



## Support for rural and regional learner drivers



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The motto of the coat of arms for the state of New South Wales is “Orta recens quam pura nites”. It is written in Latin and means “newly risen, how brightly you shine”.

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# Membership

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## Chair's foreword and summary

In New South Wales, turning 16 entitles you to apply for a learner driver licence. For some, progressing through the Graduated Licensing Scheme's testing stages can be a high priority due to a significant need and want for a driver licence.

A driver licence can facilitate access to education, training, employment, legal services, housing, healthcare and social connections and has been shown to encourage pro-social behaviour and aid personal independence. This is particularly important in rural and regional areas where distances between services may be significant.

Progressing through the Graduated Licensing Scheme (GLS) is not an identical process for all people across the state. Some social groups, such as people in rural and regional areas, may experience significant difficulties in obtaining their licence due to structural and social barriers. These unique barriers include people having insufficient identification documents, inadequate access to driving instructors and programs, and information about those programs, as well as a lack of access to safe vehicles to drive. Some people may also experience literacy and numeracy difficulties.

Submissions received by the Committee strongly supported the provision of greater testing and driving services for rural and regional learner drivers. This support varied between stakeholders but tended to focus on three areas of reform. Firstly, in support services available for people in preparation for testing. Secondly, in support for people during testing, including through changes to testing formats. And thirdly, in the provision of support when obtaining a learner licence, such as through increased mentoring and driving programs.

For some stakeholders, obtaining original identification documents is considered the 'first hurdle' to obtaining a driver licence, as the cost and process associated with that application are considered cumbersome. As such, the Committee recommended that the Department of Customer Service review how access to identification documentation can be improved and streamlined, and how costs associated with applications can be subsidised or waived when required for a driver licence application.

The Committee heard about the difficulty of obtaining a driver licence in circumstances where the applicant may have low literacy and, or numeracy levels. The Committee considered this evidence and makes recommendations relating to enhancing the format of the Driver Knowledge Test as well as support that may be afforded during that test to make it more accessible.

Access to structured driving programs and qualified driving instructors was considered to be one of the greatest barriers for drivers in rural and regional areas progressing through the GLS. Stakeholders told the Committee that eligibility requirements and availability of programs and instructors meant that drivers were inadequately supported throughout completion of their mandatory 120 hours of on road driving experience. A number of recommendations are made to broaden the eligibility requirements of programs as well as for providing financial support for participation in programs where required.

The Committee was told that learner drivers in rural and regional areas tend to learn to drive in older vehicles which have lower safety ratings than newer vehicles. Older vehicles are used due

to the higher cost associated with driving a newer vehicle, such as the purchase price and fuel costs. In response, the Committee recommends that Transport for NSW consider implementing a vehicle accessibility scheme to assist with the purchase or hire of safe vehicles for rural and regional learner drivers.

The Committee also considered stakeholder views on the effectiveness of driving simulators and their compatibility with the GLS. Some stakeholders expressed support for the use of driving simulators in rural and regional areas, noting their use in diversifying a driver's experience. Other stakeholders, including Transport for NSW, had reservations about their effectiveness in teaching skills that could be transferred to the on-road reality. For these reasons the Committee has recommended that Transport for NSW trial the use of simulators to determine their effectiveness in supporting learner drivers.

Changes to the GLS, driving programs, and regulatory frameworks for professional driving instructors were also examined. These changes followed on from the Committee's 2017 report on *Driver Education, Training and Road Safety*.

The Committee hopes that the 21 recommendations set out in this report ultimately strengthen the support available to prospective and current learner drivers as they progress through the GLS.

On behalf of the Committee, I thank all those who made a submission and gave evidence in this inquiry. Their contributions greatly helped the Committee understand the extent to which barriers are impeding access to a driver licence and consequently, impeding access to a range of services in rural and regional areas across the state.

I thank all members of the Committee for their informed and valuable contributions to this report. I also thank the Committee staff for their support.



The Hon. Lou Amato MLC  
Chair

## Findings and recommendations

Finding 1 \_\_\_\_\_ 1

Barriers to accessing a drivers licence may lead to employment, health, education, legal and social challenges for rural and regional learner drivers. These barriers include that:

- Some people face challenges in being able to present sufficient identification documents in order to apply for a driver licence.
- Some people face literacy and numeracy challenges, resulting in the Driver Knowledge Test being less accessible to them.
- Learner drivers face significant barriers to accessing driving programs and instructors.
- Many drivers learn in vehicles with low safety ratings due to insufficient safe cars being available or affordable.

Recommendation 1 \_\_\_\_\_ 4

That the Department of Customer Service review how access to identification documentation can be improved and streamlined.

Recommendation 2 \_\_\_\_\_ 4

That the Department of Customer Service consider subsidising or waiving the cost of obtaining identification documentation when rural and regional residents apply for a driver licence.

Recommendation 3 \_\_\_\_\_ 6

That Transport for NSW review the Driver Knowledge Test, including the format in which it is delivered, to ensure the test is accessible to people who experience literacy and numeracy difficulties and people with disability.

Recommendation 4 \_\_\_\_\_ 9

That Transport for NSW expand the Safer Drivers Course to make it available to persons above 25 years of age in rural and regional areas.

Recommendation 5 \_\_\_\_\_ 9

That Transport for NSW waive the fee for participation in the Safer Drivers Course for people in rural and regional areas.

Recommendation 6 \_\_\_\_\_ 9

That Transport for NSW streamline the Safer Drivers Course application process so that applications can be lodged online and that applicants are provided with a list of local course providers.

Recommendation 7 \_\_\_\_\_ 9

That Transport for NSW make the Driver Licensing Access Program available in all rural and regional local government areas.

Recommendation 8 \_\_\_\_\_ 9

That Transport for NSW review the Driver Licensing Access Program with a view to making the program ongoing in rural and regional areas.

Recommendation 9 \_\_\_\_\_ 10

That the NSW Government liaise with the Australian Government to review eligibility criteria for participation in the Keys2Drive Program with a view to making it more accessible.

Recommendation 10 \_\_\_\_\_ 15

That Transport for NSW investigate the creation of a data-sharing portal for local councils and driver mentoring programs so that information can be shared between them and that this consolidated information be made available to the public.

Recommendation 11 \_\_\_\_\_ 16

That Transport for NSW investigate implementing structured mentoring programs for rural and regional learner drivers in consultation with local councils.

Recommendation 12 \_\_\_\_\_ 16

That Transport for NSW offer formal road safety training for parents or guardians supervising learner drivers.

Recommendation 13 \_\_\_\_\_ 16

That Transport for NSW subsidise professional driving lessons for rural and regional learner drivers.

Recommendation 14 \_\_\_\_\_ 16

That Transport for NSW develop a program to increase the number of rural and regional driving instructors.

Recommendation 15 \_\_\_\_\_ 16

That Transport for NSW consider that a learner driver be able to apply for their provisional 1 licence without completing 120 hours of driving if a qualified driving instructor believes that they are competent in their driving skills. That Transport for NSW investigate options to reduce the number of hours.

Recommendation 16 \_\_\_\_\_ 19

That Transport for NSW investigate a vehicle accessibility scheme to assist with the purchase or hire of safe vehicles for rural and regional learner drivers.

Recommendation 17 \_\_\_\_\_ 20

That Transport for NSW, in consultation with local councils, investigate providing rural and regional local councils with vehicles to be used for lessons by learner drivers.

Finding 2 \_\_\_\_\_ 22

Further review and evaluation on the effectiveness, safety and feasibility of driving simulators is required.

Recommendation 18 \_\_\_\_\_ 22

That Transport for NSW trial the use of driving simulators, particularly in rural and regional areas, to determine their effectiveness in supporting learner drivers to obtain their licence.

Recommendation 19 \_\_\_\_\_ 28

That Transport for NSW, in consultation with the Department of Education, investigate integrating driver training into stages 5 and 6 of the school curriculum for students in rural and regional areas.

Recommendation 20 \_\_\_\_\_ 28

That Transport for NSW consider providing schools in rural and regional areas with access to a driver training program, including access to a professional driving instructor, if such programs cannot be formally included in the school curriculum.

Recommendation 21 \_\_\_\_\_ 34

That the NSW Government consult with the Australian Government to create a publicly accessible database of all driving programs offered across Australia.

# Chapter One – Accessing a driver licence

## Barriers to accessing a driver licence

### Summary

Rural and regional learner drivers face unique barriers to obtaining a driver licence. Barriers include inadequate access to driving programs and instructors, inadequate access to safe vehicles to learn on, and, in some circumstances, can include lower literacy and numeracy skills. Not having a licence can lead to reduced or no access to employment, health services, legal services training, education and social freedom.

### Finding 1

Barriers to accessing a drivers licence may lead to employment, health, education, legal and social challenges for rural and regional learner drivers. These barriers include that:

- Some people face challenges in being able to present sufficient identification documents in order to apply for a driver licence.
- Some people face literacy and numeracy challenges, resulting in the Driver Knowledge Test being less accessible to them.
- Learner drivers face significant barriers to accessing driving programs and instructors.
- Many drivers learn in vehicles with low safety ratings due to insufficient safe cars being available or affordable.

- 1.1 A driver licence is an important formal identification document that can facilitate access to education, training, employment, legal services, housing, healthcare, social connections, and community. Access to a driver licence has been shown to encourage pro-social behaviour<sup>1</sup> and aid personal autonomy, to the extent that a licence may be considered independence in and of itself.<sup>2</sup>
- 1.2 Some social groups may experience barriers to obtaining a driver licence to a greater degree. This includes young people, people of low socioeconomic backgrounds, people with limited literacy and numeracy, single parent families, people from families with multiple children, people in rural and regional areas, people with disability, Aboriginal and Torres Strait Islander peoples, or people experiencing mental health issues. These barriers have been shown to result in not only difficulties in obtaining a driver licence but may also lead to wider experiences of social isolation.<sup>3</sup>

<sup>1</sup> [Submission 31](#), Office of the Advocate for Children and Young People (ACYP), pp [1-2](#).

<sup>2</sup> [Submission 5](#), Shoalhaven City Council, p [1](#); [Submission 27](#), The Association of Independent Schools of NSW, (AISNSW) p [2](#).

<sup>3</sup> [Submission 41](#), Australasian College of Road Safety – New South Wales Chapter (ACRS), p [6](#).

- 1.3 Prospective and current rural and regional drivers in NSW face their own unique barriers to obtaining a driver licence that have the potential to result in reduced or no access to employment, health services, education and social freedom.<sup>4</sup> These barriers, listed below, will be examined throughout this chapter:
- Need to obtain identification documents.
  - Literacy and numeracy challenges.
  - Inadequate access to driving programs.
  - Insufficient information about driving programs.
  - Lack of access to driving instructors.
  - Access to safe vehicles.
- 1.4 Throughout the inquiry the Committee heard that access to a driver licence for rural and regional learner drivers is impeded in part by geography, but also factors such as access to a supervisor, financial means to learn how to drive, and living in an area where driving lessons are available.<sup>5</sup>
- 1.5 Stakeholders had a nuanced understanding of the challenges faced by learner drivers in rural and regional areas, emphasising how physical distance alone is not the only barrier. As Mr John Southon, Principal at Trundle Central School told the Committee:
- I believe geographic inequality is enhanced by the current learner permit system. The current system seems to assume that every young person has access to a competent, reliable, licensed driver and has the financial capacity to learn to drive, lives in a location where professional lessons are available and has access to a car.
- .... The failure to learn to drive in isolated rural settings has long-term effects more pronounced in highly marginalised groups such as Indigenous teenagers. One-hundred-and-twenty hours are unachievable, forcing many of my students to give inflated false entries in their log books.<sup>6</sup>
- 1.6 Transport for NSW recognised the benefits of a driver licence for rural and regional residents caused by their limited access to public transport and long distances from services.<sup>7</sup> This is in contrast to metropolitan residents who can readily access an array of train, bus, light rail and ferry services, and other services that run to a frequent timetable.<sup>8</sup> Metropolitan learner drivers may also likely have greater

<sup>4</sup> Ms Suzan Mehmet, Road Safety Coordinator, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, p 5; Ms Rebecca Copping, Road Safety Officer, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 7; Ms Meryl Hinge, Road Safety Officer, Yass Valley Council, [Transcript of evidence](#), 30 November 2021, p 8; Mr Mark Riley, General Manager, Bourke Shire Council, [Transcript of evidence](#), 30 November 2021, pp 8-9; Mr John Southon, Principal, Trundle Central School, [Transcript of evidence](#), 7 December 2021, p 33; [Submission 22](#), Youth Action, p 13; [Submission 31](#), ACYP, pp 1-2.

<sup>5</sup> Ms Hinge, Yass Valley Council, [Transcript of evidence](#), 30 November 2021, p 8; Mr Southon, Trundle Central School, [Transcript of evidence](#), 7 December 2021, p 30.

<sup>6</sup> Mr Southon, Trundle Central School, [Transcript of evidence](#), 7 December 2021, p 30.

<sup>7</sup> [Submission 42](#), NSW Government, p 10.

<sup>8</sup> Transport for NSW, [Trip Planner](#), NSW Government, webpage, viewed 19 March 2022.

access to private taxis, short term rental car services and ridesharing services, which can provide alternatives to independent driving.

*The 'spiral effect'*

- 1.7 Lack of access to a driver licence may also lead to rural and regional residents having greater interactions with law enforcement, as well as reduced access to 'appropriate justice'.<sup>19</sup>
- 1.8 Just Reinvest NSW referred to the Audit Office of New South Wales' report on *Improving Legal and Safe Driving among Aboriginal People* to submit that a lack of access to licensing and training reduces an accused person's access to legal services or courts.<sup>20</sup> The Committee understands this may result in increased instances of litigants self-representing, missed court dates and a greater demand for retrospective court hearings, such as annulments.
- 1.9 The Committee received evidence that barriers to accessing a licence have caused a 'spiral effect' of people not obeying the law and increased disadvantage for young people in rural and regional areas.<sup>21</sup>
- 1.10 The Committee was told that disadvantage may develop where young people begin to drive unlicensed from a young age and face 'fines, further suspensions, arrests and imprisonment'.<sup>22</sup> This is further exacerbated by it being common for young people in rural and regional areas to begin driving before they are legally eligible to.<sup>23</sup>
- 1.11 Youth Action stated that since the Committee's 2017 report, *Driver Education, Training and Road Safety*,<sup>24</sup> which found that targeting unlicensed drivers was necessary for improving road safety outcomes, there have been 'consistently high' numbers of drivers charged with licencing related offences. It further said that investing in programs to help young people obtain their licence could reduce their contact with the criminal justice system.<sup>25</sup> The Committee's *Driver Education, Training and Road Safety* report is discussed in detail in Chapter Five.
- 1.12 A related problem raised includes where a young person has their licence suspended for fine default, which may be unrelated to driving offences. Youth Action pointed out that this creates a 'cyclical problem' for young people in rural and regional areas as they cannot afford to pay their fine/s and are not able to

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<sup>9</sup> [Submission 35](#), Just Reinvest NSW, p 4 – as referenced in Audit Office of New South Wales, *New South Wales Auditor-General's Report: Performance Audit – Improving Legal and Safe Driving among Aboriginal People*, Audit report, December 2013, p 21.

<sup>10</sup> [Submission 35](#), Just Reinvest NSW, p 4 – as referenced in – *Improving Legal and Safe Driving among Aboriginal People*, p 21.

<sup>11</sup> Mr Riley, Bourke Shire Council, [Transcript of evidence](#), 30 November 2021, pp 8-9; [Submission 31](#), ACYP, pp 1-2.

<sup>12</sup> [Submission 31](#), ACYP, pp 1-2.

<sup>13</sup> Mr Michael Lane, National Media Liaison Officer, National Motorists Association Australia (NMAA), [Transcript of evidence](#), 7 December 2022, p 25; Mr Dominic Teakle, Chief Executive Officer, Police Citizens Youth Club NSW (PCYC), [Transcript of evidence](#), 7 December 2022, p 3.

<sup>14</sup> Joint Standing Committee on Road Safety (Staysafe), *Driver Education, Training and Road Safety*, Report 3/56, Parliament of New South Wales, 21 September 2017.

<sup>15</sup> [Submission 22](#), Youth Action NSW, p 12.

drive to work to generate income.<sup>16</sup> It also highlighted that this disproportionately impacts Aboriginal and Torres Strait Islander peoples, who are three times more likely than non-Indigenous Australians to face licence suspension due to fine default.<sup>17</sup>

## Accessing original identification documents as the 'first hurdle'

### Summary

People in rural and regional areas may not have enough identification documents to be eligible to sit the Driver Knowledge Test. This is considered to be the first obstacle in obtaining a driver licence for people in these areas.

### Recommendation 1

**That the Department of Customer Service review how access to identification documentation can be improved and streamlined.**

### Recommendation 2

**That the Department of Customer Service consider subsidising or waiving the cost of obtaining identification documentation when rural and regional residents apply for a driver licence.**

#### *Barriers to obtaining identification documents*

- 1.13 Some rural and regional residents may experience difficulty in applying for a driver licence due to the onerous process of first obtaining identification documents (ID). The Committee was told that a lack of access to these documents is a deterrent for rural and regional Aboriginal and Torres Strait Islander peoples due to the steps and cost involved in applying for the documents.<sup>18</sup>
- 1.14 Access to original identification is considered 'the first hurdle'<sup>19</sup> to obtaining a drivers licence. ID is required in order for a person to sit the Driver Knowledge Test (DKT), which is the first stage in the Graduated Licensing Scheme. ID, in addition to a driver licence, is also required for a person to progress to provisional 1, provisional 2 and full licences.
- 1.15 Service NSW requires an applicant to have three forms of ID in order to sit the DKT.<sup>20</sup> Two of those documents are categorised as 'list 1' documents such as a birth certificate, valid passport or travel document. A further form of identification, a 'list 2' document, can include a Medicare card or bank account statement.<sup>21</sup>

<sup>16</sup> [Submission 22](#), Youth Action NSW, p 12.

<sup>17</sup> [Submission 22](#), Youth Action NSW, p 12.

<sup>18</sup> Ms Jenny Lovric, Manager, Community Engagement & Partnerships, Just Reinvest NSW, [Transcript of evidence](#), 7 December 2021, p 13.

<sup>19</sup> Ms Zoë Robinson, Advocate for Children and Young People, Office of the NSW Advocate for Children and Young People (ACYP), [Transcript of evidence](#), 7 December 2021, p 2.

<sup>20</sup> Service NSW, [Proving your identity](#), NSW Government, webpage, viewed 22 March 2022.

<sup>21</sup> [Proving your identity](#), viewed 22 March 2022.

- 1.16 Further, the requirement by Service NSW that only original identification may be used in licence applications creates a further barrier as it requires people to retain their original ID documents. Service NSW does not accept copies of ID for the purposes of the DKT – all identification must be original, not certified or laminated.<sup>22</sup>
- 1.17 The Committee was told the process of applying for original ID from Births, Deaths and Marriages may be difficult for some applicants due to the application steps and associated cost.<sup>23</sup> An application for ID requires the applicant to possess other forms of ID and the payment of a fee.<sup>24</sup> For example, to apply for an original birth certificate online, an applicant must enter their birth registration details, their applicant details, complete a reCAPTCHA verification, decide on the type of certificate they are seeking, confirm delivery and order details, and have available to them three copies of their own pre-existing ID. This means they must have access to a scanner or camera to be able to upload the documentation, read and acknowledge a declaration<sup>25</sup> and make a payment of at least \$60 using a credit/debit card.<sup>26</sup>
- 1.18 A standard processing period for an online application may take up to seven weeks. An option to pay an additional \$28 for priority service may expedite the processing time by up to four weeks.<sup>27</sup>
- 1.19 Recent statistics show the majority of learner drivers are aged 16-19.<sup>28</sup> Given the relative youth of the majority of learner drivers the Committee understands that young people may not have had a prior need for ID. As such, the Committee understands young people are unlikely to have sufficient documentation to support the application for ID and further, may not be able to afford the application process.
- 1.20 Outside of the need for ID for the purpose of obtaining a driver licence, the Committee considers this process may also be onerous on someone who cannot afford the fee or does not have appropriate forms of ID to support their application. It is for these reasons the Committee also recommends that the Department of Customer Service review how access to ID can be improved generally.
- 1.21 The Committee commends stakeholders such as the Advocate for Children and Young People (ACYP) and Police and Community Youth Club (PCYC) for their efforts in assisting rural and regional residents with obtaining identification documents. As the PCYC noted, identification is a fundamental issue when it comes to applying for a driver licence.<sup>29</sup> The success of the PCYC's services to young people and

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<sup>22</sup> [Proving your identity](#), viewed 22 March 2022.

<sup>23</sup> Ms Lovric, Manager, Just Reinvest NSW, [Transcript of evidence](#), 7 December 2021, p 13.

<sup>24</sup> Ms Lovric, Manager, Just Reinvest NSW, [Transcript of evidence](#), 7 December 2021, p 13.

<sup>25</sup> Service NSW, [Apply for a birth certificate](#), NSW Government, webpage, viewed 22 March 2022.

<sup>26</sup> Service NSW, [Birth Certificates](#), NSW Government, webpage, viewed 23 March 2022.

<sup>27</sup> [Birth Certificates](#), viewed 27 May 2022.

<sup>28</sup> Transport for NSW, [Licensing, License class by licence type by licence holder's age group as at \(quarter/year\)](#), Statistics table, NSW Government, webpage, viewed 23 March 2022.

<sup>29</sup> Mr Teakle, PCYC, [Transcript of evidence](#), 7 December 2021, p 2.

ACYP's Griffith Project have enabled students to access identification documents from Births, Deaths and Marriages at no cost.<sup>30</sup>

- 1.22 With the success of this initiative, the Committee recommends that Service NSW consider subsidising or waiving the cost of obtaining ID when rural and regional residents apply for a driver licence. The Committee considers that waiving the application fee may remove one barrier to obtaining a driver licence, particularly for young people who often may not have their own source of income.

## Literacy and numeracy challenges

### Summary

People in rural and regional areas may face difficulty sitting the Driver Knowledge Test due to comparatively low literacy and numeracy levels.

### Recommendation 3

That Transport for NSW review the Driver Knowledge Test, including the format in which it is delivered, to ensure the test is accessible to people who experience literacy and numeracy difficulties and people with disability.

- 1.23 Passing the Driver Knowledge Test (DKT) is the first formal test involved in obtaining a driver licence. The test is administered by Service NSW centres across the state. This stage in the NSW learner driving process is the first stage under the Graduated Licensing Scheme that all Australian states observe, with slight variations between each state. In NSW, the Graduated Licensing Scheme follows the below stages:

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<sup>30</sup> Mr Teakle, PCYC, [Transcript of evidence](#), 7 December 2021, p [2](#); Ms Robinson, ACYP, [Transcript of evidence](#), 7 December 2021, p [2](#).



**Must pass the driver knowledge test (DKT)**

- **Duration:** Hold for a minimum of 12 months.
- **Restrictions:** 90km/hour speed limit, drivers aged 16-25 years to complete 120 hours of supervised on road driving including 20 hours of night driving.
- **Demerit points:** Four demerit point threshold.



**Must pass the Hazard Perception Test (HPT) and an on-road driving assessment.**



- **Duration:** Hold for a minimum of 12 months.
- **Restrictions:** 90km/hour speed limit, zero blood alcohol content limit (BAC), high performance vehicle restrictions, mobile phone ban, peer passenger restrictions (11pm and 5am) for drivers under 25 years, minimum driver age 17 years.
- **Demerit points:** Four demerit point threshold.



**No test**



- **Duration:** Hold for a minimum of 24 months, with tenure extended by six months for high-risk drivers.
- **Restrictions:** 100km/hour speed limit, zero BAC, high performance vehicle restrictions and mobile phone ban.
- **Demerit points:** Seven demerit point threshold.



**No test**



- **Duration:** Unlimited, unless cancelled, suspended or disqualified from driving.
- **Restrictions:** No restrictions on speed limit, 0.05 BAC.
- **Demerit points:** Thirteen demerit point threshold.

- 1.24 The DKT contains 45 questions relating to testing generally as well as specific road rules. Tests are completed on a computer at Service NSW centres across the state. Practise tests are available online in English, Arabic, Chinese, Hrvatski, Greek, Korean, Serbian, Spanish, Turkish and Vietnamese.<sup>31</sup>
- 1.25 Throughout the inquiry, the Committee heard a number of concerns with the format of the DKT, including that the test is not accessible to people who experience literacy and numeracy difficulties and people with disability. For example:
- *The learner driver test often involves sentences and quite a bit of reading and literacy, a high level of literacy is required for that, probably higher than interpreting road signs.*<sup>32</sup>
  - *Literacy levels, also people with a disability, it is very hard, particularly in rural situations where there's probably multiple issues in a home that's preventing a number of people from getting their licence.*<sup>33</sup>
  - *It's really important that people with low levels of literacy are able to access support in the community to help them get their L plates, in the first place.*<sup>34</sup>
- 1.26 Stakeholders supported a review of the DKT through various strategies. Eurobodalla Shire Council recommended additional modes of support, such as different modules that people with learning difficulties or people with disability could use to help them pass the DKT.<sup>35</sup>
- 1.27 The Advocate for Children and Young People similarly recommended a review into changing the way that people prepare for the DKT so that they are 'learning in a different way.'<sup>36</sup>
- 1.28 Police Citizens Youth Club (PCYC) strongly supported young people being involved in the design process of the DKT. They viewed a revision of the test as a way to combat stigma associated with failure in a test setting:

I think the co-design with young people is important because you have got to see it through their lens at that point of time because it could be as simple as a stigma. In other words, they get into a test situation and they do not feel supported and they walk before they are able to complete the test. It is just the stigma of failure that they are so disadvantaged, potentially, that they are afraid of failure so they do not do it. We find success in more hands-on class tutorials.<sup>37</sup>

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<sup>31</sup> Transport for NSW, [Practice Test – Select Language](#), NSW Government, webpage, viewed 17 May 2022.

<sup>32</sup> Mr Darryl Buchanan, Associate Chief Executive, The Association of Independent Schools of NSW (AISNSW), [Transcript of evidence](#), 7 December 2021, p 30.

<sup>33</sup> Ms Kim Bush, Divisional Manager, Community Development and Participation, Eurobodalla Shire Council, [Transcript of evidence](#), 30 November 2021, p 9.

<sup>34</sup> Ms Bush, Eurobodalla Shire Council, [Transcript of evidence](#), 30 November 2021, pp 17-18.

<sup>35</sup> Ms Bush, Eurobodalla Shire Council, [Transcript of evidence](#), 30 November 2021, p 9.

<sup>36</sup> Ms Robinson, ACYP, [Transcript of evidence](#), 7 December 2021, p 4.

<sup>37</sup> Mr Teakle, PCYC, [Transcript of evidence](#), 7 December 2021, p 4.

- 1.29 Other recommendations included allowing a reader to assist the applicant, simplifying the DKT, including greater interpretation of road signs as opposed to words, and increasing online interaction.<sup>38</sup>
- 1.30 The Committee acknowledges the work of Transport for NSW in its current review of an online learner licensing education and testing program. Transport for NSW told the Committee the program will 'enhance the learner licensing journey by providing a combined online education and testing portal in a more interactive, engaging and accessible way.'<sup>39</sup> Transport for NSW also said the program will align NSW with Victoria, Queensland and Tasmania in providing online education and testing portals for prospective learner drivers.<sup>40</sup>

## Inadequate access to driving programs

### Summary

Rural and regional learner drivers face difficulty accessing driving programs due to there being insufficient programs offered and strict eligibility requirements in programs that are available. Expanding eligibility requirements of existing programs may alleviate this barrier.

### Recommendation 4

That Transport for NSW expand the Safer Drivers Course to make it available to persons above 25 years of age in rural and regional areas.

### Recommendation 5

That Transport for NSW waive the fee for participation in the Safer Drivers Course for people in rural and regional areas.

### Recommendation 6

That Transport for NSW streamline the Safer Drivers Course application process so that applications can be lodged online and that applicants are provided with a list of local course providers.

### Recommendation 7

That Transport for NSW make the Driver Licensing Access Program available in all rural and regional local government areas.

### Recommendation 8

That Transport for NSW review the Driver Licensing Access Program with a view to making the program ongoing in rural and regional areas.

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<sup>38</sup> Mr Buchanan, AISNSW, [Transcript of evidence](#), 7 December 2021, pp [29-30](#); Mr Teakle, PCYC, [Transcript of evidence](#), 7 December 2021, p [4](#).

<sup>39</sup> Mr Bernard Carlon, Chief – Centres for Road and Maritime Safety, Environment and Regulation, Transport for NSW, [Transcript of evidence](#), 7 December 2021, p [30](#).

<sup>40</sup> Mr Carlon, Transport for NSW, [Transcript of evidence](#), 7 December 2021, p [30](#).

### Recommendation 9

**That the NSW Government liaise with the Australian Government to review eligibility criteria for participation in the Keys2Drive Program with a view to making it more accessible.**

- 1.31 People in rural and regional areas face significant challenges in accessing driving programs. Barriers include the strict eligibility requirements of some programs as well as there being insufficient programs to meet local driving demands. One consequence of a lack of access to structured driving programs and driving supervisors is that learner drivers may adopt incorrect or unsafe driving habits from their parents or guardians.<sup>41</sup> The Committee understands a learner driver deprived of the appropriate driver education may expose that driver to an increased risk of being involved in driving incidents or fatalities.
- 1.32 The Committee heard evidence about programs such as the Safer Drivers Course, Driver Licensing Access Program and the Commonwealth funded Keys2Drive Program which are each aimed at assisting learner drivers with driver education and attaining 120 hours of driving experience. Each program has different eligibility requirements and accepts drivers into their programs based on factors such as the number of hours a driver has completed, the age of the driver and the ethnographic background of the driver.<sup>42</sup>
- 1.33 Throughout the inquiry the Committee heard that people in rural and regional areas may be excluded from accessing driving programs due to being unaware of program options,<sup>43</sup> the high cost of those programs,<sup>44</sup> their limited or sporadic delivery,<sup>45</sup> ineligibility<sup>46</sup> or there being insufficient participants to run full programs resulting in their cancellation.<sup>47</sup>
- 1.34 The Committee views structured driving programs such as the Safer Drivers Course and the Driver Licensing Access Program as crucial to the education of learner drivers as they progress through the Graduated Licensing Scheme. These programs provide drivers with key management and safety techniques which can be transferred and adapted to various driving contexts. The Committee also views programs as crucial to diversifying a learner driver's driving experience.

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<sup>41</sup> Mr Nathan McBriarty, Traffic and Transport Unit Leader, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 5; Mr Michael Timms, Treasurer and Committee Member, Australasian College of Road Safety – NSW Chapter (ACRS), [Transcript of evidence](#), 7 December 2021, p 37.

<sup>42</sup> Service NSW, [NSW Safer Drivers Course](#), NSW Government, webpage viewed 22 March 2022; Service NSW, [Driver Licensing Access Program](#), NSW Government, webpage, viewed 23 March 2022; Department of Infrastructure, Transport, Regional Development and Communications, Keys2Drive, [Eligibility Requirements](#), Australian Government, webpage, viewed 24 March 2022.

<sup>43</sup> Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 3.

<sup>44</sup> Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, pp 4-5; Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 3.

<sup>45</sup> Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, p 4.

<sup>46</sup> Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, p 4.

<sup>47</sup> Mr Teakle, PCYC, [Transcript of evidence](#), 7 December 2021, p 3.

*Safer Drivers Course*

- 1.35 The Safer Drivers Course, funded by Transport for NSW, provides participants with a three hour face to face facilitated group education session with up to 12 learners. It also has a two-hour on-road coaching session (in-vehicle) delivered by a licensed driving instructor with two learners.<sup>48</sup> If completed, the participant will earn 20 bonus hours of log book credit to go towards their learner driver logbook. A vehicle is provided for use during the session.<sup>49</sup>
- 1.36 The program is facilitated through external providers such as PCYC, TAFE NSW and driving instruction schools. The Service NSW website contains a list of almost 250 locations which offer the program and providers may be searched for by postcode on this website.<sup>50</sup>
- 1.37 The program may be accessed at a fee of \$140 and the applicant is required to be a learner driver, aged under 25 and have completed at least 50 log book hours of driving. Applicants are required to book directly with course providers.<sup>51</sup>
- 1.38 The Committee understands the program is only available to learner drivers under the age of 25 as drivers over 25 are not required to complete 120 hours of on-road driving experience.<sup>52</sup> In light of the course only being available to persons under 25 years of age, the Committee considers a fee of \$140 may be too onerous on learner drivers who are young and may not be receiving a regular income.
- 1.39 Some stakeholders supported a recommendation that the eligibility criteria for the Safer Drivers Course be amended so that learners over the age of 25 in rural and regional drivers may participate.<sup>53</sup> Should the eligibility criteria be amended, learner drivers aged 25 and over could then be entitled to the benefits of the course's education and coaching sessions, if needed. The Committee considers this a significant benefit which would further a driver's education as they transition to a provisional licence where they can drive unsupervised.
- 1.40 Additionally, applicants may be eligible to participate in the Safer Drivers Course Disadvantage Young Learner Driver Initiative (SDC DYLDI) at no cost. The Initiative is offered for free to 1000 people from disadvantaged and, Aboriginal and Torres Strait Islander communities.<sup>54</sup> Under the Initiative a person may be eligible to participate in the program at no cost if they:
- Have a valid learner licence.
  - Are under 25 years of age.

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<sup>48</sup> [Submission 42](#), NSW Government, p 18.

<sup>49</sup> Transport for NSW, Centre for Road Safety, [Safer Drivers Course](#), NSW Government, webpage, 22 March 2022.

<sup>50</sup> Service NSW, [Find a Safer Drivers Course Provider](#), NSW Government, webpage viewed 22 March 2022.

<sup>51</sup> Service NSW, [NSW Safer Drivers Course](#), NSW Government, webpage viewed 22 March 2022.

<sup>52</sup> Ms Hinge, Yass Valley Council, [Transcript of evidence](#), 30 November 2021, p 13.

<sup>53</sup> [Licensing, License class by licence type by licence holder's age group as at \(quarter/year\)](#), viewed 23 March 2022; Ms Bush, Eurobodalla Shire Council, [Transcript of evidence](#), 30 November 2021, p 13; Ms Hinge, Yass Valley Council, [Transcript of evidence](#), 30 November 2021, p 13.

<sup>54</sup> [Safer Drivers Course](#), viewed 22 March 2022.

- Have completed at least 50 log book hours of on-road driving (excluding any 3 for 1 bonus hours).
  - Have included night driving in some of those hours.
  - Hold a current Health Care Card or Pensioner Concession Card issued by the Department of Human Services – Centrelink.
  - Currently or formerly in Out of Home Care.<sup>55</sup>
- 1.41 To apply for the SDC DYLDI, a person must complete the Safer Drivers Course Concession Application Form and then directly contact a course provider to enrol. Applicants must also provide supporting documentation such as their concession card.<sup>56</sup>
- 1.42 The Committee views this process as cumbersome, noting it obliges applicants to make their own enquiries with course providers,<sup>57</sup> a task which may be met with difficulty given the Committee was told that learners often did not know that programs are offered.<sup>58</sup>
- 1.43 As such, the Committee recommends that Transport for NSW streamline the application process; firstly by digitising the application process so that it is completely online, and secondly by shifting the obligation onto Transport for NSW who, with access to greater information, can directly provide the applicant with a list of available course providers.
- 1.44 The Committee understands that eligibility for the SDC DYLDI was expanded in April 2019 to offer free places to participants of the Driver Licensing Access Program.<sup>59</sup> However, the Committee notes a discrepancy in the eligibility criteria for the SDC DYLDI on Transport for NSW's Centre for Road Safety website and the Service NSW website. The Centre for Road Safety Website states a person may be eligible to participate in the SDC DYLDI at no cost if they are a current or former participant of a Driver Licensing Assess Program, whereas the Service NSW Website does not list that as an option.<sup>60</sup>
- 1.45 The Committee notes that the discrepancy between eligibility requirements listed on these websites may cause confusion for persons seeking to access the program. The Committee is concerned that the inconsistency in the available information may further exclude disadvantaged people from applying for programs as they believe they are not eligible to access them.

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<sup>55</sup> [NSW Safer Drivers Course](#), viewed 22 March 2022.

<sup>56</sup> [NSW Safer Drivers Course](#), viewed 22 March 2022.

<sup>57</sup> [NSW Safer Drivers Course](#), viewed 6 April 2022.

<sup>58</sup> Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 3; Ms Robinson, ACYP, [Transcript of evidence](#), 7 December 2021, p 3; [NSW Safer Drivers Course](#), viewed 30 May 2022.

<sup>59</sup> [Submission 40](#), Penrith City Council, p 2.

<sup>60</sup> Transport for NSW Centre for Road Safety, [Safer Drivers Course](#), viewed 29 June 2022; [NSW Safer Drivers Course](#), viewed 29 June 2022.

*Driver Licensing Access Program*

- 1.46 The Driver Licensing Access Program (DLAP) is a state-supported driving program. It is available to Aboriginal and Torres Strait Islander peoples, refugee and resettlement communities, communities who have limited access to transport options or who are geographically disadvantaged, vulnerable young people, such as those leaving state care, and other people experiencing social and economic hardship.<sup>61</sup>
- 1.47 Similar to the Safer Drivers Course, the DLAP is offered through external providers such as PCYC and Youthsafe.<sup>62</sup> Since 2015, 7500 people have successfully completed the program.<sup>63</sup>
- 1.48 DLAP service providers help participants with:
- Understanding road rules and road safety.
  - Improving reading, writing and computer skills to prepare for licence tests.
  - Meeting licence application requirements (e.g. getting identification documents).
  - Communicating with Service NSW and other government organisations.
  - Accessing roadworthy vehicles.
  - Helping to manage fines and debts to allow people to get their licence.<sup>64</sup>
- 1.49 In 2021 the DLAP was expanded to increase the scope of the program to include supporting people with obtaining a learner licence, on-road driving experience, progressing to a provisional licence and regaining a licence.<sup>65</sup>
- 1.50 Transport for NSW submitted that expansion of the DLAP was a core focus of the NSW Road Safety Plan 2021 with the improvements introduced in a new procurement strategy. This involved introducing a new pricing structure, changes to emphasise tailored services, on-road driving experiences that focus on practical experience, access to appropriate instructors, coaches and vehicles as well as improved geographic coverage and an expanded provider panel.<sup>66</sup>
- 1.51 Stakeholders generally valued the function of the DLAP but had concerns about its effectiveness due to it only being available for short periods of time.<sup>67</sup> For example, Just Reinvest provided in their submission that the DLAP was useful in reducing the overrepresentation of Aboriginal and Torres Strait Islander peoples facing criminal

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<sup>61</sup> [Driver Licensing Access Program](#), viewed 23 March 2022.

<sup>62</sup> [Submission 42](#), NSW Government, p [18](#).

<sup>63</sup> [Submission 30](#), Wollongong City Council, p [4](#).

<sup>64</sup> [Driver Licensing Access Program](#), viewed 24 March 2022.

<sup>65</sup> [Driver Licensing Access Program](#), viewed 23 March 2022.

<sup>66</sup> [Submission 42](#), NSW Government, pp [17-18](#).

<sup>67</sup> [Submission 35](#), Just Reinvest NSW, p [5](#).

- consequences due to unlicensed driving, but could be improved by increasing the period of time in which the program is offered.<sup>68</sup>
- 1.52 Just Reinvest also told the Committee that changing programs from 'fly-in or drive-in, drive out' services to ongoing programs would help build and maintain relationships between program providers and participants.<sup>69</sup>
- 1.53 The Committee considers long-term mentoring programs effective in providing holistic support for learner drivers, particularly young learner drivers, and would support extensions of appropriate programs in rural and regional NSW.
- 1.54 The DLAP is not offered in all local government areas, a concern the Committee understands is contributing to geographic inequality experienced by rural and regional learner drivers.<sup>70</sup> Blue Mountains City Council stated that the DLAP was not offered in their council, despite receiving requests from residents to participate.<sup>71</sup>
- 1.55 Blue Mountains City Council also told the Committee that targeting the program at select groups may create access gaps for other disadvantaged groups who do not meet the targeted audience, such as children of single parents, people on low incomes and people who do not have access to a suitable family member to supervise them.<sup>72</sup>
- 1.56 The Committee therefore recommends the further expansion of the DLAP to facilitate participation by people experiencing disadvantage due to family difficulties or those who do not have access to a supervising driver.

*Keys2Drive*

- 1.57 The Australian Government's Keys2Drive program offers learner drivers and their supervisors one free lesson on practical strategies for driving unaccompanied. The session is delivered by an accredited professional driving instructor and gives participants a choice in selecting the driving instructor when completing an online form.<sup>73</sup>
- 1.58 Eligible participants must hold a learner driver licence and their supervisor must hold a full licence and attend the 60-minute session.<sup>74</sup> There is no minimum number of logbook hours required prior to participation, however the program recommends the driver has 5-10 hours of driving experience.<sup>75</sup>
- 1.59 The Committee commends the Australian Government's approach to including supervisors in the learning instruction process, particularly in light of stakeholders'

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<sup>68</sup> [Submission 35](#), Just Reinvest NSW, p 5.

<sup>69</sup> Ms Lovric, Just Reinvest NSW, [Transcript of evidence](#), 7 December 2021, p 13.

<sup>70</sup> [Submission 35](#), Just Reinvest NSW, p 5.

<sup>71</sup> Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, pp 4-5.

<sup>72</sup> Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, p 5.

<sup>73</sup> Department of Infrastructure, Transport, Regional Development and Communications, Keys2Drive, [Find an Instructor](#), Australian Government, webpage, viewed 24 March 2022.

<sup>74</sup> [Eligibility Requirements](#), viewed 24 March 2022.

<sup>75</sup> Department of Infrastructure, Transport, Regional Development and Communications, Keys2Drive, [When should I have the lesson?](#), Australian Government, webpage, viewed 24 March 2022.

concerns that the absence of driving mentorship may result in learners adopting bad driving habits from parents or supervisors.

- 1.60 However, the Committee also recognises that the program requires the participant to be supported by a supervisor who is fully licensed. The view of the Committee is that this requirement could be waived, for example, in circumstances where the learner driver does not have access to a fully licensed supervisor to accompany them. This potential waiver could be addressed by the NSW Government liaising with the Australian Government to waive that requirement in certain circumstances.

## Insufficient information about driving programs

### Summary

People in rural and regional areas may not be aware about driving programs due to information not being readily available.

### Recommendation 10

That Transport for NSW investigate the creation of a data-sharing portal for local councils and driver mentoring programs so that information can be shared between them and that this consolidated information be made available to the public.

- 1.61 The success of driver mentoring programs is reliant on public awareness about the existence of those programs. In addition to the Safer Drivers Course, Driver Licensing Access Program and Keys2Drive, the Committee heard evidence on other programs such as the Helping Learner Drivers Become Safer Drivers,<sup>76</sup> Y Drive which is run by Eurobodalla Council,<sup>77</sup> Foundation Skills for Learner Drivers,<sup>78</sup> and the Strategic Community Assistance to Refugee L2P program.<sup>79</sup>
- 1.62 Throughout the inquiry the Committee heard that programs were crucial to supporting rural and regional learner drivers. Without knowledge of specific programs, rural and regional drivers face another obstacle to progressing through the Graduated Licensing Scheme.<sup>80</sup> In response, some stakeholders recommended that program providers share their practices with each other:<sup>81</sup>

Finally, we would like to see a lot more collaboration and opportunities for collaboration amongst learner driver mentoring programs. There is over 50 of these programs throughout New South Wales, often in regional locations, sometimes in metropolitan locations. But what we have seen is that there is a lot of independent

<sup>76</sup> [Submission 1](#), Regional Development Australia Riverina, p 1.

<sup>77</sup> [Submission 16](#), Eurobodalla Council, p 3.

<sup>78</sup> [Submission 30](#), Wollongong City Council, p 4.

<sup>79</sup> [Submission 30](#), Wollongong City Council, p 3.

<sup>80</sup> Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 3.

<sup>81</sup> Mr Warren Johnson, Chief Executive, Youthsafe, [Transcript of evidence](#), 7 December 2021, p 12; [Submission 16](#), Eurobodalla Council, p 11.

work that just is not shared. Best practice, experience, champion stories. People are just operating in a vacuum in many ways.<sup>82</sup>

- 1.63 The Committee considers that consolidating and making state and federal programs available in a single, online database would be valuable to both the public and non-government organisations aiming to support their local communities. It may also assist governments and service providers in identifying gaps in support and coverage of services provided.
- 1.64 However, the Committee recognises that providers may not be best placed to facilitate the sharing of that information due to limited resources. Instead, the Committee recommends that Transport for NSW create an information sharing portal so that local councils and driver mentoring programs can share information and experience amongst each other. In turn, the Committee recommends that the information shared between councils and program providers be made publicly available to increase public awareness about the existence of those programs and consequently, participation in them.

## Lack of access to driving instructors

### Summary

Learner drivers in rural and regional areas may not have access to driving instructors due to there being an insufficient number in their area, as well as the cost of hiring an instructor.

### Recommendation 11

That Transport for NSW investigate implementing structured mentoring programs for rural and regional learner drivers in consultation with local councils.

### Recommendation 12

That Transport for NSW offer formal road safety training for parents or guardians supervising learner drivers.

### Recommendation 13

That Transport for NSW subsidise professional driving lessons for rural and regional learner drivers.

### Recommendation 14

That Transport for NSW develop a program to increase the number of rural and regional driving instructors.

### Recommendation 15

That Transport for NSW consider that a learner driver be able to apply for their provisional 1 licence without completing 120 hours of driving if a qualified driving instructor believes that they are competent in their driving skills. That Transport for NSW investigate options to reduce the number of hours.

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<sup>82</sup> Mr Johnson, Youthsafe, [Transcript of evidence](#), 7 December 2021, p 12.

- 1.65 The Committee notes that support for rural and regional learner drivers is impeded by there being an insufficient number of local accredited driving instructors. Without access to accredited driving instructors a learner may be deprived of road-specific knowledge, experience and learning techniques that an instructor may offer.
- 1.66 Access to an accredited instructor can provide a learner driver with various advantages compared to driving with a non-accredited supervisor. One advantage includes gaining access to the 3 for 1 logbook hour scheme available only for use with an accredited driving instructor. Under that scheme a learner driver can record triple the length of their hours per session, up to 20 hours, when they drive with an accredited driving instructor.<sup>83</sup> The Committee understands this means a learner driver with access to an accredited driving instructor may complete their 120 hours faster than a learner driver without that access.
- 1.67 Transport for NSW claimed that, according to previous licencing data, a higher uptake rate of learner licences in rural and regional NSW compared to metropolitan areas suggests that obtaining 120 hours of on-road driving experience is not a significant barrier.<sup>84</sup> However, the Committee does not agree with this view.
- 1.68 As previously noted, rural and regional learner drivers have a greater need for a driver licence, and access to accredited driving instructors, and their preparedness to overcome barriers to licencing should be understood in context of that need. Additionally, the Committee understands that while people may have their learners licence, this does not mean they will progress to their provisional licence, in part due to the difficulty in obtaining the required 120 hours of driving experience.
- 1.69 The Committee acknowledges that learner drivers may have varied driving experience based on factors such as the length of time a driver has held their licence, whether they have access to a driving instructor and any driving experience gained prior to becoming licenced. Stakeholders told the Committee that in rural and regional areas drivers may begin to drive before they are licenced.<sup>85</sup>
- 1.70 The Committee understands prior driving experience may lead to those learners becoming competent drivers faster than learner drivers who have no prior driving experience. This means driving competency may possibly be achieved prior to completing 120 hours of driving experience. For this reason, the Committee recommends Transport for NSW consider allowing a learner driver to apply for their provisional 1 licence without completing 120 hours of driving if a qualified driving instructor believes that they are competent in their driving skills.

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<sup>83</sup> NSW Government, [Using your Learner Driver Log Book](#), webpage, viewed 29 March 2022.

<sup>84</sup> [Submission 42](#), NSW Government, p 10.

<sup>85</sup> Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 2; Mr Teakle, PCYC, [Transcript of evidence](#), 7 December 2021, p 3; Mr Lane, NMAA, [Transcript of evidence](#), 7 December 2021, p 5.

*Mentoring programs*

1.71 The Committee commends local councils and organisations for facilitating local mentoring programs and driver education. It also recognises that the potential of those programs may be impeded by limitations in the number of mentors involved. Mr Warren Johnson, Chief Executive of Youthsafe, told the Committee that there are challenges with mentorship in terms of both the initial engagement of mentors and then retaining them.<sup>86</sup>

1.72 The Committee understands this barrier was made worse by the COVID-19 pandemic, as reduced numbers of drivers were available to mentor due to illness or other restrictions. Ms Bernadette Gammon, Education Team Leader, Community Education at Port Macquarie Hastings Council told the Committee:

The limitation in the mentors means there's a limitation in how many people can go through. In 2020 we had 100 people enquire, so none of those got through. This year we have had 12 go through, well six go through the program since COVID restrictions have opened up, six that are part way through and a waiting list of 40 and they're just the ones that know about the program.<sup>87</sup>

1.73 The Committee considered the implementation of structured mentoring programs in order to lessen the burden caused by limited access to driving instructors. Stakeholders welcomed this idea, noting a need for ongoing and flexible programs.<sup>88</sup>

*Cost of driving lessons*

1.74 In addition to limited numbers of available driving instructors, the Committee was informed that access to a driver licence was also constrained by the exorbitant cost of lessons with accredited instructors.<sup>89</sup>

1.75 The Committee understands the cost of engaging an accredited driving instructor may not be within the financial means of many rural and regional families. Stakeholders agreed the average cost of 120 hours' worth of driving lessons was estimated at \$2500 to \$3000.<sup>90</sup> This calculation was spelt out by Mr Darryl Buchanan, the Associate Chief Executive of The Association of Independent Schools of NSW:

There [are] some reductions on the 120 hours if you are getting qualified driving instruction, but yes, at around about \$70 an hour is about the normal price, times 120, less some of the discounts and rebates and hour credits for doing the safer driver course. Yes, you are probably looking at \$3000.<sup>91</sup>

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<sup>86</sup> Mr Johnson, Youthsafe, [Transcript of evidence](#), 7 December 2021, p 12.

<sup>87</sup> Ms Bernadette Gammon, Education Team Leader, Community Education, Port Macquarie Hastings Council, [Transcript of evidence](#), 30 November 2021, pp 16-17.

<sup>88</sup> Ms Lovric, Just Reinvest NSW, [Transcript of evidence](#), 7 December 2021, p 13.

<sup>89</sup> Mr Southon, Trundle Central School, [Transcript of evidence](#), 7 December 2021, p 30; Mr Buchanan, AISNSW, [Transcript of evidence](#), 7 December 2021, p 31.

<sup>90</sup> Mr Southon, Trundle Central School, [Transcript of evidence](#), 7 December 2021, p 30;

<sup>91</sup> Mr Buchanan, AISNSW, [Transcript of evidence](#), 7 December 2021, p 31.

- 1.76 Stakeholders expressed a need for financial support for rural and regional learner drivers in light of the financial cost of engaging accredited driving instructors and accessing programs.<sup>92</sup>
- 1.77 This is supported by the Committee, which regards an average cost upwards of \$2500 as significant and onerous on individuals and families. This may be particularly challenging for families where there are multiple learner drivers, single parent families or families experiencing socioeconomic hardship.
- 1.78 The Committee acknowledges that subsidising driving lessons for rural and regional drivers can allow greater access to mentorship which may also lead to greater long term driver education. This support may also take the form of developing a program to increase the number of local rural and regional driving instructors.

#### *Education for non-accredited supervisors*

- 1.79 Without sufficient access to accredited driving instructors, rural and regional learner drivers are more likely to rely on unaccredited drivers such as parents, to supervise them. While fully licensed parents may legally supervise learner drivers, their ability to supervise depends on whether the family structure supports that process.<sup>93</sup> It also depends on the individual availability of those parents to supervise learner drivers. As previously noted, instruction by parents may result in learner drivers adopting bad driving habits as they may not have read the road rules for many years.<sup>94</sup>
- 1.80 The Committee acknowledges the educational programs aimed at educating supervisors of learner drivers, such as Keys2Drive and Helping Learner Driver Workshop. However, the Committee strongly encourages Transport for NSW to implement further driving instruction training to parents or caregivers of learner drivers, as this may reduce the potential for unsafe driving habits being passed on to learners.

## Access to safe vehicles

### Summary

Learner drivers in rural and regional areas face difficulty in sourcing and affording safe vehicles to learn on. This means drivers tend to learn in older, less safe vehicles.

### Recommendation 16

**That Transport for NSW investigate a vehicle accessibility scheme to assist with the purchase or hire of safe vehicles for rural and regional learner drivers.**

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<sup>92</sup> Mr Southon, Trundle Central School, [Transcript of evidence](#), 7 December 2021, p 30; Ms Lovric, Just Reinvest NSW, [Transcript of evidence](#), 7 December 2021, pp 10-11; Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, p 5; Mr Buchanan, AISNSW, [Transcript of evidence](#), 7 December 2021, p 32.

<sup>93</sup> Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, pp 4-5.

<sup>94</sup> Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 5; Mr Timms, ACRS, [Transcript of evidence](#), 7 December 2021, p 37.

## Recommendation 17

**That Transport for NSW, in consultation with local councils, investigate providing rural and regional local councils with vehicles to be used for lessons by learner drivers.**

- 1.81 Lack of access to a safe vehicle is a barrier to learning to drive on what one stakeholder described as 'unforgiving roads'.<sup>95</sup> The Committee considers learning to drive in an unsafe vehicle may expose the driver to unnecessary risks associated with the car, such as poor safety measures (ie. faulty airbags).
- 1.82 The safety of a vehicle is determined by the Australasian New Car Assessment Program (ANCAP), which uses a rating system of 0 to 5 stars, 0 being the lowest rating and 5 being the highest rating. An 'ANCAP safety rating' is measured against four factors;
- (1) Adult Occupant Protection (AOP).
  - (2) Child Occupant Protection (COP).
  - (3) Vulnerable Road User Protection (VRU).
  - (4) Safety Assist (SA).<sup>96</sup>
- 1.83 Research by ANCAP has shown that newer vehicles are safer to drive and older vehicles have historically been involved in the majority of fatalities. This is because newer vehicles are equipped with higher levels of crash protection and crash avoidance technology.<sup>97</sup>
- 1.84 Uptake of vehicles with a higher safety rating is lower in rural and regional areas than it is in metropolitan areas. The Committee learned that 31.7 per cent of rural and regional drivers have registered a vehicle with a 5 star ANCAP safety rating compared to 67.7 per cent of drivers in metropolitan areas.<sup>98</sup> As noted in ANCAP's submission, people aged 17-20 years had the highest proportion of fatalities from vehicles older than 15 years of age.<sup>99</sup>
- 1.85 The Committee recognises that access to a safe vehicle for rural and regional learner drivers is partially attributed to the cost of purchasing those vehicles, as well as the costs associated with maintaining them, such as insurance and fuel costs.<sup>100</sup>

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<sup>95</sup> Mr Johnson, Youthsafe, [Transcript of evidence](#), 7 December 2021, p [12](#); Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p [2](#); Ms Hinge, Yass Valley Council, [Transcript of evidence](#), 30 November 2021, p [8](#).

<sup>96</sup> Australasian New Car Assessment Program, [ANCAP Safety Ratings Explained](#), webpage, viewed 29 March 2022.

<sup>97</sup> Ms Carla Hoorweg, Chief Executive Officer, Australasian New Car Assessment Program (ANCAP), [Transcript of evidence](#), 7 December 2021, p [35](#); [Submission 23](#), Australasian New Car Assessment Program (ANCAP), p [18](#).

<sup>98</sup> [Submission 42](#), NSW Government, p [2](#).

<sup>99</sup> Transport for NSW, Centre for Road Safety, [Vehicle and Technology – Trauma Trends](#), Report, NSW Government, March 2017, as referenced in [Submission 23](#), ANCAP, p [2](#).

<sup>100</sup> Mr Johnson, Youthsafe, [Transcript of evidence](#), 7 December 2021, p [12](#).

- 1.86 ANCAP recognised that the cost of a brand new car may not be within everyone's financial capacity<sup>101</sup> but encourages people to drive 'as new (and consequently as safe) a car as possible.'<sup>102</sup> Ms Carla Hoorweg, Chief Executive Officer of ANCAP, told the Committee that ANCAP supported any initiative that could encourage younger drivers to drive newer vehicles.<sup>103</sup>
- 1.87 The Committee recognises Transport for NSW's Empowr Mobility Pilot which commenced in early 2022.<sup>104</sup> Transport for NSW told the Committee the aim of the program was to provide disadvantaged drivers in regional areas with better access to safer cars.<sup>105</sup>
- 1.88 Applications for the Pilot closed in April 2022. If successful, seven learner drivers aged 17-25 will be given access to a newer, safer, fully insured car for the duration of the program. The program is being offered in Armidale, Orange and Queanbeyan and is supported by a range of public, private and community partners.<sup>106</sup>
- 1.89 The Committee supports a holistic approach to providing a safe driving experience for rural and regional learner drivers. This includes the ability to drive safe vehicles without incurring significant financial burdens. The Committee views this as crucial to reducing the number of fatalities involving young drivers, particularly where the safety of the individual car is a factor contributing to the overall driving risk.
- 1.90 The Committee acknowledges the evidence from some stakeholders about introducing a subsidy scheme to assist learner drivers to purchase their own safe vehicle. This could also be assisted by the provision of a car to rural and regional local councils for short term lease by local learner drivers. Some stakeholders supported the recommendation, noting this may have safety benefits for drivers.<sup>107</sup>

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<sup>101</sup> [Submission 23](#), ANCAP, p 3.

<sup>102</sup> [Submission 23](#), ANCAP, p 3.

<sup>103</sup> Ms Hoorweg, ANCAP, [Transcript of evidence](#), 7 December 2021, p 35.

<sup>104</sup> Mr Carlon, Transport for NSW, [Transcript of evidence](#), 7 December 2021, p 43; Empowr Mobility, [Road Safety Program – NSW Pilot](#), webpage, viewed 17 May 2022.

<sup>105</sup> [Road Safety Program – NSW Pilot](#), viewed 17 May 2022.

<sup>106</sup> [Road Safety Program – NSW Pilot](#), viewed 13 April 2022.

<sup>107</sup> Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 7; Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, p 7; Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 7.

## Chapter Two – Driving simulators

### Integration of driving simulators into the Graduated Licensing Scheme

#### Summary

Research on the effectiveness of driving simulators is inconclusive. Further evaluation is required prior to their use in the Graduated Licensing Scheme.

#### Finding 2

Further review and evaluation on the effectiveness, safety and feasibility of driving simulators is required.

#### Recommendation 18

That Transport for NSW trial the use of driving simulators, particularly in rural and regional areas, to determine their effectiveness in supporting learner drivers to obtain their licence.

- 2.1 The Committee examined driving simulators in its 2017 report, *Driver Education, Training and Road Safety*. In that report the Committee documented conflicting stakeholder views on the effectiveness of simulators and acknowledged the novelty of simulator technology.
- 2.2 The Committee also recommended that Transport for NSW review and publicly report on the value of simulators to supplement current driver training, testing and assessment with particular reference to the use of simulators to:
  - Expose learner drivers to unfamiliar driving conditions such as a metropolitan learner to country conditions and vice versa.
  - Substitute for on-road training for disadvantaged learners where access to a simulator can be arranged.
  - Be employed in hazard perception testing and in aged driver assessment.<sup>108</sup>
- 2.3 Following these recommendations Transport for NSW completed a desktop review of research into driving simulators and concluded that there is insufficient evidence to determine their effectiveness.<sup>109</sup>

#### Driving simulators as part of the NSW Graduated Licensing Scheme

- 2.4 Transport for NSW has not integrated driving hours completed on a driving simulator into the Graduated Licensing Scheme. Specifically, Transport does not recognise driving experience on a simulator as contributing to the 120 hours of driving experience required of a learner driver under the age of 25. One

<sup>108</sup> [Driver Education, Training and Road Safety](#).

<sup>109</sup> [Submission 42](#), NSW Government, p 26.

stakeholder submitted that this lack of integration has deterred learner drivers from practising on a driving simulator.<sup>110</sup>

2.5 When asked by the Committee whether Transport for NSW would potentially include driver simulated experience into the Graduated Licensing Scheme, Transport maintained the view adopted following the previous desktop review:

... based on the research, available research, there is insufficient evidence to make a clear judgment regarding the potential inclusion of simulators as replacing on-road driving experience at this point.<sup>111</sup>

2.6 The Committee heard from various stakeholders on the potential of integrating driver simulation experience into the Graduated Licensing Scheme. For example, suggestions were made to introduce simulated driving in the below stages:

- Before sitting the Driver Knowledge Test, by undertaking two-three hours of simulated driving.<sup>112</sup>
- Into the learner stage to be included in the 120 logbook hours.<sup>113</sup>
- Into the 120 learner logbook hours but only if the Safer Driver Course is made more freely available.<sup>114</sup>
- In a later stage, such as in the provisional 1 licence.<sup>115</sup>

#### Current use of driving simulators in rural and regional NSW

2.7 Driving simulators are not widely used in rural and regional NSW. The Committee heard that stakeholders such as PCYC,<sup>116</sup> Rotary Clubs,<sup>117</sup> and some local councils<sup>118</sup> have facilitated their use by developing programs, purchasing simulators, trialling simulators at schools or housing simulators in their centres. Those stakeholders reported positive feedback and recommended expanding the use of driving simulators for driver education and training.<sup>119</sup>

2.8 Stakeholders with driving simulator experience told the Committee that simulators are expensive.<sup>120</sup> The Rotary Club of Young told the Committee they purchased their simulator for \$38 000.<sup>121</sup> The Rotary Club of Wingham said they paid \$19 000 for the simulator they house at Taree PCYC.<sup>122</sup> There does not appear to be a

<sup>110</sup> [Submission 15](#), Rotary Club of Young, p 4.

<sup>111</sup> Mr Carlon, Transport for NSW, [Transcript of evidence](#), 7 December 2021, p 40.

<sup>112</sup> Mr Kenneth Patterson, Special Projects, Rotary Club of Wingham, [Transcript of evidence](#), 7 December 2021, p 27.

<sup>113</sup> Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 6.

<sup>114</sup> Ms Lovric, Just Reinvest NSW, [Transcript of evidence](#), 7 December 2021, p 14.

<sup>115</sup> Mr Johnson, Youthsafe, [Transcript of evidence](#), 7 December 2021, p 15.

<sup>116</sup> Mr Patterson, Rotary Club of Wingham, [Transcript of evidence](#), 30 November 2021, p 21.

<sup>117</sup> [Submission 15](#), Rotary Club of Young, p 2.

<sup>118</sup> [Submission 26](#), Snowy Monaro Regional Council, p 4.

<sup>119</sup> [Submission 4](#), Rotary Club of Wingham, p 1; [Submission 15](#), Rotary Club of Young, p 2.

<sup>120</sup> [Submission 28](#), National Motorists Association of Australia (NMAA), p 3; [Submission 30](#), Wollongong City Council, p 5.

<sup>121</sup> Mr Frank Lincoln, Simulator Coordinator, Rotary Club of Young, [Transcript of evidence](#), 30 November 2021, p 20.

<sup>122</sup> Mr Patterson, Rotary Club of Wingham, [Transcript of evidence](#), 30 November 2021, p 22.

definitive guide as to how much a driving simulator can cost, though the Committee understands that more advanced simulators will incur higher costs.

- 2.9 The Committee also received evidence about driving simulator technology used in the United States and Canada, however the Committee recognises that these technologies are locality-specific in their purpose. For example, the Tennessee Highway Patrol Teen Driving Simulator teaches teenagers how to share the road with large trucks and how to move over when a police vehicle is approaching. In Canada, Operation Lifesaver Canada involves teaching drivers how to navigate driving around railway tracks.<sup>123</sup> This evidence did not include information about whether these programs were integrated mandatorily into driver training and testing.

#### Potential use of driving simulators to support learner drivers

- 2.10 The Committee received varied evaluations by stakeholders on the use of driving simulators. Stakeholders who had experienced using the simulators had a positive view on their integration into the Graduated Licensing Scheme. Other stakeholders reported that their financial cost may outweigh the benefits to driver education.<sup>124</sup> Others recognised the financial compromise as justifiable if it meant young people gained more driving support, and consequently longer term access to opportunities such as employment.<sup>125</sup>
- 2.11 The Committee received positive feedback from multiple stakeholders, noting that driving simulators may instil a driver with a number of driving benefits such as:
- Driving in different conditions.<sup>126</sup>
  - Hazard perception.<sup>127</sup>
  - Practise driving different vehicles.<sup>128</sup>
  - Experience for inexperienced drivers.<sup>129</sup>
  - Eliminating risk of picking up bad habits from parents.<sup>130</sup>
  - Learning start procedures.<sup>131</sup>

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<sup>123</sup> [Submission 41](#), ACRS, pp [20-21](#).

<sup>124</sup> [Submission 30](#), Wollongong City Council, p [5](#).

<sup>125</sup> Mr Teakle, PCYC, [Transcript of evidence](#), 7 December 2021, p [6](#).

<sup>126</sup> Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p [2](#); Mr Lincoln, Rotary Club of Young, [Transcript of evidence](#), 30 November 2021, p [20](#); Mr Patterson, Rotary Club of Wingham, [Transcript of evidence](#), 7 December 2021, p [28](#).

<sup>127</sup> Mr Levi Anderson, Research Associate, Road Safety Research Collaboration, University of Sunshine Coast (RSRC), [Transcript of evidence](#), 7 December 2021, p [19](#).

<sup>128</sup> Ms Copping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p [2](#).

<sup>129</sup> Ms Hinge, Yass Valley Council, [Transcript of evidence](#), 30 November 2021, p [14](#); Mr Lane, NMAA, [Transcript of evidence](#), 7 December 2021, p [21](#).

<sup>130</sup> Mr Patterson, Rotary Club of Wingham, [Transcript of evidence](#), 30 November 2021, p [21](#).

<sup>131</sup> [Submission 4](#), Rotary Club of Wingham, p [2](#).

- Correct use of pedals.<sup>132</sup>
- Gear changing.<sup>133</sup>
- Hill start procedures.<sup>134</sup>
- Brake application.<sup>135</sup>
- Steering techniques.<sup>136</sup>
- Increased skills and awareness in a safe environment.<sup>137</sup>
- Understanding vision through corners.<sup>138</sup>

2.12 In contrast, the Committee also received evidence from various stakeholders noting their reservations on the use of simulators, stating they:

- Do not reflect a normal driving experience.<sup>139</sup>
- Cannot be guaranteed for quality.<sup>140</sup>
- Do not develop hazard perception.<sup>141</sup>
- Do not develop problem solving skills.<sup>142</sup>
- Are unlikely to be able to lay foundational driving skills.<sup>143</sup>
- Do not replace actual driving experience.<sup>144</sup>
- Do not replicate motorcycle driving.<sup>145</sup>
- May cause motion sickness in older aged participants.<sup>146</sup>

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<sup>132</sup> [Submission 4](#), Rotary Club of Wingham, p 2.

<sup>133</sup> [Submission 4](#), Rotary Club of Wingham, p 2.

<sup>134</sup> [Submission 4](#), Rotary Club of Wingham, p 2.

<sup>135</sup> [Submission 4](#), Rotary Club of Wingham, p 2.

<sup>136</sup> [Submission 4](#), Rotary Club of Wingham, p 2.

<sup>137</sup> [Submission 15](#), Rotary Club of Young, p 3.

<sup>138</sup> [Submission 4](#), Rotary Club of Wingham, p 2.

<sup>139</sup> Ms Hinge, Yass Valley Council, [Transcript of evidence](#), 30 November 2021, p 14.

<sup>140</sup> [Submission 7](#), Yass Valley Council, p 2.

<sup>141</sup> Mr Johnson, Youthsafe, [Transcript of evidence](#), 7 December 2021, p 14.

<sup>142</sup> [Submission 7](#), Yass Valley Council, p 2.

<sup>143</sup> Mr Johnson, Youthsafe, [Transcript of evidence](#), 7 December 2021, p 14.

<sup>144</sup> Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, p 5; Mr Anderson, RSRC, [Transcript of evidence](#), 7 December 2021, p 19; Mr Dean Rance, Policy Advisor, Mobility & Planning, National Roads and Motorists' Association (NRMA), [Transcript of evidence](#), 7 December 2021, p 22.

<sup>145</sup> Mr Brian Wood, Secretary, Motorcycle Council of NSW, [Transcript of evidence](#), 7 December 2021, p 21.

<sup>146</sup> [Submission 30](#), Wollongong City Council, p 5.

- May create a perceived false sense of safety relating to the gamification effect of the simulator.<sup>147</sup>
- 2.13 The Committee heard evidence which compared learning to drive on a driving simulator and learning to fly an aeroplane on a simulator. The NRMA rejected that learning to drive a car on a simulator would be similar to learning to fly an aeroplane. They noted that aeroplane simulators are ordinarily used to replicate emergency situations which cannot be replicated in real life.<sup>148</sup>
- 2.14 The Committee also commends stakeholders such as Rotary Club of Young for the successful management of their safety awareness program.<sup>149</sup> The program involved transporting a driving simulator to schools and allowing Year 10 students to trial driving under particular driving conditions. Rotary Club of Young summarised their program:
- The safety awareness program that they are put through runs for about 15 minutes and takes them on a driving journey “whilst under the influence of alcohol” or “whilst texting”. Students attend the session in pairs – whilst one is driving the other is observing. All students see what happens with both scenarios but not all students experience both scenarios. They all have some form of “accident” during the process and all are absolutely amazed at the difference to their driving ability, when impediments to ability are imposed.<sup>150</sup>
- 2.15 Rotary Club of Young documented some of the feedback they received in their submission to the Committee, with students stating:
- *It tested your abilities, was fun and showed me what the affects could be with distracted driving.*<sup>151</sup>
  - *This experience was very confronting as it gives you an insight into how easily it is to be distracted when driving and how impaired your vision gets when driving intoxicated.*<sup>152</sup>
  - *I was reading the mobile phone while driving and I drove off the road many times when focusing on the mobile phone. I thought[t] it was a good experience.*<sup>153</sup>
- 2.16 Positive feedback from participants is encouraging of a view to increase driver experience through simulated practise. With the success of initiatives such as these, the Committee recommends Transport for NSW trial the use of driving simulators in rural and regional areas to determine their effectiveness in supporting learner drivers obtain their licence.

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<sup>147</sup> [Submission 30](#), Wollongong City Council, p 4.

<sup>148</sup> Mr Rance, NRMA, [Transcript of evidence](#), 7 December 2021, p 21.

<sup>149</sup> [Submission 15](#), Rotary Club of Young, p 4.

<sup>150</sup> [Submission 15](#), Rotary Club of Young, p 5.

<sup>151</sup> [Submission 15](#), Rotary Club of Young, p 10.

<sup>152</sup> [Submission 15](#), Rotary Club of Young, p 10.

<sup>153</sup> [Submission 15](#), Rotary Club of Young, p 11.

- 2.17 The Committee views a trial as an appropriate avenue for Transport for NSW to gain a firsthand understanding of the challenges faced by rural and regional drivers and may also offer a deeper understanding of how simulator technology can assist those drivers obtain their licence.
- 2.18 The Committee also recognises other benefits of using a driving simulator, particularly that all skills and experience can be gained in a completely safe environment. These skills and experiences are recognised as crucial to developing on road driving capabilities, and may assist rural and regional learner drivers overcome some of the current challenges caused by a lack of access to driving instructors and programs.
- 2.19 In the absence of conclusive research on the safety and effectiveness of simulator technology, the Committee is hesitant to recommend the integration of driving simulators into the Graduated Licensing Scheme at this time.

# Chapter Three – The role of schools in promoting driver training

## Access to driver education and training in schools

### Summary

Driver training does not form part of the New South Wales school curriculum. Schools may provide an avenue for driver training, however, any driver training at schools should be conducted by qualified instructors.

### Recommendation 19

That Transport for NSW, in consultation with the Department of Education, investigate integrating driver training into stages 5 and 6 of the school curriculum for students in rural and regional areas.

### Recommendation 20

That Transport for NSW consider providing schools in rural and regional areas with access to a driver training program, including access to a professional driving instructor, if such programs cannot be formally included in the school curriculum.

- 3.1 Schools can play an important role in helping young people gain the skills and experience they need to successfully get a driver licence and become safe drivers. It is acknowledged that the school curriculum, particularly for students in Years 11-12 is busy, but this should not prevent them from having the opportunity to learn to drive during their final years of high school.
- 3.2 The Committee notes that teachers may not have the skills to teach students how to drive. However, access to transport in rural and regional areas is vitally important, particularly for young people. The Committee recommends that consideration be given to how school students in these areas can have improved access to driver training programs.

### Road safety education in schools

- 3.3 Transport for NSW provided the Committee with an outline of the road safety programs that are available to students. They stated that the NSW school curriculum does not teach students how to drive or how to obtain a driver licence as 'the education sectors see this as a parental responsibility.'<sup>154</sup>

### *Personal development, health and physical education – Kindergarten to Year 10*

- 3.4 Road safety is a compulsory subject for students from Kindergarten to Year 10 in NSW schools. It is included in the Personal Development, Health and Physical Education (PDHPE) curriculum. PDHPE focuses on promoting students to think

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<sup>154</sup> [Submission 42](#), NSW Government, p 22.

critically, problem solve and make informed decisions.<sup>155</sup> The emphasis is on giving students the skills that allow them to protect their own and others' health, safety and wellbeing in different situations, including how to become safer road users.<sup>156</sup>

- 3.5 Transport for NSW outlined that this focus on self-management helps give students a greater sense of control over their behaviour and to manage stressful situations. This includes developing their interpersonal, decision-making and problem-solving skills so they are better able to deal with stressful situations, and take personal responsibility for their actions, including in the context of road safety.<sup>157</sup>

*Life Ready Course – Years 11/12*

- 3.6 Students in the senior years of public schools (Years 11-12) learn about the Safe Travel content as part of the Life Ready Course. This is a compulsory 25 hour course run in all government schools. The course aims to prepare and support senior students to manage their health and safety and prepare them for life after school. Senior students in Catholic and Independent schools learn about road safety through their pastoral and wellbeing programs.<sup>158</sup>

*Road Safety Education Program*

- 3.7 The Road Safety Education Program, funded by the Community Road Safety Fund, provides classroom resources and support to teachers in more than 3000 primary and secondary schools. Support is also provided to more than 4000 early childhood services. The program forms part of the formal school curriculum and pre-service training for teachers.<sup>159</sup>
- 3.8 The program is a partnership between Transport for NSW, the Department of Education, Catholic Schools NSW, The Association of Independent Schools of NSW, and the Kids and Traffic Early Childhood Road Safety Education Program at Macquarie University. Each sector has road safety education specialist teachers providing professional development services to NSW teachers, schools, and early childhood services. This includes road safety education and advice on linking road safety to other areas of the curriculum.<sup>160</sup>

*Safety Town, and On the Move websites*

- 3.9 Together with the NSW education sector, Transport for NSW develops teaching resources. These include the Safety Town website ([www.safetytown.com.au](http://www.safetytown.com.au)) which has a range of road safety education resources for primary school teachers, students and their families. Teachers use comprehensive notes to support them as

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<sup>155</sup> NSW Department of Education, Key learning areas, *Syllabus implementation – PDHPE K-10*, NSW Government, webpage, viewed, 6 April 2022.

<sup>156</sup> [Submission 42](#), NSW Government, p 22; NSW Education Standards Authority, *PDHPE in Kindergarten to Year 10*, NSW Government, webpage, viewed 6 April 2022.

<sup>157</sup> [Submission 42](#), NSW Government, p 22.

<sup>158</sup> [Submission 42](#), NSW Government, p 22; NSW Department of Education, *Life Ready*, NSW Government, webpage, viewed 8 April 2022.

<sup>159</sup> [Submission 42](#), NSW Government, p 22; Transport for NSW, Centre for Road Safety, *Road Safety Education*, NSW Government, webpage, viewed 6 April 2022.

<sup>160</sup> [Submission 42](#), NSW Government, p 22.

they take students, from Kindergarten to Year 6, through interactive exercises and learning as part of PDHPE, English and Mathematics.<sup>161</sup>

- 3.10 The On the Move website ([onthemove.nsw.edu.au](http://onthemove.nsw.edu.au)) has resources for secondary schools. It contains information about getting a learner licence, disability services, road safety fact sheets and pedestrian safety, with the aim of making students safe road users.<sup>162</sup>

### Community education programs

- 3.11 In addition to school-based road safety education programs, the Committee was also informed about the role of community-based organisations in promoting road safety education.
- 3.12 Since 2015, Transport for NSW has sponsored the annual bstreetsmart event. This one-day event, presented by the Westmead Hospital Trauma Service, is targeted at Year 10-12 students and aims to give these students information that will promote safe behaviour as drivers, riders and passengers. It also gives students a realistic look at the trauma caused by road accidents and advice aimed at reducing serious injuries and deaths. In 2019, when the event was held over a three day period, 23 053 students from 210 public, Catholic and independent schools attended.<sup>163</sup>
- 3.13 The Committee was also informed that the Centre for Road Safety funds organisations that give students road safety experiences outside of the classroom environment. These include:
- The RYDA Program – a road safety awareness program for secondary students offered in most Australian States and New Zealand. Students have six sessions of activities based around driver and passenger safety. (This program is also discussed in Chapter Four).
  - Wheelchair Sports NSW Road Safety Program – focuses on the aftermath of road trauma. Guest speakers talk about the consequences of taking risks on the road.<sup>164</sup>
- 3.14 Transport for NSW explained that schools make local decisions to attend these events and programs. They are regarded as supplementary and do not replace the content taught by teachers.<sup>165</sup>
- 3.15 In its submission, Road Safety Education Ltd. (RSE) advised that the best way to teach road safety education is to have a whole school approach as part of the curriculum. While teachers would have a role, RSE also noted that teachers are not road safety experts and may not have the skills to teach road safety. RSE argued

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<sup>161</sup> [Submission 42](#), NSW Government, p 23; Transport for NSW, Centre for Road Safety, [Safety Town](#), NSW Government, webpage, viewed 6 April 2022.

<sup>162</sup> [Submission 42](#), NSW Government, p 23; Transport for NSW, Road Safety Education, [On the Move](#), NSW Government, webpage, viewed 6 April 2022.

<sup>163</sup> [Submission 42](#), NSW Government, p 24.

<sup>164</sup> [Submission 42](#), NSW Government, p 24.

<sup>165</sup> [Submission 42](#), NSW Government, p 24.

that lack of teacher experience can be addressed through the RYDA program. As noted earlier, the RYDA program gives students, through interactive activities including workshops, and post workshop classroom lessons, the knowledge and motivation to learn about road safety. RSE also stated that this would not only allow for best practice, but would also give students in regional or remote areas access to face-to-face education.<sup>166</sup>

## School based driver training

### Access to professional driving instructors

- 3.16 As noted earlier, teaching students how to get a licence and learn to drive is regarded by the education sector as a parental responsibility. The Committee was informed that mandating driver training for stage 6 students could be too much of a burden. Students at that stage are focussed on the already-busy Higher School Certificate (HSC) curriculum and exam preparation.<sup>167</sup>
- 3.17 The National Motorists Association argued against including driver training in high schools. They too cited the already crowded curriculum and that teachers may not have the necessary driving skills. The association did suggest that other simpler parts of road safety could be taught from an early age.<sup>168</sup>
- 3.18 Some local councils told the Committee that they would support the introduction of a program that allowed Year 11 and 12 students access to a dedicated professional driving instructor.
- 3.19 Gwydir Shire Council submitted that setting up a school based driver training program would be a practical way to improve access to training opportunities. They noted that most learner drivers are aged between 16 and 18 years of age and still attending school. Council argued that having a school based driver training program would help give students 'the essential characteristics to become safe competent drivers.'<sup>169</sup>
- 3.20 The Committee heard about Birrang Enterprises Development Company and their successful program of giving driving lessons to young people and adults in regional and remote communities. Seven driving instructors are employed and the company has a fleet of dual control vehicles available of various sizes, with manual vehicles also available. Mr Mark Riley, General Manager, Bourke Shire Council, expressed his support for the program.<sup>170</sup>
- 3.21 Mr Riley also expressed support for a learner driver program similar to the Marine and Aquaculture Technology course offered to Years 7-10 students. As part of that course, students have the opportunity to get a boat driving licence. Mr Riley said that having Education involved in driver training helps with both students learning

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<sup>166</sup> [Submission 21](#), Road Safety Education Limited, pp 2-3.

<sup>167</sup> Ms Mehmet, Blue Mountains City Council, [Transcript of evidence](#), 30 November 2021, p 7; Ms Gammon, Port Macquarie Hastings Council, [Transcript of evidence](#), 30 November 2021, p 12.

<sup>168</sup> [Submission 28](#), NMAA, p 8.

<sup>169</sup> [Submission 9](#), Gwydir Shire Council, p 2.

<sup>170</sup> Birrang Enterprise Development Company Ltd., [Private lessons, road safety and driver education](#), webpage, viewed 11 April 2022; Mr Riley, Bourke Shire Council, [Transcript of evidence](#), 30 November 2021, p 11.

- to drive, and getting them to attend school, which he noted is a 'big issue in the west'.<sup>171</sup>
- 3.22 Wollongong City Council also expressed support for a dedicated driving instructor being made available to school students. Mr Nathan McBriarty, Traffic and Transport Unit Leader, Wollongong City Council, told the Committee that the council would support more resources being made available to assist students. Mr McBriarty suggested that this could include having suitably qualified road safety officers provide driving lessons. Mr McBriarty noted that not all students would have family support to attend lessons and council involvement could help ensure that students have the opportunity to learn to drive.<sup>172</sup>
- 3.23 Yass Valley Council expressed a similar view in support of a school based program, supported by experienced instructors, to give students intensive learning sessions.<sup>173</sup>
- 3.24 Port Macquarie Hastings Council pointed out that such a program would 'probably need to be bespoke for different areas'<sup>174</sup> to account for the different safety issues and concerns in the regions. Ms Bernadette Gammon, Education Team Leader with the council, noted that:
- ... a lot of schools take up driver safety type programs. Maybe not formally through the school curriculum, but through external people who come in, looking at drugs and driving and being tired and how to look after your mates and those sorts of things and that then is up to the school to take that up.<sup>175</sup>
- 3.25 Other stakeholders argued that driver training should be a more formal part of the curriculum as schools are places of education.
- 3.26 Ms Brooke O'Donnell, General Manager, Education and Communication, Road Safety Education Ltd. argued that schools provide the best opportunity where students can learn about road safety with their peers. Ms O'Donnell argued that having standalone driving lessons limits students from sharing their experience and knowledge. She went on to state that 'I think it really is critical that schools from kindy up include road safety and certainly road safety with a skew to starting to drive and bring your own experience.'<sup>176</sup>
- 3.27 While acknowledging the importance of the school environment, Ms O'Donnell also said that, as teachers are not road safety experts, it is unfair to place responsibility for driving lessons and instruction on them.<sup>177</sup>

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<sup>171</sup> Mr Riley, Bourke Shire Council, [Transcript of evidence](#), 30 November 2021, p [11](#); NSW Education Standards Authority, [Marine and Aquaculture Technology, Content Endorsed Course, Years 7-10 Syllabus](#), NSW Syllabus for the Australian Curriculum, NSW Government, 2019, viewed 11 April 2022.

<sup>172</sup> Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p [7](#).

<sup>173</sup> [Submission 7](#), Yass Valley Council, p [2](#).

<sup>174</sup> Ms Gammon, Port Macquarie Hastings Council, [Transcript of evidence](#), 30 November 2021, p [12](#).

<sup>175</sup> Ms Gammon, Port Macquarie Hastings Council, [Transcript of evidence](#), 30 November 2021, p [12](#).

<sup>176</sup> Ms Brooke O'Donnell, General Manager, Education and Communication, Road Safety Education Ltd, [Transcript of evidence](#), 7 December 2021, p [17](#).

<sup>177</sup> Ms O'Donnell, Road Safety Education Ltd, [Transcript of evidence](#), 7 December 2021, pp [17-18](#).

- 3.28 Mr John Southon, Principal at Trundle Central School, told the Committee that teaching students to drive 'is one of the most important things in my setting'.<sup>178</sup> Mr Southon also explained that his school provides students with access to simulated driving lessons, and weekly classes where students learn about road safety and go through the online road test.<sup>179</sup>
- 3.29 The Committee was advised by the Association of Independent Schools of NSW (AISNSW) that they see a distinction between road safety education and driver training. Mr Darryl Buchanan, Associate Chief Executive, AISNSW, told the Committee that they recognise the importance of including road safety as part of the curriculum, but that driver training 'is a little bit distinct from that'.<sup>180</sup>
- 3.30 While not advocating for driver training to be part of the curriculum, AISNSW recognise that for some schools it can be important. They support schools having the flexibility to offer driver training in order to meet the needs to their individual school community.<sup>181</sup>
- 3.31 The Advocate for Children and Young People (ACYP) advised the Committee that their research showed that almost two-thirds of children and young people reported that life skills, such as driver training, was one of the most important skills they should develop at school. ACYP recommended embedding driver training and other life skills programs within the wider education system, with a focus on rural and regional areas.<sup>182</sup>

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<sup>178</sup> Mr Southon, Trundle Central School, [Transcript of evidence](#), 7 December 2021, p 31.

<sup>179</sup> Mr Southon, Trundle Central School, [Transcript of evidence](#), 7 December 2021, p 31.

<sup>180</sup> Mr Buchanan, AISNSW, [Transcript of evidence](#), 7 December 2021, p 31.

<sup>181</sup> Mr Buchanan, AISNSW, [Transcript of evidence](#), 7 December 2021, p 31.

<sup>182</sup> [Submission 31](#), ACYP, p 5.

# Chapter Four – Support for learner drivers in other jurisdictions

## Learner drivers need access to information about driving programs

### Summary

There are a number of driving programs available in rural and regional NSW. The success of these programs is limited by a lack of public information about them. This can be improved by streamlining how information about these programs is made available to the public.

### Recommendation 21

That the NSW Government consult with the Australian Government to create a publicly accessible database of all driving programs offered across Australia.

- 4.1 The Committee was interested to hear stakeholder views about learner driver programs and licensing schemes in other Australian jurisdictions. The Committee notes that it received limited evidence regarding licensing schemes in other states and territories.

## Programs supporting learner drivers

- 4.2 Licensing programs are run at the federal, state and territory level. A key program run at the federal level is the Keys2Drive program.<sup>183</sup> Chapter Two discusses this program in detail.
- 4.3 The Committee was also informed about programs operating in other Australian states and territories. Key programs include:

- RYDA, operating throughout Australia and also in New Zealand.

A one-day educational workshop focusing on road safety and is delivered to secondary school students. Around 45 per cent of Australian students are from regional schools, with 35 per cent of those students being from NSW. In Tasmania, funding for the program is included in motor vehicle registration and attendance is free. Participation also earns students five hours towards their learner logbooks. Road Safety Education Limited (RSE) provided that these supports have encouraged greater student attendance than in NSW. RSE also noted that in Queensland schools, where government grants have allowed students to attend the RYDA program for free, 'there has been near universal attendance'.<sup>184</sup>

<sup>183</sup> [Submission 42](#), NSW Government, p 34.

<sup>184</sup> [Submission 21](#), Road Safety Education Limited, pp 1, 5; Road Safety Education Limited, [Home](#), webpage, viewed 5 April 2022.

- Learner driver mentoring programs in Tasmania and Queensland, with each state government funding its own program:
  - In Tasmania, the program supports learner drivers without access to a suitable car and/or supervising driver to complete supervised driving hours. It is delivered in partnership with non-government organisations and local councils. Although the program operates across the state including in rural and regional areas, access to the program is limited by the presence of partnering organisations in these areas.<sup>185</sup>
  - In Queensland, the program helps learner drivers aged 16 to 25 struggling to complete the supervised hours required to obtain free or subsidised driving experience with a qualified instructor. Participants can also accrue supervised hours with a volunteer mentor driver. The program is delivered through partner organisations under a variety of programs, including Braking the Cycle (by PCYC Queensland), Drive for Live (by the Salvation Army Youth Outreach Service) and LERNIT Youth Mentoring Program (by Queensland Youth Services).<sup>186</sup>
- L2P Program, operating in Victoria.

This supports learner drivers aged 16 to 21 without access to a car and/or supervising driver to complete supervised driving hours with an accredited mentor driver for free. It is funded by the Victorian Government and delivered by local councils and community organisations, in both urban and regional areas.<sup>187</sup>

- DriveSafe NT, operating in the Northern Territory.
- Transport for NSW explained that '[t]he program has an urban arm and a remote arm', with the remote arm discussed further below. The program provides education and training by qualified driving instructors and more than \$600 in subsidies towards obtaining a licence, including (among other things) learner and provisional licence test fees and subsidised driving lessons or access to supervising drivers. It is available to Territory residents aged 16 and over. Youth Action provided that 'end-to-end licensing programs such as DriveSafe deliver immense benefits to individuals and their communities'.<sup>188</sup>
- Regional Youth Driver Education (RYDE) program, operating in Western Australia.

The RYDE program was developed by the Town of Bissendean local council and receives funding from the state government lottery, Lotterywest. Program participants, who either lack access to a suitable vehicle or supervising driver, must also pay \$15 to help cover the program's costs. The program supports

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<sup>185</sup> [Submission 42](#), NSW Government, p 32.

<sup>186</sup> [Submission 42](#), NSW Government, p 32.

<sup>187</sup> [Submission 42](#), NSW Government, p 32.

<sup>188</sup> [Submission 22](#), Youth Action, p 11; [Submission 42](#), NSW Government, p 33; DriveSafe NT, [Home](#), Northern Territory Government, webpage, viewed 5 April 2022.

learner drivers in urban, rural and regional areas by providing access to supervised driving experience.<sup>189</sup>

- Easy P program, operating in the Australian Capital Territory (ACT).

The program is delivered by the Belconnen Community Service with funding from the ACT Government. It provides learner drivers aged 15 to 25 with professional lessons by an approved provider and up to ten hours per week of driving experience with a volunteer supervisor.<sup>190</sup>

4.4 Programs operating in other jurisdictions that aim to support Aboriginal and Torres Strait Islander peoples living in remote areas, include:

- DriveSafe NT Remote, which is the remote component of DriveSafe NT.

The program takes a portable motor registry vehicle to mostly remote Aboriginal and Torres Strait Islander communities and provides access to learner licensing testing tutorials on road rules and safety, driving lessons and drug and alcohol awareness information.<sup>191</sup> Transport for NSW said an evaluation of the program completed by the George Institute for Global Health found 'significantly raised licensing rates and improved licensing outcomes' in communities where the program operates, compared to those where it does not. The Committee was told that the program operates in 75 communities.<sup>192</sup>

- On the Right Track – Remote, which is the remote component of South Australia's On the Right Track program.

This program supports remote communities in the Anangu Pitjantjatjara Yankunytjatjara and Maralinga Tjarutja Lands. It provides practical driving instruction and trains unrestricted licence holders to become qualified supervising drivers, to support learner drivers in their communities. It also provides translations of key documents and online resources into the Indigenous languages used.<sup>193</sup>

- Queensland's Indigenous Licensing Program, delivered by the Queensland Police Service.

This program provides licence testing and assessments to Aboriginal and Torres Strait Islander communities via a mobile unit. The Australasian College of Road Safety – NSW Chapter told the Committee that the program is delivered 'in a culturally sensitive manner' and 'a basic, logical format' to support people experiencing literacy and numeracy challenges.<sup>194</sup>

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<sup>189</sup> [Submission 42](#), NSW Government, p 33.

<sup>190</sup> [Submission 42](#), NSW Government, p 33.

<sup>191</sup> [Submission 42](#), NSW Government, p 33.

<sup>192</sup> [Submission 41](#), ACRS, p 8; [Submission 42](#), NSW Government, p 33.

<sup>193</sup> [Submission 41](#), ACRS, p 8; [Submission 42](#), NSW Government, p 33.

<sup>194</sup> [Submission 41](#), ACRS, p 8; [Submission 42](#), NSW Government, p 32.

- 4.5 In its submission, the Australasian College of Road Safety – NSW Chapter included an excerpt from a fact sheet titled 'Indigenous Australians' published by the Office of Road Safety, which provided:
- The most effective education programs are collaborative, sustainable, evidence-based, and effectively involve the communities in development and delivery.<sup>195</sup>
- 4.6 Transport for NSW also highlighted examples of online support for learner drivers provided in other Australian jurisdictions. For example, online support available in Victoria includes the Learner Permit Test Online (LPTO), which started in April 2021 as an invitation-only pilot program in the Gippsland region. It is now available to all prospective learner drivers in the state. The LPTO is a four to six hour online course and assessment which teaches prospective learner drivers about road rules and safe driving behaviours. It is an alternative to sitting the learner driver test in person at a VicRoads Customer Service Centre and, according to Transport for NSW, is designed to increase accessibility for prospective learner drivers living in rural and regional areas. Participants must visit a VicRoads Customer Service Centre to apply and pay the fee for a learner permit, verify their identity, complete an eye test and have their licence photo taken.<sup>196</sup>
- 4.7 The Committee notes that programs in other jurisdictions aim to support learner drivers living in rural and regional areas in various ways including by providing, among other things, access to testing as well as suitable cars and supervising drivers, often for free. There are programs to support learner drivers at various stages or throughout the lifespan of the learner driver process, from the time they apply for a learner driver permit until they progress to a provisional licence.
- 4.8 The Committee considers that consolidating and making these programs available in a single online database would be valuable to members of the Australian public seeking support, as well as non-government organisations aiming to support their local communities. It may also assist governments and service providers to identify any gaps in support and coverage of services, and gain knowledge and insight from effective programs in other jurisdictions.
- 4.9 The Committee also notes evidence set out in Chapter One, that a barrier to participating in NSW programs is that information about the programs is not readily available.<sup>197</sup>
- 4.10 The Committee recommends that the NSW Government consult with the Australian Government to create a publicly accessible database of all driving programs offered across Australia.
- 4.11 In addition to recommending an information-sharing portal the Committee considers that a database of all driving programs offered nationally would make information about programs in NSW more readily available and help alleviate this issue.

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<sup>195</sup> [Submission 41](#), ACRS, pp 8-9.

<sup>196</sup> [Submission 42](#), NSW Government, p 34; Transport for Victoria, VicRoads, [Learner Permit Test Online](#), Victoria State Government, webpage, viewed 6 April 2022.

<sup>197</sup> Ms Coping, Snowy Monaro Regional Council, [Transcript of evidence](#), 30 November 2021, p 3.

## Licencing schemes

- 4.12 Each Australian jurisdiction has implemented its own Graduated Licensing Scheme (GLS) for novice drivers, with varying conditions and requirements applying to the different schemes.<sup>198</sup>
- 4.13 The Australian Graduated Licensing Scheme Policy Framework was endorsed in 2014 by the Transport Infrastructure Council, which included representation from each Australian jurisdiction. The Council said that the Framework was developed to 'encourage and guide' improvements to schemes in all states and territories.<sup>199</sup> Transport for NSW said that the Framework:
- ...outlines an evidence-based best practice approach for three levels: a 'Standard GLS', an 'Enhanced GLS' and an 'Exemplar GLS' recognising that improvements to existing GLS systems will be incremental.<sup>200</sup>
- 4.14 The NSW GLS was introduced in 2000. Its current requirements are set out in Chapter One.<sup>201</sup>
- 4.15 In its submission, PCYC provided that different maximum speeds apply for learner drivers across Australian jurisdictions. It stated that learner drivers in Queensland, Victoria and the Australian Capital Territory can drive at the posted speed limit when supervised. However, in NSW learner and provisional drivers are limited to driving at prescribed maximum limits at all times. Specifically, a limit of 90 kilometres per hour for learner and provisional 1 (P1) licence holders and 100km kilometres per hour for provisional 2 (P2) licence holders.<sup>202</sup>
- 4.16 PCYC highlighted that this creates a difference in the maximum speeds learner drivers and other road users can travel in NSW. Further, that this difference 'can lead to potentially dangerous situations' on roads with speed limits of 110km/hour, such as the Newell Highway running through central NSW. For example, other 'frustrated road users may attempt to overtake a learner in an unsafe manner, and learners may be pressured into an error that could result in a crash'.<sup>203</sup>
- 4.17 Further, PCYC also said that the differences in travelling speeds may also see parents or carers choosing to drive in order to reach a destination more quickly, given the long distances between towns in rural and regional areas, rather than allowing a learner driver to gain experience on the road.<sup>204</sup>

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<sup>198</sup> Austroads, [Australian Driver Licensing](#), webpage, viewed 1 April 2022; NRMA, [NSW Graduated Licensing System](#), webpage, viewed 5 April 2022.

<sup>199</sup> Transport and Infrastructure Council, [Communique](#), 7 November 2014, pp 3-4; [Submission 42](#), NSW Government, p 7.

<sup>200</sup> [Submission 42](#), NSW Government, p 7.

<sup>201</sup> [Submission 42](#), NSW Government, p 7.

<sup>202</sup> [Submission 38](#), PCYC, p 3; [NSW Graduated Licensing System](#), viewed 7 April 2022.

<sup>203</sup> [Submission 38](#), PCYC, p 3.

<sup>204</sup> [Submission 38](#), PCYC, p 3.

# Chapter Five – Changes since 2017 report into driver education, training and road safety

## Changes post-2017 inquiry

### Summary

Since the Committee's 2017 report on *Driver Education, Training and Road Safety*, changes have been made to the Graduated Licensing Scheme, driving programs, and regulatory frameworks for professional driving instructors.

- 5.1 On 21 September 2017, the Joint Standing Committee on Road Safety tabled its report on *Driver Education, Training and Road Safety*. The report made 17 findings and 30 recommendations.<sup>205</sup>
- 5.2 The report examined, among other issues, driver training and testing for learner and professional drivers, and licenced drivers from a whole-of-life perspective. It also considered the regulation of the professional driver training industry.<sup>206</sup>
- 5.3 As part of this inquiry, the Committee also invited submissions on changes to driver training and testing since its 2017 report. The Committee notes that not all of the findings and recommendations from the 2017 report were addressed by the evidence.
- 5.4 The Committee was told that the following key changes have occurred since its 2017 report:
  - Changes to the Graduated Licensing Scheme (GLS).
  - Improvement of the Driver Licensing Access Program (DLAP).
  - Review of the Safer Driver Course.
  - Streamlined regulation of professional driving instructors.
- 5.5 It also received evidence about other changes, including to the Road Safety Handbook. These changes are discussed below.

### Changes to the Graduated Licensing Scheme

- 5.6 Changes were made to the GLS on 20 November 2017. Transport for NSW said that the changes align the GLS more closely with the 'exemplar' model GLS in the Australian Graduated Licensing Scheme Policy Framework. They included changing

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<sup>205</sup> [Driver Education, Training and Road Safety](#), pp [xiv-xx](#); [Submission 42](#), NSW Government, p [28](#).

<sup>206</sup> [Driver Education, Training and Road Safety](#), pp [vi-vii](#).

the timing of the hazard perception test (HPT), removing the driver qualification test and extending the P2 licence period for licence suspensions.<sup>207</sup>

- 5.7 First, the timing of the HPT was changed from a requirement to transition from the provisional P1 licence to P2 licence, to become a requirement to progress from a learner driver licence to a P1 provisional licence. Transport for NSW advised that moving the HPT to an earlier stage of the GLS requires novice drivers to demonstrate hazard perception skills before driving on their own, offering greater potential for the HPT to assist young driver safety. Wollongong City Council said that it helps develop low risk driving behaviours sooner.<sup>208</sup>
- 5.8 Wollongong City Council also highlighted that the HPT has not been 'modernised in any way' since Staysafe's 2017 report. It drew the Committee's attention to section 2.39 of that report, which included that Roads and Maritime Services noted it would update the HPT to reflect current hazards on the road network. In its submission to this inquiry, Transport for NSW told the Committee that the Centre for Road Safety is currently reviewing the HPT with a view to updating the outdated image quality of clips and ensuring the hazard related crash scenarios are relevant. Transport for NSW also said that this review had an expected completion date of mid-2021.<sup>209</sup> As at the time of writing, the Committee is unaware of the outcome of this review.
- 5.9 Second, the driver qualification test (DQT), which confirmed that P2 drivers had the knowledge and skills to progress to a full licence, was removed. Transport for NSW stated that research shows that a person's 'driving record is a better predictor of future crash involvement' than how they perform in the DQT.<sup>210</sup>
- 5.10 Third, the P2 licence period is extended for an extra six months for every licence suspension a provisional P2 driver receives for unsafe driving, where they 'receive a demerit point suspension or a suspension for committing a higher risk road offence'. Transport for NSW said that this measure ensures the safety benefits of P2 licence restrictions continue to apply to drivers whose driving record suggests 'they are at higher risk of future crash involvement'.<sup>211</sup>
- 5.11 Transport for NSW also said there has been hardware and software infrastructure improvements to support GLS testing. This includes the provision of four mobile service centres. These are buses fitted with equipment necessary for processing Service NSW customer transactions, which visit regional New South Wales communities and allow people to perform tests such as the driver knowledge test and the HPT.<sup>212</sup>

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<sup>207</sup> [Submission 42](#), NSW Government, pp [7](#)–[28](#).

<sup>208</sup> [Submission 30](#), Wollongong City Council, p [5](#); [Submission 42](#), NSW Government, p [28](#); NSW Government, [Provisional P1 licence](#), webpage, viewed 29 March 2022.

<sup>209</sup> [Submission 42](#), NSW Government, p [30](#).

<sup>210</sup> [Submission 42](#), NSW Government, p [28](#).

<sup>211</sup> [Submission 42](#), NSW Government, pp [28](#)–[29](#).

<sup>212</sup> [Submission 42](#), NSW Government, p [29](#).

### Review and improvement of the Driver Licensing Access Program

- 5.12 Transport for NSW commissioned a review of the Driver Licensing Access Program (DLAP) in 2019, which was conducted in two phases. Phase one examined 'administrative processes and included a desktop review of delivery models'. Phase two reviewed the program's delivery and processes and considered how to improve its reach and efficiency.<sup>213</sup>
- 5.13 The review found that the DLAP follows best practice and identified opportunities for program enhancement. Improvements for program enhancement were incorporated into a new procurement strategy, implemented in 2020, to renew the provider panel and expand the program. Transport for NSW said that the 2020 procurement strategy and a tender evaluation plan, also prepared in 2020, were developed based on, among other things, experience from delivering the program, the DLAP review and stakeholder input.<sup>214</sup>
- 5.14 Transport for NSW said that the procurement strategy:
- Standardised pricing and included service packages in place of a varied pricing structure, while retaining flexibility for the local tailoring of services. This includes an 'on-road driving experience service package' focusing on, among other things, 'learning driver mentoring including supervised driving hours' and 'access to a road worthy vehicle for driving practice.'
  - Improved value for money.
  - Improved geographic coverage of the DLAP with a mix of providers including non-government organisations, charities, educational institutions, refugee specialists and Aboriginal and Torres Strait Islander businesses, and increased expansion in rural and remote areas.
  - Expanded the DLAP provider panel.<sup>215</sup>
- 5.15 Transport for NSW also said that 'work continues to standardise branding resources, and data collection and reporting'.<sup>216</sup>
- 5.16 An open tender was introduced to encourage new suppliers to become involved in the program and gain knowledge of the market. An expert panel was also assembled to assess tenders. Transport for NSW Aboriginal Engagement, Multicultural NSW, Transport Social Policy, Road Safety Policy and Transport procurement were represented on the panel.<sup>217</sup>

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<sup>213</sup> [Submission 42](#), NSW Government, p [29](#).

<sup>214</sup> [Submission 42](#), NSW Government, pp [13](#), [29](#).

<sup>215</sup> [Submission 42](#), NSW Government, pp [13-14](#).

<sup>216</sup> [Submission 42](#), NSW Government, p [29](#).

<sup>217</sup> [Submission 42](#), NSW Government, p [29](#).

### Review of the Safer Driver Course

- 5.17 Transport for NSW completed a review of the Safer Driver Course in 2018 and found that it was operating effectively overall, but noted there was potential to improve:
- Its reach to young learners in regional and remote areas and from low socioeconomic and non-English speaking backgrounds.
  - Administrative issues including communication between the Transport for NSW program deliverer and course providers, and increased flexibility of provider rules regarding participant numbers, especially in low-demand areas.
  - Course content and delivery.<sup>218</sup>
- 5.18 The Committee was informed that work to address identified areas for improvement is completed or underway.<sup>219</sup>
- 5.19 Transport for NSW said that more crash data is needed for the Centre for Road Safety to evaluate the effectiveness of the course on novice driver safety. It said that making this course compulsory will not be considered until after this evaluation is completed. The Committee notes that it recommended in its 2017 report that Transport for NSW consider whether safety benefits can be achieved by making this course compulsory for all learner drivers as part of a review conducted in consultation with relevant stakeholders and community.<sup>220</sup>

### Streamlined regulation of professional driving instructors

- 5.20 In 2019, various amendments were made to the Driver Instructors Regulation 2016 to codify the different types of driving instructor licences, providing greater clarity about the types of licence classes and conditions for each class. The Committee was informed that the types of licences 'were previously only based in policy'.<sup>221</sup>
- 5.21 In 2020, the *Driving Instructor Act 1992* was amended to remove the need for an instructor to complete a police interview as part of the character test, as applicants are required to undergo a criminal history check as part of the Working with Children Clearance (WWCC). Transport for NSW said that this removed duplication of the character test, now made as a result of the WWCC, and that the standard of the character test has not been reduced as applicants must still undergo a criminal history check.<sup>222</sup>
- 5.22 Transport for NSW also advised that it is also considering other 'initiatives to reduce regulatory burden, enhance operational efficiency and improve the customer experience for the driving instructor enrolment process'.<sup>223</sup>

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<sup>218</sup> [Submission 42](#), NSW Government, pp 29-30.

<sup>219</sup> [Submission 42](#), NSW Government, p 30.

<sup>220</sup> [Submission 42](#), NSW Government, p 30; *Driver Education, Training and Road Safety*, pp xiv, 15.

<sup>221</sup> [Submission 42](#), NSW Government, p 31.

<sup>222</sup> [Submission 42](#), NSW Government, p 31.

<sup>223</sup> [Submission 42](#), NSW Government, p 31.

## Appendix One – Terms of reference

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

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

## Appendix Two – Conduct of inquiry

On 25 March 2021, the Committee resolved to conduct an inquiry into support for rural and regional learner drivers. Written invitations were sent to selected stakeholders and a media release was issued calling for submission by 14 May 2021.

The Committee received 43 submissions from government agencies, local councils, research bodies and academics and industry peak bodies. The full list of submissions appears in **Appendix Three**.

Two hearings were conducted at Parliament House on Tuesday 30 November 2021 and Tuesday 7 December 2021. All witnesses for the first hearing appeared via videoconference. Most of the witnesses for the second hearing appeared via videoconference, while six witnesses appeared in-person.

Due to technical issues the public gallery for the first hearing was not open but the hearing was broadcast live on the Parliament's website. Witnesses who provided evidence at the public hearings are listed in **Appendix Four**.

Transcripts of the public hearings, together with submissions, answers to questions on notice and additional information, are available on the inquiry's [webpage](#).

## Appendix Three – Submissions

- 1** Regional Development Australia Riverina
- 2** Mrs Lynn Starkey
- 3** Mr James Steward
- 4** Rotary Club of Wingham
- 5** Shoalhaven City Council
- 6** Mr John Southon
- 7** Yass Valley Council
- 8** Wollondilly Shire Council
- 9** Gwydir Shire Council
- 10** Ms Camilla Baker
- 11** Mr Robert Cox
- 12** Mr Peter Bright
- 13** City of Newcastle
- 14** Blue Mountains City Council
- 15** Rotary Club of Young
- 16** Eurobodalla Shire Council
- 17** Road Safety Research Collaboration, University of the Sunshine Coast
- 18** Confidential
- 19** Mrs Lena Huda
- 20** Motorcycle Council of NSW
- 21** Road Safety Education Limited
- 22** Youth Action NSW
- 23** Australasian New Car Assessment Program (ANCAP) Safety
- 24** Bellingen Shire Council and Nambucca Valley Council
- 25** Upper Hunter Shire Council
- 26** Snowy Monaro Regional Council
- 27** The Association of Independent Schools of New South Wales
- 28** National Motorists Association of Australia
- 29** Port Macquarie Hastings Council
- 30** Wollongong City Council
- 31** Office of the Advocate for Children and Young People
- 32** Bathurst Regional Council

**33** Mid-Western Regional Council

**34** Cessnock City Council

**35** Just Reinvest NSW

**36** Youthsafe

**36a** Youthsafe

**37** National Roads and Motorists' Association (NRMA)

**38** Police Citizens Youth Club NSW

**39** Liverpool City Council

**40** Penrith City Council

**41** Australasian College of Road Safety

**42** NSW Government

**43** Bourke Shire Council

## Appendix Four – Witnesses

### 30 November 2021, Room 814-815, Parliament House, Sydney

Witness and Position	Organisation
Ms Rebecca Copping Road Safety Officer	Snowy Monaro Regional Council
Ms Suzan Mehmet Road Safety Coordinator	Blue Mountains City Council
Mr Nathan McBriarty Traffic & Transport Unit Leader	Wollongong City Council
Ms Meryl Hinge Road Safety Officer	Yass Valley Council
Ms Bernadette Gammon Education Team Leader, Community Education	Port Macquarie Hastings Council
Ms Kim Bush Divisional Manager, Community Development & Participation	Eurobodalla Shire Council
Mr Mark Riley General Manager	Bourke Shire Council
Mr Kenneth Patterson Special Projects	Rotary Club of Wingham
Mr Frank Lincoln Simulator Coordinator	Rotary Club of Young

### 7 December 2021, Jubilee Room, Parliament House, Sydney

Witness and Position	Organisation
Ms Kate Munro Chief Executive Officer	Youth Action NSW
Ms Zoë Robinson Advocate for Children and Young People	Office of the NSW Advocate for Children and Young People
Mr Dominic Teakle Chief Executive Officer	Police Citizens Youth Club NSW

Ms Jenny Lovric Manager, Community Engagement & Partnerships	Just Reinvest NSW
Mr Warren Johnson Chief Executive	Youthsafe
Mr Levi Anderson Research Associate	Road Safety Research Collaboration, University of the Sunshine Coast
Mr Albert Birss Managing Director/CEO	Road Safety Education Limited
Ms Brooke O'Donnell General Manager – Education & Communications	Road Safety Education Limited
Mr Brian Wood Secretary	Motorcycle Council of NSW
Mr Michael Lane National Media Liaison Officer	National Motorists Association Australia
Mr Dean Rance Policy Advisor – Mobility & Planning	National Roads and Motorists' Association (NRMA)
Mr Kenneth Patterson Special Projects	Rotary Club of Wingham
Mr John Southon Principal	Trundle Central School
Mr Darryl Buchanan Associate Chief Executive	The Association of Independent Schools of NSW
Ms Carla Hoorweg Chief Executive Officer	Australasian New Car Assessment Program (ANCAP) Safety
Mr Michael Timms Treasurer and Committee Member	Australasian College of Road Safety
Mr Bernard Carlon Chief - Centres for Road Safety and Maritime Safety - Safety, Environment and Regulation	Transport for NSW
Ms Andrea Parker Executive Director Regulatory Operations – Safety, Environment and Regulation	

## Appendix Five – Extract from minutes

### MINUTES OF MEETING No. 12

1.41 pm, 25 March 2021

Room 1043

#### Members present

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair) Mr Roy Butler MP, Mr Chris Gulaptis MP, Ms Wendy Lindsay MP, Mr Nick Lalich MP, the Hon. Shaoquett Moselmane MLC, and the Hon. Reverend Fred Nile MLC

#### Apologies

Mr Stephen Bromhead MP

#### Officers in attendance

Elaine Schofield, Cheryl Samuels, Abegail Turingan, Vanessa Gasiewski

#### 1. Membership

The Committee was advised that on 18 November 2020 the House resolved to appoint Mr Shaoquett Moselmane MLC to the Committee in place of Mr Daniel Mookhey MLC, discharged.

#### 2. Confirmation of minutes

Resolved, on the motion of Ms Preston:

That the minutes of the meeting held on 7 August 2020 be confirmed.

#### 3. \*\*\*

#### 4. \*\*\*

#### 5. Consideration of correspondence from Mr Stephen Bromhead MP

The Committee noted the correspondence received from Mr Stephen Bromhead MP, dated 17 July 2020, concerning a proposal that the time spent under supervised training on a driver simulator be credited to the 120 hours needed to obtain a drivers licence. The Committee also noted that the matter raised falls within the proposed inquiry into support for rural and regional learner drivers.

#### 6. Proposed inquiries

##### 6.1. Support for rural and regional learner drivers

Resolved, on the motion of Mr Moselmane, seconded by Reverend Nile:

That the Committee conduct an inquiry into support for rural and regional learner drivers, in accordance with the following terms of reference:

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

- a. challenges faced by learner drivers in rural and regional areas to get the required training and experience to obtain a licence

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

Resolved, on the motion of Mr Moselmane, seconded by Reverend Nile:  
That the Committee call for submissions to be received by 14 May 2021 and write to the listed stakeholders.

7. \*\*\*

8. \*\*\*

**Next meeting**

The meeting adjourned at 1.50 pm until a date and time to be determined.

**MINUTES OF MEETING No. 13**

10.04 am, 24 May 2021

Online via Webex and Room 1136, Parliament House

**Members present**

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair), Mr Stephen Bromhead MP, Mr Roy Butler MP, Mr Chris Gulaptis MP (via Webex)  
Ms Wendy Lindsay MP, the Hon. Shaoquett Moselmane MLC (Room 1136)

**Apologies**

Mr Nick Lalich MP, the Hon. Reverend Fred Nile MLC

**Officers in attendance**

Elaine Schofield, Kieran Lewis, Cheryl Samuels, Aaron Willey, Abegail Turingan, Vanessa Gasiewski

**1. Confirmation of minutes**

Resolved, on the motion of Mr Moselmane, seconded by Ms Preston:  
That the minutes of the meeting held on 25 March 2021 be confirmed.

2. \*\*\*

**3. General business**

The Committee discussed the timeline for the inquiry into support for rural and regional learner drivers.

**Next meeting**

The meeting adjourned at 10.18 am until a date and time to be determined.

**MINUTES OF MEETING No. 14**

1.42 pm, 22 June 2021

Room 1136, Parliament House and by videoconference

**Members present**

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair), Mr Stephen Bromhead MP, Mr Chris Gulaptis MP, Mr Nick Lalich MP, Ms Wendy Lindsay MP, the Hon. Shaoquett Moselmane MLC, the Hon. Reverend Fred Nile MLC (in Room 1136)  
Mr Roy Butler MP (by Webex)

**Apologies**

Nil

**Officers in attendance**

Elaine Schofield, Cheryl Samuels, Vanessa Gasiewski (in Room 1136)  
Abegail Turingan, Aaron Willey (by Webex)

**1. Confirmation of minutes**

Resolved, on the motion of Mr Bromhead, seconded by Ms Preston:  
That the minutes of the meeting held on 24 May 2021 be confirmed.

**2. \*\*\***

**3. Inquiry into support for rural and regional learner drivers**

**3.1. Publication of submissions**

Resolved, on the motion of Mr Moselmane, seconded Mr Lalich:

- That the Committee publish submissions numbered 1 to 14, 17, 19 to 32, and 34 to 41 in full.
- That the Committee publish submission number 15 with the names and contact details of some third party individuals redacted.
- That the Committee publish submission number 16 with the attachments in the Addendum that refer to or have images of third party individuals redacted.
- That submission number 18 remain confidential to the Committee and not be published.
- That the Committee publish submission number 33 with the name and position title of the author redacted.

**4. Public hearings**

Resolved on the motion of Mr Lalich, seconded Mr Moselmane that the Committee authorise the Chair to organise two days of public hearing and circulate potential witnesses to the Committee.

**5. \*\*\***

**Next meeting**

The meeting adjourned at 2.10 pm until a date and time to be determined.

**MINUTES OF MEETING No. 15**

10.05 am, 14 July 2021

All by videoconference

**Members present**

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair), Mr Chris Gulaptis MP, the Hon. Reverend Fred Nile MLC, Mr Roy Butler MP

**Apologies**

Mr Stephen Bromhead MP, Mr Nick Lalich MP, Ms Wendy Lindsay MP, the Hon. Shaoquett Moselmane MLC

**Officers in attendance**

Elaine Schofield, Kieran Lewis, Abegail Turingan

**1. Confirmation of minutes**

Resolved, on the motion of Reverend Nile, seconded by Ms Preston:  
That the minutes of the meeting held on 22 June 2021 be confirmed.

**2. \*\*\***

**3. Inquiry into support for rural and regional learner drivers**

**3.1. Publishing submission**

Resolved, on the motion of Reverend Nile, seconded Mr Gulaptis:  
That the Committee publish submission number 42 in full.

**4. Proposed hearings**

The Committee was updated on the progress for arranging the proposed hearings for the inquiry.

**5. \*\*\***

**Next meeting**

The meeting adjourned at 10.10 am until a date and time to be determined.

**MINUTES OF MEETING No. 16**

10.03 am, 30 September 2021

Online by Webex

**Members present**

The Hon. Lou Amato MLC (Chair), Mr Stephen Bromhead MP, Mr Nick Lalich MP, Ms Wendy Lindsay MP, the Hon. Shaoquett Moselmane MLC, Ms Robyn Preston MP (Deputy Chair), Mr Chris Gulaptis MP, the Hon. Reverend Fred Nile MLC, Mr Roy Butler MP

**Officers in attendance**

Sam Griffith, Emma Wood, Francesca Arciuli-Matar, Cheryl Samuels, Abegail Turingan

**1. Apologies**

Nil

**2. Recording of proceedings**

Resolved, on the motion of Mr Moselmane, seconded by Mr Lalich:

That the Committee agree to record the meeting for the purposes of the secretariat preparing the minutes and that the recording be deleted when the minutes are settled.

**3. Confirmation of minutes**

Resolved, on the motion of Reverend Nile, seconded by Ms Preston:

That the minutes of the meeting held on 14 July 2021 be confirmed.

**4. \*\*\***

**5. Inquiry into support for rural and regional learner drivers**

**5.1. Public hearing arrangements**

The Committee considered a list of possible witnesses and agreed that members would provide the secretariat with their suggestions for possible witnesses by Friday 8 October 2021.

Resolved, on the motion of Mr Moselmane, seconded by Reverend Nile:

That the Committee conduct public hearings in late November/early December, and that the secretariat canvass members as to their availability.

**6. \*\*\***

**7. \*\*\***

**Next meeting**

The meeting adjourned at 10.42 am until a date and time to be determined.

**MINUTES OF MEETING No. 17**

9.33 am, Monday, 29 November 2021

Room 814/815, Parliament House and by Webex videoconference

**Members Present**

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair), Mr Stephen Bromhead MP, Mr Roy Butler MP, Mr Nick Lalich MP, the Hon. Shaoquett Moselmane MLC

By videoconference: Ms Wendy Lindsay MP, Mr Chris Gulaptis MP, Reverend the Hon. Fred Nile MLC

**Officers in attendance**

Sam Griffith, Kieran Lewis, Rima Dabliz, Francesca Arciuli-Matar, Cheryl Samuels, Abegail Turingan, Siobhan Ryan

**1. Apologies**

Nil

**2. Confirmation of minutes**

Resolved, on the motion of Mr Moselmane seconded by Mr Lalich:  
That the minutes of the meeting held on 30 September 2021 be confirmed.

**3. \*\*\***

**4. Inquiry into support for rural and regional learner drivers**

Resolved, on the motion of Mr Butler, seconded by Mr Bromhead:  
That supplementary submission number 36a and submission number 43 be published in full.

**5. \*\*\***

**6. \*\*\***

**7. \*\*\***

The Chair adjourned the deliberative meeting at 9.44 am.

\*\*\*

**8. \*\*\***

**Next meeting**

The meeting adjourned at 4.15 pm until 9.15 am on Tuesday 30 November 2021 in Room 814/815 and by Webex videoconference.

**MINUTES OF MEETING No. 18**

9:18 am, Tuesday 30 November 2021

Room 814/815, Parliament House and Webex videoconference

**Members Present**

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair), Mr Stephen Bromhead MP, Mr Roy Butler MP, Mr Nick Lalich MP, the Hon. Shaoquett Moselmane MLC, Reverend the Hon. Fred Nile MLC

By videoconference: Mr Chris Gulaptis MP, Ms Wendy Lindsay MP

**Officers in attendance**

Sam Griffith, Kieran Lewis, Rima Dabliz, Francesca Arciuli-Matar, Cheryl Samuels, Abegail Turingan, Siobhan Ryan

**1. Apologies**

Nil

**2. \*\*\***

**3. Inquiry into support for rural and regional learner drivers**

**3.1. Public hearing**

The Committee noted that the public hearing will start at 1.20 pm. The Committee also noted the hearing schedule, suggested questions for witnesses, and hybrid hearing guidelines.

**4. \*\*\*, and inquiry support for rural and regional learner drivers**

**4.1. Publication orders**

Resolved, on the motion of Mr Butler, seconded by Reverend Nile:

That the Committee authorises the audio-visual recording, photography and broadcasting of the public hearings on 30 November 2021, in accordance with the Legislative Assembly's guidelines for the coverage of proceedings for committees administered by the Legislative Assembly.

**4.2. Transcripts of evidences**

Resolved, on the motion of Reverend Nile, seconded by Mr Lalich:

That the corrected transcripts of public evidence given on 30 November 2021 be authorised for publication and uploaded on the Committee's website.

**4.3. Questions taken on notice and supplementary questions**

Resolved, on the motion of Mr Butler, seconded by Mr Lalich:

That witnesses be asked to provide answers to questions taken on notice and supplementary questions within 2 weeks of the date on which the questions are forwarded, and that once received, answers be published on the Committee's website.

**4.4. Acceptance and publication of tendered documents (if any)**

Resolved, on the motion of Mr Butler, seconded by Mr Moselmane:

That documents tendered during the public hearings be accepted by the Committee and published on the Committee's website.

The Chair adjourned the deliberative meeting at 9.20 am.

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**5. Public hearing – Inquiry into support for rural and regional learner drivers**

The Chair opened the public hearing at 1.20 pm. All witnesses attended the public hearing via Webex videoconference and the hearing was broadcast via the Parliament's website.

The Chair made a short opening statement.

The following witnesses were then admitted:

- Ms Rebecca Copping, Road Safety Officer, Snowy Monaro Regional Council, was affirmed and examined.
- Ms Suzan Mehmet, Road Safety Coordinator, Blue Mountains City Council, was affirmed and examined.
- Mr Nathan McBriarty, Traffic and Transport Unit Leader, Wollongong City Council, was sworn and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Ms Meryl Hinge, Road Safety Officer, Yass Valley Council, was sworn and examined.
  - Ms Bernadette Gammon, Education Team Leader, Community Education, Port Macquarie Hastings Council, was sworn and examined.
  - Ms Kim Bush, Divisional Manager, Community Development and Participation, Eurobodalla Shire Council, was affirmed and examined.
  - Mr Mark Riley, General Manager, Bourke Shire Council, was affirmed and examined.
- Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Mr Kenneth Patterson, Special Projects, Rotary Club of Wingham, was sworn and examined.
- Mr Frank Lincoln, Simulator Coordinator, Rotary Club of Young, was sworn and examined.

Evidence concluded, the witnesses withdrew.

#### **Next meeting**

The meeting adjourned at 3.50 pm until 9.45 am on Tuesday 7 December 2021 in the Jubilee Room and by Webex videoconference.

#### **MINUTES OF MEETING No. 19**

9.50 am, Tuesday, 7 December 2021

Jubilee Room, Parliament House and Webex videoconference

#### **Members Present**

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair) (by teleconference until 10.54 am and then in person), Mr Roy Butler MP, Ms Wendy Lindsay MP, the Hon. Shaoquett Moselmane MLC, Reverend the Hon. Fred Nile MLC

By videoconference: Mr Chris Gulaptis MP

#### **Officers in attendance**

Sam Griffith, Kieran Lewis, Rima Dabliz, Francesca Arciuli-Matar, Abegail Turingan, Siobhan Ryan

#### **1. Apologies**

Mr Nick Lalich MP, Mr Stephen Bromhead MP

#### **2. Confirmation of minutes**

Resolved, on the motion of Mr Butler seconded by Reverend Nile:

That the minutes of meetings held on 29 November and 30 November 2021 be confirmed.

#### **3. Inquiry into support for rural and regional learner drivers**

##### **3.1. Public hearing**

The Committee noted that the public hearing will start at 10:00 am. The Committee also noted the hearing schedule, suggested questions for witnesses, and hybrid hearing guidelines.

##### **3.2. Publication orders**

Resolved, on the motion of Mr Butler seconded by Mr Gulaptis:

That the Committee authorises the audio-visual recording, photography and broadcasting of the public hearing on 7 December 2021, in accordance with the Legislative Assembly's guidelines for the coverage of proceedings for committees administered by the Legislative Assembly.

**3.3. Transcript of evidence**

Resolved, on the motion of Mr Moselmane seconded by Reverend Nile:

That the corrected transcript of public evidence given on 7 December 2021 be authorised for publication and uploaded on the Committee's website.

**3.4. Questions taken on notice and supplementary questions**

Resolved, on the motion of Mr Butler seconded by Mr Gulaptis:

That witnesses be asked to provide answers to questions taken on notice and supplementary questions by Wednesday 12 January 2022, and that once received, answers be published on the Committee's website.

**3.5. Acceptance and publication of tendered documents (if any)**

Resolved, on the motion of Reverend Nile seconded by Mr Moselmane:

That documents tendered during the public hearing be accepted by the Committee and published on the Committee's website.

**4. \*\*\***

The Chair adjourned the deliberative meeting at 9.57 am.

**5. Public hearing**

The Chair opened the public hearing at 10.00 am. Witnesses attended the public hearing via Webex videoconference and in person. The hearing was broadcast via the Parliament's webcast.

The Chair made a short opening statement.

The following witnesses were admitted:

- Kate Munro, Chief Executive Officer, Youth Action NSW, appearing in person, was affirmed and examined.
- Zoë Robinson, Advocate for Children and Young People, Office for the Advocate for Children and Young People, appearing in person, was affirmed and examined.
- Dominic Teakle, Chief Executive Officer, Police Citizens Youth Club NSW, appearing via videoconference, was sworn and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Jenny Lovric, Manager, Community Engagement and Partnerships, Just Reinvest NSW, appearing via videoconference, was affirmed and examined.
- Warren Johnson, Chief Executive, Youthsafe, appearing in person, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Levi Anderson, Research Associate, Road Safety Research Collaboration, University of the Sunshine Coast, appearing via videoconference, was affirmed and examined.
- Albert Birss, Managing Director/CEO, Road Safety Education Limited, appearing via videoconference, was affirmed and examined.
- Brooke O'Donnell, General Manager – Education & Communications, Road Safety Education Limited, appearing via videoconference, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Brian Wood, Secretary, Motorcycle Council of NSW, appearing via videoconference, was affirmed and examined.
- Michael Lane, National Media Liaison Officer, National Motorists Association Australia, appearing via videoconference, was affirmed and examined.
- Dean Rance, Policy Advisor – Mobility and Planning, National Roads and Motorists' Association (NRMA), appearing in person, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The Chair closed the public hearing at 12.49 pm.

#### **Deliberative meeting**

The Chair opened the meeting at 12.53 pm

\*\*\*

The Chair adjourned the deliberative meeting at 12.55 pm.

#### **Resumption of public hearing**

The public hearing resumed at 12.59 pm.

Ms Wendy Lindsay MP joined the public hearing at 12.58 pm.

The following witness was then admitted:

- Kenneth Patterson, Special Projects, Rotary Club of Wingham, appearing via videoconference, was sworn and examined.

Evidence concluded, the witness withdrew.

The following witnesses were then admitted:

- John Southon, Principal, Trundle Central School, appearing via videoconference, was sworn and examined.
- Darryl Buchanan, Associate Chief Executive, The Association of Independent Schools of NSW, appearing in person, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Carla Hoorweg, Chief Executive Officer, Australasian New Car Assessment Program (ANCAP Safety), appearing via videoconference, was affirmed and examined.
- Michael Timms, NSW Treasurer and Committee Member, Australasian College of Road Safety – NSW Chapter, appearing in person, was sworn and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Bernard Carlon, Chief – Centres for Road Safety and Maritime Safety – Safety, Environment and Regulation, Transport for NSW, appearing via videoconference, was sworn and examined.
- Andrea Parker, Executive Director Regulatory Operations – Safety, Environment and Regulation, Transport for NSW, appearing via videoconference, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The Chair closed the public hearing at 4.00 pm.

#### 6. Post hearing deliberative meeting

The Chair opened the meeting at 4.01 pm.

Resolved, on the motion of Ms Lindsay seconded by Mr Moselmane:

That the secretariat email relevant inquiry participants with information about the Transport for NSW Community Road Safety Grants Program, and information about the NSW Government's program of Youth Development Scholarships.

#### Next meeting

The meeting adjourned at 4.06 pm until a date and time to be determined.

### MINUTES OF MEETING No. 20

12.32 pm, Friday, 13 May 2022

Room 1254, Parliament House and by Webex videoconference

#### Members present

The Hon. Lou Amato MLC (Chair), Mr Nathaniel Smith MP (Deputy Chair), Mr Roy Butler MP, Mrs Shelley Hancock MP, the Hon. Shaoquett Moselmane MLC, Mr Christopher Gulaptis MP  
Via videoconference: Mr Nick Lalich MP, Reverend the Hon. Fred Nile MLC

#### Officers present

Sam Griffith, Kieran Lewis, Francesca Arciuli-Matar, Rima Dabliz, Nicolle Gill

#### Apologies

Mr Stephen Bromhead MP

#### 1. Committee membership

The Committee noted the membership change as recorded in the Legislative Assembly Votes and Proceedings, no 134, entry no 17:

Mrs Shelley Hancock MP and Mr Nathaniel Smith MP have been appointed to the Committee in place of Ms Wendy Lindsay MP and Ms Robyn Preston MP, discharged.

The Chair welcomed the new members.

**2. Election of Deputy Chair**

There being a vacancy in the office of Deputy Chair, the Chair called for nominations:  
Mr Gulaptis moved that Mr Smith be the Deputy Chair of the Committee, seconded by Mr Butler.

No further nominations were received.

There being only one nomination, Mr Smith was declared to be the Deputy Chair.

**3. Confirmation of minutes**

Resolved, on the motion of Mr Gulaptis, seconded by Mr Moselmane:  
That the minutes of the meeting of 7 December 2021 be confirmed.

**4. \*\*\***

**5. \*\*\***

**6. Inquiry into support for rural and regional learner drivers**

**6.1.**

The Chair provided an update to the Committee about progress on the report.

**6.2. Correspondence**

The Committee noted the following correspondence:

- Email from Mr Ken Patterson, Rotary Club of Wingham, with attached copy of Simulator Driver Training brochure, dated 11 December 2021.
- Email from Mr Ken Patterson, Rotary Club of Wingham, outlining funding applications for the purchase of driver simulators, dated 22 December 2021.
- Letter from Mr Frank Lincoln, Driving Simulator Convenor, Rotary Club of Young, with attached 'Drive Safely and Stay Alive' pamphlet, dated 13 December 2021.

**7. \*\*\***

**8. \*\*\***

**9. \*\*\***

**Next Meeting**

The meeting adjourned at 1.45 pm until a time and date to be determined.

**MINUTES OF MEETING No. 22**

11.03 am, Wednesday, 29 June 2022

Room 1043, Parliament House and via videoconference

**Members present**

The Hon. Lou Amato MLC (Chair), The Hon. Shaoquett Moselmane MLC, Mr Nick Lalich MP, Reverend the Hon. Fred Nile MLC.

Via videoconference: Mr Nathaniel Smith MP (Deputy Chair), Mr Roy Butler MP, Mrs Shelley Hancock MP, Mr Christopher Gulaptis MP

**Officers present**

Sam Griffith, Kieran Lewis, Rima Dabliz, Francesca Arciuli-Matar, Abegail Turingan

**Apologies**

Mr Stephen Bromhead MP

**1. Confirmation of minutes**

Resolved, on the motion of Mr Moselmane, seconded by Mr Lalich:  
That the minutes of the meeting of 31 May 2022 be confirmed.

**2. Recording of proceedings**

Resolved, on the motion of Reverend Nile, seconded by Mr Lalich:  
That the Committee agree to record the meeting for the purposes of the secretariat preparing the minutes and that the recording be deleted when the minutes are settled.

**3. Inquiry into support for rural and regional learner drivers**

**3.1 Consideration of Chair's draft report**

Resolved, on the motion of Mr Moselmane, seconded by Reverend Nile:  
That the Committee consider the Chair's draft report in *globo*.

Mr Moselmane moved the following amendments to the Chair's draft report:

1. That Recommendation 1 be amended to omit "whether" and insert instead "how".  
Discussion ensued.  
Question put.  
The Committee agreed to the amendment.
  
2. That Recommendation 10 be amended to omit "consider creating a data-sharing portal" and insert instead "investigate the creation of a data-sharing portal".  
Discussion ensued.  
Question put.  
The Committee agreed to the amendment.
  
3. That Recommendation 11 be amended to omit "consider" and insert instead "investigate".  
Discussion ensued.  
Question put.  
The Committee agreed to the amendment.
  
4. That Recommendation 13 be amended to omit "consider subsidising" and insert instead "subsidise".  
Discussion ensued.  
Question put.  
The Committee agreed to the amendment.
  
5. That Recommendation 16 be amended to omit "consider" and insert instead "investigate".  
Discussion ensued.  
Question put.  
The Committee agreed to the amendment.

6. That Recommendation 19 be amended to omit "consider" and insert instead "investigate".

Discussion ensued.

Question put.

The Committee agreed to the amendment.

Mr Butler moved the following amendments to the Chair's draft report:

7. That Recommendation 12 be amended to omit "consider offering" and insert instead "offer".

Discussion ensued.

Question put.

The Committee agreed to the amendment.

8. That Recommendation 17 be amended to omit "That Transport for NSW consider" and insert instead "That Transport for NSW, in consultation with local councils, investigate".

Discussion ensued.

Question put.

The Committee agreed to the amendment.

Mrs Hancock moved the following amendment to the Chair's draft report:

9. That Recommendation 15 be amended to omit "NSW Government" and insert instead "Transport for NSW".

Discussion ensued.

Question put.

The Committee agreed to the amendment.

Reverend Nile moved the following amendment to the Chair's draft report:

10. That Recommendation 14 be amended to omit "consider developing" and insert instead "develop".

Discussion ensued.

Question put.

The Committee agreed to the amendment.

11. That Recommendation 15 be amended to insert at the end "That Transport for NSW investigate options to reduce the number of hours."

Discussion ensued.

Question put.

The Committee agreed to the amendment.

Resolved, on the motion of Reverend Nile, seconded by Mr Lalich:

- That the draft report, as amended, be the report of the Committee and that it be signed by the Chair and presented to the House.
- That the Chair and committee staff be permitted to correct stylistic, typographical and grammatical errors and to make consequential amendments.
- That, once tabled, the report be posted on the Committee's website.

4. \*\*\*

**Next Meeting**

The meeting adjourned at 11.50 am until a time and date to be determined.