

**Submission
No 42**

SUPPORT FOR RURAL AND REGIONAL LEARNER DRIVERS

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Staysafe Inquiry into support for rural and regional learner drivers

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List of abbreviations

CRS	The NSW Centre for Road Safety
CRSG	Community Road Safety Grants
DKT	Driver Knowledge Test
DQT	Driver Qualification Test
GLGLGW	Get Licensed, Get Legal, Get Work
GLS	Graduated Licensing Scheme
HPT	Hazard Perception Test
LDMP	Learner driver mentoring program
LGRSP	Local Government Road Safety Program
NSW	New South Wales
OOHC	Out of Home Care
PDHPE	Personal Development, Health and Physical Education
RSO	Road Safety Officer
RP1	Restricted Provisional P1 Licence
The Plan	Road Safety Plan 2021
SDC	Safer Drivers Course
SIRA	State Insurance Regulatory Authority
Staysafe	Joint Standing Committee on Road Safety
Staysafe 2017	The Staysafe inquiry into driving licensing and education 2017
TfNSW	Transport for NSW
TIC	Transport Infrastructure Council (now Infrastructure and Transport Ministers' Meeting)

1 Introduction

1.1 Terms of Reference

On 25 March 2021, the Parliamentary Joint Standing Committee on Road Safety (Staysafe) issued Terms of Reference in relation to a new inquiry into support for rural and regional learner drivers.

The **Terms of Reference** are:

The Committee will inquire into and report on opportunities to better support rural and regional learner drivers, with reference to:

- a) challenges faced by learner drivers in rural and regional areas to get the required training and experience to obtain a licence
- b) options for rural and regional learners to access driver training opportunities
- c) support for rural and regional learner drivers in other jurisdictions
- d) the use of driver simulators and other technology to assist rural and regional learners
- e) changes to driver training and testing in New South Wales since Staysafe's 2017 report into driver education, training and road safety, and
- f) any other related matters.

Transport for NSW (TfNSW) welcomes this inquiry into opportunities to better support rural and regional learner drivers in NSW.

To support the Committee in its inquiry, this submission provides information on:

- crash data trends
- Graduated Licensing Scheme (GLS) in NSW
- challenges for rural and regional drivers to progress through the GLS
- current support offered to rural and regional learners to access education and training and progress through the GLS
- support for rural and regional learner drivers in other jurisdictions
- the use of driver simulators and other technology
- changes to driver training and testing in NSW in since the 2017 Staysafe Inquiry.

For the purposes of this submission references to:

- “driver” are to a driver of a C class licence, i.e. a light passenger vehicle such as a car. It does not include motorcycle riders. However, motorcycle riders are mentioned in relation to the motorcycle GLS.
- the term “learner driver” generally includes pre-learners, learner licence holders as well as provisional licence holders (Provisional P1 and Provisional P2 licence holders). Where there are specific programs or requirements discussed, such as some restrictions for learner licence holders that are different to P1 and P2 licence holders, the distinction is made between learner and provisional drivers.

2 Strategic context

2.1 Safe System approach to road safety

NSW has adopted the internationally-recognised Safe System approach to improve road safety on NSW roads. The approach is underpinned by the following principles:

- The human body has physical limits to withstanding the impact of a crash
- People sometimes break the rules or make mistakes – this shouldn't cost anyone their life
- Roads, travel speeds, roadsides and vehicles need to be designed to help avoid a crash or reduce the impact if it happens
- Road safety is a shared responsibility for government at every level, in business and industry, within communities and at a personal level. We all need to make decisions with safety in mind, from the design of our roads and vehicles, investments, laws and education, to each road user acting safely every day.

Safe System principles focus attention on the design and management of safer road infrastructure (Safe Roads) and safer travel speeds (Safe Speeds), safer vehicle technology, design and equipment (Safe Vehicles) as well as safer road user behaviours (Safe People) by ensuring people have the skills, attitudes and information to make safe choices on the road. Road trauma levels are largely determined by the interaction of these key elements.

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

2.2 NSW Road Safety Plan

The current NSW Road Safety Plan 2021 (the Plan) is a sub plan of *Future Transport 2056*, the NSW Government's 40-year vision, directions, and principles for customer mobility in NSW. Based on the Safe System approach to road safety, the Plan aims to reduce road fatalities by at least 30 per cent from 2008–2010 levels by 2021 towards the Future Transport goal of achieving zero road trauma by 2056. The NSW Government committed to spend a record \$1.9 billion over the next five year period.

In 2020, 297 people were killed on NSW roads (provisional figure as at 1 January 2021), which was 56 fewer than the previous year and the lowest end of year road toll since 1923. By the end of the year the NSW Government was on track to achieve the 30 per cent fatality reduction target (by the end of 2021) that was set almost a decade ago. The greatest reduction in fatalities in 2020 was on country roads – 50 fewer than in 2019 – which indicates the continued investment to deliver lifesaving road safety improvements in these areas is having a positive impact. In the past year, there have also been significant reductions in serious injuries. Hospitalisation data shows that for the 12 months ending June 2020 there were 9,920 serious injuries, a 14 per cent decrease compared to the previous 12 months.

Specific actions that targeted support and opportunities for rural and regional novice drivers as well as novice drivers across all of NSW include:

Using the roads safely:

- continue to refine the current initiatives that inform and motivate road users, including:

- communications about new and misunderstood road rules, to address the different road safety issues in country and urban areas and to reinforce enforcement activity
- ongoing review of options to optimise the Road Rules, regulations and safety legislation
- the enhanced Graduated Licensing Scheme for drivers and the Safer Drivers Course.

Building a safer community culture:

- increase access to licensing, safe and legal driving and improve social outcomes by expanding support and mentoring programs for disadvantaged people
- develop and implement an Aboriginal community engagement and capacity building program to support road safety in Aboriginal communities
- identify the road safety needs and priorities for culturally and linguistically diverse road users and new residents
- develop new platforms and enhanced road safety content in driver testing, including safe interaction with heavy vehicles, motorcyclists, bicycle riders and pedestrians, and support with new digital education for young drivers and their parents/carers
- update early childhood and school road safety education resources to embrace technology, social media and emerging platforms and reflect the latest education approaches
- develop a new partnership framework for road safety education advocates, community and commercial road safety education providers, including by reviewing driver training courses offered in NSW
- continue to deliver and refine the key programs which inform and motivate road users, including:
 - mandatory road safety education for every child in NSW and safety around schools initiatives
 - Local Government Road Safety Program – delivering road safety in local communities across the state through local council road safety officers
 - Community Road Safety Grants – exploring how communities can further encourage grassroots action.

3 NSW Graduated Licensing Scheme (GLS)

3.1 Overview

Extensive research has shown that young drivers have higher crash risks due to:

- the nature of adolescent development which effects a young person's cognitive and perceptual skills
- lack of driving experience
- poor ability to anticipate, perceive, identify and, therefore, react to hazards
- failure to recognise and assess risk as well as a propensity to take intentional risks
- propensity to be over-confident and over-estimate their driving ability.

The Australian Graduated Licensing Scheme (AGLS) Policy Framework identified the key elements of an effective GLS as follows:

- licensing age, whereby the older a young person is when they are licensed, the safer they are
- having high levels of supervised driving experience in a range of conditions prior to driving solo
- effective testing procedures that can discriminate between more and less safe applicants to only licence those demonstrating safe behaviours and abilities
- risk reduction measures to try to limit the negative impact of the increased risks to newly licensed drivers that are associated with alcohol, distraction, late night driving and driving with multiple peer aged passengers
- behaviour control measures, that aim to deter provisional drivers from illegal and high risk behaviours (in particular speeding) by having lower tolerances and more penalties for those that commit offences
- licensing access support measures to ensure that all members of the community can safely become licensed.

The AGLS Framework which was approved in 2014 by the Transport Infrastructure Council for adoption by all jurisdictions, outlines an evidence-based best practice approach for three levels: a 'Standard GLS', an 'Enhanced GLS' and an 'Exemplar GLS' recognising that improvements to existing GLS systems will be incremental.

3.2 NSW GLS Pathway

The NSW GLS has been in place since 2000 and is the established policy framework designed to support young drivers to stay safe on NSW roads. Together with enhancements introduced in 2016, the NSW GLS aligns to the exemplar model in the Australian Graduated Licensing Scheme (AGLS) Policy Framework.

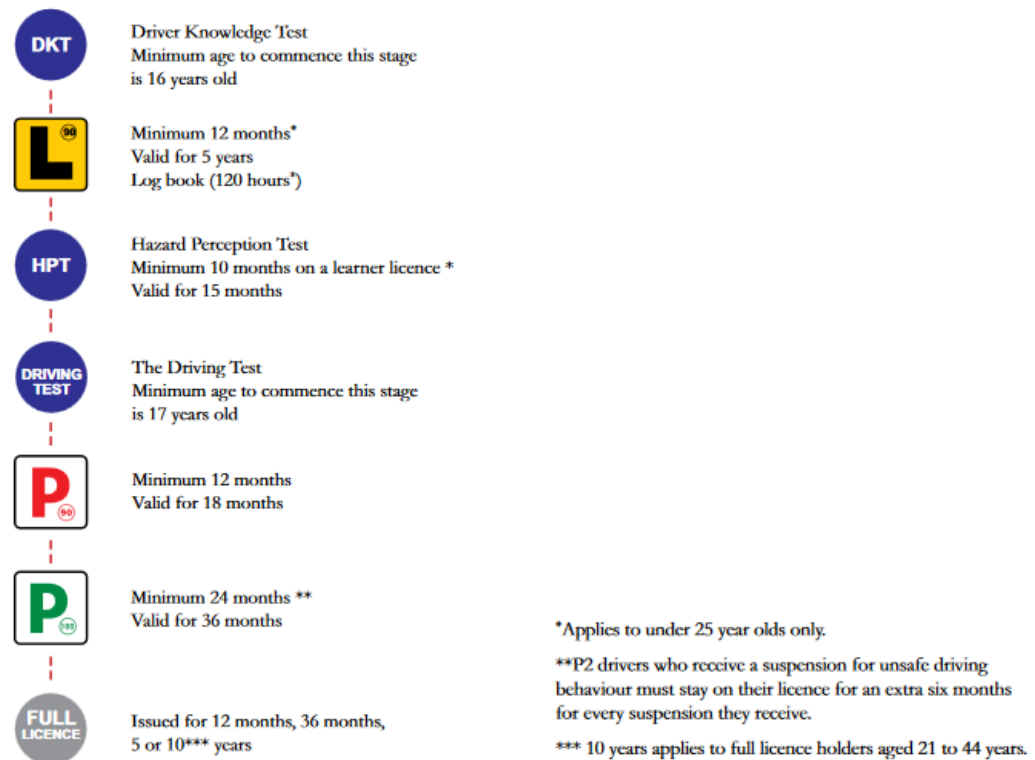
Compared to the three years prior to the introduction of the NSW GLS in July 2000, young driver deaths (under 26 years of age) have significantly reduced by 55 per cent. However young drivers continue to be over-represented in road crashes. Data for 2020p shows 20 per cent of all drivers involved in fatal crashes were aged under 26 years, while this age group accounted for only 14 per cent of licence holders.

The GLS aims to maximise the development of safe driving skills of novice drivers, via staged learning and practice over a protracted period of time. Under the NSW GLS, novice drivers must progress through three stages and three tests before obtaining an unrestricted driver licence:

- Learner – held for a minimum of 12 months. Where young drivers (16-25 years) must complete at least 120 hours of supervised on road driving. All learners must pass the Hazard

perception Test and an on-road driving assessment to be eligible to progress to a Provisional P1 licence.

- Provisional P1 – held for a minimum of 12 months. Restrictions are in place including 90km/h speed limit, low demerit point threshold (four points), zero blood alcohol content (BAC) limit, high performance vehicle restrictions, mobile phone ban and peer passenger restrictions (11pm and 5am) for young drivers (under 25 years).
- Provisional P2 – held for a minimum of 24 months, with tenure extended by six months for high-risk drivers. Restrictions in place include a 100km/h speed limit, low demerit point threshold (seven points), zero BAC, high performance vehicle restrictions and mobile phone ban.



3.1 Learning and assessment support

Learner drivers are supported by a range of education and learning resources to assist them to build their skills, knowledge and low risk safe driving behaviours and, achieve the licence assessment requirements along the GLS pathway.

Pre-Learner

- Assistance with ID and licence enrolment
- Literacy, numeracy and computer skills support
- Road User Handbook
- Driver Knowledge Practice Test and Question Bank
- Get Licensed, Get Legal, Get Work - A course provided by the Driver Licensing Access Program to help pre-learners to understand the information in the Road User Handbook and prepare for the Driver Knowledge Test.
- Listen and Learn

Learner

- 120 hours supervised driving

- Helping Learner Drivers Become Safer Drivers – A workshop for supervising drivers that provides information practical advice to help them support learner drivers as part of the process of attaining 120 hours of on-road supervised driving
- 3 for 1 structured lesson scheme – Under the '3 for 1' Scheme, a one hour structured driving lesson with a fully licensed driving instructor can be recorded as three hours driving in the log book. A maximum of 10 professional lessons are eligible for additional log book hour credit.
- Safer Driver Course including the initiative to enable disadvantaged learners to complete the Course for free.
- Driver Licensing Access Program
- Learner Driver Log Book
- Road User Handbook
- Hazard Perception Test Handbook
- Hazard Perception Practice Test
- TfNSW Guide to the Driving Test

4 Challenges faced by learner drivers from rural and regional areas

4.1 Overview

Achieving a driver licence provides a pathway to health, education and employment opportunities increasing potential for social and economic success. Having a driver licence has particular benefits for people living in rural and regional areas, where there can be limited public transport and longer distances to employment, shops and essential services. The achievement of these objectives is even more important for rural, culturally and linguistically diverse and Aboriginal communities, where the absence of a driver licence can exacerbate the disadvantage experienced by these groups.

Greater on-road driving experience for learners has proven significant in reducing young driver deaths and injuries. Compared to the three years prior to the introduction of the NSW GLS in July 2000, young driver deaths (under 26 years of age) have significantly reduced by 55 per cent. However, it also poses a challenge for communities that lack supervising drivers, access to vehicles and other barriers to license attainment. Addressing this while upholding the same standard of driver education for everybody remains a challenge.

Previous licensing data, which is currently being updated, indicates that young people in rural and regional areas attained their learner licence at a faster rate compared to those in metropolitan areas, which may indicate that for the majority obtaining the required 120 on-road supervised driving hours was not a significant barrier.

There are diverse factors that can impede young people from obtaining a licence, which span structural, practical, financial, legal and attitudinal issues. In 2013, TfNSW commissioned research to provide insights into the barriers young people in regional and remote areas of Western NSW face when accessing the licensing system. The research suggested that there were broadly two groups of young people in pilot areas. The first group includes young people who can obtain 120 hours of supervised driving. There is a preference among many of these young people to wait and obtain 120 hours so they can obtain a full unrestricted provisional licence, rather than accept a conditional licence such as the one offered under the Restricted P1 (RP1) licence. The second group includes young people who cannot obtain 120 hours driving experience. The level of disadvantage these young people experience means they are unable to obtain even 50 hours driving experience required to be eligible for the RP1 licence. The RP1 pilot cannot solve entrenched disadvantage.

Much of the evidence about barriers to the licensing system and related road safety benefits is focused on Aboriginal young people and is qualitative in nature. However, research shows that barriers facing people living in rural and regional areas, as well as other disadvantaged groups such as refugee and resettlement communities and vulnerable young people are comparable. Due to the disproportionately high level of disadvantage among Aboriginal people in these areas, it is generally acknowledged that Aboriginal young people face greater difficulty in accessing the licensing system than their non-Aboriginal peers.

The Austroads Research Report AP-R594-19 'Improving Driver Licensing Programs for Indigenous Road Users and Transitioning Learnings to Other User Groups' conducted a review of the literature relating to driver licence acquisition and maintenance by Indigenous communities, examining barriers to access and participation, the impact of aspects of social and economic disadvantage experienced by Indigenous Australians in relation to transport access, associated matters including transport related contact with the justice system and road trauma.

The Austroads report, although focussed on Indigenous driver licensing programs, provides a high-level benefit and cost treatment setting out the significant benefits targeted driver training programs can provide both to participants and particularly to jurisdictions, which it notes is applicable to other driver licensing disadvantaged communities. The highest priority road user groups, besides Indigenous communities, it identifies are:

- low socio-economic and geographically disadvantaged groups
- those with lower levels of literacy including refugees and recent migrants
- vulnerable young people (such as those leaving state care)

Barriers to obtaining and retaining a licence include:

- difficulties in providing identity documents
- lower literacy and numeracy skills
- lack of on-road driving supervision, mentoring and coaching to provide the 120 hours on-road experience
- limited financial capacity to pay for petrol and vehicle running costs
- limited access to relevant road safety training and licensing initiatives such as Safer Driver Course and 3 for 1 Structured Lesson Scheme
- limited access to roadworthy cars for supervised driving
- accessible and culturally competent licensing enrolment and testing facilities
- unpaid fines/debts to Revenue NSW resulting in driver licence sanctions
- knowledge of and access to debt repayment options and skills/resources to manage debt
- accessibility to the Work Development Order program
- knowledge of and access to court and legal processes.

5 Support for rural and regional learner drivers in NSW

5.1 Driver licensing access program (DLAP)

5.1.1 Overview

TfNSW has delivered targeted driver licensing support since at least 2010, initially as the Aboriginal Driver Education Program.

Service delivery was expanded and consolidated under DLAP in 2015 when a panel of providers was formed for up to five years to deliver DLAP services for Aboriginal communities as well as other communities experiencing disadvantage in accessing the licensing system.

During the first year of DLAP delivery in 2015/16, \$1.2 million in funding was allocated across eight providers delivering services to more than 30 communities across NSW. In 2015/16, 488 people obtained their Learner licence and 309 obtained their Provisional licence through the program

It has since expanded year on year to be allocated \$3.3 million in 2019/20 to deliver services in more than 100 communities across NSW.

Since the program commenced in July 2015, a total of \$9.89 million has been provided by TfNSW, \$600,000 by the State Insurance Regulatory Authority (SIRA), and \$363,000 has been provided by the NSW Department of Communities and Justice to achieve 4,597 learner licences, 3,157 provisional licences and more than 20,000 hours of on-road supervised driving.

The objectives of the DLAP are to:

- improve road safety outcomes supporting driver licensing disadvantaged communities to meet the GLS requirements, leading to reduced crash and injury rates
- provide culturally appropriate support and resources that assist driver licensing disadvantaged communities (including Aboriginal communities) to obtain, retain and regain their driver licence across all stages of the licensing pathway
- contribute to improved access to education, employment, health and other community participation services for driver licensing disadvantaged communities through the attainment of driver licences
- increase equity of opportunity for driver licensing disadvantaged communities (including Aboriginal communities) to obtain a driver licence and to be a safer and legal road user.

The range of driver licensing access services and support varies depending on the needs of the individual, the stage they are at in the licensing system and the Service Package being delivered. Service providers across NSW deliver any, or a combination, of driver licensing access services together with culturally appropriate support and resources, including:

- licensing enrolment support and assistance
- literacy, numeracy and familiarity with computer-based licence testing
- learner driver supervision, mentoring and instruction
- access to a roadworthy vehicle for driving practice and the driving test
- mentoring individuals through the licensing system
- debt negotiation and management
- facilitating employment through driving skills and community networking.
- facilitating access to other driver licensing, and road safety programs e.g. the Safer Drivers Course, '3 for 1' professional driving instruction lessons and 'Keys 2 Drive'.

5.1.2 Review of DLAP

Recognising the program had reached a level of maturity following five years of operation, a review of the DLAP was conducted to identify how the program was tracking against its objectives and opportunities for enhancements.

The review found the DLAP service model conforms to best practice, is underpinned by evidence from the literature and is characterised by:

- devolved delivery to NGOs and organisations
- interagency partners supporting delivery
- flexible and adaptive service options
- place-based focus (targeted to community need)
- group and individual education
- tailored and individual support and case management.

Opportunities identified for program enhancement included:

- Strengthening partnership approaches to facilitate customer focused, seamless end to end delivery of the suite of services available under the Program.
- Establishing core requirements for all DLAP service packages as a benchmark for customer outcomes and consistent service delivery.
- Increasing customer awareness and visibility of the DLAP by standardising program communication and branding resources.
- Expanding geographic coverage.
- Encouraging DLAP providers to become Work Development Order sponsors.
- Standardising data collection and reporting.
- Improving responsiveness to refugee and resettlement communities.

5.1.3 DLAP expansion

The expansion of Driver Licensing Access Program (DLAP) is one of the core NSW Government commitments in the NSW Road Safety Plan 2021. Under this commitment the Program is being expanded with an investment of \$20 million from the Community Road Safety Fund over five years.

The program is open to people from communities known to face barriers to accessing the licensing system including Aboriginal communities, low socio-economic and geographically disadvantaged groups, those with lower levels of literacy, refugees and recent migrants, and vulnerable young people (such as those leaving state care).

Improvements for program enhancement were built into a new Procurement Strategy which was approved and implemented in 2020 to renew the provider panel and expand the Program with an investment of \$20 million from the Community Road Safety Fund over five years. The Strategy:

- Standardised pricing and service packages replace varied pricing structure while retaining flexibility to tailor services locally. This included an on-road driving experience service package that explicitly focuses on:
 - Learner driver mentoring including supervised driving hours
 - mentoring individuals through the licensing system to achieve the learning and practical outcomes at each licensing stage including strategies and initiatives to support licence retention

- Establish a pool of driver licensing mentors for the delivery of a driver licensing mentor program
- Learner driver instruction
- Access to a road worthy vehicle for driving practice
- Road safety mentoring and coaching
- Facilitate access to licensing initiatives including the Safer Drivers Course, '3-for-1' professional driving instruction lessons, and 'Keys to Drive'
- Improved value for money - increase in licences and supervised hours per dollar of investment.
- Improved geographic coverage from a mix of large charities and NGOs, educational institutions, refugee specialists, and Aboriginal businesses. Geographic coverage of the program particularly to rural and remote locations has been expanded with many providers offering the service as a 'hub and spoke' model rather than being limited or restricted to a specific single location. This approach provides providers to be more agile and responsive to the local needs of communities.
- An expanded DLAP provider panel.

In 2020/21 the program budget is \$4.3 million which includes \$300,000 from the State Insurance Regulatory Authority (SIRA). This investment aims to deliver around 2,000 learner licences, 1,000 provisional licences and more than 50,000 logbook hours in the first year.

Geographic coverage of the program has been expanded with many providers offering the service as a 'hub and spoke' model rather than being restricted to a specific location which means more people will have access.

Each year the delivery partner Aboriginal Engagement within Customer Strategy and Technology, TfNSW and the funding/policy partner CRS within Safety, Environment and Regulation, TfNSW undertake a planning process to identify delivery locations based on a range of indicators including a profile of road trauma, licensing data, disadvantage indicators, panel capacity and funding allocation.

The new panel of providers include:

- ACE Community Colleges
- Bamara Pty Ltd
- Bara Barang
- Birrang
- Coast Shelter
- Community Resources
- Eurobodalla Shire Council
- Gordon Solutions
- Gynea Community Aid
- Illawarra Aboriginal Corporation
- Kempsey Neighbourhood Centre
- Salvation Army
- TAFE
- Uniting
- Weave
- Youthsafe
- NRMA
- TIDE
- PCYC

5.2 Support for pre-learners to address lower literacy and numeracy

In order to obtain a learner licence, the NSW GLS requires that applicants demonstrate and understanding of road rule and road safety knowledge, through the Driver Knowledge Test (DKT). Certain groups in the community have higher rates of low literacy and numeracy which impact on their capacity to understand key concepts and information in the Road User Handbook and pass the multiple-choice DKT.

5.2.1 Road User Handbook update

TfNSW's Road User Handbook (Handbook) is the principal learning resource used in NSW to support prospective and experienced drivers to understand road rules and safe driving behaviours. It is a key resource for the NSW GLS to help prepare for the DKT as well as other licensing tests.

The Handbook has recently been comprehensively reviewed, edited and updated with simple intuitive chapters based on customer preferences. It supports TfNSW's strategic direction to digitise existing licence products with simplified and accessible content to improve customer experience. In March 2021 the handbook was available in print and published as an interactive PDF and e-book, improving accessibility and meeting WCAG 2.0 requirements.

It also aligns with the Road Safety Plan 2021 initiative to develop enhanced road safety content in driver testing, including safe interaction with heavy vehicles, motorcycles, bicycle riders and pedestrians. The Handbook was updated to improve:

- usability – a consistent and seamless experience for customers across digital and hard copy publishing platforms
- accessibility – Plain English (language, tone and style) so it is written at a reading level of age 9 to 14 which is consistent with Web Content Accessibility Guidelines 2.1 criterion 3.1.5 level AAA
- assessment – content covers off on all questions included in the DKT
- representation – images and messaging clearly convey NSW road rules and safety messages.

In addition, the updated Handbook content was used to publish more than 100 webpages on the roads-waterways.nsw.gov.au site¹. This provides customers will easily searchable information on road safety and rules². TfNSW is also currently in the process of creating community language versions of the updated Handbook.

5.2.2 Revising Get Licensed, Get Legal, Get Work

The Get Licensed, Get Legal, Get Work (GLGLGW) program was initially developed in 2010 to help people with lower literacy and numeracy to understand the Handbook and commence the GLS journey by passing the DKT. Participants are guided through activities in a learner workbook and delivery of the program is supported through a teacher guide.

The 2021 update of the Handbook was the catalyst to review the GLGLGW learner workbook and supporting teacher guide. In addition to restructuring and realigning the workbook and guide, independent education experts reviewed and provided education insights on the activities and guidance. The learner workbook teacher guide and are currently being finalised.

The GLGLGW program is delivered DLAP providers, and is available to other driver licensing access service providers.

¹ [Publications - Licence - Roads - Roads and Waterways – Transport for NSW](#)

² [Safety and rules - Roads - Roads and Waterways – Transport for NSW](#)

5.2.3 Online learning and testing platform

TfNSW has commenced a process to develop and implement an online learning and testing program as an alternative pathway to obtain a learner licence as part of the Road Safety Plan 2021 commitment to 'develop new platforms and enhanced road safety content in driver testing, including safe interaction with heavy vehicles, motorcyclists, bicycle riders and pedestrians, and support with new digital education for young drivers and their parents/carers'.

One of the key opportunities with delivering road rules and safety content in an online and interactive, discovery-based learning environment is the potential to create a more comprehensive learning experience than currently available, in which customers can learn and proceed at their own pace, ensuring one concept is understood before proceeding to the next one. Using a program like this will reduce the reliance on literacy and numeracy skills to obtain a learner licence.

As part of this project, TfNSW is considering the potential impact on rural and regional customers. Internet access and speeds in rural and regional areas is considered a challenge, however system requirements to adapt speed to the customer's internet connection and speeds would be explored. Further, research shows that customers in rural and regional areas will often use technology available to them at schools, libraries and other community hubs.

5.3 Support for learners to complete 120 hours of supervised driving

TfNSW's requirement for learners under the age of 25 to undertake 120 hours of supervised driving in the learner phase is an element of the GLS exemplar model. While research used to develop the GLS established that a requirement for a minimum number of supervised driving hours was regarded as critical, it is acknowledged this requirement can be a challenge for learners from rural and regional areas.

5.3.1 Learner Driver Mentoring Programs

Volunteer learner driver mentors provide unpaid driver supervision and are a key component of DLAP and other learner driver mentoring programs (LDMP).

In addition to DLAP, community organisations offering LDMPs have been funded under the Community Road Safety Grants program to provide volunteer and mentor supervising drivers within targeted local communities.

LDMPs typically require mentors to complete training before supervising learner drivers. TfNSW is developing a supervising driver digital resource to provide learner driver volunteers and mentors with standardised core learning modules to assist them to deliver driver supervision and mentoring services in alignment with GLS, novice driver road safety, adult and adolescent best practice learning principles.

5.3.2 Local government partnership programs

The NSW Local Government Road Safety Program (LGRSP) is a partnership between TfNSW and local councils across NSW. The program aims to assist councils to reduce road trauma within their local communities through the development of local road safety plans.

Under the program, TfNSW works with local councils to co-fund Road Safety Officer (RSO) positions and contribute funding to LGRSP projects targeting road safety issues at a local level. Examples of work delivered under LGRSP to assist learner drivers complete 120 hours of supervised driving include:

- ‘Log book runs’ which are designed to help learner drivers gain hours, but also increase their experience across a range of road environments to diversify and increase their driving experience. The program aims to cover various road types, including suburban streets, rural roads, multi lane roads and freeway/motorway driving. The program involves local NSW Police and driving instructors who provide information and guidance.
- Development of localised pre-planned driving routes to help learner drivers and their supervisors increase their level of experience in varied driving conditions and to help them build their driving time towards the minimum 120 hours.

There are currently 77 RSOs funded under the Program covering 82 councils. Of those 29 RSO are located in councils in Greater Sydney (not including Newcastle and Wollongong). The remaining 53 RSOs are dispersed across councils in regional areas.

Further opportunities to optimise the LGRSP with a Towards Zero focus will be considered as part of the development of the upcoming five year new road safety action plan.

5.3.3 3 for 1 Structured Lesson Scheme

In 2009 the NSW Government developed the 3 for 1 Structured Lesson Scheme to assist learner drivers meet their learner driver log book requirements and to encourage supervising drivers and professional driving instructors to collaborate in developing learner driver lessons.

Under the ‘3 for 1’ Scheme, a one hour structured driving lesson with a fully licensed driving instructor can be recorded as three hours driving in the log book. To be eligible for the ‘3 for 1’ Scheme, the driving instructor must develop each structured lesson in conjunction with the supervising and learner drivers. Each lesson must aim to develop and improve the learner driver’s practical application of low risk driving principles, as outlined in the learner driver log book. A maximum of 10 professional lessons are eligible for additional log book hour credit.

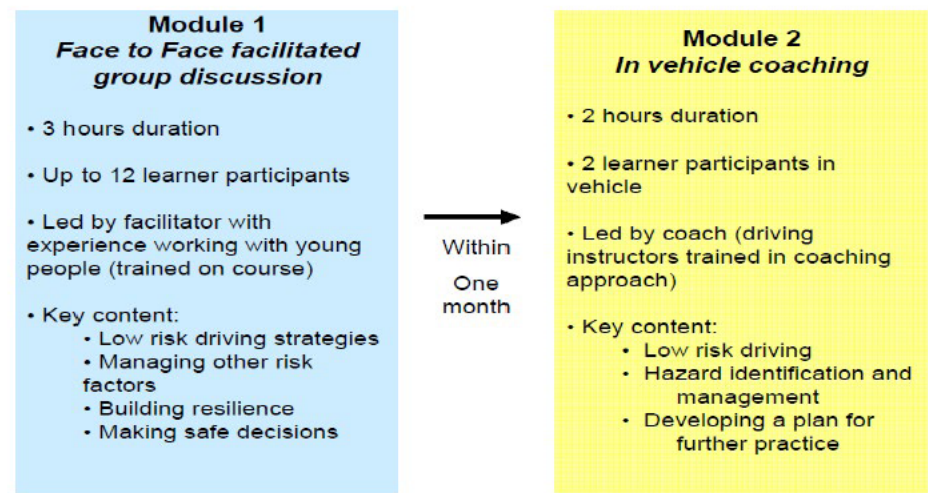
In 2020, 70 per cent of learner licence holders that attempted the driving test participated in the ‘3 for 1’ Scheme. In 2020, 70 per cent of learner licence holders in the Sydney/Newcastle/Wollongong conurbation aged 17 to 24 that attempted the driving test participated in the ‘3 for 1’ Scheme compared to 72 per cent of learner licence holders in regional areas aged 17 to 24. For participants in the ‘3 for 1’ Scheme the average number of structured learning lessons was six.

The supervising driver digital resource being developed by TfNSW will also be made available to driving instructors which will enhance the structure lesson in alignment with GLS, novice driver road safety, adult and adolescent best practice learning principles.

5.3.4 Safer Drivers Course (SDC) and the Disadvantage Young Learner Driver Initiative

The SDC was launched on 1 July 2013 and is an accredited optional component under the GLS. An Australian first, it aims to address the higher crash risk for young provisional drivers in the first six months of driving solo. It is specifically designed to assist learner drivers under 25 years of age to become safer drivers and assist learner drivers to meet the learner supervised driving hours (log book hours) requirement. The course comprises two modules:

- a three hour face to face facilitated group with up to 12 learners (Module 1).
- a two hour on-road coaching session (in-vehicle) delivered by a coach (a licensed driving instructor) with 2 learners (Module 2).



The SDC curriculum was developed by a board of independent road safety experts is based on adolescent cognitive developmental principles and best practice that highlights the importance of extended supervised driving experience and low risk driving strategies for young learners. This includes hazard perception skills, driving to conditions and appropriate speeds, as well as managing peer passengers.

It integrates with the learner period of the NSW Graduated Licensing Scheme and enables learners to receive a credit of 20 hours towards the current requirement of 120 hours of supervised driving when they successfully complete the course.

The SDC is available to learner drivers who have at least 50 hours of logged on-road driving experience.

The course remains available to learners at an affordable set fee which is capped at \$140 per eligible learner. Additional provider costs are met by the NSW Government through the Community Road Safety Fund to ensure all learners have access to the Course at the same price.

The SDC Disadvantage Young Learner Driver Initiative (SDC DYLDI) was introduced on 1 July 2016 and offers 1,000 subsidised Safer Driver Course places per year to assist young learner drivers from disadvantaged backgrounds and Aboriginal communities, with limited financial means, to access the course using a fee exemption. It enables disadvantaged young learner drivers in NSW to benefit from attaining the requisite supervised driving hours and road safety outcomes. The Initiative is implemented under the governance arrangements that are already in place for the program management and delivery of the SDC.

Further, in September 2017, TfNSW made SDC DYLDI available to all learner drivers in Out Of Home Care (OOHC). Since its implementation, 39 young people in OOHC have completed the course. TfNSW worked with Family and Community Services in Communities and Justice to develop an agency-to-agency protocol to ensure young learner drivers in OOHC and after leaving OOHC can access and benefit from the Course at no cost. Family and Community Services commenced implementing the SDC OOHC initiative on 1 September 2017. Licensing, along with the completion of SDC DYLDI, is a case planning goal for all young people in OOHC.

Since the initiative began to 31 December 2020, 2285 learners have completed the SDC DYLDI at no cost.

The SDC is available statewide across 250 locations. Since its commencement and up to 31 December 2020, over 150,000 learners have completed the course and progressed to their provisional licence. This represents 28 per cent of the total number of people that progressed to their provisional licence during this time, and for 2020 alone this represented 34 per cent of this cohort.

During 2020, over 30,000 learners completed the course, which is an increase on the 2019 figure of approximately 28,000 learners. Since the course began over 2700 learners who identified as Aboriginal or Torres Strait Islander completed the course and progressed their P1 licence. This represents over 20 per cent of the overall number of Aboriginal or Torres Strait Islander learners who progressed to their P1 licence. In 2020, this figure rose to 29 per cent.

5.5 Support for access to roadworthy vehicles

5.5.1 Promoting Used Car Safety Ratings

Younger and regional drivers are more likely to drive older, less safe vehicles (for example, the average age of the vehicle in a fatal crash driven by a young driver is three years older than for a middle-aged driver similarly involved).

Rural areas are falling behind in the uptake of five star Australasian New Car Assessment Program (ANCAP) rated light vehicles. In metropolitan areas, 67.7 per cent of light vehicles registered that were manufactured after 2000 (up 19.7 per cent) have a five-star rating, compared to 31.7 per cent in regional areas (down 9.3 per cent).

TfNSW is encouraging safer vehicles for younger and/or regional drivers by promoting the Used Car Safety Ratings, which provides safety ratings for older vehicles, based on real-world crash data. This enables drivers to select the safest vehicles within their budget.

5.6 Other support for learners to obtain a provisional licence

5.6.1 Restricted P1 licence pilot

The Restricted Provisional P1 licence (RP1) pilot commenced on 1 July 2013 to help young drivers from selected remote communities qualify for their Provisional P1 licence. The pilot enables young learner drivers in targeted areas to obtain a Provisional P1 licence with 50 hours of on-road driving experience (including 10 hours of night time driving) rather than the standard 120 hours of supervised driving required under the NSW GLS. The targeted areas include Brewarrina, Walgett, Bourke, Broken Hill City, Balranald and Hay Local Government Areas.

As a balancing road safety measure, an additional condition is attached to the licence that restricts driving to trips for work, education or medical purposes only. This condition applies for the first six months of the provisional licence period and is additional to other restrictions placed on P1 licences (for example, speed, peer passenger and zero alcohol restrictions). TfNSW has the power to attach additional licence conditions to any licence for a road safety purpose.

Learners in the targeted areas that have held their licence for 12 months, completed 50 hours supervised driving and passed the driving test are eligible for an RP1 licence. This allows the licence holder to drive unsupervised for employment, education or medical commitments only.

The take-up rate of RP1 licences has been low. There have been 23 people who have participated in the Restricted P1 licence pilot since its introduction in 2013 and in 2020 there was one active Restricted P1 licence holder.

Research was undertaken by TfNSW to provide insights into the barriers young people in regional and remote areas of Western NSW face when accessing the licensing system, including the RP1 pilot to assess whether the pilot was meeting its key aim of assisting young drivers in remote areas to access the licensing system and life opportunities.

In regard to the RP1 the key findings indicate that a majority of young drivers surveyed were, or would have been interested in a RP1 licence; however many felt the additional purpose restriction made the licence less appealing. Many young people preferred to wait, achieve 120 hours of experience and obtain a P1 licence without a purpose restriction. The research also found many young people and stakeholders felt that 50 hours of driving experience was not enough for safe unsupervised driving.

Young drivers who can achieve the 50 driving hours required for the RP1, can more than likely also gain 120 hours so don't benefit greatly from this type of licensing initiative. This is borne out by the low uptake.

The research findings also confirmed previously well-established findings in the literature that there are other more entrenched barriers to licensing, such as literacy, access to proof of identity documents, cost and unpaid fines that prevent young learners from disadvantaged backgrounds from even achieving 50 hours and participating in the pilot.

While the RP1 licence option is still available, the expansion of DLAP, the SDC and the Disadvantaged Young Learner Driver Initiative have been prioritised in the Road Safety Plan 2021 to address these systemic barriers.

5.7 Support for supervisors of learner drivers

The NSW Government recognises the crucial role supervising drivers play in assisting learners to complete their on-road driving hours as well as teaching and fostering safe driving skills and experience.

TfNSW developed a free face-to-face workshop 'Helping Learner Drivers Become Safer Drivers' to assist parents and supervisors of learner drivers to support them in their role as supervising drivers. Key areas the workshop provides advice around are the importance of on-road driving experience, planning and developing appropriate learning goals and driving sessions, how to deal with difficulties that may arise during driving practice and the importance of giving learners constructive feedback.

Currently, the workshops are provided for free and are run by TfNSW and council Road Safety Officers and other TfNSW employed contractors across NSW. The workshops are promoted on the TfNSW website and on local government websites. While the workshops are well received by supervising drivers, reach of the workshop can be limited to metropolitan and urban regional areas and take up is relatively low.

Consequently, TfNSW is in the process of developing a digital supervising driver resource that will enhance and evolve the content of the current Helping Learner Drivers Become Safer Drivers workshop, as well as make the resource more accessible to all supervising drivers across NSW.

5.8 Support for provisional drivers

TfNSW continues to deliver road safety education in partnership with TAFE to young apprentices in regional areas and is working to engage more TAFEs to participate in the program, including in far west NSW. The program provides road safety education in the TAFE setting to target students at

high risk of crashes due to their age, inexperience, and the long distances they travel. The education centers around key road safety issues, including speed, fatigue, animals on rural roads, mobile phone use, and drink and drug driving.

In 2018, the TAFE road safety education workshops were adapted for metropolitan road users and expanded to Sydney TAFEs and a wider range of apprentices. In 2019/2020, TfNSW delivered 61 workshops to over 1400 participants, noting delivery in 2020 was reduced due to COVID-19.

6 Road Safety Education

NSW leads national and international jurisdictions having in place a comprehensive, evidence based, best practice road safety education framework that reflects the key elements of effective school based road safety education programs. This provides a solid foundation to embed coherent road safety messages across years to children and adolescents as their understanding evolves, consistent with best practice early intervention principles.

6.1 School based education

The NSW Government, via the Community Road Safety Fund, funds the Road Safety Education Program. This program provides classroom resources and consultancy support to teachers in more than 3000 primary and secondary schools, and more than 4000 early childhood services across NSW. The program is a partnership between TfNSW, Department of Education, Catholic Schools NSW, The Association of Independent Schools of NSW, and the Kids and Traffic Early Childhood Road Safety Education Program at Macquarie University. Each sector employs a team of road safety education specialist teachers, who provide professional development services to NSW teachers, schools, and early childhood services including programming road safety education, using current resources and providing advice on linking road safety to other curriculum areas.

In the 2020 school year, the program provided support to over 2200 teachers from more than 1400 schools.

Road safety is taught in NSW schools as part of the Personal Development, Health and Physical Education (PDHPE) curriculum. This is a mandatory subject for students from Kindergarten to Year 10. The focus is on the development of knowledge, values, attitudes and behaviours to enable students to make informed decisions as safer road users.

The Road Safety Education program has a set of agreed, developmentally appropriate, key road safety messages for families and children from prior to school to Year 6. These key road safety messages underpin the road safety education resources developed for use in schools.

In the senior school years, students in government schools address Safe Travel content within the Life Ready Course. This is a mandatory 25 hour course for all government schools. In Catholic and Independent Schools, road safety education is addressed in the senior years through their pastoral care and student wellbeing programs. Road safety for secondary students is underpinned by self-management and interpersonal skills. Students have the opportunity to develop, refine and strengthen these skills across a range of safety contexts including road safety. Self-management skills provide students with the ability to feel greater control over their behaviour, manage and cope in stressful situations and take personal responsibility for their actions. Self-management skills include decision-making, problem-solving and help-seeking skills. Interpersonal skills develop a student's capacity to effectively relate to and interact with other people, including building skills in negotiation, refusal, conflict management and being able to confidently express feelings, support students in the context of road safety.

The focus of driver education as part of the school curriculum, is on student safer attitudes, values and behaviour. The NSW school curriculum does not include in-vehicle driver training, nor a focus on obtaining a licence. The education sectors see this as a parental responsibility. Research into school based driver training programs has consistently found that there is little or no evidence of reduced crash involvement as a result of participating in these courses. There is also evidence that some programs have led to earlier licensing for students. This may increase the exposure for young drivers and increase their involvement in accidents (Rafferty and Wundersitz, 2011; Wooley, 2003).

Driver training programs may also lead to a level of over-confidence in young drivers that is not consistent with their practical driving skills. Evidence suggests that young people who obtain their licences later on have less chance of having a crash.

TfNSW develops teaching resources in collaboration with the NSW education sectors. Safety Town (www.safetytown.com.au) houses a suite of resources for primary schools and families. [On the Move](#) houses all the resources for secondary schools. Both websites have road safety materials for teachers that support the Years K-10 PDHPE Syllabus and student wellbeing courses. On the Move has been reviewed and a refreshed website will be available for teachers during 2021.

TfNSW regularly monitors the ongoing delivery of the road safety education program in strong partnership with the NSW education sectors - Department of Education, Catholic Schools NSW, the Association of Independent Schools of NSW and Kids and Traffic, Early Childhood Road Safety Education Program at Macquarie University. Opportunities for improving the program and resources to support the teaching of road safety are identified through this partnership.

Staysafe 2017 recommended that TfNSW and the NSW Department of Education, in consultation with road safety researchers and educators, review the current road safety curriculum for students to identify the road safety benefits of, amongst other things, a single national road safety curriculum and fear-based education programs.

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

The new PDHPE K-10 Syllabus was published by the NSW Education Standards Authority (NESA) in 2018. TfNSW was one of the government agencies consulted in the development of the new syllabus. The syllabus includes agreed Australian Curriculum content and content that clarifies the scope, breadth and depth of learning in PDHPE. The PDHPE syllabus addresses contemporary health contexts important to students. These are embedded in an age and Stage-appropriate manner through the content, including road safety, as part of the safety context.

A key proposition underpinning the implementation of the new PDHPE syllabus is a *strengths-based approach*. The propositions guide the teaching and learning. Taking a strengths-based approach in road safety helps to affirm that students possess strengths, capacities and capabilities that can be supported and developed to improve their own and others' safety and wellbeing. It also enables students to have varying levels of access to personal and community resources that will have an impact on their attitudes, decisions and behaviours.

The use of fear and shock tactics as a road safety education strategy for children and young people is not relevant. Evidence shows that using shock tactics or using a deficit approach or language is ineffective for the vast majority of young people. The focus needs to be on what students can already do well and build upon this, moving young people towards being safer, and empowering them with positive messages about how they can keep themselves and others safe.

Evidence, provided by the Effectiveness of Graphic Fear Based Advertising: Expert Reference Group, also suggests that fear tactics are least effective among those people who most need to change their behaviour. Those who are more likely to accept the message are not usually the ones that engage in high risk behaviour. The NSW education sectors do not support the use of fear or shock tactics as a learning principle for educating young people. Best practice learning strategies involve assisting students to understand the risks and consequences of certain behaviours.

6.2 Community education programs

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

TfNSW has sponsored the annual *bstreetsmart* event since 2015. *bstreetsmart* is a one-day event, presented by the Westmead Hospital Trauma Service, designed to deliver road safety related educational material to Year 10-12 students in NSW. The program promotes safe behaviour as drivers, riders and passengers. It provides students with a realistic look at the trauma caused by road crashes and gives them information and strategies in an attempt to reduce serious injuries and deaths. In 2019, the event was held over three days and attended by 23,053 students from 210 public, Catholic and independent schools. The live event was not conducted in 2020 due to COVID, but was livestreamed to schools.

In addition to 'bstreetsmart', the CRS provides funding to a number of organisations that provide road safety experiences for students outside of the classroom context. These include:

- 'RYDA Program'. This is a road safety awareness program for secondary students offered in most Australian States and New Zealand. It takes students through six sessions of activities based around driver and passenger safety.
- 'Wheelchair Sports NSW Road Safety Program'. This program focuses on the consequences of road trauma. It provides guest speakers about the consequences of taking risks on the road.

Schools make local decisions to attend these events. These programs/events are viewed as supplementing not replacing the content that is required to be taught by teachers.

6.3 Driver education campaigns

The NSW Government invests over \$20 million in road safety advertising campaigns that play a key role in shifting attitudes and changing behavior to reduce trauma on NSW roads. These public education campaigns are informed by relevant crash data analysis as well as key findings from attitudinal and behavioural research.

Staysafe 2017 recommended that TfNSW conduct future driver education campaigns with an emphasis on the development and demonstration of safe driving attitudes, which address new vehicle technologies, driver distraction, road sharing and pedestrian, motorcycle, bicycle and heavy vehicle awareness, and poorly understood road rules.

Since then, TfNSW has continued to run effective road safety advertising campaigns that draw awareness to the importance of road safety, while also shifting attitudes towards safe driving behaviour on NSW roads. While a strong focus remains on the key road safety issues responsible for the majority of road trauma on NSW roads, including speeding, driver fatigue and drink driving, TfNSW has also delivered a range of education campaigns that address the importance of sharing the roads safely. The 'Be Truck Aware' campaign encourages drivers to watch out for the growing number of heavy vehicles on the road, while the dedicated motorcycles campaign encourages riders to "ride to live" at all times. A series of new education campaigns are also in development targeting emerging issues such as pedestrian and bicycle rider safety.

TfNSW has placed a significant emphasis on the delivery of road safety education to country areas in NSW. The 'Saving Lives on Country Roads' campaign, recognised by over two-thirds of regional

NSW, continues to play a significant role in shifting road safety attitudes of local communities. Research shows that 70 per cent of people who have seen the campaign are now personally committed to following the road rules and driving safely (Ipsos 2019/20 Campaign Tracking).

The Saving Lives on Country Roads campaign launched in December 2017 to bring light to the issues of road trauma in regional NSW. The campaign centred on the notion that the road is no place for excuses. By August 2018 the campaign introduced an additional TV commercial encouraging locals to “say yeah...nah to taking risks on the road”. In late 2018 a media partnership with NITV and Koori Radio was formed leading to the creation of bespoke content targeted to regional Aboriginal audiences. A new Country Roads drink driving campaign, which will be supported by TV, radio and digital advertising is currently in development and due to launch in May 2021.

In addition to paid advertising, TfNSW delivers a comprehensive range of road safety education and resources. From school education to information for older drivers, this road safety education seeks to inform and motivate safe road user attitudes and behaviours for everyone in NSW.

7 Driver simulators and other technologies

7.1 Efficacy of driving simulators and other technologies

Technological solutions can make road safety education and training more accessible and be tailored to need for rural and regional communities and other disadvantaged groups.

TfNSW supports evidence-based, best practice driver education and training initiatives and how these support road safety outcomes for learner and novice drivers particularly regarding on-road driving supervision. Further work is required to understand the unique barriers and challenges that these groups face when it comes to designing and accessing new technologies.

TfNSW is cognisant of the strong community perception that technology, particularly simulators, will provide disadvantaged learners with driving support/training.

Staysafe 2017 recommended TfNSW review the effectiveness of simulators. TfNSW completed a desktop review of research examining the effectiveness of driving simulators as a training and assessment tool. The research suggests that while simulators provide some advantages, they are outweighed by the lack of evidence of transferability of simulated experiences to on-road driving (Filtness, Tones, Bates, Watson, & Williamson, 2013). Issues include limitations in peripheral vision, speed and depth perception and a general lack of realism. Translating the simulator experience to practical driving is challenging. Post-licence drivers need to manage and respond to the physical and cognitive tasks of driving, as well as the prevailing driving context such as the physical, psychological and environmental factors.

Based on available research there is insufficient evidence to make clear judgements regarding potential inclusion of simulators to existing suites of training and assessment tools. While driver training in simulators does not translate to real-world road safety benefits, research indicates that simulated environments may be useful in facilitating the development and refinement of higher order cognitive skills in learner drivers.

Higher-order cognitive skills involves complex judgmental skills such as critical thinking and problem solving required for hazard perception. Programs using simulated environments can be used through platforms that most users have access to, such as a home computer, tablet or smart phone. Users in simulated environments are required to observe, anticipate, make decisions, identify hazards, or answer questions to progress through the training. A simulated environment is used in the NSW Hazard Perception Test (see section 4.1.2). TfNSW is currently exploring customer interface technologies, digital teaching and learning platforms to provide interactive learning experiences that can be built into best practice road safety educational and training programs.

TfNSW's *Future Transport 2056* is embracing technology and innovation to transform the transport system and sets a safety target of zero trauma on the NSW road network by 2056. As part of this technological transformation, TfNSW is exploring customer interface technologies, digital teaching and learning platforms to provide interactive learning experiences that can be built into best practice road safety educational and training programs. Technology is also used as an interactive tool to engage road users.

TfNSW has used Virtual Reality (VR) and video technologies as an engagement and learning tool to enhance general educative outcomes for both drivers and riders. For example, TfNSW has developed an interactive VR experience for riders to test their hazard perception skills (<https://ridetolive.nsw.gov.au/>).

TfNSW has also developed augmented reality (AR) technology. This is aimed at independent drivers and riders (i.e. not learners) to learn about road and vehicle safety. The AR superimposes a computer-generated image on a user's view of the real world. It includes 'triggers' that can be placed in, on, or around a vehicle to showcase vehicle safety assist technologies, road safety treatments and behavioural elements such as speed, drink and drug driving, and pedestrian safety. A virtual mirror has also been developed for motorcycle riders to learn about protective riding gear, as well as photo-booth activities with general road safety messaging targeting 17 to 49 year old members of the community, and children and their caregivers.

TfNSW is yet to review the effectiveness of these VR and AR technologies in contributing to educative outcomes.

7.2 Other technologies to support drivers

TfNSW supports the use of new technologies to help learner and other young drivers improve their driving skills, where these are effective.

The State Insurance Regulatory Authority (SIRA), in partnership with the CRS completed a research trial exploring the potential for telematics to improve the safety of young drivers. The trial ran from July 2018 to March 2019 with more than 700 young drivers participating in the study. Drivers had a telematics device installed in their car, which collected data on the vehicle's acceleration, speed and braking in real time. Among young drivers who received telematics-based feedback, there were reduced rates of rapid acceleration, speeding, harsh turning and harsh braking.

8 Changes to driver training and testing since 2017 Staysafe Inquiry

The final report for the Staysafe Inquiry into Driver Education, Training and Road Safety in NSW (Staysafe 2017) was tabled in Parliament on 21 September 2017. The report contained thirty recommendations in relation to driver education, training and road safety. The main themes were:

- The importance of road safety reporting and research
- Driver training and testing for learner and provisional drivers
- A whole of life approach to driver training and testing for licensed drivers
- Accessible and effective support for disadvantaged drivers
- The value of media campaigns, and their role in driver education
- Regulation of professional driver training
- Road safety education in schools and as part of vocational training.

In response to the recommendations, key areas of focus for TfNSW included:

- improving novice driver education and training including encouraging the uptake of training that has proven road safety benefits, such as the Safer Driver Course
- exploring digital teaching, learning platforms and customer interface technologies to provide interactive and connected learning experiences that are built into best practice road safety educational and training services and programs
- working with professional driving instructors and supervising drivers to ensure they receive appropriate, role specific, support
- continuing to work with program delivery partners and Driver Licensing Access Program providers, plus other Government agencies such as the Department of Justice, to improve the effectiveness of these programs and accessibility to the driver licensing system
- continue to use a strong evidence-based approach to develop driver education campaigns
- building on the current road safety education framework collaborate and consult with stakeholders to enhance the education policy framework to ensure it is based on Safe System principles and takes a lifelong approach to road safety education.

These areas of focus were reflected in the Road Safety Plan 2021.

8.1 Improvements to the Graduated Licensing System (GLS)

On 20 November 2017 a number of changes were made to the driver GLS to more closely align it to an Exemplar model GLS. These changes include:

- repositioning the HPT from the end of the provisional P1 stage to a Learner's prerequisite before being eligible to attempt the driving test
- removing the Driver Qualification Test (DQT).
- extending licence tenure for an extra six months for every suspension a provisional P2 driver receives for unsafe driving behaviour.

Moving the HPT to the end of the learner stage means that younger and novice drivers must demonstrate hazard perception skills before they progress to driving solo. Given the crash risk of young drivers is highest during the first 6 to 12 months of solo driving, the HPT offers the greatest potential to assist young driver safety if it is passed before they progress to a provisional licence.

The DQT was the final stage of the licensing process. It aimed to confirm that P2 drivers have the knowledge and skills to move to a full licence. However, research shows that a licence holder's driving record is a better predictor of future crash involvement than performance in the DQT. As such, the DQT was removed and ability to extend the P2 licence period each time they receive a licence suspension was introduced. This only applies if they receive a demerit point suspension or a suspension for committing a higher risk road traffic offence (such as exceeding the speed limit by

30km/h or more). The extension ensures the safety benefits of current P2 licence restrictions apply to drivers whose history suggests they are at higher risk of future crash involvement.

TfNSW also made hardware and software infrastructure improvements to support GLS testing. As part of these improvements, TfNSW worked with Service NSW to outfit their 'Mobile Service Centres', which are refitted buses that contain all the necessary equipment for processing Service NSW customer transactions. Service NSW has four of these buses that visit regional NSW communities that are out of reach of conventional service centres. Each mobile service centre is fitted with two dedicated test players and appropriate network connectivity to allow regional NSW residents to perform GLS tests such as the DKT and HPT.

8.2 DLAP review and recent improvements

Staysafe 2017 recommended that TfNSW review funding for programs that reduce barriers to disadvantaged young people, including Indigenous people, obtaining and retaining driver licences.

In 2019, TfNSW commissioned a review of the DLAP program. Recognising the program had reached a level of maturity following five years of operation, a review of DLAP was conducted in two phases to better understand how the program can support the Road Safety Plan 2021 action to increase access to the licensing system. Phase 1 reviewed administrative processes and included a desktop review of models of delivery. Phase 2 reviewed delivery and processes and examined what could be done differently to improve reach and efficiency of the program.

The key findings of the review and opportunities for program enhancement have previously been detailed in Section 5.1.2 above.

Many of the program enhancement improvements were actioned during the procurement process but work continues to standardise branding resources, and data collection and reporting.

Staysafe 2017 recommended that TfNSW investigate how the aims, objectives and achievements of the Literacy for Life Program can better inform the Driver Licensing Access Program and the way it is delivered in the future.

In 2020, a procurement strategy and Tender Evaluation Plan were developed based on the experience derived from five years of delivering the program, the DLAP review, previous procurement process, customer needs and stakeholder input, and included specific requirements around supporting literacy in the Scope of Services.

An expert panel was assembled to assess tenders with representation from TfNSW Aboriginal Engagement, Multicultural NSW, Transport Social Policy, Road Safety Policy and TfNSW procurement.

An open tender was run to encourage new suppliers to provide the services and gain an understanding of the market. The procurement process responded to findings from the 2019 review of DLAP by introducing a core suite of DLAP services, standardised pricing, and improved responsiveness to refugee and resettlement communities.

8.3 Review of Safer Driver Course

Staysafe 2017 recommended that TfNSW publish the findings of the SDC review and consider whether road safety benefits can be achieved by making the course compulsory for all learner drivers.

The process evaluation of the SDC was completed in 2018 and aimed to assess the overall

implementation and delivery of the course. A summary report of the SDC process evaluation has been published and can be found here on the CRS's website³.

Overall, the evaluation found that the SDC was operating effectively in most aspects of management, course structure and delivery, and access and completion. Strengths in the operation of the SDC included course delivery documents, booking processes, course completion rates and high participant satisfaction ratings for most aspects of in-class and practical components. Other key findings from the evaluation include:

- while the SDC has achieved reasonable reach and access, there is greater potential to reach young learners in regional and remote areas as well as those from low socioeconomic and non-English speaking backgrounds
- suggested improvements to administrative issues including improved communication between the TfNSW program deliverer and course providers, and increased flexibility of business rules for providers related to participant numbers, particularly in low-demand areas
- suggested improvements for consideration regarding course content and delivery, including: removing unnecessary information and repetition, updating videos and statistics, allowing more opportunity for interaction and activities, and revising content of participant feedback forms.

Work has been completed or is underway to address many areas identified for improvement of the course.

CRS will undertake an outcomes evaluation of the SDC to assess its effectiveness on novice driver safety, although this has been postponed in order to allow more crash data to be collected to inform the evaluation. Consideration to making the course compulsory will not occur until after this review has been completed.

8.4 Review of the Hazard Perception Test

TfNSW has commenced an independent review of the Hazard Perception Test (HPT). The video clips currently used in the HPT use a simulated environment reflected through video footage. They were introduced in 2001 as part of the GLS to address key crash types for provisional drivers at the time and were supported by rigorous testing and validation. However, the image quality of the clips has become outdated and CRS is currently reviewing the HPT with a view to updating the clips and ensuring they align with key hazard related crash scenarios relevant to current novice driver crash types. The HPT review is expected to be completed in mid-2021 and involves three key areas:

- analysis of crash data to identify hazard related scenarios relevant to current novice driver crashes.
- review the recent development of Austroads HPT clips which use Computer Generated Images, including whether they address the key hazard scenarios identified as relevant to current novice driver crashes and whether the clips have been sufficiently tested and validated.
- recommendations for updating the NSW HPT.

8.5 Better regulation of professional driving instructors

Professional driving instructors are required to meet minimum standards relating to competency in driving instruction and probity and character checks in order to promote the safety and protection of the community and persons receiving driving instruction.

³ <https://roadsafety.transport.nsw.gov.au/downloads/safer-drivers-course-summary-report.pdf>

Staysafe 2017 recommended that TfNSW look at the regulation of the professional driver training industry. Following this, TfNSW have made the following changes to legislation and regulation to support driving instructors:

- Amendments to the *Driving Instructor Act 1992* were made in October 2020 to remove the need for a driving instructor applicant to undergo a Police Interview as part of the Character Test. This change reduces the regulatory burden on industry by removing duplication of the Character Test that is now made as a result of the Working with Children Check Clearance. This change does not reduce the standard of the character test as applicants are still required to undergo a criminal history check as part of the fit and proper assessment.
- Amendments to the Driving Instructor Regulation were made in 2019 to codify the various types of driving instructor licences that were previously only based in policy. This change provides greater clarity and transparency to industry on the different types of licence classes, and the conditions applying for each class.

TfNSW is currently considering additional initiatives to reduce regulatory burden, enhance operational efficiency and improve the customer experience for the driving instructor enrolment process.

9 Support for rural and regional learner drivers in other jurisdictions

9.1 Programs to support learner drivers

Programs to support learner drivers in other jurisdictions tend to either increase the opportunities for learner drivers to obtain supervised driving experience or remotely provide education on driving skills, road rules and safety in an online format. The programs currently provided to support learner drivers in other jurisdictions are generally operated on state/territory-wide basis, with varying degrees of program delivery in rural and regional areas. Program delivery to support learner drivers in rural and regional areas is often limited by the presence of partner organisations with capabilities to deliver the particular program requirements. A 2019 study by Austroads was unable to identify any programs in other jurisdictions that specifically provided support to learner drivers in rural and regional areas that were not Indigenous focused (Rajan, 2019).

9.2 Victoria: L2P Program

The Victorian Government's L2P Program provides young learner drivers (aged 16 to 21) with opportunities for free hours of supervised driving with an accredited mentor driver. The program is funded by the Victorian Government and is delivered at the local level by local councils and community organisations. To be eligible to participate, learner drivers must either not have access to a car or supervising driver or both. The program has widespread coverage across urban and regional Victoria.

9.3 Queensland: Learner Driver Mentoring Program

The Queensland Government funds the Learner Driver Mentoring Program to assist learner drivers who have difficulty completing the hours of supervised driving experience required to obtain their P1 provisional driver's licence. The program is not targeted at learner drivers in rural and regional areas but does operate in these areas. The program is open to learner drivers aged between 16 and 25 and is provided with free or subsidised driving experience with a qualified driving instructor, in addition to assigning a volunteer mentor driver who can assist the learner driver to accumulate the necessary supervised driving hours. The program is delivered through a number of community partner organisations under a variety of program names including Braking the Cycle (delivered by PCYC Queensland), Drive for Life (delivered by the Salvation Army Youth Outreach Service) and the LEARNIT Youth Mentoring Program (delivered by Queensland Youth Services).

The Indigenous Licensing Program (ILP) delivered by the Queensland Police Service has operated since 1998 and provides support to Learner drivers and prospective Learner drivers in Queensland's Aboriginal communities by making licensing testing and assessment more accessible by providing it through a mobile unit that moves around the state.

9.4 Tasmania: Learner Driver Mentoring Program

The Tasmania Government funds and operates the Learner Driver Mentoring Program to support disadvantaged learner drivers without access to a suitable car and/or supervisory driver, to gain the minimum supervised driving hours to progress to the provisional stage of the GLS. The program currently is delivered through 17 partner non-government organisations and local councils. The program has a broad coverage across the state, including in regional and rural areas, however, as is the case with similar programs in other jurisdictions, coverage in regional and rural areas is limited by the presence of organisations in those locations.

9.5 Northern Territory: DriveSafe NT

The Northern Territory Government's DriveSafe NT program provides learner drivers in NT with access to a range of supports including supervised driving experience, theory classes and instruction packs on road safety. The program has an urban arm and a remote arm. The remote arm of the program, "DriveSafe NT Remote" takes a portable motor registry vehicle and visits (mostly Aboriginal) remote communities to assist residents to obtain their learner licence and provide access to a range of services including learner licensing testing tutorials on road rules and road safety, formal driving lessons, supervised mentor driving lessons and information to promote drug and alcohol awareness. DriveSafeNT Remote works with local organisations to improve delivery and acceptance of the assistance it provides in those communities. An evaluation of the program conducted by the George Institute for Global Health found significantly raised licensing rates and improved licensing outcomes in communities assisted by DriveSafe NT remote when compared with communities that had not received its assistance (Cullen et al, 2016).

9.6 South Australia: On the Right Track

On the Right Track is a program funded and delivered by the Government of South Australia to provide information and assistance in obtaining and progressing on their learner licence. Like DriveSafe NT, the program also operates an arm of the program to serve remote Aboriginal communities in the state known as "On the Right Track – Remote". Support provided by On the Right Track – Remote to learner drivers and prospective learner drivers in the communities that it serves includes practical driving instruction for learner drivers to graduate through the licensing system, training unrestricted licence holders to become qualified supervising drivers for young learner drivers in their communities and translations of key documents and online resources into the languages used in remote Aboriginal communities.

9.7 Western Australia: Community Based Support

A number of community and local government operated programs are supported by the government to provide support for learner drivers in both urban and rural/regional. Community operated programs include:

- RYDE (Regional Youth Driver Education Program) - The RYDE program was developed by the Town of Bissenden local council and now operates in a number of urban and regional/rural locations in WA to assist young learner drivers complete the required 50 hours of supervised driving experience by being paired with a volunteer "driving mentor". Learner drivers must have been assessed to be disadvantaged by either lacking access to a supervising driver or suitable vehicle. Learner drivers supported by the program are required to pay a fee of \$15 to help the RYDE program cover its costs. The RYDE program receives funds from Lotterywest, Western Australia's state government lottery.
- Drive to the Future – This program is operated by PCYC WA with funding support from the WA Government. The program provides learner driver participants with driver education sessions, access to supervised driving experience and instruction to prepare for testing to progress to the provisional stage of the graduate licensing system. The program is offered from a number of locations in both urban and regional/rural areas in WA.

9.8 Australian Capital Territory: Easy P Program

The Easy P program is funded by the ACT Government and delivered by the Belconnen Community Service (BCS). It provides support to learner drivers in the ACT aged between 15 and 25 with a

course of professional lessons from an approved provider and up to ten hours a week of supervised driving experience with a volunteer mentor.

9.9 Commonwealth Government: Keys 2 Drive Program

At the national level, the Commonwealth Government operates the “Keys 2 Drive” program which provides learner licence holders with a free supervised driving lesson with an accredited professional driving instructor. The Keys2Drive program is open to learner drivers in rural and regional areas but can only be accessed in a given area if an accredited professional driving instructor is located there.

9.10 Online support provided in other jurisdictions

Additionally, other jurisdictions provide support for learner drivers that can be accessed in online formats, making them more accessible to learner drivers in regional and remote areas. Examples of this kind of support include the:

- myLearners app issued by VicRoads (Victoria) which can provide learner drivers with information on safe driving behaviours, as well as helping them keep track of their logbook hours. The myLearners app can also be accessed and used by supervising drivers.
- DriveSmart free online program which is provided by the Victorian Government to assist learner drivers to practice their driving skills in preparation for obtaining their provisional licence. DriveSmart takes participants through a range of scenarios and quizzes to improve their knowledge and skills. The program is designed to complement supervised driving experience undertaken by learner drivers. In 2019, the DriveSmart program was awarded Platinum “Best eLearning Design - Interactive Scenario and Gold “Best eLearning Design - Free eLearning Resource” at the 2019 LearnX awards. A study on an earlier iteration of the DriveSmart program (Regan et al., 2000), found that program participants drove more safely and with superior attentional control skills than the study’s control group after completing the program.
- Victorian Government Learner Permit Test Online (LPTO) established in April 2021 as an alternative pathway to acquire a learner driver licence. The LPTO is designed to increase accessibility for learner drivers living in rural and regional areas of Victoria. It includes an online course and an assessment, together lasting four to six hours, focused on road safety, safe driving behaviours and key road rules. LPTO participants need only visit a VicRoads Customer Service Centre after completing the course to verify their identity, complete an eye test, have the photo taken and pay for their licence. The online testing option has begun as an invitation-only pilot program in the Gippsland region of Victoria but is expected to be available to all prospective learner drivers in Victoria from mid-2021.
- Online PrepL platform provided by the Queensland Government which allows learner drivers to undertake online education and testing to obtain a learner licence. Launched in 2018, PrepL combines interactive learning and testing modules as an alternative to the written road rules test. In March 2021, Queensland also launched an online version of the HPT.
- Plates Plus program, which was launched in March 2021 by the Tasmanian Government. The program includes an online learning and testing platform to obtain a learner licence and a new online HPT.

10 Trends in NSW road safety crash statistics

10.1 General trends

For this submission, crash statistics in regional and rural areas refer to all roads outside of the Sydney, Newcastle and Wollongong conurbation.

The data for 2020 as denoted with a 'p' is preliminary data as at May 2021 and may be subject to change upon finalisation of the data. All other years are final data.

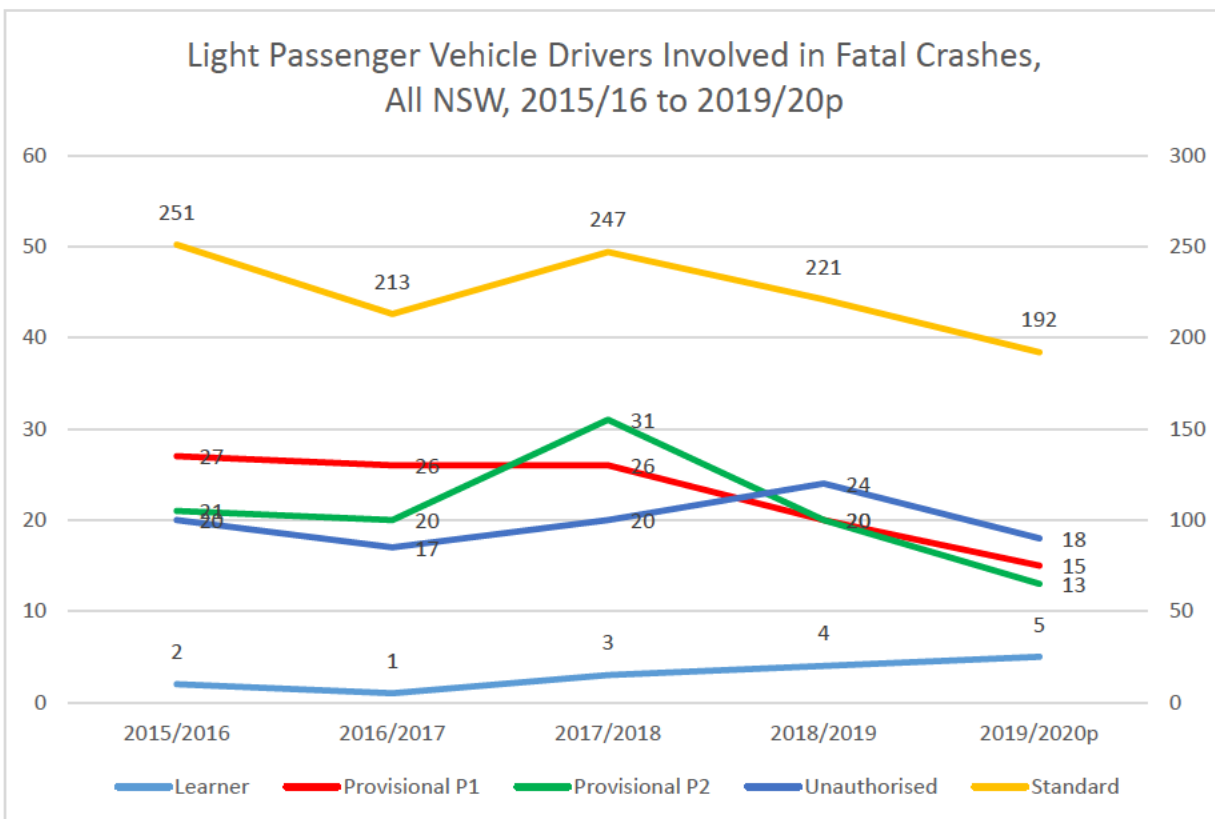
Figure 1 details fatal crash involvement of drivers of light passenger vehicles in NSW.⁴

Figure 1 shows there has been an underlying decreasing trend in fatal crash involvement over the past five years. However, it is declining at a slower rate than serious injury crashes as shown in Figure 2.

Figure 1 and Figure 3 indicate learner driver involvement in fatal crashes has increased from two to five fatalities. The learner fatal crash numbers are low, and so results from one year to the next can be quite pronounced. At least one quarter of learner drivers killed in fatal crashes were the only occupant in the vehicle at the time of a crash and would therefore be considered unsupervised.

In the last five years, there has been a 44 per cent reduction in Provisional P1 drivers and a 38 per cent reduction in P2 drivers involved in fatal crashes. For unrestricted licence holders, there has been a 24 per cent reduction, while for unauthorised drivers the change over the last five years is less at a 10 per cent reduction. Overall, the reduction in fatal crash involvement was 32 per cent.

Figure 1



⁴ Note: Light passenger vehicles are car / car derivatives or light trucks (which includes utilities not based on car design).

Figure 2 shows the steady decrease over the past five years in serious injury crashes across NSW for learners, Provisional P1, Provisional P2 and unrestricted licence holders.⁵ It also indicates that serious injury crashes are decreasing to a lesser extent for unauthorised drivers.

31 per cent of learner drivers were the only occupant in the vehicle at the time of a crash and would therefore be considered unsupervised. It is harder to determine if a learner driver was unsupervised at the time of a crash if there was more than one vehicle occupant, although it is suggested that the unsupervised cohort may be greater than demonstrated by crash data.

Figure 2

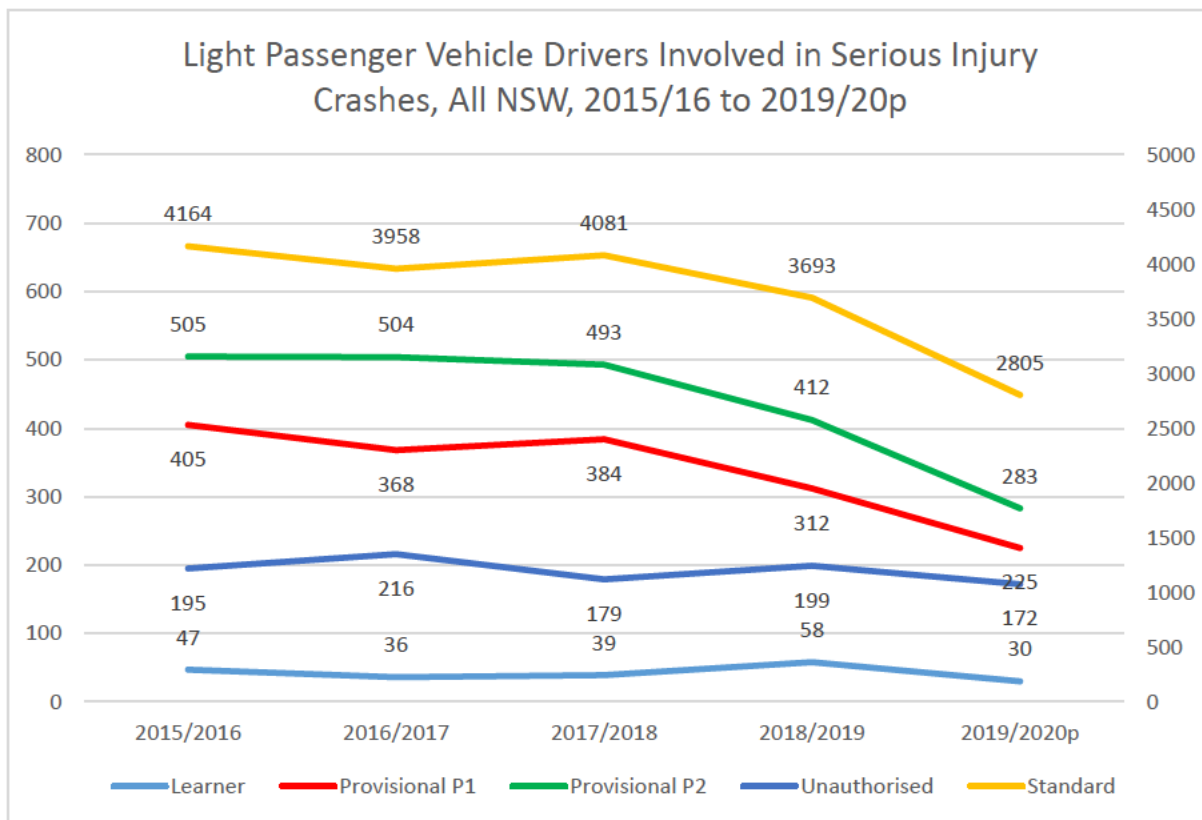
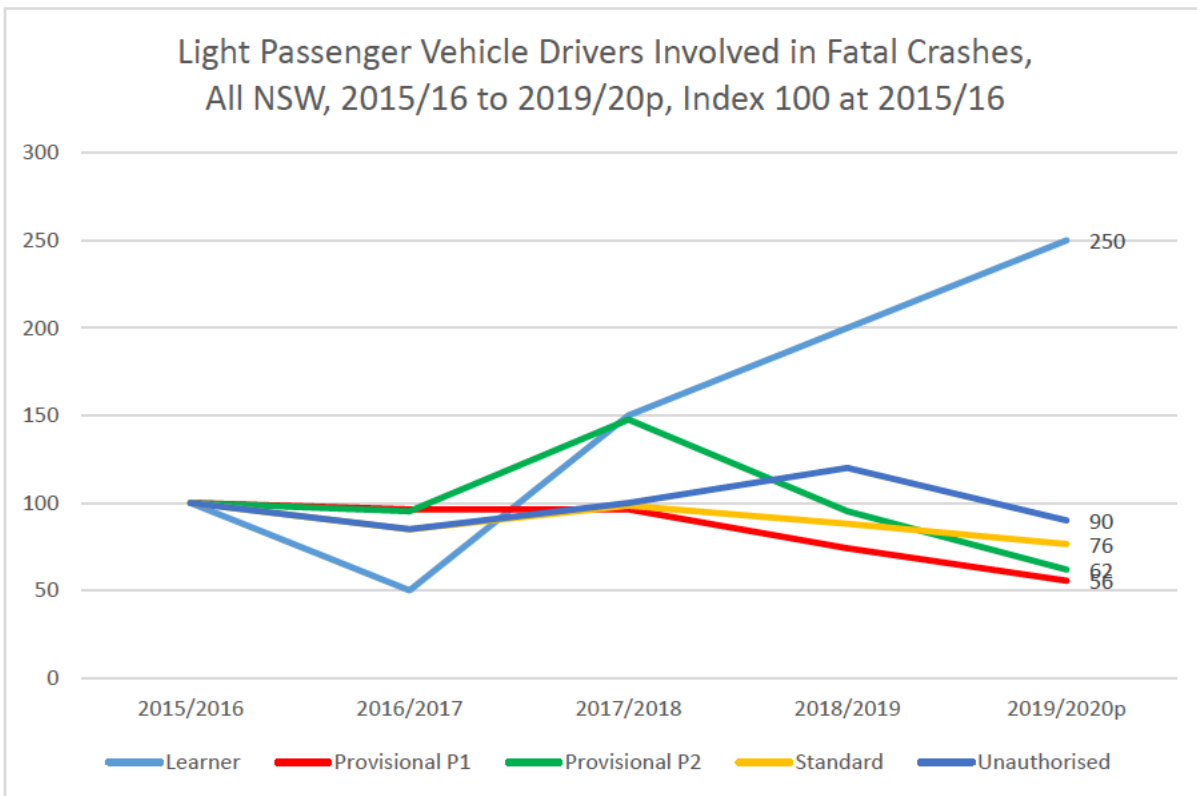


Figure 3 shows the general trend in involvement of drivers in fatal crashes relative to the base figure for 2015/16 (index = 100). Where **Figure 1** shows the raw numbers, **Figure 3** shows the indexed numbers which more clearly show the relative percentage changes for each licence group since 2015/16. As noted above, learner driver involvements in fatal crashes have increased from two to five fatalities and unauthorised driver involvement in fatal crashes are decreasing at a slower rate than other licence groups.

Since 2015/16, there has been a relative decreasing trend in the number of fatalities for Provisional P1, Provisional P2, unrestricted and unauthorised licence groups. Specifically, Provisional P1 driver involvement in fatalities has decreased 44 per cent, Provisional P2 driver involvement in fatal crashes has decreased 38 and unrestricted driver involvement in fatal crashes has decreased 24 per cent.

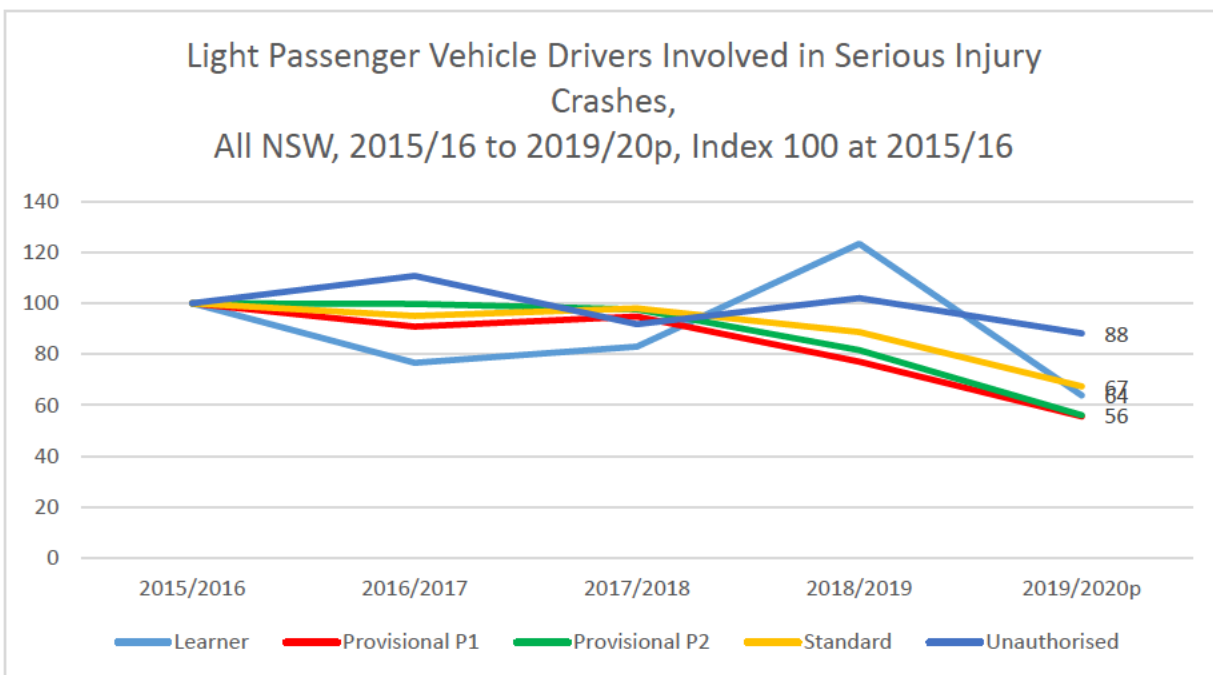
⁵ **Note:** Unrestricted driver is also termed standard.

Figure 3



Driver involvements in serious injury crashes have also decreased for all licence groups. Where **Figure 2** shows the raw numbers, **Figure 4** shows the indexed numbers which more clearly show the relative percentage changes for each licence group since 2015/16. **Figure 4** shows that light passenger vehicle driver involvement in serious injury crashes has decreased by 36 per cent for learners, 44 per cent for Provisional P1, 44 per cent for Provisional P2 licence holders, 33 per cent for unrestricted licence holders and 12 per cent for unauthorised licence holders.

Figure 4



10.2 Novice and young driver casualty crash involvement

Despite improvements since the introduction of the driver GLS, young drivers in NSW are still more likely to be involved in crashes that lead to death than the rest of the driving population. Data for 2018 to 2020p shows 20 per cent of all drivers involved in fatal crashes were aged under 26 years, while this age group accounted for only 14 per cent of licence holders.

Learner licence holders make up 6.1 per cent of the total of class C licence holders. Provisional P1 and Provisional P2 make up 2.5 per cent and 4.5 per cent of the total class C licence holders. Novice drivers therefore comprise 13.1 per cent of the class C licence holders.

Figure 5 below shows the fatalities of novice drivers since 1997/98. The number of young drivers, including novice drivers and unrestricted drivers, being killed on the road has decreased since 1997. The 3-year average for the number of young drivers under 26 years killed was 75.0 (1997-1999). The 3-year average for the most recent calendar years (2018-2020p) was 31.3.

It is noted that in **Figure 5**, there is a gap in the numbers of provisional (pre 2001) and the Provisional P1 because the two types of provisional licences were valid in the first year following the introduction of the GLS meaning there are those who were issued the provisional licence in the old scheme and under the new GLS scheme from 1 July 2001.

Figure 5

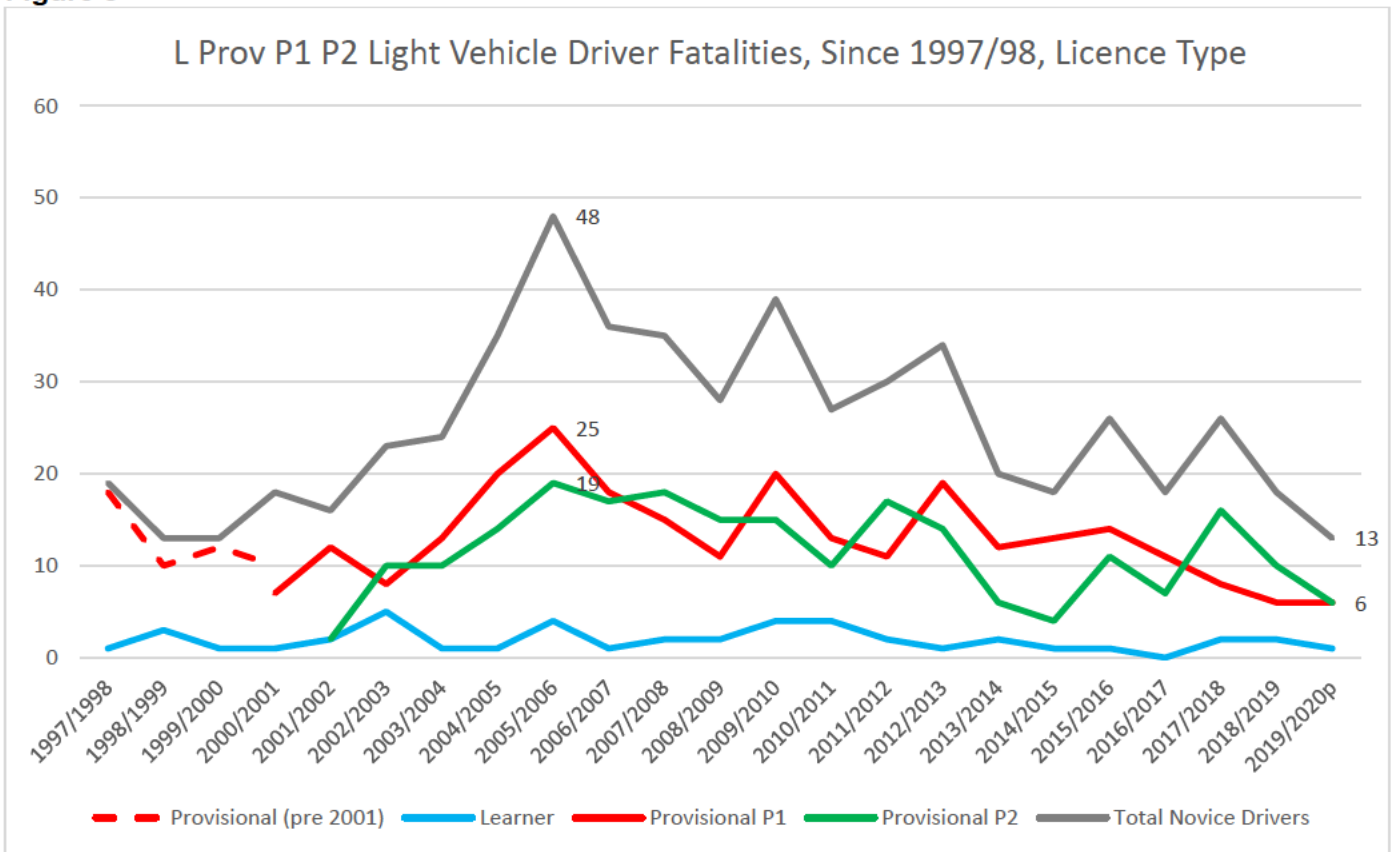


Figure 6 shows the serious injury trends for novice drivers since 2004/05, including the trend for total novice drivers. In recent years, the serious injury rates have decreased for Provisional P1 and Provisional P2. For example in 2015/16 the number of Provisional P1 licence holders involved in serious injury crashes was 206 and in 2019/2020p it was 99. Similarly, in 2015/16 there were 221 Provisional P2 licence holders involved in serious injury crashes, compared to 141 in 2019/2020p. Learner driver involvement has also decreased from 24 in 2015/16 to 17 in 2019/2020p.

The NSW Crashlink data for serious injuries commenced 2004/05 and is therefore the first time period to be reported. The 2004/05 year only includes 6 months' worth of reporting.

Figure 6

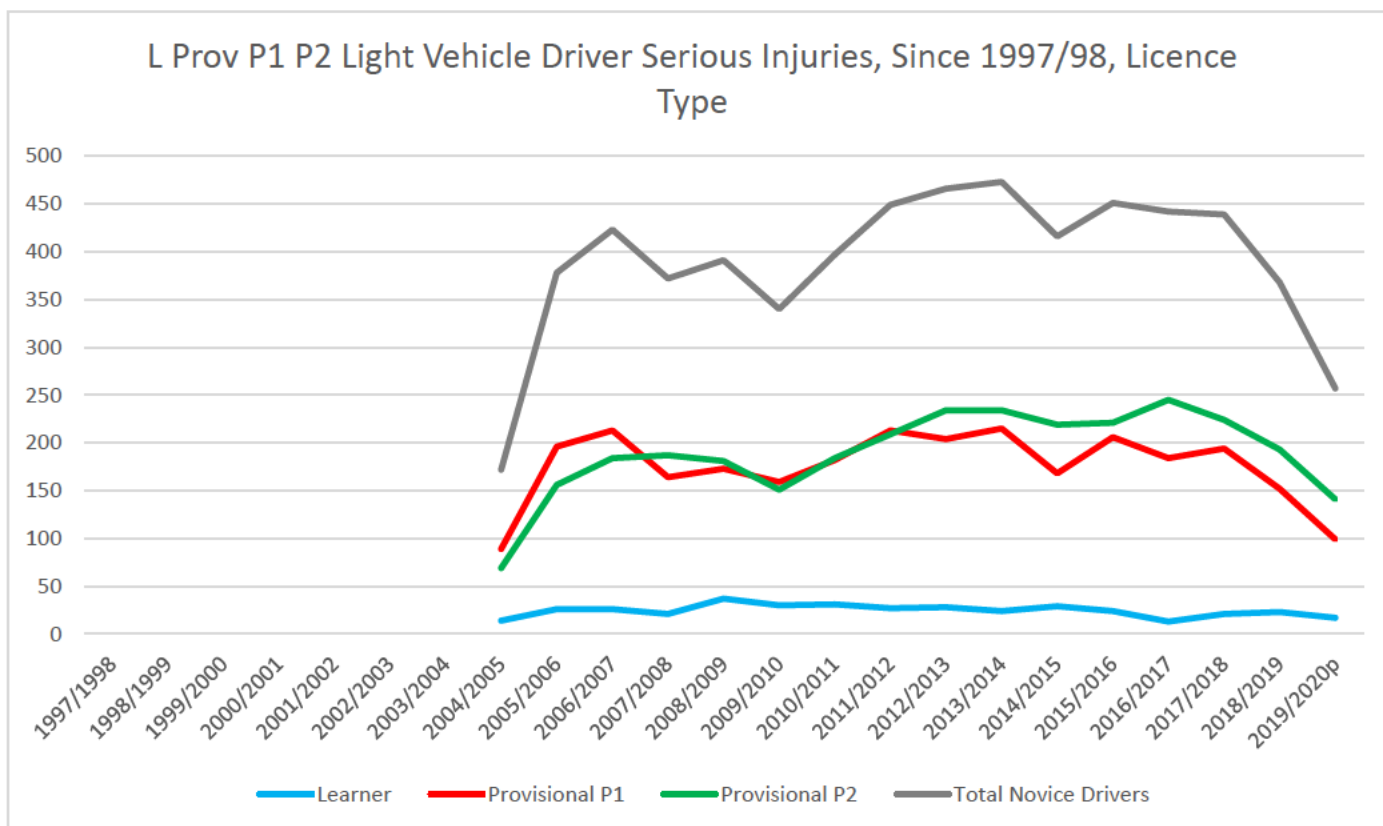


Figure 7 shows that the learner phase is the safest phase for novice drivers as their involvement in casualty crashes is lowest during this time. As drivers move into the Provisional P1 phase and are no longer supervised by a driver, their involvement in casualty crashes rises. Provisional P1 drivers in their first 12 months of unsupervised driving are more likely than a learner driver to be involved in a casualty crash. From the Provisional P1 phase, as drivers gain experience generally their involvement in casualty crashes decreases.

Figure 7

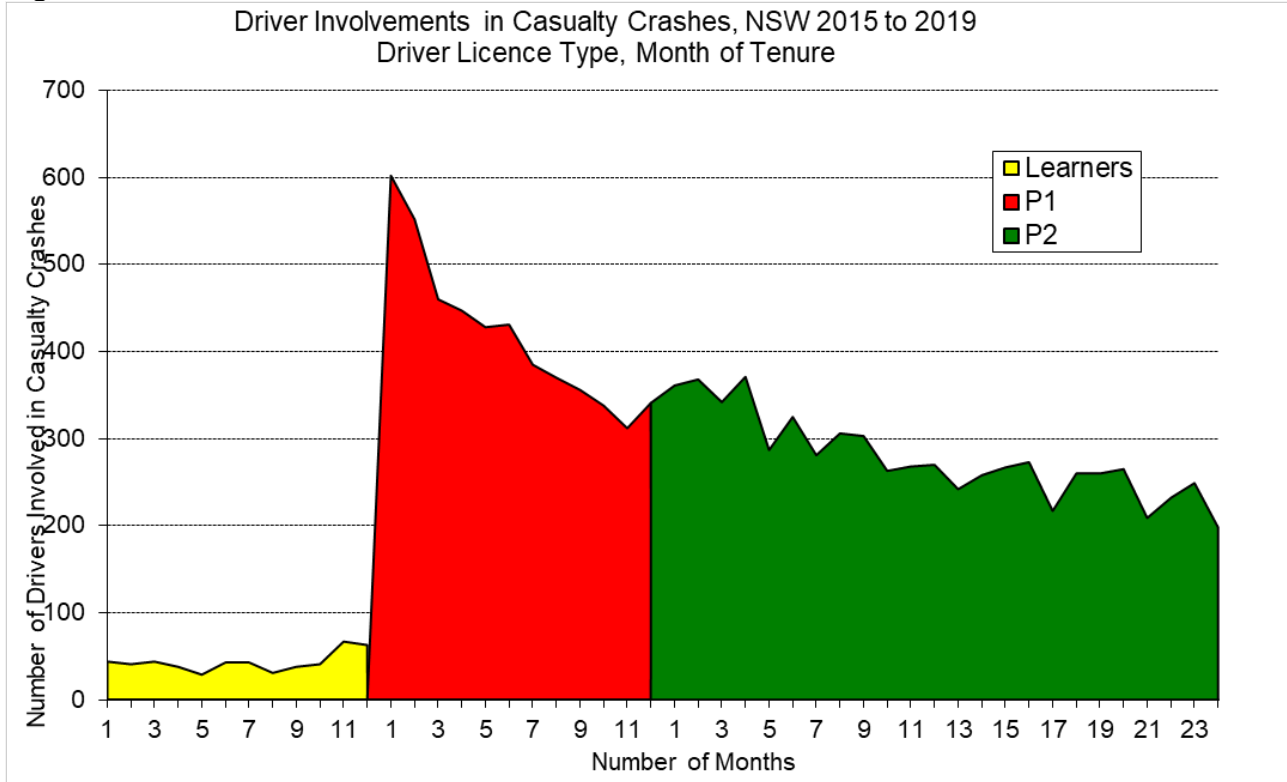
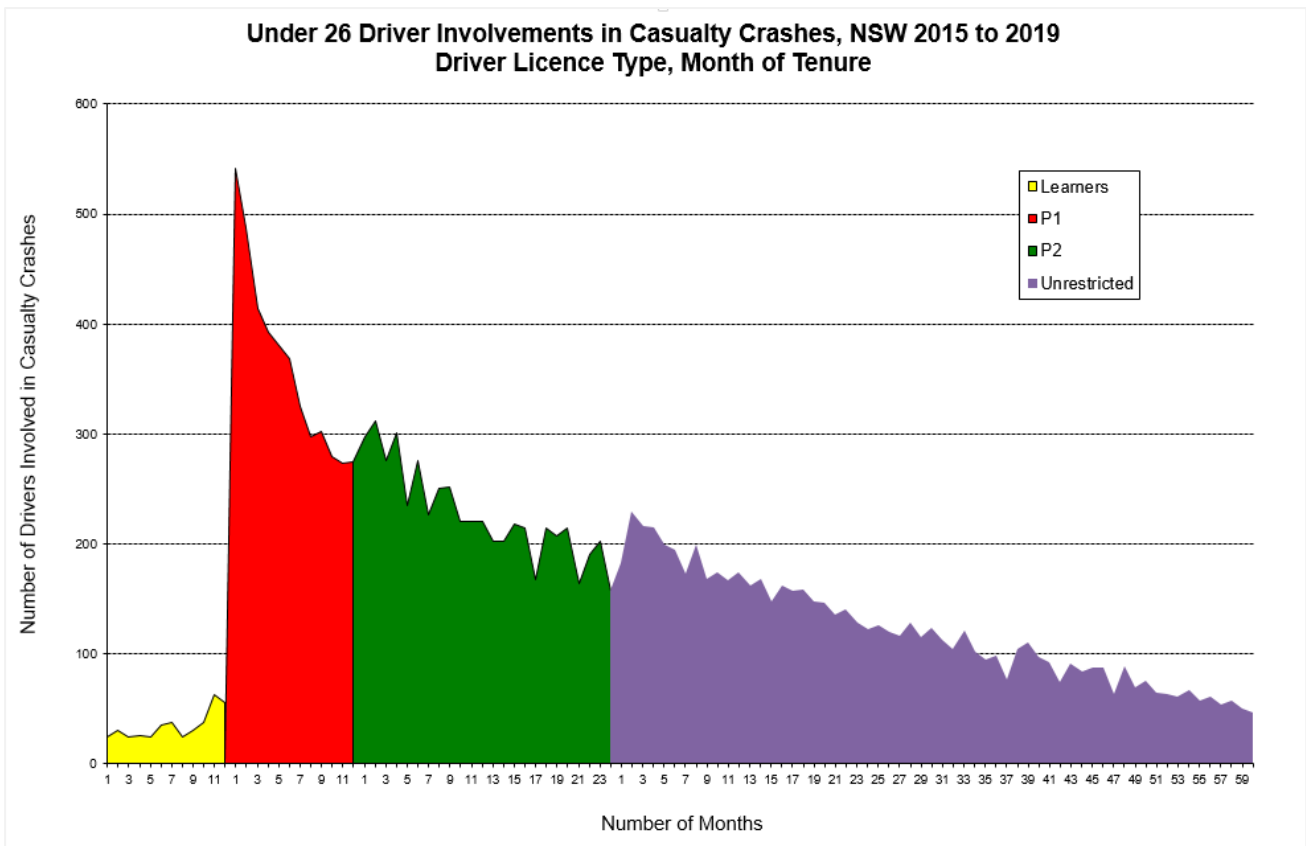


Figure 8 shows for novice drivers under the age of 26, their involvement in casualty crashes is relatively similar to the profile for all novice drivers. In moving from a Provisional P2 licence to an unrestricted licence, there is a slight rise in casualty crash involvement and then casualty crash involvement decreases.

Figure 8



10.3 Location comparison of regional and Sydney, Newcastle and Wollongong conurbation

Driver involvement in fatal crashes is greater in regional and rural areas compared to the Sydney, Newcastle and Wollongong conurbation. The Sydney, Newcastle, Wollongong conurbation includes the Sydney, Newcastle and Wollongong metropolitan areas plus the Central Coast, Blue Mountains and Wollondilly local government areas. Everywhere outside of this is considered regional NSW.

Figure 9 and **Figure 11** show the involvement in fatal and serious injury crashes of drivers across regional NSW from 2015/16 to 2019/20p by licence type. The decrease in fatal crashes was more significant for novice drivers than unrestricted drivers. There was a 67 per cent decrease in the number of fatalities for Provisional P1 drivers, 50 per cent for Provisional P2 and 30 per cent for unrestricted licence holders. For unauthorised drivers, there was no change. The overall change across all drivers was a decrease of 25 per cent.

Figure 10 and **Figure 12** show the Sydney, Newcastle and Wollongong conurbation involvement in fatal and serious injury crashes from 2015/16 to 2019/20p by licence type. The decrease for novice drivers was more significant than for unrestricted drivers which is consistent with the trend in regional areas. There was a 17 per cent decrease in the number of fatalities for Provisional P1 drivers, 22 per cent for Provisional P2 and 16 per cent for unrestricted licence holders. For unauthorised drivers, the change was a decrease of 22 per cent. The overall change across all licence holders was a decrease of 15 per cent which is less than the decrease seen across regional NSW (25 per cent).

Figure 9

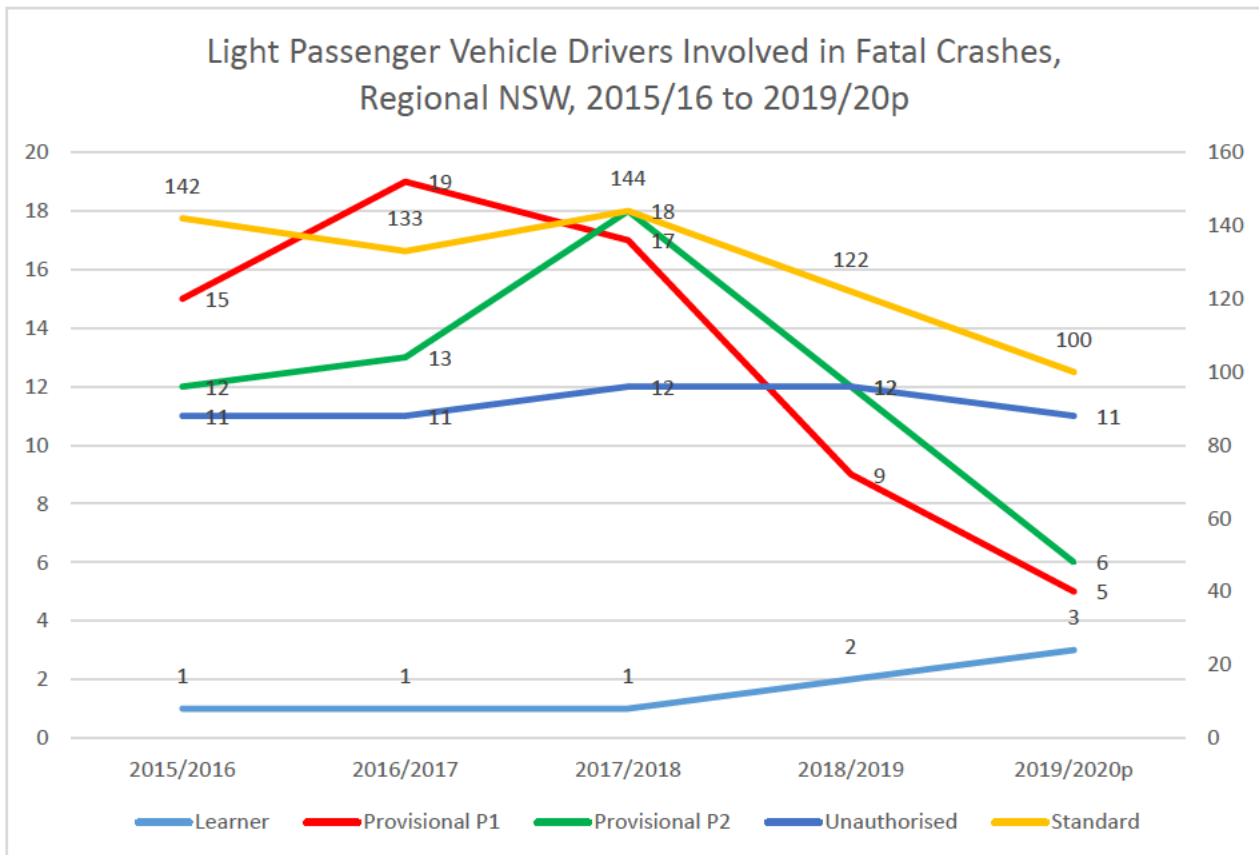


Figure 10

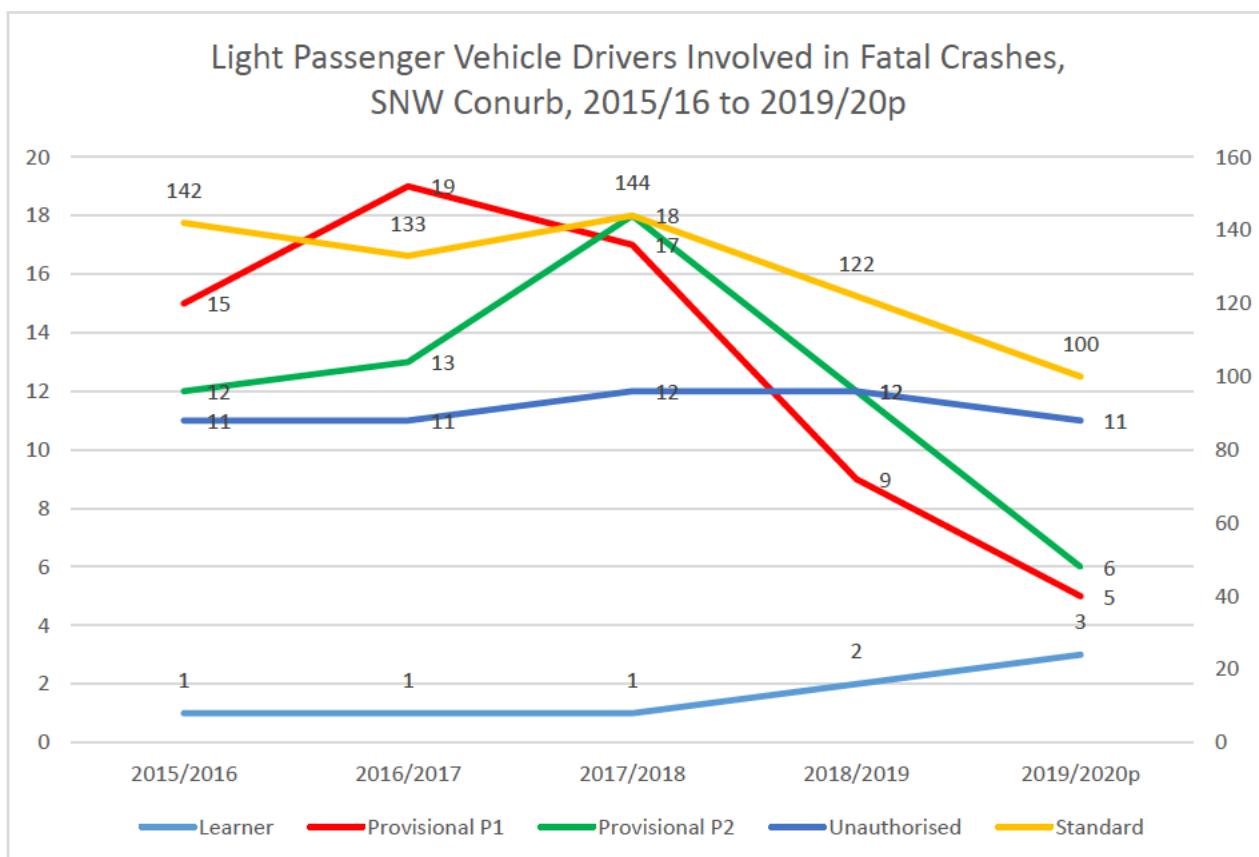


Figure 11 shows the decreasing trend across different licence holders in regional NSW for involvement in serious injury crashes. In regional NSW, learner driver and Provisional P1 involvement both decreased 35 per cent for serious injury crashes. Provisional P2 decreased 31 per cent and unrestricted licence holders decreased by 30 per cent. Unauthorised driver serious injury involvement decreased 19 per cent. The overall change across all drivers for serious injury crashes was a decrease of 27 per cent.

For total injury involvement, including serious, moderate, minor/other and uncategorised injuries, the total decrease was 27 per cent overall. The decrease for novice riders was more significant with 60 per cent for learner drivers, 41 per cent for Provisional P1 drivers, 37 per cent for Provisional P2 drivers compared to 26 per cent for unrestricted drivers. A similar pattern of a less significant total injury involvement decrease for unauthorised drivers is also apparent with a 9 per cent decrease.

Figure 12 shows serious injury crashes in the Sydney, Newcastle and Wollongong conurbation. Learner driver involvement decreased 37 per cent, Provisional P1 and Provisional P2 both decreased 48 per cent and unrestricted licence holders decreased by 33 per cent for serious injury crashes. Unauthorised driver serious injury involvement decreased 7 per cent. The overall change across all drivers was a decrease of 33 per cent.

For total injury involvement, including serious, moderate, minor/other and uncategorised injuries, the total decrease was 42 per cent overall in the Sydney, Newcastle, Wollongong conurbation. The decrease for novice riders was 33 per cent for learner drivers, 57 per cent for Provisional P1 drivers, 54 per cent for Provisional P2 drivers compared to 41 per cent for unrestricted drivers. A similar pattern to serious injury and fatalities of a less significant total injury involvement decrease for unauthorised drivers is also apparent with a 1 per cent decrease.

Figure 11

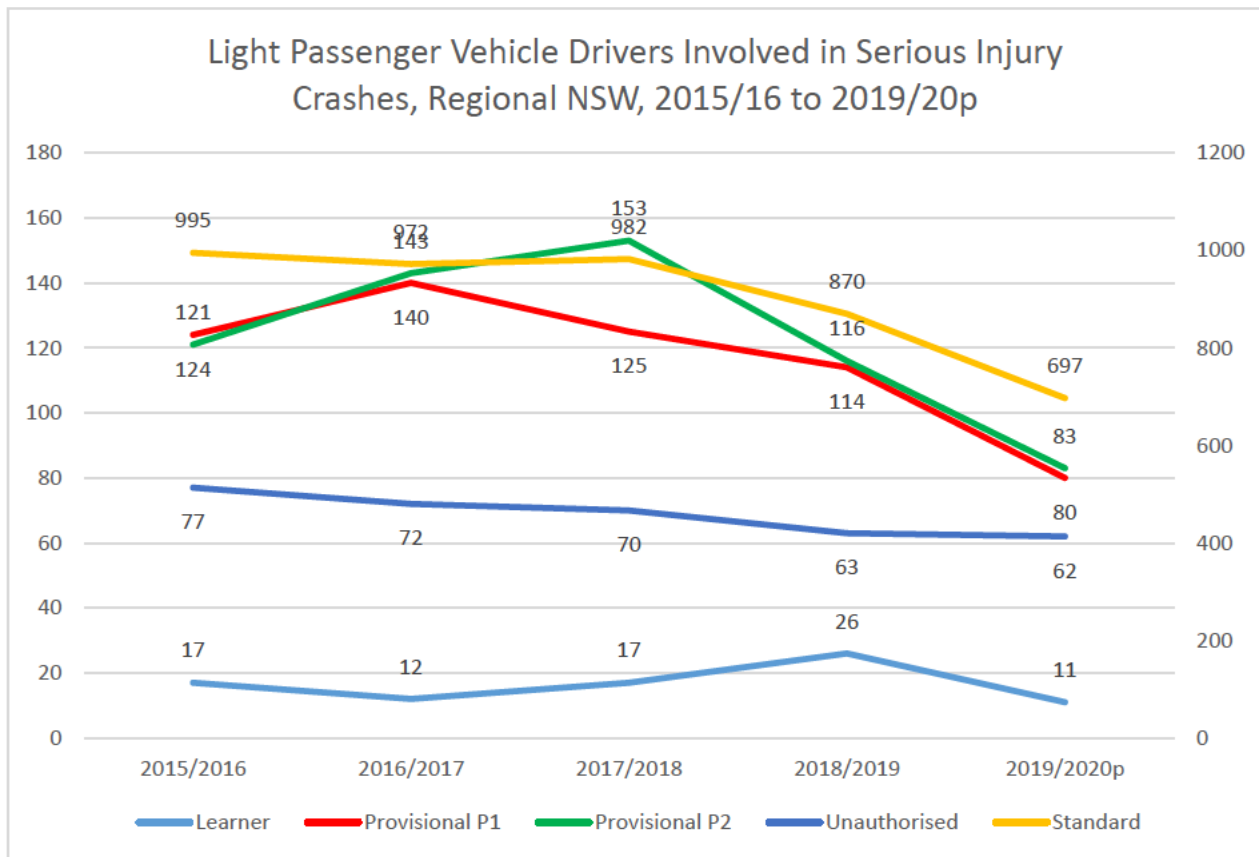
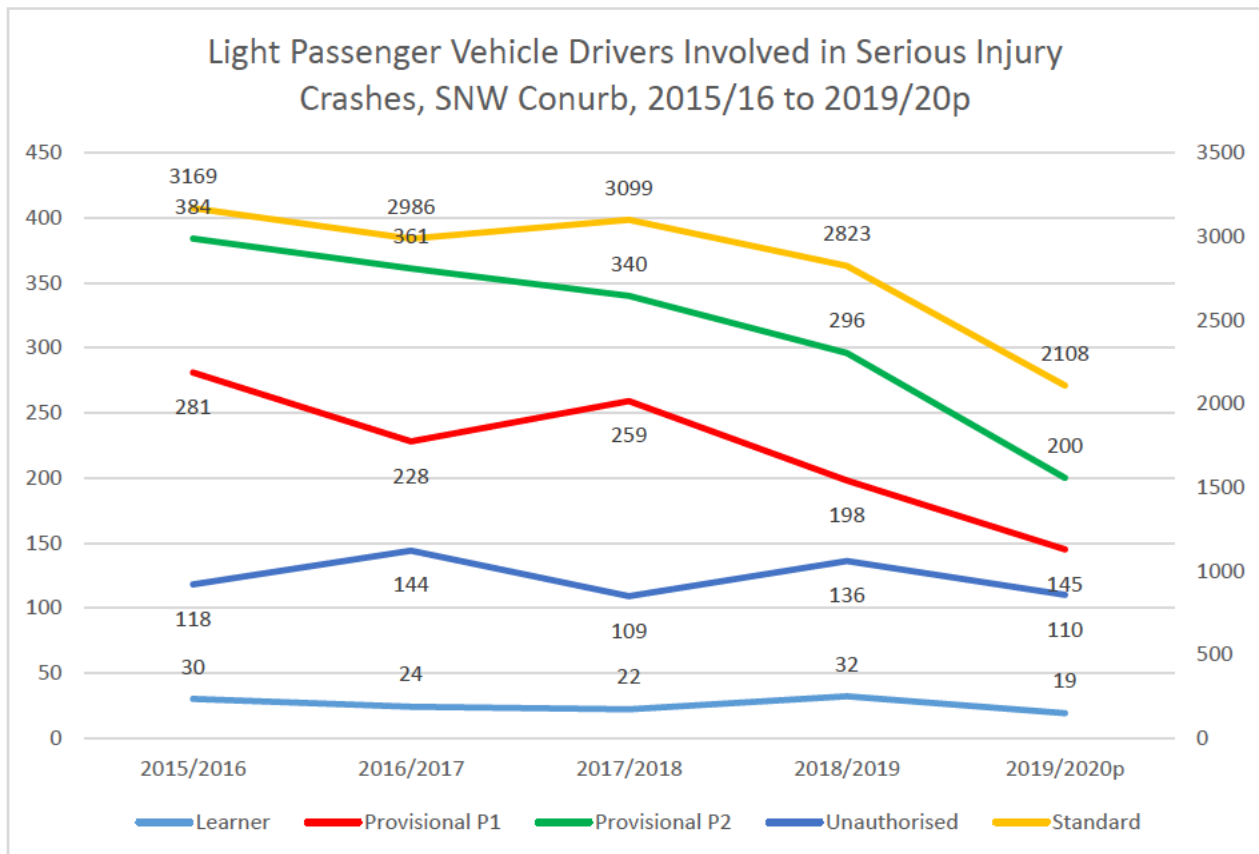


Figure 12



10.4 Behavioural factors

Regional areas, compared with the Sydney, Newcastle and Wollongong conurbation are over-represented in crashes where speeding, fatigue, illegal alcohol and other drug use are a factor.

The greater the severity of the crash, the greater the instances of behavioural factors at play. The instances of speeding, fatigue, and alcohol and other drugs, are higher for Provisional P1 drivers compared to Provisional P2 drivers.

10.4.1 Speeding

Speed is the leading behavioural factor involved in fatal and serious injury crashes. Speeding is more prevalent for learner, Provisional P1 and Provisional P2 drivers involved in crashes than for unrestricted drivers involved in crashes. Novice driver speeding involvement is generally higher in regional NSW than in the Sydney, Newcastle and Wollongong conurbation. Speeding is also over-represented as a factor for unauthorised drivers involved in crashes.

Figure 13 and **Figure 14** show the percentage of light passenger vehicle driver involvements in fatal crashes and serious injury crashes where speeding was a factor for the driver.

Figure 13

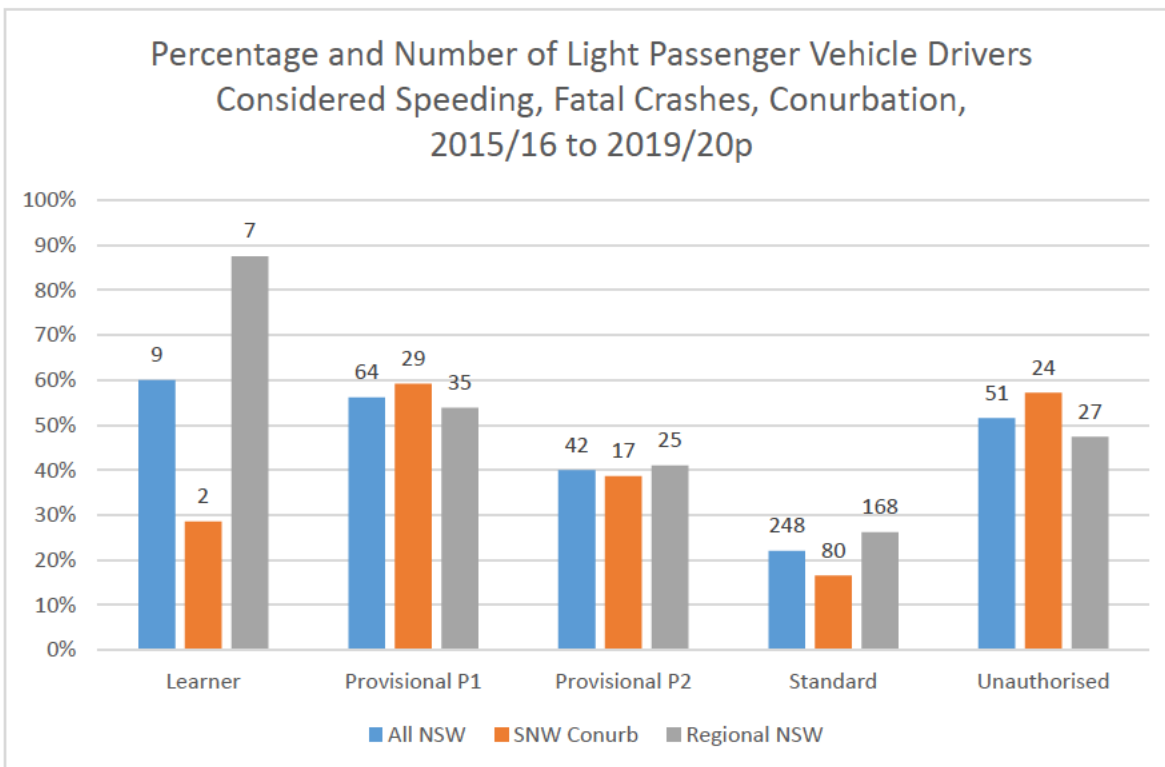
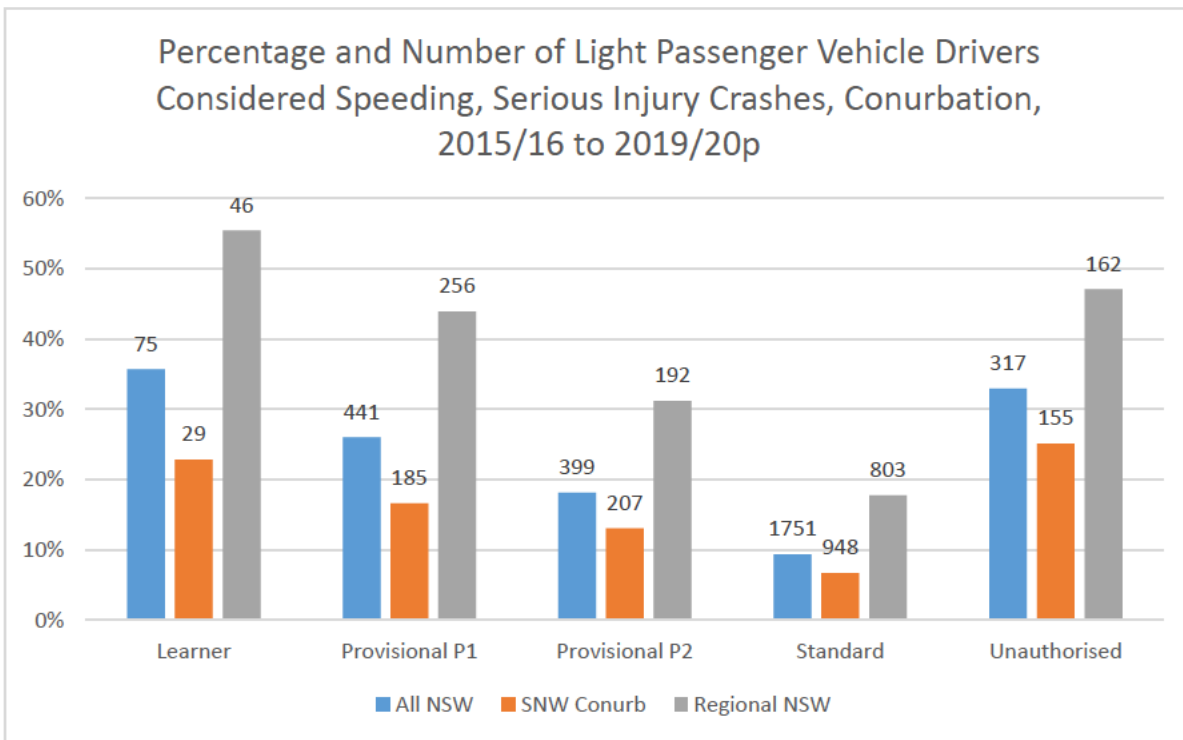


Figure 14



10.4.2 Fatigue

Fatigued driving is a more common for learner, Provisional P1 and Provisional P2 drivers involved in fatal crashes and serious injury crashes in regional areas than in the Sydney, Newcastle and Wollongong conurbation. Figures 15 and 16 consistently show that regional NSW experiences a higher proportion of involvements with driver fatigue in fatal and serious injury crashes than in the Sydney, Newcastle and Wollongong conurbation.

Figure 15

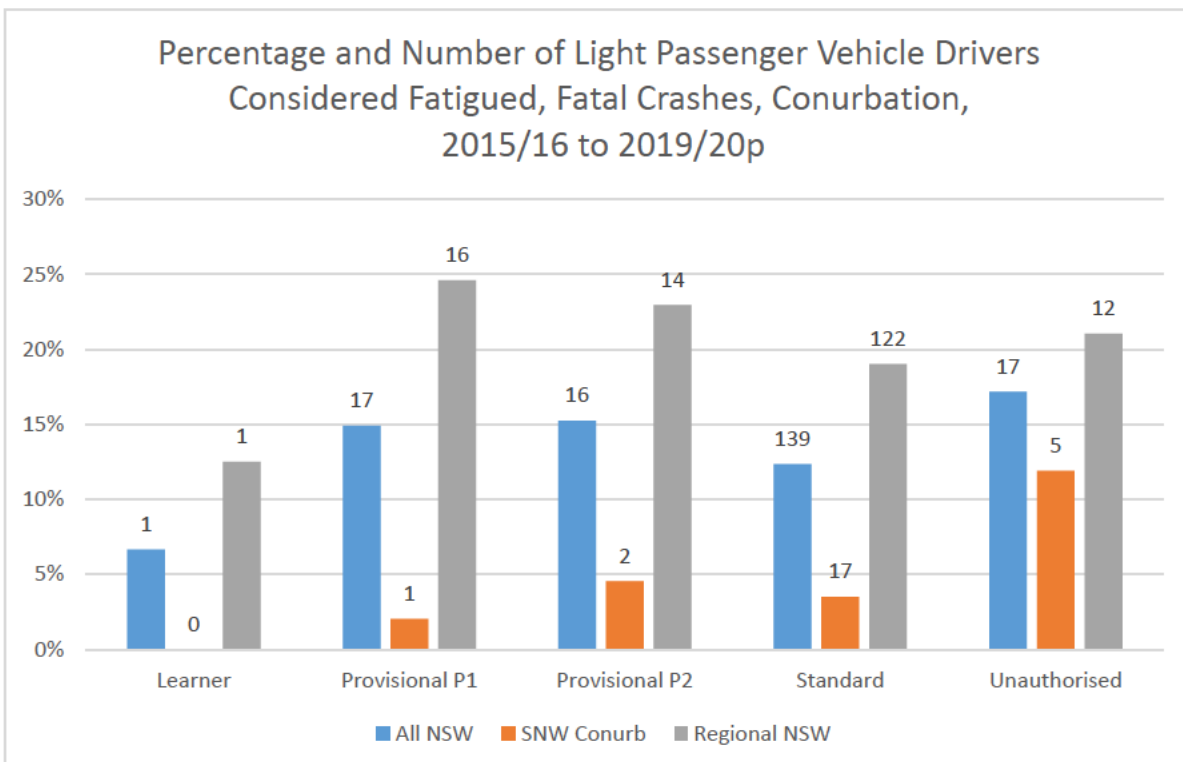
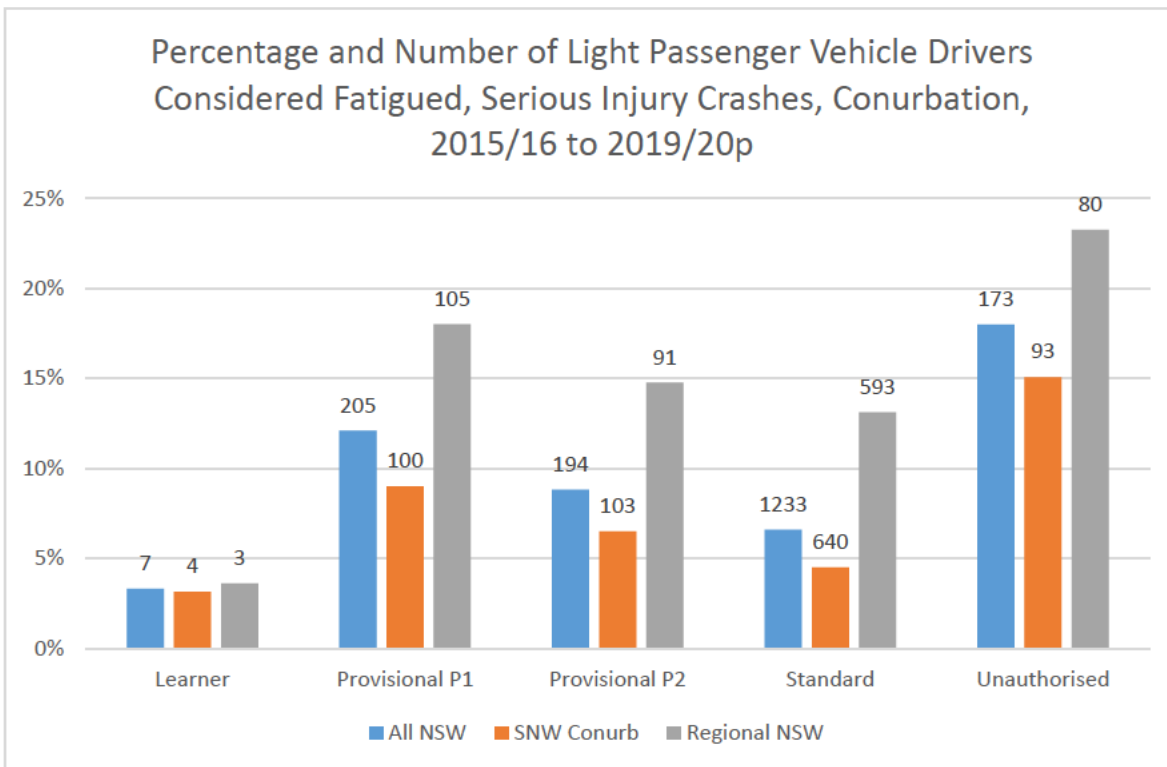


Figure 16



10.4.3 Illegal levels of alcohol

Like speeding and fatigue, illegal levels of alcohol is an over-represented contributing behavioural factor for novice drivers involved in fatal and serious injury crashes compared with unrestricted drivers. **Figure 17** and **Figure 18** show that the proportions of drivers with illegal levels of alcohol involved in fatal and serious injury crashes for all licence classes are greater in regional areas compared with the Sydney, Newcastle and Wollongong conurbation, except for in the case of unauthorised driving, where it is higher in the Sydney, Newcastle and Wollongong conurbation for fatal, but not serious injury crashes.

The number of learner drivers involved in fatal and serious injury crashes with illegal levels of alcohol are low. There was only one Learner driver with illegal alcohol involved in a fatal crash in the Sydney, Newcastle and Wollongong conurbation from 2015/16 to 2019/20p while there were only two Learners with illegal levels of alcohol involved in fatal crashes in regional NSW. For Learner drivers with an illegal level of alcohol who were involved in serious injury crashes from 2015/16 to 2019/20p just 10 were in the Sydney Newcastle Wollongong conurbation and 12 were in regional NSW.

Similarly, the numbers for Provisional P1 drivers with illegal levels of alcohol involved in fatal crashes were also low with 12 for regional NSW and 2 for the Sydney Newcastle Wollongong conurbation. There were 12 Provisional P2 drivers with illegal levels of alcohol involved in fatal crashes in regional NSW and 4 Provisional P2 drivers with illegal levels of alcohol involved in fatal crashes in the Sydney, Newcastle and Wollongong conurbation.

For drivers with illegal levels of alcohol involved in serious injury crashes, the numbers were slightly higher with 12 learners in regional NSW and 10 in the Sydney, Newcastle and Wollongong conurbation. The numbers of drivers with illegal levels of alcohol who were involved in serious injury crashes involvements in regional NSW for Provisional P1 drivers was 48 and 75 for Provisional P2 drivers. For the Sydney, Newcastle and Wollongong conurbation, 48 Provisional P1 drivers and 64 Provisional P2 drivers with illegal levels of alcohol were involved in serious injury crashes.

Figure 17

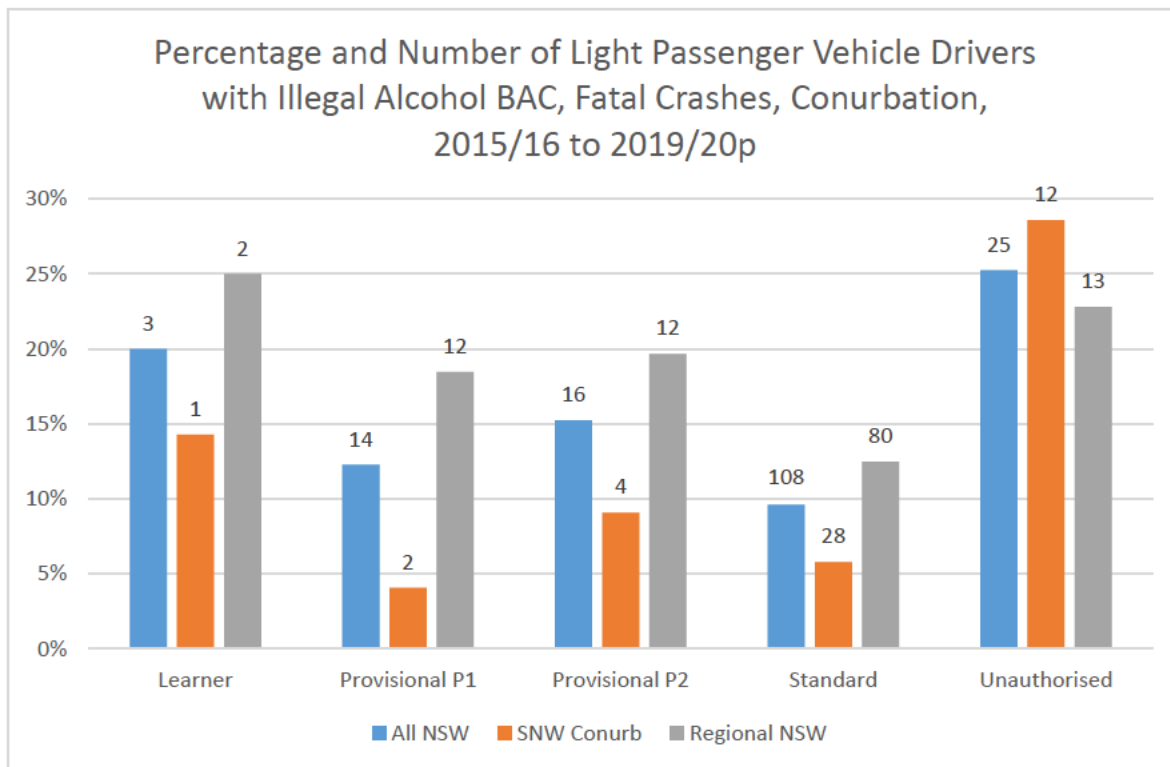
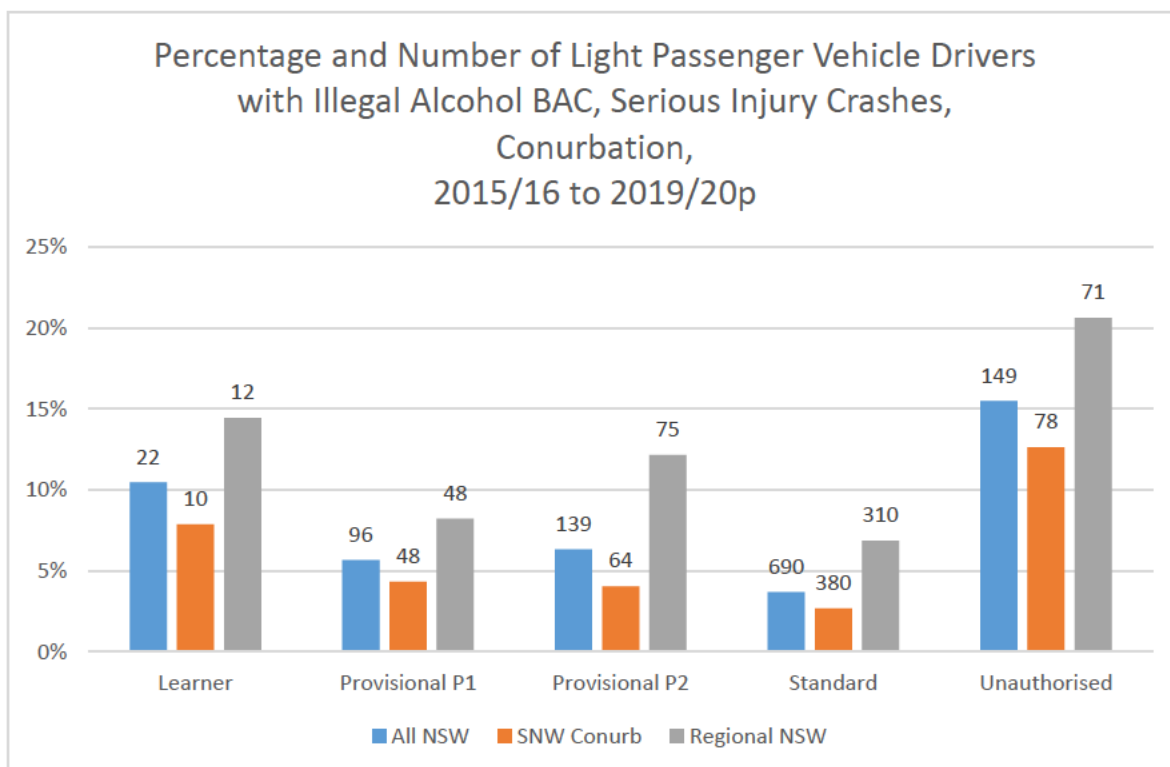


Figure 18



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