An abstract graphic composed of overlapping, wavy shapes in various shades of green and yellow, creating a sense of depth and movement.

Examination of the Impact of the Graduated Licensing System on Young Novice Driver Safety

Summary Report

October 2017

Copyright © VicRoads 2017

This work is the copyright of VicRoads. The content of this report may not be reproduced without the written permission of the Manager - Licensing, Mobility and Active Transport, VicRoads.

ISBN 978-0-7311-9176-5 (pdf/online)

Overview

Ten years ago, VicRoads introduced Victoria's enhanced Graduated Licensing System (GLS) to improve the safety of young drivers. Key changes included requiring learner drivers aged younger than 21 years at licensing to complete a minimum of 120 hours of supervised driving practice, a requirement for probationary drivers in the first year of licensing to carry no more than one peer passenger and an extension of the probationary period from three to four years.

This evaluation primarily measured whether the GLS reduced the rate at which young novice drivers were involved in crashes. It also examined whether changes in the behaviour of young drivers may have contributed to any crash reductions. To do this, the analysis looked at a range of factors, which were measured before and after the introduction of the GLS.

Key evaluation results showed:

- 42.5% fewer drivers aged 18 to 23 years have been involved in fatal or serious injury crashes since the GLS was introduced. By comparison, there has only been a 29% reduction among older, more experienced drivers since that time.
- For drivers aged 18 to 20 years, there has been a 20.3% reduction in their rate of involvement in fatal and serious injury crashes, and a 13.6% reduction for all injury crashes. These reductions are statistically significant.
- For drivers aged 21 to 23 years there was no significant change in their crash rates.
- There has been a 19.4% reduction in fatal and serious injury crash involvement rates among drivers aged 18 to 23 years in their first year of driving, the group with the highest crash risk. This decrease is statistically significant.
- The peer passenger restriction on P1 licence holders (P-plates in their first year) was particularly effective. For P1 drivers carrying more than one peer passenger, there was a 69.2% decrease in their rate of involvement in fatal and serious injury crashes and a 69.8% corresponding reduction in injury crashes. These reductions are statistically significant.
- Learner drivers are spending more time on their L plates giving them more opportunity to get valuable practice. Sixty per cent of 18 to 20 year olds have held a learner permit for at least 24 months compared with 37% before the GLS.
- With the enhanced GLS, a new licensing profile for those aged 18 to 24 years has emerged. Eighteen year olds obtaining a licence for the first time decreased from 74% to 62%, while 21 to 24 year olds increased from 10% to 19% of new licence holders. For 19 year olds, the number of licences issued rose from 11% to 14%.

The evaluation showed that the GLS initiatives introduced in 2007 and 2008, reinforced by support programs and promotional activities, have been very effective in improving the safety of inexperienced drivers aged 18 to 20 years and those aged 18 to 23 years in their first year of holding a licence. It also shows that future improvements to the GLS can be made by focusing on the safety of older novice drivers.

Contents

GLOSSARY	1
BACKGROUND.....	5
KEY OBJECTIVE AND APPROACH	7
EVALUATION FINDINGS	8
CRASHES	8
TRAFFIC OFFENCES	14
LEARNER PERMIT AND LICENSING TRENDS	16
LEARNER DRIVER SUPERVISED PRACTICE.....	17
CARRIAGE OF PEER PASSENGERS	20
DRINK-DRIVING BEHAVIOUR	22
SPEEDING BEHAVIOUR	24
‘OTHER’ BEHAVIOURS	25
DISCUSSION	28
CONCLUSION.....	32
APPENDIX A	34

Glossary

The following table defines some of the road safety and research terms used in this report. When used for the first time within the body of the report, these words are linked back to this Glossary section and appear in blue, underlined text. Readers can click on these links to return to this section.

Term	Definition or description
Age at crash involvement	Driver's age at the time the crash occurred
Casualty crash	Crashes that involve death (known as fatalities), serious injuries or other injuries. Property-damage-only crashes are not included. Serious injuries are where road users are admitted to hospital. Other injuries do not require hospital admittance, but may require treatment by a local doctor or paramedic.
Comparison group	When analysing changes resulting from the GLS (e.g. crash rates) using statistical testing, a group of experienced drivers was used as a comparison to help show that any changes were due to the GLS rather than other factors that may have occurred at the same time (e.g. increased levels of enforcement).
Crash involvement	A crash involvement refers to whether a driver is involved in a crash. A crash between vehicles A and B generates two crash involvements: one for the driver of Vehicle A and one for the driver of Vehicle B.
Crash involvement rates	Crash involvement rates are the numbers of crash involvements divided by 10,000 driver years licensed. This measure best controls for differences in exposure between drivers. When rates are referred to in this report, it means that there was an experienced driver comparison group that was compared with the young driver group. An increase in young driver crash or offence rates, refers to an increase in relation to the comparison group. For example, if the

Term	Definition or description
	overall crash rates decreased for both the young driver group and the comparison group, but the rate decreased more for the comparison group, an increase in the young driver crash rate will be reported overall.
Exposure	The opportunity to be involved in crashes. For example, the more someone drives the more exposure they have to crashing. Likewise, in analysis, groups or subgroups of drivers with a larger number of people in it are more likely to record more crash involvements than smaller groups. In analysis, this is adjusted for statistically.
First licences	The first time a driver is issued with a licence. Some drivers who currently have a licence may have had it reissued for various reasons (e.g. cancellation etc.).
Fatal and serious injury (FSI) crashes	Crashes that result in a fatality or serious injury
High Alcohol Hours (HAH)	<p>A surrogate for blood alcohol concentration (BAC) that measures when people are most likely to be driving under the influence of alcohol. The times are:</p> <ul style="list-style-type: none"> • Monday to Thursday: Midnight to 6 am and 6 pm to midnight • Friday: Midnight to 6 am and 4 pm to midnight • Saturday: Midnight to 8 am and 2 pm to midnight • Sunday: Midnight to 10 am and 4 pm to midnight.
Offence rates	Offence rates are the numbers of traffic offences divided by 100 driver years licensed to control for exposure.
Peer passengers	Passengers aged 16 to 21 years of probationary drivers not including spouses and siblings.
Post-GLS	After the enhanced GLS was introduced
Pre-GLS	Before the enhanced GLS was introduced
Road safety countermeasure	Road safety countermeasures aim to either to prevent a crash from occurring or to reduce the severity of that crash.

Term	Definition or description
	Such countermeasures can be related to roads/engineering treatments, safer vehicles, education and mass media campaigns, licensing, legislation (including fines and demerit points) and enforcement.
Statistically significant / Significantly / Significant	<p>‘Statistically significant’ refers to the likelihood that a relationship between two or more variables (e.g. crashes and drivers who have completed the enhanced GLS) is caused by something other than random chance (i.e. the GLS).</p> <p>Statistical significance is determined by a p-value which represents the probability that random chance could explain the result. A p-value of less than 0.05 or 0.01 suggests that there is enough evidence to conclude that the results, observed from the sample analysed, were not the result of random chance.</p>
Traffic Infringement Notice (TIN)	The monetary fine or other sanctions (e.g. demerit points and a driving ban) given to drivers for an offence. TINs may be issued to a driver when pulled over by police on the roadside or when caught by a speed or red light camera.
Traffic offences	<p>When analysing traffic offences three broad offence groupings were used in this evaluation:</p> <ul style="list-style-type: none"> • exceed blood alcohol concentration (BAC) limit offences (one category) • court or TIN offences (two categories) • speed-related, alcohol-related or ‘other’ offences (three categories). Other offences mainly include disobeying traffic control signals, failure to display P-plates, use of a hand-held mobile phone while driving, driving without a fastened seatbelt, and driving while banned.

Background

Victoria has seen significant reductions in road trauma over the years, but young drivers continue to have more crashes resulting in death and serious injury than any other group of drivers on the road. Each year about 90 people are killed and 1,800 are seriously injured in crashes involving 18 to 25 year old drivers. Road crashes are one of the leading causes of death among young people.

Figure 1 shows that the highest risk of crashing is in the first year after obtaining a licence. The risk slowly decreases for many years after that. It is important to note that older novice drivers (above 21 years) do not contribute quite as many crashes to the overall young driver crash problem as 18 to 20 year olds.

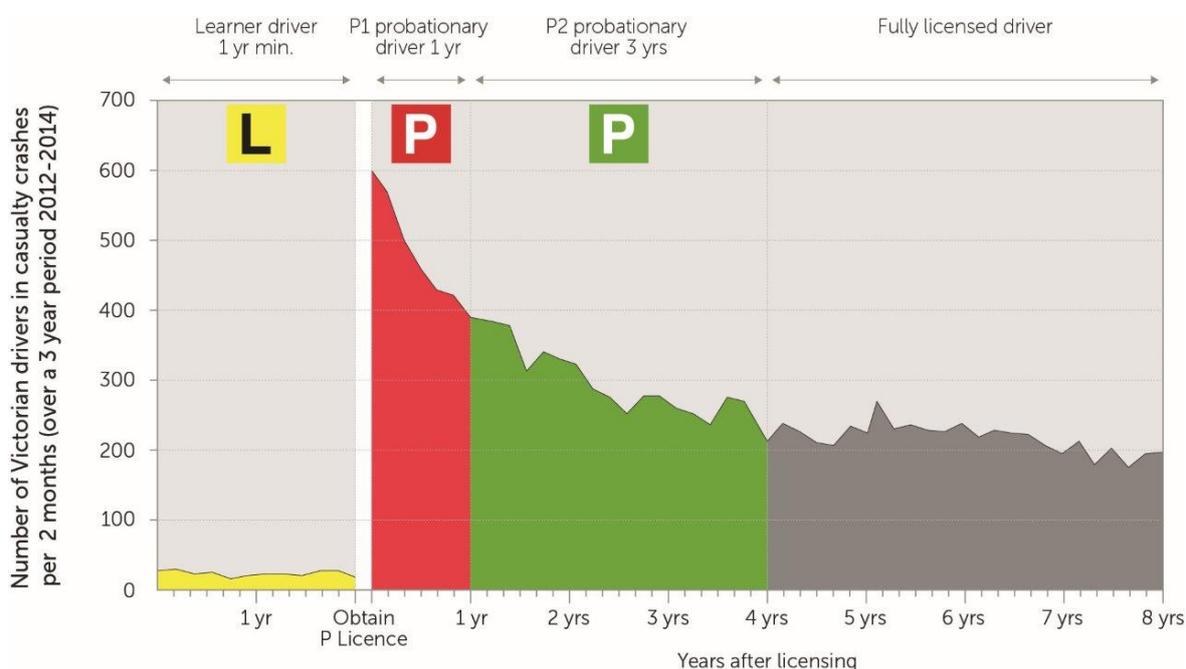


Figure 1. Victorian drivers in casualty crashes 2012 to 2014

Extensive national and international research helped identify that young driver crashes were most commonly caused by inexperience, immaturity or young age, driving in high-risk situations (e.g. driving late at night or with multiple peer passengers), and undertaking unsafe behaviours (e.g. speeding, drink or drug-driving, and being distracted).

Research and consultation with international experts led to major improvements to Victoria's Graduated Licensing System (GLS).

The key principles of GLSs are:

- to provide new drivers with a framework where they can get driving experience over an extended period of time, under low risk conditions

- to gradually remove restrictions on driving as drivers gain experience and build capabilities.

Informed by the evidence, some of the key changes introduced in Victoria included:

- compulsory minimum 120 hours of logged supervised learner driving practice
- a minimum 12-month learner permit period
- a more challenging on-road driving test
- a two-stage probationary licence: P1 (minimum one year) and P2 (minimum three years)
- a [peer passenger](#) restriction for P1 drivers
- probationary drivers banned from driving certain vehicles
- a ban on mobile phone use for P1 probationary drivers (extended to P2 drivers in 2013¹).

These and other changes (see Appendix A for a full list of changes) were introduced progressively between 1 January 2007 and 1 July 2008. The changes came with strong community support, after Victoria's road safety agencies had spent more than ten years (1994 to 2006) promoting safer driving for young people. Initiatives included developing targeted materials to help novice drivers, parents and professional driving instructors, and undertaking a mass media public education and direct mail campaign which encouraged achieving at least 120 hours of supervised learner driver practice. A range of support programs and resources were also implemented during GLS introduction, such as the L2P - learner driver mentor program.

It has been about 10 years since VicRoads introduced Victoria's new and enhanced components of its GLS. The changes were designed to improve the safety of young drivers and represented the most far-reaching and important changes to Victoria's driver licensing system since the introduction of learner permits in 1974.

With more than half a million drivers having now graduated through the system, an evaluation has been undertaken to examine its effect on young novice driver safety. The evaluation involved comparisons on a range of measures pre and post introduction of the enhanced GLS. This summary report gives an overview of the methods used to undertake the evaluation and the key findings.

¹ The extension of the mobile phone ban to P2 drivers was not part of the GLS evaluation.

Key objective and approach

The key objective of this evaluation was to examine the effect of the enhanced GLS on young novice driver safety. To achieve this, the evaluation consisted of a series of analyses under the following eight topic areas:

1. crashes
2. offences
3. learner permit and licensing trends
4. learner driver supervised practice
5. carriage of peer passengers
6. drink-driving behaviour
7. speeding behaviour
8. other behaviours and requirements (e.g. mobile phone use).

Five sources of data, collected before and after the introduction of the GLS were used to conduct the analyses. These data sources included²:

1. **crash involvement counts and rates:** rates and involvement in [fatal and serious injury \(FSI crashes\)](#) and [casualty crashes](#), using [comparison groups](#)
2. **offence rates:** [offence rates](#), using comparison groups
3. **learner driver self-reported experience:** a series of surveys (using independent samples of drivers) about learner driver experience
4. **probationary self-reported driver behaviour:** a series of surveys (using independent samples of drivers) and longitudinal surveys (following a cohort of drivers) about probationary driver behaviour
5. **learner permit and licensing trends:** patterns in the issue and tenure of learner permits and licences.

² The material in this summary report comes from five research reports and additional documents:

- a) Catchpole, J, Makwasha, T & Newstead, S 2016, *Crash involvement rates before and after changes to Victoria's Graduated Licensing System*, ARRB Group, Vermont South, Victoria, report for VicRoads (unpublished).
- b) Catchpole, J 2015, *Offence rates before and after changes to the Graduated Licensing System*, ARRB Group, Vermont South, Victoria, report for VicRoads (unpublished).
- c) Meyer, D, Cunningham, C & Rajendran, N 2015, *Learner Driver Experience Monitoring 2014 - Statistical Report*, Swinburne University of Technology, Victoria, report for VicRoads (unpublished).
- d) McIntyre, A 2015, *Evaluation of Victoria's Graduated Licensing System: GLS Surveys 2008-2012 Summary Report*, Victoria, report for VicRoads (unpublished).
- e) Catchpole, J 2015, *Trends in driver licensing in Victoria*, ARRB Group, Vermont South, Victoria, report for VicRoads (unpublished).
- f) The GLS evaluation plans and other unpublished material devised by DJ Healy Road Safety Consulting.

Evaluation findings

In this section the evaluation findings are summarised under subheadings corresponding to each of the eight topic areas. These summaries show some of the main results in graphs and tables with supporting explanations. Where statistical testing was done, unless indicated otherwise, the results are [statistically significant](#).

Crashes

The main aim of the crash analysis was to assess the impact of the GLS upon the [crash involvement](#) and [crash rates](#) of novice drivers in:

- [casualty crashes](#), and
- crashes that result in a fatality (death) or serious injury (FSI crashes).

When analysing crash rates using statistical testing, a group of experienced drivers was used as a comparison. To control for differences in [exposure](#) between the novice driver group and the comparison group, crash rates were defined as the number of crash involvements per 10,000 years drivers held a licence. There were three novice age groups analysed:

- 18 to 20 years
- 21 to 23 years
- 18 to 23 years.

Impact of the GLS on crash involvements

Figure 2 shows before ([pre-GLS](#)) and after ([post-GLS](#)) casualty and FSI crash involvements of drivers in the different novice driver age groups and an experienced driver comparison group (aged 35 to 42 years). The figure also shows the percentage crash reductions for each group. No statistical testing was undertaken for these analyses, as absolute numbers of crashes were of interest. All age groups showed crash reductions from pre to post-GLS with the largest reductions in casualty and FSI crashes observed in the 18 to 20 year age group.

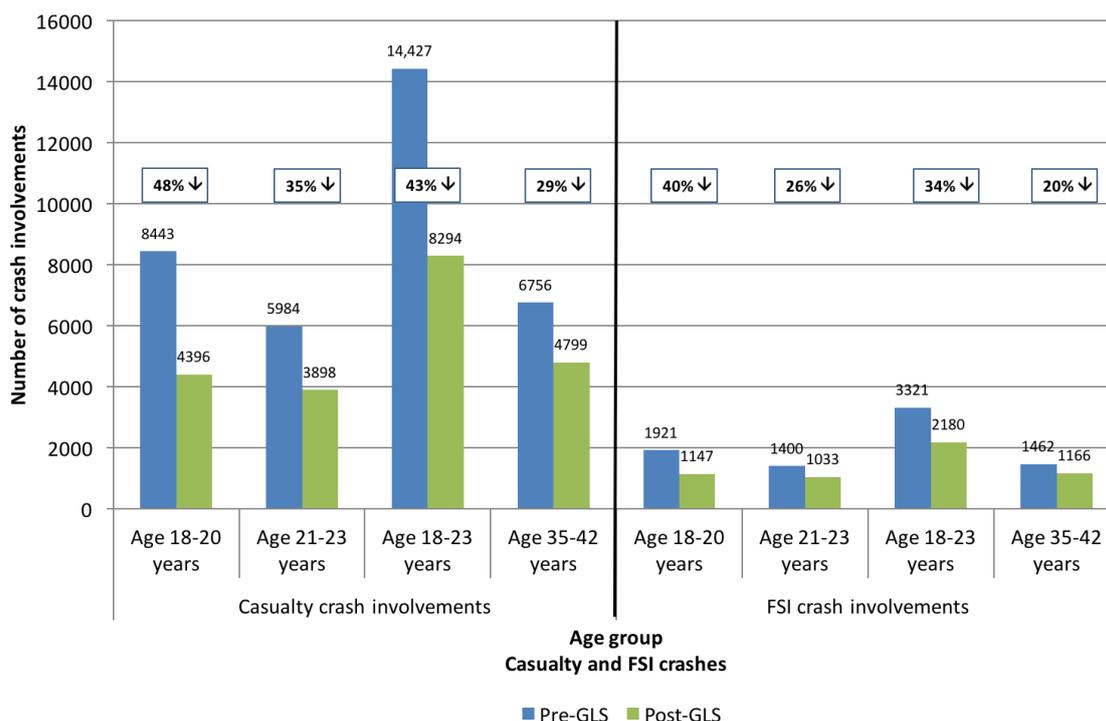


Figure 2: Crash involvements by driver age group comparing pre-GLS (2001-02 to 2003-04) to post-GLS (2011-12 to 2013-14) showing percentage crash reduction

Results summary

- When comparing pre and post-GLS casualty and FSI crash involvements, decreases were greater for drivers aged 18 to 23 years at crash involvement (42.5% and 34.4% respectively) than for the experienced driver comparison group (29.0%).
 - Reductions were even greater for drivers aged 18 to 20 years (48.0% and 40.3% for casualty and FSI crashes respectively) than for those aged 21 to 23 years at crash involvement (34.8% and 26.2% for casualty and FSI crashes respectively).
- These reductions were associated with estimated annual savings (averaged over three financial years: 2011-12 to 2013-14) of:
 - 534 casualty and 128 FSI crash involvements for drivers aged 18 to 20 years at crash involvement
 - 118 casualty and 28 FSI crash involvements for drivers aged 21 to 23 years at crash involvement.

Impact of the GLS on crash involvement rates: Driver age

The enhanced GLS was successful in reducing young driver [crash involvement rates](#) for drivers aged 18 to 20 years at crash involvement. However, the results were mixed for those young drivers who were older at the time of crash involvement.

Figure 3 shows the percentage casualty and FSI crash involvement rate (controlling for exposure), pre and post-GLS. For drivers aged 18 to 20 years at crash involvement, the casualty crash involvement rate reduced by 13.6% and the FSI involvement rate by 20.3%. This result was statistically significant. For drivers aged 21 to 23 years at crash involvement, there were no significant changes in their overall casualty and FSI crash involvement rates. For drivers aged 18 to 23 years (all novices), the casualty crash involvement rate reduced by 9.4% and the FSI involvement rate by 18.1%. This result was statistically significant.

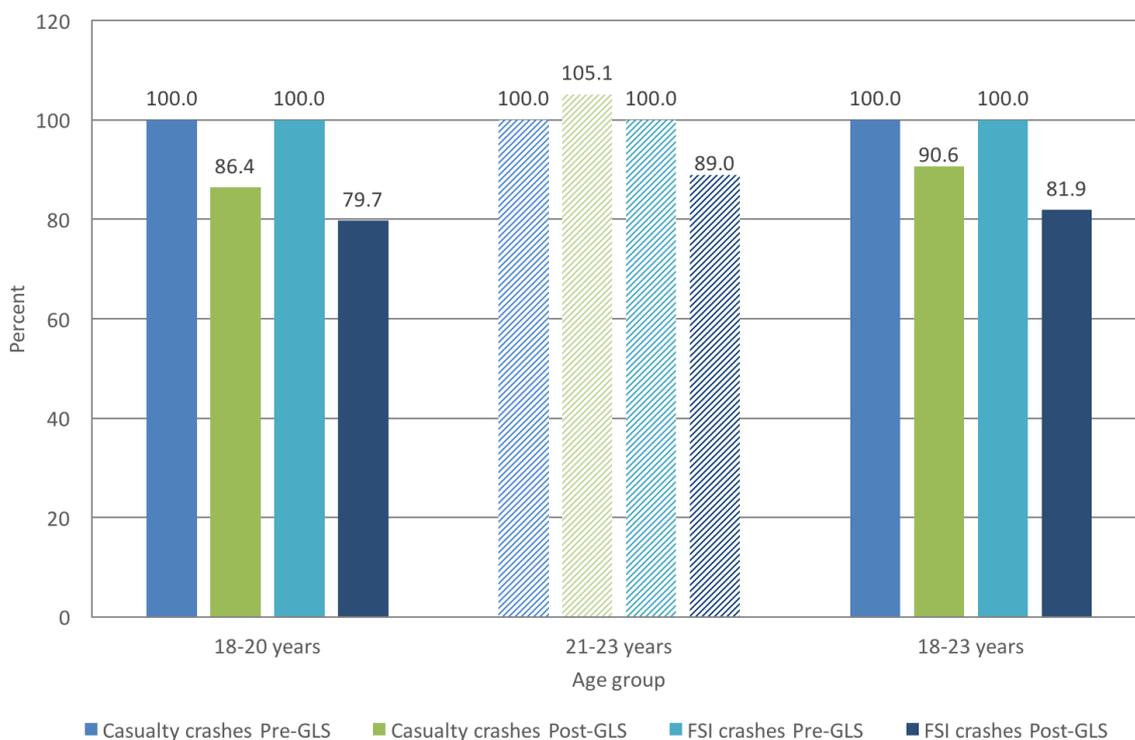


Figure 3: Casualty crash involvement rate by age group at crash - per cent pre-GLS (2004-05 to 2006-07) and post-GLS (2011-12 to 2013-14) relative to experienced comparison group (solid coloured columns indicate significant changes)

Results summary

- Drivers aged 18 to 20 years at crash involvement were the group with the highest crash involvement rates pre-GLS. The casualty crash involvement rate of this group reduced by 13.6% and FSI involvement rate by 20.3%.
- There was a reduction in casualty crash rates for both males (14%) and females (13.3%) aged 18 to 20 years at crash involvement. A reduction in casualty crash involvement rates was also observed in metropolitan areas (16.6%), but there were no significant reductions in country areas.
- There was a reduction in FSI crash rate for both males (18.4%) and females (23.3%) aged 18 to 20 years at crash involvement. A reduction in FSI crash rate was also observed in metropolitan areas (17.0%) and in country areas (27.5%).
- For drivers aged 21 to 23 years at crash involvement, there were no significant changes in their overall casualty and FSI crash involvement rates.
- For female drivers aged 21 to 23 years at crash involvement, the casualty crash involvement rate increased by 14.3%, with the increase especially evident in country Victoria (30.0%).
- For male drivers aged 21 to 23 years at crash involvement, the FSI crash involvement rate decreased by 23.4% overall, and by 24.4% in the metropolitan area.
- For drivers aged 18 to 23 years (all novices), the casualty crash involvement rate reduced by 9.4% and FSI involvement rate by 18.1%.

Impact of the GLS on crash involvement rates: Driver experience

The enhanced GLS was successful in reducing young driver crash involvement rates for drivers in their first year of holding a licence.

Table 1 shows the main results regarding crash involvement rates by level of driver experience. There were significant reductions in crash rates for drivers with less than one year experience for most sub-groups. However, for drivers in their fourth year of holding a licence there were some significant increases in crash rates. Results for drivers in their second and third years of driving, and across all years of driving experience are also discussed over the page.

Table 1: Change in crash involvement rate from pre-GLS (2004-05 to 2006-07) to post-GLS (2011-12 to 2013-14) by experience level (year of driving) relative to experienced comparison group

Crash type and experience	Driver group	% change		Significance*
Drivers with 0 to <1 years of experience involved in <u>casualty crashes</u> (first year of driving)	Overall	18.7%		S
	Licensed at 18-20 years	19.2%		S
	Licensed at 21-23 years	13.2%		NS
Drivers with 0 to <1 years of experience involved in <u>fatal and serious casualty crashes</u> (first year of driving)	Overall	19.4%		S
	Licensed at 18-20 years	21.7%		S
	Licensed at 21-23 years	17.4%		NS
Drivers with 3 to <4 years of experience involved in <u>casualty crashes</u> (fourth year of driving)	Overall	18.2%		S
	Licensed at 18-20 years	17.1%		S
	Licensed at 21-23 years	35.8%		NS

* S = significant, p<0.05, NS = not significant

Results summary

First year of driving experience

- Overall, there was a decrease in casualty and FSI crash involvement rates of 18.7% and 19.4% respectively, for drivers licensed at 18 to 23 years during their first year of being a licensed driver.
- Those licensed at 18 to 20 years during their first year of licensed driving had a 19.2% reduction in casualty crash involvement rate, and a 21.7% reduction in FSI crash involvement rate. There were no significant changes for drivers licensed at 21 to 23 years in their first year of licensed driving.
- Reductions in casualty and FSI crash involvement rates for drivers licensed at 18 to 23 years in their first year of licensed driving were:
 - 18.9% in casualty crashes in metropolitan areas
 - 17.5% in casualty crashes in country areas
 - 15.1% in FSI crashes in metropolitan areas
 - 29.0% in FSI crashes in country areas.
- Male drivers licensed at 18 to 23 years in their first year of licensed driving experienced an 18.1% reduction in casualty crash involvement rate and a 20.6% in FSI crash involvement rate. There was a 19.5% reduction in casualty crash involvement rates only, for their female driver counterparts.

Second, third and fourth years of driving experience

- There were no significant changes in crash involvement rates for drivers licensed at 18 to 23 years who were in either their second or third year of licensed driving.
- Casualty crash involvement rates for drivers licensed at 18 to 23 years in their fourth year of licensed driving increased by 18.2% overall, with increases noted for drivers licensed at 18 to 20 years, female drivers and metropolitan area crash involvements.

All years of driving experience

- Statistical adjustments were made for the under-representation of more experienced young drivers in the study sample. It was estimated that, in the longer term, drivers licensed at 18 to 23 years in their first four years of licensed driving would experience reductions of 5.1% and 9.3% in casualty and FSI crash involvement rates, respectively. The equivalent figures for those licensed at 18 to 20 years at licence issue were estimated to be decreases of 5.9% and 9.8%, respectively.

Traffic offences

The aim of this analysis was to determine if overall the enhanced GLS reduced young driver [traffic offence](#) rates. Statistical comparisons of pre versus post-GLS [offence rates](#) were done for two groups of novice drivers (18 to 20 years and 21 to 24³ years at licence issue) against two groups of fully licensed drivers. Age and driver experience levels were analysed, with the results for experience levels shown in Figure 4 and Figure 5.

The enhanced GLS was only successful in reducing some offence rates. Overall, the offence rates results were varied, with no clear pattern emerging.

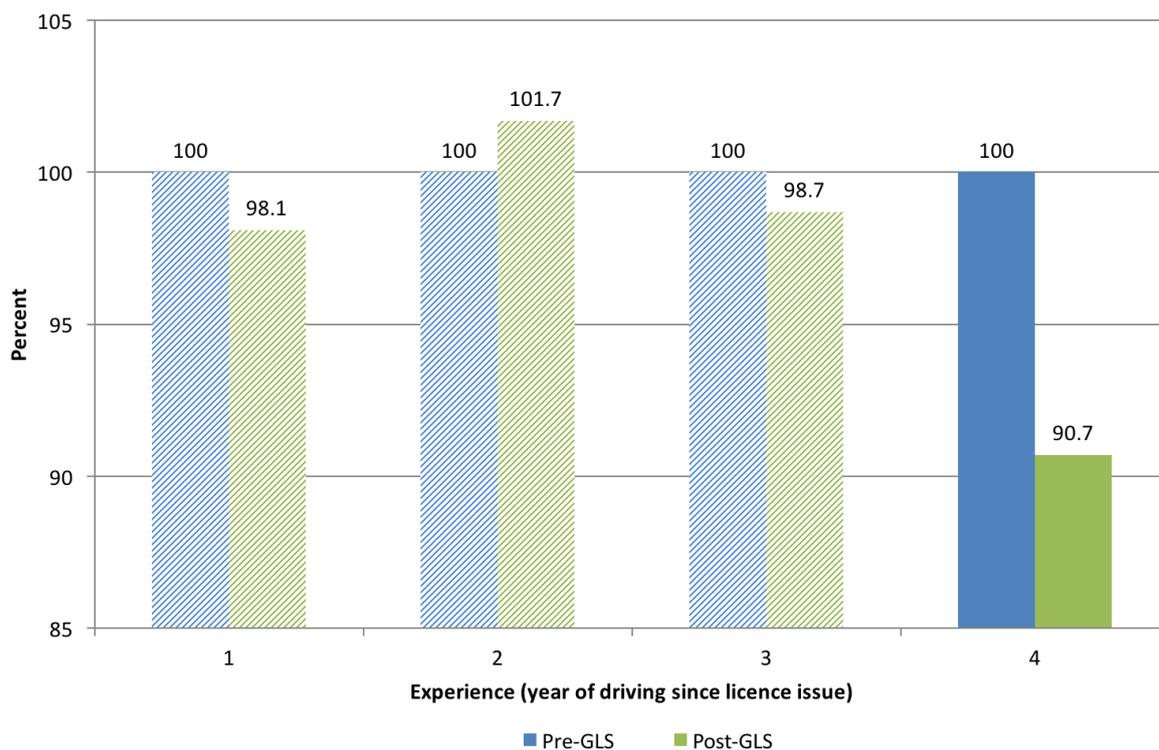


Figure 4: Offence rates for drivers aged 18 to 20 years at licence issue - percentage pre-GLS (1/7/2004 to 30/6/2008) and post-GLS (1/7/2009 to 30/6/2013) by experience relative to experienced comparison group (solid coloured columns indicate significant changes)

³ The offence rates analysis used different age groups to the crash analysis. The crash rates analysis design was informed by the learner permit and licensing trends analysis, which provided important information for changes in the analysis design compared with that of the offence rates.

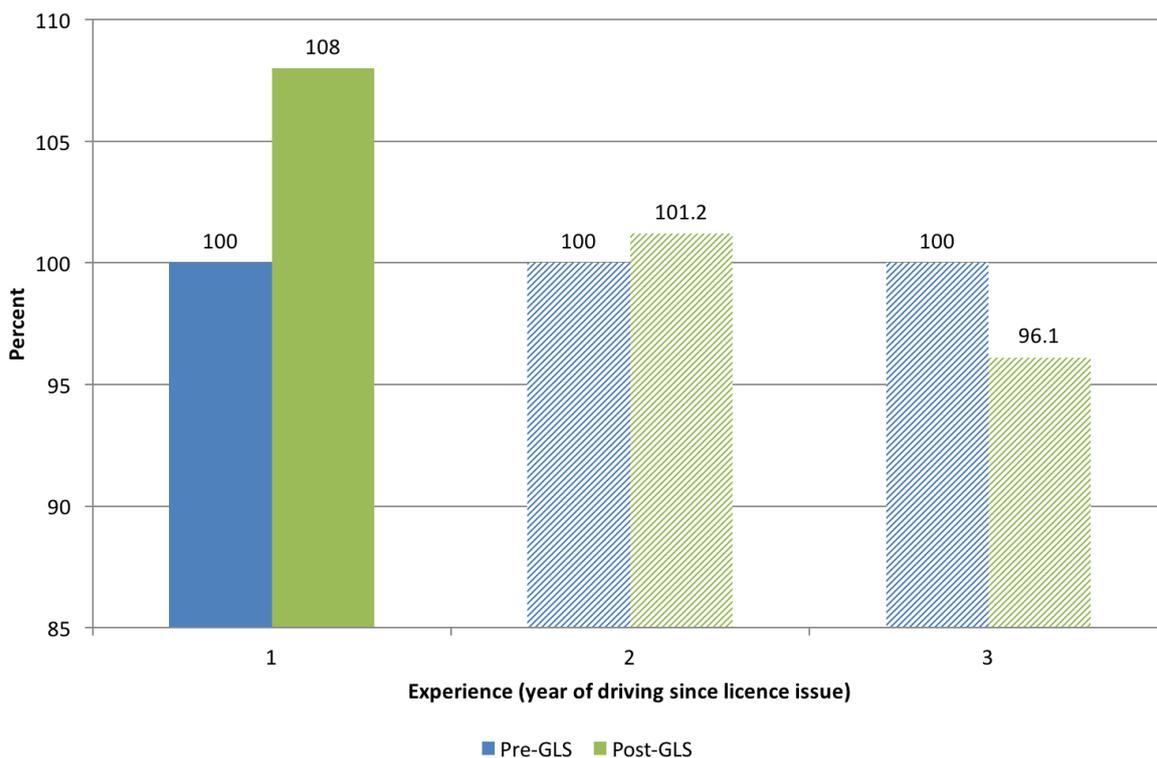


Figure 5: Offence rates for drivers aged 21 to 24 years at licence issue - percentage pre-GLS (1/7/2004 to 30/6/2008) and post-GLS (1/7/2009 to 30/6/2013) by experience relative to experienced comparison group (solid coloured columns indicate significant changes)

Results summary

For drivers aged 18 to 20 years at licence issue:

- Overall, offence rates decreased by 9.3% for those in their fourth year of licensed driving. There were no significant changes in overall offence rate in each of the first, second or third years of licensed driving.
- A 3.2% reduction in offence rate was found for those aged 18 years when they offended. No significant changes in overall offence rate were found for those aged 19 to 24 years when they offended.

For drivers aged 21 to 24 years at licence issue:

- There was an 8% increase in offence rate for those in their first year of licensed driving. There were no significant changes in overall offence rate in their second and third years of driving.

Learner permit and licensing trends

Trends in learner permit tenure and licensing since the introduction of the enhanced GLS were analysed. These trends were examined using learner permit and licensing data from 1991-92 to 2013-14.

The analyses show that the percentage of young adults holding a learner permit for at least two years climbed very slowly from 1996 onwards, and then jumped very sharply in the second half of 2007. This jump was due to the introduction of the new requirement to hold a learner permit for a minimum period of 12 months and the requirement to log a minimum of 120 hours of supervised driving practice. Nearly 70% of young adults with learner permits now hold them for at least two years before taking out a licence, in contrast to about 45% before July 2007.

Regarding licensing trends, the findings show that the total number of licences issued each year to drivers aged 18 to 24 years is similar pre and post-GLS introduction. However, Figure 6 shows that the age profile of young adults at licence issue has changed.

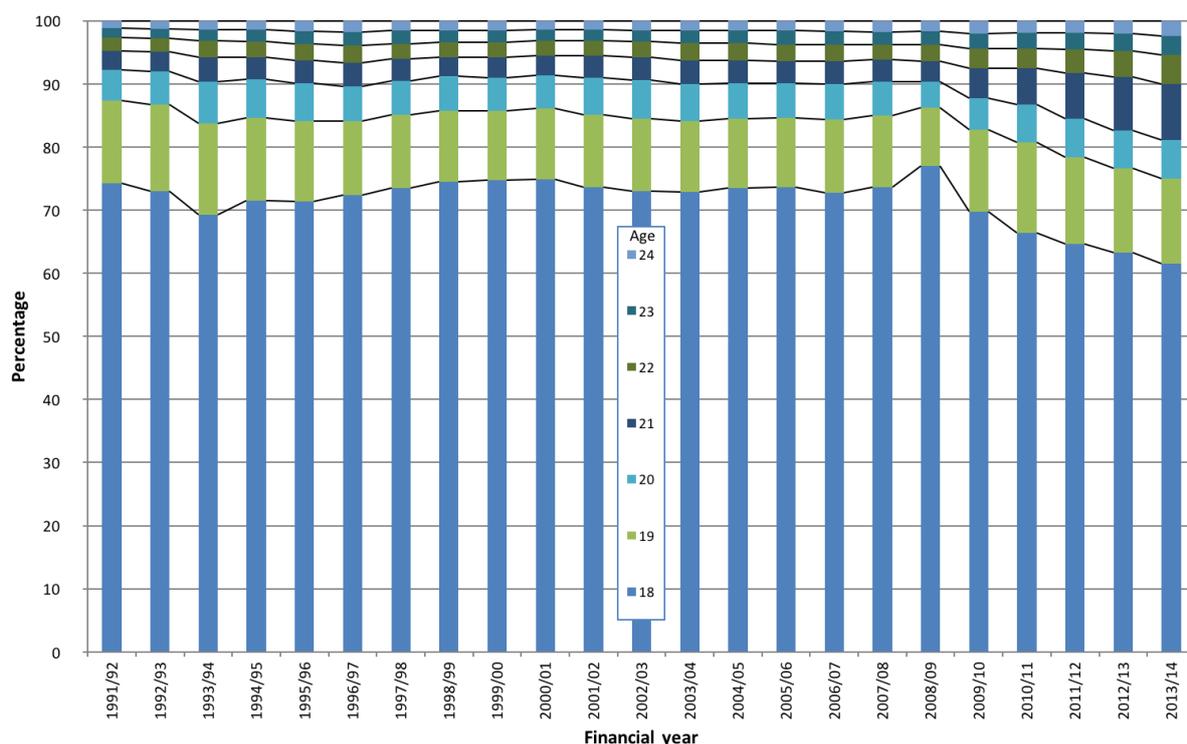


Figure 6: First licences issued by age as a percentage of total licences issued to 18 to 24 year olds by financial year (1991-92 to 2013-14)

The figure shows that the percentage of licences issued to 18 year olds has decreased since the GLS introduction from approximately 74% to 62% by 2013-14. The figure suggests that change was continuing to occur in 2013-14 but with some signs of levelling off. For 19 year olds, the proportion of licences issued rose from 11% since GLS introduction to 14% by 2013-14.

Overall, there were changes in learner permit and licence issue age and tenure over time which appear to be associated with the introduction of the enhanced GLS.

Results summary

- Learner permit tenure has increased considerably since GLS introduction. Sixty per cent of 18 to 20 year olds have held a learner permit for at least 24 months post-GLS compared with 37% pre-GLS. For those aged 21 to 24 years when first licensed, 66% of drivers post-GLS versus 41% pre-GLS held the learner permit for at least 36 months.
- With the enhanced GLS, a new licensing profile for those aged 18 to 24 years has emerged. Eighteen year olds obtaining a licence for the first time decreased from 74% to 62%, while 21 to 24 year olds comprised 19% of new licence holders in 2013-14 compared with 10% pre-GLS. The potential reasons for these changes are outlined in the discussion.

Learner driver supervised practice

Surveys to monitor learner driver practice hours occurred in 1999, 2000, 2004, 2005, 2007, 2008, 2009, 2010 and 2014. Each survey involved approximately 1500 respondents.

Responses were statistically analysed to provide an estimate of overall levels of supervised practice (that also includes hours with driving instructors).

Supervised learner driver practice hours

The number of supervised learner driver practice hours increased over time to at least 120 hours for all learners who obtained their permit at age 16 or 17 years and for females generally. However, over time the number of supervised learner driver practice hours did not increase to at least 120 hours for older learners (18+ years) nor for males generally.

Figure 7 shows that the average number of practice hours increased in a somewhat linear fashion from 1999 (83 hours) to 2014 (just under 120 hours), with a slight dip in 2008 accompanying the introduction of the enhanced GLS.

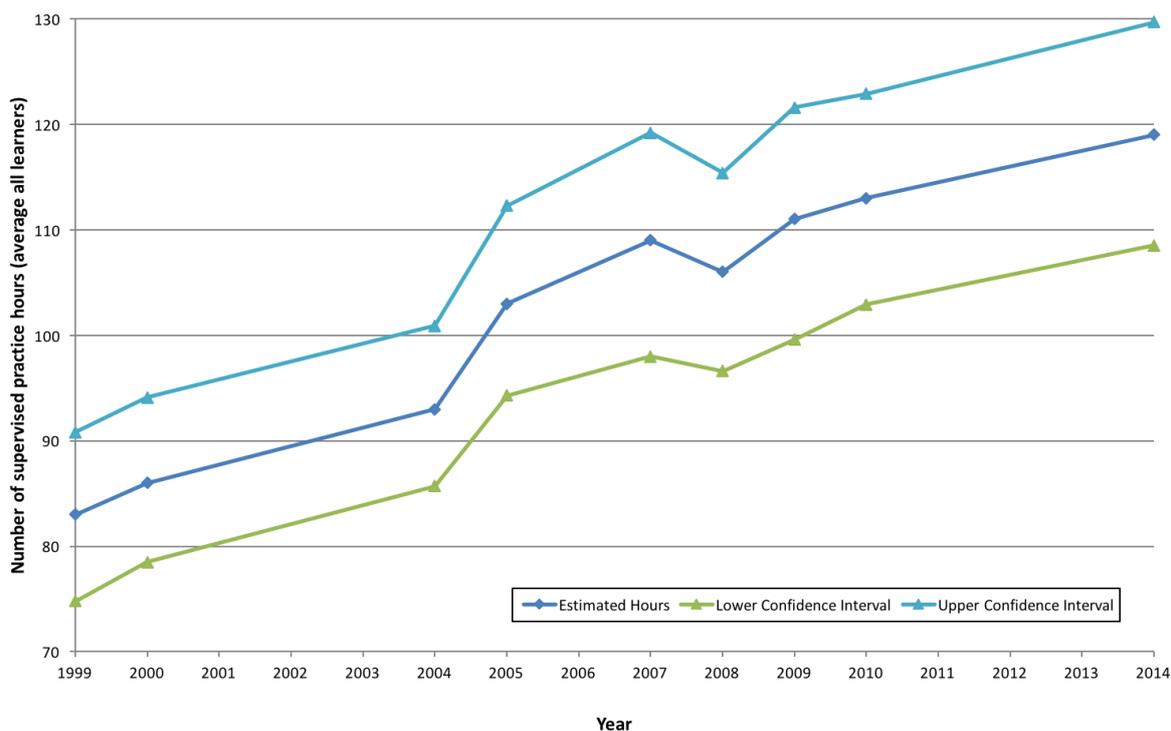


Figure 7: Average number of supervised practice hours on a learner permit (average all learners) (1999 to 2014)

Results summary

- Across all learner permit holders, average practice hours generally increased over the survey years.
- On average females achieved more practice hours than males with averages in excess of 120 hours in 2014 compared with slightly over 100 hours for males.
- Seventeen year olds at permit issue increased their average practice hours from 46 hours in 1999 to 127 hours in 2014.
- Sixteen year olds at permit issue achieved an average of 108 hours in 1999, the minimum 120 hour target in 2000, and achieved more than the target of minimum 120 hours driving practice in 2014 (average of 137 hours).
- Those aged 18 years and above at permit issue did not show significant increases in the average number of practice hours across the surveys, and did not achieve the minimum 120 hour requirement (averaging only 88 hours in 2014). However, it is important to note that the 120 hour minimum does not apply to drivers aged 21 or older when they obtain a licence.

Learner driver crash involvement rates

A time series of learner driver crash rates from 2001-02 to 2013-14 (13 years) was carried out. Due to the increase in driving exposure for learner drivers from the 120 hour practice requirement, it was important to check if crash involvement rates were also affected. The crash involvement rates of learner drivers did not increase due to the requirement to achieve the minimum 120 hours of supervised practice. Instead, a decrease in the crash involvement rates for learners was observed.

Figure 8 shows that casualty crash involvement rates involving learner permit holders decreased from pre to post-GLS and that the rate of crashes relates to very small numbers of actual crashes.

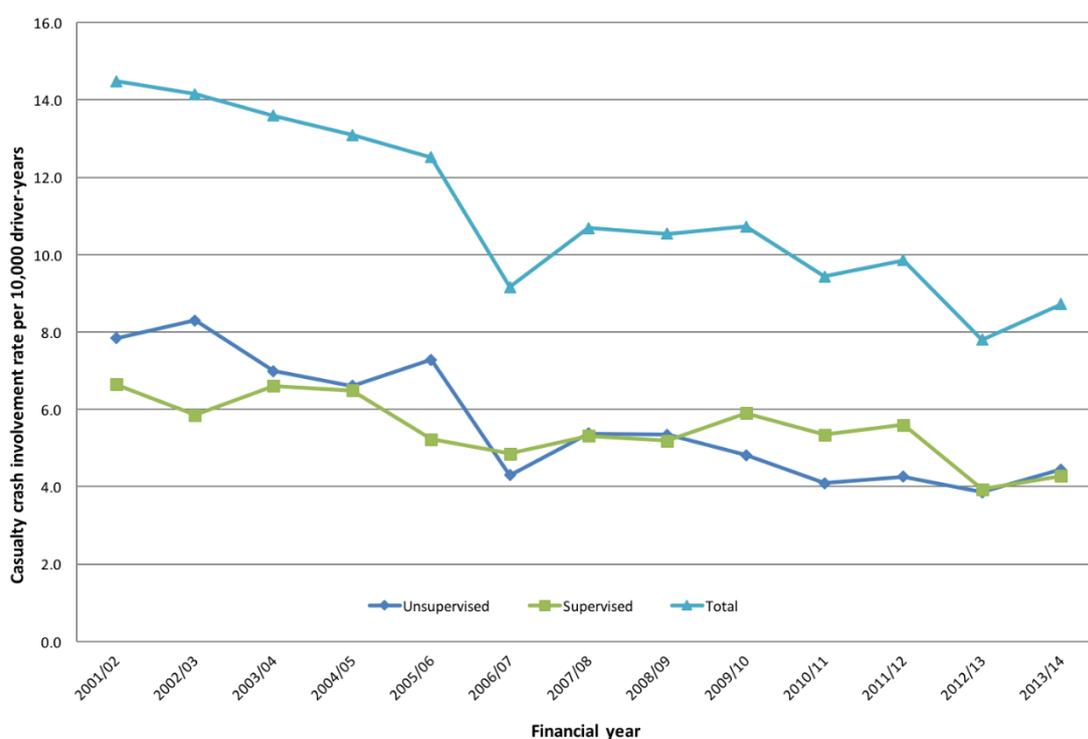


Figure 8: Casualty crash involvement rates of learners by financial year (2001-02 to 2013-14)

Results summary

- Casualty and FSI crash involvement rates for learners decreased over time, with lower crash rates post-GLS than pre-GLS.
- The contribution of learner driver crashes to overall young driver crash involvements is very small (illustrated in Figure 1 on p.5).

Carriage of peer passengers

Data to investigate the impact of the peer passenger restriction were drawn from two sources: probationary driver surveys and P1 crash involvement rate data. Nearly every year from 2008 to 2012, surveys of probationary drivers were undertaken where they were asked about trips taken with [peer passengers](#) and whether trip plans were impacted by the peer passenger restriction. The results were statistically analysed.

Analysis of the crash involvement rate data focussed on drivers in their first year of licensing as these drivers were subject to the peer passenger restriction. The analysis considered data about peer passengers in three categories: zero passengers, one passenger, and two or more passengers. Only the latter category is discussed here, given that it constitutes a breach of the GLS requirements.

Impact of the peer passenger restriction on P1 self-reported carriage of peer passengers

The peer passenger restriction was successful in reducing the self-reported occurrence of P1 drivers carrying more than one peer passenger. However, a large proportion of P1 drivers reported having to change their travel plans due to the restriction.

Results summary

- The proportion of self-reported trips with more than one peer passenger decreased from 13% pre-GLS to 5% post-GLS among P1 drivers.
- There was no significant change in the percentage of self-reported trips undertaken with one peer passenger.
- The majority of P1 drivers (85%) reported that their trip plans were impacted by the peer passenger restriction. Twenty-seven per cent were impacted more than once a week, 19% once a week, 22% every couple of weeks, 9% once a month, 8% less than once a month and 15% never.
- The majority of P1 drivers (63%) reported never violating the restriction.

Impact of peer passenger restriction on P1 driver crash involvement rates

The peer passenger restriction was successful in reducing P1 driver crash involvement rates with two or more peer passengers in the car. A summary of the results is shown in Table 2 with reductions in crash involvement rates ranging from 57% to 74%. There are various behaviours by P1 drivers that could have contributed to the large crash reductions. These are outlined in the discussion section.

Table 2: P1 drivers - rates of crash involvement when carrying two or more peer passengers relative to an experienced comparison group - percentage change from pre-GLS (2004-05 to 2006-07) to post-GLS (2011-12 to 2013-14)

Crash type	Driver group (0 to <1 year driving experience)	Percent change		Significance*
Casualty crashes	Overall	69.8%		S
	Male	70.4%		S
	Female	67.7%		S
	Licensed at 18 years	71.4%		S
	Licensed at 19-20 years	57.0%		S
	Metropolitan crashes	74.4%		S
	Country crashes	58.8%		S
FSI crashes	Overall	69.2%		S
	Male	69.7%		S
	Female	65.6%		S
	Licensed at 18 years	Not modelled		Not applicable
	Licensed at 19-20 years	Not modelled		Not applicable
	Metropolitan crashes	70.3%		S
	Country crashes	67.7%		S

* S = significant, $p < 0.05$

Results summary

- For P1 drivers, there was a large decrease in both the casualty crash involvement rate (69.8%) and the FSI crash involvement rate (69.2%) when carrying two or more peer passengers.
- For P1 drivers there were large reductions in:
 - casualty crash rates for males (70.4%) and females (67.7%) and in metropolitan (74.4%) and country (58.8%) areas
 - FSI crash rates for males (69.7%) and females (65.6%) and in metropolitan (70.3%) and country (67.7%) areas.

Drink-driving behaviour

The probationary driver surveys were used to determine levels of self-reported instances of drink-driving. Drink-driving offences were analysed using the method and age groups described under the Traffic Offences section (p.14). Alcohol related crashes were also analysed using the methods and age groups described in the crash analysis section (p.8). The crash analysis also used the surrogate measure of [High Alcohol Hours](#) (HAH) to help select crashes that involved alcohol. This surrogate measure was chosen because blood alcohol data for drivers involved in casualty crashes was insufficient. The HAH measure should be treated as indicative only, as young drivers have a higher crash risk at night generally and while they are carrying more than one passenger (the latter behaviour often also occurs at night).

Impact of the GLS on self-reported drink-driving

The enhanced GLS, which requires probationary drivers to drive for four years with a zero BAC (if licensed when aged below 21 years), was successful in reducing instances of self-reported drink-driving among those in their fourth year of solo driving.

Figure 9 shows that self-reported drink-driving behaviour halved from pre to post-GLS.

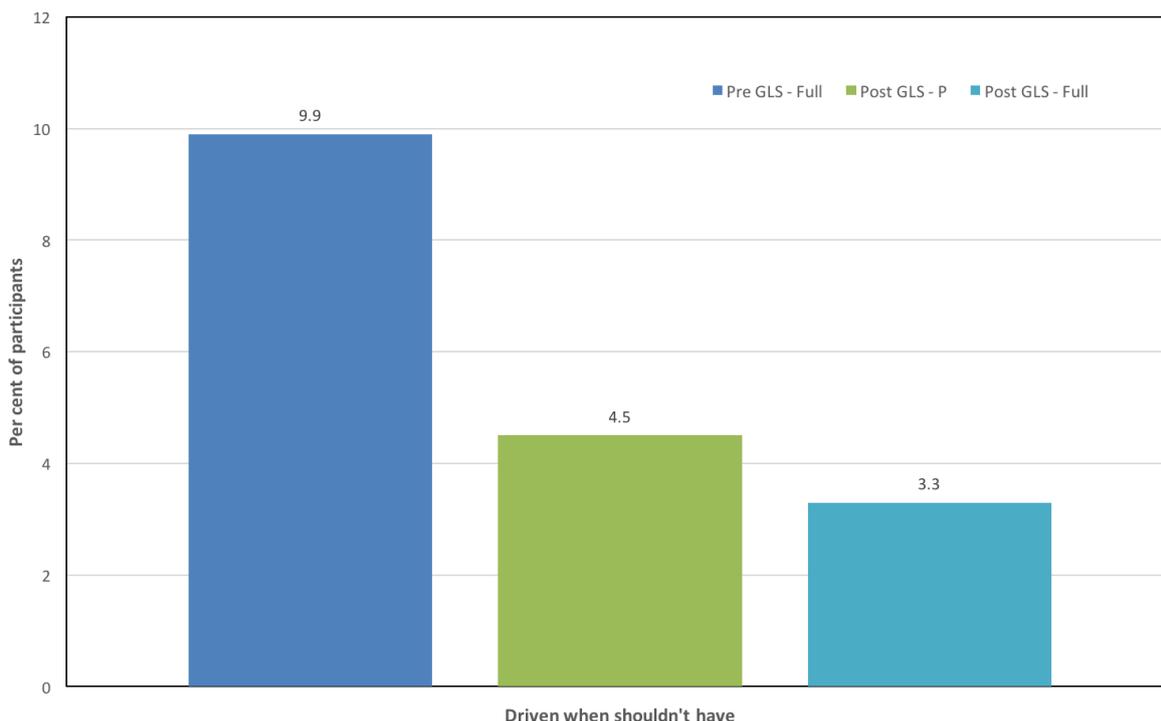


Figure 9: Percentage of survey respondents in their fourth year of driving reporting drinking then driving when they ‘probably shouldn’t have’

Results summary

- Survey participants in the fourth year of their probationary licence were half as likely to self-report drink-driving⁴ (5.0%) compared with drivers in their first year of fully-licensed driving after the former three year probationary period (10.0%).

Impact of the GLS on reducing drink-driving offence rates

The enhanced GLS was successful in reducing drink-driving offence rates among drivers aged 18 to 20 years at licence issue. For drivers aged 21 to 24 at licence issue, the reduction was not significant.

Results summary

- For drivers aged 18 to 20 years at licence issue, the rate of all alcohol offences decreased by 20.7%.
- For drivers aged 21 to 24 years at licence issue, the overall reduction in alcohol offences (25.1%) was not significant.

⁴ Survey participants were asked, ‘How many of the last ten trips have you driven after drinking when you probably shouldn’t have?’

Impact of the GLS on alcohol-related crash involvement rates

The enhanced GLS was partly successful in reducing alcohol-related crash involvement rates among fourth year drivers who were licensed at 18 to 20 years.

Results summary

- There was a non-significant decrease (9.4%) in the overall casualty crash involvement rate during HAH.
- Casualty crash involvement rates during HAH decreased by 19.9% in metropolitan areas, particularly metropolitan area crash involvements for:
 - single-vehicle crashes (40.7%)
 - males in single vehicle crashes (51.2%).
- Small sample sizes coupled with the use of a surrogate measure for crashes involving alcohol (i.e. HAH) limited the ability of the statistical testing to observe significant changes.

Speeding behaviour

The probationary driver surveys were used to determine levels of self-reported speeding behaviour. Speeding offences were analysed using the method and age groups described under the Traffic Offences section (p.14).⁵

Impact of the GLS on self-reported speeding behaviour

There was no evidence showing a reduction in self-reported speeding behaviour among probationary drivers from the enhanced GLS.

Results summary

- There were no significant changes from pre to post-GLS in terms of speeding by:
 - less than 10 km/h above the speed limit
 - 10 to 25 km/h above the speed limit
 - more than 25 km/h above the speed limit.
- On average speeding by less than 10 km/h was reported in around two trips in the last ten.

⁵ Speed crash rates were not analysed because speeding is not coded as a contributor in reported crashes.

Impact of the GLS on speeding-related offence rates

The enhanced GLS did not have an effect on reducing speeding-related offence rates among young drivers. There was an overall increase in the rate of speeding offences pre to post-GLS for both age groups (Figure 10).

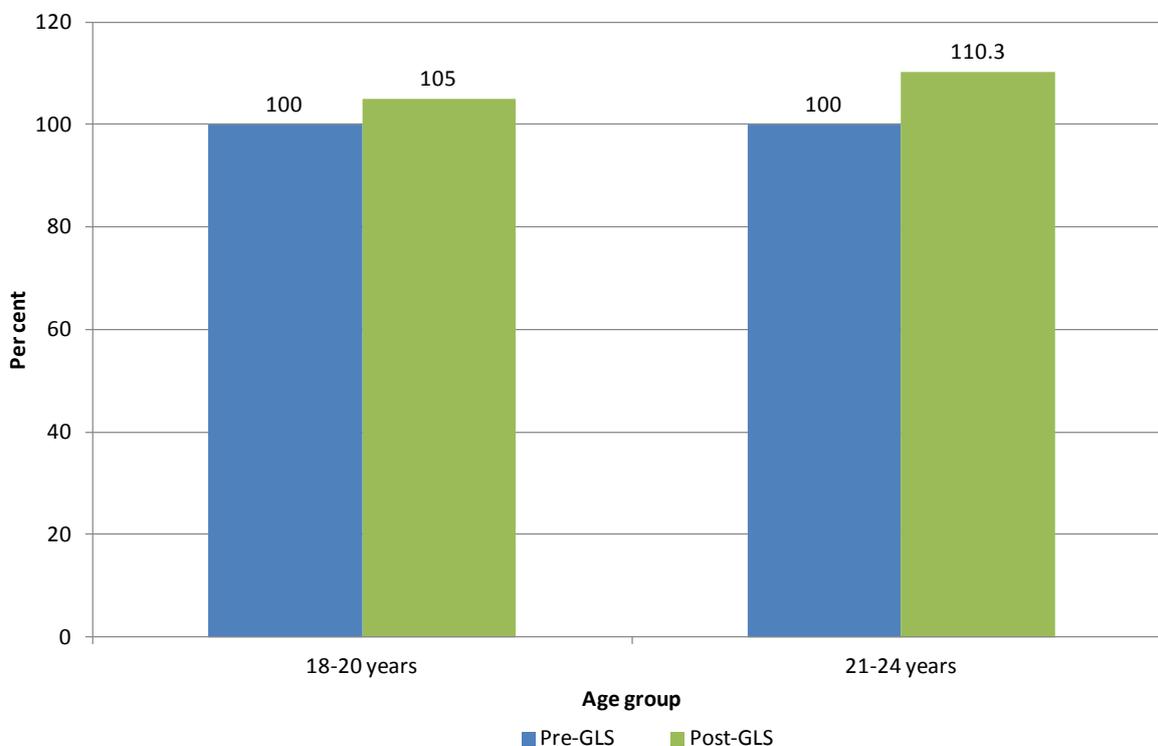


Figure 10: Speeding offence rates - percentage pre-GLS (1/7/2004 to 30/6/2008) and post-GLS (1/7/2009 to 30/6/2013) relative to experienced comparison group

Results summary

- For drivers aged 18 to 20 years at licence issue, the overall rate of speeding offences increased by 5%.
- For drivers aged 21 to 24 years at licence issue, the overall rate of speeding offences increased by 10.3%.

‘Other’ behaviours

The probationary driver surveys were used to investigate a range of self-reported driving behaviours and whether drivers obeyed licensing requirements such as carriage of licence, display of P-plates, high-powered vehicle restrictions and automatic transmission conditions.

‘Other’ traffic offences were analysed and mainly included disobeying traffic control signals, failure to display P-plates, use of a hand-held mobile phone while driving, driving without a fastened seatbelt and driving while banned.

Impact of the GLS on ‘other’ self-reported behaviours

The enhanced GLS did not reduce instances of driving while fatigued, breaches of ‘other’ probationary driving restrictions and requirements, and driving without a seatbelt among probationary drivers as these behaviours were already very low pre-GLS. However, there was a decrease in P1 drivers using their mobile phone pre to post-GLS. All these behaviours occurred in fewer than 10% of trips (out of the last 10).

Results summary

- Mobile-phone use:
 - P1 drivers reported a 36% decrease in hands-free phone use.
 - For hand-held mobile phone use, P1 drivers reported an increase in text messaging (0.7 trips in the last 10 pre-GLS, versus 1.0 trip in the last 10 post-GLS).
- Driving while fatigued and without a seatbelt:
 - There were no significant differences from pre to post-GLS for either behaviour.
 - Driving while very tired was reported in about one trip in the last ten.
- Carriage of licence and display of P-plates:
 - Probationary drivers reported carrying their licence and displaying P-plates on almost every trip in the last 10 both pre and post-GLS.
- Driving a high-powered vehicle and automatic transmission condition:
 - Reported instances of driving a high-powered vehicle, and driving a manual vehicle when having an ‘automatic vehicle only’ licence condition, were infrequent. There were no significant differences from pre to post-GLS on these two measures.

Impact of the GLS on ‘other’ offence rates

The enhanced GLS was successful in reducing young driver offence rates for ‘other’ offences overall, for both age groups (Figure 11).

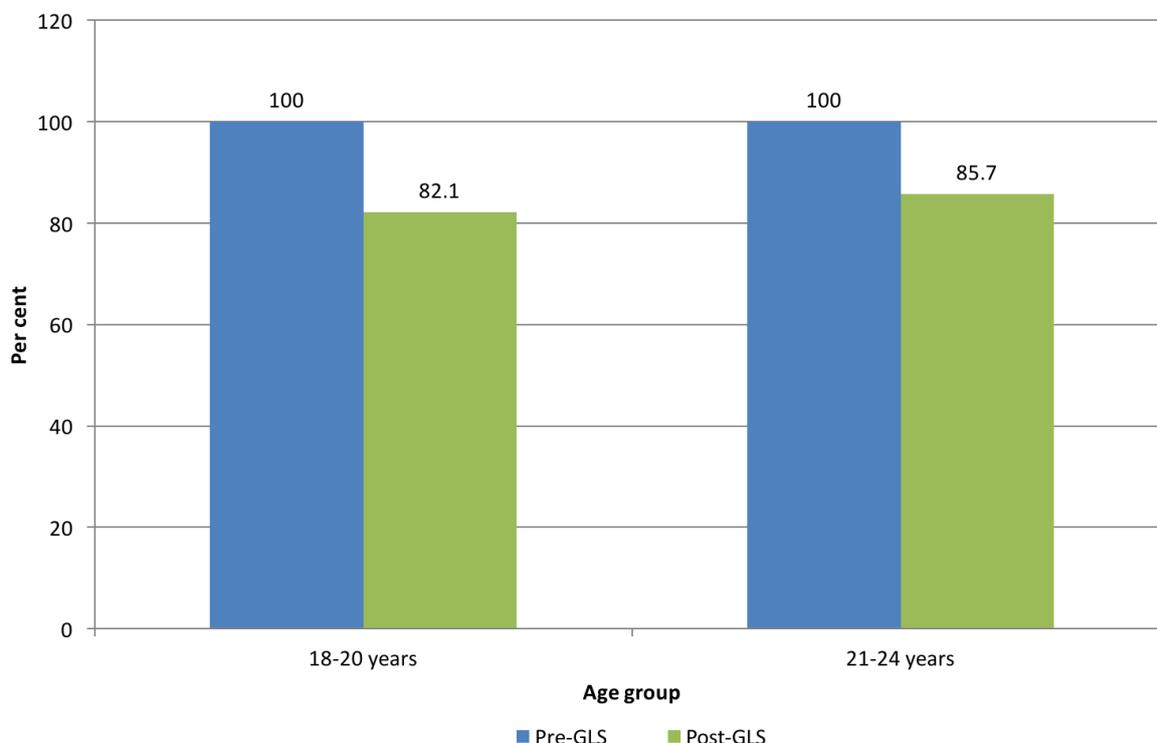


Figure 11: ‘Other’ offence rates by age group - percentage pre-GLS (1/7/2004 to 30/6/2008) and post-GLS (1/7/2009 to 30/6/2013)

Results summary

- For drivers aged 18 to 20 years at licence issue, the rate of ‘other’ offences decreased by 17.9%.
- For drivers aged 21 to 24 years at licence issue, the rate of ‘other’ offences decreased by 14.3%.

Discussion

The enhanced GLS is a rigorous, evidence-based [road safety countermeasure](#). It has been successful in reducing the absolute number of young driver crash involvements, more so for novice drivers aged 18 to 20 years (reduction in 530 casualty crash involvements) than novice drivers aged 21 to 23 years (reduction in 120 casualty crash involvements)⁶. Overall casualty crash involvements for novice drivers aged 18 to 23 years reduced over the thirteen year study period more than the experienced driver comparison group.

Most importantly, the enhanced GLS reduced the crash rates of young drivers when compared with experienced drivers for 18 to 20 year olds (age at crash). For example, drivers aged 18 to 20 years, which is the group with the highest rates of crash involvement pre-GLS, reduced their overall casualty crash involvement rate by a significant 13.6% and their FSI involvement rate by a significant 20.3%. Following more than 10 years (1994-2006) of young driver safety promotions and initiatives by the road safety agencies (i.e. public education and other support initiatives), the implementation of the enhanced GLS had strong community support. This helped to create an environment in Victoria which allowed the benefits of the enhanced GLS initiatives to be realised to maximum effect. There was also an exposure reduction in terms of licence numbers for those aged 18 to 20 years that has contributed to their crash reductions.

For drivers aged 21 to 23 years at crash, there were no significant changes in their overall casualty and FSI crash involvement rates. Further, female drivers (aged 21 to 23 years) casualty crash involvement rates increased by a significant 14.3%, with the increase especially evident in country Victoria (30%). A possible explanation for this finding is that some drivers in this age group do not need to complete the minimum 120 hours of supervised practice, a requirement that provides a crash protective effect for drivers during the first year of driving after getting a solo licence⁷, and are not subject to the peer passenger restriction or mobile phone ban. However, it should be noted that this group does not contribute quite as many crashes to the overall young driver crash problem as 18 to 20 year olds.

When experience levels were analysed, the enhanced GLS did reduce crash rates of young drivers 18 to 23 years in their first year of driving only (18.7% and 19.4% for casualty and FSI crashes respectively). This effect was especially evident for those aged 18 to 20 years in their first year of driving (19.2% and 21.7% for casualty and FSI crashes respectively).

⁶ Averaged over three financial years from 2011-12 to 2013-14.

⁷ Gregersen, NP 1997, *Evaluation of 16-years age limit for driver training*, VTI Rapport 418A, Swedish National Road and Transport Research Institute, Linköping, Sweden.

There were no significant reductions for drivers aged 18 to 20 years at licence in their second or third year of driving. Casualty crash involvement rates for drivers aged 18 to 23 years at licence in their fourth year of driving increased by 18.2% overall with significant increases noted for drivers licensed at 18 to 20 years, female drivers and crash involvements in the metropolitan area. This unexpected increase in the casualty crash involvement rate of fourth-year novices could possibly be linked to an increase in on-road driving exposure, with these novices driving more kilometres or more hours per month in the post-GLS period than in the pre-GLS period and therefore creating a greater opportunity to be involved in crashes. However, this hypothesis cannot be investigated due to an absence of reliable data (on-road observational data) on time or distance driven by novice and comparison drivers in the pre-GLS and post-GLS periods.⁸

The enhanced GLS reduced overall offence rates for some young driver groups aged 18 to 20 years at licence issue. For example, total offence rates dropped significantly by 9.3% for those in their fourth year of driving experience. There were no significant changes for novices in the other experience groups. Offence rates increased for young drivers aged 21 to 24 years at licence issue (e.g. drivers in their first year registered an eight per cent significant increase in offences overall). These results again lend support to targeting older novice drivers with interventions. It is interesting to note that while casualty crashes increased for drivers aged 18 to 23 years at licence in their fourth year of driving, total offence rates decreased. The reason for this is not apparent.

Encouragingly, learner permit and licensing trends have been positively affected by the enhanced GLS in terms of learner permit tenure increasing. Increased tenure can translate to more practice hours, which is confirmed by the surveys measuring hours of learner driver practice. Increased tenure also provides the new driver with time to mature, which translates into a reduced crash risk in general⁹.

When the enhanced GLS was introduced there was a drop in the number of licences issued. This is not surprising as the enhanced GLS is more challenging than the previous GLS and there was a time where those entering the system needed to adapt to the changed GLS restrictions. However, the licensing trends show that there was a change in licensing profile. For example, for those aged 18 to 24 years a new licensing profile emerged. The number of 18 year olds getting a first licence dropped from 74% to 62%, while 21 to 24

⁸ Catchpole, J, Makwasha, T & Newstead, S 2016, *Crash involvement rates before and after changes to Victoria's Graduated Licensing System*, ARRB Group, Vermont South, Victoria, report for VicRoads (unpublished).

⁹ Senserrick, TM & Williams, AF 2014, *Summary of literature of the effective components of Graduated Driver Licensing Systems*, report no. AP-R476-15, Austroads, Sydney.

year olds comprised 19% of new licensees in 2013-14 compared with 10% before the GLS.

These changes may be due to a range of factors including:

- The enhanced GLS requirement to log a minimum of 120 hours of supervised practice and the requirement to hold a learner permit for a minimum of 12 months. Some learners may not have had time to complete this requirement by the age of 18 years.
- The new Drive Test caused some young people to be unsuccessful in obtaining a licence at the earliest opportunity. It should be noted that the Drive Test pass rate has now returned to the levels pre-GLS.
- Young people may be delaying getting their licence to avoid the four year probationary period, including the peer passenger requirement, which applies during the first year of the probationary period only.

It is also worth noting that there is a general worldwide trend to a delay in licensing.

Research¹⁰ surveying over 200 young adults in Melbourne, reported that the main reasons why people were delaying getting a learner permit were:

- they had a preference for spending their money on other things
- the cost of motoring
- a reliance on other forms of transport
- a reliance on social media for communicating.

The research also discovered that for those who did not intend to take out a learner permit, difficulties in getting a minimum 120 hours of practice and P-plate restrictions were considered to be less important.

The enhanced GLS has increased the average supervised practice hours to at least the minimum 120 hour target. However, this is not the case for all groups. The overall average across all age groups (at learner permit issue) was just under 120 hours, but for those aged 16 and 17 years, more than 120 hours was achieved (average of 137 hours and 127 hours respectively in 2014). Males and learners aged 18 years and above (at learner permit issue) did not show a significant increase in practice hours across the surveys and did not achieve an average of 120 hours of practice. Therefore, these groups should be targeted to increase their level of supervised practice before licence issue.

Encouragingly, the minimum 120 hour practice requirement did not increase learner crashes, despite their exposure increasing, as a consequence. Rather, learner crashes

¹⁰ Delbosc, A & Currie, G 2013, 'Causes of youth licensing decline: A synthesis of evidence', *Transport Reviews*, vol. 33, no. 3, pp. 271-90.

decreased from pre to post-GLS and the total number of learner drivers in overall young driver crash involvements continues to be very small.

The probationary driver surveys showed that the proportion of trips taken by P1 drivers with more than one peer passenger has decreased from around 13% pre-GLS to fewer than 5% of trips, post-GLS. For P1 drivers, carrying two or more peer passengers, this corresponds with a substantial drop of 69.8% for casualty, and 69.2% for FSI crash rate involvements.

The peer passenger restriction, introduced as part of the enhanced GLS, is a very effective countermeasure. The probationary surveys indicated that 85% of survey respondents felt that their trips were affected by the restriction, with 27% affected more than once a week. Sixty-three per cent reported that they never violated the restriction, but, 45% of those respondents who said that they did violate the restriction, said that they had driven more carefully to avoid drawing attention. This tactic to avoid being caught by the police may have provided benefits in the form of lower-risk, more compliant driving resulting in fewer crashes¹¹. Nonetheless, the safety outcome in terms of reduced crash involvement rates for P1 drivers carrying two or more peer passengers is very favourable.

Furthermore, 73% of those impacted by the peer passenger restriction reported that on some occasions 'we use more cars than we would without the restriction'. The crash results for age at crash and driver experience show that despite this potential increase in the number of P1 drivers on the road, there have still been significant crash reductions for younger P1 licence holders. This may be due to experienced drivers driving the second car. For example, the probationary surveys indicated that 57% of respondents on some occasions have 'another driver who isn't on the restriction drive' and 49% reported that on some occasions 'parents or older relatives help out by driving us'¹².

With the probationary driver licence period extending from three to four years, the zero BAC requirement was also extended to four years. Therefore, it was hypothesised that self-reported drink-driving and drink-driving crash and offence rates would reduce. The probationary driver surveys showed that this was the case for fourth year drivers (who were asked about self-reported drink-driving behaviour). There was a reduction in all alcohol offences for 18 to 20 year olds. There were also reductions among the older group, but these were not significant. Finally, in relation to crashes, there was a significant 19.9% reduction in HAH casualty crash rates in the metropolitan area only, but small sample sizes hindered this analysis.

¹¹ Catchpole, J, Makwasha, T & Newstead, S 2016, *Crash involvement rates before and after changes to Victoria's Graduated Licensing System*, ARRB Group, Vermont South, Victoria, report for VicRoads (unpublished).

¹² Ibid

Self-reported speeding did not decrease from pre-GLS to post-GLS. It was hypothesised that there would be a reduction in speeding offences from the enhanced GLS, but there were mixed results. There were increases in offending for those aged 18 to 20 and 21 to 24 years at licence. However, the increases in speed-related offences are not considered to be a result of introducing the GLS. It is possible that experienced drivers are more attuned and responsive in the short term to substantial changes in speed enforcement levels than are young, inexperienced drivers. Alternatively, distance travelled post-GLS may be greater than pre-GLS. This increased exposure could therefore result in more offences. However, these explanations need further investigation and may include investigation of crashes where speeding was a contributing factor.

Finally, it was hypothesised that 'other' risky driving behaviours would decrease in terms of self-reported behaviours and offending. The probationary driver surveys found that for first year probationary drivers hands-free phone use whilst driving dropped significantly from around 29% pre-GLS, to 19% post-GLS. However, it was reported that there were more trips undertaken with text messaging post-GLS. This increase in the incidence of texting is possibly related to the changes in phone and Smartphone technologies and the use of those technologies over the same period (e.g. the increased penetration of mobile phones in the marketplace; introduction of multi-touch interfaces and virtual keyboards by Apple in 2007¹³), and would require further investigation.

There were no differences from pre to post-GLS for driving while fatigued or driving without a seatbelt. Seatbelt wearing was reported to be high pre-GLS and driving while fatigued was reported to occur infrequently pre-GLS. Probationary drivers carried their licence and displayed P-plates on almost every trip both pre and post-GLS. In terms of other offending (e.g. disobey traffic control signal, use hand-held mobile phone while driving, driving while banned), these reduced from pre-GLS to post-GLS for both drivers 18 to 20 years and 21 to 24 years at licence issue.

Conclusion

The enhanced GLS is an effective road safety countermeasure and has been influential in enhancing the safety of young drivers on Victoria's roads. However, the effect appears strongest for those aged 18 to 20 and for those with the highest risk of crashing - drivers in their first year of solo driving (see Figure 1 on p. 5). The risk slowly decreases for many years after that. For those aged 18 to 20 years at crash involvement, the casualty crash

¹³ Erickson, C 2012, *A brief history of text messaging*, Mashable, viewed 5 April 2017, <<http://mashable.com/2012/09/21/text-messaging-history/#iupwFPzvCZqO>>.

reduction rate of 13.6% and the FSI crash reduction rate of 20.3% are considered very positive. Even though those aged 21 to 23 years at crash involvement do not contribute to the young driver crash problem to the same level as 18 to 20 year olds, interventions are needed to influence their crash rates. Some of these drivers are not subject to the minimum 120 hour learner supervision requirement or the P1 licence. Other sub-groups for interventions have also been identified, including females in the older age group, particularly those in country areas. The analyses focussed on gender and location (metropolitan versus rural); other variables such as Culturally and Linguistically Diverse (CALD) communities could also be investigated in the future.

However, there were also substantial crash reductions for those aged 18 to 23 years in their first year of licensing (18.7% and 19.4% for casualty and FSI crashes respectively). Drivers licensed when aged 18 to 20 years who subsequently have four years of driving experience had increased crash rates and should be the target of further interventions. This also aligns to some increases in offence rates.

Targeting older new drivers is also important due to the changes in the licensing profile, where there are now more 21 to 24 year olds who make up probationary drivers (and fewer 18 year olds). A focus is also needed on older learner permit holders who may not reach the minimum 120 hour supervision target.

There were other favourable results of the enhanced GLS, including an increase in supervised practice by all learners to nearly 120 hours, and even higher than this target for learners aged 16 and 17 years at permit issue. The peer passenger restriction was effective with crash reductions of nearly 70% and reductions in self-reported carriage of peers while driving. There were reductions in drink-driving behaviours and offences, with HAH crashes in the metropolitan area also reducing. Self-reported behaviours and offences in relation to probationary restrictions were also generally positive, although overall the offence results were mixed. Unfortunately, speed offences did increase, and mobile phone use is still problematic. These issues will require further investigation.

The GLS evaluation has shown that the enhanced Victorian GLS is very effective in improving the safety of younger novice drivers aged 18 to 20 years at crash involvement and for those in the first year of licensing.

Appendix A

Table 3: Summary of enhancements made to Victoria's GLS in 2007 and 2008

Learner	<ul style="list-style-type: none"> • Minimum 12 month learner permit holding period for those under 21 years at time of licensing (previously six months) • Minimum 120 hours supervised driving practice (including minimum 10 hours at night) - if under 21 years at time of licensing • Must carry learner permit when driving • No mobile phone use - either hand-held or hands-free • A new on-road driving test - the Drive Test replaced the Programmed Observation Licence Assessment (POLA) - to discriminate between those applicants who are ready to progress to the probationary licence versus those who are not ready, based on an assessment of critical driving capabilities
Probationary	<ul style="list-style-type: none"> • Increase in the duration of the probationary period from three to four years - P1 for one year and P2 for three years - for applicants aged less than 21 years at the time of licensing. Applicants aged 21 years or over at the time of licensing move straight to P2 period (three years) • No more than one peer aged passenger (aged 16 to 21 years, spouse and siblings exempted) for P1 drivers unless accompanied by a fully licensed driver • Alcohol interlock requirements for probationary drink-drivers under the age of 26 years as a condition of licence restoration • New high-powered vehicle restrictions for P-platers • Zero BAC for four years for those drivers who progress through P1 and P2 • Must carry probationary licence • No hands-free mobile phone use for P1 drivers and - from 2013 onwards - for P2 drivers (hand-held mobile phone use is banned for all drivers, regardless of age or experience) • No towing for P1 drivers • Requirement for good driving record (no offences committed resulting in driving bans being served) to graduate from the P1 to the P2 licence
Full	<ul style="list-style-type: none"> • Must carry driver licence if aged under 26 years • Requirement for good driving record to graduate from P2 to full licence

Table 4: Summary of driver requirements under Victoria’s current GLS (2016)

<p>Learner permit</p> <p>(Issued for 10 years)</p> 	<p>Obtaining a learner permit</p>	<ul style="list-style-type: none"> • Minimum 16 years of age • Must be a Victorian resident and meet evidence of identify requirements • Pass a knowledge test and a vision test
	<p>Conditions/ requirements/ restrictions</p>	<ul style="list-style-type: none"> • Display L plates and carry learner permit • Accompanied by a fully licensed driver with BAC <0.05 • Zero BAC • No towing • No mobile phone use - hand-held or hands-free
	<p>Penalties</p>	<ul style="list-style-type: none"> • Must not accrue five or more demerit points in any 12 month period or 12 points in any three year period
<p>P1 probationary licence</p> <p>(12 months unless extended due to penalties)</p> 	<p>Obtaining a P1 licence</p>	<ul style="list-style-type: none"> • Minimum 18 years of age • Must be a Victorian resident and meet evidence of identity requirements • Have accrued minimum 120 hours supervised driving practice (including minimum 10 hours at night) if under 21 years at time of licensing • Have held learner permit for 12 months continuously (if under 21 years), six months (21 to 24 years) or three months (25+ years) • Pass the computer-based Hazard Perception Test • Pass on-road driving test (Drive Test)
	<p>Conditions/ requirements/ restrictions</p>	<ul style="list-style-type: none"> • Display red P-plates and carry driver licence • Zero BAC • No towing • No mobile phone use - hand-held or hands-free • No driving high-powered vehicles (‘probationary prohibited vehicles’) • No more than one peer passenger (aged 16 to 21 years, spouse and siblings exempt) unless accompanied by a fully licensed driver • If tested in an automatic transmission vehicle, must only drive an automatic
	<p>Penalties</p>	<ul style="list-style-type: none"> • Must not accrue five or more demerit points in any 12 month period or 12 points in any three year period • If BAC above zero - minimum three months licence suspension and an interlock requirement for a minimum of six months when re-licensed
<p>P2 probationary licence</p> <p>(Three years unless extended due to penalties)</p> 	<p>Obtaining a P2 licence</p>	<ul style="list-style-type: none"> • Held a P1 licence for 12 months if aged under 21 when first licensed • Skip P1 and move straight to P2 if aged 21 or more when first licensed • Have a good driving record
	<p>Conditions/ requirements/ restrictions</p>	<ul style="list-style-type: none"> • Display green P-plates and carry driver licence • Zero BAC • No mobile phone use - hand-held or hands-free • No driving high powered vehicles (‘probationary prohibited vehicles’) • If tested in an automatic transmission vehicle, must only drive an automatic
	<p>Penalties</p>	<ul style="list-style-type: none"> • Must not accrue five or more demerit points in any 12 month period or 12 points in any three year period

		<ul style="list-style-type: none"> • If BAC above zero - minimum three months licence suspension and an interlock requirement for a minimum of six months when re-licensed
Full licence	Obtaining a full licence	<ul style="list-style-type: none"> • Hold P2 licence for three years • Have a good driving record
	Conditions if under 26 years	<ul style="list-style-type: none"> • Must carry driver licence
	Penalties if under 26 years	<ul style="list-style-type: none"> • Mandatory loss of licence for BAC 0.05 and over • If BAC between 0.05 and 0.07 have an interlock requirement for a minimum of six months when re-licensed

For further information
please phone **13 11 71** or visit
vicroads.vic.gov.au

