Differences in drivers accessing and progressing through the graduated driver licensing system in New Zealand

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[1] This research was conducted February 2023-October 2023.

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Abbreviations

GDLS	Graduated driver licensing system(s)
NZHTS	New Zealand Household Travel Survey
NZTA	NZ Transport Agency Waka Kotahi

Contents

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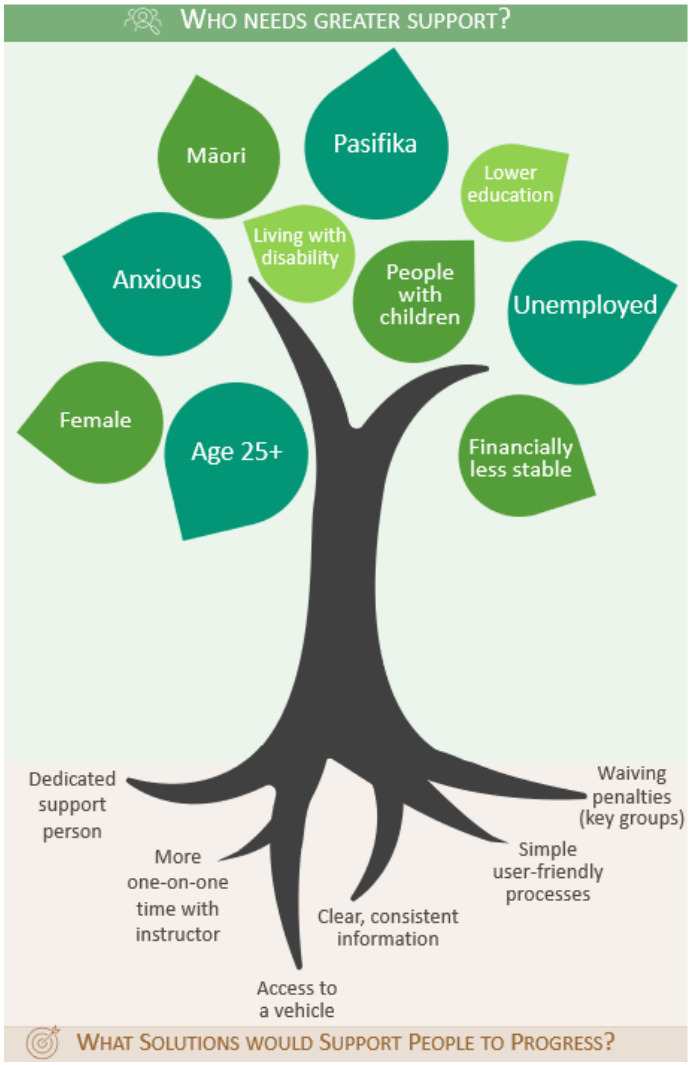
Executive summary

Three in 10 novice drivers in Aotearoa New Zealand either become stuck on a learner or restricted licence, or are slow to progress to their full licence. This study reveals new insights on anxiety being a key barrier to gaining a full driver's licence, as well as better-known barriers around cost (car ownership and licence costs) and access (to a car and testing stations). The study also identifies the 10 characteristics of people who are having the most difficulty progressing, and key solutions for progressing and moving towards a more inclusive licensing system (see Figure ES-1).

Among countries with developed graduated driver licensing systems (GDLS), Aotearoa New Zealand holds the second highest youth-fatality rate for drivers and car occupants (following only the United States). Drivers who progress through the licensing system in New Zealand at a relatively normal pace, from learner through to full driver, are significantly less likely to be involved in a crash. Consequently, progressing through licensing at a normal pace has safety benefits, as well as impacts on equitable access to employment, education, health services, and support from friends and family.

Figure ES-1 Characteristics of those who need greater support (leaf size increases with need for support) and what would help



To better understand how to unlock these benefits, this study reviews what is happening internationally to support novice drivers, examines existing New Zealand data, and captures new insights from a national novice-driver needs survey (which represents 12,740 novice drivers and 86 non-licensed people of driving age).

Internationally, while Canada and America have identified similar challenges, Australia has provided the best evidence of targeted changes to improve progression through a GDLS. Australia has implemented initiatives that have successfully aided low-socioeconomic and marginalised communities in navigating the GDLS stages. These initiatives aim to help young people find employment and offer driving assistance to families, with a focus on indigenous road users and breaking the 'cycle of licensing adversity'. They cover a wide range of challenges, including proof of identity, test preparation, funding driving lessons, access to cars and volunteer mentors, and in some cases address licensing sanctions and fines.

For Aotearoa New Zealand, a critical new challenge revealed by the national survey of novice drivers is that of anxiety. This primarily relates to test anxiety, but also anxiety around learning to drive and anxiety simply with the driving task, including higher anxiety for those living with a disability.

The survey also revealed that for those who did not access the GDLS:

- about 9 in 10 respondents who were not accessing the GDLS had a need to drive
- about 6 in 10 respondents with no access to the GDLS reported that the trips they most needed to make, but could not without a licence, were shopping (eg supermarket), and social trips (visiting family and friends), indicating that there is a health and wellbeing cost to not having access.

Actions to consider when improving support for people to access and progress through the GDLS are as follows.

1. Develop a framework

Develop a principles-based framework (considering adaptation from the Austroads (2019) framework) to help deliver improvements or interventions; and establish minimum requirements around monitoring and evaluation, and appropriate data and resource sharing. Under this framework, local programmes that are appropriate to the cultures of the target groups involved can be set up and nurtured over time.

2. Provide governance around solutions

Establish a group, in association with the Driver Licensing Improvement Programme, to enable evidence-led improvements, including dedicated support people, increased one-to-one driver-training support, easier access to trainers, and provision of clear and consistent information.

3. Review increased investment

Increase resourcing to provide more intensive support solutions for those in greater need (ie the 10 groups identified), including direct funding, as well as mechanisms to promote ongoing in-kind support (such as volunteer driver mentors).

4. Deliver location-based reach and capacity building

Provide stronger pathways to identify and reach those who need more support, or targeted support (such as for Māori and Pasifika), including use of location-based targeting for areas where those who are not accessing or progressing through the licensing system are over-represented. Ensure there is capacity and capability building to meet demand.

5. Improve judicial support

Identify criteria for waiving fines and lifting driving sanctions (following the approach taken for Aboriginal communities in Australia, or the approach used for youth driving offences in New Zealand), and trial this in a New Zealand setting, including monitoring any impacts. The trial would include providing targeted support for these hard-to-reach drivers.

6. Improve anxiety support

Review the processes and costs associated with testing, with a view to reducing test anxiety and financial anxiety without compromising safety.

Abstract

Three in 10 novice drivers in Aotearoa New Zealand either become stuck on a learner or restricted licence, or are slow to progress to their full licence. Driver licence progression is linked to improved safety, and licence acquisition provides better access to employment, education and health services, and better connections and support with friends and family. To better understand how to improve safe access and progression to a full driver's licence, this study reviews what is happening internationally to support novice drivers, examines existing New Zealand data, and captures new insights from a national novice driver needs survey. This study reveals new insights about anxiety being a key barrier to access and progression, as well as better-known barriers around cost (car ownership and licence costs) and access (to a car and testing stations). The study also identifies the 10 characteristics of people who are having the most difficulty progressing, and key solutions for enabling progression and moving towards a more inclusive licensing system.

1 Introduction

1.1 The New Zealand graduated driver licensing system

Since 1988, New Zealand has had a three-stage graduated system for gaining a driver's licence. Graduated driver licencing systems (GDLS) are a well-proven method of improving novice and new-driver safety. Their most effective attributes are described by Austroads (2015). To achieve a full licence, a person must first get a learner licence and then a restricted licence.

1.1.1 Learner licence

To get a learner licence, candidates must be at least 16 years old and pass a theory test based on knowledge of the road rules. Learner licence holders are subject to the following conditions, which carry penalties (demerit point and fines) if violated.

- All driving must be supervised by a person who has held a full licence for at least 2 years.
- Learner plates must be displayed on the front and rear of the vehicle.
- Carrying a passenger is at the discretion of the supervisor.

Learner drivers are recommended to gain 100 hours supervised experience before attempting to progress to the next stage of licensing. Learner licences expire after 10 years and may be renewed.

1.1.2 Restricted licence

To get a restricted licence, candidates must be at least 16.5 years old, have held a learner licence for at least 6 months and pass a practical driving test. Restricted licence holders are subject to the following conditions, which may carry penalties (demerit point and fines) if violated.

- Solo driving is permitted between 5 am and 10 pm.
- Driving is permitted between 10 pm and 5 am only if a supervisor is present in the front passenger seat.
- If driving without a supervisor, a restricted licence holder is only permitted to carry a passenger who is:
  - their spouse or partner
  - a child who is financially dependent on them or their spouse, and who normally resides with them or their spouse
  - their parent or guardian
  - a relative that lives with them and is on a social security benefit
  - someone they look after as their primary caregiver.

Restricted licences expire after 10 years and may be renewed.

1.1.3 Full licence

Restricted licence holders may proceed on to a full licence by passing a practical test, subject to the following conditions.

- The minimum age for a full licence is 18 years, unless an approved advanced driving course[2] is completed, in which case the minimum age is 17.5 years.
- For under 25-year-olds, a restricted licence must be held for at least 18 months, with a 6-month discount for completing an approved advanced driving course.
- For over 25-year-olds, a restricted licence must be held for at least 6 months, with a 3-month discount for completing an approved advanced driving course.

1.2 Research questions

This research examines the following questions.

- What does the literature and existing data tell us about access and rates of progression through the GDLS? What are other jurisdictions doing?
- What are the characteristics of New Zealanders who are not accessing or not progressing through the GDLS? Why are they not accessing or progressing?
- What differences in the groups would enable greater understanding of the barriers to entry and progression through the GDLS?
- What would overcome these barriers?
  - For those who are excluded[3] from the GDLS?
  - For those who are not progressing through the GDLS?

[2] The courses are described by NZTA at https://www.nzta.govt.nz/driver-licences/getting-a-licence/licences-by-vehicle-type/cars/advanced-driving-course. There are two available and they concentrate on hazard detection and avoidance skills. As courses, they differ from the on-road practical driving tests, details of which are available at https://www.nzta.govt.nz/driver-licences/getting-a-licence/take-your-test/practical-tests/

[3] Ie, not accessing the GDLS when it would be in their interests to do so.

2 Method

This study is presented in two parts: a literature review and desktop analysis, and a survey of people in the GDLS and of people who have never held a licence.

2.1 Literature review and desktop analysis

The literature review accessed academic journals; jurisdictional, international organisation and non-governmental organisation websites; press reports; and personal contacts. It aimed to gain a wide range of information on GDLS progression, with an emphasis on safe means of assisting underprivileged people who need to drive to navigate the stages of the GDLS expeditiously. It concentrated on literature from countries where GDLS schemes are in operation, which includes New Zealand, the United States, Canada and, very recently, Northern Ireland. Access to the literature was facilitated by internet search engines and the services of the WSP New Zealand information centre staff. A variety of search terms were used. These included, but were not confined to: GDL, GDLS, graduated driver licence, graduated driver license, graduated drivers' licence, graduated drivers' license, indigenous, deprived, deprivation, underprivileged, aboriginal, first nation(s), Māori, Pasifika, young, progress, progression and safety. Detailed consideration of New Zealand programmes was excluded, as these had already been looked at elsewhere. The literature accessed dated from the time of the first GDLS introduced in New Zealand in 1987.

The desktop analysis involved analysing the New Zealand Household Travel Survey (NZHTS) and the New Zealand Driver Licence Register, the latter which also contains information on infringements committed by drivers. The information was analysed using the standard analysis packages of Microsoft Excel, Statistical Package for the Social Sciences, and R. The NZHTS is an ongoing household travel survey carried out by the Ministry of Transport (Ministry of Transport Te Manatū Waka, n.d.).[4] More detailed information on the survey is presented in Appendix A.

2.2 Survey

An online survey was designed and conducted to analyse the differences between four groups of drivers and potential drivers, based on whether they have accessed the GDLS and how they have progressed through it. The four groups were categorised as follows.

1. **Normal progression:** Full licence holders who held their restricted licence for less than 2.8 years.
2. **Slow progression:** Full licence holders who held a restricted licence for 2.8 years or more.
3. **Non-progression:** Learner and restricted licence holders who have remained on their learner or restricted licence for 2.8 years or more.
4. **Non-licensed:** People who have never held a driver's licence.

Drivers of all ages were included in the groups. The 2.8-year cutoff point for slow and non-progression was based on previous work by the Ministry of Transport Te Manatū Waka (Walton, 2022), which showed that people (aged under 25 years) who take 2.8 years or more to progress from their restricted licence have higher odds of experiencing a crash and death or serious injury than those who progress at a normal rate. The survey aimed to provide key insights into the differences between the progression groups, in terms of their experience with the GDLS, both nationally and by region, as well as by key demographics, such as age group, gender, ethnic group and disability.

[4] See https://www.transport.govt.nz/area-of-interest/public-transport/new-zealand-household-travel-survey/

2.2.1 Survey recruitment

A database of email addresses was obtained from the New Zealand Driver Licence Register[5], broken down into the three licence progression groups (normal, slow and non-progression). Approximately 35,000 email addresses were randomly selected from each group. Between 3 and 7 July 2023, emails were sent to those addresses inviting recipients to complete the survey (105,000 email invitations were sent in total). The email invitations were sent in batches due to a SurveyMonkey daily limit. By 26 July 2023, 5,922 responses had been received (2,303 from the normal group, 1,910 from the slow group and 1,709 from the non-progression group). To increase the number of responses, an additional 35,000 email addresses were selected from each group and between 26 July and 2 August 2023 these addresses were sent an email invitation.

Recipients in the three licence progression groups were sent different survey links, to allow the responses to be divided into their respective groups for analysis. This method was preferred over including a question within the survey itself to determine respondents' group, because respondents had already been organised based on their progression status in the New Zealand Driver Licence Register. A specific question would have relied on subjective responses, so would not have been as accurate.

To encourage responses to the survey, a combination of known survey techniques was used, including intrinsic and extrinsic incentivisation. All respondents were entered into a prize draw to win a $500 Prezzy Card, and they could vote for their preferred charity to receive a $500 donation (Youthline, KidsCan or Keep New Zealand Beautiful).

For the non-licensed group, a combination of snowballing and targeted social media advertising was used. The snowballing was done using a 'call to action' prompt on the final page of the survey, which asked respondents to send the survey link (for the non-licensed survey version) to anyone they knew without a licence. A link on the page provided a pre-populated email, which they could send to their contacts. As an incentive for sending the survey on, they were given an additional entry into the prize draw.

The non-licensed survey was also distributed on several local community pages via Facebook, and a targeted advertising campaign was launched using Meta Ads to further increase survey responses. The advertising was targeted using filters such as 'does not own a car' and 'uses public transport' to attempt to reach people more likely to not have their driver's licence.

2.2.2 Survey responses and data cleaning

The survey received 18,382 completed or partial responses (representing a response rate of 9.2%). Before analysis begun, the data was cleaned to remove invalid responses, including the following.

- Responses from people aged under 16 years (as the minimum age to hold a driver's licence of any type is 16) (n = 5).
- Responses from those in the normal and slow progressor distributions who are still on their learner or restricted licence (n = 4,157); responses from those in the non-progressor distribution who have obtained their full licence (n = 637); and responses from those who responded to the non-licensed survey who already have a licence or do not plan to get a licence (n = 165). This was to ensure the groups aligned with the group definitions (outlined in the previous section).
- Responses from people who indicated that they do not need to drive at all (n = 592). This was done to ensure the analysis focused specifically on those who have a need to drive (either a limited need, moderate need or high need).

[5] Maintained and administered by the NZTA.

In total, 5,556 invalid responses were removed, bringing the number of valid responses to 12,826. Part 5 (survey findings) summarises the valid respondents broken down by age group, gender and ethnicity.

2.2.3 Survey topic areas

The survey structure included key topic areas (Table 2.1), which were supported by or derived from prior knowledge and research, including the cycle of licensing adversity (Cullen et al., 2017). A copy of the survey is available in Appendix C.

Table 2.1 Survey structure including topics, rationale and question areas

Survey topic	Rationale and question areas
Licence status	To understand the existing stage of licence (learner, restricted, full), and identify those planning or not planning to gain a licence.
Reasons for not having a driver's licence (only asked based on licence status sub-group)	To identify the proportion of those who do not need a licence (eg due to better alternative transport), as opposed to those who do plan to gain a licence (but have key barriers to gaining a licence). Questions around reasons for not gaining a licence were derived from Langley et al. (2012) and Schoettle and Sivak (2013).
Driver factors	To understand driving exposure and perceived need to drive. Questions included frequency of driving (derived from Langley et al., 2012), car access and ownership, and perceived need to drive.
Experience with the justice system	To understand perceived level of respect provided to licence trainers / testers and the police (Binnie, 2016). Experience with agencies in the justice system is a known factor in the cycle of licensing adversity.
Experience with driver-training programmes	To understand access to and success of driver-training programmes, including the national Drive programme[6], high-school driver training outside school hours and lessons with an official instructor.
Driver risk factors	To understand the extent to which exposure to driving and existing New Zealand driver programmes alters the risk profile of drivers. Questions included reported crash history, driving infringements, licence breaches (eg bans and demerit points) and risk-taking driving behaviours (eg driving after restricted night-time driving hours on a restricted licence), and several items used from the New Zealand Driving Study (Begg, 2011).
Improvements	To understand the improvements that could be made to the system for those who need the most support to gain a learner licence and a restricted licence. Questions were captured from improvements identified by the Driver Licensing Improvement Programme (2023) (eg more local testing)[7], local driver support programmes (eg Tairawhiti graduated driver licensing programme's use of a dedicated support person)[8], and from the literature review (eg driving infringement ticket waived).
Demographics, ability and lifestyle factors	To understand who may need more support to progress to a full driver's licence. Questions included demographics (age, gender, ethnicity), ability (based on the Washington Disability Scale), region of New Zealand, and lifestyle factors (urban / rural, family living situation, children, job status, education qualification(s), income, etc).

[6] The programme's online resources and Drive Go app are available at https://drive.govt.nz

[7] For more information about the programme see https://www.nzta.govt.nz/driver-licences/improving-the-driver-licensing-system/

[8] See "Improving the driver licensing system" on the NZTA website: https://www.nzta.govt.nz/driver-licences/improving-the-driver-licensing-system/

3 Literature review and desktop analysis findings

3.1 Graduated driver licensing systems

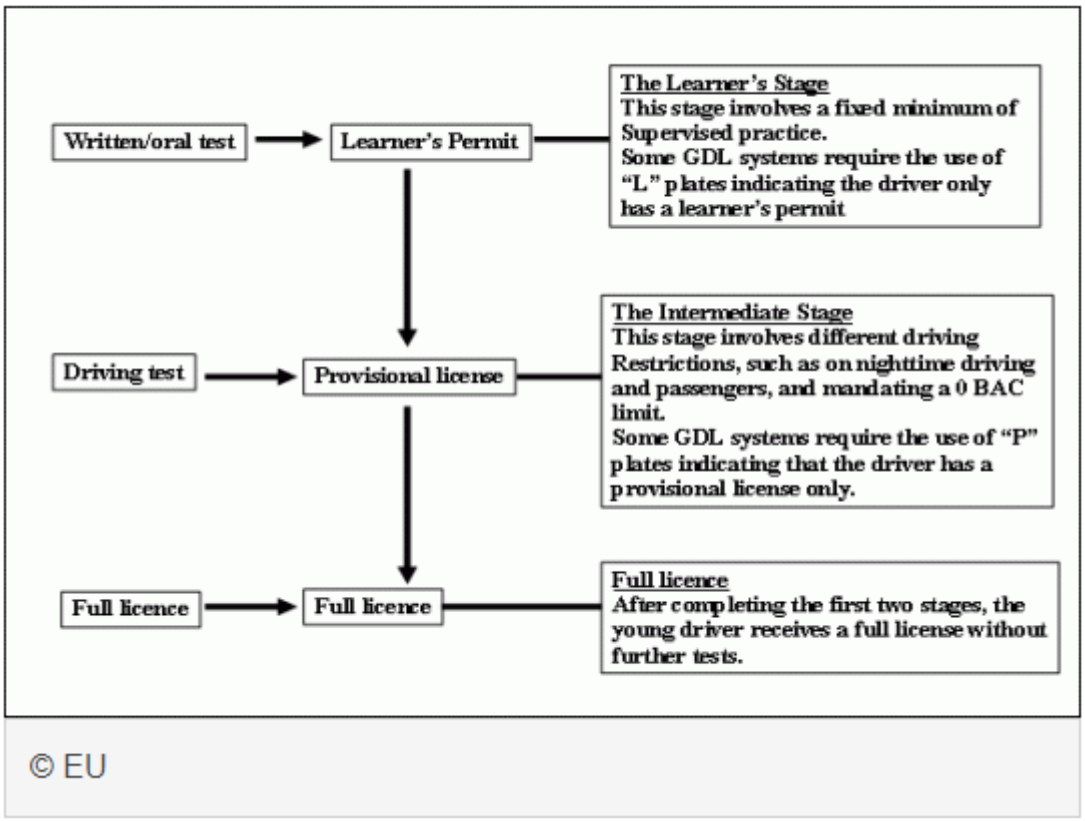
Graduated driver licensing systems (GDLS) are licensing systems, motivated by safety concerns, aimed at allowing young drivers to gain experience gradually in an environment sheltered by restrictions to their driving. These restrictions are slowly lifted over time leading eventually to full licensure.

GDLS generally, but not always, include three different licence stages. These are described in Masten et al. (2015, p. iii) as:

> *(a) a mandatory minimum learner permit period during which new drivers are only allowed to drive under the supervision of a (fully) licensed adult;*
>
> *(b) an intermediate period during which the new drivers are allowed to drive unsupervised, but are subject to licensing restrictions regarding (such as) passenger ages and the times during which they may drive; and*
>
> *(c) a final stage of unrestricted licensure allowing driving under all conditions.*

A diagrammatic description from the European Commission (n.d.), derived from a simpler diagram in Engström et al. (2003, p. 113), is shown in Figure 3.1.

Figure 3.1 The structure of GDLS (reprinted from European Commission, n.d.)



In New Zealand, progression from one stage to another is not mandatory and may not necessarily be encouraged, as continuing to drive in a restricted environment may decrease exposure to crash risk. As the objective of the system is to increase safety, authorities will not necessarily be concerned when progression

fails to occur. New Zealand differs from many other systems in that there is no compulsory practice period at the learner stage. For example, some Australian states (eg Victoria) have 120 hours of compulsory practice in their system (Austroads, 2019).

In the United States, unlike New Zealand, people are not subject to GDLS restrictions after the age of 18, except in the states of Connecticut, Indiana, Maine, Maryland, Minnesota, New Jersey and Washington DC (Curry et al., 2017). Consequently, in the United States, GDLS research tends to be about its effectiveness for those aged between 16 (the provisional licensing age) and 18. There is, therefore, little evidence on the impact of GDLS for people over 18 in the United States (Curry et al., 2017). However, it is known that the United States has one of the developed world's worst young driver problems (see Figure 3.2 and Figure 3.3).

Of the evidence available, Curry et al. (2017) describe a study of drivers aged 18 years and over who were subject to GDLS restrictions in New Jersey. In New Jersey, full GDLS rules, including passenger and night-time restrictions apply to all newly licensed 18- to 20-year-old drivers, while drivers who are newly licensed at age 21 or older have a minimum 3-month learner permit and a 1-year intermediate licence period. After a statistical analysis of the crashes of GDLS-eligible drivers in New Jersey, it was found that the New Jersey rules were beneficial for those under 21 years of age. The evidence of the need for such rules was less compelling for those aged 21 and older.

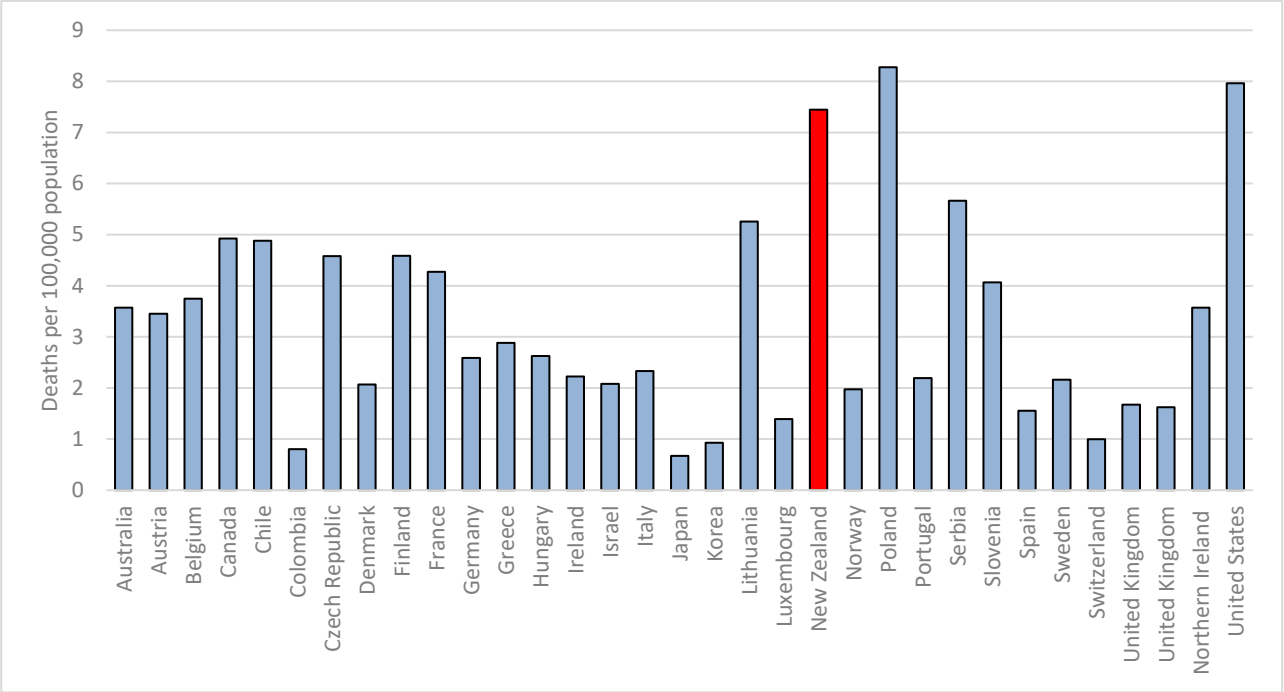
A somewhat different result came from an Indiana study. Wang et al. (2020) could not find evidence that extending the intermediate stage of Indiana's GDLS to drivers who were first licensed at ages 18 to 20 reduced crashes involving night-time and passenger-carrying journeys during the first 6 months of driving.

In Australia, Victoria successfully enhanced its GDLS during 2007 and 2008. The enhancements and their success are described in Imberger et al. (2017). The enhanced GDLS can be avoided by delaying licensing to age 21. Imberger et al. (2017) mention that 21-to 24-year-olds comprised 19% of new licence holders in 2013 to 2014, compared with 10% before the enhancement. This may be related to a desire to avoid the restrictions.

3.2 Young driver safety and the GDLS

Young drivers and their passengers are a high-risk group with respect to road safety. New Zealand has the third highest fatality rate per head of population for the 15-to-24 age group among the countries shown in Figure 3.2. This indicates that there is scope to improve New Zealand's safety record in that age group.

Figure 3.2 Number of 15-to-24-year-olds killed in cars per 100,000 population in 2020 by country[9]



This concern carries over into other age groups, as New Zealand's overall road safety record is similar to its record for young people.

The five countries in which GDLS operate are New Zealand, Australia, Northern Ireland, Canada and the United States. The fatality rates for young people in cars in these countries are shown in Figure 3.3.

Figure 3.3 Number of 15-to-24-year-olds killed in cars per 100,000 population in 2020, by GDLS countries

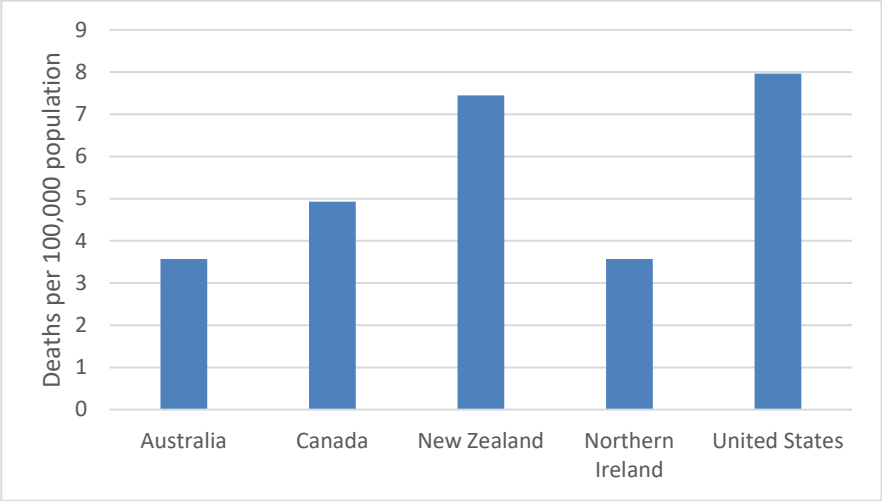


Figure 3.3 is notable for the large variance in youth safety outcomes for the five GDLS countries. This reflects the fact that road safety is decided by a complex array of factors, with the existence or otherwise of a

[9] The United Kingdom appears twice in this chart. The bar with the higher value includes Northern Ireland and the bar with the lower value excludes Northern Ireland.

GDLS being just one. It is also notable that Australia, with its generally strict graduated driver licensing requirements (Austroads, 2015) is the most successful of the five nations in terms of youth road safety.

3.2.1 Takeaways

- New Zealand young driver safety ranks poorly in comparison with other developed countries.
- New Zealand also ranks poorly against other countries when comparing overall fatality rates among young drivers.
- New Zealand has the second worst youth-fatality rate (following the United States) for drivers and other car occupants, among countries where GDLS exist.

4 Desktop analysis – young driver safety through the GDLS stages

4.1 Crashes

In the only recent evaluation of the New Zealand GDLS, Schiff (2019) estimated the overall crash rate per 10,000 drivers aged 16 to 27 years between 2015 and 2017 to be:

- 6.8 crashes per year for learner drivers
- 11.2 crashes per year for restricted drivers
- 6.4 crashes per year for fully licensed drivers.

Schiff (2019) also suggests further research could be carried out taking driving activity and exposure into account.

This can be done for the above rates using data from the Ministry of Transport Te Manatū Waka's NZHTS. Based on NZHTS data from 2009/10, 2010/11, 2011/12, 2012/13 and 2013/14, crash rates per 100 million driven kilometres were calculated for drivers aged between 16 and 27 years.[10] These calculations are shown, along with the rates per 10,000 fully licensed drivers derived from Schiff (2019), in Table 4.1.

Table 4.1 Crash rates per 10,000 drivers and per 100 million driven kilometres for learner, restricted and fully licensed drivers aged 16 to 27 years

Driver	Crash rate per 10,000 licensed drivers (from Schiff, 2019)	Average driver km/year (from NZHTS)	Crash rate per 100 million driven km	Crash rate per 100 million driven km divided by the fully licensed rate
Learner drivers	6.8	1,626	41.8	6.6
Restricted drivers	11.2	6,486	17.3	2.7
Fully licensed drivers	6.4	10,067	6.3	1

When the level of driving exposure is considered in relation to the crash rate, there is a striking positive gradation (increase) in safety between drivers across the different stages of the GDLS. Learners have a crash rate of 6.6 times that of fully licensed drivers, and restricted licence holders 2.7 times that of fully licensed drivers.

Schiff (2019, p. 16) also found that:

> *… the odds of crash involvement while on a learner licence were 6.0 times higher for drivers who still remained on a learner licence [non-progressor] after four years and 2.4 times higher for drivers who had progressed [progressor] to a restricted licence but had not yet obtained a full licence after four years, compared to crashes at the learner stage for drivers who had progressed to a full licence within four years.*

Analysis of NZHTS data indicates that learners who hold their licences for more than 4 years travel on average 2,056 km/year, compared with the 1,295 km/year travelled by those who hold their learner licences

[10] The crash rates per 100 million driven kilometres are approximate, due to the travel survey years used being different from the years used in computing the crash rates per 10,000 drivers (2015 to 2017), and the Schiff (2019) crash-risk analyses including some crashes of moped riders, riding on a light vehicle driver's licence.

under 4 years. This would at least partially account for any difference in crash rates per 10,000 drivers between progressors and non-progressors among learner licence holders.

Analysis of NZHTS data also indicates that the total kilometres driven per year for restricted drivers who have been in the system for more than 4 years is estimated as 6,438 km/year, similar to the 6,300 per year estimated for those in the system for less than 4 years. This indicates that for this group the impact of accounting for driving exposure may be small.

These tentative observations could be refined by further work using driver-exposure-based crash rates from NZHTS data. Such analyses may improve understanding of any safety-related impacts that arise from staying longer within the GDLS system.

4.1.1 Takeaways

- Crash rates per 100 million kilometres driven reduce considerably through the successive licensing stages of New Zealand's GDLS (from learner driver to fully licensed driver).
- Learners holding their licences for more than 4 years are estimated to travel on average 2,056 km/year compared with the 1,295 km/year for those who hold learner licences for under 4 years. This would at least partially account for the difference in crash rates per 10,000 drivers between progressors and non-progressors among learner licence holders found by Schiff (2019).
- The total kilometres driven per year by restricted drivers who have been in the system for more than 4 years is estimated as 6,438 km/year, similar to 6,300 km/year estimated for those in the system for less than 4 years. This indicates that for this group the impact of driving exposure on crash rates may be small.

4.2 Uptake of licensing

Since the early 2000s, there has been a decrease in the uptake of licensing and driving by younger people in New Zealand. Rive et al. (2015) used NZHTS data to look at driver licensing and kilometres driven per head of population over time (Figure 4.1 and Figure 4.2). It is apparent both licensing and kilometres driven per head in the 15-to-19-year age group has dropped from the early 2000s, after increasing up until then.

Figure 4.1 Population proportion of licensed drivers by age (reprinted from Rive et al., 2015, p. 52)

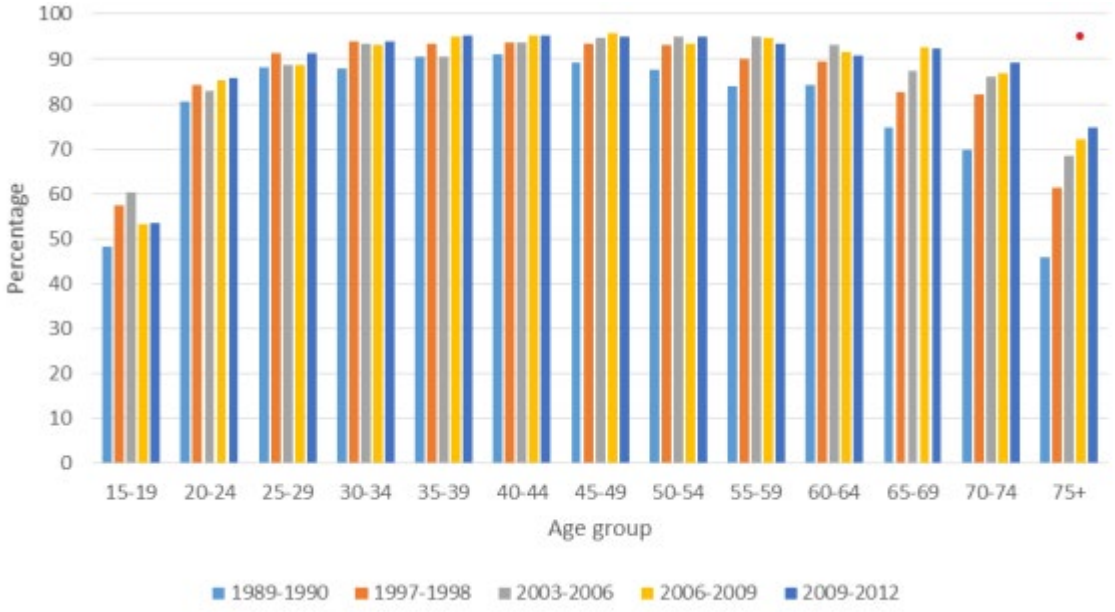
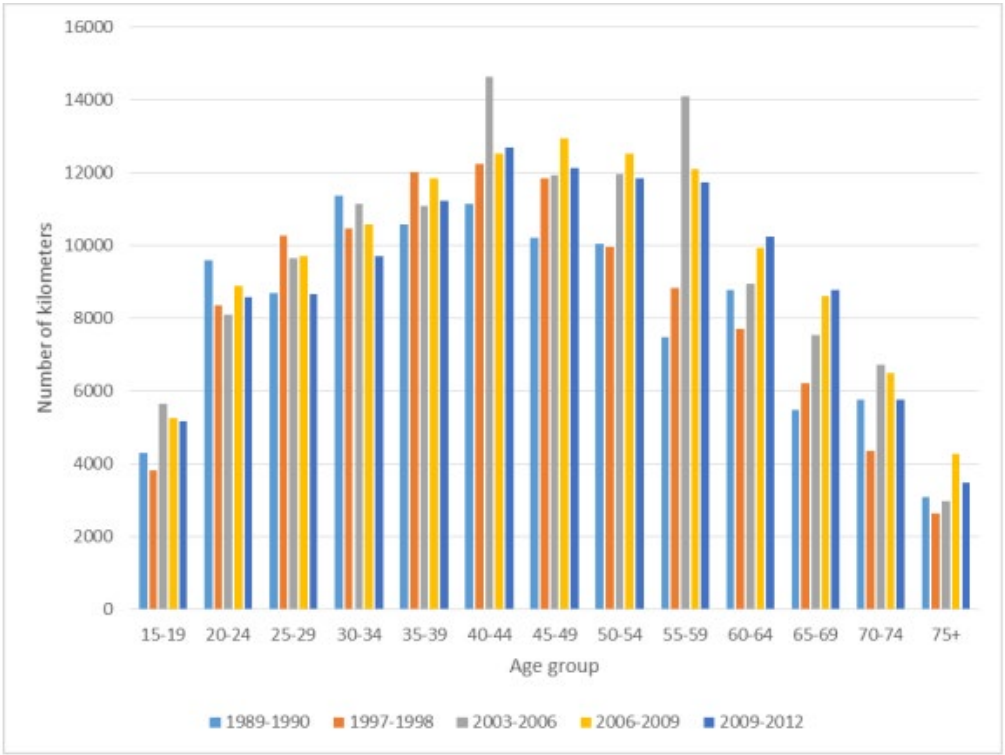
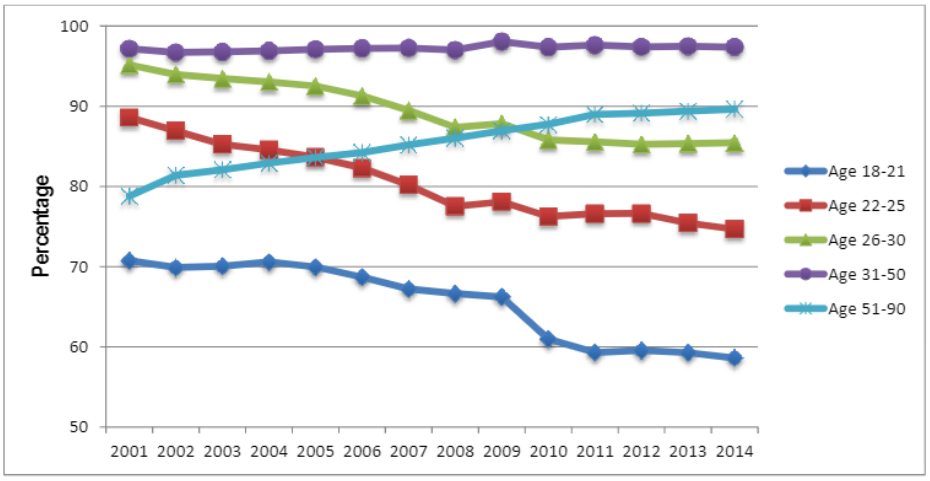


Figure 4.2 Kilometres driven per head of population per year by age (reprinted from Rive et al., 2015, p. 52)



This is not just a New Zealand phenomenon. Another example is Victoria, Australia, where driver licensing rates among young people have reduced markedly (from around 71% to around 58%) for 18-to-21-year-olds, while the 31-to-50 age group has stayed relatively constant, and for those over 50 the rate has increased from 80% to 90% (depicted in Figure 4.3).

Figure 4.3 Licensing rates as age-band-specific percentages of Victorian population, by age, 2001–2014 (reproduced from Wundersitz et al., 2015a)



Wundersitz et al. (2015b) looked at the changes over time in Victorian licensing rates in the 18-to-24 age group, disaggregated to single years of age. Their findings are depicted in Figure 4.4.

Figure 4.4 Changes over time in percentage Victorian licensing rates in the 18–24 age group, disaggregated to single years of age (reproduced from Wundersitz et al., 2015b, p. 18)

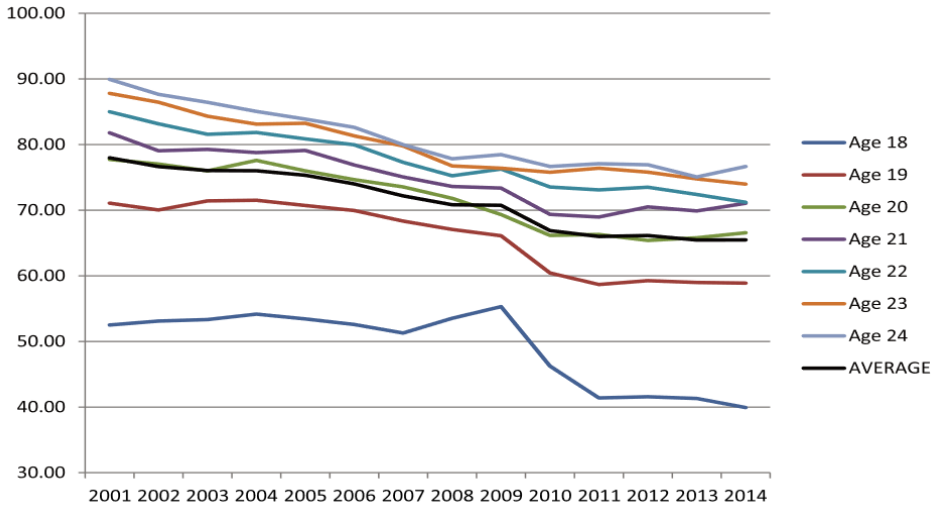


Figure 4.4 shows a reducing trend over all the ages up to the final observations in 2016.

This phenomenon is more widespread than just Australasia. In the United States, most states have a GDLS. Schoettle and Sivak (2013) investigated why a large percentage of young American adults did not have a driver's licence and to what extent they intended to obtain a licence. They used an online survey of 618 unlicensed United States residents between 18 and 39 years of age and obtained the responses shown in Table 4.2.

Table 4.2 Percentage of responses, by age group, for the question 'What is the MAIN reason you do not currently have a driver's license?' (Schoettle & Sivak, 2013, p. 5)

Reason	Age group			Total %
	18–19	20–29	30–39	
Too busy or not enough time to get a driver's licence	37.9	26.6	16.5	26.9
Owning and maintaining a vehicle is too expensive	16.7	12.1	15.0	14.6
Able to get transportation from others	14.6	10.3	11.7	12.1
Prefer to bike or walk	12.1	8.9	9.2	10.0
Prefer to use public transportation	2.5	13.1	13.6	9.9
Disability/medical/vision problem	1.0	6.1	11.2	6.1
Other reason	5.1	8.4	2.9	5.5
Never learned or still learning to drive	4.5	6.5	2.4	4.5
Able to communicate and/or conduct business online instead	3.0	2.8	4.4	3.4
Concerned about how driving impacts the environment	1.0	3.3	4.9	3.1
Do not like to drive/afraid to drive	1.0	1.4	3.9	2.1
Legal issue	0.5	0.5	4.4	1.8
Total	100.0	100.0	100.0	100.0

Twenty-two percent of the respondents had no plans to get a licence, while 69% expected to get one within the next 5 years. The level of education of the unlicensed survey respondents was relatively low, with over 50% not progressing beyond high-school graduation (Table 4.3), and unemployment was high at 45.8% (Table 4.4). The reasons for these demographic characteristics were not further discussed in the paper.

Table 4.3 Highest education level completed by survey participants (Schoettle & Sivak, 2013, p. 16)

What is the highest level of education you have completed?	%
Some high school	14.9
High-school graduate	36.6
Some college	26.5
Associate degree	6.0
Bachelor degree	8.4
Graduate degree	7.6
Total	100.0

Table 4.4 Level of employment of unlicensed people (Schoettle & Sivak, 2013, p. 5)

What is your current level of employment?	%
Full-time employment	18.8
Part-time employment	14.9

What is your current level of employment?	%
Full-time student (and not employed)	20.6
Not currently employed	45.8
Total	100.0

In New Zealand, Langley et al. (2012) used survey data from the New Zealand Drivers Study[11] to consider a cohort of newly licensed drivers. Within this cohort, the authors compared those drivers who had not progressed (non-progressors) from a learner to a restricted licence after 2 years of being eligible to do so, with those who had progressed (progressors), comparing their sociodemographic and behavioural characteristics along with their traffic offences.

Thirty-eight percent of the cohort were non-progressors. When interviewed, the primary reasons given for not progressing were:

- 27% – too lazy or busy
- 26% – limited access to a vehicle
- 14% – financial constraints
- 11% – other transport options available.

No other reasons given for non-progression exceeded 10% of the responses. Sixty-nine percent of the lowest socioeconomic status group of non-progressors (48% of total non-progressors) mentioned financial constraints as their primary reason for non-progression.

Analysis also indicated that non-progressors were more likely to be females, tertiary students, older, of lower socioeconomic status, Māori or Pasifika. Increasing age and low-socioeconomic status were associated with increasing odds of non-progression.

In terms of driving offences, 65% of offences by non-progressors were licensing breaches and 20% speed offences. No other category of offence was experienced by more than 5% of the non-progressor respondents.

Within the overall cohort, delayed progression to a restricted licence was associated with a lower risk of traffic offending. The researchers indicated this result was associated with the impact of continuing as a learner, where all legal driving was required to be supervised.

The researchers concluded that consideration should be given to the risk of increased offending, before deciding to restrict the length of time for which a learner licence could be held.

Using the same survey data set as Langley et al. (2012), Gulliver et al. (2013) described the driving experiences of learner licensed drivers and examined the association between these driving experiences, associated factors, and involvement in on-road car crashes during the unsupervised restricted licence stage. Regression analysis, which adjusted for demographic and personality factors, and driving exposure at the restricted licence stage, revealed that more time as a learner was associated with a reduced risk of crash involvement during the unsupervised restricted licence stage. Spending more time as a learner to gain experience and skills was recommended to reduce later risk when driving without supervision.

In Victoria, Australia, learner permits are valid for 10 years. This was introduced in 1995 and was designed to ensure learners had sufficient time to gain the hours of practice required and be prepared for the practical

[11] For more information about the New Zealand Drivers Study see: https://blogs.otago.ac.nz/ipru/research/nzds/

driving test (K. Imberger, Department of Transport and Planning, Road Safety Victoria, personal communication, 6 June 2023).

In the United States, young members of less privileged minority groups participate much less in driver licensing than more privileged groups. Shults et al. (2016) studied driving status, race/ethnicity and socioeconomic factors in a nationally representative survey of over 26,000 United States high-school seniors. They found that 23% of high-school seniors did not drive during an average week: 14% of white students were non-drivers, compared to 40% of black students, 37% of both Hispanic and Asian students, and 30% of students of other races or ethnicities. Household socioeconomic indicators were also inversely related to driving.

Williams (2011) surveyed 15-to-18-year-olds across the United States to determine, on a national basis, teenage licensing rates, interest in early licensure, reasons for delay, and respondents' opinions about licensing policies. Many intended procuring a licence as soon as possible, but many had done nothing about getting one. For those old enough to start, lack of a car, costs, parent availability, ability to get around without a car, and being busy with other activities were leading reasons for delay. The majority approved of night (78%) and passenger (57%) restrictions, and 85% and 93% endorsed cell phone and texting bans, respectively.

Tefft et al. (2014) looked at delayed licensing among 18-to-20-year-olds in the United States, via an online survey of 1,039 18-to-20-year-olds from a representative panel of households. Fifty-four percent of respondents were licensed before age 18 (black people 37%; Hispanic people 29%; non-Hispanic white people 67%). Lower household income was independently associated with licensing delay. The most common self-reported reasons for delayed licensing were:

- not having a car available
- able to get around without driving
- costs associated with driving.

The study results did not support the notion that the GDLS was a major contributor to delaying licensing.

The disparities between ethnic groups carry on into adulthood. Pawasarat (2006) found that, of Wisconsin residents, 80% of males and 81% of females were licensed. For African American people, 45% of males and 51% of females were licensed, and for Hispanic people, 54% of males and 41% of females held licences. These statistics clearly indicate that African American and Hispanic people are under-represented in holding driver's licences compared with the overall resident population.

Some young people in the United States do not participate in the GDLS (which finishes at age 18 in all but seven states) and get a licence through the adult process, which along with the GDLS, is state-based, and is typically easier (Schults, 2016). In New Zealand, there is no age-related way to skip the GDLS. What stands out in the United States is that the availability of an easier licensing process at age 18 has not stopped disadvantaged groups having low licensing rates compared to more advantaged groups.

4.2.1 Progress of young New Zealand drivers through the GDLS

Information is available from the NZHTS on the progress of young New Zealand drivers (16-to-25-year-olds) through the GDLS and their compliance with GDLS restrictions.

We used information from the five financial years from 2009/10 to 2013/14 to produce the results in Table 4.5 (and other tables in this report showing NZHTS data). Table 4.5 presents the average, median and 85th percentile time that young drivers spend on learner and restricted licences, based on the type of geographic area they live in. Note that information relating to the years that a restricted licence was held also includes the driver's time on a learner licence, and is denoted in the table as learner/restricted.

Table 4.5 Average, median and 85th percentile years on learner and restricted licences, by type of geographic area (NZHTS data)

Licence type	Average years held	Median years held	85th percentile years held
All areas			
Learner	3.4	1	4
Learner/restricted	4.8	2	5
Main urban areas			
Learner	3.6	1	4
Learner/restricted	4.7	2	6
Secondary urban areas			
Learner	2.3	1	6
Learner/restricted	5.0	2	10
Rural areas			
Learner	2.8	1	3
Learner/restricted	5.3	2	5

Table 4.5 indicates that, on average, the total time spent on learner and restricted licences is around 5 years, with that time being slightly longer in more remote areas. However, learner licences appear to be held for a shorter period in more remote areas. This may indicate a greater incentive to progress to independent driving, due to fewer public and active transport alternatives being available. Median years holding a learner licence is shorter than the average for all locations. The overall median for all areas was 2 years for the total time spent on a restricted/learner licence, and 1 year for time on a learner licence. This, when compared with the respective averages, indicates a long tail to the distribution, in the upwards direction. Broadly similar patterns were apparent for main and secondary urban areas and rural areas.

4.2.2 Takeaways

- Since the early 2000s, there has been a worldwide movement among more affluent countries for younger people to delay gaining a driving licence or to remain unlicensed.
- There are multiple factors involved in not obtaining a driver's licence, including availability of travel alternatives, cost of licensing, and financial ability to buy or access a vehicle.
- The less financially advantaged groups in society have lower licensing rates and tend to progress through the GDLS slower.
- There are a variety of reasons, both personal (like preferring to cycle or use public transport) and economic for slower rates of progression through the GDLS.
- For all areas, the median times spent at different stages of the process are much lower than the averages. This, along with relatively large 85th percentiles, indicates a distribution skewed towards slower progressors.

4.3 GDLS compliance

4.3.1 Learner licence compliance

4.3.1.1 Compliance with supervisor restriction

Under a learner licence, drivers must always be accompanied by a supervisor. Therefore, trips without any passengers are non-compliant trips. Some trips with passengers may also be non-compliant, if the passenger is not qualified to be a supervisor.

Table 4.6 indicates that based on our analysis of NZHTS responses, slightly less than 50% of trips taken by learner drivers of all ages are non-compliant, in that there is no passenger. By this criterion, people of European heritage are the most compliant, followed by Māori, Pasifika and lastly the 'Other ethnicity' category.[12]

Table 4.6 Proportion of learner car driver trips with and without a passenger, by ethnicity, for drivers of all ages (NZHTS data)[13]

Passenger?	Percentage
All ethnicities	
Yes	52.2%
No	47.8%
European ethnicity	
Yes	64.4%
No	35.6%
Māori ethnicity	
Yes	52.4%
No	47.6%
Pasifika ethnicity	
Yes	45.2%
No	54.8%
Other ethnicity	
Yes	36.5%
No	63.5%

4.3.1.2 Compliance with supervised driving practice recommendations

It is generally considered that substantial hours of supervised driving are necessary to improve the safety of newly licensed drivers at the learner stage enough for them to safely pass on to the restricted stage. New

[12] Other ethnicities is quite a large group, including people of Asian, Chinese, African and Middle Eastern descent, among others.

[13] According to the 2018 Census (https://www.stats.govt.nz/news/ethnic-group-summaries-reveal-new-zealands-multicultural-make-up), 70.2% of New Zealanders identified as European, 16.5% as Māori, 8.1% as Pasifika, and 17.8% as other ethnicities than those already listed. People can identify as more than one ethnicity.

Zealand has no mandated minimum hours, only a recommendation from the NZTA (Waka Kotahi NZ Transport Agency, n.d.) that at least 120 hours be observed. The idea of 120 hours originated from Gregersen et al. (2000) who reported that, in 1993, the minimum age for a Swedish learner licence reduced from 17.5 to 16 years, with the full licensing age staying at 18. Young people who started learning at 16 averaged 117 hours of supervised practice and had a 40% lower crash rate after licensing, than those starting at 17.5. This led to the adoption of 120 hours of practice as a mandate in New South Wales and Victoria.

However, the Swedish evidence did not show 120 hours to be the optimal amount of practice required, only that it was associated with a crash reduction of 40%. Perhaps more or less practice is ideally required for the safety of newly licensed drivers. No comparison of the post-licensing safety impact on newly licensed drivers with a shorter period of practice was available, and the study was unable to allow for any impact of possible self-selection of practice hours by participants on the results. There is also the issue of crashes generated through the extra exposure to risk associated with longer periods of practice being carried out at a younger age, at the learner stage. Gregersen et al. (2003) argued that the costs of these crashes were well outweighed by the post-licensing gains.

There is continuing controversy regarding the number of hours required to be spent on a learner licence, with studies in different countries, carried out at different times, coming to differing conclusions (eg, O'Brien et al., 2013). Recently Kettlewell and Siminski (2020) carried out regression analyses related to the road safety benefits of hours of supervised practice in New South Wales. They concluded that the former New South Wales requirement for 50 hours supervised practice produced statistically significant road safety benefits, while its extension to 120 hours of practice, although it had no detrimental impact, did not provide a significant increment in the safety of newly licensed drivers.

Analyses of NZHTS data indicates that, on average, New Zealand 16-to-25-year-old learner drivers drive for around 60 hours per year. Assuming approximately 50% compliance with supervisor requirements (Table 4.6), this means that the average New Zealand learner achieves around 30 supervised hours in a year. From Table 4.5 we found that, on average, learners remain on a learner licence for 3.4 years. Based on these figures, learner drivers achieve approximately 100 hours of supervised practice by the time they graduate to a restricted licence. The above analysis assumes all passengers are supervisors, which is likely not true, so it should be treated with some caution and would be an upper bound to the reality. However, if only half of passengers were supervisors, the level of supervised hours for most learners would be in the region of 50 hours, which according to Kettlewell and Siminski (2020) has significant road safety benefits.

4.3.2 Restricted licence compliance

Drivers on restricted licences are not allowed on the road between 10 pm and 5 am unless supervised.

Table 4.7 shows the proportion of restricted car driver trips that occur within and outside unsupervised legal driving times, for drivers of all ages. For the purpose of the table, restricted driving trips outside unsupervised legal driving times were those that occurred from 10 pm to 5 am inclusive.

Table 4.7 Proportion of restricted car driver trips that occurred within and outside of unsupervised legal driving times, for drivers of all ages (NZHTS data)

Is trip within or outside unsupervised legal driving times (5 am to 10 pm)? All ethnicities	Percentage
Within	97%
Outside	3%

Table 4.7 indicates that, for all ethnicities, the percentage of trips taken with the restricted driving hours was 3%. Low sample sizes for ethnicities other than European meant disaggregation by ethnicity was not carried out.

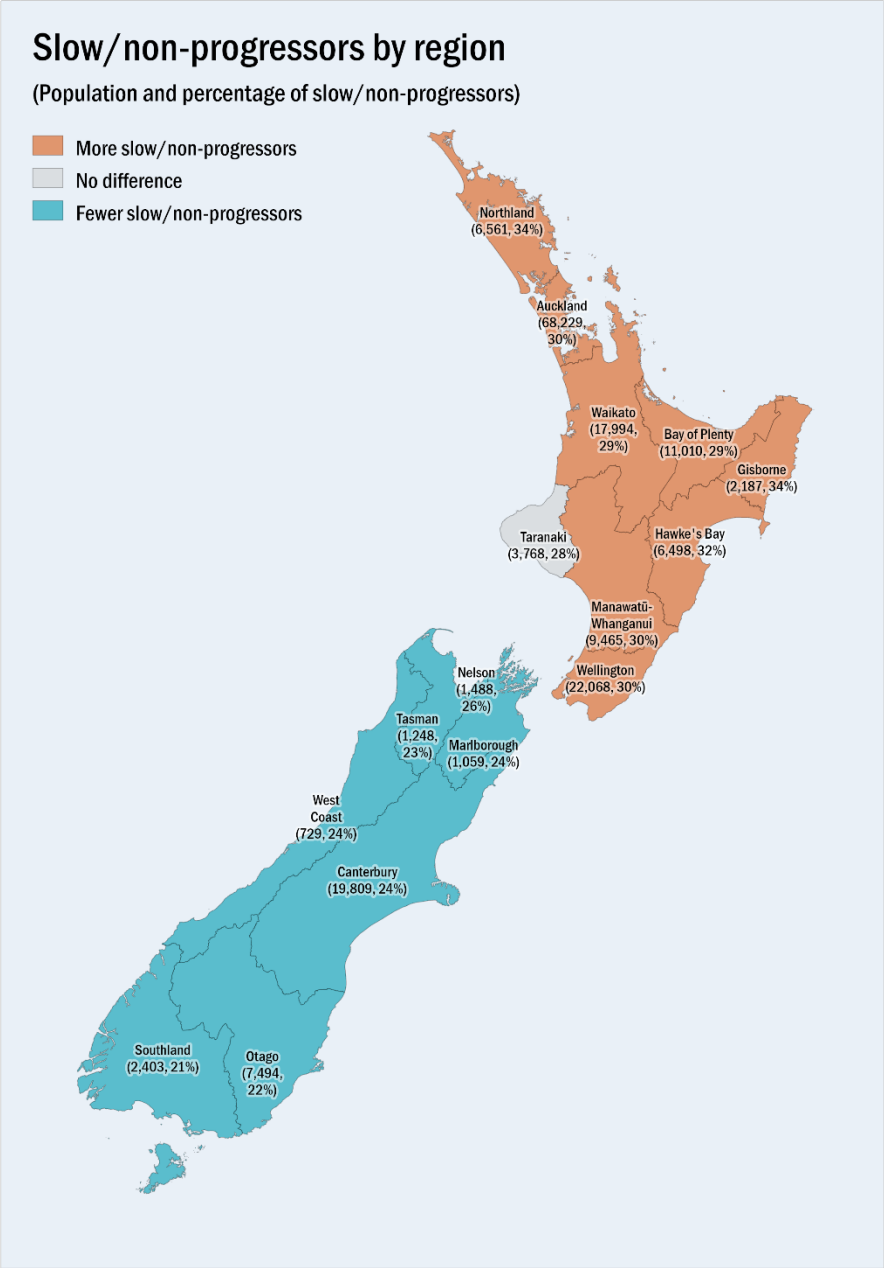
The NZHTS data shows that the percentage of all driver trips, over the whole driver population, which occurred between 10 pm and 5 am was 2.4%. Therefore, the proportion of trips made by the restricted driver licence population during these hours was 25% greater than that of the overall driving population. However, some of these trips will be supervised and therefore legal. A ceiling on supervised trips can be assessed by assuming all passengers are supervisors. Our analysis of the NZHTS data estimated that 30% of these night-time driving trips will have a passenger. Therefore, 30% is the maximum possible compliance rate for restricted licensed drivers during the restricted hours.

4.3.3 Characteristics of graduated licence holders

The colour-coded map in Figure 4.5 presents the absolute numbers and percentages of all graduated licence holders who are slow or non-progressors by geographical location. Figure 4.5 and Figure 4.6 are derived from information provided from New Zealand's Integrated Data Infrastructure (also known as IDI) hosted by Statistics New Zealand.[14] Both absolute numbers and percentages are shown to assist with targeting programmes, as some programmes may need a particular critical mass of potential clients to function effectively. The 'more' and 'fewer' categories in the map refer to those places where progression rates differ from the norm, as indicated by chi-square testing.

[14] https://www.stats.govt.nz/integrated-data/integrated-data-infrastructure/

Figure 4.5 Slow and non-progressors by region (with colour indicating statistical significance and total affected population numbers in brackets)



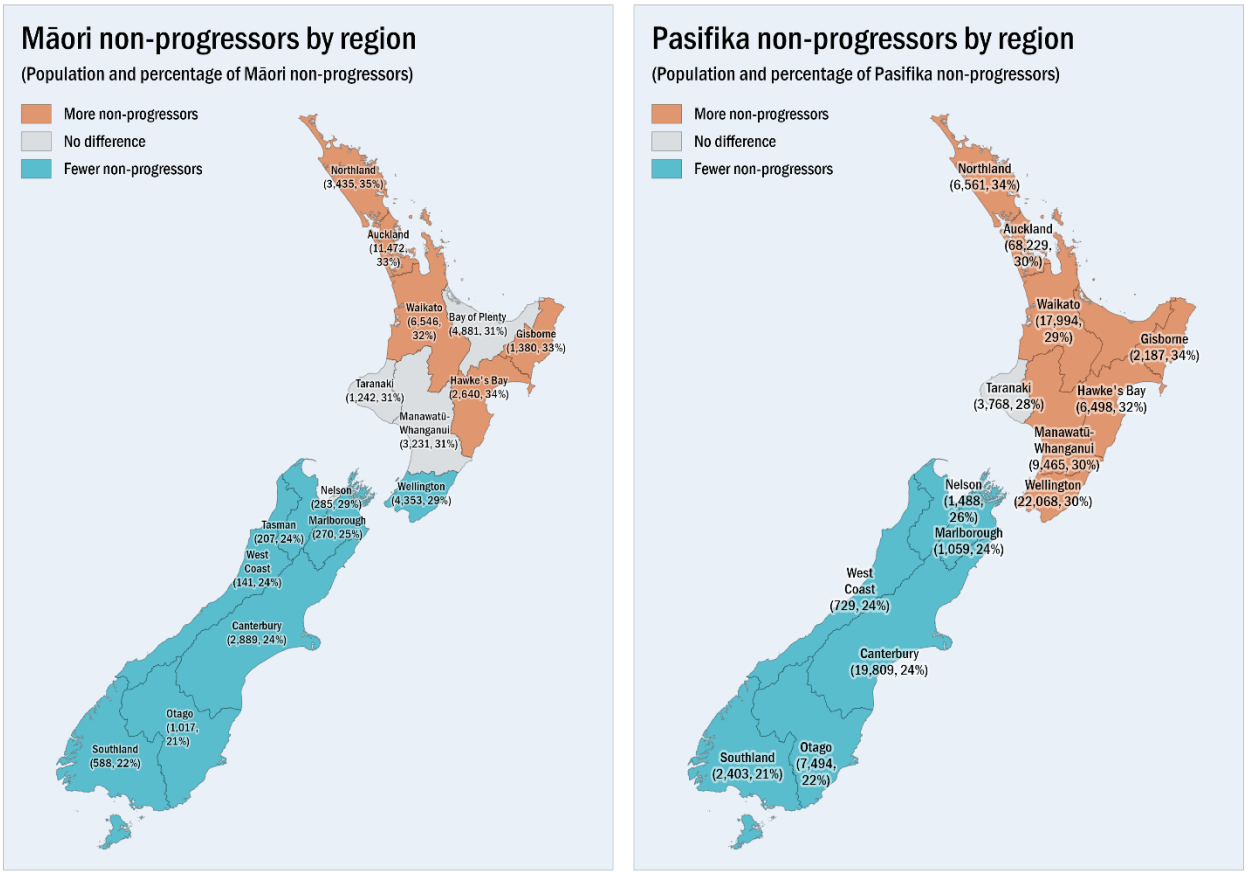
Overall slow or non-progression is significantly more prevalent in the North Island, apart from Taranaki.[15]

Looking more closely at the data for Māori and Pasifika people, these groups had a higher rate of non-progress (while rates of slow progress were similar to the norm). Figure 4.6 indicates locations that have

[15] Based on a chi-square test of whether graduated licence holders were non and slow progressors, or not, by region; X^2 (15, N = 639,651) = 3040.48, p < .001).

significantly higher or lower rates of non-progress for these groups. For Māori, the higher rates are in the northern and eastern regions, and for Pasifika the higher rates are in Auckland and Hawke's Bay.[16]

Figure 4.6 Non-progress for Māori (left) and Pasifika (right) by region (with colour indicating statistical significance and total affected population numbers in brackets)



4.3.4 Characteristics of offenders

This section analyses New Zealand offender data from the New Zealand Driver Licence Register, supplied by NZTA.[17] These analyses contain only data on 'infringements', which are offences punishable by an administratively applied fine, rather than a court-imposed conviction. All analyses apply to drivers entering the GDLS at less than 26 years of age. Twenty percent of the offences by drivers in the GDLS system relate to breaches of the learner and restricted driver conditions. For all analyses, an offender is someone who has offended at any time when they are on a learner or restricted licence.

Note that the charts in this section appear to contain different shades of blue. This is an artifact of the software used to generate the charts and the differences in shade should be ignored.

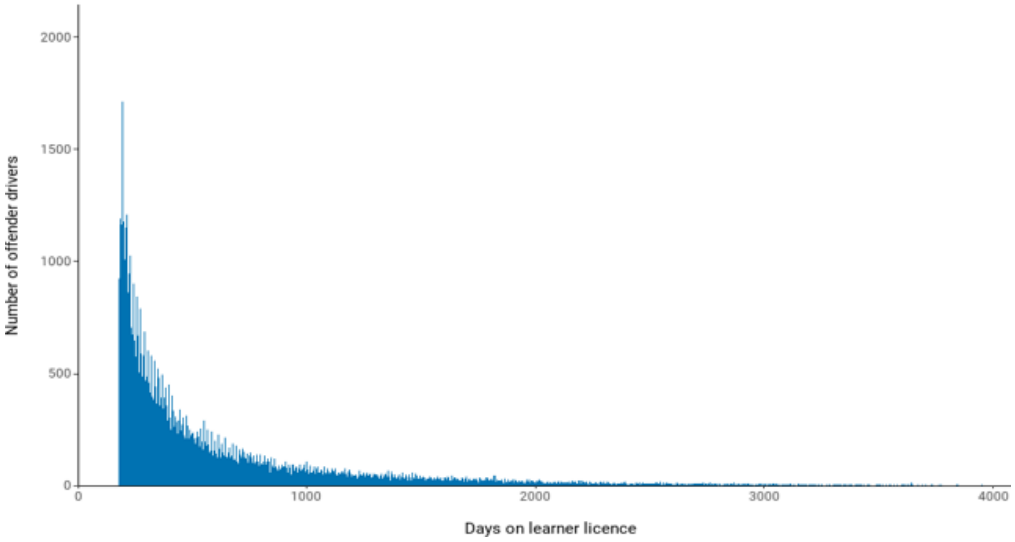
[16] Based on chi-square tests of whether graduated licence holders were non-progressors or not, by region, for Māori (X2 (15, N = 145,356) = 807.73, p < .001)) and Pasifika (X2 (15, N = 79,401) = 262,57, p < .001)).

[17] The register and what it contains is described at https://www.nzta.govt.nz/driver-licences/the-driver-licence-register/

4.3.4.1 Time on a learner licence

Figure 4.7 demonstrates the distribution of offending drivers by days on a learner licence.[18] There is a quite steep decay curve from the minimum of 6 months. The 85th percentile of the distribution is 1,076 days with the median at 393 days. These figures are similar to those for the total young driver population.

Figure 4.7 Number of days offenders spend on a learner licence



4.3.4.2 Number of days on a restricted licence

Figure 4.8 shows the number of days offenders spend on a restricted licence. The 85th percentile of the distribution is 1,194 days with the median at 596 days. There are four noticeable spikes on the chart corresponding to the required minimum restricted licence durations for different driver groups:

- 3 months for drivers 25 or older who have completed an advanced driving course
- 6 months for all other drivers 25 or older
- 12 months for drivers under 25 who have completed an advanced driving course
- 18 months for all other drivers under 25.

[18] Only drivers who have progressed to their restricted licence were included.

Figure 4.8 Number of days offenders spend on a restricted licence

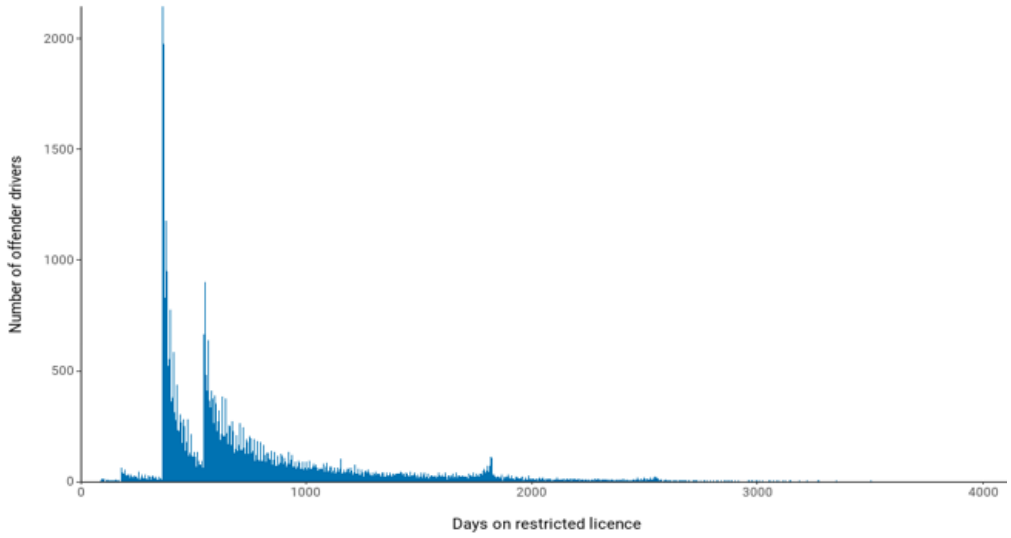
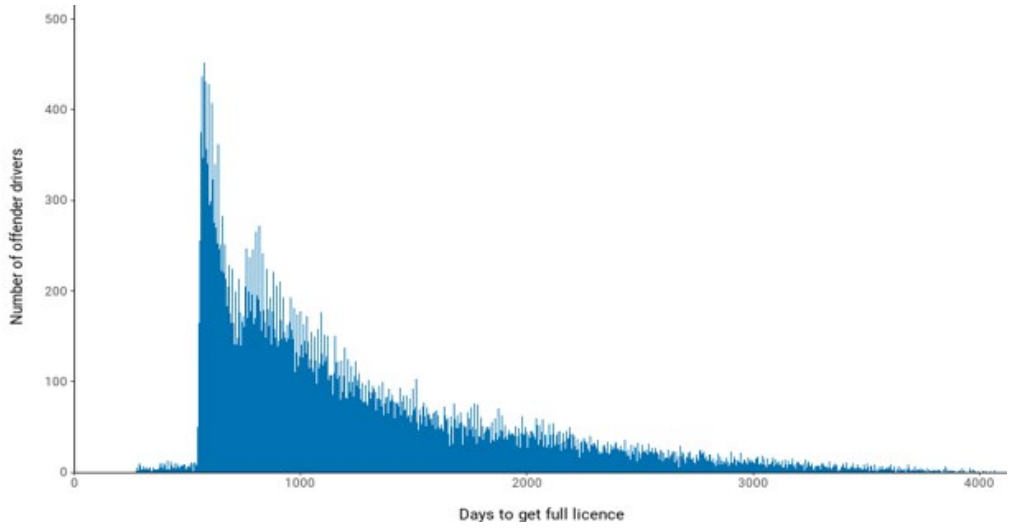


Figure 4.9 presents the distribution of offending drivers by total time to achieve a full licence.

Figure 4.9 Time for offenders to achieve a full licence, in days



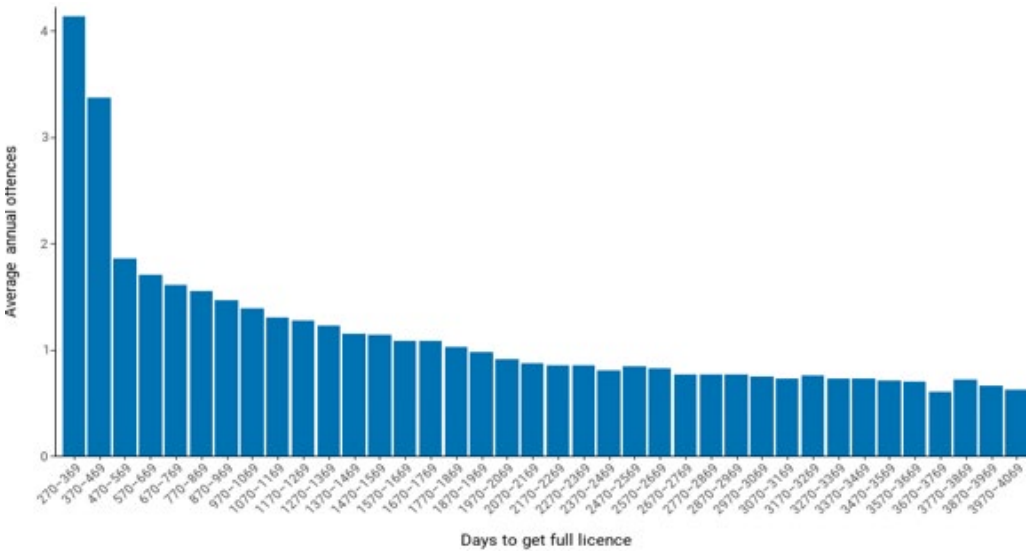
The main spike on the chart corresponds to the point at which a large portion of drivers in this group were able to obtain their full licence (drivers under 25 who completed an advanced driver course and were thus able to pass through the GDLS in 18 months). The second spike is the point at which drivers under 25 who did not complete an advanced driver-training course were able to progress (ie 24 months). The small number of offending drivers achieving a full licence in under 18 months would be 25-year-olds who held a restricted licence for at least 6 months, with this period reducing to 3 months if they completed an advanced driver-training course. The 85th percentile of the distribution is 1,893 days with the median at 1,027 days.

4.3.4.3 Time to get a full licence, by offenders, by average annual offences along the way

Figure 4.10 depicts average annual offences by days to obtain a full licence. The first three bars of the graph relating to periods lower than 569 days will mostly pertain to 25-year-olds who obtained a licence in 270 to 547 days, depending on whether they took an advanced driving course. There was a trend towards lower annual offences the longer the person delayed licensing, which accords with similar results found by Langley et al. (2012). If one accepts the proposition that offences relate to increased crash risk, then for those who

offend, a longer time in the GDLS may be beneficial. It also indicates that 25-year-olds who spend less time in the GDLS are the greatest offenders, raising questions regarding the impact of the system on the behaviour of this subgroup of drivers.

Figure 4.10 Average annual offences by days to get a full licence



4.3.5 Takeaways

- Slightly less than 50% of learner licence trips were non-compliant due to having no supervisor. By this criterion, people of European ethnicity are the most compliant, followed by Māori, Pasifika and lastly the 'other' category, which covers people of all other ethnicities.
- If half of all passengers were supervisors, the average amount of supervised driving by learner drivers was extrapolated to be 50 hours. This supervised practice level may have road safety benefits for newly licensed drivers, noting that 120 hours may not provide additional safety benefits. However, this was only based on one study and therefore a conclusion on the amount of supervised hours required for the optimal safety of newly licensed drivers cannot be recommended.
- Driving during night-time restricted hours by restricted licence holders is 30% above the level for the total driving population.
- An estimated maximum of 30% of night-time restricted hours driving are supervised.
- Licence holders with infringements take broadly similar times to navigate the GDLS as non-offenders. This may relate to there being no GDLS sanctions for non-GDLS offences.
- Longer stays in the GDLS system are associated with lower offending, in terms of infringements, for the young driver offender group.
- Twenty-five-year-olds who spend less time in the GDLS are the greatest offenders, raising questions regarding the impact of the system on the behaviour of this subgroup of drivers.

4.4 The impact of life stage on GDLS compliance and transition speed to a full licence

A Swedish report by Aretun and Nordbakke (2014) carried out a literature review of developments in young people's licence holding. Part of their review concerned the impacts of licensing on the welfare of vulnerable

young people. They found little relevant information in transport-sector publications, suggesting that this aspect of licensing has not been a key priority for the sector.

Bagnall (2005) conceptualised the journey from youth into adulthood as a four-stage transition involving the following sequential thresholds: completing education, entry into employment, leaving home, forming a couple and a family.

This model obviously does not fit the New Zealand experience for everyone, and this is the case overseas also, with the transition to adulthood becoming longer, more complex, less linear and harder to predict. Transition to adulthood may involve frequent breaks, backtracks and variations in social status (Vogel, 2002; Furlong et al., 2006). Less socially advantaged people tend to have less linear transitions, while the more advantaged have more linear transitions (Furlong et al., 2003).

Brookland et al. (2013) examined factors associated with compliance with GDLS conditions. The study used data from the New Zealand Drivers Study, a prospective cohort study of newly licensed car drivers, interviewed at the learner, restricted and full licence stages of the New Zealand GDLS. Interviews were also conducted with parents of post-restricted licence young drivers, and the young drivers were interviewed when they became fully licensed. The results indicated increased breaking of licence conditions if the parents reported:

- low knowledge of licence conditions under the GDLS
- allowing their young driver to breach the learner licence supervisor condition
- intending to place few limits on their young driver's driving
- their teenagers owned a vehicle when driving on a restricted licence.

The authors concluded that parents need to enforce compliance with the GDLS, limit their teenagers' driving exposure and limit vehicle ownership.

In a later article, Brookland et al. (2014) found the crash involvement records of parents as drivers were actively associated with low adolescent compliance with GDLS requirements.

Williams et al. (2002) surveyed the views of a national sample of United States parents of 15-to-18-year-olds on various licensing policies. Parents generally favoured strong licensing policies, including higher permit and licensing ages, long learner periods with high-practice-hour requirements, and strong, long-lasting, night-time and passenger restrictions. They tended to approve of tougher driving tests, and enhanced penalties for traffic and GDLS violations. Results suggested that many parents in the United States support comprehensive licensing policies.

Voas and Kelley-Baker (2008) looked at the non-traffic risks and benefits of licensing teenaged drivers. They pointed out that once teenagers can drive independently, parents' influence on their behaviour greatly diminishes and they become more at risk from driving exposure and potential access to less optimal activities (eg drinking, drug taking) provided by this increased mobility. The risk is compounded by higher income levels where young people can obtain ready access to a car.

Analysing NZHTS data, Table 4.8 shows the percentages of 16-to-25-year-olds living at home or elsewhere who have full, restricted or learner licences.

Table 4.8 Percentages of 16-to-25-year-olds living at home or elsewhere with full, restricted or learner licences (NZHTS data)

Full licences	
Percentage of people living at home who have a full licence	31.0%
Percentage of people not living at home who have a full licence	60.3%
Restricted licences	
Percentage of people living at home who have a restricted licence	21.1%
Percentage of people not living at home who have a restricted licence	18.2%
Learner licences	
Percentage of people living at home who have a learner licence	14.2%
Percentage of people not living at home who have a learner licence	6.7%

Table 4.8 indicates that 16-to-25-year-olds living independently are more likely to be fully licensed than those at home. This may indicate a greater demand for licensing once 16-to-25-year-olds are not living with family members who may be willing to provide transport services for them. The greater percentages on a restricted rather than a learner licence, irrespective of living situation, could reflect the greater time spent on the restricted as opposed to the learner licence, as illustrated previously in Table 4.5.

4.4.1 Takeaways

- Compliance is enhanced while living with parents, but only if the parent carries out conscientious oversight.
- Parental crash involvement is associated with reduced compliance with GDLS restrictions.
- More 16-to-25-year-olds not living at home tend to have a full licence than those at home. This may indicate a greater demand for licensing once 16-to-25-year-olds are not living with family members who may be willing to provide transport services for them.
- Young drivers not living at home may be able to lead riskier lives, as they could drive themselves to riskier situations (contingent on having the money to do so).

4.5 Licensing and earning power

4.5.1 Income and level of deprivation

People with driving licences tend to earn more than those without licences.

Table 4.9 from the NZHTS shows the licence status of 16-to-25-year-olds by income and the deprivation index of their areas of residence. The table indicates a general tendency for people with licences to have greater incomes than those without licences, irrespective of level of deprivation.

Table 4.9 Licence status by driver income and deprivation index[19]

2006 residence deprivation index (higher number = more deprivation)	Average income (car licence)	Average income (no car licence)
1	$21,206	$7,110
2	$24,069	$25,810
3	$28,234	$14,133
4	$27,754	$26,183
5	$25,110	$15,670
6	$27,171	$15,185
7	$28,004	$19,316
8	$27,699	$18,594
9	$27,407	$13,606
10	$24,836	$13,130

Aretun and Nordbakke (2014) found employers consider a driver's licence a quasi-educational qualification associated with progress towards a sense of responsibility and orderly thinking, more flexibility and the possibility of vehicle use for work purposes. It is also used as a screening tool where there are many job applicants with low formal qualifications. Also, in the United Kingdom, many low-skill jobs require driving as part of the job and these are often the only jobs low-skilled youth have access to (Hasluck, 2011).

4.5.2 Ethnicity

Table 4.10 illustrates average annual income by car licence status for 16-to-25-year-olds by ethnicity. It indicates that the average incomes of licensed 16-to-25-year-olds are broadly similar irrespective of ethnicity, and that car licence holders have in general considerably higher incomes than those without a licence.

Table 4.10 Average annual income by car licence status for 16-to-25-year-olds by ethnicity (NZHTS data)

Car licence	Average income
All ethnicities	
Yes	$26,100
No	$16,345
European ethnicity	
Yes	$26,528
No	$16,701
Māori ethnicity	
Yes	$26,351
No	$14,794
Pasifika ethnicity	
Yes	$27,590

[19] https://www.ehinz.ac.nz/indicators/population-vulnerability/socioeconomic-deprivation-profile/

Car licence	Average income
No	$13,406
Other ethnicity	
Yes	$24,073
No	$18,207

Unlicensed Māori and Pasifika people lag behind those of European descent and other ethnicities in terms of income, indicating that perhaps income may be a factor in their unlicensed status.

4.5.3 Availability of household cars

Looking at all ethnicities (Table 4.11) it is apparent that the number of household cars grows as a person progresses through the stages of the GDLS.

Table 4.11 Average number of household cars by licence stage of 16-to-25-year-old drivers (NZHTS data)

Car licence type	Average number of household cars
Full	2.84
Restricted	2.56
Learners	2.21

Table 4.11 shows the average number of household cars by licence status for 16-to-25-year-olds. NZHTS data was used for this analysis and may include cars that are not serviceable or road legal (registered).

Table 4.12 Average number of household cars for 16-to-25-year-olds by licence status and ethnicity (NZHTS data)

Car licence?	Average number of household cars
European ethnicity	
Yes	2.80
No	1.93
Māori ethnicity	
Yes	2.37
No	1.47
Pasifika ethnicity	
Yes	2.07
No	1.50
Other ethnicities	
Yes	2.33
No	1.79

Table 4.12 indicates that young Māori and Pasifika people lag behind people of European descent in terms of household car availability, whether they are licensed or unlicensed. Not unexpectedly, those with licences come from households with more cars. However, in all cases the average number of household cars does not fall below 1.5, an indication of New Zealand's high rates of household car ownership.

Access to a car and licensing are so intimately connected that they may be looked at together. Indeed Aretun and Nordbakke (2014) found extreme differences between those with a car and a licence, and those with neither. They found owning a car was linked to the ability to access a geographically wider job market, the ability to work non-traditional hours at times when adequate public transport may be lacking, and to employer preferences for people with driver's licences (Ball et al., 2000; Green et al., 2005; Tunstall et al., 2012).

4.5.4 Takeaways

- Access to a car is intimately connected to licence acquisition.
- Licensed people have greater incomes than unlicensed people on average.
- Not holding a full licence impacts on the geographical area from which a job can be selected and the ability to:
  - work when public transport is not available
  - take up jobs that require driving
  - gain a job from employers who prefer to hire people with drivers' licences.
- GDLS is one of many influences for licence acquisition. The way to improve licence acquisition among disadvantaged people who need licences is to have holistic directed programmes that take in all the factors that affect acquisition (most of which are related to low-socioeconomic status), rather than target the GDLS specifically. Such programmes can include measures to guide people through the GDLS.

4.6 Non-licensing of young people — is it a social welfare problem?

Young people without a driver's licence are not at all problematic at a macroscopic scale. NZHTS data indicates that only 0.5% of 16-to-25-year-olds' driving trips are undertaken without a driver's licence (of any type).[20] This indicates that most youths do not drive unlicensed.

However, non-licensing becomes a social problem when it prevents young people from gaining employment. Non-licensing also prevents uptake of work opportunities that are only accessible by car. Therefore, it is important to identify unlicensed people in these situations and assist them through the GDLS without losing any of the system's road safety benefits.

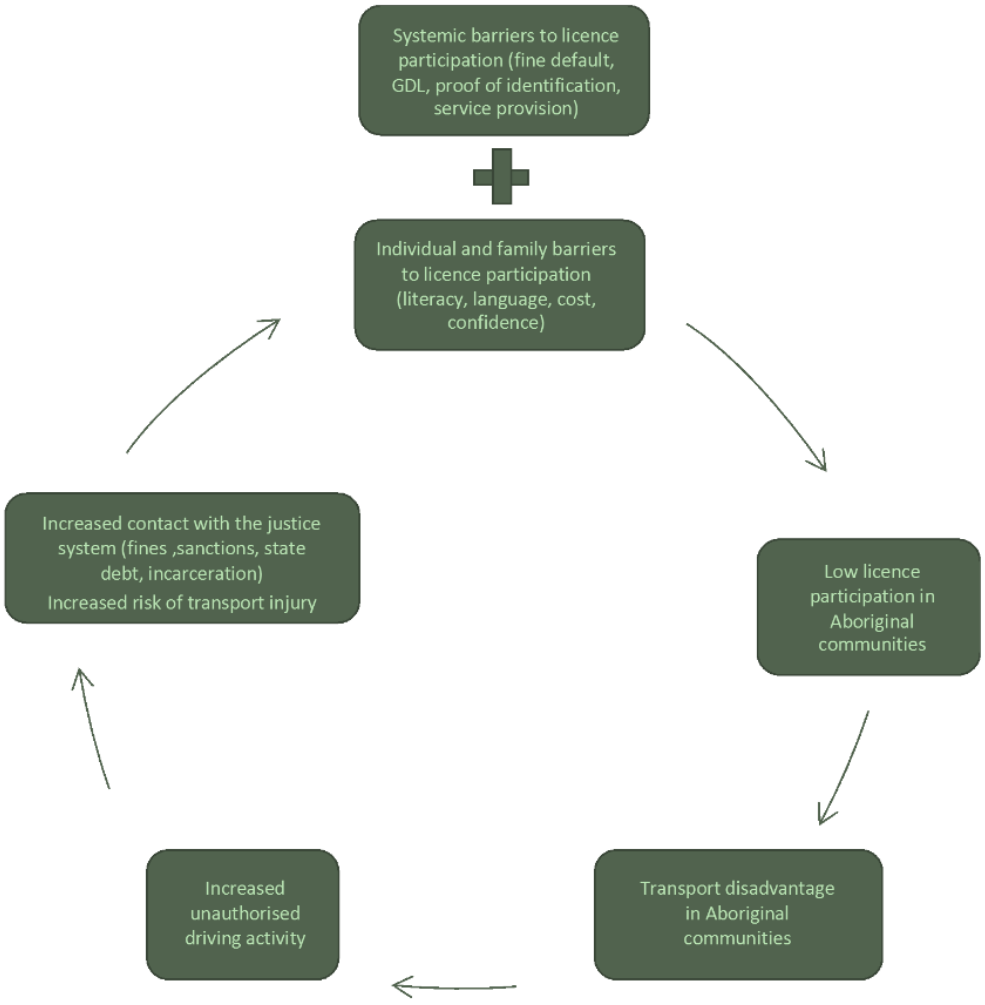
Inability to obtain a restricted licence has been given scant attention in the GDLS literature throughout the world. However, it was signalled early by Frith and Perkins (1992) when New Zealand introduced the world's first GDLS. They listed a reduction in work opportunities as a possible GDLS cost and stated that:

[20] This may have an element of underestimation due to reluctance to report unlicensed driving and is based on a sample of only 63 unlicensed trips. However, travel survey participants in the past have reported excessive drinking behaviour before driving, so such reluctance to report unlicensed driving is not necessarily highly prevalent.

> *Decisions now need to be made on what changes, if any, should be made to improve its longer-term performance while maximising, within the constraints of its objectives, its user friendliness* (Frith & Perkins, 1992, p. 271)

Austroads (2019) illustrated a process observed to be going on in Australian Aboriginal communities diagrammatically through a cycle of licensing adversity, as depicted in Figure 4.11.

Figure 4.11 Cycle of licensing adversity in Australian Aboriginal communities (adapted from Austroads, 2019, p. 4)



Bealing (2016) has listed a broadly similar array of barriers to those featured in Figure 4.11 (but missing the justice-related barriers) for the licensing of underprivileged New Zealanders. These are reproduced in Figure 4.12.

Figure 4.12 New Zealand barriers to the licensing of underprivileged people (adapted from Bealing, 2016, p. 2)

Bealing (2016) also documented the size of the underprivileged groups that would be the source of such people, but did not estimate the size of the actual cohort within those groups that would be the target market for any attempts at assistance. Neither did they look at ethnicity, basing their analysis on geographical areas with higher levels of deprivation. This market may not be large in terms of the total number of young people but may be important in terms of its social impact.

A Transport Research Laboratory report (Kinnear et al., 2013) looked at GDLS impacts on employment prospects and found that, overall, the impacts were marginal in the few cases where they were reported. The report quoted from three studies – Begg et al. (1995), Ferguson et al. (2001) and Williams et al. (2002) – which can be summarised as follows.

- Begg et al. (1995) reported before and after GDLS surveys in New Zealand. In the after survey, 8% of drivers aged 18 who reported being affected by the GDLS indicated that the night-time restriction had impacted their work, with 1% reporting that passenger restrictions impacted their work. The authors concluded that the GDLS predominantly impacted on discretionary travel. However, if that 1% was typical nationally, the absolute numbers of drivers whose work was impacted could be considerable.
- Ferguson et al. (2001) reported the results of a before and after study of parent and teenager impressions of graduated driver licensing in Florida and Connecticut. In the after study, 17–18% of parents reported that the system made it harder for their sons or daughters to find employment, compared to 25–46% who, in the before study, anticipated this happening.
- Williams et al. (2002) surveyed participants and parents in the stage of a Californian GDLS where night-time driving and passenger restrictions applied. Five percent of the respondents considered that the passenger restrictions impacted on their employment prospects. Night-time travel exemptions were available for journeys to and from work, so these restrictions did not present an employment problem.

According to Aretun and Nordbakke (2014), Stafford et al. (1999) found that driver licence possession doubled a young person's chances of becoming employed. The average length of unemployment was 2 months with a driver's licence, 8 months for young women without a licence and 4 months for young men without a licence. Among young men, 80% of those employed full time had licences, but only half of the unemployed had licences. The analogous figures for young women were 74% and 38%. Broadly similar evidence was provided by Hales et al. (2003), Lakey and Bonjour (2002), and Trickey et al. (1998).

4.6.1 Takeaways

- Non-licensing of young people is a welfare problem when it adversely affects their job prospects by limiting the journeys to work they are capable of taking or precluding them from taking up jobs that require driving ability. This will not affect all disadvantaged young people, as some will be able to function well without a licence.
- The above problem disproportionately impacts on disadvantaged communities where inability to procure a licence may propel people into a 'cycle of licensing adversity', as depicted in Figure 4.11. One way of reducing this problem is to assist people to progress through the GDLS without losing its road safety benefits.
- This may, or may not, involve assisting a particular individual to get a full licence. A restricted licence allows journeys to and from work, and may be sufficient for a person who does not aspire to a job that requires a full driving licence.
- We do not know the size of the problem we are dealing with, and it is necessary to find that out to effectively target resources.

4.7 Rate of progress through GDLS – social welfare concerns

New Zealand has concerns regarding the rate of drivers' progress through the GDLS, as do other jurisdictions. According to Amatio (2022), the Alberta system was launched in 2003 and requires new drivers to have a learner licence for a year, pass a basic practical road test and meet other licence conditions before being granted a probationary passenger vehicle or motorcycle licence. For a full licence, drivers must pass an advanced practical road test after a minimum interval of 2 years. From northern spring 2023, the advanced test will be dropped, with drivers automatically transitioning to a full licence if they are violation free in their final year on the probationary licence. Violations mean an extra year on the probation licence. The article also quoted the provincial transport minister as saying that about 500,000 graduated licence holders are likely to be eligible to move to full licences, but in the past 5 years, 65% of those with graduated licences did not take the second advanced road test.

In another publication (Mitchell, 2023), the same transport minister is quoted as stating:

> *Many Albertans have told us that the advanced test costs too much, is a roadblock to finding jobs, and has created unnecessary red tape.*

There are also concerns in the United States. Vaca et al. (2021) used results from a nationally representative longitudinal study starting with 2,785 10th grade students in the 2009–2010 school year. Ethnicity was the major determinant of time taken to gain a licence. The median time to licensure from legal driving age for Latino, African American and non-Latino white people was 3.47, 2.90, and 0.41 years, respectively. Given that in most states the GDLS finishes at age 18 and the minimum age to drive is 16, this means that some members of minority groups may be missing out on the safety benefits of the GDLS by leaving licensing until they reach the less exacting adult system at age 18. On the other hand, the years up to 18 are very risky years for driving, and not driving during those years may have a safety benefit.

A report by Transport for NSW (2014) addresses problems related to the fact that certain groups within the community may find fulfilling the requirements of the GDLS difficult. This may impact on their progression through the system, and consequently their access to 'employment, education, training, health care, family, cultural and recreational activities' (p. 19).

The report identified the following particularly disadvantaged groups:

- Australian Aboriginal people
- culturally and linguistically diverse people, especially new immigrants
- people from low-socioeconomic backgrounds.

Specific issues identified by Transport for NSW, which might apply in a New Zealand context, were:

- debt owed by individuals to public bodies (arising from public transport related fines or other misdemeanours)
- limited support in interacting effectively with the licensing authority
- the lack of availability of information in traditional languages for those for who have limited English skills
- unavailability of identification documentation.

The Transport for NSW (2014) report also identified a need to balance safety with access to a licence for disadvantaged groups. Licensing should incorporate central government agencies working together with community groups and local government to assess and manage the licensing needs of these disadvantaged groups. The report indicates that disadvantaged groups should have equitable access to licensing without compromising the safety objectives of the GDLS.

In British Columbia, Canada the provincial government has set up a fund to assist indigenous people to gain transferable skills training. Tapping into the resources of the fund, the government has partnered with an indigenous-owned driving school to assist indigenous youth to obtain licences and thus enhance their employment prospects (British Columbia News, 2019). The Union of British Columbia Indian Chiefs, a broadly similar body to the New Zealand Iwi Leaders Forum[21], has produced a recent discussion paper on driver licensing (Union of British Columbia Indian Chiefs, n.d.). The paper discusses the barriers to licensing and thus employment, and the personal and family transport issues faced by many first nations people in Canada who tend to live in remote locations that are unsuited to other modes of transport. Similar barriers exist for indigenous Australians and many Māori.

4.7.1 Takeaways

- Licence access problems related to slow GDLS progress are generally economically and culturally related, particularly in disadvantaged communities.
- Access problems are exacerbated when disadvantaged communities live in remote locations.

4.8 Australian initiatives to safely license underprivileged young drivers

4.8.1 Austroads insights

Austroads has produced a comprehensive research report entitled *Improving Driver Licensing Programs for Indigenous Road Users and Transitioning Learnings to Other User Groups* (2019). More specifically, the stated aims of the research were to provide:

- service design proposals to mitigate licensing barriers to increase licence ownership and retention among Indigenous and other road users
- a proposed minimum data set and data-sharing arrangement to inform the development and delivery of best-practice driver licensing.

To achieve those aims it:

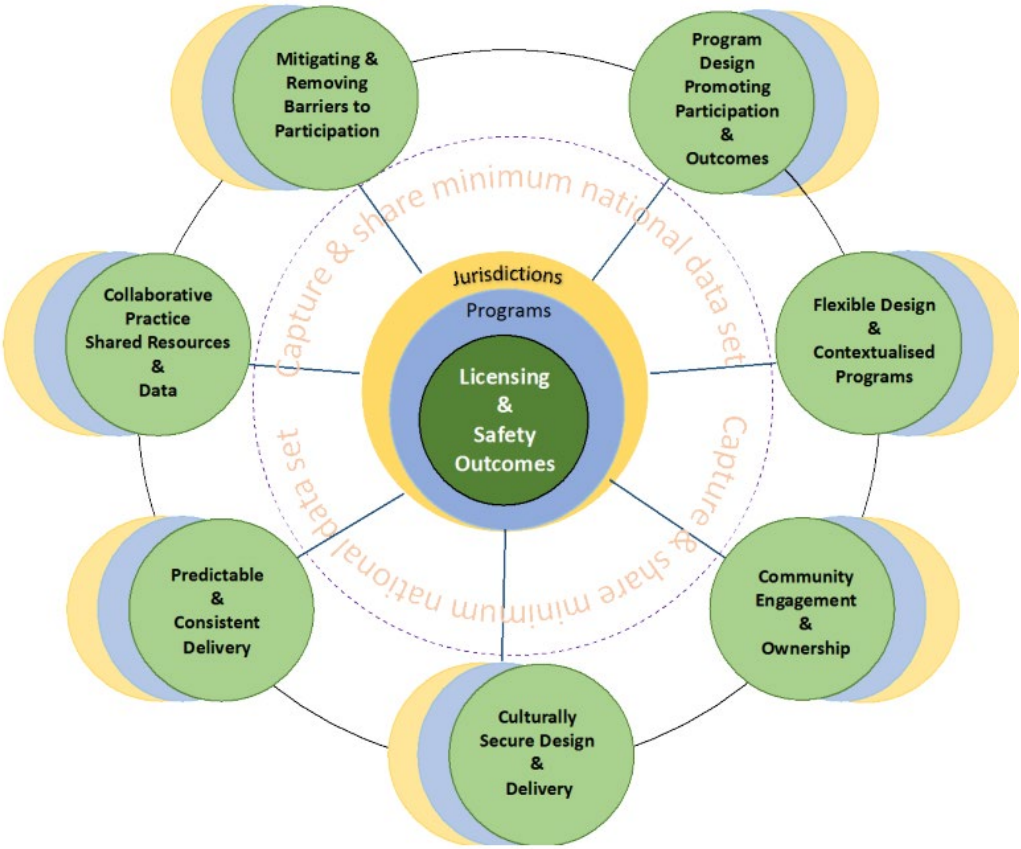
- carried out a survey of jurisdictional policies and programmes
- summarised the jurisdictional views expressed at a 2016 Cairns Indigenous Licensing Forum
- reviewed literature relating to driver licence acquisition and maintenance by indigenous communities. The review examined barriers to access and participation, including the impact of social and economic disadvantage on transport access, transport-related contact with the justice system and road trauma.

The Austroads research found that a nationally consistent and effective network of licensing programmes would assist disadvantaged communities to obtain a licence, and that to enable this a national policy framework with principles is required.

The research recommended the framework reproduced in Figure 4.13. Such a framework could well be adapted to New Zealand.

[21] The Iwi Leaders Forum is a group comprising the chairs of New Zealand's major Māori tribal groups.

Figure 4.13 Austroads National Policy Principles Framework (reprinted from Austroads, 2019, p. 38)



4.8.2 Austroads logic model for the Indigenous Licensing Project

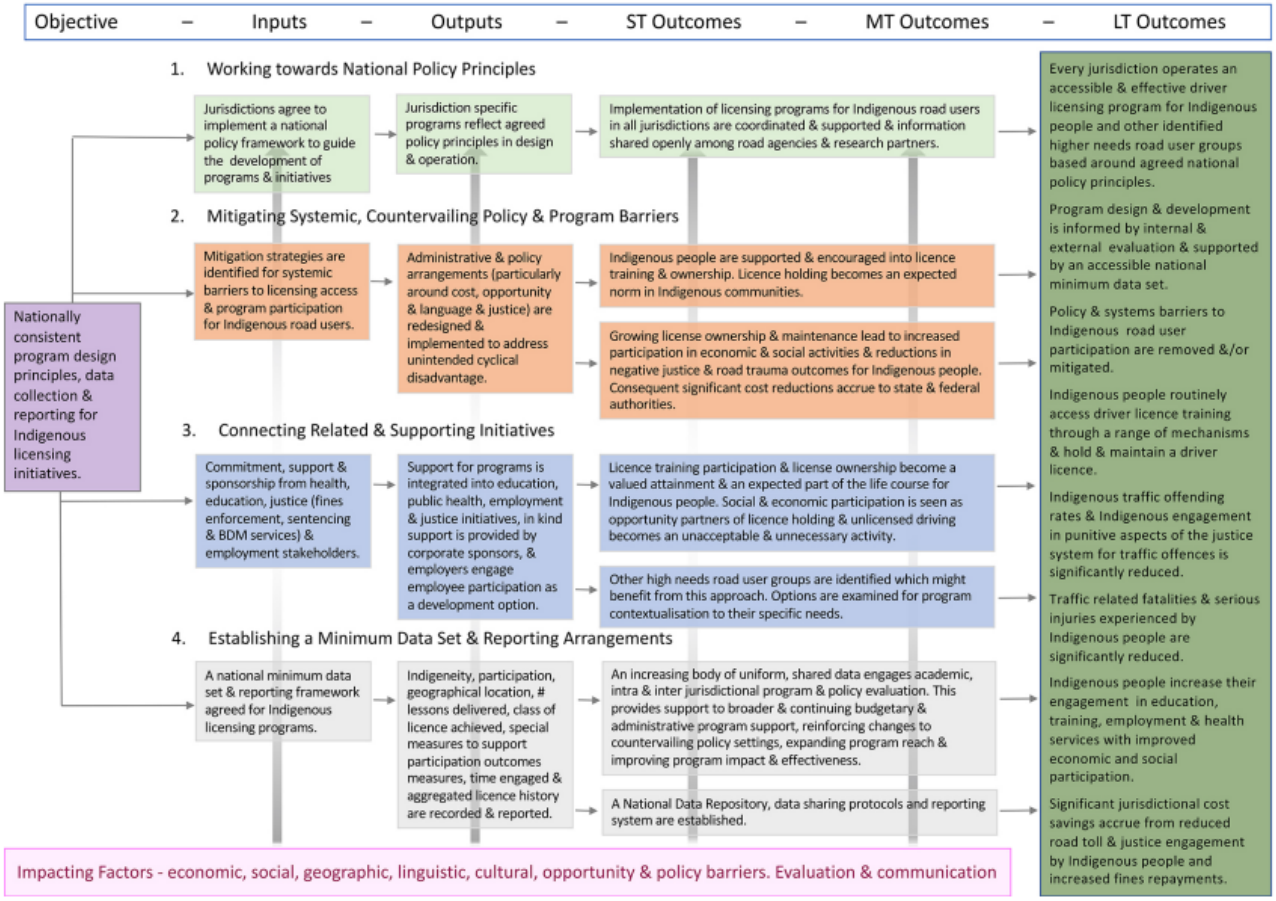
It is of prime importance that there is a practical framework under which licensing programmes for disadvantaged communities can be delivered in a consistently effective way across the nation.

Austroads (2019, p. 31) presents a framework for Australia in the form of the logic model shown in Figure 4.14.

New Zealand could apply this model to assist members of disadvantaged communities to obtain a licence, noting that its implementation would need to occur across the New Zealand local government system of regional and local councils. The model provides best practice design and a nationwide minimum data set of programme-success-related metrics, which may be used to gauge progress. The New Zealand Driver Licensing Improvement Programme[22] would appear to be the logical vehicle for making progress in this area.

[22] See "Improving the driver licensing system" on the NZTA website: https://www.nzta.govt.nz/driver-licences/improving-the-driver-licensing-system/

Figure 4.14 The Australian Indigenous Licensing Project logic model (reprinted from Austroads, 2019, p. 31)



4.8.3 Specific examples of licensing programmes for the disadvantaged

The following programmes deal primarily with underprivileged Australian Aboriginal youth and vary as to their level of evaluation.

4.8.3.1 The New South Wales Driving Change programme

Cullen, Clapham, Byrne et al. (2016) performed a process evaluation of the Driving Change programme.

The Driving Change programme was developed to facilitate access to licensing by Australian Aboriginal communities in New South Wales. This followed a report from the Office of the New South Wales Auditor General (2013) on improving the level of legal and safe driving by Australian Aboriginal people. This report presented a summary of the views expressed at the 2016 Cairns Indigenous Licensing Forum and a literature review relating to driver licence acquisition and maintenance by indigenous communities, examining:

- barriers to access and participation
- the impact of aspects of social and economic disadvantage experienced by indigenous Australians on accessing transport
- licence access by other harder-to-engage individuals and communities
- associated matters, including transport-related contact with the justice system and road trauma.

The authors recommended the following changes to the New South Wales GDLS to support Australian Aboriginal people to obtain a licence (p. 5):

- improve access to a birth certificate
- provide assistance for passing the driver knowledge test
- provide assistance for completing the supervised driving hours
- improve access to and the quality of driver licensing programmes.

The Cullen, Clapham, Byrne et al. (2016) evaluation of the Driving Change programme determined the extent to which the programme was implemented as intended, and to what extent it met the needs of Australian Aboriginal communities. Barriers to licensing in these communities included:

- access to identification documents
- the financial cost of licensing, licensing sanctions and fines
- literacy
- access to service providers
- access to supervisory drivers to meet licensing requirements.[23]

The process evaluation followed a pilot of the programme being run in three communities (Cullen, Clapham, Byrne et al., 2016). The pilot found that the target population of disadvantaged indigenous people was being reached and that young Australian Aboriginal people were being assisted to obtain licences.

The Driving Change programme was a partnership of the instigating agencies and 11 aboriginal communities to implement and evaluate the programme over a 2-year period from February 2013. The communities were from both urban and regional New South Wales. The programme involved prior community consultation. The programme and consultation were overseen by a steering committee, including representatives from communities, programme sites and key stakeholders, with the latter including aboriginal policy officers from government agencies. These included Transport for NSW, Roads and Maritime Services, the Attorney General's Department, and the Office of State Revenue.[24]

The programme sought to support clients to obtain learner, provisional (restricted in New Zealand) and unrestricted (full) licences, including reinstated licences after resolving licensing and debt-related sanctions. It was hosted in community organisations accessible to community members and key stakeholders. One of its aims was to build capacity in the community, and produce stronger connections between the community and the providers involved in the licensing process. These providers included providers of licence testing, birth registration, literacy support and employment services.

The target group was 16-to-24-year-old indigenous people. Services provided included:

- facilitating access to local services
- providing intensive case management
- mentoring young people through the licensing system.

Licensing assistance included:

- accessing birth certificates
- preparing for the computerised learner licence test
- funding professional driving lessons

[23] In most of Australia, 120 hours of supervised driving is a GDLS requirement. In New Zealand significant supervised driving is recommended rather than required.

[24] This agency deals with fines.

- accessing a car and volunteer mentors to achieve 120 learner driving hours
- preparing for the on-road practical licence test necessary for a provisional licence.

Help was also given in relation to New South Wales licensing sanctions for failure to pay fines. This involved working with the authorities to arrange tailored payment plans to avoid loss of licence. Additionally, Driving Change addressed the issue of the licensing sanctions that can be imposed (eg loss of licence, suspension of licence). The evaluation used both quantitative and qualitative data as shown in Table 4.13.

Table 4.13 Qualitative and quantitative data used by Cullen et al. (2018)

Quantitative data	Qualitative data
Demographic information	Semi-structured interviews with local aboriginal youth workers and central programme staff during development and implementation.
Client interaction with the programme	Stakeholder views during implementation from government agencies, community organisations and the Driving Change Steering Committee.
Licensing outcomes	Client discussion groups (three to five participants) jointly facilitated by an aboriginal researcher and a non-aboriginal researcher; at a site with strong outcomes and one with moderate outcomes.
Licensing assistance delivered	N/A

The programme reached 984 clients over 11 sites, with 59% to 89% of them in the Australian Aboriginal young driver target group, depending on the site. Clients who received supervised driving practice were 2.4 times more likely to attain a licence, and those who received high-level case management were 1.8 times more likely to become licensed than those with low levels of case management. Community partnerships were key influencers of delivery.

In a project reported by Porykali et al. (2021), clients were followed up at 6 months or more after contact with the Driving Change programme. Of the 933 clients contacted, 254 provided feedback. Respondents were mainly female (57%), aged 24 years and under (72%), unemployed (85%), with a secondary level of education or less (71%), and from a regional area (74%). Adjusted logistic regression analyses indicated that those who achieved a licence to drive unsupervised were more likely (OR: 2.5, 95% CI: 1.22–5.24, p=0.011) to report a new job or change in job, than those who did not attain a licence. Clients from regional areas were more likely (OR: 1.72, 95% CI: 1.27–2.33, p=0.001) to become licensed to drive unsupervised, than those from urban areas. Employment outcomes did not differ between rural and urban respondents. The programme had these results (George Institute, 2017).

- Over 400 licences granted, including 193 learner licences and 224 provisional licences.
- 67% of clients obtained a birth certificate to enable identification.
- 72% of clients asked for assistance with licensing sanctions, associated with outstanding fines being lifted.
- Over 3,300 hours of supervised driving practice took place.
- More than 100 volunteer supervising drivers were recruited and provided driving supervision.

It is worth mentioning that these programmes have had some success in moving participants from supervised driving to independent driving with restrictions.

Independent driving with restrictions:

- allows people get to and from work if the work is not in restricted hours and to provide family transport

- may allow people to do some work-related driving in the delivery part of the gig economy (although for jobs such as conveying passengers or heavy freight a full licence would be required).

A major concern in New Zealand is getting underprivileged people into full licensing from the stages of the GDLS that involve independent but restricted driving. However, the Australian experience indicates that the independent but restricted stages have valuable job-related benefits of their own for people who are not intending to become professional drivers.

Diverse programmes under the overall Driving Change umbrella now exist throughout Australia. Details are available on the Driving Change website.[25] Driving Change has been followed up by a permanent state government programme in New South Wales called the Driver Licensing Access Program (New South Wales Government, n.d.).

As an example, one current New South Wales Driving Change programme is run by Weave Youth and Community Services (n.d.). To be eligible for a Weave Driving Change programme a person must comply with all of the following criteria:

- be a Centrelink[26] customer and/or be experiencing financial hardship
- not have access to someone with a full licence and a car who can provide supervised driving experience for the learner
- be unable to afford to pay for driving lessons
- have no other means of achieving the driving practice required to obtain a driver's licence
- live in certain designated parts of urban New South Wales
- have the time and desire to commit to the programme
- be an Australian Aboriginal or Torres Strait Islander, culturally and linguistically diverse, or from a refugee or migrant background.

4.8.3.2 The Northern Territory's DriveSafe NT programme

Two process evaluations, Job and Bin-Sallik (2013) and Cullen et al. (2017), have been carried out on the Northern Territory's DriveSafe NT programme.

Cullen et al. (2017) undertook a process evaluation of a sub-scheme of the programme called the DriveSafe NT Remote programme. This programme is aimed at assisting people in remote areas to progress through the Northern Territory's GDLS[27]. The programme began in 2012 to address barriers to licensing faced by remote Northern Territory communities. The programme facilitates proof of identity documents, delivers road safety education and professional driving lessons, and administers the Learner and Provision Driving Change Programme tests. The programmes involve site visits by visiting teams.

Job and Bin-Sallik (2013) described how the programme brings driver training and full motor vehicle registry services to remote communities. A large proportion of clients needed help with proof of identity, and 318 learner licences were issued in less than a year of operation, while 67 drivers moved from learner to provisional licence status or advanced to public passenger vehicle licences, allowing them to transport

[25] https://www.drivingchange.com.au/

[26] The portal used for delivering social services in Australia. Broadly similar to the Community Services Card in New Zealand.

[27] The Northern Territory's graduated licence system is less complicated and stringent than that in New South Wales, and once a provisional licence is obtained, it is merely a matter of time without licence suspensions or cancellations before a full licence is obtainable.

passengers for reward. The visiting team also issued another 125 licences outside of the project scope and trained local police officers, local government officers and teachers on motor vehicle registry processes, so they could provide appropriate licensing paperwork for community members.

Cullen et al. (2017) observed the operation of the programme, interviewed 30 key informants (with useful insights or unique perspectives; see p. 927), and reviewed government licensing data for service delivery trends and licensing rates before and after the programme's introduction. People interviewed were enthusiastic about the programme, considered it to have useful insights or unique perspectives, and thought it engaging and acceptable. Licensing increased more at intervention sites (learner 24% and full licence 18%) than in other remote areas where people were eligible for the programme but no intervention had occurred (learner licence 13% and full licence 8%). Licence uptake appeared to be related to the level of programme delivery.

The remote programme is part of a larger programme covering both remote and less remote areas. In its present form, a participant seeking a licence receives (DriveSafe NT, n.d.):

- a DriveSafe NT participant pack inclusive of all course materials
- access to theory classes and road safety education lessons
- learner and provisional licence and test fees
- subsidised driving lessons or access to trained supervising drivers
- two attempts at the practical driving assessment
- an online driver first aid course delivered by St John Ambulance.

The remote area component of the programme still includes an in-person community visit carried out by a dedicated DriveSafe remote areas team (Northern Territory Government, n.d.).

4.8.3.3 The Victorian L2P Programme

According to Freethy (2012), the Victorian L2P programme was introduced in 2009 to assist disadvantaged learner drivers to achieve the newly introduced 120-hours supervised on-road experience requirement (VicRoads, n.d.). The programme is funded mainly by the Transport Accident Commission[28] and administered by the Department of Transport and Planning. It is delivered by local councils and not-for-profit community groups providing in-kind and pecuniary support, discounted services and volunteer mentor support through supervised driving practice.

The programme is free to eligible learner drivers who are matched with fully licensed volunteer mentors and given access to a car to gain supervised driving experience. To be eligible, a person must meet the following criteria (Vicroads, n.d.):

- aged between 16 and 21 years (in some circumstances applicants up to 23 years are considered)
- hold a current Victorian learner permit
- not have access to a supervising driver and/or not have access to an appropriate vehicle
- be an Australian citizen or permanent resident (including new arrivals and refugees)
- not be an overseas student.

Freethy (2012) describes the programme as having the following primary objectives:

[28] A state governmental no-fault transport accident insurance scheme.

- improved road safety through compliance with the GDLS requirements, leading to reduced unlicensed driving, and crash and injury rates
- improved access to employment opportunities
- equal opportunities for young Victorians to obtain a driver's licence
- enhanced mobility
- opportunities for increased social connection.

Once the basic criteria above are complied with, the L2P programme has a prioritisation system for choosing who it will accept into its system. The system is divided into a mainstream programme and an enhanced programme (B. Cruise, Manager, L2P Program, Department of Transport and Planning, Road Safety, personal communication, 17 May 2023).

For the mainstream programme, additional prioritisation criteria include (B. Cruise, Manager, L2P Program, Department of Transport and Planning, Road Safety, personal communication, 17 May 2023):

- financial – holds a Health Care Card
- cultural – identifies as an Australian Aboriginal and/or Torres Strait Islander, or is a new arrival or refugee
- family – has a parent or guardian impacted through family violence, mental health or physical illness, is a twin or triplet, or a single parent under the age of 21
- housing – is experiencing homelessness, living in a low-socioeconomic status area or is not living at home.

The criteria for entering the enhanced programme is (B. Cruise, Manager, L2P Program, Department of Transport and Planning, Road Safety, personal communication, 17 May 2023):

> *In formal out of home care OR involved in, or at risk of involvement in the Justice System (ie on a diversion plan or supervision/probation order) AND is referred through an agency and has a case worker.*

The enhancement involves a small degree of extra funding per learner, in recognition that the backgrounds of the learners may mean more intensive effort is required to keep them in the programme (Victoria State Government Department of Transport, n.d.).

The cost of the programme to the major sponsor – the Transport Accident Commission – was AU$33.4 million in the 4 years up to June 2023 or AU$8.5 million per year. This can be taken as a lower bound, as the programme receives other less-well-documented funding from the Victorian Ministry of Transport and local councils. There are 2,800 places available per year, all filled, as demand is high. Some individuals may miss out on a place in the L2P programme due to this high demand. Dividing $8.5 million by 2,800 yields a cost to the Transport Accident Commission of $3,000 per learner.

4.8.4 Takeaways

- Australia has programmes to assist members of disadvantaged communities through the stages of state GDLS. The programmes aim to enable young people to obtain employment and provide driving services to families. The programmes may assist with essential life tasks including:
  - proving identity
  - preparing for the learner licence knowledge test
  - funding professional driving lessons
  - accessing a car and volunteer mentors to achieve 120 learner driving hours

  - preparing for the on-road practical licence test necessary for a provisional or restricted licence
  - lifting licensing sanctions and accumulated fines.
- A New Zealand programme would require a broadly similar approach, tailored to the needs of each local New Zealand situation..
- The Australia programmes are aimed at achieving independent restricted driving.
- The programmes are free to learners but are relatively expensive to provide per learner ($3,000 per learner for the L2P programme, with additional in-kind assistance), therefore, they require very considerable funding (and resources) to run and be successful.
- In New Zealand, a nationwide policy based on overarching principles that transcend culture, broadly along the lines of The Australian Indigenous Licensing Project logic model is worthy of serious consideration
- Under these principles, local programmes, appropriate to the cultures of the target groups involved, can be set up and nurtured.
- These programmes require monitoring, and the monitoring will require a minimum data set to be collected by each group for monitoring purposes.
- Considerable funding is needed to deliver driver licensing programmes to disadvantaged communities.

5 Survey findings

5.1 Participants

In the final overall sample of 12,826 people, females and Māori are overrepresented, and participants are reasonably evenly spread between the under- and over-25-years age groups (see Table 5.1). The non-licensed group was smaller, so the depth of the analysis undertaken was more limited for this group.

Table 5.1 Summary of valid survey respondents (percentages are of total respondents)

Summary of respondents	Licence group[29]				
	Total	Normal progress	Slow progress	Non-progress	Non-licensed
Total	12,826	4,137 (32%)	2,935 (23%)	5,668 (44%)	86 (0.7%)
Age group					
Under 25	5,187 (48%)	2,342 (22%)	836 (8%)	1,957 (18%)	52 (0.5%)
25+	5,678 (52%)	1,214 (11%)	1,707 (16%)	2,735 (25%)	22 (0.2%)
Gender					
Male	3,700 (33%)	1,438 (13%)	898 (8%)	1,221 (11%)	23 (0.2%)
Female	7,245 (65%)	2,064 (19%)	1,607 (15%)	3,337 (31%)	45 (0.4%)
Another gender	176 (2%)	41 (0.4%)	26 (0.2%)	93 (0.9%)	5 (0.05%)
Ethnicity					
New Zealand European / Pākehā	6,971 (66%)	2,720 (26%)	1,682 (16%)	2,520 (24%)	49 (0.5%)
Māori	2,531 (24%)	539 (5%)	582 (5%)	1,396 (13%)	14 (0.1%)
Pasifika	1,097 (10%)	154 (1%)	221 (2%)	718 (7%)	4 (0.05%)
Another ethnicity	2,510 (24%)	710 (7%)	607 (6%)	1,169 (11%)	24 (0.2%)

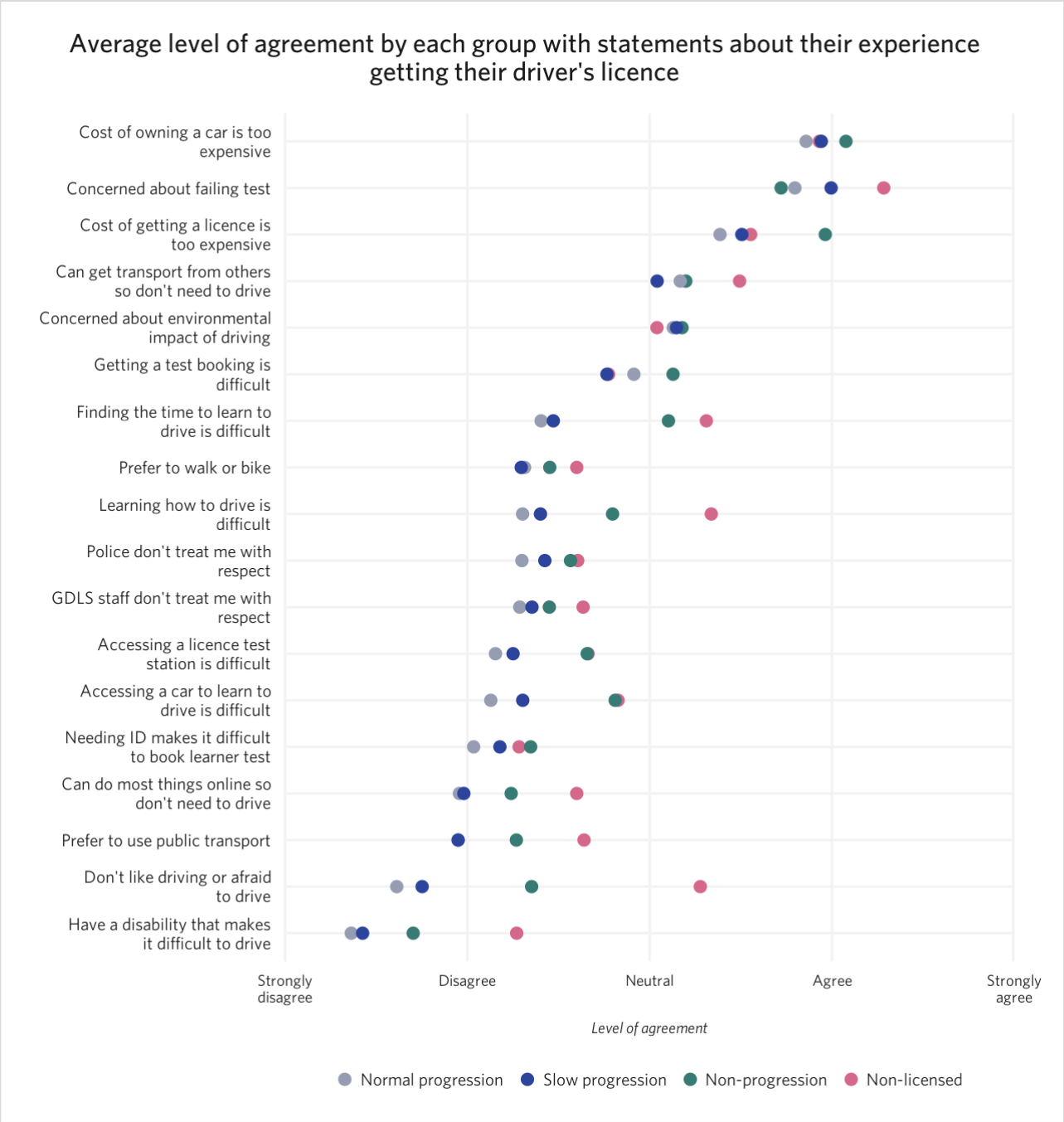
5.2 Barriers, motivations and solutions by progression group

To understand the experience of each group (normal progression, slow progression, non-progression and non-licensed) with the GDLS, respondents were asked to state their level of agreement with a range of experience statements.

The average level of agreement for each statement is shown in Figure 5.1, ranked in order of the mean score for normal progressors.

[29] Normal progressors: full licence holders who held their restricted licence for less than 2.8 years. Slow progressors: full licence holders who held their restricted licence for more than 2.8 years. Non-progressors: people on a learner or restricted licence who have held it for more than 2.8 years.

Figure 5.1 Average level of agreement, by each group, with statements about their experience getting their driver's licence



Analysis of variance (ANOVA) tests were run on each of the statements across all four progression groups. All came back showing statistically significant variances ($\alpha = 0.05$), with the exception of the statement 'I am concerned about the environmental impact of driving'. Post-hoc t-tests were run on each of the statistically significant groups using the Bonferroni adjustment[30], identifying a large number of between-group significant differences (72% were statistically significant).

[30] This adjustment is aimed at compensating for the fact that where multiple hypotheses are tested, it becomes more probable that a rare event will be observed and thus the probability that a correct null hypothesis is rejected increases.

The overall pattern shown in Figure 5.1 is that respondents in the slow progression, non-progression and non-licensed groups are more likely to have a higher level of agreement with almost all of the statements, with the non-licensed group agreeing the most, followed by the non-progression group and the slow progression group.

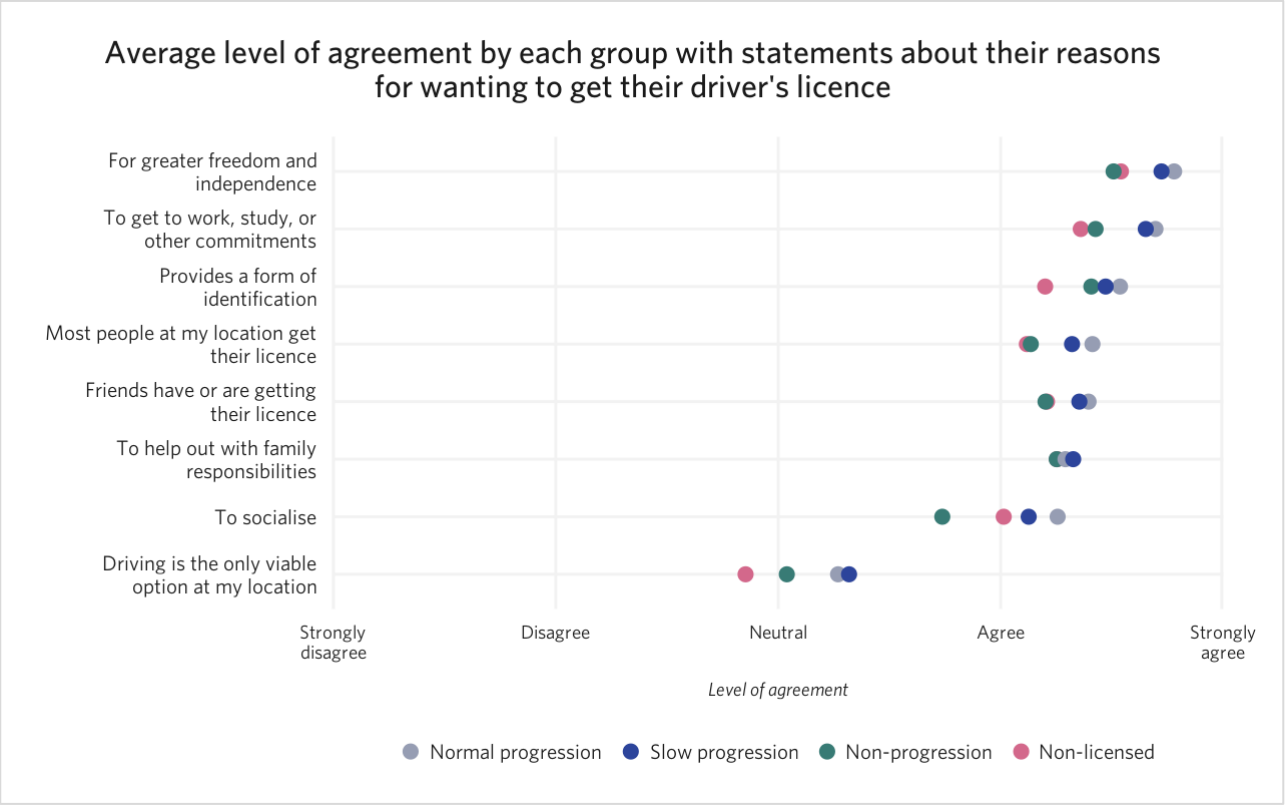
Given that the slow progression group would have been non-progressors until they obtained their full licence, part of the variation in differences between the groups may be explained by how current their knowledge of the GDLS is, and how much of it they have already completed. A person beginning their licensing journey (non-licensed) still has the whole road ahead of them, while a person still in the process of completing their journey (non-progression) may be actively dealing with challenges such as getting a car, learning to drive, and booking and passing tests. These groups are arguably more immersed in the challenges of the GDLS, compared to a slow progressor (or normal progressor) who has already made it through, and may not remember as clearly the experiences they had while still in it.

Differences between the groups can be categorised into several themes.

- **Anxiety:** Concern about failing a test is the second most highly ranked barrier amongst normal progressors, but for the non-licensed and slow progression groups it is ranked first. Non-licensed and non-progression groups indicate that learning how to drive is much more difficult, as well as being much more likely to agree that they don't like driving or are afraid to drive.
- **Cost:** The cost of owning a car is the most highly ranked barrier in the normal progression and non-progression groups, and is ranked second for the slow progression and non-licensed groups. However, there is little difference between them (those in the non-progression group are slightly more likely to agree that vehicle cost is a barrier). There is a greater difference between the non-progression group and the rest when it comes to agreeing that the cost of getting a licence is too expensive.
- **Time:** The non-progression and non-licensed groups both agree more strongly that it is difficult to find the time to learn how to drive.
- **Access:** The non-progression and non-licensed groups also both agree more strongly that they find it more difficult to access a licence testing station and access a car for practice and testing.
- **Alternative travel:** The non-progression group has a slightly greater preference for walking or biking compared to the normal progression group (the non-licensed group also does, but it is not a statistically significant difference). Both the non-progression and non-licensed groups also have a greater preference for public transport and being able to get things done online. However, the mean agreement scores for both groups are still closer to disagree for all three travel-related statements.

Respondents were also asked to state their level of agreement with statements about their reasons for wanting to get their driver's licence. The average group scores are shown in Figure 5.2.

Figure 5.2 Average level of agreement, by each group, with statements about their reasons for wanting to get their driver's licence



ANOVA tests were run on each of the statements across all four progression groups, finding significant variations ($\alpha = 0.05$) for all statements. Post-hoc t-tests with the Bonferroni adjustment found between-group significant differences for 56% of group pairs.

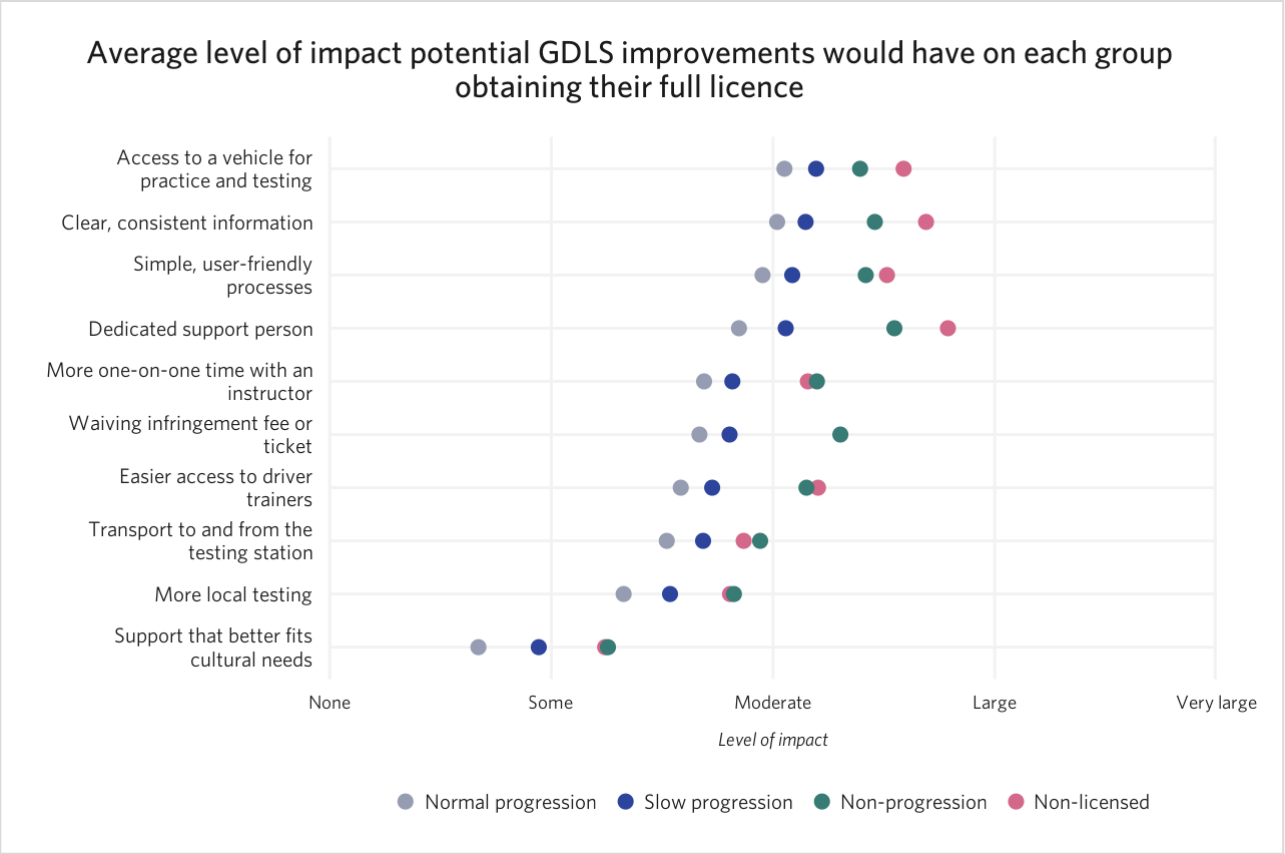
Overall, there is less variation in the reasons people in each group want to get their licence. There are high levels of agreement across all the statements, with the exception of 'driving is the only viable option at my location', where the mean level of agreement for all four groups is around neutral. Normal progressors tend to agree slightly more with the reasons, followed closely by slow progressors, non-progressors and non-licensed.

Notable differences include:

- people in the non-licensed group are slightly less likely than all other groups to say that they want a licence to provide a form of identification
- people in the non-progression group are somewhat less likely than all other groups to say that they want a licence to be able to socialise
- both non-licensed and non-progression groups are slightly less likely to say that driving is the only viable option at their location (ie they have alternative modes of transport).

Respondents were then asked to state how much impact potential GDLS improvements (via the statements in Figure 5.4, eg access to a vehicle for practice and testing) would have on their ability to progress to their full driver's licence. The average impact level for each group is shown in Figure 5.3.

Figure 5.3 Average level of impact potential GDLS improvements would have on each group obtaining their full licence



ANOVA tests were run on each of the support initiatives across each of the four groups, finding significant variations ($\alpha = 0.05$) for all statements. Post-hoc t-tests with the Bonferroni adjustment revealed a high proportion (72%) of the between-group differences are significant.

There is a relatively clear pattern in the data, with the normal progression group rating the level of impact each potential improvement would have lower than all other groups, followed by the slow progression, non-progression and non-licensed groups.

Notable differences include the following.

- For both the non-progression and non-licensed groups, having a dedicated support person would have the largest impact, followed by clear and consistent information. A simple and user-friendly process is third for the non-progression group and fourth for the non-licensed group. This suggests that these groups find the GDLS more complicated to navigate than the other groups, which could be remedied by improving information and processes, and/or by having someone to help them on their driving journey.
- Access to a vehicle for practice and testing is also in the top four for all groups, after which there is a noticeable drop-off before the other improvements.
- More one-on-one time with an instructor would be more beneficial for the non-progression and non-licensed groups.

- For non-progressors who have received a driving infringement fee or ticket within the past 5 years, waiving it would make a noticeable difference to their progression. (Note: the non-licensed sample size was too small to show for this improvement).

Respondents were also asked whether they had done various driver-training programmes, including instructor lessons, the Drive programme[31], a local-area programme and a high-school programme. The results are shown in Figure 5.4.

Figure 5.4 Whether respondents in each licence group have done various driver-training programmes[32]

Chi-squared tests were run on the four programmes across each of the four groups, finding significant differences between all of them ($\alpha = 0.05$).

As drivers progress through the GDLS they are more likely to have done various driver-training programmes. For instructor lessons, the Drive programme and the local-area programme, drivers further along on their journey are more likely to have done these programmes at some point, so it makes sense that normal progressors and slow progressors would have completed them at higher rates than non-progressors and non-licensed. In the case of the high-school programme, however, drivers would only be able to complete

[31] Online resources and Drive Go app at https://drive.govt.nz

[32] 'No' combines both 'no' and 'no, but I have considered it' responses. 'Not sure' responses have been excluded.

this while they were still at school. A much higher proportion of normal progressors completed a high-school programme compared to the other three groups, suggesting that early intervention can make a difference to a driver's progression rate.

Another finding is that slow progressors are less likely than normal progressors to have completed all four programme types, despite both normal and slow progressors having made it to their full licence.

5.3 Higher risk drivers

Respondents were grouped into higher and lower risk groups, based on whether they had been in a crash within the past 5 years where they were at fault. The further along a person is in their progression journey, the more likely they were to have been involved in a crash – 18% of normal progressors, 15% of slow progressors, and 12% of non-progressors had been involved in a crash in the past 5 years where they were at fault. This is likely due to the level of driving exposure each group has, not because non-progressors are safer drivers than normal or slow progressors – those on learner and restricted licences just drive less often than those on their full licence (this is shown in the NZHTS data).

The mean impact level the potential improvements would have on each group were compared using t-tests. There was one positive significant difference ($\alpha = 0.05$) – higher risk drivers rated access to a vehicle for practice and testing as slightly more impactful than lower risk drivers. There were also two other significant differences, but in the opposite direction – higher risk drivers rated easier access to driver trainers and more local testing as slightly less impactful than lower risk drivers.

To see whether various driver-training programmes had any association with whether a person was a high or low risk, chi-squared tests ($\alpha = 0.05$) were run comparing the proportion of people in each risk group who had done each of the four programmes (Drive programme, local-area programme, high-school programme, and instructor lessons). There was no significant difference between the two groups in terms of the proportion who had done the Drive programme and instructor lessons, but there was a significant difference between the proportion of people in each risk group who had done a local-area programme and high-school programme. A slightly greater proportion of higher risk drivers had done these programmes (3 percentage point difference for each). While this may suggest that the programmes are having a negative effect on driver behaviour, the difference could also be explained by keener drivers self-selecting and choosing to do the programmes, or by higher risk drivers being encouraged to do the programmes to improve their driving.

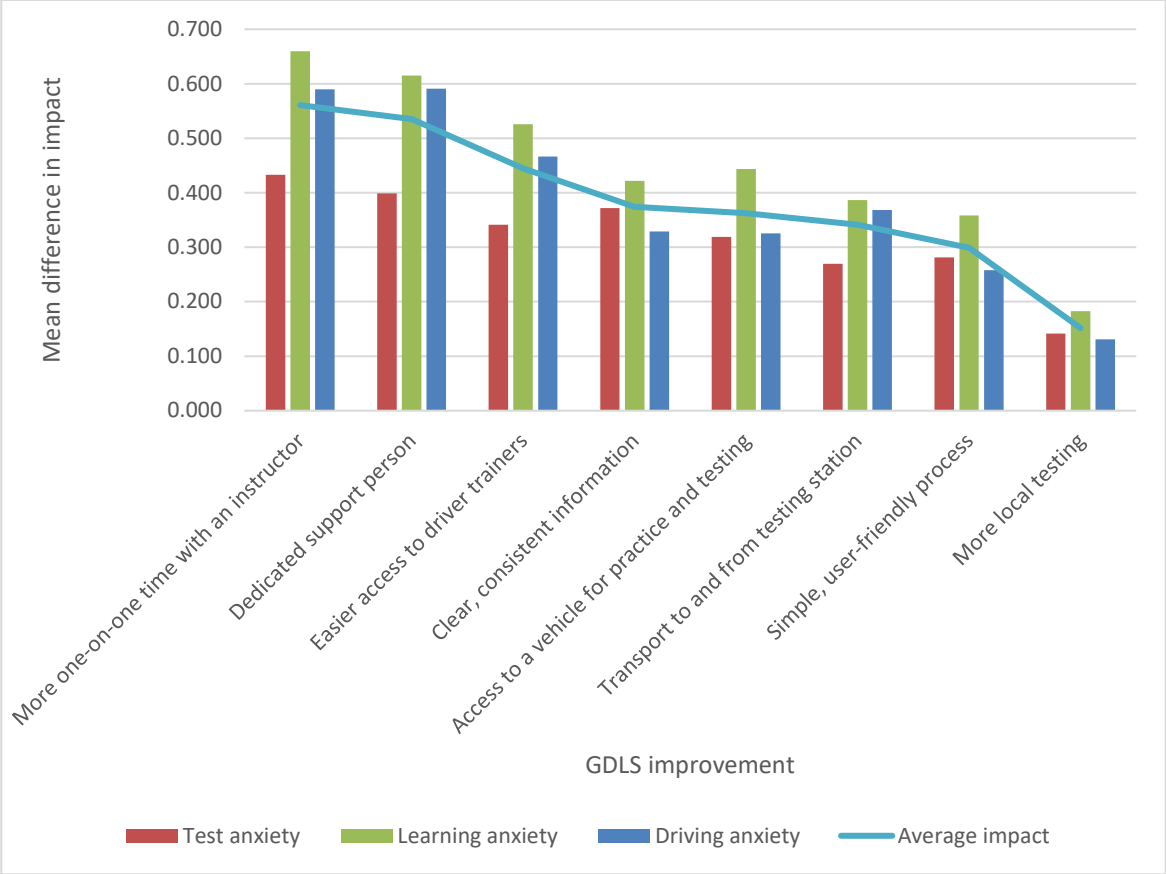
5.4 Anxious drivers

Anxiety, including test anxiety, was a key barrier to access to and progress through the GDLS. Consequently, analyses of GDLS improvement areas were also examined for those who agreed or strongly agreed that they had test anxiety, anxiety about learning to drive, and fear (or dislike) of driving to see whether certain solutions might be more effective. T-tests around GDLS improvements revealed that the greatest mean differences were related to more contact time and clearer information (see Figure 5.5). Waiving tickets and support that better fits cultural needs did not differ significantly between the groups across all three anxiety metrics ($p > .05$). All other improvements were significant ($p < .05$).

The largest mean differences (indicating greater impact for anxious drivers to progress to a full licence) include:

- more one-on-one time with an instructor
- a dedicated support person
- clear, consistent information
- easier access to driver trainers.

Figure 5.5 **Mean difference in impact of GDLS improvement area for those who agreed they had test, learning or driving anxiety, compared with those who did not have these anxieties (ordered by average impact)**



5.5 Non-licensed people

5.5.1 What proportion of non-licensed people have a need to drive?

Of those who were non-licensed, 10% (n = 10) indicated that they did not have a need to drive (ie they had better transport options available to them right now). The remaining 76 non-licensed respondents indicated that they do have a need to drive.

5.5.2 What are the characteristics of non-licensed people?

A greater proportion of the non-licensed group are under the age of 25 (71%) and female (66%). While there is no statistical significance between these proportions and those of the normal progressor sample (based on chi-squared tests at the 0.05 significance level), due to the difficulty of reaching non-licensed people this part of the study is relatively underpowered (n = 80). The small sample size of the non-licensed group also limited the ability to look at other demographic characteristics, such as ethnicity.

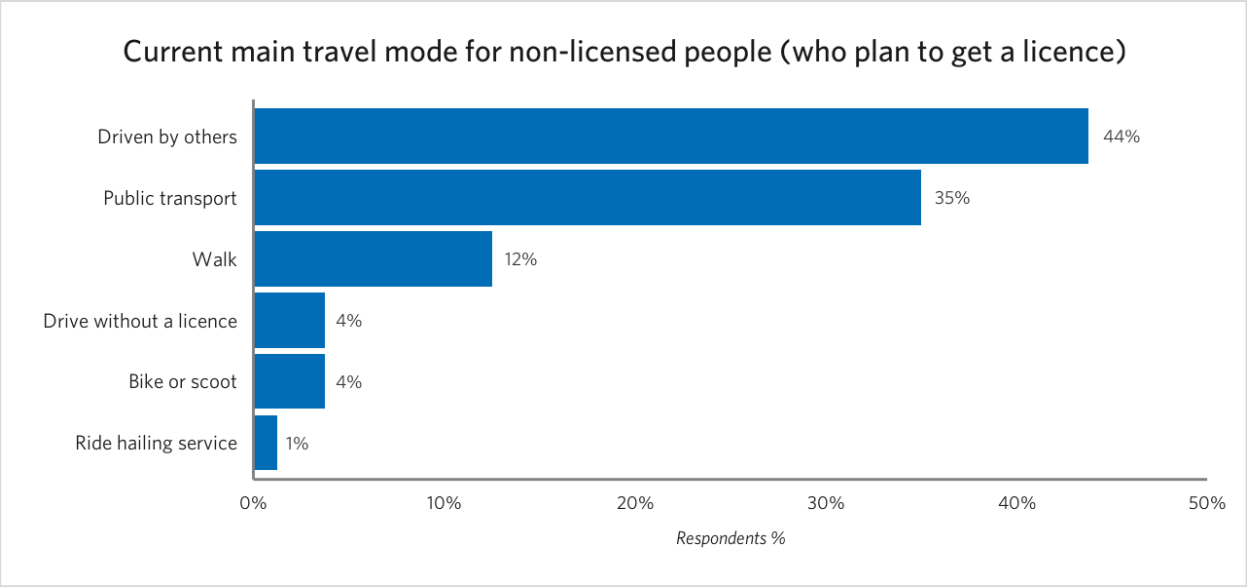
5.5.3 How are non-licensed people travelling?

Of all respondents who do not currently have a driver's licence, 93% plan to get their licence, with 50% saying they plan to get their learner licence within the next 6 months.

Respondents who have no need to drive and no plans to get their licence were excluded from the following analysis. Non-licensed people (who plan to get a licence) were asked what their main mode of travel

currently is, as shown in Figure 5.6. Most are driven by others (44%), use public transport (35%) or walk (12%). A small proportion (4%) drive without a licence. However, personal business (eg a doctor), work, transporting someone else and study also feature prominently.

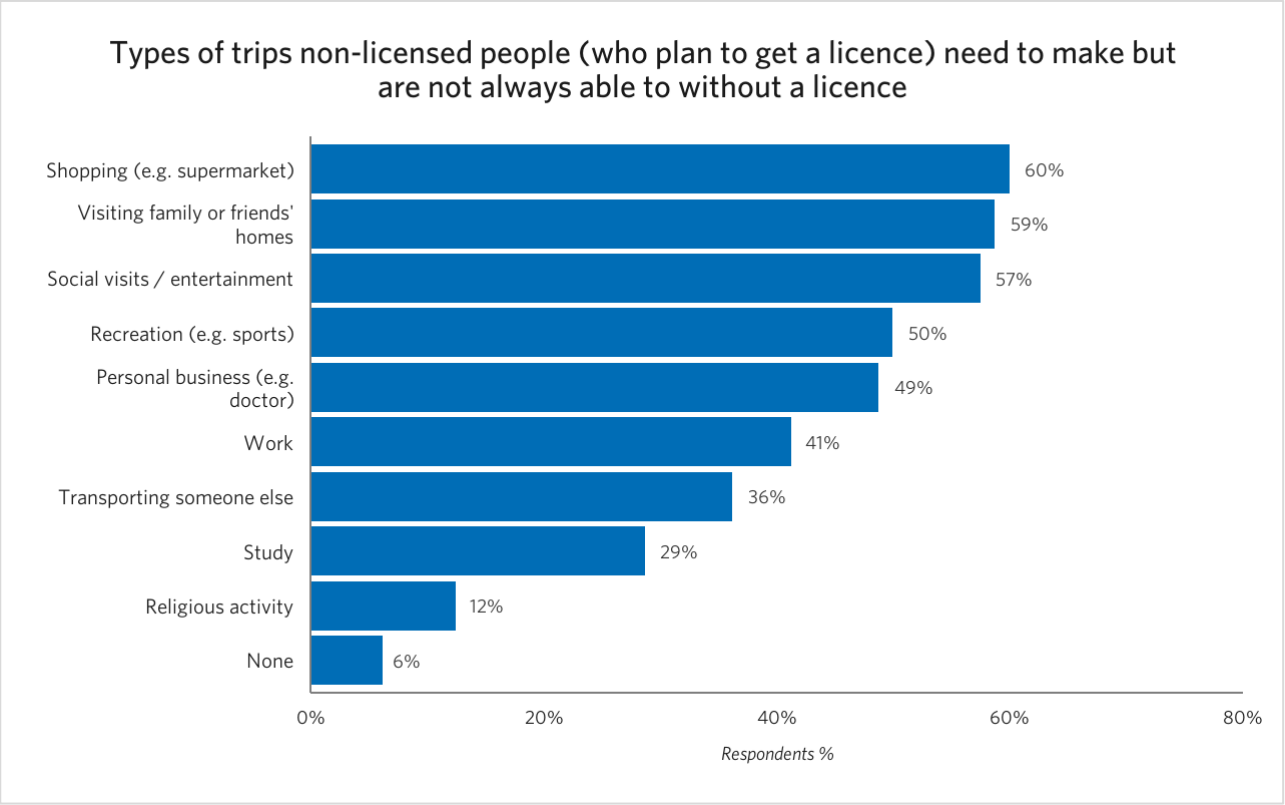
Figure 5.6 Current main travel mode for non-licensed people (who plan to get a licence) (n = 80)



5.5.4 What needed trips are not being made?

The non-licensed group were also asked what trips they need to make, but are not always able to without a licence, as shown in Figure 5.7. The most common trip types are shopping, visiting family or friends, and social visits and entertainment.

Figure 5.7 Types of trips non-licensed people (who plan to get a licence) need to make, but are not always able to without a licence (n = 80)



5.6 Who most needs support to progress through the licensing system?

5.6.1 What characteristics are associated with difficulty progressing?

To identify the characteristics of people who have difficulty with progressing through the licensing system (relative to those who had progressed at a normal pace) three binary logistic regression statistical analyses were run to look at the characteristics most likely to influence the likelihood of being in the following groups.

1. Non-progressors group (those with a learner or restricted licence who have held them for more than 2.8 years).
2. Slow-progressors group (those with a full licence who spent more than 2.8 years on their restricted).
3. Difficulty progressing group (a combination of non- and slow-progressors).

See Appendix B for more details on the regression analyses (including model summary tables and statistical analyses).

Overall, the models had robust sample sizes, explained between 19% and 31% of the variance in having difficulty progressing through the driver licensing system, and correctly classified between 66% and 72% of people (see Table 5.2).

Table 5.2 Variance explained and classification accuracy by group

Group	N	Variance explained (Nagelkerke R^2)	Classification accuracy
Non-progressors group	5,668	31%	72%
Slow progressors group	2,935	19%	66%
Difficulty progressing group	8,603	23%	71%

Figure 5.8 shows the significant characteristics and the strength of their influence using odds ratios. Positive or negative scores reveal a positive or negative[33] relationship with progression. The key indicates slow, non- or difficulty overall (combining the non and slow groups) progression. For example, people who identified as Pasifika were 3.7 times more likely to be non-progressors, but only 1.36 times more likely to be slow progressors.[34]

The analysis identified the following groups who are more likely to be a slow or non-progressor:

- Pasifika
- Māori
- people aged 25+
- people who are unemployed
- people who have children
- females
- people who are financially unstable
- people living with a disability.

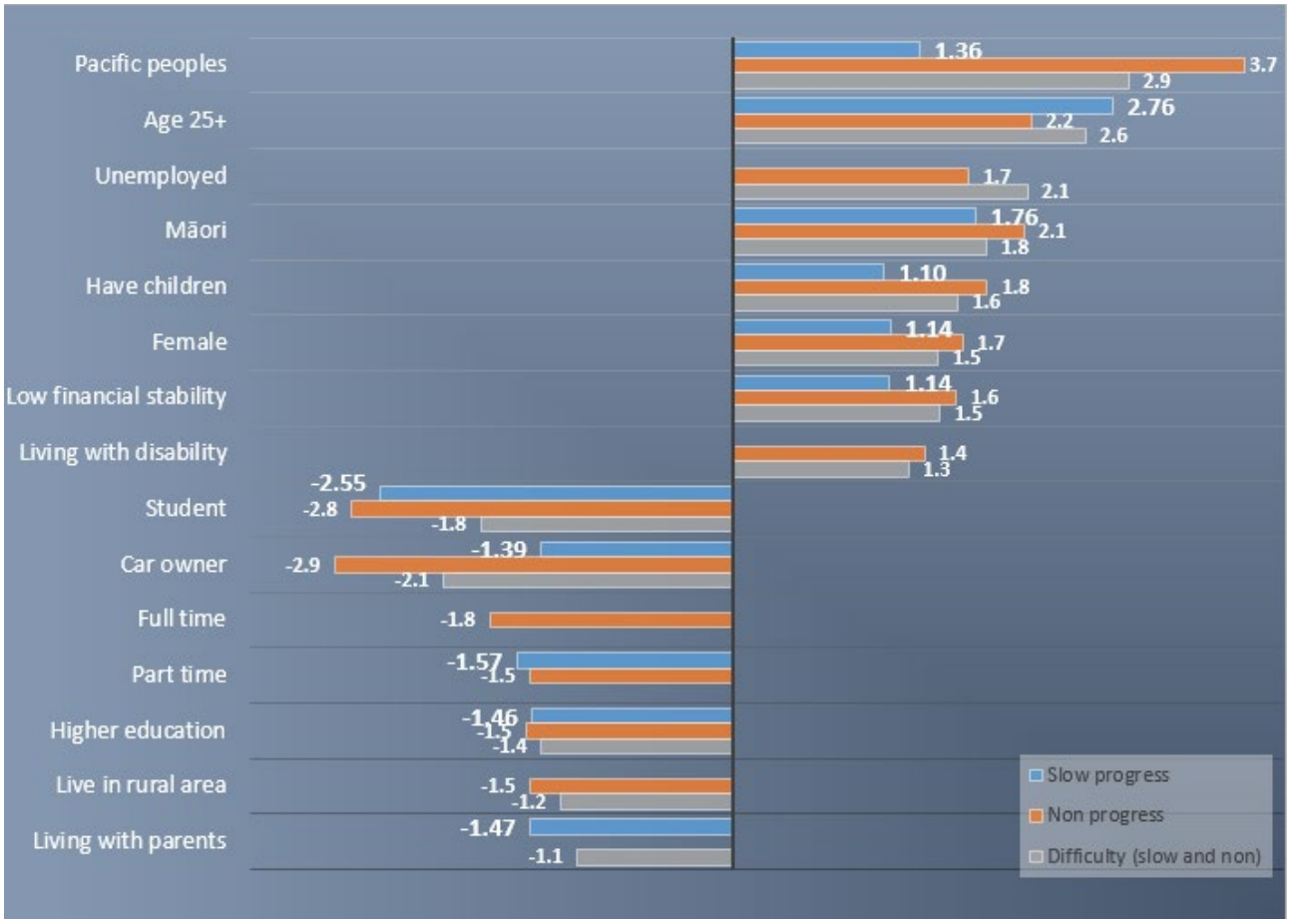
Some groups were also found to be more likely to be normal progressors, including people who own a car, people employed full time or part time, students, people with higher levels of education (NCEA Level 3 or above), people living in a rural area and people living with their parents. For several of these groups, there are obvious reasons why they are more likely to be normal progressors – access to a car is essential to be able to learn how to drive, people who are employed or studying often need to drive to their place of work or study, and people living in a rural area generally do not have viable alternative transport options.

For the people with higher levels of education and people living with their parents, further analysis was considered worthwhile. These groups were reversed (ie given negative signs in front of their odds ratios) to align with the groups having difficulty progressing described above, people with lower levels of education (NCEA Level 2 or below) and people living away from their parents (see Figure 5.8).

[33] Based on estimated log odds.

[34] Note that the data based on three different regressions has been placed together in one figure for ease of seeing the relative importance of factors in one location. Direct comparisons between regressions should be treated with caution (as they are based on different models and different levels of explained variance).

Figure 5.8 Adjusted odds ratios for likelihood of being in the non, slow and combined difficulty in progressing groups



5.6.2 Slow and non-progressors

To explore the groups having difficulty progressing in more detail, their responses to the experience (barriers) and improvements (solutions) questions were compared with the responses from all slow and non-progressors. Table 5.3 shows the results for the experience in getting a licence question – the experience statements are ranked in order of the proportion of all slow and non-progressors who either 'agreed' or 'strongly agreed' with each statement; and the percentage point differences between each group's agreement proportion and the overall slow and non-progressor agreement proportion for each statement are shown.

A positive difference indicates a greater proportion of agreement with the statement, while a negative difference indicates a greater proportion of disagreement with the statement. Agreement differences of 5% or greater are highlighted.

Table 5.4 shows the results for the improvement question, with the proportions being the slow and non-progressors who responded that the improvement would have either a 'large' or 'very large' impact.

Table 5.3 Slow and non-progressors by proportion who agree or strongly agree with statements about their experience getting their licence

Slow and non-progressors by proportion who *agree* or *strongly agree* with statements about their experience getting their licence		*Difference compared to all slow and non-progressors*									
	All slow and non-progress	Pasifika	Māori	Age 25+	Female	Living with disability	Living away from parents	Has children	Unemployed	Financially unstable	NCEA Level 2 or below
Cost of owning a car is too expensive	75%	+3%	+2%	-1%	+2%	+5%	+2%	+1%	+2%	+12%	-2%
Concerned about failing test	68%	-5%	-5%	+1%	+4%	+7%	-	-3%	-2%	+1%	-5%
Cost of getting a licence is too expensive	66%	+1%	+1%	-1%	+4%	+7%	+1%	+2%	+5%	+11%	-1%
Can get transport from others so don't need to drive	45%	+3%	-1%	-3%	+1%	+1%	-5%	-9%	-4%	-11%	-7%
Concerned about environmental impact of driving	41%	-12%	-8%	-	+1%	+6%	-1%	-10%	-6%	-5%	-14%
Getting a test booking is difficult	38%	-8%	-4%	-4%	-	+4%	-2%	-7%	-6%	+5%	-5%
Finding the time to learn to drive is difficult	35%	-11%	-7%	-2%	+2%	+9%	-2%	-9%	-8%	+2%	-10%
Accessing a car to learn to drive is difficult	27%	-6%	-1%	-1%	-	+9%	+1%	-5%	-	+7%	-3%
Learning how to drive is difficult	26%	-10%	-7%	-	+3%	+12%	-1%	-8%	-4%	-1%	-10%
Accessing a licence test station is difficult	20%	-5%	-1%	-	-	+4%	-1%	-2%	-2%	+4%	-4%
Don't like driving or afraid to drive	17%	-6%	-5%	-1%	+2%	+11%	-2%	-6%	-2%	-	-6%
Needing ID makes it difficult to book learner test	17%	+2%	+6%	-	-1%	+4%	+1%	+4%	6%	+8%	+8%
Prefer to walk or bike	17%	-9%	-5%	-	-2%	+2%	-	-5%	-3%	-2%	-7%
Can do most things online so don't need to drive	15%	-4%	-3%	-	-1%	+4%	-2%	-4%	+4%	-3%	-4%
Prefer to use public transport	13%	-6%	-5%	-1%	-1%	+3%	-	-7%	-4%	-3%	-8%
GDLS staff don't treat me with respect	12%	-3%	-	-	-1%	+3%	-1%	-	-	+6%	+2%
Police don't treat me with respect	12%	-3%	+2%	-1%	-2%	+5%	-	-2%	+2%	+7%	+2%
Have a disability that makes it difficult to drive	6%	-	-	-	-	+20%	-1%	-2%	+4%	+3%	-

Table 5.4 Slow and non-progressors by proportion who said GDLS improvements would have a large or very large impact on getting their full licence

Slow and non-progressors by proportion who said GDLS improvements would have a *large* or *very large* impact on getting their full licence		*Difference compared to all slow and non-progressors*									
	All slow and non-progress	Pasifika	Māori	Age 25+	Female	Living with disability	Living away from parents	Has children	Unemployed	Financially unstable	NCEA Level 2 or below
Dedicated support person	53%	+8%	+4%	+1%	+4%	+9%	+1%	+5%	+3%	+8%	-
Access to a vehicle for practice and testing	53%	+8%	+3%	+1%	+2%	+4%	+2%	+2%	+4%	+9%	-2%
Clear, consistent information	50%	+10%	+3%	+1%	+3%	+6%	-	+4%	-	+7%	-2%
Simple, user-friendly processes	47%	+8%	+3%	+1%	+2%	+5%	-	+3%	-1%	+7%	-3%
Waiving infringement fee or ticket	46%	+11%	+4%	-2%	-	+2%	+2%	+6%	+5%	+15%	+2%
More one-on-one time with an instructor	43%	+9%	+3%	+1%	+4%	+8%	-	+4%	+3%	+6%	-1%
Easier access to driver trainers	39%	+10%	+4%	+1%	+3%	+6%	+1%	+4%	-	+7%	-3%
Transport to and from the testing station	36%	+7%	+3%	+2%	+3%	+4%	+1%	+5%	+3%	+7%	+1%
More local testing	31%	+10%	+5%	+2%	+1%	+1%	-	+6%	-	+5%	-1%
Support that better fits cultural needs	19%	+20%	+7%	+2%	+1%	-	+1%	+9%	+2%	+7%	+1%

5.6.2.1 Summary of slow and non-progressor findings

There are three statements about experience in gaining a licence with 50%+ levels of agreement for the total slow and non-progressor group: 'the cost of owning a car is too expensive' (75%), 'I am/was concerned about failing a licence test' (68%), and 'the cost of getting a licence is too expensive' (66%). There is a clear distinction between these three statements, which each have two-thirds or greater levels of agreement, and the next statement ('I can get transport from others so don't need to drive'), which has just under half (45%) combined agreement.

Cost is therefore the most notable barrier across all people who are having difficulty progressing through the GDLS, with two of the top-three experience statements being about cost (owning a vehicle and getting a licence). This is closely followed by concern about failing a test.

Looking at the potential improvements, there are also three that would have a large impact for 50%+ of those in the slow and non-progressor group: having a dedicated support person (53%), access to a vehicle for practice and testing (53%), and clear, consistent information (50%). There is less of a distinction between the top three and the remaining impact categories, with the fourth ranked improvement (simple, user-friendly processes) being impactful for 47% of slow and non-progressors.

Access to key resources (a support person and a vehicle) is therefore the improvement that would have the greatest impact on all slow and non-progressors, with improvements to the GDLS systems and processes being a close second.

Looking at the differences between the key demographic groups, seven show differences of plus or minus 5 percentage points in their level of agreement or support across at least two categories:

1. Pasifika
2. Māori
3. People living with a disability
4. People with children
5. People who are unemployed
6. People who are financially unstable
7. People with lower levels of education (NCEA Level 2 or below).

For the other three groups (people aged 25 or older, female, and people living away from their parents) their experiences with the GDLS and improvements that would help them obtain their full licence are comparable to those for all slow and non-progressors.

The above seven groups with notable differences are discussed in the following sections.

5.6.2.2 Pasifika

Pasifika people (10% of the sample, N=1,097, with 2% slow-progressors (N=221) and 7% non-progressors (N=718)) report greater levels of disagreement across the experience in licensing statements, indicating they may be less affected by many of the barriers than all slow and non-progressors. While there are exceptions (they agree slightly more that the cost of owning a car is too expensive and that they can get transport from others so don't need to drive), in general they disagree more with almost all the statements. In particular, they are less concerned about the environmental impact of driving (-12% percentage point difference compared to the total slow and non-progressor proportion), and disagree more that it is difficult to find the time to learn how to drive (-11%), and that learning how to drive is difficult (-10%). Compared to the top three, their main point of difference is that they are less concerned about failing a licence test (-5%). However overall, the majority of Pasifika slow and non-progressors still express levels of concern.

Across several statements that can be broadly themed as those relating to anxiety, Pasifika people have lower levels of anxiety with the GDLS than all slow and non-progressors. This includes less concern about failing a test and learning how to drive, as well being less afraid of driving overall (-6%). They also generally have better levels of access to a car to learn to drive (-6%) and a licence test station (-5%). Booking a test is also less of a barrier (-8%), and they are less interested in alternative forms of transport (-9% for walking and biking and -6% for public transport).

However, although Pasifika do report fewer barriers to obtaining their licence than all slow and non-progressors, there is more of a distinction between their top barriers and the rest. The top three barriers for Pasifika people are the cost of owning a car (78% agree), the cost of getting a licence (67% agree) and anxiety about failing the test (63% agree). Pasifika also have a greater level of agreement with not needing to drive because they are able to get transport from others (48%), which is also notably higher than their level of agreement with the rest of the statements.

Cost is therefore the most important barrier preventing Pasifika slow and non-progressors from moving through the GDLS, with each cost statement having more than two-thirds agreement. Test anxiety is the second most important barrier.

In terms of solutions, Pasifika slow and non-progressors say that all 10 potential improvements would have a greater impact on their ability to get a full licence compared to all slow and non-progressors. The most notable difference is the level of impact that better cultural support would have (+20%), though this is still the lowest ranked improvement overall for Pasifika with 39% total support. Across all other improvements, the percentage point difference for Pasifika is between 7% and 11%. Their top-three improvements are the same as the overall top three for all slow and non-progressors (dedicated support person, access to a vehicle, and clear and consistent information – all having a large impact on 60% or more Pasifika slow and non-progressors). For those who have received an infringement fee or ticket within the past 5 years, waiving their fee or ticket is also a popular solution, having a large impact on 57% of this group.

5.6.2.3 Māori

Māori also report greater levels of disagreement across most of the experience in licensing statements, though to a lesser degree than Pasifika.

Compared to all slow and non-progressors, Māori are less concerned about failing a test (-7%), less concerned about the environmental impact of driving (-8%), and disagree more that it is difficult to learn how to drive and find the time to learn how to drive (-7% for both). Māori are also generally less afraid of driving (-5%) and are less interested in alternative forms of transport (-5% for both walking and biking and public transport). There is one notable increased level of agreement – Māori agree more strongly than all slow and non-progressors that needing identification makes it difficult to book their learner test (+6%). However, the total proportion of Māori slow and non-progressors who agree with this statement is still comparatively low at 23%.

Despite these differences, the ranking by agreement with the experience in licensing statements for Māori slow and non-progressors is similar to the overall ranking for all slow and non-progressors. As for Pasifika people, there is a large gap between their level of agreement with the top-three experience statements and the rest of the experience in licensing statements. The top-three barriers for Māori are the same as for Pasifika: the cost of owning a car, the cost of getting a licence, and concern about failing a test.

There is less variation shown from all slow and non-progressors when it comes to solutions that would help Māori slow and non-progressors get their full licence. The only two solutions with a greater than 5 percentage point difference are more local testing (+5%) and support that better fits cultural needs (+7%). However, both are still ranked as the bottom two solutions for Māori slow and non-progressors. Pasifika slow

and non-progressors said that support that better fits cultural needs would be much more impactful (+20% compared to +7%), suggesting that the current GDLS may be more culturally sensitive to the needs of Māori compared to Pasifika (though there is still room for improvement with both groups).

The top solutions for Māori slow and non-progressors are the same as for all slow and non-progressors (and the same as for Pasifika) – a dedicated support person (large impact for 57%), access to a vehicle for practice and testing (large impact for 56%), and clear, consistent information (large impact for 53%).

5.6.2.4 People living with a disability

People living with a disability report greater levels of agreement with all the experience in licensing statements, indicating that they are all more of a barrier when compared to all slow and non-progressors. They agree between 5% to +7% with each of the top three statements (cost of owning a car is too expensive, concerned about failing a test, and cost of getting a licence is too expensive), though the order does not change compared to the order for all slow and non-progressors. Other notable differences are their level of agreement that learning how to drive is difficult (+12%) and that they don't like driving or are afraid to drive (+11%). This indicates that people living with a disability are more likely to report that the driving itself is a barrier.

The most impactful solution for people living with a disability would be having a dedicated support person, with an overall impact score of 62%, the highest level of impact any improvement would have on any group. Other direct support initiatives also score higher, including more one-on-one time with an instructor (+8%) and easier access to driver trainers (+6%). Improvements to GDLS systems and processes would also make a difference – including clear, consistent information (+6%) and simple, user-friendly processes (+5%).

5.6.2.5 People with children

Slow and non-progressors with children generally agree less with the experience in licensing statements, indicating that they are less of a barrier than for all slow and non-progressors. The most notable difference is less concern about the environmental impacts of driving (-10%). They also are less likely to be able to get transport from others (-9%), have fewer difficulties getting a test booking (-7%) and fewer difficulties finding the time to learn to drive (-9%). However, just as with Pasifika people, the less impact these barriers have on them makes the gap between the top-three barriers and the rest more noticeable. In total, 76% of slow and non-progressors with children find the cost of owning a car too expensive, 68% find the cost of getting a licence too expensive, and 65% were or are afraid of failing a licence test. Cost therefore is the largest barrier this group faces, followed by test anxiety.

Solutions for slow and non-progressors with children that would have an impact on their ability to get their full licence are similar to the overall solutions, with the top solution (dedicated support person) agreed to by 5% more of this group than the whole slow/non-progressors group. For those who have received a ticket or fee within the past 5 years, waiving the ticket or fee is also a popular solution (+6%).

5.6.2.6 People who are unemployed

People who are unemployed have fewer differences in their level of agreement with the experience in licensing statements, but there are still a couple of notable differences. They are more likely to agree that the cost of getting a licence is too expensive (+5%), less likely to be concerned about the environmental impact of driving (-6%), and less likely to say that finding the time to drive and getting a test booking is difficult (-8% and -6% respectively). Their top-three barriers are the same as for all slow and non-progressors, just in a slightly different order – the cost of owning a car is too expensive (77% agree), the cost of getting a licence is too expensive (71% agree), and they are concerned about failing the test (66% agree). There is a distinction

between the top three and the rest of the barriers, indicating that cost followed by test anxiety are the two largest barriers this group faces.

In terms of solutions, only one improvement stands out – for those who have received a ticket or fee within the past 5 years, people who are unemployed are more likely to be receptive to the idea of having their ticket or fee waived (+5%).

5.6.2.7 People who are financially unstable

People who reported that they are financially unstable (those who say their financial resources cover 'very little' of their needs) agree much more strongly than any other group with the statements that the cost of owning a car is too expensive (+12%) and the cost of getting a licence is too expensive (+11%). Other notable differences are that they are much less likely to be able to get transport from others (-11%), are less concerned about the environmental impact of driving (-5%), and are more likely to find booking a test and accessing a car difficult (+5% and +7%, respectively). Those who are financially unstable report the highest levels of feelings of disrespect from GDLS staff and police (+6% and +7%, respectively), although the overall proportion is still low.

Many of the experiences of people who are financially unstable relate to cost, and their top-two barriers are overwhelmingly cost – a total of 87% of this group agree that the cost of owning a car is too expensive, and 77% agree that the cost of getting a licence is too expensive. The third-largest barrier is concern about failing a test (69%).

The most significant difference among the solutions is the level of impact that waiving a ticket or fee would have on those who had received one within the past 5 years – a +15% difference compared to all slow and non-progressors who had received a ticket/fee. A chi-squared test was run comparing this proportion to the proportion of Pasifika slow and non-progressors who said the same (as these groups reported the highest level of impact from this improvement), and found no significant difference between them.

All other improvements are between 5% to 9% percentage points higher than for all slow and non-progressors, with their top-three improvements slightly different than the overall – access to a vehicle (a large difference for 62% of this group), a dedicated support person (a large difference for 61%), and clear, consistent information (a large difference for 57%). Both the largest difference and the most impactful solution relate to improving cost barriers – the cost of a car and the cost of driving tickets/fees.

5.6.2.8 People with lower levels of education

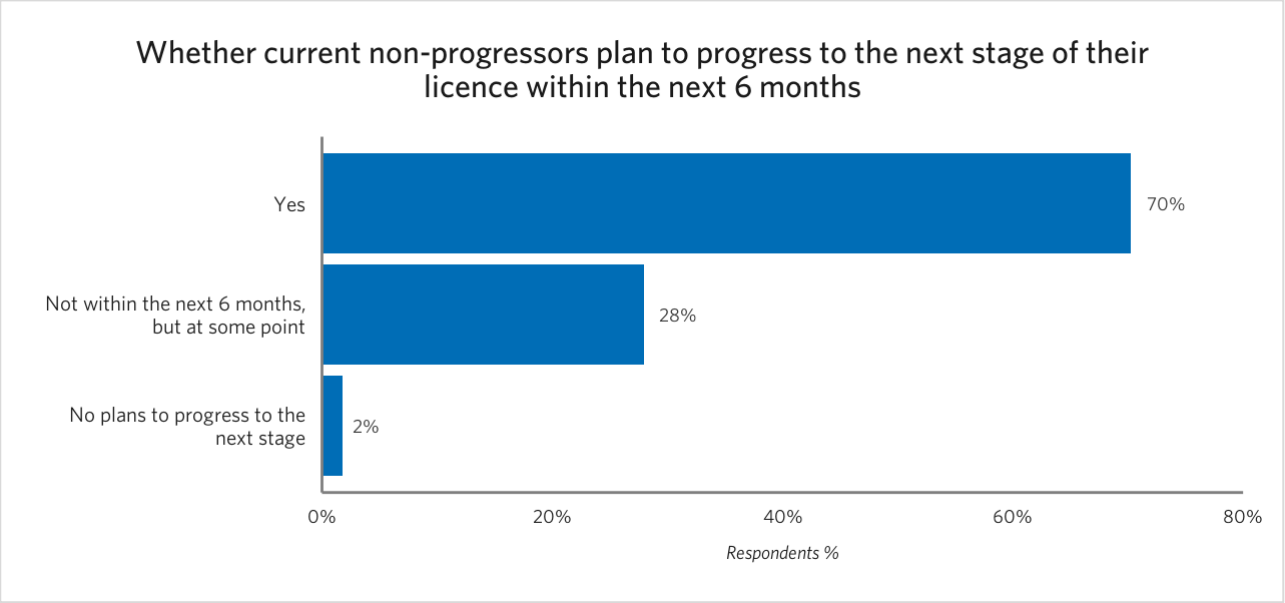
People with lower levels of education (NCEA Level 2 or below) generally agree less with all the experience statements, indicating that they find them less of a barrier than all slow and non-progressors. They are less concerned about the environmental impact of driving (-14%) and say that both learning how to drive and finding the time to learn how to drive is less difficult (-10% for both). The only notable increased level of agreement is that needing identification makes it difficult to book their learner test (+8%), though this is still comparatively low overall, with a combined total of 25% of all slow and non-progressors with lower levels of education agreeing. There is also a gap between the top-three barriers and the rest, with the top three being the cost of a car is too expensive (73%), the cost of getting a licence is too expensive (65%) and concern about failing a test (63%). Cost barriers are again the most notable for this group, followed by test anxiety.

In terms of solutions, there are no notable differences between the overall slow and non-progressor solutions and those that would help people with lower levels of education. The top three are unchanged (dedicated support person, access to a vehicle, and clear, consistent information).

5.6.3 Next licence stage for non-progressors

Non-progressors (N=5, 668, 44%) were also asked whether they plan to progress to the next stage of their licence within the next 6 months, as shown in Figure 5.9. The majority (70%) do plan to progress within the next 6 months, with a further 28% saying that they will at some point. Only 2% have no plans to progress. This shows that there is a high level of willingness to progress amongst those who have currently held a learner or restricted licence for more than 2.8 years. About 1 in 20 non-progressors (4.4%) also state they have no current need to drive, which explains some of the non-progression.

Figure 5.9 Whether current non-progressors plan to progress to the next stage of their licence within the next 6 months



6 Discussion

6.1 Do Aotearoa New Zealand's new and novice drivers need more support?

Providing safe, equitable access to driving for new and novice drivers is a challenge. Reducing the challenges related to driver's licence acquisition can be approached by facilitating progress through the GDLS, while retaining its road safety benefits.

Facilitation needs to be nuanced, as the effort required to test people and provide evidence of safe driving can create quite different barriers for different people. Like many areas, the evidence shows that this is a challenge that requires increased resources to reach those who need support, understand what is needed, and take the time to properly support them.

Among countries with GDLS, New Zealand holds the second highest youth-fatality rate for drivers and car occupants, following only the United States. This reflects New Zealand's poor performance in young driver safety compared to other developed countries. Notably, crash rates per 100 million kilometres travelled decrease significantly as drivers progress through New Zealand's GDLS stages, from learner driver to fully licensed.

From an equity perspective, the absence of a driver's licence has significant implications. About 90% of non-drivers in our survey indicated not only a need to drive but that they had necessary trips they were not making due to a lack of a licence, including necessary shopping (like groceries) and social trips. For young individuals, not having a licence can be a welfare concern, as it can also limit their job prospects and prevent them from taking up positions that require driving. This issue is particularly relevant in low-socioeconomic and marginalised communities, where the inability to obtain a licence can initiate a cycle of challenges that affect mobility and employment opportunities. This concept is illustrated in the diagram 'Cycle of licensing adversity in Aboriginal communities', adapted from Austroads (2019, p. 4)., as shown in Figure 4.11.

6.2 Why are people not accessing or progressing through?

The key barriers to accessing or progressing through the GDLS are anxiety, cost and access. While cost and access have been raised as reasons for non-progression before (eg, Bealing, 2016; Langley, et al., 2012; Schoettle & Sivak, 2013; Tefft et al., 2014), anxiety around testing is only occasionally mentioned (eg Cullen, Clapham, Hunter et al., 2016).

For those with no licence, test anxiety is the greatest barrier to accessing the licensing system, and this group are far more anxious about driving and learning to drive, and have much greater test anxiety (compared with the normal, non- and slow progression groups). Test anxiety also affects those who are slow to progress to their full licence, and fear or dislike of driving and the difficulty of learning to drive are barriers for those in the non-progress group. People who had trouble progressing and are also living with a disability have higher anxiety, including test, learning and driving anxiety. Solutions that work best for anxious drivers (highest level of impact) all relate to more time with support people and trainers.

Cost of car ownership was a barrier to everyone, including people who progress at a normal pace. However, the cost of getting a licence was particularly impactful for non-progressors, indicating an opportunity to help this group. People who had trouble progressing who also had lower financial stability, were unemployed, or were also living with disability (which also can relate to lower income), had particular problems with managing these costs.

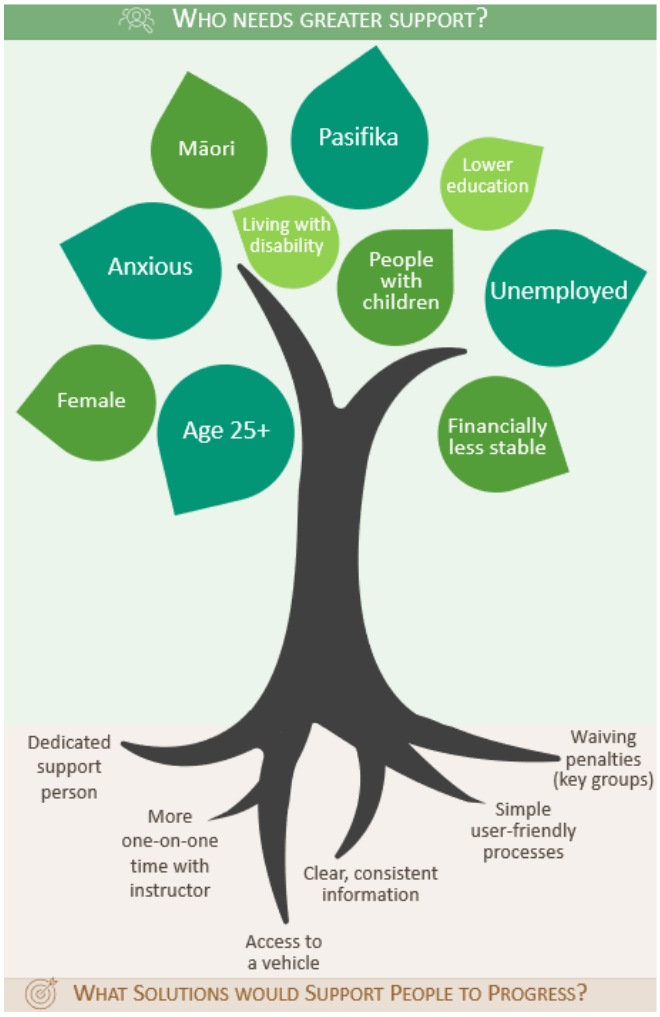
Difficulty accessing a licence testing station and difficulty accessing a car for practice and testing, while they had lower impact on aggregate, were more of an issue for the non-progression and non-licensed groups. So, improvements and programmes that support better access will also be of benefit to these groups – which provides quantitative evidence to support the improvement areas already identified based on in-depth qualitative findings by the Driver Licensing Improvement Programme (2023).

Finally, for those who are non-licensed, 1 in 10 did not have a need to drive (based on survey results). Since the early 2000s, a trend has emerged in more affluent countries where younger people are delaying acquiring a driving licence or choosing to remain without one, including in New Zealand (eg Rive et al., 2015). Various reasons, both personal (like a preference for cycling or public transport) and economic, contribute to the decision not to drive. For the non-progressors, about 1 in 20 did not have a current need to drive, but 70% had a willingness to progress their licence in the next 6 months.

6.3 Who is not progressing and how do we reach them?

Figure 6.1 identifies 10 key groups who would benefit from greater support based on the findings of the survey. The findings on who is not progressing support prior work in New Zealand (Langley, et al., 2012) indicating the robustness of the findings, including that Māori, Pasifika, females, and those with lower financial stability are less likely to progress normally. Those with greater need to reach an activity, including students and those with full- or part-time employment are more likely to have progressed normally, as are those with fewer alternative transport options living in rural areas. This greater need shows that some people may be able to overcome barriers based on need, but it is important to note that, for example, not all people living in rural areas have been able to progress despite the need.

Figure 6.1 Characteristics of those who need greater support (leaf size increases with need for support) and what would help



Less understood factors, which identify groups that may not have received as much focus, include those in living situations where they are away from their parents (eg flatting) and those living with children. Also, those living with disability and those with lower education (NCEA Level 2 or below) have difficulty progressing.

For reaching people who are not progressing, key touch points include school leavers, those receiving traffic infringements, people receiving specific support (job seeking, financial, family support for children, and disability support), and use of informal social networks (from marae, religious or other community groups). This enables use of existing channels and partnerships with community groups, where people already have trusted relationships and already spend ongoing time with an individual. For example, free child wellness checks delivered through the Well Child Tamariki Ora Programme provide one-

on-one time with a trusted person that is focussed on holistic family wellness. This allows time to identify other family needs, including the need to gain or progress a licence, provides a referral channel to local support for gaining a licence, and enables a follow-up to see if that referral has worked. Community partnerships have been identified as key influencers of successful delivery in other successful programmes (eg Cullen et al., 2018).

Those who were older were more likely to have difficulty progressing, so age could be another way to connect with those who need more support, especially from the perspective of equity outcomes. Around safety outcomes, there was some evidence that non-progressors aged over 25 years were at higher risk, as opposed to those who did not progress who were slow to gain their licence at an older age and were comparable in safety to those who progressed to their full licence at a more normal rate (eg Walton, 2022). This indicates that moving to the full licence is important, but not necessarily time sensitive with regard to safety. These older non-progressors reported that their experiences with the GDLS and improvements that would help them obtain their full licence are comparable to those of all slow and non-progressors. Consequently, no specific or targeted interventions were identified for older non-progressors.

Concerning location-based services, the North Island is over-represented for people experiencing difficulty progressing (with the exception of Taranaki). Pasifika and Māori are over-represented in the northern and eastern parts of the North Island (with the exception of the Bay of Plenty). About one in three drivers who identify as Pasifika in the gross survey sample (32%; 25,467), and one in three drivers who identify as Māori (31%; 44,577), are in the non-progression group. These findings complement other analyses examining those with no driver's licence across the most deprived areas (based on deprivation index), that indicate regions of deprivation are in similar North Island locations but also in the West Coast of the South Island (Manatū Wāhine Ministry for Women, 2021).

This indicates an opportunity to build on existing graduated driver licensing programmes, such as those being trialled through partnership with the Tairāwhiti and Te Tai Tokerau Rural Education Activities Programme[35] and broader programmes funded by the Ministry of Social Development Te Manatū Whakahiato Ora that have proven effectiveness (Ku & de Boer, 2018). Location-based licensing data, which identifies those having difficulty progressing and captures over-subscription or wait times for existing programmes, should help optimise driver support programme resources, including to provide key evidence around appropriate funding.

6.4 What would overcome the barriers?

It is perhaps unsurprising that, due to the wide range of characteristics of people who are having trouble progressing and the size of the issue, a combination of solutions or improvements is required. However, there are some improvements that have been rated by those with difficulties as more likely to have an impact on obtaining a full license. Because of the size of response to the survey, this data also reveals which improvements are likely to have a large impact across multiple disadvantaged groups. Key improvement areas ranked the highest in impact include:

- end-to-end support with a dedicated support person
- access to a vehicle for practise and testing
- clear, consistent information
- simple user-friendly processes
- waived fines and infringements (as is done in Australia)

[35] https://www.nzta.govt.nz/driver-licences/improving-the-driver-licensing-system/

- more one-on-one time with an instructor.

6.4.1 Dedicated support people

End-to-end support with a dedicated support person was the most beneficial improvement, but also arguably has higher resource costs. Key benefits are that it provides a chance to develop trust and reduce anxiety (ie provides closer alignment with a pastoral-care approach that provides some level of emotional support), and enables better understanding and targeting of what the person needs to progress to a full license. This was particularly useful for those identifying as Pasifika, with children, living with disability, and who have lower financial stability.

Solutions that would work best for anxious drivers (highest level of impact) all relate to more time with dedicated support people and trainers. More specifically, this includes more one-on-one time with driver trainers (longer/more frequent lessons), easier access to driver trainers, and a dedicated support person or mentor who offers end-to-end support (based on what the person needs). The only other element that supported those who were anxious was clear, consistent information (particularly important for those with test anxiety).

The findings around more intensive support time are consistent with an evaluation of Australian graduated driver licensing programmes. This included the finding that in programmes aimed at deprived Australian Aboriginal communities, supervised driving practice and high-level case management increased the odds of gaining a licence by 2.4 times and 1.8 times (respectively) when compared with a lower level of case management (Cullen, Clapham, Hunter et al., 2016).

6.4.2 Clear information and user-friendly processes

Understanding all the steps clearly – with simple guidance that takes individuals through all the GDLS phases involved in gaining a full licence in a clear, consistent way – is important. This should be targeted at the lowest level of literacy, as literacy and English as a second language are identified barriers (eg Cullen, Clapham, Hunter et al., 2016). There are multiple steps around form filling, providing support documentation (like proof of identification), and making test bookings that could be made easier.[36] There is also a diverse range of driver education programmes available across New Zealand communities, but a key aspect is that programme deliverers provide consistent support, advice and guidance (Welvaert et al., 2019).

A review of different driver licensing resources and systems would be of benefit (ie capturing lessons from recently improved GDLS), as would an examination of user-friendly resources (including driver learning resources provided by literacy specialists).[37] This step could be followed by adaptation of the resources and systems to New Zealand through user-testing them with those most likely to have difficulty using them, in order to identify improvements. Key groups identified that could be included in any user-testing improvements programme include Pasifika, those living with disability, those with NCEA Level 2 or below as their highest level of education or low literacy, and those for whom English is a second language.

6.4.3 Access to a roadworthy vehicle

At present, there is evidence that key groups are being disadvantaged by lack of access to a vehicle (including Māori and Pasifika who have lower household car ownership). There is also evidence that 48% of

[36] The stages and steps are outlined here: https://www.nzta.govt.nz/driver-licences/getting-a-licence/licences-by-vehicle-type/cars/

[37] Such as the Decoda Literacy Solutions (www.decoda.ca/learning-to-drive-resources/) and Pathways Awarua learning to drive resources (www.pathwaysawarua.com/pathways/road-code).

trips taken by learner licence holders in New Zealand were non-compliant, due to the absence of a supervisor (with greater non-compliance of about 55% for Pasifika). Programmes that match eligible learners with the right resources, including volunteer mentors and roadworthy vehicles (such as, the Victorian L2P programme; Freethy, 2012) offer a solution. Following a mentor-based approach, with provision for covering petrol costs, could provide more flexibility, especially for more remote rural communities.

6.4.4 Supplementing penalties with support

While the penalty system is required to maintain deterrence and thus improve driver safety, there is an increasing evidence-base and number of reports related to indigenous communities that recommend a move within the justice system to supplement enforcement and fines-based approaches with licensing services and increased support for drivers (Cullen, Clapham, Hunter et al., 2016; Thomas et al., 2022). Waiving infringement fees or tickets, where justified, has been a key success factor in the Australian driver licensing support programmes (like the Driving Change initiative; Cullen, Clapham, Byrne et al., 2016), so trialling this approach in a New Zealand context is recommended. Such an approach, and any associated trial, would require careful tuning, with well-considered guidelines, to maintain deterrence while avoiding perverse justice system outcomes. Perverse outcomes to be avoided might include drivers accumulating further fines and sanctions through not having the resources to pay an initial fine resulting from a relatively minor offence. Similarly, their progression through the GDLS may be impacted to an excessive degree. The waiving of a penalty might be accompanied by a commitment by the driver to undertake some form of constructive activity or education not involving a financial penalty.

For non-progressors who have received a driving infringement fee or ticket within the past 5 years, waiving it does make a difference to their progression, particularly for Pasifika, those with children, unemployed and those with lower financial stability. Arguably, this could also impact on perceptions of the justice system and police. Non-progressors and non-licensed are more likely to hold the view that the police do not treat them with respect, which can act as a barrier to licensing for those with bad experiences. About 1 in 10 slow and non-progressors agree that the police and GDLS staff do not treat them with respect, which increases to about one in five for those with low financial stability (who also have the largest benefit from waiving fines). A trial of allowing fines to be waived, where justified, provides a touch point to engage with these hard-to-reach drivers and monitor any impacts (eg on licensing success rates, driving safety, wellbeing and perceptions of the justice system).

6.4.5 Adapting lessons from Australia

Australia has implemented programmes to help low-socioeconomic and marginalised communities to navigate state GDLS stages. These initiatives aim to help young people find employment and offer driving assistance to families. They cover essential tasks like verifying identity, preparing for knowledge tests, funding driving lessons, providing access to cars and volunteer mentors for attaining required supervised driving hours, preparing for practical tests, and addressing licensing sanctions and fines. Evaluations of these programmes show an increase in licensing rates compared with control locations (about 10 to 11 percentage point increase; Cullen, Clapham, Hunter et al., 2016). New Zealand would benefit from a similar approach, which would require substantial funding, in-kind support and resources to run successfully.

While New Zealand appears to be following a similar intervention pathway, some of the nationwide policy principles framework from Austroads (2019) shows a more developed approach (see Figure 4.13). For example, including key elements for continuous improvement and evidence for ongoing funding, like minimum monitoring and evaluation requirements and resource sharing. Adapting this framework to New Zealand conditions and the vulnerable groups that need support here would have considerable benefits.

6.4.6 Limitations

6.4.6.1 NZHTS

The NZHTS is a scientifically designed household face-to-face interview survey, with a large sample size over the 5 years of data used in this study and a large response rate (60% to 75%), which is at the top end of response rates achieved by such surveys. The survey is very well-designed, so its main limitations are related to non-response and sample size. These are mitigated by a relatively large sample size, extremely careful selection of interviewers, very thorough interviewer training and by requiring a minimum of four attempts (made at different times of the day) to contact people who were not at home.

6.4.6.2 The WSP survey of drivers

While the randomly drawn sampling approach and large survey sample attained for those drivers in the GDLS was a strength of the methodology, the response rate of 9.2% does mean there is potential for response bias that could impact on the generalisability of the findings.

The convenience sampling approach for non-drivers who were not yet registered with any licence meant there was limited understanding of why these drivers were having trouble accessing the GDLS or who was having trouble gaining access. This non-driving group remains a difficult group to reach and the results presented in this report should be treated with caution due to the small sample size.

The methodological approach is not sufficient to claim causality, including for the survey results. For example, when determining the characteristics of those who were having difficulty progressing this identifies a population that is more likely to be having difficulty, but the factors underlying the analyses cannot be attributed as causing slow or non-progression.

7 Conclusion and recommendations

7.1 Conclusion

This work has shown that in New Zealand it is members of underprivileged minority groups who are most in need of support to better enable them to progress safely and expeditiously through the stages of the GDLS. This is a similar situation to that pertaining in Australia and Canada. This work has addressed the research objectives through a review of what is happening internationally to support novice drivers, examining existing New Zealand data, and capturing new insights from a national novice-driver needs survey.

In order for support to happen efficiently, it must be very well organised nationally, with the ability to evaluate progress in the form of outcomes and the quality of the processes used to achieve those outcomes. The following recommendations are aimed at achieving such an end.

7.2 Recommendations

The following matters should be considered when improving support for people to access and progress safely and expeditiously through the GDLS.

1. **Develop a framework**

   Develop a principles-based framework (considering adaptation from the Austroads (2019) framework) to help deliver improvements or interventions; and establish minimum requirements around monitoring and evaluation, and appropriate data and resource sharing. Under this framework, local programmes that are appropriate to the cultures of the target groups involved can be set up and nurtured over time.

2. **Provide governance around solutions**

   Establish a group, in association with the Driver Licensing Improvement Programme, to enable evidence-led improvements, including dedicated support people, increased one-to-one driver-training support, easier access to trainers, and provision of clear and consistent information.

3. **Review increased investment**

   Increase resourcing to provide more intensive support solutions for those in greater need (ie the 10 groups identified), including direct funding, as well as mechanisms to promote ongoing in-kind support (such as volunteer driver mentors).

4. **Deliver location-based reach and capacity building**

   Provide stronger pathways to identify and reach those who need more support, or targeted support (such as for Māori and Pasifika), including use of location-based targeting for areas where those who are not accessing or progressing through the licensing system are over-represented. Ensure there is capacity and capability building to meet demand.

5. **Improve judicial support**

   Identify criteria for waiving fines and lifting driving sanctions (following the approach taken for Aboriginal communities in Australia, or the approach used for youth driving offences in New Zealand), and trial this in a New Zealand setting, including monitoring any impacts. The trial would include providing targeted support for these hard-to-reach drivers.

6. **Improve anxiety support**

   Review the processes and costs associated with testing, with a view to reducing test anxiety and financial anxiety without compromising safety.

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Appendix A: NZHTS information for 2003 to 2014

A.1 Survey method

Participating households were chosen from randomly selected Census meshblocks. Each selected household is allocated two consecutive travel days to be surveyed. Surveying took place on every day of the year. Following an approach letter and explanatory brochure, interviewers called at the selected households during the week before the survey days to gather household information, explained the purpose of the survey, informed participants of their two consecutive days on which to record all travel and left a memory jogger for each respondent. As soon as possible after the travel days the interviewer returned to conduct computer-assisted personal interviews with respondents. Two questionnaires are used, a household questionnaire and a personal interview questionnaire recording travel and demographic information, including licensing status. Information collected for each trip made by sampled people on the travel days included trip purpose, mode (driver/passenger/pedestrian/cyclist etc), date, time, origin and destination, age and gender of people in the vehicle, and which household vehicle was used (linked to information on vehicle make and model, vehicle age, engine capacity, ownership). Non-response bias was minimised by requiring a minimum of four attempts (made at different times of the day) to contact people who were not at home. Response rates were typically between 60 and 75%.

A.2 Sample design

A.2.1 Stratification

The sample strata and substrata were geographically based using Statistics NZ definitions for the 2001 Census of Population and Dwellings. The strata were the 14 local government regions, further stratified into main urban areas (at least 30,000 population), secondary urban areas (population between 10,000 and 30,000) and rural (including minor urban areas with a population less than 10,000 and all other rural areas). The sample sizes per local government region were proportional to population except for Auckland, Canterbury, Wellington (less than proportional); and Hawkes Bay, Nelson–Marlborough, Northland, Southland, Taranaki, Gisborne and West Coast (more than proportional).

A.2.2 Sample frame and sampling method

The sampling frame was all New Zealand households, excluding some sparsely populated remote areas in Westland, the east coast of the North Island, Southland and Northland. Meshblocks were used as the first stage sampling units and sampled independently with probability proportional to size without replacement within the strata. To compile an up-to-date sampling frame of households within the sampled meshblocks, the selected meshblocks were visited and all dwellings are listed together with street addresses. Meshblocks were surveyed in random order within regions with a systematic sample of one in seven households from each meshblock sampled. Introductory letters were sent to households before interviews of household members. Information for non-response households was imputed using data obtained from other similar respondents (see below). The travel days were allocated to households to maintain a wide geographical spread (of areas being surveyed) at any given time of the year. An even spread by day of the week was maintained by systematic allocation of travel days.

A.2.3 Estimation of distance and time

For all their recorded trips, respondents are asked to provide the addresses of the origin and destination of each leg of the trip in a format that could be used in the automated calculation of trip distances. Automated map coordinates are generated for each address and distance is calculated based on the shortest travel time route between the origin and destination addresses. Where a route is known to deviate from the shortest one, an intermediate waypoint is asked for. For pedestrians, time spent walking and number of roads crossed are recorded. Weighted means and totals were used, with weights approximately equal to the reciprocals of the probability of selection of the respondents. Weights were also used to reduce the inevitable bias due to non-response. Sampling errors were calculated accounting for two-stage stratified sampling.

A.3 Sample size

From 2008/09 onwards, approximately 4,600 gross households per year were supplemented by a top-up in the Canterbury region. This study uses combined data from 2009/10 to 2013/14 inclusive, meaning a total sample of over 24, 000 households.

A.4 Driver licensing information

Drivers are asked their licence status, including their stage of the GDLS if they are not fully licensed.

Appendix B: Statistical regression summary table

Three forward conditional binary logistic regressions were run to examine which characteristics related to difficulty progressing (overall combination of slow and non-progression group), slow progressors and non-progressors.[38] For all three regression models, all of the factors are significant. Looking at the odds ratio (OR) column indicates the direction of the relationship (negative indicates that people with this characteristic were more likely to be normal progressors, based on estimated log odds) and likelihood of having difficulty (ie Pasifika people were 2.9 times more likely to be in the difficulty progressing group).

A forward conditional binary logistic regression was used to examine which characteristics related to difficulty progressing or not. The regression model was statistically significant (X^2 (13, N = 8817) = 1586.68, p < .001), explained 23% of the variance in having difficulty progressing, and correctly classified 71% of the cases.

Table B.1 Model summary for the binary logistic regression of the characteristics of those in the difficulty progressing group (compared with the normal progression group)

Variable	β	SE	Wald	*df*	Sig.	Exp(β)	95% C.I. for EXP (β)		OR
							CI lower	CI upper	
Pasifika	1.054	0.102	106.682	1	0.001	2.871	2.350	3.506	2.871
Age 25+	0.939	0.055	293.840	1	0.001	2.557	2.297	2.846	2.557
Unemployed	0.758	0.124	37.664	1	0.001	2.135	1.676	2.720	2.135
Māori	0.610	0.064	90.897	1	0.000	1.841	1.624	2.086	1.841
Have children	0.491	0.074	44.243	1	0.001	1.634	1.414	1.889	1.634
Low financial stability	0.408	0.075	29.943	1	0.001	1.504	1.299	1.741	1.504
Female	0.400	0.052	60.313	1	0.001	1.492	1.349	1.651	1.492
Living with disability	0.241	0.071	11.613	1	0.001	1.273	1.108	1.462	1.273
Living with parents	-0.119	0.057	4.319	1	0.038	0.887	0.793	0.993	-1.127
Live in rural area	-0.222	0.067	11.007	1	0.001	0.801	0.702	0.913	-1.249
Higher education (NCEA Level 3 or higher)	-0.327	0.072	20.633	1	0.001	0.721	0.626	0.830	-1.387
Student	-0.604	0.071	72.743	1	0.001	0.546	0.476	0.628	-1.830
Car owner	-0.741	0.058	162.603	1	0.001	0.477	0.425	0.534	-2.098
Constant	1.054	0.109	94.034	1	0.001	2.869			

A forward conditional binary logistic regression was used to examine which characteristics related to being a non-progressor or not. The regression model was statistically significant (X^2 (14, N = 6612) = 1764.541, p < .001), explained 31% of the variance in having difficulty progressing, and correctly classified 72% of the cases.

[38] See Hair et al. (1995) for more details on regression analyses.

Table B.2 Model summary for the binary logistic regression of the characteristics of those in the non-progressor group (compared with the normal progression group)

Variable	β	SE	Wald	*df*	Sig.	Exp(β)	95% C.I. for EXP (β)		OR
							CI lower	CI upper	
Pasifika	1.311	0.108	148.462	1	0.001	3.709	3.004	4.579	3.709
Age 25+	0.772	0.063	149.386	1	0.001	2.165	1.913	2.450	2.165
Māori	0.747	0.071	110.180	1	0.001	0.474	0.412	0.545	2.111
Have children	0.613	0.082	56.069	1	0.001	1.846	1.572	2.167	1.846
Unemployed	0.538	0.179	9.064	1	0.003	1.712	1.206	2.429	1.712
Female	0.511	0.061	70.372	1	0.001	1.667	1.479	1.878	1.667
Low financial stability	0.484	0.083	34.155	1	0.001	1.622	1.379	1.907	1.622
Living with disability	0.328	0.079	17.271	1	0.001	1.389	1.190	1.621	1.389
Live in rural area	-0.386	0.080	23.473	1	0.001	0.679	0.581	0.794	-1.472
Part time	-0.387	0.154	6.320	1	0.012	0.679	0.503	0.918	-1.472
Higher education (NCEA 3 or above)	-0.406	0.081	25.205	1	0.001	0.667	0.569	0.781	-1.500
Full time	-0.568	0.138	16.867	1	0.001	0.567	0.432	0.743	-1.764
Student	-1.017	0.152	44.468	1	0.001	0.362	0.268	0.488	-2.764
Car owner	-1.061	0.064	275.729	1	0.001	0.346	0.305	0.392	-2.888
Constant	1.280	0.174	54.351	1	0.001	3.595			

A forward conditional binary logistic regression was used to examine which characteristics related to being a slow progressor or not. The regression model was statistically significant (X^2 (11, N = 6612) = 780.931, $p < .001$), explained 19% of the variance in having difficulty progressing, and correctly classified 66% of the cases.

Table B.3 Model summary for the binary logistic regression of the characteristics of those in the slow progressor group (compared with the normal progression group)

Variable	β	SE	Wald	*df*	Sig.	Exp(β)	95% C.I. for EXP (β)		OR
							CI lower	CI upper	
Age 25+	1.144	0.067	293.233	1	0.001	3.141	2.755	3.580	2.755
Māori	0.416	0.078	28.610	1	0.001	0.660	0.567	0.768	1.765
Pasifika	0.548	0.124	19.518	1	0.001	1.730	1.357	2.207	1.357
Female	0.258	0.063	16.765	1	0.001	1.295	1.144	1.465	1.144
Low financial stability	0.313	0.093	11.232	1	0.001	1.368	1.139	1.643	1.139
Have children	0.263	0.086	9.255	1	0.002	1.301	1.098	1.541	1.098
Car owner	-0.179	0.076	5.511	1	0.019	0.836	0.719	0.971	-1.390

Variable	β	SE	Wald	*df*	Sig.	Exp(β)	95% C.I. for EXP (β)		OR
							CI lower	CI upper	
Higher education (NCEA 3 or above)	-0.202	0.089	5.199	1	0.023	0.817	0.687	0.972	-1.456
Living with parents	-0.240	0.074	10.581	1	0.001	0.786	0.680	0.909	-1.470
Part time	-0.248	0.103	5.804	1	0.016	0.781	0.638	0.955	-1.567
Student	-0.744	0.099	56.839	1	0.001	0.475	0.392	0.577	-2.552
Constant	-0.344	0.135	6.523	1	0.011	0.709			

Appendix C: Survey

Your Driving Journey

We need your help!

We want to know about your experience learning to drive, what helped you, and what made it hard. This will help us make improvements for drivers like you.

This survey will take about 10–15 minutes to complete. You can stop at any time for any reason, and your response will remain anonymous. This public good research is being conducted on behalf of Waka Kotahi.

As a small thank you for sharing your experience...

- We would like to enter you in the draw to win a $500 Prezzy Card, **and**
- We would like you to vote for a preferred charity organisation (so we can donate $500 to the one with the most votes).

Which charity would you like us to donate to?

Youthline (mental health support)

KidsCan (kids affected by poverty)

Keep New Zealand Beautiful

About your driving

*** What best describes your current *need* to drive?**

- ◯ High need — I rely on driving as I have no other transport options
- ◯ Moderate need — I have other transport options, but being able to drive is easier
- ◯ Limited need — I have better transport options, but having the choice to drive is nice
- ◯ No need — I have better transport options

*** Approximately how often do you usually drive (where you are the driver, not a passenger)?**

- ◯ I don't drive
- ◯ Almost every day (5–7 days a week)
- ◯ Frequently (3–4 days a week)
- ◯ Regularly (1–2 days a week)
- ◯ Occasionally (a few times a month)
- ◯ Infrequently (a few times a year)
- ◯ Rarely (a couple of times a year or less)

Your vehicle and licence

*** How easy is it for you to access a car to drive?**

- ◯ Very easy
- ◯ Easy
- ◯ Difficult
- ◯ Very difficult
- ◯ I have no access to a car
- ◯ Not sure

*** Who owns the car you drive most often?**

- ◯ Me
- ◯ My parent/guardian/caregiver
- ◯ My partner
- ◯ Another family member
- ◯ A friend
- ◯ Someone else
- ◯ Shared ownership
- ◯ I have no access to a car

*** What car driver licence stage best describes you right now?**

- ◯ Learner licence
- ◯ Restricted licence
- ◯ Full licence
- ◯ I previously had a driver's licence but it has expired
- ◯ I previously had a driver's licence but it has been revoked
- ◯ I don't have a driver's licence

Your perceptions of licensing staff and the police

*** Please state whether you agree or disagree with the following statements.**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Not sure
People involved with driver licensing and training treat people with respect.	◯	◯	◯	◯	◯	◯
Police treat people with respect.	◯	◯	◯	◯	◯	◯

Your driving experience

Please answer the following questions as honestly as possible. Your responses will be kept anonymous and will not be linked back to you in any way.

If any of these questions cause you discomfort, support and resources are available from Manaaki Tāngata — Victim Support.

*** Have you been involved in a vehicle crash within the past 5 years where you were at fault?**

- ◯ No
- ◯ No, but I have had a few near misses (where I had to swerve or brake suddenly)
- ◯ Yes, but just once
- ◯ Yes, more than once
- ◯ Prefer not to say

*** Have you received a driving infringement fee or ticket within the past 5 years?**

- ◯ No
- ◯ Yes
- ◯ Prefer not to say

Getting a licence

*** Think about your experience getting your driver's licence and learning how to drive. How much do you agree or disagree with the following statements?**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Not sure
It is difficult to learn how to drive	◯	◯	◯	◯	◯	◯
It is difficult to find the time to learn how to drive	◯	◯	◯	◯	◯	◯
It is difficult to access a car to learn how to drive	◯	◯	◯	◯	◯	◯
It is difficult to access a licence testing station	◯	◯	◯	◯	◯	◯
It is difficult to get a booking to do my test	◯	◯	◯	◯	◯	◯
Having to provide identification made it difficult to book my learner licence test	◯	◯	◯	◯	◯	◯
I am concerned about failing my next licence test	◯	◯	◯	◯	◯	◯
The cost of owning and/or maintaining a vehicle is too expensive	◯	◯	◯	◯	◯	◯
The cost of getting a licence is too expensive (training and testing)	◯	◯	◯	◯	◯	◯
I don't like driving or am afraid to drive	◯	◯	◯	◯	◯	◯
I am able to get transportation from others	◯	◯	◯	◯	◯	◯
I prefer to walk or bike	◯	◯	◯	◯	◯	◯
I prefer to use public transport	◯	◯	◯	◯	◯	◯
I am concerned about how driving impacts the environment	◯	◯	◯	◯	◯	◯
I don't need to travel much as I can do most of what I need online (e.g. work, study)	◯	◯	◯	◯	◯	◯
I have a disability or medical issue that makes it difficult to drive	◯	◯	◯	◯	◯	◯

*** Think about your experience getting your driver's licence and learning how to drive. How much do you agree or disagree with the following statements?**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Not sure
It was difficult to learn how to drive	◯	◯	◯	◯	◯	◯
It was difficult to find the time to learn how to drive	◯	◯	◯	◯	◯	◯
It was difficult to access a car to learn how to drive	◯	◯	◯	◯	◯	◯
It was difficult to access a licence testing station	◯	◯	◯	◯	◯	◯
It was difficult to get a booking to do my test	◯	◯	◯	◯	◯	◯
Having to provide identification made it difficult to book my learner licence test	◯	◯	◯	◯	◯	◯
I was concerned about failing my licence test	◯	◯	◯	◯	◯	◯
The cost of owning and/or maintaining a vehicle is too expensive	◯	◯	◯	◯	◯	◯
The cost of getting a licence is too expensive (training and testing)	◯	◯	◯	◯	◯	◯
I don't like driving or am afraid to drive	◯	◯	◯	◯	◯	◯
I am able to get transportation from others	◯	◯	◯	◯	◯	◯
I prefer to walk or bike	◯	◯	◯	◯	◯	◯
I prefer to use public transport	◯	◯	◯	◯	◯	◯
I am concerned about how driving impacts the environment	◯	◯	◯	◯	◯	◯
I don't need to travel much as I can do most of what I need online (e.g. work, study)	◯	◯	◯	◯	◯	◯
I have a disability or medical issue that makes it difficult to drive	◯	◯	◯	◯	◯	◯

*** Now, think about your reasons for getting a driver's licence. How much do you agree or disagree with the following statements?**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Not sure
Having a driver's licence helps me get to work, study, or other commitments	◯	◯	◯	◯	◯	◯
Having a driver's licence gives me greater freedom and independence	◯	◯	◯	◯	◯	◯
Having a driver's licence helps me socialise	◯	◯	◯	◯	◯	◯
Having a driver's licence allows me to help out with family responsibilities (e.g. driving children)	◯	◯	◯	◯	◯	◯
Driving is the only viable transport option where I live	◯	◯	◯	◯	◯	◯
Most of my friends have or are getting a driver's licence	◯	◯	◯	◯	◯	◯
Most people where I live get a driver's licence	◯	◯	◯	◯	◯	◯
Having a driver's licence is useful as it gives me a form of identification	◯	◯	◯	◯	◯	◯

*** Do you plan to progress to the next stage of your licence within the next 6 months?**

◯ Yes

◯ No, but I do plan to at some point

◯ No, I do not plan to get the next stage of my licence

◯ Not sure

Licence support

How would the following changes support you to get your full licence?

*** Support that better fits your cultural needs (e.g. people focused on the cultural needs of your family).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Testing is more local (e.g. testing locations closer to where you live).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Easier access to driver trainers (e.g. more driver trainers available at more convenient times).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** More one-on-one time with a driver trainer (e.g. more frequent driving lessons).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Clear, consistent information (e.g. learning materials presented in a way that is easy to understand).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Simple, user-friendly processes (e.g. user-friendly booking systems that make it easy to confirm who you are and access direct help when you need it).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Transport to get to and from the testing station.**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** A dedicated support person or mentor who wants to help me succeed.**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Access to a vehicle that I can use for practice and testing.**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Having my driving infringement fee or ticket waived.**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

Are there any other changes that would help you get your full licence?

*** Have you done any of the following?**

	Yes	No	No, but I have considered it	Not sure
The 'Drive' programme (online learning tool and resources including Drive Go app)	◯	◯	◯	◯
A driver training programme at high school	◯	◯	◯	◯
A driver training programme in my area (outside of school)	◯	◯	◯	◯
Lessons with an official driving instructor	◯	◯	◯	◯

Licence support

How would the following changes have supported you to get your full licence?

*** Support that better fits your cultural needs (e.g. people focused on the cultural needs of your family).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Testing is more local (e.g. testing locations closer to where you live).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Easier access to driver trainers (e.g. more driver trainers available at more convenient times).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** More one-on-one time with a driver trainer (e.g. more frequent driving lessons).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Clear, consistent information (e.g. learning materials presented in a way that is easy to understand).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Simple, user-friendly processes (e.g. user-friendly booking systems that make it easy to confirm who you are and access direct help when you need it).**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Transport to get to and from the testing station.**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** A dedicated support person or mentor who wants to help me succeed.**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Access to a vehicle that I can use for practice and testing.**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

*** Having my driving infringement fee or ticket waived.**

- ◯ No impact
- ◯ Some impact
- ◯ Moderate impact
- ◯ Large impact
- ◯ Very large impact
- ◯ Not sure

Are there any other changes that would have supported you get your full licence?

*** Did you do any of the following?**

	Yes	No	No, but I considered it	Not sure
The 'Drive' programme (online learning tool and resources including Drive Go app)	◯	◯	◯	◯
A driver training programme at high school	◯	◯	◯	◯
A driver training programme in my area (outside of school)	◯	◯	◯	◯
Lessons with an official driving instructor	◯	◯	◯	◯

Where you live

We are only asking questions about you so we can better understand where and how to support people when they are learning to drive. Your data is anonymous and will not be used for any other purpose.

*** Which region do you live in?**

- ◯ Northland, Te Tai Tokerau
- ◯ Auckland, Tāmaki Makaurau
- ◯ Waikato
- ◯ Bay of Plenty, Te Moana-a-Toi
- ◯ Gisborne, Te Tai Rāwhiti
- ◯ Hawke's Bay, Te Matau-a-Māui
- ◯ Taranaki
- ◯ Manawatū-Whanganui
- ◯ Wellington, Te Whanganui-a-Tara
- ◯ Tasman, Te Tai-o-Aorere
- ◯ Nelson, Whakatū
- ◯ Marlborough, Te Tauihu-o-te-waka
- ◯ West Coast, Te Tai Poutini
- ◯ Canterbury, Waitaha
- ◯ Otago, Ōtākou
- ◯ Southland, Murihiku

*** What type of area do you live in?**

- ◯ City
- ◯ Town
- ◯ Rural area

*** How long have you lived in Aotearoa, New Zealand?**

- ◯ I was born here
- ◯ I have lived here for more than 10 years
- ◯ I have lived here for 5–10 years
- ◯ I have lived here for 2–5 years
- ◯ I have lived here less than 2 years
- ◯ Prefer not to say

*** What best describes your current living situation?**

- ◯ Living with two parents/guardians/caregivers
- ◯ Living with one parent/guardian/caregiver
- ◯ Couple (with children)
- ◯ Couple (without children)
- ◯ Single (with children)
- ◯ Single (without children)
- ◯ Living with other adults (e.g. flatting)
- ◯ Prefer not to say

Your family

*** Has your parent/guardian/caregiver supervised your driving?**

- ◯ Yes
- ◯ No
- ◯ Prefer not to say

*** Do you have any children?**

- ◯ Yes, and I need to be able to transport them by car
- ◯ Yes, but I don't need to transport them by car
- ◯ No
- ◯ Prefer not to say

*** Do you need to be able to transport your children by car?**

- ◯ Yes
- ◯ No
- ◯ Prefer not to say

About you

*** What is your gender?**

- ◯ Female
- ◯ Male
- ◯ Another gender
- ◯ Prefer not to say

*** What is your age?**

- ◯ Under 16
- ◯ 16–19
- ◯ 20–24
- ◯ 25–29
- ◯ 30–34
- ◯ 35–44
- ◯ 45–54
- ◯ 55–64
- ◯ 65+
- ◯ Prefer not to say

*** Which ethnic group do you belong to? Select all that apply.**

- ☐ New Zealand European
- ☐ Māori
- ☐ Samoan
- ☐ Cook Islands Māori
- ☐ Tongan
- ☐ Niuean
- ☐ Chinese
- ☐ Indian
- ☐ Other (e.g. Dutch, Japanese, Tokelauan). Please state:

  [ ]
- ☐ Prefer not to say

*** Do you have a long-term disability or impairment (lasting 6 months or more) that makes it more difficult for you to do everyday tasks that other people find easy? Select all that apply.**

- ☐ No
- ☐ Physical
- ☐ Vision
- ☐ Hearing
- ☐ Speech
- ☐ Mental or cognitive
- ☐ Something else
- ☐ Prefer not to say

*** What is your current work status?**

- ◯ Full time (30+ hours per week)
- ◯ Part time (less than 30 hours per week)
- ◯ Non-paid role (e.g. unpaid family worker)
- ◯ Unemployed
- ◯ Student
- ◯ Other
- ◯ Prefer not to say

*** What is your highest qualification?**

- ◯ NCEA Level 1 (or equivalent)
- ◯ NCEA Level 2 (or equivalent)
- ◯ NCEA Level 3 (or equivalent)
- ◯ Tertiary qualification
- ◯ Other qualification
- ◯ No qualification
- ◯ Prefer not to say

*** Thinking about your life and situation right now, would you say that your financial resources cover all, most, some, or very little of your needs?**

- ◯ All
- ◯ Most
- ◯ Some
- ◯ Very little
- ◯ Not sure
- ◯ Prefer not to say

Thank you

Thank you for your interest in the survey. Unfortunately you don't qualify to complete it, but you can still enter the prize draw to win a $500 Prezzy Card by providing your email address below.

This information will not be linked with your survey response to ensure your submission remains anonymous. See here for the competition terms and conditions and here for our privacy policy.

Email address

We need your help. Do you know anyone who does *not* currently have a driver's licence who is 16 years or older? If you do, you could help us by sending this survey to them, and as a small thank you we'll give you an additional entry into the prize draw.

Click here to send an email

☐ Tick here if you sent the survey invite to someone

Thank you

Thank you for completing the survey! If you would like to be entered into the prize draw to win a $500 Prezzy Card, please provide your email address below.

This information will not be linked with your survey response to ensure your submission remains anonymous. See here for the competition terms and conditions and here for our privacy policy.

Email address

We need your help. Do you know anyone who does *not* currently have a driver's licence who is 16 years or older? If you do, you could help us by sending this survey to them, and as a small thank you we'll give you an additional entry into the prize draw.

Click here to send an email

☐ Tick here if you sent the survey invite to someone