Report No. 41, December 2003

Provisional Driver and Rider Licence Restrictions

LEGISLATIVE ASSEMBLY OF QUEENSLAND

PARLIAMENTARY TRAVELSAFE COMMITTEE

PROVISIONAL DRIVER AND RIDER LICENCE RESTRICTIONS

PARLIAMENTARY TRAVELSAFE COMMITTEE

50TH PARLIAMENT

1ST SESSION

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FOREWORD

This report focuses on the moment every parent dreads – a knock on the door from a police officer with news of a teenage son or daughter killed in a car crash. As a parent, I know it is every parent's worst fear that their child will be taken from them.

For the parents of 56 young drivers and riders aged 17 to 25 years, that nightmare became a dreaded reality last year.

The primary purpose of this report and our recommendations to Parliament are to reduce the risk of young drivers and riders being involved in a crash. Young people aged 16 to 20 years make up only 7 per cent of Queensland's population, yet they account for 14 per cent of all fatalities and 20 per cent of all hospitalisations. However, it is not just the young drivers and riders who get hurt. Their crashes affect other road users and families as well.

For all drivers and riders, the first years are the most dangerous of all the years they drive or ride. After this year, as they gain experience, their crash risk falls rapidly.

During 2003, the committee conducted two inquiries examining methods of reducing young and novice driver/rider crashes. During these inquiries, the committee looked for ways to ensure young Queensland drivers and riders survive their critical first years on the road.

This report, discusses a range of possible licensing restrictions on newly licensed drivers and riders. These restrictions include late night driving, passengers, vehicle power, towing and speed as well as the case for testing drivers and riders before they can 'exit' to an open licence. It also discusses measures aimed at increasing the effectiveness of these restrictions including P-plates, two-stage provisional licensing and the use of safe driving or riding incentives. This report sets out our findings on all of these options, and complements the report from the first inquiry, Report No. 40, *Reducing the road toll for young Queenslanders – is education enough?*.

The Travelsafe Committee is not proposing to attack the rights of young Queenslanders, or restrict their ability to work or socialise. Rather, the recommendations are designed only to reduce crashes and to establish a licensing structure that encourages young drivers and riders, a group with very high crash risks, to spend additional time learning and developing their driving and riding ability.

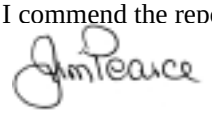
The committee knows from the submissions and feedback from people who came to its public forums during the year that young people are opposed to restrictions on what they do. I am sure this will come as no surprise to parents. The committee listened to young people throughout the inquiries this year and appreciate their views. The committee also listened to the rest of the community, and the committee believes that most people support having a system that ensures young drivers and riders are given every opportunity to gain experience and better prepare themselves for the risky task of driving a motor vehicle or riding a motorbike. The committee believes that the majority of young people are responsible and want to do the right thing, and will understand the value of restrictions aimed at improving their safety.

On behalf of the committee, I would like to thank the people who contributed to this inquiry by making submissions, participating in regional forums and the public hearing, providing us with information at private meetings or supplying documents and advice.

I especially want to thank those individuals who shared their personal experiences and loss with committee members. 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.

I commend the report to the House.



Mr Jim Pearce MP
Chairman

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ABBREVIATIONS

Abbreviation	Definition
ADTA	Australian Driver Trainers Association
BAC	Blood Alcohol Concentration
CARRS-Q	Centre for Accident Research and Road Safety - Queensland
Cc	cubic centimetre
DATSIP	Department of Aboriginal and Torres Strait Islander Policy
GLS	Graduated Licensing Scheme
MUARC	Monash University Accident Research Centre
QPS	Queensland Police Service
QT	Queensland Transport
RACQ	Royal Automobile Club of Queensland
RBT	Random Breath Testing
RoSPA	Royal Society for the Prevention of Accidents
STAYSAFE	Joint Standing Committee on Road Safety
SYAC	State Youth Advisory Council
TCC	Townsville City Council

SUMMARY OF RECOMMENDATIONS

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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:

   - 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 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.

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, *Reducing the road toll for young Queenslanders – is education enough?*, in January 2003 and the second, *Inquiry into provisional driver and rider licence restrictions*, in March 2003.

4. The first inquiry 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.

5. Report No. 40: *Reducing the road toll for young Queenslanders – is education enough?*, presents the committee's conclusions and recommendations from this inquiry.

6. 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 licence restriction inquiry is at Appendix (A)).

7. The committee received 52 submissions to the first inquiry into education and training and a further 45 submissions for the inquiry into provisional licence restrictions. Appendix (B) lists organisations and individuals who made submissions to either inquiry.

8. 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)

9. These forums provided opportunities for members of the public to discuss with committee members methods of reducing young driver and rider crashes.

10. 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.

11. 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.

12. 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).

13. 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

14. 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.

15. '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

1) 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.

2) 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.

3) 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.

4) The Minister must table the response within 3 months after the report is tabled.

5) 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.

6) If the Assembly is not sitting, the Minister must give the response, or interim response and reasons, to the Clerk.

7) The response, or interim response and reasons, is taken to have been tabled on the day they are received by the Clerk.

8) 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.

9) The response, or interim response and reasons, is a response, or interim response and reasons, tabled in the Assembly.

10) 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.

11) 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.

12) This section does not apply to an annual report of a committee.

PART 2 ~ YOUNG AND NOVICE DRIVERS AND RIDERS

16. 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 many 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. Finally, part (2) discusses the importance of youth versus experience as a crash factor.

YOUNG DRIVERS AND RIDERS (17 TO 19 YEARS)

17. 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.

18. 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

19. 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

20. A young driver faces many new situations, all of which require psychomotor and psychological skills.

21. 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.

22. 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 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]

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[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.

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

23. 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

24. 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

25. 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]

26. 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

27. 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.

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[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://ww.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.

28. 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).

29. 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

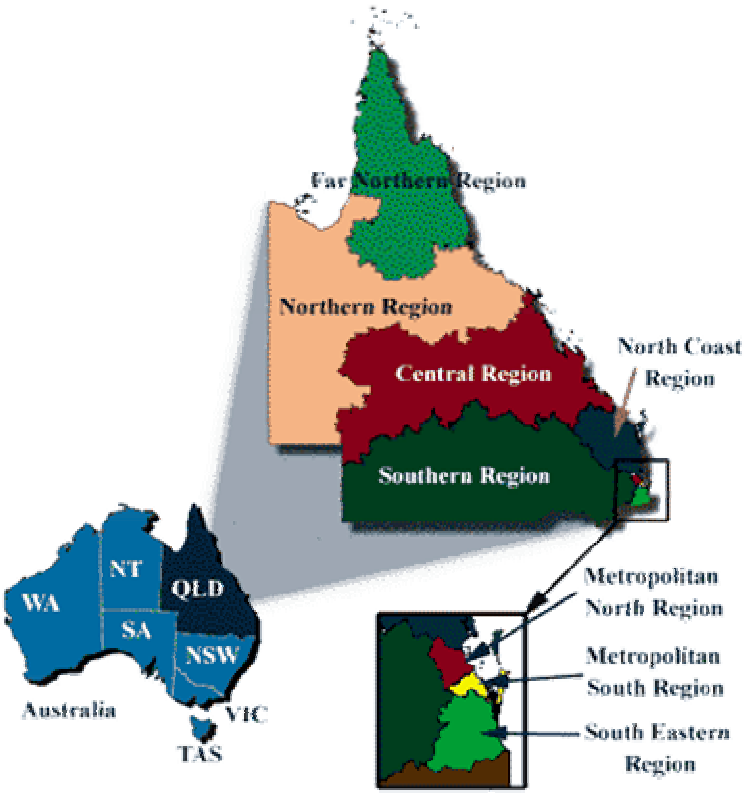
Policing Region	Males	Females	Total	Percentage*
North Coast	9,258	7,487	16,745	19.4
South Eastern	8,436	7,249	15,685	18.1
Metro South	7,364	5,855	13,219	15.3
Metro North	5,999	5,204	11,203	12.9
Southern	5,836	4,729	10,565	12.2
Central	5,030	4,085	9,115	10.5
North	2,989	2,497	5,486	6.3
Far North	2,572	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>.

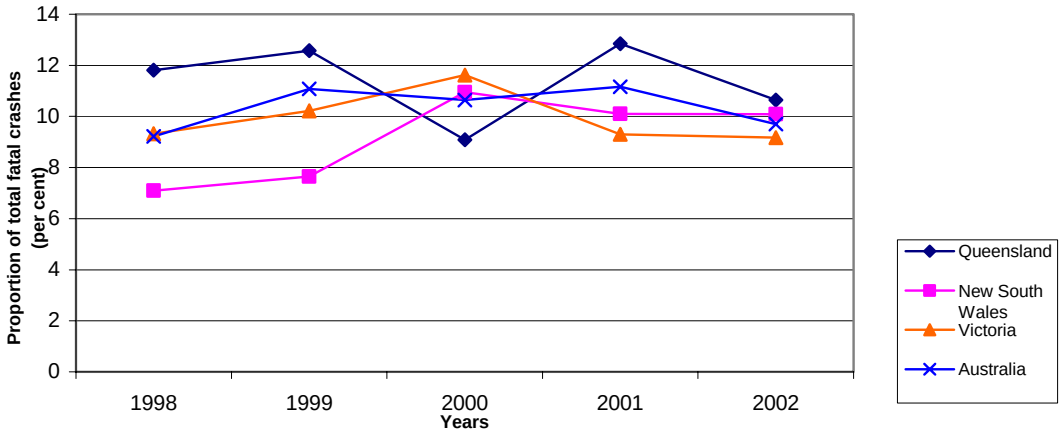
Involvement of young drivers and riders in crashes

30. 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.

31. 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

32. 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.

33. 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

34. 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.

35. 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[#] No. (per cent)		18 No. (per cent)		19 No. (per cent)		Total No. (per cent)	
	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)

36. 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.

37. The following section discusses the characteristics and demographics of novice drivers and riders and their involvement in crashes.

Characteristics of novice drivers and riders

38. 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.

39. 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]

40. 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]

41. 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.

42. 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

43. 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.*

44. There were 162,441 provisionally licensed drivers and riders in Queensland at November 2002. They accounted for 6.5 per cent[29] 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]

45. 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

46. 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.

47. 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.

48. 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 licences 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]

49. 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.

50. 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

51. 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.

52. 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]

53. 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] Part (3) discusses GLSs in Australia and other jurisdictions, and their role in reducing young and novice crash risks.

[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.

PART 3 ~ THE ROLE OF GRADUATED LICENSING

GRADUATED LICENSING SCHEMES

54. A Graduated Licensing Scheme (GLS) is a system that gradually introduces new drivers to more complex traffic environments as they gain experience.[39] 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.[40]

55. 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.[41]

56. An intermediate licence permits solo driving subject to certain restrictions.[42] A common restriction in Australia is driving with a very low (0.02 per cent) or zero blood alcohol concentration (BAC). In Queensland, the BAC limit is zero for provisional licence holders under the age of 25 years.[43]

57. GLSs aim to introduce driving privileges progressively as new drivers demonstrate experience in the less demanding stages.[44] A GLS does not address deliberate risk taking by new drivers. Instead, it focuses on addressing crash risk caused by inexperience.[45]

58. All Australian states and territories as well as New Zealand have a form of GLS for new drivers. These systems have a compulsory learner period and an intermediate phase with restrictions imposed prior to the granting of a full licence. In all Australian states except Victoria, the intermediate stage is known as the 'provisional licence'. In Victoria, it is called a 'probationary licence' and in New Zealand, a 'restricted licence'.

59. The popularity of GLSs has grown in the past 15 to 20 years, particularly in Australia, New Zealand, the United States of America and Canada. The first GLS was introduced in New Zealand in 1987.[46]

[39] HM Simpson, 'The evolution and effectiveness of graduated licensing', *Journal of Safety Research*, vol. 34, 2003, p. 27.
[40] AF Williams & DR Mayhew, *Graduated licensing: a blueprint for North America*, Insurance Institute for Highway Safety, January 2003, p. 1.
[41] DR Mayhew, 'The learner's permit', *Journal of Safety Research*, vol. 34, 2003, p. 35.
[42] DF Preusser & WA Leaf, 'Provisional license', *Journal of Safety Research*, vol. 34, 2003, p. 49.
[43] QT, *submission no. 32R*, p. 4.
[44] WW Robertson & MA Finnegan, 'Teenage driver safety: should graduated drivers licensing be universal?', *Clinical Orthopaedics and Related Research*, no. 409, 2003, p. 88.
[45] Waller, p. 19.
[46] Simpson, p. 27.

The intermediate licence phase

60. An important component of the GLS is the intermediate licence phase. Ten of the 13 Canadian provinces and 41 of 51 states in the United States of America have an intermediate licensing phase.[47] All Australian states and territories have intermediate licensing stages.

61. The restrictions in the intermediate stage vary between the Australasian jurisdictions, though, no Australian state or territory imposes passenger or time-of-day restrictions on all novice drivers and riders. Probationary drivers in Victoria are limited to one passenger after returning to the intermediate licence stage following the suspension of their licence. This restriction applies for one year. New Zealand novice drivers of all ages are restricted from driving at night and with passengers during the intermediate licensing phase.

Elements of a good GLS

62. 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. [48]

63. While their ideal system is designed for North America where licensing occurs at a younger age, additional restrictions, not included in Queensland's current system, are advocated.[49]

Comparisons with other licensing schemes

64. A GLS is different to conventional, probationary or provisional licensing systems. Table (11) and the following sections from a study by Simpson identify these differences. [50]

65. A **conventional licensing system** requires an individual to obtain a learner permit prior to undergoing testing for an unrestricted licence.[51] The individual is able to drive under instruction on the learner's permit. However, they are not required to hold the learner's permit for a minimum amount of time before undertaking the practical test. Passing the practical test results in an unrestricted licence.

66. A **probationary licensing system** recognises that new solo drivers have greater levels of crashes and offences than more experienced drivers.[52] For this reason, new drivers receive driving sanctions and penalties at a lower level than more experienced drivers.

67. A **provisional licensing system** counters the inexperience of novice drivers by imposing restrictions on more dangerous situations.[53] Additionally, similar to the probationary system, there is less tolerance of the offences and crashes of novice drivers.

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[47] Williams & Mayhew, pp. 11-19.
[48] Williams & Mayhew, p. 8.
[49] For a discussion of the licensing system in each jurisdiction in the United States of America and Canada, refer to Williams & Mayhew, pp. 11-19. A discussion of driver licensing in New Zealand, including the original and redeveloped GLS is in D Begg & S Stephenson, 'Graduated driver licensing: the New Zealand experience', *Journal of Safety Research*, vol. 34, 2003, pp. 99-103.
[50] Simpson, p. 27.
[51] Simpson, p. 26.
[52] Simpson, p. 26.

68. A GLS combines elements of the conventional, probationary and provisional systems. Under a GLS there is a mandatory learner phase that must be held for a minimum amount of time.[54] Novice drivers are restricted during the intermediate phase to driving in lower risk environments. However, these restrictions are removed gradually and systematically to enable the new driver to gain experience in increasingly complex driving situations. Sanctions are imposed at a lower level for driving errors and crashes for novice drivers compared with more experienced drivers.

Table 11: Features of driver licensing schemes

	Graduated licensing scheme	Conventional	Probationary	Provisional
Learner stage	• Mandatory learner phase (must be held for a set minimum amount of time)	• Learner phase under supervision (no minimum time) • Pass a road test • Issued unrestricted licence	• No learner stage	• No learner stage
Intermediate stage	• Restrictions imposed on new solo driver • Restrictions removed gradually and systematically	• No intermediate stage.	• No restrictions imposed if driver is violation and offence-free	• Restrictions imposed on driving during provisional period
Driving sanctions	• Driving sanctions imposed at a lower level for new solo drivers	• Driving sanctions imposed at the same level for both new and more experienced drivers.	• Driving sanctions imposed at a lower level for new solo drivers in the probationary period	• Driving sanctions imposed at a lower level for new solo drivers in the provisional period

Source: Derived from H Simpson, 'The evolution and effectiveness of graduated licensing', Journal of Safety Research, vol. 34, 2003, pp. 25-29.

THE QUEENSLAND GRADUATED LICENSING SCHEME

69. In 1989, the then Prime Minister advocated a GLS as part of the Federal Government's Road Safety Initiative. This package was designed for adoption by the Australian states and territories.[55] Table (12) provides a comparison of the Federal and Queensland schemes. The Queensland scheme conforms to the Federal Government's GLS package.

70. The committee believe the elements in the Federal Government graduated licensing scheme reduce crashes for novice drivers and riders. The Queensland licensing system should continue to comply with the Federal Government graduated licensing scheme. The committee also note research supporting the road safety value of the zero BAC and automatic transmission restrictions of the Federal GLS. These restrictions do not decrease exposure to driving, but ensure the initial driving experience is gained in lower risk situations.[56] The committee has therefore not considered removal of these elements from the current Queensland system.

[53] Simpson, p. 26.
[54] Simpson, p. 27.
[55] NL Haworth, *Young driver research program: evaluation of Australian graduated licensing schemes*, report no. CR 136, Federal Office of Road Safety, Canberra, 1994, p. 1.
[56] Haworth, p. iii.

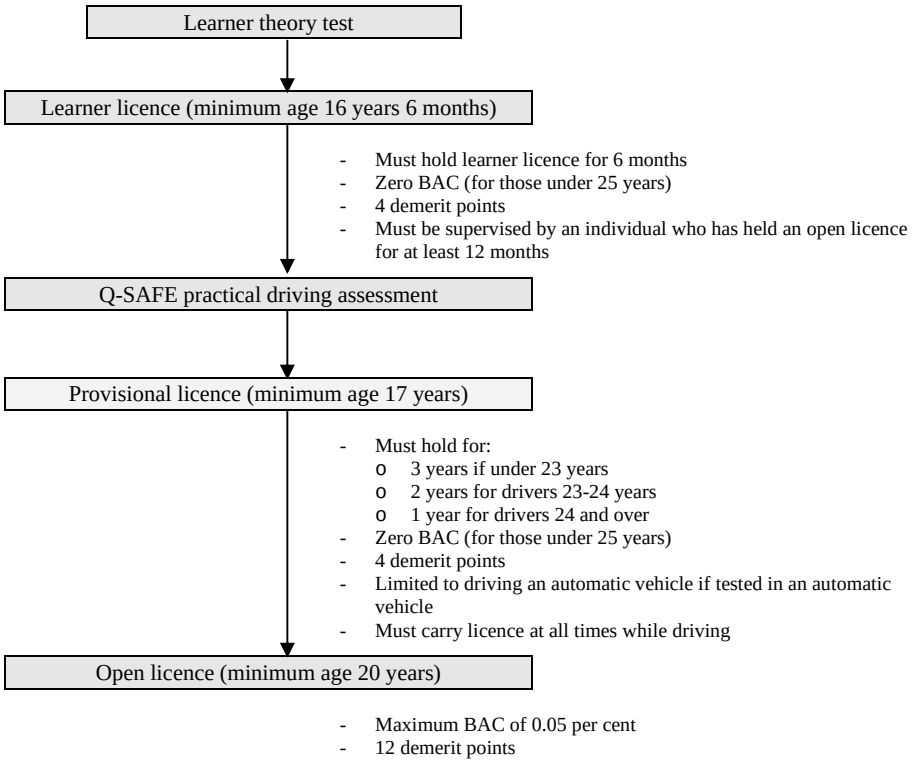
Table 12: The Federal Government graduated licensing scheme and the Queensland licensing system

Federal Government graduated licensing scheme	Queensland licensing system
Zero blood alcohol content (BAC) for learner drivers.	Learner drivers under the age of 25 in Queensland must have a zero blood alcohol content.
Zero BAC for the first three years after obtaining a non-learners [provisional or open] licence up to 25 years of age.	All provisional licence holders under the age of 25 must have a zero BAC.
No learner permits to be issued before 16 years of age.	An individual must be 16 ½ years to apply for a learner licence in Queensland.
No probationary licence issued before 17 years of age.	The minimum age for a provisional licence is 17 years. However, a special exemption can be made in cases of hardship.
The minimum period for a learner permit to be 6 months.	The minimum time for a learner to hold a learner's permit in Queensland is 6 months.
Licences issued for automatic vehicles are to apply for the probationary period unless a manual test is undertaken or other requirements, specified by state or territory are met.	Individuals who pass the Q-SAFE test in an automatic vehicle are limited to driving an automatic vehicle unless re-tested in a manual vehicle.

Sources: Derived from N Haworth, Young Driver Research Program: Evaluation of Australian Graduated Licensing Schemes, report no. CR136, Federal Office of Road Safety, Canberra, 1994 p. 1; and Queensland Transport, submission no. 32R, pp. 1-4.

71. Figure (3) 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.

Figure 3: Obtaining a driver's licence in Queensland



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

Minimum learner licence age

72. The minimum age for obtaining a learner licence in Queensland is 16 years and 6 months. The learner needs to hold the licence for a minimum of six months before applying for a provisional licence. An individual progresses from a learner to a provisional licence after the successful completion of the Queensland Transport Q-SAFE practical driving assessment and written test.[57] The minimum age for a provisional licence is 17 years.[58]

73. An application for a special exemption allowing earlier solo driving can be made under the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999.[59] The regulation does not stipulate a minimum age.[60] Queensland Transport grants very few exemptions. At 31 March 2003, there were only five P-type[61] licence holders aged 16 in Queensland.[62]

The provisional licence stage

74. Depending on the age of the provisional licence applicant, a provisional licence can last for up to three years. If a person obtained their provisional licence under 23 years of age, they must hold their provisional licence for three years. If they were aged at least 23 years but under 24 years, they must hold their provisional licence for two years or, if at least 24 years, for one year.[63] Provisional licence holders under 25 years in Queensland are restricted to driving with a zero BAC.[64] If a novice driver passes a Q-SAFE exam in an automatic vehicle, they are limited to automatic vehicles unless they pass a further Q-SAFE test in a manual vehicle.

75. The maximum number of licence demerit points a provisional licence holder can accumulate in 12 months is four. In comparison, open licence holders are permitted to accumulate 12 points over three years. When a driver accumulates the maximum number of demerit points, Queensland Transport imposes a licence sanction such as a licence suspension or the imposition of a good driving behaviour period.[65] The accumulation of two or more points during the good driving behaviour period will double the period of licence disqualification.[66]

Motorbike licences

76. Figure (4) outlines the two paths to obtaining a Queensland motorbike licence. The first involves holding a learner motorbike licence for six months before passing a practical riding test. Then a provisional class RE[67] licence is held for 12 months before learning to ride a class R[68] motorbike. Riders on a class RE licence are unable to ride motorbikes with an engine capacity above 250cc.[69]

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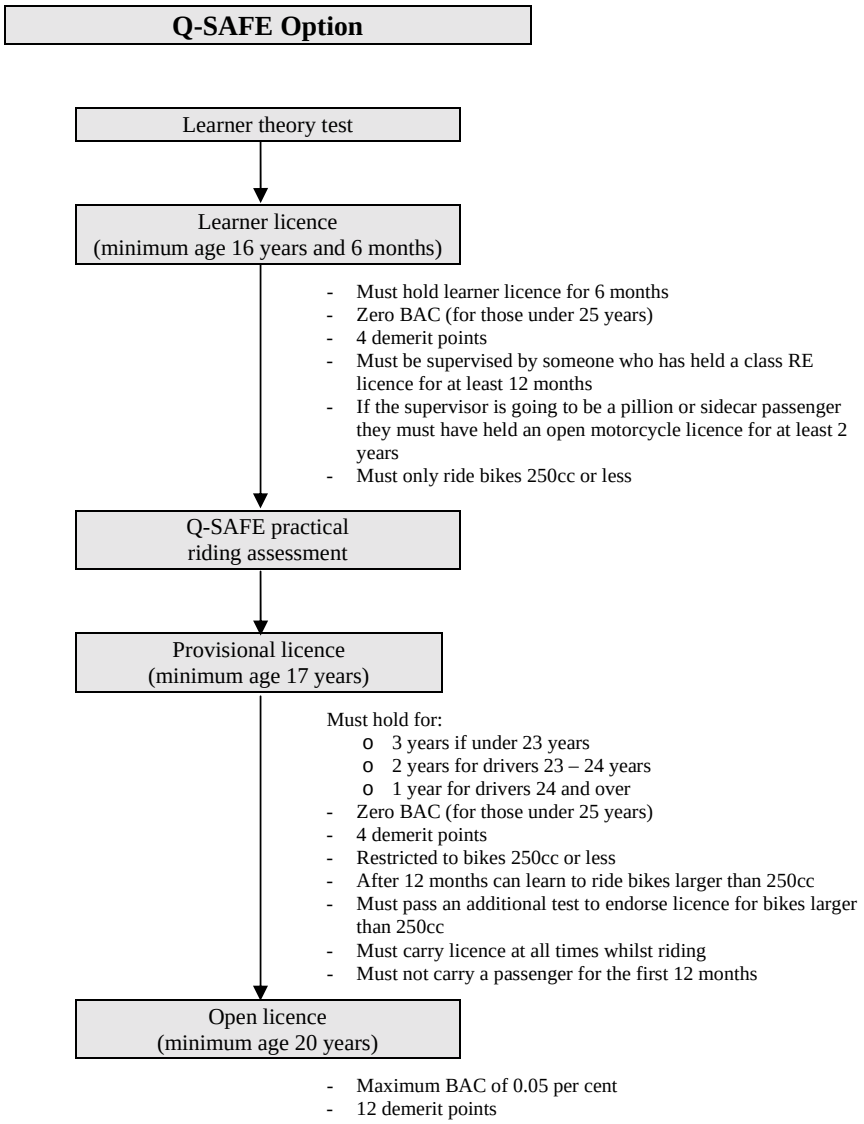
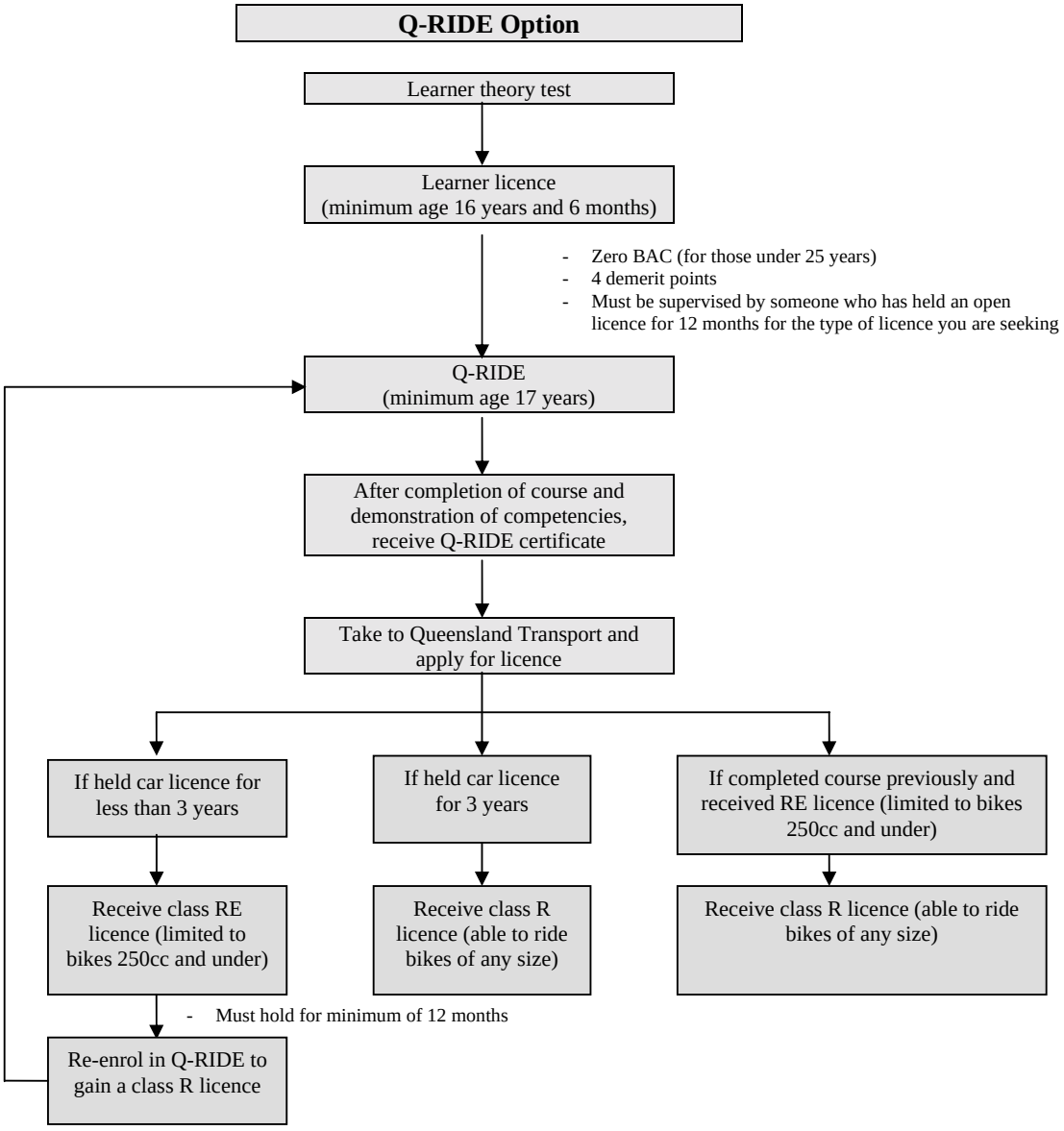
[57] QT, *32R*, p. 2.
[58] QT, *32R*, p. 2.
[59] QT, *32R*, p. 2.
[60] Transport Operations (Road Use Management-Driver Licensing) Regulation 1999.
[61] 'P-type' licences include provisional, probationary and restricted licences.
[62] Queensland Transport, Briefing for the Travelsafe Committee, 9 September 2003.
[63] QT, *32R*, p. 2.
[64] QT, *32R*, p. 4.
[65] QT, *32R*, p. 4.
[66] Queensland Transport. *Driver Licensing – Good Driving Behaviour Period*, Queensland Transport, Brisbane, <http://www.transport.qld.gov.au>, 2003.
[67] A rider on a class RE licence (restricted motorbike) may ride a motorbike with an engine capacity of not more than 250ml, with or without a trailer; or a moped (an automatic motorbike with an engine capacity of not more than 50 ml and a manufacturer's top rated speed of not more than 50km/hr excluding power-assisted cycles). The rider may also learn to ride a class R motorbike once they have held their class RE motorbike licence for at least one year (Queensland Transport, *Your keys to driving in Queensland*, Queensland Transport, Brisbane November 2002, p. 9).

Figure 4: Obtaining a rider's licence (Q-SAFE and Q-RIDE) in Queensland



[68] Riders on a class R licence may ride a class RE vehicle or a motorbike of unlimited engine capacity, with or without a trailer (Queensland Transport, *Your keys to driving in Queensland*, Queensland Transport, Brisbane, November 2002, p. 9).

[69] QT, *32R*, p. 4.



Source: Derived from Queensland Transport, submission no. 32R, pp. 1-4; and Queensland Transport, Learning to drive, Queensland Transport, Brisbane, 2003, <www.transport.qld.gov.au>.

77. The second path to obtain a motorbike licence is through the competency-based training package called Q-RIDE. Riders who graduate from the Q-RIDE system and have held a driver's licence for three years are able to hold a class R motorbike licence immediately.[70] Riders on a class R licence may ride any bike regardless of the engine capacity.

[70] QT, *32R*, p. 4.

Probationary and restricted licences

78. Individuals returning to driving after a disqualification period are issued a probationary licence. Those who held an open licence prior to the licence disqualification must hold a probationary licence for one year. If the driver or rider held a provisional licence before their disqualification, the probationary licence is held for either one year or the balance of the remaining time on the previous provisional licence, whichever is the greater. [71]

79. Section 87 of the *Transport Operations (Road Use Management) Act 1995* allows a court to issue a restricted licence under specified circumstances. Charges under section 79 or 80 (5A) of the *Transport Operations (Road Use Management) Act 1995* result in the issue of a restricted licence. Drivers and riders caught drink driving are issued with this type of licence.[72] Any person disqualified from driving by a court must return to driving on a probationary licence.[73]

TWO-STAGE PROVISIONAL LICENSING

80. Two-stage provisional licensing effectively splits the intermediate stage into two with differing restrictions in each stage. New South Wales is the only jurisdiction to introduce a two-stage provisional licence within its intermediate licence stage. The New South Wales Roads and Traffic Authority introduced a two-stage provisional driver licensing system in July 2000 as part of its 'New Licensing Scheme for New Drivers'. As in Queensland, young drivers in New South Wales are overrepresented in crashes. The aim of the New Licensing Scheme for New Drivers is to reduce young driver (17 to 20 years) crashes.[74]

81. Table (13) below outlines the current restrictions in New South Wales for the two intermediate stages 'P1' and 'P2'. Drivers enter the P1 stage on completion of the learner phase. They progress to P2 after holding the P1 licence for 12 months and passing a hazard perception test. A hazard perception test assesses a driver's ability to make safe driving decisions based on their assessment of the road environment.[75]

Table 13: Provisional licence restrictions in New South Wales for the P1 and the P2 stages

Restriction	P1	P2
P-plates	Must display red P-plates	Must display green P-plates
Speed	Must not drive faster than 90 kilometres per hour	Must not drive faster than 100 kilometres per hour
BAC	Below 0.02 per cent	Below 0.02 per cent
Towing	Must not tow a trailer heavier than 250 kilograms when empty	
Demerit points	Maximum of 3 demerit points	Maximum of 6 demerit points
Transmission	Must drive an automatic vehicle if tested in an automatic vehicle	
Supervise learner	Must not supervise a learner	Must not supervise a learner
Upgrade licence	Unable to upgrade to a higher licence class	
Length of phase	Minimum of 12 months	Minimum of 24 months
Exit test	Must pass a hazard perception test to progress to P2	Must pass a driver qualification test to obtain an open licence

Source: Derived from Roads and Traffic Authority, A Guide for New Drivers, Roads and Traffic Authority, Sydney, June 2003, pp. 9-11.

[71] QT, *32R*, p. 2.
[72] QT, *32R*, p. 2.
[73] QT, *32R*, p. 3.
[74] Roads and Traffic Authority, *A Guide for New Drivers*, Roads and Traffic Authority, Sydney, June 2003, pp. 9-11.
[75] J Catchpole & C Leadbeatter, 'Redevelopment of Victoria's hazard perception test', *2000 Road Safety Research, Policing and Education Conference Proceedings*, Brisbane, 26-28 November 2000, <www.rsconference.com>, p. 1.

82. The committee considered the introduction of a two-stage provisional licence system in conjunction with any additional licence restrictions. The introduction of a two-stage system in Queensland would allow additional restrictions to apply to provisional drivers and riders for a shorter period than the current Queensland timeframes.[76] However, the benefits of a two-stage provisional licensing system would depend upon the specific components within it.[77]

Feedback from forums and submissions

83. Several submissions to the inquiry support the concept of a two-stage provisional licensing system, but without night driving,[78] passenger,[79] or speed[80] restrictions. Other submissions support a two-stage approach in conjunction with a further testing component.[81]

84. Several submissions cite reasons for not introducing a two-stage provisional licensing system. These include, no evidence of the effectiveness of the approach, the creation of a huge administrative task and the belief a licence should be granted only after the learner has demonstrated sufficient skill to drive alone.[82]

85. The administrative consequences of changes to the licensing system have an effect for both the departments (Queensland Transport and the Queensland Police Service) and customers. The limited access and higher cost of licensing services for individuals in remote communities is an important issue relevant to Aboriginal and Torres Strait Islander Queenslanders. This may discourage individuals in these communities from upgrading to the second stage and make them more likely to break the stricter conditions of the first stage and have their licence suspended. This may increase the number of individuals driving unlicensed.[83] The committee explored the problem of access to driver licensing services in remote areas in their report on rural road safety tabled in May 2002.[84]

86. The Queensland Police Service submission recommends evaluating the system used in New South Wales and assessing its applicability to Queensland. It suggests any changes to the current system should reflect the driving situation in Queensland rather than adopting an interstate approach not developed for our needs.[85]

87. Queensland Transport identify several issues for consideration in its submission including the inability to apply research findings directly to Queensland, clarification of the types of 'P' licence the new system would apply to and the requirements for additional resources.[86]

88. Participants at the committee's forums held throughout the state indicated mixed support for the introduction of a two-stage licensing approach in Queensland. Most supported the concept or were uncertain (refer to Appendix (E)).

[76] Royal Automobile Club of Queensland, s*ubmission no. 36R,* p. 2.
[77] QT, *32R*, p. 10.
[78] C Allen-Sympson, s*ubmission no. 9R,* p. 1.
[79] Allen-Sympson, *9R,* p. 1; SYAC, *42R,* p. 1.
[80] Allen-Sympson, *9R,* p. 1; SYAC, *42R,* p. 1; R Christie, s*ubmission no. 24R,* p. 4.
[81] D/T Education, s*ubmission no. 26R,* p. 7; S Mason, s*ubmission no. 33R,* p. 2; B Spencer, s*ubmission no. 43,* p. 2.
[82] Driveprep, s*ubmission no. 21R,* p. 6.
[83] Department of Aboriginal and Torres Strait Islander Policy, s*ubmission no. 44R,* p. 1.
[84] Travelsafe Committee, p. 73.
[85] Queensland Police Service, s*ubmission no. 39R,* p. 11.
[86] QT, *32R*, p. 10.

Social Justice Issues

89. The introduction of a two-stage provisional licensing system in Queensland may impact adversely on provisional licence holders living in rural and remote locations. These licence holders who find it difficult and expensive to access a Queensland Transport licensing centre will, under a two-stage provisional licence system, need to make an additional trip to licensing centres. However, there are 52 Queensland Transport offices offering driver licensing services in most areas of Queensland.[87]

90. The committee's Report No. 36, *Rural Road Safety in Queensland*, discusses the role of the Queensland Police Service in providing licensing services in areas remote from Queensland Transport service centres.[88] It is difficult for police in these offices to guarantee that their stations will be manned at all times because of competing demands and call-outs. However, Queensland Transport recognises the problems faced by remote Aboriginal communities regarding driver licensing and has initiated a range of licensing projects to assist individuals living in these communities.

91. A further consideration is cost. An additional provisional licensing stage will require Queensland Transport to identify methods of funding changes to the current licensing system.[89] In New South Wales, the licensing costs are:

- Driver knowledge test ($32.00);
- The learner licence ($16.00);
- A replacement log book ($12.00);
- Driving test ($39.00);
- The P1 licence ($39.00);
- Hazard perception test ($32.00);
- The P2 licence ($62.00);
- Driver Qualification test ($32.00); and
- A 3 year driver's licence ($94.00).[90]

92. The cost to obtain a driver's licence in Queensland is $127.70. The introduction of the additional licence stage may result in higher licensing costs for provisional licence holders.

[87] There are Queensland Transport offices offering licensing services in Atherton, Barcaldine, Beenleigh, Blackwater, Bowen, Bundaberg, Bundall, Burleigh Heads, Caboolture, Cairns, Caloundra, Charleville, Chermside, Cleveland, Cloncurry, Dalby, Emerald, Gladstone, Goondiwindi, Greenslopes, Gympie, Hervey Bay, Innisfail, Ipswich, Kingaroy, Logan City, Longreach, Macgregor, Mackay, Mareeba, Maroochydore, Maryborough, Mt Isa, Nambour, Proserpine, Redcliffe, Rockhampton, Roma, Rosalie, Sherwood, Southport, Spring Hill, Stradbroke Island, Strathpine, Tewantine, Toowoomba city, Toowoomba (Harristown), Townsville city, Townsville (Garbutt), Warwick, Wynnum and Zillmere. (For further information on licensing centres, see Queensland Transport, *Contact us*, Queensland Transport, Brisbane, 2003 <www.transport.qld.gov.au>).

[88] Travelsafe Committee, p. 73.

[89] Queensland Transport, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 46.

[90] Roads and Traffic Authority, *Licensing fees*, Roads and Traffic Authority, Sydney, 2003, <www.rta.nsw.gov.au>.

Conclusions

93. The committee conclude it is unlikely the introduction of a two-stage provisional licensing system by itself, will improve road safety. Instead, the committee view a two-stage provisional licensing system as a tool enabling the introduction of provisional licence restrictions for periods of time shorter than the current provisional licence period and as a method to introduce incentives into the Queensland licensing system to make it more performance based.

94. For these reasons, the committee recommend the introduction of a two-stage provisional licensing system on a trial basis of three years for first-time provisional drivers and riders in Queensland. In the interests of national uniformity, the length of the stages should match the length of equivalent stages in the New South Wales provisional licensing system. The first stage, P1, should last for a minimum of 12 months and the second stage, P2, a minimum of 24 months. The new two-stage provisional licensing system should apply only to drivers and riders under the age of 25 years.

95. Queensland Transport should review the impact of these changes throughout the trial period and report annually to Parliament. At the conclusion of the trial period, Queensland Transport should evaluate the system, determine whether it should be implemented permanently and report the evaluation findings to Parliament.

RECOMMENDATION 1:

That Queensland Transport introduce a two-stage provisional licensing system, in conjunction with additional licence restrictions, on a three year trial basis. The system shall impose staged driving/riding restrictions applicable to first-time provisional licence holders in Queensland. The minimum length of the two stages in Queensland shall be the same as the minimum length of equivalent stages in the New South Wales provisional licensing system: P1-12 months; P2-24 months. The new two-stage provisional licensing system should apply only to drivers and riders under the age of 25 years.

Ministerial Responsibility:
Minister for Transport

RECOMMENDATION 2

That Queensland Transport evaluate the two-stage provisional licensing system periodically (every twelve months) and comprehensively at the end of the three year trial period with the evaluation findings reported to Queensland Parliament.

Ministerial Responsibility:
Minister for Transport

PART 4 ~ ADDITIONAL RESTRICTIONS FOR PROVISIONAL LICENCE HOLDERS

96. Part (4) discusses the need for further provisional licence restrictions in Queensland. During this inquiry, the committee examined a range of specific restrictions aimed at reducing crash risk for provisional drivers and riders. These include restrictions on late night driving, passengers, vehicle power, towing and speed, as well as offence-free periods, P-plates and exit tests. Research indicates that many of these restrictions are applicable to drivers and riders. Evaluations of programs tailored specifically for riders are lacking. Without this information, the use of driver GLSs is used to guide the structure of rider GLSs.[91] The committee considered these restrictions for both drivers and riders.

97. Table (14) below provides a summary of the research findings and likely public support for each restriction based on the views expressed by groups and individuals who participated in the committee's inquiries. Information from participants who attended the forums and individuals who made submissions was used to gauge the likely public support. This information is suitable as an indication only, and is not intended to be statistically valid.

98. An ideal restriction will have strong research support confirming its effectiveness, and enjoy community support. It should be noted, however, that the majority of people who attended the committee's forums and provided feedback on the restrictions considered in this report were young people, the group most likely to be personally affected by any further restrictions. The committee suggest there is wider public support for restrictions than is evident from the forum feedback.

Table 14: Summary of research and indicative public support for restrictions

	Limited public support	**Mixed public support**	**Strong public support**
Strong research support	Late night driving restriction Passenger restrictions		Hazard perception test
Limited research support	Speed restrictions	Vehicle power restrictions	
Inconclusive research support or no research		Towing restrictions	Offence-free periods and other incentives P-plates

LATE NIGHT DRIVING RESTRICTION

99. A late night driving restriction limits unsupervised driving at night by drivers when they commence solo driving. The purpose of this restriction is to reduce high-risk driving at night while still allowing the novice to gain experience. Starting times vary widely in jurisdictions that have an existing night driving restriction.[92]

100. Limiting driving by provisional licence holders at night aims to reduce the risk of serious crashes.[93] Driving is more difficult when it is dark and the effects of fatigue and alcohol are more

[91] DR Mayhew & HM Simpson, *Graduated Licensing for Motorcyclists*, Traffic Injury Research Foundation, Ottawa, May 2001, p. iii.

[92] Williams & Mayhew, p. 4.

[93] M-L Lin & KT Fearn, 'The provisional license: nighttime and passenger restrictions-a literature review', Journal of Safety Research, vol. 34, 2003, p. 51.

easily felt. Recreational activities, and the risky driving behaviours associated with travel to and from these events, are also more likely to occur at night.

101. Evaluations of late night driving restrictions in other jurisdictions have shown they are highly effective in reducing crash rates for young drivers. An evaluation of the GLS in New Zealand used police and hospital records to measure the effectiveness of the different restrictions imposed during the intermediate stage before and after the introduction of the GLS. The study identified that, given a crash has occurred, a crash between 10pm and 5am involving a pre-GLS driver was 1.5 times more likely than a crash where the driver had a restricted licence. A reduction in crash risks applied while the restricted drivers were covered by the restriction and after they received their open licence.[94]

102. Other research has also demonstrated the effectiveness of night driving restrictions.[95] Crash risk for drivers licensed under the GLS system was 43 per cent less during the hours the restriction applied (9.00pm to 5.00am) for drivers in North Carolina. Reductions in crashes by intermediate drivers during the restricted night hours also occurred in Ohio (1.00am to 5.00am), Florida (11.00pm to 6.00am for 16 year olds and 1am to 5am for 17 year olds) and Michigan (midnight to 5am). An evaluation of the GLS in California did not find a reduction in night crashes. However, many counties in California had pre-existing night driving restrictions.[96]

Exemptions

103. Jurisdictions with a late night driving restriction allow driving during the restricted hours while supervised.[97] In New Zealand the requirements for a supervising driver are the same for both learner and intermediate licence holders. The supervisor must be an individual who holds and has held a full licence for at least two years.[98]

104. Exemptions for night driving in other jurisdictions include work-related driving, driving to and from school-related activities and for other more specific events such as religious events or volunteer firefighter duties.[99]

Late night driving crashes in Queensland

105. Table (15) below provides a breakdown of crashes between 1998 and 2002 where a provisional driver or rider was judged most at fault, by the time of day and severity of the crash. The committee used the hours between 6.00pm and 6.00am as a surrogate for nighttime. There were 7,068 (2,122 + 1,606 + 1,331 + 842 + 582 + 585) crashes in Queensland between 6pm and 6am in the five years 1998 – 2002 where a provisional driver was most at fault.[100] Over 20 per cent (1,424 (842 + 582)) of these crashes occurred between midnight and 4.00am. Twenty-four per cent (343) of the crashes between midnight and 4.00am were serious and involved either a fatality (19 + 15) or a hospitalisation (176 +114). These statistics excluded crashes involving provisional drivers or riders who were not most at fault.

[94] DJ Begg, S Stephenson, J Alsop & J Langley, 'Impact of graduated driver licensing restrictions on crashes involving young drivers in New Zealand', *Injury Prevention*, vol. 7, no. 4, p. 293.
[95] DR Mayhew, HM Simpson, AF Williams & K Desmond, *Specific and Long-Term Effects of Nova Scotia's Graduated Licensing Program*, Insurance Institute for Highway Safety, Arlington, August 2002, p. 7.
[96] JT Shope & LJ Molnar, 'Graduated driver licensing in the United States: evaluation results from the early programs', *Journal of Safety Research*, vol. 34, pp. 65-67.
[97] Williams & Mayhew, p. 5.
[98] D Begg & S Stephenson, 'Graduated driver licensing: the New Zealand experience', *Journal of Safety Research*, vol. 34, 2003, pp. 102-103.
[99] Williams & Mayhew, p. 4.
[100] QT, information provided, May 2003.

Table 15: Provisional drivers and riders most at fault in crashes, by time of day and severity, Queensland, 1998 – 2002

	Fatal Crashes	Hospitalisation	Medical Treatment	Minor Injury	Property Damage	Total
Midnight – 2am	19	176	144	78	425	842
2am – 4am	15	114	91	55	307	582
4am – 6am	19	124	94	63	285	585
6am – 8am	17	200	301	157	569	1,244
8am – 10am	13	216	428	247	722	1,626
10am – noon	8	253	409	245	734	1,649
Noon – 2pm	15	258	500	271	826	1,870
2pm – 4pm	21	340	611	359	1,077	2,408
4pm – 6pm	22	462	759	459	1,457	3,159
6pm – 8pm	13	336	476	274	1,023	2,122
8pm – 10pm	24	262	300	200	820	1,606
10pm - midnight	17	246	261	138	669	1,331
Total	**203**	**2,987**	**4,374**	**2,546**	**8,914**	**19,024**

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

106. The overrepresentation of provisional drivers and riders in at-fault crashes is more obvious when the crashes of this group are examined as a subset of at-fault crashes by all drivers and riders. Table (16) presents crashes by at-fault provisional drivers and riders as a percentage of all at-fault crashes, by time of day and severity for the five years 1998 to 2002. The table shows that crashes gradually increase throughout the afternoon, peaking at midnight before falling again. Provisional drivers comprise approximately 6.5 per cent of the driving population in Queensland. However, they account for significantly larger percentages of crashes at all hours of the day ranging from 8 per cent to over 32 per cent for different crash categories and times. Over 28 per cent of at-fault fatal crashes between 8pm and 10pm, and over 25 per cent of fatal crashes between midnight and 4am involved a provisional driver or rider most at-fault.

Table 16: Crashes by at-fault provisional drivers and riders as a percentage of all at-fault crashes, by time of day and severity, Queensland, 1998 – 2002

	Fatal Crashes	Hospitalisation	Medical Treatment	Minor Injury	Property Damage	Total Crashes
Midnight – 2am	25.7	28.0	32.4	24.0	28.5	28.4
2am – 4am	28.9	22.5	28.1	29.1	26.5	26.1
4am – 6am	29.2	22.4	19.7	20.3	23.6	22.4
6am – 8am	18.9	17.1	17.7	16.9	21.3	19.0
8am – 10am	17.1	13.0	15.0	15.4	16.9	15.5
10am – noon	8.0	14.3	15.3	16.8	17.7	16.3
Noon – 2pm	14.4	14.3	18.4	18.2	20.1	18.3
2pm – 4pm	17.7	15.3	18.3	18.2	20.8	18.8
4pm – 6pm	15.1	18.9	20.4	19.6	24.0	21.5
6pm – 8pm	15.3	20.6	22.3	22.3	26.1	23.6
8pm – 10pm	28.6	24.4	29.0	29.7	29.8	28.6
10pm - midnight	21.5	27.5	33.6	26.0	31.7	30.3

Source: Derived from Queensland Transport, information provided, May 2003.

Feedback from submissions and the forums

107. The feedback from submissions to the committee's inquiries and from participants at its 11 young driver forums ranged from strong support to strong opposition to night driving restrictions. A number of submissions also raised issues concerning administration and enforcement. Fifty-nine per cent of submissions indicated strong concern regarding late night driving restrictions. These included submissions from Mr John English MP, Member for Redlands, the Queensland Police Service and SYAC.[101] The reasons cited for not supporting such a restriction include:

    - It would create difficulties in accessing employment and education opportunities/commitments;[102]
    - It would pose particular difficulties for young people living in rural areas;[103]
    - It would penalise responsible young drivers;[104]
    - It would increase the transport burden on family and friends;[105]
    - The absence of public transport options, and personal safety concerns regarding public transport;[106] and
    - Concerns regarding enforcement[107] and compliance with the night driving restrictions.[108]

108. A number of submissions support a late night driving restriction[109] provided exemptions are available for late night driving where there are valid reasons such as work or study commitments.[110] They also suggest night driving restrictions apply for a specified time period, such as six months, after the commencement of solo driving[111] or for certain times of day such as between 11pm and 6am.[112]

109. Other suggestions include ensuring driving lessons are undertaken at night[113], and only applying late night driving restrictions to individuals whose driving has contributed to a crash or who have committed a serious traffic offence.[114]

110. The people who attended the committee's forums offered little support for late night driving restrictions. As noted previously, 64 per cent of forum participants were 24 years and under. Many issues raised in the submissions were discussed at the forums. However, forum participants emphasised the difficulties a late night driving restriction would create for young, single parents.

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[101] J English, s*ubmission no. 28R*, p. 1; QPS, s*ubmission no. 39R*, p. 13; SYAC,. *42R*, p. 2.

[102] K Cross, s*ubmission no. 2R*, p. 1; CG Batson, s*ubmission no. 6R* p. 1; R Snow, s*ubmission no. 10R*, p. 1; B Beaden, s*ubmission no. 20R*, p. 2; Driveprep, *21R*, p. 7; D/T Education, *26R*, p. 4; K Gibson s*ubmission no. 27R*, p. 1; English, *28R*, p. 1; A Smith, s*ubmission no. 29R*, p. 6; QPS, *39R*, p. 13; QT, *32R*, p.13; Townsville Youth Council, s*ubmission no. 45R*, p. 1.

[103] T Cross, s*ubmission no. 1R*, p. 1; SYAC, *42R*, p. 1.

[104] N Ludlow, s*ubmission no. 5R*, p. 2; L Dukker, s*ubmission no. 14R*, p. 1; T Cookson, s*ubmission no. 15R*, p. 1.

[105] D/T Education, *26R*, p. 4; TCC, s*ubmission no. 45R*, p. 2.

[106] Australian Driver Trainers Association, s*ubmission no. 31R*, p. 3; QPS, *39R*, p. 13; TCC, *45R*, p. 1; A Smith, s*ubmission no. 51E*, p. 2.

[107] Driveprep, *21R*, p. 8; R McGrath, s*ubmission no. 34R*, p. 1; QPS, *39R*, p. 13; QT, *32R*, p. 12.; TCC, *45R*, p. 1.

[108] QPS, *39R*, p. 13; QT, *32R*, p. 13.

[109] S Lal, s*ubmission no. 14E*, pp. 1-2; RACQ, s*ubmission no. 44E*, p. 12.

[110] Christie, *24R*, p. 4; RACQ, *36R*, p. 6; Spencer, s*ubmission no. 43*, p. 1; TCC, *45R*, p. 2.

[111] RACQ, *36R*, p. 6; TCC, *45R*, p. 2; J Lee, s*ubmission no. 20E*, p. 1.

[112] Christie, *24R*, p. 4; TCC, *45R*, p. 2.

[113] JA Wright, s*ubmission no. 11R*, p. 2; Morgan & Wacker, s*ubmission no. 25R*, p. 1-2.

[114] Mason, s*ubmission no. 33R*, p. 2; TCC, *45R*, p. 2.

Public hearing

111. The committee discussed the benefits and costs of a late night driving restriction in detail with representatives from the RACQ, Queensland Transport and the Queensland Police Service at its public hearing on 23 September 2003.

112. The RACQ believe young people are involved in crashes due to their age and inexperience. The crash risk of young people is higher because of the times they travel, including late nights and on weekends. A late night driving restriction for the first six to twelve months of driving would reduce their exposure to risky situations. The RACQ admitted there was limited support for late night driving restrictions from its members, but said research from overseas highlighted the road safety benefits.[115]

113. Queensland Transport stated the effects of a late night driving restriction on access, equity and enforcement need further consideration, as well as decisions regarding the commencement and conclusion times of the restriction. According to the department, there are likely to be significant impacts on provisional drivers who work late at night or early in the morning.[116]

114. Queensland Transport suggested that easily identifying provisional drivers would aid enforcement. Licence checks are one method of reliably identifying provisional drivers, however, there are significant implications for police time. Visible enforcement will aid compliance with a late night driving restriction. Young people are less likely to comply with a late night driving restriction if they believe the chances of being caught are small.[117]

115. Queensland Transport also highlighted social justice concerns. According to the department, when young people reach the age of 17 there are increased employment and study opportunities available that heighten the need for mobility. Exemptions are one option to address this problem, but may also make the scheme unmanageable.[118]

116. The Queensland Police Service raised two concerns related to the introduction of a late night driving restriction. The first point, similar to a point raised by Queensland Transport, was that late night driving restrictions limit the access of young drivers to employment and educational opportunities. The second point was enforcement. For effective enforcement, the Queensland Police Service would need to be able to identify provisional drivers easily. They argue restrictions need immediate enforcement after the detection of an offence.[119]

117. As an alternative to late night driving restrictions, the Queensland Police Service suggested ensuring driving schools provide lessons at night for a certain percentage of their instruction time, a point made by others in submissions.[120] However, not all learner drivers have lessons from driving schools prior to obtaining their provisional licence. Report No. 40 by the Travelsafe Committee, *Reducing the road toll for young Queenslanders – is education enough?*, discusses options to maximise the road safety benefits of the learner licence period.

[115] Royal Automobile Club of Queensland, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 28.
[116] QT, *Hearing Transcript*, p. 37.
[117] QT, *Hearing Transcript*, p. 37.
[118] QT, *Hearing Transcript*, p. 37.
[119] Queensland Police Service, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 65.
[120] QPS, *Hearing Transcript*, p. 67.

Social justice issues

118. The committee noted there were several social justice concerns linked with a late night driving restriction and its impacts on mobility. A late night driving restriction is likely to reduce the access of provisionally licensed drivers and riders to some employment, study and socialising opportunities late at night. It may also create difficulties if a medical emergency arose. The impact of a late night driving restriction will depend on the hours the restriction applies, how it is enforced, and the availability of exemptions.

119. The committee sought to quantify the negative impact of a late night driving restriction on study, work, socialising and other activities. In regard to study impacts, the committee note that university libraries closed at 10.00pm.[121] A night driving restriction commencing after 10.00pm, and allowing for travelling time, should not disadvantage large numbers of students. Similarly, exemptions for travel related to employment or medical emergencies would limit the adverse effects of a restriction on provisionally licensed drivers and riders who work after midnight. The committee considered the need for exemptions for provisional drivers and riders from restrictions in the event of medical emergencies.

120. The *Criminal Code Act 1899* provides a general defence for acts or omissions by individuals in extraordinary emergencies. Section 25 'Extraordinary Emergencies' states:

> *Subject to the express provisions of this Code relating to acts done upon compulsion or provocation or in self-defence, a person is not criminally responsible for an act or omission done or made under such circumstances of sudden or extraordinary emergency that an ordinary person possessing ordinary power of self-control could not reasonably be expected to act otherwise.*

121. The committee has not, therefore, recommended a specific defence.

122. In regard to impact on socialising and other activities, the committee note that the majority of education, libraries, sporting facilities, shops, restaurants and other facilities of a type likely to be frequented by young people are closed by midnight. The obvious exception to this are licensed clubs. The committee suggest that provisional licence holders over 18 subject to a zero BAC restriction, and who propose to drink at these premises, should not be driving or riding to and from them anyway.

123. The committee note that studies of the effects of late night driving restrictions in jurisdictions that have them found that drivers accept the restrictions as normal.[122]

[121] Information on library closing times for a sample of Queensland universities is available from the websites of Central Queensland University <www.cqu.edu.au>, Griffith University <www.gu.edu.au>, James Cook University <www.jcu.edu.au>, Queensland University of Technology <www.qut.edu.au>, University of Southern Queensland <www.usqu.edu.au> and the University of Queensland <www.uq.edu.au>.

[122] AF Williams & DF Preusser, 'Night driving restrictions for youthful drivers: a literature review and commentary', *Journal of Public Health Policy*, vol. 18, no. 3, 1997, pp. 341.

An alternative to a night driving restriction – self management of night driving by young people

124. Parent-teen driving agreements may offer an alternative to enforceable night driving restrictions for young drivers and riders. The Royal Society for the Prevention of Accidents (RoSPA), in their review of parent/teen driving note that there appears to be little or no evaluation of the effectiveness of parent/driver agreements.[123] However, RoSPA, suggests it is fair to assume that the agreement, by addressing what are already known to be the riskier elements for younger drivers and increasing knowledge and awareness, are likely to be effective in casualty reduction.

125. Dr Saroj Lal of the University of Technology in Sydney discusses these agreements in her submission.[124] She notes a review of one agreement program called the 'Checkpoints Parent-Teen Driving Agreement' by Hartos, Nissen & Simon-Morton in 2001. This review looked at the experience of a small group of families using the agreements and noted 38 of the 47 families used and liked the agreements.

126. These agreements could be devised and operated by any number of government or non-government groups.

Limited application of night driving restrictions to young drivers involved in crashes or who have committed serious traffic offences

127. The committee considered the feasibility of a limited night driving restriction for provisional drivers and riders who commit traffic offences or who police judge to be most at fault in crashes. The submissions and feedback from forum participants gave moderate support for late night driving restrictions limited to these drivers and riders.[125]

128. Traffic offences and infringements can predict subsequent involvement in crashes for 17 year old drivers.[126] The use of late night driving restriction for drivers and riders who lose their licence may act as incentive to focus on driving and riding safely. However, there are no scientific evaluations to demonstrate the effectiveness of this option. Despite its possible value as an incentive, it may have only limited road safety benefits. This is because late night driving restrictions work by reducing exposure to high risk, late night driving, and there is no evidence this risk only applies to those young drivers and riders who commit traffic offences or are involved in crashes. Additionally, the enforcement of this restriction would be problematic because of the difficulty of identifying individuals at the roadside to whom the night driving restriction applies.

[123] Royal Society for the Prevention of Accidents, *A Review of Parent/Driver Agreements*, Royal Society for the Prevention of Accidents, Birmingham, November 2000, p. 5.

[124] Lal, *14E*, p. 2.

[125] Mason, *33R*, p. 2; TCC. *45R*, p. 2.

[126] P Palamara, M Legge & M Stevenson, 'The relationship between years of licensing, traffic offences, and crash involvement: Implications for driver licensing in Western Australia,' *Developing Safer Drivers and Riders Conference Proceedings*, Australian College of Road Safety, Mawson, Australian Capital Territory, 21-23 July 2002, p. 216.

Conclusions

129. Crash statistics show a significant over-representation of provisional drivers and riders in nighttime crashes in Queensland over the five years 1998 to 2002. Over 28 per cent of at-fault fatal crashes between 8pm and 10pm and over 25 per cent of fatal crashes between midnight and 4am involved a provisional driver or rider most at-fault. This suggests a late night driving restriction would offer significant crash reduction benefits in Queensland.

130. The committee note evaluations of late night driving restrictions in other jurisdictions demonstrate their effectiveness in reducing the crash risks of young drivers by up to a 43 per cent. These restrictions produce benefits during the intermediate phase and after an open licence is granted.

131. However, there is strong community concern that a late night driving restriction will unreasonably limit employment, study and recreational opportunities for novice drivers and riders, particularly in areas where there are limited transport alternatives. These are real and valid concerns. For this reason, the committee believe it is appropriate to introduce a compulsory late night driving and riding restriction for provisional licence holders that has a minimal impact on education, work and other essential travel by provisional drivers and riders, and that the restriction be introduced, at least initially, on a trial basis for three years.

132. The committee conclude that a restriction applying between midnight and 4.00am for the first year of the provisional licence is a reasonable compromise. This restriction should be further limited to provisional drivers and riders under 25 years, the age group with the highest crash risks.

133. To further minimise conflict with work, study and other legitimate activities, the committee conclude that exemptions should be available. Exemptions should also apply to drivers who are supervised by an open licence holder.

134. The committee believe encouraging voluntary limits on night driving will yield further crash savings. For this reason, the committee recommend that Queensland Transport inform parents and provisional licence holders of the dangers of night driving and riding by providing targeted information when issuing provisional licences. The aim of this information is to empower parents and provisionally licensed drivers and riders to self-manage the risks during the initial, most risky period of solo driving/riding. The information will also reinforce the understanding of the need for a compulsory restriction.

RECOMMENDATION 3:

That Queensland Transport implement a late night driving/riding restriction for provisionally licensed drivers and riders aged under 25 years. The restriction shall operate between midnight and 4.00am for the first year of driving or riding on a provisional licence. The restriction shall be introduced on a three year trial basis, and shall be reviewed in terms of its road safety and other impacts prior to further implementation. Provisionally licensed drivers and riders under 25 years who are accompanied by a driver/rider who holds an open licence, has held that licence for a minimum of 12 months and is under the 0.05 per cent BAC, shall be exempt from the restriction. Provisionally licensed drivers and riders who have employment, family and other legitimate reasons to drive or ride during the restricted hours should be entitled to apply for and receive exemption from the restriction.

Ministerial Responsibility:
Minister for Transport

RECOMMENDATION 4:

That Queensland Transport inform parents and provisional licence holders of the dangers of night driving and riding. This information should encourage provisional licence holders to limit their driving and riding that occurs at night. This information should be provided to provisional licence holders at the time a licence is granted.

Ministerial Responsibility:
Minister for Transport

PASSENGER RESTRICTIONS

135. The presence of passengers increases the crash risk for young novice drivers.[127] Passengers may distract new drivers and encourage risk-taking behaviour.[128]

136. Passenger restrictions seek to limit risk-taking behaviour while reducing the number of individuals and potential injuries in the event of a crash.[129] They have been shown to reduce crashes in other jurisdictions. A New Zealand study compared drivers who obtained a driver's licence under a GLS with an intermediate phase that restricted the number of passengers and drivers who obtained a licence under the previous licensing system that did not restrict passengers. The study found drivers subjected to a passenger restriction were less likely to crash than those licensed under the original, non-restricted system.[130]

137. Motorbike riders in Queensland are subject to a passenger restriction. Section 20 of the Transport Operations (Road Use Management – Driver Licensing) Regulation 1999 states:

> **(1)** A person must not ride, on a road, a class RE motorbike with a passenger unless the person-
> (a) holds a class RE or RP type or open licence; and
> (b) has held the licence for at least 1 year.
>
> **(2)** A person must not ride, on a road, a classR motorbike with a passenger unless the person –
> (a) holds a class R P type or open licence; and
> (b) has held the licence for at least 1 year.
>
> **(3)** This section does not prevent a person riding a motorbike with a passenger on a road if the person is learning to ride and riding as required by section 5(5) or 14E(3).[131]

138. In the regulation, 'motorbike passenger' means on the pillion or in a sidecar attached to the motorbike.[132] This regulation effectively prohibits provisionally licensed motorbike riders from carrying passengers during their first year of riding on the road, unless they are learning to ride while under supervision or Q-RIDE training. There is no restriction on novice drivers carrying passengers in Queensland.

[127] A Williams, 'Graduated licensing in the United States', *Around the World in 2 ½ days: Lessons for the UK?*, 65th Road Safety Congress, Royal Society for the Prevention of Accidents, 6-8 March 2000, p. 9.
[128] LT Lam, R Norton, M Woodward, J Connor & S Ameratunga, 'Passenger carriage and car crash injury: a comparison between younger and older drivers', *Accident Analysis and Prevention*, vol. 35, 2003, p. 866.
[129] AJ McKnight & RC Peck 'Graduated driver licensing and safer driving', *Journal of Safety Research*, vol. 34, p. 86.
[130] Begg, Stephenson, Alsop & Langley, p. 293.
[131] Transport Operations (Road Use Management – Driver Licensing) Regulation 1999, S. 20.
[132] Transport Operations (Road Use Management – Driver Licensing) Regulation 1999, Schedule 6.

139. A concern relating to passenger restrictions is the increase in the number of vehicles on the road as individuals, who previously were passengers, now drive or ride themselves. However, research suggests there will still be a reduction in crashes as a result of a passenger restriction, even if this is the case.[133]

140. Research indicates more drivers in New Zealand violate the passenger restriction than the night driving restriction. Similar to the night driving restriction, the enforcement of passenger restrictions would be difficult.[134]

141. Table (17) provides data on crashes in Queensland involving provisional licence holders (drivers and riders) judged most at fault. The table shows a breakdown for the crashes according to the numbers of passengers injured in the crashes. There were 2,196 crashes in Queensland between 1998 and 2002 involving drivers or riders on a provisional licence who were most at fault in the crashes, and where the crash resulted in at least one injured passenger.[135] A total of 2,956 passengers were injured in these crashes. The drivers or riders of the vehicles are not included in the figures. It was not possible to identify the crashes involving passengers who were not injured.

Table 17: Provisional drivers and riders most at fault in crashes by number of injured passengers, Queensland, 1998 – 2002

No of injured passengers involved in crash	No of crashes
1	1,681
2	344
3	121
4	36
5	10
6	2
7	1
11	1
Total	**2,196**

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

142. Victoria is the only Australian jurisdiction with a passenger restriction for provisional drivers .[136] The restriction applies to drivers and riders, and applies for the first year of driving or riding by individuals returning to the road after a licence suspension for traffic offences. To date, there has been no published evaluation of this restriction in Victoria.

[133] L-H Chen, ER Braver, SP Baker & G Li, 'Potential benefits of restrictions on the transport of teenage passengers by 16 and 17 year old drivers', *Injury Prevention*, vol. 7, no. 2, 2001, p. 131.
[134] QT, *Hearing Transcript*, p. 38.
[135] QT, information provided, May 2003.
[136] Road Safety (Drivers) Regulations 1999 s219 (1).

Feedback from submissions and the forums

143. Many submissions to the inquiries and feedback from participants at the committee's 11 forums disagreed with passenger restrictions for drivers. The reason most often given for disagreeing is the perceived effect of the restriction on car-pooling and designated driver programs.[137] Submissions also suggested there would be difficulties enforcing this restriction.[138] Others referred to the environmental impact of additional vehicles on the road as a consequence of the restriction.[139] Individuals in areas where there is no public transport,[140] particularly rural and remote areas, may be particularly disadvantaged.[141] Further reasons cited for disagreeing with this restriction include being unable to transport family members[142] and personal safety concerns associated with driving unaccompanied, particularly for young women.[143]

144. In their submission, Queensland Transport notes that most of the research evaluating the effectiveness of passenger restrictions is based on licensing systems in America that are significantly different to the system in Queensland.[144] All states in the United States, except New Jersey, and all provinces in Canada allow solo driving at a younger age than Queensland. New Jersey issues an intermediate licence at the same age as Queensland, 17 years.[145]

145. A minority of submissions support a passenger restriction.[146] In their arguments, they suggest the restriction would reduce peer pressure[147] and distractions[148] for provisional drivers.

146. Submissions were divided on how passenger restrictions for drivers should apply. They offer a range of options for the numbers of passengers a provisional driver should be allowed to transport unsupervised. These proposals include:

- Three passengers during daylight hours, and one after dark;[149]
- One passenger;[150]
- One passenger between 16 years and 21 years for the first 12 months;[151]
- No passengers for the first 12 months;[152]
- No passengers under the age of 21 with exemptions;[153]
- No passengers initially, and then one or two passengers;[154] and
- Gradually increasing the number of passengers a novice driver may carry.[155]

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[137] Ludlow, s*ubmission no. 5R*, p. 1; Allen-Sympson, s*ubmission no. 9R*, p. 1; Snow, s*ubmission no. 10R*, p. 1; Beaden, s*ubmission no. 20R*, p. 2; English, *28R*, p. 1; QT, *32R*, p. 14; McGrath, s*ubmission no. 34R*, p. 1; TCC, *45R*, p. 2; Streets Ahead, s*ubmission no. 3R*, p. 6; QPS, *39R*, p. 15.

[138] Beaden, *20R*, p. 2; A Smith, *29R*, p. 6; QT, *32R*, p. 14; McGrath, *34R*, p. 1; TCC, s*ubmission no. 45R*, p. 3; QPS *39R*, p. 15.

[139] Ludlow, s*ubmission no. 5R*, p. 1; D/T Education, *26R*, p. 5; Streets Ahead, *3R*, p. 6.

[140] T Cross, s*ubmission no. 1R*, p. 1; A Smith, *51E*, p. 2.

[141] QT, *32R*, p. 14.

[142] K Cross, s*ubmission no. 2R*, p. 1; Allen-Sympson, *9R*, p. 1; McGrath, *34R*, p. 1; TCC, *45R*, p. 2; QPS, *39R*, p. 15; DATSIP, s*ubmission no. 44R*, p. 2.

[143] SYAC *42R*, p. 1.; TCC, *45R*, p. 3; A Smith, *51E*, p. 2.

[144] QT, *32R*, p. 14.

[145] Williams & Mayhew, p. 11-19.

[146] Driveprep, *21R*, p. 8; D Edwards, s*ubmission no. 17R*, p. 1; Batson, *6R* p. 1 Wright, s*ubmission no. 11R*, p. 2; Christie, *24R*, p. 4; Lal, *14E*, p. 1; Lee, *20E*, p. 1; ACRS, *submission no. 24E*, pp. 6-7.

[147] Driveprep, *21R*, p. 8.

[148] Edwards, *17R*, p. 1.

[149] Batson, *6R* p. 1.

[150] Wright, s*ubmission no. 11R*, p. 2

[151] D McDonald, s*ubmission no. 10E*, p. 1.

[152] E Akers, s*ubmission no. 4E*, p. 1.

[153] Christie, *24R*, p. 4.

[154] Spencer, s*ubmission no. 43*, p. 1.

[155] SYAC, *38E*, p.1.

147. The RACQ submit that a passenger restriction apply only to drivers under 21 years.[156] Additional suggestions include applying passenger restrictions to provisional drivers who broke the law[157] or who contributed to a crash.[158]

148. The Queensland Police Service submission proposes that handbooks preparing individuals for driving incorporate information relating to the positive and negative influences of passengers, and encouraging young passengers to query their driver about unsafe driving behaviours.[159] This follows research from a traffic safety campaign in Norway, 'Speak Out', credited with a 30 per cent reduction in the number of killed or injured passengers between 16 and 19.[160] Bexley Council in Britain and the Transport Accident Commission in Victoria have introduced similar empowerment programs for passengers.[161]

149. Participants at the committee's forums offered little support for a passenger restriction. Forum participants acknowledged the role of peer pressure in crashes, but indicated there would be low compliance with a passenger restriction.

Public hearing

150. At the public hearing on 23 September 2003, the committee discussed passenger restrictions with representatives from the RACQ, Queensland Transport and the Queensland Police Service.

151. The RACQ suggested a passenger restriction apply for the first six to twelve months of solo driving because driving with passengers is a factor that increases crash risks. They believe this restriction should be applied across all provisional drivers in certain age groups, possibly those under the age of 21. However, the RACQ acknowledged there are social and mobility issues, particularly in rural and remote areas.[162]

152. Queensland Transport informed the committee that the presence of passengers affects the likelihood of a crash, and the risk of being involved in a fatal crash was much higher for teenage drivers with passengers than those driving alone. They also noted that teenage passengers were more likely to have a negative effect on teenage drivers than other passengers. The possible reasons for this include an increase in driver errors due to distraction and passengers encouraging risk-taking by urging dangerous driving behaviours.[163]

153. The Queensland Police Service stated enforcement is an important issue for all restrictions including passenger restrictions. The major cost with enforcing new restrictions is associated with systems and processes. Officers at the hearing predicted that, in the future, there may be technologies to assist in enforcement; however, '*if we cannot enforce it on-the-spot, there is no use'.*[164]

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[156] RACQ, *36R*, p. 7.
[157] ADTA, s*ubmission no. 31R*, p. 3; SYAC, *42R*, p. 2.
[158] Mason, *33R*, p. 2.
[159] QPS, *39R*, p. 15.
[160] International Council on Alcohol, Drugs and Traffic Safety, *Reporter – The Newsletter of the International Council on Alcohol, Drugs and Traffic Safety*, International Council on Alcohol, Drugs and Traffic Safety, California, Winter 2000, <www.icadts.org/reporter/v11n1.html>.
[161] Royal Society for the Prevention of Accidents, *Young and Novice Drivers' Education Training and Licensing*, Royal Society for the Prevention of Accidents, Birmingham, March 2002, p. 14; Transport Accident Commission, *If you don't trust the driver, don't get in – TAC*, media release, Transport Accident Commission, Sydney, 26 August 1997.
[162] RACQ, *Hearing Transcript*, p. 28.
[163] QT, *Hearing Transcript*, p. 38.
[164] QPS, *Hearing Transcript*, p. 65.

Social justice issues

154. Passenger restrictions are likely to create difficulties for provisional drivers who are required to drive family members, have parental or carer responsibilities, participate in designated driver programs as well as transport friends home from recreational events.

155. Provisional drivers with children are a special case. The committee noted that 2,887 Queensland mothers aged 19 and under gave birth during 2001.[165] A further 8,388 mothers aged 20 to 24 gave birth that year. A passenger restriction that limited the number of peer passengers (passengers of a similar age to the driver - for example aged 17 to 24), would not create difficulties for parents with young children. However, it may impact on the ability of provisional drivers to transport some siblings.

156. The committee also considered individuals with carer responsibilities. In 1998, 18.2 per cent of individuals under the age of 24 had either primary or a non-primary carer role.[166] A peer passenger restriction, if no exemptions were allowed, may affect these individuals in their caring roles.

157. The committee was unable to determine the number of provisionally licensed drivers who transport their siblings or parents and participate in designated driver and car-pooling programs. However, research conducted in California, into the effects of that state's passenger restriction, found that most young people did not have their activities limited by the passenger restriction. Furthermore, parents found the restriction caused little inconvenience.[167]

158. One recent review found that the negative effects of a passenger restriction may be greater for individuals from lower socio-economic backgrounds.[168]

Conclusions

159. Novice drivers carrying passengers in Queensland have higher crash risks than those without passengers. Numerous studies of passenger restrictions for provisional drivers confirm the road safety benefits of the restriction in reducing crashes. Leading experts on GLSs, Mayhew and Simpson, support their introduction as a supplement or alternative to night driving restrictions.

160. The committee note the effectiveness of passenger restrictions in reducing crashes for young drivers and riders in other jurisdictions. The committee also note the numbers of passengers injured in crashes in Queensland whilst travelling with a provisional driver or rider judged to be the driver or rider most at-fault in the crash.

161. There is strong community concern regarding a compulsory passenger restriction for either young or novice drivers, particularly its effects on car-pooling, designated driver programs and the transportation of family members. For these reasons, the committee conclude a general passenger restriction for drivers would be impractical, so does not recommend the introduction of a compulsory passenger restriction at the current time.

162. Queensland Transport, however, should continue to monitor the effectiveness of passenger restrictions in other jurisdictions for possible implementation in Queensland. They should also

[165] Australian Bureau of Statistics, *Births Australia*, Catalogue no. 3301.0, Australian Bureau of Statistics, Canberra, 2002, p. 56.
[166] Australian Bureau of Statistics, *Disability, Ageing and Carers, Summary Tables Queensland 1998*, Catalogue no. 4430.3.40.001, Australian Bureau of Statistics, Canberra, 1998, p. 22.
[167] AF Williams, *Teenage Passengers in Motor Vehicle Crashes: A Summary of Current Research*, Insurance Institute for Highway Safety, Arlington, December 2001, p. 7.
[168] W Harrison, *Report on Review of Novice – Driver Road Safety Programs*, NRMA Motoring and Services, Sydney, March 2003, p. 11.

develop methods of effectively tracking the involvement of provisional drivers and riders who crash with passengers present. For instance, rather than just recording the number of injured passengers, they could note the number of passengers present, whether injured or not, for all crashes.

163. In lieu of a general restriction, the committee recommend the introduction of a peer passenger restriction, similar to the current Victorian restriction, for provisional drivers returning to driving after losing their licence. These drivers have elevated crash risks. Applying a peer passenger restriction to this group will encourage all provisional licence holders to drive and ride safely. It will also reduce the number of passengers in the vehicle should the restricted driver crash. The committee recommend provisional drivers, aged under 25 years, returning to drive after losing their licence be limited to one peer passenger for one year or the remainder of the provisional licensing period, whichever is the longer. For this restriction, the committee suggest that a peer passenger be defined as an individual aged 17 to 25. The committee believe the appropriate method of enforcing this restriction is secondary enforcement. This could occur when police attend crashes, conduct random breath testing (RBT) and in conjunction with other on-road traffic enforcement activities.

164. The committee believe all provisional drivers and riders should be encouraged to restrict the number of passengers they carry. Parents and provisional licence holders should be informed of the link between passengers, particularly peer passengers, and increased crash risks. This information should be targeted at and provided to drivers and riders when they obtain their provisional licence.

RECOMMENDATION 5:

That Queensland Transport monitor and evaluate passenger restrictions on provisional licence holders in other jurisdictions to identify if they assist in reducing crashes, and the possible road safety benefits if implemented in Queensland in the future.

Ministerial Responsibility:
Minister for Transport

RECOMMENDATION 6:

That Queensland Transport develop methods to effectively measure the involvement of provisional drivers and riders in crashes while carrying passengers. For instance, rather than just recording the number of injured passengers, officers of the Queensland Police Service could note the number of passengers present, whether injured or not, in the vehicle for all crashes they attend.

Ministerial Responsibility:
Minister for Transport

RECOMMENDATION 7:

That Queensland Transport introduce a peer passenger restriction for provisionally licensed drivers under the age of 25 who lose their provisional licence for serious traffic offences and the accumulation of demerit points. The restriction should limit this group to one peer passenger for the first 12 months of returning to drive or the remainder of the provisional period, whichever is longer. A peer passenger is defined as an individual aged 17 to 25.

Ministerial Responsibility:
Minister for Transport

RECOMMENDATION 8:

That Queensland Transport inform parents and provisional licence holders of the dangers of driving and riding whilst carrying passengers. This information should encourage provisionally licensed drivers and riders to limit the amount of driving and riding they undertake with passengers present, at least during the first year of driving and riding solo. This information should be provided at the time a provisional licence is granted.

Ministerial Responsibility:
Minister for Transport

POWER RESTRICTIONS FOR CARS

165. Young drivers of cars with above average performance appear to have a more dangerous attitude to driving than their peers.[169] To address this problem, the Victorian Government restricts the power of vehicles that novices in that state can drive.

166. The effectiveness of vehicle power restrictions for drivers is unknown. A 1994 Australian study noted that, if results similar to the motorcycle power restrictions applied to cars, a crash reduction of less than 2 per cent is expected.[170]

167. The committee sought to identify the numbers of novice Queensland drivers of high-powered vehicles. There is no universal definition of what constitutes a high-powered vehicle. The statistics from Queensland Transport for vehicle registrations do not identify vehicle power. As a surrogate measure, the committee examined ownership of vehicles with 5 or more cylinders or rotors. A total of 2,393,459 light vehicles were registered in Queensland at 1 May 2003. Of these vehicles, 40,857 (1.7 per cent) were registered to 17 to 19 year olds. There were 974,202 vehicles with at least five cylinders or rotors. Of these vehicles 12,556 (1.3 per cent) were registered to 17 to 19 year olds.[171]

168. Using the Queensland Transport databases it is difficult to link accurately ownership of motor vehicles and crashes. On face value, the above figures may suggest a lower level of ownership of high-powered vehicles by individuals 17 to 19 years of age compared to other age groups. However, young and novice drivers may drive high-powered vehicles owned by organisations or other individuals.

169. Victoria has a power-to-weight ratio restriction for drivers of 125 kilowatts per tonne and an engine capacity to weight ratio of 3.5 litres per tonne of unladen mass of the vehicle. The ratios for these restrictions can be calculated readily using engine power, capacity and vehicle kerb weight data available from vehicle manufacturers and importers.

170. Several exceptions to this apply. Novices are able to drive high-powered cars if required to do so by their employer. Additionally, police officers are exempt. Applications for exemptions may also be granted if the high-powered car is the only car owned by the driver's family, or the car is used for business as well as social use and no other non high-powered car is owned by the driver's family.

171. The Victorian legislation places the onus on the novice driver to ensure the vehicle they drive does not exceed the stated power restrictions.[172] It is possible that many vehicles that comply with the restrictions, as originally sold, may nevertheless exceed the restrictions due to performance modifications such as an added turbocharger or supercharger.

172. The committee notes that registration details do not identify whether vehicles have been modified to improve their power and performance. Virtually any car can be modified in this way.

173. This presented the committee with a number of difficulties. Firstly, there is no ready method to identify high-performance vehicles from other vehicles that are registered in Queensland. Secondly, there is no information on the ownership or access to vehicles by novice drivers.

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[169] DD Clarke, P Ward & W Truman, *In-depth Accident Causation Study for Young Drivers*, report no. TRL542, Transport Research Laboratory, Berkshire, 2002, p. 16.

[170] AE Drummond, *Young Driver Research Program: A technical and strategic overview of exposure reduction measures as a means of reducing young driver crashes*, report no. CR130, Federal Office of Road Safety, Canberra, 1994, p. 54.

[171] QT, information provided, May 2003.

[172] Road Safety (Drivers) Regulations 1999 s211.

Thirdly, there is no information on the amount of driving that novices do in any vehicles in Queensland, high-powered vehicles included.

Feedback from submissions and forums

174. The majority of submissions to the committee's inquiry oppose the introduction of vehicle power restrictions for cars. The reason cited most often is the perceived limited effect of this restriction in reducing crashes.[173] Another argument is that many smaller engines (four cylinder) are capable of providing excessive power.[174] Other suggestions include:

- Driver attitude is more important than vehicle size;[175]
- High-powered vehicles such as 4WDs and station wagons are required in rural areas;[176]
- Power-to-weight restrictions are easily circumvented by exemptions;[177]
- Drivers will be unable to accumulate experience in more powerful vehicles under supervision;[178]
- Many young people rely on the family car for transport;[179] and
- There are difficulties in enforcement and application of the restriction.[180]

175. The imposition of a vehicle power restriction may have wider adverse implications for young people who only have access to a high-powered family or work car.

176. Queensland Transport's submission notes there has been no evaluation of Victoria's power-to-weight restriction. It also notes there is no legally robust, recognised measurement of power-to-weight or engine capacity-to-weight ratio.[181]

177. Several submissions support the introduction of vehicle power restrictions in Queensland.[182] The methods recommended vary but include power-to-weight restrictions (lower than the current limits in Victoria),[183] limits on the number of (engine) cylinders,[184] restricting a car's horsepower,[185] prohibiting turbo and supercharged vehicles[186] and prohibiting 'sports' models and modified vehicles.[187]

[173] Driveprep, *21R*, p. 9; Christie, *24R*, p. 5; QT, *32R*, p. 15; QPS, *39R*, p. 16.
[174] Snow, *10R*, p. 1; Wright*11R*, p. 2; RACQ, *36R*, p. 8.
[175] Beaden, *20R*, p. 2; Driveprep, *21R*, p. 9.
[176] T Cross, *1R*, p. 1; DATSIP, *44R*, p. 1.
[177] RR Vines, s*ubmission no. 18R*, p. 2.
[178] RACQ, *36R*, p. 8.
[179] QT, *32R*, p. 15; TCC,. *45R*, p. 3.
[180] Batson *6R* p. 1; Christie, *24R*, p. 5; QT, *32R*, p. 15; TCC, *45R*, p. 3.
[181] QT, *32R*, p. 14.
[182] BJ Hallinan, *19R*, p. 1; M Robinson & D Robinson, s*ubmission no. 23R*, p. 2.
[183] Streets Ahead, *3R*, p. 8.
[184] Allen-Sympson, *9R*, p. 1; CP Hoolihan, s*ubmission no. 12R*, p. 1; Spencer, s*ubmission no. 43*, p. 2; McDonald, s*ubmission no. 10E*, p. 1.
[185] Edwards, *17R*, p. 1.
[186] Streets Ahead, *3R*, p. 9.
[187] J Andersen, s*ubmission no. 7R*, p. 2; A Smith, s*ubmission no. 29R*, p. 8; Spencer, *43*, p. 2.

178. Other submissions note the need for work-related exemptions from any vehicle power restrictions.[188] Additionally, the RACQ discusses the need to encourage people to purchase safer vehicles.[189] Other ideas proposed include:

- Removal of compulsory third party insurance on vehicles and allowing insurance companies to regulate the types of cars young drivers could insure;[190] and
- Applying power-to-weight restrictions as a deterrent penalty for unsafe driving.[191]

179. As in the submissions, forum participants were divided on their support for power-to-weight restrictions for cars. Slightly more people supported this restriction than those who disagreed with it or were uncertain. Participants suggested the attitude of the driver was more important than the power of the vehicle.

Public Hearing

180. At the public hearing on 23 September 2003, the Queensland Police Service and Queensland Transport raised concerns about the enforcement of vehicle power-to-weight restrictions.[192]

181. Queensland Transport noted the difficulties of applying restrictions uniformly throughout all areas of Queensland. They used the example of novice drivers in rural situations who only have access to vehicles with a higher power-to-weight ratio because the vehicle is used for work purposes as well as private purposes. The department suggested exemptions create difficulties when enforcing restrictions.[193]

Social justice issues

182. Research indicates that teenagers are more likely to drive older and smaller vehicles.[194] The Queensland Transport figures above support this with only 1.3 per cent of vehicles with five or more cylinders or rotors registered in the names of individuals aged 17 to 19.[195] However, vehicle power restrictions will impact negatively on individuals who only have access to a high-powered family or work vehicle. The use of exemptions for individuals in these situations would reduce the negative implications of this restriction, but makes the administration and enforcement of the restriction complex.

183. A power restriction for cars may encourage provisionally licensed drivers to drive smaller cars. Smaller cars may provide less protection than larger vehicles in the event of a crash.[196]

[188] Spencer, *43*, p. 2; DATSIP, *44R*, p. 1.
[189] RACQ, *36R*, p. 8.
[190] KJ Gilmour, s*ubmission no. 16R*, p. 1.
[191] Mason, *33R*, p. 3.
[192] QPS, *Hearing Transcript*, p. 65; QT, *Hearing Transcript*, p. 49.
[193] QT, *Hearing Transcript*, p. 49.
[194] SA Ferguson, 'Other high-risk factors for young drivers – how graduated licensing does, doesn't, or could address them', *Journal of Safety Research*, vol. 34, p. 74.
[195] QT, information provided, May 2003.
[196] Ferguson, p. 74.

Conclusions

184. The committee conclude it is inappropriate at the current time to recommend a power-to-weight restriction for provisional drivers. This is based on:

- The lack of evidence that introducing this restriction would be beneficial;
- No published evaluation of Victoria's power-to-weight restriction for vehicles;
- Difficulties in identifying vehicles not complying with the restriction;
- Expected limited road safety benefits; and
- Potential difficulties in enforcement.

185. However, the committee believes the restriction should be considered in light of a favourable evaluation of the Victorian restriction in the future. For this reason, the committee recommends Queensland Transport liaise with VicRoads, which administers the Victorian driver licensing and vehicle registration systems, about the evaluation of their restriction, and continue to monitor power restrictions implemented in other jurisdictions that prove effective in reducing the number and severity of young driver crashes for possible implementation in Queensland.

RECOMMENDATION 9:

That Queensland Transport monitor power restrictions for light vehicles that provisional drivers may drive in other jurisdictions with the aim of identifying if they assist in reducing crashes and the possible road safety benefits if implemented in Queensland in the future.

Ministerial Responsibility:
Minister for Transport

POWER RESTRICTIONS FOR MOTORBIKES

186. All Australian jurisdictions and New Zealand apply a power restriction to motorbikes that provisionally licensed riders can ride. In all jurisdictions except the Australian Capital Territory and New South Wales, these restrictions are based on engine capacity restrictions measured in cubic centimetres (cc) or millilitres. The Australian Capital Territory employs a power-to-weight restriction, while New South Wales uses a combination of power-to-weight and engine capacity.

187. Provisionally licensed riders in Queensland are subject to a 250cc engine capacity restriction. Riders who obtain their provisional licence under the Q-SAFE system are limited to 250cc bikes for at least 12 months once they gain their provisional licence. If, after 12 months on a provisional licence, the rider wishes to ride a larger bike, they must sit and pass a further riding test. Under the Q-RIDE system, it is possible to obtain a licence to ride a bike of any size if the rider has held an open car licence for three years.[197] The Monash University Accident Research Centre (MUARC) in Melbourne and CARRS-Q are evaluating the Q-RIDE system.

188. There is limited research support for motorcycle engine capacity restrictions.[198] The results from early studies in Australia and the United Kingdom that identify crash reductions for novice riders as an apparent result of engine capacity restrictions have not been replicated more recently. The

[197] QT, *32R*, p. 4.

[198] J Langley, B Mullin, R Jackson & R Norton, 'Motorcycle engine size and risk of moderate to fatal injury from a motorcycle crash', *Accident Analysis and Prevention*, vol. 32, p. 659; Mayhew & Simpson, p. 43.

effects of exposure reduction and improvements in motorcycle engine performance may have confounded the studies.[199]

189. A study of the New Zealand 250cc restriction found that a third of riders with a learner or an intermediate licence do not comply with this restriction. Most of those complying with the restriction were riding bikes with the maximum limit (250cc).[200] There are no statistics that measure compliance with restrictions, and Queensland Transport could not readily separate statistics on offences for non-compliance with the 250cc restriction in Queensland from other restriction offence statistics.

190. A recent study of motorbike engine capacity restrictions by Christie suggests the introduction of an engine capacity restriction in conjunction with a power-to-weight restriction similar to the New South Wales system would be the cheapest and easiest to introduce for Victoria.[201] He also states that the removal of the engine capacity restriction would not reduce the involvement of novice riders in crashes.

191. A total of 84,529 motorcycles were registered in Queensland at 1 May 2003. Of these, 1,182 (1.4 per cent) motorcycles were registered in the name of 17 to 19 year olds.[202] There were 278 motorbike crashes in Queensland in the five years, 1998 to 2002, where a provisional rider was the rider most at fault.[203] Of these, 125 (45.0 per cent) crashes were serious with individuals killed or hospitalised. The remaining 153 (55.0 per cent) crashes involved medical treatment, minor injuries or property damage. The statistics Queensland Transport provided to the committee do not identify the engine capacity or other features of the motorbikes involved in these crashes.

192. As with the light vehicle registration figures, it is difficult to link crash statistics with motorbike registrations or to identify the power or engine capacity of bikes owned by young riders. Young and novice riders may ride motorbikes registered to organisations or other individuals. Given the low numbers of bikes registered to riders in the 17 to 19 year age group, it appears a power to weight restriction by itself, or combined with an engine capacity restriction for young riders will have only a limited effect.

Feedback from submissions and the forums

193. The submissions support a variety of power restrictions on motorbikes including the existing 250cc engine capacity restriction,[204] a 150kw/tonne restriction,[205] a power-to-weight restriction,[206] and prohibition of provisional riders riding high-powered motorbikes until full licensure.[207]

194. Nearly half of the submissions that comment on vehicle power issues for motorbike riders disagree with restrictions. These submissions note that bikes with a small capacity engine are still capable of high performance and speed.[208] Other submissions offer alternatives to the introduction of further restrictions. These include: no changes to rider licensing systems until the evaluation of the Q-RIDE system is completed;[209] monitoring the effectiveness of the engine capacity

[199] R Christie, *Development of a Learner Approved Motorcycle Scheme (LAMS) for use in Victoria,* Report to VicRoads and Victorian Motorcycle Council, VicRoads, Melbourne, September 1999, p. iii.
[200] Langley, Mullin, Jackson & Norton, p. 661.
[201] Christie, *Development of a Learner Approved Motorcycle* Scheme, p. 26.
[202] QT, information provided, May 2003.
[203] QT, information provided, May 2003.
[204] Wright, s*ubmission no. 11R*, p. 2.
[205] Christi,e *24R*, p. 5.
[206] ADTA, s*ubmission no. 31R*, p. 4.
[207] Spencer, *43*, p. 2
[208] Batson, *6R* p. 1; Vines, *18R*, p. 2; QPS, *39R*, p. 17.
[209] Morgan & Wacker, *25R*, p. 2.

restriction;[210] and speed-limiting of motorbikes.[211] Participants at the committee's young driver forums were divided in their support of power-to-weight restrictions for riders.

Social justice issues

195. The social justice issues for motorbike power restrictions are similar to the issues for car power restrictions. A motorbike power restriction will disadvantage individuals who only have access to high powered motorbikes.

196. A vehicle power restriction forces riders to ride a smaller bike rather than a larger bike. However, there is no recent research evidence to support the effectiveness of cc restrictions in increasing the safety of riders.[212] Based on the number of motorbikes registered in Queensland, households are unlikely to have motorbikes with large engines that could be used by provisionally licensed riders.

Conclusions

197. The committee notes the lack of scientific evidence regarding power restrictions for novice riders. They also note conclusions by one restriction that removal of the current 250 cc restriction is unlikely to reduce crashes. Individuals with three years driving experience who obtain a motorbike licence under the Q-RIDE system are not restricted to motorbikes of a particular engine size. The committee could not determine the extent to which engine size, or indeed any other design features, contributes to crash risks for novice riders.

198. Motorbike rider crashes are a concern and warrant research regarding the types of motorbike crashes in Queensland. The extent to which various factors including riding experience, rider age, motorbike design, and competency based licensing versus traditional licensing contribute to crashes needs to be identified.

RECOMMENDATION 10:

That Queensland Transport retain the current cubic capacity restriction for motorbikes that provisionally licensed riders can ride.

Ministerial Responsibility:
Minister for Transport

RECOMMENDATION 11:

That Queensland Transport investigate the factors contributing to motorbike crashes in Queensland to identify the extent to which factors such as riding experience, rider age, motorbike design, competency-based licensing and traditional licensing contribute to crash risks.

Ministerial Responsibility:
Minister for Transport

[210] Edwards, *17R*, p. 1.
[211] D/T Education, *26R*, p. 5
[212] Langley, Mullin, Jackson & Norton, p. 660.

TOWING RESTRICTIONS

199. Towing a trailer creates extra demands on a driver.[213] Theoretically, towing could increase crash risks for novice drivers. This risk could be limited by prohibiting towing, or restricting towing to light-weight trailers. In the absence of published evaluations, the effectiveness of a towing restriction is unknown.

200. Towing restrictions apply to provisional licence holders in New South Wales and the Australian Capital Territory.[214] In the Australian Capital Territory, provisional drivers and riders are prohibited from towing a trailer during the first year. New South Wales imposes a towing restriction on P1 provisional licence holders. These drivers are prohibited from towing a trailer with an unladen weight greater than 250kg. This effectively limits them to towing small box trailers, and prevents them from towing larger trailers such as caravans and horse floats. New South Wales has further specific provisions that prohibit provisionally licensed motorbike riders from towing a trailer.

201. In the five years between 1998 and 2002, there were 1,669 crashes in Queensland involving a driver or rider towing a vehicle. This is 1.8 per cent of all crashes during the period. Of these, 144 crashes (8.6 per cent of towing crashes) involved a provisional driver or rider who was most at fault. Twenty-four (16.7 per cent) of the crashes involving provisional drivers were serious with drivers or riders either killed or hospitalised.[215] Table (18) below presents a breakdown of crashes by severity and the licence type of the person most at fault while towing.

Table 18: Crashes involving towing for driver and rider most at fault by licence type, Queensland, 1998 – 2002

	Fatal Crashes	Hospitalisation	Medical Treatment	Minor Injury	Property Damage	Total
Open	12	197	263	159	795	1426
Provisional	**2**	**22**	**37**	**12**	**71**	**144**
Learner	0	7	3	2	8	20
Other / unlicensed	3	13	13	16	34	79
Total	**17**	**239**	**316**	**189**	**908**	**1669**

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

202. There were few crashes in Queensland between 1998 and 2002 involving towing with a driver or rider at fault. Table (19) below gives a percentage split for crashes involving drivers or riders on a P-type licence (0.8 per cent) and drivers and riders on an open licence (2.4 per cent) while towing.[216]

Table 19: At-fault towing crash risks by licence class, Queensland, 1998 – 2002

Licence type	Towing	Non-towing
P-type	0.8	99.2
Open	2.4	97.6

Source: Queensland Transport, submission no. 32R., Table 12, p. 15.

203. Given that provisional drivers and riders comprise only 6.5 per cent of all driver and riders in Queensland, it appears they are over represented in at-fault towing crashes. However, the number of crashes involving provisional drivers or riders most-at-fault while towing is low when

[213] Roads and Traffic Authority, Staysafe inquiry into driver licensing – 1995: Roads and Traffic Authority submission, *Staysafe 37, Driver Licensing in New South Wales – First Entry Into the Driver Licensing System*, report no. 10/51, Staysafe, Sydney, June 1997, p. 36

[214] MI Whelan & TM Senserrick, 'Review of graduated driver licensing systems and the effectiveness of specific component', *2003 Road Safety Research, Policing and Education Conference*, Sydney, 24-26 September 2003, [CD-ROM], p. 5.

[215] QT, information provided, May 2003.

[216] QT, *32R*, p. 15.

compared to other high-risk situations such as driving at night or with passengers. It is also unclear how the provisional licence holders contributed to these crashes.

Feedback from submissions and the forums

204. The submissions offer mixed support for towing restrictions. Several submissions disagree with the introduction of a towing restriction until further research and an evaluation of existing towing restrictions is undertaken[217], and a relationship between towing and crashes is established.[218]

205. Other submissions suggest towing restrictions would disadvantage drivers and riders who tow horse trailers,[219] use trailers to haul rubbish,[220] are changing their place of residence,[221] tow boats[222] or drive vehicles for a living.[223] Others suggest a towing restriction is unnecessary[224] or would make only a minimal contribution to reducing crashes for novice drivers.[225] A towing restriction would limit opportunities for provisional drivers to gain experience towing.[226]

206. Submissions offer a number of recommendations regarding the implementation of towing restrictions. These include:

- Restricting the towing of caravans;[227]
- Restricting towing for six months and then allowing towing under approved supervision for a further six months;[228]
- Limiting towing to light loads;[229]
- Prohibiting towing during a P1 stage with exemptions for work-related towing;[230] and
- Forbidding the towing of trailers with an unladen weight greater than 250 kilograms.[231]

207. Other suggestions regarding methods to reduce crashes involving towing include:

- The inclusion of towing in training and education courses;[232]
- Applying a towing restriction as a deterrent rather than to all provisional drivers and riders;[233] and
- Amending the licensing system to require a further licence or licence endorsement for towing.[234]

208. Forum participants were evenly divided on the need for towing restrictions.

[217] QT, *32R*, p. 15; Morgan & Wacker, *25R*, p. 2.
[218] DATSIP, *44R*, p. 2.
[219] T Cross,*1R*, p. 1; K Cross, s*ubmission no. 2R*, p. 1.
[220] T Cross, *1R*, p. 1; K Cross, *2R*, p. 1.
[221] K Cross, *2R*, p. 1.
[222] DATSIP, *44R*, p. 2.
[223] QT, *32R*, p. 16.
[224] Beaden, *20R*, p. 2; TCC, *45R*, p. 3.
[225] Christie, *24R*, p. 5; TCC, *45R*, p. 3.
[226] A Smith, *51E*, p. 2.
[227] T Cross, *1R*, p. 1
[228] Pt Halloran Neighbourhood Watch, s*ubmission no. 22R*, p. 2.
[229] Morgan & Wacker, *25R*, p. 2.
[230] Spencer, *43*, p. 2
[231] RACQ, *36R*, p. 9; QPS, *39R*, p. 18.
[232] Vines, *18R*, p. 3; Beaden, *20R*, p. 2; ADTA, *31R*, p. 4; QPS, *39R*, p. 18.
[233] Mason, *33R*, p. 3.
[234] Wright, *11R*, p. 2; D/T Education, *26R*, p. 6.

Social justice issues

209. Towing restrictions would potentially affect all provisionally licensed drivers and riders. The committee believes that a towing restriction will have a negative impact on individuals who are required to tow for work-related reasons. This may include apprentices and rural workers. A towing restriction may also have a greater impact on people who need to tow horses and other animals. It would limit their ability to tow caravans, boats, and motorbike trailers and impact on their recreational activities. A towing restriction would also limit the mass of loads a provisionally licensed driver and rider could transport at one time. The negative impacts of a towing restriction would be reduced for activities where a utility or similar vehicle could substitute for a trailer.

Conclusions

210. The committee notes that a P-type licence holder is more likely to crash while towing than an open licence holder. However, the crash risk is low compared to other risky driving and riding situations such as driving and riding at night or with passengers. Therefore, a general towing restriction is unlikely to provide a significant road safety benefit.

211. There is a lack of published evaluations regarding the effectiveness of the New South Wales and Australian Capital Territory towing restrictions. The committee concludes it is inappropriate to recommend a towing restriction at this time. The committee recommends Queensland Transport continue to monitor the effectiveness of towing restrictions in other jurisdictions and consider their introduction in Queensland if they have proven road safety benefits and are cost-effective.

212. While the committee believes there is no justification for introducing a compulsory towing restriction, the over-representation of novices in towing crashes suggests there is merit in providing information regarding towing and minimising crash risks to provisional drivers and riders and their parents at the time they obtain their provisional licence. Outlets offering trailers and other vehicles requiring towing for hire should also distribute this information.

RECOMMENDATION 12:

That Queensland Transport monitor and evaluate towing restrictions for provisional drivers and riders in other jurisdictions to identify whether they assist in reducing crashes and the potential road safety benefits if implemented in Queensland in the future.

Ministerial Responsibility:
Minister for Transport

RECOMMENDATION 13:

That Queensland Transport inform parents and provisional licence holders of the dangers of towing. This information should include measures to minimise the risks, and be provided at the time a provisional licence is granted. Outlets offering trailers and other vehicles requiring towing for hire should also distribute this information.

Ministerial Responsibility:
Minister for Transport

SPEED RESTRICTIONS

213. Young drivers have a long-established relationship with offences and crashes relating to speeding.[235] Tasmania, South Australia, the Northern Territory and New South Wales have speed restrictions for provisional drivers and riders. These jurisdictions require provisional drivers and riders to drive and ride at a lower speed on highways and motorways than other drivers and riders.

214. South Australia has an additional speed restriction for provisional drivers and riders. As well as the standard penalties for speeding, any provisional driver or rider caught exceeding the posted speed limit by more than 10 kilometres per hour receives a six month disqualification from driving and a cancellation of their provisional licence. There have been no published evaluations of this speed restriction.

215. Until 1988, Victoria imposed an 80 kilometres per hour speed restriction for drivers on an intermediate licence, trucks and buses.[236] This restriction was removed with the introduction of 110 kilometre per hour zones in their state. A study of the effects of the changes notes that removing this restriction did not increase crashes.[237]

Speed-related crashes in Queensland

216. Queensland Transport figures show that speeding was a contributing factor in 1,392 crashes (7.2 per cent) involving provisional driver and rider judged most at fault in the five years 1998 to 2002. This compares to 1,558 crashes (2.6 per cent) involving drivers and riders with open licences judged most at fault respectively.[238]

217. Queensland Transport refers to research by Mayhew and Simpson in their submission stating that the majority of provisional drivers exceed the designated speed limit by 10 to 15 kilometres per hour. The research suggests provisional licence holders are more likely to exceed the posted speed limit to a greater degree than open licence holders.[239] The crash statistics and research appear to justify enforcement measures to target speeding behaviour by provisional drivers and riders.

218. The committee also considered the posted speed limit of roads where provisional driver and rider crashes occur. Posted speed limits provide a useful way to categorise crashes according to their location on the road network. Table (20) below provides a breakdown of crashes in Queensland between 1998 and 2002 that involved provisional drivers and riders most at fault, by the posted speed limit and the severity of the crash. There were 3,433 (18.1 per cent) crashes out of a total of 19,024 crashes on roads with posted speed limits of 100 km/hr or above. Of these crashes, 864 (25.2 per cent) crashes were serious with individuals either killed or hospitalised.

219. From the table, the majority of novice crashes occurred in areas with moderate, rather than fast, posted speed limits. Most crashes (60 per cent) involving an at-fault provisional driver or rider occurred on roads with a posted speed limit of 60 kilometres per hour.

[235] Clarke, Ward & Truman, p. 3.
[236] Christie, *24R*, p. 5.
[237] VicRoads cited in T Senserrick & M Whelan, *Reducing the Crash Risk of Young Inexperienced Drivers: Graduated Driver Licensing Systems*, Monash University Accident Research Centre, December 2002, p. 23.
[238] QT, information provided, May 2003.
[239] Mayhew & Simpson, cited in QT, *32R*, p.17.

Table 20: Crashes involving a provisional driver/rider most at fault, by severity of crash and posted speed limit, Queensland, 1998 – 2002

Speed	Severity					
	Fatal	Hospitalisation	Medical Treatment	Minor Injury	Property Damage	Total
10 km/h	0	0	0	2	2	4
15 km/h	0	1	1	1	0	3
20 km/h	0	4	3	1	7	15
25 km/h	0	1	0	0	0	1
30 km/h	0	0	4	0	4	8
40 km/h	1	40	66	49	99	255
45 km/h	0	0	0	1	2	3
50 km/h	5	136	281	152	607	1,181
60 km/h	56	1,558	2,624	1,651	5,607	11,496
70 km/h	16	163	276	136	437	1,028
80 km/h	34	291	342	181	661	1,509
90 km/h	0	19	20	11	38	88
100 km/h	85	730	723	339	1,364	3,241
110 km/h	6	43	35	22	86	192
Total	**203**	**2,986**	**4,375**	**2,546**	**8,914**	**19,024**

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

220. The table also highlights that crashes in high speed zones are more severe. Forty-two per cent of fatal crashes involving provisional drivers and riders most at fault occurred on roads with a posted speed limit of 100 kilometres per hour. Twenty-eight per cent of fatal crashes were on 60 kilometres per hour roads.

Feedback from submissions and forums

221. The majority of submissions disagree with speed restrictions. This is because of the expected increase in crashes due to the differences in speed between provisional and other drivers and riders, particularly on single lane dual carriageways.[240] Submissions also note a speed restriction may prevent novice drivers and riders from obtaining experience at the travelling speed of drivers and riders with open licences.[241] Other issues raised were:

- Enforcement concerns;[242]
- Lack of published research on the effectiveness of the restriction;[243]
- Reduced efficiency in traffic flow;[244]
- Increased road rage;[245]
- Difficulties merging in traffic;[246]
- Problems identifying affected drivers and riders;[247]
- Social justice concerns if some road networks became 'off-limits' to provisional drivers;[248]
- Drive for the conditions, not the posted speed limit[249] and educating people to do this;[250] and

[240] T Cross, *1R*, p. 1; K Cross, *2R*, p. 1; Allen-Sympson, *9R*, p. 1; Snow, *10R*, p. 1; Vines, *18R*, p. 3; Beaden, *20R*, pp. 1-2; Driveprep, *21R*, p. 9; Christie, *24R*, p. 5; D/T Education, *26R*, p. 6; English*28R*, p. 2; McGrath, *34R*, pp. 1-2; RACQ, *36R*, p. 9; QPS, *39R*, p. 19; SYAC, *42R*, p. 2; TCC, *45R*, p. 4; A Smith, *51E*, p. 2.

[241] Andersen, *7R*, p. 1; D/T Education, *26R*, p. 6; English, *28R*, p. 2; TCC, *45R*, p. 4.

[242] Morgan & Wacker, *25R*, p. 3; QT, *32R*, p. 17; RACQ, *36R*, p. 9; QPS, *39R*, p. 19.

[243] Driveprep, *21R*, p. 9; QT, *32R*, p. 16; RACQ. *36R*, p. 9; QPS, *39R*, p. 19.

[244] Christie, *24R*, p. 5; RACQ, *36R*, p. 9.

[245] Morgan & Wacker, *25R*, p. 3.

[246] English, *28R*, p. 2.

[247] QT, *32R*, p. 17.

[248] QT, *32R*, p. 17.

[249] Mason, *33R*, p. 4.

[250] I Smith, s*ubmission no. 38R*, p. 3.

- An increase in fatigued driving and riding, as rural residents have further to travel.[251]

222. One submission suggests novices who speed would not care what the limit is[252], whilst others propose the better enforcement of speed limits for all drivers and riders.[253]

223. The Queensland Police Service raise several additional points in their submission including:

- Speed restrictions targeted at specific populations may not have a deterrent effect;
- Posted speed limits determined by the Department of Main Roads and local governments are the appropriate maximum; and
- There has recently been an increase in general speeding fines and demerit points for traffic offences which could have a deterrent effect for provisional drivers and riders.[254]

224. Submissions supporting lower speed limits for novice drivers and riders[255] cite reasons including:

- The possibility novices will slow down to a similar speed with other vehicles;[256] and
- Support for the New South Wales model.[257]

225. One submission supports speed restrictions provided the percentage of crashes attributed to speed is high.[258]

226. Speed limits suggested for young drivers and riders varied between 80 and 90 kilometres per hour.[259] There was further support for the disqualification of a provisional licence for speeding offences 10 kilometres per hour[260] and 15 kilometres per hour[261] above the posted speed limits; and suspending the licence of a provisional driver or rider for a period proportional to the amount the speed limit was exceeded.[262] The Townsville Youth Council suggest supporting people who drive voluntarily at a slower speed if the driver or rider believed this was more appropriate.[263]

227. The majority of participants at the committee's forums opposed additional speed restrictions for provisional licence holders citing similar reasons to those raised in the submissions.

Social justice issues

228. Speed restrictions for provisionally licensed drivers and riders are likely to create difficulties for all drivers and riders, particularly on single-lane dual carriageways. The difficulties of passing slow moving vehicles on these roads has been canvassed elsewhere.[264]

229. A speed restriction will prevent provisionally licensed drivers and riders gaining experience merging onto highways at the maximum posted speed limit. The committee was unable to quantify the amount of highway experience provisionally licensed drivers and riders would lose if a speed restriction was introduced, or its effect.

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[251] SYAC, *42R*, p. 1.
[252] K Cross, *2R*, p. 1.
[253] Andersen, *7R*, p. 2; ME La Delle, s*ubmission no. 8R*, p. 2.
[254] QPS, *39R*, p. 19.
[255] J Garton, *9E*, p. 1.
[256] Streets Ahead, *3R*, p. 4.
[257] Spencer, *43*, p. 2; SYAC, *38E*, p. 1
[258] WD Hewitt, s*ubmission no. 30R*, p. 2.
[259] Batson, *6R* p. 1; Pt Halloran Neighbourhood Watch, *22R*, p. 2; McDonald, *10E*, p. 1.
[260] SYAC, *42R*, p. 2.
[261] Streets Ahead, *3R*, p. 4.
[262] ADTA, *31R*, p. 5.
[263] TCC, *45R*, p. 4.
[264] D Giles, 'It can't be done! – Police say you shouldn't exceed 100km/h when overtaking. This week, we asked an expert who discovered that …', *The Sunday Mail*, 11 May 2003, p. 24.

230. A reduced highway speed limit would impact on provisional drivers and riders in rural areas more than urban areas. This is because more of their driving and riding is on highways.

Conclusions

231. The committee does not support additional speed restrictions for provisional drivers and riders that require them to drive below the speed of other drivers and riders. The committee concludes the potential crash savings will not justify the likely traffic flow implications, particularly in areas where there are single-lane dual carriageways. The committee also notes Queensland Transport figures indicating most provisional driver and rider crashes occur on roads with a posted speed limit of 60 kilometres per hour. Requiring provisional drivers and riders to drive and ride at lower speeds on roads with a posted speed limit of 100 kilometres per hour and above will not reduce these crashes.

232. In lieu of a general speed restriction, the committee supports stiffer penalties for provisional drivers and riders under 25 years who commit serious speeding offences 15 kilometres per hour above the posted speed limit. The committee notes that provisional licence holders are more likely to exceed the designated speed limit than drivers and riders on an open licence. In April 2003, the Queensland Government introduced a six-month licence suspension in addition to a fine for speeding offences over 40 kilometres per hour above the posted speed limit.[265] The committee recommends that, for provisional drivers and riders, any additional penalty apply for offences 15 kilometres and over. The additional penalty should be introduced on a three year trial basis and reviewed in terms of its road safety and other impacts prior to further implementation.

233. Imposing a penalty at a lower level of offending for provisionally licensed drivers and riders is not a new concept for Queensland. Currently, the BAC restriction applies at a lower level for provisional drivers and riders under the age of 25 years than for drivers and riders on an open licence. The committee believes this additional speed restriction will encourage provisional licence holders to conform to posted speed limits without impeding the traffic flow on the open road. It will also reinforce anti-speeding messages for these high-risk road users.

RECOMMENDATION 14:

That Queensland Transport introduce an additional speeding penalty for provisional licence holders under 25 years travelling more than 15 kilometres per hour above the posted speed limit. This additional penalty would operate in a similar manner to the existing penalty for all drivers and riders travelling more than 40 kilometres per hour above the posted speed limit. The additional penalty shall be introduced on a three year trial basis, and reviewed in terms of its road safety and other impacts prior to further implementation.

Ministerial Responsibility:
Minister for Transport

P-PLATES

234. The purpose of P-plates is to indicate that the driver or rider of the vehicle is provisionally licensed. Research by the Federal Office of Road Safety in 1996 found that the enforcement of P

[265] S Bredhauer (Minister for Transport and Minister for Main Roads), *Tough new penalties to save lives*, ministerial media statement, 9 April 2003.

plate display increases compliance with other restrictions.[266] The use of P-plates may also increase enforcement of other restrictions for provisionally licensed drivers and riders.[267]

235. Currently, all states and territories in Australia except Queensland require provisional drivers and riders to display P-plates.

236. The committee notes the low cost of P-plates is one of their attractions. Magnetic P-plates that meet the New South Wales licensing requirements are available from auto parts stores for less than $5.00 a pair.

237. Provisional licence holders in Tasmania may remove P-plates after twelve months. Drivers under the age of 26 in the Australian Capital Territory may remove their plates after the completion of a voluntary *Road Ready Plus Course*.[268] In that territory, a provisionally licensed driver over the age of 26 years may remove their P-plates automatically six months after they obtain their provisional licence.

Feedback from submissions and forums

238. The submissions provide several reasons for not requiring provisional drivers and riders to display P-plates in Queensland. The most common reason was a perception that police would target this group in their enforcement campaigns.[269] However, even with P-plates, the police will be unable to monitor all provisional drivers and riders.[270] Submissions also suggest there may be an increase in harassment of young drivers and riders by other motorists.[271]

239. A number of submissions state that displaying P-plates would not change the behaviour of drivers or riders.[272] Others concerns raised include:

- There is no proof or indication that P-plates offer a road safety benefit;[273]
- Compliance concerns;[274]
- All drivers and riders (whether provisional or not) should be competent at controlling a vehicle;[275]
- P-plates may be deliberately damaged;[276] and
- Other drivers are unconcerned about whether a driver is provisionally licensed.[277]

240. Submissions opposed to licensing restrictions suggest there is no need for P-plates to identify provisional drivers and riders for enforcement purposes.[278] One submitter considers the extra cost of purchasing P-plates to be a burden.[279] This submission proposes that the cost of P-plates be borne by government. The importers of Harley Davidson motorcycles suggest the use of P-plates on motorcycles is dangerous.[280]

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[266] Triggs & Smith, p. 9.
[267] Harrison, p. 12.
[268] B Wood, Minister for Urban Services, Australian Capital Territory, s*ubmission no. 13R*, p. 2.
[269] Allen-Sympson, *9R*, p. 1; Dukker, s*ubmission no. 14R*, p. 1; English, *28R*, p. 1; A Smith, *29R*, p. 6; QT, *32R*, p. 19; Mason, *33R*, p. 3; SYAC, *42R*, p. 2.
[270] McGrath, *34R*, p. 2.
[271] QT *32R*, p. 19; Mason, *33R*, p. 3; TCC, *45R*, p. 4; A Smith, *51E*, p. 2.
[272] Allen-Sympson, p. 1; Vines, *18R*, p. 4; Beaden, *20R*, p. 2.
[273] Driveprep, *21R*, p. 10.
[274] Driveprep, *21R*, p. 10; English, *28R*, p. 1; QT, *32R*, p. 19.
[275] Driveprep, *21R*, p. 10.
[276] Vines, *18R*, p. 4.
[277] Vines, *18R*, p. 4.
[278] Driveprep, *21R*, p. 10; Morgan & Wacker, *25R*, p. 3; Mason, *33R*, p. 3.
[279] McGrath, *34R*, p. 2.
[280] Morgan & Wacker, *25R*, p. 3.

241. The police submission suggests P-plates may encourage the classification of provisional drivers and riders as '*inexperienced and risky drivers*'.[281] The State Youth Advisory Council suggests a similar link to negative images and perceptions of young people.[282]

242. Many submissions support P-plates[283] suggesting they would advise other drivers that provisional drivers and riders are still developing their skills.[284] Others suggest P-plates may make drivers and riders more visible for corrective enforcement purposes,[285] influence the behaviour of the provisional licence holder[286] and encourage compliance with other restrictions.[287] The RACQ submit other potential benefits of the reintroduction of P-plates include:

- Uniformity with other Australian states;
- Greater accountability for provisional licence holders;
- Fewer irritated motorists;
- The ability to identify a group for the implementation of further class-specific licence incentives or restrictions; and
- The low cost of this initiative.[288]

243. A number of submissions suggest displaying P-plates for the first 12 months of the provisional licence stage.[289] The Queensland Police Service submission suggests linking the removal of P-plates with an incentive.[290] Others suggest a link to a further test.[291] Submissions also support the Australian Capital Territory approach that allows the removal of P-plates after the completion of post-licence education and six months driving experience.[292]

244. Other suggestions include:

- That drivers and riders display different coloured P-plates depending on their driver licensing stage;[293]
- Non-provisional drivers and riders should remove P-plates when controlling the vehicle;[294] and
- Most provisional licence holders will comply with the requirement to display P-plates.[295]

245. Participants at the committee's 11 young driver forums offered mixed support for a requirement to display P-plates. The issues discussed at the forums and the public hearing were similar to those raised in the submissions.

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[281] QPS, *39R*, p. 20.
[282] SYAC, *42R*, p. 2.
[283] Garton, *9E*, p. 1; B Hollis, s*ubmission no. 11E*, p. 1; SYAC, *38E*, p. 1; T Cross, *1R*, p. 1; K Cross, *2R*, p. 2; Hallinan, *19R*, p. 1; Pt Halloran Neighbourhood Watch, *22R*, p. 2; English, *28R*, p. 1; Hewitt, *30R*, p. 1; ADTA, *31R*, p. 5; C Devereux, *35R*, p. 1; RACQ, *36R*, p. 12; QPS, *39R*, p. 20; Spencer, *43*, p. 2; Christie, *24R*, p. 6.
[284] T Cross, *1R*, p. 1; K Cross, *2R*, p. 2; Hallinan, *19R*, p. 1; Pt Halloran Neighbourhood Watch, *22R*, p. 2; English, *28R*, p. 1; Hewitt, *30R*, p. 2; ADTA, *31R*, p. 5; Devereux, *35R*, p. 1; RACQ, *36R*, p. 11; QPS, *39R*, p. 20; Spencer, *43*, p. 2.
[285] T Cross, *1R*, p. 1; K Cross, *2R*, p. 2; Christie*24R*, p. 6; RACQ, *36R*, p. 11; Spencer, *43*, p. 2; QT, *32R*, p. 19; McDonald, *10E*, p. 1.
[286] Batson, s*ubmission no. 6R* p. 1; Hewitt, s*ubmission no. 30R*, p. 2; ADTA, s*ubmission no. 31R*, p. 5.
[287] QPS, *39R*, p. 20; Australian Medical Association – Queensland Branch, s*ubmission no. 27E*, p. 2.
[288] RACQ, s*ubmission no. 36R*, p. 11.
[289] Batson, s*ubmission no. 6R* p. 1; Robinson & Robinson, s*ubmission no. 23R*, p. 2; I Smith, s*ubmission no. 38R*, p. 2.
[290] QPS, *39R*, p. 20.
[291] Robinson & Robinson, s*ubmission no. 23R*, p. 2.
[292] Beaden, s*ubmission no. 20R*, p. 2
[293] Wright, s*ubmission no. 11R*, p. 3.
[294] D/T Education, s*ubmission no. 26R*, p. 3.
[295] Christie, s*ubmission no. 24R*, p. 6.

Social justice issues

246. It was suggested to the committee at its regional forums that displaying a P-plate may lead to potential harassment of provisionally licensed drivers and riders by other drivers, and officers of the Queensland Police Service. The Queensland Police Service and police in other jurisdictions dispute this.

247. The committee also considered the costs of the P-plates as a possible barrier for some provisional licence holders. However, this cost is extremely low (less than $5.00 a pair).

Conclusions

248. The committee recommends the reintroduction of P-plates for provisionally licensed drivers and riders in Queensland. The committee concludes the benefits of displaying plates including encouraging compliance with other licence restrictions and national uniformity outweigh the disadvantages mentioned in the submissions above. P-plates should be displayed at the front and rear of motor vehicles and, at least on the rear of motorbikes. The colours used should be the same as P-plates in New South Wales – red for P1, green for P2. The committee recommends the reintroduction of P-plates occur initially for a trial period of three years with an evaluation conducted at the end of this period.

RECOMMENDATION 15:

That Queensland Transport require all provisional drivers and riders to display a P-plate at the front and rear of their motor vehicle and on the rear of motorbikes as a minimum, whilst driving or riding on a provisional licence. The colours used for the P-plates shall be the same as in New South Wales – red for P1, green for P2. The requirement to display P-plates shall be introduced on a three year trial basis and reviewed in terms of its road safety and other impacts prior to further implementation.

Ministerial Responsibility:
Minister for Transport

OFFENCE-FREE PERIODS AND OTHER INCENTIVES

249. The current licensing system in Queensland focuses on ensuring compliance with road safety legislation through the use of enforcement rather than incentives. As in other Australian states, the Queensland system delays graduation from the provisional licensing stage by the duration of any licence suspension or disqualification received for serious traffic offences.

250. The use of 'good driving behaviour periods' in Queensland may be seen as a targeted incentive. Good driving behaviour periods encourage drivers and riders, who select this option, to remain offence-free or risk having their licence suspended for a longer period. The accumulation of two or more demerit points during the good driving behaviour period will double the period of licence disqualification.[296] Apart from this, there are few incentives for safe driving in Queensland or other Australasian jurisdictions.

251. Authorities in United States jurisdictions delay or prohibit graduation if there is evidence of a poor driving record.[297] There are limited evaluations of this restriction. Delaying graduation from

[296] Queensland Transport, *Driver Licensing – Good Driving Behaviour Period*, Queensland Transport, Brisbane, 2003, <www.transport.qld.gov.au>.
[297] Williams & Mayhew, p. 7.

an intermediate licence to an open licence can increase the motivation for safe driving[298] rather than punish dangerous driving. However, research in other jurisdictions concludes that authorities should avoid removing a licence as a penalty except in extreme cases.[299]

252. Research indicates some incentives have negative consequences.[300] Incentives are most effective when the period used to identify the desired outcome is short, and they continue to prevent crashes once the incentive is given. Incentives may have a stronger effect on younger drivers. Some research suggests there is no effect or an increase in crashes when drivers with good records are rewarded.[301] This suggests it is important to structure incentives carefully to maximise their value.

Feedback from submissions and forums

253. Several submissions disagree with offence-free periods. The reasons cited include:

- Offences do not relate directly to the practical skill of driving;[302]
- The seriousness of offences varies;[303]
- New drivers will lose their licence for trivial offences;[304]
- There is a lack of enforcement for incompetent road use;[305]
- Driving is not a competition;[306]
- Individuals will take more risks at the completion of the offence-free period;[307]
- The drivers' licence is more a management tool than a reflection of ability to use the road in a competent manner;[308]
- The insurance industry already provides an incentive through their fee structure;[309] and
- The addition of an offence-free period incentive without changes to the current licensing system would require evidence that the existing demerit point system is ineffective.[310]

254. Other submissions agree with offence-free periods, either in the current licensing system or under a two-stage provisional licensing system.[311] The two methods of administering an offence-free period are; extending the length of the stage in which the offence was committed[312], and decreasing the length of the provisional period as a reward.[313] One submission suggests that if the length of the provisional period was reduced as an incentive for offence-free driving and riding, the minimum period must still be long enough to optimise the benefits of the intermediate licensing phase.[314] Another suggestion is increasing the maximum number of demerit points

[298] Williams & Mayhew, p. 7.
[299] Triggs & Smith, p. 16.
[300] N Haworth, C Tingvall & N Kowadlo, *Review of Best Practice Road Safety Initiatives in the Corporate and/or Business Environment*, report no. 166, Monash University Accident Research Centre, Melbourne, March, 2000. p. 20.
[301] Haworth, Tingvall & Kowadlo, p. 20.
[302] Mason,*33R*, p. 3.
[303] McGrath, *34R*, p. 2.
[304] Vines, *18R*, p. 3.
[305] Mason, *33R*, p. 3.
[306] Driveprep, *21R*, p. 10.
[307] Vines, *18R*, p. 3.
[308] Mason, *33R*, p. 3.
[309] Driveprep, *21R*, p. 10.
[310] RACQ, *36R*, p. 10.
[311] Wright, *11R*, p. 2; Christie, *24R*, p. 6; A Smith, *29R*, p. 5; RACQ, *36R*, p. 10; Spencer, *43*, p. 2; B Hallinan. *1E*, p. 2.
[312] Wright, *11R*, p. 2; RACQ, *36R*, p. 10.
[313] A Smith, *29R*, p. 5; RACQ, *36R*, p. 10; TCC, *45R*, p. 3.
[314] RACQ, *36R*, p. 10.

allowed as a reward for offence-free driving[315] or giving individuals who are offence-free a warning instead of a fine for their first infringement.[316]

255. Other incentives or programs advocated to encourage and reward safe driving include:

- Safety and courtesy awards;[317]
- Testing provisional drivers and riders who offend during the provisional licence period prior to gaining their open licences, while those who were offence-free obtain their open licence automatically;[318]
- Scaled insurance rates to reward good driving;[319]
- Incentive vouchers for drivers who do not accumulate demerit points and remain crash-free (are not the driver most at-fault in any crashes);[320] and
- Intervention by Queensland Transport with drivers who offend (commit traffic offences) in order to correct their behaviour.[321]

256. Queensland Transport believe the current BAC restriction and use of demerit points provide incentives because they encourage provisional drivers and riders to use the road safely so they can complete the current stage and progress to the next.[322] They also suggest a need to research the most effective incentives and ensure their introduction in a manner that does not require 'trade-offs' in areas known to be best practice such as length of time on a learner or provisional licence.

257. Over half of forum participants supported the concept of requiring provisional drivers and riders to remain offence-free for six months before being issued an open licence.

Public hearing

258. There was strong support for incentives at the public hearing from various driver trainers and educators, the RACQ and the Queensland Police Service.[323] Witnesses claimed incentives would:

- Increase demand for post-licence training and education and, consequently, encourage post-licence training and education providers to move their services to areas with smaller populations;[324]
- Encourage greater participation in post-licence training, particularly in facilities with qualified instructors;[325]
- Provide greater autonomy in the development of methodologically sound training and education courses;[326]
- Assist in overcoming social justice issues – not all drivers and riders are able to access post-licence training and education. This is a problem if post-licence training and education

[315] Beaden, *20R*, p. 2; A Smith, *29R*, p. 5.
[316] N Ung, s*ubmission no. 17E*, p. 4.
[317] Spencer, *43R*, p. 2.
[318] Ludlow, *5R*, p. 2.
[319] SYAC, *38E*, p. 1.
[320] Streets Ahead, s*ubmission no. 8E*, pp. 6-7.
[321] McGrath, *34R*, p. 2.
[322] QT, *32R*, p. 18.
[323] P Tuck, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 9; J Neilsen, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 10; F Davies, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 12; H Griffin, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 13; B Hill-Webber *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 13; RACQ, *Hearing Transcript*, p. 32; QPS, *Hearing Transcript*, p. 56.
[324] Neilsen, p. 15.
[325] Neilsen, p. 14.
[326] Neilsen, p. 10.

became compulsory, however, incentives will encourage people to choose to undertake further training and education;[327] and
- Increase support for P-plates by linking removal with driving behaviour.[328]

259. There were several additional suggestions at the hearing regarding possible safe driving incentives. These include:

- Removal of P-plates;[329]
- Removal of restrictions for individuals who are crash-free or offence-free;[330] and
- Court-referred training – individuals who appeal to keep their licence after losing it must attend driver training and education. If they do not participate in a course, they are unable to keep their licence.[331]

260. The RACQ and Queensland Transport raised two cautionary notes regarding incentives:

- Incentives to undertake training and education are positive, but young people also need to understand that participating in these activities is in their best interests;[332] and
- There is a need to ensure incentives change the behaviour of individuals who drive in a negative manner, rather than confirming the behaviour of individuals driving in a positive manner.[333]

Social justice issues

261. An offence-free period creates an artificial advantage for those who hold a provisional licence but do not drive extensively. This will disadvantage provisionally licensed drivers and riders who drive further and more frequently such as tradespeople, people who live in outer regional and rural areas and those without access to alternative transport. Ninety per cent of Brisbane residents live within 400 metres of a public transport access point, however, only 60 per cent of those on the Gold Coast and southern outskirts of Brisbane have equivalent access. Access is even lower for those living in the northern and western regions of south east Queensland.[334] Public transport access is significantly reduced or non-existent for other areas.

262. Offering an incentive linked to training advantages individuals who are able to access the training because of where they live or their ability to pay. Individuals living in rural and remote locations may have difficulty accessing the training. Driver trainers and educators advised the committee they are prepared to travel to locations throughout Queensland to deliver courses if the demand is present.[335]

263. Young people have a lower median income, and this will affect their ability to pay for driver training and education. In 1996, the median income for 15 to 25 year olds living in Queensland was $192.[336] Training may also disadvantage some minority groups if it is not delivered in a culturally appropriate manner.

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[327] Davies, p. 12.
[328] QPS, *Hearing Transcript*, p. 56.
[329] Griffin, p. 13; QPS, *Hearing Transcript*, p. 56.
[330] RACQ, *Hearing Transcript*, p. 32.
[331] Neilsen, p. 13.
[332] RACQ, *Hearing Transcript*, p. 25.
[333] QT, *Hearing Transcript*, p. 53.
[334] R Davis, S Baum & R Stimson, 'Inner city revival, public transport and social justice: A lesson in cross-subsidising the upper middle class with public approval', *Australian Institute of Traffic Planning and Management International Conference*, Gold Coast, 9 June 2000, p. 5.
[335] J Fraser, *Hearing Transcript – Reducing the Road Toll for Young Queenslanders*, 23 September 2003, p. 7; RACQ, *Hearing Transcript*, p. 24.
[336] B Doyle and K Smith, *Queensland's Young People*, catalogue no. 4123.3, Australian Bureau of Statistics, Canberra, 1998, p. 2.

Conclusions

264. The committee concludes the use of incentives will positively influence road safety, particularly for the high risk, provisionally licensed group. The committee noted suggestions regarding the removal of P-plates as an incentive and agree with this concept.

265. The committee believes there are several measures that, if undertaken, will increase the safety of provisional drivers and riders as well as other road users. These measures include basic first aid training, some types of post-licence education, and encouraging offence-free driving and riding.

266. The committee discusses the merits of first aid training and post-licence education for provisional licence holders in Report No. 40, *Reducing the road toll for young Queenslanders – is education enough?*. However, the committee believes there are social justice concerns in making these measures compulsory. Requiring mandatory post-licence education and training may disadvantage those least able to afford these courses or those living in remote locations who will have difficulty accessing training.

267. The committee also concludes that it is appropriate to reward drivers and riders who comply with driving laws and remain offence-free. While remaining offence-free may assist in the reduction of crashes, drivers and riders who are offence-free also need to develop additional abilities. The committee is therefore reluctant to use offence-free driving as the sole indicator that a driver or rider is ready to drive or ride on a full licence.

268. For these reasons, the committee recommends the more extensive use of incentives in the Queensland driver and rider licensing system to encourage safe driving/riding and road user behaviour. The committee recommends that Queensland Transport introduce incentives to recognise:

- The completion of education and training (including basic first aid training) which shows road safety benefits; and
- Remaining offence-free for 12 months of their provisional licence.

269. The incentive shall not reduce the length of the provisional licence period, but remove the requirement to display P-plates during the second provisional licence stage.

270. The committee recognises the lack of evaluations regarding these measures and the use of incentives to reward completion of the measures. For this reason, the committee recommends this incentive program is implemented for a trial period of three years. The committee also recommends an evaluation occur at the end of this period.

RECOMMENDATION 16:

That Queensland Transport introduce an incentive for provisionally licensed drivers and riders who complete basic first aid training and one of the following:

- A post-licence driver education course supplied by a provider accredited by the department (refer to Report No. 40 for information regarding an accredited driver education program); or
- Remain offence-free for 12 months of their provisional licence.

This incentive shall take the form of removing the requirement to display P-plates after the first 12 months of the provisional period. The incentive shall be introduced on a three year trial basis, and shall be reviewed in terms of its road safety and other impacts prior to further implementation.

Ministerial Responsibility:
Minister for Transport

EXIT TESTS

271. Another possible amendment to the current provisional licence stage in Queensland is the introduction of an exit test. Expecting drivers and riders to pass a test prior to full licensure verifies the novice has met the required competencies in the intermediate stage.[337] It can also encourage new drivers and riders to continue developing their skills.[338] These tests may be either on-road or computer-based.[339] Both on-road and screen-based tests are useful, however, a screen-based test is more economical to administer.[340] A screen-based test could be administered by laptop computer from any location with access to a telephone line.

272. New Zealand has an exit test to assess skills and abilities associated with safe driving that were unlikely to develop without experience.[341] This test assesses both driving skills and hazard recognition[342], and uses psychometric principles to differentiate between the driving abilities of novices and more practised drivers.[343]

Hazard perception tests

273. One type of exit test is a hazard perception test. The aim of this test is to identify the ability of drivers to make a safe driving decision based upon their assessment of the road environment.[344] Three Australian states, Victoria, New South Wales and Western Australia, use hazard perception tests in their licensing systems.[345] In Victoria and Western Australia, the hazard perception test is not used as an exit test but administered between the learner and the provisional licence stages.[346]

[337] Ferguson, p. 73.
[338] Williams & Mayhew, p. 6.
[339] Mayhew & Simpson, p. 47.
[340] Christie, *24R*, pp. 6-7.
[341] B Robertson, 'New Zealand's Revised Graduated Driver Licensing System', *Around the World in 2 ½ days: Lessons for the UK*, 65th Road Safety Congress, Royal Society for the Prevention of Accidents, 6-8 March 2000, p. 5.
[342] Begg & Stephenson, p. 103.
[343] Christie, *24R*, p. 7.
[344] Catchpole & Leadbeatter, p. 1.
[345] M Whelan, J Groeger, T Senserrick & T Triggs, 'Alternative methods of measuring hazard perception: sensitivity to driving experience', *2002 Road Safety Research, Policing and Education Conference Proceedings*, Adelaide, 4-5 November 2002, <www.rsconference.com>, p. 81.
[346] Whelan & Senserrick, p. 5.

274. Drivers in New South Wales must pass a computer-based hazard perception test in order to obtain a P2 licence. They must then complete a driver knowledge test that contains a more advanced hazard perception test prior to gaining an open licence.[347] These tests are designed to assess if novices have the necessary attributes required for safe driving. The New South Wales Roads and Traffic Authority plans to evaluate this test but it is not clear when this might happen.

275. VicRoads in Victoria has evaluated their hazard perception test. As noted above, this test is not an exit test as a learner must pass the hazard perception test to obtain their intermediate licence. The first version of Victoria's hazard perception test identified fatal and serious injury crash involvement for novice drivers.[348] Since this evaluation, Victoria has redeveloped their hazard perception test to make it more statistically reliable.

276. In November 2002, the British Government introduced a hazard perception test for administration at the conclusion of the learner stage. The introduction of this test followed research evidence linking hazard perception skills to experience and crash involvement. Research also showed that training could improve hazard perception.[349]

Feedback from submissions and the forums

277. Several submissions oppose the concept of an exit test for provisional drivers and riders because drivers and riders should be competent once solo driving and riding commences.[350] Similarly, another submitter argues drivers with a good driving record should not be required to undertake an exit test.[351] Other reasons for disagreeing with an exit test include:

- It introduces an additional, unneeded pressure for teenagers; [352]
- Hazard perception skills are more appropriately incorporated into driver and rider training, and Queensland should not introduce a hazard perception test until an evaluation of Victoria's test has occurred;[353]
- Further research, evaluation and consultation is required;[354] and
- An exit test will complicate the driving skills versus driving attitude debate.[355]

278. Submissions also raised concerns for individuals in remote communities.[356] Exit tests will impose higher costs for these people and make access to licensing services more difficult.

279. Arguments for an exit test include:

- The inclusion of an exit test in a GLS will possibly produce better outcomes than a GLS that allows automatic graduation;[357]
- These tests motivate and encourage drivers and riders to continue developing their skills and knowledge;[358]
- They require novices to demonstrate experience; [359]

[347] Roads and Traffic Authority, *A Guide for New Drivers*, pp. 10-11.
[348] Catchpole & Leadbeatter, p. 2.
[349] K McMahon, 'Road Safety Strategy in Great Britain: Research into Practice', *2003 Road Safety Research, Policing and Education Conference Proceedings*, Sydney, 24-26 September, [CD-ROM], p. 9.
[350] Vines, *18R*, p. 4; Driveprep, *21R*, p. 10.
[351] Ludlow, *5R*, p. 2.
[352] McGrath, *34R*, p. 3.
[353] Morgan & Wacker, *25R*, p. 3.
[354] Morgan & Wacker,. *25R*, p. 3.
[355] Driveprep, *21R*, p. 11.
[356] DATSIP, *44R*, p. 2.
[357] Christie, *24R*, p. 7.
[358] Christie, *24R*, p. 7; RACQ, *36R*, p. 13.
[359] ADTA, *31R*, p. 3; RACQ, *36R*, p. 13.

- They emphasise the cognitive aspects of driving and reinforce the concept that the development of perception, judgement and behaviour skills occurs through experience; [360]
- It will assist individuals driving in hazardous road conditions;[361] and
- It is preferable to the introduction of licence sanctions.[362]

280. Several submissions propose that driver training and education be used in conjunction with, or instead of, an exit test.[363]

281. Suggestions for the timing of the exit test include:

- At the end of a first provisional licensing stage;[364]
- At the conclusion of the provisional phase;[365] or
- As part of the learner's licence.[366]

282. The most common proposal in the submissions for an exit test is a hazard perception test;[367] however, the concept may need further development.[368] The Queensland Police Service recommends giving consideration to the introduction of a separate hazard perception test for motorbike riders, and the evaluation of any hazard perception test introduced in Queensland.[369] At the public hearing, the RACQ commented that a hazard perception test has potential either as an entry test (assessment occurring prior to the granting of a provisional licence) or an exit test (assessment occurring prior to the granting of an open licence).[370]

283. Other proposals for exit tests include a test based on practical competencies and knowledge of regulations,[371] and a test including night driving skills.[372]

284. Queensland Transport submit that extra driver and rider tests will require additional resources that may lead to the charging of appropriate fees for the tests. This may create public concern. However, an exit test will ensure drivers and riders meet the required levels of skills, behaviour, knowledge and attitude before proceeding to an open licence. It will also motivate novice drivers and riders to continue developing their skills and delay drivers and riders who lack skills from gaining an open licence. Queensland Transport believes further research regarding the most appropriate stage to introduce a hazard perception test is required.[373]

285. The majority of forum participants supported the introduction of an exit test that provisional drivers and riders must pass in order to gain an open licence.

[360] RACQ, *36R*, p. 13.
[361] SYAC, *42R*, p. 2.
[362] TCC, *45R*, p. 4.
[363] Wright, *11R*, p. 3; Beaden, *20R*, p. 3.
[364] D/T Education, *26R*, p. 3; RACQ, *36R*, p. 13.
[365] D/T Education, *26R*, p. 3; ADTA, *31R*, p. 3; L Hutchins, s*ubmission no. 31E*, p. 5.
[366] ADTA, *31R*, p. 3.
[367] Wright, *11R*, p. 3; Beaden, *20R*, p. 3; D/T Education, *26R*, p. 3; ADTA, *31R*, p. 3; QPS, *39R*, p. 22; RACQ, *44E*, p. 13.
[368] ADTA, *31R*, p. 3.
[369] QPS, *39R*, p. 22.
[370] RACQ, *Hearing Transcript*, p. 32.
[371] Mason, *33R*, p. 3.
[372] Spencer, *43*, p. 2.
[373] QT, *32R*, p. 20

Public Hearing

286. At the public hearing, Queensland Police Service officers highlighted that education will not improve the abilities of all drivers and riders. They suggested the use of an exit test will set a benchmark for performance and ensure a driver or rider is competent to obtain an open licence.[374]

Social justice issues

287. The introduction of an exit test will create difficulties for individuals living in areas where it is difficult to access driver licensing services. This is because an exit test will require an additional visit to a Queensland Transport office or police station for licensing purposes.

288. The imposition of additional licensing fees may disadvantage some individuals on low incomes. It costs $127.70 to obtain a driver's licence in Queensland.[375] This includes:

- The cost of sitting the road rules test ($15.50);
- The learner licence ($15.10);
- Booking fee for the practical test ($36.35); and
- A five year licence after the test is passed ($60.75).[376]

289. The cost of obtaining a driver's licence in Queensland is less than half of the cost in New South Wales. The cost of obtaining a driver's licence in New South Wales is $358.00.[377] This includes:

- Driver knowledge test ($32.00);
- The learner licence ($16.00);
- A replacement log book ($12.00);
- Driving test ($39.00);
- The P1 licence ($39.00);
- Hazard perception test ($32.00);
- The P2 licence ($62.00);
- Driver Qualification test ($32.00); and
- A three year driver's licence ($94.00).[378]

Conclusions

290. The committee notes the potential of exit tests, particularly a hazard perception test, to improve the Queensland GLS. The committee concludes the advantages of introducing a hazard perception test include:

- Ensuring provisional drivers and riders possess the necessary behaviours, attitudes and skills to drive or ride on an open licence;
- Motivating provisionally licensed drivers and riders to continue developing their abilities; and
- Potential to administer the test from laptop computers to individuals living in rural and remote locations.

291. The committee recommends Queensland Transport implement a computerised hazard perception test in Queensland at the end of the second provisional licence stage for drivers and riders under the age of 25.

[374] QPS, *Hearing Transcript*, p. 66.
[375] Queensland Transport, *How do I obtain a car licence?*, Queensland Transport, Brisbane, 2003, <www.transport.qld.gov.au>.
[376] QT, *How do I obtain a car licence?*.
[377] Roads and Traffic Authority, *Licensing fees*, Roads and Traffic Authority, Sydney, 2003, <www.rta.qld.gov.au>.
[378] Roads and Traffic Authority, *Licensing fees*.

292. The committee notes the cost of transferring from a paper-based licence testing system to an electronic licence testing system is a major impediment to the immediate introduction of a hazard perception test. Introducing a hazard perception test for provisional drivers and riders will require extra funding for Queensland Transport to administer and develop the test, and to purchase the required infrastructure. This will be a long-term investment by the department. The committee recommends Queensland Transport commence their investment by devising a hazard perception test and developing the infrastructure to administer it electronically to provisionally licensed drivers and riders.

293. The committee recognises the different perceptual skills that driving and riding require. The committee, therefore, recommends Queensland Transport introduce hazard perception tests for drivers and riders that reflect the differing perceptual skills involved.

RECOMMENDATION 17:

That Queensland Transport introduce a hazard perception test for provisionally licensed drivers and riders under the age of 25 at the conclusion of the second provisional licence stage. In developing the test Queensland Transport should:

- Monitor on-going developments in jurisdictions with a hazard perception test component such as Victoria, New South Wales and Great Britain to ensure the hazard perception test introduced into Queensland conforms to best practice;
- Develop the appropriate infrastructure and procedures to ensure the test can be administered equitably across all areas of the state, including those living in rural and remote locations; and
- Develop two hazard perception tests, one for provisionally licensed drivers and one for provisionally licensed riders.

Ministerial Responsibility:
Minister for Transport

PART 5 ~ COMPLIANCE AND ENFORCEMENT

294. During the public consultation for this inquiry, the committee noted concerns regarding compliance with, and methods of enforcing, provisional licence restrictions. Part 5 of the report addresses these concerns.

Compliance

295. A carefully structured GLS will increase compliance with provisional licence restrictions.[379] Increasing compliance through the structure of the GLS is important because voluntary compliance will reduce the demand on police resources. Research has shown that many young drivers believe their chances of being caught breaking the restrictions are small and that parents are the main enforcers of this restriction.[380]

296. There are two methods of increasing compliance through the GLS structure:

- Enacting strong but reasonable restrictions; and
- Rewarding drivers rather than punishing them.[381]

297. Strong but reasonable restrictions increase the level of community support and self-enforcement. Most laws, including road safety laws, require an element of self-enforcement. Research from North America indicates many parents and young drivers are more accepting of restrictions than initially assumed.[382]

298. A second method of improving compliance with restrictions is to reward drivers and riders rather than punish them. Research indicates that rewarding drivers and riders is an important mechanism in influencing behaviour.[383]

299. The committee has also sought to utilise incentives to increase compliance with provisional licence restrictions. For instance, individuals who remain offence-free for the first 12 months of their provisional licence period, and complete first aid training, would not be required to display their P2 plates.

[379] R Foss & A Goodwin 'Enhancing the effectiveness of graduated driver licensing legislation', *Journal of Safety Research*, vol. 34, p. 81.
[380] Lin & Fearn, p. 59.
[381] Foss & Goodwin, pp. 81-82.
[382] Foss & Goodwin, p. 81.
[383] Foss & Goodwin, p. 82.

Enforcement

300. Enforcement is another method of increasing compliance with licence restrictions. Most restricted drivers will adhere to licence restrictions, but enforcement provides an external motivating force for drivers who are less concerned about driving safely.[384] The committee believes enforcement is a very important and practical issue in introducing licence restrictions for provisionally licensed drivers and riders in Queensland.

301. There are two methods of enforcing compliance by provisionally licensed drivers and riders with licence restrictions; enforcement by parents, and enforcement by police officers.[385] For many provisional drivers and riders, parents are in the best position to ensure provisionally licensed drivers and riders comply with licence restrictions. They are able to more easily detect and punish a driver or rider who does not observe the restrictions.[386] Research suggests parents control the early driving experiences of young drivers.[387] A GLS supports parents who seek to limit initially the driving and riding activities of those new to the road.[388] Active enforcement of traffic laws increases compliance. However, it is difficult to enforce licence restrictions through primary enforcement.[389] Anecdotal evidence from other jurisdictions suggests enforcement of provisional licence restrictions is not a high priority for police officers.

302. The committee concludes, due to the difficulties in primary enforcement, the most appropriate method is secondary enforcement at RBT sites, during crash investigations and during other general on-road enforcement campaigns and activities by the Queensland Police Service. The committee also identified the use of P-plates as an important component of the enforcement strategy. Officers of the Queensland Police Service should check the licences of all drivers and riders of vehicles displaying a P-plate involved in crashes, stopped for traffic offences such as speeding, or for random breath testing.

RECOMMENDATION 18

That the Queensland Police Service enforce the recommended restrictions when police attend crashes, conduct RBT operations and other on-road traffic enforcement activities.

Ministerial Responsibility:
Minister for Police

RECOMMENDATION 19

That officers of the Queensland Police Service conduct a licence check of all drivers and riders of vehicles displaying a P–plate involved in crashes or pulled over by the police for a RBT or other traffic offences such as speeding.

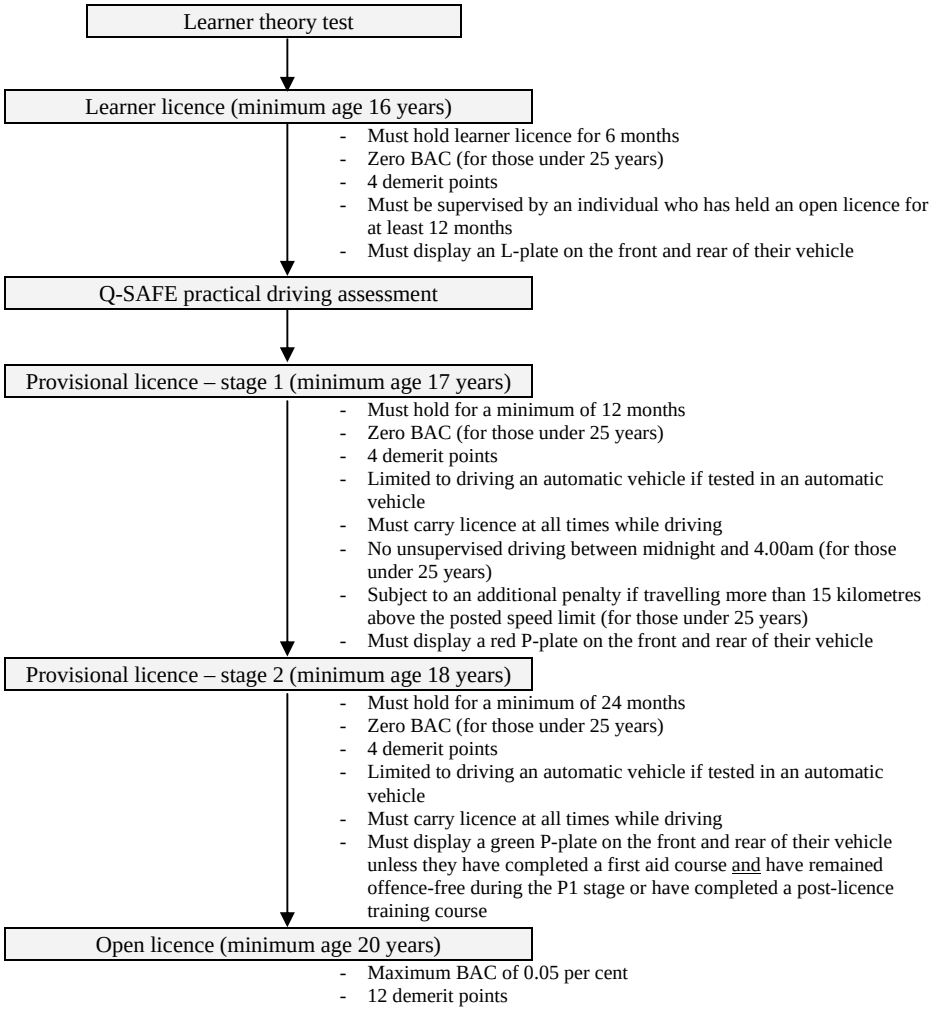
Ministerial Responsibility:
Minister for Police

[384] Foss & Goodwin, p. 82.
[385] Foss & Goodwin, p. 82.
[386] Foss & Goodwin, p. 82.
[387] Preusser & Leaf, p. 48.
[388] BG Simons-Morton, JL Hartos & WA Leaf 'Promoting parental management of teen driving', *Injury Prevention*, vol. 8, suppl. II, p. ii24.
[389] Foss & Goodwin, p. 83.

PART 6 ~ A REVISED QUEENSLAND GRADUATED LICENSING SCHEME

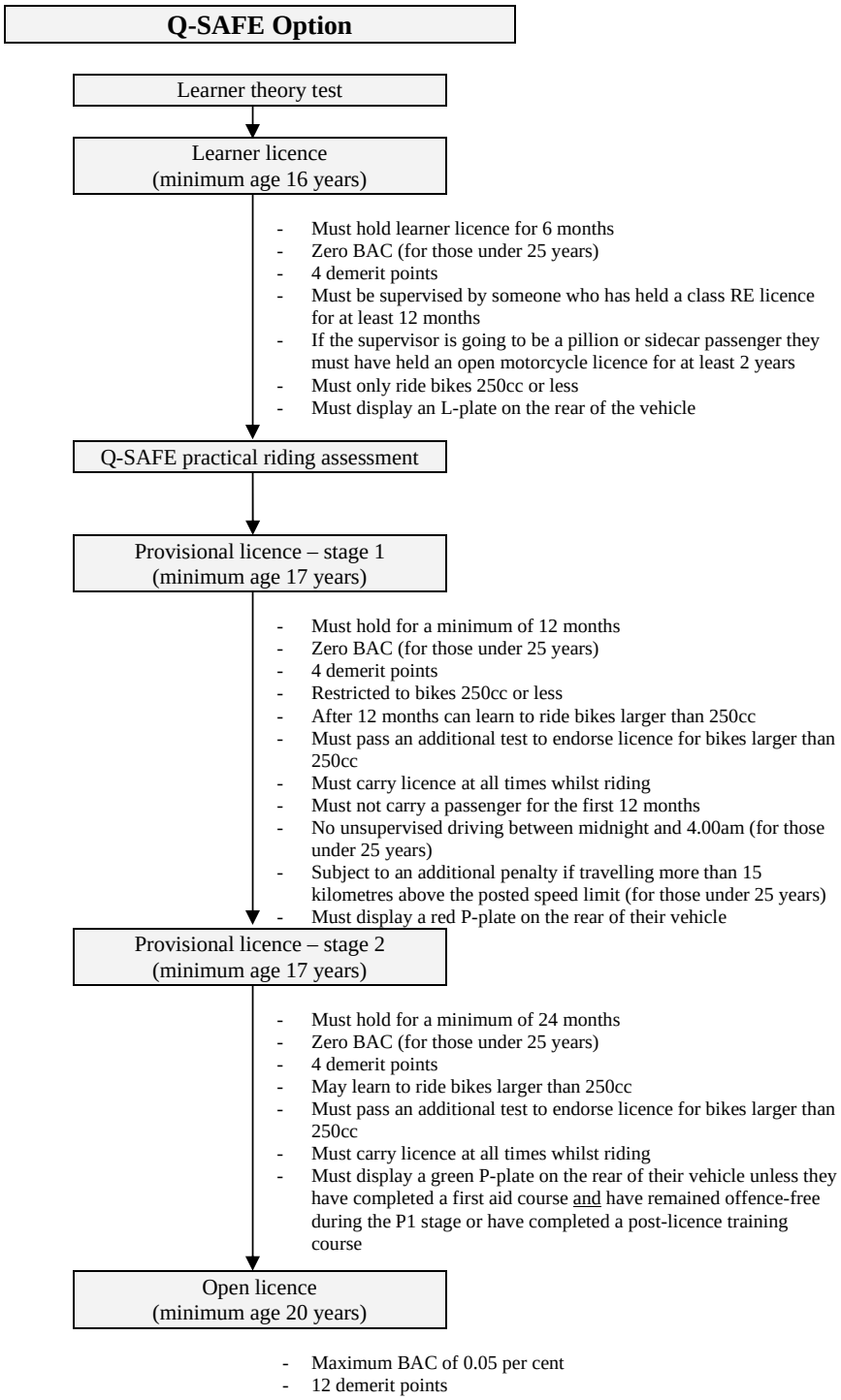
303. This report makes recommendations affecting the provisional licensing stage. The committee's previous report, Report No. 40, *Reducing the road toll for young Queenslanders – is education enough?*, recommends changes to other stages of the graduated licensing process. Figure (5) below shows the recommended changes to the Queensland GLS from both these reports.

Figure 5: Recommended changes to the graduated licensing system for drivers in Queensland



304. The recommended changes apply similarly to drivers and riders. All recommended changes for drivers also apply to riders, with the exception of passenger restrictions and P-plates. Riders must display the P-plate on at least the rear of their motorbikes, rather than the front and rear of their vehicle as is the case with drivers. Figure (6) below shows the suggested changes for riders who choose to obtain their motorbike licence through the Q-SAFE system rather than Q-RIDE.

Figure 6: Recommended changes to the graduated licensing system for riders (Q-SAFE) in Queensland



305. The committee has not recommended changes to the Q-RIDE system.

The implementation of recommendations

306. Figures (5) and (6) describe changes to the provisional licence stage if all recommendations from the committee's two young driver inquiries are fully implemented. At the committee's public hearing on 23 September 2003, witnesses referred to a report on driver training and licensing by the Travelsafe Committee of the 48th Parliament; Report No. 16, *Report on driver training and licensing.*[390] Witnesses commented that recommendations from this report tabled in 1996 have not been implemented. Report No. 16 has a broader focus than Report No. 41, however, seven of its 60 recommendations relate to provisionally licensed drivers and riders.

307. The committee recommends Queensland Transport and the Queensland Police Service report to Parliament, on an annual basis, regarding the implementation of recommendations that are supported or partially supported by Ministers. Reporting to Parliament annually will ensure the Parliament and the public are aware of the progress made towards implementing recommendations.

308. The committee notes it will take time to implement the restrictions it proposes effectively. Components of the new graduated licensing system in New South Wales were based on recommendations made by the New South Wales Parliament's Joint Standing Committee on Road Safety (STAYSAFE) in 1997. The new system was introduced three years later in July 2000. This provides an indication of the likely timeframe to implement changes in Queensland. The committee therefore recommends Queensland Transport seeks to implement the supported or partially supported recommendations in this report within four years (by 1 January 2008).

RECOMMENDATION 20

That Ministers report annually to Parliament on the implementation by their departments of supported or partially supported recommendations in this report.

Ministerial Responsibility:
Minister for Transport
Minister for Police

RECOMMENDATION 21

That Queensland Transport implement the supported or partially supported recommendations in this report by 1 January 2008.

Ministerial Responsibility:
Minister for Transport

[390] Griffin, p. 6; RACQ, *Hearing Transcript*, p. 30.

SUMMARY OF CONCLUSIONS

309. 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.

310. 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.

311. 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.

312. 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.

313. Inexperience/lack of expertise was the most common contributing factor to crashes involving both young and novice driver and rider groups.

314. 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.

315. Older novices tend to have more emotional and social maturity than younger novices.

Graduated licensing schemes

316. Graduated licensing schemes (GLSs) are effective in reducing novice crashes. The purpose of a three phase (learner, intermediate and open) GLS is to address the higher crash risks of new drivers and riders by exposing them to more complex driving situations gradually.

317. Licence restrictions during the intermediate (provisional) licence stage are a key component of an effective GLS. All Australian states and territories have a GLS.

318. The New South Wales GLS was amended to include a second provisional licensing stage in July 2000. Provisional drivers and riders must display a red P-plate during the first stage (P1) which lasts a minimum of 12 months, and a green P-plate during the second stage (P2) that lasts a minimum of 24 months. Different licence restrictions apply in each stage.

319. The committee believes a two-stage provisional licensing system is a useful tool to introduce further licence restrictions and additional incentives for provisional licence holders aged under 25 years in Queensland.

Late night driving restriction

320. Crash risks for novice drivers and riders are greater at night. Imposing a dusk till dawn night driving restriction could be justified purely on road safety grounds. However, it would unfairly and unreasonably limit novice drivers' and riders' employment, education and recreation opportunities.

321. The committee believes a late night driving and riding restriction for first time provisional drivers and riders under 25 years for the first 12 months of driving and riding that applies only during late night hours from midnight till 4.00am is a viable compromise. Additionally, informing new provisional licence holders and their families of the elevated crash risks while driving and riding at night will help reduce the crash risks for novices.

Passenger restrictions

322. The presence of peer passengers increases crash risks for novice drivers, particularly those who are young. A passenger restriction would, however, create enormous difficulties for young people and their families, and those charged with administering and enforcing the restrictions. It would also reduce the number of people participating in car pooling and designated driver programs which help to reduce drink driving in the absence of alternative transport options. The committee concludes that the difficulties of a passenger restriction would outweigh the benefits.

323. In lieu of a general restriction, the committee recommends the introduction of a peer passenger restriction for provisional drivers under 25 years who lose their licence as a result of accumulating demerit points. These drivers would be limited to one passenger aged 17 to 25 for 12 months or the remainder of the provisional period, whichever is the greater. The committee believes that informing new provisional drivers and riders of the dangers of travelling with peer passengers will encourage them to limit voluntarily this type of travel.

Vehicle power restrictions

324. Young drivers who drive cars with an above average performance appear to have a more dangerous attitude to driving than other young drivers.

325. The committee considered a range of power, power to weight and engine capacity to weight restrictions for vehicles that novice drivers and riders may operate in other jurisdictions. There are no vehicle power restrictions for novice drivers in Queensland, however, provisionally licensed riders are restricted to bikes with up to 250cc engines for at least the first 12 months of riding solo.

326. The committee could not identify research into the effectiveness of power restrictions for novice drivers. The value of car power restrictions is unknown. Therefore, the committee could not support the imposition of these restrictions at the present time. The committee recommends that Queensland Transport continue to monitor power restrictions for light vehicles that provisional drivers may drive in other jurisdictions with the aim of identifying if they assist in reducing crashes and the possible road safety benefits if implemented in Queensland in the future.

327. Research suggests there are limited road safety benefits of engine capacity restrictions for motorbike riders. However, removing the 250cc restriction in Queensland is unlikely to reduce rider crashes. The committee recommends the existing cubic capacity restriction be retained and that Queensland Transport explore the contribution of factors including riding experience, riding age, motorbike design and competency based licensing versus traditional licensing to rider crashes in Queensland.

Towing restrictions

328. Crashes in Queensland involving at-fault novice drivers or riders while towing are rare. The committee could not find research confirming the benefits of a towing restriction. Given the infrequency of towing crashes involving novices and the lack of research support regarding the effectiveness of restrictions, the committee does not support a compulsory towing restriction at this time.

329. In lieu of a restriction, the committee recommends that Queensland Transport inform parents and provisional licence holders of the dangers of towing. Outlets offering trailers and other vehicles requiring towing for hire should also distribute this information.

Speed restrictions

330. Speed is a common factor in novice driver and rider crashes.

331. The committee identified two forms of speed restrictions placed on novice drivers and riders in other jurisdictions; a differential speed limit for provisional drivers and riders on high speed roads, and a secondary penalty for provisionally licensed drivers and riders who commit serious speeding offences. In South Australia, a provisional licence holder caught exceeding the posted speed limit by more than 10 kilometres per hour lose their licence and receives a six month disqualification.

332. The committee believes the disbenefits of imposing differential speed restrictions on young or novice drivers and riders outweigh the potential road safety benefits. Instead, the committee supports the imposition of secondary penalties for provisional drivers or riders, under 25 years, who commit serious speeding offences (exceed the posted speed limit by more than 15 kilometres per hour).

P-plates

333. Queensland is the only Australian jurisdiction that does not require provisionally licensed drivers and riders to display P-plates. Displaying P-plates indicates to other road users that the driver or rider is a provisional licence holder and a novice. Enforcement of display requirements for P-plates may encourage compliance by these drivers and riders with licence restrictions. In states where P-plates must be displayed, they are used by police as a tool to enforce provisional licence restrictions.

334. The committee believes P-plates should be re-introduced in Queensland, and that their early removal could be used as an incentive to encourage participation in basic first aid and/or driver/rider post-licence education with road safety benefits.

Offence-free periods and other incentives

335. Queensland's driver licensing system uses punitive measures rather than incentives to encourage safe driving and riding. The committee believes there is potential to use the licensing system to reward provisional drivers and riders who comply with road rules and seek to improve their abilities. The committee recommends that drivers and riders who complete basic first aid training, and either complete a post-licence driver education course supplied by a provider accredited by Queensland Transport, or remain offence-free for 12 months, be allowed to drive without displaying P-plates in the second provisional licence stage.

Exit tests

336. Queensland's GLS is largely time-based. That is, the progress by drivers and riders through the stages is largely based on complying with set licence periods. The committee believes the system should place greater emphasis on driver/rider performance, and include an exit test at the end of the provisional licence stage. Exit tests verify that the novice has met the required competencies in the intermediate stage and encourage new drivers and riders to continue developing their skills. A hazard perception test is one form of an exit test. Passing a hazard perception test should be required before provisional drivers and riders under 25 years graduate to an open licence in Queensland.

337. The committee notes the value of exit tests, particularly hazard perception tests, but recognise a significant investment in infrastructure will be required before it is possible to introduce a hazard perception test in Queensland.

Compliance and enforcement

338. Enacting strong but reasonable restrictions and rewarding drivers and riders, rather than punishing them, increases compliance with licence restrictions. Voluntary compliance will reduce demand on police resources.

339. Enforcement is another method of increasing compliance with licence restrictions. It provides an important external motivating force for those drivers and riders who are less concerned about driving and riding safely.

340. The committee recommends that the Queensland Police Service enforce the recommended restrictions when police attend crashes, conduct random breath testing operations and in conjunction with other on-road traffic enforcement activities.

Implementation of recommendations

341. The committee acknowledges community concern regarding the implementation of recommendations. To support the implementation process, the committee recommends that Queensland Transport report periodically to Parliament on the implementation of agreed recommendations.

APPENDIX A ~ ADVERTISEMENT CALLING FOR SUBMISSIONS

INQUIRY INTO PROVISIONAL DRIVER AND RIDER LICENCE RESTRICTIONS

Call for submissions

The Travelsafe Committee of the 50th Legislative Assembly is inquiring into provisional driver and rider licence restrictions. During the inquiry, the committee will examine and report on:

- 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 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.

Submissions close on Friday 9 May 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 B ~ 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 Dicinoski, 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 Stitz, 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, Australian Capital Territory
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, New South Wales
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 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 Rasmussn	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 Phurston	Ms K Sullivan	

APPENDIX D ~ RESPONSE FORM – YOUNG DRIVER 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 its 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).

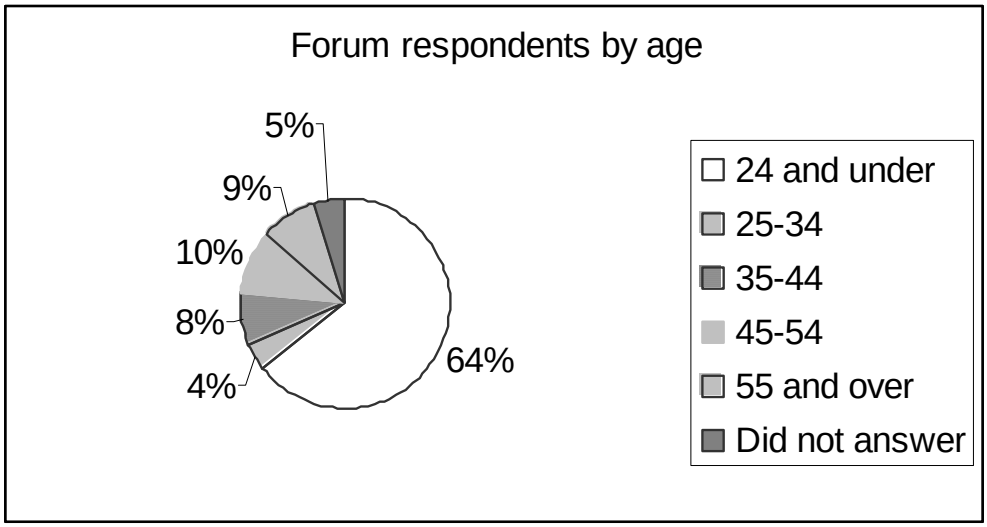
Individuals attending the forums included Members of Parliament, representatives from local governments, school and university students, other young people, parents, teachers, driver and rider trainers, educators, academics, police and other departmental staff.

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 (per cent)**[391]	**Uncertain (per cent)**	**Agree (per cent)**[392]
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

[391] Disagree responses include both strongly disagree and disagree responses to the statement.
[392] Agree responses include both strongly agree and agree responses to the statement.

APPENDIX F ~ PUBLIC HEARING WITNESSES – 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 and Wacker Motorcycle Training Centre
Mr John Fraser, Principal Consultant, John Fraser Fleet and 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 ~ MEETINGS IN SYDNEY AND MELBOURNE – 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 Morphett, 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

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