PROGRESS REPORT ON:

Recommendations from the Third Indigenous Road Safety Forum
Broome, Western Australia, 23-25 October 2006

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Summary

Recommendations were grouped in the following three categories:

**Actions for implementation by specified stakeholders:**

- HealthInfoNet Indigenous Road Safety website resource
- Indigenous Road Safety Working Group
- Aboriginal people travelling well team, University of Flinders, South Australia

**Best practice principles for application by a range of stakeholders including:**

- Indigenous communities
- Federal, state and local government agencies with responsibilities for road safety, health, justice, correction, licensing, and education, community organisations and coordination of Indigenous services
- Researchers
- Automotive organisations
- Police
- Driver trainers

Through the Indigenous Road Safety Working Group, road safety authorities in each jurisdiction (except ACT and TAS who are not represented on the Group) were asked to compile a progress report on actions that covered these best practice principles (recommendations 16 to 31). Their comments are shown under each recommendation and in attachments where more detailed reports were provided.

**Issues for further consideration by the Indigenous Road Safety Working Group**

The following pages reports on actions taken under these recommendations.
Actions for implementation by specified stakeholders:
The HealthInfoNet (1-5) Background on the operation of the HealthInfoNet is at Attachment A

1. All jurisdictions with current Indigenous and/or remote licensing programs are to provide program overviews on the HealthInfoNet to facilitate sharing of lessons learned (including what worked and did not work). These overviews are to be updated annually to reflect current status and other logistical issues.

Report from HealthInfoNet:

The Indigenous road safety web resource contains a specific section for information regarding projects and programs in the area of Indigenous road safety. (see http://www.healthinfonet.ecu.edu.au/html/html_community/roadsafety_community/programs_projects_lessons/services.htm )

A brief project description is provided, along with a link to further details (if available). The information is grouped by State/Territory, or under the heading ‘National’, when the information concerns a nationwide program or project.

This section has been expanded since the Forum in 2006, but the information contained in it is not complete. More projects and programs are taking place across the country, but information is not always readily available.

The HealthInfoNet would welcome any additional information to ensure more completeness of the information contained in the programs and projects section of the Indigenous road safety web resource.

The HealthInfoNet has developed an online form, in which information about programs and projects can be submitted: http://www.healthinfonet.ecu.edu.au/html/form/form.php?form=8&hid=4. The link to this form has been sent to the members of the Road Safety Steering Committee.

During a telemeeeting with the Indigenous Road Safety Drivers on 8 November 2007, it was decided that it would be useful to add a section to the web resource, named ‘Sharing stories’, which would enable ‘grassroots’ workers to share their experiences without the necessity of a full evaluation of the project or program they were working on. This section is currently being developed.

2. Initiatives and current programs, both at the community level and government programs relating to alcohol use and pedestrian behaviour, that are achieving positive outcomes should be documented for possible use in other locations. These initiatives, including behavioural change and engineering initiatives, should be published on the HealthInfoNet and discussed at the next Indigenous road safety forum.

The Australian Indigenous HealthInfoNet has not yet received information about projects specifically aimed at addressing road safety issues in relation to pedestrian behaviour or alcohol use, but welcomes any contributions to sharing information across sectors and geographical locations.
3. Evaluations should be released to the public and placed on the HealthInfoNet.

The Australian Indigenous HealthInfoNet has not yet received much information about evaluations taking place. Any information the HealthInfoNet is aware of has been contained in the Programs and Projects section, as described in point 1.

The HealthInfoNet has created a case study, based on information located by HealthInfoNet research staff.

The Office of Road Safety in Western Australia has shared the evaluation of the Port Hedland and Newman community alcohol-related road trauma project, and this has been made available in both the ‘Programs and projects’ and the ‘Lessons learned’ sections.

On the negative side, the Injury Research Centre in Western Australia, which had a major focus on Indigenous road safety issues, has been disbanded and its publications are no longer available online.

4. The existing information available on the HealthInfoNet service be expanded to include information on all available funding opportunities and examples of successful funding applications and outcomes.


The HealthInfoNet relies on information from its stakeholders about funding opportunities available, and would be grateful for feedback on errors and/or omissions.

The HealthInfoNet provides information about general (not road safety specific) funding opportunities on a separate section of the Australian Indigenous HealthInfoNet (http://www.healthinfonet.ecu.edu.au/html/html_ourservices/ourservices_funding.htm). A link has been provided to this section from the ‘funding’ section on the road safety web resource.

5. In addition to the above action, consider providing a one-stop shop for all available Government or agency funding programs for Indigenous road safety and for Indigenous people that includes advice on how to prepare a successful application. The information needs to be presented in common language to ensure understanding and success.

As noted above, the HealthInfoNet provides information about funding opportunities – both general and specific to Indigenous road safety – on specific sections of the Australian Indigenous HealthInfoNet.

The sections do not, however, include advice of how to prepare applications. It is planned to have general advice of this type developed for inclusion on the site, which will include a link from the road safety section.
Actions for implementation by specified stakeholders:
The Indigenous Road Safety Working Group (6-13)

6. Letters of support to be sent to the Federal Chamber of Automotive Industries and the Australian Government Department of Transport and Regional Services requesting an acceleration of the introduction of seatbelt reminder systems in new vehicles.

Letters of support were sent by the Chair of the Indigenous Road Safety Working Group, Mr Joe Motha.

7. A task-group to consider the feasibility of updating the content of the video teaching resources “Corrugations to Highways” and “Aboriginal Seatbelt Campaign” with a view to producing a combined version in a DVD format. If the work is feasible, the task-group is to propose a production, marketing and funding plan. Task-group members to include representatives from:
   • Office of Road Safety, Western Australia (leader)
   • Australian Transport Safety Bureau [now Road Safety Branch, Department of Infrastructure, Transport, Regional Development and Local Government.
   • The Department of Transport, Energy and Infrastructure, South Australia
   • Charles Darwin University
   • RoadWise, the Western Australian Local Government Association's Community Road Safety Program
   • Department of Planning and Infrastructure, Northern Territory
   • Flinders University, South Australia

The task-group, led by Dr Emma Hawkes of the Office of Road Safety, Western Australia, met several times in teleconference and finalised:
   • a list of minimal changes to be made to the video resources
   • a specification for a consultant to make the changes and produce the combined DVD
   • a tender exercise to invite proposals

After the departure of three members of the group (including the leader in May 2008), the work has not proceeded further. Replacements for these members has not been made.

Recommendations 8 to 13 relate to actions on statistical data:

8. Fatal and other crash reports and statistical definitions be standardised across jurisdictions.
9. Recognise the importance of hospital road trauma data, but consider methods of improving the identification of Indigenous status.
10. Support exploration of data linkage using existing data sources (such as police, hospital, and death data).
11. Collect community level data, such as trialling community level surveys to look at broad road safety issues.
12. Investigate what are appropriate road safety indicators for Indigenous road safety. For example, as well as fatal and hospitalisation data for Indigenous and non-Indigenous people, consider indicators such as road safety behaviours, knowledge and attitudes, and infrastructure measures (roads and vehicle usage). Consider starting with a scoping project.
13. Monitor the availability and uptake of Indigenous road safety resources.
• The Department of Infrastructure, Transport, Regional Development and Local Government has funded the following two reports by the Australian Institute of Health and Welfare.

- *Injury of Aboriginal and Torres Strait Islander people due to transport 1999-00 to 2003-04* was released on 23 May 2007
- *Injury of Aboriginal and Torres Strait Islander People due to transport, 2001-02 to 2005-06* was released on 22 September 2008.


• Indigenous Road Safety Working Group at its meeting of 29 July 2008 set up a task group led by Dr Rebecca Ivers to consolidate available information and examine priorities for action on improvements needed on the collection of statistical data. Other task group members are James Harrison, Rina Cercarelli, Alex Rae, Kylie McKinley and Lawrence Gilbert. The task group will report suggestions for future action to the forum and workshop.

• VicRoads has provided input on progress in Victoria on available statistics for Indigenous road trauma (See report at Attachment B)

14. The Australian Transport Safety Bureau (ATSB) is to produce a statistical report to follow on from the *Profile of road safety among Indigenous Australians* report produced for the 2006 forum including an update on restraints and open load space travel and a trend analysis for available years, on data for the whole of Australia and each jurisdiction.

Following administrative changes associated with the change of federal government after the last election, the Road Safety Branch was moved from the ATSB and, from 1 March 2008, has been located in the Infrastructure and Surface Transport Policy Division of the Department. The Road Safety Branch has produced a statistical summary report and copies were provided to 2008 forum participants.

**Actions for implementation by specified stakeholders:**

**Flinders University**

15. The Aboriginal People Travelling Well (Flinders Uni, South Australia) project to document changes needed for existing South Australian Indigenous language seat restraint education materials (video, and to pursue funding to upgrade these). This action is also relevant to action 7.

Flinders University received a seeding grant from the Department of Infrastructure, Transport, Regional Development and Local Government to study transport needs of Aboriginal communities in South Australia.
Best practice principles for application by a range of stakeholders

16. Increase availability of diversionary programs for offenders charged with unlicensed driving and consistency in access and sentencing to such programs within jurisdictions.

Northern Territory: More needs to be done in this area to assist people in remote communities to access these diversionary programs. Government is currently considering the implementation of an Alcohol Interlock program and the Northern Territory Drink Driver Education Course review report.

Queensland: While both Department of Corrections and Department of Justice & Attorney General are on the Whole-of-Government Indigenous Licensing Program Steering Committee, it has been difficult to get a diversionary program specifically targeting unlicensed driving up and running, primarily due to a lack of funding. This does, however, remain a priority of Steering Committee and negotiations are ongoing.

South Australia: Currently, South Australia does not have any diversionary programs for Aboriginal or non-Aboriginal disqualified or unlicensed drivers (in the sense of an alternative form of sanction). However, a dialogue is maintained with the judicial system towards investigating options for more constructive approaches for offenders, such as support in obtaining a driver’s licence. During the 2008-2009, the Department for Transport Energy and Infrastructure (DTEI) intends to appoint an Indigenous officer to work specifically on initiatives to improve Indigenous road safety in the State, including driver licensing support.

Western Australia: The WA Office of Road Safety has included this recommendation in the Indigenous Drink Driving project report and is currently working with the Department of Corrections on establishing an appropriate program.

17. Increase licence ownership among Aboriginal and Torres Strait Islander peoples throughout Australia by:

- increasing communication and coordination across agencies and between agencies and communities (‘connectedness’);
- pooling and sharing of resources (including funding) and expertise to assist in the licensing process and related service delivery within organisations; and
- potential to employ ‘cultural brokers’ to link agencies, communities and resources. This process could be coordinated by Indigenous Coordination Centres (ICC). ICCs in all Australian jurisdictions have ‘solution brokers’ to address community issues and coordinate relevant agencies/services.

Northern Territory: A proposal to the NT Government is currently being developed to address the broader issues surrounding the delivery of road safety services in remote communities including driver licensing and vehicle registration services traditionally provided by NT Police on behalf of DPI. The importance of licensing was one of the many road safety messages included in the recent Muttacar Sorry Business road safety play central Australian tour.

Queensland: This is an area where Queensland has made significant progress. For further details please see the full progress report at Attachment C.

South Australia: The South Australian Government’s Road Safety Advisory Council (RSAC) has an Aboriginal Road Safety Strategy Taskforce that provides advice to it on matters concerning Aboriginal road safety across the State. The taskforce representation includes government agencies including Transport, Police and Aboriginal Affairs, as well as Aboriginal organisations and a rural community.
member. Within the bounds of its terms of reference, the taskforce is able to advise the RSAC on communication and coordination issues covering a wide range of Aboriginal road safety matters, including driver licensing.

Particularly in the far north-west Anangu Pitjantjatjara Yankunytjatjara (APY) Lands, there is substantial activity by locally-based police officers and TAFE campuses focussed on assisting Aboriginal people to obtain driver’s licences. Working within existing local structures, such as Tjungunku Kuranyukutu Palyantjaku (TKP), a community-based body on the APY lands for service planning and provision, is preferred to creating new or duplicating existing structures and processes. South Australia Police (SAPOL) are engaged in cross-border discussions with authorities in NT and WA towards a shared and consistent approach in managing driver behaviour, as the traditional APY lands do not recognise state boundaries.

Victoria: See ‘Initiatives’ Section in the VicRoads’ report at Attachment B

Western Australia:
- The Department for Planning and Infrastructure (DPI) has taken the lead role in establishing a host of licensing initiatives, which include coordination among agencies. ORS, Fines Enforcement Agency and DPI are currently working on a community capacity building strategy around licensing, road safety and fines. An implementation group including a number of government agencies will oversee implementation of these initiatives.
- ORS was successful in securing funding for the above initiative and will work cooperatively with other agencies on implementation.
- DPI has employed appropriate personnel as part of the licensing business unit to act as solution brokers with communities.

18. Continue support, endorsement and delivery of comprehensive mobile driver/rider licensing programs that foster the broader development of Indigenous people (eg. employment opportunity focus). The Charles Darwin University Remote Licensing Program and the new Pilbara Iron Project (in partnership with WA Corrective Services) were identified as two promising programs that could potentially inform similar programs throughout Australia.

Key success factors identified included:
- teaching methods that align with proven Indigenous learning styles (ie. practical – ‘learning by doing’);
- a strong focus on individual and community benefits associated with increased licence ownership;
- a coordinated approach to evidence of identity requirements; and
- ensuring that ‘knowledge training’ is well advanced before testers visit communities (four months before field visits).

Northern Territory: The Charles Darwin University program continues to be delivered in the NT. A new NT Drive Safe package is to be developed in 2009 that will focus on increased education and enhance the current Driver Training and Licensing scheme. It will also include implementation of the next stage of a Graduated Driver Licensing scheme that will better align the NT with best practice approach to young driver licensing in the other states.

Queensland: Please see response to recommendation number 17.

South Australia: As outlined under the previous recommendation, locally-based SA Police (SAPOL) and TAFE staff already go some way towards providing locality and culturally relevant driver training. Some TAFE staff are authorised to conduct basic driver licensing transactions. DTEI will investigate and
implement pilot forms of community-based support for assisting learner drivers in obtaining their required hours of supervised driving, but this initiative, if expanded, would be a general one, not specific just to Aboriginal licence holders.

**Victoria:** See response to recommendation number 17.

**Western Australia:** This was included as a recommendation in the Wyatt report. Further investigation by the corporate organisation and the DPI is to continue.

19. **Increase community-based education in the following areas:**

- Importance of having an appropriate licence (increased employment prospects and associated financial ramifications, increased access to services, etc.);
- Implications of not having an appropriate licence (getting booked by police and possible incarceration, increased crash risk);
- The licensing process and the legal requirements/restrictions associated with different types of licences (‘L’ ⇔ ‘P’ ⇔ ‘O’);
- What happens when you lose your licence (Can you get it back? How do you get it back?);
- Driving and riding safely, in addition to road rules knowledge;
- Buying a safe vehicle; and
- Vehicle maintenance.

**Northern Territory:** Communication with an Indigenous audience is primarily via Imparja Television and radio stations, including CAAMA – Central Australian Aboriginal Media Association, TEABBA – Top End Aboriginal Bush Broadcasting Association, and Radio Larrakia. Television advertising occurred in early 2008 primarily dealing with the issues of alcohol, seatbelts and pedestrian safety.

Campaigns targeting Indigenous road users have been developed to deal with issues such as riding in the backs of utes, safe pedestrian behaviour, drink driving and the non-wearing of seatbelts. Television commercials, new radio advertisements and associated printed materials have been produced.

Displays are conducted at regional Indigenous events (ie. Barunga Song and Sports festival) and other shows.

Following on from the success of the new initiative of conducting a road safety song competition at the Barunga Cultural and Sports Festival in 2006, the competition was run in June 2007 and again in June 2008. A music CD produced from the 2008 ‘Battle of the Bands’ featured 8 road safety songs. The objective of the song competition is to reach an Indigenous audience at the community level through music.

Working in partnership with Artback NT Arts Touring, Muttacar Sorry Business road safety theatre production has been presented in remote communities across Central Australia during July and August 2008. Muttacar Sorry Business is a performance and workshop theatre package which tackles the important issues of road trauma, for the community and for the individuals concerned.

Activity continues to promote the use of child restraints in remote communities. This incorporates a TV commercial, brochure and posters. In addition, sponsorship agreements for the purchasing of child car seats have been negotiated with the Sunrise and Katherine West Health Centres.
Road Safety Officers (and Hector) also visit communities and town camps (Darwin and Alice Springs) promoting road safety awareness to school children and the general community. (For example: Mataranka School Festival- Presentations to 264 children from community schools 26-30 May 08)

Road safety signage has been installed throughout the Territory at entry and exit points to 60 major Indigenous communities. The signage included the key messages of ‘don’t drink and drive’, ‘watch out for pedestrians’ and ‘always wear a seatbelt’.

Territory Insurance Office, Motor Accidents Compensation group has a community visit program to raise awareness of the importance of car registration which includes printed materials.

Queensland: The licensing training provided by the Aboriginal and Torres Strait Islander Road Safety Mobile Driving Licensing Unit (in North Queensland) and the Norm and Rhonda (in Central and Southern Queensland):

i. has a strong safety focus, particularly focusing on the dangers of alcohol use and not wearing restraints; and

ii. walks people through the entire licensing process (ie. from Learners to Provisional to Open Licence and what is required to get your licence back if you lose it).

South Australia: School, TAFE, DTEI and police staff based in or near local communities are often heavily involved in community-based education approaches covering the above points. Promotion of driver licensing in the APY Lands includes valuing its cultural benefits, for example driver licensing enables more efficient opportunities for assisting the meeting of cultural obligations. Aboriginal communities are also supported in developing safety plans for their communities, and these highlight the need for safe driver education, along with the consequences of driving while unlicensed. In addition, the Aboriginal Road Safety Taskforce is developing recommended actions for community-based education programs.

Victoria: see report on recommendation number 17.

20. Increase utilisation of correctional and school settings and community, cultural and sporting events that are well-attended by Indigenous people as training and educational venues to achieve maximum outreach.

Northern Territory: See report on recommendation 20 above. Muttacar road safety play performances were held at schools, community halls, correctional facilities and outdoor open spaces.

Queensland: Queensland Government agencies with a stake in Indigenous road safety actively participate in relevant community, cultural and sporting events (eg. Croc Festival, NAIDOC Festival, etc.), both in service delivery and educational roles.

Queensland also has a road safety education program running in Catholic Education schools in North Queensland. The Drive4Life program is a recognised subject with the Queensland Studies Authority and specifically targets Indigenous students in senior high school. This program recently received an award at the Queensland Road Safety Awards 2008. The aim is for students to obtain their Learners prior to leaving school and learn valuable road safety lessons. More information on the program can be found in the following reference:

Importantly, this program is also in partnership with the North Queensland Cowboys National Rugby League side. The value of using high profile Indigenous role models in program promotion cannot be understated.

**South Australia**: The Aboriginal Road Safety Taskforce has identified raising the profile of road safety as an issue of concern among Aboriginal communities as the key overall direction for Aboriginal road safety in the State. This direction is a designated action within the SA Government’s *Road Safety Action Plan 2008-2010* (available at: http://www.transport.sa.gov.au/pdfs/safety/rd_safety_action_plan.pdf)

In these deliberations, the taskforce has recognised the value of utilising special events to project this direction and looks forward to being able to make use of the national DVD on Indigenous road safety when it is developed. As a specific initiative, the South Australian Attorney-General’s Department is partnering with a number of State football clubs and the SA Aboriginal Sports Training Academy to promote Aboriginal youth participation in football as a means of tackling the over-representation of Aboriginal youth in crime, including driving offences. The Aboriginal Power Cup initiative will be supplemented by allied school and vocational training programs. (Further details are available at: http://www.agd.sa.gov.au/news/index.php#powercup).

[Comment: SA is uncertain of the reasons for including correctional settings under #20 as a possible motivational venue for Aboriginal people].

**Western Australia**: This is to be included in the community capacity building strategy.

**21.** Explore alternative approaches to current requirements (birth certificates and other primary source documents) for establishing evidence of identity (EOI) through increased across agency communication and database linkages (e.g. potential to cross-reference with Centrelink and Corrections databases). The process being used by Charles Darwin University should act as a reference point.

**Northern Territory**: Status to be confirmed.

**Queensland**: All parties working with Indigenous communities encourage and assist students to actively seek primary identity documents, often linking them with the Births, Deaths and Marriages agency/contact. However, in cases where primary EOI is not available, a form has been developed by Queensland Transport whereby members of the local council, community justice group or Elders can sign to verify identities. The form must be signed by two suitable signatories and is subject to audit.

**South Australia**: The Registrar of Motor Vehicles is currently empowered to accept alternative forms of EOI where circumstances warrant this, e.g. in remote Aboriginal communities.

**Victoria**: See VicRoads report at Attachment B.

**Western Australia**: The Department for Planning and Infrastructure has included a simpler identification process, whereby an elder is able to vouch for a person’s identity.

**22.** Support ‘proactive policing’ approaches to increasing Indigenous licensing (i.e. police identifying unlicensed drivers/riders within communities and linking them to available licensing services as an alternative to punitive sentencing options).

**Northern Territory**: NT Police currently provide basic registration and licensing services at 32 remote police stations throughout the Northern Territory. NT Police undertake in the order of three per cent of the total number of MVR transactions that are processed each year.
Queensland: Remote QPS officers and community police are well briefed on the Indigenous Driver Licensing Program and upcoming community visits. As such, they are able to refer people to the program based on local knowledge of who needs a licence. People wanting to sit for a licence test can also register through several local community agencies (eg. CDEP/works program, Council, etc.). Visits are highly publicised using user friendly methods (see other responses to recommendations below). A list is forwarded to the Licensing Unit prior to the visit to enable checking for SPER/fines which may impact on the process.

South Australia: Legislatively, SAPOL are required to enforce driver licensing obligations, although the outcomes of this are subsequently controlled by judicial processes and the sentencing guidelines provided to Courts. Community-based intervention is the only viable alternative to prison and monetary penalties. However, SAPOL maintains a commitment to the development and implementation of proactive community safety approaches over punitive measures.

23. To address local issues, develop communications strategies targeting alcohol use and pedestrian behaviour that involve communities and other stakeholder networks.

Northern Territory: See report on recommendation number 22.

Queensland: In Queensland, the three major initiatives addressing alcohol-related Indigenous road trauma are:

i. Alcohol Management Plans: The government is working closely with Indigenous community leaders to develop a tailored approach to alcohol harm reduction, including looking at the services necessary to support communities to go ‘as dry as possible’. This is community-based state-wide approach to alcohol harm reduction across all aspects of daily life. More information on Alcohol Management Plans can be found at: http://www.atsip.qld.gov.au/communities/alcohol-limits/alcohol-reforms/faq.html;  

ii. A series of radio advertisements commissioned by Recording Artists, Actors and Athletes Against Drink Driving involving high profile Indigenous role models warning against the dangers of drink driving; and 

iii. The ‘Under the Limit’ (UTL) Drink Driving Rehabilitation Program which is offered in Magistrate Courts throughout Queensland for drink driving offenders. More information on UTL can be found at: http://www.carrsq.qut.edu.au/education/utl/

There are currently no programs in Queensland specifically targeting drink walking among Indigenous people.

South Australia: Local Aboriginal Community Councils in SA are being encouraged to include road safety as a standing agenda item for each meeting, to give community members opportunities to voice concerns, identify and action local solutions to road safety issues such as alcohol use and pedestrian behaviour. Where appropriate, this can occur in conjunction with regional DTEI and SAPOL staff. Many remote Aboriginal communities with local television networks (e.g. BRAX) utilise road safety promotional material aired by PY Media and Imparja Television.

Western Australia: The Office of Road Safety currently has a suite of community education strategies in partnership with Goolarri Media; these will be continued and potentially expanded when the RDDS legislation is enacted.

24. Programs focusing on drink driving should be encouraged and supported at local and regional levels by local and state/territory governments and other stakeholders.
Northern Territory: See responses to other recommendations. Further work could be done in this area.

Queensland: Please see report on recommendation number 23.

South Australia: SA Aboriginal communities that have declared themselves ‘dry areas’ are able to exert their own controls on drink driving supplemented by locally-based SAPOL enforcement. SAPOL have approached the State’s Liquor Licensing Commissioner in relation to preventing sale of alcohol in prescribed dry areas. Some communities have made available alternative forms of transport such as community buses, which assist with transport to appointments and ceremonial events while reducing the likelihood of drink driving. Such initiatives are valued by the Aboriginal Health Council Inc (SA) and in the draft SA Alcohol Action Plan 2008-2012 being developed by Drug and Alcohol Services SA. The draft plan includes priority actions that address public safety, local community programs to reduce harm associated with alcohol, and specific actions relating to reducing alcohol related road injuries. The plan has been drafted across government agencies and is shortly to be released for consultation.

Western Australia: The IDDL plan has been distributed for consultation among extensive networks of Indigenous organisations, government and non-government agencies and has received widespread support.

25. Jurisdictions to consider the sharing of educational resources when targeting drink driving among Indigenous people.

Northern Territory: As requested.

Queensland: Please see report on recommendation number 23.

South Australia: South Australia is open to sharing relevant resources with other jurisdictions. While many remote communities receive general Indigenous road safety communications through PY Media and Imparja, they are encouraged and assisted to develop their own solutions. While any educational resources developed can be shared, cultural sensitivities may preclude sharing of some resources.

26. Adopt the following best practices for evaluation of initiatives:
   - Both process and outcome evaluations should be undertaken for projects and policies, where feasible.
   - Evaluations should be planned and costed into proposals.
   - Evaluations should involve and engage Indigenous people, but not require excessive resources from communities.
   - Previous evaluations should be used (critically) to select future projects and policies.
   - If feasible, the evaluation should be independent of the project and policy delivery.
   - Evaluations should aim to build capacity in the community.
   - Pre and post evaluation consultation should be undertaken, so communities are informed as to why programs continue, change, or are abandoned.
   - Null results should still be valued; they save wasted expenditure on unworkable projects and policies.
   - Baseline data should be collected and/or control sites identified where feasible.
   - Data should be as closely related to road safety outcomes as possible, eg. lives saved to crash reductions to assessment of relevant behaviour to usage surveys to qualitative responses.
   - The feasibility of combining small projects for overall evaluation should be examined.
Northern Territory: See responses to other recommendations. Further work could be done in this area.

Queensland: As previously mentioned, Queensland has established an evaluation framework for the Indigenous Licensing Program which brings together data on several transport and social justice indicators. To date, very little outcome evaluation has been done on smaller individual initiatives. This is partly due to the difficulty in determining causality and the relationship between initiatives and change at the community level.

South Australia: Subject to availability of funding, South Australia will continue to support these evaluation best practices in any future program evaluation exercise.

27. The State and Territory jurisdictions to encourage cooperative partnerships as opportunities arise to share Indigenous-focused advertising campaign(s) on the new Australian Road Rule regulations on seatbelt use and the prohibition of open load space travel.

Northern Territory: Planning for the implementation the 7th Amendment Package to the Australian Road Rules regarding child restraints continues.

Sponsorship agreements for the purchasing of child car seats have been negotiated with the Sunrise and Katherine West Health Centres. In 2009 a model is to be developed, in conjunction with TIO, to further expand this concept.

Child restraint brochures and posters have been updated and are being distributed to communities as mentioned above.

Queensland: Like other Australian jurisdictions, legislation prohibiting open load space travel and riding in the back of utes is now enacted in Queensland. Associated with this, several educational campaigns have been implemented to increase community awareness of the dangers and legal consequences of open load space travel (eg. “It's deadly, not deadly to ride in the back of utes” targeting youth).

Given that restraint use can be a product of poorer vehicle quality and reduced vehicle ownership, Queensland Transport, in partnership with the Department of Fair Trading, implemented a program to monitor the vehicles being sold to Indigenous communities whereby ‘dodgy’ motor dealers (selling substandard vehicles) can be prosecuted by law. Several dealers have already been prosecuted through this program.

South Australia: SA will contribute/participate, as needed, in the proposed national Indigenous initiative – as coordinated by the Department of Infrastructure, Transport, Regional Development and Local Government, for promotion of the new rules relating to child restraints.

Western Australia: The Office of Road Safety is to embark on a strategy for new vehicle restraints’ legislation.

28. The State and Territory jurisdictions to promote safer behaviours through education, cooperative policing, and car design options.

Northern Territory: See report on recommendation 19. The DPI Road Safety branch continues to work cooperatively with NT Police to promote safer behaviours through community and school visit programs.
Queensland: Please see report on recommendation number 27.

South Australia: South Australia Police (SAPOL) to provide a response.

29. Policing of car restraint use and open load space travel to be increased in communities, possibly including additional community patrols.

Northern Territory: It is not clear the extent to which driving with an unrestrained child under the age of 12 months was enforced. Any offences recorded under this category may have been absorbed into the figures for driving with an unrestrained passenger under 16. Anecdotally evidence indicates that there has been an increase in this enforcement in regional areas, especially due to the Commonwealth intervention activity.

Queensland: Please see report on recommendation number 27.

South Australia: SAPOL to provide a response.

30. The State and Territory jurisdictions to encourage use of road safety educational materials for restraint use and open load space travel which are aimed at Indigenous audiences, have been developed by Indigenous people and can be translated into Aboriginal languages.

Northern Territory: See report on recommendation number 19.

Queensland: Queensland Transport has commissioned several local art projects to develop culturally-appropriate road safety resources for Indigenous communities. These projects have typically focused on restraint use (see example overleaf). The “Buckle Up Sista” and “Buckle Up Budda” campaigns build on the philosophy of protecting family and children and have been well received by communities.

CARRS-Q also does a semi-regular spot on North Queensland Murri Voices radio which focuses on different road safety issues impacting on communities.

South Australia: This is an extension of recommendation number 27 in that the national initiative could be widened to encompass adult restraint use, subject to funding availability.

31. The following best practices be undertaken by all levels of government and within government departments, funding agencies, Indigenous communities and councils to ensure Indigenous road safety is improved.
   - Encourage optimism and goodwill from all parties to achieve goals.
   - Acknowledge the need for positive and strong advocacy for community needs.
   - Synergies between communities be used, particularly in relation to resource provision.
   - Responsibility of service providers and the resultant services to Indigenous communities be formally recognised.
   - Services to communities be coordinated.
   - Regional councils need a local perspective.
   - Share success stories/case studies to show communities what is achievable. Pilot projects are useful.
   - Data currently held by all agencies relating to Indigenous road safety be made available to all prospective users and deficiencies within the available data be rectified.
- Encourage advocacy to all levels of governments to consider where possible providing a direct service to Indigenous communities rather than a service via a competitive grant process.
- Encourage advocacy to implement a system similar to the Indigenous Coordination Centre model where there is one funding application for several agencies.
- Ensure there is a program of capacity building within Indigenous communities by providing training on how to develop successful funding applications.

Northern Territory: See responses to other recommendations. Further work could be done in this area.

Queensland: Over the past five years or so, Queensland has improved its strategic management of Indigenous road safety now offering a more coordinated whole-of-government approach. This has been particularly evident through increased community involvement in decision-making and the sharing of resources and data across agencies to better understand the issues facing Indigenous people.

An example of a collaborative research project examining Indigenous road trauma is a PhD study being undertaken by Colin Edmonston (CARRS-Q). Over several years, information from a variety of sources about road crashes resulting in an injury requiring medical attention in Northern Queensland, excluding those occurring in major urban centres (Townsville and Cairns), has been collected. Most importantly, the study draws on patients’ personal experiences (including a narrative) of their crashes. The methodology involves interviewing both Indigenous and non-Indigenous people who are involved in a crash in rural and remote areas as defined by the RRaMA classification system (Cowan, 1997) and present at participating health facilities in the Cairns Health Service District, Cape York Health Service District, Charters Towers Health Service District, Innisfail Health Service District, Mt Isa Health Service District, Tablelands Health Service District, Torres Strait and Northern Peninsula Area Health Service District and Townsville Health Service District. This project is funded by the National Health & Medical Research Council (NHMRC) and Smart State initiative.

This project aim is to examine differences and similarities between Indigenous and non-Indigenous road trauma in rural and remote North Queensland. It is due for completion in early 2009 and some of the results will be presented at the 2008 National Indigenous Road Safety Forum.

The research project aligns with the policy directions of a number of government agencies including Queensland Transport, Queensland Police Service, Queensland Health, Department of Corrections, Department of Justice & Attorney General and Department of Communities. Specifically, the findings will inform: (i) targeted, culturally-relevant interventions to reduce the high incidence of serious road trauma and related disability among remote and Indigenous people; and (ii) future community-based data collection processes.

South Australia: A number of these best practices are already covered by dedicated recommendations in the entire list (e.g. cooperation). Other best practices are so broad in their application that it would be a complex matter to indicate in a response the extent of application. Nonetheless, South Australia overall supports the guidelines in principle but, in particular, implementation of the ‘one funding application’ concept.

Western Australia: These will be included as part of the capacity building strategy.
32. Through means that do not compromise road safety, explore alternative ways of providing adequate supervised training to restricted and novice drivers and riders to overcome existing logistical problems associated with the ‘minimum hours driving experience’ requirement in remote settings.

33. Through means that do not compromise road safety, provide for arrangements and flexibility pertaining to the enforcement and punishment of unlicensed driving to reflect that residents in remote areas have significantly less access to participation in all aspects of the licensing process.

34. Explore the possibility of trialling the effectiveness of an education campaign involving seatbelt “buddies” in football team colours and dashboard reminder stickers. Consider promotion through the Qantas Australian Football League Indigenous Kickstart Camps, and by Indigenous players of all football codes.

The Indigenous Road Safety Working Group considered these recommendations and, at a teleconference on 7 December 2007, members were asked to participate in task groups to further discuss the recommendations. No offers to participate in a task group were received.
Background information about the Indigenous road safety web resource and yarning place.

The Indigenous road safety web resource has been developed by the Australian Indigenous HealthInfoNet, an innovative website that aims to make knowledge and information on Indigenous health easily accessible to inform practice and policy. The HealthInfoNet has been collecting, developing and sharing information online about the health and wellbeing of Indigenous peoples since 1997.

The HealthInfoNet website is a 'one-stop info-shop' for people interested in improving the health of Indigenous Australians. It provides quality, up-to-date knowledge and information about many aspects of Indigenous health, and supports 'yarning places' (electronic networks) that encourage information-sharing and collaboration among people working in health and related sectors.

The Indigenous road safety web resource (www.healthinfonet.ecu.edu.au/roadsafety) includes a wide range of materials relevant to road safety among Indigenous peoples, including: reviews and background information; policies and strategies; programs, projects and lessons; guidelines; health promotion resources; publications; and information about and links to relevant organisations and other agencies.

The web resource is linked with an Indigenous road safety yarning place, which provides the capacity for people involved in the area to actively share their information and experiences. Membership (which is free) provides access to the following services:

- the e.mob list - contact details for members (with their approval);
- an e.yarning board - electronic discussion board for debate about relevant issues; and
- the e-message stick - an email list for communicating with other members.

A number of other information-sharing features are available to both members and non-members and visitors to the website are encouraged to use them to contribute relevant information. They include:

- information about current news and events;
- 'share your info' forms for submitting details about programs, projects, reports, and other resources; and
- feedback form.

The maintenance and updating of the resource is supported with funds provided by the Roads and Transport Authority of New South Wales, Queensland Transport, the Western Australian Office of Road Safety, the South Australian Department for Transport, Energy and Infrastructure, the Northern Territory Department of Planning and Infrastructure, VicRoads, the ACT Department of Territory and Municipal Services and the Department of Infrastructure, Transport, Regional Development and Local Government (formerly ATSB).

Core funding for the HealthInfoNet is provided by the Office for Aboriginal and Torres Strait Islander Health (OATSIH). Other support is provided by Edith Cowan University.

Development, maintenance and updating of the resource is guided by a Steering Committee comprising representatives of the agencies funding its development. The Committee, coordinated by the Western Australian Office of Road Safety, provides guidance on general and specific aspects of the knowledge resource, including reviewing draft content; facilitating access to the information collections of government agencies concerned with road safety and related aspects of Indigenous health and wellbeing; and advising on Indigenous road safety matters.

Development of the resource is also assisted by a panel of Indigenous road safety experts, the Indigenous road safety ‘drivers’ group. This group comprises Indigenous and non-Indigenous people involved in: (1) addressing issues related to the road safety of Indigenous peoples; and (2) research into various aspects of the road safety of Indigenous peoples, including program evaluation. The drivers’ group assists the HealthInfoNet and the Indigenous Road Safety Steering Committee in: ensuring the quality and completeness of the resource; raising awareness of the web resource and yarning place among people and organisations involved in the area of Indigenous road safety; and promoting use of the yarning place in the sharing of information and experiences among people involved in the area of Indigenous road safety. The group meets 2-3 times a year per telephone.
Indigenous road safety in Victoria over the last 2 years

As part of the budget planning process there has been $ specifically allocated by VicRoads for Indigenous safety (without $ it is difficult to get evidence to justify/develop initiatives).

Crash data + road safety issues
There is a reasonable amount of road safety literature on Indigenous road safety research and road safety issues from other Australian jurisdictions. While many of the same issues may be relevant in Victoria, research in these areas is necessary to allow the development of evidence-based effective countermeasures specific for Victorian Indigenous people.

Investigations were made with the Transport Accident Commission (TAC), Victoria Police, Victorian Injury Surveillance Unit (VISU) of the Monash University Accident Research Centre (MUARC) and RACV to determine if they maintained information on the Indigenous status of people involved in crashes. Only the Victoria Police maintain such information and this information has only been collected since the beginning of 2006.

Police data is a very subjective assessment made by the police officer. Due to difficulties in determining Indigenous status, particularly in metropolitan areas, it is likely to be under estimated. The Victoria Police data contains both on-road and off-road crashes, heart-attacks, suicides which are not normally counted in the road toll so it is also possible that it may be overestimated. The police indicate that errors may be in the range of 30% to 50% and so data is not available for public release, however, the indicative police data on deaths and injuries is as follows:

<table>
<thead>
<tr>
<th>Injury level</th>
<th>2006</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>All Victorians</td>
<td>Indigenous</td>
</tr>
<tr>
<td>Killed</td>
<td>337</td>
<td>3 (0.8%)</td>
</tr>
<tr>
<td>Taken to hospital</td>
<td>7151</td>
<td>50 (0.7%)</td>
</tr>
</tbody>
</table>

VicRoads has also spoken to members of the Indigenous community about their road safety concerns. In summary these concerns include:

- Use of older vehicles with less safety features and maintenance of these vehicles
- Fatigue – due to distances travelled (eg one driver taking a group of people to Melbourne for one day to visit a dentist etc and then on the same day drives them home over substantial distances)
- Opportunities to improve roadsides in targeted areas (eg indigenous black spot identification + treatment including dealing with growing number kangaroos on roads)
- The increasing impact of trucks (milk trucks, log trucks etc.) on local roads
- Young and inexperienced drivers
- Repeated offences involving swapping number plates and associated jail terms
- Responsibilities surrounding the use of community small buses and driver log books.
- Drink driving.

Indigenous safety issues in urban/metropolitan areas has been identified as an areas requiring further investigations as most research seems to focus on rural/remote communities.

Initiatives

L2P Program
Victoria introduced mandatory minimum 120 hours of supervised driving practice for licence applicants aged under 21 years.
L2P program was developed to assist those learners aged under 21 years who have difficulty gaining access to a supervising driver or a vehicle to gain their mandatory minimum 120 hours of supervised driving practice. It is anticipated that there are likely to be between 3,000 to 6,000 Victorian young people who would benefit from an L2P type program. Indigenous communities have been identified as a group for whom L2P will be relevant. L2P is progressively being taken up by councils.

The Transport Accident Commission committed $9 million funding over 3 years for VicRoads to work with local councils in partnership with local community agencies to implement the community learners support program, L2P.

Mission Australia is in the process of developing an L2P program specifically for the Indigenous youth in Wellington and East Gippsland Shires, the second largest Indigenous community in Victoria.

Bass Coast Shire and Mitchell House launched their L2P program on 16 October 2008. A number of this program’s learner drivers are Indigenous youth.

Representatives from Indigenous communities in Healesville and Dandenong have sought information on the L2P program. VicRoads is currently in early discussions with stakeholders to determine their interest in developing L2P programs.

Promotion of the L2P Program to other Victorian Indigenous communities will be made through the placement of a story regarding the Gippsland program together with additional promotional material and program contact details in the Koori Mail newspaper during February 2009.

Other

At the community level a number of Indigenous road safety initiatives exist (a common community theme is that more education and training to get a licence is required). For example:

- as part of a gap identified by the Lets Get Connected Transport Options project (East Gippsland and Wellington shires) an Indigenous driving project has been developed and is currently underway that assists young people to gain their learner permit. The L2P program will then assist these young people gain the necessary driving practice to gain their probationary licence.
- Mildura also has an Indigenous education program that assists people to gain a permit/licence.

A project called *Dying to be counted - a mortality profile of Victoria’s Aboriginal (and non-Aboriginal) children 1988-2008* is being undertaken by the VISU. This project is funded by an Australian Research Council Discovery Grant over five years and will commence in approximately August 2008. Dr Jane Freemantle of Melbourne University is the Chief Investigator and Dr Joan Ozanne-Smith of VISU is the Co-Chief Investigator. The project involves an investigation of coronial records and mapping the mortality profile, including age, gender and the causes and contributing factors leading to child deaths.

In 2007, VicRoads¹ developed ‘*VicRoads Indigenous Report Card*’. This aimed to provide Corporate support to future directions and focus attention across VicRoads with on Indigenous matters. It provided a commitment by VicRoads to pursue Indigenous road safety initiatives.

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¹ Wendy Harris (who is attending the conference) from VicRoads People Services group was instrumental in developing this document
Queensland's Response to the Recommendations from the Third Indigenous Road Safety Forum (Broome, Western Australia, 23-25 October 2006)

Since the 2006 Indigenous Road Safety Forum, Queensland has made steady progress against a number of the key recommendations to improve road safety outcomes for Aboriginal and Torres Strait Islander people. At the request of the Australian Transport Safety Bureau and the National Indigenous Road Safety Working Group, this brief report (compiled by Queensland Transport & CARRS-Q) documents action against recommendations 16 – 31.

B. Best practice principles for application by a range of stakeholders

Unlicensed driving

(a) Diversionary programs

16. Increase availability of diversionary programs for offenders charged with unlicensed driving and consistency in access and sentencing to such programs within jurisdictions.

While both Department of Corrections and Department of Justice & Attorney General are on the Whole-of-Government Indigenous Licensing Program Steering Committee, it has been difficult to get a diversionary program specifically targeting unlicensed driving up and running, primarily due to a lack of funding. This does, however, remain a priority of Steering Committee and negotiations are ongoing.

(b) Training and testing

17. Increase licence ownership among Aboriginal and Torres Strait Islander peoples throughout Australia by:
   • increasing communication and coordination across agencies and between agencies and communities (“connectedness”);
   • pooling and sharing of resources (including funding) and expertise to assist in the licensing process and related service delivery within organisations; and
   • potential to employ “cultural brokers” to link agencies, communities and resources. This process could be coordinated by Indigenous Coordination Centres (ICC). ICCs in all Australian jurisdictions have “solution brokers” to address community issues and coordinate relevant agencies/services.

18. Continue support, endorsement and delivery of comprehensive mobile driver/rider licensing programs that foster the broader development of Indigenous people (eg. employment opportunity focus). The Charles Darwin University Remote Licensing Program and the new Pilbara Iron Project (in partnership with WA Corrective Services) were identified as two promising programs that could potentially inform similar programs throughout Australia.

Key success factors identified included:
   • teaching methods that align with proven Indigenous learning styles (ie. practical – “learning by doing”);
   • a strong focus on individual and community benefits associated with increased licence ownership;
   • a coordinated approach to evidence of identity requirements; and
ensuring that “knowledge training” is well advanced before testers visit communities (four months before field visits).

This is an area where Queensland has made significant progress. In 2003, Queensland Transport and CARRS-Q began a long-term applied research project to better understand the cultural, access and practical barriers impacting on the capacity of Indigenous people to obtain and retain appropriate drivers’ licences. The end goal was develop a culturally-appropriate approach to licensing training and testing. A comprehensive consultation and research process was used to inform the development of new licensing scheme. This included: (1) focus groups in many of the Indigenous communities throughout Queensland and the Torres Strait, including attendance at major cultural and sporting events [community perspective]; (2) semi-structured interviews with more than 50 Indigenous persons serving sentences for driver licensing offences in Queensland correctional facilities [offender perspective]; and (3) a series of interagency forums with government and key Indigenous and non-Indigenous stakeholder groups [government perspective].

Some of the barriers and issues raised by communities were:

- **Cultural and historical issues** including: fear of police (“bollimen”) due to past experiences; lack of Indigenous people employed in transport or police professions; lack of cross-cultural awareness among educators, trainers and testers; and that governing bodies (both agency and community) and funding bodies do not see licensing as a priority – rarely identified in regional training plans.

- **Testing issues** including: a written test which is mostly “urban” and contains many concepts foreign to remote communities; language differences and difficulties; and gender issues.

- **Information, education and training needs** including: a lack of 4WD training in communities; lack of information on learners’ restrictions, in particular the accompaniment rule, lack of school-based road safety and licensing programs for young Indigenous students as they often return to communities as future leaders; lack of promotional material and media campaigns designed to raise community awareness about road safety and the importance of being licensed; lack of information available on vehicle roadworthiness and a lack of roadworthy vehicles in communities to conduct licensing training or testing.

- **Justice issues** including: the high incidence of Indigenous people incarcerated for a licensing offence, having never been part of the licensing system; lack of information regarding licensing restrictions, fines, penalties and sanctions and a widespread perception that loss of licence is always indefinite; lack of training opportunities for short-term inmates; and that revenue generated from fines and fees is lost from the community and not redirected back into programs.

- **Cost and access issues** including: a lack of training visits to communities and minimal provision for mobile training centres; and the high cost associated with traveling to be tested for and renew licences.

Faced with the challenge of increasing licence ownership in Indigenous communities by nearly 300 percent, key Queensland Government Departments (particularly Queensland Transport and Queensland Police Service – Cultural Advisory Unit), in partnership with Indigenous communities and universities developed a new mobile driver licensing and education program for Indigenous and remote communities. The new program directly addresses issues borne out of the research phase and is aligned with Indigenous learning styles. It involves an instructor sitting down with a group of students (usually about six or seven) in the community setting and working through both safety issues and the road rules, often using local driving examples and toy cars as learning tools. A lesson can take up to six or seven hours of yarning to before a person is ready to sit the test. The major positives of the program are: (i) it involves learning by doing (rather than through reading) which is suited to Indigenous culture; (ii) it is highly interactive; and (iii) it overcomes some language difficulties by using a group approach (ie. person in the group can
explain road rules in language to other members of the group during the training process). The team also developed a licensing kit/booklet which is in an easy-to-understand format and complements the innovative teaching style.

**Major achievements to date**

- The licensing booklet and training techniques are now being used by a number of other Australian jurisdictions. For example, a Western Australian Parliamentary Committee visited Queensland to learn more about the program with a view to implementing a similar initiative in their jurisdiction.

- In the first 18 months (with only two mobile delivery staff), about 900 licences (all types and classes) were delivered through the new program in remote areas at a pass rate of 85%. This represented an 8.1% increase in licence ownership (all types) per eligible population in predominantly Indigenous Local Government Areas in Northern Region from pre- to post-trial, compared to an increase of 2.7% in licence ownership in predominantly non-Indigenous Local Government Areas.

- Based on the early success of the program and community-expressed need, the State Government funded an expansion of the program in 2006 (see overleaf). As such, the project team was awarded $1.2M per annum (recurrent funding for five years) to develop a new *Aboriginal and Torres Strait Islander Road Safety Mobile Driving Licensing Unit* (consisting of seven Indigenous driving examiners) to service all Queensland Indigenous communities. These examiners are qualified to test all classes and all types of licences and the program now addresses Learners, Provisional and Open drivers’ needs. This unit is critical to the future success of the program and will ensure its long-term sustainability. The unit also provides support for learner licence training and testing to correctional institutions and high schools throughout the state as required.

- CARRS-Q has developed a long-term process and outcome evaluation framework to monitor the impact of the program on: (i) road trauma (admissions, discreet patients, episodes and patient days, and clinical benchmarking data from Queensland Health); (ii) licensing and vehicle registration rates per eligible population (Queensland Transport); (iii) employment outcomes (Australian Bureau of Statistics); (iv) incidence of licensing and other traffic offences (Queensland Police); (v) criminal charges resulting from licensing/traffic offences (bench charge sheet data from Department of Justice & Attorney General); and (vi) subsequent correctional outcomes (custodial sentences and community
service orders from Department of Corrections). CARRS-Q has also used the abovementioned datasets to identify priority communities for service delivery (licensing hotspots) based on negative licensing differentials and disproportionate licence-related incarcerations.

- In the South, South-West and Central Queensland areas, Mr Norm Clarke (Queensland Fire & Rescue Service) and Ms Rhonda Reid (Queensland Police Service) conduct regular training and testing for the Learners Test. This training is not only delivered in communities, but also in correctional settings (youth detention centres) to prepare inmates for employment post-release.

![Photo of Norm Clarke working through the give way rules with students](image-url)
**DELIVERY AND ASSESSMENT DOMAIN**
- Established trust between Delivery and Assessment Team and communities not to be compromised (disassociate from negative decisions – changes to schedule etc. - and financial transactions where possible)
- Field Teams not to be subsumed under Customer Service Centres
- Focus activity on written and practical licensing at hotspots
- Field Teams to be gender balanced
- 2 Teams in the field at most times (more at cultural/sporting events for maximum exposure)

**FIELD TEAMS**

**QPS CULTURAL ADVISORY UNIT**
- Continue remote service delivery
- Integrate cultural appreciation program into all domains
- Equal input into decision-making

**Admin Support**
Manager (Mobile Licensing)
Senior Advisor – Indigenous Communities

**EVALUATION DOMAIN**
- Monitor impact of all aspects of the program against defined Key Performance Indicators
- Identify priority communities (licensing hotspots) for DELIVERY and ASSESSMENT based on negative licensing differentials and excessive licence-related incarcerations

**EDUCATION AND TRAINING DOMAIN**
- Identify and promote appropriate licensing and road safety resources for communities and correctional settings (Register of Programs)
- Target community road safety funding
- Facilitate working partnerships – link communities to programs, expertise, funding
- Support the development of community road safety professionals
- Community Road Safety Educator Trial
- Certificate II Driver Education through QUT
- Accredited road safety training for community police/PLOs
- Support Department of Corrective Services’ Transitions Program
- Support Murri Courts and other diversionary initiatives
- Examine ways to improve road safety and road rules knowledge in communities prior to visits from Field Teams
- Take over functions from the Delivery and Assessment Domain as required
- Coordination of domain and actions is resource intensive – collaborative leadership and management required

**LOCAL INDIGENOUS REFERENCE GROUP(S)**

**WHOLE OF GOVERNMENT COORDINATION GROUP**
Queensland Transport, Queensland Police Service, Department of Corrective Services, Department Education & Training, Queensland Fire & Rescue Service, Department of Communities, CARRS-Q and James Cook University guided by Queensland Aboriginal & Torres Strait Islander Drivers Licensing Program’s Strategic Plan 2006 - 2011

**INDIVIDUAL AGENCIES**
(including Queensland Transport Steering Committee)
(c) Community-based education

19. Increase community-based education in the following areas:
   • Importance of having an appropriate licence (increased employment prospects and associated financial ramifications, increased access to services, etc.);
   • Implications of not having an appropriate licence (getting booked by police and possible incarceration, increased crash risk);
   • The licensing process and the legal requirements/restrictions associated with different types of licences (‘L’ ⇒ ‘P’ ⇒ ‘O’);
   • What happens when you lose your licence (Can you get it back? How do you get it back?);
   • Driving and riding safely, in addition to road rules knowledge;
   • Buying a safe vehicle; and
   • Vehicle maintenance.

The licensing training provided by the *Aboriginal and Torres Strait Islander Road Safety Mobile Driving Licensing Unit* (in North Queensland) and the Norm and Rhonda (in Central and Southern Queensland):

   i. has a strong safety focus, particularly focusing on the dangers of alcohol use and not wearing restraints; and

   iv. walks people through the entire licensing process (ie. from Learners to Provisional to Open Licence and what is required to get your licence back if you lose it).

20. Increase utilisation of correctional and school settings and community, cultural and sporting events that are well-attended by Indigenous people as training and educational venues to achieve maximum outreach.

Queensland Government agencies with a stake in Indigenous road safety actively participate in relevant community, cultural and sporting events (eg. Croc Festival, NAIDOC Festival, etc.), both in service delivery and educational roles.

Queensland also has a road safety education program running in Catholic Education schools in North Queensland. The *Drive4Life* program is a recognised subject with the Queensland Studies Authority and specifically targets Indigenous students in senior high school. This program recently received an award at the *Queensland Road Safety Awards 2008*. The aim is for students to obtain their Learners prior to leaving school and learn valuable road safety lessons. More information on the program can be found in the following reference:


Importantly, this program is also in partnership with the North Queensland Cowboys National Rugby League side. The value of using high profile Indigenous role models in program promotion cannot be understated.
Drive4Life Poster - Brenton Bowen (former Cowboys star) getting the keys from his parents
(d) Evidence of Identity (EOI)

21. Explore alternative approaches to current requirements (birth certificates and other primary source documents) for establishing evidence of identity (EOI) through increased across agency communication and database linkages (eg. potential to cross-reference with Centrelink and Corrections databases). The process being used by Charles Darwin University should act as a reference point.

All parties working with Indigenous communities encourage and assist students to actively seek primary identity documents, often linking them with the Births, Deaths and Marriages agency/contact. However, in cases where primary EOI is not available, a form has been developed by Queensland Transport whereby members of the local council, community justice group or Elders can sign to verify identities. The form must be signed by two suitable signatories and is subject to audit.

(e) Policing and community referrals

22. Support ‘proactive policing’ approaches to increasing Indigenous licensing (ie. police identifying unlicensed drivers/riders within communities and linking them to available licensing services as an alternative to punitive sentencing options).

Remote QPS officers and community police are well briefed on the Indigenous Driver Licensing Program and upcoming community visits. As such, they are able to refer people to the program based on local knowledge of who needs a licence. People wanting to sit for a licence test can also register through several local community agencies (eg. CDEP/works program, Council, etc.). Visits are highly publicised using user friendly methods (see below). A list is forwarded to the Licensing Unit prior to the visit to enable checking for SPER/fines which may impact on the process.
Drink driving and drink walking

23. To address local issues, develop communications’ strategies targeting alcohol use and pedestrian behaviour that involve communities and other stakeholder networks.

24. Programs focusing on drink driving should be encouraged and supported at local and regional levels by local and state/territory governments and other stakeholders.

25. Jurisdictions to consider the sharing of educational resources when targeting drink driving among Indigenous people.

In Queensland, the three major initiatives addressing alcohol-related Indigenous road trauma are:

iv. Alcohol Management Plans: The government is working closely with Indigenous community leaders to develop a tailored approach to alcohol harm reduction, including looking at the services necessary to support communities to go ‘as dry as possible’. This is community-based state-wide approach to alcohol harm reduction across all aspects of daily life. More information on Alcohol Management Plans can be found at: http://www.atsip.qld.gov.au/communities/alcohol-limits/alcohol-reforms/faq.html;

v. A series of radio advertisements commissioned by Recording Artists, Actors and Athletes Against Drink Driving involving high profile Indigenous role models warning against the dangers of drink driving; and

vi. The ‘Under the Limit’ (UTL) Drink Driving Rehabilitation Program which is offered in Magistrate Courts throughout Queensland for drink driving offenders. More information on UTL can be found at: http://www.carrsq.qut.edu.au/education/utl/

Unfortunately, there are currently no programs in Queensland specifically targeting drink walking among Indigenous people.

Evaluation

26. Adopt the following best practices for evaluation of initiatives:
   - Both process and outcome evaluations should be undertaken for projects and policies, where feasible.
   - Evaluations should be planned and costed into proposals.
   - Evaluations should involve and engage Indigenous people, but not require excessive resources from communities.
   - Previous evaluations should be used (critically) to select future projects and policies.
   - If feasible, the evaluation should be independent of the project and policy delivery.
   - Evaluations should aim to build capacity in the community.
   - Pre and post evaluation consultation should be undertaken, so communities are informed as to why programs continue, change, or are abandoned.
   - Null results should still be valued; they save wasted expenditure on unworkable projects and policies.
   - Baseline data should be collected and/or control sites identified where feasible.
   - Data should be as closely related to road safety outcomes as possible, eg. lives saved to crash reductions to assessment of relevant behaviour to usage surveys to qualitative responses.
   - The feasibility of combining small projects for overall evaluation should be examined.

As previously mentioned, Queensland has established an evaluation framework for the Indigenous Licensing Program which brings together data on several transport and social justice indicators. To
date, very little outcome evaluation has been done on smaller individual initiatives. This is partly due to the difficulty in determining causality and the relationship between initiatives and change at the community level.

**Restraint use**

27. The State and Territory jurisdictions to encourage cooperative partnerships as opportunities arise to share Indigenous-focussed advertising campaign(s) on the new Australian Road Rule regulations on seatbelt use and the prohibition of open load space travel.

28. The State and Territory jurisdictions to promote safer behaviours through education, cooperative policing, and car design options.

29. Policing of car restraint use and open load space travel to be increased in communities, possibly including additional community patrols.

Like other Australian jurisdictions, legislation prohibiting open load space travel and riding in the back of utes is now enacted in Queensland. Associated with this, several educational campaigns have been implemented to increase community awareness of the dangers and legal consequences of open load space travel (eg. “It's deadly, not deadly to ride in the back of utes” targeting youth).

Given that restraint use can be a product of poorer vehicle quality and reduced vehicle ownership, Queensland Transport, in partnership with the Department of Fair Trading, implemented a program to monitor the vehicles being sold to Indigenous communities whereby “dodgy” motor dealers (selling substandard vehicles) can be prosecuted by law. Several dealers have already been prosecuted through this program.

30. The State and Territory jurisdictions to encourage use of road safety educational materials for restraint use and open load space travel which are aimed at Indigenous audiences, have been developed by Indigenous people and can be translated into Aboriginal languages.

Queensland Transport has commissioned several local art projects to develop culturally-appropriate road safety resources for Indigenous communities. These projects have typically focused on restraint use (see example overleaf). The “Buckle Up Sista” and “Buckle Up Budda” campaigns build on the philosophy of protecting family and children and have been well received by communities.

CARRS-Q also does a semi-regular spot on North Queensland Murri Voices radio which focuses on different road safety issues impacting on communities.
31. The following best practices be undertaken by all levels of government and within
government departments, funding agencies, Indigenous communities and councils to ensure
Indigenous road safety is improved.

- Encourage optimism and goodwill from all parties to achieve goals.
- Acknowledge the need for positive and strong advocacy for community needs.
- Synergies between communities be used, particularly in relation to resource
  provision.
- Responsibility of service providers and the resultant services to Indigenous
  communities be formally recognised.
- Services to communities be coordinated.
- Regional councils need a local perspective.
- Share success stories/case studies to show communities what is achievable. Pilot
  projects are useful.
- Data currently held by all agencies relating to Indigenous road safety be made
  available to all prospective users and deficiencies within the available data be
  rectified.
- Encourage advocacy to all levels of governments to consider where possible
  providing a direct service to Indigenous communities rather than a service via a
  competitive grant process.
- Encourage advocacy to implement a system similar to the Indigenous Coordination
  Centre model where there is one funding application for several agencies.
- Ensure there is a program of capacity building within Indigenous communities by
  providing training on how to develop successful funding applications.
Over the past five years or so, Queensland has improved its strategic management of Indigenous road safety now offering a more coordinated whole-of-government approach. This has been particularly evident through increased community involvement in decision-making and the sharing of resources and data across agencies to better understand the issues facing Indigenous people.

An example of a collaborative research project examining Indigenous road trauma is a PhD study being undertaken by Colin Edmonston (CARRS-Q). Over several years, information from a variety of sources about road crashes resulting in an injury requiring medical attention in Northern Queensland, excluding those occurring in major urban centres (Townsville and Cairns), has been collected. Most importantly, the study draws on patients’ personal experiences (including a narrative) of their crashes. The methodology involves interviewing both Indigenous and non-Indigenous people who are involved in a crash in rural and remote areas as defined by the RRaMA classification system (Cowan, 1997) and present at participating health facilities in the Cairns Health Service District, Cape York Health Service District, Charters Towers Health Service District, Innisfail Health Service District, Mt Isa Health Service District, Tablelands Health Service District, Torres Strait and Northern Peninsula Area Health Service District and Townsville Health Service District. This project is funded by the National Health & Medical Research Council (NHMRC) and Smart State initiative.

This project aim is to examine differences and similarities between Indigenous and non-Indigenous road trauma in rural and remote North Queensland. It is due for completion in early 2009 and some of the results will be presented at the 2008 National Indigenous Road Safety Forum.

The research project aligns with the policy directions of a number of government agencies including Queensland Transport, Queensland Police Service, Queensland Health, Department of Corrections, Department of Justice & Attorney General and Department of Communities. Specifically, the findings will inform: (i) targeted, culturally-relevant interventions to reduce the high incidence of serious road trauma and related disability among remote and Indigenous people; and (ii) future community-based data collection processes.