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APPENDIX A: TERMS OF REFERENCE

FEDERAL OFFICE OF ROAD SAFETY

RESEARCH PROJECT SPECIFICATION

RESEARCH INTO THE IMPLEMENTATION OF GRADUATED LICENSING

BACKGROUND

The Federal Office of Road Safety (FORS) has proposed to the States and Territories an alternative method for awarding licenses to new drivers. This is the graduated licensing scheme, which has as its primary aim the extension of the on-road training of young people before they are fully licensed. This training would be graduated in that it would begin with a number of restrictions and be under maximum supervision, both of which would be progressively eased as the novice driver became more experienced.

The attachment outlines the proposed scheme in detail.

In promoting the concept for the States and Territories FORS recognises that the scheme may involve changes in the lifestyle of some of the young drivers affected, but considers that the inordinately high crash involvement of young drivers warrants a change in their existing driving behaviour. This project is considered necessary to determine the measures that can be taken to ensure that such a concept can be implemented smoothly to facilitate such a change.

OBJECTIVE OF PROJECT

To assess any difficulties that could be associated with the implementation and administration of the graduated licensing concept, and to recommend ways in which these could be overcome. The project should seek to:

1. Develop guidelines for the administration of the scheme by driver licence authorities in each State and Territory
 - identify specific problems which can be expected and suggest ways of overcoming these.
2. Advise on the most appropriate public education activities that would be effective in gaining community acceptance for the scheme.
3. Recommend measures to ensure the scheme can be effectively and fairly implemented in rural areas.

4. Advise on the impact on the community of an earlier learner age.
5. Recommend measures for enhancing the community's acceptance of curfew times, addressing issues such as
 - . the need for exemptions for employment
 - . the attitudes of parents to the restricted mobility of their children during these times.
6. Determine the significance of the measures recommended for over-age entry.

METHODOLOGY

1. The consultant will need to liaise with driver licence authorities in each State and Territory. They will need to determine the administrative characteristics of each that will need to be considered, in constructing a model 'implementation and administration system' for the scheme.

There will need to be negotiation with FORS on whether or not this necessitates a visit to each capital city. Alternatively, it may be possible for the consultant to use local staff or write to each Registrar to seek the necessary information.

2. The consultant will be expected to review any overseas literature (especially from the U.S.) to seek suggestions and identify pitfalls in implementing the scheme.
3. Consideration should be given to creating a statistical picture of the employment characteristics of youth in the proposed curfew hours, both by State and urban/rural classifications. This would be helpful in estimating the possible requirements for exemptions and the nature of any community resistance to the scheme.
4. It will be necessary for the consultant to consider the need for any surveys to be conducted of either youth or their parents who are likely to be affected. Such surveys or group discussion could seek to identify problems with implementing graduated licensing, or suggesting means whereby the needs of road safety authorities and the community can both be met. The Office is not interested, however, in a general survey of attitudes to the proposal by the community at large.

Funding Proposals should anticipate funding in the range
\$20,000 - \$35,000.

Timing The project is expected to take 6 months from the
date of commissioning.

RESEARCH PROPOSALS

Proposals should be forwarded to:

Senior Contracts Officer
Department of Transport
GPO Box 594
CANBERRA CITY ACT 2601

Technical enquiries should be directed to Mr Geoff Noonan on
062-687396.

Proposals should reach the Department by 20 December 1985.

ATTITUDES TO GRADUATED LICENSING RESTRICTIONSBackground

Studies of road crashes involving inexperienced young drivers have identified a number of different driving situations or circumstances which have a particularly high crash risk for inexperienced drivers compared with older drivers. These include night driving, especially at weekends; drink driving; being accompanied by occupants of similar age; and the non-wearing of seat belts.

Driver education/training programs traditionally involve classroom instruction and training in basic manipulative skills. Some programs extend manipulative training to off-road driving ranges where instruction is given in emergency techniques i.e. "car craft". However, no form of range training has been shown to be effective in reducing crash rates. Moreover, teaching defensive driving in a classroom situation has not been shown to be effective for young drivers. They lack the experience of real-world driving situations, especially in traffic, to benefit from such instructions.

The most promising alternative is to expose learner drivers to increasingly demanding traffic and driving situations under an appropriate degree of supervision. This is the basis of graduated licensing.

It is the view of the Federal Office of Road Safety (FORS) that extension of the training period for novice drivers is best achieved by extending the pre-licence learner period. Such an arrangement could be compatible or tie in with probationary and related licensing schemes.

Ideally, extending the learner period involves starting to drive at an earlier age, initially under supervision at all times. Subsequently, solo driving would be permitted in low-risk situations, such as in daylight hours without youthful passengers, with night driving still supervised. After a further period the learner would be permitted to drive solo at all times with restriction on passengers at night until the age when a driver licence is attained. There would be a zero BAC limit at all stages, including the first year with a driver licence.

Minimum Learner Age

The minimum age of licensing of drivers (and motorcyclists) in Australia is higher than in a number of overseas countries which traditionally have had lower crash rates - 17 years except in Victoria (18) and SA (16) compared with USA (generally 16) and NZ (15).

An official investigation by NZ authorities in 1979 confirmed 15 years as the minimum age after a survey of usage and crashes for all age groups. The Victorian Parliamentary Road Safety Committee investigation in 1972 opted to retain age 18. It relied heavily on the argument that lowering the licensing age to 17 would lead to 17 year old drivers being killed. It should be noted that the minimum age for obtaining a learner's permit in Victoria is 17, only three months older than in States and Territories where minimum learner age is 16 years and 9 months. In SA, 16 is the minimum for both learner's permit and licence.

A US research study in 1977 showed States which permitted a lower licensing age for students successfully completing driver education programs had more young drivers killed. This unfortunate result occurred because the policy encouraged young people to go for full licenses early, so increasing exposure and accidents.

The model for an alternative to a lower licensing age was provided in a 1975 paper by Dr Patricia Waller, a respected traffic safety researcher with the Highway Safety Research Centre, University of North Carolina and a member of the USA's national driver licensing advisory body. She proposed the early issue of a learner's permit but with a long period of supervised experience with progressive lifting of restrictions on times and circumstances of driving.

FORS developed this model in its graduated licensing proposal which was put to the former House of Representative Standing Committee on Road Safety (HORSCORS) Inquiry into Education, Training and Licensing of Drivers. FORS also stressed that progression to next stage would be dependent on a clear driving record. Refinement of the model put to HORSCORS has led to a scheme which recognises that a lower learner age is more important than lowering the licence age.

The appropriate minimum learner age would be one that enables the gaining of experience of driving under adult guidance over an extended period before peer group pressures and exhibitionism have ascendancy; it gives parents and perhaps relatives or friends of the family an opportunity to be involved in inculcating responsible driver attitudes at an impressionable age. The appropriate minimum learner age should provide a period of sufficient length to gain adequate experience during all stages of the learning-to-drive process.

In the Australian context, 16 or even 15 could be an appropriate age, although this could initially vary amongst the States and territories to fit in with other licensing initiatives.

Sanctions

A conviction for an offence or involvement in a road crash would have the effect of extending the stage in which such an offence/accident occurred or returning to an earlier stage. Thus the driver would be enabled to continue to gain experience and learn, in contrast to the current procedure of automatic licence suspension for any traffic offence with existing probationary/provisional licence schemes.

Over Age Entry

Those learners who did not start at the minimum learner age could have the choice of two procedures. They could progress through a two year graduated licensing procedure commencing at any age above minimum learner age, or accept existing licensing arrangements. Initial implementation of a graduated scheme would involve a 'grandfather' clause to recognise current licence holders under the new full licence age.

APPENDIX B

DEMOGRAPHIC INFORMATION FOR GRADUATED LICENSING PROJECT

1. Frequencies of Ages by Year, by State.

Figure 7.6 (see Chapter 7 of the main text) shows the actual numbers in the age-group 15-19 years for each State for 1981 and the projected numbers for 1986, 1991 and 1996. (The projection used is the Series A version from ABS Cat. No. 3222.0 "Projections of the Populations of Australia, States and Territories 1984-2021").

Tables B.1 - B.3 give the details of projections for each State, including the projection used (Series A), the difference between that projection and the highest population projection for each State, the numbers in the 1981 'base' population groups who will be 15-19 in the relevant years (e.g. 10-14 in 1981 for 15-19 in 1986, etc.), and the percentage of the projected population which can be regarded as already present in the base populations.

The 1981 population of 10-14 years old accounts for a very high proportion (generally above 95%) of the population likely to be aged 15-19 in 1986, but the degree of 'explanation' provided by the base populations naturally declines with time. By 1996, only 80-90% of the total population aged 15-19 is accounted for the 0-4 year olds living in the same State or Territory in 1981. However, population forecasting over 20-25 year periods is necessarily inexact, so this can still be regarded as a reasonable indication of the breakdown of the forecast population between individual years.

Table B.1

Population in 15-19 Year Age Group, 1986 (Projected)

State	Proj. Popn. 15-19 Proj.A	Proj. Popn. 1986 Highest	Diff.btw Proj. A & Highest	Base Popn. 10-14 1981	Base Popn. as % of Proj.A
N.S.W.	445,000	445,000	-	435,496	97.86
Vic.	360,600	360,600	-	350,344	97.16
Qld.	224,900	225,300	400	204,995	91.50
S.A.	114,000	114,000	-	112,602	98.77
W.A.	124,100	124,200	100	118,984	95.88
Tas.	38,500	38,500	-	39,296	102.10
A.C.T.	22,900	23,300	400	21,698	95.10
N.T.	13,400	13,700	300	11,999	88.88

Table B.2**Population in 15-19 Year Age Group**

State	Proj. Popn. 15-19 1991 Proj.A	Popn. 1991 Highest	Diff.btw Proj. A & Highest	Base Popn. 5-9 1981	Base Popn. as % of Proj.A
N.S.W.	449,500	452,700	3200	434,383	96.60
Vic.	339,500	341,400	1900	326,170	96.10
Qld.	233,000	238,900	5900	202,258	86.80
S.A.	105,900	105,900	-	102,966	97.23
W.A.	123,200	124,800	1600	112,059	90.96
Tas.	36,700	36,800	100	36,863	100.44
A.C.T.	24,800	26,200	1400	22,998	93.49
N.T.	16,000	16,900	900	13,575	84.80

Table B.3**Population in 15-19 Year Age Group, 1996 Projected**

State	Proj. Popn. 15-19 1996 Proj.A	Popn. 1996 Highest	Diff.btw Proj. A & Highest	Base Popn. 0-4 1981	Base Popn. as % of Proj.A
N.S.W.	414,900	422,300	7400	385,812	92.99
Vic.	306,200	310,700	4500	283,678	92.64
Qld.	221,300	235,300	14000	180,356	81.50
S.A.	98,400	108,600	10200	91,009	92.49
W.A.	120,700	124,800	4100	102,407	84.84
Tas.	33,900	34,100	200	33,447	98.66
A.C.T.	23,800	26,500	2700	20,476	86.03
N.T.	16,300	17,700	1400	12,856	78.87

Table B.4 and Figures B.1 - B.8 give details of approximate numbers likely to be aged 15, 16, 17, 18 and 19 in the years 1986, 1991 and 1996. The total numbers in the age-group (15-19 years) are derived from the Series A projections, and the division between individual years is in the same proportion as for the years of the 'base' population (i.e. 10-14 years in 1981 for 15-19 1986, 5-9 years for 1991, 0-4 years for 1996).

A caution is necessary here. The above method of apportionment has been used because it is very difficult to estimate the likely net effect of migration by individual year of age. The most useful indication from the Tables and Figures is therefore the possible **range** of numbers in each year of age, rather than the absolute numbers tabulated or graphed (assuming a reasonable level of accuracy in the overall projections).

Table B.4
Numbers Aged 15, 16, 17, 18 & 19 Years, 1981-1996

N.S.W.				
Age (yrs)	1981	1986	1991	1996
15	82,294	97,100	82,900	83,500
16	83,022	89,200	85,800	81,500
17	86,478	89,200	89,600	82,500
18	88,307	84,700	92,900	83,300
19	90,139	84,800	98,600	84,200
VIC.				
Age (yrs)	1981	1986	1991	1996
15	65,092	76,600	62,300	61,100
16	66,594	72,100	64,700	59,900
17	67,901	73,600	68,000	61,600
18	68,897	69,600	69,900	62,600
19	68,298	68,800	74,900	60,900

Table B.4 (Cont.)

Numbers Aged 15, 16, 17, 18 & 19 Years, 1981-1996

QLD.				
Age (yrs)	1981	1986	1991	1996
15	37,744	48,900	42,800	44,400
16	38,347	46,000	44,600	43,500
17	39,892	44,900	46,300	43,900
18	40,865	43,000	48,300	44,500
19	41,591	42,100	50,700	45,000

S.A.				
Age (yrs)	1981	1986	1991	1996
15	22,197	23,800	19,600	19,800
16	22,604	23,000	20,150	19,200
17	22,987	23,000	20,800	19,400
18	23,174	22,400	22,000	19,900
19	22,984	21,800	23,300	21,100

W.A.				
Age (yrs)	1981	1986	1991	1996
15	22,336	26,500	23,200	24,000
16	22,329	25,000	23,500	23,500
17	22,553	25,000	24,100	24,100
18	23,118	24,000	25,100	24,800
19	22,588	23,500	27,200	24,300

Table B.4 (cont.)

Numbers Aged 15, 16, 17, 18 & 19 Years, 1981-1996

TASMANIA				
Age (yrs)	1981	1986	1991	1996
15	7,338	8,100	6,800	6,900
16	7,630	7,700	7,000	6,600
17	7,876	8,000	7,300	6,900
18	7,812	7,400	7,600	6,800
19	7,759	7,300	8,000	6,700

A.C.T.				
Age (yrs)	1981	1986	1991	1996
15	3,885	5,300	4,600	4,600
16	3,813	4,800	4,800	4,600
17	3,883	4,400	5,000	4,700
18	3,907	4,300	5,000	4,800
19	3,906	4,100	5,400	5,100

N.T.				
Age (yrs)	1981	1986	1991	1996
15	2,017	3,100	3,200	3,200
16	1,826	2,800	3,100	3,200
17	1,856	2,700	3,100	3,200
18	2,014	2,400	3,200	3,400
19	2,073	2,400	3,300	3,300

2. Proportion of the Population Urban vs. Rural, 1987.

Table B.5 gives details of the proportion of the population in various age-groups in 1981 which lived in predominantly urban Statistical Divisions. The overall proportions by State seem to be very consistent, and there is no reason to expect a very significant (proportional) change between 1981 and 1987. The second part of the table therefore shows the estimated numbers of rural and urban dwellers in each State in 1987, both for the total population and for those aged 15-19 years.

Table B.5
Proportion of population Rural/Urban, 1981

State	Total Popn. '81 ('000s)	% Urban *	Popn.15-19 Yrs. '81 ('000s)	% Urban *	Popn.9-13 Yrs. '81 ('000s)	% Urban *
N.S.W.	5135.2	77.0	430.4	76.7	457.7	76.6
Vic.	3831.9	76.0	365.2	76.0	355.9	74.2
Qld.	2295.1	44.8	232.7	45.4	210.6	42.6
S.A.	1285.0	72.5	115.1	73.7	113.6	69.7
W.A.	1273.6	70.6	127.3	73.4	121.2	70.4
Tas.	419.5	40.1	39.3	41.4	39.9	37.6
A.C.T.	221.6	99.5	23.9	98.7	22.8	99.5
N.T.	122.6	50.1	14.2	47.42	12.7	49.3

* Urban = population in predominantly urban Statistical Divisions (i.e. NSW - Sydney, Hunter, Illawarra; Vic - Melbourne, Barwon; Qld - Brisbane; S.A. - Adelaide; W.A. - Perth; Tas - Hobart; A.C.T. - Canberra; and N.T. - Darwin).

Since there are no significant differences for between the proportions of the population in rural and urban Stat. Divs for the three age-groups given above, the following calculation (Table B.6) is based on the percentages for total population and for 15-19 year olds in 1981.

Table B.6

Estimated Population Rural/Urban

State	Total Pop.	Urban	Rural	Pop.15-19	Urban	Rural
N.S.W.	5557.4	4279.2	1278.2	456.7	351.7	105.0
Victoria	4188.8	3183.5	1005.3	365.3	277.6	87.7
Queensland	2607.6	1173.4	1434.2	228.8	103.0	125.8
South Aust	1376.7	1005.0	371.7	113.9	84.3	29.6
West Aust	1455.8	1033.6	422.2	127.4	93.0	34.4
Tasmania	448.0	179.2	268.8	38.9	16.3	22.6
A.C.T.	265.9	264.5	1.4	24.3	24.1	0.2
N.T.	152.9	76.5	76.5	14.4	6.8	7.6

Note: 1987 populations average of highest & lowest ABS projections.

3. Fatalities by Age, by State, 1981-83.

Table 7.2 (see main text) gives details of driver and rider fatalities by age (15-20), per 100,000 of the population of the same age, by State or Territory, for each year 1981-83. As the Census only gives 5-year age breakdowns over age 19, the number of 20 year-olds in 1981 was taken as 20% of the total 20 to 24 age group. For the two subsequent years, the base populations are taken as the 1981 numbers of those aged 15-20 less 1 or 2 years - i.e. 14-19 in 1981 for 1982, and 13-18 in 1981 for 1983. In some cases, the actual population may be marginally higher or lower, but the difference is not likely to be significant.

APPENDIX C

COMMUNITY CONSULTATIONS SUPPORTING DATA

This appendix elaborates on the discussion questions and comments on the community consultations.

The responses from the consultations are analysed, both by individual centres and in aggregate. This is portrayed in a graphical format in each case.

Copies of the questionnaires completed by the participants are also included.

**C.1 INITIAL PERSPECTIVES ON THE GRADUATED LICENCE
CONCEPT:**

Participants were asked to write down their initial thoughts on the graduated licensing scheme prior to the completion of the detailed sections in the questionnaire.

Overall, 63% of participants were initially positive to the concept with an additional 14% undecided.

Of the 23% who were initially negative about the proposal, 48% of these had substantial number of positive comments towards the scheme in the closing section of the questionnaire.

Question: Your initial thoughts on the graduated licensing scheme?

ALL RESPONSES

Comment	Adults	Young People	TOTAL
Positive Response	66	61	63
Negative Response	23	23	23
Undecided	11	16	14

WOLLONGONG

Positive Response	[: : : : : : : : : : : : : :]	53
Negative Response	[: : : : : : :]	32
Undecided	[: : : :]	15

MILDURA

Positive Response	[: : : : : : : : : : : : : : : : :]	79
Negative Response	[: : :]	14
Undecided	[.]	7

ADELAIDE

Positive Response	[: : : : : : : : : : : : : :]	56
Negative Response	[: : : : :]	24
Undecided	[: : : : :]	20

MELBOURNE

Positive Response	[: : : : : : : : : : : : : : : :]	68
Negative Response	[: : : : :]	22
Undecided	[: : :]	10

Typical responses from those who were positive answers to this question included:

"Road accidents are a major social issue that needs addressing and this appears to be a start."

"The stages are a good idea"

"A way of controlling experience and minimising the risk."

"Must make roads safer for everyone as well as saving young lives."

Of those who were negative to the scheme, the majority of concerns centred around implementation difficulties.

"A great change from the current system, particularly in the ability of the young driver to drive unrestricted."

"Must add administrative difficulties and costs to an already overburdened system."

"Could be seen as an unnecessary restriction on young people, which they wouldn't like."

"Difficult to police"

"My concern is whether young people would accept the system or would they just drive unlicensed"

Almost half of those classed as 'initially negative' recorded comments in the general section that would qualify this answer. Typical qualifications included:

"Worth giving a go"

"Could be worked out if politicians wanted to"

"The money would have to be found if lives were to be saved"

"Must reduce other government expenditures"

C.2 SUPERVISION ISSUES FOR NEW DRIVERS:

C.2.1 IS THE CURRENT SYSTEM APPROPRIATE?

Participants were asked if they felt the existing system of supervision for new potential drivers was appropriate. The overall response rate indicates no clear opinion with 52% feeling that it was, 42% that it wasn't and 6% undecided.

However, a closer dissection of the results indicate that 62% of adults felt the current system was inappropriate. The fact that the young people consulted were generally under the current driving age limit and therefore had no practical experience relating to this question could qualify their input into this answer.

Question: Do you believe that the current system of learning without a set time period is appropriate?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	33	64	52
No	62	29	42
No Comment	5	7	6
WOLLONGONG			
Yes	[: : : : : : : :]		38
No	[: : : : : : : : :]		56
No Comment	[:]		6
MILDURA			
Yes	[: : : : : : : :]		43
No	[: : : : : : : : :]		50
No Comment	[:]		7
ADELAIDE			
Yes	[: : : : : : : :]		49
No	[: : : : : : : : :]		46
No Comment	[:]		5
MELBOURNE			
Yes	[: : : : : : : : :]		58
No	[: : : : : : : : :]		35
No Comment	[: :]		7

C.2.2 SHOULD NEW DRIVERS BE TAUGHT PROFESSIONALLY?

There was an overwhelming support for professional training of new drivers, with a 73% support response rate. This was further accentuated in responses from the metropolitan areas.

The participants from the Mildura area had the least support for this concept, yet the record of discussions from this group shows extremely strong support for the use of the practical driving school based at Shepparton. When the responses to this question are compared with the answers to the next question on school-based driver teaching it can be seen that for Victoria, where use of the Goulburn Valley Driver Education Centre is organised through the school system, and although limited, generally accepted as an integral part of the school curriculum, it can be suggested that the Mildura respondents particularly made a distinction between 'professional teaching' and teaching organised through the school system.

Question: Do you believe that new drivers should have to be taught driving professionally?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	72	74	73
No	26	24	25
No Comment	2	2	2
WOLLONGONG			
Yes	[: : : : : : : : : : : : : : : :]		62
No	[: : : : : :]		32
No Comment	[:]		6
MILDURA			
Yes	[: : : : : : : : : : : : : : : :]		57
No	[: : : : : : : :]		43
No Comment			0
ADELAIDE			
Yes	[: : : : : : : : : : : : : : : :]		74
No	[: : : : : :]		26
No Comment			0
MELBOURNE			
Yes	[: : : : : : : : : : : : : : : :]		76
No	[: : : : :]		21
No Comment	[:]		3

Participants who believed that new drivers should be taught professionally were asked supplementary questions of: (a) when, and (b) by whom.

12% of respondents did not answer these additional questions, however of those who did the responses are summarised as:

WHEN:

<i>PRIOR TO ANY ROAD USE:</i>	<i>92%</i>
<i>DURING THE LEARNERS PERIOD:</i>	<i>6%</i>
<i>BEFORE SITTING FOR A FORMAL LICENCE</i>	<i>2%</i>

BY WHOM:

<i>PERSONS WHO HAVE HELD A LICENCE FOR OVER FIVE YEARS:</i>	<i>12%</i>
<i>PROPERLY TRAINED AND LICENSED (ACCREDITED) PERSONS:</i>	<i>79%</i>
<i>EDUCATION SYSTEM</i>	<i>6%</i>
<i>PARENTS OR FAMILY</i>	<i>3%</i>

Respondents also answered the question - 'when' with an age in a number of cases. 14, 15 and 16 years of age consecutively were nominated.

A number of other respondents qualified this answer with (a) only during daylight, (b) week-ends, and (c) under a range of differing conditions and times.

C.2.3 SHOULD SCHOOL-BASES DRIVER EDUCATION BE MADE COMPULSORY?

This question contained a prompt - for theory;
- for practical.

In the school-based theoretical driving course, there was significant support with 73% of people in favour. Support however was stronger amongst young people (80%) and associated comments during the consultations suggest that parents perceived a range of difficulties in the school system being able to impart the appropriate knowledge in a constructive manner to young people.

The Melbourne consultations provided an extremely strong support for school-based theory (90%) which again reflects the acceptance of the positive influences of the Goulburn Valley Driving School by schools in Victoria.

58% of respondents were in favour of practical driving skills being taught in schools. It was however accentuated by 67% of the young people favouring this system. Comments from adults centred on the impracticality of this taking place, especially with class sizes of around 40 students. However, a significant number of consultations brought forth the possibility of simulators being provided for schools which they felt was an acceptable 'practical' course.

The analysis suggests that both adults and young people perceive that driving theory should be a compulsory aspect of schooling, indeed, in the discussion a strong case was put for this theory being available prior to the student turning 15 years of age to ensure complete coverage via the school system. While young people also feel that this education should be extended to gain practical skills, adults were not convinced that this was appropriate or feasible.

Question: Should school-based driving education be made compulsory - for theory?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	68	80	76
No	30	17	22
No Comment	2	3	2

WOLLONGONG

Yes	[:::~::~]		53
No	[:::~::~]		41
No Comment	[::]		6

MILDURA

Yes	[:::~::~]		71
No	[:::~::~]		29
No Comment			0

ADELAIDE

Yes	[:::~::~]		62
No	[:::~::~]		36
No Comment	[::]		2

MELBOURNE

Yes	[:::~::~]		90
No	[::]		8
No Comment	[::]		2

Question: Should school-based driving education be made compulsory - for practical?

ALL RESPONSES

Yes	45	67	58
No	53	30	39
No Comment	2	3	3

WOLLONGONG

Yes	[:::~::~]		38
No	[:::~::~]		59
No comment	[::]		3

MILDURA

Yes	[:::~::~]		57
No	[:::~::~]		43
No Comment			0

ADELAIDE

Yes	[:::~::~]		54
No	[:::~::~]		43
No Comment			0

MELBOURNE

Yes	[:::~::~]		66
No	[:::~::~]		31
No Comment	[::]		3

C.2.4 PERCEIVED DIFFICULTIES TO AN EXTENDED SUPERVISION STAGE

Participants were asked what difficulties they believed that a proposal involving a six months supervision stage would cause for themselves, for new drivers and other people.

63% of the participants believed that an extended supervision stage would cause difficulty for them.

Over 60% of these people however saw these difficulties as a minor or moderate inconvenience. They perceived a range of inconvenience being caused to their family lifestyle or a small increase in costs of having young people learn. Young people consulted perceived an increased dependency upon their parents and many were worried about their parents driving skills and ability to adequately supervise. Interestingly, 67% of young people foresaw difficulties, as opposed to 57% of adults. It should be noted that this question had a significant non-response rate, 18% overall but 27% from adults. In the discussion stages of the consultations, most groups felt that any difficulties caused by an extended supervision stage, would be adequately compensated by the wider community benefit of safer drivers.

Question: What sort of difficulties do you believe a proposal involving compulsory supervision for the first six months of the process would cause yourself?

Comments	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Supervisors Availability	51	42	45
Inconvenience to Family Members	19	14	16
Limit to social/recreation opportunity	5	9	7
Costs	10	9	9
Inadequate local public transport	2		1
Interference with work	5	2	3
Other inconveniences	8	14	11

Comments	Adults	Young People	TOTAL
ALL RESPONSES			
Difficulties	57	67	63
No Difficulties	16	22	19
No Comment	27	11	18
WOLLONGONG			
Difficulties	[: : : : : : : : : :]		44
No Difficulties			0
No Comment	[: : : : : : : : : :]		56
MILDURA			
Difficulties	[: : : : : : : : : :]		43
No Difficulties			0
No Comment	[: : : : : : : : : :]		57
ADELAIDE			
Difficulties	[: : : : : : : : : : : : : : : :]		70
No difficulties	[: : : : :]		25
No Comment	[.]		5
MELBOURNE			
Difficulties	[: : : : : : : : : : : : : : : :]		65
No Difficulties	[: : : : :]		22
No Comment	[: : :]		13

60% of participants felt that an extended time of supervision would create difficulties for new drivers. 14% perceived no difficulties and 26% made no comment.

Question: What sort of difficulties do you believe a proposal involving compulsory supervision for the first six months of the process would cause new drivers?

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Supervisor availability	47	38	42
Impact on work opportun	13	19	16
Motivation to obtain a licence	-	3	2
Young Parents	2	2	2
Social Interaction	2	12	7
Emergency situations	1	10	6
Limit on educ. opport	3	9	6
Cost	1	3	2

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Difficulties	62	59	60
No Difficulties	16	13	14
No Comment	22	28	26
WOLLONGONG			
Difficulties	[::::::::::::::::::::]		65
No Difficulties			0
No Comment	[::::::::::::::]		35
MILDURA			
Difficulties	[::::::::::::::::::::]		64
No Difficulties			0
No Comment	[::::::::::::::]		36
ADELAIDE			
Difficulties	[::::::::::::::::::::]		60
No Difficulties	[::::::]		20
No Comment	[::::::]		20
MELBOURNE			
Difficulties	[::::::::::::::::::::]		59
No Difficulties	[::::::]		15
No Comment	[::::::]		26

Only 36% of participants perceived that an extended supervision stage would create difficulties for people other than themselves or new drivers. The difficulties foreseen by most of these people were for the courts (8%), police (5%), motor registries (5%), friends or peers (7%) and families (3%).

Participants from the Mildura area recorded the highest degree of concern from all areas that the extended supervision would inconvenience other people. From the earlier discussion with the group, this concern obviously relates to the fact that Mildura young people regularly travel long distances for sporting, other recreation, employment or extra educational opportunities. Participants felt that the proposals could impact upon the operation of organised regional recreation organisations etc.

Question: What sort of difficulties do you believe a proposal involving compulsory supervision for the first six months of the process would cause other people?

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Policing/Enforcement	9	17	13
Extra work for courts	8	36	22
Motor registries work	18	8	13
Interaction with peers	2	20	11
Reliance on friends	4	12	8
Reliance on family	7	5	6
Other inconveniences	28	20	24
Government	6	-	3
ALL RESPONSES			
Difficulties	38	35	36
No Difficulties	11	8	9
No Comment	51	57	55
WOLLONGONG			
Difficulties	[: : : : : : : :]		35
No Difficulties			0
No Comment	[: : : : : : : : : : : :]		65
MILDURA			
Difficulties	[: : : : : : : : : : : :]		64
No Difficulties			0
No Comment	[: : : : : : : :]		36
ADELAIDE			
Difficulties	[: : : : : : : : : :]		43
No Difficulties	[: : :]		13
No Comment	[: : : : : : : : : :]		44
MELBOURNE			
Difficulties	[: : : : : : :]		29
No Difficulties	[: :]		9
No Comment	[: : : : : : : : : : : :]		62

C.2.5 GENERAL COMMENTS ON SUPERVISION OF NEW DRIVERS

Participants were asked if there were any comments that they would like to record on the subject of supervision of new drivers. Responses have been collated into eight general categories.

4% of participants perceived the the concept of a six month period of supervision was unduly restrictive. Only two people consulted raised the issue of civil liberties, the rest of those in this category of response focussed on the potential inconvenience to individuals, particularly those likely to be supervisors, or on the difficulties that would be involved in the implementation and enforcement procedures if the issue was to be introduced.

Another 4% of participants perceived that such a proposal would increase parental responsibilities who may not be able to adequately respond to these increased duties, either from possessing the skills or having access to the necessary resources.

8% of participants saw this proposal having the direct result of limiting peer interaction via a motor vehicle. All of those who noted this aspect perceived this as a desirable result. Many believed that it would encourage young people to 'value' access to a motor vehicle more than they currently did.

27% of participants expressed views relating to the use of supervisors in the learner driving process. 1% of the total participants did not believe that supervisors were necessary. The other 26% (at least) had strong views that supervisors had to be of a reasonable age (25 plus was the common theme) and had to have a demonstrable level of driving skill. Possessing a 5 year clean driving record or having undertaken an advanced driver skills course were mentioned repeatedly in all groups. Accreditation of supervisors was considered important, even if it was a parent performing the supervisory task.

15% of participants wrote comments relating to implementation or systems details. Group discussions also elicited general concurrence with the systems issues received via this section of the questionnaire.

People believed that regular testing of potential drivers was important, particularly to identify early in the learning process bad habits that were being developed. Strong representations were made that the supervisory period should also include a minimum amount of supervised hours, distances, and driving conditions. Log Books indicating these details and certified by the supervisor could be required. Some participants also believed that a minimum level of professional tuition in addition to supervision should be required. Night driving and country driving (for residents in metropolitan areas) also received support for being mandatory during the supervision stage.

2% of participants raised the issue of cost of supervision with requests that it should be made an allowable tax-deduction (on the basis of longer-term savings to the government if accidents were reduced) or some form of income supplement for low-income families.

1% of participants raised the issue of vehicles to be used during supervision. In general discussion most groups ruled out the possibility of limiting the engine capacity of vehicles being used by learner drivers as not practical. It was felt by a number of people however that car manufacturers should be asked to examine the possibility of producing cars as standard models where dual control systems were easily installed. Requests were made also that experience on both manual and automatic vehicles be compulsory prior to a full licence being granted.

Concern was expressed during discussions on the lack of control over a drivers physical or medical condition in obtaining or renewing a licence. While a number of the school-based groups felt that a potential driver should have to pass an IQ test, all groups believed that a regular testing of a driver's skills, knowledge and ability should be introduced.

C.3 THE CARRIAGE OF PASSENGERS:

C.3.1 Do you think that the restricting of passengers is a good idea for new drivers during:

- (a) the first six months
- (b) the first year
- (c) the first eighteen months
- (d) the first two years
- (e) other times

In answering this question, participants were asked to consider that a total ban on passengers (except the supervisor during a supervisory period) could apply to new drivers. The significant trend in the answers is the increase in opposition to the proposal the longer the time period suggested. For the first six months, 76% were in favour of restrictions, 19% against. Extended to twelve months 41% were in favour, 53% against; for eighteen months 17% in favour, 77% against; and for two years, 13% in favour, 80% against.

The results from both adults and young people were similiar and it has to be concluded that while a six months ban on passengers is favoured and even a twelve months ban could be acceptable, a longer period was not favoured by the community.

Restrictions on passengers for the first six months.

Response	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	67	81	76
No	26	15	19
No Comment	7	4	5
WOLLONGONG			
Yes	[:::::::::::::::]		65
No	[:::::::::::]		32
No Comment	[.]		3
MILDURA			
Yes	[:::::::::::::::]		79
No	[:::::::]		21
No Comment			0
ADELAIDE			
Yes	[:::::::::::::::]		71
No	[:::::::]		22
No Comment	[: .]		7
MELBOURNE			
Yes	[:::::::::::::::]		81
No	[:::::::]		14
No Comment	[:]		5

Restrictions on passengers for the first twelve months.

Response	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	48	36	41
No	44	59	53
No Comment	8	5	6
WOLLONGONG			
Yes	[: : : : : : :]		38
No	[: : : : : : : : : : :]		59
No Comment	[:]		3
MILDURA			
Yes	[: : : : : : :]		43
No	[: : : : : : : : : :]		59
No Comment	[: :]		7
ADELAIDE			
Yes	[: : : : : :]		28
No	[: : : : : : : : : : :]		62
No Comment	[: :]		10
MELBOURNE			
Yes	[: : : : : : : : :]		50
No	[: : : : : : : : :]		46
No Comment	[:]		4

Restrictions on passengers for the first eighteen months.

ALL RESPONSES			
Yes	18	16	17
No	71	80	77
No Comment	11	4	6
WOLLONGONG			
Yes	[: :]		6
No	[: : : : : : : : : : : : : : : : :]		91
No Comment	[:]		3
MILDURA			
Yes	[: : : :]		21
No	[: : : : : : : : : : :]		72
No Comment	[: :]		7
ADELAIDE			
Yes			
No	[: : : : : : : : : : :]		
No Comment			
MELBOURNE			
Yes	[: : : :]		19
No	[: : : : : : : : : : :]		75
No Comment	[: :]		6

Restrictions on passengers for the first two years.

Response	Adults	Young People	TOTAL
Yes	14	13	13
No	75	82	80
No Comment	11	5	7

WOLLONGONG

Yes	[:::]		6
No	[:::~::~]		91
No Comment	[::]		

MILDURA

Yes	[:::~]		
No	[:::~::~]		79
No Comment	[::]		

ADELAIDE

Yes	[:::~]		13
No	[:::~::~]		78
No Comment	[::]		9

MELBOURNE

Yes	[:::~]		14
No	[:::~::~]		78
No Comment	[::]		8

20% of participants also made comments under (e) other times. These related to qualifications on their previous answer and took the form of:

Passengers could be allowed if a mature person was present - 6%

If a parent was present, family members should be exempt - 8%

For Emergencies - 4%

If associated with employment or education - 2%

C.3.2 Difficulties perceived through a restriction on passengers for new drivers.

Participants were asked what sort of difficulties would a ban on the carrying of passengers cause them. 70% felt that such a restriction would impact upon them individually. This statement was of a similar magnitude for both adults (65%) and young people (74%).

Parents felt that such a restriction would seriously hinder the learning process, with 53% of participants citing examples of how driving the family as a whole or sub-sets of the family unit formed an integral part of this process. Young people were allowed to drive family members under supervision to weekend activities or would often drive to school and a parent then continue to employment or other activities. However, during these activities it was often not feasible to exclude other family members, particularly younger ones. Many parents believed that an exemption for direct family would need to be made to passenger restrictions.

Young people saw this as a major restriction on socialisation aspects and 10% of these believed the proposition would result in deferring the obtaining of a licence if the current situation also operated at a later age.

Question: What sort of difficulties would a ban on the carrying of passengers for new drivers cause yourself?

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Normal family interaction would hinder learning	81	25	53
Restriction to social interaction	4	41	23
Disincentive to drive	-	10	5
Inadequate local public transport	15	4	9
Emergencies	-	20	10

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Difficulties	65	74	70
No Difficulties	20	13	16
No Comment	15	13	14
WOLLONGONG			
Difficulties	[.....]		91
No Difficulties			0
No Comment	[::]		9
MILDURA			
Difficulties	[.....]		93
No Difficulties			0
No Comment	[::]		7
ADELAIDE			
Difficulties	[.....]		17
No Difficulties	[.....]		16
No Comment	[.....]		16
MELBOURNE			
Difficulties	[.....]		66
No Difficulties	[.....]		20
No Comment	[.....]		14

73% of participants perceived that restrictions on passengers would cause difficulties for new drivers. Again, participants from rural areas perceived substantial problems. In comments received it was obvious that both adults and young people in the non-metropolitan areas saw the motor vehicle as the major instrument for socialisation. Access via the motor vehicle was the main outlet for personal development activities and recreation amongst young people, who did not want adults around during their time out. If other young people did not drive them, many would be unable to go out, particularly in areas such as country regions where public transport was non-existent.

Young people saw this aspect of the scheme as 'unfair' after all they argued 'what was the use of a vehicle if you couldn't drive your friends around'. Over discussion many however modified this to 'restrictive but livable with for the first twelve months or so'.

Many adults perceived that this restriction would not be kept by young people for any longer than twelve months, however most adults felt that if a total ban was not enforced, then a maximum number, say three passengers, should be introduced and policed.

Question: What sort of difficulties would a ban on the carrying of passengers for new drivers cause new drivers?

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Inadequate local public transport	35	13	24
Restriction to social interaction	4	37	21
Family interaction	21	9	15
Recreational opportunities limited	9	12	11
Educational opportunities limited	2	8	5
Unfair/inequitable	5	13	9
Emergencies	2	8	10

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Difficulties	73	74	73
No Difficulties	12	8	10
No Comment	15	18	17

WOLLONGONG

Difficulties	[::::::::::::::::::::::]	91
No Difficulties		0
No Comment	[::]	9

MILDURA

Difficulties	[::::::::::::::::::::::]	93
No Difficulties		0
No Comment	[::]	7

ADELAIDE

Difficulties	[::::::::::::::]	60
No Difficulties	[::]	10
No Comment	[::::::::::]	30

MELBOURNE

Difficulties	[::::::::::::::]	76
No Difficulties	[::]	13
No Comment	[::]	11

Question: What sort of difficulties would a ban on the carrying of passengers for new drivers cause parents?

71% of participants perceived that the restricting of passengers would cause difficulties for parents of new drivers. A significant number of adults perceived these difficulties to be involved with enforcement of the restriction and a number of groups discussed the issue of exactly who would be responsible and legally liable. Associated with this discussion was an expressed belief that fines were of little use in such circumstances because parents would usually have to pay them anyway.

Young people generally perceived that a restriction on passengers would inconvenience parents of new drivers. Many of them believed that in obtaining a licence to drive, they also shouldered a family responsibility to ferry other family members, particularly younger family members, to routine activities such as recreation, educational or social functions. This would be restricted through a ban on passengers. A number of others believed that their parents were tired of picking them up, particularly at night from social occasions, but that under a graduated licence scheme this would continue to be a requirement for an additional time-period.

Comment	Adults	Young People	TOTAL
Difficulty in policing of no passengers rules	31	2	17
Family interaction	5	36	20
Restriction to social activities	11	17	14
Make parents more responsible	9	5	7
Access to recreation difficult	2	11	7
Limit night-time education opportunity	1	10	6
Moderate Inconvenience	9	2	6
Mild Inconvenience	10	1	5

Question: What sort of difficulties would a ban on the carrying of passengers for new drivers cause parents?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Difficulties	68	73	71
No Difficulties	12	12	12
No Comment	20	15	17
WOLLONGONG			
Difficulties	[::::::::::::::::::::]		91
No Difficulties			0
No Comment	[::]		9
MILDURA			
Difficulties	[::::::::::::::::::::]		93
No Difficulties			0
No Comment	[::]		7
ADELAIDE			
Difficulties	[::::::::::::]		58
No Difficulties	[::::]		14
No Comment	[:::::]		7
MELBOURNE			
Difficulties	[::::::::::::]		73
No Difficulties	[::::]		14
No Comment	[::::]		13

Question: What sort of difficulties would a ban on the carrying of passengers for new drivers cause the community?

It must be remembered that participants responded to questions with the assumption that graduated licensing could be introduced without a consequent lowering of the age of obtaining a licence. The major difficulty perceived by both adults and young people for the community through the introduction of a passenger restriction for new drivers was an increase in the number of cars on the road and subsequent pollution, congestion etc.

Secondary difficulties perceived were increased court and police actions, increased public transport requirements and a lack of experience gained in night driving experiences.

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Increase in cars/ pollution	51	53	52
Increase in policing	19	11	15
Increase in courts functions	8	9	9
Increase in public transport needs	7	11	9
Inability to obtain night driving experience	1	9	6
Pressures on parents/ relatives to drive young people	1	7	5
Lack of patronage at night venues	9	0	4
Other difficulties	2	-	1

Question: What sorts of difficulties would a ban on the carrying of passengers for new drivers cause the community?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Difficulties	60	39	47
No Difficulties	15	11	12
No Comment	25	50	41
WOLLONGONG			
Difficulties	[::::::::::::::::::::]		91
No Difficulties			0
No Comment	[::]		9
MILDURA			
Difficulties	[::::::::::::::::::::]		93
No Difficulties			0
No Comment	[::]		7
ADELAIDE			
Difficulties	[::::::::::::::]		41
No Difficulties	[::::]		17
No Comment	[::::::::::::::]		43
MELBOURNE			
Difficulties	[::::::::::::::]		37
No Difficulties	[::::]		13
No Comment	[::::::::::::::]		50

C.3.3 GENERAL COMMENTS ON THE RESTRICTION OF PASSENGERS

Participants were asked if there were any comments that they would like to record on the subject of new drivers being able to carry passengers. 71% of participants responded to this offer.

Over 95% of those who responded to this question agreed that peer pressure was, or could be, a significant issue in road crashes by young people.

Some 78% of respondents to this question cited the reduction of peer pressure situations while driving as a positive benefit. This was a feeling equally shared by young people and adults.

Over 70% of respondents felt that some restriction should be enforced for a period during the initial stages of being granted a licence, however times ranged from three months to eighteen months. Over 50% of the participants however were strenuously opposed to a period of restriction beyond twelve months from being granted a licence.

People were concerned however about how such a restriction could be enforced and who would be legally responsible if the restriction was broken. Adults believed that it would be impossible for them, as parents, to police this particular condition, and that the penalty for breaking the restriction should not be a fine, which would normally fall upon parents to ensure payment. At the same time, they were not certain that automatic disqualification for breaking the curfew on passengers was the appropriate penalty.

Both the adults and the young people perceived that this would be a restriction that would be particularly difficult for young people to keep, and indeed a number of young people stated that if a dual system of licensing operated, that is, graduated licensing at one age and the current system at a later age, then they would obtain a licence at a later age rather than face having to reject friends by refusing them lifts.

Participants believed, in the spirit of making the scheme work, that a twelve months restriction on passengers, at the maximum, and a limit of three passengers (except for family situations with a parent in the car) for the next twelve months was appropriate and enforceable. This, of course, excluded the ability of the family to participate in the teaching situation as mentioned in the supervision section.

C.4 BLOOD ALCOHOL LEVELS:

C.4.1 Zero Blood Alcohol Levels

Participants were asked if they agreed that a zero blood alcohol level should be required for the first two years of a licence. 74% believed that it should apply. 85% of adults were in favour of such a restriction, and 67% of young people consulted also agreed with the proposition.

Question: Do you agree that a zero blood alcohol level should be required for the first two years of a licence?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	85	67	74
No	14	33	25
No Comment	1	0	1
WOLLONGONG			
Yes	[:::::::::::::::]		59
No	[:::::::::::]		35
No Comment	[::]		6
MILDURA			
Yes	[:::::::::::::::]		100
No			0
No Comment			0
ADELAIDE			
Yes	[:::::::::::::::]		68
No	[:::::::::::]		32
No Comment			0
MELBOURNE			
Yes	[:::::::::::::::]		79
No	[:::::::]		21
No Comment			0

Six participants placed special conditions on their yes vote. These qualifications related to 'mature- aged' new drivers. If over 25 years of age, some restriction of the zero blood alcohol level restriction was envisaged.

Of the 25% of participants who did not agree with the proposition that a total restriction on alcohol consumption for two years, a supplementary question seeking an opinion as to whether such a restriction should be applied for (a) six months, (b) twelve months or (c) eighteen months, was asked.

9% of participants believed that a zero blood alcohol level restriction should be applied to the first six months of driving only. 90% of these respondents were young people.

12% of respondents felt that a zero blood alcohol level should apply for the first twelve months of driving. 80% of these were young people.

4% of respondents (but 11% of adults) believed that an eighteen months restriction on alcohol consumption while driving should apply.

In discussions, there was general support, especially in Victoria, for the widespread introduction of a zero blood alcohol level while driving, irrespective of the age of the driver.

C.4.2 Difficulties perceived through the introduction of a zero blood alcohol requirement for new drivers.

Participants were asked what sort of difficulties they perceived the introduction of a zero blood alcohol requirement for new drivers would cause:

- (a) themselves;
- (b) new drivers;
- (c) the liquor trade;
- (d) the general community

The response to these questions suggests that the majority of participants did not perceive difficulties associated with the introduction of a zero blood alcohol requirement.

In discussion, there was widespread support for the concept of a restriction of alcohol while driving, in fact, many adults could not understand why this restriction had not been brought into legislation already.

Question: What sort of difficulties do you believe the introduction of a zero blood alcohol requirement for new drivers would cause yourself?

Comments	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Socialisation	0	67	35
Pick-up requirements for young people	25	9	17
Couldn't be enforced	2	24	13
ALL RESPONSES			
Difficulties	10	38	27
No Difficulties	63	42	50
No Comment	27	20	23
WOLLONGONG			
Difficulties	[:]		3
No Difficulties	[:::~::~]		76
No Comment	[:::~:]		21
MILDURA			
Difficulties			0
No Difficulties	[:::~::~]		100
No Comment			0
ADELAIDE			
Difficulties	[:::~:]		28
No difficulties	[:::~::~]		40
No Comment	[:::~:]		32
MELBOURNE			
Difficulties	[:::~::~]		35
No Difficulties	[:::~::~]		46
No Comment	[:::~:]		19

Question: What sort of difficulties do you believe the introduction of a zero blood alcohol requirement for new drivers would cause new drivers?

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Socialisation	0	76	38
Unfair/Inequality	0	22	12
Mature aged persons	23	2	12
ALL RESPONSES			
Difficulties	29	45	38
No Difficulties	51	19	31
No Comment	20	36	30
WOLLONGONG			
Difficulties	[:::::]		35
No Difficulties	[:::::]		47
No Comment	[:::::]		18
MILDURA			
Difficulties	[::::]		14
No Difficulties	[:::::]		86
No Comment			0
ADELAIDE			
Difficulties	[:::::]		29
No Difficulties	[:::::]		35
No Comment	[:::::]		36
MELBOURNE			
Difficulties	[:::::]		48
No Difficulties	[::::]		21
No Comment	[:::::]		31

Question: What sort of difficulties do you believe the introduction of a zero blood alcohol requirement for new drivers would cause the liquor trade?

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Loss of trade	12	66	40
Difficulty enforcing	12	17	15
Loss of employment opportunities	10	16	13
ALL RESPONSES			
Difficulties	25	45	37
No Difficulties	53	32	40
No Comment	22	23	23
WOLLONGONG			
Difficulties	[:::]:]		24
No difficulties	[:::]:]:]		56
No Comment	[:::]:]		20
MILDURA			
Difficulties	[:::]:]		29
No Difficulties	[:::]:]:]		71
No Comment			0
ADELAIDE			
Difficulties	[:::]:]:]		37
No difficulties	[:::]:]:]		39
No Comment	[:::]:]		24
MELBOURNE			
Difficulties	[:::]:]:]:]		42
No Difficulties	[:::]:]:]		35
No Comment	[:::]:]		23

Question: What sort of difficulties do you believe the introduction of a zero blood alcohol requirement for new drivers would cause the general community?

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Lack of social outlet for young people	2	31	17
Need for increased police	17	18	17
Need for public transport increase	9	21	15
Recreational opportunities decreased	0	17	9
ALL RESPONSES			
Difficulties	14	19	17
No Difficulties	60	39	47
No Comment	26	42	36
WOLLONGONG			
Difficulties	[::]		9
No difficulties	[::::::::::]		49
No Comment	[::::::::::]		32
MILDURA			
Difficulties			0
No Difficulties	[::::::::::]		100
No Comment			0
ADELAIDE			
Difficulties	[:::::]		21
No Difficulties	[::::::::::]		43
No Comment	[::::::::::]		36
MELBOURNE			
Difficulties	[:::::]		18
No Difficulties	[::::::::::]		43
No Comment	[::::::::::]		39

C.4.3 GENERAL COMMENTS ABOUT DRINKING AND DRIVING

Participants were asked if there were any comments about drinking and driving that they would like to make. 57% of participants responded.

The majority of comments expressed the belief that drinking adversely affected a person's driving ability and that any restriction of the ability to drink and drive was to be welcomed. Over 20% of respondents felt that this restriction should be extended to all drivers.

Discussion took place in most groups on whether there should be a 'safety valve', say 0.01, for cough or medical potions. In discussion, this was rejected in favour of the certainty of a zero blood level, with only 1% of participants being eventually in favour of a small limit to cover prescribed drugs etc.

7% of participants felt that current penalties for drink driving were not appropriate and should be increased. Some 38% of participants felt that drinking and driving during the first year of driving should result in automatic disqualification.

C. 5 CURFEWS:

C.5.1 Will curfews have a beneficial impact on road crashes?

Participants were asked if they believed that the introduction of curfews for new drivers could have a beneficial impact upon road crashes. 64% of participants believed that they would.

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	65	64	64
No	24	33	30
No Comment	11	3	6
WOLLONGONG			
Yes	[::::::::::]		44
No	[::::::::::]		50
No Comment	[:]		6
MILDURA			
Yes	[::::::::::]		43
No	[::::::::::]		43
No Comment	[::::]		14
ADELAIDE			
Yes	[::::::::::::::]		65
No	[::::::]		30
No Comment	[:]		5
MELBOURNE			
Yes	[::::::::::::::]		67
No	[::::::]		29
No Comment	[:]		4

C.5.2 Is the imposition of curfews an unreasonable restriction of civil liberties?

Participants were asked if they would regard the imposing of curfews on new drivers as an unreasonable restriction upon civil liberties. 48% of the participants did believe that it was, although 52% of those who saw curfews as a civil liberties issue also believed that they would have a beneficial impact on road crashes.

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	31	52	45
No	64	40	48
No Comment	5	8	7
WOLLONGONG			
Yes	[:::::::::::::::]		68
No	[:::::::]		29
No Comment	[:]		3
MILDURA			
Yes	[:::::::]		43
No	[:::::::]		36
No Comment	[:::::]		21
ADELAIDE			
Yes	[:::::::::::::::]		54
No	[:::::::]		41
No Comment	[:]		5
MELBOURNE			
Yes	[:::::::]		39
No	[:::::::::::::::]		53
No Comment	[:]		8

C.5.3 Curfew Period to apply

Participants were informed that one of the principles of the curfew proposals is for driving, in the first instance, to be restricted to daylight to dusk. They were asked if they felt that this was appropriate or should set hours, or no curfew at all, be determined.

31% of participants felt that no curfew should be imposed, with over 75% of these people stating that they believed curfews were impracticable.

Question: The principle of the curfew included in the proposal is for driving, in the first instance, to be restricted to daylight to dusk. Do you feel that this is a good enough definition or should set hours be determined? No Curfew? Daylight to Dusk? ...AM TOPM?

Comments	Adults	Young People	TOTAL
ALL RESPONSES			
No Curfew	34	30	31
Daylight to Dusk	31	18	23
Set Hours	16	46	35
No Comment	19	6	11
WOLLONGONG			
No curfew	[::::::::::::::::::::]		71
Daylight to Dusk	[:]		3
Set hours	[:]		9
No Comment	[::::]		17
MILDURA			
No Curfew	[::::::::::::::]		43
Daylight to Dusk	[::::::::::]		36
Set Hours			0
No Comment	[::::::]		21
ADELAIDE			
No Curfew	[::::::::::::::]		36
Daylight to Dusk	[::::::::::]		24
Set Hours	[::::::::::]		28
No Comment	[::::]		12
MELBOURNE			
No Curfew	[::::::]		24
Daylight to Dusk	[::::::]		22
Set Hours	[::::::::::::::]		46
No Comment	[:]		8

C.5.4 What times should be involved as curfews for new drivers?

Participants were asked to nominate for:

- (a) the first six months;
- (b) the second six months;
- (c) the third six months; and
- (d) the fourth six months of a new licence, what times should be involved as curfews.

Participants were asked to nominate an AM and a PM time-frame.

Only 23% of participants did not respond to the question.

Of those who responded, the answers ranged across the spectrum of the clock, however a number of basic themes emerged.

Over half of those responding ranged from 6 to 7.30 am to 10 pm for the first six months period. This 10 pm time limit seems to reflect the substance of discussions within the groups who were conscious to ensure that night driving experience was able to be gained during the supervised stages of learning.

Over 70% of respondents suggested a curfew time at or before 7pm for the second six months. Starting times however had a distinct country and metropolitan situation, with the non-metropolitan areas suggesting times from 5.30 to 7am and the metropolitan areas times between 6.45 to 8am.

For the third six months, over 75% of respondents suggested a night time curfew of between 9 and 10 pm, which in discussion was expressed as a desire to ensure that new drivers were off the road before the hotels closed. Many adults perceived that if new drivers had to be home by 10pm, then they would not stop at the hotel in the first instance. The morning times again ranged from 5.30 to 7.30 am.

48% of respondents also included a 10pm time close for the fourth six months period of a new licence, although 29% felt that no time restriction should apply during this period.

C.5.5 Difficulties that might be caused by the introduction of curfews for new drivers.

Participants were asked what sort of difficulties they believed the introduction of curfews for new drivers would cause: (a) themselves, (b) new drivers, (c) parents/friends, and (d) the community generally.

53% of respondents felt that the introduction of curfews would cause difficulties for themselves. Their concerns were not substantially different from the difficulties involved in passenger restrictions, zero blood alcohol levels or extended supervision requirements.

Perceived difficulties for themselves?

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Socialisation opportunities	11	59	35
Areas without adequate public transport	23	19	21
Enforcement/policing	27	9	18
Driving experience limited	14	11	13
Emergencies	6	2	4
ALL RESPONSES			
Difficulties	38	62	53
No difficulties	28	15	20
No comment	34	23	27
WOLLONGONG			
Difficulties	[:::~::~]		62
No Difficulties	[:::]		15
No Comment	[:::~:]		23
MILDURA			
Difficulties	[:::~:]		21
No difficulties	[:::~::~]		50
No Comment	[:::~:]		29
ADELAIDE			
Difficulties	[:::~::~]		60
No difficulties	[:::~:]		16
No Comment	[:::~:]		24
MELBOURNE			
Difficulties	[:::~::~]		55
No Difficulties	[:::~:]		21
No Comment	[:::~:]		24

60% of participants felt that the introduction of curfews would cause a range of difficulties for new drivers, most notably in the ability of young people to socialise.

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Socialisation opportunities	67	44	56
Mature aged new drivers	9	12	5
Emergencies	6	4	5
Family interaction	11	1	6
ALL RESPONSES			
Difficulties	66	56	60
No Difficulties	13	9	11
No Comment	21	35	29
WOLLONGONG			
Difficulties	[: : : : : : : : : : : :]		76
No difficulties			0
No comment	[: : : : :]		24
MILDURA			
Difficulties	[: : : : : : : : : : :]		65
No Difficulties	[: : : :]		14
No Comment	[: : : : :]		21
ADELAIDE			
Difficulties	[: : : : : : : : : :]		55
No difficulties	[: :]		10
No Comment	[: : : : : : :]		35
MELBOURNE			
Difficulties	[: : : : : : : : : :]		60
No Difficulties	[: : :]		12
No comment	[: : : : : :]		28

Perceived difficulties for parents/friends?

48% of participants felt that the introduction of curfews would cause a range of difficulties for the parents and friends of new drivers, particularly in support functions for everyday living.

Comment	Adults	Young People	TOTAL
Collecting young people from night activities	49	21	35
Reliance on friends	9	28	19
Enforcement of curfew	31	4	17

ALL RESPONSES

Difficulties	56	44	48
No Difficulties	21	12	15
No comment	23	44	37

WOLLONGONG

Difficulties	[::::::::::::::::::::]	65
No difficulties		0
No comment	[::::::::::::::]	35

MILDURA

Difficulties	[::::::::::::::::::::]	50
No difficulties	[::::::]	21
No comment	[::::::::::::::]	29

ADELAIDE

Difficulties	[::::::::::::::::::::]	50
No difficulties	[::::::]	20
No comment	[::::::::::::::]	30

MELBOURNE

Difficulties	[::::::::::::::::::::]	43
No Difficulties	[::::::]	16
No comment	[::::::::::::::]	41

Perceived difficulties for the community?

28% of the participants perceived that the introduction of curfews would cause some difficulties for the community generally. These were perceived to be in the need for increased police and enforcement through the courts as well as the potential for anti-social behaviour.

Comment	Adults	Young People	TOTAL
ALL RESPONSES CITING DIFFICULTIES			
Increased police	24	29	27
Extra court work	18	29	24
Increase in anti-social behaviour by young people	9	11	10
Increase in public transport requirements	13	4	8
ALL RESPONSES			
Difficulties	39	23	28
No difficulties	22	20	21
No Comment	39	57	51
WOLLONGONG			
Difficulties	[:::~::~]		59
No difficulties	[::]		9
No Comment	[:::~::~]		32
MILDURA			
Difficulties	[:::~::~]		43
No difficulties	[:::~::]		21
No comment	[:::~::~]		36
ADELAIDE			
Difficulties	[:::~::]		29
No difficulties	[:::~::]		15
No comment	[:::~::~]		56
MELBOURNE			
Difficulties	[:::~::]		22
No difficulties	[:::~::]		26
No comment	[:::~::~]		56

C.5.6 Exemptions to a curfew situation?

Participants were asked should there be any exemptions granted for curfews? 48% of participants felt that there should be. However this figure includes a 54% yes vote from young people.

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Exemptions	36	54	48
No Exemptions	26	29	28
No Comment	38	17	24
WOLLONGONG			
Exemptions	[::::::::::::::]		53
No Exemptions	[::]		9
No Comment	[::::::::::::::]		38
MILDURA			
Exemptions	[::::::::::]		29
No Exemptions	[::::::::::::::]		42
No comment	[::::::::::]		29
ADELAIDE			
Exemptions	[::::::::::::::]		45
No exemptions	[::::::]		21
No Comment	[::::::::::::::]		34
MELBOURNE			
Exemptions	[::::::::::::::]		58
No Exemptions	[::::::::::]		30
No Comment	[::::]		12

Participants who believed that exemptions should be granted were asked to nominate the circumstances under which these exemptions should be granted.

There answers were:

If it affects work or educational opportunities	- 24%
For people resident in country areas who experience hardship	- 4%
For Emergencies	- 4%
If accompanied by a qualified supervisor/instructor-	4%
If over 25 years of age	- 2%
If too difficult to enforce or impractical for individuals	- 1%
For a good reason	- 1%
For family travel occasions	- 1%
For sporting/recreation (organised) occasions	- 1%
If no public transport is available	- 1%
If accompanied by a person over the age of 25	- 1%
Not stated	- 4%

C.5.7 GENERAL COMMENTS ON CURFEWS

Participants were asked if there was any additional comments they would like to make about the possible introduction of curfews for new drivers.

10% of participants recorded their concern that the granting of any exemptions would lead to abuse of the system.

6% of respondents felt that policing of a curfew system would be difficult.

5% of respondents felt that a series of curfew times was too complex and the system, if introduced needed to be simple and easy to understand and observe.

4% felt that curfews could adversely affect the opportunities for driving experience, while another 4% felt that the curfew should be extended to peak hour times as well.

3% of respondents recorded a strong no curfew vote again in this section and a different 3% of respondents felt it was a good idea.

C.6 SPEED LIMIT RESTRICTIONS:

49% of participants felt that a 80 kph speed limit should apply to new drivers for the first two years of their licence. 50% did not agree with the two year limit but the majority of these were in favour of speed limit restrictions during the initial stages of a licence.

Question: Do you agree that a 80 kph speed limit should apply for the first two years of a licence?

Comments	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	48	49	49
No	50	49	50
No Comment	2	2	1
WOLLONGONG			
Yes	[::::::::::::::::::::]		65
No	[::::::::::]		32
No comment	[:]		3
MILDURA			
Yes	[::::::::::]		36
No	[::::::::::::::::::::]		64
No Comment			0
ADELAIDE			
Yes	[::::::::::]		30
No	[::::::::::::::::::::]		69
No comment			1
MELBOURNE			
Yes	[::::::::::::::::::::]		58
No	[::::::::::]		40
No comment			2

Of the 50% of participants who did not agree with a two year 80 kph speed restriction, a supplementary question elicited as to whether they supported the 80 kph speed restriction for six months, twelve months, eighteen months or not at all.

78% of respondents believed that a special speed limit restriction should be applied to new drivers.

Question: If no to a two year 80 kph speed restriction for new drivers, do you believe that a special speed limit restriction should be applied to new drivers?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	35	41	39
No	15	13	14
No Comment	50	46	47
WOLLONGONG			
Yes	[:::]:]		21
No	[:::]		12
MILDURA			
Yes	[:::]:]:]		57
No	[:::]		7
ADELAIDE			
Yes	[:::]:]:]		44
No	[:::]:]		26
MELBOURNE			
Yes	[:::]:]:]		37
No	[:::]		8

Question: Should this special speed limit be applied only for the first six months?

Comment	Adults	Young People	TOTAL
Yes	21	30	26
No	23	21	22

Question: Should this special speed limit be applied for the first twelve months?

Comment	Adults	Young People	TOTAL
Yes	22	26	24
No	27	30	29

Question: Should this special speed limit be applied for the first eighteen months?

Comment	Adults	Young People	TOTAL
Yes	16	9	11
No	32	43	39

Participants were asked if they believed that some form of speed limit restrictions should be applied to new drivers while they gain experience in driving skills.

84% of participants believed that speed limits should be applied during the learning stage.

Question: Do you believe that speed limit restrictions should be applied to new drivers while they gain experience in driving skills?

Comment	Adults	Young People	TOTAL
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ALL RESPONSES

Restrictions	83	84	84
No Restrictions	11	13	12
No Comment	6	3	4

C.6.1 GENERAL COMMENTS ON SPEED LIMITS

Participants were asked if there were any comments they would like to record in relation to speed and new drivers.

16% of participants recorded a statement that 80 kph was the appropriate speed limit during the first two years, however another 15% felt that there should be a gradual increase in allowable speed for new drivers.

14% of participants however felt that 80 kph was not practicable in Australia, and created a traffic hazard in itself.

7% of participants believed that there should be special 'new driver' lanes created to allow for speed limits to be enforced.

6% of participants felt the current speed restrictions on provision drivers should be continued.

4% of participants expressed concern about current levels of policing of speed anyway and believed that greater emphasis needed to be given to limiting speed overall on Australian roads.

In discussion, participants felt that speed was a significant factor in road crashes by young people and many groups explored the concept of limiting the engine capacity of vehicles driven by new drivers but eventually decided that this was not practicable.

C.7 GENERAL ISSUES:

Arising from the first round of discussions with government staff, a number of issues were identified for particular reference in the community consultations.

C.71 Photographic licences

A number of state officials, including the South Australian Task Force Report, suggested that licenses containing a photograph of the license holder would be necessary to facilitate enforcement of the scheme.

These licenses already exist in Victoria, but a number of bureaucrats felt that the community would strongly resist their introduction in the other states on civil liberties grounds.

85% of participants were in favour of the issuing of photographic licenses, and only 3% of participants were opposed to their introduction. A number of groups however wished it recorded that support for a photo on a driving licence should not be construed as support for the Australia Card.

A number of other groups felt that with mobility now a common factor in the Australian lifestyle, that the practice of State issued driving licenses was archaic, and a strong case existed for the commonwealth to issue an Australian driving licence. Discussion took place on how this would facilitate insurance issues for those in the Armed Services, people on holidays, temporary transferees and so on.

Participants perceived that such a practice would have a number of substantial community benefits including allowing licensed clubs, hotels etc to enforce drinking ages.

The potential issue of infringing civil liberties was not perceived by the community as being relevant weighted against the community benefit. There was strong support that even if a graduated licence scheme did not eventuate, that photographic licenses should be brought into common use quickly.

C.7.2 Special Identifiable 'P' Plates

The need for an easily identifiable system for drivers during the various stages of the learning process was well excepted by the participants, however this suggestion brought forth considerable discussion.

Many people perceived significant problems with the 'P' Plate system. Examples were continuously given of 'P' plates coming away from the vehicle without the knowledge of the driver. They were easily removable as well should a young person not wish to be identified which participants thought likely if the curfew or passenger restrictions were to be brought into law.

No major alternative system was developed during the consultation process due to the need to be able to remove the plates should a fully licensed driver want to use the same vehicle.

Participants believed that an increase in spot-checking of licenses could overcome the identification process more effectively than an over-concentration on the 'P' plate system.

Question: Do you agree with the issuing of a set of easily identifiable set of 'P' plates for each stage?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	79	74	76
No	14	8	10
No Comment	7	18	14
WOLLONGONG			
Yes	[::::::::::::::::::::]		73
No	[::::]		20
No Comment	[:]		6
MILDURA			
Yes	[::::::::::::::::::::]		78
No	[::::]		14
No Comment	[:]		7
ADELAIDE			
Yes	[::::::::::::::::::::]		79
No	[:]		7
No Comment	[::::]		13
MELBOURNE			
Yes	[::::::::::::::::::::]		73
No	[:]		10
No Comment	[::::]		17

C.7.3 Infringement penalties for the graduated license scheme?

It was suggested to participants that a number of commentators had suggested that strong deterrents such as the automatic disqualification for an offence would be required. 74% of participants agreed with this proposition, however, significant qualifications were made both in the questionnaire and in discussions.

Most participants had no difficulty with automatic disqualification for drink driving, however, they did not believe that some of the other offences may warrant such severe punishment. For example, participants felt that being ten minutes outside of curfew, once, may not warrant disqualification. A points system received strong support, allowing young people to accumulate up to 5 points over a year, with being under thirty minutes outside of curfew worth one point, between half to one hour - three points, over one hour - five points, above zero blood alcohol levels - five points, extra passengers - three points, speeding - under 10 kph - 2 points, between 10 and 20 kph - 4 points, above 20 kph - 5 points, and so on.

Overall however participants believed that the penalty for particular infringements should be written into the legislation and not left to judicial discretion. As well as being fairer in implementation, they believed that young people would respect the scheme more if the penalties were well known and accepted.

Participants were undecided as to whether after disqualification and a waiting time, offenders should have to go back to the start or regain the stage they were up to when the disqualification occurred.

Participants noted that the issue of policing of road traffic regulations did not receive a high priority and they wished it noted that greater resources should be given to the state police forces to enforce all road regulations.

Question: Do you support stringent penalties for offences against the graduated license scheme?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	89	65	74
No	2	0	1
No Comment	9	35	25
WOLLONGONG			
Yes	[::::::::::::::::::::::::::::]		94
No			0
No Comment	[::]		6
MILDURA			
Yes	[::::::::::::::::::::::::::::]		93
No			0
No Comment	[::]		7
ADELAIDE			
Yes	[::::::::::::::::::::::::::::]		75
No			2
No Comment	[::::::]		23
MELBOURNE			
Yes	[::::::::::::::::::::::::::::]		67
No			0
No comment	[::::::]		33

C.7.4 The Driving Age?

It was put to participants that while a lowering of the age of obtaining a licence was not mandatory to the introduction of a graduated licensing scheme, because of the potential range of above-the-ordinary restrictions on new licence holders, a political trade-off could well be the lowering of the age of obtaining a licence to 15 years.

Most groups perceived therefore that a two-tier licence system could exist, at least for a number of years. That is, that a young person could obtain a licence at an earlier age, with restrictions, or wait until reaching the later (and present) age and obtain a standard licence.

A number of young people stated that they would certainly wait rather than undertake the restrictions of the graduated license scheme. Most adults however believed that the operation of a two-tier system would defeat the major purpose of the scheme, that is, to allow new drivers the opportunity to gradually obtain driving skills in a safe yet practicable way. Adults saw the need to make a commitment one way or the other and believed that if a graduated licensing scheme was introduced it should replace the existing system completely and immediately.

The consultations took place in Victoria where the current age of obtaining a licence is 18 years, in New South Wales where the licence age is 16 and nine months for a permit, and South Australia where the licence age is 16 years. Surprisingly, in all areas consulted, it was almost unanimous that 15 years was too young. Although the appropriate age for obtaining a licence varied widely, ranging from 15 to 25 years, over 75% of those consulted believed that 16 was the appropriate age for being able to obtain a licence.

For many parents this was perceived as the appropriate point in the 'graduated stage of becoming an adult'. They explained that young people go through various stages of freedom on the way to becoming adults. By the time they reach 18 years, they can drink legally, vote, incur debt and have legal recognition as an adult. At 16 years of age, however, although various restrictions regarding social outings etc have usually been given but overall authority still rests with parents, provided that young people are still living at home. If parents are to have a positive influence on issues such as curfews and drinking restrictions, it was suggested that these needed to be introduced before the age of full adulthood.

Fifteen years of age was perceived by the majority, including young people, as being too immature to handle a motor vehicle. Fifteen year olds during the consultations repeatedly stated 'I wouldn't trust myself behind a wheel, I'm just not ready to drive.' The young people consulted were unable to define what made a sixteen year old more mature than a fifteen year old, and this quality still remains an intangible, but both young people and adults were confident that at sixteen, young people somehow became responsible.

Although the question of the licence age invariably came up early in the group discussion process, the participants were encouraged to consider all elements of the discussion as open to modification and negotiation including the age of obtaining a licence. Each section was treated as an independent and separate unit of the proposal.

The groups gave spirited consideration not only to the minimum age at which a licence should be granted but whether a graduated licence scheme should only apply to certain age groups. Most adults were confident that they did not want this scheme to be only perceived as a young person's operation. They also believed that inexperience in driving skills must be a factor for all new drivers, and that the statistics could reflect the higher incidence of the 17 to 21 year olds in the new driver category. 64% of adults believed that the principle of graduated licensing should be applied to all new drivers regardless of age of obtaining a licence. 33% of adults believed that, in the initial stages of introduction, people under 25 years should be brought under the scheme.

C.7.5 Uniform Legislation

Participants were asked if they believed that uniform legislation in relation to graduated licensing for Australia would be desirable. This question brought forth an immediate affirmative response from adults with 91% of adults recording a yes vote. Adults then went on to discuss the issue of uniform road rules which they also believed to be an important issue, and one that required urgent attention.

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	91	47	64
No	4	8	6
No comment	5	45	30
WOLLONGONG			
Yes	[::::::::::::::::::::::::::::]		94
No			0
No Comment	[::]		6
MILDURA			
Yes	[::::::::::::::::::::::::::::]		100
No			0
No Comment			0
ADELAIDE			
Yes	[::::::::::::::::::::::::::::]		76
No	[::::]		11
No Comment	[::::::]		18
MELBOURNE			
Yes	[::::::::::::::::::::::::::::]		69
No	[:]		5
No comment	[::::::]		26

C.7.6 Increased pollution and traffic management issues

Some concern was expressed early in the consultations that the scheme, through its encouragement of single use vehicles and the potential lowering of the driving age, may cause increased pollution and create serious traffic management problems. While this was recognised as a potential result, it was not considered a substantive issue in the discussions.

C.7.7 Increased parking needs

Similar concerns were also expressed, particularly in that the proposal could significantly increase the parking requirements of schools. Teachers and parents active in school issues recognised this potential early in discussions, however, as a general rule believed that it was just one of those issues that would have to be controlled. Young people did not consider it a major issue.

C.7.8 Increase truancy from school

While it was originally believed that access to a motor vehicle during the day could accentuate the incidence of truancy from school, teachers, parents and young people did not believe that this would be a necessary result of the scheme's introduction.

C.7.9 Increased financial difficulties for parents who may be asked to provide vehicles at a younger age and in greater numbers

59% of parents and 30% of young people saw this as a result of the introduction of the scheme, particularly in the non-metropolitan areas.

In discussion however parents felt that it was merely something that they would have to live with, and that the act of asking would not necessarily result in receiving in any event.

APPENDIX C.8 SURVEY FORM

C.7.3 Ability of police to spot-check licenses

Participants were asked if they thought that police should randomly check drivers, similiar to breath testing techniques, for a current driving licence. Only 15% of participants were against this process with many people, both young and adult, believing that there were a significant percentage of currently unlicensed drivers on the road at present. Most people however felt that it needed to be stressed that such a process should not be just a 'pick on the young driver' and that batches of cars regardless of the age of the driver should be stopped and licence-tested.

Question: Should police be encouraged to spot-check driving licenses?

Comment	Adults	Young People	TOTAL
ALL RESPONSES			
Yes	78	60	67
No	15	16	15
No Comment	7	24	17
WOLLONGONG			
Yes	[::::::::::::::::::::]		74
No	[::::::]		18
No Comment	[::]		8
MILDURA			
Yes	[::::::::::::::::::::]		86
No	[::::::]		14
No Comment			0
ADELAIDE			
Yes	[::::::::::::::::::::]		61
No	[::::::]		23
No Comment	[::::::]		16
MELBOURNE			
Yes	[::::::::::::::::::::]		69
No	[::::]		10
No Comment	[::::::]		21

PUBLIC CONSULTATION QUESTIONS

YOUR INITIAL THOUGHTS ON THE GRADUATED LICENSING SCHEME

SUPERVISION OF NEW DRIVERS

YOUR INITIAL THOUGHTS ON THE GRADUATED LICENCE SCHEME

1. Do you believe that the current system of supervision while learning without set time period is appropriate? YES/NO
2. Do you believe that new drivers should have to be taught driving professionally? YES/NO
3. If yes, when
and by whom
4. Should school based driving education be made compulsory
 - For theory YES/NO
 - For practical YES/NO
5. What sort of difficulties do you believe the proposal involving compulsory supervision for the first six months of the process of obtaining a licence would cause:
 - (a) yourself?
 - (b) new drivers
 - (c) other people - please nominate
6. Are there any comments you would like to make about the supervision of new drivers?

CARRIAGE OF PASSENGERS

1. Do you think that the restriction of passengers is a good idea for new drivers during:
 - (a) the first six months YES/NO
 - (b) the first year YES/NO
 - (c) The first eighteen months YES/NO
 - (d) the first two years YES/No
 - (e) other times (please specify)
2. What sort of difficulties would a ban on the carrying of passengers for new drivers cause:
 - (a) yourself
 - (b) new drivers
 - (c) parents
 - (d) the community
3. Are there any comments you would like to make about new drivers being able to carry passengers?

BLOOD ALCOHOL LEVELS

1. Do you agree that a zero blood alcohol level should be required for the first two years of a licence?
2. Are there any special conditions you would place on your answer to question 1?
3. If no, should it be applied to:
 - (a) the first six months of driving? YES/NO
 - (b) the first twelve months of driving? YES/NO
 - (c) the first eighteen months of driving? YES/NO
4. What sort of difficulties do you believe the introduction of zero blood alcohol level requirement of new drivers would cause:
 - (a) yourself?
 - (b) new drivers?
 - (c) the liquor trade?
 - (d) the general community?
5. Are there any comments about drinking and driving that you would like to make?

CURFEW TIMES

1. Do you believe that the introduction of curfews for new drivers could have a beneficial impact upon road accidents?
2. Would you regard the imposing of curfews on new drivers as an unreasonable restriction upon civil liberties?
3. The principle of the curfew included in this proposal is for driving, in the first instance to be restricted from daylight to dusk. Do you feel that this is a good enough definition or should set hours be determined?
NO CURFEW DAYLIGHT TO DUSK ...AM to ...PM
4. What times should be involved as curfew for new drivers?
 - (a) In the first six monthsAM toPM
 - (b) In the second six months....AM toPM
 - (c) In the second six months....AM toPM
 - (d) In the forth six months.....AM toPM
5. What sort of difficulties do you believe the introduction of curfews for new drivers would cause:
 - (a) for yourself?
 - (b) for new drivers?
 - (c) for parents/friends?
 - (d) for the community generally?
6. Should there be any exemptions granted for curfews?
YES/NO

If answer is yes, in what circumstances should exemptions from the curfew be granted?

7. Are there any additional comments you would like to make about the possible introduction of curfews for new drivers?

GENERAL ISSUES

A number of commentators have stressed that the scheme would be extremely difficult to enforce and have recommended that the following measures would have to be incorporated with its introduction:

- * The issuing of photographic licences to stop the swapping of licences between new and fully licensed drivers:
- * The issuing of a set of clearly identifiable 'P' plates for each stage:
- * The ability of police to spot-check driving licences:
- * The enforcement of strong deterrents for offenders such as the automatic disqualification of a licence for an infringement and having to go back to a GL-1 stage:
- * A political trade-off to young people such as the lowering of the driving age to 15 years:
- * A commitment to uniform legislation in all States of Australia: and
- * Not enforcing graduated licences for anyone over the age of 21 years.

Still others have stressed that the lowering of the age particularly, but also the encouragement of single-use cars under the scheme, would:

- * cause greater pollution and difficulty in traffic control;
- * increase parking needs;
- * accentuate the incidence of truancy from school because of the greater mobility of the young;
- * cause parents financial difficulties due to the need to supply cars at a younger age and in greater numbers.

Each of these issues is highlighted on a single page following this question, you may like to comment on some or all of these issues.

SPEED LIMIT RESTRICTIONS

1. Do you agree that a 80 kph speed limit should apply for the first two years of a licence?
YES/NO
2. If no:
Do you believe that a special speed limit restriction should be applied to new drivers? YES/NO
Only for the first six months? YES/NO
For the first twelve months YES/NO
For the first eighteen months? YES/NO
3. Do you believe that speed limit restrictions should be applied to new drivers while they gain experiences in driving
YES/NO
4. Are there any comments you would like to make in relation to speed and new drivers?

GENERAL ISSUES

1. The need to issue photographed licences
2. Easily identifiable 'p' plate for each stage
3. Police should spot checking licences
4. What should the penalty for infringement of licence conditions
5. Driver age being lowered to 15
6. Increase pollution and traffic management difficulties
7. The need for uniformity across Australia
8. Graduated licences not applying to persons over 21 years of age
9. Increase parking congestion
10. Increase truancy from school
11. Strain from impacts of scheme of parents
12. Other comment of a general nature
13. What scheme would you introduce to lower the incidence of young people being involved in accidents
14. Is there any other comment you would like to make,