

*UNLICENSED DRIVERS AND UNREGISTERED VEHICLES IN
TASMANIA:*

**UNLICENSED DRIVERS AND UNREGISTERED VEHICLES IN TASMANIA:
A ROAD SAFETY PERSPECTIVE**

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UNLICENSED DRIVERS AND UNREGISTERED VEHICLES IN TASMANIA: A ROAD SAFETY PERSPECTIVE

BACKGROUND

Unlicensed driving is not unique to Tasmania, the issue of driving whilst never having held a licence and driving whilst suspended or disqualified is a national issue and is currently being addressed by the National Licensing Working Group and Registration and Licensing Taskforce.

The National Licensing Working Group has recently commissioned the Centre for Automotive Safety Research (CASR) from the University of Adelaide to investigate measures to reduce the incidence of unlicensed driving.

This Report provides an analysis of Tasmanian licensing, registration and crash statistics as well as current information on the reasons for these behaviours and mitigation measures.

UNLICENSED DRIVING

WHAT IS UNLICENSED DRIVING?

The Tasmanian *Vehicle and Traffic Act 1999* requires the driver or rider of a motor vehicle on a public street to hold a valid driver's licence for the type of vehicle they are operating. There are 365,019 licensed drivers in Tasmania, the majority being full licence holders which total 328,458. See figure 1 below.

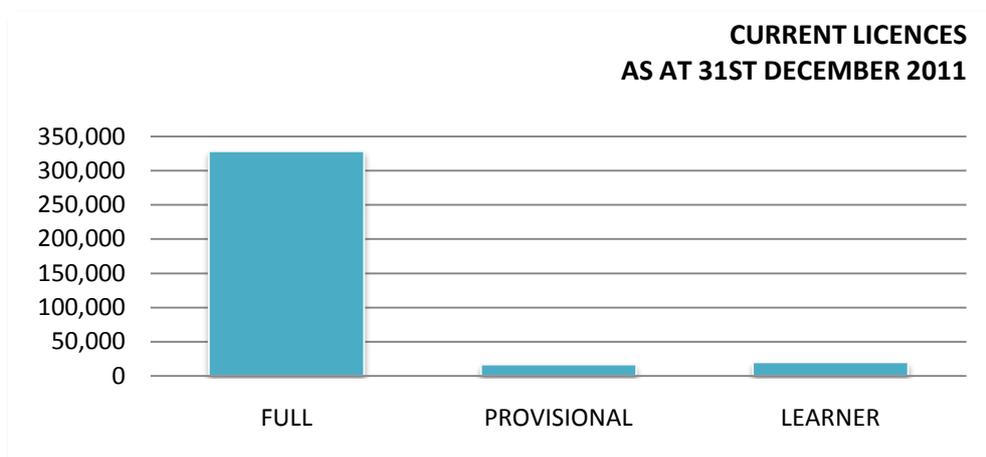


Figure 1 – The number of licensed drivers – Tasmania, 2011.

The *Vehicle and Traffic Act 1999* acknowledges not all drivers will abide by this condition and provides provisions for offences relating to driving under the following conditions:

- never having obtained a licence
- licensed in another country only but not exempted from the requirement to hold a licence in the Australian jurisdiction in which they are driving
- driving with a suspended or cancelled licence

- driving while disqualified
- driving with an expired licence
- driving with an administrative suspension (eg. medical grounds)
- driving with a suspended licence due to the *Monetary Penalties Act 2005*.

Contemporary literature reviews and research studies have found combining the different forms of unlicensed driving beneficial when attempting to analyse the associated issues.

Further, crash reports received by road authorities are often unable to distinguish between licence categories and status, i.e. data is limited to no licence, full licence and provisional or learner driver.

REASONS WHY PEOPLE LOSE THEIR LICENCE

When examining the issue of unlicensed driving, it is important to consider the “primary cause” or main reasons for the unlicensed status. These are:

- Mandatory disqualification for drink driving
- Mandatory disqualification for excessive speed
- Mandatory disqualification for driving without ever holding a licence
- Suspension through accrual of demerit points
- Administrative suspension due to medical condition or non-renewal of licence
- Suspension due to unpaid fines by order of the *Monetary Penalties Act 2005*.

Mandatory disqualification for drink driving

The most common sanction for drink driving has been fines and licence disqualification. The period of disqualification is determined by the magistrate taking into account all relevant factors.

Mandatory disqualification for excessive speed

Mandatory disqualification for excessive speed was introduced in 2001 in an effort to provide an appropriate sanction for the approximately 500 drivers apprehended each year travelling at excessive speeds (exceeding the speed limit by 38 km/h results in a 3 month disqualification period and exceeding the speed limit by 45 km/h results in a 4 month disqualification period).

Mandatory disqualification for driving without ever holding a licence

Those caught driving that have never held a licence are often sentenced to a period of disqualification before they can enter the licensing system.

Suspension through accrual of demerit points

The accrual of demerit points for minor offences, over a short period of time results in licence suspension. After three years from the date of the offence, the demerit points are no longer taken into consideration. Demerit points for speeding offences were increased in 2009.

Administrative suspension due to medical condition or non-renewal of licence

Licences can be suspended by the Registrar due to medical conditions that could make driving unsafe. The Registrar also has the power to refuse renewal of a licence in certain circumstances.

Administrative suspensions have the highest level of compliance in relation to exemption from driving.

Suspension due to unpaid fines by order of the *Monetary Penalties Act 2005*

Enforcement orders can be issued for any infringement notice or court fine that is not paid by the due date. Non-payment of an enforcement order results in an enforcement sanction whereby a driver's licence or registration can be suspended.

PREVALENCE OF UNLICENSED DRIVERS

Quantitative data obtained from the Tasmanian Motor Registry System (MRS) shows an increase in the total number of unlicensed drivers being detected.

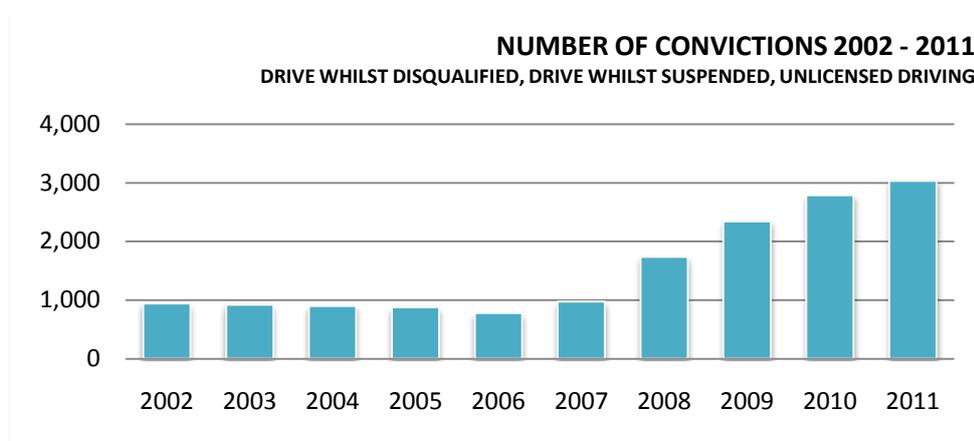


Figure 2 – The number of unlicensed driving convictions per year from 2002 to 2011 (Motor Registry System, DIER).

The increase is most likely attributed to the introduction of sanctions involving greater demerit points or automatic disqualification of licence for high risk or dangerous driving offences as well as enhanced detection.

The data has been further separated into the categories of driving while disqualified and driving while suspended. The number of drivers detected driving whilst disqualified has increased (Figure 3) as has the number detected driving while suspended (Figure 4).

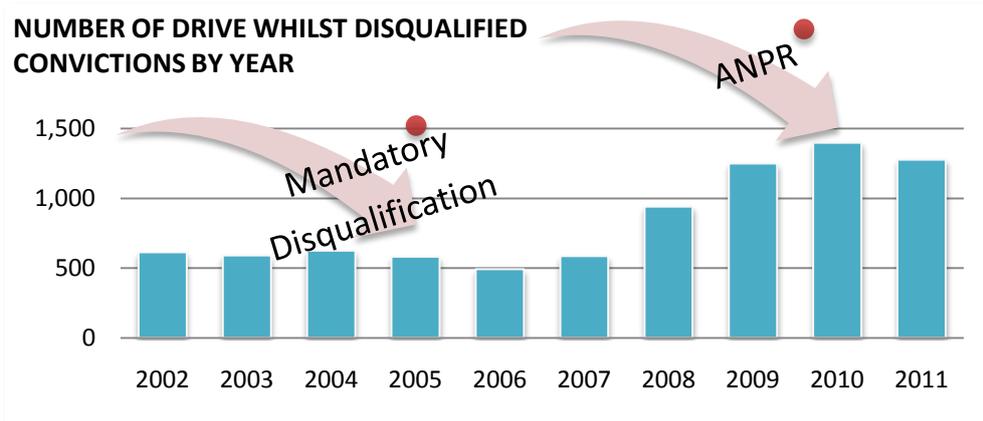


Figure 3: Driving while disqualified – Tasmania.

The introduction of the *Monetary Penalties Act 2005* has resulted in an increase in licence suspensions. There has been an increase in the number detected driving while suspended since Monetary Penalty Enforcement System came into effect.

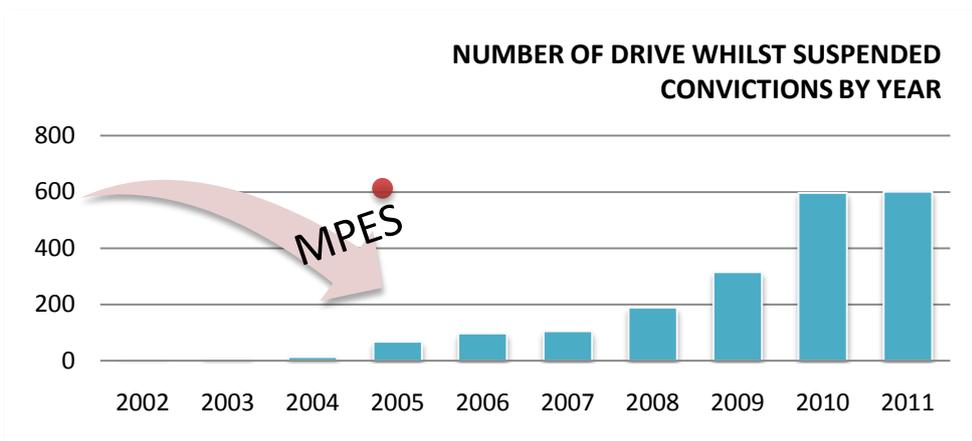


Figure 4: Driving whilst suspended – Tasmania.

The reason for licence suspension in Tasmania in 2011 is shown in Figure 5. This indicates that the majority of licence suspensions (66 per cent) were monetary penalty enforcement suspensions, 23 per cent were administrative sanctions imposed by the Registrar and 11 per cent were due to demerit point accumulation.

PERCENTAGE OF ALL LICENCE HOLDER SUSPENSIONS BY REASON

2011

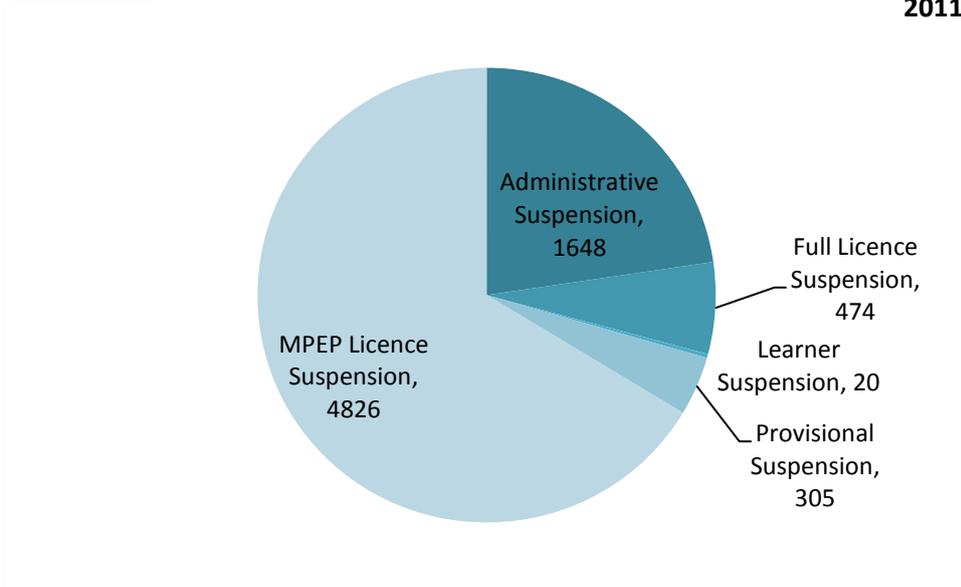


Figure 5: The Percentage of licence suspensions by reason , Tasmania, 2011

Despite increases in the number of drivers detected driving unlicensed the proportion of unlicensed drivers remains comparatively low in relation to the overall number of licensed drivers (See Figure 6).

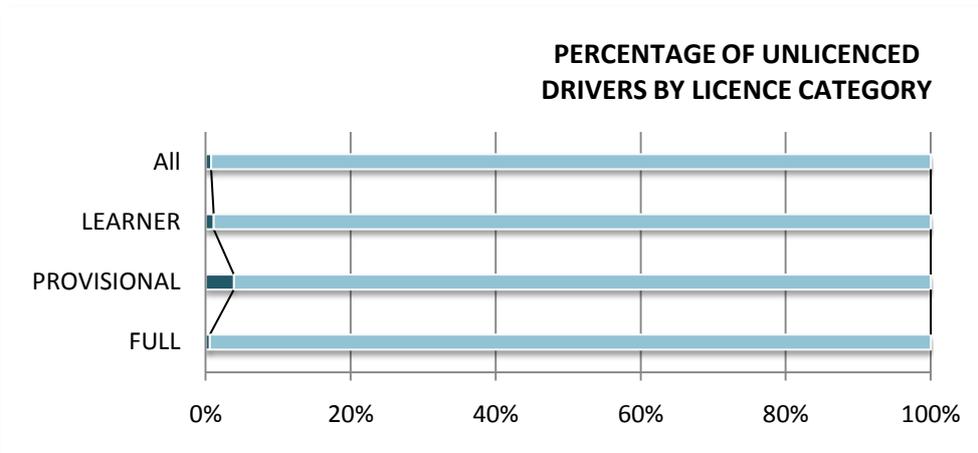


Figure 6: Percentage of unlicensed drivers by licence category

Analysis of licence statistics revealed it is a small number of unlicensed drivers who continue to repeat the primary cause of loss of licence or engage in other high risk behaviours whilst driving unlicensed that are of most concern.

WHY PEOPLE DRIVE UNLICENSED?

While Tasmanian data is not available, the Centre for Automotive Safety Research (CASR) from the University of Adelaide is currently investigating this issue. CASR's preliminary report revealed, from a

series of focus groups with disqualified drivers, 60 per cent admitted to driving despite their disqualification.

Reasons given as justification for continuing to drive whilst disqualified included: not considering the primary offence as dangerous; viewing the disqualification as unfair; and rationalising fears of further penalties by the belief that the maximum penalties are rarely applied in the legal system.

The CASR survey reported:

...associated with disqualified driving was a low perceived risk of detection and instances of personal and vicarious experiences with punishment avoidance (i.e. driving while disqualified and not being detected).

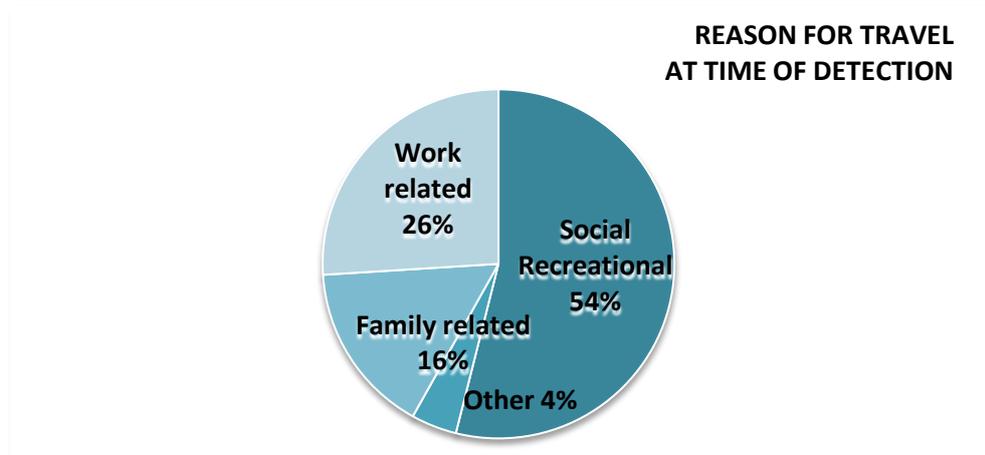


Figure 7: Reasons cited by offenders for driving unlicensed driving during a confidential study - Queensland.

A series of interviews with unlicensed drivers in Brisbane revealed that most illegal driving involved trips to see friends or take part in social activities, as opposed to work or family commitments (Figure 7).

A number of unlicensed drivers do not reenter the licensing system when prohibition ceases, reasons include a medical condition preventing return, serving a period of imprisonment or institutionalization, moving interstate or overseas or voluntarily choosing to no longer drive. Appendix C and D present data for unlicensed drivers returning to the system.

STRATEGIES TO DETECT AND DETER UNLICENSED DRIVING

Increases in the apprehension of unlicensed drivers can be attributed to improved detection methods, initiatives such as compulsory carriage of licence, automatic number plate recognition, prevalence of speed detection devices and the extent of random breath testing and targeted general enforcement of high risk offenders.

A national assessment of how unlicensed drivers are detected is represented in Figure 8. It shows that, while a variety of detection measures are used, most are detected through committing further

traffic offences and roadside enforcement, while only 3.9% came to be detected through involvement in a crash.

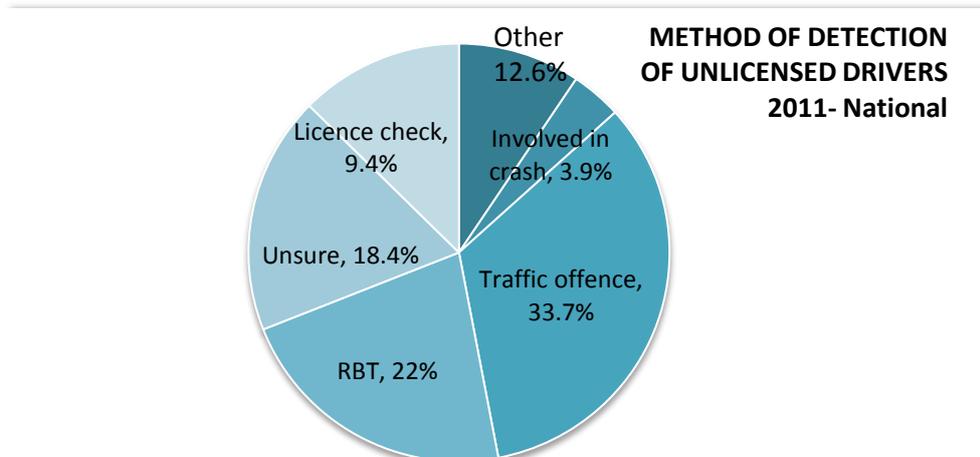


Figure 8: Unlicensed drivers are detected through a variety of enforcement activities, however the most common cause for detection was through further traffic offences.

It is clear that one single approach to unlicensed driving will not be effective as there are a range of reasons for driving unlicensed as well as a number of ways this behavior is detected. A broader approach using a range of measures will have greater effect. A number of measures for deterring unlicensed driving are discussed below.

Automatic Number Plate Recognition

The use of Automatic Number Plate Recognition (ANPR) software systems has been instrumental in both detecting and deterring a range of illegal road user behaviors including unlicensed driving, the driving of unregistered vehicles, and the non-compliance of heavy vehicle drivers with driving hour regulations and novice drivers with provisional licence requirements.

The ANPR software system is linked to a camera that takes an image of a licence plate converts it to digital data and compares the data with registration details from the licensing database to identify unregistered vehicles and vehicles registered to unlicensed drivers and motorcyclists.

Vehicles belonging to unlicensed drivers can be pulled over by police to ascertain whether an unlicensed driver is in control of the vehicle at that time.

In Tasmania, ANPR has been used since 2009 to target unlicensed driving and unregistered vehicles.

Mandatory carriage of a driver licence

Tasmania introduced compulsory carriage of licence in December 2002, its primary purpose was to act as a deterrent to unlicensed drivers continuing to drive during their prohibition.

The advantage of strict mandatory carriage of licence laws is that once a driver has been pulled over by police, they must produce a photographic licence that can then be verified by the police officer to ensure that the driver is licensed to be driving the vehicle. Failure to produce a driver's licence on request can result in a \$70 penalty.

Encouragement to enter the Licensing system

The most common reason given by persons apprehended for driving whilst never having held a licence is the difficulty or perceived difficulty of entering the official system. This is particularly common for those living in remote communities, with low levels of literacy, with difficulty in understanding the English language and with difficulty in establishing identity through official documentation.

For these groups when entrance into the licensing system is successful, access to roadworthy, registered vehicles, and to appropriate supervising drivers willing and able to fulfill the minimum hours of supervised driving requirements can be difficult to access. Consequently such people may choose to drive unlicensed or unsupervised.

In order to address these issues in Tasmania, DIER has enabled community based assistance programs targeting the socially disadvantaged. Assistance with the driver knowledge testing system or 'learner test' is provided through local LINCS, job networks, neighborhood houses, correctional institutions and organisations targeting cultural and spatial disadvantage.

In addition, DIER has assisted in providing funding and support for Learner Driver Mentor Programs (LDMP). A LDMP arranges a suitable vehicle and supervisor driver for a disadvantaged community member, giving them the opportunity to achieve the minimum 50 hours of supervised driving before becoming eligible to sit for a provisional licence.

Fines

The most common form of sanction routinely administered to offenders is a monetary fine. Appendix A displays the monetary sanctions for driving without a licence, driving whilst suspended and driving whilst disqualified in each jurisdiction.

The ability to pay a fine is often discussed when monetary fines are considered. To address this concern, the Monetary Penalties Enforcement System (MPES) allows for payment plans to be entered into.

Period of Good Behavior

In Tasmania, instead of a driver having their licence suspended, they may in specific circumstances apply for a period of good behavior. This is an option to avoid suspension providing the proposed suspension is due to accumulation of demerit points and they are not a learner or provisional licence holder.

Restricted Licence

A concern often raised about licence suspension or disqualification is that it can be overly punitive, particularly if it prevents offenders from earning a living.

Many jurisdictions, including Tasmania, utilise restricted licences for offenders who can demonstrate that they (and/or their family) would suffer disadvantage from the loss of their licence. Restricted

licences typically permit offenders to drive for specific purposes, such as travelling to and from employment.

Rehabilitation and education programs

Evidence suggests that rehabilitation and education programs have their place in the correctional system. For example, these types of programs have been established to target drink drivers. The primary aim of drink driving programs is to separate drinking from driving by providing participants with the knowledge, skills and strategies to avoid further offending behavior.

One such example is the Sober Driver Program (SDP) developed by the Department of Corrective Services, NSW, in collaboration with the Motor Accidents Authority and the Roads and Traffic Authority. The most conservative independent study in relation to the outcomes of the NSW SDP found that 43 per cent of participants were less likely to re-offend over a 2 year period.

The SDP was introduced into Tasmanian Community Corrections in July 2008. It has been designed specifically for repeat drink driving offenders who are over the age of 18, have been convicted of two or more drink driving convictions within a 5-year period, are subject to a community based order (e.g. a Probation and/or Community Service Order) and are directed to attend the program.

Targeting and changing the high risk behaviours that often lead to unlicensed driving should also flow on to deter driving unlicensed itself and future loss of licence.

Alcohol Interlocks

An alcohol ignition interlock is a device that measures an individual's blood alcohol content (BAC). It is connected to the ignition and power system of a vehicle and is designed to prevent the vehicle from being started if the driver's BAC exceeds the legal limit.

Alcohol Interlock trials in Ohio reported that when an interlock was installed, recidivism rates were lower by 65 per cent, while unlicensed driving was reduced by 91 per cent. Similar patterns are emerging in early evaluations across Australia.

Alcohol Interlocks are being introduced in Tasmania in early 2013.

Vehicle immobilisation and impoundment

In instances where licensing sanctions have proved to be ineffective and drivers continue to drive unlicensed, vehicle sanctions have proven to be successful.

All Australian jurisdictions have introduced vehicle immobilisation and impoundment schemes. The primary purpose of these is to curb hooning activity, but the initiative has also been successful in limiting unlicensed driving behavior.

National research has found that, for unlicensed drivers to which vehicle sanctions were applied, the majority (62.5 per cent) were driving their own vehicle. A further 11.4 per cent were driving a vehicle owned by a family member. (See Figure 7).

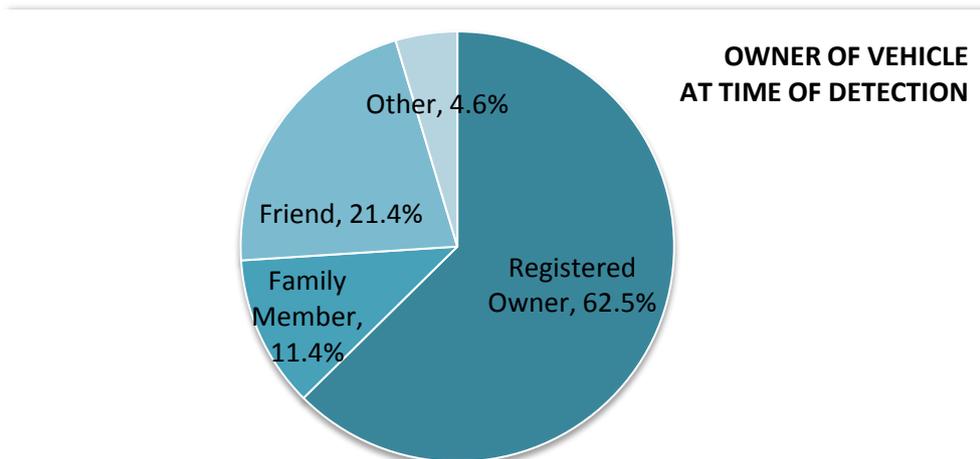


Figure 9: Vehicle sanctions prove effective, 62.5% of unlicensed drivers were driving their own vehicle (National research).

Currently vehicle immobilisation or impoundment is applied in Tasmania to those driving whilst disqualified for a second or subsequent offence. A second offence of driving whilst disqualified can result in a 28 day immobilisation or impoundment. For a third offence, the period is three months, and for a fourth offence, the vehicle is held until a court appearance, with vehicle forfeiture the likely result.

In Tasmania, over a period of 17 months, there were 622 vehicles impounded and 1189 vehicles immobilized. Light vehicles accounted for 89 per cent of these and 10 per cent were motorcycles. The offence of driving while disqualified accounted for 130 impoundments (21%) and 334 immobilisations (28%). Figure 10 below shows the total number of vehicle sanctions in Tasmania since 2007.

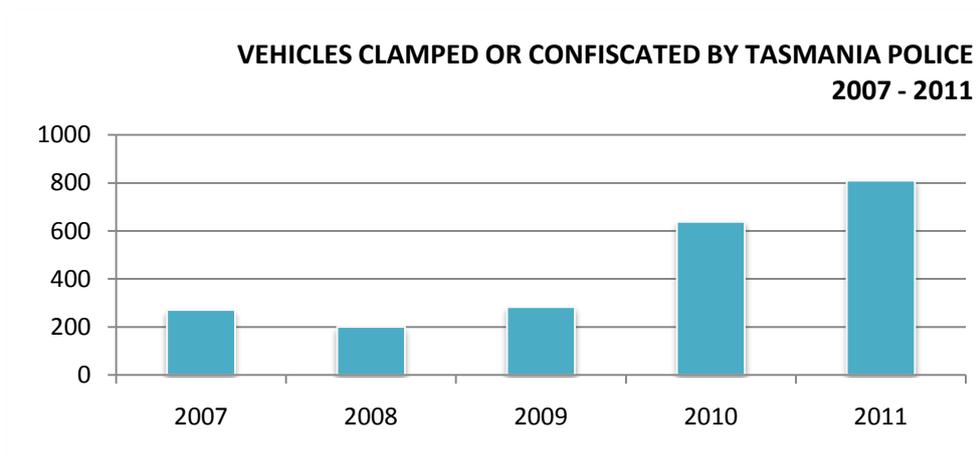


Figure 10: The number of vehicles clamped or impounded by police is growing each year.

Imprisonment

Imprisonment is used as a punishment for the more serious unlicensed driving offenders. For the offence of driving without a licence, only Victoria, Northern Territory and Queensland provide for a possible prison term for all offenders. In the Australian Capital Territory, New South Wales, South

Australia and Tasmania, it is only repeat offenders who risk imprisonment, while in New Zealand and Western Australia, imprisonment for not being licensed is not available as a penalty.

Better communication with drivers

A common claim by those detected driving unlicensed is that they are unaware that their licence has been cancelled or suspended. This primarily relates to licence suspensions occurring due to unpaid fines under the *Monetary Penalties Act*.

A survey of 309 unlicensed driving offenders in Queensland found that 36 per cent of them were unaware that they were unlicensed. Among drivers with cancelled licences, nearly 60 per cent claimed that they had not received notification in the mail, although some acknowledged that they had changed address.

When a driver claims no knowledge of a licence suspension, Magistrates have generally accepted this excuse, as it is plausible that suspension orders sent in the mail may not reach the drivers involved.

This has led to some jurisdictions, such as South Australia, invoking 'Proof of Service' legislation. Proof of Service legislation requires that drivers sent suspension orders attend a licensing office in person and acknowledge that they have received the letter advising of the suspension. If a driver is not seen within a specified period of time, the Sheriff is dispatched to find the driver and inform him or her of the suspension. This has led to a marked increase in the proportion of drivers with suspended licences who come in to acknowledge a suspension (now 97%) and who can no longer claim ignorance if detected driving unlicensed.

Technology

Technological advancements provide opportunities to further reduce the incidence of unlicensed driving, however most initiatives are still cost prohibitive.

The use of electronic driver licences that double as an ignition key, has been suggested as an effective tool for reducing the incidence of unlicensed driving. Trial outcomes will be monitored.

UNLICENSED DRIVERS IN CRASHES

The Australian Transport Council (ATC) notes that being unlicensed does not imply that a driver is more likely to be involved in a crash. The involvement in crashes relates more directly to other high risk behaviours, not simply an unlicensed status. However, it is acknowledged that unlicensed drivers are involved in serious crashes, with the *National Road Safety Strategy 2011 – 2020* identifying that 16 per cent of drivers involved in fatal crashes were unlicensed at the time.

A study by the Federal Office of Road Safety of coroners' reports from 1992 to 1994 found that unlicensed drivers were more likely to be responsible for the fatal crash than their licensed counterparts (77% versus 44%), as were unlicensed motorcyclists (87% versus 59%). Overall, unlicensed drivers were seven times more likely to be at fault in a fatal crash.

Early research suggested that unlicensed drivers adopt safe driving practices in an attempt to avoid the attention of police. Unlicensed drivers may also place themselves in higher risk scenarios, for example travelling on unsealed roads in the dark.

There is now overwhelming evidence that unlicensed driving is synonymous with recidivist or other high risk behaviors. High risk behaviours account for approximately 5 to 20 per cent of fatal crashes throughout Australia.

Some examples of unlicensed drivers in fatal crashes throughout Australia are provided below. More detailed analysis of Tasmanian statistics follows.

Victoria

Between 2003 and 2007 less than 6.5 per cent of drivers involved in fatal crashes were unlicensed. Within this group:

- Disqualified drivers accounted for 2.6 per cent;
- A further 3.6 per cent had no recorded information, presumably having never held a licence; and
- The proportion of unlicensed motorcyclists involved in fatal crashes was more than double the rate of unlicensed drivers involved in fatal crashes.

Western Australia

Between 2003 and 2007 approximately 18 per cent of drivers involved in fatal crashes were unlicensed, of these:

- 11.4 per cent were driving under a current cancellation, suspension or disqualification; and
- 5.4 per cent had never held a licence.

South Australia

Between 2006 and 2010, 16 per cent of drivers involved in fatal crashes were unlicensed, of these:

- 37 per cent had never held a licence;
- 31 per cent had an expired licence;
- 16 per cent were disqualified; and
- 16 per cent were unlicensed for the type of vehicle they were using.

Queensland

In crash data from 2003 to 2008, approximately 9 per cent of drivers involved in fatal crashes were unlicensed, an increase of 1.4 per cent from the previous four years.

12 per cent of motorcycle fatalities were unlicensed, with crashes characterised by greater involvement of alcohol or drugs, speeding, inexperience and inattention.

Over 80 per cent of motorcyclists involved in serious injury crashes who had never been licensed were aged under 17, the minimum age for obtaining a provisional licence in Queensland.

Tasmania

Crash data from 2011 shows approximately 10 per cent of drivers involved in fatal crashes were unlicensed, lower than the national average of 16 per cent. Figure 11 below shows the number of unlicensed drivers (and riders) involved in serious and fatal crashes.

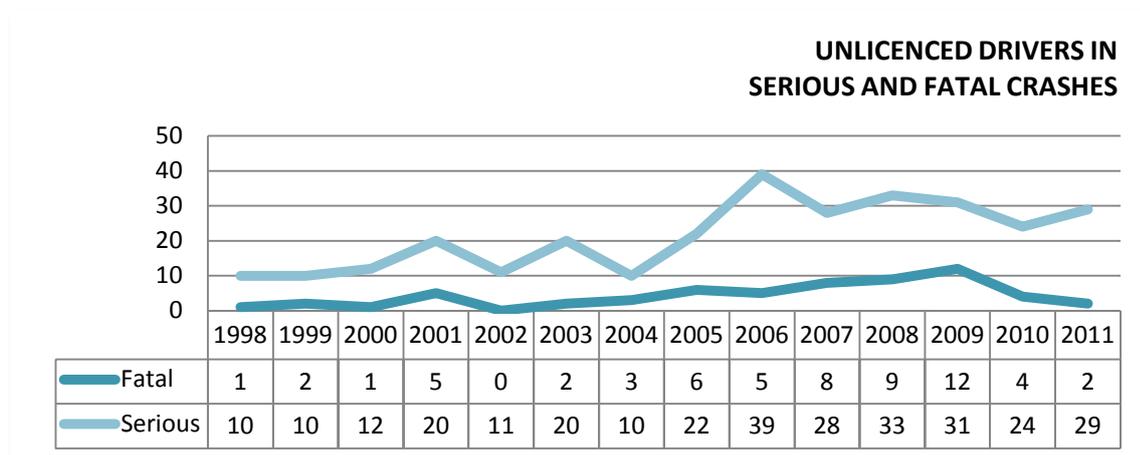


Figure 11: The number of unlicensed drivers in fatal and serious crashes from 1998 – 2011

When taking into account the total number of serious casualty crashes, analysis revealed that unlicensed drivers represent a small percentage of drivers involved in serious casualty crashes, as depicted in figure 12.

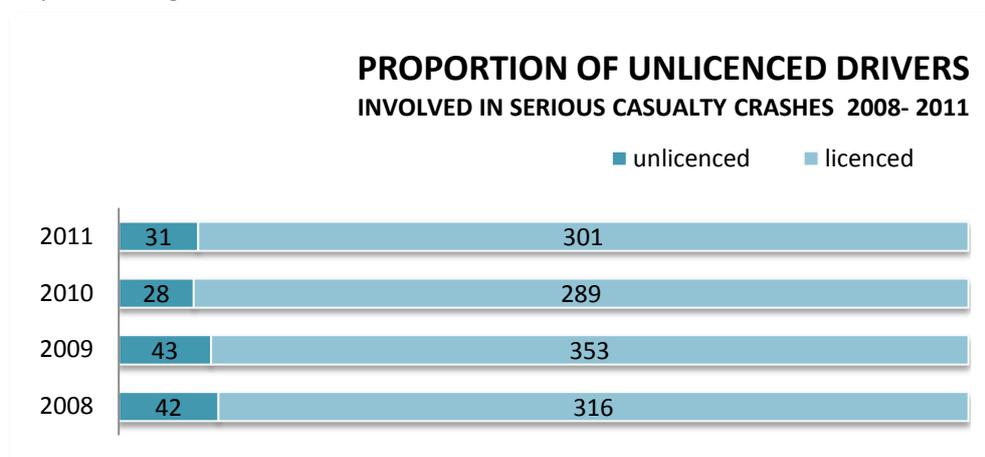


Figure 12: Proportion of unlicensed drivers compared to correctly licensed drivers involved in serious casualty crashes

From a random sample of Tasmanian crash reports involving an unlicensed driver, it was evident that they were engaging in high risk behaviours at the time of incident (crash factors such as speed, alcohol, non-use of restraints etc).

Unlicensed motorcycle riders represented twice as many car drivers in crash statistics, once again they were engaging in high risk behaviours at the time of incident, as opposed to poor riding skills contributing to their crash outcome.

UNREGISTERED VEHICLES

WHAT IS AN UNREGISTERED VEHICLE?

Vehicle registration is the administrative process of cataloguing vehicles in a jurisdiction, serving three purposes: to establish ownership; to tax motorists or vehicle owners; and to regulate the payment of compulsory third party (CTP) insurance.

The number of registered vehicles in Australia has continued to increase despite significant downward changes to the economy. The Australian Bureau of Statistics recently released figures showing an annual average 3 per cent growth in vehicle registrations across Australia.

	2007	2011	2012	Change 07/12	Change 11/12	Average annual growth 07/12
	no.	no.	no.	%	%	%
New South Wales	4 361 237	4 778 421	4 869 996	12	2	2
Victoria	3 818 062	4 198 371	4 286 284	12	2	2
Queensland	3 033 417	3 401 932	3 492 311	15	3	3
South Australia	1 156 961	1 261 925	1 275 041	10	1	2
Western Australia	1 676 495	1 912 739	1 977 756	18	3	4
Tasmania	381 226	419 009	431 991	13	3	3
Northern Territory	118 178	137 082	141 101	19	3	4
Australian Capital Territory	229 345	258 904	267 164	17	3	3
Australia	14 774 921	16 368 383	16 741 644	13	2	3

Figure 13: Vehicle Registrations years 2007, 2011 and 2012

REASONS WHY VEHICLES ARE UNREGISTERED

When examining the issue of driving an unregistered vehicle, it is important to consider the reason for the vehicle being unregistered. In doing so, a basis for analysing registration and driving of an unregistered vehicle can be formed.

The primary reason for vehicles to be unregistered is failure to renew registration. The reasons for not renewing registration have been listed as:

- The cost of registration and CTP
- Disparity in cost of CTP
- Vehicle value and responsibilities in entering the process
- Undervaluing or misunderstanding the purpose of registration and CTP
- Direct deviance based on lack or perceived lack of visual enforcement.

Each of these is described in turn below.

The cost of registration and CTP

The cost of vehicle registration and CTP vary greatly between Australian jurisdictions. As seen in Figure 13, registration and associated fees range from \$100 to \$200 and can incorporate a series of fees or levies. The cost of CTP is dependent on the number of 'risk' factors a driver can be categorised by; age, gender, location, vehicle type, size and relative market value. The Motor Accident Insurance Board (MAIB) apply a standardised rate to Tasmanian operators.

	WA	NSW	QLD	SA	TAS	VIC
Registration Fee	\$180.20	\$59.00	\$280.00	\$109.00	\$163.40	\$232.00
	\$19.65		\$48.85	\$106.00	\$82.20	\$32.70
CTP*	\$245.01	\$787.00	\$331.80	\$512.00	\$364.00	\$350.00 -
						\$470.00**
	\$444.86	\$846.00	\$660.65	\$727.00	\$609.60	\$614.70 -
						\$734.70**

*Based on a 20 year old female living in a suburban area and driving a four cylinder sedan, market value \$10,000 (except Tasmania which is a set figure).

** depending on risk level for specific area.

Figure 13: Registration and CTP costs per state

The cost of registration and CTP is of greater importance for low income families. Research conducted by the Red Cross in Tasmania last year has revealed that low income earners divide spending into three categories; high, medium and low priorities. Essential items such as repayments, registration and food are left until last, as budgeting may not have catered for high priority items such as cigarettes and prescriptions.

Disparity in cost of CTP

The administrative costs of legally getting an older vehicle on road is often greater than the market value of the vehicle. The cost of vehicle inspection and time consumed in waiting for an inspection and documentation can deter a driver from completing the registration and CTP process in jurisdictions with compulsory inspections.

Vehicle value and responsibilities in entering the process

The purpose of CTP is often misunderstood and when added to the registration fee of a vehicle can be seen as a further means of government revenue raising. Those who do not understand the purpose of CTP are more likely to consider non-renewal of registration as refusing to pay the Government rather than a deliberate act rendering them uninsured for personal injuries in the event of a crash.

Undervaluing or misunderstanding the purpose registration and CTP

Reviews of government processes and costs have found that registration labels were not needed to support compliance and enforcement of vehicle registration.

The phasing out of registration labels for light vehicles will provide a higher level of customer service and increase efficiencies for Tasmanian motorists.

Tasmania is not going alone with this change. South Australia and Western Australia have already abolished labels for light vehicles and New South Wales will abolish labels early in 2013. The removal of registration labels is being considered by most Australian jurisdictions.

Underpinning all reasons for lack of vehicle registration is the perception that registration is difficult to detect and relatively unenforceable. Similar methods used by unlicensed drivers to reduce the detection are adopted by drivers of unregistered vehicles.

DETECTING AND REDUCING UNREGISTERED VEHICLES

Automatic Number Plate Recognition

ANPR has been hailed as a silver bullet to curb the number of unregistered vehicles on Australian roads. The ANPR software system is linked to a camera that takes an image of a licence plate, converts it to data and compares the data with registration details.

In Tasmania last year, the ANPR software system scanned 369,901 vehicles in less than twelve months (1,099 operational hours – DPEM and DIER). During this period of time 2,284 vehicles were detected as being unregistered (0.62%).

During unmanned hours, unregistered vehicles being driven were recorded and in most cases letters were sent to the registered operator, resulting in 84 per cent being reregistered. The success of ANPR can be seen in Appendix B.

The success rate of unmanned ANPR cannot be ignored as a passive enforcement strategy to aid registration compliance. The number of unregistered vehicles and trailers detected by Police over the past three financial years can be seen in Figure 13 below.

UNREGISTERED MOTOR VEHICLE OR UNREGISTERED TRAILER			
Occurrence District	2009-10	2010-11	2011-12
Southern	2,526	3,076	2,582
Northern	2,226	2,226	2,166
Western	1,599	1,807	1,633
Eastern	1,281	1,451	1,326
State	7,632	8,560	7,707
Produced by Luke Topfer, Tasmania Police, 26 Sep 2012			

Figure 13: number of unregistered vehicles detected by Police in each major district by ANPR and active enforcement duties.

UNREGISTERED VEHICLES IN CRASHES

In addition to recognising that unlicensed driving does not imply a higher crash rate, the ATC notes that by simply driving an unregistered vehicle, the driver is no more likely to crash than the driver of a registered vehicle.

It is considered that drivers of unregistered vehicles adopt driving practices to attempt to avoid the attention of police. By doing so, the driver may place themselves in higher risk scenarios, for example travelling on unsealed roads in the dark.

There is also an assumption that older vehicles are more likely to be unregistered and feature predominantly in the crash statistics. However in-depth analysis has shown that 51 per cent of unregistered vehicles involved in serious casualty crashes over the last five years were manufactured less than 20 years ago.

In terms of the total representation of unregistered vehicles in serious casualty crashes, between 2007 and 2011 less than 3 per cent of serious casualty crashes involved an unregistered vehicle (38 out of 1,311 crashes). Figure 14 demonstrates the distribution of unregistered vehicles by crash severity over the past 5 years. It shows that unregistered vehicles are most likely to be involved in property damage only crashes, followed by minor injury crashes.

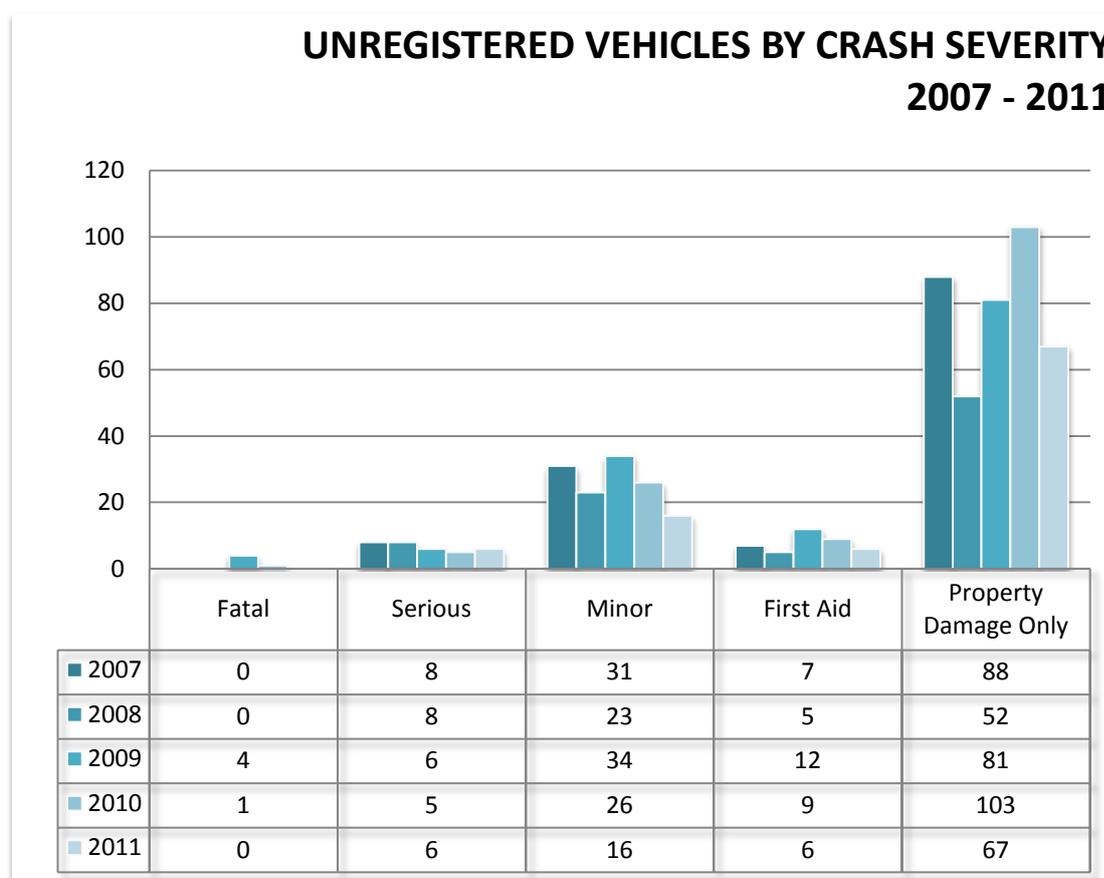


Figure 14: The number of unregistered vehicles involved in crashes per year and severity, Tasmania.

When considering the two behaviours that are the subject of this report together, it is most uncommon for an unlicensed driver, driving an unregistered vehicle to be involved in a serious casualty crash, as seen in Figure 15.

SERIOUS CASUALTY CRASHES WHERE THE DRIVER WAS UNLICENSED AND THE VEHICLE WAS UNREGISTERED						
Unlicensed & Unregistered Motorcycle Riders						
	2007	2008	2009	2010	2011	2012
Severity						
Fatal	1	1	3	0	0	0
Serious Injury	6	14	14	7	11	6
Total	7	15	17	7	11	6
Unlicensed & Unregistered Drivers						
	2007	2008	2009	2010	2011	2012
Severity						
Fatal	0	0	2	0	0	0
Serious Injury	3	0	0	1	2	0
Total	3	0	2	1	2	0
Source: CDM as at 18 October 2012						

Figure 15: *Unlicensed driver, driving an unregistered vehicle involved in serious or fatal crashes.*

CONCLUSION

Unlicensed driving and driving of unregistered vehicles do not play a direct causative role in road crashes, rather they are synonymous with other high risk driving behaviors.

Data shows an increase in the percentage of drivers that are detected driving unlicensed.

Increases in the percentage of unlicensed drivers can be attributed to automatic disqualification of licence for high risk or dangerous driving offences and licence suspension due to the accrual of demerit points or suspension resulting from unpaid fines (MPES).

Increases in the number of drivers detected driving during their period of prohibition can be attributed to the success of initiatives such as the compulsory carriage of licence, automatic number plate recognition technology, prevalence of speed detection devices and the extent of random breath testing and targeted general enforcement of high risk offenders.

It should be noted that being unlicensed does not equate to an increase in crash risk, instead it is the high risk driving behaviors, such as inattention, drink driving and excessive speeding that increase chances of crashing.

Similarly, driving an unregistered vehicle is not causal of road crashes, but can be linked to the same set of high risk behaviors that increase the chance of being involved in a crash.

There has been recent success in reducing the proportion of unregistered vehicles, mainly due to automatic number plate recognition technology, the prevalence of speed detection devices and the extent of random breath testing.

It is evident that a complex problem such as regulatory compliance cannot be solely dealt with by monetary fines and further loss of licence, but by behavior modification initiatives such as alcohol interlocks, vehicle clamping, general education and awareness and direct debit registration and compulsory third party payments.

Appendix A – Penalties for driving disqualified, suspended or without ever having held a licence.

PENALTIES FOR DRIVING WHILE DISQUALIFIED

	WA			NSW			NT			QLD			SA			TAS			VIC		
	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)
1st offence	2000 &/or imp	9- 36	12 &/or fine	3300 &/or imp	12	18 &/or fine	-	Court ordered	12	6000 or imp	6- 60	18 or fine	-	-	6	5200 &/or imp	36	6 &/or fine	3664 or imp	court ordered	4 or fine
Subsequent offence	4000 &/or imp	9- 36	18 &/or fine	5500 &/or imp	24	24 &/or fine	-	court ordered	12	6000 or imp	6- 60	18 or fine	-	-	24	10 400 &/or imp	60	12 &/or fine	29 314 or imp	court ordered	24 or fine

PENALTIES FOR DRIVING WHILE SUSPENDED

	WA			NSW			NT			QLD			SA			TAS			VIC		
	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)
1st offence	2000 &/or imp	9-36	6 &/or fine	3300 &/or imp	3-12	18 &/or fine	4500 or imp	6	3 or fine	2740 or imp	court ordered	12 or fine	4000 or imp	1-60	12 or fine	3900 or imp	-	3 or fine	1221 - 3664 or imp	court ordered	4 or fine
Subsequent offence	4000 &/or imp	9-36	18 &/or fine	5500 &/or imp	24	24 &/or fine	6000 or imp	12	24 or fine	2740 or imp	court ordered	12 or fine	4000 or imp	1-60	12 or fine	7800 or imp	-	6 or fine	1221 - 29 314 or imp	court ordered	24 or fine

PENALTIES FOR DRIVING WITHOUT A LICENCE

	WA			NSW			NT			QLD			SA			TAS			VIC		
	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)	Fine (\$) (max)	Dis	Imp (mths) (max)
Previous Licence	300			2200			2700	Court Order	12 or fine	4000	>1- 6	12 or fine	1250			2600			1221	Court Order	1 of fine
No previous Licence	300			2200	>36		2700	Court Order	12 or fine	4000	.1-6	12 or fine	2500	>36	12 or fine	2600		3 Or fine	3054	Court Order	3 or fine

Appendix B – ANPR performance statistics over a
12 month period

Tasmanian Automatic Number Plate Recognition cameras (combined data)													
	Jul-11	Aug-11	Sep-11	Oct-11	Nov-11	Dec-11	Jan-12	Feb-12	Mar-12	Apr-12	May-12	Jun-12	TOTAL
<u>Vehicles Captured</u>													
- Unmanned	44808	44788	24802	34525	26687	17085	25727	33937	38006	19797	28913	21547	360622
- Manned	459	0	1499	1918	1101	738	807	1000	0	0	1037	0	8559
Total Captured	45 267	44 788	26 301	36 443	27 788	18 543	26 534	34 937	38 006	19 797	29 950	21 547	369 901
TINS issued (unreg/unlic)	4	0	20	13	8	1	7	9	0	0	5	0	67
Other Unreg	295	307	158	190	185	127	139	181	220	95	154	166	2217
Total Unreg'd	299	307	178	203	193	128	146	190	220	95	159	166	2284
% Vehicles Unreg'd	0.66%	0.69%	0.68%	0.56%	0.69%	0.69%	0.55%	0.54%	0.58%	0.51%	0.53%	0.77%	0.62%
Number Re-registered	261	252	150	171	152	105	122	153	196	85	137	131	1915
% Re-registered	87%	82%	84%	84%	79%	82%	84%	81%	89%	89%	86%	79%	84%
Hours (combined)	199	121	161	69	66	43	67	72	101	66	82	52	1099
Letters Sent	228	204	107	115	113	76	90	109	117	59	75	78	1371

Appendix C – The number and percentage of drivers returning to the system in 2012

Returning drivers in 2012 - Description	Number	Percentage
No of people previously holding a licence with a period of disqualification ending in 2012	3866	
No re-entering licensing system	2456	63.5
Remainder	1410	36.5
<ul style="list-style-type: none"> Deceased 	19	0.5
<ul style="list-style-type: none"> Serving a subsequent period of disqualification 	266	6.9
<ul style="list-style-type: none"> MPES sanction 	64	1.65
<ul style="list-style-type: none"> Have a BAR against licence requiring further action prior to restoration of licence 	118	3.0
<ul style="list-style-type: none"> Have a restriction against licence preventing reissue 	2	0.05
<ul style="list-style-type: none"> Returned mail/no longer at address 	121	3.1

Suspended licences are automatically reinstated.

The figures below relate only to disqualifications where clients must re-apply for licence reinstatement.

Appendix D – The number and percentage of drivers returning to the system over a five year period

RETURNING DRIVERS FROM 2008 – 2013 - Description	No	%
No of people previously holding a licence with a period of disqualification ending in 2012	15608	
No re-entering licensing system	11691	75
Remainder	3917	25
<ul style="list-style-type: none"> • Deceased 	104	0.6
<ul style="list-style-type: none"> • Serving a subsequent period of disqualification 	627	4.0
<ul style="list-style-type: none"> • MPES sanction 	329	2.1
<ul style="list-style-type: none"> • Have a BAR against licence requiring further action prior to restoration of licence 	329	2.1
<ul style="list-style-type: none"> • Have a restriction against licence preventing reissue 	2	0.01
<ul style="list-style-type: none"> • Unknown 	2526*	16.2
<ul style="list-style-type: none"> • Returned mail/no longer at address 	175	1.12

NB. a number of the clients may have multiple sanctions.

