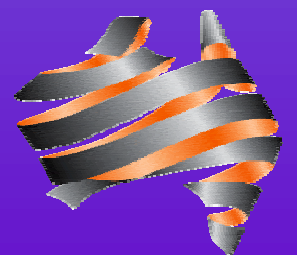


AP-R159

YOUTH ROAD SAFETY



AUSTROADS

Youth Road Safety

First Published 2000

© Austroads Inc. 2000

This work is copyright. Apart from any use as permitted under the *Copyright Act 1968*, no part may be reproduced by any process without the prior written permission of Austroads.

National Library of Australia
Cataloguing-in-Publication data:

Youth Road Safety

ISBN 0 85588 546 7

Austroads Project No. N.RS.9811

Austroads Publication No. AP-R159/00

Project Manager

Nina Lyhne, Australian Transport Safety Bureau

Author

Fiona Green, ARRB TR

Published by Austroads Incorporated
Level 9, Robell House
287 Elizabeth Street
Sydney NSW 2000 Australia
Phone: +61 2 9264 7088
Fax: +61 2 9264 1657
Email: austroads@austrroads.com.au
www.austrroads.com.au

Austroads believes this publication to be correct at the time of printing and does not accept responsibility for any consequences arising from the use of information herein. Readers should rely on their own skill and judgement to apply information to particular issues.

YOUTH ROAD SAFETY



AUSTROADS
Sydney 2000

Austroads Incorporated

Austroads is the association of Australian and New Zealand road transport and traffic authorities whose mission is to contribute to development and delivery of the Australasian transport vision by:

- supporting safe and effective management and use of the road system
- developing and promoting national practices
- providing professional advice to member organisations and national and international bodies.

Within this ambit, Austroads aims to provide strategic direction for the integrated development, management and operation of the Australian and New Zealand road system — through the promotion of national uniformity and harmony, elimination of unnecessary duplication, and the identification and application of world best practice.

Austroads is governed by a council consisting of the chief executive (or an alternative senior executive officer) of each of its eleven member organisations.

Member organisations

- ◆ Roads and Traffic Authority New South Wales
- ◆ Roads Corporation Victoria
- ◆ Department of Main Roads Queensland
- ◆ Main Roads Western Australia
- ◆ Transport South Australia
- ◆ Department of Infrastructure, Energy and Resources Tasmania
- ◆ Department of Transport and Works Northern Territory
- ◆ Department of Urban Services Australian Capital Territory
- ◆ Commonwealth Department of Transport and Regional Services
- ◆ Australian Local Government Association
- ◆ Transit New Zealand

Contents

Executive Summary	i
1. Introduction	1
2. Youth Road Safety Issues	1
2.1 Crashes involving youths	1
2.2 Youths killed or hospitalised	7
3. Current Practice	8
3.1 ACT	8
3.2 New South Wales	9
3.3 New Zealand	10
3.4 Northern Territory	10
3.5 Queensland	11
3.6 South Australia	11
3.7 Tasmania	12
3.8 Victoria	13
3.9 Western Australia	15
4. Recommended Strategies	15
4.1 Youth involvement and ownership	15
4.2 Family, community and industry responsibility	16
4.3 Public Education	16
4.4 Driver education, training and licensing	17
4.5 Enforcement Support	17
4.6 Legislation	17
4.7 Research and Evaluation	18
4.8 Coordination and integration	18
4.9 Additional Actions	18
5. Working Party and Contributors to Youth Road Safety Strategies Workshop	19

Executive Summary

Youth are over-represented in road crashes in Australia. During 1996, young people (aged 17-25 years) were involved in 41% of fatal crashes and 37% of hospitalisation crashes in Australia. In 1997 youth were involved in a total of 8513 fatal and hospitalisation crashes. To address the issue of youth involvement in road crashes, Austroads has undertaken to develop a National Action Plan for Youth Road Safety for consideration within the National Road Safety Strategy being developed by the Australian Transport Safety Bureau.

Each jurisdiction in Australia and in New Zealand has developed strategies to address the issue of young driver involvement in road crashes. Strategies included developing integrated driver education and training programs; improving graduated licensing schemes where required; involving youth in the development of programs; and funding research projects to establish a better understanding of youth road safety issues

This document comprises a draft set of recommended strategies for addressing youth road safety issues. The strategies listed below are based on outcomes from the Youth Road Safety Workshop held in Melbourne in April 1999.

The recommended strategies include:

1. Youth involvement and ownership

Objective

To involve and collaborate with youth to communicate better with young drivers.

Action

1. Recognise diversity within youth groups.
2. Initially target higher return groups (ie where a large positive response can be expected from initiatives).
3. Identify youth sub-groups with different safety needs.
4. Develop communication strategies to promote road safety messages to youth sub-groups (eg use electronic media).
5. Involve youth in policy and decision making – including developing incentives and appropriate sanctions for ‘risky’ behaviour.
6. Involve ‘at risk’ youth as well as youth leaders.

2. Family, community and industry responsibility

Objectives

To ensure young drivers have support within the community, from family and from the driver training industry.

Action

1. Promote the importance of the roles of family, community and driver training industry in reducing road trauma.
2. Develop better family and industry partnerships to assist parents to understand the skills that need to be developed by learner drivers.
3. Promote increased in-car driving time with parents/carers through insurance and other incentives.
4. Promote the importance of family members modelling safe driving behaviour in the presence of pre-drivers and new drivers.
5. Develop programs to provide access to driver training and in-car experience for underprivileged youth.

3. Public education

Objective

To change attitudes to young drivers and driver education by publicising the benefits of developing skills prior to obtaining a provisional/probationary licence.

Action

1. Promote to all drivers the need for on-road experience for learner drivers.
2. Integrate public education with school-based learning initiatives and incorporate into other broader road safety initiatives for all ages.
3. Provide alternative opportunities for educating all early school leavers on the types of risks involved with inexperienced driving.
4. Conduct media campaigns targeted and timed to coordinate with other activities.
5. Coordinate programs with those conducted by other public health stakeholders and those addressing socialisation issues.
6. Identify all low BAC programs for new drivers as “zero” BAC to harmonise across Australia.

4. Driver education, training and licensing

Objective

To develop programs that benefit new drivers and reduce their risk of crash involvement.

Action

1. Develop and implement programs to reduce driver over-confidence.
2. Develop programs focussing on cognitive skills such as hazard perception and conflict prediction.
3. Evaluate all new programs to determine if they achieve worthwhile reductions in the involvement of youth in crashes and where possible, evaluate current programs.
4. Each jurisdiction should consider the adoption of a ‘minimum hours’ practice log book requirement.
5. Extend the implementation of graduated driver training and licensing where practicable, to encourage consistency between the states and territories.
6. Involve the driver training industry in program development and evaluation, and encourage the driver training industry to raise standards of training beyond “passing the test”.

5. Enforcement support

Objective

To ensure young drivers are aware of the risks and legal consequences of their driving behaviour.

Action

1. Encourage the involvement of police as partners in community projects.
2. Optimise enforcement to address young driver risks.
3. Increase the perceived probability of detection and the likelihood of being penalised for illegal behaviour.

6. Legislation

Objective

To achieve consistency in legislation across jurisdictions.

Action

1. Encourage states and territories to consider the implementation of mandatory carriage of licence for drivers of all ages and licence classes in all jurisdictions, to readily identify drivers with special restrictions for enforcement purposes.
2. Update legislation to coincide with current practices (eg lower BACs, length of learners permit and provisional licence).

7. Research and evaluation

Objective

To improve the evaluation of young driver programs and develop a better understanding of what can be done to reduce the over-representation of young drivers in crashes.

Action

1. Continue research into the scope and costs of youth road trauma.
2. Improve the understanding of the perspective and attitudes of youth amongst program developers.
3. Improve data analysis and program targeting.
4. Determine the stage of driver development when programs to improve cognitive skills will be most effective.
5. Continue evaluation of programs to determine their usefulness and degree of success.

8. Coordination and integration

Objective

To ensure that all agencies and jurisdictions share information and program evaluations to maximise benefits for all Australian and New Zealand youth.

Actions

1. Develop 'Best Practice' guidelines, including guidelines for licensing, education and involvement of youth.
2. Promote coordination between agencies, including the health industry and police.
3. Seek bipartisan commitment for provision of resources, with the intention of directing resources from various stakeholders into projects with a common direction.
4. Adopt similar benchmarking to that undertaken in the health industry to identify and improve performance indicators, as success in this industry has already been proven in the implementation of numerous health based programs.
5. Promote better information about transport alternatives with public transport agencies.
6. Improve systems for information exchange between jurisdictions and agencies.

9. Additional Actions

1. Enhance public education on alternative transport options, including providing information on location of bus stops or train stations, taxi ranks and details about timetables.
2. Encourage provision of alternative transport options.

1. Introduction

Young drivers (aged 17-25 years) in Australia are consistently over-represented in road crashes. In an effort to reduce the number of involvements, Austroads has sponsored the development of a National Action Plan for Youth Road Safety. The need for the national approach was identified by a session held at the National Road Safety Summit in Canberra in October 1998.

ARRB Transport Research Ltd was commissioned by Austroads to conduct a Youth Road Safety Strategies Workshop with leaders in the Youth Road Safety field from around Australia and New Zealand. The workshop was used as a basis to develop this Draft National Action Plan for Youth Road Safety. The actions and strategies outlined here are proposed for consideration for inclusion in the review of the National Road Safety Strategy currently being undertaken by the Australian Transport Safety Bureau (ATSB).

2. Youth Road Safety Issues

During 1996, young people aged 17-25 years were involved in 41% of fatal crashes and 37% of hospitalisation crashes in Australia. These are the highest proportions for any age group. The analyses below cover two sets of crashes:

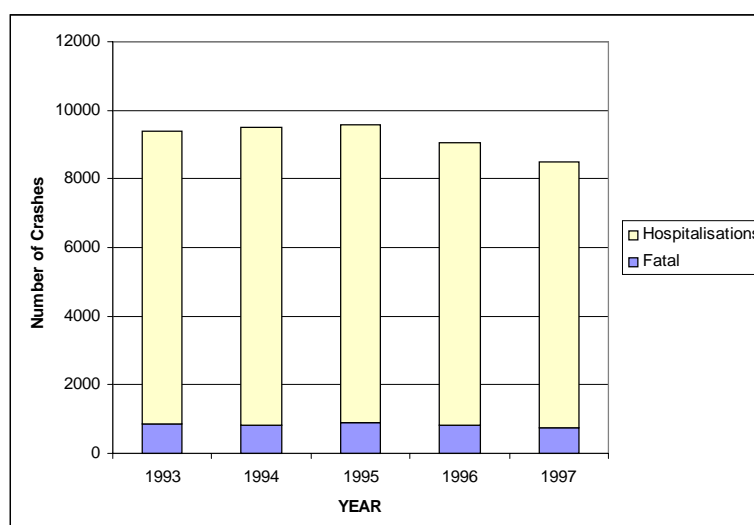
- (1) crashes from 1993-1997 resulting in a youth (aged 17-25 years) being killed or admitted to hospital; and
- (2) crashes from 1993-1997 involving a youth as a driver, rider or pedestrian and resulting in any person being killed or admitted to hospital.

The data used in this analysis was provided by the Australian Transport Safety Bureau (formerly CRASHSTATS) for the purposes of this project. The analysis focuses on youth involvements in road crashes only and does not consider comparisons with the total population.

2.1 Crashes involving youths

Youths were involved in 8513 fatal and hospitalisation crashes in 1997, which is 9% lower than the number involved in 1993 (Figure 1).

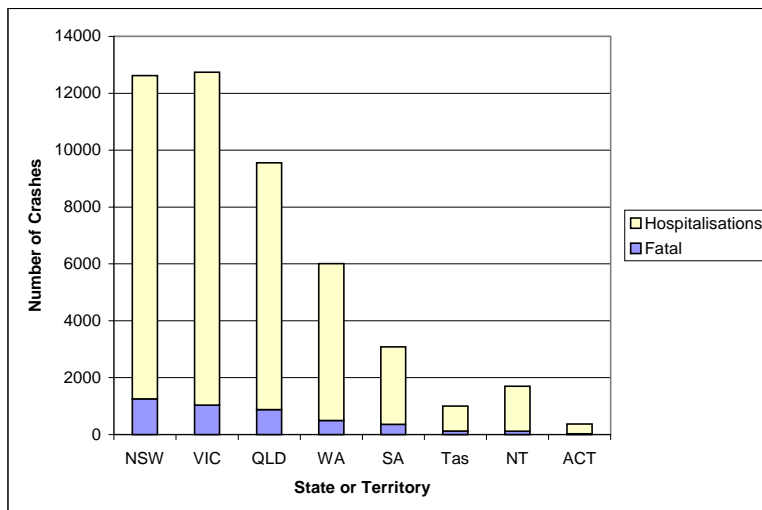
Figure 1 — Number of fatal and hospitalisation crashes involving youth between 1993-1997 in Australia.



The highest number of fatal crashes involving youths during 1993-1997 was in New South Wales (n=224). However the highest number of hospitalisation crashes involving youth in Victoria (n=2128) (Figure 2).

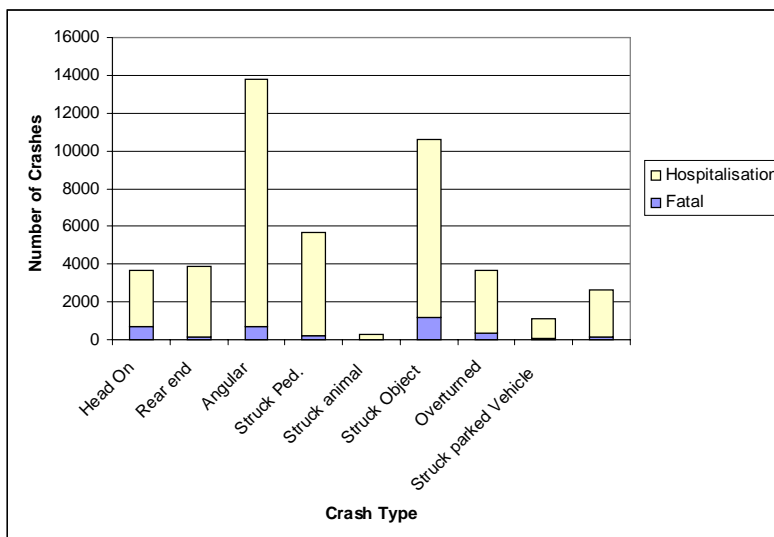
Note: In Victoria a hospitalisation is defined as anyone taken to hospital whether admitted or not, other states define hospitalisation as someone that has been admitted to hospital as a result of their injuries.

Figure 2 — Number of fatal and hospitalisation crashes involving youth between 1993-1997, by State or Territory in Australia.



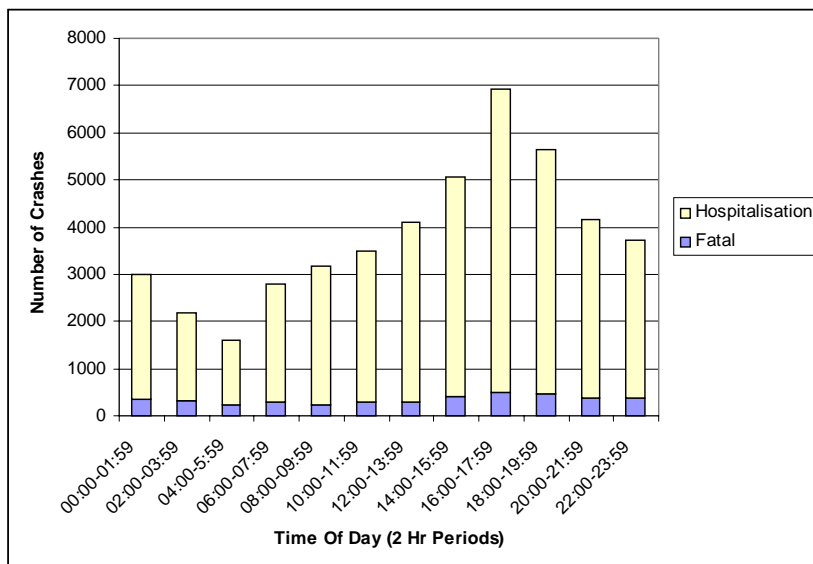
The number of hospitalisation crashes involving youths is greatest for *angular* crash types (ie any crash that involves vehicles approaching from adjacent directions) and the number of fatal crashes is greatest for crashes involving *objects struck* (ie crashes where a vehicle leaves the carriageway and collides with an object such as a tree, pole or embankment); followed by *angular* and *head on*. (Figure 3).

Figure 3 — Number of fatal and hospitalisation crashes involving youth between 1993-1997, by Crash Type in Australia.



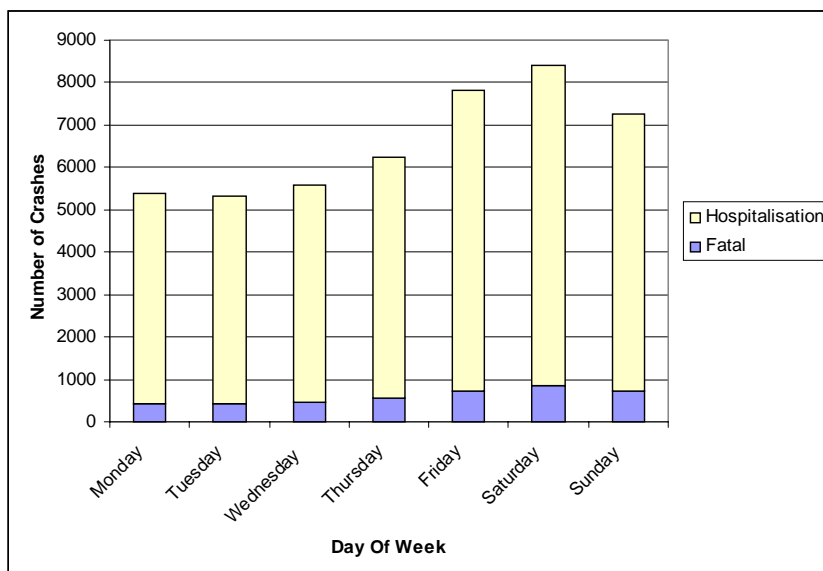
Fifty one per cent of fatal crashes involving youths occur between 2 pm and midnight and a further 17% occur between midnight and 4am. By comparison, 55% of hospitalisation crashes occur between 2pm and midnight and a further 12% between midnight and 4am. (Figure 4).

Figure 4 — Number of fatal and hospitalisation crashes involving youth between 1993-1997, by Time Of Day in Australia.



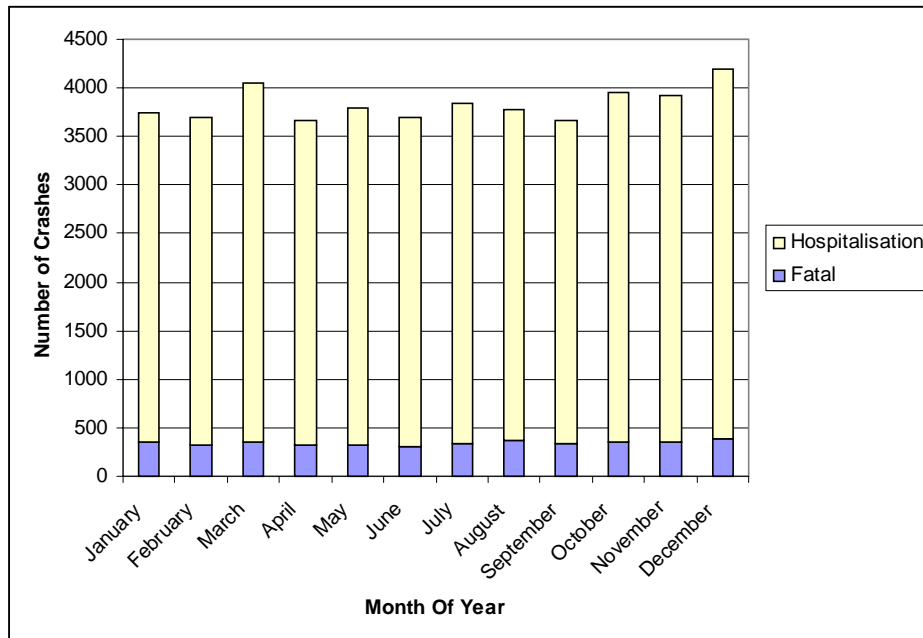
Fifty six per cent of fatal crashes involving youths occurred on Fridays, Saturdays and Sundays. By comparison, 51% of hospitalisation crashes occurred on Fridays, Saturdays and Sundays. (Figure 5).

Figure 5 — Number of fatal and hospitalisation crashes involving youths between 1993-1997 by Day Of Week in Australia.



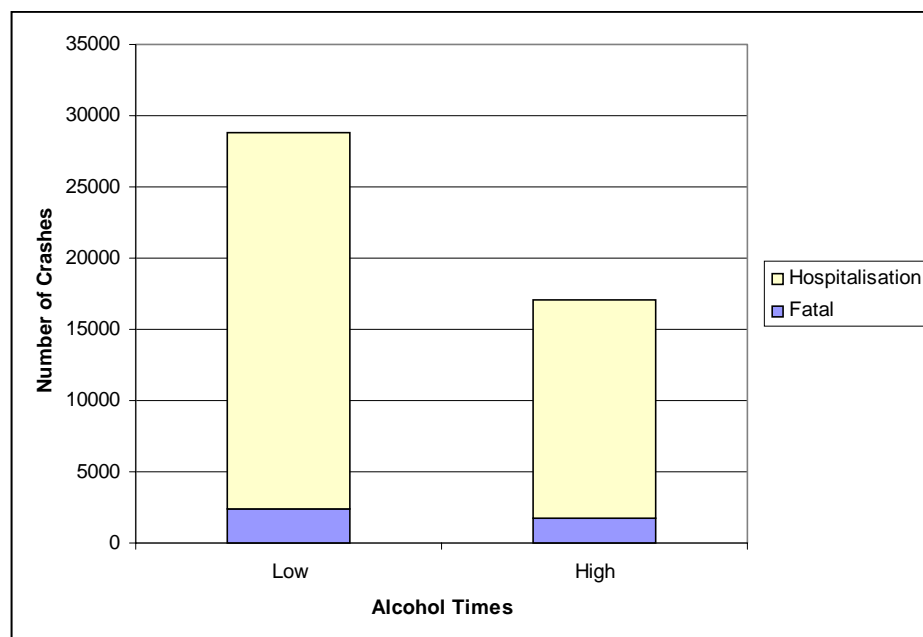
The proportion of fatal crashes involving youths is relatively constant at around 8% for each month. However the number of hospitalisation crashes involving youths is greatest during March, October, November and December. (Figure 6).

Figure 6 — Number of fatal and hospitalisation crashes involving youths between 1993-1997, by Month of Year in Australia.



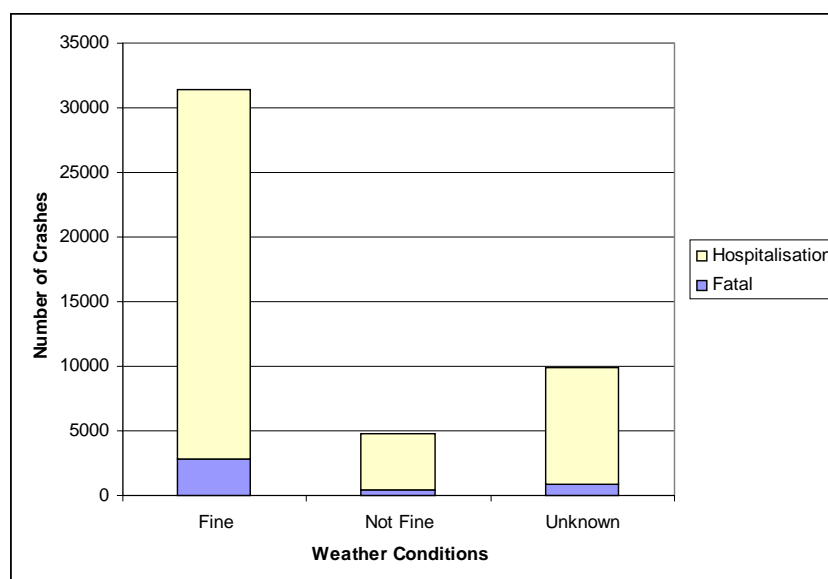
Forty two per cent of fatal crashes and 37% of hospitalisation crashes involving youths occurred during high alcohol times which represents 58% (98 hours) of the total time during the week. (Figure 7). This is an under representation of crash involvement during these times.

Figure 7 — Number of fatal and hospitalisation crashes involving youths between 1993-1997, by High and Low Alcohol Times in Australia.



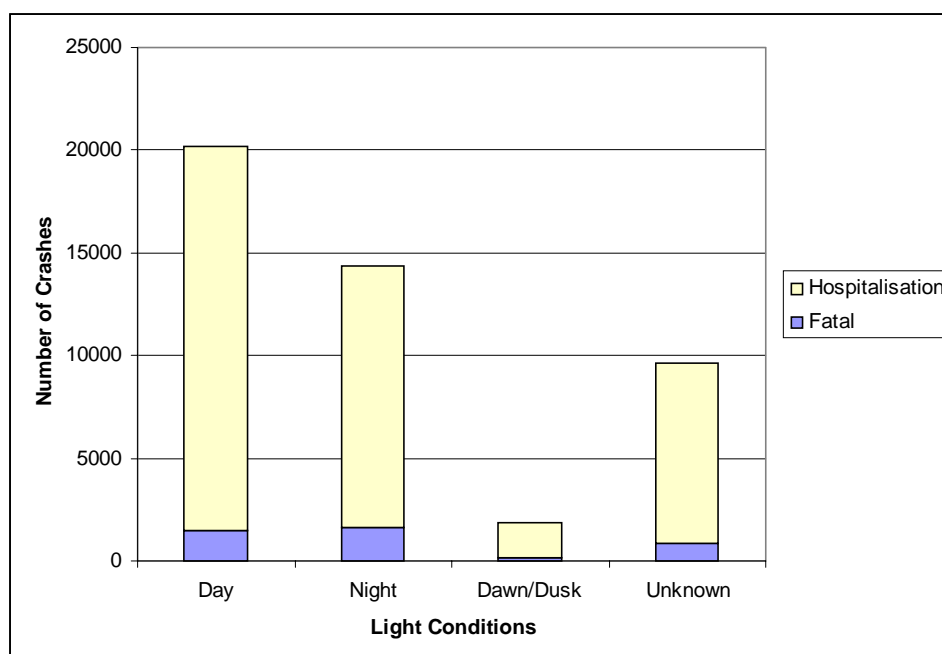
Sixty-eight per cent of fatal and hospitalisation crashes involving youths occurred during fine weather and 10% occurred in inclement weather (eg rain, fog, mist, smoke, and snow). The proportion of fatalities was similar to the proportion of hospitalisations. (Figure 8).

Figure 8 — Number of fatal and hospitalisation crashes involving youths between 1993-1997, by Weather Conditions in Australia.



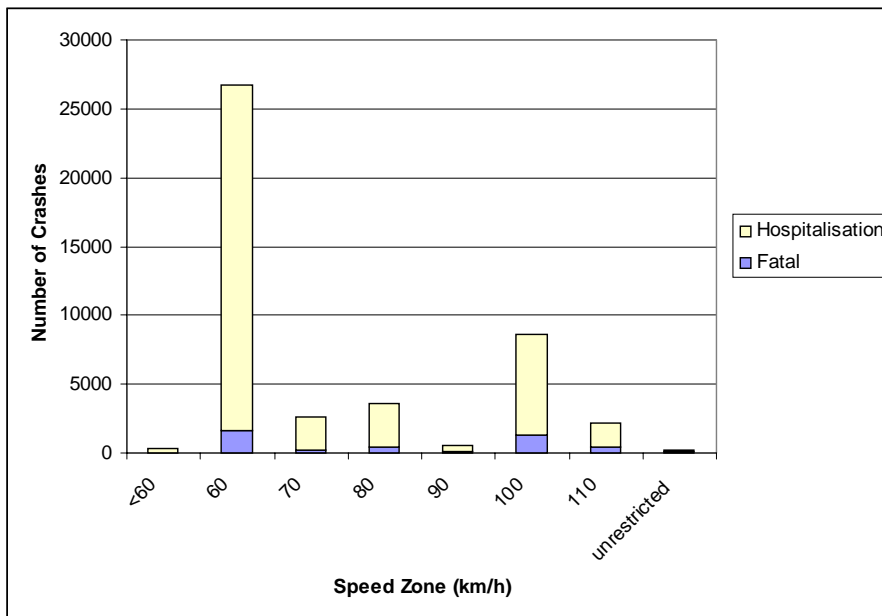
Thirty-nine per cent of fatal crashes involving youth occurred at night, compared to 31% of hospitalisations. The proportion of fatal crashes and hospitalisations crashes occurring at dawn/dusk was 4%. (Figure 9).

Figure 9 — Number of fatal and hospitalisation crashes involving youths between 1993-1997, by Light Conditions in Australia.



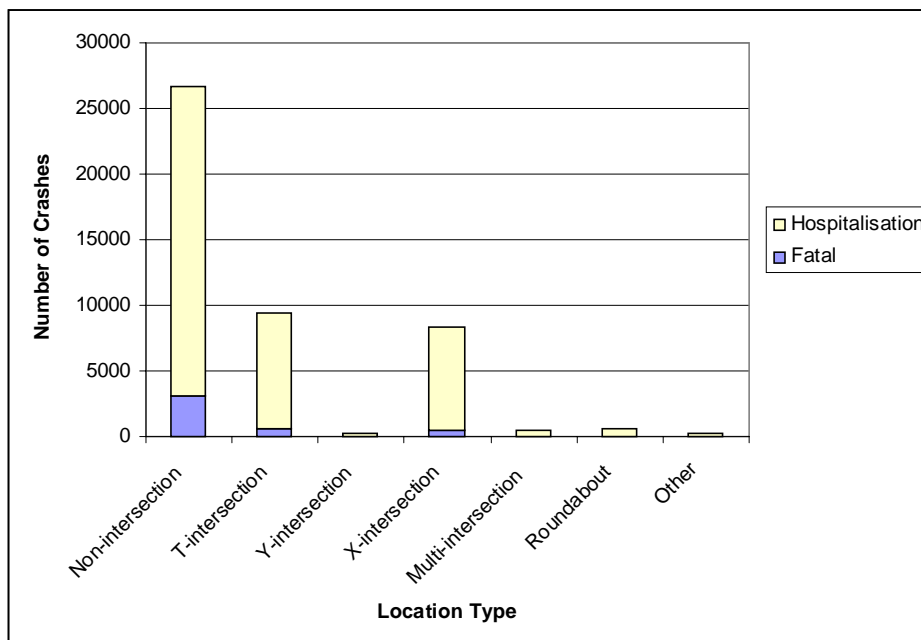
Forty per cent of fatal crashes involving youths occur in 60 km/h speed zones and a further 31% occur in 100 km/h speed zones. The proportion of hospitalisation crashes is lower in 100 km/h speed zones (18%) and higher in 60 km/h speed zones (62%). (Figure 10).

Figure 10 — Number of fatal and hospitalisation crashes involving youths between 1993-1997, by Speed Zone in Australia.



Twenty six per cent of fatal crashes and 42% of hospitalisation crashes involving youth occurred at intersections. (Figure 11).

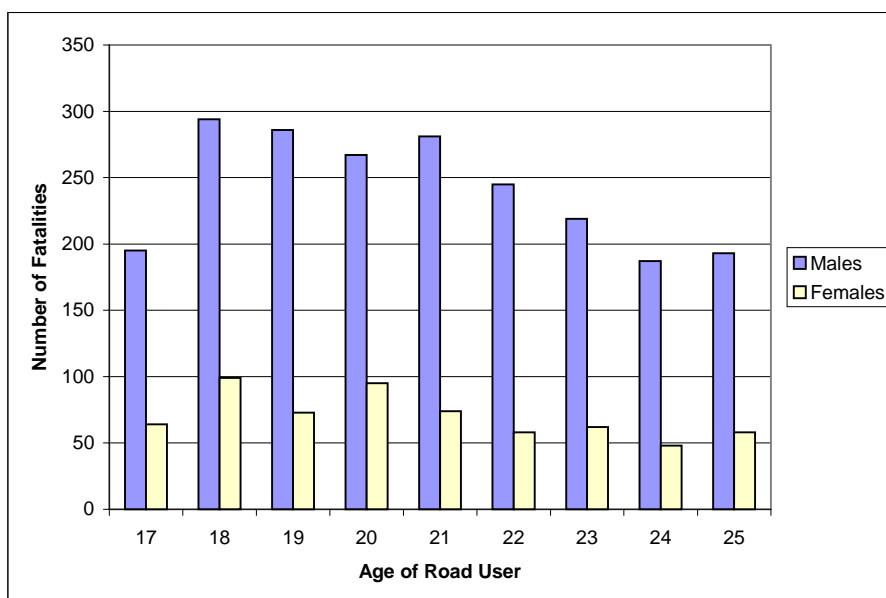
Figure 11 — Number of fatal and hospitalisation crashes involving youths between 1993-1997, by Location Type in Australia.



2.2 Youths killed or hospitalised

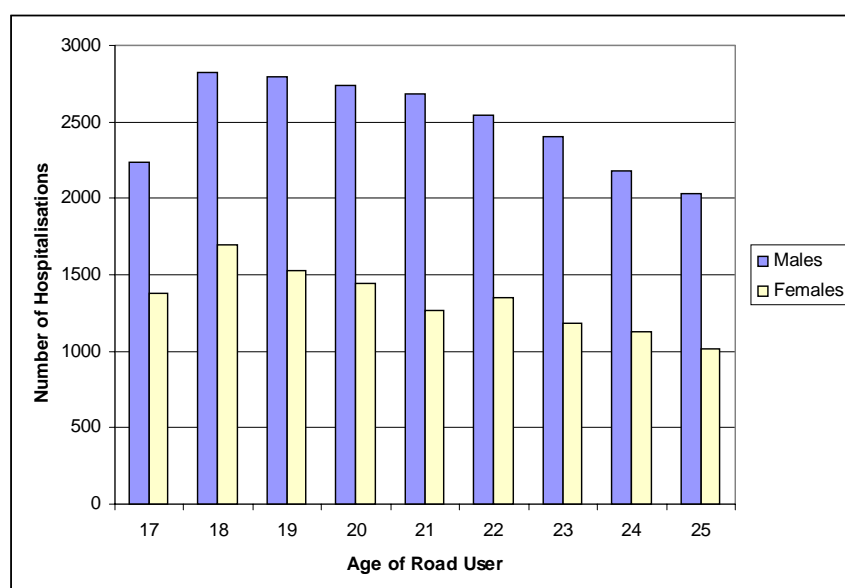
Males comprised 77% of all youth fatalities. Figure 12 shows that males aged 18-21 years accounted for the highest number of fatalities amongst youths. The number of female fatalities is considerably less, although the number of fatalities is highest for females aged 18-21 years.

Figure 12 — Number of youths killed between 1993-1997, by Age and Gender in Australia.



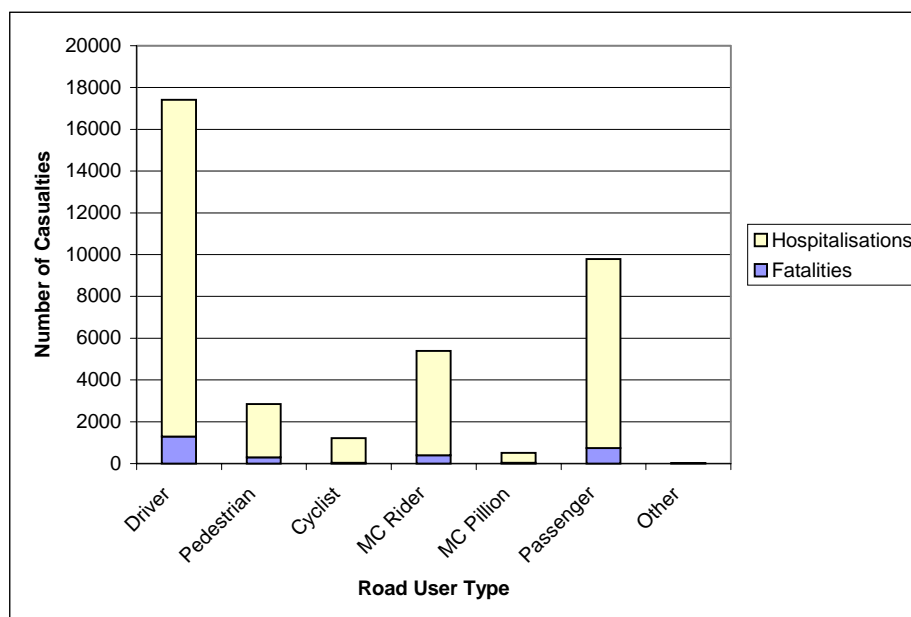
The average proportion of male youths (of all youth) hospitalised annually was 65% between 1993-1997. This proportion is less than the male proportion of youth fatalities. The number of youths who are hospitalised is greatest for youths aged 18-21 years. (Figure 13).

Figure 13 — Number of youths hospitalised between 1993-1997, by Age and Gender in Australia.



Forty seven per cent of youth fatalities and hospitalisations were drivers. A further 26% were passengers. Sixteen per cent of fatalities and hospitalisations were motorcycle riders and pillion passengers. (Figure 14).

Figure 14 — Number of youths killed or hospitalised between 1993-1997, by Road User Type in Australia.



3. Current Practice

Each jurisdiction in Australia and in New Zealand has developed strategies to address the issue of young driver involvement in road crashes. This section summarises information on current and planned strategies presented at the Youth Road Safety Workshop by a representative of each road authority.

3.1 ACT

The ACT Department of Urban Services, in conjunction with the NRMA Road Safety Trust, has developed a detailed strategy for youth to better educate and improve the skills of novice drivers in the ACT.

The Novice Drivers project comprises four stages; the first of which has been completed and the second is currently being developed. The four stages involve:

- Stage 1 – Research & Development;
- Stage 2 – Production of Teaching Materials;
- Stage 3 – Develop and Implement Training Program for Teachers; and
- Stage 4 – Undertake On-going Evaluation

The aim of the project is to reduce young driver crash involvement through the lower occurrence of high risk driving behaviour. The driving behaviour and attitudes learnt during training are intended to continue through early years of solo driving.

The Novice Driver Safety program is to be implemented in February 2000. The program consists of four stages involving low level family-orientated encouragement; L-plate licence education course; L-plate practise using incentives for family, learner drivers and industry; and post P-plate intervention after 6 months of experience. Drivers that choose to participate are offered the incentive of dropping their P-plate display after six months of driving, all other restrictions (eg zero BAC) remain.

The ACT Department of Urban Services has implemented a Competency Based Training and Assessment scheme, of which anecdotal evidence suggests improved training as a result. The Novice Driver project is also linked to the Young Driver Action Plan which consists of 50 different interlocking actions, half of which are addressed by the Novice Driver project. A Safe Driver Award Scheme has been aiming to change peer attitudes and provide support for the young drivers within the group.

3.2 New South Wales

The RTA has undertaken a range of initiatives that have addressed youth road safety as part of its broad road safety program. These initiatives have included advertising campaigns; red light and speed cameras; enforcement; school based road safety education ("Young Driver Program"); and local campaigns.

In 1998, the RTA established the Youth Programs Unit to focus on the development, management and implementation of Statewide initiatives aimed at promoting safe road use practices by drivers, pedestrians and passengers aged between 17-25 years. This position is located in the School and Youth Programs Position in the Road Safety Branch of the RTA.

The initial work on Youth Programs has been guided by three questions -

- *How does the RTA work with young people to reduce unsafe road use behaviour?*
- *Who does the RTA need to work with to reduce young people's unsafe road use behaviour?*
- *What should the content (best practice) of these programs/initiatives be?*

As a result, the emphasis of the Youth Programs work has been on *consultation, liaison, and qualitative research*. This is intended to complement and enhance the road safety initiatives addressing young people already undertaken by the RTA, and establish the appropriate infrastructure for future programs.

Work in Youth Programs has involved -

1. Consulting and liaising with key stakeholders in youth health, road safety and injury prevention and the establishment of a Youth Road Safety Reference Group.
2. Consulting with young people. This has involved focus groups with young men aged 17-22 in Sydney addressing factors that influence their behaviour and attitudes as road users. This has identified themes and issues important to young people, especially the importance of consultation in program development implementation and evaluation.
3. Updates - this has involved collecting and reviewing literature on injury prevention, programs addressing attitudinal and behaviour change, road safety, youth health, and keeping up to date with statistics.

The RTA will continue to support and develop new initiatives. Some of the strategies that will be continued in the future include:

- Continuation of Youth Road Safety Reference Group, and liaison with other departments.
- Collaboration with NSW Health on "Preventing Injuries in Young Males (15-25) - Addressing Risk Taking Behaviours".

- Follow up of Qualitative Research. Addressing the issues identified by young males, and undertaking a similar process with rural young people and other groups of young people.
- Focus on rural youth.
- Liaising with Youth Road Safety departments and organisations in other states.

Licensing and related matters

Graduated licensing was introduced in NSW as long ago as 1966, when provisional licenses were introduced. A speed limit of 40 mph was applied to provisional drivers. The licensing scheme has been progressively upgraded since then. The following are some of the highlights:

- 0.02% BAC limit for learner and provisional drivers (1985);
- Demerit points schemes for provisional drivers (1985);
- Computer based knowledge test (1990);
- 0.02% limit for first three years of driving for drivers aged under 25 years (1991);
- Mandatory training for Driving Inspectors (1992);
- Driving Ability Road Test (with increased emphasis on objective assessment (1993);
- 6 months minimum learner licence tenure (1993);
- Trial of Hazard Perception testing announced (1998);
- Speed limit for provisional drivers survives today as 80 km/h.

3.3 New Zealand

Eighteen to twenty year old drivers account for 50% of total crash involvement in New Zealand. This high level of involvement has resulted in the development of a number of strategies and campaigns focussed on youth. Licensing legislation has recently modified the rules regarding licensing, including the requirement that provisional drivers display a “P” plate at all times. In New Zealand drivers can be licensed at the age of fifteen. The reason is primarily that young people need to have access to education. Public transport services do not meet this requirement.

Enforcement and publicity programs have had a dramatic impact on reducing the road toll across all ages. The focus of the campaigns has included speeding; occupant restraints; photo licences; mandatory carriage of licence; and unlicensed driving. Although not specifically focussed on youth, the involvement of youth in crashes has decreased correspondingly to all driver involvements.

3.4 Northern Territory

Young drivers aged 17-25 years are not the greatest problem in NT. Drivers aged 26-35 years are involved in the highest number of crashes of any age group. It should be noted that this latter group involves a 10 year age span compared to an 8 year age span.

NT have implemented a Driver Training And Licensing (DTAL) scheme, funded by the Territory Insurance Office (TIO) and the Department of Education. The scheme provides driver training for all sixteen year olds in Northern Territory. The course aims to increase the skills and knowledge of learner drivers. The DTAL is conducted in conjunction with high schools, senior colleges, SkillShare, NT Rural College and Community

Education Centres. The course consists of six hours of theory and eight hours of practical driving. Additional driving hours may be required and are at cost to the student. All other costs are incurred by TIO. Successful students are eligible for their NT 'A' Class learner's licence, following the completion of the theory component. Provisional NT 'A' Class Licence testing, by the Motor Vehicle Registry, can be undertaken once after the 'A' Class learner's licence has been obtained.

3.5 Queensland

A school-based driver education program was introduced in 1980. Although it still exists it is not promoted by Queensland Transport as the methods and content are considered outdated. Road safety issues have the potential to be included in specific units within the Health and Life Skills syllabuses. Both syllabuses are new and resource materials would need to be developed

Extra-curricular driver education programs include:

- Commercial driver training programs;
- Road Awareness and Accident Prevention (RAAP) (conducted by the Fire Brigade); and,
- Docudramas — reconstruction of a crash scene with assistance from local police and fire brigade. Teachers initiate the program and provide opportunity for debriefing after event.

In 1995, four communities were selected for a Road Safety for Youth Pilot project, in which youths were involved in planning and implementation of road safety strategies. A recommendation from this project suggested further community based strategies possibly target "blackspot" area with a youth connection.

Queensland Transport, following an audit of programs, have included education needs of drivers into Workplace Fleet and Safety programs.

Queensland Transport uses a graduated licensing scheme. A Learner's permit may be obtained at age 16 years and 6 months. The licence test can be taken a minimum of six months later. During the six month learner permit period an 'L' plate is not displayed, information is provided to both learner and tutor, the learner participates in Pre-Drive Assessments and a log book is included to encourage driving experiences in a wide range of conditions. Once successfully obtained, the provisional licence lasts for three years. During this period drivers are not required to display a 'P' plate and must have a zero BAC.

3.6 South Australia

South Australia does not currently have any strategies specifically targeting young drivers. However a number of strategies have been developed focussing on all novice drivers. These strategies include graduated licensing schemes, Competency-Based system of driver Training and Assessment (CBT&A) and driver intervention programs. These strategies are discussed below. Broader-based enforcement and public education campaigns are also seen as beneficial for young drivers, as well as all road users.

3.6.1 Graduated licensing schemes

The graduated licensing scheme has been gradually introduced since the 1980s in an effort to reduce the road toll, in particular the involvement of novice drivers. The minimum age for obtaining a provisional driving license is 16½ years with a minimum length of the provisional licence of two and half years (ie until their nineteenth birthday). For drivers aged over 18 years, the minimum provisional licence period is 12 months. During both the learner and provisional licence periods, drivers must display an L/P plate, have a zero BAC, abide by speed restrictions and carry his/her licence. If learners or provisional drivers accrue more than four demerit points (NB: fully licence drivers may accrue 12 demerit points), aside from the relevant fines driver licences may be disqualified for a period of 6 months.

A crash-based evaluation of the graduated licensing scheme is currently under way.

3.6.2 Competency Based Training and Assessment (CBT&A)

In 1993 an alternative to the single, practice driving test was introduced in South Australia. Drivers attempting to obtain their class C licence (ie car) are required to pass 23 competencies through a sequential and structured training and assessment program. As each competency is passed a record is made in a log book and must be signed off by an Accredited Motor Driving Instructor. Continual re-training is required to ensure all 23 competencies are passed. This may continue for weeks or months, as long as required to satisfy all competencies. This type of assessment does not require 'a minimum hours' approach, rather a competency is passed once a driver shows an ability to achieve this irrespective of the amount of practice.

A crash-based evaluation of the CBT&A is currently under way.

3.6.3 Driver Intervention Programs

Driver intervention programs (DIP) are used to change the knowledge base of convicted offenders and introduce the idea of socially acceptable driving behaviour. Learner and provisional drivers with offences must participate in group discussion with experts in road safety and road trauma, and people with disabilities as a result of a road crashes. Numerous road safety issues are discussed and participants are asked to contribute their own experiences. There are approximately 3000 novice drivers that attend DIP sessions annually.

3.7 Tasmania

3.7.1 Pre-Driver Awareness program

The Pre-Driver Awareness Program is school based and delivered predominantly to Year 10 students, although Year 11 and 12 students can also participate. The course consists of 25 hours taught by teachers and road safety officers as part of the health program. There is an evaluation at the end of the course with the opportunity to sit for a Learner's permit. The assessment program can be supplemented with an 'in-car' driving course, however the time behind the wheel is not usually very high.

3.7.2 Prescribed course for provisional drink-drive offenders

Learner and probationary drivers must have a zero BAC. Magistrates can direct an offender in the first year of driving to attend an educational course as part of regaining their licence. The course is intended to educate participants about responsible use of alcohol and the need to be alcohol free for the first three years of driving. The course consists of four two-hour sessions in consecutive weeks and includes presenters from the Road Safety Branch of the Transport Division, Tasmanian Police and Department of Health and Human Services.

3.7.3 Specific targets for public education programs

Following research conducted in conjunction with the Tasmanian Motor Accident Insurance Board, young drivers have been identified as a portion of the community that requires specifically targeted media and public education campaigns. Market research has assisted with the timing and placement of advertisements to increase exposure and acceptance.

3.7.4 Summary of Future Recommendations

Some future developments arising from a draft report from a Departmental Committee on Novice Drivers and Young Drivers include:

- Education programs for learner and provisional drivers in conjunction with parents and guardians;
- Expansion of current Pre-Driver Awareness Program;
- Tasmania Traffic Code to be re-written to better target the youth audience;
- Retain current speed restrictions on provisional and learner drivers;
- Improved liaison with other stakeholders;
- Review of on-road testing procedures for provisional licence;
- Continuation of Departmental Committee on Novice Drivers and Young Drivers.

The draft report is currently subject to consultation, after which Ministerial approval will be sought.

3.8 Victoria

VicRoads has implemented a number of programs aimed at youth to improve training and skills so that the risk of crash involvement is reduced. These programs fall under the headings of Graduated Licensing Schemes; Deterrence; Programs for 'At Risk' groups; Education programs; Programs to reduce over-confidence; Measures to Reduce Unlicensed Driving; and Alternative Transport Systems.

3.8.1 Graduated Licensing

3.8.1.1 Learner Permit

- Can be obtained at 16 years and does not have an expiry date.
- Immediately upon obtaining a learner's permit, drivers are given "*Getting There From Ls to Ps*". This booklet includes a set of guidelines for safe driving practice, a log book and is aimed at both the learners and the supervisors.
- Three months after obtaining the permit, learners are reminded of the need for driving experience and safe driving practice as part of the TAC's *HELP* program. Learners should already have, at this stage, a Victorian Driver Handbook or Victorian Rider, whichever is appropriate.
- Encourage involvement of supervisors through the "Keys Please" program. This program is targeted at learners, pre-learners and their parents or carers.
- Driving instructors must be licensed and have a certificate from an approved TAFE course.

3.8.1.2 Probationary Drivers

- Knowledge test, driving test and hazard perception tests for obtaining probationary licence.
- Must be aged 18 years
- Exists for three-year period.
- Probationary drivers and learners must have a zero BAC.
- Power limitation for drivers and capacity limitations for riders.
- Driver tested in Automatic vehicle is limited to an automatic transmission.

3.8.2 Deterrence

- Display of P-plates for three years
- Licence penalties for serious offences include extension of probationary period, passenger restrictions and licence suspension.
- Compulsory carriage of licence for P-plate drivers

3.8.3 At Risk Groups

- Peer education programs for youth workers to implement
- Programs for offenders on probation
- Drink driving education for all convicted drivers under 25 years
- Responsible server training for all licensees and staff.

3.8.4 Education Programs

- Motorvation
- Keys Please – partnership between learner and supervisor.

3.8.5 Alternative Transport Systems

Nightrider bus service on weekends and public holidays. Bus services from city centre to suburbs running every hour both from and into the CBD.

3.8.6 Research

VicRoads has maintained funding numerous research projects and program evaluations of driver education and training, and of youth involvement in road crashes. The aim of which is to improve the understanding why young drivers are over-represented in crashes and as a result develop better strategies to reducing risk of involvement.

3.9 Western Australia

In March 1998, a framework for addressing road safety issues amongst youth was released in Western Australia, *The Way Ahead*. The framework was developed to assist road safety professionals to better identify target groups and coordinate actions between agencies. Previously coordination between agencies had been under-developed. The concept of youth involvement in strategy development was incorporated and identified as a priority for successful reduction of youth involvement in road crashes.

Parents and carers will be targeted to identify what they can do to assist learners and how to educate them in the best way. The program will encourage participants to acknowledge the difficulty that often exists in interactions between teenager and parent/carer.

The framework also allows for school-based learning to continue to be developed. One of the issues preventing development of programs is the difficulty in implementing them in rural/remote areas. Changes to driver training and graduated licensing systems legislation is currently awaiting approval by the WA parliament.

The Western Australian framework for action addresses the following areas:

- Youth involvement
- Family Responsibility
- School-based Learning
- Media Campaigns
- Driver Training and Licensing
- Enforcement Support
- Legislation
- Research
- Coordination

4. Recommended Strategies

The objectives and actions identified below have been based on the outcomes from the Youth Road Safety Strategies Workshop. The headings adopted evolved from the National Road Safety Summit Session 1: 'The Young Driver', held in October 1998. All of the strategies included in this section are targeted at drivers aged under 25 years.

4.1 Youth involvement and ownership

4.1.1 Objective

To involve and collaborate with youth to better communicate with young drivers.

4.1.2 Action

1. Recognise diversity within youth groups.
2. Initially target higher return groups (ie where a large positive response can be expected from initiatives).
3. Identify youth sub-groups with different safety needs.

4. Develop communication strategies to promote road safety messages to youth sub-groups (eg use electronic media).
5. Involve youth in policy and decision making — including developing incentives and appropriate sanctions for ‘risky’ behaviour.
6. Involve ‘at risk’ youth as well as youth leaders.

4.2 Family, community and industry responsibility

4.2.1 Objective

To ensure young drivers have support within the community, from family and from the driver training industry.

4.2.2 Action

1. Promote the importance of the roles of family, community and driver training industry in reducing road trauma.
2. Develop better family and industry partnerships to assist parents to understand the skills that need to be developed by Learner drivers
3. Promote increased in-car driving time with parents/carers through insurance and other incentives.
4. Promote the importance of family members modelling safe driving behaviour in the presence of pre-drivers and new drivers.
5. Develop programs to provide access to driver training and in-car experience for underprivileged youth.

4.3 Public Education

4.3.1 Objective

To change attitudes to young drivers and driver education by identifying the benefits of developing skills prior to obtaining provisional/probationary licence.

4.3.2 Action

1. Promote to all drivers the need for on-road experience for learner drivers.
2. Integrate public education with school-based learning initiatives and incorporate into other broader road safety initiatives for all ages.
3. Provide alternative opportunities for educating all early school leavers on the types of risks involved with inexperienced driving.
4. Conduct media campaigns targeted and timed to coordinate with other activities.
5. Coordinate programs with those conducted by other public health stakeholders and those addressing socialisation issues.
6. Identify all low BAC programs for new drivers as ‘zero’ BAC to harmonise across Australia.

4.4 Driver education, training and licensing

4.4.1 Objective

To develop programs that benefit new drivers and reduce their risk of crash involvement.

4.4.2 Action

7. Develop and implement programs to reduce driver over-confidence.
8. Develop programs focussing on cognitive skills such as hazard perception and conflict prediction.
9. Evaluate all new programs to determine if they achieve worthwhile reductions in the involvement of youth in crashes and where possible, evaluate current programs.
10. Each jurisdiction should consider the adoption of a 'minimum hours' practice log book requirement.
11. Extend the implementation of graduated driver training and licensing.
12. Involve the driver training industry in program development and evaluation, and encourage the driver training industry to raise standards of training beyond "passing the test".

4.5 Enforcement Support

4.5.1 Objective

To ensure young drivers are aware of the risks and legal consequences of their driving behaviour.

4.5.2 Action

1. Encourage the involvement of police as partners in community projects
2. Optimise enforcement to address young driver risks
3. Increase the perceived probability of detection and the likelihood of being penalised for illegal behaviour.

4.6 Legislation

4.6.1 Objective

To achieve consistency in legislation across jurisdictions.

4.6.2 Action

1. Implement mandatory carriage of licence for drivers of all ages and licence classes in all jurisdictions.
2. Update legislation to coincide with current practices (eg lower BACs, length of learners permit and provisional licence)

4.7 Research and Evaluation

4.7.1 Objective

To improve the evaluation of young driver programs and develop a better understanding of what can be done to reduce the over-representation of young drivers in crashes.

4.7.2 Action

1. Continue research into the scope and costs of youth road trauma
2. Improve the understanding of the perspective and attitudes of youth amongst program developers.
3. Improve data analysis and program targeting.
4. Determine the stage of driver development when programs to improve cognitive skills will be most effective.
5. Continue evaluation of programs to determine their usefulness and degree of success.

4.8 Coordination and integration

4.8.1 Objective

To ensure that all agencies and jurisdictions share information and program evaluations to maximise benefits for all Australian youth.

4.8.2 Actions

1. Develop 'Best Practice' guidelines, including guidelines for licensing, education and involvement of youth.
2. Promote coordination between agencies, including the health industry and police.
3. Seek bipartisan commitment for provision of resources.
4. Adopt similar benchmarking to that undertaken in the health industry to identify and improve performance indicators.
5. Promote better information about transport alternatives with public transport agencies.
6. Improve systems for information exchange between jurisdictions and agencies.

4.9 Additional Actions

1. Enhance public education on alternative transport options, including providing information on location of bus stops or train stations, taxi ranks and details about timetables.
2. Encourage the provision of alternative transport options.

5. Working Party and Contributors to Youth Road Safety Strategies Workshop

Fiona Green, ARRB Transport Research Ltd

Ray Taylor, ARRB Transport Research Ltd

John Catchpole, ARRB Transport Research Ltd

Olga MacKenzie, VicRoads

David South, VicRoads

Nina Lyhne, Department of Transport, Western Australia

Trevor Bailey, Transport South Australia

Clive Williams, Queensland Transport

Jim Langford, Department of Infrastructure, Energy and Resources, Tasmania

Pam Leicester, NRMA Ltd

Stephen Gray, NRMA Ltd

Jennifer McLeod, NRMA Ltd

David Piper, NRMA Ltd

Tom Triggs, Monash University Accident Research Centre

Warren Harrison, Monash University Accident Research Centre

Catherine Richardson, Roads and Traffic Authority NSW

Paul Graham, Land Transport Safety Authority, New Zealand

Megan Ferguson, Centre for Accident Research and Road Safety Queensland

Anne Harris, RACV Ltd

John Wikman, RACQ Ltd

Gill Browne, Motor Accidents Authority

Robin Anderson, ACT Department of Urban Services

Ross Marriner, Department of Education Northern Territory

Senior Sergeant Greg Deimos, Victoria Police

Ian Hughes, Dynamic Outcomes

INFORMATION RETRIEVAL

Austrroads (2000), **Youth Road Safety**, Sydney, A4, 31pp, AP-R159/00

KEYWORDS:

youth; road safety; strategy; Australia

ABSTRACT:

Youth are over-represented in road crashes in Australia. During 1996, young people were involved in 41% of fatal crashes and 37% of hospitalisation crashes in Australia. In 1997 youth were involved in a total of 8,513 fatal and hospitalisation crashes. To address the issue of youth involvement in road crashes, Austrroads has undertaken to develop a National Action Plan for Youth Road Safety for consideration within the National Action Plan for Road Safety being developed by Australian Transport Safety Bureau.

Each jurisdiction in Australia and in New Zealand has developed strategies to address the issue of young driver involvement in road crashes. Strategies included developing integrated driver education and training programs; improving graduated licensing schemes where required; involving youth in the development of programs; and funding research projects to establish a better understanding of youth road safety issues.

This document comprises a set of recommended strategies for addressing youth road safety issues. The strategies listed below are based on outcomes from the Youth Road Safety Workshop held in Melbourne in April 1999.



Austrroads publishes a large number of guides and reports. Some of its publications include:

AP-1/89	Rural Road Design		
AP-8/87	Visual Assessment of Pavement Condition		
Guide to Traffic Engineering Practice			
AP-11.1/88	Traffic Flow	AP-11.9/88	Arterial Road Traffic Management
AP-11.2/88	Roadway Capacity	AP-11.10/88	Local Area Traffic Management
AP-11.3/88	Traffic Studies	AP-11.11/88	Parking
AP-11.4/88	Road Crashes	AP-11.12/88	Roadway Lighting
AP-11.5/88	Intersections at Grade	AP-11.13/95	Pedestrians
AP-11.6/93	Roundabouts	AP-11.14/99	Bicycles
AP-11.7/88	Traffic Signals	AP-11.15/99	Motorcycle Safety
AP-11.8/88	Traffic Control Devices		
AP-12/91	Road Maintenance Practice		
AP-13/91	Bridge Management Practice		
AP-14/91	Guide to Bridge Construction Practice		
AP-15/96	Australian Bridge Design Code		
AP-17/92	Pavement Design		
AP-18/96	RoadFacts 96		
AP-22/95	Strategy for Pavement Research and Development		
AP-23/94	Waterway Design, A Guide to the Hydraulic Design of Bridges, Culverts & Floodways		
AP-26/94	Strategy for Structures Research and Development		
AP-29/98	Austrroads Strategic Plan 1998–2001		
AP-30/94	Road Safety Audit		
AP-34/95	Design Vehicles and Turning Path Templates		
AP-36/95	Adaptions and Innovations in Road & Pavement Engineering		
AP-38/95	Guide to Field Surveillance of Quality Assurance Contracts		
AP-40/95	Strategy for Ecological Sustainable Development		
AP-41/96	Bitumen Sealing Safety Guide		
AP-42/96	Benefit Cost Analysis Manual		
AP-43/98	National Performance Indicators		
AP-44/97	Asphalt Recycling Guide		
AP-45/96	Strategy for Productivity Improvements for the Road Transport Industry		
AP-46/97	Strategy for Concrete Research and Development		
AP-47/97	Strategy for Road User Cost		
AP-48/97	Australia at the Crossroads, Roads in the Community — A Summary		
AP-49/97	Roads in the Community — Part 1: Are they doing their job?		
AP-50/97	Roads in the Community — Part 2: Towards better practice		
AP-51/98	Electronic Toll Collection Standards Study		
AP-52/97	Strategy for Traffic Management Research and Development		
AP-53/97	Strategy for Improving Asset Management Practice		
AP-54/97	Austrroads 1997 Bridge Conference Proceedings — Bridging the Millennia		
AP-55/98	Principles for Strategic Planning		
AP-56/98	Assessing Fitness to Drive		
AP-57 & 58/98	Cities for Tomorrow — Better Practice Guide & Resource Document		
AP-59/98	Cities for Tomorrow — CD		
AP-60/98	Guide to Stabilisation in Roadworks		
AP-61/99	Australia Cycling 1999-2004 — The National Strategy		
AP-62/99	e-transport — The National Strategy for Intelligent Transport Systems		
AP-63/00	Guide to the Selection of Road Surfacing		

These and other Austrroads publications may be obtained from:

ARRB Transport Research Ltd	Telephone: +61 3 9881 1547
500 Burwood Highway	Fax: +61 3 9887 8144
VERMONT SOUTH VIC 3131	Email: donm@arrb.org.au
Australia	Website: www.arrb.org.au

or from road authorities, or their agent in all States and Territories; Standards New Zealand; Standards Australia & Bicycle New South Wales.