

Report No. 40, December 2003

*Reducing the road toll for young Queenslanders -
is education enough?*



LEGISLATIVE ASSEMBLY OF QUEENSLAND

PARLIAMENTARY TRAVELSAFE COMMITTEE

**Reducing the Road Toll for Young
Queenslanders - is Education Enough?**

PARLIAMENTARY TRAVELSAFE COMMITTEE

50TH PARLIAMENT

1ST SESSION

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FOREWORD

This report presents the Travelsafe Committee's findings and recommendations from its inquiry, *Reducing the road toll for young Queenslanders – is education enough?*. During this inquiry, the committee considered the role of education and training for young and novice drivers and riders as well as other measures to produce safer young and novice drivers and riders.

The committee believes there are a number of fronts to achieve reductions in young and novice driver and rider crashes in Queensland. They involve the use of post-licence driver and rider education linked to the graduated licensing system; better utilisation of the learner licensing stage to gain safe, supervised driving and riding experience; and the development of a substantial research and development program for driver education and training by governments in partnership with other stakeholders such as the motor vehicle industry.

I commend the report and the committee's recommendations to the House.

On behalf of the committee, I would like to thank the people who helped with this inquiry by making submissions, participating in hearings, meeting with committee members and supplying documents and advice.

I especially want to thank those individuals who came along to meet with us to share their personal experiences and loss. Their contributions were a sobering reminder of the tragic consequences of trauma on the roads, and the need to do more to prevent it.

I also acknowledge and sincerely appreciate the dedication of committee members and research staff in bringing this report to the Parliament.

Jim Pearce MP
Chairman

TABLE OF CONTENTS

Page No.

| | |
|---|------------|
| LIST OF TABLES AND FIGURES | III |
| ABBREVIATIONS | V |
| SUMMARY OF RECOMMENDATIONS | VII |
| PART 1 ~ INTRODUCTION | 1 |
| The Travelsafe Committee | 1 |
| Terms of Reference for the Inquiry | 1 |
| Inquiry Process | 1 |
| Responsibility of Ministers | 3 |
| PART 2 ~ YOUNG AND NOVICE DRIVERS AND RIDERS | 5 |
| Young drivers and riders (17 to 19 years) | 5 |
| Novice drivers and riders (provisional licence holders of all ages) | 11 |
| Age versus inexperience..... | 14 |
| Economic costs of novice driver and rider crashes in Queensland | 15 |
| PART 3 ~ QUEENSLAND SAFETY INITIATIVES | 17 |
| Queensland Transport..... | 17 |
| Queensland Fire and Rescue Service | 21 |
| Queensland Police Service | 22 |
| Education Queensland..... | 23 |
| PART 4 ~ REDUCING THE ROAD TOLL FOR YOUNG QUEENSLANDERS - IS EDUCATION ENOUGH? | 25 |
| Novice Driver/Rider Training and Education in Queensland | 25 |
| Does novice driver/rider training and education develop safer drivers and riders? | 27 |
| PART 5 ~ INITIATIVES TO REDUCE NOVICE DRIVER/RIDER CRASHES | 31 |
| Graduated Licensing..... | 31 |
| Improving the delivery and content of education and training programs..... | 32 |
| Supervised experience during the learner phase | 42 |
| SUMMARY OF CONCLUSIONS | 51 |
| APPENDIX A ~ LIST OF SUBMISSIONS | 53 |
| APPENDIX B ~ ADVERTISEMENT CALLING FOR SUBMISSIONS | 55 |
| APPENDIX C ~ ATTENDEES AT PUBLIC FORUMS | 57 |
| APPENDIX D ~ RESPONSE FORM FROM FORUMS | 59 |
| APPENDIX E ~ SUMMARY OF FEEDBACK FROM FORUMS | 61 |
| APPENDIX F ~ WITNESSES AT PUBLIC HEARING ON 23 SEPTEMBER 2003 | 63 |
| APPENDIX G ~ WITNESSES AT SYDNEY AND MELBOURNE MEETINGS – APRIL 2003 | 65 |
| APPENDIX H ~ SURVEY OF THE ROAD SAFETY EDUCATORS ASSOCIATION | 67 |
| APPENDIX I ~ CONFERENCE COMMUNIQUÉ | 73 |
| SELECT BIBLIOGRAPHY | 75 |

LIST OF TABLES AND FIGURES

Page No.

TABLES

| | |
|---|-----------|
| <i>Table 1: Young drivers and riders aged 17 to 19 years with a provisional licence, by age and gender, Queensland, November 2002</i> | <i>7</i> |
| <i>Table 2: Young drivers and riders, by gender and policing regions, Queensland, November 2002.....</i> | <i>7</i> |
| <i>Table 3: Young driver and rider (17 to 19 years) crashes by severity and age of the driver/rider, Queensland, 1998 – 2002.....</i> | <i>9</i> |
| <i>Table 4: Crashes in which young drivers and riders (17 to 19 years) were most at fault, by severity and age of the driver/rider, Queensland, 1998 – 2002</i> | <i>10</i> |
| <i>Table 5: Top four factors in young driver and rider (17 to 19 years) crashes by age and gender of the driver/rider, Queensland, 1998 – 2002.....</i> | <i>10</i> |
| <i>Table 6: Provisional licence holders, by age and gender, Queensland, November 2002.....</i> | <i>12</i> |
| <i>Table 7: Provisional drivers and riders, by gender and policing regions, Queensland, November 2002</i> | <i>12</i> |
| <i>Table 8: Driver/rider crashes by severity and licence type of the driver/rider, Queensland, 1998 – 2002.....</i> | <i>13</i> |
| <i>Table 9: Crashes by novice driver/rider most at fault, by severity and licence type, Queensland, 1998 – 2002.....</i> | <i>13</i> |
| <i>Table 10: Novice driver/rider crashes, by contributing factors, Queensland, 1998 – 2002</i> | <i>14</i> |
| <i>Table 11: Annual aggregate costs of young driver and rider (17-19 years) crashes, by severity, 1998 – 2002.....</i> | <i>15</i> |
| <i>Table 12: Average aggregate annual costs of provisional driver and rider crashes by severity, Queensland, 1998 - 2002</i> | <i>16</i> |
| <i>Table 13: Estimates of avoidable road deaths through roadside first aid assistance</i> | <i>37</i> |
| <i>Table 14: Common ‘core’ first aid certificate training in Europe</i> | <i>38</i> |

FIGURES

Figure 1: Queensland Police Service regions..... 8

Figure 2: Young driver and rider (17 to 19 years) fatal crashes as a proportion of total fatal crashes by year, 1998-2002..... 9

Figure 3: Obtaining a driver's licence in Queensland..... 19

Figure 4: Theoretical links between insight-training and skills-training and road safety..... 33

ABBREVIATIONS

| ABBREVIATION | DEFINITION |
|--------------|---|
| ACRS | Australian College of Road Safety (Incorporated) |
| ADTEA | American Driver and Traffic Safety Education Association |
| AMAQ | Queensland Branch of the Australian Medical Association |
| ATC | Australian Transport Council |
| BTE | Bureau of Transport Economics |
| CARRS-Q | Centre for Accident Research and Road Safety - Queensland |
| CBTA | Competency Based Training and Assessment |
| DEEP | Driver Experience Enhancement Program |
| EQ | Education Queensland |
| EU | European Union |
| GLS | Graduated licensing system |
| GRSP | Global Road Safety Partnership |
| HELP | Helping Educate for Life Preservation |
| LTSA | Land Transport and Safety Authority, New Zealand |
| METAL | Motorcycle Education Training and Licensing |
| NHTSA | National Highway Traffic Safety Administration |
| NRMA – ACT | National Roads and Motorists Association – Australian Capital Territory |
| PLDT | Post Licence Driver Training |
| POP | Problem oriented policing |
| QFRS | Queensland Fire and Rescue Service |
| QPS | Queensland Police Service |
| QT | Queensland Transport |
| RAAP | Road Accident Awareness Program |
| RACQ | Royal Automobile Club of Queensland (Incorporated) |
| RACV | Royal Automobile Club of Victoria (incorporated) |
| RYDA | Rural Youth Drive Alive |
| RSEA | Road Safety Educators Association |
| SBPO | School based police officer |
| SRSESRG | School Road Safety Education Strategic Reference Group |
| SYAC | State Youth Advisory Council |
| TAC | Transport Accident Commission |
| TIO | Territory Insurance Office |
| TIRF | Traffic Injury Research Foundation |
| VTI | Swedish National Road and Transport Research Institute |

SUMMARY OF RECOMMENDATIONS

Page No.

RECOMMENDATION 1..... 36

That Queensland Transport devise, trial, and evaluate a post-licence driver/rider education course for provisional drivers and riders with six months solo driving/riding experience to address higher level skills such as hazard perception, visual scanning and risk assessment. The course shall be modelled on the *Road Ready Plus* program implemented by the Australian Capital Territory Government and incorporate elements of the insight training approach.

Minister Responsible: Minister for Transport

RECOMMENDATION 2..... 41

That Queensland Transport liaise with the driver and rider training and education industry, the automotive industry and other transport agencies to establish a research program for driver and rider education and training. This program would source funding primarily from external sources and its primary objectives are to evaluate existing programs, identify best practice curricula and methods and disseminate information to practitioners to enhance the road safety value of driver and rider training and education.

Minister Responsible: Minister for Transport

RECOMMENDATION 3..... 42

That Queensland Transport publish guidelines for education and training providers, consumers and other third parties to provide advice on the curricula and training/education techniques that are most beneficial for young and novice drivers and riders.

Minister Responsible: Minister for Transport

RECOMMENDATION 4..... 42

That Queensland Transport, in consultation with providers of post-licence training and industry, explore the need for compulsory accreditation, registration and minimum standards for post-licence education and training providers.

Minister Responsible: Minister for Transport

RECOMMENDATION 5..... 44

That Queensland Transport continue to encourage learner drivers and riders to achieve 120 hours of supervised driving/riding during the learner licence stage including night driving, highway, wet weather and dirt road experience.

Minister Responsible: Minister for Transport

RECOMMENDATION 6..... 45

That Queensland Transport commission a survey of learners to determine the extent of their supervised driving/riding practice prior to licensing, and identify if strategies designed to increase the amount of supervised experience are working.

Minister Responsible: Minister for Transport

RECOMMENDATION 7..... 45

That Queensland Transport amend the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999 to reduce the minimum age an individual is eligible for a learner licence to 16 years.

Minister Responsible: Minister for Transport

RECOMMENDATION 8..... 46

That Queensland Transport revise the learner logbook included in the *Ready to Guide* and attached to *Your keys to driving in Queensland* to ensure it meets the needs of young and novice drivers/riders and their supervisors.

Minister Responsible: Minister for Transport

RECOMMENDATION 9..... 46

That Queensland Transport examine methods using on-line interactive sites to engage with and support learners to achieve 120 hours of supervised driving/riding experience.

Minister Responsible: Minister for Transport

RECOMMENDATION 10..... 47

That Queensland Transport increase the period a learner licence is valid to three years. Extensions of learner licences after three years shall be conditional on applicants re-sitting and passing the learner theory test.

Minister Responsible: Minister for Transport

RECOMMENDATION 11..... 48

That Queensland Transport provide resources to assist schools and community groups establish driver mentoring programs based on the Driver Experience Enhancement Program (DEEP) developed by the St Mary's College Parents and Citizens Association in Toowoomba to provide learner drivers with greater access to supervised driving experience.

Minister Responsible: Minister for Transport

RECOMMENDATION 12..... 49

That section 57E of the Transport Operations (Road Use Management) Regulation 1995 be amended to require the display of L-plates on all vehicles driven or ridden by holders of learner licences, not just commercial driving school vehicles while a learner is under instruction.

Minister Responsible: Minister for Transport

PART 1 ~ INTRODUCTION

THE TRAVELSAFE COMMITTEE

1. The 50th Legislative Assembly appointed the Travelsafe Committee on 2 May 2001 to monitor, investigate and report on all aspects of road safety and public transport in Queensland, in particular:
 - (a) Issues affecting road safety including the causes of road crashes and measures aimed at reducing deaths, injuries and economic costs to the community;
 - (b) The safety of passenger transport services, and measures aimed at reducing the incidence of related deaths and injuries; and
 - (c) Measures for the enhancement of public transport in Queensland and reducing dependence on private motor vehicles as the predominant mode of transport.

TERMS OF REFERENCE FOR THE INQUIRY

2. In the inquiry, the committee examined:
 - The involvement of novice drivers and riders in crashes, and the factors contributing to their crashes;
 - The human and economic costs of novice driver and rider crashes in Queensland;
 - What, if any, additional driver/rider training and education should be provided to novice drivers and riders; and
 - What, if any, other measures should be taken to reduce novice driver and rider crashes in Queensland.

INQUIRY PROCESS

3. During 2003, the committee focussed on young and novice driver and rider issues. The committee announced two inquiries to investigate these issues. The committee announced the first inquiry, *Reducing the road toll for young Queenslanders – is education enough?* in January 2003. It announced the second, *Inquiry into provisional driver and rider licence restrictions*, in March 2003. The later inquiry examined:
 - Whether the current graduated licensing scheme in Queensland for provisional licence holders should be revised to give novice drivers and riders a more staged progression from supervised learner driving and riding to an unrestricted, open licence;
 - If so, what changes or additional stages should be introduced;
 - Whether additional licence restrictions for probationary drivers and riders should be introduced in Queensland; and
 - What impacts these additional licence restrictions would have on employment and recreation opportunities and the general mobility of novice drivers and riders.
4. Report No. 41, *Provisional driver and rider licence restrictions* presents the committee's conclusions and recommendations from this inquiry.
5. The committee's consultation processes for both inquiries provided a range of opportunities for the public to participate. In March 2003, the committee published an issues paper for the licensing restrictions inquiry, *Issues Paper No. 7: Inquiry into Provisional Driver and Rider Licence Restrictions*, to promote informed discussion and encourage submissions. The committee

published the issues paper on its website at www.parliament.qld.gov.au/committees/travel.htm, and distributed 1,000 hard copies to interested groups and individuals. The committee placed generic advertisements inviting submissions in newspapers throughout Queensland (a copy of the advertisement for the *Inquiry into reducing the road toll for young Queenslanders - is education enough?* is at Appendix (A)).

6. The committee received 52 submissions for this inquiry and a further 45 submissions for the second inquiry into provisional licence restrictions. Appendix (B) lists organisations and individuals who made submissions to either inquiry.
7. Between 20 May and 14 August 2003, the committee hosted 11 young driver forums as follows:
 - Brisbane (20 May)
 - Robina (20 May)
 - Caloundra (21 May)
 - Gympie (21 May)
 - Toowoomba (22 May)
 - Cairns (22 June)
 - Townsville (22 June)
 - Mackay (23 June)
 - Rockhampton (24 June)
 - YMCA Youth Parliament, Brisbane (9 July)
 - Roma (14 August)
8. These forums provided opportunities for members of the public to discuss methods of reducing young driver and rider crashes with committee members.
9. At the conclusion of each forum, the committee invited participants to complete a response form to provide further feedback on the issues discussed. A list of individuals who provided feedback in this way is at Appendix (C). The response form was not designed to be statistically valid, but to provide an indication of the views of those who attended the forums. A copy of the response form is at Appendix (D). Appendix (E) presents a summary of the feedback provided by forum participants.
10. To conclude its public consultation for the inquiries, the committee held a public hearing in Brisbane on 23 September 2003. The committee invited driver trainers and educators who lodged submissions, the Royal Automobile Club of Queensland (RACQ), Queensland Transport, the Queensland Police Service, the State Youth Advisory Council (SYAC) and the Centre for Accident Research and Road Safety - Queensland (CARRS-Q) to give evidence. Fifteen driver trainers and educators attended the hearing. These driver trainers and educators represented pre-licence and post-licence training and education providers as well as peak industry bodies. A list of witnesses who appeared is at Appendix (F). It was not possible for representatives from SYAC and CARRS-Q to attend the hearing. However, the committee met with Mr Barry Watson, Senior Lecturer at CARRS-Q, on 15 October 2003 to discuss the centre's research on young driver issues pertinent to the inquiries.
11. The committee travelled to Sydney and Melbourne from 7 to 10 April 2003 to meet with road safety researchers, training and education practitioners, representatives from the automotive industry, motoring organisations, and departments administering the Victorian and New South Wales governments' driver and rider training and licensing policies. A list of the groups and individuals the committee met is at Appendix (G).
12. The conclusions and recommendations in this report are based on the outcomes of the public consultation process, the committee's investigations and its consideration of best practice road safety research.

RESPONSIBILITY OF MINISTERS

13. This report makes recommendations for the government to implement. *The Parliament of Queensland Act 2001* (the *Act*) requires Ministers to provide written responses to these recommendations to Parliament.
14. ‘Section 107 – Ministerial response to committee report’ of the *Act* requires the responsible Minister or Ministers to respond to recommendations contained in the committee’s reports.

107. Ministerial response to committee report

- 2) This section applies if –
 - (a) a report of a committee, other than the Scrutiny of Legislation Committee, recommends the Government or a Minister should take particular action, or not take particular action, about an issue; or
 - (b) a report of the Members’ Ethics and Parliamentary Privileges Committee recommends a motion be moved in the Assembly to implement a recommendation of the committee.
- 3) The following Minister must provide the Assembly with a response -
 - (a) for a report mentioned in subsection (1)(a) - the Minister who is responsible for the issue the subject of the report;
 - (b) for a report mentioned in subsection (1)(b)—the Premier or a Minister nominated by the Premier.
- 4) The response must set out—
 - (a) any recommendations to be adopted, and the way and time within which they will be carried out; and
 - (b) any recommendations not to be adopted and the reasons for not adopting them.
- 5) The Minister must table the response within 3 months after the report is tabled.
- 6) If a Minister cannot comply with subsection (4), the Minister must—
 - (a) within 3 months after the report is tabled, table an interim response and the Minister’s reasons for not complying within 3 months; and
 - (b) within 6 months after the report is tabled, table the response.
- 7) If the Assembly is not sitting, the Minister must give the response, or interim response and reasons, to the Clerk.
- 8) The response, or interim response and reasons, is taken to have been tabled on the day they are received by the Clerk.
- 9) The receipt of the response, or interim response and reasons, by the Clerk, and the day of the receipt, must be recorded in the Assembly’s Votes and Proceedings for the next sitting day after the day of receipt.
- 10) The response, or interim response and reasons, is a response, or interim response and reasons, tabled in the Assembly.
- 11) Subsection (1) does not prevent a Minister providing a response to a recommendation in a report of the Scrutiny of Legislation Committee if it is practicable for the Minister to provide the response having regard to the nature of the recommendation and the time when the report is made.

Example -

If the committee recommends that a Bill be amended because, in the committee’s opinion, it does not have sufficient regard to fundamental legislative principles and the Bill has not been passed by the Assembly, it may be practicable for the Minister to provide a response.
- 12) Subsection (6) does not limit the Assembly’s power by resolution or order to provide for the tabling of a response, or interim response and reasons, when the Assembly is not sitting.
- 13) This section does not apply to an annual report of a committee.

PART 2 ~ YOUNG AND NOVICE DRIVERS AND RIDERS

15. Part (2) discusses two distinct groups of drivers and riders; 'young' drivers and riders and 'novices'. It presents an overview of the characteristics and crash involvement of young drivers and riders (aged 17 to 19 years), and drivers and riders of all ages who are new to the road (ie. who hold provisional licenses and are in their first years of solo driving and riding). These two groups of drivers and riders have common characteristics. The committee distinguished between young and novice drivers and riders because, although there are common characteristics, there are also differences between the groups. Part (2) also discusses the importance of youth versus experience as a crash factor and the average annual cost of young and novice driver and rider crashes in Queensland.

YOUNG DRIVERS AND RIDERS (17 TO 19 YEARS)

16. Young drivers and riders attract attention from road safety researchers and governments around the world because of their disproportionately high rate of involvement in road crashes.
17. For the purpose of this report, a young driver and rider is a person aged 17 to 19 years. Under Queensland's driver licensing system, most drivers in this age group will hold a provisional licence.

Characteristics of young drivers and riders

18. Young drivers and riders possess a number of characteristics that increase their likelihood of being involved in a road crash. These characteristics include skill level, social pressures and behavioural factors; all influence the driving behaviour of a young person.¹

Skills

19. A young driver faces many new situations, all of which require psychomotor and psychological skills.
20. The first skill a young driver develops is the coordination and handling of a vehicle. This requires both motor skills and psychomotor coordination.² This skill eventually becomes automated with practice.
21. The perceptual skills (the ability to identify elements in the immediate environment) of drivers and riders also develop with experience. The driver must learn to look not only directly in front of the car but also in the rear-vision and side mirrors. Drivers must begin to move their points of focus on a regular basis.³ Young drivers have a high mental workload and their cognitive

¹ NP Gregersen, *Young car drivers: Why are they overrepresented in traffic accidents? How can driver training improve their situation?*, VTI rapport 409A, Swedish National Road and Transport Research Institute, Sweden, 1996, pp. 1-67.

² A Williamson, *Young Drivers and Crashes: Why are young drivers over-represented in crashes? Summary of the Issues*, Motor Accidents Authority, Sydney, 1999, p. 17.

³ Gregersen, *Young car drivers*, p. 16.

processes may not be well developed, therefore, their peripheral vision is more limited than experienced drivers. This increases the risk that a young driver will be involved in a road crash.⁴

22. The ability to perceive risks is another key skill affecting the involvement of young drivers in road crashes. Young drivers underestimate the risk involved in driving and overestimate their ability in driving a vehicle.⁵ They also have higher levels of confidence and optimism about their driving ability compared with more experienced, older drivers.⁶ The way young motorists drive increases the probability of conflict between themselves and other motorists.⁷

Social Pressures

23. Young drivers experience enormous social pressures when driving a vehicle, particularly when passengers are present. The main pressure is peer group pressure which encourages young drivers to conform to a certain type of behaviour advocated by their peers.⁸ Furthermore, young drivers may be motivated to drive irresponsibly to show they have independence, to impress their peers and to test and push their own driving ability.⁹ This can lead to greater risk-taking behaviour. Additionally, the presence of passengers and the pressure to conform to certain behaviours influences the young driver's behaviour in ways such as changes in speed and limited use of signals.¹⁰

Behavioural Factors

24. Young drivers tend to be impulsive - resulting in increased participation in high-risk driving behaviours such as speeding, inattention and drink driving. These high-risk driving behaviours are linked with immaturity.¹¹
25. Another characteristic of young drivers is their motivation to drive in a safe manner. Compared to older, more experienced drivers; young drivers have a weaker motivation to drive safely,¹² and are less willing to drive at a slower speed in order to compensate for additional demands that may be present while driving.¹³

Demographics of young drivers and riders in Queensland

26. In Queensland, the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999 provides that the minimum age to obtain a provisional licence (or any other licence except a learner licence) to drive and ride solo is 17. Table (1) gives a breakdown for young provisional licence holders in Queensland by age and gender, as at November 2002. A driver or rider who obtains their provisional licence at 17 years will hold their licence for three years till they qualify for an open licence.

⁴ Gregersen, *Young car drivers*, p. 16.

⁵ NP Gregersen, 'Young drivers' overestimation of their own skill – an experiment on the relation between training strategy and skill', *Accident, Analysis and Prevention*, vol. 28, no. 2, 1996, p. 244.

⁶ Williamson, p. 24.

⁷ Gregersen, *Accident Analysis and Prevention*, p. 244.

⁸ Williamson, p. 7.

⁹ JE Catchpole, WA Macdonald & L Bowland, *Young driver research program: The influence of age-related and experience-related factors in reported driving behaviour*, report no. CR143, Federal Office of Road Safety, Canberra, 1994, p. 3.

¹⁰ Williamson, p. 7.

¹¹ National Highway Traffic Safety Administration, *Saving teenage lives: the case for graduated driving licensing*, National Highway Traffic Safety Administration, Washington, 2000, <<http://www.nhtsa.dot.gov>>.

¹² Williamson, p. 22.

¹³ TJ Triggs & KB Smith, *Young driver research program: digest of reports and principal findings of the research*, report no. CR 164, Federal Office of Road Safety, Canberra, 1996, p. 5.

Table 1: Young drivers and riders aged 17 to 19 years with a provisional licence, by age and gender, Queensland, November 2002

| Age | Number of Provisional Licence holders | | | Percentage of total number of Provisional Licence Holders (17 to 19 years) | | |
|--------------|---------------------------------------|---------------|---------------|--|-------------|---------------|
| | Male | Female | Total | Male | Female | Total |
| 17 | 11,091 | 7,858 | 18,949 | 12.8 | 9.1 | 21.9 |
| 18 | 17,028 | 14,022 | 31,050 | 19.7 | 16.2 | 35.9 |
| 19 | 19,365 | 17,162 | 36,527 | 22.4 | 19.8 | 42.2 |
| Total | 47,484 | 39,042 | 86,526 | 54.9 | 45.1 | 100.00 |

Source: Based on Queensland Transport, information provided, May 2003.

27. In November 2002, there were 86,526 provisional licence holders aged between 17 and 19 in Queensland. There were slightly more males with a provisional licence (47,484) than females (39,042).
28. The state's young drivers and riders are distributed throughout Queensland. Table (2) provides a breakdown for the place of residence of provisional drivers and riders by police region.¹⁴ Figure (1) below shows the boundaries of these regions. From the table, the three police regions that make up south east Queensland, Metro South, Metro North and South Eastern, account for 40.3 per cent (12.9 + 15.3 + 18.1) of the state's provisional drivers and riders.

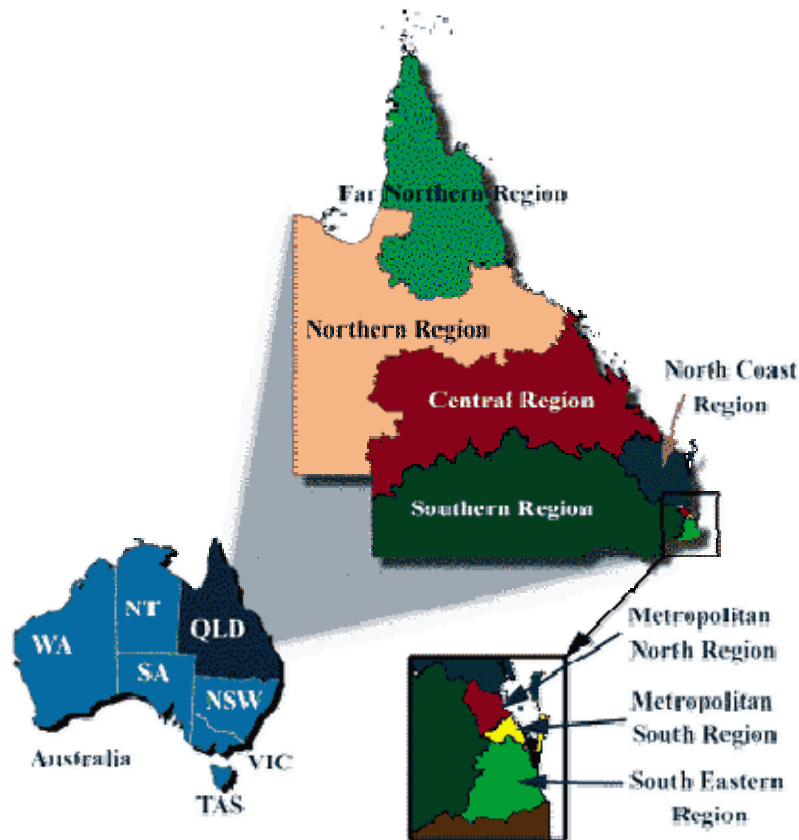
Table 2: Young drivers and riders, by gender and policing regions, Queensland, November 2002

| Policing Region | Males | Females | Total | Percentage* |
|-----------------|---------------|---------------|---------------|-------------|
| North Coast | 9,258 | 7,487 | 16,745 | 19.4 |
| South Eastern | 8,436 | 7,249 | 15,685 | 18.1 |
| Metro South | 7,364 | 5,855 | 13,219 | 15.3 |
| Metro North | 5,999 | 5,204 | 11,203 | 12.9 |
| Southern | 5,836 | 4,729 | 10,565 | 12.2 |
| Central | 5,030 | 4,085 | 9,115 | 10.5 |
| North | 2,989 | 2,497 | 5,486 | 6.3 |
| Far North | 2,572 | 1,936 | 4,508 | 5.2 |
| Total | 47,484 | 39,042 | 86,526 | 99.9 |

Source: Based on Queensland Transport, information provided, May 2003 and the Queensland Police Service, September 2003.

Note:* Due to rounding errors, the sum of the percentages does not equal 100.0.

¹⁴ These figures are representational only. The distribution of licence holders by postcode was used as a basis, however, in many cases one postcode crossed two police regions.

Figure 1: Queensland Police Service regions

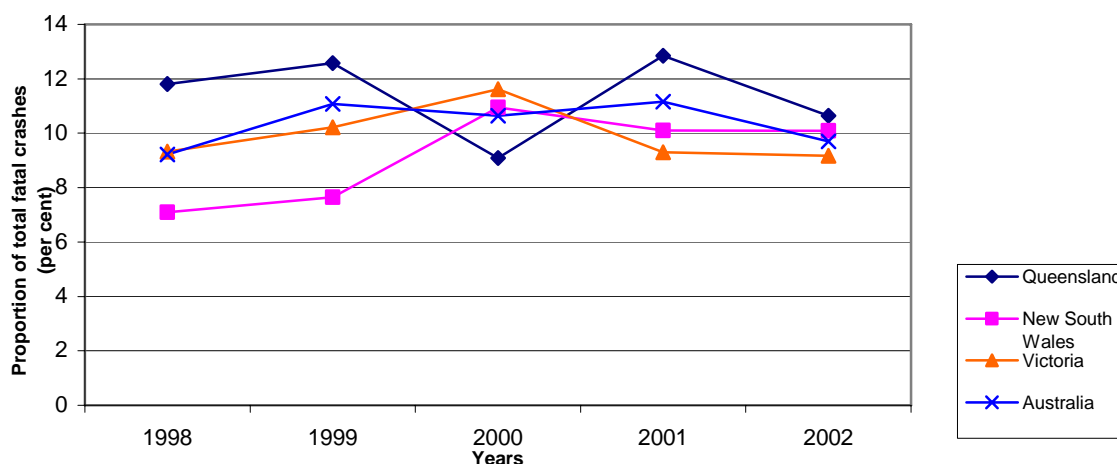
Source: Queensland Police Service, *Regional Policing Map*, Queensland Police Service, Brisbane, <www.police.qld.gov.au>.

Involvement of young drivers and riders in crashes

29. Young drivers and riders, aged 17 to 19 years, are overrepresented in crashes in Australia. As an indication of this overrepresentation, Figure (2) compares young driver and rider fatal crashes as a proportion of all driver and rider fatal crashes by year in Queensland, New South Wales, and Victoria, the three most populated states, and Australia from 1998 to 2002. The proportion of young drivers and riders involved in fatal crashes in Queensland appears to be higher than in the other represented states and Australia for four of the five years.
30. Differences in each state's licensing systems make direct comparisons difficult. For instance, the minimum age for obtaining an intermediate licence in Victoria is 18, while in Queensland and New South Wales it is 17. There are also differences in the proportion of each state's population aged 17 to 19 years. The Australian Bureau of Statistics estimates there were 274,356 people aged 17 to 19 in New South Wales, 203,125 in Victoria and 161,515 in Queensland at 30 June 2002.¹⁵ Using the same ABS data set, the proportion of the population aged 17 to 19 years is marginally higher in Queensland (161,515 or 4.36 per cent) than in New South Wales (274,356 or 4.13 per cent), Victoria (203,125 or 4.17 per cent) or nationally (832,617 or 4.23 per cent).

¹⁵ Australian Bureau of Statistics, *Population by Age and Sex*, catalogue no. 3201.0, Australian Bureau of Statistics, Canberra, March 2003, p. 67.

Figure 2: Young driver and rider (17 to 19 years) fatal crashes as a proportion of total fatal crashes by year, 1998-2002



Source: Travelsafe Committee, Using data obtained from the Australian Transport Safety Bureau, 2003.

Young driver and rider crashes in Queensland

31. In November 2002, young drivers and riders (17 to 19) represented 3.5 per cent (86,526)¹⁶ of all licensed Queensland drivers and riders.¹⁷ Queensland drivers and riders were involved in 168,510 crashes from 1998 to 2002.¹⁸ Of these, young drivers accounted for 13.6 per cent (22,920) of reported crashes. This suggests one in four young drivers were involved in a reported crash during the five years 1998 to 2002. Table (3) provides a breakdown of these young driver crashes by severity and age.

Table 3: Young driver and rider (17 to 19 years) crashes by severity and age of the driver/rider, Queensland, 1998 – 2002

| Age | Fatal | Hospitalisation | Medical Treatment | Minor Injury | Property Damage | Total |
|--------------|------------|-----------------|-------------------|--------------|-----------------|---------------|
| 17 | 85 | 1,331 | 1,795 | 990 | 3,793 | 7,994 |
| 18 | 83 | 1,216 | 1,830 | 1,041 | 3,623 | 7,793 |
| 19 | 75 | 1,101 | 1,674 | 1,025 | 3,258 | 7,133 |
| Total | 243 | 3,648 | 5,299 | 3,056 | 10,674 | 22,920 |

Source: Based on Queensland Transport, information provided, May 2003.

32. In addition to their over-representation in crashes, it appears young drivers and riders are more likely than other drivers and riders to be responsible for their crashes. As shown in Table (4), young drivers and riders were judged by police to be most at fault in 71.6 per cent (16,421) of their crashes in Queensland over the five years 1998 to 2002.¹⁹ This compares to drivers and riders aged 20 years and over who were judged most at fault in 51.8 per cent of their crashes over the same period.²⁰

¹⁶ Queensland Transport figures indicate there were 2,494,238 licensed drivers and riders in Queensland in November 2002.

¹⁷ Queensland Transport, information provided, May 2003.

¹⁸ The definition of a crash in this report is that the crash occurred on a public road and must have satisfied one of the following three conditions: (1) A person was killed or injured; (2) The value of property damage was \$2500 to property other than vehicles (after 1 December 1999) or \$2500 damage to vehicle and property (after 1 December 1991 and prior to 1 December 1999); (3) One or more vehicles were towed away (QT, information provided, May 2003).

¹⁹ QT, information provided, May 2003.

²⁰ QT, information provided, May 2003.

Table 4: Crashes in which young drivers and riders (17 to 19 years) were most at fault, by severity and age of the driver/rider, Queensland, 1998 – 2002

| Age | Fatal | Hospitalisation | Medical Treatment | Minor Injury | Property Damage | Total |
|--------------|------------|-----------------|-------------------|--------------|-----------------|---------------|
| 0-17* | 72 | 1,089 | 1,336 | 719 | 2,986 | 6,202 |
| 18 | 61 | 869 | 1,273 | 701 | 2,602 | 5,506 |
| 19 | 55 | 749 | 1,051 | 645 | 2,213 | 4,713 |
| Total | 188 | 2,707 | 3,660 | 2,065 | 7,801 | 16,421 |

Source: Based on Queensland Transport, information provided, May 2003.

Note: * This category may include drivers and riders under the age of 17.

Causes of at-fault young driver/rider crashes

33. The committee examined the causes of crashes for drivers and riders in Queensland aged 17 to 19. At the scene of each crash, police collect information on the circumstances contributing to the event. While these assessments may differ from those arrived at after a comprehensive investigation, they provide an indication of the possible crash cause. Police identified a number of contributing factors for crashes involving young drivers and riders during the five year period 1998 to 2002. Table (5) below provides a summary of the top four factors:

- Inexperience/lack of expertise;
- Undue care and attention;
- Over prescribed concentration of alcohol; and
- Excessive speed for the circumstances.

34. From the table, 'inexperience/lack of expertise' was by far the most prevalent factor in young driver and rider crashes. It was judged by police to be a factor in 40.3 per cent and 43.0 per cent of crashes involving young driver and rider males and females respectively. The top four factors combined account for 63.3 per cent of all factors in crashes involving young males and 60.1 per cent of factors in crashes involving young females.

Table 5: Top four factors in young driver and rider (17 to 19 years) crashes by age and gender of the driver/rider, Queensland, 1998 – 2002

| Contributing Factors* | 0-17 [#] | | 18 | | 19 | | Total | |
|---|-------------------|-----------------|-----------------|-----------------|-----------------|-----------------|------------------|-----------------|
| | Male | Female | Male | Female | Male | Female | Male | Female |
| Inexperience/ Lack of expertise | 3,914 (38.9) | 1,776 (43.0) | 3,701 (42.0) | 1,736 (44.5) | 2,986 (40.4) | 1,411 (41.5) | 10,601 (40.3) | 4,923 (43.0) |
| Violation - undue care and attention | 1,540 (15.3) | 569 (13.8) | 1,408 (16.0) | 568 (14.6) | 1,176 (15.9) | 524 (15.4) | 4,124 (15.7) | 1,661 (14.5) |
| Violation – over Prescribed concentration of alcohol | 274 (2.7) | 45 (1.1) | 354 (4.0) | 57 (1.5) | 377 (5.1) | 50 (1.5) | 1,005 (3.8) | 152 (1.3) |
| Excessive speed for circumstance | 452 (4.5) | 67 (1.6) | 263 (3.0) | 44 (1.1) | 208 (2.8) | 42 (1.2) | 923 (3.5) | 153 (1.3) |
| Total of 4 main contributing factors | 6,180 | 2,457 | 5,726 | 2,405 | 4,747 | 2,027 | 16,653 | 6,889 |
| Total of all contributing factors | 10,072 | 4,129 | 8,816 | 3,902 | 7,400 | 3,401 | 26,288 | 11,441 |

Source: Based on Queensland Transport, information provided, May 2003.

Notes:

* A single crash can involve more than one contributing factor

[#] This category may include drivers and riders under the age of 17.

NOVICE DRIVERS AND RIDERS (PROVISIONAL LICENCE HOLDERS OF ALL AGES)

35. Novice drivers and riders are drivers and riders of all ages who hold a provisional licence and are therefore in their first years of solo driving and riding. Approximately 53 per cent are young drivers and riders (17 to 19 years).²¹ Although some members of this group are older, they still lack driving and riding experience.
36. The following section discusses the characteristics and demographics of novice drivers and riders and their involvement in crashes.

Characteristics of novice drivers and riders

37. The graduated licensing system in Queensland requires novice drivers and riders of all ages to progress through a number of different licensing stages until they obtain a full or open licence.²² Just under half (47 per cent) of the novice drivers and riders in Queensland are aged 20 years or older.
38. Novice drivers and riders possess a number of similar characteristics to young drivers and riders. These characteristics include lack of experience, and the level of development of their cognitive processes and perceptual skills associated with driving.²³
39. Older novice drivers differ from their younger counterparts regarding social and psychological factors. Emotional and social maturity as well as related economic characteristics are important when considering factors relating to driving behaviour. However, these maturity factors differ widely across age groups, and within age groups. Drivers in the same age group can have very different maturity levels.²⁴
40. Older drivers differ markedly to young drivers in relation to their crash risks whilst carrying passengers. Crash rates for older drivers do not differ when travelling with or without passengers, but young drivers' crash risks increase while carrying passengers.²⁵ Both maturity and experience play a role in driving behaviour.
41. Older novice drivers are more likely to be emotionally and socially mature. However, a combination of age-related motivational characteristics and driving experience determine crash risks.²⁶ In fact, it takes 20 to 30 years of driving experience to achieve the safest driving levels.²⁷

Demographics of novice drivers and riders in Queensland

42. In Queensland, a person 17 or older may hold a provisional licence. Table (6) below provides a breakdown for the number of provisional licence holders by gender and age, at November 2002.²⁸ From the table, male provisional licence holders outnumber females for all age groups.

²¹ QT, information provided, May 2003.

²² Queensland Transport, *submission no 32R*, p. 2.

²³ Triggs & Smith, p. 10.

²⁴ Catchpole, Macdonald & Bowland, p. 72.

²⁵ Williamson, p. 7.

²⁶ Catchpole, Macdonald & Bowland, p. 75.

²⁷ Fildes et al cited in J Langford, 'Using the research to reduce novice driver crashes', *Developing Safer Drivers and Riders Conference Proceedings*, Australian College of Road Safety, Mawson, Australian Capital Territory, 21-23 July 2002, p. 34.

²⁸ QT, information provided, May 2003.

Table 6: Provisional licence holders, by age and gender, Queensland, November 2002

| Age | Number | | | Percentage of All Provisional Licence Holders* | | |
|--------------|---------------|---------------|----------------|--|-------------|--------------|
| | Males | Females | Total | Male | Female | Total |
| 17-19 | 47,484 | 39,042 | 86,526 | 29.2 | 24.0 | 53.3 |
| 20-24 | 28,645 | 26,275 | 54,920 | 17.6 | 16.2 | 33.8 |
| 25-29 | 4,529 | 2,857 | 7,386 | 2.8 | 1.8 | 4.6 |
| 30-39 | 4,490 | 2,580 | 7,070 | 2.8 | 1.6 | 4.4 |
| 40-49 | 2,796 | 1,256 | 4,052 | 1.7 | 0.8 | 2.5 |
| 50-59 | 1,444 | 411 | 1,855 | 0.9 | 0.3 | 1.1 |
| 60-69 | 431 | 89 | 520 | 0.3 | 0.1 | 0.3 |
| 70+ | 97 | 15 | 112 | 0.1 | <0.1 | 0.1 |
| Total | 89,916 | 72,525 | 162,441 | 55.4 | 44.8 | 100.1 |

Source: Based on Queensland Transport, information provided, May 2003.

Note: * Due to rounding errors, the sum of the percentage totals do not equal 100.0.

43. There were 162,441 provisionally licensed drivers and riders in Queensland at November 2002. They accounted for 6.5 per cent²⁹ of the Queensland driving population at the time. From the table, 87.1 per cent (141,446) of all provisional licence holders are aged 17 to 24.³⁰
44. The distribution of provisional drivers and riders varies throughout Queensland. Table (7) below highlights the number of provisional drivers in each of the policing regions throughout the state.³¹ From the table, most provisional drivers and riders (40.0 per cent (18.0 + 16.4 + 14.6)) live in the south eastern parts of Queensland that comprise South Eastern, Metro North and Metro South regions.

Table 7: Provisional drivers and riders, by gender and policing regions, Queensland, November 2002

| Policing Region | Males | Females | Total | Percentage* |
|-----------------|---------------|---------------|----------------|--------------|
| North Coast | 16,629 | 12,887 | 29,516 | 18.2 |
| South Eastern | 16,070 | 13,091 | 29,161 | 18.0 |
| Metro South | 14,577 | 12,096 | 26,673 | 16.4 |
| Metro North | 12,547 | 11,158 | 23,705 | 14.6 |
| Southern | 9,994 | 8,003 | 17,997 | 11.1 |
| Central | 8,615 | 6,691 | 15,306 | 9.4 |
| North | 6,084 | 4,647 | 10,731 | 6.6 |
| Far North | 5,408 | 3,959 | 9,367 | 5.8 |
| Total | 89,924 | 72,532 | 162,456 | 100.1 |

Source: Based on Queensland Transport, information provided, May 2003, and the Queensland Police Service, September 2003.

Note: * Due to rounding errors, the sum of the percentage totals do not equal 100.0.

²⁹ Queensland Transport figures indicate there were 2,494,238 licensed drivers and riders in Queensland in November 2002.

³⁰ QT, information provided, May 2003.

³¹ These figures are representation only. The distribution of licence holders by postcode was used as a basis, however, in many cases one postcode crossed two police regions.

Involvement of novice drivers and riders in crashes in Queensland

45. Novice drivers comprise 6.5 per cent Queenslanders driver/rider population, yet were involved in 16.5 per cent (27,864) of all crashes (168,510) on Queensland roads from 1998 to 2002.³² Like young drivers and riders, they are over-represented in crashes.

Table 8: Driver/rider crashes by severity and licence type of the driver/rider, Queensland, 1998 – 2002

| Licence Type | Fatal | Hospitalisation | Medical Treatment | Minor Injury | Property Damage | Total |
|----------------------|--------------|-----------------|-------------------|---------------|-----------------|----------------|
| Open | 1,110 | 19,957 | 31,082 | 18,785 | 47,680 | 118,614 |
| Provisional | 271 | 4,219 | 6,605 | 3,979 | 12,790 | 27,864 |
| Learner | 68 | 957 | 1,051 | 484 | 1,674 | 4,234 |
| Other/ Unlicensed | 257 | 3,032 | 3,679 | 2,122 | 8,708 | 17,798 |
| Total | 1,449 | 25,133 | 38,738 | 23,248 | 62,144 | 168,510 |

Source: Queensland Transport, information provided, May 2003.

46. Table (9) provides statistics on crashes in Queensland for the five years 1998 to 2002 with breakdowns for crash severity and the licence type of the driver/rider involved judged by police to be most at fault. From the table, provisional licence holders were judged 'most at fault' in 20.7 per cent (19,024) of crashes during the period. They were judged most at fault in 68.3 per cent (19,024) of the 27,864 crashes in which they were involved.³³ In comparison, open licence holders were judged most at fault in 49.9 per cent (59,159) of their total crashes (118,614).

Table 9: Crashes by novice driver/rider most at fault, by severity and licence type, Queensland, 1998 – 2002

| Licence Type | Fatal | Hospitalisation | Medical Treatment | Minor Injury | Property Damage | Total |
|----------------------|------------|-----------------|-------------------|---------------|-----------------|---------------|
| Open | 631 | 10,624 | 14,818 | 8,831 | 24,255 | 59,159 |
| Provisional | 203 | 2,987 | 4,374 | 2,546 | 8,914 | 19,024 |
| Learner | 51 | 751 | 706 | 343 | 1,315 | 3,166 |
| Other/ Unlicensed | 188 | 2,015 | 2,288 | 1,347 | 4,595 | 10,433 |
| Total | 885 | 14,362 | 19,898 | 11,720 | 34,484 | 91,782 |

Source: Queensland Transport, information provided, May 2003.

47. Table (10) highlights the four most prevalent contributing factors in crashes, as judged by police, with breakdowns for the licence type and gender of the drivers/riders involved. The four main contributing factors for provisional driver/rider crashes account for 62.0 per cent of all factors that contributed to novice driver crashes. It is therefore important to consider these factors when discussing provisionally licenced drivers and riders. 'Inexperience/lack of expertise' and 'undue care and attention' are particularly important as these two factors contributed to 56.3 per cent of provisional driver and rider crashes between 1998 and 2002.³⁴
48. From the table, inexperience/lack of expertise was by far the most prevalent factor in learner and provisional driver and rider crashes. It was judged by police to be a factor in 39.5 per cent and 41.7 per cent of crashes involving provisionally licensed driver and rider males and females respectively. The top four factors combined account for 63.3 per cent of factors in crashes involving provisionally licensed males, and 59.0 per cent of factors in crashes involving provisionally licensed females. The table also contrasts the significance of inexperience/lack of

³² QT, information provided, May 2003.

³³ QT, information provided, May 2003.

³⁴ QT, information provided, May 2003.

expertise in provisional driver and rider crashes and the minor role it was judged to play in crashes involving open licence holders.

49. The data in Table (10) suggests that provisionally licensed drivers and riders are a clear sub-group within the driving population, with distinct characteristics separating them from other drivers and riders.

Table 10: Novice driver/rider crashes, by contributing factors, Queensland, 1998 – 2002

| Contributing Factors | Provisional No. (per cent) | | Learner No. (per cent) | | Open No. (per cent) | | Total No. (per cent) | |
|--|-------------------------------|-----------------|---------------------------|-----------------|------------------------|-----------------|-------------------------|------------------|
| | Male | Female | Male | Female | Male | Female | Male | Female |
| Inexperience/ Lack of expertise | 11,425 (39.5) | 5,542 (41.7) | 1,889 (38.7) | 846 (40.8) | 232 (0.4) | 216 (0.7) | 13,546 (15.1) | 6,604 (14.1) |
| Violation - undue care and attention | 4,817 (16.6) | 1,981 (14.9) | 745 (15.3) | 331 (16.0) | 12,387 (22.2) | 6,909 (22.0) | 17,949 (20.0) | 9,221 (19.7) |
| Violation – over Prescribed concentration of alcohol | 1,242 (4.3) | 179 (1.3) | 369 (7.6) | 67 (3.2) | 2,779 (5.0) | 674 (2.1) | 4,390 (4.9) | 920 (2.0) |
| Excessive speed for circumstance | 838 (2.9) | 143 (1.1) | 219 (4.5) | 38 (1.8) | 1,028 (1.8) | 227 (0.7) | 2,085 (2.3) | 408 (0.9) |
| Total of 4 main contributing factors | 18,322 (63.3) | 7,845 (59.0) | 3,222 (66.0) | 1,282 (61.9) | 16,426 (29.4) | 8,026 (25.5) | 37,970 (42.4) | 17,153 (36.7) |
| Total of all contributing factors | 28,949 | 13,296 | 4,881 | 2,071 | 55,810 | 31,423 | 89,640 | 46,790 |

Source: Based on Queensland Transport, information provided, May 2003.

Note: * A single crash can involve more than one contributing factor.

AGE VERSUS INEXPERIENCE

50. It is unclear whether age or inexperience is the better predictor of crash risk. While some research identifies the importance of experience, the strong correlation between age and inexperience makes it difficult to identify which is more strongly associated with crash risk.³⁵ However, driving inexperience affects all drivers and riders, regardless of age.
51. Australian research suggests experience to be the more important predictor of crash risk than age. However, the same study also notes the contribution of recklessness to crash risk, an attribute more common amongst younger drivers and riders.³⁶
52. Individuals of all ages learning a complex skill, such as driving and riding, will make mistakes during the early stages.³⁷ However, young drivers and riders are more likely to take risks deliberately. The design of Graduated Licensing Schemes (GLS) addresses the inexperience of drivers and riders rather than attempting to reduce deliberate risk taking.³⁸

³⁵ Catchpole, McDonald & Bowland, p. 19.

³⁶ Catchpole, McDonald & Bowland, p. 75.

³⁷ PF Waller, 'The genesis of GDL', *Journal of Safety Research*, vol. 34, 2003, p. 19.

³⁸ Waller, p. 19.

ECONOMIC COSTS OF NOVICE DRIVER AND RIDER CRASHES IN QUEENSLAND

53. Table (3) on page (7) of this report shows the number of crashes involving a young driver and rider, aged 17 to 19 years by severity and age during the five years from 1998 to 2002. Young drivers were involved in 22,920 crashes during this period. Of these crashes, 243 were fatal and 3,648 involved a hospitalisation.
54. The Bureau of Transport Economics (BTE) identified the average cost per crash as well as the average cost of fatal, serious, minor and property damage only crashes in Australia in a comprehensive study in 2000.³⁹ The study lists costs for crashes of differing injury severity including no injury (property damage only) in 1996 dollars as follows:
- Fatal \$1,652,994;
 - Serious \$407,990;
 - Minor \$13,776; and
 - Property Damage Only \$5,808.
55. These cost estimates reflect the human costs (such as medical, ambulance and rehabilitation costs, the costs of long-term care, legal costs and quality of life), vehicle costs (such as the cost of repairs, unavailability of vehicles and towing) and general cost (such as travel delays, insurance administration, non-vehicle property damage and police, fire and emergency services).⁴⁰

Young driver and rider crashes

56. Table (11) applies the BTE costs to the average number of crashes involving young drivers and riders (aged 17 to 19) per annum over the five years from 1998 to 2002 (from Table (3)) to give estimates of average annual costs per crash type.

Table 11: Annual aggregate costs of young driver and rider (17-19 years) crashes, by severity, 1998 – 2002

| Crash severity | Average number of crashes per annum | Aggregate cost \$000* per annum |
|--|-------------------------------------|---------------------------------|
| Fatal | 243 | 80,336 |
| Serious (hospitalisation) | 3,648 | 297,670 |
| Minor (medical treatment and minor injury) | 8,355 | 23,020 |
| Property damage only | 10,674 | 12,399 |
| Total | 22,920 | \$413,424 |

Source: Adapted from Queensland Transport, information provided, May 2003, and Bureau of Transport Economics, Road Crash Costs in Australia, report no. 102, Bureau of Transport Economics, Canberra, 2000.

Note: * in 1996 dollars

57. From the table, young driver and rider crashes in Queensland cost \$413 million per annum over the five years from 1998 to 2002. While the BTE identify fatal crashes as the most expensive, the larger numbers of serious crashes means this type of crash costs more annually. Serious crashes cost an average of \$298 million annually while fatal crashes cost an average of \$80 million. Minor crashes and property damage only crashes cost an average of \$23 million and \$12 million each year respectively.

³⁹ Bureau of Transport Economics, *Road crash costs in Australia*, report no. 102, Bureau of Transport Economics, Canberra, 2000, p. 81.

⁴⁰ BTE, p. xi.

Novice driver and rider crashes

58. The committee also identified the cost of crashes for novice drivers and riders (on a provisional licence).
59. Table (12) applies the BTE costs to the average number of crashes involving provisionally licensed drivers and riders per annum over the five years from 1998 to 2002 (from Table (8)) to give estimated average annual costs per crash type. During this period, there were 27,864 crashes involving a provisionally licensed driver or rider. Of these, 271 crashes were fatal and 4,219 involved a hospitalisation.
60. From the table, the average annual cost for novice crashes (in 1996 dollars) in Queensland during 1998 to 2002 was \$478 million. Hospitalisation crashes cost an average of \$344 million each year between 1998 and 2002. Fatal crashes were the second most expensive crash category costing an average of \$89.6 million per annum. Minor and property damage only crashes cost \$29 million and \$15 million respectively per annum over the period.

Table 12: Average aggregate annual costs of provisional driver and rider crashes by severity, Queensland, 1998 - 2002

| Crash severity | Average number of crashes per annum | Aggregate cost \$000* per annum |
|--|-------------------------------------|---------------------------------|
| Fatal | 271 | 89,593 |
| Serious (hospitalisation) | 4,219 | 344,262 |
| Minor (medical treatment and minor injury) | 10,584 | 29,161 |
| Property damage only | 12,790 | 14,857 |
| Total | 27,864 | \$477,872 |

Source: Adapted from Queensland Transport, information provided, May 2003, and Bureau of Transport Economics, Road Crash Costs in Australia, report no. 102, Bureau of Transport Economics, Canberra, 2000.

Note: * in 1996 dollars

PART 3 ~ QUEENSLAND SAFETY INITIATIVES

61. A range of road safety measures is in place in Queensland to reduce crash risks for young and novice drivers and riders.
62. Part (3) discusses initiatives of Queensland Transport, the Queensland Police Service, the Queensland Fire and Rescue Service and Education Queensland aimed at young and/or novice drivers and riders. The information presented is from the departments' submissions and provides a useful context for considering the need for further initiatives. A vast array of initiatives by community and road user groups supplements the initiatives by government agencies. The committee acknowledges their contribution to young and novice driver and rider safety in Queensland.

QUEENSLAND TRANSPORT

63. Queensland Transport has implemented a number of programs that specifically target the safety of young drivers and riders. Young and novice drivers and riders may also benefit from road safety programs aimed at wider groups of road users. The following section discusses both specific and general initiatives by the department.⁴¹

Queensland Road Safety Strategy 2004-2011

64. Queensland Transport is developing the principal road safety planning document for Queensland for the next decade, the *Queensland Road Safety Strategy 2004-2011*.⁴² The current strategy will expire in 2003. The department published a discussion paper to encourage public discussion of and participation in the strategic planning processes. According to the department, issues related to young and novice drivers will receive consideration in the document.
65. In 2000, the Hon Steve Bredhauer MP, Minister for Transport and Main Roads agreed with the targets for crash reductions set in the *National Road Safety Strategy 2001-2010*. Application of the national figure of a 40 per cent reduction in road fatalities per 100,000 population would result in a rate of 5.34 fatalities per 100,000 population in 2010 or 233 or less fatalities (based on a population growth of 2 per cent).

Driver Safety and Education Strategy

66. Queensland is reviewing its Driver Safety and Education Strategy, it's strategy for addressing driver behaviour. The department expects to complete the review July 2004. The objective of the review is to continue to develop, promote and implement the best ways to improve the safety and competency of drivers in an effort to reduce the road toll and road-related trauma through improving driver and other road user behaviour.⁴³

⁴¹ QT, submission no. 34E, pp. 6-14.

⁴² QT, 34E, p. 6.

⁴³ QT, 34E, p. 6.

Mount Cotton Training Centre

67. Queensland Transport is possibly unique in Australia because it owns a purpose-built off-road driver training facility, the Mount Cotton Training Centre, as well as a training provider, Mount Cotton Training Services. The operating budget for the facility for 2003-2004 is \$810,000, and the facility is currently valued at \$8.5 million.⁴⁴
68. Queensland Transport has owned and managed the Mount Cotton Training Centre since 1993. According to the department, the centre is a world-class driver training facility, and comprises six purpose built driving facilities to simulate conditions encountered in everyday driving. The vehicle training areas include a light vehicle skidpan, road circuit (which includes a floodway), a heavy vehicle manoeuvring area with wet area and circuit, and a 4WD off road track.⁴⁵ The facility is used to deliver training to Queensland Police Service recruits, the Queensland Ambulance Service and the Queensland Fire and Rescue Services.⁴⁶ Private education and training providers use the facility to deliver a range of pre-licence, learner, novice and fleet driver education and training programs.

The Post Licence Driver Training Program

69. The department's Post Licence Driver Training (PLDT) program offers a form of accreditation for post-licence driver trainers who meet criteria set by the department. The program provides a referral service to assist clients looking for post-licence driver training providers.
70. According to the department, it has contractual agreements with 18 driver training companies to provide post-licence driver training in Queensland. Eligible driver trainers are placed on the department's PLDT database at no charge. The department then refers inquiries about post licence driver training to these PLDT providers.⁴⁷ In addition to inquiries through customer service centres and the Queensland Transport website, the department receives approximately ten calls state-wide per month about post-licence driver training providers.⁴⁸

Q-RIDE

71. Q-RIDE is a competency-based training and assessment approach to motorbike licensing in Queensland. To gain a provisional motorbike licence, riders with a learner licence are able to choose the Q-RIDE path as an alternative to holding the learner licence for six months and passing the Q-SAFE practical riding test with Queensland Transport.⁴⁹

Queensland's graduated licensing system

72. The graduated licensing system in Queensland complies with the national driver licensing scheme provisions. This system allows novices to gain experience initially in less risky driving and riding environments. Figure (3) below provides an overview of the current system to obtain a driver's licence in Queensland. The system is prescribed in the *Transport Operations (Road Use Management) Act 1995* and regulations, including the *Transport Operations (Road Use Management – Driver Licensing) Regulation 1999*.⁵⁰

⁴⁴ S Bredhauer MP, Minister for Transport and Minister for Main Roads, personal correspondence dated 12 November 2003.

⁴⁵ S Bredhauer MP, Minister for Transport and Minister for Main Roads, personal correspondence dated 13 October 2003.

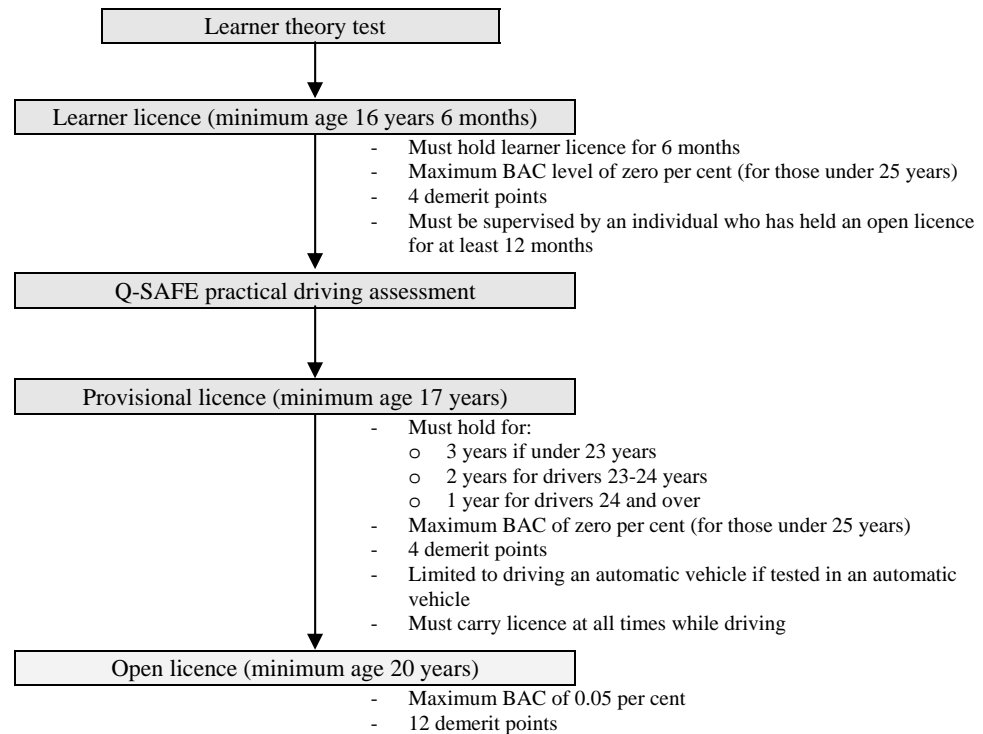
⁴⁶ Bredhauer, 13 October 2003.

⁴⁷ Bredhauer, 13 October 2003.

⁴⁸ Bredhauer, 12 November 2003.

⁴⁹ QT, 34E, pp. 7-8.

⁵⁰ QT, 32R, pp. 1-2.

Figure 3: Obtaining a driver's licence in Queensland

Source: Derived from Queensland Transport, submission no. 32R, pp.1-4.

Public education campaigns

73. Queensland Transport carry out a number of public education campaigns aimed at key risk groups. They also actively promote road safety at venues and events targeting groups aged 17 to 24 years. These campaigns include:

- Anti-speeding television advertising during 2002;
- Publication of the booklet *Your keys to driving in Queensland* to help young drivers learn the road rules. The booklet is on sale through newsagents for \$9.25. It includes a guide for tutors to help improve the quality of driving instruction provided to learner drivers and a logbook to record the learner driving experiences;
- Advertising during Schoolies Week and university orientation weeks to highlight the risks of drink and drug driving as well as drink walking;
- On-road youth promotions during key road safety campaigns in conjunction with radio stations, *B105* and *Triple M Rock*;
- Promotions in conjunction with the Queensland Reds Rugby Union during 2002;
- Pub/club promotions during the second half of 2002. The department promoted anti-drink driving and anti-drink walking messages using posters, coasters, standard drink cards and T-shirts in hotels and clubs;
- Media releases targeted at younger people during key youth activities such as Schoolies Week and sporting events; and
- The *Safety Net* community service program in conjunction with *Network Ten* in Brisbane. During Schoolies Week 2002, *Safety Net* aired a message, targeted at 17 to 24 year olds, about the importance of being a responsible passenger.⁵¹

⁵¹ QT, 34E, pp. 9-10.

School Transport Safety Task Force

74. Queensland Transport is implementing recommendations from the *School Transport Safety Task Force* report.⁵²

Secondary schools safety initiatives

75. During 2002, Queensland Transport distributed a booklet to all Queensland secondary schools to assist students in grade 11 and 12 develop positive and safe attitudes towards driving.⁵³

Road safety education in schools

76. Queensland Transport has developed a range of web-based road safety materials for teachers to use in the classroom. These resources are available from the www.roadsafety.net website.⁵⁴

Student driver education

77. The department's student driver education website aims to develop the knowledge, skills, attitudes and behaviour of students as they enter the road environment as young drivers. It can be accessed through www.roadsafety.net.⁵⁵

Education modules

78. Queensland Transport and the Queensland Studies Authority have developed modules focussing on road safety. For example, students identify issues involved in drinking and driving before developing an action plan.⁵⁶

RAW Health

79. *RAW Health* is an innovative resource for secondary schools that builds upon the teaching resources in the RAW classroom kit. The stimulus materials and activities in the kit provide students with opportunities to demonstrate core learning outcomes from Queensland syllabus documents. The RAW Health program aims to promote positive attitudes and behaviours towards risk taking, peer group pressure, mortality, self-concept, self-esteem and relationships. The Victorian Transport Accident Commission was a partner in the development of this program to meet an existing need in secondary schools road safety education.⁵⁷

Driver mentoring program

80. Queensland Transport, in conjunction with parents of students at the St Mary's College in Toowoomba, developed a mentoring program called the Driver Experience Enhancement Program (DEEP) for students. This program uses information and education sessions as well as a commitment from college students and parents to practice driving and record 120 hours of supervised driving practice.⁵⁸ The DEEP program is discussed further in Part (5).

⁵² QT, 34E, p. 10.

⁵³ QT, 34E, p. 10.

⁵⁴ QT 34E, p. 11.

⁵⁵ QT, 34E, p. 11.

⁵⁶ QT, 34E, p. 11.

⁵⁷ QT, 34E, p. 12; QT, *RAW Health – a Health and Physical Education Key Learning Area resource to support RAW in the classroom*, Queensland Transport, Brisbane, 2003, <www.roadsafety.qld.gov.au>.

⁵⁸ QT, 34E, p. 13.

Rural Youth Drive Alive

81. Rural Youth Drive Alive (RYDA) is a road safety education intervention project trialled during 2002 in Longreach. This program used professional driving instruction and was supported by a behavioural and attitudinal component.⁵⁹

Penalties and sanctions review

82. Queensland Transport is reviewing the penalties and sanctions that apply to traffic offences with a view to improve driving behaviour and reducing the road toll. According to the department, the review will ensure fines and demerit points penalties match the severity of the offence as well as educate and encourage road users to take more responsibility for their driving behaviour.⁶⁰ The review should be completed in 2004.⁶¹

Road safety initiatives package

83. Between 14 December 2001 and 8 February 2002, Queensland Transport trialled a bundle of measures called the *Holiday Period Road Safety Initiatives Package*. The package included additional speed camera operating hours, on-road police enforcement and education, as well as an increase in the level of public education and the commencement of work on the penalties and sanctions review mentioned above.⁶²

QUEENSLAND FIRE AND RESCUE SERVICE

Road Accident Awareness Program

84. The Queensland Fire and Rescue Service (QFRS) created the Road Accident Awareness Program (RAAP) community education activity in response to the increasing rate of teenage death and injury in motor vehicle crashes. Fire fighters visit schools and conduct a practical demonstration of road accident rescue equipment such as the 'jaws of life', followed by a classroom presentation about the realities of road accidents.⁶³
85. The service initially trialled the program in a small area of Southeast Queensland. Following favourable feedback from both program participants and teachers, the service expanded the program across the state. By the end of 1999, the program had been delivered to over 19,000 year 12 students across Queensland. During 2001-2002, the QFRS delivered the program to over 25,000 students and young adults.⁶⁴

⁵⁹ QT, 34E, p. 13.

⁶⁰ QT, 34E, p. 14.

⁶¹ S Bredhauer MP (Minister for Transport and Minister for Main Roads), *Tough new penalties to save lives*, (media release), 9 April 2003.

⁶² QT, 34E, p. 14.

⁶³ Queensland Fire and Rescue Service, *submission no. 30E*, p. 5.

⁶⁴ QFRS, 30E, p. 2.

QUEENSLAND POLICE SERVICE

86. In addition to its central role in providing on-road enforcement of traffic and licensing laws and the management of road users, the Queensland Police Service has three programs designed to assist young and provisionally licensed drivers and riders.

School Based Policing Program

87. The School Based Policing Program is a joint initiative of the Queensland Police Service and Education Queensland. The Program is based on the interaction of a school-based police officer (SBPO) with students and school authorities in a school environment.⁶⁵ The Queensland Police Service has 19 SBPOs located in schools throughout Queensland. SBPOs deliver a range of road safety related information, though there is no centralised curriculum from the Queensland Police Service for this purpose. SBPOs essentially collate their own material to suit the age groups of the classes addressed. Speakers from departments such as Education Queensland and Queensland Transport assist SBPOs deliver lectures on road safety in schools.⁶⁶ Typically, SBPOs deliver presentations to school students relating to the *Fatal Four*, road rules and bicycle safety as well as general road safety information.

Helping Educate for Life Preservation Program

88. SBPOs also assist in the coordination of the Helping Educate for Life Preservation (HELP) program.⁶⁷ The HELP program is designed to allow a joint community and emergency services based approach to reduce the occurrence of traffic incidents involving the 17 to 25 year old age group. The program seeks to assist novice drivers by providing them with basic levels of skills and knowledge that may reduce their involvement in road incidents. The program also delivers information on road safety statistics, driver education, the *Fatal Four*, party safety tips and alcohol absorption rates.⁶⁸
89. The HELP program comprises a series of sessions, typically conducted within a classroom setting. Within the HELP program the Queensland Ambulance Service deliver a session on emergency treatment at a road crash scene. The HELP program is tailored towards senior high school students, and sponsored by the Apex Club of Queensland.⁶⁹

Problem Oriented Policing Initiative

90. Problem-oriented policing (POP) is a systematic and targeted approach to analysing and addressing crime trends and associated community problems, or using intelligence in conducting major investigations or operations.⁷⁰ It involves identifying common characteristics between incidents, analysing their underlying causes and sources, developing responses and solutions and evaluating the outcomes of these responses. Under the POP initiative, the Queensland Police Service administers funding grants in support of problem oriented policing programs. A number of POP grants within the Queensland Police Service have been sponsored for the purpose of delivering road safety related education.⁷¹

⁶⁵ Queensland Police Service, *submission no. 45E*, p. 16.

⁶⁶ QPS, *45E*, p. 17.

⁶⁷ QPS, *45E*, p. 17.

⁶⁸ QPS, *45E*, p. 17.

⁶⁹ QPS, *45E*, p. 17.

⁷⁰ QPS, *45E*, pp. 17-18.

⁷¹ QPS, *45E*, p. 2.

EDUCATION QUEENSLAND

School Road Safety Education Strategic Reference Group

91. The Hon Anna Bligh MP, Minister for Education, established the School Road Safety Education Strategic Reference Group (SRSESRG) in 2002 to provide advice regarding:
 - Road safety education in the school curriculum in years 1 to 10; and
 - Strategies for including road safety education and student driver education in years 11 and 12.⁷²
92. The SRSESRG comprises representatives of Education Queensland, Queensland Transport, the catholic and independent education sectors, principals' associations, the Queensland Teachers Union, Queensland Police Service, QFRS, RACQ and the Department of Premier and Cabinet.⁷³

The Health and Physical Education Syllabus for Year 1 to 10

93. Education Queensland has a curriculum, *The Health and Physical Education Syllabus for Year 1 to 10*, that includes road safety components. This syllabus is compulsory. According to the department, it is planned that students undertaking the course will develop attitudes that will generalise to influence safe driving in the post-school years, though the provision of theoretical or practical driver education/training is not a significant issue in the curriculum.⁷⁴
94. For year 11 and 12 students, road safety may be covered in the school context in elective health and physical education subjects or within schools' extra curricula activities.⁷⁵

Support for Roadcraft Driver Education - Gympie

95. 'Roadcraft' was established in 1979 on the initiative of the Gympie Rotary Clubs with assistance from other service clubs in response to concern at the mounting road toll.⁷⁶ The complex provides a range of road safety education for primary and secondary school students, and driver training programs.
96. An Education Queensland officer located at the Gympie Roadcraft complex provides some statewide coordination.⁷⁷

⁷² Education Queensland, *submission no. 46E*; p. 2.

⁷³ EQ, 46E, pp. 1-3.

⁷⁴ EQ, 46E, p. 2.

⁷⁵ EQ, 46E, p. 2.

⁷⁶ Roadcraft Driver Education, *About Roadcraft*, Roadcraft Driver Education, Gympie, 2003, <www.drivertraining.com.au>.

⁷⁷ EQ, 46E, p. 2.

PART 4 ~ REDUCING THE ROAD TOLL FOR YOUNG QUEENSLANDERS - IS EDUCATION ENOUGH?

97. The key motivation for this inquiry was to examine the involvement of young and novice drivers and riders in crashes in Queensland, the factors contributing to these crashes as well as possible countermeasures, including post-licence driver and rider education and training.
98. For many young Queenslanders, gaining a provisional licence is a right of passage to solo driving or riding and independence, but it is only the beginning of their journey to becoming a safe driver or rider. While they quickly adapt to the tasks of controlling a vehicle, changing the gears, cornering, signalling and applying the brakes, the development of higher order cognitive skills critical to avoiding a crash can take years of on-road experience to develop.⁷⁸ The first years of driving unsupervised during the provisional or intermediate licence stage are perhaps the most critical and dangerous of their driving career.⁷⁹
99. Part (4) discusses the training and education available to novice drivers and riders holding provisional licences, and its road safety value.

Defining driver/rider education and training

100. Driver/rider ‘training’ and ‘education’ have different theoretical definitions. In practice, people often regard the terms as synonymous, use them interchangeably and draw little distinction between them. This is particularly evident in the international literature on the subject.
101. Generally, **training** is ‘hands on’ and relates to the skills involved in handling a vehicle. **Education** may include driver training but involves imparting a wider understanding of driving or riding in all its intricacy.⁸⁰

NOVICE DRIVER/RIDER TRAINING AND EDUCATION IN QUEENSLAND

102. As in most Australian states and territories, there is no general requirement for drivers and riders in Queensland to take part in driver or rider training or education programs once they receive their provisional licence.⁸¹
103. The courts may, however, direct individual drivers and riders who commit drink driving offences to participate in a driver/rider education program.⁸²
104. To better understand the types of post-licence education and training offered in Queensland, the committee invited members of the recently-formed Road Safety Educators Association (RSEA) to participate in a survey about their courses and programs. The RSEA is an association of

⁷⁸ Fildes et al, cited in Langford, p. 34.

⁷⁹ AF Williams, ‘Teenage drivers: patterns of risk’, *Journal of Safety Research*, vol. 34, 2003, pp. 7-8.

⁸⁰ Langford, pp. 33-44.

⁸¹ The exception is the New South Wales compulsory training course for motorbike riders to obtain their rider licence.

⁸² *Transport Operations (Road Use Management) Act* S.82; *Traffic Regulations* 1962, S.170A, 171.

professional, post-licence driver/rider training providers in Queensland.⁸³ Nine of the association's ten members participated. According to the association's President, Mr John Fraser, the services provided by association members account for the majority of post-licence training programs delivered in Queensland. A summary of the results for the nine responses received, together with the questionnaire, is at Appendix (H). Some of the more pertinent findings include:

- RSEA members offer a range of programs targeted at novices, experienced and work-related drivers;
 - The duration of courses range from six hours on a single day to 221 hours delivered over 40 weeks. Two providers provide un-structured, tailored courses on request;
 - Topics covered in the theory component of courses include the road rules, novice driver/rider crash risks and the injuries crashes cause, factors contributing to crashes, the human and financial impacts of crashes on crash victims, what to do if involved in a crash, emergency first aid, risk taking, alcohol and other drugs, fatigue, peer pressure, penalties and traffic infringements, the risk of driving/riding with passengers or at night, choosing a vehicle suited to novices, and vehicle maintenance;
 - Seven of the nine respondents stated they received no assistance from Queensland Transport or other transport agencies in developing their curricula; and
 - Most RSEA members collect feedback from course participants; eight providers survey their participants, seven discuss effectiveness of their programs with participants and three providers use an independent scientific evaluation to gauge the effectiveness of their courses/program for novices in imparting information and influencing behaviour.
105. This small survey suggests a range of post-licence programs, curricula and learning methods available in Queensland.

Incentives for novice drivers and riders to complete post-licence training and education

106. While participation in post-licence education and training is not routinely required in Australia, a number of states and territories as well as New Zealand provide incentives or other support to undertake post-licence courses.
107. The Australian Capital Territory and New Zealand governments offer incentives to encourage provisional licensees with six months solo driving experience to participate in post-licence education programs on a user-pays basis. Both systems relax the participation requirements for older provisional drivers and riders.⁸⁴
108. The New Zealand Government approves two courses, *Streets Ahead* and the *New Zealand Defensive Driving Course*. Drivers and riders may complete both courses. Provisional drivers and riders who complete at least one of these courses receive a time discount that reduces the period they must remain on their provisional licence. This is a powerful incentive to undertake the training given the restrictions on night driving and the carrying of passengers that apply in that country during the provisional licensing stage. Provisional licence holders aged 25 years and older can undertake the training as soon as they receive their provisional licence.⁸⁵
109. Unlike their New Zealand counterparts, provisionally licensed drivers in the Australian Capital Territory who complete the *Road Ready Plus* course receive no time discount. Instead, they receive a further four demerit points (bringing the total to eight) and are exempt from the

⁸³ Road Safety Educators Association, *submission no. 36E*, p. 9.

⁸⁴ B Wood (Minister for Urban Services – Australian Capital Territory), *submission no. 37E*, p. 1.; Land Transport and Safety Authority, *Getting your full licence*, Land Transport and Safety Authority, Wellington, New Zealand, 2002, <www.ltsa.govt.nz>.

⁸⁵ LTSA, *Getting your full licence*.

requirement to display P-plates for the remainder of their provisional licence stage.⁸⁶ Provisionally licensed drivers aged 26 and older receive the additional demerit points and P-plate exemption automatically.

110. The Northern Territory Government meets part of the cost of its provisional licensee training program for riders called Motorcycle Education Training and Licensing (METAL). METAL operates on a user pays basis with a component of the course costs met by the Territory Insurance Office (TIO). The METAL program consists of four courses. Two are aimed principally at post-licence motorbike riders.⁸⁷ All provisionally licensed drivers and motorbike riders in the Northern Territory may undertake the program.

Guidelines and other support

111. A number of states provide resources to assist agencies provide general road safety education and training programs or programs that target specific driver groups such as novices.
112. The Western Australian and New South Wales governments provide explicit guidelines for driver/rider training and education.⁸⁸ The Western Australian Government's *Driver Competency Standard* underpins a new driver training and licensing system. The standard specifies the attributes of safe driver performance and behaviour in relation to light, heavy and multi-combination vehicles. The standard sets the minimum requirements for learner drivers in that state and provides guidance for post-licence training as well.
113. The New South Wales Government's *Principles of Effective Community-Based Safe Driving Programs for Novice Drivers and Passengers*, produced by the Roads and Traffic Authority provides advice on existing programs and initiatives plus a checklist for community organisations planning to create new programs for young people to encourage safe driving/riding.

DOES NOVICE DRIVER/RIDER TRAINING AND EDUCATION DEVELOP SAFER DRIVERS AND RIDERS?

114. There is wide public concern that the current driver licensing system is allowing novice drivers and riders onto the roads who are ill prepared for the driving/riding task. This invariably leads to statements about the need for more training and education.
115. Almost everyone seems to have a view on the value of driver education and training to road safety. Most of the submissions to the committee and most people who attended the committee's 11 young driver forums during 2003 want to see drivers and riders better prepared for driving and/or riding, and for this preparation to begin in school. A broad cross-section of government agencies and non-government groups support education and training initiatives aimed at pre-learner, learner or provisionally licensed drivers and riders in Queensland.⁸⁹ This level of support

⁸⁶ Wood, 37E, p. 1.

⁸⁷ Department of Infrastructure, Planning and Environment, *Driver Licensing*, Department of Infrastructure, Planning and Environment, Darwin, 2003, <www.nt.gov.au>.

⁸⁸ Department of Planning and Infrastructure, *Driver Competency Standards*, Department of Planning and Infrastructure, Perth, 2003, <www.transport.wa.gov.au>; Roads and Traffic Authority, *Principles of effective community-based safe driving programs*, Roads and Traffic Authority, Sydney, 2002, <www.rta.nsw.gov.au>.

⁸⁹ Lions Australia, *submission no. 1E*, p. 1; Australian College of Road Safety, *submission no. 24E*, p. 5; Queensland Branch of the Australian Medical Association, *submission no. 27E*, p. 1; QFRS, 30E, p. 4; Australian Driver Trainers Association (Qld) Inc., *submission no. 32E* pp. 2-3; RSEA, 36E, p. 1; State Youth Advisory Council, *submission no. 38E*, p. 1; Queensland Ambulance Service, *submission no. 43E*, p. 1; Royal Automobile Club of Queensland, *submission no. 44E*, p. 5-11; QPS, 45E, p. 18; EQ, 46E p. 3.

is typical of other inquiries and studies of young driver issues. But does driver/rider education and training actually produce safer drivers and riders? Does it reduce crashes?

Research evidence

116. There is general acknowledgement of the role and value of pre-licence education and training for drivers and riders to develop vehicle control skills and knowledge of road rules.⁹⁰ However, on the value of education and training in reducing crash risks, the available research evidence is at best unequivocal. At worst, the research suggests that some forms of training may actually lead to more crashes because of novice drivers' and riders' inherent over-confidence and optimism bias.⁹¹ This research however is largely based on studies of pre-licence programs, and may not be relevant to the types of contemporary training and education programs for novices now delivered in Australia.⁹²
117. With any road safety intervention, the bottom line is lower crash risks. A series of studies in Australia and other countries have concluded that the road safety benefits of education and training have yet to be demonstrated. Recent studies include Mayhew & Simpson⁹³, Vernick et al⁹⁴ and Mayhew & Simpson⁹⁵ in North America, and Woolley⁹⁶ and Christie⁹⁷ in Australia. Researchers, trainers and educators alike acknowledge the lack of research evidence supporting the road safety benefits of education and training.
118. There are popular misconceptions about the causes of young driver and rider crashes. Many people assume young drivers and riders suffer from a shortage of skills, and that better educated and trained drivers and riders have reduced crash risks. Research evidence to date tends to suggest otherwise. On the subject of the causes of young driver crashes, one researcher makes the point that crashes and injuries result from what road users choose to do, at least as much as what they are able (or unable) to do.⁹⁸
119. Driver and rider trainers are largely critical of the research findings. They argue that research that concludes driver training and education has limited road safety value is flawed, or simply outdated and no longer relevant to current education and training approaches.⁹⁹ Others argue that the reliance on outcome evaluations of education and training programs may be inappropriate.¹⁰⁰
120. There is an apparent lack of recent Australian research into driver and rider training and education. As a result, researchers and governments rely on studies in other countries to draw conclusions about what are often described as 'typical' Australian education and training programs. This involves a number of assumptions. These studies, the programs on which they are based and the driver licensing context in which the programs operate may not be relevant to the

⁹⁰ Langford, p. 35.

⁹¹ Gregersen, *Accident Analysis and Prevention*, p. 249.

⁹² J Neilsen, 'Novice driver training: exploding the myths and misconceptions', *Developing Safer Drivers and Riders Conference Proceedings*, Brisbane, 21-23 July 2002, pp. 181-3.

⁹³ D Mayhew & H Simpson, *Effectiveness and role of driver education and training in a graduated licensing system*, Traffic Injury Research Foundation, Virginia, USA, 1996.

⁹⁴ JS Vernick, G Li, S Ogaitis, EJ MacKenzie, SP Baker, AC Gielen, FP Rivara, EJ MacKenzie 'Effects of high school driver education on motor vehicle crashes, violations and licensure', *American Journal of Preventative Medicine*, 1999, pp. 1640-6.

⁹⁵ D Mayhew & H Simpson, 'The safety value of driver education and training', *Injury Prevention*, pp. ii3-ii8.

⁹⁶ J Woolley, *In-Car Driver Training at High Schools: A Literature Review*, Transport South Australia, Adelaide, 2002.

⁹⁷ Christie, *The effectiveness of driver training as a road safety measure: a review of the literature*, report 01/03, RACV, 2001.

⁹⁸ L Lonero, 1999 'Reinventing driver education: Strategic directions for driver education in the 21st century', *First International Driver Conference*, <www.noviceforum.drivers.com>.

⁹⁹ J Fraser, *Hearing Transcript - Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 2.

¹⁰⁰ Watson, p. 2; R White, *Hearing Transcript - Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 18.

Australian programs or context. Then there is the assumption as to what constitutes a 'typical' Australian program.

121. Departmental representatives and researchers appear to know little about the current programs delivered by driver/rider educators and trainers.¹⁰¹ From the committee's own research, there are no 'typical' programs. As noted earlier from the survey of novice driver and rider education/training providers in Queensland, practitioners offer a range of courses and programs beyond what may have been offered in the past. Historically, researchers and bureaucrats had very little meaningful dialogue with education and training practitioners in Australia, and may be unaware of what current courses offer. Partly in response to this, the committee co-hosted a national conference in Brisbane in July 2002 called *Developing Safer Drivers and Riders*. The conference explored the future role of driver and rider training and education in road safety in Australia. One outcome from the conference was the recognition of the need for greater dialogue between driver and rider training practitioners and academics.¹⁰²
122. As noted above, the critical test for any road safety program is its capacity to reduce crash risks or crash severity. In effect, practitioners are asked to demonstrate irrefutable proof that the people who receive their training or education show measurable road safety benefits (fewer crashes), not merely the ability to recall facts and messages from the training. Historically, driver training and education has failed to show the returns demanded of it against these criteria.¹⁰³ Senserrick notes while crash and injury reductions are the main objective of driver training, it is recognised that many evaluations that examine effects of training on crash involvement are problematic.¹⁰⁴ Given that crashes are relatively rare events, the use of crash reductions as an effectiveness measure is unlikely to distinguish differences in small samples or short study periods.
123. The committee notes that training investments in other areas and media-based public education campaigns in road safety are not subjected to this level of scrutiny as to their outcomes.¹⁰⁵

Policy implications

124. In the absence of conclusive proof that investment in researching and developing education and training programs in Australia is beneficial for road safety, it is difficult to argue that governments should divert scarce resources away from road safety programs in other areas of road safety considered beneficial. Diverting resources from these areas would remove or diminish road safety countermeasures that are reducing crashes, and this would increase the road toll, not reduce it. For this reason, it seems there has been little real investment by governments in the development and understanding of driver and rider education. The field remains on the periphery of road safety in Australia.
125. Despite this, the public remain firmly supportive of the concept of further education and training.

¹⁰¹ QT, *Hearing Transcript - Reducing the Road Toll for Young Queenslanders*, 23 September 2003, pp. 38-42; Travelsafe Committee and ACRS, *Conference Communiqué*, Brisbane, 2002.

¹⁰² Travelsafe Committee and ACRS.

¹⁰³ W Harrison, *Report on Review of Novice Driver Road Safety Programs*, NRMA Motoring and Services, Sydney, March 2003, pp. 19-21.

¹⁰⁴ TM Senserrick, *Effectiveness of driver training for young, inexperienced drivers*, Monash University Accident Research Centre, Melbourne, 2002 (unpublished).

¹⁰⁵ QT, *Hearing Transcript*, pp. 41-2.

PART 5 ~ INITIATIVES TO REDUCE NOVICE DRIVER/RIDER CRASHES

126. According to Mayhew & Simpson, concern about the problem of young driver crashes, and a growing recognition of the failure of formal driver instruction to resolve it, has led to three inter-related directions in road safety:
1. New licensing approaches and the development of **graduated licensing schemes**;
 2. With the adoption of graduated licensing, heightened interest in **improving the delivery and content of driver education and training programs**; and
 3. Interest in **parent supervised practice** as a means to increase overall practice and accelerate skills development.¹⁰⁶
127. The following sections discuss potential developments in these areas to impacts on the crash risks of young and novice drivers and riders in Queensland.

GRADUATED LICENSING

128. There is a body of evidence supporting the road safety benefits of a graduated licensing scheme (GLS). A GLS is a system that gradually introduces new drivers to more complex traffic environments as they gain experience.¹⁰⁷
129. GLSs typically have three stages: a learner period, an intermediate period and a full licence issued after the satisfactory completion of the first two stages.¹⁰⁸ The purpose of the learner phase is to give new drivers or riders an opportunity to learn and practise their driving skills while under the supervision of an experienced driver or rider.¹⁰⁹ An intermediate licence permits solo driving subject to certain restrictions.¹¹⁰ A common restriction in Australia is driving with a very low (0.02 per cent) or zero blood alcohol concentration (BAC). In Queensland, this limit is zero BAC for provisional licence holders under the age of 25 years.¹¹¹
130. GLSs aim to introduce driving privileges progressively as new drivers demonstrate experience in the less demanding stages.¹¹² A GLS does not address deliberate risk taking by new drivers. Instead, it focuses on addressing crash risk caused by inexperience.¹¹³

¹⁰⁶ Mayhew and Simpson, *Injury Prevention*, pp. ii3-ii8.

¹⁰⁷ HM Simpson, 'The evolution and effectiveness of graduated licensing', *Journal of Safety Research*, vol. 34, 2003, p. 27.

¹⁰⁸ A Williams & D Mayhew, *Graduated Licensing: A Blueprint for North America*, Insurance Institute for Highway Safety, Arlington, 2003, p. 1.

¹⁰⁹ DR Mayhew, 'The learner's permit', *Journal of Safety Research*, vol. 34, 2003, p. 35.

¹¹⁰ DF Preusser & WA Leaf, 'Provisional license', *Journal of Safety Research*, vol. 34, 2003, p. 49.

¹¹¹ QT, 32R, p. 4.

¹¹² WW Robertson & MA Finnegan, 'Teenage driver safety: should graduated drivers licensing be universal?', *Clinical Orthopaedics and Related Research*, no. 409, 2003, p. 88.

¹¹³ Waller, p. 19.

131. Williams and Mayhew, acknowledged experts on graduated licensing, define a good GLS as containing the following components:
 - A minimum six month learner's phase for young beginners;
 - Night time restrictions, beginning at 10pm or earlier and extending to 5am, are imposed on new solo drivers; (and/or)
 - A restriction limiting the number of passengers to one when a new solo driver is driving unsupervised; and
 - No unrestricted licences before the age of 17.¹¹⁴
132. Compared to this model, the Queensland GLS has a weak intermediate (provisional) stage and lacks some of the elements of the GLS best-practice model, namely restrictions on nighttime driving and passengers.
133. The committee examines the likely costs and benefits of these and other restrictions during the provisional licence stage in a separate inquiry. The findings from this inquiry are contained in a Report No. 41, *Provisional driver and rider licence restrictions*.

IMPROVING THE DELIVERY AND CONTENT OF EDUCATION AND TRAINING PROGRAMS

134. Driving a car or riding a motorbike are not instinctive processes. They are complex tasks. Learners usually master the basic vehicle control skills during their pre-licence stage to the point where they can demonstrate basic competency in a road test. But it takes longer to develop the higher order skills critical to road safety.
135. Historically, driver education and training has concentrated on lower level car-control skills, and failed to adequately teach the aspects of the driving/riding task that affect crash risk such as hazard perception and risk assessment.¹¹⁵ However, education and training practitioners have incorporated these elements into their programs, and moved away from advanced-skills training.¹¹⁶ Whether they are giving adequate emphasis to the right things in their training and education, and then communicating this effectively to their audience are the critical questions.
136. There is a role for post-licence driver/rider education and training that targets higher order skills. There is also scope to link this education and training with the GLS.¹¹⁷ This linkage provides the necessary motivation for novice drivers and riders to continue their education and training after gaining their provisional licence.
137. Mayhew and Simpson suggest that improvements in driver education/training in a graduated licensing program should be multi-phased to harmonise with the graduated licensing process.¹¹⁸ They also note that most systems that incorporate education and training do so only as part of the learner (pre-licence) stage, and that this does not fit well with the extended learning and development phases in a graduated licence system.

¹¹⁴ Williams & Mayhew, p. 8.

¹¹⁵ Christie, 2001.

¹¹⁶ White, p.10; Fraser, p. 10.

¹¹⁷ Mayhew & Simpson, *Injury Prevention*, p. ii6.

¹¹⁸ Mayhew & Simpson, *Injury Prevention*, p. ii6.

Insight Training

- 138. Numerous studies have provided theoretical support for insight training as a crash reduction measure.¹¹⁹ Insight training is a training technique that provides drivers with ‘insight’ into the limitations of their driving abilities. It aims to produce awareness that a high level of driving skill may not be beneficial in every situation. Insight training attempts to convince the driver that secondary concerns while driving such as protecting the environment and economy are also important.¹²⁰
- 139. Insight training is fundamentally different to advanced driver training or defensive driver training that seeks to increase driving skills. Studies have shown that skills training can lead to overconfidence, risk taking and higher crash rates.¹²¹ Figure (4) demonstrates the theoretical links between insight-training, skills-training and road trauma.

Figure 4: Theoretical links between insight-training and skills-training and road safety



- 140. Swedish researchers found that insight training influenced young drivers (18 to 24 years) two years after completing the course. These drivers were more likely to leave a greater distance to the vehicle in front, be overtaken more frequently, use larger safety margins whilst driving and wear a seatbelt than drivers who did not complete the training. The trained drivers also had more positive attitudes regarding seatbelts and a stronger belief that young car drivers are at a greater risk of crashing. The researchers were unable to identify if the course reduced traffic injuries.¹²²
- 141. The Monash University Accident Research Centre evaluated one insight training program delivered by AAMI Insurance.¹²³ AAMI/Skilled Drivers of Australia offer post-licence driver education targeted at 18 to 25 year olds. The program was developed for 18 to 25 year old recently licensed drivers and was structured to reduce confidence and increase awareness of risks when driving during the novice period.¹²⁴ The evaluation used self-reported information from participants relating to driving attitudes and behaviours. The exploratory evaluation concluded the program was effective, and recommended further research to identify links between the program and crashes.¹²⁵ The committee welcomes this positive development.

¹¹⁹ See Catchpole, Cairney & Macdonald; Gregersen & Bjurulf; Hatakka, Keskinen, Gregersen & Glad; Horneman; Lonero; Lynam; Mayhew & Simpson; McKenna & Crick; Twisk; in Senserrick, *Effectiveness of Driver Training*.
¹²⁰ NP Gregersen, B Brehmer & L Moren, ‘Road safety improvement in large companies. An experimental comparison of different measures’, *Accident Analysis and Prevention*, vol. 28, no. 3, 1996, p. 298.
¹²¹ Christie, p. 12.
¹²² S Nolen, I Engstrom, K Folkesson, A Jonsson, B Meyer and B Nygard, *Pilot – Further Education of Young Drivers. Final Report*, Swedish National Road and Transport Research Institute, Sweden, VTI rapport 457, 2002, pp. 19-23.
¹²³ TM Senserrick and GA Swinburne, *Evaluation of an insight driver-training program for young drivers*, Monash University Accident Research Centre, Melbourne, report no. 186, Clayton, Victoria, 2001.
¹²⁴ Senserrick, *Effectiveness of Driver Training*, p. 10.
¹²⁵ TM Senserrick, ‘New look driver-training: Deflating confidence and promoting safety’, *2001 Road Safety Research, Policing and Education Conference*, 2001, <www.rsconference.com>, p. 5.

142. It appears that post-licence trainers and educators in Queensland are incorporating elements of insight training into the programs for young and novice drivers.¹²⁶

Driver education during the provisional licence stage

143. Recent European and North American studies recommend post-licence driver education during the intermediate licence stage that targets higher order skills, rather than driving skills. This follows the success of multi-phased systems in European countries such as Finland. The Finnish program focuses on the avoidance of risk situations rather than the mastery of technical skills.¹²⁷ Research evaluating the results of this program identified a fall in crash rates for three groups of drivers:

- Males 20 and under;
- Males over 20; and
- Females 20 and under.

Crash rates for female drivers over 20 did not change. The researchers note there are so many factors affecting traffic safety they are unable to conclude definitely what reduction in crashes is attributable to the two-phase driver education program.¹²⁸ Bartl¹²⁹ in a report on post-licensing measures prepared for the European Union recommends multi-phase driver education similar to the Finnish system.

144. A report to the US Congress prepared by the National Highway Traffic Safety Administration (NHTSA) in 1994 recommends a two-stage driver education program.¹³⁰ The research agenda proposed by NHTSA is based on 25 years of driver education and graduated licensing research, development, and evaluation, primarily sponsored by NHTSA, and incorporates results of research performed by states, non-government organisations and associations, and other countries.¹³¹ It was envisaged that the second stage of driver education would be an accredited program provided by a certified instructor, and would concentrate on safe driving skills and procedures, including perceptual and decision-making skills.
145. The NHTSA report notes that, by teaching safe driving skills after the novice has obtained behind-the-wheel experience and a minimum level of basic vehicle control capability, the novice could better concentrate on developing safe driving procedures, and this would be more effective as it would be more meaningful to the novice.¹³² As noted by Smith, the novice at this stage of their driving (having gained initial experience driving solo) probably has an appreciation that the difficulty and the risks are greater than appeared while driving accompanied (and perhaps this is regardless of the amount of pre-licence driving practice), and may have a willingness to learn that can be tapped.¹³³

¹²⁶ Travelsafe Committee, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 11.

¹²⁷ E Keskinen, M Hatakka, A Katila, S Laapotti & M Peraaho, *Driver training in Finland*, IATSS Research, vol. 23, no. 1, 1999, pp. 78-84.

¹²⁸ Keskinen, Hatakka, Katila, Laapotti & Peraaho, p. 82.

¹²⁹ G Bartl, Ed., *Dan – Report Results of EU – Project description and analysis of post-licence measures for novice drivers*, Austrian Road Safety Board, Austria, 2000.

¹³⁰ NHTSA, *Research Agenda for an Improved Novice Driver Education Program*, Report to Congress Washington US Department of Transportation, 1994.

¹³¹ NHTSA, *Research Agenda*, pp. iv.

¹³² NHTSA, *Research Agenda*, p. 17.

¹³³ KB Smith 'Creating safer new drivers: where are we and can we go anywhere from here?', *2002 Road Safety Research Policing and Education Conference*, Adelaide, 4-5 November 2002.

What should post-licence driver education address?

146. The NHTSA, in their report to Congress, suggested that the post-licence component of driver education might cover the following topics:
- Decision-making;
 - Risk taking, including use of alcohol and speeding;
 - Perceptual skills, including visual habits;
 - Vehicle factors, including handling capabilities of the vehicle and the importance of vehicle maintenance;
 - Environmental factors, especially those that relate to vision, and road surface conditions and traction;
 - Other driver factors, including attitudes, stress, anger, drugs, the dangers of mixing drugs (eg alcohol and allergy medicine), and the social responsibilities of driving, including interacting with other roadway users;
 - Trip planning and fuel economy; and
 - An extensive end-of-course knowledge, attitude, and drive test.¹³⁴
147. The NHTSA and American Driver and Traffic Safety Education Association (ADTSEA) have been working to develop new curriculum standards for multi-staged driver education.¹³⁵
148. Mayhew and Simpson suggest that driver education/training that is to be integrated with a graduated licensing system should address the following key areas:
- The program content should include experiences that demonstrate the value of safety practices and, perceptual skill deficiencies that have been shown to be associated with high collision rates of novice drivers;
 - The curriculum should include experiences that demonstrate the value of safety practices and, thereby motivate novices to drive safely;
 - Training strategies should be incorporated to make novices aware of their limitations and counteract the problem of overconfidence;
 - Teaching methods and techniques should be developed to address lifestyle and psychological factors that can mitigate any beneficial effects of training and lead to risky driving behaviours; and
 - Competency-based programs that recognise individual differences and are tailored to address the specific skill deficiencies of novices.¹³⁶
149. The Australian Capital Territory Government adopted a multi-phased driver education system in January 2001. The *Road Ready Program* involves four interventions in young drivers' education at critical stages to develop good driving skills and responsible attitudes:
- The pre-licence module (booklets for parents and early adolescents);
 - The formal *Road Ready Program* – pre-licensed Learner Module (a 15 hour training program usually conducted in-school with year 10 students);
 - The Learner Driver Module – guides and logbooks to develop basic driving competencies in learner drivers (various booklets for parents, the learner driver and professional driving schools); and
 - The *Road Ready Plus Program* – for the New Driver (Solo Licensed Novice Driver Module).¹³⁷

¹³⁴ NHTSA, *Research Agenda*, p. 17.

¹³⁵ Mayhew & Simpson, *Injury Prevention*, pp. ii3-ii8

¹³⁶ Mayhew & Simpson, *Injury Prevention*, pp. ii3-ii8.

¹³⁷ Department of Urban Services, *Road Ready Plus for New Drivers: Facilitator Resource Kit*, Department of Urban Services, Canberra, Australian Capital Territory, 2001, p. 7.

150. The National Roads and Motorists Association – Australian Capital Territory (NRMA-ACT) Road Safety Trust sponsor the *Road Ready Program*.¹³⁸ The cost to participants is \$66.¹³⁹ The course's curriculum focuses on attitudinal issues and higher order driving skills. An independent evaluation of the program is due early in 2004.¹⁴⁰ The committee noted in particular, the post-licence component, *Road Ready Plus*. This program appears to satisfy Mayhew & Simpson's criteria detailed above.
151. Subject to the evaluation finding evidence of direct road safety benefits such as crash risk reductions for participants in the *Road Ready Plus* program, the committee recommends that Queensland Transport seeks to establish a similar optional training program in Queensland on a trial basis.

RECOMMENDATION 1

That Queensland Transport devise, trial, and evaluate a post-licence driver/rider education course for provisional drivers and riders with six months solo driving/riding experience to address higher level skills such as hazard perception, visual scanning and risk assessment. The course shall be modelled on the *Road Ready Plus* program implemented by the Australian Capital Territory Government and incorporate elements of the insight training approach.

**Minister Responsible:
Minister for Transport**

Basic first aid training

152. There is a solid case for the value and importance of basic first aid techniques in helping to prevent road fatalities. These techniques include expired air resuscitation, clearing airways, correctly positioning the victim's head to keep airways open and applying pressure to wounds to stem bleeding.
153. One of the most common causes of deaths for victims of a road crash is anoxia – a lack of an oxygen supply – caused by a blocked airway. On average it takes less than four minutes for a blocked airway to be fatal.¹⁴¹ The application of first aid techniques, particularly the proper positioning of the victim prior to the arrival of the emergency response teams, can mean the difference between life and death in a road crash.¹⁴²
154. On the importance of basic first aid to road safety, Dr Eric Bernes, First Aid Manager, International Federation of Red Cross and Red Crescent Societies suggests
- Imagine that a victim has a haemorrhage following a road accident: if nobody applies pressure to the wound to stop the bleeding, even the most sophisticated or the quickest emergency service in the worlds will only arrive on the scene in time to certify death.¹⁴³
155. A study by Mabbott suggests that around seven per cent of motor vehicle crash fatalities could be avoided or reduced to hospitalisation injuries if members of the public had the basic skills to save

¹³⁸ Department of Urban Services, *Road Ready Plus for New Drivers*, p. 7.

¹³⁹ Department of Urban Services, *Road Ready Plus*, Department of Urban Services, Canberra, Australian Capital Territory, 2003, <www.roadready.act.gov.au>.

¹⁴⁰ Wood 37E, p. 2.

¹⁴¹ Global Road Safety Partnership, 'First aid: it saves lives on the road', *Focus notes*, 2003, <www.grsproadsafety.org>.

¹⁴² GRSP.

¹⁴³ S Fiander, *Anyone can save a life: road accidents and first aid*, British Red Cross, May 2001, p. 6.

lives.¹⁴⁴ Table (13) notes the findings from Mabbott¹⁴⁵ and six other studies of pre-hospital road deaths in other jurisdictions between 1972 and 1998: Hossack¹⁴⁶; Christie¹⁴⁷; Gilroy¹⁴⁸; Road Accident Research Unit and Clark & Associates¹⁴⁹; Hussain & Redmond¹⁵⁰; and Khangure.¹⁵¹ These studies estimates between five and 33.5 per cent of road deaths might be avoided by early intervention.

Table 13: Estimates of avoidable road deaths through roadside first aid assistance

| Author/s | Year | Avoidable deaths (per cent) |
|--------------------------|------|-----------------------------|
| Hossack | 1972 | 7 |
| Christie | 1983 | 7 – 15 |
| Gilroy | 1985 | 7.6 |
| RARU, Clark & Associates | 1985 | 13 |
| Hussain & Redmond | 1994 | 33.5 |
| Khangure | 1998 | 5 |
| Mabbott | 2001 | 7 |

Source: Adapted from N Mabbott, *Harm minimisation for victims of road trauma*, ARRB Transport Research Ltd, Bentley, Western Australia, 2001; p. 2.

156. The study in 1998 by Khangure examined 1,151 deaths between 1990 and 1994 from motor vehicle crashes in Western Australia.¹⁵² Like Queensland, Western Australia has vast networks of rural roads and remote communities. From the study, the majority (90 per cent) of rural road deaths in Western Australia occurred out of hospital.
157. Mabbott suggests that by merely being able to help victims maintain a clear airway or control blood loss, victims have a considerably better chance of surviving until emergency services arrive at the scene.¹⁵³ A significant proportion of pre-hospital deaths are due to the loss of oxygen supply resulting from airway obstruction. The study by Hussain and Redmond into pre-hospital deaths in Staffordshire, England, showed that 39 to 85 per cent of pre-hospital deaths may be due to airway obstruction.¹⁵⁴
158. Since October 2003, new drivers in the European Union (EU) must know how to respond to a road crash. EU Directive 222/56/EC requires that all EU member countries take steps to ensure applicants for driving licences know how to behave in the event of an accident, and the measures that they can take to assist road accident victims including emergency action such as evacuation of passengers and basic knowledge of first aid.¹⁵⁵

¹⁴⁴ N Mabbott, *Harm minimisation for victims of road trauma*, ARRB Transport Research Ltd, Bentley, West Australia, 2001; p. 6.

¹⁴⁵ Mabbott, p. 2.

¹⁴⁶ DW Hossack, 'The patterns of injuries received by 500 drivers and passengers killed in road accidents', *Medical Journal Australia*, vol. 2, 1972, p. 193.

¹⁴⁷ R Christie, *Compulsory First Aid Training for Drivers: A Discussion of the Pertinent Issues*. Traffic & Safety Department, RACV Ltd, Victoria, Australia, 1983.

¹⁴⁸ D Gilroy, 'Deaths (144) from road traffic accidents occurring before arrival at hospital', *Injury*, vol. 16, 1985, pp. 241-242.

¹⁴⁹ Road Accident Research Unit and Nicholas Clark & Associates. *Rural Road Accident Study Literature Review - Working Paper, no. 2/85*, Part 2, Department of Transport, Division of Road Safety, Adelaide, South Australia, 1985.

¹⁵⁰ LM Hussain & AD Redmond, 'Are pre-hospital deaths from accidental injury preventable?', *British Medical Journal*, vol. 308, 1994, pp. 1077-80.

¹⁵¹ E Khangure, *Preventable pre-hospital deaths from transport injuries: An interim report*, St John Ambulance Association, Perth, Western Australia, 1998.

¹⁵² Khangure.

¹⁵³ Mabbott, p. 6.

¹⁵⁴ Hussain & Redmond.

¹⁵⁵ GRSP, p.3.

159. The NHTSA devised a curriculum for basic first aid training for bystanders to improve rural crash outcomes in the United States.¹⁵⁶ The curriculum is based on the principles:
- Nearly everyone can (and should) learn basic life-saving skills;
 - Teaching lay persons to overcome fear and uncertainty is at least as important as teaching them specific life saving skills;
 - Lay persons do not need to know why victims exhibit certain symptoms in order to provide appropriate care; and
 - Lay persons should not be expected to perform non-essential actions that are not crucial for saving life.¹⁵⁷
160. Others have noted that basic skills should take only a short time to teach, and retention of the skills should be high.¹⁵⁸ Across Europe, National Red Cross societies provide a European first aid certificate as part of their first aid training for the public. Table (14) outlines the common ‘core’ elements of this training.

Table 14: Common ‘core’ first aid certificate training in Europe

| Training elements |
|--|
| How to protect the scene - to prevent further crashes and minimise the risk for those rendering assistance |
| How to summons help - report the crash to the emergency services, and give relevant information |
| How to make an emergency removal - of an injured person from the scene when necessary and possible |
| How to assess the physical state - check the vital functions (consciousness, circulation, breathing) as well as the physiological needs of those affected |
| How to respond to visible bleeding, unconsciousness, breathing problems, and shock, and offer psychological support - to enable the injured person to survive whilst awaiting the arrival of emergency services |

Source: Adapted from S Fiander, *Anyone can save a life: road accidents and first aid*. British Red Cross, 2001; p.8.

161. St John Ambulance Australia provides a guide to first aid basics on its website.¹⁵⁹ This guide covers the *St John DRABC Action Plan* for handling first aid emergencies.
162. Given their very high crash risks, young and novice drivers and riders are a prime target group for basic first aid training. The committee discusses incentives for novice drivers and riders to complete this training in its Report No. 41, *Provisional driver and rider licence restrictions*.

The need for more driver education and training research

163. Some researchers have suggested that the failure of driver education and training to demonstrate crash reductions is because it does not systematically address the perceptual and cognitive skills required for safer driving, or the motivational or attitudinal factors which can exert a powerful influence on driver judgement and decision-making.¹⁶⁰ This includes the motivation to drive or ride safely. Other commentators attribute the lack of evidence to problems with the low validity, difficulty and lack of research in the area. As noted earlier in this report, much of the primary research is now dated, almost none has been conducted in Australia, and what has been done does not cover the type of training that post-licence trainers now claim to offer.¹⁶¹

¹⁵⁶ NHTSA, ‘National Standard Curriculum for Bystander Care’, *NHTSA Technology Transfer Series*, National Highway Transport Safety Authority, US Department of Transportation, No. 32, October 1992.

¹⁵⁷ NHTSA, *NHTSA Technology Transfer Series*, p. ii.

¹⁵⁸ RJ Worth ‘An outline of the present situation and future direction in emergency care of road accident victims’, *Road Traffic Seminar*, Wellington, New Zealand, 1988.

¹⁵⁹ St Johns Ambulance Australia, *First aid basics from St John*, St John’s Ambulance Australia, Australian Capital Territory, <www.stjohn.org.au/guide.htm>.

¹⁶⁰ Mayhew and Simpson, *Injury Prevention*, p. ii5; Watson, p. 1.

¹⁶¹ Neilsen, pp. 185-6.

164. The significance of the relationship between trainer and trainees also need to be explored. A review of the literature on young novice drivers, driver education and training for the Swedish National Road Administration notes that the quality of the trainer is a major factor in the success of a course.¹⁶² It notes a good trainer can make a poorly constructed course a success, but a poor trainer cannot succeed in doing this, even if the course is perfectly designed. The review also suggests that the client-trainer relationship seems to have the greatest influence on what will be changed in the participant throughout the course.
165. As mentioned previously, the committee hosted a conference called *Developing Safer Drivers and Riders* in Brisbane in 2002 with the Australian College of Road Safety to explore the future role of driver/rider training and education in road safety. The conference attracted 160 delegates including researchers, government officers and driver training practitioners. The communiqué from the conference at Appendix (I) presents a series of key conclusions and recommendations for further work in this area. Six of the 15 motions agreed to by delegates at the conference are about research:
- There remains a large gulf between driver training and education academics and practitioners. More cooperation and research between these groups is needed to breach this gulf;
 - There is a need for greater dialogue between driver training practitioners and academics, and for local research into the effects of the training that is provided;
 - Research needs to be meaningful for practitioners, practical and reported in lay terms. Journals such as *Roadwise* need to play a role in disseminating information to trainers and educators. Academic research groups need to focus on research that can easily be translated into licensing issues. (Delegates noted that the ACRS will develop an online directory of researchers' expertise and their area of interest to make researchers and their research more accessible for practitioners);
 - Commitment is needed to the evaluation of driver/rider training and education programs, irrespective of the framework. More research is needed into factors of crashes to give more direction to education and keeping up on new directions rather than simply doing outcome research;
 - There is a need to audit driver education and training programs across Australia; and
 - In terms of specific policy initiatives, delegates called for a detailed evaluation of the NSW Graduated Licensing System and its effects on novice driver crashes since the system was introduced.¹⁶³
166. Watson at the recent *Road Safety Research Policing and Education Conference* in Sydney identifies a future research agenda for driver training based on a philosophy of incremental improvement. Watson's three research priorities are:
1. While assessing the crash outcomes achieved by driver training should remain a priority, there is a need for evaluations to focus on a broader range of outcomes and on the processes involved in training;
 2. There is a need to focus more research attention on improving current driver training practices, particularly in relation to the development of hazard perception and decision-making skills, self-monitoring processes, and strategies to reduce the impact of risky attitudes and motivations on driving; and
 3. There is a need for more theory-driven approaches to the development and evaluation of innovative training programs. This is required to ensure that training practices are based on sound principles of behaviour change, rather than on expert opinion.¹⁶⁴

¹⁶² I Engström, NP Gregersen, K Hernetkoski, E Keskinen and A Nyberg, *Literature review: Young novice drivers, driver education and training*, VTI rapport 491A, 2003, p. 65-6.

¹⁶³ Travelsafe Committee and ACRS.

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167. In regard to process-oriented evaluations, Watson suggests the issues in driver training that warrant attention are:
- The impact of driver training on intermediate outcomes such as changes in the attitudes, perceptions and intentions of participants;
 - Whether the learning objectives incorporated into training programs are achieved;
 - The inadvertent effects of training on subsequent driving exposure and risk perceptions (ie. Whether training contributes to more risky patterns of road use or over-confidence);
 - The types of drivers attracted to different training programs and the effects of this on training outcomes and subsequent crash involvement; and
 - The role of driver training in other countermeasure approaches such as graduated licensing and fleet safety programs.¹⁶⁵
168. The committee suggests the priorities in Watson provide an excellent basis for a future driver training research agenda.
169. While there has been little research into driver education and training in Australia over recent years, it has continued in Europe. There have been promising developments in relation to low-risk driver training such as 'insight training'. Insight training is an area that warrants particular attention by Australian researchers. Programs such as the AAMI/Skilled Drivers of Australia program should be closely monitored and evaluated to determine if the training can be linked with longer term behavioural change and crash reductions.

Funding for driver and rider training and education research

170. As noted earlier in the report, it is difficult to argue that governments should divert limited resources from other road safety programs with proven benefits to develop and evaluate training and education programs. However, other stakeholders are willing and able to commit new resources.
171. The committee met with representatives from the motor vehicle industry in Melbourne on 10 April 2003 while collecting information for the inquiries. The meeting discussed a proposal by manufacturers to support the development of driver training and education in partnership with government. The committee notes that leading motor industry figures and the Deputy Prime Minister discussed a proposal to charge a levy on new vehicle sales in Australia to partially fund this work.¹⁶⁶
172. At the meeting of the Australian Transport Council (ATC) on 23 May 2003, ministers directed that an Austroads working group review relevant national and international research, and consult with relevant stakeholders including vehicle manufacturers and motoring organisations on proposals for a best-practice national program of driver education. The working group was directed to report in time for the ATC meeting in November 2003 with a summary report and recommendations for discussion to cover all new provisional licence holders that is focused on attitudes and risk-taking, and takes account of existing jurisdictional arrangements.¹⁶⁷
173. The committee welcomes the involvement of the motor industry in the development of driver and rider education and training to broaden the road safety research agendas in Australia.

¹⁶⁴ Watson, p. 1.

¹⁶⁵ Watson, p. 3.

¹⁶⁶ J Dowling, 'Car makers urge better road skills', *Sydney Morning Herald*, 1 February 2003.

¹⁶⁷ Australian Transport Council, 'Joint Communiqué 23 May 2003', Department of Transport and Regional Services, Canberra, 2003, pp. 3-4, <www.atcouncil.gov.au/atc15.htm>.

174. The committee believes that road safety research needs to be better managed in Australia to ensure a balance of projects across the research portfolio. Continued over-reliance on conservative low-risk research activities in a narrow field of areas is problematic and may overlook potential benefits that some high-risk research may produce.
175. The committee notes that the Roads and Traffic Authority in New South Wales and NRMA Insurance are trialling a \$400,000 Young Driver Development program.¹⁶⁸
176. Governments should encourage investment in research and development of driver and rider education and training by other stakeholders such as the motor industry and the driver/rider training and education industry. Rather than a piecemeal approach, this investment should be channelled and coordinated through a dedicated national driver education and training research and development fund to maximise its effectiveness. The research should include evaluations of existing education and training programs.
177. To manage the distribution of research funding, the committee recommends that Queensland Transport seek the involvement of road safety researchers, representatives from driver and rider training industry peak bodies, representatives from transport agencies, police and road user groups in a steering committee.

RECOMMENDATION 2

That Queensland Transport liaise with the driver and rider training and education industry, the automotive industry and other transport agencies to establish a research program for driver and rider education and training. This program would source funding primarily from external sources and its primary objectives are to evaluate existing programs, identify best practice curricula and methods and disseminate information to practitioners to enhance the road safety value of driver and rider training and education.

**Minister Responsible:
Minister for Transport**

Guidelines for training providers, consumers and community groups

178. In the interim, the committee concludes that the state's government agencies, the courts, non-government groups, consumers and providers of post-licence driver and rider education and training programs need guidance on designing, delivering and choosing post-licence driver and rider education and training programs. This guidance should come from Queensland Transport and include advice on:
- The factors that increase crash risks for novice drivers and riders such as optimism bias, over-confidence, risk-taking and alcohol;
 - The potential dangers of teaching advanced/performance driving/riding skills to novice drivers and riders that may encourage overconfidence and increase risk taking;
 - Criteria for the selection of a course curriculum and provider; and
 - Techniques for the delivery of courses/programs that are most beneficial for young and novice drivers and riders.
179. This guidance can be based initially on existing research.

¹⁶⁸ C Scully (Minister for Roads, Minister for Housing, Leader of the House), *Launch of the Young Driver Development Program*, (media release), NRMA Insurance, Sydney, 12 September 2003.

180. In regard to the standards of post-licence courses/programs and providers, Queensland Transport should examine the need for mandatory minimum standards. The committee suggests that post-licence course providers should be subject to the same level of licensing and accreditation required for pre-licence training providers.

RECOMMENDATION 3

That Queensland Transport publish guidelines for education and training providers, consumers and other third parties to provide advice on the curricula and training/education techniques that are most beneficial for young and novice drivers and riders.

**Minister Responsible:
Minister for Transport**

RECOMMENDATION 4

That Queensland Transport, in consultation with providers of post-licence training and industry, explore the need for compulsory accreditation, registration and minimum standards for post-licence education and training providers.

**Minister Responsible:
Minister for Transport**

SUPERVISED EXPERIENCE DURING THE LEARNER PHASE

181. Lack of experience has been shown to be one of the most important reasons behind the high accident risk among young, novice drivers.¹⁶⁹ A study of crashes in Queensland from 1996 to 2001 notes that police identified inexperience as a factor in 70 percent of crashes involving 17 to 19 year old drivers.¹⁷⁰ As noted in Part (2), inexperience/lack of expertise was by far the most prevalent factor in young driver and rider crashes in Queensland during the period 1998 to 2002. Police judged it to be a factor in 40.3 and 43.0 per cent of crashes involving young driver and rider males and females respectively.
182. The failure of learners to gain adequate driving experience before gaining their provisional licence is a key theme in the submissions to the inquiry.¹⁷¹ The committee could not identify published research on the amount of pre-licence supervised driving/riding experience gained by learners in Queensland. Clearly this is an area that needs further research.
183. In the absence of empirical research, the committee noted the findings from a survey by Brisbane-based provider, Modern Driver Concepts about the pre-licence experience of 765 students. In their responses, 40 per cent of students said they gained between zero and five hours of lessons with a qualified driving instructor prior to gaining their provisional licence, and 33 per cent of

¹⁶⁹ NP Gregersen, A Nyberg, & H Berg, 'Accident involvement among learner drivers – an analysis of the consequences of supervised practice', *Accident Analysis and Prevention*, vol. 35, 2003, pp. 725-30.

¹⁷⁰ M Armanasco & G Meers, 'Using road crash data to predict the likely road safety value of driver/rider education and training, *Developing Safer Drivers and Riders Conference Proceedings*, Brisbane, 21-23 July 2002, p. 113.

¹⁷¹ J Lee, *submission no. 20E*, p. 1; Smithworks Consulting, *submission no. 28E*, p. 5; ACRS., *24E*, p. 5; B Griffin, *submission no. 52E*, p. 1.

students said they could have done with more driving lessons.¹⁷² While stronger than anecdotal evidence, the committee notes that these findings are based on self-reported surveys that have not been independently verified.

184. Research conducted in rural Victoria by Harrison & Seymour identified two perspectives on finding time to supervise a learner driver.¹⁷³ The first highlights the difficulties in finding the time to give their learner the appropriate level of supervised driving practice. The second said accumulating experience was not a problem because learners drove themselves to activities, such as sport and social activities, that they would normally have attended anyway.
185. Participants at the committee's young driver forums commented on the difficulties of gaining supervised pre-licence driving experience due to competing demands on their time, plus the time of parents to supervise them, the difficulties of balancing school and driving practice commitments and problems gaining access to a vehicle. Participants at regional forums from rural areas commented on the difficulties they experienced while trying to access professional driving instructors. Sixty per cent of respondents at the committee's forums agreed with the need for more supervised driving practice during the learner phase (see Appendix E). The committee has therefore examined measures to increase supervised driving/riding experience during the learner stage.

The importance of increased supervision during the learner stage

186. Increasing the amount of supervised driving/riding during the learner phase is very beneficial for learners as it dramatically reduces their subsequent crash risks once they commence driver or riding without supervision.
187. Studies show that the learner stage is the major contributor to the overall safety effectiveness of GLS. It is also the safest stage with the lowest crash risks. Very few learners crash while under supervision.¹⁷⁴
188. McKnight and Peck report that increasing the length of the learner period and the amount of supervised practice can reduce crash risk.¹⁷⁵ Their review identified 11 countries with per capita crash risk reductions ranging from five to 32 per cent after extension of the learner period. McKnight and Peck attribute the reduction to both the improved skills developed during the increased supervised practice period and the subsequent delay in licensure.
189. There is also evidence that reducing the minimum learner age to extend the learner period can reduce collision involvement. In 1993, Sweden lowered the age limit to obtain a learner's permit from 17 ½ to 16 years. In their evaluation of this change, researchers found that learners who obtained their learner's permits earlier practised more hours and had significantly (40 percent) fewer collisions per kilometre than those who obtained their permits at 17 ½ years, both before and after the law change.¹⁷⁶

¹⁷² G Brabham, Modern Driver Concepts, *submission no.16E*, p. 9.

¹⁷³ W Harrison, & R Seymour 'Learning to drive in rural areas: parents' perspectives on issues and solutions', *2003 Road Safety Research Policing and Education Conference*, [CD-ROM], 2003, pp. 3-4.

¹⁷⁴ AF Williams, DF Preusser, SA Ferguson & RG Ulmer, 'Analysis of the fatal crash involvement of 15 year old drivers', *Journal of Safety Research*, vol. 28, 1997, pp. 49-54.

¹⁷⁵ AJ McKnight & RC Peck, 'Graduated driver licensing: what works?' *Injury Prevention*, vol. 8 (Suppl 11), pp. 32-38.

¹⁷⁶ NP Gregersen, G Berg, I Engström, S Nolen, A Nyberg & P Rimmo, 'Sixteen years age limit for learner drivers in Sweden: an evaluation of safety effects', *Accident Analysis and Prevention*, vol. 32, no. 1, 2000, pp. 25-35.

190. To be beneficial, the on-road practice during the learner phase also needs to be structured.¹⁷⁷ Research shows that just gaining experience is not enough to solve the accident problem during the first year as a novice driver.
191. Jurisdictions in Canada and the United States that specify a minimum amount of pre-licence supervised driving/riding practice rarely require more than 50 hours. The exception to this is the state of Oregon where learner drivers are required to complete a minimum of 100 hours supervised practice, unless they complete a driver education course. Some states and provinces require the completion of a minimum amount of time in different driving environments, such as at night or in winter conditions.¹⁷⁸
192. In Australia, the number of supervised driving hours recommended varies from state to state. A number of states and territories encourage or mandate longer periods of pre-licence supervised driving/riding practice. VicRoads, through its website, *The L site*, encourage learners to gain supervised practice, and state that 120 hours of supervised practice will reduce crash risks.¹⁷⁹ New South Wales and Tasmania require drivers to complete 50 hours of supervised driving while on their learner permits. Western Australia has two learner stages and insists on 25 hours of supervised experience during the second stage. The Australian Capital Territory, South Australia and the Northern Territory licensing systems require a minimum number of hours of experience when obtaining a licence using the competency based training and assessment (CBTA) method.¹⁸⁰ The learner and their supervisor must also record the specific driving conditions in a logbook.
193. At the committee's public hearing on 23 September 2003, witnesses appearing for Queensland Transport and the RACQ supported 120 hours as the ideal target for learners.¹⁸¹
194. Submissions to the inquiry suggested the minimum hours of experience required of learners should be 50 hours¹⁸² and 100 hours.¹⁸³ Others noted that 120 hours is ideal, but difficult to obtain in the current six-month learner licensing period, and advocated 75 hours as the compromise minimum amount of practice required.¹⁸⁴
195. To achieve the optimal 120 hours of supervised learner driving and riding experience over the minimum learner period of six months amounts to almost five hours per week ($120/26 = 4.6$). The committee suggests that this level of commitment to supervised practice is beyond the reach of many learners and their families.

RECOMMENDATION 5

That Queensland Transport continue to encourage learner drivers and riders to achieve 120 hours of supervised driving/riding during the learner licence stage including night driving, highway, wet weather and dirt road experience.

**Minister Responsible:
Minister for Transport**

¹⁷⁷ Engström, Gregersen, Hernetkoski, Keskinen and Nyberg, p. 65-6.

¹⁷⁸ Williams & Mayhew, pp. 11-19.

¹⁷⁹ VicRoads, *The L Site*, Vicroads, Melbourne, <www.lsite.vicroads.vic.gov.au>.

¹⁸⁰ Whelan & Senserrick, p. 4.

¹⁸¹ RACQ, *Hearing Transcript*, p. 27; QT, *Hearing Transcript*, p. 43.

¹⁸² Smithworks consulting, *submission no. 23E*, p. 5.

¹⁸³ ACRS, *24E*; p.5; Lee, *20E*, p. 1.

¹⁸⁴ Griffin, *52E*, p. 1.

RECOMMENDATION 6

That Queensland Transport commission a survey of learners to determine the extent of their supervised driving/riding practice prior to licensing, and identify if strategies designed to increase the amount of supervised experience are working.

**Minister Responsible:
Minister for Transport**

The minimum learner licence age

196. Queensland's minimum learner licence age of 16½ is the highest in Australia. In all of the five remaining states, learners can start driving on learner licences six months earlier at age 16.¹⁸⁵
197. A minimum licensing age of 16 years in Queensland, combined with the current minimum provisional licensing age of 17 years, would double opportunities for the state's youngest learners to gain supervised on-road experience before moving to a provisional licence and solo driving/riding.

RECOMMENDATION 7

That Queensland Transport amend the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999 to reduce the minimum age an individual is eligible for a learner licence to 16 years.

**Minister Responsible:
Minister for Transport**

Learner logbooks

198. A further option to increase the amount and variety of pre-licence supervised driving and riding experience is to use logbooks.
199. The Australian Capital Territory, South Australia and the Northern Territory licensing systems have mandatory experience requirements, and require learners and their supervisors to record the details of their pre-licence supervised driving experience, including the driving conditions, in a logbook.¹⁸⁶ The Victorian and Queensland licensing systems encourage learners to gain as much experience as possible in a range of driving environments. Logbooks are available for learners in Queensland and Victoria to record their experience, but are not mandatory.¹⁸⁷
200. Queensland Transport encourages learners to strive for 120 hours of driving practice before sitting the provisional licence test. The Department's publication to assist learners, *Your keys to driving in Queensland*, includes a resource to help driving tutors, *Ready to Guide*, with a logbook to record driving experiences incorporated in the back cover. Both publications provide useful advice and checklists on structuring the learner practice sessions.¹⁸⁸

¹⁸⁵ Whelan & Senserrick, p. 4.

¹⁸⁶ Whelan & Senserrick, p. 4.

¹⁸⁷ VicRoads. 'Getting there: from Ls to Ps', *The L Site*, Vicroads, Melbourne, <www.lsite.vicroads.vic.gov.au>; Queensland Transport, *Your Keys to Driving in Queensland - no.5, November 2002*, Queensland Transport, Brisbane, 2002.

¹⁸⁸ QT, *Your keys to driving in Queensland*.

201. The committee notes the efforts and investment by the Transport Accident Commission (TAC) in Victoria, that state's third-party insurer, to assist learner drivers. The TAC website provides a range of engaging resources to assist learners and their families. These resources include an interactive *Learner's Log*.¹⁸⁹ The *Learner's Log* is an application to assist learners keep track of their practice hours with the ultimate goal of reaching 120 hours of driving practice before they attempt their probationary licence. The Victorian probationary licence is equivalent to the Queensland provisional licence. Learner drivers must register and provide name and address details to access the site. The privacy of this information is protected by a secure login and password system. Once registered, the application allows learners to:
- Log in each session of driving practice, including the traffic, weather and road conditions they experienced;
 - View graphs and summaries detailing the diversity of their practice as well as their total practice hours;
 - Receive incentives for reaching milestones in their practice hours;
 - Email their log details to their supervisors or driver trainer;
 - Print blank logs to keep in the car; and
 - Ensure they get practice in a wide range of conditions.¹⁹⁰
202. Learners are eligible for rewards when they complete 20 hours of practice, and for each additional 20 hours up to 120 hours. The rewards consist of free downloads of mobile phone ring tones and screen pictures.¹⁹¹ The *Learner's Log* site also provides tips and advice for learners on how to stay motivated, avoid pitfalls and test their skill levels. The log is also a tool for supervisors to track the progress of their learner, as well as providing advice on the learning process and avoiding crash risks.¹⁹² From TAC's perspective, the on-line logbook system provides a link to maintain contact with the learner and provide further road safety information.¹⁹³

RECOMMENDATION 8

That Queensland Transport revise the learner logbook included in the *Ready to Guide* and attached to *Your keys to driving in Queensland* to ensure it meets the needs of young and novice drivers/riders and their supervisors.

Minister Responsible:
Minister for Transport

RECOMMENDATION 9

That Queensland Transport examine methods using on-line interactive sites to engage with and support learners to achieve 120 hours of supervised driving/riding experience.

Minister Responsible:
Minister for Transport

¹⁸⁹ Transport Accident Commission, *Learner's Log*, Transport Accident Commission, Melbourne, <<https://www.learnerslog.com.au>>.

¹⁹⁰ TAC, *Learner's Log*.

¹⁹¹ TAC, *Learner's Log*.

¹⁹² TAC, *Learner's Log*.

¹⁹³ TAC, *Learner's Log*.

Term of the learner licence

203. The committee considered the period learner licences remain valid. Learner licences in Queensland are valid for one year from the date of issue, and are renewable. This compares with ten years for the equivalent licence in Victoria, three years in New South Wales, one year in West Australia, two years in the Australian Capital Territory, three, six, or nine months in South Australia, one year in the Northern Territory, and three years in Tasmania. Learner licences in all states and territories are renewable for a further period once expired, though in New South Wales, the Australian Capital Territory, the Northern Territory and Tasmania, the learner must first re-sit the learner theory test.¹⁹⁴
204. The committee believes the length the Queensland learner licence is valid should be extended to three years from the date of issue. This would substantially remove any inadvertent pressure on learners to progress to the provisional licence stage, before they are ready and competent, simply to avoid the administrative hassle and fees associated with a further visit to the licensing centre to renew their learner licence. There is no road safety imperative for learner licences to expire, or reason why a learner cannot remain in the learner stage and continue to drive or ride under supervision indefinitely. It is important that the licensing system promotes this concept and that it does not inadvertently pressure learners to move through the system prematurely.
205. To ensure that learners who continue to drive or ride maintain the currency of their road theory knowledge, the committee concludes that the re-issue of the learner licence after three years should be conditional on the applicant re-sitting and passing the learner theory test.

RECOMMENDATION 10

That Queensland Transport increase the period a learner licence is valid to three years. Extensions of learner licences after three years shall be conditional on applicants re-sitting and passing the learner theory test.

Minister Responsible:
Minister for Transport

Mentoring programs

206. The committee acknowledges the merits of community-based schemes to provide learner drivers with driving mentors to assist them to gain supervised driving experience. The Driver Experience Enhancement Program (DEEP) is a collaborative mentoring program that provides the opportunity for student learner drivers at St Mary's College in Toowoomba to gain at least 120 hours of mentored real life driving experience. Mr Sel Rowling of the St Mary's Parents and Friends Association devised the program with assistance from Queensland Transport and others.
207. The DEEP program provides learners the chance to enhance their on-road driving experience by driving under guidance in a range of driving conditions to supplement lessons from professional driving instructors. The program uses in-school mentoring to support participants, incentives to complete the program provided by local businesses and an on-going evaluation supported by CARRS-Q to monitor impacts. Upon joining the program, all participants and their mentors receive a logbook to record their driving experience against a set program. The St Mary's Parents and Friends Association received a 2003 Queensland Road Safety Award for their DEEP program.

¹⁹⁴ Whelan & Senserrick, p .4.

208. Queensland Transport should provide support and guidance to assist schools and community groups to develop and run mentoring schemes.

RECOMMENDATION 11

That Queensland Transport provide resources to assist schools and community groups establish driver mentoring programs based on the Driver Experience Enhancement Program (DEEP) developed by the St Mary's College Parents and Citizens Association in Toowoomba to provide learner drivers with greater access to supervised driving experience.

**Minister Responsible:
Minister for Transport**

L Plates

209. Queensland is the only jurisdiction in Australia that does not require learners to display L-plates on vehicles they drive or ride whilst under supervision. The only requirement for L-plates in Queensland is for driving instructor cars while used for tuition.
210. Section 57E of the Transport Operations (Road Use Management) Regulations 1995 require that an accredited driver trainer must ensure that a car the driver trainer provides to give pre-licence driver training is fitted with L-plates at the front and rear of the car; when the car is used to give the training.¹⁹⁵ The display of L-plates by learners on other vehicles and at other times is optional.
211. Submissions to the two novice driver and rider inquiries advocate the re-introduction of L-plates for learners.¹⁹⁶ They state that displaying L-plates would:
- Encourage compliance and greater accountability with road rules;¹⁹⁷
 - Indicate to other motorists and the learner that the driver/rider is still learning;¹⁹⁸
 - Be in line with the licensing rules in other states and territories;¹⁹⁹
 - Allow corrective enforcement;²⁰⁰
 - Decrease motorist frustration;²⁰¹
 - Make identifying learners, who have additional restrictions placed on their licences, easier;²⁰² and
 - Be a low cost measure.²⁰³
212. The committee agrees with all the points raised.

¹⁹⁵ In the regulation, 'L-plate' means a plate measuring at least 146 mm by 146 mm and showing a black upper case letter 'L' clearly marked on a yellow background.

¹⁹⁶ J Garton, *submission no. 9E*, p. 1; JA Wright, *submission no. 11R*, p. 3.

¹⁹⁷ AMAQ, *27E*, p. 2; WD Hewitt, *submission no. 30R*, pp. 1-2; RACQ *36R*, p. 11.

¹⁹⁸ CG Batson, *submission no. 6R*, p. 1; Hewitt, *30R*, pp. 1-2; Australian Driver Trainer's Association (Queensland), *submission no. 31R*, p. 5; C Devereux, *submission no. 35R*, p. 1; RACQ, *36R*, p. 11.

¹⁹⁹ RACQ, *36R*, p. 11.

²⁰⁰ RACQ, *36R*, p. 11.

²⁰¹ RACQ, *36R*, p. 11.

²⁰² RACQ, *36R*, p. 11.

²⁰³ RACQ, *36R*, p. 11.

RECOMMENDATION 12

That section 57E of the Transport Operations (Road Use Management) Regulation 1995 be amended to require the display of L-plates on all vehicles driven or ridden by holders of learner licences, not just commercial driving school vehicles while a learner is under instruction.

**Minister Responsible:
Minister for Transport**

Road safety education in schools

213. The issue of road safety in schools is the subject of work by an inter-departmental working party chaired by Education Queensland.²⁰⁴ The committee has not examined the pre-licence education and training issues but notes that the overwhelming majority of people who have participated in forums for its inquiries commented on the need for common standards of road safety education across all schools.
214. The committee welcomes the work by the Education Queensland reference group to devise a policy for the delivery of road safety education in schools. The committee recommends that the delivery of road safety education should be standardised across all schools. This will require an obligation on schools to incorporate road safety education into school curricula and an obligation to deliver a minimum set of components.
215. In regard to public education, these programs need to be scrutinised to ensure they are giving road safety value for money.

²⁰⁴ EQ, 46E, p. 1.

SUMMARY OF CONCLUSIONS

Young and novice drivers and riders

216. For its inquiry, the committee defined 'young drivers and riders' as drivers and riders aged 17 to 19 years. At November 2002, there were 86,526 provisional licence holders aged 17 to 19 years in Queensland. They comprise 3.5 per cent of the driver and rider population.
217. During the five years 1998 to 2002, 22,920 crashes in Queensland involved young drivers and riders. Police judged that young drivers or riders were most at fault in 71.6 per cent (16,421) of these crashes. Of these most at fault crashes, 17.6 per cent (2,895) were serious with individuals either killed or hospitalised.
218. The committee defined 'novice drivers and riders' as provisional licence holders of any age. There were 162,441 provisional licence holders at November 2002. Novice drivers and riders comprise 6.5 per cent of all Queensland drivers and riders.
219. Between 1998 and 2002, 27,864 crashes in Queensland involved novice drivers and riders. Police judged that novice drivers or riders were most at fault in 68.3 per cent (19,024) of these crashes. Individuals were killed or hospitalised in 16.8 per cent (3,190) of these most at fault crashes.
220. 'Inexperience/lack of expertise' was the most common contributing factor to crashes involving both young and novice driver and rider groups.
221. The characteristics of novice drivers and riders are similar to young drivers and riders. Young drivers and riders are still developing their psychomotor, psychological, visual perception and risk perception skills associated with driving and riding. They are also more susceptible to peer group pressure, more likely to participate in high-risk driving and riding behaviours and have a weaker motivation to drive and ride safely. Older novices tend to have more emotional and social maturity than younger novices.
222. Young driver and rider crashes in Queensland cost an estimated \$413 million per annum over the five years from 1998 to 2002. The average annual cost for novice crashes (in 1996 dollars) in Queensland during 1998 to 2002 was \$478 million.

Post-licence driver and rider education and training

223. There is popular support for improving the competency of novice drivers and riders through education and training, though, little research evidence to support the road safety benefits. The available research evidence is at best unequivocal. At worst, the research suggests that some forms of training may actually lead to more crashes because of novice drivers' and riders' inherent over-confidence and optimism bias. However, there have been promising developments in the use of post-licence driver education and training in Scandinavia and in the Australian Capital Territory. These programs address higher order skills critical to safe driving, such as risk-taking and hazard perception rather than advanced driving skills.
224. There is a role for post-licence driver/rider education and training, linked to the Graduated Licensing Scheme (GLS), that targets higher order and safe driving skills and issues such as risk-taking, decision-making and perceptual skills.

225. The committee recommends that Queensland Transport devise and implement an optional post-licence training program for novices in Queensland on a trial basis.
226. There is a solid case for the value and importance of basic first aid techniques in helping to prevent road fatalities. The very high crash risks of young and novice drivers and riders make them a prime target for basic first aid training.
227. The difficulties with driver training have led to developments on three related areas to reduce novice crashes: new licensing approaches and the development of GLSs; heightened interest in improving the delivery and content of driver education and training programs; and interest in parent supervised practice as a means to increase overall practice and accelerate skills development.

Graduated licensing

228. The Queensland GLS has a weak intermediate (provisional) stage and lacks some of the elements of the best-practice GLS model, namely restrictions on nighttime driving and passengers. Report No. 41, *Provisional driver and rider licence restrictions* considers the case for further licence restrictions and other measures to enhance the provisional licence in Queensland.

Driver and rider training and education research

229. There is a need for more research into driver and rider education and training. Much of the primary research is now dated, almost none has been conducted in Australia, and what has been done may not cover the types of training that post-licence trainers and educators now claim to offer. Insight training is one approach that warrants research in Australia. Further research is required to identify and develop the education and training programs, curriculum, and delivery methods that have road safety merits and applicability to Australia. The committee welcomes the involvement of the motor industry and others in the development of driver and rider education to broaden the road safety research agendas in Australia.
230. Government agencies, the courts, non-government agencies, consumers, practitioners and others need guidelines on designing, delivering and choosing post-licence driver and rider education and training programs.

The learner licence stage

231. Increasing the length of the learner period and the amount of supervised practice can reduce crash risks for learners. A Swedish study has linked crash reductions of 40 per cent for novices with increased supervised driving experience.
232. Queensland Transport advocate that learners seek to obtain 120 hours of supervised driving experience. Gaining 120 hours of experience during the six month minimum learner period is difficult. Queensland's minimum learner licence age of 16½ is the highest in Australia. The committee recommends that the minimum licensing age be reduced to 16 years while maintaining the minimum provisional licence age at 17, and that the period that a learner licence is valid be increased from one to three years. The committee also recommends the reintroduction of compulsory L-plates for learners.
233. Logbooks are a useful tool to support learners provided they are utilised. The committee concludes that the Queensland learner logbook be reviewed to ensure it meets the needs of learners. The committee also recommends that Queensland Transport explore the use of interactive, internet-based logbooks. Queensland Transport should provide support for driver mentoring programs to assist learners to gain driving experience.

APPENDIX A ~ LIST OF SUBMISSIONS

Submissions for ~ Reducing the road toll for young Queenslanders – is education enough?

| Sub No: | Submission from: |
|---------|---|
| 1E | Mr B Hallinan FAIM, Chairman, Government Relations Committee, Lions Australia |
| 2E | Mr P Goed |
| 3E | Ms C Sullivan MP, Member for Pumicestone |
| 4E | Mr T Akers |
| 5E | Dr J Andersen |
| 6E | Miss M Lovell |
| 7E | Mr C S Paull |
| 8E | Mr D Skewes, Managing Director, Streets Ahead |
| 9E | Ms J Garton |
| 10E | Ms D McDonald |
| 11E | Mr B Hollis, Cairns Road Safety Watch |
| 12E | Mr T Carmody, Associate Director, Aviation, Aquaculture and Maritime Unit, Cooloola Sunshine Institute of TAFE |
| 13E | Mr B Gibson, Director, Vigil Systems Pty Ltd |
| 14E | Dr S Lal |
| 15E | Dr R Christie, Psychologist and Consultant, RCSC Services Pty Ltd |
| 16E | Mr G Brabham, Modern Driver Concepts, Part Confidential |
| 17E | Ms N Ung |
| 18E | Mr R White, General Manager, Holden Performance Driving Centre |
| 19E | Mr G Dicoski, Director, Jobs Queensland Ltd |
| 20E | Mr J Lee |
| 21E | Ms B Stone MP, Member for Springwood |
| 22E | Ms L Evans, Secretary and Reports Officer, Cairns Bicycle User Group |
| 23E | Mr K Smith, Smithworks Consulting |
| 24E | Mr K Smith, Vice-President and Convenor, Policy Committee, Australian College of Road Safety Inc |
| 25E | Mr G Corbett, Director, Total Driver |
| 26E | Mr J Wright |
| 27E | Dr R Stütz, President, Queensland Branch of Australian Medical Association |
| 28E | Mr J Neilsen, Managing Director, Safe Drive Training (Aust) Pty Ltd |
| 29E | Mr P Roggenkamp, Drive Safe |
| 30E | Mr L Johnson, Commissioner, Queensland Fire and Rescue Service |
| 31E | Ms L Hutchins, Howards Professional Driving School |
| 32E | Mr B Hill-Webber, Australian Driver Trainers Association (Qld) Inc |
| 33E | Hon H Palaszczuk MP, Minister for Primary Industries and Rural Communities |
| 34E | Hon S Bredhauer MP, Minister for Transport and Minister for Main Roads |
| 35E | Mr S Hindle |
| 36E | Mr J Fraser, President, Road Safety Education Association |
| 37E | Hon B Wood MLA, Minister for Urban Services, ACT |
| 38E | Hon M Foley MP, Minister for Employment, Training and Youth and Minister for the Arts |
| 39E | Mrs B Newland, Part Confidential |
| 40E | Mr M Sullivan, Editor, Post Haste Graphics & Mr M Fletcher |
| 41E | Hon J Spence MP, Minister for Disability Services |
| 42E | Mr B Wacker, Joint Managing Director, Morgan & Wacker Pty Ltd |
| 43E | Mr J Higgins, Acting Commissioner, Queensland Ambulance Service |
| 44E | Mr G Fites, General Manager External Relations, The Royal Automobile Club of Queensland Ltd |
| 45E | Hon T McGrady MP, Minister for Police and Corrective Services and Minister Assisting the Premier on the Carpentaria Minerals Province |
| 46E | Hon A Bligh MP, Minister for Education |
| 47E | Mr T Stewart MP, Parliamentary Secretary for Roads, NSW |
| 48E | Mr B Collis, Co-ordinator, Docu Drama Program |
| 49E | Ms S Read, National Manager Government Relations and Public Policy, Holden Australia |
| 50E | Mr H Griffin |
| 51E | Mr A Smith |
| 52E | Mr B Griffin, Director, Precise School of Driving Pty Ltd |

Submissions for ~ Provisional Driver and Rider Licence Restrictions

| Sub No: | Submission from: |
|---------|---|
| 1R | Ms T Cross |
| 2R | Ms K Cross |
| 3R | Mr D Skewes, Managing Director, Streets Ahead |
| 4R | Mr D Stunden, State RAAP Coordinator, Community Education & Research Unit, Queensland Fire & Rescue Service |
| 5R | Mr N Ludlow |
| 6R | Mr CG Batson |
| 7R | Dr J Andersen |
| 8R | Mr M E La Delle |
| 9R | Mr C Allen-Sympson |
| 10R | Mr R Snow |
| 11R | Mr J A Wright |
| 12R | Mr C P Hoolihan |
| 13R | Mr B Wood MLA, Minister for Urban Services, Minister for Arts and Heritage, Minister for Disability |
| 14R | Ms L Dukker |
| 15R | Mr T Cookson |
| 16R | Mr K Gilmour |
| 17R | Ms D Edwards |
| 18R | Mr R Vines |
| 19R | Mr B Hallinan FAIM, Chairman, Government Relations Committee, Lions Australia |
| 20R | Mr B Beaden |
| 21R | Mr E Achtzehn, Driveprep |
| 22R | Mrs D Bonner |
| 23R | Mr M & Mrs D Robinson |
| 24R | Dr R Christie, RCSC Services Pty Ltd |
| 25R | Mr B Wacker, Joint Managing Director, Morgan & Wacker Pty Ltd |
| 26R | Mr T McCahon, Proprietor, D/T Education |
| 27R | Ms K Gibson |
| 28R | Mr J English MP, Member for Redlands |
| 29R | Mr A Smith |
| 30R | Mr W Hewitt |
| 31R | Mr B Hill-Webber, Australian Driver Trainer's Association (Qld) Inc |
| 32R | Hon S Bredhauer MP, Minister for Transport and Minister for Main Roads |
| 33R | Mr S Mason |
| 34R | Ms R McGrath |
| 35R | Mr C Devereux |
| 36R | Mr A Terry, Chief Executive Officer, The Royal Automobile Club of Queensland |
| 37R | Mr J Higgins, Commissioner, Queensland Ambulance Service |
| 38R | Mr I Smith |
| 39R | Hon T McGrady MP, Minister for Police and Corrective Services and Minister Assisting the Premier on the Carpentaria Minerals Province |
| 40R | Mr G Wynn |
| 41R | Mr B Sloper |
| 42R | Hon M Foley MP, Minister for Employment, Training and Youth, and Minister for the Arts, on behalf of the State Youth Advisory Council |
| 43R | Mrs B Spencer |
| 44R | Hon J Spence MP, Minister for Aboriginal and Torres Strait Islander Policy |
| 45R | Mr D Ham, Manager Community Development, Townsville City Council |

APPENDIX B ~ ADVERTISEMENT CALLING FOR SUBMISSIONS

REDUCING THE ROAD TOLL FOR YOUNG QUEENSLANDERS - IS EDUCATION ENOUGH?

Call for submissions

The Travelsafe Committee of the 50th Legislative Assembly is inquiring into novice driver and rider crashes in Queensland. During the inquiry, the committee will consider:

- The involvement of novice drivers and riders in crashes, and the factors contributing to their crashes;
- The human and economic costs of novice driver and rider crashes in Queensland;
- What, if any, additional driver/rider training and education should be provided to novices drivers and riders; and
- What, if any, other measures should be taken to reduce novice driver and rider crashes in Queensland.

The committee invites public submissions. **Submissions close on Monday 10 February 2003.** Guidelines on making submissions are available from the committee's secretariat in Brisbane (ph 3406 7908) and from the committee's website at www.parliament.qld.gov.au/committees/travel.htm.

Jim Pearce MP
Chairman

APPENDIX C ~ ATTENDEES AT PUBLIC FORUMS

The following people attended the forums and completed a response form.

| Brisbane ~ 20 May 2003 | | | | |
|----------------------------------|-----------------|----------------|-------------------|----------------|
| Mr J Abdus-Samad | Mr P Duke | Mr B Hanley | Ms S Mills | Ms K Stappas |
| Mr E Achtzehn | Mr B Ennis | Mr S Hindle | Mr A Neil | Mr R Stewart |
| Mr M Arnold | Ms K Fallo | Ms A Jenson | Mr J Neilsen | Mr M Strudwick |
| Ms M Beaumont | Ms E Fitzgerald | Ms P Large | Ms C Paul | Ms H Stylianou |
| Mr R Browning | Ms L Folkman | Mr J Lee | Mr G Parker | Ms M Surrey |
| Mr S Craner | Mr D Fuller | Ms M Lim | Ms M Peter | Mr D Tang |
| Ms L Day | Mr P Fuller | Mr A Long | Ms T Proctor | Mr P Treffner |
| Mr A Dale | Ms J Eveleigh | Mr A Kiolle | Ms K Riley | Ms T Ward |
| Mr T Diprose | Mr N Gouldstone | Mr M Kolas | Mr J Scott | Mr R White |
| Ms R Douglas | Ms K Hall | Mr S Mansell | Mr M Seccomb | Mr B Wilson |
| Ms E Dracakis | Mr B Hallinan | Ms A Marsden | Ms B Spencer | Ms N Valentine |
| Mr L Duflon | Ms K Hamilton | Mr S Mason | Mr C Stafford | Mr M Zernile |
| Gold Coast ~ 20 May 2003 | | | | |
| Mr G Corbett | Ms N Kume` | Mr B Smith | Mr P Smith | Mr D Wildey |
| Mr N Faulkner | Mr A Petersen | Ms M Smith | Mr P Tuck | Ms K White |
| Mr S Johns | Mr M Robinson | | | |
| Caloundra ~ 21 May 2003 | | | | |
| Mr B Beaden | Ms B Campbell | Ms S Knight | Mr T McCahon | Ms H Musgrove |
| Ms T Blunck | Mr R Eland | Ms M Lecky | Mr A McKay | Ms E Robertson |
| Mr K Brock | Ms J Gargon | Ms E Maurer | Ms E Mooney | Ms L Staines |
| Gympie ~ 21 May 2003 | | | | |
| Ms R Bruce | Mr G Herold | Ms L Phelps | Ms L Smith | Mr J Tramacchi |
| Ms J Buchanan | Mr F Lightfoot | Mr C Rasmussen | Mr G Smith | Mr G Warhurst |
| Mr M Buchanan | Mr M McCormack | Mr C Rosothan | Mr A Smith | Ms L Watt |
| Ms R Gate | Mr B McIntyre | Mr W Sachs | Mr T Summerill | Mr B Watt |
| Mr C Grivell | Mr A O'Connell | Mr L Schefe | Mr T Taheman | Ms S Wheeler |
| Mr C Haines | Ms T Parry | Mr D Smith | Mr I Towers | Mr A White |
| Toowoomba ~ 22 May 2003 | | | | |
| Ms J Anderson | Mr T Hamilton | Mr K McCabe | Ms W Panach | Mr S Rowlings |
| Ms S Buschel | Ms S Hurst | Mr J McInnes | Ms A Parastatidis | |
| Ms G Coates | Mr P Kennedy | Mr B Morrison | Ms J Parastatidis | |
| Mr G Gall | Ms B MacDiarmid | Cr J Munday | Mr D Reuter | |
| Cairns ~ 24 June 2003 | | | | |
| Mrs M DePalma | Ms F Norman | Mr A Sexton | Ms M Vale | Mr J Wright |
| Ms B DePalma | Mr M Reason | Mr J Smith | Mr H Visser | |
| Mr B Hollis | Mr P Roggenkamp | Mr L Thomas | Mr E Wickham | |
| Townsville ~ 24 June 2003 | | | | |
| Ms K Buosi | Mr A Jablowski | Ms M O'Donnell | Mr B Richardson | Mr M Vick |
| Ms T Davis | Mr I McCubben | Mr J Paterson | Mr A Solloman | Mr R White |
| Ms D Elrick | Mr P Moore | Mr G Reinbott | Mr I Stewart | |
| Ms J Gibson | Ms N Newton | Ms D Reinbott | Mr J Urquhart | |
| Mackay ~ 25 June 2003 | | | | |
| Mr P Coughlan | Mr J Harvey | Ms T McQueen | Mr I Single | Ms T Vella |
| Ms J Craig | Mr N Heit | Ms J Mossman | Ms K Spillman | |
| Ms A Drage | Ms W Jackson | Ms R Pola | Mr R D Turner | |
| Ms F Graves | Mr A Mah | Ms K Reynolds | Mr D Van Kercknof | |

| Rockhampton ~ 26 June 2003 | | | | |
|--------------------------------------|----------------|-----------------|------------------|------------------|
| Mr M Barnbaum | Mr G Brown | Ms E Haughton | Ms M O'Connor | Mr P Trott |
| Mr C Batson | Mr G Cagney | Mr S Kelly | Mr S Randall | Mr S Walker |
| Mr R Bond | Mr S Chittick | Mr J Mallony | Ms C Rothery | |
| Ms P Boyd | Mr G Dicinoski | Ms D Moyle | Ms A Stevens | |
| YMCA (Brisbane) ~ 9 July 2003 | | | | |
| Mr D Adams | Ms R Downie | Ms M Huntress | Ms J Nielsen | Mr R Smith |
| Mr S Ambrose | Ms L Dwyer | Mr I Hutcheon | Mr T Nigalis | Ms B Stone |
| Ms S Blackwell | Mr G Foster | Ms K Ingledew | Ms J O'Brien | Ms P Sunder |
| Mr B Bouchet | Mr M Gees | Ms S Khan | Ms E Owens | Ms E Thomas |
| Ms E Burgess | Ms E Gibbs | Ms K Layt | Ms B Parrish | Ms S Thomson |
| Mr S Burgess | Mr M Gilbert | Ms A Lewthwaite | Ms E Penny | Mr J Vercoe |
| Mr J Carlson | Mr D Guivarra | Mr A McKinnon | Ms E Pohlmann | Ms J Vincin |
| Ms A Catterall | Ms K Gulley | Ms A McRae | Ms C Richards | Ms E Wakeham |
| Mr K Chui | Ms K Hall | Ms N Meldrum | Ms S Robertson | Ms A White |
| Mr A Churchill | Mr D Hancock | Ms N Mole | Ms M Severinsen | Ms L Whittingham |
| Ms S Claydon | Mr C Harrigan | Ms C Mulholland | Ms N Sharma | Mr R Williams |
| Ms L Crowley | Mr R Harrip | Ms M Muller | Mr D Sibson | Mr D Wong |
| Ms M Curcuruto | Ms C Hawkins | Mr B Nelson | Ms J Skippington | |
| Ms L Doherty | Mr B Higgins | Ms S Newitt | Ms M Smith | |
| Roma ~ 14 August 2003 | | | | |
| Mr W Bassett | Ms R Green | Mr E Hunter | Mr J Rasmussen | Ms J Sutton |
| Ms H Bowen | Ms S Gogan | Ms C Johansen | Mr A Reddan | Mr R Thompson |
| Mr R Brown | Ms S Hall | Mr R Johnson | Ms H Ringelstein | Ms D Thompson |
| Mr M Buldurs | Ms M Hare | Ms S Jones | Ms V Robinsen | Ms N Thorne |
| Ms J Coates | Ms J Harms | Mr C Keane | Ms J Rushford | Mr M Waldron |
| Ms J Crook-King | Ms M Henning | Ms R Lobegeiger | Mr S Sellars | Ms C Waters |
| Ms S Cross | Mr R Henricks | Ms K Matthews | Mr J Sims | Ms J Wilkin |
| Ms K Duke | Mr C Hoffmann | Mr A Morrow | Mr A Stansbie | Ms J Woolley |
| Mr T Farndon | Mr T Hornick | Ms S Peters | Mr P Sullivan | Ms S Yates |
| Mr B Fisher | Mr J Hornick | Mr W Phurstun | Ms K Sullivan | |

APPENDIX D ~ RESPONSE FORM FROM FORUMS



RESPONSE FORM – YOUNG DRIVER FORUMS

Please complete and return this confidential response form to share your views on driver education and training and provisional licensing with the Travelsafe Committee. The committee would like to include the responses from all forum participants in their report. However, it will not publish any information that identifies you specifically, or your opinions. The completion of this form is voluntary.

Name: _____ **Address:** _____
Email: _____

Gender: Male Female **Age:** _____

Current licences held: 1. (Car, Motorcycle, Not applicable etc): _____
 2. (Learner, Provisional, Open, Not applicable): _____

Send me a copy of any updates the committee releases and their final reports YES NO
 I would like to be added to the committee’s mailing list YES NO

Competition

Completed response forms returned to committee members and staff before the end of today’s forum will go into the draw for a prize. Please ensure that you have included your name and contact details.

Forms completed after the meeting can also be mailed to *The Research Director, Travelsafe Committee, Parliament House, BRISBANE QLD 4000*

Your opinions

Please tick the boxes below to indicate whether you agree or disagree with each of the following initiatives.

Tick ✓ under (1) for STRONGLY DISAGREE; (2) for DISAGREE; (3) FOR NEITHER AGREE NOR DISAGREE; (4) for AGREE; and (5) for STRONGLY AGREE.

| | 1 | 2 | 3 | 4 | 5 |
|--|---|---|---|---|---|
| Advanced driving skills training for provisional licence holders | | | | | |
| ‘Insight’ training and education courses for provisional licence holders | | | | | |
| Increased supervised driving practice during the learner phase | | | | | |
| A two-stage provisional licensing system | | | | | |
| Imposing a night curfew from 9.00pm till 6.00am for the first six months of a provisional licence, with exemptions for special cases | | | | | |
| A night driving curfew from midnight till 5.00am for the first six months of a provisional licence, with exemptions for special cases | | | | | |
| Passenger restrictions for the first six months of a provisional licence, with exemptions for special cases | | | | | |
| Limiting the number of peer passengers to one between the hours of midnight and 6.00am for the first six months of a provisional licence, with exemptions for special cases | | | | | |
| Passengers and night driving restrictions should only apply to those drivers and riders who have committed serious traffic offences | | | | | |
| A power-to-weight restriction for provisionally-licensed car drivers, with exemptions for special cases | | | | | |
| A power-to-weight restriction for provisionally-licensed motorbike riders, with exemptions for special cases | | | | | |
| Make it illegal to tow any trailer during the first six months of a provisional licence, with exemptions for special cases | | | | | |
| Limiting the weight of trailers that may be towed for the first six months of a provisional licence to 250kg (a typical box trailer when empty), with exemptions for special cases | | | | | |
| Introducing additional speed restrictions for provisional licence holders | | | | | |
| Requiring provisional drivers and riders to remain offence-free for six months before being issued an open licence | | | | | |
| Requiring all provisional drivers and riders to display P plates | | | | | |
| Introducing an exit test that provisional drivers and riders must pass in order to gain an open licence | | | | | |
| Today’s forum has been informative and well organised | | | | | |

Other comments: _____

APPENDIX E ~ SUMMARY OF FEEDBACK FROM FORUMS

The Travelsafe Committee hosted eleven public forums throughout Queensland as part of their current inquiries: *Reducing the road toll for young Queenslanders – is education enough?*; and *Inquiry into provisional driver and rider licence restrictions*.

The purpose of the forums was to discuss methods of reducing young driver and rider crashes. The focus of the forum was listening to the ideas, opinions, facts and personal stories of participants. Representatives from Queensland Police and Queensland Transport attended each forum.

Ten of the forums were open to the public, while a special forum was held with participants in the YMCA Youth Parliament in Brisbane on 9 July. The locations and dates of the forums were:

- Brisbane (20 May);
- Robina (20 May);
- Caloundra (21 May);
- Gympie (21 May);
- Toowoomba (22 May);
- Cairns (22 June);
- Townsville (22 June);
- Mackay (23 June);
- Rockhampton (24 June);
- YMCA youth parliament forum in Brisbane (9 July); and
- Roma (14 August).

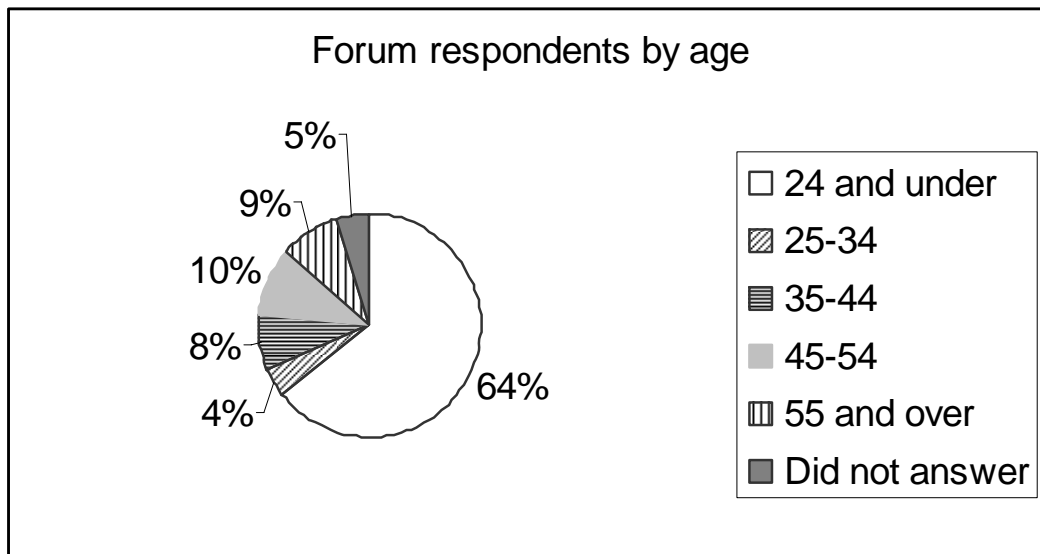
Individuals attending the forums included Members of Parliament, representatives from local governments, school and university students, other young people, parents, teachers, driver and rider trainers, educators, academics, police and other departmental staff.

The YMCA Youth Parliament forum involved eighty young people between 15 and 25 years. They were from electorates across Queensland including 35 electorates in regional and rural areas.

The format of all forums was similar:

- Introduction by the chair Mr Jim Pearce MP (except Roma where Hon Vince Lester MP performed this role);
- Short presentation by Queensland Transport (except Roma where Ms Lyndel Bates, the Senior Research Officer for the Travelsafe Committee did this);
- Discussion of the first inquiry, *Reducing the road toll for young Queenslanders – is education enough?*; and
- Discussion of the second inquiry, *Inquiry into provisional driver and rider licence restrictions*.

At the conclusion of each forum, the committee invited participants to complete a response form to provide further feedback on the issues under consideration. Three hundred and twenty individuals completed response forms. The pie chart overleaf shows the age of respondents. The majority were under the age of 25 (209 people, 64 per cent). There were 14 (4 per cent) people aged between 25 and 34, 26 (8 per cent) aged between 35 and 44, 32 (10 per cent) aged between 45 and 54, and 29 (9 per cent) individuals aged over 55. Fifteen people (5 per cent) did not provide their age.



While not intended to be statistically valid, the figures below provide an indication of the views of those who attended the forums.

| Statement | Disagree (percent) ²⁰⁵ | Uncertain (percent) | Agree (percent) ²⁰⁶ |
|--|-----------------------------------|---------------------|--------------------------------|
| Advanced driving skills training for provisional licence holders | 12 | 19 | 69 |
| 'Insight' training and education courses for provisional licence holders | 10 | 17 | 73 |
| Increased supervised driving practice during the learner phase | 16 | 23 | 60 |
| A two-stage provisional licensing system | 30 | 31 | 39 |
| Imposing a night curfew from 9.00pm till 6.00am for the first six months of a provisional licence, with exemptions for special cases | 70 | 12 | 17 |
| A night driving curfew from midnight till 5.00am for the first six months of a provisional licence, with exemptions for special cases | 57 | 14 | 29 |
| Passenger restrictions for the first six months of a provisional licence, with exemptions for special cases | 59 | 14 | 28 |
| Limiting the number of peer passengers to one between the hours of midnight and 6.00am for the first six months of a provisional licence, with exemptions for special cases | 54 | 18 | 28 |
| Passengers and night driving restrictions should only apply to those drivers and riders who have committed serious traffic offences | 27 | 25 | 48 |
| A power-to-weight restriction for provisionally-licensed car drivers, with exemptions for special cases | 35 | 27 | 38 |
| A power-to-weight restriction for provisionally-licensed motorbike riders, with exemptions for special cases | 29 | 29 | 42 |
| Make it illegal to tow any trailer during the first six months of a provisional licence, with exemptions for special cases | 36 | 24 | 40 |
| Limiting the weight of trailers that may be towed for the first six months of a provisional licence to 250kg (a typical box trailer when empty), with exemptions for special cases | 33 | 28 | 39 |
| Introducing additional speed restrictions for provisional licence holders | 65 | 16 | 20 |
| Requiring provisional drivers and riders to remain offence-free for six months before being issued an open licence | 24 | 15 | 61 |
| Requiring all provisional drivers and riders to display P plates | 37 | 21 | 42 |
| Introducing an exit test that provisional drivers and riders must pass in order to gain an open licence | 21 | 21 | 57 |

²⁰⁵ Disagree responses include both strongly disagree and disagree responses to the statement.

²⁰⁶ Agree responses include both strongly agree and agree responses to the statement.

APPENDIX F ~ WITNESSES AT PUBLIC HEARING ON 23 SEPTEMBER 2003

| |
|--|
| Driver trainers and educators |
| Mr Erwin Achtzehn, Driveprep |
| Mr Rod Barrett, Senior Lecturer in Biomechanics, Griffith University |
| Mr Gary Brabham, Chief Instructor, Modern Driver Concepts |
| Mr Barry Collis, Coordinator, Docu Drama Program |
| Mr Fred Davies, Managing Director, Morgan & Wacker Motorcycle Training Centre |
| Mr John Fraser, Principal Consultant, John Fraser Fleet & Driver Consultancy |
| Mr Brian Griffin, Director, Precise Driver Training |
| Mr Howard Griffin |
| Mr Bruce Hill-Webber, Past President, Australian Driver Trainers Association (Queensland) |
| Mr Milton Kolas, Proprietor, Omega Driving School |
| Mr Joel Neilsen, Managing Director, Safe Drive Training (Aust) P/L |
| Mr Andrew Petersen, PhD Student, School of Physiotherapy and Exercise Science, Griffith University |
| Mr David Skewes, Managing Director, Streets Ahead |
| Mr Peter Tuck, Vice President, Australian Driver Trainers Association (Queensland) |
| Mr Russell White, General Manager, Holden Performance Driving Centre |
| |
| Royal Automobile Club of Queensland |
| Mr John Wikman, Manager, Traffic and Safety Department |
| Mr John Gray, Transport and Road Safety Officer |
| |
| Queensland Transport |
| Mr Tony Kursius, Acting Deputy Director General |
| Mr Gary Mahon, Acting Executive Director, Land Transport and Safety Division |
| |
| Queensland Police Service |
| Acting Superintendent Brian McDonald, A/Supt in Charge, State Traffic Support Branch |
| Inspector Chris Thomas, Regional Traffic Coordinator, Metro North Region |
| Inspector John Murnane, Regional Traffic Coordinator, Metro South Region |
| Snr Sgt Robert Cochrane, Officer in Charge, Accident Investigation Squad |
| Sgt Greg Grey, School Based Policing Program & Problem-Oriented Policy Program |

APPENDIX G ~ WITNESSES AT SYDNEY AND MELBOURNE MEETINGS – APRIL 2003

| |
|--|
| 8 APRIL 2003 |
| Roads and Traffic Authority Head Office Sydney |
| Mr Paul Rees, Manager Driver Development and Education, Roads and Traffic Authority |
| Mr Duncan McRae, Unit Manager Driver Assessment Unit, Roads and Traffic Authority |
| Acting Superintendent Ron Dorrough, New South Wales Police |
| Ms Jill Browne, Principal Advisor Road Safety, Motor Accidents Authority |
| Ms Abigail Hall, Senior Advisor Road Safety, Motor Accidents Authority |
| Honda Australia Rider Training, St Ives Driver/Rider Training Complex, Sydney |
| Mr Tony Wroe, Senior Instructor, Honda Australia Rider Training |
| 9 APRIL 2003 |
| The Federation Room, Old Sydney Holiday Inn, Sydney |
| Dr Ann Williamson, Director, Injury Risk Management Research Centre, University of New South Wales |
| National Roads and Motorists Association |
| Mr Alan Finlay, Manager - Mobility Safety Team, National Roads and Motorists Association |
| Ms Anne Morphet, Policy Advisor – Mobility Safety Team, National Roads and Motorists Association |
| Motorcycle Council of New South Wales |
| Mr Guy Stanford, Chairman. |
| Australian Driver Trainers Association |
| Mr Allan Porter, Executive Director, Australian Driver Trainers Association New South Wales |
| Mr Jeff McDougall, Australian Driver Trainers Association New South Wales |
| 10 APRIL 2003 |
| Vicroads, Victoria Police & the Transport Accident Commission |
| Mr Eric Howard, General Manger – Road Safety, VicRoads |
| Ms Antonietta Cavallo, Acting Manager – Road User Behaviour, VicRoads |
| Superintendent Peter Keogh, Victoria Police |
| Mr David Healy, General Manager – Road Safety, Transport Accident Commission |
| Ms Samantha Cockfield, Transport Accident Commission |
| Automotive industry representatives |
| Mr Mark Collins, Assistant Manager, Honda Automotive and Rider Training |
| Mr John Egan, General Manager Government Affairs and International Trade Policy, Toyota |
| Mr John Kananghinis, General Manager Corporate Communications, BMW Group Australia |
| Mr Damien Meredith, General Manger of Sales, Volkswagen Group Australia |
| Mr Ray Newland, Motorcycle Manager, Federal Chamber of Automotive Industries Motorcycle Group |
| Mr Russell Scoular, Manager Government Affairs, Ford Motor Company of Australia |
| Mr Lindsay Smalley, Director & General Manager Sales & Marketing, Honda Australia |
| Dr Laurie Sparke, Executive Engineer, Holden Australia |
| Department of Justice |
| Ms Marisa De Cicci, Director, Justice Policy, Department of Justice |
| Mr William Gibbons, Senior Policy Officer, Department of Justice |

APPENDIX H ~ SURVEY OF THE ROAD SAFETY EDUCATORS ASSOCIATION

In November 2003, the committee invites members of the Road Safety Educators Association (RSEA) to provide information about their activities and courses/programs offered. This was in the form of a short questionnaire sent to RSEA members. The questionnaire is provided overleaf.

Nine of the ten members that comprise the RSEA participated in the survey. The information below is a summary of the main points:

- RSEA members offer a range of programs targeted at novices, experienced and work-related drivers;
- Five of the providers have at least some instructors qualified to deliver pre-licence driver training. All instructors working for four of the providers are pre-licence qualified;
- All providers are based in south east Queensland – five in Brisbane, two on the Gold Coast, two in Gympie and one on the Sunshine Coast;
- Eight provide a post-licence education that includes a training component. Two provide post-licence training with no theory component;
- The duration of courses range from six hours on a single day to 221 hours delivered over 40 weeks. Two providers provide un-structured courses on request;
- Five providers provide training entirely off-road. Three provide a combination of on and off-road training;
- Five providers provide court-referred training;
- Topics covered in the theory component of courses include the road rules, novice driver/rider crash risks and the injuries they cause, factors contributing to crashes, the human and financial impacts of crashes on crash victims, what to do if involved in a crash, emergency first aid, risk taking, alcohol and other drugs, fatigue, peer pressure, penalties and traffic infringement, the risk of driving/riding with passengers or at night, choosing a vehicle suited to novices, and vehicle maintenance;
- The training component of the programs provided to novices include sections on using the driver/rider controls, lane changing/merging, steering/cornering, emergency swerve and recovery manoeuvres, emergency braking techniques, braking on wet roads, visual scanning, hazard perception, braking/steering on a skid pan, night driving, driving on gravel roads, and towing.
- Not all providers address braking/steering on a skid pan in the training;
- Sources of information used to develop education/training curricula include formal research and evaluations by others of programs that have positive road safety benefits, guidelines from government and/or other organisations, books/articles and past experience of what people want or expect;
- Seven of the nine respondents stated they received no assistance from Queensland Transport or other transport agencies in developing their curricula;
- Five sought/received guidance from road safety organisations and researchers on education/training curricula and the evaluation of their courses/programs;
- Most RSEA members collect feedback from course participants; eight providers survey their participants, seven discuss effectiveness of their programs with participants and three providers use an independent scientific evaluation to gauge the effectiveness of their courses/program for novices in imparting information and influencing behaviour; and
- When asked what assistance they would like to receive from Queensland Transport to deliver effective education and or training to novice drivers/riders, five said they would like guidance on course/program content that has road safety value, three would like guidance on techniques for the delivery of training/education, and nine want assistance with access to material to use in their education/training.



SURVEY
PROVISION OF POST LICENCE EDUCATION AND TRAINING
FOR NOVICE DRIVERS/RIDERS IN QUEENSLAND

Introduction

The purpose of this survey by the Travelsafe Committee in conjunction with the Road Safety Educators Association, is to gather information about the provision of driver education and training. This information will assist the Travelsafe Committee in its current work on reducing the involvement of novice drivers and riders in crashes in Queensland. The committee may comment on the collective responses by respondents to the survey. However, individual responses will remain confidential. All survey participants will receive a summary of the survey findings.

Definitions

In this survey, we distinguish between driver/rider **training** and driver/rider **education**. Driver/rider training relates to car/bike control or to the techniques of handling a vehicle. Driver/rider education may include driver training but extends to a fuller knowledge and understanding of the driving/riding task in all its complexity. We define **novice** drivers/riders as drivers/riders who hold provisional licences.

Instructions

Please provide written answers or circle the option of your choice as required for the following questions.

Please return the completed survey by Friday 7 November 2003 to:

Rob Hansen
 Research Director
 Travelsafe Committee
 Parliament House Q 4000
 Ph 340 67669; Fax: 340 67070
 Email: robert.hansen@parliament.qld.gov.au.

1. Name of provider of post licence education/training

2. Contact person: _____ Position _____
 Phone _____ fax _____ email _____
3. How many educators/trainers do you employ? _____
4. Approximately how many **novice** drivers/riders do you educate or train per annum?
 - a) Less than 50
 - b) Between 50 and 500
 - c) 500 or more
5. Are your instructors authorised by Queensland Transport to provide pre-licence driver/rider training requirements, having met the department's competency and other requirements?
 - a) Yes
 - b) No
6. What is the city or town where your organisation is based?

7. What regions or areas of Queensland does your organisation provide services to?

-
8. What types of driver/rider education do you provide?
- Pre-licence education (theory only)
 - Pre-licence education that includes a training component
 - Pre-licence driver/rider training (no theory)
 - Post-licence education (theory only)
 - Post-licence education that includes a training component
 - Post-licence driver/rider training (no theory)
 - Other (please specify) _____
9. What is the duration of the novice driver/rider training or education course/program you provide?
- A total of _____ hours of exposure over _____ days/weeks
 - Unstructured course delivered on request
10. If you provide training, where is it conducted?
- Conducted entirely off the public road network
 - Conducted on the public road network
 - Combination of training off and on public roads
 - Other (please specify) _____
11. If you provide driver education for novice drivers/riders, where is the education (theory component) conducted?
- In schools, universities or colleges
 - In workplaces
 - On the road during driver/rider training
 - At other venues (please specify) _____
12. Do you provide education/training for novice drivers and riders on referral from the courts?
- Yes
 - No
13. What does the education (theory component) you provide to **novice** drivers/riders cover?
- The road rules
 - Novice driver/rider crash risks and the injuries they cause
 - Factors that contribute to crashes
 - The human and financial impacts of crashes on crash victims
 - What to do if involved in a crash?
 - Emergency first aid
 - Risk taking
 - Alcohol and other drug use
 - Fatigue
 - Peer pressure
 - Penalties for traffic infringements
 - The risks of driving/riding with passengers or at night
 - Choosing a vehicle suited to novice drivers/riders
 - Vehicle maintenance
 - Other (please specify) _____

-
14. If you provide driver/rider training to **novice** drivers or riders (holding only a provisional licence), what does your training cover?
- a) Using the driver/rider controls
 - b) Lane changing and merging
 - c) Steering and cornering
 - d) Emergency swerve and recovery manoeuvres
 - e) Emergency braking techniques
 - f) Braking on wet roads
 - g) Visual scanning
 - h) Hazard perception
 - i) Braking/steering on a skid pan
 - j) Night driving
 - k) Driving on gravel roads
 - l) Towing
 - m) Other (please specify) _____
15. How did you determine what to include in your education/training curricula?
- a) Based on past experience of what people want or expect
 - b) Based on formal research and evaluations by others of programs that have positive road safety benefits
 - c) Based on guidelines from governments and/or other organisations
 - d) Books/articles (please specify) _____
 - e) Other (please specify) _____
16. What assistance has Queensland Transport or other transport agencies provided you in developing your curriculum?
- _____
17. What assistance would you like to receive from Queensland Transport or other transport agencies that would help you to deliver effective education and or training to **novice** drivers/riders?
- a) Guidance on course/program content that has road safety value
 - b) Guidance on techniques for the delivery of training/education
 - c) Assistance with access to material to use in your education/training
 - d) Other (please specify) _____
18. What assistance have you sought/received from road safety organisations and researchers in the development of your course/program for **novice** drivers/riders?
- a) Guidance on education and training curricula
 - b) Guidance on evaluations of your course/program
 - c) Other (please specify) _____
19. What support do you receive from other organisations?
- a) Guidance on course/program content
 - b) Financial support/sponsorship
 - c) Marketing support
 - d) Other (please specify) _____

APPENDIX I ~ CONFERENCE COMMUNIQUÉ



Developing Safer Drivers and Riders Conference

22 – 23 July 2002, Parliament House, Brisbane



Special points of interest:

- The proceedings from the conference are available from the Australian College of Road Safety. Please contact their national office on:

Tel: 02 6290 2509

Fax: 02 6290 0914

Email: eo@acrs.org.au

- Information about the Travelsafe Committee, including information about current inquiries and reports, is available from the committee's website at: www.parliament.qld.gov.au/committees.htm

- The Travelsafe Committee is interested in finding out about the broad community attitudes to, and concerns about, the challenges confronting novice drivers and riders. The committee would welcome your comments as a novice driver or rider, parent, teacher, training instructor or other interested party.

Please address your written comments by email, fax or post to:

The Research Director
Travelsafe Committee
PARLIAMENT HOUSE
George Street
Brisbane Q 4000

Fax: 07 3406 7070

Email:
tsafe@parliament.qld.gov.au

If your comments are personal and confidential please write "CONFIDENTIAL" at the top of your email, fax or letter.

Conference Communiqué

The Parliamentary Travelsafe Committee of the Queensland Parliament and the Australian College of Road Safety held a conference at the Parliamentary Annexe on 22 & 23 July 2002 titled Developing Safer Drivers and Riders. The conference examined the future role of driver and rider education and training in road safety.

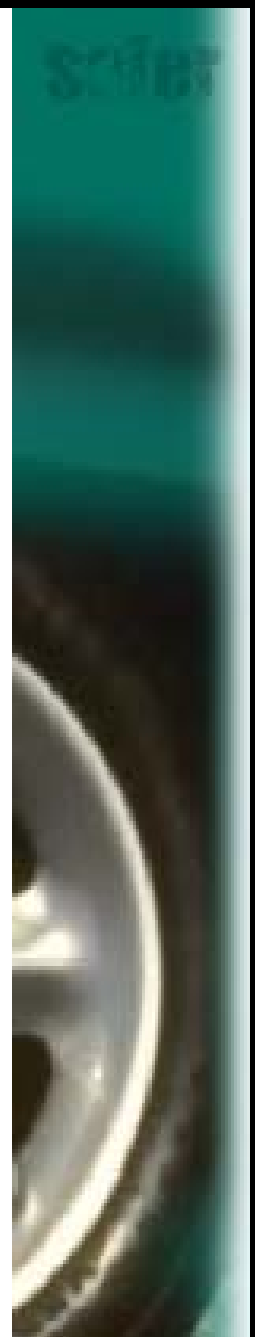
The conference objectives were to:

- Explore the need for, and role of, driver and rider education and training in road safety;
- Review the research and other evidence about its road safety and other values;
- Identify best practice—what works and what doesn't in this area;
- Examine the fundamental question— "Can people be trained and educated to drive or ride more safely and not to take unnecessary risks?";
- Provide a forum to consider regulatory and other professional issues of concern to educators and trainers; and
- Raise public awareness of the issues and stimulate informed debate.

The program included 27 presentations over the 2 days in 7 sessions. From the papers included in the proceedings, 9 were submitted for peer review. Mr Dan Mayhew, Senior Vice President of the Traffic Injury Research Foundation, Canada and Dr Ron Christie, Principal of RCSC Services Pty Ltd in Melbourne provided keynote addresses.

160 delegates from across Australia and New Zealand took part in the discussions. Among the delegates were driver educators, researchers, government decision-makers, police and emergency service workers.

The final session of the conference was an open discussion forum chaired by Associate Professor Soames Job. The 15 motions ratified by the delegates at this session are listed overleaf and provide an excellent agenda for further work in the area of education and training towards developing safer drivers and riders.



Motions of the conference delegates:

- There remains a large gulf between driver training and education academics and practitioners. More co-operation and research between these groups is needed to breach this gulf.
- There is a need for greater dialogue between driver training practitioners and academics, and for local research into the effects of the training that is provided.
- ‘Driver education’ and ‘driver training’ courses are hugely different and cannot be categorised together.
- The term ‘driver educator’ should be used instead of ‘driver trainer’ as it more accurately describes the services that are provided.
- Research needs to be meaningful for practitioners, practical and reported in lay terms. Journals such as Roadwise need to play a role in disseminating information to trainers and educators. Academic research groups need to focus on research that can easily be translated into licensing issues. (Delegates noted that the ACRS will develop an online directory of researchers’ expertise and their areas of interest to make researchers and their research more accessible to practitioners).
- Commitment is needed to the evaluation of driver/rider training and education programs, irrespective of the framework. More research is needed into factors of crashes to give more direction to education and keeping up on new directions rather than simply doing outcome research.
- There should be a greater emphasis on looking at purpose of journey issues in road safety. This includes collecting purpose of journey data together with crash data at a national and state level to understand why people are actually using the road in the first place. This will allow researchers to target behavioural countermeasures at different groups who are driving for different purposes.
- In regard to crash data, the focus on fatal crashes should be reduced. There is also a need for greater categorisation of injury crashes by severity. Injury data files should be designed so they can be effectively and readily matched across all sources according to World Health Organisation classifications.
- There is a need to audit driver education and training programs across Australia.
- There is a need to develop national training curricula for trainers and students that are broadly accepted. Delegates also acknowledged the critical importance of getting input from young people.
- In terms of specific policy initiatives, delegates called for a detailed evaluation of the NSW Graduated Licensing System and its effects on novice driver crashes since the system was introduced.
- There was also agreement with the need for research into the (road safety) value of requiring that vehicles driven by learner and holders of provisional/probationary licences carry “L” and “P” plates. Compulsory in other states, L and P plates are not required in Queensland.
- In terms of the timing and delivery of training, delegates agreed with the need for better integration and sequencing of the training that serves different purposes.
- Training accreditation should be an ongoing process rather than the attainment of a single accreditation point.
- Employers need to take some responsibility for driver education as a significant proportion of crashes involve workers driving as part of their work.

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