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Graduated Driver Licensing (GDL) - Monitoring Report, 2019

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Monitoring GDL - Collision statistics involving young drivers, 2019

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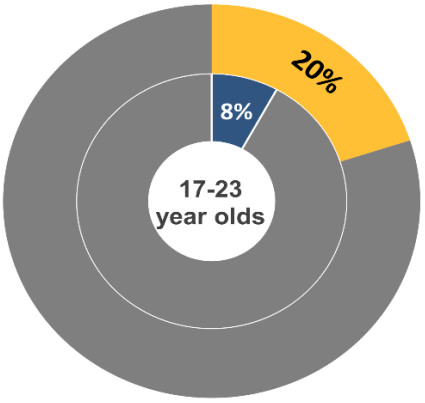
Licences held compared with KSI collisions, 2019



Young drivers are **over-represented** in collision statistics. In 2019, 17 to 23 year old drivers were deemed **responsible for 20%** of all fatal or serious **(KSI) collisions,** yet they accounted for just **8% of car driving licence** holders. These proportions are slightly lower to the 2012-2016 baseline proportions of 25% and 9%, respectively.

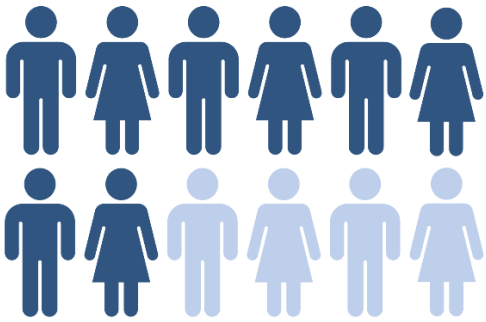
■ Proportion of Licences ■ Proportion of KSI collisions responsible for

KSIs from collisions involving young drivers, 2019

210
4% from 2012-16 baseline (218)

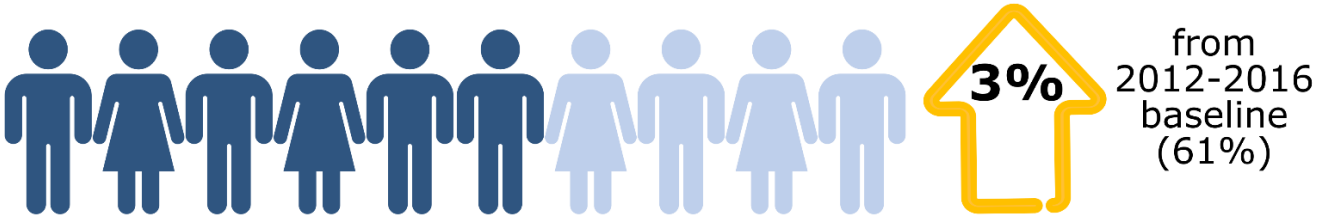
In 2019, **210 KSIs** resulted from collisions **involving** car drivers **aged 17 to 23**.

KSIs from collisions caused by young drivers, 2019



Young drivers were **responsible** for **65%** of these casualties - **137** out of 210.

Young passenger KSIs and Young drivers, 2019



from 2012-2016 baseline (61%)

In 2019, just over **six in every ten** (63%) passenger KSIs aged 14 to 20 were injured while travelling with a young driver aged 17 to 23.

Introduction and Background

Graduated Driver Licensing (GDL) – Monitoring Report

Introduction

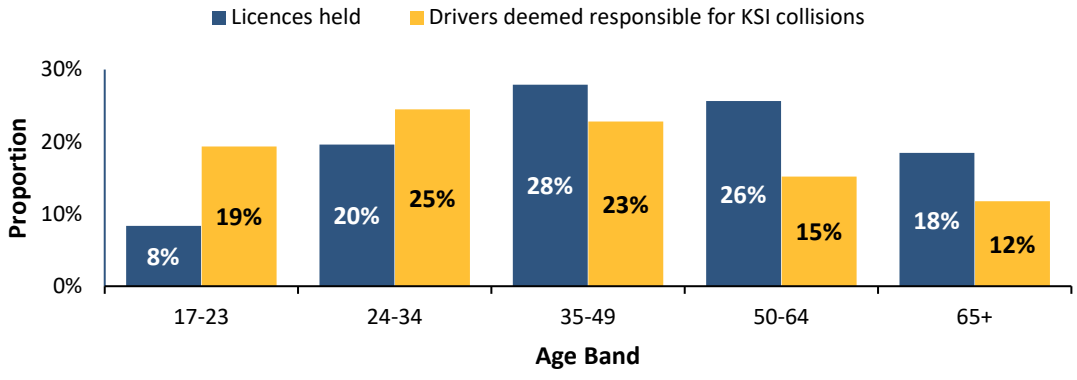
The Road Traffic (Amendment) Act (NI) 2016 ('the Act') received Royal Assent in March 2016. The Act makes provision for the introduction of Graduated Driver Licensing (GDL) in Northern Ireland. It was planned that GDL would be introduced in late 2020, but this has been delayed to due to the Covid-19 situation and is expected to be introduced late 2021/early 2022.

To assess the impact of GDL on road safety, overall statistics for collisions involving, and caused by drivers and motorcyclists aged 17-23 will be examined. Future trends in these data will help determine how the introduction of GDL has contributed to changes in collisions statistics. This report presents the most recently available data, highlighting the five years 2015-2019 and providing the current picture ahead of the launch of GDL. The current data is compared to a baseline of 2012-2016. This is the fourth report in the series; however, previous editions reported the age band 17-24, rather than 17-23. All future reports will continue to report on the 17-23 year old cohort. It is intended that this report will be updated annually.

Background

Fatal and serious collisions constitute one of the biggest public health threats in Northern Ireland, particularly among young and inexperienced drivers. Drivers aged 17-23 are over-represented in collision statistics: between 2015 and 2019, although 17-23 year olds accounted for only 8% of all car driving licence holders they were deemed responsible for 23% of all fatal or serious (KSI) collisions, and 19% of all collisions, where a driver was deemed responsible. In the period 2012-2016 they were responsible for 25% of KSI collisions and 19% of all collisions.

Figure 1. Proportion of car drivers deemed responsible for KSI collisions by age group and the proportion of licences held, Northern Ireland 2015-2019



The aim of GDL is to reduce the number of people killed or seriously injured attributed to drivers in the age range 17-23 and to new drivers in general.

GDL will introduce:

- A Programme of Training for learner drivers/riders which must be evidenced in a Logbook;
- A mandatory minimum learning period (MMLP) of 6 months (drivers only);
- Post-test new driver period of 2 years (to align with the New Drivers Order), during which novice drivers/riders will be subject to lower alcohol limits[1] and must display a post-test plate;
- A time bound passenger restriction for those new drivers under 24 years old for the first 6 months after passing their test (drivers only).

Other changes are required to give effect to the Act, namely:

- Removal of the 45mph speed limit for learner and newly qualified drivers;
- Allowing learner drivers and riders to take lessons on motorways, when accompanied by an approved driving / motorcycle instructor (ADI/AMI).

Changes to the driving test

In tandem with GDL, changes to the driving test will also be introduced. Changes include:

- Extending the hours during which driving tests can be conducted;
- Develop test routes based on collision causation factors;
- Increase independent driving section with use of sat nav.

Where possible, the test will encourage learner drivers and riders to develop their self-evaluation in the hope that behaviours and attitudes will change for the positive.

[1] Lower alcohol limits will be imposed at a later date than the other elements of GDL – likely end of 2022.

Section 1:
Road traffic collisions involving and caused by drivers and motorcyclists aged 17-23

Monitoring the Impact of the GDL

Section 1: Collision statistics

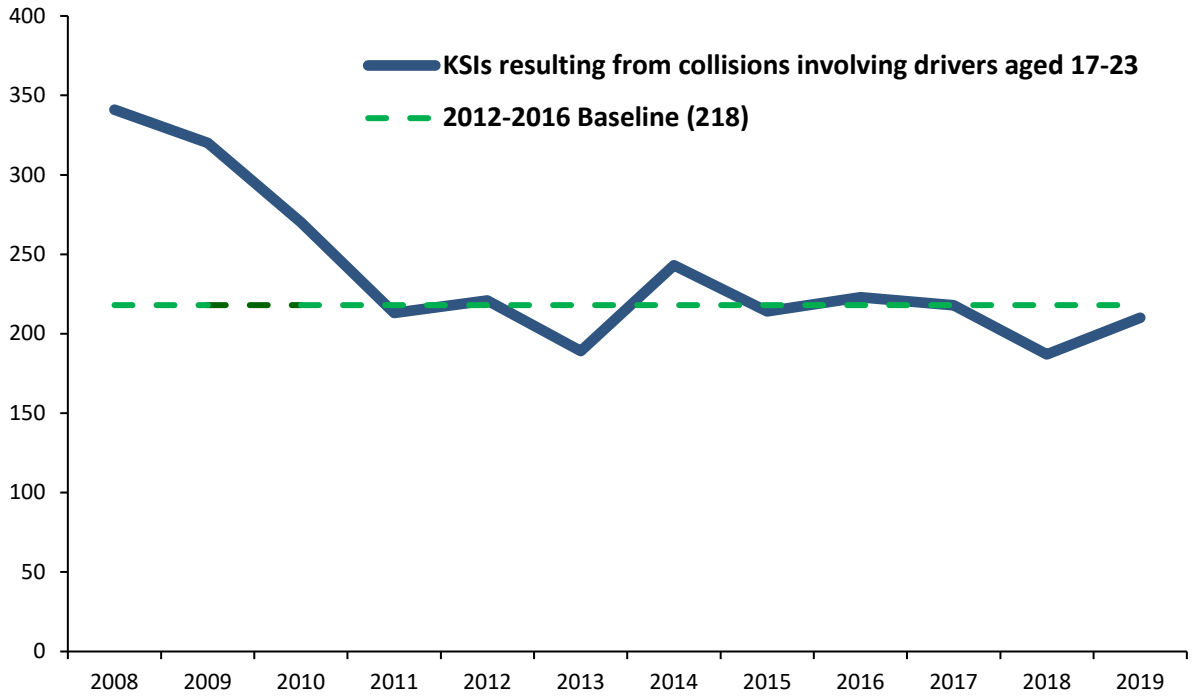
As stated in the introduction, statistics for collisions involving, and caused by, drivers and motorcyclists aged 17-23 will first be examined.

1.1 KSI casualties from collisions involving car drivers aged 17-23

From 2008 to 2011, the number of killed or seriously injured (KSI) casualties from collisions involving drivers aged 17-23 fell considerably (there were 341 in 2008 falling to 213 in 2011). However, between 2011 and 2019 this trend levelled off somewhat and fluctuated near the baseline. Between 2018 and 2019 the number increased by 12%.

In the five years 2012-2016, there were an average of 218 KSIs resulting from collisions involving car drivers aged 17-23 – this number is the baseline figure against which future trends are monitored. In 2019, there were 210 KSI casualties resulting from collisions involving drivers aged 17-23 – a reduction of 4% from 2012-2016.

Figure 2: Number of KSIs resulting from collisions involving car drivers aged 17-23 Northern Ireland (2008-2019)

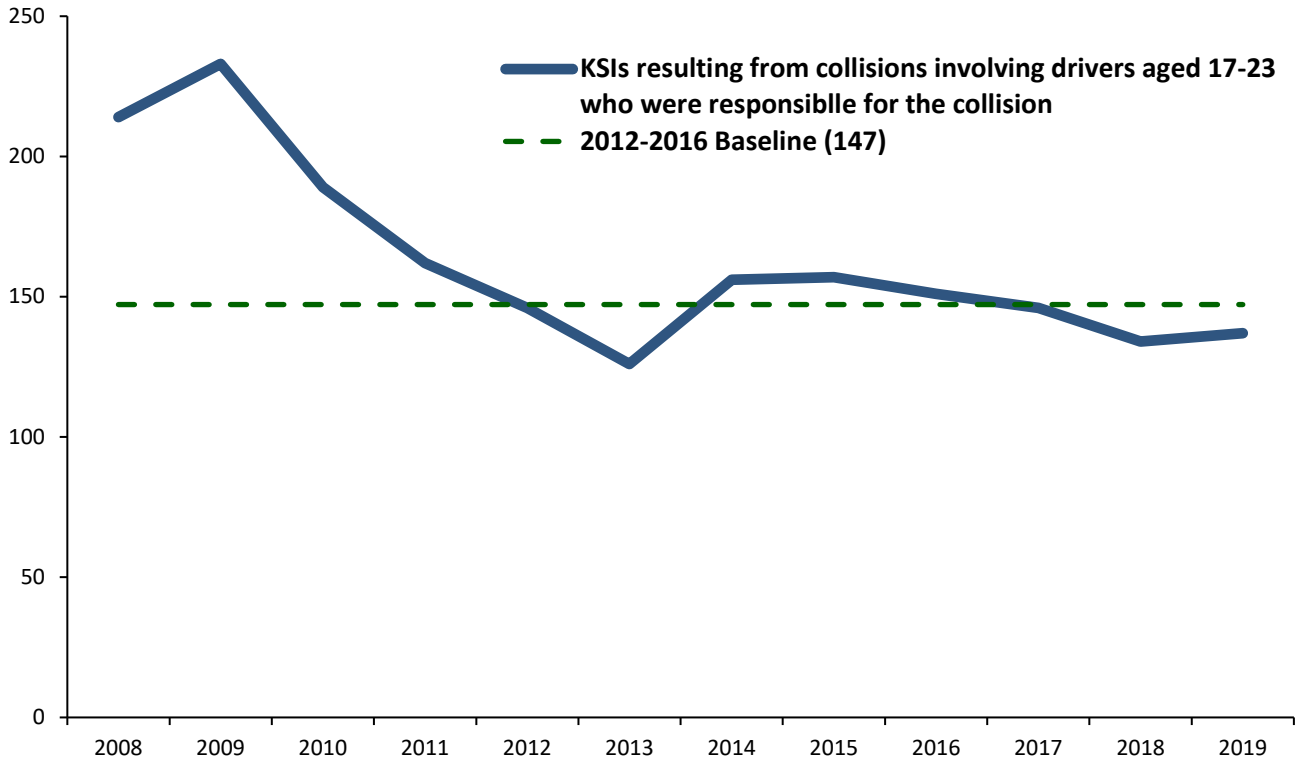


1.2. KSI casualties from collisions caused by car drivers aged 17-23

Similar to collision involvement, KSI casualty numbers from collisions where a car driver aged 17-23 was responsible fell early in the series, and then the trend reversed. In this case, KSI numbers decreased in the years to 2013 and then began to rise to the year 2015. Since 2015 the numbers fell steadily to 2018, with a small increase to 2019.

In the five years 2012-2016 (baseline), there were an average of 147 KSI casualties resulting from collisions involving car drivers under the age of 24 who were responsible for the collision. Therefore, drivers aged 17-23 were responsible for over two-thirds (68%) of the KSI casualties that resulted from collisions they were involved in. In 2019, there were 137 KSI casualties – a decrease of 7% on the 2012-2016 baseline average.

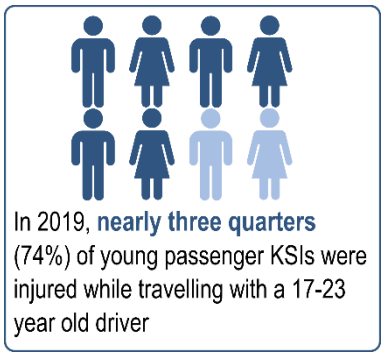
Figure 3: Number of KSIs resulting from collisions involving car drivers aged 17-23 who were responsible for the collision Northern Ireland (2008-2019)



1.3. Young passengers travelling in cars with drivers aged 17-23

2019

There were 39 car passengers aged 14-20 killed or seriously injured in 2019, and of these, 29, or 74% were injured while travelling with a car driver aged 17-23. This is the same as the 2012-2016 baseline average proportion (74%). Additionally, these 29 young passengers aged 14-20 who were killed or seriously injured while travelling with a driver aged 17-23 made up 63% of all passenger KSIs that were injured travelling with a 17-23 year old driver.

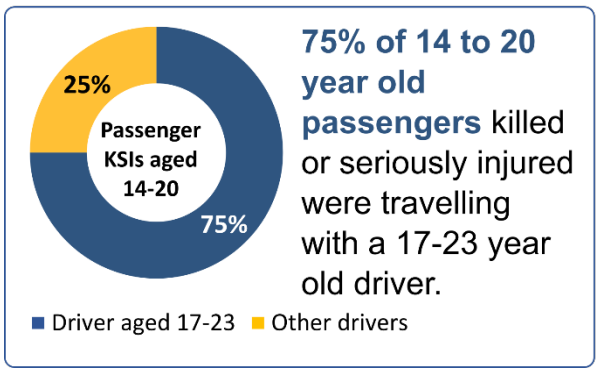


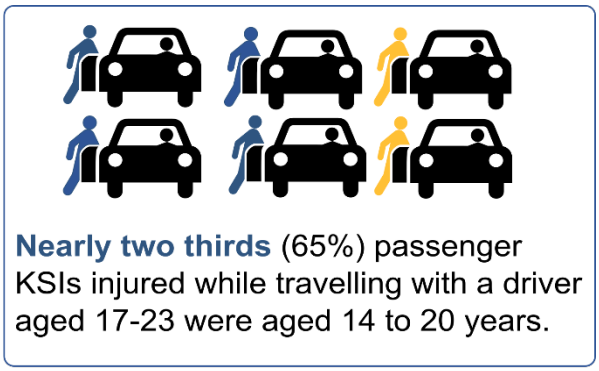
Five Year Average

Examining the five year average is better used to illustrate long term trends, as any annual fluctuations will be smoothed out. In the five years from 2015-2019, there were 211 car passengers aged 14-20 killed or seriously injured. The majority of these young passengers (159, or 75%) were injured while travelling with a driver aged 17-23. Comparing this five year total with the baseline, there has been a 9% reduction in the overall number of car passengers aged 14-20 killed or seriously injured (from 231 in 2012-2016 to 211 in 2015-2019); however, the proportion that were injured travelling with a driver aged 17-23 has increased slightly from 74% to 75%.

The association of young passengers KSIs while travelling with drivers aged 17-23 is further evidenced by the fact that the 159 young passengers who were injured with a 17-23 year old driver make up nearly two-thirds (65%) of all passengers that were killed or seriously injured while travelling with a driver in this age range. This number is down from the 171 recorded in 2012-2016; however the latest proportion (compared to 61% in 2012-2016) is higher.

Figure 4: Passenger KSIs aged 14-20 injured while travelling with a driver aged 17-23
Northern Ireland (2015-2019)

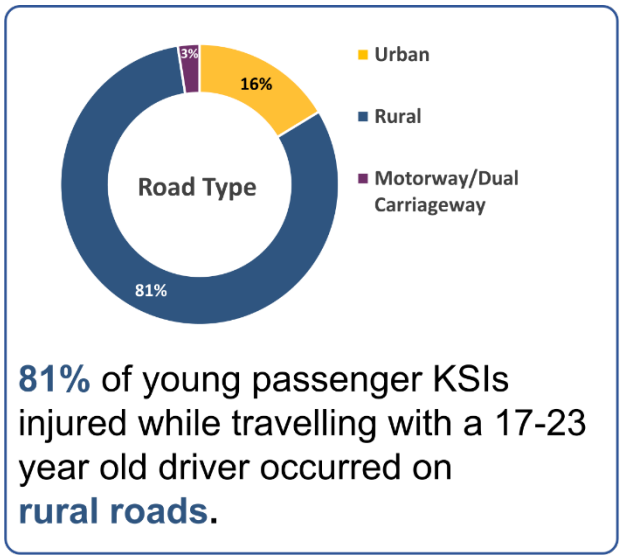


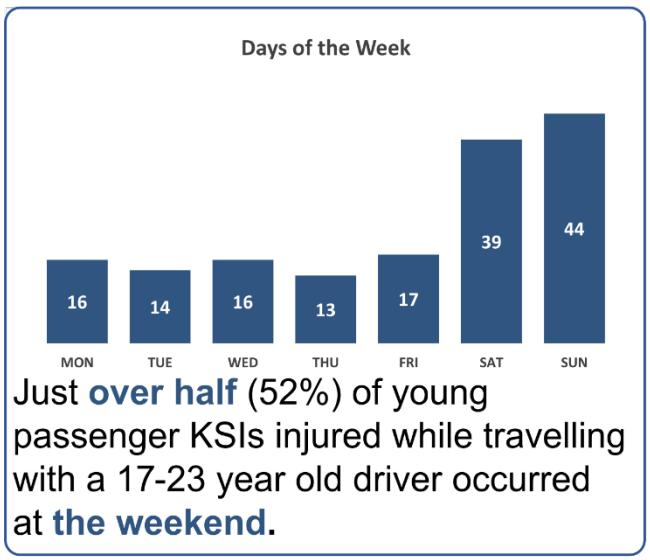


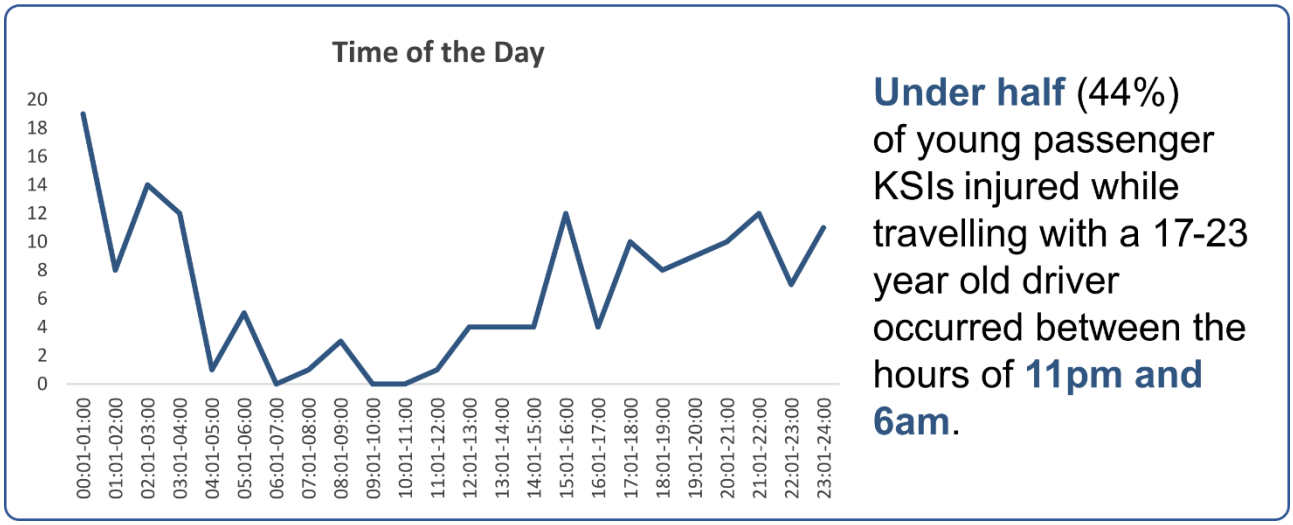
The vast majority of these young KSI casualties are injured in collisions on rural roads. In 2015-2019, 81% of car passenger KSIs aged 14-20 injured while travelling with a driver aged 17-23, were travelling on a rural road, which is the same as the baseline (2012-2016). Large proportions occurred both at the weekend and late at night: in 2015-2019, 52% of these passenger KSIs

happened at the weekend and 44% happened between the hours of 11pm and 6am. These proportions are all slightly greater than the baseline – in 2012-2016, 40% of young passengers KSIs injured while travelling with a driver aged 17-23, occurred at the weekend and 41% between the hours of 11pm and 6am. See tables 7-8 in the acompanying spreadhseet for full details.

Figure 5: Passenger KSIs aged 14-20 injured while travelling with a driver aged 17-23, by Road Type, Day of the Week and Time of the day Northern Ireland (2015-2019)



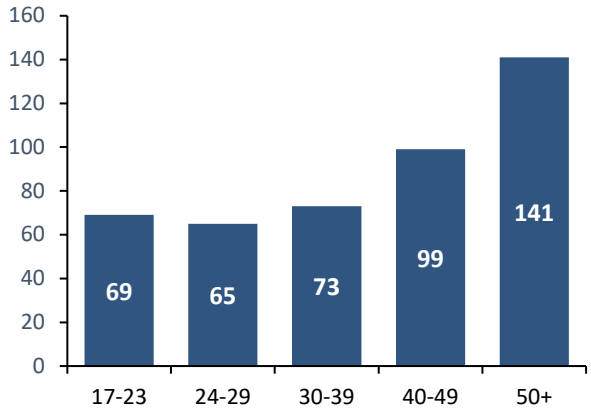




1.4. Motorcyclist KSI casualties

In the five years 2015-2019, there were a total of 458 motorcyclist KSI casualties. This is fourteen fewer than in 2012-2016. Those aged 17-23 accounted for 15% of all casualties. Half (50%) of motorcyclist KSI casualties were responsible for the collisions in which they were injured, and this proportion is the similar for those aged 17-23 (49%). Persons aged 24 to 29 were more likely to be responsible than other age groups.

Figure 6: Motorcyclist KSIs, Northern Ireland 2015-2019

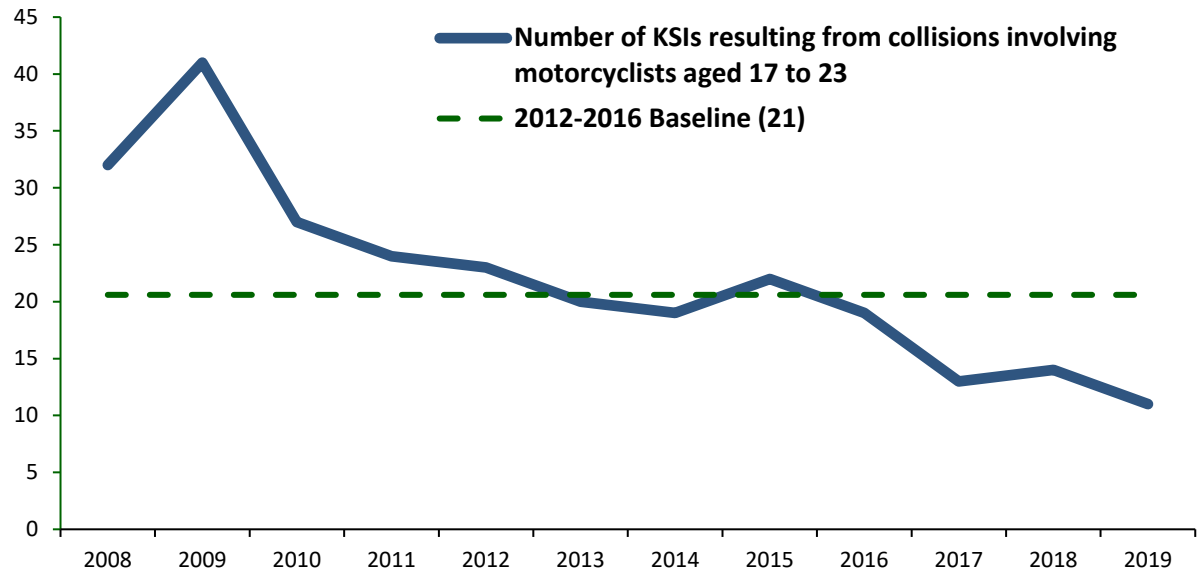


Age group	Proportion of motorcyclist KSIs responsible for the collisions in which they were injured
17-23	49%
24-29	62%
30-39	56%
40-49	42%
50+	46%
Total	**50%**

1.5. KSI casualties from collisions involving motorcyclists aged 17-23

In 2010, the number of KSIs from collisions involving motorcyclists aged 17-23 fell considerably. The decreasing trend stabilised somewhat between 2010 and 2015, before decreasing again in the three years 2015 to 2017, with a slight rise in 2018. The numbers reported in 2019 (11) are three fewer than in 2018. In the five years 2012-2016, there were an average of 21 KSIs that resulted from collisions involving a motorcyclist aged 17-23; the number in 2019 was 47% below this baseline average.

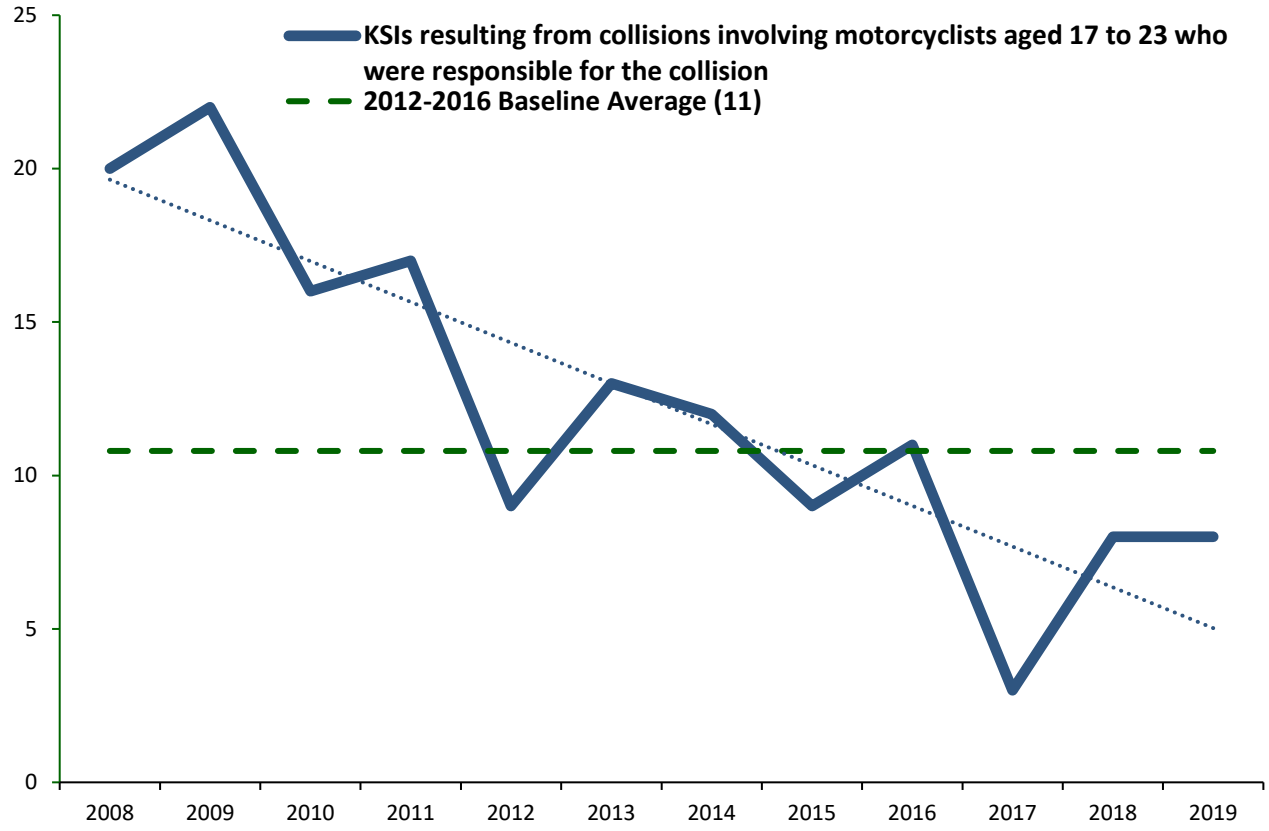
Figure 7: Number of KSIs resulting from collisions involving motorcyclists aged 17-23, Northern Ireland (2008-2019)



1.6. KSI casualties from collisions caused by motorcyclists aged 17-23

KSI casualty numbers from collisions where a young motorcyclist was responsible tend to fluctuate; however, this is not unexpected given the small numbers involved. The overall trend is generally downward, as indicated by the dotted blue line in Figure 8 below. In the five years 2012-2016, there were an average of 11 KSIs resulting from collisions involving motorcyclists under the age of 24 who were responsible for the collision. The equivalent number reported for 2019 (8) and 2015-2019 (7.8) was 26% and 28% respectively below this baseline average. As noted at figure 6 the data would indicate that young motorcyclists were responsible for around half of the KSI casualties that resulted from collisions they were involved in.

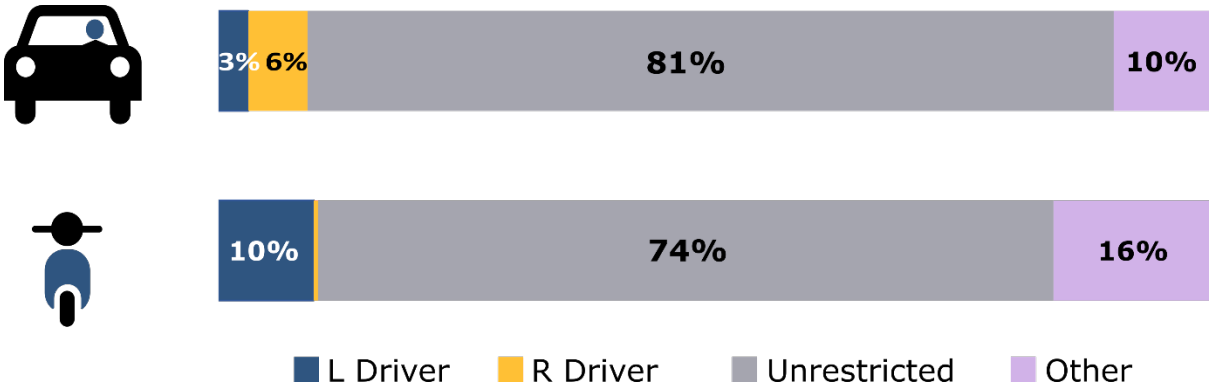
Figure 8: Number of KSI casualties resulting from collisions involving motorcyclists aged 17-23 who were responsible for the collision, Northern Ireland (2008-2019)



1.7. Driver and Motorcycle KSI casualties by Licence Type

Figure 9a below shows driver and motorcyclist KSI casualties in 2015-2019 who were responsible for the collisions in which they were injured, by their driving licence type. Unsurprisingly, the greatest proportion of both KSI casualty groups are made up of 'Unrestricted' licence holders. However, one in ten (10%) of all motorcyclist KSIs who were responsible for their collisions were learner riders. This compares with car driver KSIs, where only 3% of those responsible for the collisions in which they were injured were learners. The proportion of motorcyclist KSIs that were learners fell from 14% in 2012-2016 to 10% in 2015-2019, over the same period the proportion of motorcyclist KSIs that were unrestricted rose from 68% to 74%.

Figure 9a: Driver and motorcyclist KSIs responsible for the collisions in which they were injured by Licence type, Northern Ireland (2015-2019)

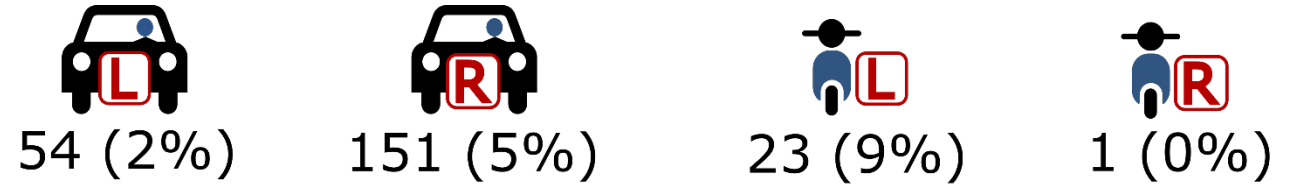


Note: 'Other' includes: No licence; Foreign EU; Foreign Non-EU; PSV

Figure 9b shows the number of KSI casualties that were caused by learner and restricted licence holders. Learner riders were responsible for 9% (23) of the 262 KSI casualties caused by motorcyclists in the five years 2015-2019. The equivalent proportion for learner drivers was 2% (54 out of 2,830). 'R' drivers were responsible for 151 KSI casualties (5%); 'R' riders were responsible for one (0%).

There were no noteworthy changes in the data in 2015-2019 compared with 2012-2016.

Figure 9b: KSI casualties caused by learner and restricted drivers and riders
Northern Ireland (2015-2019)



The numbers are reported as a proportion of KSIs that are caused by all drivers or motorcyclists.

Section 2: Monitoring the impact of the Programme of Training

Section 2: Monitoring the impact of the Programme of Training

The fundamental goal of learning to drive and the licensing process should be to create drivers and riders who are safe, and not just technically competent, by the time they are permitted to drive or ride unsupervised. The introduction of GDL plans to achieve this with a Programme of Training (the 'Programme'). The Programme details the practical skills and knowledge the learner must know, and helps learners understand how human factors such as their attitude, personality, behaviour and feelings impact on their driving style. This section sets out the data that will be used to monitor the impact of the Programme - as with previous, an average across 2012-2016 is presented as a baseline against which the current year (or five year average) is compared.

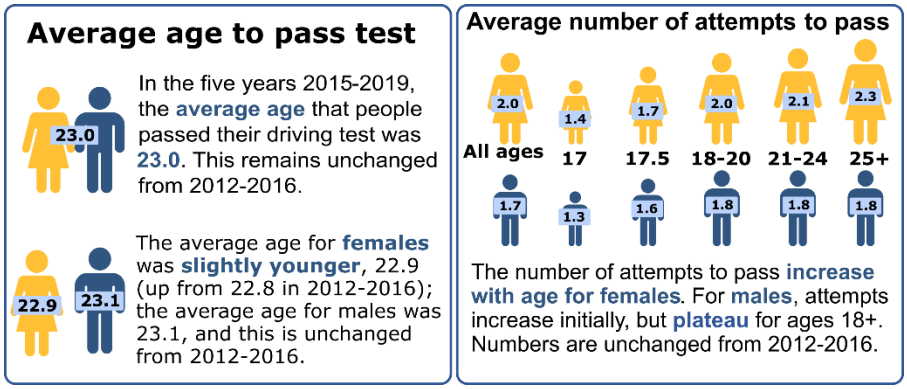
As well as monitoring the impact of GDL in terms of collision statistics trends, the impact of the changes on learning to drive and driving tests must also to be considered. Current data are set out below – in most cases, the five year period 2015-2019, and comparisons are made with the 2012-2016 baseline. Once GDL has been implemented, annual data will be compared to this baseline to determine the impact the scheme has had.

2.1: Programme of Training

Age changes and introduction of Minimum Mandatory Learning Period

The mandatory minimum learning period (MMLP) requires that a learner driver hold a provisional driving licence for a minimum of 6 months before they can apply for their driving test. This will not apply to motorcyclists. Driver & Vehicle Agency (DVA) Driving Test Data will be used to monitor the impact that this change has on the age that drivers pass their Category B test and the average number of attempts taken to pass. Figure 10 below shows data for 2015-2019. On average, people in this five year period passed their category B car driving test at age 23, and this has not changed from the baseline period of 2012-2016. Females, passed at a slightly younger age than males (22.9 for females compared with 23.1 for males); however, males generally required fewer attempts to pass: overall, males needed 1.7 test attempts, while for females, 2.0 attempts were needed. For both males and females, the very youngest age category (17 years) required the fewest attempts to pass, and even just 6 months later there was clear difference. Average number of attempts taken to pass in 2015-2019 are unchanged from 2012-2016.

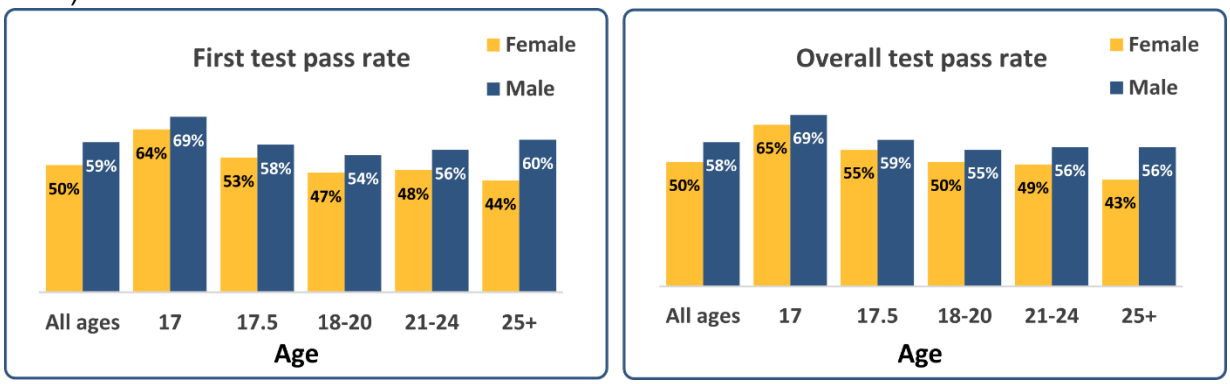
Figure 10a: DVA Category B Driving Test Pass Data, Northern Ireland (2015-2019)



Note: For average age, the analysis does not include repeat testers. Tests conducted after the candidates first pass were not included. The candidates age at the time of test was calculated as the number of days between the test date and their DOB, divided by 365.25. The analysis excluded a very small number of candidates who were under 17 or did not have a valid DOB. A breakdown of the 25+ age category is available in the accompanying spreadsheet; however, as three-quarters of people that pass their driving test are aged 17 to 24, the remainder were grouped together for the charts.

In addition to average age to pass and average number of attempts to pass, driving test pass rates will be monitored. The test pass rates are highest for the youngest age group, which is understandable given this age group requires the fewest attempts to pass. Female pass rates then fall with age, however, male pass rates fall initially but increase again after age 20. Rates seen in 2015-2019 do not vary much from the 2012-2016 baseline. See Figure 10b below.

Figure 10b: DVA Category B Driving Test Pass Data Continued, Northern Ireland (2015-2019)



Note: For first test pass rate, the analysis does not include repeat testers. Tests conducted after the candidates first pass were not included. The candidates age at the time of test was calculated as the number of days between the test date and their DOB, divided by 365.25. The analysis excluded a very small number of candidates who were under 17 or did not have a valid DOB.

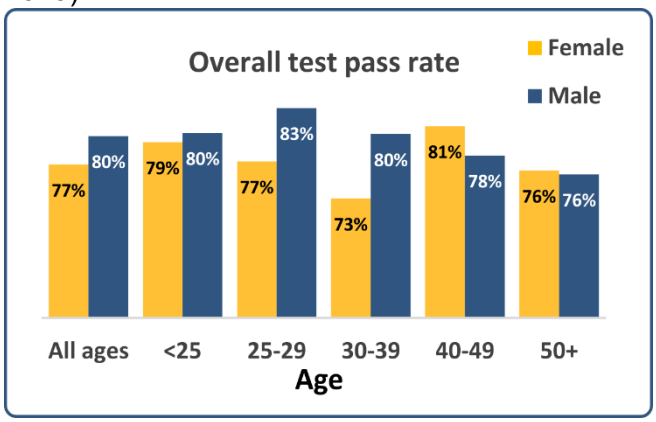
While motorcyclists will not be subject to a six-month minimum learning period, it will still be interesting to monitor motorcycling test data. Table 1 and Figure 10c below provide high level information; however, more detailed tables are available in the accompanying spreadsheet.

In 2015-2019, the average age of those who passed their Category A Motorcycling test was 35.0. This is more than 10 years older than the average age of those who passed their Category B test (23.0). Those sitting their Category A test generally require fewer attempts to pass the test than for Category B, with an average of 1.3 attempts compared with 1.8, respectively.

Table 1: DVA Category A Motorcycling Test Pass Data, Northern Ireland (2015-2019)

	Female		Male		Total	
	2012-2016	2015-2019	2012-2016	2015-2019	2012-2016	2015-2019
Average age to pass test	35.3	35.4	34.1	35.0	34.2	35.0
Average number of attempts to pass test	1.32	1.28	1.27	1.25	1.27	1.25

Figure 10c: DVA Category A Motorcycling Test Pass Rates, Northern Ireland (2015-2019)



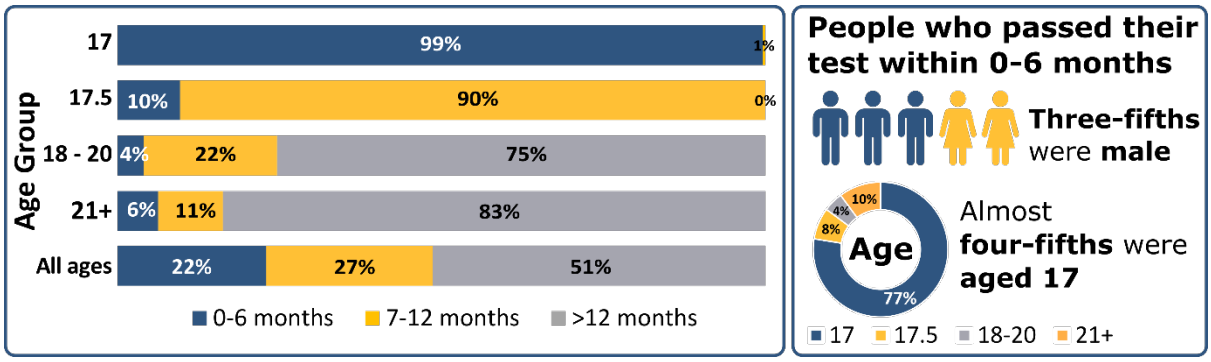
Category A pass rates are generally higher than Category B pass rates; this is unsurprising given fewer attempts are required to pass the Category A test. Additionally, the pass rates for Category A tests, especially for males, are more stable across the age categories than for Category B tests. Female pass rates show slightly more volatility by age; however, this is explained by the much smaller number of motorcyclist tests undertaken by females.

Length of time taken to pass test

Another way to assess the impact of the MMLP is to monitor the length of time that someone takes to pass their driving test. To do this, the length of time between provisional licence issue and test pass date is examined. It is important to note, however, that a person can hold their provisional licence for identification purposes and therefore may not be actively learning to drive. As such, Figure 11 below should be treated with some caution. The Department is developing a survey of newly qualified drivers that will seek to gather, among other things, information on number of lessons taken; when this data is available, it can be considered in conjunction with length of time to pass test.

In the five years 2015-2019, 22% of people passed their driving test within six months of receiving their provisional licence. The equivalent proportion in 2012-2016 was 23%. Overall, just over half (51%) of people held their provisional licence for longer than 12 months before passing their driving test. Figure 11 also shows a profile of the people who passed their test within 0-6 months of receiving their provisional licence. The majority of people were male (59%) and aged 17 (77%)[3].

Figure 11: Duration between issue of provisional driving licence[3] and date of Category B driving test pass, DVA category B practical driving test Northern Ireland (2015-2019)



Note:
1. The above data do not include test passes from GB candidates as no information is known regarding licence issue date.
2. The above data do not include candidates who have exchanged a driving licence from another jurisdiction prior to passing a test in NI as no information is known on the duration the original licence was held.

3. For 17 and 17.5 year olds, the data relates to the commencement of Category B entitlement, rather than date of provisional licence issue. You can apply for a provisional car licence two months before your 17th birthday, but must not drive until it comes in to effect when you turn 17.

Duration between issue of provisional licence and date of passing the test cannot be produced for motorcycles. This worked for car tests because in most cases a candidate will learn to drive a car as soon as their Provisional Licence allows. But for Motorcycles, there is no equivalent date available: a candidate will often learn to ride a Motorcycle after they've passed their Car test, therefore there is no date to indicate when they might have started learning to ride. Table 1 above supports this, showing the average age for Motorcycle test passes is more than 10 years older than for Car tests.

2.2 Driving test changes

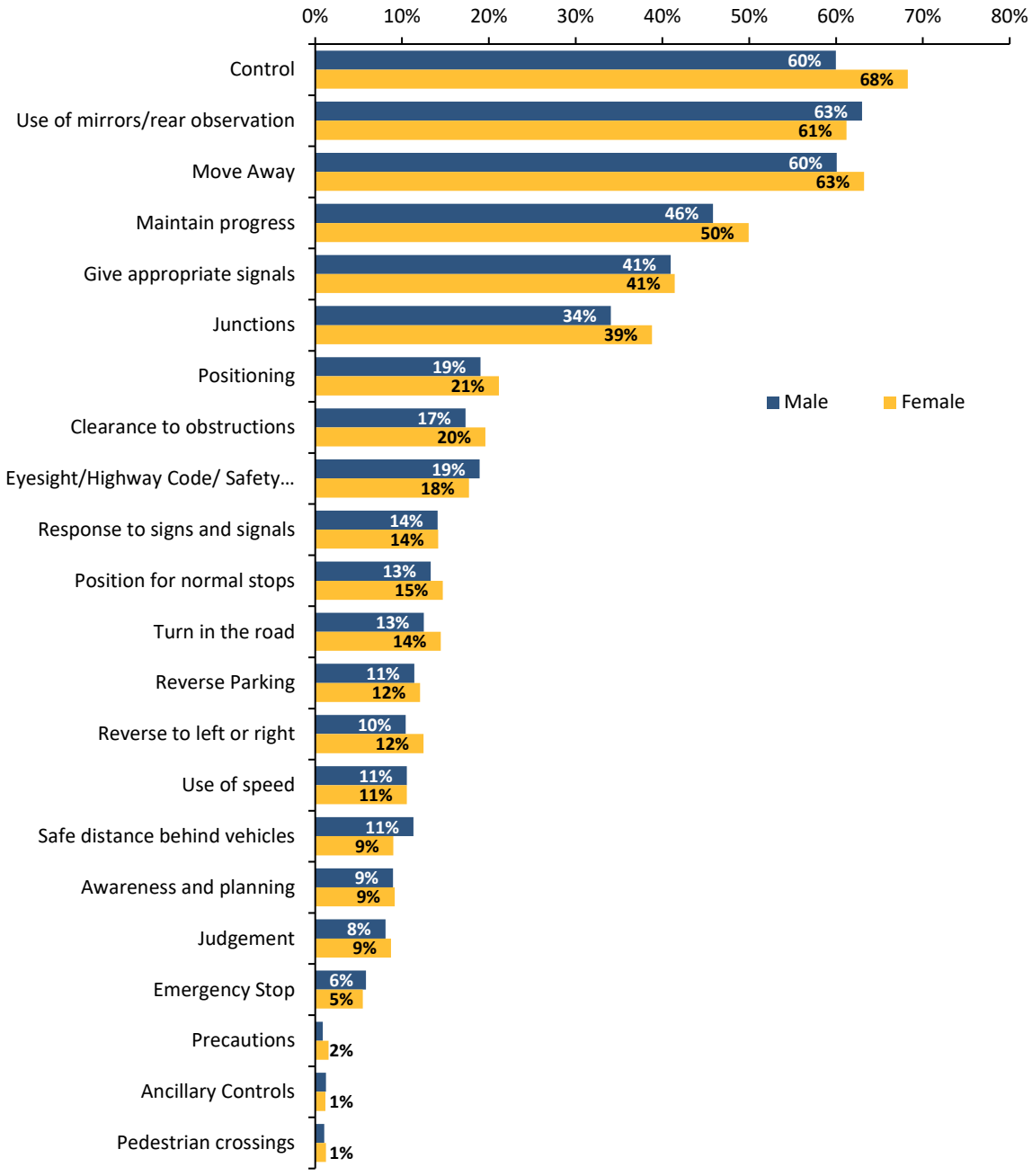
The driving test makes an important contribution to safety on our roads, not only by setting the standard which people must reach to get a full driving licence, but also by influencing the way in which drivers learn to drive before taking the theory/practical parts of the test. As part of GDL, the driving and riding competencies that are tested will be reviewed and changed; driving and riding test faults will be examined to monitor the impact of these changes. Figure 12a below shows the proportion of people that incurred each fault in their Category B test in 2019, split by gender. Figure 12b shows the equivalent data for Category A tests. Three years of data were available for this analysis, however there was little change between the years. Furthermore, a breakdown by age did not reveal much difference. Additional tables are available in the accompanying spreadsheet.

Driving Test Faults Category B (cars)

Use of mirrors and rear observation before signalling or changing direction/speed was the most frequently reported fault for males in 2019, with 63% of all males tested incurring at least one instance of this fault in their Category B Driving test. This same fault was the most frequently reported for males in 2016 (66%).

For females, the most frequently reported fault in 2019 was “Control” (i.e. accelerator/clutch/ gears etc.) – 68% of all females tested incurred at least one instance of this fault. Again, this same fault was the most frequently reported for females in 2016 (70%).

Figure 12a: Category B Driving test faults (Proportion), Northern Ireland (2019)

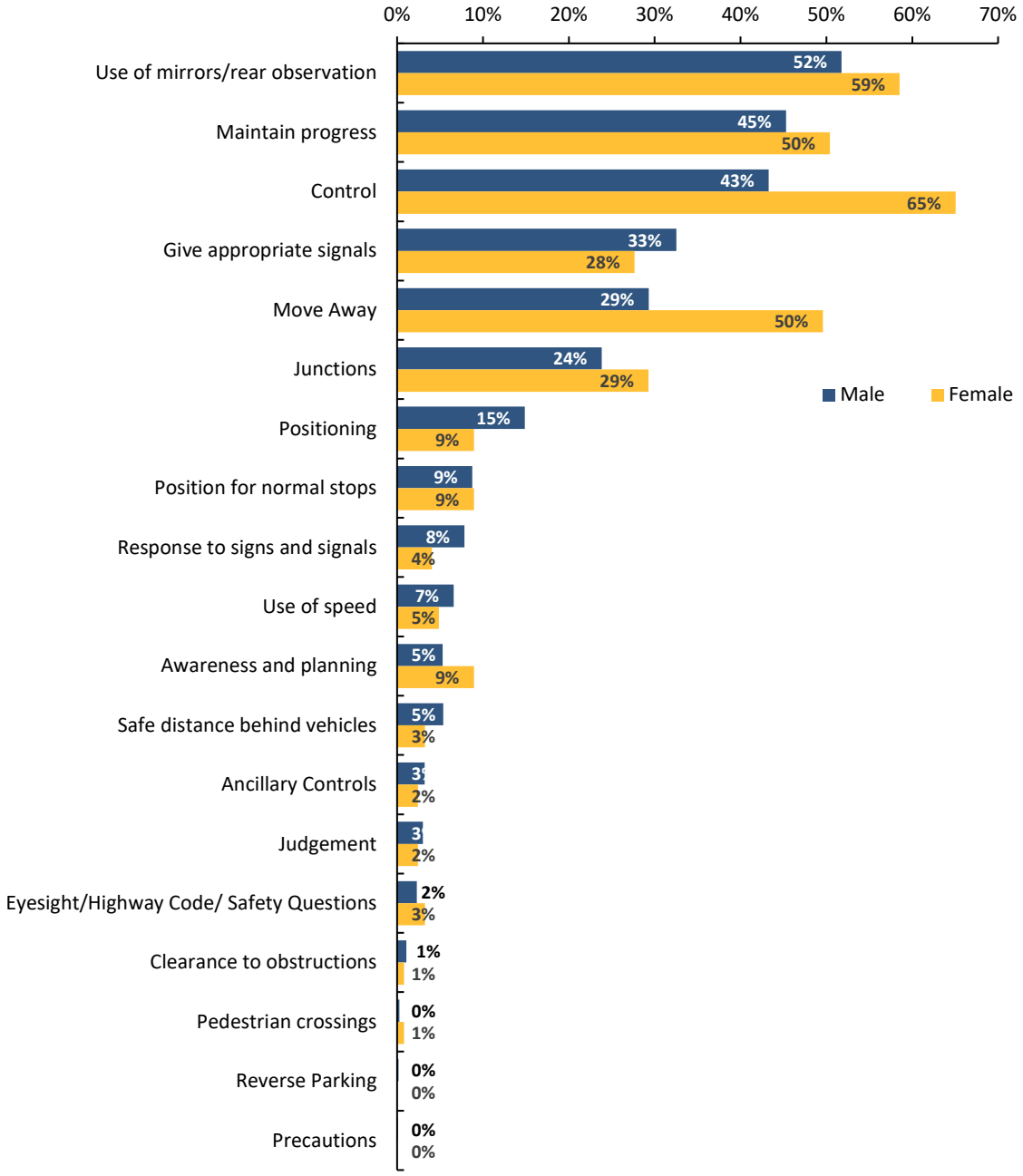


Driving Test Faults Category A (motorcycles)

Control" (i.e. accelerator/clutch/ gears etc.) was the most frequently reported fault for females in 2019, with 65% of all females tested incurring at least one instance of this fault in their Category A Motorcyclist test. This same fault was the most frequently reported for females in 2016 (70%).

Use of mirrors and rear observation before signalling or changing direction/speed was the most frequently reported fault for males in 2019, with 52% of all males tested incurring at least one instance of this fault in their Category A Motorcyclist test. This fault was the second most frequently reported for males in 2016 (52%), while Control was the most frequently reported for males in 2016 (56%).

Figure 12b: Category A Motorcyclist test faults (Proportion), Northern Ireland (2019)

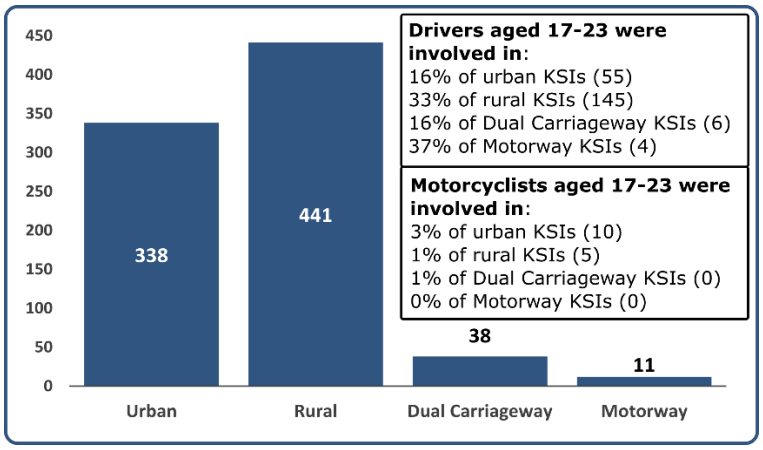


Amendments introduced by GDL enable learner drivers/riders to take lessons on motorways and provides for removal of the 45mph restriction on learner and novice drivers and riders. As such, it will be important to monitor KSIs by road type and by principal causation, particularly with respect to speeding, to determine if these changes have any impact.

Figure 13 below shows analysis by road type. **Motorways have the fewest recorded KSI casualties**: in the five years 2015-2019, an average of 11 (1%) KSI casualties per year occurred on a motorway compared with an average of 441 **(53%)** KSI casualties per year **on rural roads**, an average of 338 (41%) on urban roads and an average of 38 (5%) on dual carriageways. There were no noteworthy differences between 2015-2019 and 2012-2016.

A car driver aged 17-23 was involved in an average of 145 of the 441 rural KSIs (33%), and in an average of 37% of motorway KSIs. The small numbers of motorway KSIs mean the figures will fluctuate year-on-year and caution should be taken when considering any trends. A motorcyclist aged 17-23 was involved in an average of 10 of the 338 urban KSIs (3%). Again, there has been no noteworthy changes in comparison to 2012-2016.

Figure 13: Number of KSIs by road type, Northern Ireland (average for 2015-2019)



Figures 14 and 15 below show principal causation of KSI collisions with, respectively, drivers aged 17-23 and motorcyclists aged 17-23 responsible. There were a total of 519 KSI collisions in the five year period 2015-2019 caused by car drivers aged 17-23, 2 greater than in 2012-2016. There were 36 KSI collisions caused by motorcyclists aged 17-23 in 2015-2019, fourteen fewer than in 2012-2016. The most frequently reported collision causation for both groups was 'Excessive speed' (22% for drivers; 19% for motorcyclists).

Figure 14: Principal causation of KSI collisions involving car drivers aged 17-23 who were responsible for the collision Northern Ireland (2015-2019)

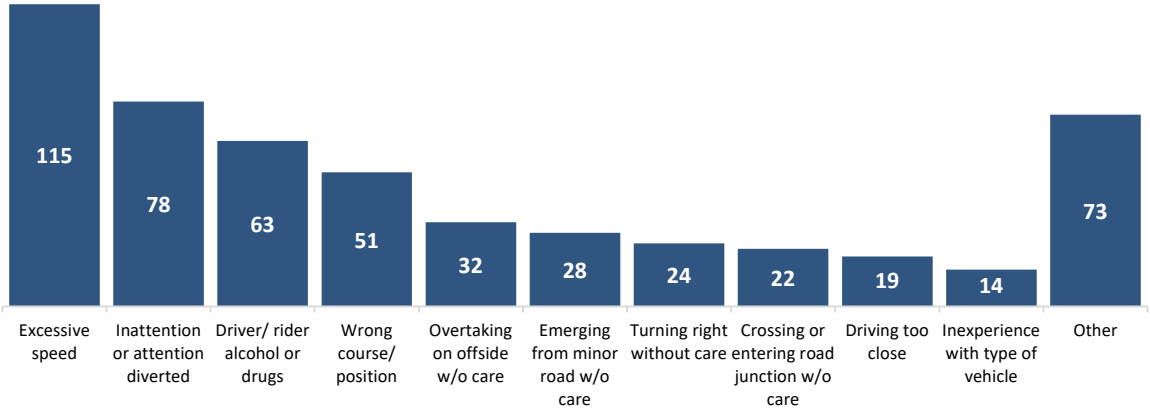
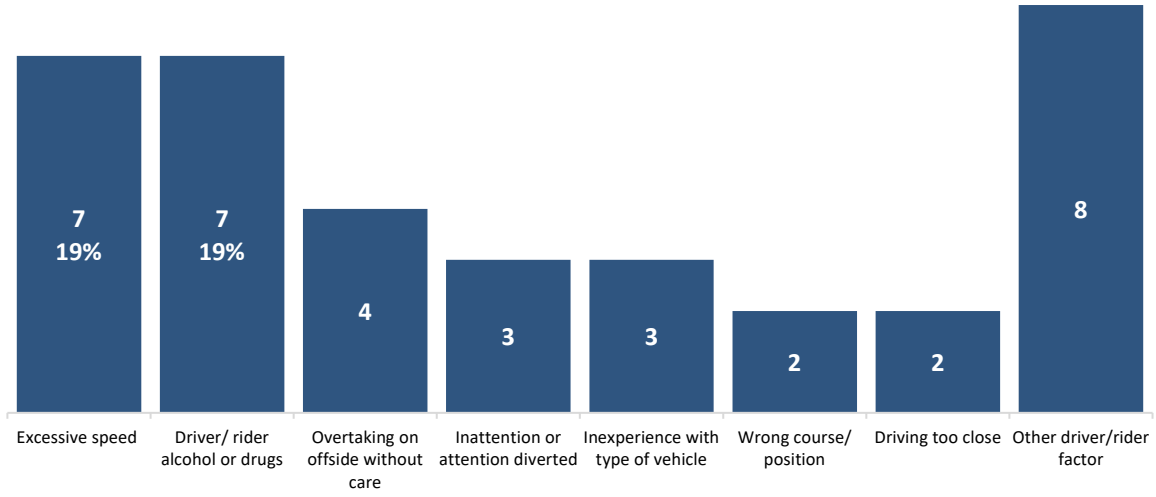


Figure 15: Principal causation of KSI collisions involving motorcyclists aged 17-23 who were responsible for the collision Northern Ireland (2015-2019)



Figures 16 and 17 examine the 'Excessive speed' collisions from Figures 14 and 15 in greater detail. In the five years 2015-2019, there were an annual average of 23 KSI collisions caused by excessive speed, where a car driver aged 17-23 was responsible. This is similar to the number (26) reported in 2012-2016. The figure for motorcyclists was much lower – there was an average of 1 KSI collision per year caused by excessive speed where a motorcyclist aged 17-23 was responsible.

Similar to other trends seen in this report, numbers for both series fell at the start of the reporting period, but appear to have levelled off somewhat in recent years. There were peaks in 2013 and 2016 for collisions caused by excessive speed of motorcyclists aged 17-23, but the small numbers involved mean that any movement will be exaggerated, and should therefore be treated with caution.

Figure 16: KSI collisions involving car drivers aged 17-23 who were responsible for the collision, where the principal causation factor was 'Excessive speed having regard to conditions'. Northern Ireland (2008-2019)

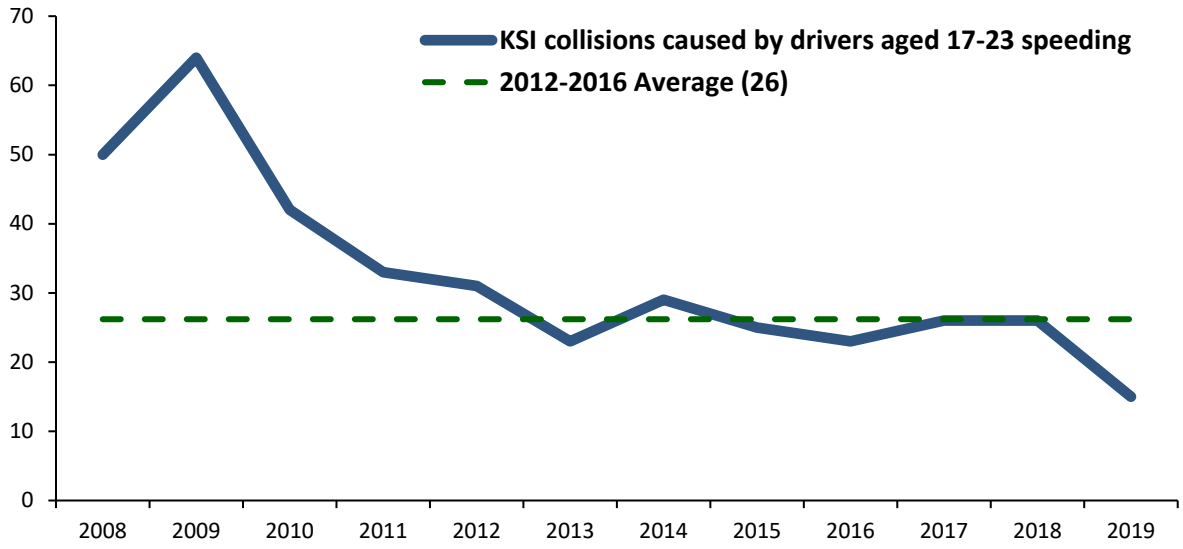
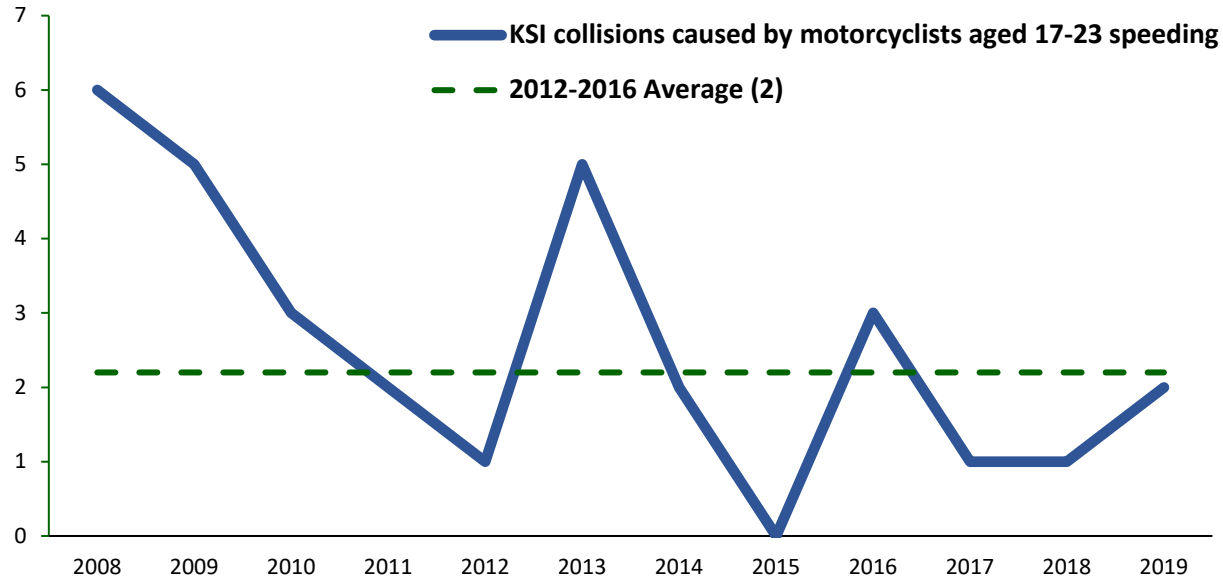
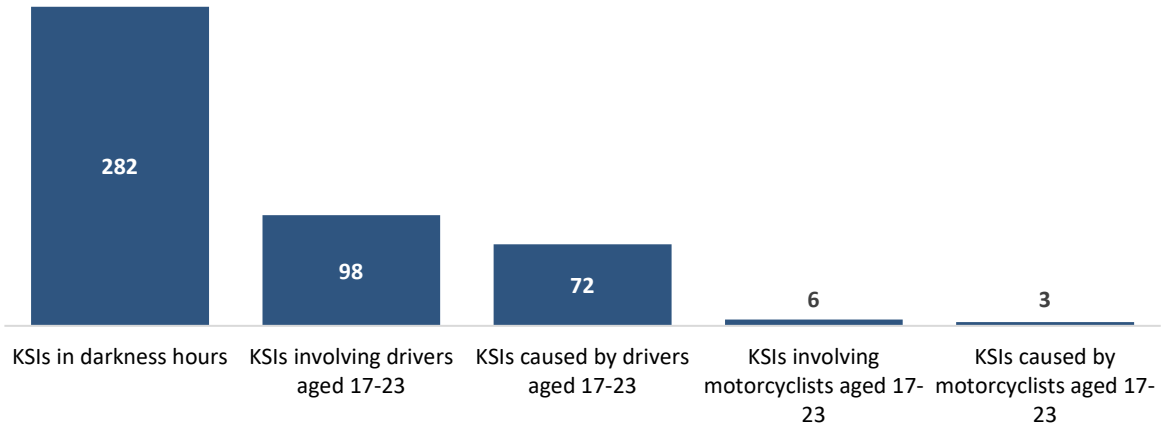


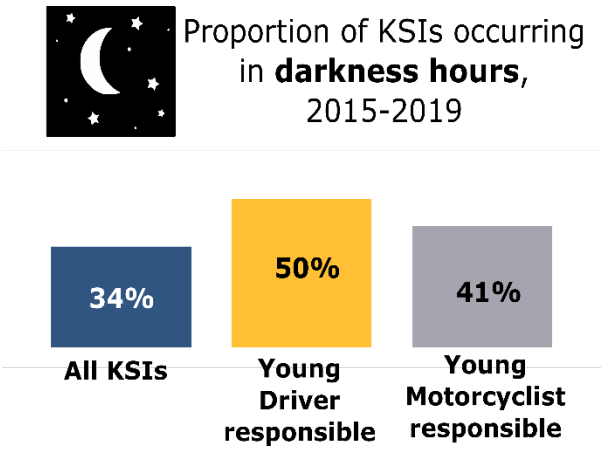
Figure 17: KSI collisions involving motorcyclists aged 17-23 who were responsible for the collision, where the principal causation factor was 'Excessive speed having regard to conditions'. Northern Ireland (2008-2019)



The Programme will also encourage learner drivers to practice in a range of lighting conditions, including darkness. In the five years 2015-2019, an average of 282 KSI casualties per year were injured in darkness hours. Drivers aged 17-23 were involved in 98 (35%) of these KSIs, and were responsible for 72 (26%). In comparison, motorcyclists aged 17-23 were involved in six of the KSIs that occurred in darkness, and were responsible for three. See Figure 18 below. There were no notable changes to these proportions in comparison with the 2012-2016 baseline.

Figure 18: Annual average number of KSI casualties injured in darkness hours, Northern Ireland (2015-2019)





Over one-third (34%; or 1,409) of the 4,137 KSI casualties injured in 2015-2019 occurred in darkness. A greater proportion of KSIs that were caused by motorcyclists aged 17-23 occurred in the dark – 41% (16 out of 39). In comparison, however, a much greater proportion of KSIs that were caused by car drivers aged 17-23 occurred in the dark – just under half (49.7%, or 360 out of 725). The equivalent proportions in 2012-2016 were 35%, 30% and 48%, respectively.

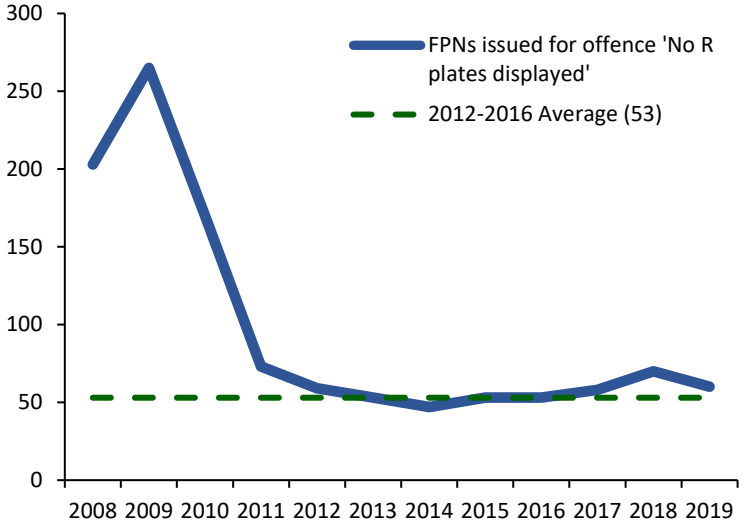
Future updates of this series, once GDL has been implemented, will seek to determine whether encouraging learner drivers to practise in a variety of lighting conditions has had any impact on KSI numbers.

As well as the data presented above, it is intended to look at a range of other data to determine the impact of the Programme. The split of training by Approved Driving Instructor and Supervising Driver and the uptake of motorway lessons will be included in the future updates of this report, when the additional data are available.

2.3 Display of plates (post-test restrictions)

Currently in Northern Ireland all newly-qualified drivers are required to display an R plate for 12 months after passing their practical driving test. The Act will require new drivers to display an R plate for a period of two years after passing their test, rather than one. A specific plate and restrictions will be in place for the first six months post-test, with a further 18 months with a different plate and restrictions. PSNI data on the number of fixed penalty notices issued for 'No R plates displayed' will be used to monitor breaches of this law.

Figure 19: Number of fixed penalty notices issued for the offence 'No R plates displayed': Northern Ireland (2008-2019)



2019 comparison with 2012-16

In 2019, **there were 60** fixed penalty notices **(FPNs)** issued for the offence, **'No R plates displayed'**. This is a 13% increase on the 2012-2016 baseline of 53.

After falling steeply from the peak in 2009, numbers in the last nine years have been fairly stable.

Source: Police Service of Northern Ireland (PSNI) Motoring Offences Statistics
Note: The figures do not include those who were dealt with by means of discretionary disposal or referral for prosecution

Figure 20: Gender split of fixed penalty notices issued for the offence 'No R plates displayed': Northern Ireland (2015-2019)

In 2015-19 **nine out of ten** of the FPNs for the offence 'No R plates displayed' were issued to **males** (90%). This is up from 86% in 2012-2016.

The Act will also introduce other post-test restrictions, such as the passenger restriction, whereby, for the first six months, new drivers aged 17-23 of category B vehicles will be restricted from carrying more than one passenger aged 14-20 between the hours of 11pm and 6 am. Questions seeking views on how these new restrictions will be followed and enforced were included on the Continuous Household Survey, 2019/20 as part of the Publicity and Communications Strategy question set; results are available on pages 30-31.

Section 3: Publicity and Communications Strategy

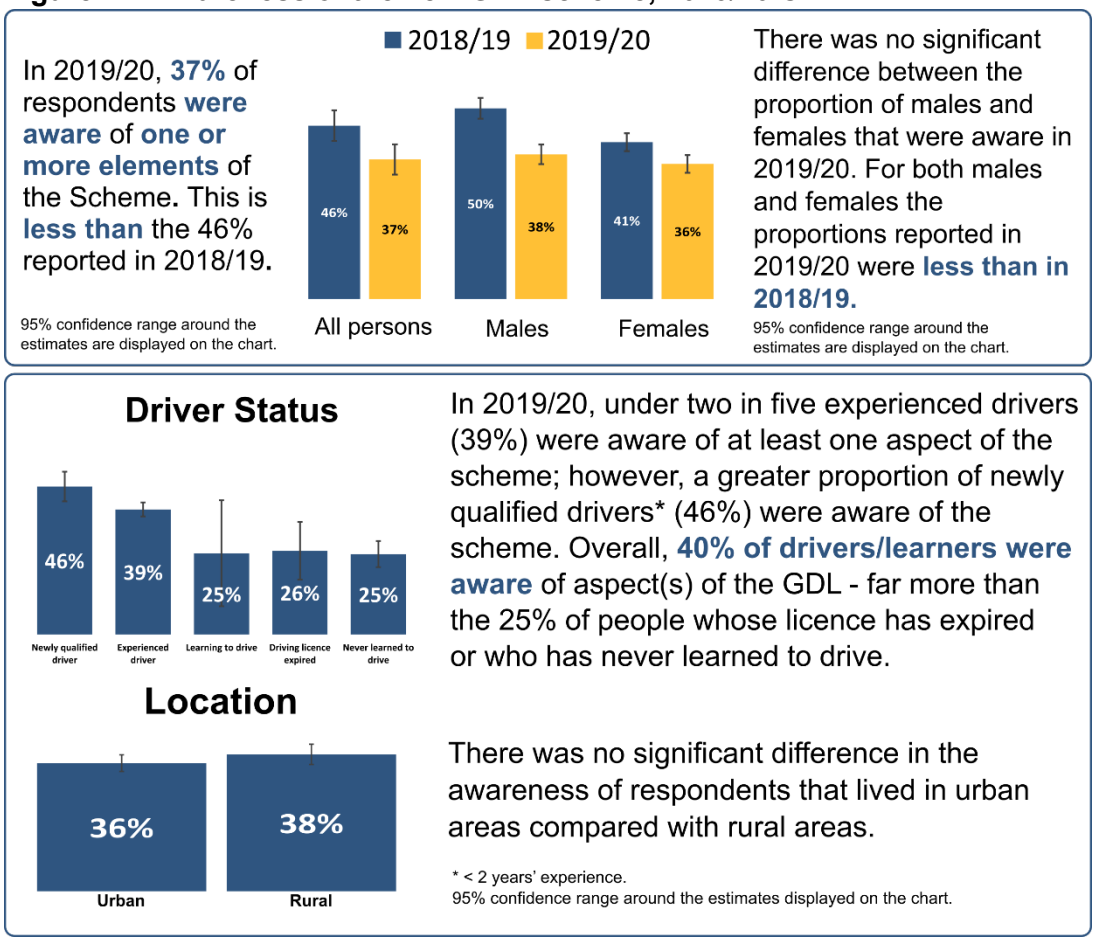
Section 3: Publicity and communication strategy

A GDL module, designed to determine public awareness of the scheme, was included in the 2019/20 Continuous Household Survey (CHS). A random sample of 9,000 eligible addresses were selected from the Pointer database of private addresses. The survey is split into two versions, with each distributed to around 4,500 addresses. This dataset contains the records for 2,962 adults aged 16 and over. A GDL module was also included in the 2018/19 CHS, and where appropriate, comparisons are made between the two years. Proportions derived from a sample will suffer from uncertainty associated with sampling error. In effect, the estimates will have a lower and upper bound within which the "true" population value may lie. These boundaries have been calculated and are displayed as a confidence range around the central estimate - represented by a black, bounded line on each bar in the charts below.

3.1 Awareness of the GDL

The first question in the CHS asked respondents to indicate whether or not they were aware of the various components of the new Graduated Driver Licensing Scheme. **Just over one third (37%) of respondents indicated that they were aware of one or more of the different elements of the GDL**. This is less than the 46% reported in 2018/19.

Figure 21: Awareness of the new GDL scheme, 2019/20 CHS

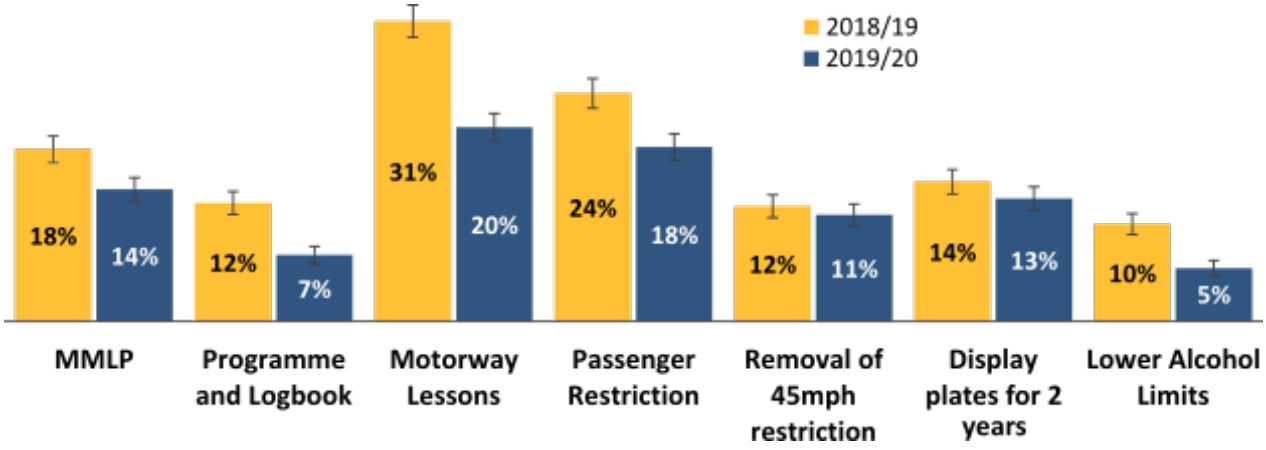


Note: The proportions displayed are based on weighted data. The weighting process adjusts the results to those that would have been achieved if the sample had been drawn as a random sample of adults rather than of addresses.

The chart below shows the proportions of respondents that were aware of each individual component of GDL. **Respondents were most likely to know that motorway lessons and a**

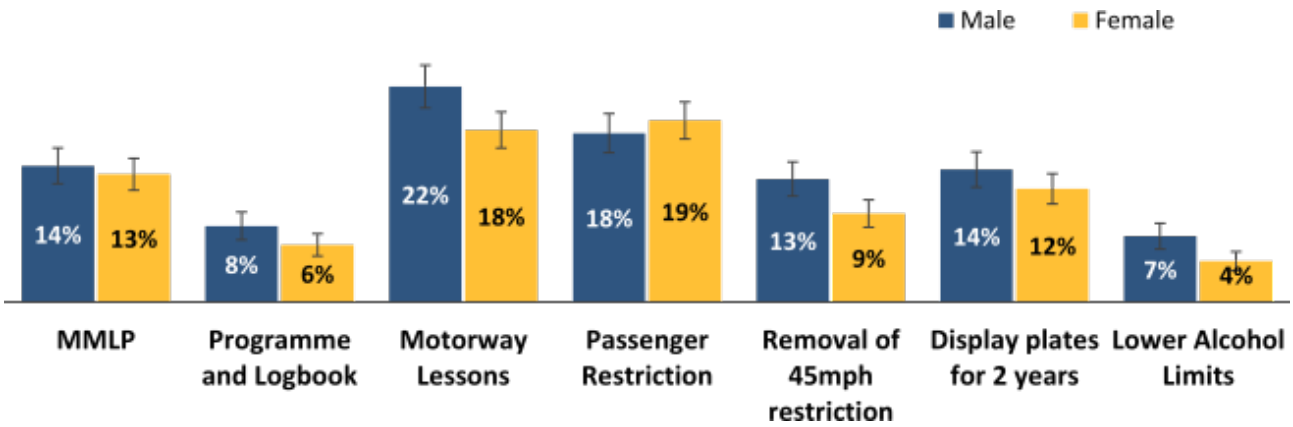
passenger restriction are to be introduced as part of GDL, with 20% and 18%, respectively, of respondents in 2019/20 indicating these two elements. The remaining five elements all saw lower levels of awareness, with between 5% and 14% of respondents selecting them. In five of the GDL components, the proportions of respondents that indicated awareness were lower in 2019/20 than in 2018/19: the Minimum Mandatory Learning Period, Programme & Logbook, Motorway Lessons, Passenger Restriction, and Lower Alcohol Limits.

Figure 22: Awareness of the elements in the new GDL scheme 2018/19 - 2019/20 CHS*



Analysis of the 2019/20 data by gender shows that females did not show any significant greater awareness of any of the elements of GDL – shown in Figure 23 below 'Motorway Lessons' and "Removal of 45mph restriction" reported the greatest difference between male and female awareness.

Figure 23: Specific awareness in the new GDL scheme, by Gender 2019/20 CHS *



*Note: The proportions displayed in charts are based on weighted data. The weighting process adjusts the results to those that would have been achieved if the sample had been drawn as a random sample of adults rather than of addresses.

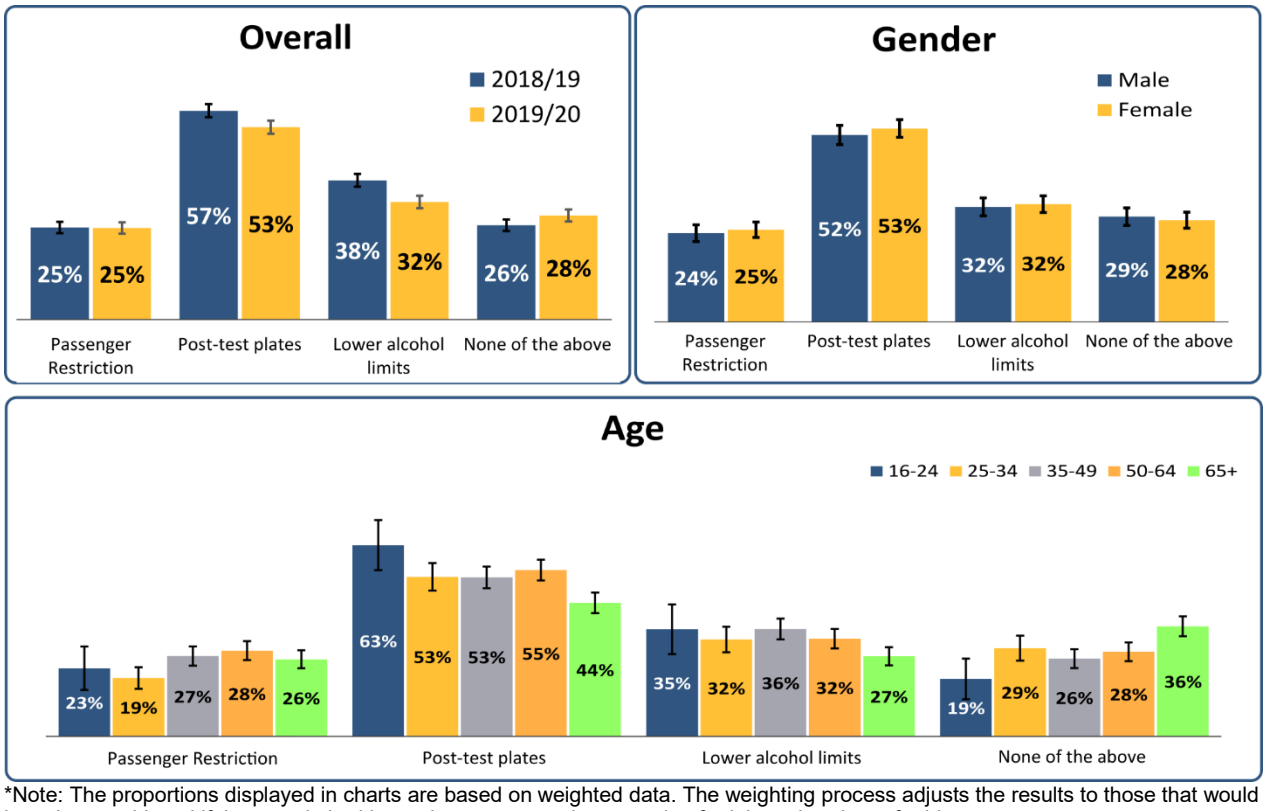
3.2 Will newly qualified drivers follow the new rules? (Post-test restrictions)

The survey next asked respondents whether or not they think newly qualified drivers will follow the new rules relating to post-test restrictions.
Overall, **one-in-ten (10%) respondents** think that newly qualified drivers will follow **all of the new rules**. This varied slightly by age. Only 6% of younger people aged 16-23 think that newly qualified drivers will follow all of the new rules, which was lower than people aged 50-64 (14%).

Just over half (53%) of respondents think that new drivers will display post-test plates for two years, just under one-third (32%) of respondents think that they will adhere to the lower alcohol limits, one quarter (25%) think that new drivers will follow the passenger restriction. The proportions for post-plates and lower alcohol limits were lower than reported in 2018/19. Over **one-quarter** (28%) **of respondents in 2019/20 think that new drivers will not follow any of the new rules** – this is greater than the 26% reported in 2018/19.

There were no differences in responses by gender. Interestingly, there were some differences in responses by age. **Young people aged 16-23 were more likely to think that people will follow the post-test plate requirement** (63% compared with 53% overall), while people aged 65+ were less likely to think that new drivers would display post-test plates and adhere to the lower alcohol limits (44% compared with 53% overall for post-test plates; 27% compared with 32% overall for lower alcohol limits). **Older people aged 65+ were most likely to think that newly qualified drivers would not follow any of the rules** – 36% compared with 28% overall. These findings are all presented in Figure 24 below.

Figure 24: Proportion of respondents that think newly qualified drivers will follow the new rules 2019/20 CHS*



*Note: The proportions displayed in charts are based on weighted data. The weighting process adjusts the results to those that would have been achieved if the sample had been drawn as a random sample of adults rather than of addresses.

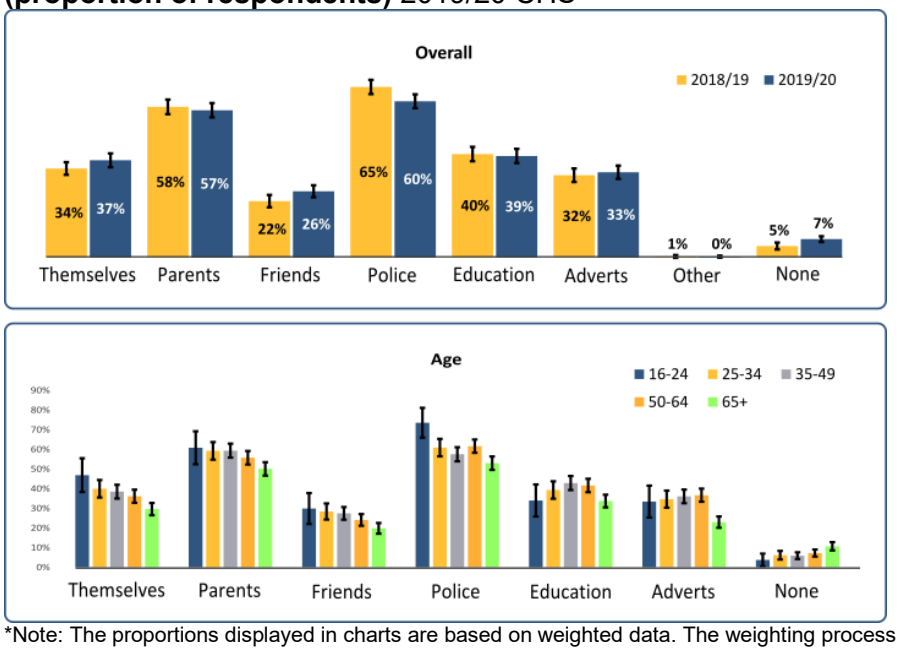
3.3 Who or what will influence newly qualified drivers to follow the new rules?

The survey next asked respondents to identify who or what they thought would influence newly qualified drivers to follow the new rules relating to post-test restrictions.

Overall, in 2019/20 **respondents were most likely to think that newly qualified drivers will be influenced to follow the new rules by a fear of being caught by the police**, with three-fifths (60%) of respondents selecting this option. Just under three-fifths (57%) of people thought that parents would influence new drivers. Respondents were least likely to think that friends (26%) would influence newly qualified drivers to follow the rules. Responses in 2019/20 showed some changes from 2018/19; a greater proportion of people in 2019/20 think that the new driver themselves will influence to follow the rules (37% compared to 34%), as well as a greater proportion that think friends will influence new drivers to follow the rules (26% compared to 22%). A lower proportion in 2019/20 think that fear of getting caught by the police will influence new drivers (60% compared with 65%). Less than 1% of respondents suggested other potential influencing factors, with the most common themes relating to insurance schemes and legal issues (insurance black box, tougher penalties etc.). Seven per cent of respondents think that there is nothing that will influence newly qualified drivers to follow the new rules.

Responses were further analysed to determine whether there were any differences by gender or age. Females were more likely than males to think that newly qualified drivers would be influenced by the police (62% for females, compared to 58% for males). Females were also more likely than males to think that adverts would have an effect on newly qualified drivers than males (35% for females compared to 30% for males). **Younger people aged 16-23 were more likely than respondents overall to think that newly qualified drivers would be influenced by the police**. Those aged 65+ were less likely to think that newly qualified drivers would be influenced by themselves, parents, friends, police, education or adverts. Additionally, people aged 65+ were most likely to think that nothing will influence new drivers to follow the rules. See Figure 25 below.

Figure 25: Who/What will influence newly qualified drivers to follow the new rules? (proportion of respondents) 2019/20 CHS*



*Note: The proportions displayed in charts are based on weighted data. The weighting process adjusts the results to those that would have been achieved if the sample had been drawn as a random sample of adults rather than of addresses

Future work

The data presented in this report provides the currently available data for 2019 compared with the 2012-2016 baseline average. Future trends in relation to this data will give some indication of the effectiveness of the GDL scheme when it comes into operation. As stated throughout the report, as well as annual updates of the data already available, future reports will also seek to provide additional data. Potential additional data has been discussed and this is listed below; further development work on this is required and these data will be incorporated into future editions of GDL reports as and when available.

Measure	Source	Required	Purpose	Data collection method	Notes
Delivery of training split by ADI and SD	DfI	Pre- and Post-GDL	Monitoring the Programme of Training	Ad-hoc survey	Question for learner/newly qualified drivers agreed. No resolution to how to issue survey yet.
Does the programme of training impact on the costs of learning to drive	DfI	Pre- and Post-GDL	Monitoring the Programme of Training	Ad-hoc survey	Question for newly qualified drivers agreed. No resolution to how to issue survey yet.
Number of drivers who had their licence revoked under New Driver Order (NDO)	DVA	Pre- and Post-GDL	Monitoring the introduction of NDO courses	Admin data	Awaiting data from DVA.
Number of drivers who receive points during the NDO period	DVA	Pre- and Post-GDL	Monitoring the introduction of NDO courses	Admin data	Awaiting data from DVA.
Who will enforce driving restrictions	DfI	Pre- and Post-GDL	Monitoring restrictions	Various surveys dependant on respondent population	Question for general population included in CHS – results included in this report. Question for learner/ newly qualified drivers agreed, but no resolution yet on how to issue survey.
Uptake of motorway lessons	DfI	Post-GDL	Monitoring the Programme of Training	Ad-hoc survey	Question for learner/ newly qualified drivers agreed, but no resolution yet on how to issue survey.
Comms Strategy evaluation	DfI	Pre- and post-GDL	Monitoring Comms Strategy	Various surveys dependant on	Question for general population included in CHS – results included in this report. Question for learner/

Measure	Source	Required	Purpose	Data collection method	Notes
				respondent population	newly qualified drivers agreed, but no resolution yet on how to issue survey.
PSNI data on breaches of passenger restriction	PSNI	Post-GDL	Monitoring restrictions	PSNI Admin data	Data required from PSNI.
Ease of which PSNI can enforce passenger restriction	PSNI traffic police	Post-GDL	Monitoring restrictions	PSNI	Survey mechanism will be required within PSNI, more development needed.
Number of drivers who are sent on the NDO course instead of licence revocation	DOJ	Post-GDL	Monitoring the introduction of NDO courses	DOJ Dataset	Should be captured in DoJ datasets established to monitor course activity.
Number of licences that are revoked after a course has been taken	DOJ	Post-GDL	Monitoring the introduction of NDO courses	DOJ Dataset	Should be captured in DoJ datasets established to monitor course activity.
Impact of NDO course (number reoffending after taking course)	DOJ	Post-GDL	Monitoring the introduction of NDO courses	DOJ Dataset	Should be captured in DoJ datasets established to monitor course activity. Could potentially be carried out alongside drink-drive (CDDO) recidivist analysis.
Impact of CDDO (Courses for Drink-drive Offenders) - recidivist analysis	DOJ	Pre- and Post-GDL	Monitoring the impact of CDDO	DOJ Dataset	Will be an annual exercise. Several reports already available.

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