



THE  
AUCKLAND  
CO-DESIGN  
LAB

# THE CASE FOR CHANGE

Driver Licensing  
Challenge

APRIL 2016

NOT GOVERNMENT POLICY

## Driver Licensing

# A CASE FOR CHANGE

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A VISUAL SNAPSHOT OF  
THE CASE AND DIRECTIONS  
FOR CHANGE

# CASE FOR CHANGE: DRIVER LICENSING

In most parts of New Zealand, only people who drive can fully participate economically and socially. But learning to drive can be a dangerous time, particularly for young people. New Zealand introduced a graduated licensing system which has improved road safety. However there are unintended challenges created by a more stringent regime that can be categorised into three broad themes:

## Value and Normalisation

There is a weak community value proposition for getting fully licensed, normalisation of breaching, and responses to breaching that aren't changing (and potentially entrenching) behaviour.

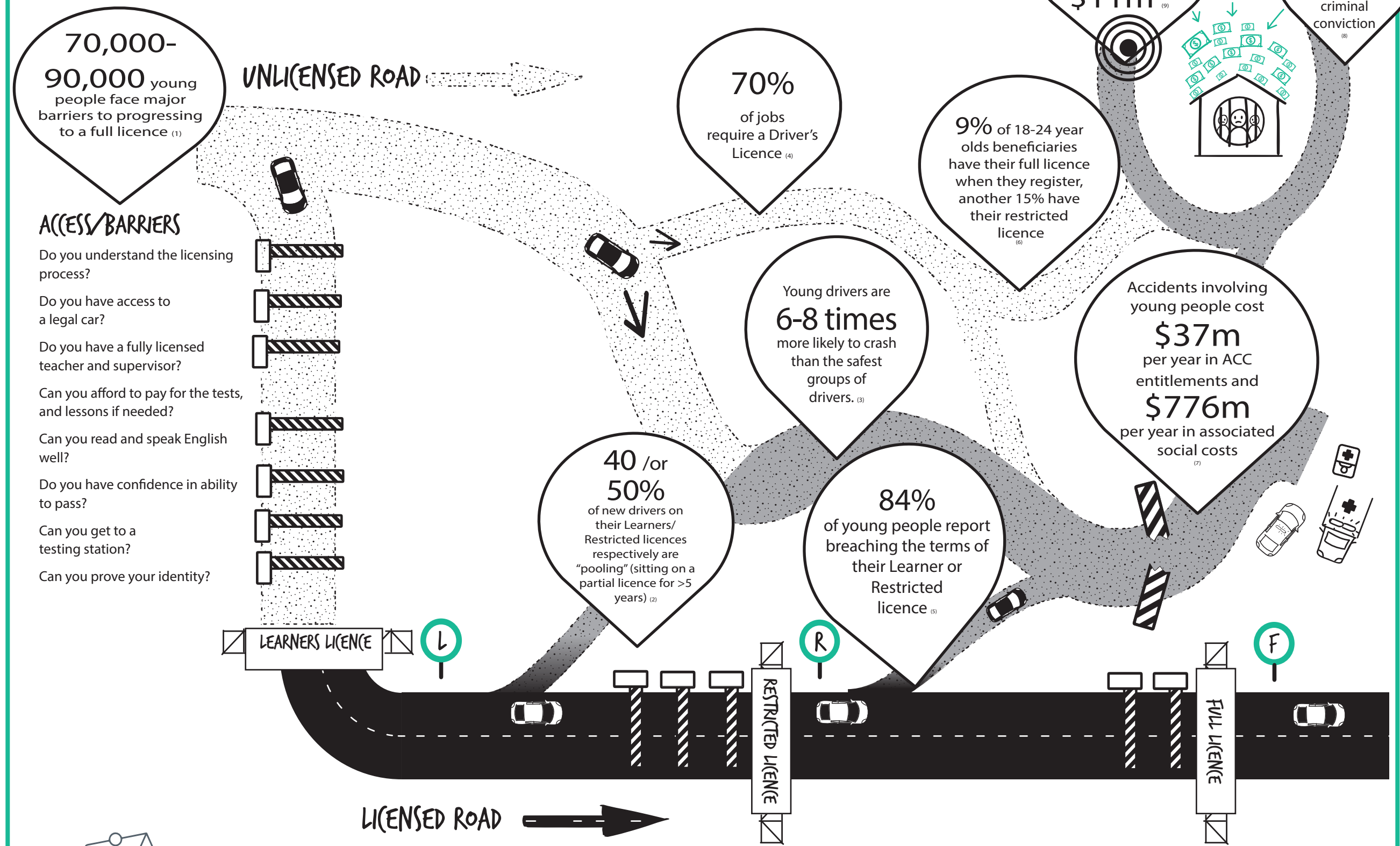
## Access

There is a lack of access for vulnerable New Zealanders to the essential resources needed to gain a drivers licence, which the system is failing to address

## System and process issues

There are system-wide issues with how driver licensing is currently delivered and enforced, including some information and processes that are difficult to navigate.

ILLEGAL DRIVING IS ENDEMIC AND NORMALISED IN NEW ZEALAND IRRESPECTIVE OF LOCATION, Socio-Economic STATUS AND ETHNIC GROUP



SIZE OF THE PRIZE  
THE ONE-OFF SAVING FOR THE MINISTRY YEAR.

BE \$19 MILLION AND THE INCREASE IN PAYE AND ACC LEVIES WOULD BE \$8 MILLION IN THE FIRST YEAR.

(1) NZIER Estimates 2015 (2) NZTA supplied data 2015 (3) MOT young drivers report 2015 (4) Shaw & Bates 2014 (5) Brookland & Begg 2014 (6) NZIER-based on MSD statistics 2015 (7) ACC supplied data 2015 (8) Waters 2015 (9) MOJ supplied data 2015

# GET ON TRACK

### LICENCE ENROLMENT PACK

A licence enrolment pack is sent to all NZ'ers before their 16th birthday, including:

- information on the benefits and process of driver licensing
- Proof of identity included
- fully funded support for CSC holders

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Skills & Employment, Social Sector)

**HORIZON TIMEFRAME** (0-1 years)

### EMPLOYMENT LINK

Positioning driver licensing as a key component of preparing for employment:

- student loans extended to cover costs of eligible students
- all job seekers can access funds for DL preparation and testing

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (0-1 years)

# STAY ON TRACK

### TRACK AND ENCOURAGE

Everyone entering the driver licensing system will be tracked and encouraged to progress:

- information sent prior to milestone dates
- failed tests will be followed up with offers of support

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (0-1 years)

### TRAINING WHEELS

An online/app-based platform (similar to Uber and Mi-drive (UK)) links learner drivers to potential tutors:

- provides legal, supervised driving practice
- safe and legal vehicles
- earning opportunity for tutors

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (0-1 years)

### DRIVE TIME STATION

A mobile integrated service hub that would travel to 'high need' locations on a regular rotation; offering 'one stop shop' for driver licensing:

- can sit all three license tests (cars provided)
- test preparation
- car maintenance workshops
- WOF/Registration
- family fun-day launch

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Local government, Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (1-3 years)

### SMART PHONE "E-MENTOR"

Smart phone applications are already operating successfully overseas (eg 5-Drive in Australia) to track driving behaviour, limit mobile phone use while driving and provide real-time feedback on safe driving habits:

- app may incentivise progress to full licence
- evidence driving experience
- assess readiness to progress to next license stage

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (0-1 years (no more than 3 years))

### MERIT POINTS SYSTEM

Providing ways for learner drivers to earn merit points/rewards for safe and legal driving:

- points awarded by Police, VTNZ etc
- earned for safe driving logged by in-car app
- redeemed to reduce fines, fuel vouchers, warrants etc
- discounts on insurance

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (1-3 years)

### FAST TRACK INTENSIVE LICENSING PATHWAY

The ability to fast track progress through the GDLS via an intensive competency based system (like NZ Defense Force). Potential users include:

- large employers who want to accelerate skill acquisition for new employees
- Police, Courts and Corrections could direct offenders into 'driver training boot camps' to assist them to get a licence and reduce the risk of reoffending

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (1-3 years)

# BACK ON TRACK

### SYSTEM NAVIGATOR

A skilled and resourced support person assists new drivers facing multiple barriers to access and progress through the driver licensing process:

- needs assessment and referrals to community providers (eg literacy)
- driver licensing maybe one of many entry points/needs addressed
- similar to support services for high needs people suggested by Productivity Commission

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (0-1 years)

### NEW JUSTICE PATHWAYS

Alternative justice pathways for people caught driving illegally with an emphasis on supporting progress through the GDLS:

- offenders directed to accredited driver training programmes
- fines can be offset against costs of driver licence preparation and testing

**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (1-3 years)

# FAST TRACK

### FAST TRACK INTENSIVE LICENSING PATHWAY

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**PEOPLE THIS SUPPORTS** (Icons of diverse people)

**SECTORS INVOLVED** (Icons for Private, Justice Sector, Skills & Employment, Social Sector, Safety Sector)

**HORIZON TIMEFRAME** (1-3 years)

# DIRECTIONS FOR CHANGE: DRIVER LICENSING

## ENABLING RECOMMENDATIONS

**Improving driver training**  
Investigate measures to increase the quality, capacity and affordability of the driving instruction sector to provide an accessible alternative to family-led teaching for those who need it.

**Improving driver testing**  
Redesign the learner licence testing process to focus on practical knowledge of roads safety, hazard perception and risk management. Continue to improve the licence test booking system, and explore ways to increase capacity in under-served areas.

**Shift attitudes**  
Rename the Learner and Restricted licenses to better reflect that these are conditional 'permits to learn', not a full licence.

**Explore ways to make the vehicle owner culpable for fines incurred by people driving illegally (eg unlicensed, in breach of licence conditions) in their car.**

**Stakeholders as part of a solution**  
Explore ways to facilitate employers and employees to work together to support unlicensed employees to travel to work without driving illegally, and/or progress towards a driver licence within the context of their employment. Encourage the education and training sectors to explore how they can help young people progress through the driver licensing process as part of a wider career pathway and training plan.

**Networked funding and coordination**  
Work with government and non-government agencies to develop, describe and coordinate funding for local networks of support for driver licensing, ensuring options are available for each stage of the licensing process. Implement a referrals system for driver licensing support, drawing on the learnings of the NZPolice.

**Refocus enforcement to improve compliance**  
Better align fines for breaching with the ability to pay. Enable fines to be paid in interest-free instalments, prior to the debt being referred to court collections.

**Investigate competency-based assessment**  
Investigate replacing time-based licence stages with competency-based assessment for mature drivers.

## PROPOSED SYSTEMIC CHANGES...

**Shared direction and governance**  
Agree a structure for interagency collaboration, based around a collective problem/opportunity definition and commitment to shared action

**Shared funding and targets**  
Explore mechanisms for shared funding of the On Track change programme, and any existing initiatives with impact across multiple portfolios

**Better data, shared data**  
Add data from the Driver Licensing Register to the Integrated Data Infrastructure (IDI). Conduct further research into the costs, impacts and opportunities of driver licensing

**Enabling legislation**  
Explore legislative change to enable greater levels of innovation. Introduction of a competency-based graduation from a restricted to a full licence. Explore ways of regulating the sale and insurance of cars to unlicensed drivers





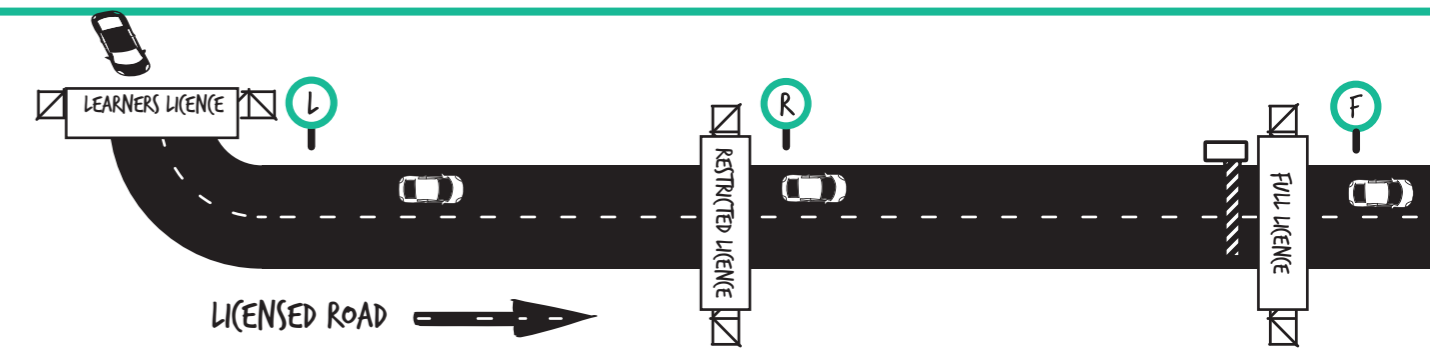
## THE SIZE OF THE PRIZE

Indicative modelling suggests that changing the licensing system to help unlicensed and partially licensed young drivers (16-24) to become fully licensed could reduce costs and provide economic benefits. Further work is required to confirm the likely quantitative potential savings, however:

- If a 20% reduction in the annual social cost of crashes and injuries for at fault unlicensed drivers aged between 15 to 24 could be achieved, the annual benefit is estimated to be \$11.6 million.
- The estimated value of a 10% reduction in the social cost of at fault learner driver crashes and injuries is \$13.5 million for those aged 15 to 24.
- Between 9,000 and 10,000 people aged 18-24 had no licence when they first signed up for a Jobseeker Support-Work Ready benefit. If obtaining a licence could help 20% of those beneficiaries into a job at the minimum wage, their combined income after tax would increase by between \$30 million and 34 million in the first year.
- The one-off saving for the Ministry of Social Development would be between \$16-18 million and the increased in PAYE and ACC levies would be between \$3-4 million in the first year.
- The net present value over a 10 year timeframe for the reduction in the costs of licence infringement and Police costs would be around \$4 million
- The net present value over a 10 year timeframe for the reduction in Jobseeker Support-Work Ready beneficiaries would be around \$115 million
- The net present value over a 10 year timeframe for the reduction in the costs of ACC claims would be around \$8 million.
- The net present value over a 10 year timeframe for the reduction in the costs of the social cost of crashes and injuries would be \$245 million.

Source: NZIER Estimates 2015

# INTERVENTION LOGIC FOR REDUCING THE BARRIERS TO GAINING A DRIVER'S LICENCE



VALUE OF THE INDICATIVE BENEFITS (NPV OVER 10 YEARS)

\$149-245 MILLION

\$44-52 MILLION

\$49-63 MILLION

## ULTIMATE OUTCOMES

Improved road safety

Improved economic outcomes

Fiscal savings

## INTERMEDIATE OUTCOMES

Improved passing rates

Greater compliance with licence conditions

Lowering pooling rates

Greater flexibility for individual and households

More employment opportunities

Reduction in government expenditure

Reduced transport disadvantage

## INTERVENTIONS- TO BE DEVELOPED

More people complete the graduated driving licensing system

Make it easier to engage in the process

Make it easier to stay in the process

## KNOWN BARRIERS

Lack of proof of identity

Difficulties understanding the licensing process

English literacy challenges

Affordability of lessons and tests

No access to a legal vehicle for practicing

Lack of transport options to attend tests

No access to fully licensed supervisor

## RATIONALE

### Access

There is a lack of access for vulnerable New Zealanders to the essential resources needed to gain a drivers licence, which the system is failing to address

### System and process issues

There are system-wide issues with how driver licensing is currently delivered and enforced, including some information and processes that are difficult to navigate.

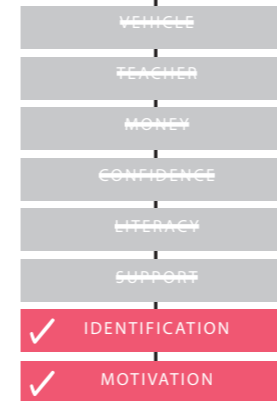
### Value and Normalisation

There is a weak community value proposition for getting fully licensed, normalisation of breaching, and responses to breaching that aren't changing (and potentially entrenching) behaviour.

# 2

## FOUR HUMAN STORIES

We met with over 360 people to try and understand how Kiwis progress to a full licence (or not). Although every person had a different story, the personas in this section are representative of some of the key user groups we identified through this process. They illustrate some of the difficult choices people face in getting licensed and driving within the law.



**F** Full license but disqualified from driving

### JESSE

Experienced but vulnerable driver with complex needs.

Jesse is 42 and an experienced driver. He has difficulty concentrating and retaining information — he is functionally illiterate but has good practical skills. Jesse learned to drive at 12 on the farm in Okaihau. He got his licence before the GDLS was brought in by sitting a practical test on the day he turned 15.

Jesse has a history of drink-driving. The last time, he was caught behind the wheel after drinking heavily at a family wedding. Jesse was twice the legal alcohol limit and speeding, and after appearing in court he was disqualified from driving for two years and sent to prison.

Jesse has now served his prison term and has been out for three months. He's still on probation, has stopped drinking and moved back to Northland for a fresh start. He's lost contact with most of his friends, is estranged from his two kids, and is lonely and isolated.

Jesse is currently dossing at the house of a former workmate. Jesse feels some pressure to move out and would like his own space — but he doesn't know where he'll go. Jesse's only income is the unemployment benefit (\$154/week) with a \$30 accommodation supplement. He has a few hundred dollars from doing labour work while in prison.

Jesse's WINZ case worker has found him shift work at a local construction site — but he has no public transport options to arrive on time and his case worker has recommended that he apply to get his license back. Despite his experience behind the wheel Jesse is nervous about driving again. His former workmate has offered to sell him a car for \$400 — but it has no rego or warrant.

### JESSE HAS BEEN ASKED TO MOVE OUT - BY TOMORROW.



What do you think Jesse should do?



How would you react in similar circumstances?

His workmate's girlfriend resents having an extra person in the house, and she's finally put her foot down. Jesse doesn't own much stuff – a mattress, a TV, and an old armchair – but it's all he has in the world, and the girlfriend says she'll get rid of anything he leaves behind.

Jesse has heard that a sleepout is available for rent in another town. It's more than 20km away and no closer to the construction job than where he's crashing now, but it's cheap and he should be able to move in right away. Jesse's workmate says he can take the car now, and pay him in a few weeks.



# JAYLENE

Busy single mum, with 'needs must' approach to driving and fear of failure.

Jaylene is 25 and a solo parent of two young children. She shares a house with two cousins and their children. Jaylene is studying nursing, and does part-time shift work at a local rest home to make ends meet. Her mum helps out with the kids three days a week.

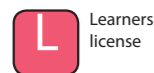
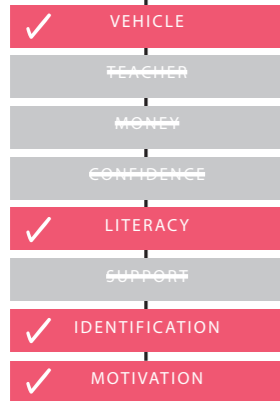
Jaylene got her learner's license when she left her kids' father. No one in her household or family holds a full license, but she felt worried driving her kids without any license at all. She already knew how to drive from watching her ex, but it took four attempts to pass because she was so nervous. These tests cost \$372, which Jaylene had to borrow from a local finance company and is still paying off.

Jaylene has been driving on her learner's for three years. She hasn't sat her restricted yet because she's worried about having to borrow more money and failing again. She's heard the test is very hard if you haven't had lessons, and the testing officers don't want people to pass.

Public transport is not an option for Jaylene most of the time. She needs to drop her kids off on her way to campus, pick up groceries and get to her nursing placements and job, sometimes late at night. Jaylene's younger child has bad asthma and needs regular hospital visits on the other side of town.

Jaylene sees herself as a safe driver because she always uses car seats, wears a seatbelt and never drinks and drives. Her WOF is usually up-to-date, but she drives an old car and sometimes it takes a while to get money together for repairs.

Jaylene has been caught driving twice and fined \$200. She hasn't paid as she's heard you can pay fines in instalments once they get to court. Her cousin told her about the local Facebook checkpoint page and that's helped her avoid getting caught again.



## JAYLENE NEEDS TO GET HER RESTRICTED IN A HURRY.

Jaylene runs into a police checkpoint coming home late from work, and her WOF has expired. The officer tells her she can avoid the fines if she gets her restricted license and WOF within 28 days, but if she gets stopped again, she'll lose her license for six months.

Jaylene tries to book the restricted test. She can't find a free slot anywhere in Auckland for six weeks, but there's one in Whangarei in three weeks. The last time she got a WOF, the mechanic told her she'll need to replace two tyres and the brake pads before he'll pass it again. Paying for repairs, the test and getting to Whangarei is going to cost Jaylene more than the fines.



What do you think Jaylene should do?



How would you react in similar circumstances?



# TYRONE

Natural risk taker with few prospects.

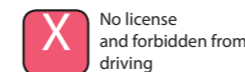
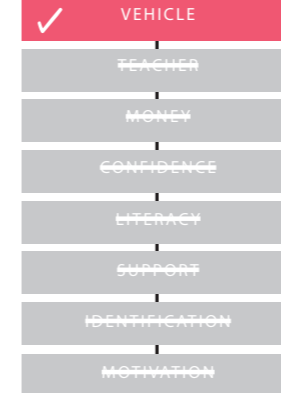
Tyrone is 16 years old and has just dropped out of school. He mostly lives with his uncle and cousins, or crashes with his mates. Tyrone came to New Zealand from the Cook Islands ten years ago and his written English is poor. He plays league for a top local side and would love to play professionally, but the coach is unhappy he's left school and is threatening to drop him from the squad if he doesn't go back or get a job.

Tyrone doesn't have a driver's license and isn't interested in getting one, especially as he's heard the learner's test costs nearly \$100 and involves no driving, only a lot of complicated questions on a screen. He doesn't have a birth certificate either. Several of Tyrone's friends drive with no license, and he can already handle a car pretty well. His dad taught him to drive at 11 back home in the Cook Islands so he could drive him home from the pub. In Tyrone's world it's normal for kids to start driving young, and no-one cares much about licenses.

Tyrone loves to drive, especially at speed. He likes the freedom that comes with driving, and being able to escape home when things get heated – Tyrone's uncle and other family members can get quite violent when they're drunk. He feels powerful behind the wheel, and loves the kudos it brings with his mates.

Tyrone has had his cousin's car impounded twice, and racked up more than \$2,000 in fines. He's been to court because he could not pay the fines, received a community work sentence and is forbidden from driving. He met some gang prospects doing his community work.

Tyrone is receiving a youth payment and support from a youth services provider. He has told them he wants to keep playing league. He'd like to work as a pizza delivery driver like his cousin, but he needs a car and at least a restricted license.



## A JOB OFFER LEAVES TYRONE WITH A TOUGH DECISION TO MAKE.

The cleaner who does the graveyard shift at the pizza delivery place is going on maternity leave, and Tyrone's cousin reckons he can get him the job so he can pay back some of the money he owes and start saving for a car. He also says it's a foot in the door that could lead to the pizza delivery job.

The only problem is it's a long way from where they live, and there's hardly any buses at that time of the night. His cousin says he'll let him drive his car to the late shifts if he pays for petrol and gets his learner's license, so at least the car won't get impounded again.

Tyrone is reluctant to sit the learner's test, because he doesn't know anything about the road code or whether it matters if he's been forbidden to drive. Even if he passes, he knows he could get stopped driving and get more fines.



What do you think Tyrone should do?



How would you react in similar circumstances?



# AMY

## Well supported young driver but a routine breacher.

Amy is 19 and lives at home with her parents and sister. She's studying for a communications degree at university and hopes to get into marketing when she graduates.

Amy's parents both have their full license and paid for her to sit her learner's license. She failed the first time, so they helped her study the road code and offered her money towards a car if she passed on her second attempt. Amy learned to drive with her dad, and prepared for her restricted test by taking a few professional lessons.

Amy passed her restricted license and used her study allowance and her parent's contribution to buy her own car. She could get her full licence, but hasn't gotten round to it. Amy's parents aren't too fazed about her sticking to her license conditions anyway – they want her home by midnight, and don't mind if she drives her sister and friends around as long as she hasn't been drinking. Amy believes she's a safe driver because she obeys the road rules, doesn't drink and drive, and keeps her car warranted and registered.

Most of Amy's friends have some form of driver's license and routinely breach their license conditions. They think getting licensed takes too long, is too hard and overly expensive. Most can get a ride if they need it anyway, and don't think they really need a full license.

Because Amy has her own car she's often asked to drive other people, and sometimes needs to be the sober driver for her friends. She drives herself and a friend to university, because the buses on her route are always overcrowded at peak time and she can't rely on them to get to class.

Amy doesn't think breaching her license conditions is 'proper' law-breaking, especially as her family aren't too worried about it and she's never been stopped.

- ✓ VEHICLE
- ✓ TEACHER
- ✓ MONEY
- ✓ CONFIDENCE
- ✓ LITERACY
- ✓ SUPPORT
- ✓ IDENTIFICATION
- MOTIVATION



### WILL AMY RESCUE HER SISTER FROM A BAD SITUATION?

Amy has been pulled over and ticketed for driving outside her conditions. It's going to cost her most of her savings, and has given her a bit of a fright. Amy resolves to stop breaching her license conditions and book her full license test – her friends will just have to sort themselves out until then!

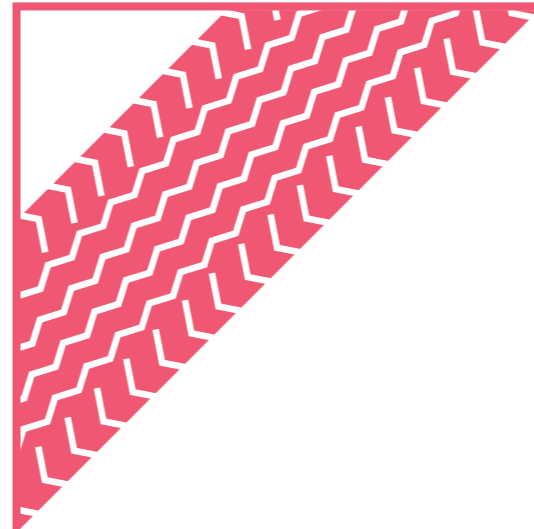
The following Saturday, she gets a call from her sister at 3am. She's had a fight with her boyfriend, and now he's too drunk to drive them home from a party. Amy's sister has no money for a taxi and doesn't know anyone else there. Amy was asleep and feels too tired to drive safely, but her sister pleads with her to come and pick her up.



What do you think Amy should do?



How would you react in similar circumstances?







# OUR FINDINGS & RECOMMENDATIONS

A five minute summary



## OUR FINDINGS & RECOMMENDATIONS

Getting a driver's licence helps prepare Kiwis for a lifetime of safe and legal driving, and opens the door to independence and employment. New Zealand's graduated driver licensing system is designed to keep Kiwis safe, by making sure everyone driving unsupervised on our roads has the competence and experience to be there.

This can only be achieved if people can access the system, and play by its rules.

This paper summarises the work of an intensive, ground-breaking 'co-design' project. It was prepared by a multi-agency team, supported by the Auckland Co-Design Lab, and sponsored by the Accident Compensation Corporation (ACC) and the New Zealand Transport Agency (NZTA).

Over four months, the team interviewed, brainstormed and tested potential solutions with more than 360 people in Auckland, Northland, Te Kuiti, Porirua, Wellington and Christchurch. This included young people and their families, frontline organisations working with young and vulnerable people, operational managers and policy teams from across government, employers, training organisations, driving instructors and many others. Our insights were consistent with the findings from other research into young drivers in New Zealand, and population-level studies in peer-reviewed literature here and abroad.

This document tells the stories of the people we met and describes the impacts of the current system on individuals, families and New Zealand as a whole. It suggests directions for change that we have developed in partnership with those most affected. This document is a Strategic Assessment in the language of The Treasury's Better Business Case approach.



I want my full licence. Then I don't have to worry anymore. FREEDOM!!

16 YEAR OLD DRIVER



If \$137 was handed to me (to sit my restricted) I would use it to pay bills.

YOUNG MOTHER OF TWO CHILDREN

## WHAT WE'VE LEARNED ABOUT LICENSING

Most Kiwis learn to drive in their teens, at a risky stage of their physical, mental, social and emotional development. In combination with their lack of experience on the road, this makes young drivers the most likely to be involved in accidents.

Currently, most people successfully gain their licence under our graduated licensing system. But we know that the majority are breaching the conditions designed to keep them safe during their journey to a full licence. We heard many people—also employers, churches etc, are either looking the other way, or actively condoning this behaviour.

Further, a sizeable minority of young Kiwis – around 70,000-90,000 people per year – struggle to access the licensing system as it stands and are either stalling part way through, or failing to enter the system in the first place. These people miss out on all the benefits of holding a full licence (including access to jobs), and many report risking their own and others' futures by driving anyway.

Some people will face accidents, debt or justice consequences as a result of their illegal driving, which can significantly impact on their future. People are aware of the penalties if they're caught but choose to take the risk, finding 'workarounds' where they can.

After hearing the perspective of those using the system, we've identified some key challenges for licensing in New Zealand. Although clearly interrelated, we've grouped these key issues into three broad theme areas:

- 1 An insufficiently compelling value proposition for getting fully licensed, and widespread normalisation of breaching.
- 2 Barriers to access for vulnerable New Zealanders to the essential resources needed to gain a driver's licence, which the broader system is failing to address.
- 3 System and process issues affecting how driver licensing is currently delivered, and an expensive enforcement response that isn't changing behaviour.

## THIS IS NOT JUST A ROAD SAFETY PROBLEM

The issues that we've identified impact right across government – not only on transport and road safety, but also employment and skills, policing and corrections, income support, education, citizenship and social wellbeing. The wider impacts and costs of these issues are felt not only by affected individuals and families – they are borne by New Zealand as a whole.

If we want all Kiwis to be safe on the roads, and have a fair chance to reach their potential, we need a broader system response that enables everyone who wants to learn to drive to do so legally. This requires thinking well beyond the boundaries of the licensing system itself, and re-examining some basic assumptions underpinning our current approach to driver licensing.

A first and critical assumption is our reliance on a family-led model for teaching people to drive. This may no longer be appropriate, given that gaining a driver's licence has become more challenging; that not all families can provide the skills, guidance and resources required; and that being licensed is key to peoples' future employability.

The second assumption is that punishment works to change behaviour. Our research and that of others suggests that driver licensing-related offending is endemic in New Zealand, and the current enforcement regime is not only failing to turn this around, but in some cases increasing the likelihood of re-offending.

The third assumption is that driver licensing should operate as a 100% 'user pays' model: presently, NZTA must recover all the costs of administering driver licensing through fees (estimated at between \$50-60 million per annum). This is based on the premise that it is the individual who receives all the benefits of being licensed, and therefore should (and can) pay for them; and moreover that these individual benefits are compelling enough to draw all Kiwis who want to drive into the licensing system. However it is clear that the broader social and economic benefits to New Zealand are considerable when uptake of licensing is high, and conversely, there are significant broader costs to bear when people opt out.

Government and community agencies are beginning to tackle some of the issues we raise in this paper. There are already initiatives underway to improve the licensing experience for new drivers, including improvements to learning materials and the practical test. There are also pockets of good practice around the country – within schools, marae, community agencies, workplaces and other settings – that signal ways to provide more intensive support to access the licensing system for those who need it. However these interventions are not of sufficient scale to make a difference for many Kiwis.



70% of jobs require a driver's licence as a mandatory qualification for potential employees.

SHAW AND GATES (2014) (4)



We see young guys getting community service as an alternative to having to pay thousands in fines [for breaching licence conditions]. Their time in community work is spent being socialised into a gang. Next time we see them, it is for something more serious.

SENIOR PROBATIONS OFFICER



Young people make up 13% of the population, but a young driver is at fault in 19% of all fatal crashes and 23% of serious injury crashes.

MOTOR VEHICLE CRASHES IN NEW ZEALAND (2014) (9)



84% of young Kiwis report driving in breach of their driver's licence conditions.

BROOKLAND AND BEGG (2014) (5)

## RECOMMENDATIONS FOR CHANGE

To create a true step change in licensing compliance in New Zealand requires more than a 'programme'. It needs an integrated package of system-level improvements and targeted interventions that can change attitudes and behaviours in the mainstream and resolve the barriers faced by vulnerable groups.

This paper aims to start that conversation by setting out the case for a new approach that draws in government and non-government agencies, employers and communities. We've called it 'ON TRACK' – and characterised the key elements as follows:



### 1. GET ON TRACK

It's critical to capture young Kiwis early, helping them see the value of licensing and offering resources and wrap-around support (for those that need it) to get them started.



### 2. STAY ON TRACK

New drivers need encouragement and guidance to shepherd them through the system, and incentivise them to keep developing their safe driving skills and drive within the law.



### 3. BACK ON TRACK

It should never be too late to draw someone back into the licensing process. If people are unable to navigate the system and/or suffering repeated justice consequences from illegal driving, we need to provide extra help and alternative pathways to avoid a costly and destructive spiral.



### 4. FAST TRACK

There's a strong case for helping some Kiwis to get their license faster – to get a job, care for dependents or get off the justice roundabout. We believe this can be achieved without compromising driver competence and road safety.

As well as overarching recommendations for system-level change, we have developed early-stage design concepts outlining new approaches aligned to each of these stages. We believe they signal a direction of travel consistent with local knowledge and emerging practice internationally, and are worthy of further exploration by the relevant agencies.

If further developed, we believe these changes could directly contribute to achieving Better Public Service results 1, 7, 8 and 10:

- Reduce long-term welfare dependence
- Reduce total crime rate (particularly youth crime)
- Reduce re-offending
- New Zealanders can complete their transactions with government easily in a digital environment.

They also signal opportunities for improving road safety for inclusion in the next Safer Journeys Action Plan.

We see the value of a graduated licensing system to keep Kiwis safe on the roads. But we believe the time is right to review how New Zealand's licensing system is delivered and enforced. There are opportunities to learn from new approaches taken in other countries, as well as nearly two decades of experience on the ground here in New Zealand. We have found that there is a wealth of knowledge within the broader system of areas needing improvement, as well as willingness among 'users' of that system to contribute their views.

We propose that investment to increase the accessibility, quality and capacity of our driver licensing system will not only reduce accidents on our roads, but increase economic productivity and bring significant societal return to New Zealand.



Having a full driver's licence is the one qualification that's universally important for helping people to be employable in rural New Zealand.

KELLY ANNAND – CONNECTING FOR YOUTH EMPLOYMENT, HAWKES BAY

# 4

## THE CASE FOR CHANGE

Our insights into driving and licensing – what’s not working and why, and the impacts for New Zealand



## UNDERSTANDING THE PROBLEM

People need to drive to fully participate in New Zealand life.

The ability to move around independently enables people to fully participate in life in New Zealand – and most people do this by driving a car. It’s difficult to function economically and socially in most parts of the country without a car – to get a job, and to get to work, school, training or study, sports practice, family gatherings, the doctor and the supermarket.

Public transport doesn’t work as an alternative for many New Zealanders due to issues of access, availability and convenience. This is especially true in our rural areas, where public transport options are almost non-existent and people have greater distances to travel. Until public transport or disruptive technologies provide affordable, reliable and widely accessible alternatives to driving for all New Zealanders, cars will continue to be part of our culture for the foreseeable future.

Most people who learn to drive are young, and eager for this freedom and independence. Getting a driver’s licence is still a rite of passage for many Kiwis – a recognised milestone on the journey to adulthood, and often people’s first engagement with the state outside the classroom. It’s also a risky stage of their physical, mental, social and emotional development. In combination with a lack of experience on the road, learning to drive can be a dangerous undertaking, and young drivers are the most likely to be involved in accidents.

### OUR LICENSING SYSTEM WAS DESIGNED TO MAKE ROADS SAFER

New Zealand introduced a Graduated Driver Licensing System (GDLS) in 1986, to ensure a level of oversight and rigour within the licensing process that would reduce risk and make young people safer on the roads. The GDLS requires new drivers to progressively develop their knowledge, driving skills and experience during two probationary stages, rather than assessing their skills through a single practical test.



There are over 3 million registered cars in New Zealand. Our levels of car ownership are among the highest in the OECD – higher than Australia, Japan, the United Kingdom and the United States.

NZTA (2015) AND WORLD BANK (2014) (10)



Road crashes are the second greatest killer of 16-24 olds (after suicide), and the leading cause of their serious injuries.

NZ MORTALITY REVIEW DATA GROUP (2014) (11)



Accidents involving young people cost New Zealanders \$37million per year in ACC entitlements.

ACC CONSULTATION; MOT YOUNG DRIVERS REPORT (2015) (3)



Inexperienced drivers are 20% more likely to have accidents.

CENSUS (2013); MOTOR VEHICLE CRASHES IN NEW ZEALAND (2014) (9)

It now takes most Kiwis two years of driving experience and three separate tests to get a full Class 1 car licence. Practicing driving only under supervision is a key aspect of the 'learner' stage, with driving unaccompanied permitted only under strict conditions during the 'restricted' stage. Changes to the testing regime in 2012 have raised the skill threshold further, making it harder to pass the first practical test that permits people to drive solo.

Lengthening and toughening the pathway to a full licence in New Zealand was one of a number of interventions that, collectively, have reduced our road toll for young drivers. Others include raising the minimum driving age to 16, road and vehicle safety improvements, changing social norms around drink driving and a zero blood alcohol limit for drivers under 20.

However, there is still some way to go. Our 15-19 year old male drivers are still eight times more likely to crash than the safest male drivers, and 15-19 year old females are six times more likely than the safest female drivers.<sup>3</sup> Car crashes are second only to suicide as a leading cause of death for our young people.<sup>11</sup>

Most Kiwis would agree our licensing system needs to be rigorous to keep our roads and our young people safe, but there is a clear disconnect between this view and community norms around driving and licensing in New Zealand. It may also be necessary to revisit how the licensing system is operated and enforced, with a view to making it work more effectively for everyone.

This section outlines a number of issues surrounding the broader licensing system. Many of these insights are drawn directly from the experiences of users. Others have been contributed by sector experts and frontline staff, and some are mined from our review of related research. Although clearly interrelated, we've grouped them into three broad theme areas:

### 1 VALUE AND NORMALISATION

An insufficiently compelling value proposition for getting fully licensed, and widespread normalisation of breaching.

### 2 ACCESS

Barriers to access for vulnerable New Zealanders to the essential resources needed to gain a driver's licence, which the broader system is failing to address.

### 3 SYSTEMS AND PROCESS ISSUES

System and process issues affecting how driver licensing is currently delivered, and an expensive enforcement response that isn't changing behaviour.



## THEME ONE:

# VALUE AND NORMALISATION

NZTA Data shows that while 75% of young Kiwis (16-24 years old) are participating in the GDLS, there are significant numbers of people 'pooling', or not progressing through the stages to a full licence.<sup>2</sup> A further group are failing to enter the licensing system at all, but driving anyway (this is discussed further under Theme two – Access).

Meanwhile, a study commissioned by NZTA found 84% of the young people who do enter the system are breaching the conditions of their learner's or restricted licence at some point.<sup>5</sup> That means most young drivers will get behind the wheel at a time of known risk – unsupervised (while learning) or travelling with passengers or late at night (while restricted).

This suggests that illegal driving is endemic and normalised in this country, particularly among young people. Although levels of licensing are lower in some communities, this offending is not restricted to a particular location, or specific socio-economic and ethnic groups.

Current approaches to shaping attitudes towards driver licensing are not working as well as they could. As a country, we are failing to create a compelling value proposition for being a licensed, legal driver – one that resonates with the priorities, behaviours and interests of young people in particular, but also with their families and other influencers.

## SEEING VALUE IS CRITICAL UNDER A 'USER-PAYS' MODEL

The current GDLS delivery model is 100% 'user-pays', with no means testing. NZTA must recover the full cost of administering driver licensing through fees. This is based on the premise that it is the individual who receives all the benefits of being licensed, and therefore should (and can) pay for them; and that these individual benefits are compelling enough to draw all Kiwis who want to drive into the licensing system.

Obtaining a driver's licence costs around \$340 for the tests (assuming each is passed on the first attempt). If learning is supported by professional lessons, this will add anywhere from \$50 to \$75 per lesson to the bill, adding up to a substantial investment. As well as these direct costs, a learner will need to invest many



60% of people spend more than two years on their learner licence, and 40% stay on it for more than five years.

60% of people spend more than two years, and 50% more than five years on their restricted licence.

NZTA- SUPPLIED DATA, (OCTOBER 2015) (2)



Obtaining a driver's license can be a protective factor for desistance from crime, and a gateway to employment and other opportunities.

PRINCIPAL YOUTH COURT JUDGE ANDREW BECROFT 2015

hours in learning the road code, taking lessons, practicing their driving in different conditions, and booking and sitting the tests. For some a lack of confidence and fear of failure will be extra disincentives to seeking a licence.

With such a large upfront and ongoing investment required, it is critical that people perceive sufficient personal value in being licensed. Yet the broader social and economic benefits to New Zealand are considerable when uptake of licensing is high, and conversely, there are significant broader costs to bear when people opt out.

## PARENTS ARE PART OF THE PROBLEM (AND THE SOLUTION)

The views of key influencers – particularly family / whānau, but also friends, employers and co-workers, church leaders, educators, role models, the media and celebrities – are critical to developing this individual and societal perception of value. And on a practical level, the significance of the family / whānau as enablers – both in terms of getting and breaching a licence – cannot be over-stated.

We found that many people tolerate, enable or even actively encourage young people to drive without a licence, or in breach of their licence conditions.

Some parents begin to teach young people to drive, or let them drive unaccompanied, when they believe they are ready – which may be at a similar age that they started driving themselves (regardless of subsequent changes in the law).

Recent studies suggest that driving unlicensed or partially-licensed is the norm in some communities. We met young people driving unsupervised on our roads – with their parents' permission, and vehicle – without any formal instruction at all. Many had never learned the Road Code, or sat a practical test to prove their competence. Some began to drive as children – at 10-12 years of age – taught by older family members who wanted a sober ride home, or a reliable ride to work. Others learned to operate a car by watching a friend, a sister, an uncle – and picked up the road rules by imitating what other drivers did. These young people saw nothing particularly dangerous or unusual in their experiences – everyone else they knew had a similar story.



[Parents and caregivers] are the gatekeepers to the family car(s) and hence have the greatest say over how, when and where it gets used by the young drivers in their family. Young people have a high 'drive' to drive and this research suggests that parents, not licensing laws, are setting the boundaries.

SYNERGIA  
(MĀNGERE YOUNG DRIVER RESEARCH, 2014)  
(13)



I like to start teaching our young people to drive at around 11 or 12. Once they get a bit older they get over-confident – they're more likely to listen to you when they're a bit younger.

PARENT

Being able to drive can make young people popular with their peers, which acts as a major incentive to drive in breach of licence conditions. We heard that this popularity can be a double-edged sword for the young driver, too. Many young people with access to a car felt constant pressure to drive their friends around, especially if others had been drinking. Some admitted how distracting it could be driving with passengers when they were still inexperienced, and how difficult it could be to assert themselves with peers in situations where they felt unsafe.

For many young people, a driver's licence represents a desirable and recognised step toward independence. But for others, the act of getting licensed is not seen as a symbolic 'rite of passage' into adulthood – they are already functioning independently, and dealing with things well beyond their years. We met young people who drive to take control of their lives and escape from negative or damaging situations. In this context, illegal driving is a pragmatic response to difficult circumstances, where being licensed is less important than being mobile.

These behaviours may sound extreme. Yet local and international research suggests that many normally law-abiding parents will condone breaching, believing they are helping their young people take on appropriate levels of responsibility as they grow up. It's a way of showing trust and rewarding maturity, while avoiding conflict and accepting their teenagers' desire for independence.<sup>13</sup>

Encouraging early driving also enables young people to begin to contribute to the family in a practical way – and frees parents of their 'chauffeur duties'. In this respect, many parents have a clear conflict of interest, and may be making misguided trade-offs between mobility and safety.<sup>14</sup>



Being able to offer lifts to others is seen as a valued currency in gaining respect and kudos among peers (hence young drivers can be tempted to 'be the driver' before they are licensed to do so)... Once a young person becomes 'the driver' in a group, they can start to lose control of how they manage their driving as the group rather than the individual starts to set the boundaries of how and when driving is done.

SYNERGIA (INTRODUCTION TO  
YOUNG DRIVER RESEARCH, MĀNGERE, 2014) (13)



The problem is that because it is so accepted to drive unlicensed or in breach of their licence, there is no great sense of urgency or pressure to progress through the GDLS.

SYNERGIA  
(YOUNG DRIVER RESEARCH, MĀNGERE, 2014)  
(13)

## YOUNG PEOPLE KNOW THEY ARE DRIVING ILLEGALLY

When Kiwis drive without a licence or in breach of their licence conditions, they are risking:

- Accidents that could injure or kill themselves or other people
- Voiding the car-owner's insurance if they do have an accident, risking large repair bills
- Fines for driving without a licence, or in breach of their conditions
- Having their (family) car impounded
- Demerit points that can affect their ability to drive legally and get affordable car insurance
- More serious justice consequences if they don't pay their fines or keep offending – including criminal charges and time in prison
- Losing their job, and a struggle to get another one.



If nothing happens after a year, you start to get comfortable and worry less about getting caught. It's only proactive people that keep going to get their full licence.

17 YEAR-OLD STUDENT



I want my full licence. Then I don't have to worry anymore. FREEDOM!!

16 YEAR-OLD DRIVER

The willingness of families and other influencers to condone illegal driving suggests low awareness of the consequences.

Yet, all of the people we spoke to during our research knew they were breaking the law, and that this brought risks, even if they didn't know exactly what these were. Many less experienced drivers were afraid of having an accident, and people from more marginalised backgrounds usually had direct or close experience of negative justice consequences.

Many young drivers described feeling anxious while driving illegally – a sense of 'constantly looking over their shoulder'. Some told us that their parents relied on them to drive, yet would be angry if they were caught and punished as a result. We heard that young people develop elaborate avoidance strategies to try to reduce the risk of being caught, such as avoiding main roads and known hot-spots, checking Facebook pages that post the location of local Police check-points, and removing their caps when they spot Police.

However for the majority, the fear of consequences didn't appear to affect whether they drove or not. This is at least partly driven from a widespread perception that illegal drivers are highly unlikely to get caught, meaning the immediate convenience of driving outweighs the small risk of negative consequences. Many people (especially older drivers who don't 'fit the profile') are willing to take this calculated risk, based on long experience of breaking the rules without getting caught or punished.

## ATTITUDES TOWARDS SAFETY ARE COMPLEX, AND LARGELY UNRELATED TO LICENCE STATUS

In terms of accident risk, more could be done to help New Zealanders make the link between a graduated licensing system and improved safety on the roads.

We found many drivers had complex beliefs and practices around safety on the roads. Most saw their safety as primarily related to their driving ability. Many unlicensed or part-licensed drivers we met saw themselves as fully competent, and believed they were safer than many other road users. Some felt this gave them a 'right' to a driver's licence. Having their skills independently assessed through the licensing process was seen as a bureaucratic requirement, and not essential to their safety.

These findings are supported by international studies which show that young drivers, particularly young males, often have an inflated perception of their own ability and poor judgement of risk.<sup>15</sup>

We found it was common for illegal drivers to mentally 'balance out' their risky practices (e.g. driving without a licence) with safe ones (e.g. always driving with their children in car-seats, or sticking to speed limits), leaving them with an overall sense of safety on the road.

Several young people also reported that their family / whānau saw them as safe drivers for reasons unrelated to licensing – such as not having had previous accidents, only driving sober, or being generally stable and responsible compared to other family members.

It became clear during our research that social campaigns to encourage sober driving have been a resounding success – to the extent that most people believe driving sober is more important than driving with a licence, or complying with licence conditions. Some young drivers said their parents and peers explicitly supported this view, and clearly thought the Police would forgive any licensing offences if they were the sober driver.



I don't have my licence but I'm a really good driver. I drive safely, I don't like going too fast. And I take my friends home when they've been drinking. I've been driving for four years and never had an accident.

HOSPITALITY WORKER, 20



I've just learned that only four out of 16 of my guys have their full licence – they don't need it to do their job. But they still have to get here – often after hours – so I guess eventually they'll get caught.

EMPLOYER WITH SHIFT WORKERS

## THE BENEFITS OF DRIVING VS. DRIVING WITH A LICENCE

If fear of consequences is 'the stick', understanding the benefits of being fully licensed is 'the carrot'. Both are important in creating a stronger value proposition for licensing.

Most Kiwis do see significant benefits in being able to drive, and most parents pass this belief on to their children. But many people do not perceive the same value in holding a licence to drive.

Being able to drive enables Kiwis to:

- Get themselves and their families where they need to go, when they need to get there – with luggage, at all times of day or night and in all weather.
- Keep connected with others, reducing social isolation and improving health outcomes.

Having a driver's licence additionally enables Kiwis to:

- Be considered for the majority of jobs in New Zealand
- Provide safe and legal transport for themselves and their families, with a reduced risk of accidents, and freedom from the anxiety of being stopped by Police.
- Use services that require valid photo ID – e.g. opening a bank account, signing up for a tertiary course, accessing social services, buying alcohol or renting a trailer. A driver's licence is New Zealand's default form of photo ID, particularly for people without passports, and without one people face significant barriers to accessing many services and opportunities.

## HAVING A LICENCE GREATLY INCREASES YOUR CHANCES OF FINDING WORK

One of the key benefits of licensing for young people is increased employability. A full driver's licence is a requirement for 70% of job opportunities in New Zealand, even for entry level jobs that don't involve driving.<sup>4</sup>

Many employers we spoke to report that they use a licence as a way of assessing reliability and flexibility to get to work and an indication of aptitude and attitude, even if people are motivated and have other skills to offer. Licensed staff can also drive work vehicles and operate machinery at less risk to their employer. Yet most young people we spoke to didn't clearly perceive employability as a benefit to being licensed.



70% of jobs require a driver's licence as a mandatory qualification for potential employees.

SHAW AND GATES (2014) (4)

Employers in construction, transport and infrastructure have projected a shortfall of 6,000 low or semi-skilled employees to meet demand in Auckland alone in the next five years. A Class 1 driver's licence is a prerequisite for most of these jobs, but presently few employers see value in supporting potential or new staff to gain one. Employers we spoke to saw licensing as a long-term process without immediate return for the business, and feared investing in staff who could then transfer to a competitor.

## UNLICENSED PEOPLE APPEAR MORE LIKELY TO BE ON A BENEFIT LONG TERM

Early analysis by the Ministry for Social Development (MSD) has suggested that beneficiaries with some form of driver's licence spend less time on a benefit than their counterparts without a licence, and this correlation is even stronger in rural areas. The reasons for unemployment are complex, and further work is required to determine whether there is a direct, causal link between licensing and employability, and the scale of this issue. However we do know that around half of the young people (aged 18-24) signing up for a benefit don't have a licence.

The value of a driver's licence to jobseekers is recognised by MSD, and support with licensing is offered to some claimants. For example, MSD's East Coast region contracts driver education as part of its Connecting for Youth Employment scheme. Through the scheme, driver training, mentoring and theory lessons are provided for up to 300 Work and Income clients across Hawke's Bay to progress toward gaining full Class 1 licences.

There is a prima facie case for MSD to support all unlicensed beneficiaries to gain a driver's licence. However funding driver licensing is still discretionary for Work and Income caseworkers, and insufficient data is collected to enable thorough analysis of the impact of those decisions. Also, no detailed analysis has been undertaken on the actuarial risks of a driver's licence or lack of to benefits. The long timeframe to progress to a full licence under current arrangements may be reducing their incentive to invest in licensing for clients.

A comparable logic drives investment decisions within Probation Services. Probation staff will usually help ex-prisoners find work and reintegrate into the community over a period of months, not years. Although Probation staff do support some clients to (re)gain a learner or restricted licence, many will move off probation before progressing to their full licence. Further, some clients will have complex circumstances and needs that make their licensing journey harder, or less of a priority than other interventions.

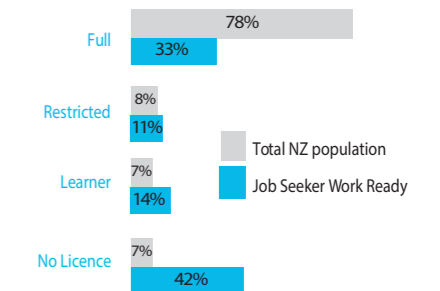


There's an estimated shortfall of 6,000 labourers in Auckland in the next 5 years alone. The vast majority of these jobs will require a driver's licence.

AUCKLAND MĀORI AND PACIFIC TRADES TRAINING INFRASTRUCTURE CONSORTIA (2014)



Licence status of MSD Job Seeker Work Ready beneficiaries vs Whole NZ population



DATA SUPPLIED BY MINISTRY OF SOCIAL DEVELOPMENT & NZTA (2015)



## 2 THEME TWO: LACK OF ACCESS



If \$137 was handed to me (to sit my restricted) I would use it to pay bills.

YOUNG MOTHER OF TWO CHILDREN

### THE LICENSING SYSTEM WORKS FOR MOST PEOPLE, BUT NOT ALL

The design of the graduated licence stages, the restrictions on each level of licence, and the punishments for breaching licence conditions reflect an underlying assumption – that all drivers have an equal ability to comply with these rules. However, many of the essential resources for gaining and complying with a licence sit not with the individual, but within the wider family / whānau.

### IT TAKES SUBSTANTIAL RESOURCES TO GET A DRIVER'S LICENCE UNDER OUR 'USER-PAYS' MODEL

It's difficult to get a licence and drive legally if you don't have access to most, if not all of these things:

- A warranted and registered car
- Someone who has held a full licence for more than two years who can teach you to drive, and supervise you in the early stages
- An understanding of how the licensing process works, and the extra support you can ask for (or where to find the information)
- Money (to pay for tests, car maintenance and driving lessons if your family can't teach you), left over after basic expenses are met
- English reading, writing and spoken language skills sufficient to pass the tests
- Acceptable proof of identification
- Places to practice where you can learn the full range of skills you'll need to pass
- A testing station you can get to readily, to sit your tests
- Confidence in your driving and your ability to pass the tests (and to make a complaint if you get bad service)
- Positive role models who value a licence, and who will support and encourage you to keep going and stick to the rules until you have your full licence.



47% of young people in New Zealand have a learner's licence or no licence.

66% of young people in South Auckland have a learner's or no licence.

Approximately 81% of young people on a benefit have a learner's or no licence, when they first register for a benefit

CENSUS (2013);  
NATIONAL REGISTER OF  
DRIVER'S LICENCES (2015)

MSD INSIGHTS TEAM  
(2015, UNPUBLISHED)



In many cases, parents/ caregivers see no other option than to ask or allow their children to [drive in breach]. This dependence on young people to 'help out' by driving is especially felt by households with parents doing shift work, large families, solo parents and/or families with older or infirm parents... Overall while it is acknowledged as being a 'good' thing to have a full licence, it is not necessarily a 'must have'.

SYNERGIA  
(MĀNGERE YOUNG DRIVER RESEARCH, 2014)  
(13)

Some Kiwis can't access these supports or resources within their household or wider whānau. As a result, most people in this situation will fail to complete the licensing process or to enter it in the first place. Many will need to drive anyway to try to meet their work, family and social obligations, even with the very real risk of consequences.

The majority of people in this marginalised cohort are young, on low incomes, and living in South Auckland or rural New Zealand, and many are Māori or Pacifica. Refugees, unsupported migrants and ex-prisoners are smaller but still significant populations that experience these issues, and who may have even higher support needs.

The normalisation of breaching in some communities has already been discussed in Theme one, and the impact of consequences on this group are explored further under Theme three.

### THE EDUCATION SYSTEM CAN'T SOLVE ACCESS TO LICENSING

Many people believe integrating licensing into education and training is the best way to get more young people through the licensing process, especially where their families can't support them. Some call for licensing to become part of the New Zealand secondary school curriculum as a way of 'requiring' schools to prepare students for licensing.

However, schools are self-governing, and individually determine what to offer their students from an already very broad curriculum. No specific permission from the Ministry of Education (MOE) is required to offer support with driver licensing, but nor can MOE direct schools to offer it by including it in the curriculum.

A driver's license is a qualification in its own right, and although this has now been formally recognised in the New Zealand Qualifications Framework, schools can offer preparation for driver licensing regardless of whether or not it is included in NCEA. A large number of schools – nearly half of those we surveyed – already provide interested senior students with assistance to gain a learner's licence or access private driving schools. This is likely to increase as more students begin preparing for vocational pathways while still at secondary school.



The average annual household income in Māngere-Otāhuhu is \$19,700 – or around \$380 a week before tax.

(16)



Our students all drive. But none of them have licences.

EDUCATION PROVIDER

However, schools have many competing priorities for the limited time they have with their students, and limited budgets to invest in additional qualifications and equipment. Schools don't automatically receive additional funding for incorporating new areas of learning into their curriculums – they must meet the costs out of their existing allocation.

The intensive and costly nature of practical driver instruction is not suited to mass-teaching, meaning most schools can only support preparation for the learner (theory) stage without significant and ongoing investment.

Likewise, many tertiary institutes and private training providers may encourage their students to get licences, but are not incentivised to provide support to their students through their own programmes. This is the case even where a driver's licence is practically a pre-requisite for finding employment after graduation, such as nursing. We spoke to trainee nurses who realised they would have to find alternative work for up to two years if they graduated before starting the licensing process.

More could be done to position a driver's licence as a desirable outcome of time spent in education and training, at both secondary and tertiary level – but delivery of driver licensing through mainstream education is not a 'silver bullet'.

### THERE IS NO ORGANISED 'NETWORK' OF SUPPORT FOR DRIVER LICENSING – ONLY POCKETS OF HELP FOR THOSE WHO CAN FIND IT

As well as education-based assistance, there are a wide range of government and community-led programmes and initiatives set up to support people unable to access the resources they need to get licensed within their family or household. However much of this is at small scale rather than system-level, and there are issues of quality, fragmentation and sustainability. Currently, only a small proportion of those who need this support are able to access it.

Participation depends on a person having awareness that support programmes exist, knowing what is available in their local area, and fitting often highly-targeted criteria to participate. Even referring agencies such as MSD, the Police or the courts can find it difficult to navigate the GDLS support options available in urban areas due to a lack of coordination, patchy coverage and a high turnover of projects at the community level.



Getting my licence will make it easier to apply for jobs, but I wouldn't have been able to get my licence without help from [the youth service staff].

YOUNG PERSON, IN AN INTERVIEW WITH HAWKES BAY TODAY



We may not be budgeted to help them through the driver's licence system, but it's about keeping it real. This is what our kids need.

JEANNE O'BRIEN, MANAGER OF TARARUA COMMUNITY YOUTH SERVICES, IN AN INTERVIEW WITH HAWKES BAY TODAY

Further, the most effective programmes tend to be oversubscribed, and waiting times can thwart a person's genuine intent to (re)engage with licensing. Many programmes rely on the commitment of a few key individuals in their community, which reduces their scalability even where demand (and funding) may exist.

Sustainability of funding is an ongoing issue, with many initiatives set up as pilots with time-limited funding, or in competition with each other for one-off grants from government and philanthropic sources. The majority of programmes operate entirely independently, creating the potential for gaps and overlaps. The crowded but disconnected nature of the licensing space makes it harder for funders to target resources to areas of high demand or under-capacity.

Further, most programmes will only provide access to one or two of the essential resources learners need at a point in time (e.g. a legal car, driving lessons, or literacy support) and won't resolve other problems (e.g. no money to pay for tests, fear of failure or a lack of licensed supervisors in the family).

Given the diversity of circumstances and barriers individuals face, it isn't possible for a single programme to meet everyone's needs over the two-plus years it takes to complete the GDLS. And even in high-needs areas, there is no coordinated network of programmes to support people who need it through all three license stages.



Much of the 'breach' driving that these young drivers are doing is to fulfil a family need, and there are strong feelings of solidarity and protectiveness with regard to local families in 'survival mode'.

SYNERGIA (MĀNGERE YOUNG DRIVER RESEARCH, 2014) (13)



THEME THREE:

## SYSTEM AND PROCESS ISSUES: DELIVERY AND ENFORCEMENT OF DRIVER LICENSING



If I had my restricted licence, I'd be happy with that. I would probably just drive on that for a few years.

16 YEAR-OLD STUDENT

New Zealand was one of the first countries in the world to adopt a graduated approach to licensing, and there is increasing consensus in the international literature that graduated systems are the most effective way of preparing young people to drive independently. Many other OECD countries have since introduced variants of our system, with some building on emerging evidence of best practice by incorporating hazard perception and risk assessment components<sup>7</sup>.

Clearly there is value in operating a graduated licensing system to keep Kiwis safe on the roads. However, there is considerable scope to make our licensing system and processes easier to understand, more accessible and more user-friendly. There are also two further assumptions underpinning delivery which we believe should be re-examined: the continuation of a family-led model for teaching people to drive, and the use of punishment to improve compliance.

### A COMPLEX STRUCTURE NEEDS GREAT COMMUNICATION

Many people find the driver's licence process complicated and confusing, and in particular the link between the licence stages and conditions, and how this improves road safety. Getting a Class 1 car licence involves three stages of varying lengths over 18 months to two years, and different conditions, skills and fees apply at each stage reflecting the different skills required and related levels of risk. The process also varies depending on your age, and if you have an international licence, your licence expires or you are disqualified from driving, it's different again.

Although there are valid reasons for this complexity, these were not well understood by many of the people we spoke to. There are also many common misconceptions around key rules and requirements.

Navigating and measuring progress once inside the system is another area where some people struggle. Recent research in Māngere found young people struggle to understand their position in the overall GDLS process, assess their skills relative to other learners, and determine if they are ready to progress to the next stage. When combined with the high costs of failure, this can act as a strong de-motivator to keep progressing through the licence stages<sup>8</sup>.

### INFLEXIBILITY OF DELIVERY

There is limited flexibility at key points of the process to take account of people's individual circumstances and needs. Despite the huge variety of people entering the system, many licensing processes can only be done one way. If these don't fit their situation, people are more likely to opt out.

This lack of flexibility is due in part to highly prescriptive legislation, which leaves little room for customisation or innovation in supporting the different needs of a high volume of learners.

One area where there is some in-built flexibility is licence exemptions – e.g. being permitted to drive outside restricted hours for shift work, or transporting siblings. However many people we spoke to were unaware of the option to get an exemption or how to go about it, and it is unclear how much discretion there is in decision-making.

### BOOKING A TEST

We heard that getting a test appointment is an area of particular frustration across the board, with a complex online booking system and capacity issues in many parts of New Zealand. Appointments are only available during business hours, necessitating time away from school or work to sit the test. Many people we spoke to reported that they struggled to find available dates within a reasonable timeframe, particularly in our larger cities. Although latest figures show that waiting times are improving, this is not yet reflected in peoples' perceptions of availability.

Outside the main centres, access takes on a different dimension. The vast majority of small New Zealand towns have no testing station, and learners in our rural areas face long journeys to access licensing services. One person we spoke to in a medium sized town faced a (supervised) drive of 128km to their nearest testing station.

The requirement to provide valid proof of identification when booking can also be a significant barrier for some people,



It is extremely difficult for students in our isolated town to get their licence without major impact on schooling - we are at least 1.5 hours away from the nearest centre for them to do licensing, and students have to take a whole day out to do their test.

SCHOOL PRINCIPAL



The need to repeatedly prove identity at various stages of the licensing process is one of the main complaints the AA receives from learner drivers.

AUTOMOBILE ASSOCIATION



There are 447 towns in New Zealand but only 129 testing stations, of which 70 offer practical tests. 53 testing stations are in the three main centres of Auckland, Christchurch and Wellington (with 16 of these offering practical tests).

NZTA DATA 2015

particularly those born outside New Zealand. People who are already known to parts of the New Zealand government system – for example through school, Work and Income, Immigration NZ or the Probation Service – still have to re-prove their identity when applying to sit a driver’s licence test.

Although licence fees are manageable for many Kiwis, some people will struggle to afford the cost of the tests. Further, the full test fee must be paid at the time of booking – there is no option to pay in instalments even when booked well in advance.

## LITERACY AND COMPREHENSION

The current process doesn’t provide a very accessible pathway for those with limited English, learning difficulties or who have literacy issues. This creates a barrier to accessing information about the process, learning the road rules required to pass the theory-based learner test, passing the test, and following the testing officer’s instructions during practical tests.

Limited alternative options are available (e.g. translation services for speakers of other languages, and reading support for the test), but they rely on the user knowing about, requesting and paying for these in advance of the test itself.

## PREPARING FOR THE LEARNER LICENCE (THEORY) TEST

The average reading age in New Zealand is 12, but comprehending the Road Code and learner test questions require a reading age between 14 and 16. Learners must answer 32 questions correctly out of 35, and there are over 200 possible questions to prepare for, some of which are highly technical.

‘Self-help’ learning and practice materials are available, but to be of any benefit, people must know about them, have internet access and possess a certain level of (English) literacy.

Even if literacy is not an issue for people studying for their learner test, we heard that many people rote-learn only what they need to in order to pass, rather than to develop safe driving practices. As a result passing the test does not always translate into the knowledge to become a safe driver.



My friend is a good driver. He has been driving for 17 years, but he has failed the New Zealand licence test five times.

MIGRANT

## PREPARING FOR THE RESTRICTED LICENCE (PRACTICAL) TEST

Most young people still learn practical driving skills from a parent or other amateur teacher. Expecting a family member to teach presumes all households include someone willing and competent to do so, with an instructive and corrective style that will develop the new driver’s skills and confidence, and develop key safety behaviours. Our own research found this is not the case, and international evidence shows that learner drivers can even pick up unsafe driving habits from their parents that are difficult to break later.<sup>9</sup>

Further, as the restricted (practical) testing regime has become stricter and a higher level of competency expected, ‘home-schooled’ learners are increasingly feeling disadvantaged. Experienced driving instructors are more likely to understand the specific skills and practices that testing officers are looking for, and to have a more neutral, professional and safety-focused approach to teaching.

For these reasons professional instruction is mandatory (or at least the norm) in several OECD countries, but requiring this here would dramatically increase the cost of gaining a licence. Not only are private lessons too expensive to provide an alternative for many Kiwis, there is some evidence that a wholly professionalised approach greatly reduces the amount of supervised practice young people will have before driving alone, compromising their preparedness.<sup>10</sup>

There are also issues of capacity and quality in New Zealand’s private driving instruction sector, particularly in terms of a lack of professional development and ongoing monitoring. Leaving aside issues of cost, experts we spoke to do not consider the private sector is currently in a position to pick up responsibility for teaching the majority of learner drivers in New Zealand. Further, private sector operators can only assist with certain stages and requirements of the GDLS – in particular, supervision by a fully licensed driver will continue to be a family responsibility.

Access to suitable places to practice when preparing for a practical test is another key issue in rural areas. People living in more isolated parts of New Zealand will have to travel many kilometres to practice driving on roundabouts, traffic light-controlled intersections or motorways.



I learned to drive on Gran Turismo!

13 YEAR-OLD DRIVER



I failed my first test – I had this grumpy old guy. He said he liked to fail all young people the first time because it stopped them being over-confident. I didn’t want to risk getting him again so I booked my next test in Kerikeri, and passed easily.

13 YEAR-OLD DRIVER



There is so much going on when you arrive here (in New Zealand). It would be good to have someone who can help us through the driver licensing system.

MIGRANT

## CONVERTING INTERNATIONAL LICENCES

Migrant drivers who have gained their licence overseas can legally drive unsupervised for 12 months each time they enter New Zealand, but after this time are required to convert their licence to a New Zealand one.

This presumes an internationally-qualified driver is safe to drive unaccompanied for their first 12 months on our roads, even though they will have a range of skill levels and may not be well prepared for New Zealand conditions. After that period, the migrant driver is deemed unsafe to drive alone, and can be fined and face further consequences if caught driving solo.

Migrants we spoke to told us that the process to convert their licence to a New Zealand driver's licence is confusing and restrictive, and some argued that they weren't given adequate opportunity to demonstrate their skills and knowledge under current testing mechanisms due to language and comprehension issues.

## HIGH FAILURE RATE

We met with several people who had failed their tests multiple times. Although the system captures pass data, there is no proactive follow-up to identify underlying issues or refer people for support if required, nor preferential booking or discounts for subsequent tests. Until recently, young people failing their test were not automatically provided with feedback to assist them to prepare for their next attempt, although the NZTA's new testing provider, VTNZ, is trialling ways of providing this going forward.

Some young people are also unaware that they will be automatically failed (but still charged) if they arrive for their test in an unregistered or unwarranted car, or one with a fault such as a broken tail-light. Although this is publicised in licensing information, many young people miss this, and some will be sitting the test in someone else's vehicle.



A recent survey showed that a high proportion of new migrants struggle with understanding the road rules, road signage and finding information about licensing requirements, and identify this as a key barrier to settling into life in New Zealand.

INFORMATION SUPPLIED BY AUCKLAND REGIONAL MIGRANT SERVICES (2014)

## CUSTOMER EXPERIENCE

Driver licensing is often the first interaction young people have with government agencies, and it can set the tone for future interactions.

There is considerable scope to make the licensing experience more customer-friendly. Learning a new skill and taking a test is a nervous time for many. Learners are more likely to succeed if instructors and testing staff are patient, calm and help them to feel confident, but not all will make an effort to put people at ease.

Some people attempting to gain a licence perceive that they face prejudice and differential treatment due to their ethnicity, age, gender or other factors. This can occur at any stage of the GDLS process, and can manifest in the attitudes and behaviour of staff. We heard of people travelling to testing stations a long way from their homes to avoid particular testing officers with a reputation for prejudice, failing people, or general 'meanness'.

Although it is hard to quantify the true extent of these issues, we heard multiple reports of poor customer service, particularly of testing officers. The system does provide for customer complaints, but the young people we spoke to were unwilling to complain, weren't aware they could complain, or feared jeopardising their chances of obtaining a licence if they did.

It is important to note that the switch to a new testing provider and recent changes to the delivery of practical tests have shown early signs of improving the customer experience.



I just didn't go for it because I was scared of failing. My probation officer has been really supportive though. I've been driving lots and now I know what to expect so it's not intimidating.

FORMER PRISONER, IN AN INTERVIEW WITH HAWKES BAY TODAY

## THE PURPOSE OF ENFORCEMENT IS TO IMPROVE COMPLIANCE



I've been fined a couple of times for driving after 10pm. My parents weren't that happy about it but they helped me pay them – they'd rather I drove than took public transport late at night.

STUDENT, 19

The purpose of the driver licensing enforcement regime is to discourage people from driving illegally, to improve road safety outcomes. Its success should therefore be judged on how effective it is at increasing compliance.

We found not only is the current regime failing to stop widespread rule-breaking, but it may even be creating further barriers to compliance for those people most likely to breach.

The default response to most illegal driving offences in New Zealand is to issue an infringement notice, with a fine and possibly demerit points. 40,000 young people receive around 80,000 tickets annually for driver licensing breaches, and 65% of these are issued to people driving on learner licences without supervision.<sup>19</sup>

But not everyone has an equal chance of being caught and punished for driving illegally. Police resources are concentrated in high crime areas, which tend to correlate with areas of high deprivation (and low levels of licensing). This means that young, Māori and Pacifica people living in South Auckland – the same group finding it hardest to get licensed – have a higher chance of being caught for driver's licence breaches than their peers, even though these behaviours are widespread in the population at large.

We observed that young people from these communities can become resentful if they feel processes and rules are so far removed from their reality that they can't comply, but must still face consequences if caught.

The fines issued for minor driver's licence breaches range from \$100 to \$400. These amounts won't cause hardship to people with higher incomes or good family support, but they are disproportionate to the means of most young and low-income people. The median gross weekly income in New Zealand is \$621, but this drops to \$570 a week in Northland, to \$315 for people reliant on state support, and to just \$190 a week for young people (aged 15-24).<sup>12</sup>



It costs approximately \$850-\$1,000 for 10 driving lessons and all three driver's licence tests.

It costs around \$1,540 to process and prosecute a driving offence through the courts.

CORRECTIONS AND JUSTICE CONSULTATION 2015

Fines can't be paid off in instalments until they reach the courts, and we heard some people borrow money at very high interest rates to pay them. But 73% of young people don't pay them at all, leading to a court summons.<sup>7</sup> Once in the court system at least \$1,000 in further costs and penalties will be added to the original fine, along with the risk of a criminal conviction.

### FINES ARE 'DEAD MONEY'

Paying fines and court costs, make it even harder for low-income people to enter or progress through the GDLS.

For example:

- \$100 could pay for a driving test or two professional driving lessons.
- \$400 could pay for car registration for a year, or up to eight driving lessons.
- \$850 could pay for all three licence stages, plus 10 driving lessons.
- \$1,000 might repair an unsafe car to warrantable standard.

Police officers do have the discretion to offer 'compliance' for driver's licence infringements and driving without a car registration or WOF. This means the fine will be waived if the driver takes the necessary steps to comply with the law within 28 days (and a further 28 days if they request an extension). We didn't meet many people who had been offered compliance, and some said they wouldn't be able to meet the conditions within that timeframe anyway. If compliance is not offered, or can't be achieved, the ticket must be paid – and the breaching driver is no closer to getting their full license.

In some countries, sentencing is seen as an opportunity to increase the likelihood of compliance – e.g. by requiring the offender to attend a driver training course in lieu of a community or custodial sentence. A pilot project in Manurewa has recently trialled this type of approach with excellent results (see the case study on page 93), but it is not yet widely used in New Zealand.



The sense of elation and pride the men have when they walk out of the testing room is priceless.

GEORGE MASSINGHAM,  
HAWKES BAY REGIONAL PRISON DIRECTOR,  
IN AN INTERVIEW WITH HAWKES BAY TODAY



Yeah, I'll keep driving – I have to. I have a big family and there are only two of us who drive. Today I took my dad to work, my cousin to work, my nan to the hospital for her appointment. Later on I have to pick my nephews up from school.

DISQUALIFIED DRIVER, 23



There were 288 young people incarcerated for driver licensing offences in 2013-2014, costing \$11 million, from total convictions of 4,383 young people, with a total cost of \$19 million.

CORRECTIONS AND JUSTICE CONSULTATION 2015 (17)

## PUNISHMENT DOESN'T STOP SOME PEOPLE FROM DRIVING ILLEGALLY

The current enforcement approach is designed to punish offending – not consider underlying causes, extenuating circumstances, or the impact of the penalties on the offender.

But it is intended to improve road safety by getting illegal drivers off the roads. We found that where people felt they had to drive to provide for themselves or their families, and there were barriers preventing them from getting licensed, the threat of punishment did not deter them from further breaching. Several people we spoke to in this situation were pragmatic about their need to drive illegally, and resigned to risking further consequences.

One young woman drove to our interview straight from court, where she had just been disqualified from driving for a second time. After the interview, she intended to pick up other family members who relied on her for transport, as usual. She was one of several people we met who saw being caught and punished as a normal part of driving.

The recent introduction of a 5-year expiry date for learner and restricted licences should encourage many people to progress to the next stage of their licence within that period. However it is unlikely to have this effect for those facing serious barriers to progression. Instead, people in this group may simply lose the partial licence that they have. On top of a \$400 fine, unlicensed drivers can also have their vehicle impounded (incurring release fees). They will be 'forbidden' to drive again, and face increasingly serious consequences if they do.

## LOW-LEVEL DRIVING OFFENCES CAN BE THE GATEWAY TO SERIOUS LIFETIME CONSEQUENCES

Repeat offences or non-payment of fines can mean a person loses their licence, has their car confiscated or receives community service. If this happens, or criminal charges are laid, the offender may lose their job as well.

In some cases, temporary or permanent disqualification from driving will mean another unlicensed or part-licensed person will take over the family's driving responsibilities, potentially beginning the cycle again.



Roughly 20% of re-offending is traffic-related. Much of the re-offending is linked to the sanctions themselves (e.g. non-payment of fines, or driving while disqualified).

NADESU (2009) (18)



Young drivers are 14% of the driving population, but 37% of disqualified or suspended drivers.

CRSI (19)

Driver's licence offences are known to be a primary gateway into the justice system. Although the initial breaches may be 'low level', once in the system, penalties can escalate, many people will re-offend and their offences may increase in severity.

There were over 4,300 criminal convictions for driver licensing offences in the 2013/14 financial year. For some, this road will end with a custodial prison sentence – 288 people spent time in prison for driver's licence offending in the same year <sup>17</sup>.

## A PUNITIVE APPROACH IS EXPENSIVE.

As well as the impacts on individuals and whānau, the current enforcement regime comes at a substantial cost to the state. Direct justice sector costs were over \$30 million in the 2013/14 financial year, with custodial sentences accounting for \$11 million of that total.

Direct enforcement-related costs include:

- Police time to identify and process offenders
- Debt collection
- Prosecution through the courts
- Management of community and custodial sentences
- Probation services.



Estimated lifetime costs for a 14 year-old entering the Youth Court system are between \$200,000 and \$350,000.

MINISTRY OF JUSTICE (2009/10) (20)



We see young guys getting community service as an alternative to having to pay thousands in fines. Their time in community work is spent being socialised into a gang. Next time we see them, it is for something more serious.

SENIOR PROBATIONS OFFICER

5

# DIRECTIONS FOR CHANGE

How to deliver better outcomes for Kiwis, for less money



## DIRECTIONS FOR CHANGE

A graduated driver licensing system is critical to developing the next generation of safe, competent drivers, but the time is right to review how that system is structured, delivered and enforced. If we want all Kiwis to be safe on the roads and have a fair chance to reach their potential, we need a system that supports, encourages and enables all new drivers on their journey to a full driver's licence.

Tackling this challenge offers an opportunity to deliver both positive impact for all New Zealanders and substantial cost savings – enabling government to 'do more for less' through strategic reinvestment.

This section signals directions for change co-designed with the many contributors to this project. In preparing these proposals, we sought to innovate beyond current settings, to explore a direction of travel, and to identify who needs to be around the table to take the work forward.



## MAKING OUR ROADS SAFER AND HELPING PEOPLE GET AHEAD.

### RESPONDING TO WHAT WE'VE LEARNED

The proposals outlined here aim to address the three overarching challenges we've heard from a user perspective – i.e. to increase the perceived value of being licensed and driving within the law; create universal access to the resources new drivers need to learn safely and legally; and improve the licensing experience.

The team worked up and tested multiple ideas that respond to these issues with the people most affected, and those in the community and agency frontline who work with them. This focus on desirability – coming up with





solutions that users want and would actually use - is where a co-design approach can add real value. Too often, the development of improvements or alternatives to existing services focus on feasibility and viability from the point of the view of the service provider. Although these aspects are important, they shouldn't be the only drivers for change. Thinking about feasibility and viability too early can also constrain innovation, as people tend to think within the bounds of current system settings.

Failing to factor in desirability can result in the delivery of new or 'improved' services – often created at great expense – that fail on implementation because they don't meet the real needs of users. Our focus was to make sure the proposals in this paper could actually address the problems from the perspective of the people who use the system. Feasibility and viability will need to be tested and designed in at the next phase of work.

The team were also mandated to 'think big, think wide'. This paper aims to stimulate debate and sketch alternatives to some of the key structural assumptions underlying our current licensing system – i.e. continuing a family-led teaching model; user-pays licensing for all Kiwis; and a punitive enforcement regime for people caught breaking licensing rules.

In this we have drawn heavily on the prior work and expertise within key agencies, both those responsible for driver licensing (NZTA), and those that cope with the broader impacts of the current system (such as ACC, Department of Corrections and the Police). We knew many of the issues we identified were not 'new', especially in relation to problems with the GDLS itself. We wanted to hear about work underway to improve the current state, and develop and test our thinking about alternatives. We also reviewed international examples to look for good ideas that could work here in New Zealand.

In mapping current practice, we learned about a number of agency-sponsored initiatives that could help to address some of the key problems we identified in Appendix 7a. Most are still in development or at the pilot stage, or are small-scale initiatives in a local area, and none are addressing the issues with driver licensing at the scale identified in this paper. We have signalled where we see an opportunity to accelerate, expand or reconfigure existing initiatives as part of our framework for change. Case studies of five key programmes are included in the appendices to this paper.

## A STEP CHANGE TAKES MORE THAN A PROGRAMME

Both the experts and end users agreed that improving licensing compliance – and addressing the unintended consequences of the current system – will take more than 'a programme'. It will require the reinvestment of public



finances, an integrated package of system-level changes and process improvements to change attitudes and behaviours in the mainstream, and targeted interventions to help resolve the barriers faced by vulnerable groups.

To describe this integrated package, we have developed a framework that incorporates both overarching recommendations for system change, and nine early-stage 'design concepts' to stimulate thinking on practical alternatives to the current model. Together, they signal a direction of travel consistent with local knowledge and emerging practice internationally.

## GETTING EVERYONE 'ON TRACK' WITH LICENSING

We've called it 'ON TRACK' – and characterised the key elements as follows:



### 1. GET ON TRACK

It's critical to engage young Kiwis early, helping them see the value of licensing and offering guidance and resources (and targeted support for those that need it) to get them started.



### 2. STAY ON TRACK

New drivers need encouragement and guidance to steer them through the system. Staying on track means providing support and incentives to encourage new drivers to keep developing their skills and drive within the law.



### 3. BACK ON TRACK

It should never be too late to draw someone back into the licensing process. If people are repeatedly breaching and being caught, we need to provide alternative pathways that deal with the root causes of offending to avoid a costly and potentially destructive spiral.



### 4. FAST TRACK

There's a case for helping some Kiwis to get their license faster – to get a job, care for dependents or get off the justice roundabout. We believe this can be achieved without compromising driver competence and road safety.

## HORIZONS FOR CHANGE – STARTING WITH INTER-AGENCY COLLABORATION

The transformation signalled here would need to occur over several horizons – some ideas could be implemented immediately, while others would take more time to develop, and potentially require legislative and/or policy change.

Our design concepts are not exhaustive, but provide a springboard for this next stage of analysis and for further user, feasibility and viability testing.

In nearly every case, the first horizon for change involves deeper collaboration. The responsibility for the policy levers, budgets and outcomes in this space are held across multiple agencies. This complexity has been part of the problem, and we recommend a cross-government approach to taking forward any changes to the licensing system. This will mitigate the risk of spawning a range of disconnected initiatives that do not integrate to form a seamless experience for users. It will also avoid decisions being made in isolation in one area, where the impacts are felt (and costs incurred) in another.

Transforming driver licensing has the potential to:

- Reduce road crashes and deaths, by upskilling more young drivers through the licensing process
- Get more people into work, especially in areas experiencing both labour shortages and high unemployment
- Give the Police and broader justice sector a more positive role in supporting licensing compliance and community safety
- Reduce pressure on the justice system, by keeping minor offenders out of court and out of prison
- Build stronger communities that take responsibility for the safety of their young people
- Give young Kiwis confidence, a strong start to adult life and positive engagement with the state.

If further developed, we believe these changes could directly contribute to achieving Better Public Service results 1, 7, 8 and 10:

- Reduce long-term welfare dependence
- Reduce total crime rate (particularly youth crime)
- Reduce re-offending
- New Zealanders can complete their transactions with government easily in a digital environment

They also signal opportunities for improving road safety for inclusion in the next Safer Journeys Action Plan.<sup>1</sup>



## 1. GET ON TRACK

It's critical to engage young Kiwis early, helping them see the value of licensing and offering guidance and resources (and targeted support for those that need it) to get them started.



PROTOTYPED CONCEPT:

### DRIVERS LICENCE ENROLMENT PACK

A Driver Licensing Enrolment Pack sent to all young New Zealanders six months before their 16th birthday, alerting them that they will soon be entitled to begin the licensing process.

The pack will make the case for the value and benefits of licensing, provide information about the process, and include a tear-off proof-of-identity slip (or details of an application that uses their RealMe ID) to use when booking their first test. People living in households with Community Service Cards will be entitled to fully-funded driver's licence preparation and testing, and information about how to access this will be included in the pack.

Read more about the Learn to Drive concept on page 73.



PROTOTYPED CONCEPT:

### EMPLOYMENT LINK

'Employment Link' positions driver licensing as a key outcome of time spent studying or training in preparation for employment.

People in training and tertiary education could access student loans to cover the costs of getting a driver license as part of their overall study package. People receiving support from the Ministry for Social Development – e.g. job-seekers – could access funds to cover these costs as part of becoming work-ready.

Read more about the Employment Link concept on page 71.





PROTOTYPED CONCEPT:



## DRIVE TIME STATION

A 'pop-up' integrated service hub that would temporarily locate in identified high need areas on a regular rotation, offering an accessible 'one stop shop' for driver licensing.

Services available would include support for sitting all three license tests (with cars provided on-site), test preparation (including driver training simulators and other interactive learning options), car maintenance workshops and safety displays, WOF and registration services.

On arrival in each location, the service would launch with a family fun-day event, with entertainment, food and competitions aimed at raising awareness and normalising licensing. The mobile service would be supported by a local coordinator and link with other services in the area (e.g. local employers, schools and training providers, Whānau Ora, Heartlands Services, Probation Services).

Read more about the Drive Time Station concept on page 75.



SUPPORTING RECOMMENDATIONS:

## IMPROVING DRIVER TESTING

Redesign the learner licence testing process to focus on practical knowledge of road safety, hazard perception and risk management.

This should include developing alternatives to literacy-based testing that are offered as standard and do not incur additional fees.

Continue to improve the licence test booking system, and explore ways to increase capacity in under-served areas.

This could include:

- Providing more flexible booking options, including automated re-booking and group bookings.
- Offering appointments outside normal business hours to improve access for people in full-time employment or study.
- Enabling driver's licence tests to be paid in interest-free instalments prior to the appointment.



## 2. STAY ON TRACK

New drivers need encouragement and guidance to steer them through the system, to incentivise them to keep developing their skills and drive within the law.



PROTOTYPED CONCEPT:

## TRACK AND ENCOURAGE

Track and encourage everyone entering the driver licensing system.

If people fail their licence tests multiple times or are failing to progress through the licence stages within the intended timeframes, they will be proactively contacted and offered support (via referrals to third party agencies). Partial license-holders would also receive an alert before their license expires.

Read more about the Track and Encourage concept on page 83.



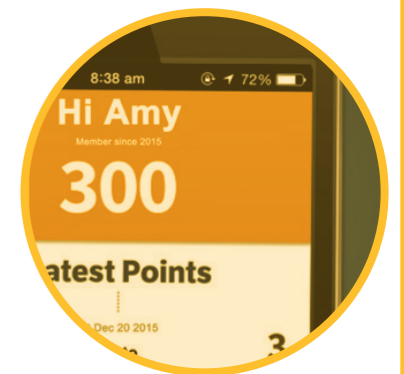
PROTOTYPED CONCEPT:

## MERIT POINTS SYSTEM

Enable learner drivers to earn merit points / rewards for safe and legal driving.

Points could be awarded by Police on the roadside, by VTNZ (or other agent) when booking and passing a stage of the driver license process, and for warranting and registering a car. Potentially points could also be earned for hours logged driving safely and within license conditions, recorded through an in-car app (see 'smart phone applications'). Points could be redeemed to reduce fines and demerits, to pay for licensing fees or potentially for fuel vouchers or similar rewards.

Read more about the Merit Points System concept on page 77.





PROTOTYPED CONCEPT:

## TRAINING WHEELS

An evolution of the Community Driver Mentoring Programme model, utilising a scalable, self-organising network similar to Uber and Mi-Drive (UK).

An online / app-based platform links learner drivers needing driving instruction and/or supervision to potential tutors with legal vehicles in their local neighbourhood. Tutors could be instructors or other professional drivers, retired people or others willing to teach / supervise learner drivers for a modest fee. Like Uber, the model would provide a way for tutors to earn extra income, and manage quality through initial tutor vetting and a user feedback system.

Read more about the Drive Time Station concept on page 81.



PROTOTYPED CONCEPT:



## SMART PHONE "E-MENTOR"

Smart phone applications to track driving behaviour, limit mobile phone use while driving and provide real-time feedback on safe driving habits.

Smart phone applications of this type are already operating successfully overseas (e.g. S-Drive in Australia). As well as providing real-time feedback, a smartphone app can also potentially incentivise progress to a full licence by providing a way to evidence driving experience and performance, linking to the 'merit points system' and helping drivers assess their readiness to progress to the next stage of licence.

Read more about the Smartphone Application concept on page 79.



SUPPORTING RECOMMENDATIONS:

## SHIFTING ATTITUDES

Rename the learner and restricted licences to better reflect that these are conditional 'permits to learn', not a full licence.

Our research with users revealed that many young people and their families think they are 'licensed to drive' upon gaining their learner or restricted licences.

This assumption was based on the word 'licence' in the name, and low levels of awareness of the GDLS stages in some communities. Removing 'licence' from the names of the two probationary stages could underscore that they are a conditional entitlement to learn to drive, helping to change community attitudes in this respect.

Explore ways to shift the mind-set of employers to consider unlicensed drivers as potential employees where jobs do not require driving.

Consider opportunities for social marketing campaigns, like that being undertaken at a local level as part of the Young Driver Signature Project (Māngere), or like the successful national campaign around sober driving"

Explore ways to make vehicle owners legally culpable for allowing people to drive illegally (i.e. unlicensed, in breach of licence conditions) in their car, and responsible for any fines incurred as a result.

Under current legislation, it is not an offence to knowingly allow an unlicensed driver to drive your vehicle, or to allow a partially-licensed driver to drive it outside the conditions of their licence. Consideration could be given to making 'aiding and abetting unlicensed driving / driving in breach of licence conditions' a punishable offence in its own right.



SUPPORTING RECOMMENDATIONS:

## STAKEHOLDERS AS PART OF THE SOLUTION

- Explore ways to facilitate employers and employees to work together to support unlicensed employees to travel to work without driving illegally, and/or progress towards a driver's licence within the context of their employment.
- Encourage / incentivise the education and training sectors to explore how they can help young people progress through the driver licensing process as part of a wider career pathway and training plan.



### 3. BACK ON TRACK

It should never be too late to draw someone back into the licensing process. If people are repeatedly breaching and being caught, we need to provide alternative pathways that deal with the root causes of offending to avoid a costly and potentially destructive spiral.



PROTOTYPED CONCEPT:

#### SYSTEM NAVIGATOR

A skilled and resourced support person(s) assists new drivers facing multiple barriers to accessing and progressing through the driver licensing process.

This could include providing mentoring, 'system navigation', referrals to third party support and access to funds (if required).

The need for help with driver licensing is one of potentially a number of entry points into, and outcomes from, this type of wrap-around support service. It could form part of a broader package of intensive interventions for marginalised people with complex needs through the Whānau Ora model. This aligns well with recent recommendations made by the Productivity Commission in its final report on improving outcomes from social services.

Read more about the System Navigator concept on page 87.



PROTOTYPED CONCEPT:

#### NEW JUSTICE PATHWAYS

Enable the financial penalties for people caught driving illegally (either driving unlicensed, or breaching licence conditions) to be repurposed to pay for further progress through the GDLS.

This would give offenders the ability to offset fines for driving infringements against the cost of undertaking further driver training and licence tests. Courts sentencing recidivist offenders would have the option to mandate participation in driver training courses and license testing as an alternative to fines or community / custodial sentences. This could include 'fast track' options for experienced but unlicensed or partially-licensed drivers to progress them more quickly through the GDLS stages.

Read more about the New Justice Pathways concept on page 85.



SUPPORTING RECOMMENDATIONS:

#### NETWORKED FUNDING AND COORDINATION

Work with government and non-government agencies to develop, describe and coordinate funding for local networks of support for driver licensing, ensuring options are available for each stage of the licensing process.

Implement a referrals system for driver licensing support, drawing on the learnings of the NZ Police.

Development of an integrated, technology-enabled referrals system for driver licensing support would help to enable a coordinated network of support for drivers with more complex needs.

This could provide a shared portal for all government and non-government providers active in this space, providing instant access to up-to-date information on local support options and the ability to track referrals. This could utilise or draw on learnings from the NZ Police's similar technology-enabled referrals project.



SUPPORTING RECOMMENDATIONS:

#### REFOCUS ENFORCEMENT TO IMPROVE COMPLIANCE

Better align fines for breaching with the ability to pay.

Investigate introduction of a means-tested fines structure, ensuring fines are set at a level that act as a strong deterrent for higher income people, without creating financial hardship for lower income people. Many OECD countries use sliding scale fines structures to achieve this. One example is the 'day fines' model, which sets fines in increments of the offender's average daily income.

Enable fines to be paid in interest-free instalments, prior to the debt being referred to court collections.



## 4. FAST TRACK

There's a case for helping some Kiwis to get their license faster, to get a job, care for dependents or get off the justice roundabout. We believe this can be achieved without compromising driver competence and road safety.



PROTOTYPED CONCEPT



### FAST TRACK INTENSIVE LICENSING PATHWAY

Provide for accelerated progress through the driver's licence system for some people, where the potential benefits outweigh the costs.

There is scope to explore an intensive driver training 'fast-track pathway' for unemployed people, to address anticipated staff shortages in key industries (e.g. infrastructure and construction). A fast-track could also be considered for those currently on a negative justice pathway.

This would likely include an intensive course similar to that offered through the New Zealand Defence Force. It could include enhanced learning modules focused on hazard perception, risk management and related life skills.

This type of intensive programme would be most suitable for people in controlled settings – e.g. correctional facilities, community service, full-time programmes teaching foundation skills for employment, or for new employees. It could be supported through partnerships between trades training providers, industry training organisations, sector groups and MSD.

Read more about the Fast Track concept on page 89.



SUPPORTING RECOMMENDATIONS

### INVESTIGATE COMPETENCY-BASED ASSESSMENT

Investigate replacing time-based licence stages with competency-based assessment for mature drivers.

There is scope to explore a fast-track licensing option for mature drivers (25+) who have held a learner or restricted licence for more than five years. This could be by invitation, as NZTA holds records on drivers in this category, and could be targeted towards drivers with a clean driving record (excepting licence infringements). This fast-track option could consist of targeted learning materials and a 'one-hit' full licence test incorporating both theory and practical elements.

Employing competency-based assessment provides a way to recognise prior learning and experience, and is already working effectively within the motorcycle licensing process in New Zealand.



# ENABLING ON TRACK

supporting recommendations for system-level change.

## ✓ SHARED DIRECTION AND GOVERNANCE

Agree a structure for inter-agency collaboration, based around a collective problem / opportunity definition and commitment to shared action.

Complex problems require an integrated response. It will be critical for agencies to develop a shared understanding of the breadth and depth of the driver's licence challenge and its diverse impacts on New Zealanders, and commit to a joined-up approach going forward.

Enabling this transformation will likely require both a formal multi-agency governance structure and informal working connections that can support the affected agencies to progress this work in an integrated way.

Key government agency stakeholders will include:



We have identified the sectors who could contribute to scoping and delivery of the On Track framework (See Appendix 7A).

The existing road safety, justice, social and skills clusters could provide a good starting point for exploring inter-agency collaboration.

## ✓ SHARED FUNDING AND TARGETS

Explore mechanisms for shared funding of the On Track change programme, and any existing initiatives with impact across multiple portfolios.

The collaborative nature of the On Track framework presents opportunities to explore mechanisms for shared funding – of the change programme, but potentially also for ongoing operational initiatives in this space.

Given the lessons of the effectiveness of target setting for priorities such as road safety and Better Public Services, we propose that one or more targets be set to provide officials clarity of key priorities.

Identify cross-agency targets that signal ministerial priorities and help to drive change.

Potential target areas include:

- Increase the number of young people engaged in the driver licensing system
- Increase levels of overall customer satisfaction with the driver licensing experience
- Decrease the number of young people whose learner and restricted licences expire after 5 years
- Decrease the number of unlicensed jobseekers receiving MSD support
- Decrease the number of infringement notices issued annually for breach of licence conditions
- Decrease the number of people receiving community and custodial sentences for driver's licence offending.



## ✓ BETTER DATA, SHARED DATA

Add data from the Driver Licensing Register to the Integrated Data Infrastructure (IDI).

Adding data from the driver licensing register to the IDI would support further analysis of the economic and social impacts of obtaining or failing to obtain a licence, and the ability to track against shared targets. There are some legal issues to be addressed to make this happen

Conduct further research into the costs, impacts and opportunities of driver licensing.

Once in the IDI, a joint research team from key agencies and external research bodies should be tasked with developing a research plan to leverage this integrated data set. One of their tasks would be to support a feasibility assessment of the design concepts developed through this project.

## ✓ ENABLING LEGISLATION

Explore legislative change to enable greater levels of innovation.

Key operational parameters for the GDLS are currently prescribed in legislation. This prevents more significant reform of the licensing system and the broader landscape of licensing support. Prescribing what can be done, rather than proscribing what can't, acts as a barrier to accountable agencies and community providers to implement innovative, customer-friendly solutions and take advantage of technological advances.

Introduction of a competency-based graduation from a restricted to a full licence.

With more enabling legislation, there is the opportunity to reduce compliance costs and incentivise safe driving behaviour at the restricted licence stage. This could be achieved by allowing those who have driven safely (evidenced by in-car tracking and a clean driving record with no licence infringements) to automatically graduate to a full licence after a certain period of time.

Explore ways of regulating the sale and insurance of cars to unlicensed drivers.

New Zealand has a comparatively liberal approach to regulating the sale and insurance of vehicles. Taking steps to prevent unlicensed people from buying cars that they can't legally drive – or claim insurance for, in the event of an



accident – would help to restrict access to cars for our riskiest drivers. Most OECD countries – such as Australia, Canada, France and Germany – achieve this by default by legally requiring all cars to be insured (insurers won't provide cover to unlicensed drivers).

## ✓ IMPROVING DRIVER TRAINING

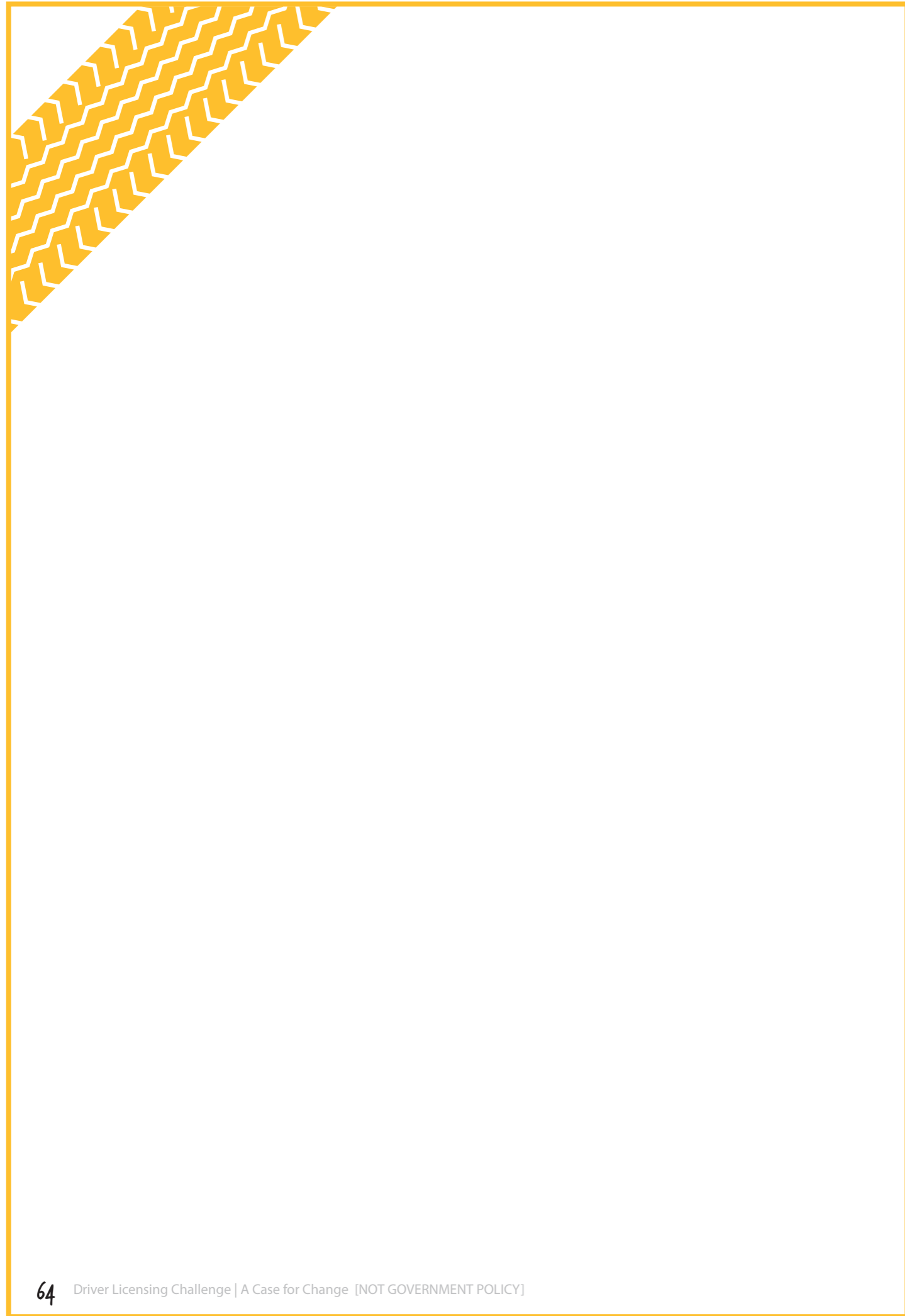
Investigate measures to increase the quality, capacity and affordability of professional driving instruction sector to provide an accessible alternative to family-led teaching for those who need it.

There is currently no professional industry body that is responsible for ensuring all New Zealand driving instructors are suitably trained, qualified and supported in their important role. A national body could be established and be responsible for ongoing quality monitoring and professional development for members, and be capable of strategic engagement with government and community agencies on the sector's behalf. Explore ways of regulating the sale and insurance of cars to unlicensed drivers.

New Zealand has a comparatively liberal approach to regulating the sale and insurance of vehicles. Taking steps to prevent unlicensed people from buying cars that they can't legally drive – or claim insurance for, in the event of an accident – would help to restrict access to cars for our riskiest drivers. Most OECD countries – such as Australia, Canada, France and Germany – achieve this by default by legally requiring all cars to be insured (insurers won't provide cover to unlicensed drivers).



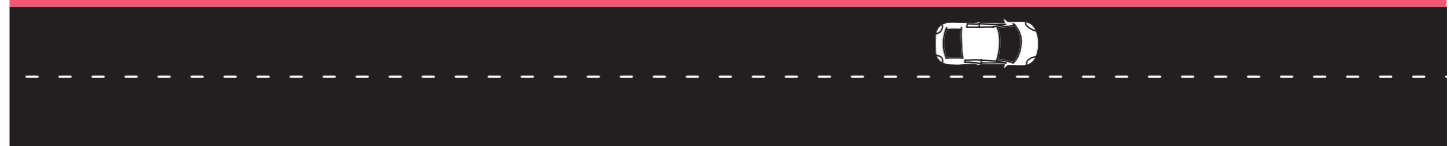




6

WHAT HAPPENS  
NEXT?

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# WHAT HAPPENS NEXT?

We have proposed an integrated package of changes including system-level improvements and the 'ON TRACK' framework, which incorporates nine early stage design concepts and supporting recommendations.

These recommendations and concepts are not solutions in themselves, but rather indicate a direction of travel for further exploration by the relevant agencies. The ideas presented are robust, but the solutions are fluid – ready for further analysis, testing, iteration and refinement before the best are progressed through to implementation.

Although the Driver Licensing Challenge is now completed, the next phase of work should include the following steps.

## SOCIALISE FINDINGS WITH IMPACTED AGENCIES

- Socialise the findings and recommendations of the Driver Licensing Challenge with impacted agencies and other stakeholders.
- Agree an initial cross-agency mechanism for taking the work forward.



## PLAN FOR IMPLEMENTATION

- Further explore the horizons for change signalled in this paper. Implementing recommendations and ideas could require legislative reform, changes to policy settings, new investment / reinvestment, or changes in operating practice.
- Agree a joint driver Licensing work programme. This would likely need to include an overall programme umbrella and work-streams within each of the road safety, justice, social and skills agency clusters.

## FURTHER ITERATION OF PROTOTYPE CONCEPTS

- Continue to refine ideas to ensure they will meet user needs, and progress to live prototyping at small scale.
- Produce more accurate estimates of costs and benefits based on agency analysis and further economic modelling.
- Undertake assessment of feasibility and viability.



We recommend that this work be delivered as a joint project based in Wellington, and include input from key agencies' policy and operational



teams supported by one or more of those agencies' design teams.

The Auckland Co-design Lab can provide some support and guidance to this work, including helping to source specialist design coaching to support agencies' own design capability where needed.

## DEVELOPING A PROGRAMME BUSINESS CASE

This document is a case for change, and signals some directions for change. It is the first output of the Better Business Case process – otherwise known as a Strategic Assessment. We recommend that the work continues to follow the Better Business Cases approach, and the work signalled in this section is incorporated as part of the preparation of a Programme Business Case. The Programme Business Case will present the case for investment in changing the system, including an analysis of options for change and presentation of a preferred way forward.

The Programme Business Case will build on this Case for Change document and include the following sections:

- **Strategic Context** (referencing this case for change, and updating if required)
- **Investment Objectives, Existing Arrangements and Business Needs** (drawing on this case for change, updated with more detailed business requirements and building in specific, measurable targets)
- **Potential Scope** (referencing this case for change, and expanding / refocusing as required)
- **Benefits, Risks, Constraints and Dependencies** (expanding on this case for change with further detailed analysis)
- **Exploring the Preferred Way Forward** (referencing this case for change, and expanding / refocusing as required)
- **Critical Success Factors** (referencing this case for change, and expanding / refocusing as required)
- **Programme Options Identification and Assessment** (this is new work, based on the findings of live prototyping and further economic analysis)
- **Recommended Preferred Way Forward** (this is new work)
- **Outline Commercial, Financial and Management Cases** (this is new work)

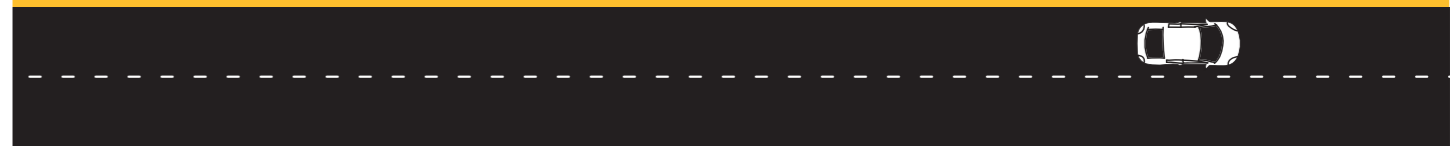




# 7

# APPENDICES

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- A. Our prototype concepts in more detail
  - B. Case studies of promising practice
  - C. The New Zealand Graduated Driver Licensing System: a refresher
  - D. User Insights
  - E. The Co-Design Lab
  - F. The Driver's Licence Challenge
  - G. Our Approach
  - H. References





# OUR PROTOTYPE CONCEPTS IN MORE DETAIL



## 1 CONCEPT ONE: EMPLOYMENT LINK

### WHAT IS IT?

Employment Link aims to position driver licensing as a key outcome of time spent studying or training in preparation for employment. It makes an explicit connection between driver licensing and other forms of training, and recognises this with equivalent funding support.

Employment Link would enable people in tertiary training and education to access interest-free student loan funds to cover the costs of getting a driver license as part of their overall study package. It would also enable people receiving support from the Ministry for Social Development – e.g. job-seekers – to access funds to cover these costs as part of becoming work-ready.

### WHAT PROBLEM(S) DOES IT SOLVE?

- Helps to normalise driver licensing as a key part of preparation for adult life.
- Addresses the cost barrier that many young people quoted as a key barrier to progressing through the GDLS.
- Combats a lack of awareness of the link between licensing and employability – among young people, family / whānau, educators and frontline agency staff.
- Helps ensure a pool of qualified young drivers are available for work in key industry sectors.

### WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

#### COSTS

- Increased drawdown of funds through student loan system.
- Reprioritisation of funds for MSD clients who are most likely to benefit from a drivers licence.



I would definitely get my licence if I could add it to my student loan. Right now all my money goes on just living week to week.

JULIA, 18

### POSITIVE BENEFITS FOR...



Tyrone



Amy



Jesse



Jaylene

## BENEFITS

- Majority of users will draw down funds as part of student loan borrowing, so minimal long-term cost to state.
- Reduction in length of time spent on unemployment benefits.
- Decreased costs associated with road accidents due to higher uptake of licensing and increased use of professional driving instruction.

## WHAT ELSE IS UNDERWAY IN THIS SPACE?

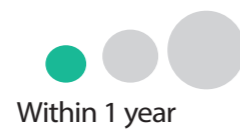
We heard that Work and Income provide loans or grants for people to get a license, however this does not appear to be standard practice across different offices.

## HOW WOULD WE IMPLEMENT IT?

Suggest further live prototyping (e.g., options could be included as dummy checkboxes on the Studylink website to assess demand) Implementing this concept would primarily require expanding StudyLink to include the driver licensing qualification stages.

Alongside changes to the loan system, driver licensing would need to be added to the approved list of qualifications funded by MSD for clients on jobseeker, unsupported youth or domestic purposes benefits

## ANTICIPATED HORIZONS FOR CHANGE



## INSIGHTS FROM USER TESTING

- Most people we spoke to during this project identified the cost of the current licensing system as one of the biggest barriers to getting licensed.
- There was a surprising lack of awareness among young people of the link between being licensed and gaining employment.
- Everyone in study or training that we tested this idea with said they would use Employment Link to pay for their license. We included funding for MSD clients as a subsequent iteration of the concept.
- Users would prefer vouchers rather than cash to ensure they could only spend the funds on licensing.
- The loan must be interest free to be desirable.
- Users told us that they approach family first when it comes to borrowing money, as they can pay back the debt 'in-kind', e.g. helping out around the house.
- Studylink and WINZ were identified as possible suppliers of the loan. Banks were not perceived as an attractive choice of loan provider.
- Users were concerned about the risk of failing and having to pay back the loan / increasing debt if they did fail.

## SECTORS INVOLVED

- Safety Sector
- Social Sector
- Skills & Employment
- Private



I've heard it's hard to get a driver's licence, and some of my friends reckon you don't really need one. It would be good to find out exactly what you have to do.

RICHIE, 16

## POSITIVE BENEFITS FOR ...



## 2 CONCEPT TWO: DRIVER'S LICENCE ENROLMENT PACK

### WHAT IS IT?

A Driver's Licence Enrolment Pack is sent to all young New Zealanders six months before their 16th birthday, alerting them that they will soon be entitled to begin the licensing process (this flips the driver licensing model from opt-in to opt-out).

The pack would include information about the benefits of licensing and the process, and include proof-of-identity for use when booking tests (including potentially a link to RealMe enrolment).

People living in households with Community Service Cards would be entitled to fully-funded driver's licence preparation and testing, and information about how to access this would be included in the pack.

### WHAT PROBLEM(S) DOES IT SOLVE ?

- Normalises entering and completing the licensing process as a natural step for young people looking to become independent, and sets out a clear value proposition for a full driver's licence.
- Addresses the lack of awareness about the steps required to become a safe and legal driver.
- Addresses issues with identification (by providing proof of ID as part of the pack).
- Provides funding for those who lack the necessary resources to access the current 'user pays' licensing system, addressing a key barrier for vulnerable groups.

### WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

#### COSTS

- Designing and distributing approximately 60,000 enrolment packs per year.

- The cost of full funding for all community services card holders would need to be determined. This could include only the direct costs of the licensing process, or associated costs such as driver training.

#### BENEFITS

- Greater uptake of driver licensing.
- Reduced costs associated with road crashes and increased employment opportunities for those otherwise at risk of staying unlicensed or partially licensed.

### WHAT ELSE IS UNDERWAY IN THIS SPACE?

We are not aware of other similar initiatives elsewhere.

### HOW WOULD WE IMPLEMENT IT?

We suggest developing live prototypes to explore what the pack could look like, and how best to deliver it for maximum impact (e.g. a physical pack vs. electronic, distributed individually or via schools, etc.).

An economic analysis of the costs and benefits will need to be undertaken in parallel with a report-back on learnings once both these are completed.

### ANTICIPATED HORIZONS FOR CHANGE



### INSIGHTS FROM USER TESTING

- Being automatically 'opted in' to the licensing process will make people more likely to participate
- Receiving support from the start will make it much easier for people with low incomes and/or poor family support to access the driver licensing system.

### SECTORS INVOLVED

- Safety Sector
- Social Sector
- Skills & Employment
- Private



## 3 CONCEPT THREE: DRIVE-TIME STATION

### WHAT IS IT?

A mobile, integrated 'pop-up' service hub that would travel to high need locations on a regular rotation, offering an accessible 'one stop shop' for driver licensing.

Services available would include sitting all three license tests (with cars provided on-site), test preparation (potentially including driver training simulators and other interactive learning options), car maintenance workshops and safety displays, WOF and registration services and access to local driving supervisors.

On arrival in each location, the service would launch at a community fun-day event aimed at raising awareness and normalising licensing.

The mobile service would be supported by a local co-ordinator and link in with other services in the area (e.g. local employers, schools and training providers, driving schools, Whānau Ora, Heartlands Services, Probation Services).

### WHAT PROBLEM(S) DOES IT SOLVE?

- Provides a local, accessible and family-friendly alternative for those who have difficulty getting to testing locations and accessing related services (e.g. proving identity).
- Increases the visibility and integration of driver training providers and licensing support services available locally.
- Improves road safety and reduces illegal driving by increasing awareness and uptake of the licensing process, and highlighting the links between licensing and other services (e.g. car WOF and registration).
- Helps to change community norms around the value of being licensed and normalises intergenerational engagement with the licensing process.



My whole family could go and Mum could finally get her restricted licence!

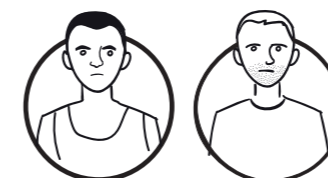
ANGIE, 22



If this was there, I'd stay all day.

LEON, 17

### POSITIVE BENEFITS FOR...



Tyrone

Jesse



Jaylene

## WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

### COSTS

- To be determined – difficult to scope until concept is further refined.

### BENEFITS

- Improved access and uptake of driver's licences from rural areas and priority urban areas

## HOW WILL WE IMPLEMENT IT?

The NZTA team would need to lead investigations into setting up a pop-up service of this type, including more detailed cost and benefit analysis, scoping suitable locations and driving test routes, securing local business support and involving other government agencies and community providers. There is potential to link with Heartland Services locations in rural areas.

## ANTICIPATED HORIZONS FOR CHANGE



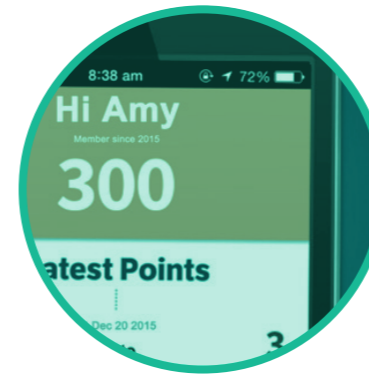
Legislative change would be required to enable testing to be offered outside existing approved testing locations.

## INSIGHTS FROM USER TESTING

- People would be very likely to use this service if it was nearby.
- People would be much more likely to sit their tests if they could do so in their immediate area.
- Family members are often too busy or tired to help learners practice – it would be great to have access to local supervisors and be able to find out about other kinds of support.

## SECTORS INVOLVED

- Safety Sector
- Social Sector
- Skills & Employment
- Private
- Local Government
- Justice Sector



## 4 CONCEPT FOUR: MERIT SYSTEM

### WHAT IS IT?

A merit system would provide a means to recognise and reward compliance by new and learner drivers, rather than only having punishment options available.

The merit system rewards drivers for good, safe and law-abiding behaviour. Drivers could collect merit points for:

- booking and passing a licensing test
- being 'clean' (i.e. driving sober, with a current WOF/registration and within licence conditions) when stopped at a police checkpoint
- renewing their vehicle WOF/registration on time
- progressing to the next licence stage without recording any infringements
- potentially, responsible driving behaviour (if linked with a smartphone 'e-mentor' app that tracks real-time driving behaviour – see page 79).

Drivers with merit points could redeem these to reduce their fines, or for small rewards or discounts (e.g. Repco vouchers, discounted licensing costs, driving lessons, petrol or insurance premiums). Enabling rewards to be gifted to local community projects is another area that could be explored.

### WHAT PROBLEM(S) DOES IT SOLVE ?

- Addresses the widespread normalisation of breaching licence conditions.
- Provides a positive incentive system to sit alongside the current punitive system of demerit points, penalties and justice consequences for breaching.
- Encourages individuals to progress to a full licence, reducing the number of people 'pooling' on intermediate licence stages.



Being able to gift rewards to local community groups would be great - while you are driving you are also helping the community and making it safer.

LAUREN, 26



It would be cool if the Police gave you points when they pull you over and you're not doing anything wrong.

RAJ, 20

### POSITIVE BENEFITS FOR...



Tyrone

Amy



Jesse

Jaylene

## WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

### COSTS

- One-off costs to design the merit system and produce associated collateral plus on-going costs of administering the points system.
- Costs associated with offering publicly-funded rewards – e.g. free or discounted test fees, waiving fines or petrol vouchers. Some rewards could be sponsored by private sector partners.
- May increase Police time spent with non-infringing drivers at roadside checkpoints.

### BENEFITS

- Increasing responsible driving among young drivers should reduce crash rates, leading to reduced ACC and health costs.
- Reduced pooling in the GDLS stages.
- Gives the Police a more positive role in recognising responsible driving behaviour.

## WHAT ELSE IS UNDERWAY IN THIS SPACE?

Similar to existing retail reward and loyalty schemes (e.g. Flybuys).

## HOW WILL WE IMPLEMENT IT?

The concept needs to be further refined and costed before implementation can be discussed in any detail, particularly in terms of agreeing a reward structure that would provide sufficient incentive for people and testing the interest of private sector partners.

The existing demerit points system may be able to be expanded to include a merit points system alongside.

Elements could also be built into the New Driver Education project (see page 99), which would increase its scope.

Any changes in the road policing approach would need careful implementation planning.

## ANTICIPATED HORIZONS FOR CHANGE



## INSIGHTS FROM USER TESTING

- Users liked the idea of getting rewards from Police for safe and legal driving, and for progressing through their licence stages.
- People who had received fines for driving in breach were keen to have an alternative way to 'work these off', reducing the chance of fines escalating.
- The most popular rewards were petrol vouchers, and things that make you a safer driver and more likely to pass your tests (e.g. driving lessons, car repairs).
- Some users we tested with wanted to be able to gift rewards to community groups (e.g. food banks).

## SECTORS INVOLVED

- Safety Sector
- Social Sector
- Skills & Employment
- Private
- Justice Sector



I'd like to be able to see where I'm at and how I'm doing compared to my mates

JOSEPH, 19

## POSITIVE BENEFITS FOR...



Tyrone

Amy



Jaylene

## 5 CONCEPT FIVE: SMART PHONE "E-MENTOR"

### WHAT IS IT?

A smartphone app-based service similar to the 'S-Drive' app created by Samsung and recently piloted in Australia.

The app promotes safe driving habits by tracking real-time driving behaviour (sticking to speed limits and not using your mobile phone while driving), and offering incentives to users who drive responsibly. S-Drive also enables users to connect with friends also using the app to create a 'Drive Team', to offer mutual encouragement and earn combined reward points.

A local iteration of this could link with the merit system concept (see page 77).

We propose additional features be explored, including:

- The ability to track your driving practice with a view to evidencing logged hours and responsible driving habits (this could support experience-based progression through licence stages).
- The ability to assess readiness to progress to the next stage of licensing.
- Offering road safety-related incentives, if linked with the merit system concept (S-Drive's incentives are largely unrelated).

### WHAT PROBLEM(S) DOES IT SOLVE?

- Aims to address normalised breaching and encourage safe driving, particularly among the 'digital native' generation.
- Smartphone apps have the potential to reduce accident risk, particularly for unsupervised restricted licence holders during the first few months of unsupervised driving.



## WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

### COSTS

- To be determined – difficult to scope until concept is further explored. An app could be developed collaboratively with Samsung (based on S-Drive) or another private sector partner.

### BENEFITS

- Increasing responsible driving among young drivers should reduce crash rates, leading to reduced ACC and health costs.
- Reduced pooling in the GDLS stages.

## WHAT ELSE IS UNDERWAY IN THIS SPACE?

Samsung S-Drive in Australia and Mi-Drive in the UK are two examples of smartphone technology being successfully used to support learner drivers.

## HOW WILL WE IMPLEMENT IT?

Elements of S-Drive could be built into the New Driver Education Project (see page 99), which is already exploring the creation of an app to support New Zealand learner drivers. This would increase the scope for NDEP from the current focus on delivering educational content to include blocking the use of mobile phones while driving, tracking driving experience and offering points / rewards for safe driving.

Private sector providers (e.g. Samsung) could be encouraged to implement an S-Drive-type package here with limited cost to the government.

## ANTICIPATED HORIZONS FOR CHANGE



## INSIGHTS FROM USER TESTING

Although this concept was not specifically tested with users during the prototype testing stage, user feedback received at other stages of the project supported the idea of utilising smartphone technology:

- Users liked the idea of getting on-going 'real-time' feedback on their driving behaviours to help them gauge what they were doing well and what they needed to work on before being tested. Many people fear failing their tests and want to know they are ready before committing.
- Being able to evidence driving experience via an 'electronic supervisor' was particularly popular with those who struggled to find a legal driving supervisor on an on-going basis.
- On-going technological advances and integration with detailed mapping software may support more sophisticated features in future, such as assessing behaviour at intersections and following distance, that would provide a richer coaching experience.

## SECTORS INVOLVED



Is this for real? I'd use it now if it was!

SONJA, 18

## POSITIVE BENEFITS FOR...



Tyrone

Amy



Jaylene

## 6 CONCEPT SIX: TRAINING WHEELS

### WHAT IS IT?

An evolution of NZTA's Community Driver Mentoring Programme model (CDMP), utilising a scalable, self-organising network similar to Uber and Mi-Drive (UK).

An online / app-based platform links learner drivers needing driving instruction and/or supervision to potential tutors with legal vehicles in their local neighbourhood. Tutors could be instructors or other professional drivers, retired people or others willing to teach / supervise learner drivers for a modest fee. Fees could be partially or fully subsidised for low income users.

Like Uber, the model could provide a way for tutors to earn extra income, and manage quality through initial tutor vetting and a user feedback system.

Training Wheels would be aimed primarily at those on a learner license looking to gain their restricted licence, but could support all drivers wanting to up-skill through supervised practice.

### WHAT PROBLEM(S) DOES IT SOLVE?

- Addressing barriers for those wanting to progress through the licence stages – particularly the lack of a legal car and licensed supervisor during the learner licence stage.
- Should enable greater uptake of driver licensing in socio-economically disadvantaged communities, and reduce the numbers of young people driving in breach of licence conditions.

## WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

### COSTS

- To be determined – difficult to scope until concept is further explored.

### BENEFITS

- Increasing responsible driving among young drivers should reduce crash rates, leading to reduced ACC and health costs.
- Reduced pooling in the GDLS stages.
- Increased employment opportunities for those that traditionally struggle to progress through the driver licensing system, reducing demand on MSD benefits.
- Fewer people caught driving in breach of their licence conditions would reduce related enforcement costs within the justice sector.

## WHAT ELSE IS UNDERWAY IN THIS SPACE?

Training Wheels addresses similar barriers to the CDMP model (see page 95) but is designed to be self-organising to enable scalability and sustainability. Mi-Drive in the UK is a working example of a similar concept.

It is similar to other technology-enabled business models that utilise existing community resources such as Uber, AirBnB, Your Drive, Neighbourly, Harmony and Lets Carpool.

## HOW WILL WE IMPLEMENT IT?

A platform of this type could be operated as a social enterprise, through private investment, as a PPP or with full government funding. Further work is required to scope and refine the concept before discussing implementation models. Further analysis of the Mi-Drive model (UK) would provide a useful starting point.

Note: Current legislation would prevent tutors from receiving a fee for instruction (as opposed to supervision / mentoring) without holding an 'I' instructor licence endorsement. This would need to be explored further at the next stage of analysis and testing.

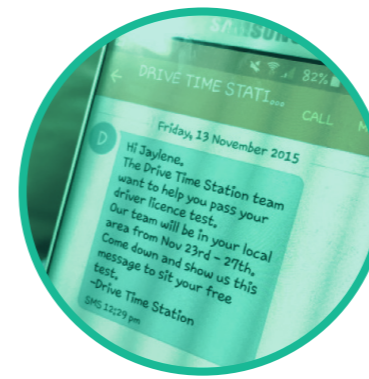
## ANTICIPATED HORIZONS FOR CHANGE



## INSIGHTS FROM USER TESTING

- Users wanted mentors to be police vetted and have some initial training to ensure they could provide quality feedback that would prepare learners for testing.
- All testers used user ratings and reviews to select tutors, and were less interested in the type of car they had and their personal information.
- Users felt tutors would need to be available at nights and during weekends, and to be available to help pass the test.
- Testers preferred older tutors as they considered them to be more experienced.
- Tutors must be good communicators, well presented and have good English skills (or ability to speak a second language).

## SECTORS INVOLVED



It would be helpful to get a reminder before my test.

LEILANI, 17



It seems amazing to me that a kid can fail a test five times and no-one wants to know why, they just keep taking his money.

AUNTIE OF A LEARNER DRIVER

## POSITIVE BENEFITS FOR...



Tyrone

Amy



Jesse

Jaylene

## 7 CONCEPT SEVEN: TRACK & ENCOURAGE

### WHAT IS IT?

Everyone entering the New Zealand driver licensing system would have their progress electronically tracked and monitored.

If people fail their license tests multiple times or are failing to progress through the license stages within the intended timeframes, an automated system (or local staff member, in some cases) would contact them proactively to offer support. This could include:

- Personalised encouragement to users to keep going and offer new test appointments.
- Personalised reminders of upcoming test bookings.
- Linking learners to suitable educational content (e.g. new materials available via the NDEP, refer page 99) to improve their chances next time they sit.
- Providing information about local support options and / or referrals to third party agencies.
- (If the contact is made in person), discussing feedback from testing officers on previous tests, and/or identify any barriers the learner is experiencing.
- An alert when the Drive Time Station is returning to the area (where relevant –refer page 75).
- Partial license-holders would also receive an alert before their license expires under the newly introduced 'sunset clause'.

### WHAT PROBLEM(S) DOES IT SOLVE?

A large proportion of drivers (approx 60%) "pool" – do not progress through each stage of the driver licensing process within a reasonable timeframe.

This may be due to barriers such as cost, literacy issues or fear of failure, or simply a lack of motivation to prioritise completing the license process.

## WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

### COSTS

- One-off costs to design and build the tracking and automated contact system and produce associated collateral, plus on-going costs of administering the system.
- Staff and ancillary costs associated with offering a personalised service. This could be targeted towards extreme user groups (e.g. failed 3+ times).

### BENEFITS

- Reduces pooling in the GDLS stages.
- Identifies and helps to resolve barriers to success for 'extreme users', reducing the numbers of young people driving unlicensed or in breach of licence conditions.
- Gives the licensing system a more positive and proactive role in supporting learners to progress.
- Reduced risk that those pooling drop out of the GDLS once their licence expires (but keep driving), reducing related enforcement costs within the justice sector.

## WHAT ELSE IS UNDERWAY IN THIS SPACE?

Many private organisations send electronic appointment reminders, track customer engagement and intervene where needed to increase revenue gain / compliance.

Switzerland's driver licensing system intervenes after three test failures and requires the person to attend counselling with a psychologist to assess underlying barriers to progress.

## HOW WILL WE IMPLEMENT IT?

The Māngere Young Drivers Signature Project (see page 101) is introducing a tracking system for young people as part of their pilot. This could be used to live trial some elements of this.

The scope of the New Driver Education could also be expanded to include tracking of progress and interaction with those who are stalling and/or failing.

## ANTICIPATED HORIZONS FOR CHANGE



## INSIGHTS FROM USER TESTING

- Prompts and alerts (and additional support where required) would definitely encourage people to progress.
- There was a clear preference for a personalised, conversational style of message vs. a more factual one.
- People like to have an on-going 'relationship' with service providers, if purposeful.

## SECTORS INVOLVED

- Safety Sector
- Private
- Justice Sector



"This could be good really good for me, I have lots of fines and don't really want a conviction"

LEWIS, 16

## 8 CONCEPT EIGHT: NEW JUSTICE PATHWAYS

### WHAT IS IT?

Alternative justice pathways for people who breach their licence conditions or drive unlicensed which incentivise and support those that breach to progress through the GDLS.

This would include giving offenders the ability to offset fines for driving infringements against the cost of undertaking further driver training from accredited providers and paying for licence tests.

Courts sentencing offenders could have the option to mandate participation in driver training courses and license testing as an alternative to fines or community / custodial sentences. This could include 'fast track' options for experienced but unlicensed or partially-licensed drivers to progress them more quickly through the GDLS stages (refer page 89).

### WHAT PROBLEM(S) DOES IT SOLVE?

Current approaches to punishing illegal driving are expensive and appear to have limited impact on changing attitudes and behaviours.

In some cases imposing financial or other penalties make it even less likely the offender will progress to a full license and avoid further breaching (by introducing additional barriers to progression).

### WHAT ELSE IS UNDERWAY IN THIS SPACE?

The Community Justice Panels pilot in Counties Manukau is trialling elements of this approach (refer to page 93).

The AA and NZ Police have recently begun piloting a new approach to enforcement for certain offences, where infringing drivers are referred to a defensive driving course and the cost is off-set against their fines.

This more constructive approach focused on supporting behaviour change is already in use in some other sentencing contexts, e.g. requiring perpetrators of domestic violence to attend an anger management course.

### POSITIVE BENEFITS FOR...



Tyrone

Jesse



Jaylene

## WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

### COSTS

- One-off costs of designing and implementing the new model.
- Would reduce the revenue currently received from fines.
- Would require reallocation of funds currently allocated to managing other sentences (such as community work), and potentially new funds.

### BENEFITS

- Reduced reoffending means lower enforcement costs and a reduction in associated collections, court and correctional costs.
- Reduced finance costs for individuals and families servicing unsustainable debts.
- Positive socio-economic outcomes for offenders, families and communities.
- Would help to drive growth of additional capacity in the driver training sector.

## HOW WILL WE IMPLEMENT IT?

The first step would be to explore how best to amend, build on, expand and/or roll out similar alternative justice (e.g. those referred to above) into the driver licensing space. This would include exploring what changes in the current enforcement response are possible within existing policy and legislative settings.

There is also scope to build on work underway as part of the Māngere Young Drivers Project (see page 101) to develop a competence assessment and learning plan for learner drivers. In future, a fine could be used to pay for a learning plan assessment, with the remainder of the fine allocated to remedial driving instruction.

## ANTICIPATED HORIZONS FOR CHANGE



## INSIGHTS FROM USER TESTING

- The current punishment regime for driver's licence offences does not change behaviour.
- Some people told us they cannot afford to pay fines, and wait until they become large enough (from added penalties) to be converted into community service by the courts. They expressed relief at no longer having debt, but knew they risked a court conviction.
- People were enthusiastic about an alternative justice pathway that progressed them closer to a future of safe and legal driving, rather than setting them further back.

## SECTORS INVOLVED

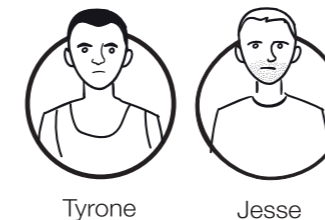
- Safety Sector
- Social Sector
- Private
- Justice Sector



We work with people who are experiencing a number of different but interrelated issues. Getting a driver's licence could make a really big difference for some of them, but there are other barriers that would need to be addressed first, or alongside.

COMMUNITY SUPPORT WORKER

## POSITIVE BENEFITS FOR...



# 9 CONCEPT NINE: SYSTEM NAVIGATOR

## WHAT IS IT?

A skilled and resourced support person assists new drivers facing multiple barriers to accessing and progressing through the driver licensing process. These could include former prisoners, or people experiencing homelessness, literacy and language issues, mental health problems or drug and alcohol addictions (where gaining a licence would be appropriate and beneficial).

The need for help with driver licensing is one of potentially a number of entry points into, and outcomes from, a wrap-around support service for those with multiple overlapping needs and limited ability to self-navigate services. It aligns well with the service concepts envisaged by the Productivity Commission in their recent review of social services. We propose support with driver licensing would form one element of this type of broader package of intensive interventions for marginalised people with complex needs.

## WHAT PROBLEM(S) DOES IT SOLVE?

Addressing issues and barriers to licensing for those with complex needs, who already have contact with the Police and the broader justice system, and likely contact with a range of other government and community support agencies.

## HOW WILL WE IMPLEMENT IT?

Support to access driver licensing should be incorporated as part of any wraparound service that emerges in response to the recommendations in the Productivity Commission's report. Learnings from this case for change and our initial prototype testing can be shared with social sector agencies as part of taking that work forward.

## WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

### COSTS

- To be determined – difficult to scope until concept is further refined.
- Assistance with driver licensing would be one element within a broader package of intensive interventions. In addition to the staff costs associated with a System Navigator model, funding could cover only the direct costs of the licensing process, or associated costs such as driver training.

### BENEFITS

- Reduced overall costs to the state for managing issues for complex, high need and high cost individuals.
- Reduced costs associated with road crashes and increased employment opportunities for those otherwise at high risk of driving unlicensed or in breach while partially licensed.
- Reduced reoffending means lower enforcement costs and a reduction in associated collections, court and correctional costs.
- Positive socio-economic outcomes for high needs individuals, their families and communities.

## WHAT ELSE IS UNDERWAY IN THIS SPACE?

The System Navigator concept has similarities to the Community Justice Panel model, Whānau Ora, Family By Family (Australia) and the Homeless Court Coordinator.

## ANTICIPATED HORIZONS FOR CHANGE



## INSIGHTS FROM USER TESTING

- This concept needs further testing with high needs clients from the intended target groups.
- Users we tested with told us that the System Navigator would need to be ‘a stranger’, as people would be more likely to listen and do what they say than they would if it were a support person already known to them.
- Important traits in a System Navigator are being supportive, encouraging, motivational, and offering sound advice.
- There need to be consequences of not following through with support offered, as otherwise people may use a system navigator service but not make any progress.
- People liked the idea of being able to stay in regular touch with their System Navigator via an app or email.

## SECTORS INVOLVED

- Safety Sector
- Social Sector
- Private
- Justice Sector



It would be attractive to a Probation Officer to be able to fast track a young person through the [GDLS] process.

ALASTAIR RIACH  
ASSISTANT REGIONAL COMMISSIONER,  
NORTHERN REGION, DEPT OF CORRECTIONS

## 10 CONCEPT TEN: FAST TRACK

### WHAT IS IT?

Provides for accelerated progress through the driver’s licence system for some people, where the potential benefits outweigh the costs.

Fast Track could potentially include a number of intensive driver training pathways targeting different groups:

- Young drivers at risk of serious justice consequences as a result of illegal driving.
- Recidivist forbidden drivers who are likely to continue driving and who have or are at risk of receiving a custodial sentence.
- Young people not in education, employment or training (NEETs), or the long-term unemployed.
- Potential employees entering industries with known staff shortages and a requirement for a licence (e.g. transport, construction and infrastructure).
- Mature people (over 25) with extensive driving experience and who are less likely to take risks than young drivers, but who are unlicensed or partially-licensed.
- Refugees and migrants holding international licences.

Fast Track would likely include an intensive driving course with theory and practical components and competency-based assessment, similar to that offered through the New Zealand Defence Force. It could also include enhanced learning modules focused on hazard perception, risk management and related life skills.

Police, Courts and Corrections could offer intensive ‘boot camps’ as an alternative to custodial sentences to assist recidivist offenders to get a licence and reduce their risk of reoffending.

This type of intensive programme would be most suitable for people in controlled settings – e.g. correctional facilities, community service / periodic detention, full-time programmes teaching foundation skills for employment, or for new employees in key industries. It could be supported through partnerships between trades training providers, industry training organisations, sector groups and MSD.

### WHAT PROBLEM(S) DOES IT SOLVE?

There’s a strong case for helping some people to get their full driver’s license faster, where the benefits outweigh the risks, and this can be achieved without compromising driver competence and road safety.

### POSITIVE BENEFITS FOR...



Tyrone

Jesse

## WHAT ARE THE ANTICIPATED COSTS & BENEFITS?

### COSTS

- To be determined – difficult to scope until concept is further refined.
- Some pathways could be funded as an alternative to custodial sentences or pre-employment training for jobseekers receiving income support, while others could be industry sponsored or user-pays.

### BENEFITS

- Unlicensed or partially-licensed job seekers could greatly increase their chances of employment and reduce reliance on benefits, within a shorter time horizon than is currently possible.
- Industry-sponsored Fast Track pathways could help to address known or anticipated staff shortages in key industries.
- Reduced costs associated with road crashes and increased employment opportunities for those otherwise at high risk of driving unlicensed or in breach while partially licensed.
- Reduced reoffending means lower enforcement costs and a reduction in associated collections, court and correctional costs.
- Positive socio-economic outcomes for impacted individuals, their families and communities.

## WHAT ELSE IS UNDERWAY IN THIS SPACE?

The New Zealand Defence Force (NZDF) already successfully offers a fast track-style boot camp programme for unlicensed or partially licensed drivers.

The GDLS already offers a shorter period between the restricted and full licence stages for people aged over 25, and competency-based assessment is already used successfully for licensing motorcyclists.

## HOW WILL WE IMPLEMENT?

We propose that the Fast Track concept is further developed and progressed through to live prototyping with support from the NZDF.

## ANTICIPATED HORIZONS FOR CHANGE



## INSIGHTS FROM USER TESTING

- Mature drivers and users who are currently driving outside their licence conditions thought this was an excellent option to have available. However some did have concerns about the time requirement of an intensive course and how this would fit with other commitments.
- A Fast Track is particularly attractive to employers in industries facing skill shortages and competition for qualified staff. Most employers we spoke to would prefer to recruit staff from the domestic market where possible, and may be interested in investing in a scheme that can produce skilled and qualified staff within a shorter timeframe than the current GDLS.
- Probations staff we spoke to are keen to explore options around a Fast Track pathway.

## SECTORS INVOLVED

- Safety Sector
- Social Sector
- Skills & Employment
- Private
- Justice Sector



# CASE STUDIES OF PROMISING PRACTICE

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CASE STUDY ONE:

## ADDRESSING THE ROOT CAUSES OF OFFENDING

COMMUNITY JUSTICE PANELS

Traffic offending makes up 42% of court appearances in the Counties Manukau District. Most of these offences start as fines; however unpaid fines often lead to court appearances and warrants to arrest. A common offence before the courts is driving while forbidden (i.e. people previously caught driving without a licence). This can carry a criminal conviction and also a penalty fine of up to \$10,000. In the majority of cases the person still remains unlicensed on exiting the court system.



I knew there was help out there, but I didn't know where to get it.

COMMUNITY JUSTICE PANEL PARTICIPANT



In August 2015, forbidden drivers were added to the Community Justice Panel (CJP) pilot project, which rolled out in October 2014 to trial an alternative justice pathway for lower level offending in Counties Manukau. To be eligible, forbidden drivers have to be aged over 16, admit to their offending, display a positive attitude towards engaging with the CJP and have no active charges for offences carrying a term of imprisonment of six months or more.

Once identified, the participant signs an agreement to attend a hearing conducted on a Marae in front of a panel made up of community leaders, Kaumātua and Kuia, and facilitated by the Manukau Urban Māori Authority (MUMA). MUMA conducts a pre-hearing meeting to identify any underlying issues preventing the driver from obtaining their licence (e.g. affordability, literacy and access to a road-worthy car). The participant is taken to the hearing by local Māori Wardens, and encouraged to bring whānau/support people.

At the hearing, the participant agrees to a plan that identifies and breaks through the barriers to getting their driver's license. The participant is referred to appropriate providers (e.g. for literacy support) and introduced to David Rule of Rule Education, a well-respected driver license programme provider in Counties Manukau with a high success rate for helping people to pass their license tests. Whānau Ora also attend the hearing, and provide a holistic wraparound support service for each person going through this process.

The Community Justice Panel is a pilot programme in parts of South Auckland, and a joint initiative by Counties Manukau South District Police team and the Ministry of Justice. Around 60 'driving while forbidden' participants have attended the CJP to date, with high success rates for people attending hearings, completing the driver training programme and gaining their licence.

## 2

CASE STUDY TWO:

# COMMUNITY-BASED MODEL DELIVERS A POSITIVE EXPERIENCE FOR LEARNERS

## COMMUNITY DRIVER MENTOR PROGRAMME

A significant minority of young people don't have anyone in their household who can teach them to drive, or supervise them while they gain the recommended 120 hours of driving experience before sitting their restricted licence test. Many also lack access to a safe and legal car to practise in.



Every [learner driver on the programme] has had capabilities that we've been able to enhance and bring out, and help make them safer drivers on the road.

COMMUNITY DRIVER MENTOR





The NZ Transport Agency (NZTA) and the NZ Automobile Association (AA) developed the Community Driver Mentor Programme (CDMP) to enable unsupported learner drivers to gain the additional supervised driving experience they need to pass their licence test and become safe drivers. Programme participants receive three free professional driving lessons, and are paired with a volunteer 'mentor' who attends their driving lessons and provides 30 hours of supervised driving practice.

Following the success of two initial pilots, the CDMP launched in six locations around the country: Whangarei, South Auckland, Gisborne, Te Kuiti, Porirua and Christchurch. The programme is run in partnership with a local community group in each location, which identifies learner drivers and suitable mentors through their own networks, and provides programme coordination. The community partner screens and police checks mentors, matches mentors and learners, rosters practise sessions, and tracks progress.

The AA provides training for the mentors and three professional lessons to each learner driver, while the Transport Agency provides a practice vehicle for the duration of the programme and funding for the programme coordinator. Chevron New Zealand, which markets the Caltex brand, is supporting the programmes by sponsoring all of the fuel used during the lessons and encouraging their own staff and Caltex franchise holders to become mentors, while Hyundai NZ have supported the programme with cars for driving practise.

The mentoring element of the programme has been one of the key benefits of the CDMP approach. Apart from the Te Kuiti CDMP, the mentors are not professional driving instructors themselves, but act as 'coaches' by supervising a range of practise driving experiences, providing constructive feedback and building the confidence of the learner. Members of the community, Police, local driving instructors and even the Mayor of Gisborne have given their time to provide driving training and licence support to young people in the programme. In many cases this engagement with their mentor has had positive flow-on effects in the life of the young person that go well beyond developing safe driving habits.

To date 367 students have successfully gained their learner or restricted licence through the CDMP, with many more yet to sit. The CDMP has been funded by NZTA through the Community Road Safety Fund with support from the AA and sponsorship by Chevron New Zealand and Hyundai New Zealand. However the goal is for each programme to become self-sustaining, building on the momentum within each location to become wholly-owned and run by the communities they serve.

### 3

CASE STUDY THREE:

## HELPING EMPLOYEES TO GET LICENSED CAN BE A 'WIN-WIN' FOR NZ BUSINESSES

DOWNER (NZ)

Some local employers are having difficulty sourcing the people they need from the domestic labour market, with the lack of fully licensed drivers to fill roles a key issue in some sectors. Not having a full driver's licence can impact not only on people's individual employment opportunities, but on the productivity of New Zealand businesses.



A driver's licence might seem like a basic qualification, but having one can give young people a real edge in today's labour market. If businesses can't source local people with the skills they need, they may have little option but to look off-shore.

DOWNER NZ



Downer Group is a large company specialising in the engineering, communications and construction industries, employing 5,000 people in New Zealand. With a significant part of Downer's operation focussed on building and maintaining infrastructure, a large number of roles at Downer require a full driver's licence. Once in the job employees can go on to gain the other classes of licence required to drive the company's specialist vehicles.

Downer have noticed that recruitment of field staff is becoming more of a challenge. While most of these roles are advertised seeking people with a full driver's licence due to the nature of work, fewer applicants actually have this, particularly younger job applicants.

As a result, Downer decided to respond proactively to this gap in order to ensure they could meet their own business demands. They now actively identify potential local talent through the recruitment process and, for certain parts of the business, bear the costs of investing in the necessary training and tests to progress their new hires through to a full driver's licence. These recruits must have a minimum of a restricted licence, as the time and level of investment required would be too significant to progress new staff from the learner licence stage.

As well as helping to ensure a pipeline of appropriately skilled local people, evidence suggests employers that invest in the development of their workforce will enjoy greater staff loyalty and retention, which should give them an edge over their competitors as well as reducing their longer-term recruitment costs. This means Downer's approach should be good for business, good for their people and good for the New Zealand economy.

Downer was just one of several employers we met with through the Driver Licensing Challenge that have expressed their frustration that a full driver's licence seems to be an increasingly difficult qualification to obtain, and said they would like to see a more accessible process developed to support the labour needs of the New Zealand industry.

# 4

CASE STUDY FOUR:

## SAFE DRIVING STARTS WITH QUALITY DRIVER EDUCATION

### NEW DRIVER EDUCATION PROGRAMME

Young drivers between the ages of 16 and 24 are at a disproportionately higher risk of crashes than the rest of the population, risking themselves and others on the road. Research has suggested that the learning tools available to help young Kiwis improve their road safety knowledge and prepare for the practical driving tests are falling short.



My boy has failed his learner's test five times. He has trouble with his reading and he's found it hard to learn the Road Code. I don't know if he'll sit it again now, he's lost his confidence.

PARENT OF YOUNG DRIVER



The New Driver Education Programme (NDEP) aims to better prepare young people for the road, by shifting the focus of driver education materials from preparing learners to pass the licensing tests, to preparing the next generation of skilled drivers with safe driving habits.

The NDEP is trialling several approaches to achieving this within the scope of the current Graduated Driver Licensing System. These include:

- The creation of an online hub featuring a wide range of learning content to guide new and learning drivers through the licensing journey.
- New materials to teach key information from the Road Code in different ways, catering to a range of learning styles. This includes animations and short games.
- A progress tracker to enable young people to assess how well they are doing and where they need to improve before moving on or sitting a licensing test.
- A mobile app that allows users to plan lessons based on real places or road features that the learner driver wants to practice on, and logs hours of practice. The app may also passively collect data such as speed, acceleration and cornering to provide feedback on driving style. This information can also be shared with their coach, driving instructors and friends.
- A 'coaching view' within the app, linked to the learner, which allows the coach to record feedback with added information like location and time.

The NDEP is currently under development, using the same 'design thinking' methodology as the Driver Licensing Challenge. All aspects of the design and the implementation of the ideas are being tested (and in some cases co-created) with young people and refined ahead of their public release. This should ensure the solutions will be more likely to work, reducing risk and cost.

The NDEP is a joint project of ACC and NZTA. The first version will be launched in April 2016, with features added progressively over the following year.

# 5

CASE STUDY FIVE:

## GETTING TO THE ROOT (CAUSES OF DISENGAGEMENT IN MĀNGERE)

### YOUNG DRIVER SIGNATURE PROJECT (MĀNGERE)

Māngere in South Auckland has the highest rate of road deaths and serious injuries of any community in Auckland, and low numbers of fully licensed drivers. Driving unlicensed or in breach of licence conditions is the norm in this community, and viewed by many residents as a necessary part of life.



Let's get those whānau out of the courts, off the PD vans and back into mahi (work), or even better get them legal and knowledgeable to become good role models for their whānau and kids.

COMMUNITY LEADER AND PARTICIPANT IN THE COMMUNITY-BASED SOCIAL MARKETING PROGRAMME DESIGN PROCESS



The national Young Driver Signature Project (YDSP) seeks to identify and resolve the challenges young people face in fully engaging with the graduated driver licensing system. The YDSP launched the Māngere Young Drivers pilot in 2014 to explore and find ways to tackle the high levels of unlicensed driving and driving in breach in Māngere. It was anticipated that the project would also reveal systemic barriers that need to be addressed nationally.

The issues with young people and driver licensing are known to the Māngere community, and local people are keen to support efforts to try to change this behaviour. The project has a focus on working in partnership with the local community and building from what already exists, including increasing the quality and consistency of support across a local network of nine education and youth service providers.

The Māngere Young Drivers Project includes several elements:

- Establish a 'best practice' model for supporting young people to achieve a learner licence.
- Build coaching skills to enable local driving instructors to improve their engagement with young drivers.
- Work with local providers and driving instructors to help young people prepare for the practical driving tests, through workshops, test readiness assessments and guidance.
- Facilitate relationships between licensing providers (VTNZ and the AA) and the community, supporting them to work together to help young people get licenced.
- Explore mechanisms to sustainably deliver appropriate mentoring support to young drivers, building on existing local support networks and learning from the CDMP pilot (see page 95).
- Develop and deliver a community-based social marketing approach that will encourage families with young people to support them to drive with the right licence. The campaign will be co-designed with the Māngere community in an attempt to change social norms around unlicensed and breaching drivers.
- Explore ways to help local young people and their families afford the costs of licencing.
- Explore ways to build the capacity of whānau and family to teach their young people to drive and fully support them on their licensing journey.
- Track learners' progress through the driver licensing system, identifying young people that need support to progress and inviting them to participate in relevant activities.

The Young Driver Signature Project is a national programme of work jointly funded by ACC and NZTA for four years under the umbrella of the Safer Journeys Action Plan. The Māngere Young Drivers pilot project is supported by ACC, NZTA and Auckland Transport. The intent is that a further three urban and rural locations will test assumptions and solutions identified from the Māngere pilot.

## 6

CASE STUDY SIX:

# IMPROVING ACCESS TO DRIVER LICENSING FOR REFUGEES AND MIGRANTS

## PASSPORT 2 DRIVE PROGRAMME (HAMILTON)

Gaining a New Zealand driver's licence can be a stressful, costly and confusing experience for refugees and migrants, and this is often compounded by language barriers.



For our refugees and migrants, passing the driving test is an important part of becoming independent and making a life in New Zealand. Their successful settlement can be as simple as them achieving their driver's licence. Yet, with language and cost barriers, this often seems unattainable.

ROBBIE TAHAU, HAMILTON  
COMMUNITY DRIVING SCHOOL



The Hamilton Migrant Services (HMS) Trust saw that refugees and migrants in their community were struggling to gain a driver's licence, making it harder to find work and meet their families' practical needs. They developed the Passport 2 Drive programme to deliver specialised support for these groups.

The first part of the two-part programme involved training two multi-lingual driving instructors to provide an option for people with basic or no English. Booking an interpreter as well as an instructor would otherwise double the cost of lessons for these learners, and the instructors were also able to attend the licence tests as the learner's support person. With the assistance of Trust Waikato, WEL Energy Trust and NZTA, HMS Trust was able to offer a free initial assessment and driving lessons at reduced rates for refugees and migrants in their community.

These professional driving lessons were supplemented by the second part of the programme, loosely based on the Community Driver Mentoring Programme model (see case study on page 95). HMS Trust recruited a range of local people to provide mentoring and driving supervision to programme participants, including Police officers. Some of the mentors were multi-lingual, and HMS Trust arranged for in-car interpreters for other learner drivers with limited English needing this support. Learners were able to book further sessions with their mentor using an iPad provided in the car, eliminating the need for a coordinator.

Since June 2015, 65 people have passed different licence stages through the HMS programmes. Gaining a licence has helped these participants to find work, safely transport their families, avoid the threat of fines, built their confidence and improve their relationships with local Police.

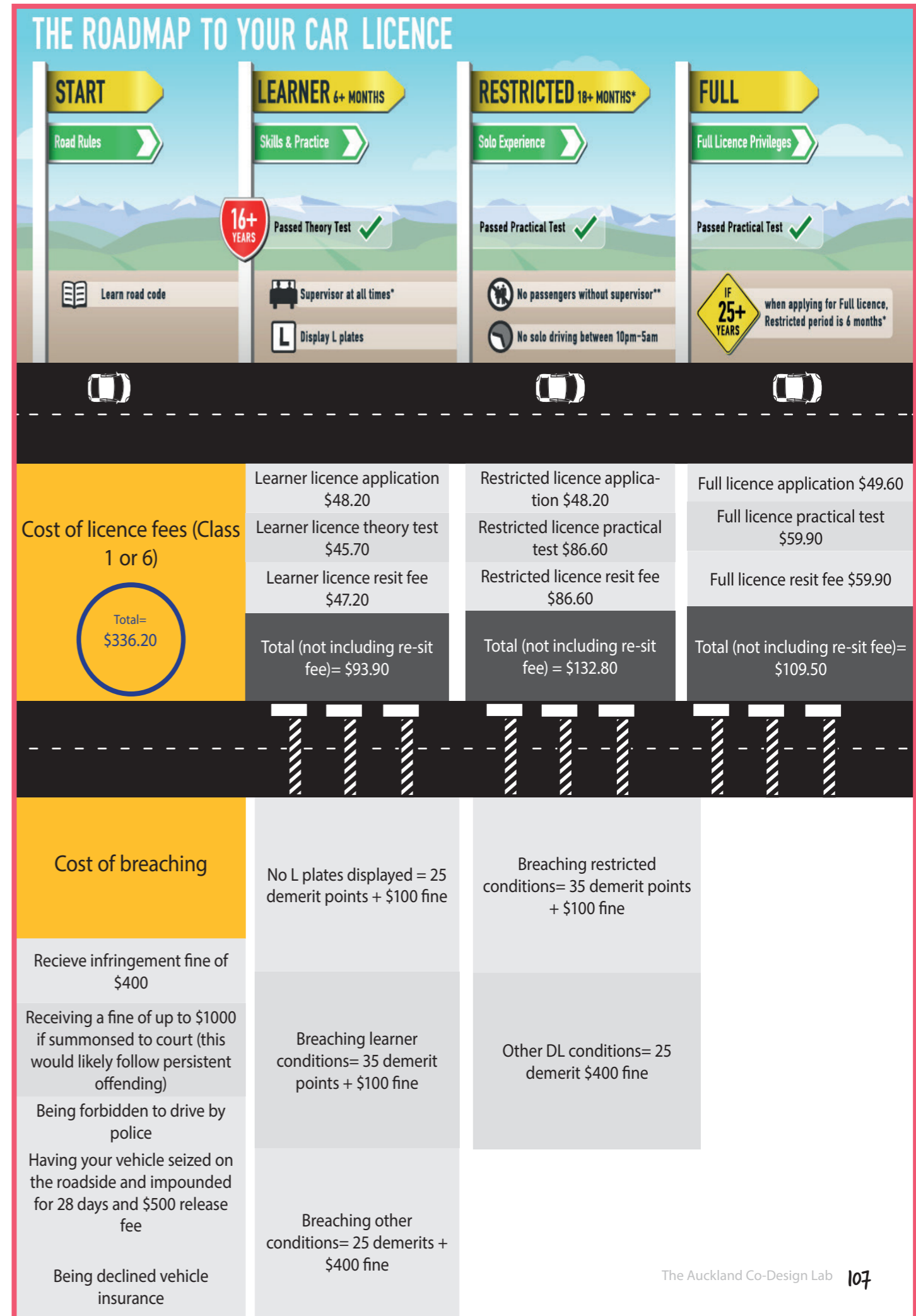
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Hamilton Migrant Services Trust runs the Passport 2 Drive programmes with funding provided by NZTA, MSD and MBIE, and a contribution from the users themselves. Due to its success, they are currently in the process of seeking further funding to roll out the programme nation-wide.



# THE NEW ZEALAND GRADUATED DRIVER LICENSING SYSTEM

A Refresher





# USER INSIGHTS

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## USER INSIGHTS

The insights in this appendix were gathered from the many interviews that the co-design team undertook during the design sprint. Interviewees included young people who were as yet too young to drive legally (but in some cases were already driving), young and older people who were unlicensed, partially or fully licensed, parents and other family or whānau support people, and with employers, teachers and mentors. These 36 insights are a summary of the hundreds of insights gathered.

The eight highlighted insights were chosen as priorities for brainstorming during the Imagine stage of the design sprint. These eight insights fit into three themes:

THEME ONE: VALUE AND NORMALISATION

THEME TWO: SYSTEM ISSUES

THEME THREE: ACCESS

### DRIVING = PARTICIPATION

1 ) The ability to move around independently enables people to function as independent adults and fully participate in New Zealand society.

2 ) Public transport doesn't work for everybody due to issues of access, availability and convenience, and therefore is not always a viable alternative.

3 ) Employers prefer employees to have a driver's licence – perceiving them as more reliable and flexible and reducing their own liabilities – even for jobs that don't involve driving. Most employers don't consider the effect this may have on unlicensed job-seekers.

4 ) A driver's licence is New Zealand's default form of photo ID, and without one people face significant barriers to accessing many services and life opportunities.

5 ) People who are already known to parts of the New Zealand government system have to re-prove their identity to get a driver's licence (or access services in other parts of the system). Most new drivers are young people, but parts of the system do not work for them.

THEME ONE:  
VALUE AND  
NORMALISATION

THEME ONE:  
VALUE AND  
NORMALISATION

6) Driving is part of New Zealand's cultural identity and widely perceived as an essential rite of passage, even when driving a car may be less achievable or desirable than other forms of independent travel.

7) The benefits of driving legally – as currently presented – do not resonate with the priorities, behaviours and interests of many young drivers.

8) People may become resentful of 'the establishment' if they feel processes and rules are so far removed from their reality that they can't comply. Driver licensing is often the first interaction young people have with government agencies, and can set the tone for future interactions.

DRIVING LEGALLY CAN MAKE LESS SENSE  
THAN BREAKING THE RULES

THEME THREE:  
ACCESS

9) Some people can't meet their family, work, and social obligations and drive within their licence conditions. Driving illegally often feels like their best (or only) choice.

10) For many young people, a driver's licence represents a desirable and recognised step toward independence. Others are already functioning as independent, and a licence legalises adult behaviour rather than initiates it. For some, driving is a way to take control of their lives and escape from 'dead-end', negative or damaging situations.

11) People perceive that if they're skilled enough to drive, they have a 'right' to a driver's licence.

12) There is low awareness of licence exemptions – e.g. being permitted to drive outside 'restricted' hours for shift work, or transporting siblings. It can be difficult and time consuming to get an exemption and it is unclear how much discretion there is in decision-making.

TAKING RISKS ON THE ROAD

13) There is a disconnect between passing the GDLS tests, and becoming a safe and skilled driver. Many people study what they need to in order to pass, rather than to develop safe driving practices.

As a result not all people who gain a full licence are safe and skilled drivers.

14) There is a widespread view that 'I am a safer driver than other road users' — regardless of driver's licence status.

15) A large percentage of drivers breach (by driving unlicensed or breaching the conditions of their licence) and regularly take calculated risks. A much smaller percentage believe they are invincible, and get a kick out of taking risks.

16) People tend to make trade-offs around safety. Many think if they practice some safe behaviours (e.g. using car-seats) this balances out breaching their licence conditions. In particular, there is a widespread belief that sober driving is more important than complying with licence conditions.

THEME ONE:  
VALUE AND  
NORMALISATION

LEARNING TO DRIVE: SYSTEM AND PROCESS ISSUES

17) There are a huge variety of people needing to drive on our roads – but many GDLS processes can only be done one way. If these don't work for you, you are less likely to progress.

18) Many people find the driver's licence process complicated and confusing, and in particular the link between the licence stages and conditions, and how this improves road safety.

19) The current GDLS process doesn't provide a pathway for those with limited English, learning difficulties or who are illiterate. This creates a barrier to accessing information about the process, and to learning the road rules required to pass the test. Some limited alternatives are available (e.g. translation services), but they rely on the user knowing about, requesting and paying for them.

20) Booking and completing a driver's licence test can be challenging — navigating the online booking system, finding available dates within a reasonable timeframe (< 3 months), and locating and accessing testing centres. The requirement to hold valid proof of personal identity to get a licence can also be a significant barrier for some people.



21 ) Some people find it hard to determine if they are ready to progress to the next stage of the GDLS, and to see their position in the overall process at any one time.

22 ) Learning a new skill and taking a test is a nervous time for many. Learners are more likely to succeed if staff and supporters are patient, calm and help them to feel confident.

## THEME TWO: SYSTEM ISSUES

23 ) Migrant drivers who have gained their licence overseas can drive legally for 12 months, but may not be well prepared for New Zealand conditions. The process to convert their licence to a NZDL is confusing and restrictive and does not give them the chance to demonstrate their skills and knowledge.

24 ) Some people attempting to gain a licence perceive that they face prejudice and differential treatment due to their ethnicity, age, gender or other factors. This can occur at any stage of the GDLS process, and manifests in the attitudes, behaviour and 'cultural incompetence' of staff.

### EXISTING SUPPORT TO ACCESS THE GDLS ISN'T REACHING ALL THOSE WHO NEED IT

25 ) 'Self-help' learning and practice materials are available, but to be of any benefit, people must know about them, have internet access and possess a certain level of (English) literacy.

## THEME THREE: ACCESS

26 ) More intensive support to help people get their licence is limited and only available in some locations. Only a small proportion of those who need this support are accessing it.

27 ) Accessing private support (e.g. driving lessons) is too expensive for many people. Several agency and community providers offer free or low-cost support, but accessing these programmes depends on knowing what is available, fitting the criteria to participate and navigating entry.

28 ) Even referring agencies find it difficult to identify the full range of GDLS support options available in their area. The lack of a coordinated 'network' of support programmes makes it challenging to identify duplication, gaps and disconnection between providers, or to target funding to areas of high demand / under-capacity.

29 ) Many successful GDLS support programmes rely on the commitment of a few key individuals in their community, which reduces their sustainability and scalability.

### ACCESS TO 'THE BASICS'

30 ) The significance of the family/whānau as influencers and enablers on the journey to become a safe and legal driver cannot be under-estimated.

31 ) Some people struggle to become safe and legal drivers and progress through the driver licensing system, because they do not have access to one or more of the following resources – either personally, or in their wider family / whānau:

- a legal car
- a fully-licensed driving teacher
- money (for tests, lessons, petrol...)
- access to suitable practice space
- access to a testing station
- proof of identification
- positive role model(s), who value a driver's licence and stick to the rules
- confidence
- literacy skills to access information about licensing

### CONSEQUENCES

32 ) Most people know they face consequences if they drive illegally, but doing so is still the norm. For people already in difficult circumstances, the consequences of being caught make things worse, and can actually create further barriers to legal driving.

33 ) For many people, being caught driving illegally is their entry point into the justice system. Although driving breaches are 'low level', once in the system, penalties can escalate, many people will re-offend and their offences may increase in severity.

## THEME THREE: ACCESS

## THEME ONE: VALUE AND NORMALISATION

34) Some parts of the system are completely inflexible, and this can lead to further consequences for people who cannot comply. For example, court papers will only be sent through the post to the driver's last known address. Many people don't receive them, resulting in further escalation.

35) Some drivers feel they are more likely to be targeted, caught and punished for driving illegally than other people doing the same thing. As a result, they experience the consequences for breaching disproportionately.

36) Many people driving illegally are taking a calculated risk, based on experience, that they won't get caught or punished. They may be hazy about the consequences, or know what they are, but think they are unlikely to happen.



# THE (O-DESIGN LAB

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## THE AUCKLAND (O-DESIGN LAB

The Auckland Co-Design Lab is a two-year 'proof of concept' initiative, funded by The Treasury through the Better Public Services Innovation Seed Fund.

It is a partnership between central government and Auckland Council, with the Ministry for Business, Innovation and Employment (MBIE) acting as the 'holding agency'.

The Governance Group for the Lab includes the Chief Executives of Auckland Council, MBIE, Ministry of Education, and New Zealand Transport Agency, as well as a senior representative from the Department of Prime Minister and Cabinet, State Services Commission and two Auckland community leaders.

The Lab was set up to trial innovative co-design methods within the New Zealand public sector. Co-design tools and methods are adapted from design and innovation approaches developed in the private sector, and are increasingly being used to address complex socio-economic challenges in the public domain.

Complex problems touch multiple parts of people's lives, and the responsibility for dealing with them is spread across multiple parts of government.

However, government agencies have to align their work with their mandate. That means focusing on those parts of the system that they control. They risk looking at only one dimension of a complex problem and missing critical context, such as the core drivers of behaviour. If policy-makers don't understand why people do what they do, it's harder to make good decisions.

Further, the lifetime impacts of policy settings are often hidden, because another part of the system has to pick up the pieces when things go wrong. This means the true costs aren't accounted for where the problem actually starts.

Real people don't live in silos: they experience systems as a whole. Looking at complex problems from the perspective of the individual means no part of their experience is 'out of scope'.

In a co-design process, challenges are simultaneously explored from the perspective of the individual 'user' (i.e. real people using end services), and the 'system' (i.e. all the agencies, providers and other actors separately engaging with aspects of the problem). This provides a more holistic understanding of the issues, and can produce recommendations for change that transcend existing silos and propose ways to target collective resources more effectively.

The methods used by the Lab can help provide a fresh perspective on multi-agency problems, even in an already crowded space. Here's how:

- A co-design approach doesn't just uncover problems from a user and system perspective. It rapidly develops, prototypes and tests solutions, involving everyone with a stake in the outcome.
- Ideas are designed and 'reality checked' not only with agency experts, but with the people who will have to live with them. Ideas that don't work are disposed of early – meaning only validated solutions that will work on the ground survive through to implementation.
- The Lab had the remit to take a holistic view of whole systems, transcending government silos in its recommendations for change.
- The Lab also had the mandate to propose change to legislative and policy settings, giving freedom to explore beyond the limits of current paradigms.



# THE DRIVER'S LICENCE (CHALLENGE)

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## DRIVER LICENSING CHALLENGE

The Driver Licensing Challenge design sprint ran from August to December 2015. It focused on the question:

'How can we improve access to the things that a driver's licence enables (legal driving, employment, access to services) – while making our roads safer?'

The challenge sponsors were the New Zealand Transport Authority (NZTA) and the Accident Compensation Corporation (ACC). The Auckland Co-Design Lab managed the challenge and provided co-design expertise.

Members of the project team were seconded from a range of public sector agencies and a non-profit organisation, and supported by some of New Zealand's leading design and innovation coaches.

The project also drew on specialist expertise from a number of interested organisations inside and outside government. A parallel workstream collated and mined relevant research and agency data to help map the current state and support economic modelling. NZIER were commissioned to undertake the economic modelling to underpin the case for change.

# THE TEAM

## The challenge core team members were:

- > Peter Hanning from the Auckland Co-Design Lab
- > Sally Babington from Accident Compensation Corporation
- > Rebekah Forman from Auckland Council
- > Huia Hanlen from the Ministry of Education
- > Sarah Mikkelsen from Auckland Transport
- > Tere Toia from Crosspower
- > Alexandra Whitcombe, an independent social innovator
- > The challenge team were coached by:
- > Gareth Parry from PWC and
- > Leone Murphy from Murphy&

## Expert advice and analysis were provided by:

- > Neil Shaw from ACC
- > Annette Meates from NZTA
- > Jayne Gale from the Automobile Association
- > Michael Bealing and Peter Clough from NZIER
- > Karthiga Kanesha from Auckland Co-Design Lab

The team were supported by the rest of the Auckland Co-Design Lab team – Jane Strange, Tom Ah-Fook, Sophia Beaton and Alistair Child.

A wide variety of young people and their families, public sector officials, frontline service staff, employers and community representatives also contributed to the project at key stages.

The design sprint stage was based at the premises of Crosspower Ministries NZ, a local community organisation working with at-risk youth in Otara, and Auckland Council offices in Manukau. Otara was selected as it has a youthful population, high unemployment rates, low household incomes and a higher than average proportion of people caught driving illegally.



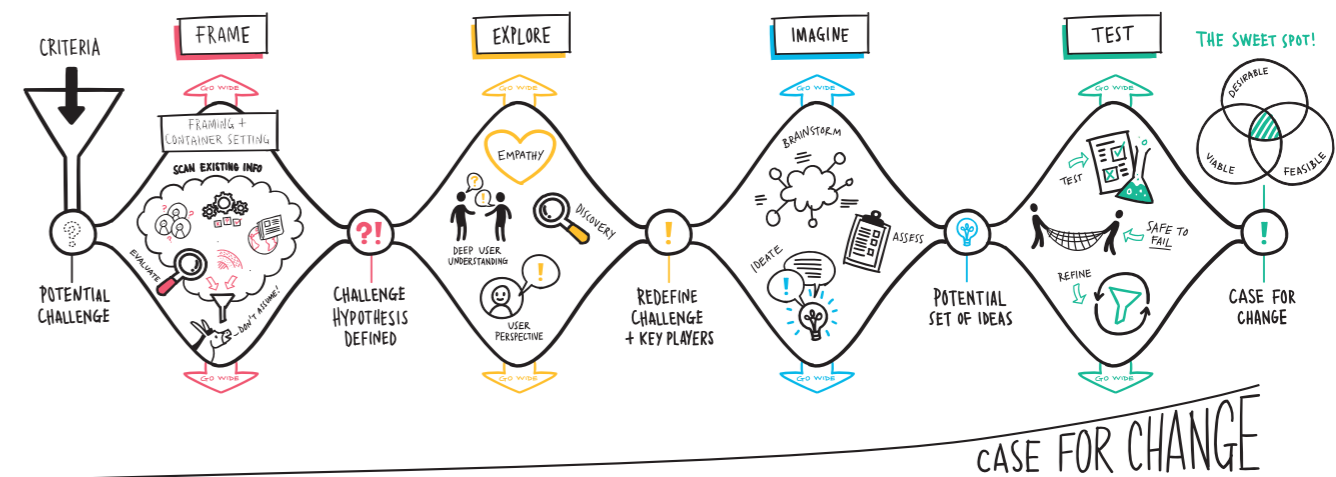
# OUR APPROACH

## OUR APPROACH

The approach taken by the driver licensing challenge has been experimental and highly iterative. The team has learned by doing, trialling new approaches for understanding and solving complex problems that have been demonstrated in other international jurisdictions, but not yet in New Zealand.

This section provides a very brief summary of the approach. A more detailed description of our methodology, including tools, tips and lessons learned have been documented and can be found on the Auckland Co-Design Lab website: <http://aucklandco-lab.nz/>

### HUMAN CENTRED CO-DESIGN FOR COLLECTIVE IMPACT



The purpose of each of the four main challenge stages was as follows:

## FRAME

- Confirm the partners' commitment to working collaboratively.
- Agree an initial hypothesis for the challenge.
- Understand the context for the challenge.
- Set up a parallel workstream to gather data for economic analysis.

The framing stage lasted from before the Lab business case was approved in October 2014 to August 2015.

## EXPLORE

- Build empathy and an understanding of the needs, motivations and lived experience of the 'end users' of the licensing system.
- Identify and map who is already operating in this space, gather and build on existing research and expertise.
- Capture key insights and develop representative personas to support brainstorming on possible solutions.

The team conducted one-on-one, small and large group interviews with users, supporters and service providers. Key subject matter experts presented their work to the team and shared their learnings.

Towards the end of this stage, the team ran two 'insight' workshops with users and stakeholders to validate and prioritise emerging insights and refine the personas.

The exploration stage ran for six weeks from early August to late September 2015.

## IMAGINE

- Involve a broad range of stakeholders and users in generating 'wide and wild' responses to the key insights and personas.
- Push the boundaries of current thinking and explore new ideas that might sit inside or outside the current policy framework.

The team ran five brainstorming and prototyping workshops, and tested the results with stakeholders at a series of 'walkthrough' events. We presented our emerging findings and ideas and invited attendees to challenge and build on our thinking.

Alongside these activities, we commissioned and reviewed desk-based research to explore international approaches to driver licensing.

The imagine stage lasted four weeks from late September to the end of October 2015.

## TEST

- Create prototypes to enable testing of key aspects of our solution concepts.
- Refine concepts through several rounds of user testing and feedback, discarding ideas that users don't support, and building on supported concepts.
- Present our concepts and system recommendations – together, these are our 'directions for change' – to stakeholders for further challenge, brainstorming and refinement.

In parallel with the user testing phase, the team wrote up the findings of the project, incorporating relevant data and economic modelling about the cost of the current state, and worked with key stakeholders to refine final recommendations.

The testing stage and the preparation of the case for change lasted from early November to late December, 2015.





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TOGETHER WE DISCOVER