising Driver for a Learner, then this supervising driver has no requirement to update their knowledge or skills prior to undertaking the training process with their Learner.**

## Existing Diversionary Programs & Schemes

**Diversionary programs and schemes become available to drivers who may have committed a traffic offence or lose their licence. These programs seek to change driver attitudes and behaviours through education or punishment. Some examples of diversionary programs are:**

- Traffic Offender Intervention Program (TOIP)
- Increased Traffic Offender Penalties Scheme (ITOP)
- Mandatory Alcohol Interlock Program
- Habitual Traffic Offender Declaration

The TOIP program is legislatively framed and is relied upon by the Courts to provide quality outcomes and changes to driver attitudes and behaviours.

PCYC has provider approval from the Department of Justice and the Traffic Offenders Intervention Program is recognised as an educational program that offers the Courts a sentencing (or pre-sentencing) option which serves to reduce further illegal driving. Probation and Parole Services, Juvenile Justice and private solicitors might also refer participants, depending on the circumstances of the individuals and their driving records.

The ITOP scheme is administered by Roads and Maritime Services and uses the approved TOIP programs to provide the educational component.

The Mandatory Alcohol Interlock Program is Court referred and is administered by Roads and Maritime Services.

The Habitual Traffic Offender Declaration scheme is administered by the RMS with appeal to the District Court available to drivers who may wish to contest the declaration.

## Effectiveness of the TOIP Program

**PCYC Traffic Offenders Intervention Program (TOIP) seeks to achieve the following objectives:**

- **Reduction In Offending** – ultimately the purpose of TOIP is to reduce the number of traffic offences committed in NSW. By providing TOIP participants with appropriate and relevant information, coupled with the deterrence effects of being arrested and sentenced, it is expected that there will be a reduction in illegal driving
- **Provide A Credible Sentencing Alternative** – providing courts with a credible sentencing or rehabilitative option is a key objective of PCYC
- **Increase Understanding by Participants of Factors Associated with Illegal Driving** – one of the key mechanisms through which TOIPs operate is education. Providing Traffic Offenders with an insight into the consequences of illegal driving (such as speeding or driving whilst under the influence) will encourage reflection on driving behaviours and subsequent beneficial modification of such behaviours

The Department of Justice and the Centre for Road Safety are currently conducting a review of the TOIP program, its legislation, its operating guidelines and best practice curriculum items. At present a 'level playing field' is not evidenced with TOIP with different Providers delivering different interpretations on a theme.

**PCYC strongly supports the development of robust guidelines for approval and reporting processes, administration of the program and the delivery of content to fulfil driver education best practice.**

The key points of PCYC's difference as a TOIP Provider:

- It is an experiential-based program allowing for personal reflection
- Our curriculum has a participatory educational 'best practice' focus
- PCYC are a not for profit entity – all proceeds from TOIP are reinvested in the program and the community
- It is a quality program with dedicated award-winning resources
- Our program regularly receives good consistent feedback from participants

**PCYC figures indicate that the 'typical' TOIP participant is male and aged between 21 and 25. Therefore these drivers are full licence holders. Whilst individual circumstances for attendance vary the following common threads are observed:**

- Human error
- Lack of knowledge or motivation to drive safely and adhere to the road rules
- Lack of knowledge of crash risks or proactive driving methods (including safe and low-risk driving strategies)

As many TOIP participants would have undertaken the Graduated Licencing Scheme process the knowledge and motivation to apply safe and low-risk driving strategies is either not known, not valued or ignored.

Feedback received from participant's supports this and centres around TOIP being an effective educational tool. Comments such as "All drivers should do this course" and "I wish I had known about the content of the course before I committed my offence" are almost universal.

**As an experiential and educational program the PCYC TOIP program changes attitudes, behaviours and lives.**

## Fair Go for Safe Driver Discounts

**Under the 'Fair Go for Safe Drivers' eligible drivers are able to access a 50% discount on their licence renewal fee. This scheme is administered by the Roads and Maritime Services. The qualification criteria are:**

- Hold a full licence of any class
- Held the licence continuously for five years
- Have no relevant offences recorded on the licence including offences that attract demerit points, serious traffic offences or any unlicensed driving offence

This represents a saving of \$28:00 on a 1-year licence, \$66:00 on a 3-year licence, \$89:00 on a 5-year licence and \$165.00 on a 10-year licence.

**Road users who would benefit the most from this scheme would be full licenced drivers; again the group that may have little or no access to professional driver training and will have undertaken little or no self-development since achieving their full licence.**

Whilst an excellent tool in promoting road safety the message through financial benefit for eligible drivers is that they have gained the title of 'safe driver' and that no further action or education on the part of the driver is required. This person may have achieved their discount by not using their licence on a regular basis or by continually demonstrating many risky driving behaviours such as speeding, aggressive driving or tailgating. The requirement for further self-development and education is not encouraged or reinforced with this scheme.

## Adaptation to Changing Vehicle Technologies

**Drivers aged between 30 and 59 make up the largest group of licence holders. Many drivers in this age group may not have had access to professional driver training and would have gained their licences outside of the current Graduated Licensing System. Many would have learnt to drive when mobile phones were not commonplace in vehicles.**

There is no doubt that owning and using a mobile phone is convenient. The risk of this convenience is that when driving talking on a mobile phone increases crash risk dramatically. As vehicle manufacturers move towards more and more integration with mobile phone and App technology the challenge for the driver is to maintain focus on the primary task; that is, driving the vehicle.

With longer commute times, particularly in the metropolitan areas, the temptation to use the time effectively is strong. Many drivers use their vehicles as a 'mobile office' so the temptation to multi-task by driving and working is considered a good use of time.

The key is education backed up by strong enforcement. Education around self-limitation in high demand areas and the actual increase in crash risk and level of driver impairment is necessary as most drivers simply do not have any idea of the distraction of talking and driving.

## Other Emerging Vehicle Technologies

**The introduction of electronic driver aids in modern motor vehicles assists with common driver errors but does not overcome the laws of physics. The danger of promoting such aids as the only safety device needed to enhance safety does not remove the responsibility of the driver to maintain individual safety by managing risk whilst driving.**

If drivers practiced safe and low-risk driving strategies on a continual basis then technologies such as Electronic Stability Control, Adaptive Cruise Control and Lane Departure Warnings would only activate in human error moments.

Education remains the key to enhance knowledge of safe and low-risk driving techniques and strategies particular in road user groups that may not have had access to such instruction and training.

## Summary

**The ability to drive a motor vehicle is a life-long skill. Whether the person receives appropriate driver education to reinforce the importance of safe and low-risk driving strategies is highly variable and depends on:**

- The type of training that person receives during the pre-Learner, Learner and post licence periods and whether it is practical, educational, experiential or a combination of all of the above
- The commitment to safe driving demonstrated by their supervising driver or driver educator(s)
- The level that the individual is willing to adopt and maintain safe driving skills
- The willingness to undertake further self-development in maintaining currency with the road rules, road safety issues or emerging vehicle technologies is elective and may not be given a high priority by the licence holder

**The following key points are made:**

- Learning to drive does not commence when the person gains their Learner licence; it starts from an early age when that person is a passenger
- Learning to drive should not cease with the attainment of a full drivers licence
- Supervising drivers may not have any experience in or knowledge of driver training and Class C training is the last area of driver training where an untrained and unqualified person can teach someone to drive
- Once a driver gains their full licence there is no requirement to demonstrate road rule knowledge or driving proficiency unless that person undertakes Rider or Heavy Vehicle licence upgrades, seeks to attain and hold a Driving Instructor licence or until the driver reaches the age of 85 and wishes to maintain their unrestricted licence
- Drivers may be required to attend diversionary training through their driving careers but this is limited to drivers who commit traffic offences or repeatedly lose their licence
- Depending on their circumstances a driver may not access professional driver training throughout their entire driving career
- Most drivers do not understand the reduction in focus and attention caused by using mobile phones or other distractions whilst driving and further educational avenues are required to promote the safe driving message surrounding distractions caused by emerging vehicle and driver/passenger interface systems

**PCYC believes that as many opportunities as possible should be made available to the driver to allow for continued self-development. Such initiatives as the Safer Drivers Course for Learner Drivers, any training programs for supervising drivers and diversionary programs such as TOIP and ITOP all have a place in the continued education of the driver. All self-development opportunities such be based on an educational best practice footing and drivers should be exposed to professional driver educators wherever possible.**

## The Needs of Any Particular Driver Groups

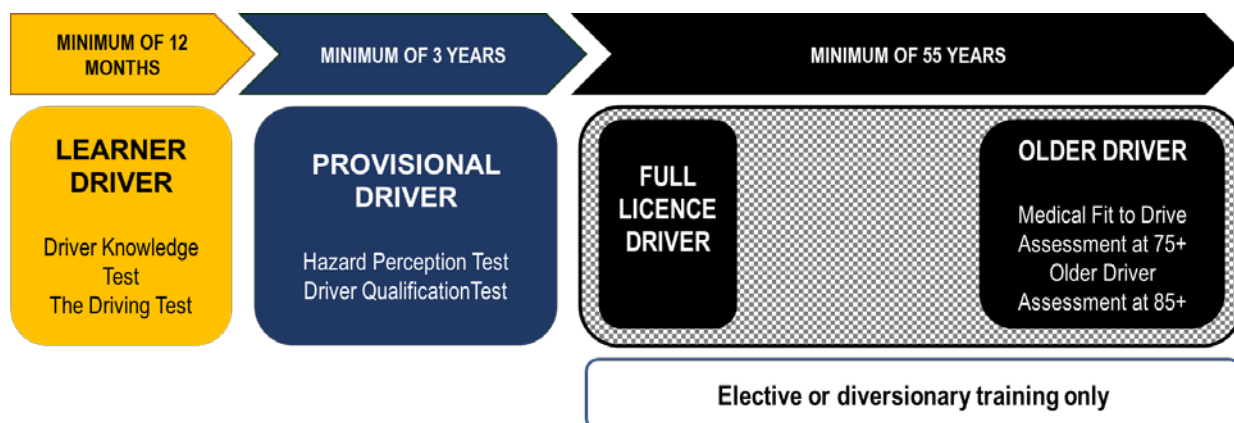
### Evaluating the Needs of the Safe Driver

**To produce a safe and risk-aware driver for all licence classes the following skills and knowledge need to be consistently demonstrated:**

- Correct attitude and motivation towards road safety and compliance with the road rules
- Good road sharing principles including strong situational awareness
- Proactive driving methods including an adherence to safe and low-risk driving strategies and techniques
- Good knowledge of potential crash risks and how to apply strategies to improve road safety

Unless a driver has been exposed to high level of the above skills and knowledge their subsequent behaviour is more than likely to be benchmarked to the level of exposure received. The level of exposure may change throughout their driving careers and be influenced by factors including enforcement, involvement in a crash or by the undertaking of further driver education and training.

### THE CURRENT BENCHMARKING POINTS FOR THE CLASS C DRIVER



### Achieving Attitudinal and Behavioural Change

**Drivers must want to change. The fact is that most drivers view their licence as a 'right' rather than 'responsibility'. Safe driving skills are a choice. Unless the fully licenced driver is ordered to attend a diversionary program or elects to undertake self-development or remedial training most drivers will not access an educational program that would assist in initiating behavioural change.**

The only scheme currently available to encourage and reward safe drivers is the 'Fair Go for Safe Drivers' scheme. Drivers attending specialist post licence training courses may or may not elect to take on the safe driving behaviours taught. There is no 'reward' for the driver to adopt lasting change.

Many drivers will not be eligible to apply for the 'Fair Go for Safe Drivers' scheme due to demerit points or other offences. As this group has already committed an offence this group of drivers would arguably most benefit from attendance at an educational program focusing on road safety.

By providing a 'bridging' program that fills the current gap for drivers between the large gap in the benchmarking points for fully licenced drivers existing drivers could be encouraged to exhibit

behavioural change. Provisional drivers should also have access to such as program as a reinforcement tool.

## **An Educational Approach to Driver Education for Drivers with Demerit Points or Traffic Offences – a New Initiative through Road Realities**

**Road Realities is driver education program designed for drivers and focuses on driver behaviour and real life consequences of poor choices on the road. Road Realities has been developed as an educational tool to engage drivers in discussion on topics related to Road Safety and aims to prevent people from experiencing road trauma.**

The course gives drivers a chance to learn through the real-life experiences of a range of people affected by road trauma through in depth interviews with Police, Ambulance Officers, people with Acquired Brain and Spinal Injuries as well as families that have suffered loss through road trauma.

PCYC's 'Road Realities' program could fulfil this existing benchmarking gap on a user pays basis. In return for successful completion the driver would be able to access the existing 'Fair Go for Safe Drivers' scheme or be entitled to a discount on licence renewal fees. Program fees currently charged by reflect the potential saving on the 'Fair Go for Safe Drivers' scheme of between \$89.00 and \$165.00 for 5 and 10 year licences. If further offences are committed the driver would be required to pay the additional licence fee already given as a discount or access the program again.

**Attendance at the program would be elective on the part of driver. PCYC recognises that not all drivers will seek self-development through attendance such a program or feel that they need to change current behaviours and attitudes. For those that do then the appropriate reward of a discount off their licence is appropriate.**

**The reward for the wider community is spreading of the road safety and safe and low-risk driving message.**

## **Barriers Facing Drivers**

### **Learner Drivers**

**Learners may face barriers to learning due to their economic, geographic, ethnic or social circumstances. Disadvantaged Learners can access the Safer Drivers Course for Learner Drivers, under a Roads and Maritime Services initiative which provides 1,000 fully funded places per year.**

Disabled Learner Drivers also can access the Safer Drivers Course for Learner Drivers under an initiative provided by PCYC. This access is not universal across all Safer Drivers Course Providers and it is at the discretion of the Provider whether they will provide the course to the disabled driver.

Regional or remote communities may have little access to professional driving lessons or other safe driving initiatives. Provision of services in these areas may be limited because of a lack of viability or of qualified personnel. PCYC has faced such barriers with establishing the Safer Drivers Course for Learner Drivers in areas in far western NSW purely as there are no available Facilitators and Coaches to deliver the program.



**Establishment of a driver instruction and Safer Drivers Course travelling roadshow would assist in bridging the gaps faced in some regional and remote areas. Subsidised funding to enable this provision is required.**

### Community-based Learner Driver Mentor Programs

Learners may not have access to licensed supervising drivers or a vehicle in which to undertake their on-road practise. Community based Learner Driver Mentor Programs can assist in this area. Such programs are not regulated and are at the discretion of the organisers as to how much value is placed on safety, education and support for Mentors and the learning process. Driver Mentor programs may, or may not use professional Driving Instructors or trainers in the conduct of their programs.

PCYC has developed a robust model for the establishment of Driver Mentor Programs and already has a successful program running at PCYC Muswellbrook. Key factors for the success of the program include:

- Strong community support
- Provision of training and support for volunteer Mentors
- Provision of Learner induction programs to set expectations and boundaries
- Provision of professional lessons to ensure minimum skill levels for Learner and mentor safety prior to commencement of the program
- Provision of on-going professional support by a licenced Driving Instructor for Learners and mentors

**Greater establishment of robust Driver Mentor Programs would assist disadvantaged Learners with gaining their required Learner Logbook hours. The model must be established with the assistance and support of licenced Driving Instructors to ensure that safe and low-risk driving strategies are taught and that mentors are providing safe and beneficial coaching to mentees.**

**The provision of a funded model to allow for delivery of community-based Learner Driver Mentor programs is required.**

### Key Feedback from Learner Drivers Attending the Safer Drivers Course

**Key feedback received by PCYC from Learner Drivers undertaking the Safer Drivers Course is the intimidation faced by the Learner driver from other road users endured during the learning period.**

This intimidation is often evidenced by failing to provide the Learner driver with their selected crash avoidance space by either cutting off or tailgating the Learner. The intimidation may also take place as demonstrating impatience or lack of tolerance of the Learner driver as they are practising new and emerging skills.

Speed differentiation between Learners and other road users, particularly on highways and freeways, also contributes to intimidation and anxiety in Learner drivers. Allowing Learners to be supervised at 100km/h would reduce the impact and provide supervised instruction at this speed. With the current 90km/h limit the first time that a driver can drive at 100km/h is when they are driving solo and a minimum of 12 months after the formal instruction period has been completed.

**Such widely reported intimidation raises road safety concerns for all road users. Raising of the supervised driving speed limit and an educational and enforcement program targeting intimidation would assist in raising awareness of this issue.**



**Speed is the major factor associated with young driver death and injury so education and practice surrounding this factor should be provided in the Learner period. Providing supervised instruction around the physics and handling differences when driving at higher speeds supports the safer driving message through practical experience.**

## Provisional Drivers

**Provisional drivers may experience disadvantage where fines are disproportionate to their income. Provisional drivers studying or living away from home may have limited financial resources. In such circumstances where a fine is received the provisional driver may experience high levels of stress and anxiety as to how the fine will be paid.**

Whilst this should not replace the safe driving message the hardship experienced through payment of a fine due to a lapse of judgement or human error can be addressed. A good behaviour style scheme where the fine is waived in lieu of good behaviour could be implemented for cases where lack of capacity to pay is proven. Should further fines be accrued then the good behaviour period would be cancelled and the original and subsequent fines would be deemed payable.

**This capacity to pay may also be experienced where a P2 driver may not have the resources to move to a full licence. There is no maximum time that a P2 driver can remain on their green Ps so many P2 drivers remain for extended periods of time at this level. For disadvantaged P2 drivers a payment scheme to move to a full licence could be appropriate.**

For those Provisional drivers who continue to exhibit unsafe driving behaviours the existing enforcement process and the diversionary schemes such as TOIP, ITOP and the Mandatory Alcohol Interlock scheme remain and are appropriate.

Provisional drivers also may face intimidation by other road users as they are seen to be driving more slowly at 90 km/h on freeways and highways. Coupled with the proposed 100km/h limit for Learner drivers P1 drivers should also be allowed to travel at this speed. Again, the P1 driver should receive supervised instruction at this speed during the Learner phase.

## Full Licence Holders

**Drivers aged between 30 and 59 make up the largest group of licence holders. Many drivers in this age group may not have had access to professional driver training and would have gained their licences outside of the current Graduated Licensing System. Therefore, full licence holders may face educational barriers to self-development and safer driving. They simply may not have had any exposure to safe and low-risk driving strategies and behaviours.**

Access to PCYC's 'Road Realities' program could fulfil this educational gap on a user pays basis. In return for successful completion the driver would be able to access the existing 'Fair Go for Safe Drivers' scheme or be entitled to a discount on licence renewal fees. Program fees currently charged by reflect the potential saving on the 'Fair Go for Safe Drivers' scheme of between \$89.00 and \$165.00 for 5 and 10 year licences.

The opportunity for drivers to undertake self-development has flow on benefits for all aspects of road safety. Comments made almost universally by drivers attending TOIP is that "All drivers should do this course". PCYC's 'Road Realities' program has similar educational outcomes to TOIP and would provide the opportunity for drivers to improve their knowledge of safe and low-risk driving strategies.

Attendance at the program would be elective on the part of driver. PCYC recognises that not all drivers will seek self-development through attendance such a program or feel that they need to change current behaviours and attitudes. For those that do then the appropriate reward of a discount off their licence is appropriate.

**The reward for the wider community is spreading of the road safety and safe and low-risk driving message.**

**Other barriers for self-development in full licence holders may be due to social, ethnic or financial factors.**

Access to a subsidised version of the 'Road Realities' similar to the current Disadvantaged Learner Scheme for Safer Drivers Course attendees may remove some of the financial barriers to self-development that full licence holders may face.

## Summary

**Safe and low-risk driving behaviours are learnt not gleaned. Maximum opportunities should be provided for drivers to learn these skills through self-development opportunities. All licence stages would benefit from opportunities to learn and put into practice the safe driving message.**

## The Needs of Driver Trainers, Both Professional and Non-professional

### Professional Driver Trainers

**Licensed Driving Instructors are required to sit a 90 question Driver Knowledge Test every 5 years as part of the renewal process for their Instructor Licences. Unless the Driving Instructor is a member of a professional association there is no requirement for Driving Instructors to undergo ongoing and consistent professional development. Professional development is not mandatory for Driving Instructors.**

Many Driving Instructors operate as small sole trader business that provide little or no mentoring or coaching opportunities for professional development. Self-assessment and self-improvement is at the discretion of the individual Driving Instructor.

**PCYC as a Provider for the Safer Drivers Course for Learner Drivers has regular contact with professional Driving Instructors who deliver the Module 2 sessions as Coaches on our behalf. Through our quality assurance processes PCYC has identified issues with the consistency of delivery from Coaches. Quality of Coaches can range from excellent to fair. The Quality Assurance Review conducted in 2015 by Roads and Maritime Services backs up PCYC findings.**

Currently under the Safer Drivers Course Provider Agreement the onus is on the Provider to ensure quality and consistent delivery. PCYC has put in place a series of measures to ensure consistency of delivery and to identify quality assurance issues with delivery of the Safer Drivers Course for Learner Drivers, including the conduct of mandatory professional development sessions for all persons involved in the delivery of the Safer Drivers Course with PCYC.

**The current accreditation process for Safer Drivers Course Facilitators and Coaches currently does not include an evidence based assessment component. Establishment of an assessment process to complement existing Provider quality assurance processes may assist in ensuring more consistent standards for Facilitators and Coaches. Independent evidence based review of Facilitators or Coaches coupled with coaching, mentoring and re-training options would also assist Providers with maintenance of quality delivery practices for the Safer Drivers Course.**

### Supervising (Non-professional) Driver Trainers

**The only 'qualification' or experience that many supervising (non-professional) drivers may have held is holding a Drivers Licence for a period of years. Under the current licensing system only P1, P2 or holders of an overseas licence are not permitted to supervise a Learner driver.**

The reality for most Learners is that they will undertake most their learning journey with a supervising (or non-professional) driver trainer. This non-professional trainer may have limited or no knowledge of the following:

- Road rules
- Low-risk driving strategies and safe driving techniques
- The Graduated Licensing System
- The requirements of The Driving Test

There is no requirement for the supervising driver to prove their competency in the supervisory role or to prove their knowledge and understanding of the road rules. These individuals may not have

undertaken any other form of driver training, unless progressing to another licence class such as Rider or Heavy Vehicle classes. They may not have even attended any form of post licence training.

They may not have kept up to date with the road rules and may (or may not) have attracted demerit points or traffic offences on their driving records. They may (or may not) be cognisant with low-risk driving strategies or understand the factors associated with, or the importance of key road safety issues. These drivers may have developed 'bad habits' such as speeding, tailgating or aggressive driving traits that they are now demonstrating as 'normal' to their Learner drivers.

**Class C instruction is the last (and largest) area of driver training where a non-trained person can provide training to a novice driver. All other licence classes (R, LR, MR, HR, HC and MC) provide some form of competency based training and assessment provided by suitably qualified trainers.**

The Centre for Road Safety 'Helping Learner Drivers Become Safer Drivers' workshop package aimed to assist in preparing supervising drivers to understand the licensing process, the Learner Logbook and to introduce supervising drivers to encourage low risk driving strategies and techniques in their Learner driver. This package has been phased out over time.

A revamp of the package encompassed with delivery by persons with driver training knowledge and experience would assist with equipping supervising drivers with knowledge of the safe and low-risk driving strategies and how to instil them in a Learner driver.

**Currently there are no dedicated training options available for Supervising Drivers seeking to improve their own and their Learner's skills. The provision of an elective 'train the supervising driver' program may assist with and improve road safety outcomes for young drivers. The flow on effect would be that existing licence holders would also benefit from exposure to safe and low-risk driving behaviours and strategies explored in such training.**

## Summary

**The provision of evidence and competency based assessment for Driving Instructors seeking to deliver the Safer Drivers Course and on-going professional development and mentoring processes for all Driving Instructors would assist in providing consistent and quality delivery of driver education products and services.**

**The provision of dedicated training options available for Supervising Drivers seeking to improve their own and their Learner's skills may assist with and improve road safety outcomes for young drivers. The flow on effect would be that existing licence holders would also benefit from exposure to safe and low-risk driving behaviours and strategies explored in such training.**

## The Needs of Metropolitan, Rural and Regional Drivers

The key causal factors of death and injury on the roads have not changed over time. The main contributing factors remain as:

- Speed
- Alcohol and other drugs
- Fatigue
- Distractions

Each of the above factors is in the control of, and is the choice of the driver. These choices and behaviours may be 'modelled' by parents and shown to future drivers as 'normal' and therefore 'acceptable' behaviours.

These factors are common, in varying degrees, across metropolitan, rural and regional areas.

### UNDERLYING FACTORS IN DRIVER BEHAVIOUR & CHOICE

| CAUSAL FACTOR         | METROPOLITAN DRIVERS   | RURAL DRIVERS  | REGIONAL DRIVERS   |
|-----------------------|--|--|--|
| Speed                 | <p>Lower speeds</p> <p>Interactions with other road users at multiple speeds</p> <p>Lack of knowledge as to risks and dangers</p> <p>40km/h &amp; 50km/h limits seen as too low</p> <p>Temptation to speed to make up for 'lost' time at congestion points</p> <p>Frustration at delays and congestion</p> | <p>High speeds over long distances</p> <p>Interactions with other road users at high speeds</p> <p>Lack of knowledge as to risks and dangers</p> <p>Physics associated with high speed crashes</p> | <p>Combination of high and low speeds</p> <p>High speeds over long distances</p> <p>Interactions with other road users at multiple speeds</p> <p>Lack of knowledge as to risks and dangers</p> <p>Physics associated with high speed crashes</p> |
| Alcohol & Other Drugs | <p>Lack of knowledge as to risks and dangers</p>   | <p>Lack of knowledge as to risks and dangers</p> <p>Lack of Plan B options</p>   | <p>Lack of knowledge as to risks and dangers</p> <p>Lack of Plan B options</p>   |
| Fatigue               | <p>Lack of knowledge as to risks and dangers</p> <p>Longer commute times increasing fatigue</p>  | <p>Lack of knowledge as to risks and dangers</p> <p>Temptation to exceed recommended driving times</p>   | <p>Lack of knowledge as to risks and dangers</p> <p>Temptation to exceed recommended driving times</p>   |
| Distractions          | <p>Lack of knowledge as to risks and dangers</p> <p>Temptation to use devices</p>  | <p>Lack of knowledge as to risks and dangers</p>   | <p>Lack of knowledge as to risks and dangers</p> <p>Temptation to use devices</p>  |

Driver behaviour remains the choice of the driver. The driver must want to change and educational of the risks and rewards of safe and low-risk driving can assist with this process. Educational programs such as PCYC's TOIP and 'Road Realities' programs address the choices and consequences of driver behaviour through educational and experiential means.

## Achieving Driver Behavioural Change

**Driver education needs to be continual, ongoing and lifelong. Each driver will learn by different means so the more educational program or opportunities that a driver is exposed to the greater the catalyst for change.**

Avenues can include:

- The learn to drive period through professional lessons or exposure to a supervising driver that has received knowledge of safe and low-risk driving techniques
- Access to driver mentor program and other support programs for disadvantaged Learners
- The existing Driver Licensing test points
- Access to ongoing educational and training programs through self-development opportunities
- Access to diversionary programs (if required)
- Strong enforcement

## Summary

**All drivers face similar needs but with different priorities throughout their driving careers and their different operational areas. Continual and lifelong education, targeted at the different needs will support driver needs and expand the safe and low-risk driving message.**

**Support of groups seeking to deliver these targeted programs will expand the opportunities for the safe and low-risk driving message to be heard.**

## The Needs and Expectations of Passengers and Other Road Users

**It is not just drivers that are killed and injured in road crashes. Passengers, pedestrians and other road users are also killed and injured in motor vehicle crashes. Many of these people may not be directly involved in the incident and are just innocent bystanders. Any person using a road, or road related area, is at risk of death or injury.**

Road safety is therefore just as important for passengers, pedestrians and other road users and should be aimed at all age groups. Continued and lifelong learning can be achieved through programs in schools and community groups. Examples of current programs include:

- PCYC's 'Road Realities' program for schools
- RYDA
- U Turn the Wheel
- Bstreetsmart

**Whilst operated by different groups using different formats the message remains the same:**

- Focus on driver behaviour and the consequences of poor choices on our roads
- The consequences of a crash
- The long-term grief and loss experiences by those people affected by road trauma
- The promotion of safe and low-risk driving behaviours

Continual and ongoing support of road safety programs is important to promote and to maintain the visibility of the safe and low-risk driving message.

## Summary

**Continual and lifelong education, targeted at the different needs will support passenger and other road user needs and expand the safe and low-risk driving message.**

**Support of groups seeking to deliver these targeted programs and provision of good access to schools will expand the opportunities for the safe and low-risk driving message to be heard.**

## The Cost of Driver Training Standards and How the Costs Should be Allocated

**The cost of driver training is usually borne by the individual seeking instruction. Organisations and people looking to deliver driver education training also bear the cost (if any) of qualifications, certifications and currency in their selected area.**

The cost of gaining a Drivers Licence is almost exclusively user pays as licensing tests, fees, professional lessons and other educational programs are paid by the individual seeking that licence.

The Disadvantaged Learner Initiative for the Safer Drivers Course for Learner Drivers, Keys2Drive and Learner Driver Mentor Programs are the only initiatives looking at addressing the costs for disadvantaged Learners and providing access to supporting the learning process.

**Excluding vehicle and running costs the minimum fee associated with gaining a full Drivers Licence through the Graduated Licensing Scheme is:**

| TEST OR LICENCE STAGE          | COST     | NOTES                |
|--------------------------------|----------|----------------------|
| Driver Knowledge Test          | \$44.00  | Fee for each attempt |
| Learner Licence                | \$24.00  |                      |
| Driving Test                   | \$55.00  | Fee for each attempt |
| Provisional P1 Drivers Licence | \$56.00  |                      |
| Hazard Perception Test         | \$44.00  | Fee for each attempt |
| Provisional P2 Licence         | \$88.00  |                      |
| Driver Qualification Test      | \$44.00  | Fee for each attempt |
| Unrestricted Drivers Licence   | \$56.00  | 1 year licence       |
|                                | \$132.00 | 3-year licence       |
|                                | \$178.00 | 5-year licence       |
|                                | \$330.00 | 10-year licence      |

**The minimum cost to achieving a full licence is \$411.00 if the applicant passes all tests on the first attempt and elects for a 1 year period on their full licence. If electing to purchase a 10 year licence the minimum fee rises to \$685.00.**

Eligible pensioners receive their licences and driving tests free of charge.

If the Learner elects to engage a professional Driving Instructor for the entire Learner period and attains all credit hours under the Structured Professional Lesson (3 for 1) Scheme and the Safer Drivers Course for Learner Drivers then the total amount, and assuming that the Learner passes all tests on the first attempt and elects to take a 1 year full licence, rises to \$7,301.00. If electing to take the 10-year licence option the this figure rises to \$7,575.00.

These fees are broken down in the table below:



| TEST OR LICENCE STAGE                                   | COST       | NOTES   |
|---|------------|---|
| Driver Knowledge Test                                   | \$44.00    | Fee for each attempt  |
| Learner Licence   | \$24.00    |   |
| Safer Drivers Course for Learner Drivers                | \$140.00   | 20-hour credit on successful completion   |
| Driving Lessons – Structured Professional Lesson Scheme | \$750.00   | 20-hour credit after maximum of 10 hours instruction at \$75.00/hr (estimated average figure) |
| Supervised Driving Period                               | \$6,000.00 | 80 hours at \$75.00/hr (estimated average figure)   |
| Driving Test  | \$55.00    | Fee for each attempt  |
| Provisional P1 Drivers Licence                          | \$56.00    |   |
| Hazard Perception Test                                  | \$44.00    | Fee for each attempt  |
| Provisional P2 Licence                                  | \$88.00    |   |
| Driver Qualification Test                               | \$44.00    | Fee for each attempt  |
| Unrestricted Drivers Licence                            | \$56.00    | 1 year licence  |
|   | \$132.00   | 3-year licence  |
|   | \$178.00   | 5-year licence  |
|   | \$330.00   | 10-year licence   |

The reality for most people seeking a full licence will be somewhere between the minimum of \$411.00 and maximum of \$7,575.00 excluding vehicle and running costs.

Cost for eligible pensioners receive their licences, driving tests and Safer Drivers Course free of charge but using a professional Driving Instructor for supervised driving time would be \$6,750.00 in lesson fees.

Learner Driver Mentor Programs are a community-based initiative that may assist Learners with the cost associated with getting their licence. As in the model above these programs must be established with the assistance and support of licenced Driving Instructors to ensure that safe and low-risk driving strategies are taught and that mentors are providing safe and beneficial coaching to mentees.

## Summary

Whilst licencing and test fees are reasonable they may still be out of the reach of some people seeking a Drivers Licence.

However, the real underlying cost of road trauma is in the cost to the community of road crashes and road trauma. Ongoing education and awareness for all driver's licence classes is the key to reducing the overall cost of driver training and road safety.