

National Safety Code

Standard 4: Driver Licensing Classification

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FOREWARD

The purpose of this standard is to designate classes of vehicles for driver licensing and prescribe the fundamental knowledge and skills for the type of vehicle to be safely operated on Canadian roads. Research has shown that a licence testing program aimed at critical knowledge requirements can reduce crash risk.¹ The rules are seen as essential elements of a common transportation policy, contributing to improving road safety and facilitating the free movement of persons across borders both east to west, and north to south. The Canadian model requires some level of constitutional independence, mutual recognition of licences, and reciprocity. Given the importance of individual means of transport, possession of a driving licence duly recognised by member jurisdictions promotes free movement of people and more efficient movement of goods. The classification system is one element of the driver licensing system that contributes to the achievement of these goals.

The Classified Driver Licensing System is comprised of seven distinct classes, each designating a certain type of vehicle in accordance with the degree of capability necessary for its operation. The updating of this standard is the result of a lengthy and intensive process, begun in 2016 and concluded in 2017 and reflects CCMTA's commitment to:

- anchor its standards on the best-evidence available as articulated in Principle 1 below
- focus on a principled approach to vehicle and driver licensing standards, and to
- respond to jurisdictional need for flexibility to address unique needs.

These guidelines and standards reflect Canadian jurisdictions' continuing commitment to public safety while allowing the maximum driving privilege possible.

¹ AAMVA. (2007). *Guidelines for Knowledge & Skill Test Development*.

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BACKGROUND

Principles

The concept of “principle” generally describes rules, norms, or values that guide or describe desirable behaviours for an individual or group.² Principles are statements intended to guide the ways things are done by individuals and organizations, what is done and why.

A number of principles have been articulated throughout the NSC as well as the national road safety strategy. The principles below apply to NSC 4:

- NSC standard 4 has been developed to promote consistency, harmonization and road safety across Canadian jurisdictions.
- Standards are developed through an inclusive and consultative process.
- Classification contributes to a safe systems approach to road safety with a focus on the integrity of the driver licensing system.
- A consistently applied classification system contributes to reciprocity which facilitates the movement of people and goods.
- Classification of vehicles and associated driving skills reflect an evidence-based approach to requirements, policies and guidelines based on global expertise and best available evidence.
- The definitions of licensing categories should reflect, to the greatest extent, the technical characteristics of the vehicles concerned, and the skills needed to drive a vehicle.

These principles are to be broadly construed when applying the standards and policies within a jurisdiction; providing direction and flexibility in how road safety goals can be achieved.

Structure of the Standard

NSC standard 4 contains:

1. An introduction which provides context for the standard, its interpretation and application.
2. The standard – a statement that clearly defines a minimal technical specification.³
3. Rationale – statements that explain the policy rationale and evidence to support the standard; and define overall goals, benefits and outcomes of an intended action, approach or strategic direction. The rationale provides policy context to support the standard’s implementation.

² Merriam-Webster defines principle in a number of ways, the most relevant being “a fundamental doctrine or assumption”, a “rule or code of conduct” (www.merriam-webster.com/dictionary/principle). The Cambridge Dictionary (<http://dictionary.combridge.org/dictionary/english/principle>) describes principles as fundamental norms, rules, or values that represent what is desirable and positive for a group, organization, or community. The online Oxford Dictionaries (www.oxforddictionaries.com/definition/english/principle) says a principle is a “rule or belief governing one’s behaviour” while the MacMillan Dictionary defines principle as a basic belief, theory, or rule that has a major influence on the way in which something is done (<http://www.macmillandictionary.com/dictionary/british/principle>).

³ Adapted from Policy Positions of the AAMVA, 2016.

Use of the Standard

It is expected that all Canadian jurisdictions will adopt the NSC standards as a reference. While the NSC standards imply a minimum, there is no constraint on jurisdictions going beyond this specification. In addition, a rationale is provided for the standards to help jurisdictions understand why an element is included. Finally, jurisdictional practices are included as a reference point for understanding different requirements that exist.

The Authority for The CCMTA Standards

Canadian Council of Motor Transport Administrators

The Canadian Council of Motor Transport Administrators (CCMTA) coordinates all matters dealing with the administration, regulation and control of motor vehicle transportation and highway safety. Membership includes representation from provincial and territorial governments as well as the federal government of Canada.

CCMTA supports its members' vision to have the safest and most efficient movement of people and goods by road in the world. We are the custodians of the National Safety Code, and we provide collaborative leadership in the areas of Road Safety Research and Policy, Drivers and Vehicles and Compliance and Regulatory Affairs.

Vision

To have the safest and most efficient movement of people and goods by road in the world.

Mission

To provide collaborative leadership in addressing Canadian road safety priorities.

History

The origins of the CCMTA can be traced back to 1940, when the four Western provinces met to consider issues of common interest relating to road transport. In the early fifties, the group was joined by Ontario and the Yukon Territory. The Canada-wide expansion of the organization took place in 1956, some two years after the enactment of the Motor Vehicle Transport Act by Parliament, in response to an already felt need for uniformity due to increasing movement and traffic.

In 1975 a constitution was signed by representatives of all provinces and territories and a small permanent Secretariat was established. The federal government has participated as a full member of CCMTA since 1977. The organization was incorporated in 1987 under its present name and constitution. CCMTA commemorated its 75th anniversary in 2015.

CCMTA Members are elected from provincial, territorial and federal governments. CCMTA has a responsibility to be accountable to:

- the Council of Deputy Ministers and Ministers for:
 - providing advice and making recommendations on matters relating to transportation and highway safety
- the provinces, territories and the federal government for:
 - promoting a better understanding and cooperation in all matters related to transportation and highway safety among each other, as well as other organizations where there exists a mutual interest
- its stakeholders for:
 - maintaining an ongoing dialogue and consultation to ensure CCMTA is responsive and informative

The relationship between individual Canadian jurisdictions' classification models and the CCMTA standards

All Canadian provinces and territories have the authority to establish their own classification models and related driver licensing requirements. In 1985, standards for driver licensing classification were identified as part of the National Safety Code (NSC) initiative undertaken to achieve uniformity among the provinces and territories, on many aspects relating to the administration of drivers and vehicles.

PART 1:

A MODEL FOR DRIVER LICENSING CLASSIFICATION

Chapter 1: Introduction

Individual territorial and provincial authorities will administer their classification and driver licensing programs to maximize safety in a variety of ways. However, to support the consistent use of the classification standards, guidelines for their administration have been developed for the use of provinces and territories.

Chapter 2: Definitions

Commercial driver: means a driver with a commercial class licence (Class 1-4) as determined by the licensing authority, or a driver deemed to be a commercial driver as determined by the licensing authority.

Condition: means a term of licensing that is imposed on an individual or an individual's licence by the authority. The terms 'condition' and 'restriction' are used interchangeably in many Canadian jurisdictions. For the purposes of these guidelines, 'condition' includes the concept of 'restriction'. All authorities use conditions on a driver licence as part of their driver fitness program, for example, wearing corrective lenses, nighttime driving restriction, and only operate a vehicle with an ignition interlock device.

Driver: means any person with any class of valid, suspended or cancelled driver licence and a person applying for any class of driver's licence

Driver control record: generally, includes:

- the length of time an individual has been licensed
- driving offences/administrative actions
- driving sanctions applied
- current and past licence conditions
- motor vehicle related Canadian Criminal Code convictions
- crash history
- past road test results, and
- other medical tests that are not requested by authorities but are often submitted by physicians and provide useful information regarding an individual's medical condition.

Endorsement a permissive status on a driver's licence that allows an individual to drive a vehicle with a special characteristic. Individuals must meet specified criteria for an endorsement. Examples include air brakes.

Knowledge test: means of testing an individual's knowledge of information required to operate vehicles safely, rules of the road, potential hazards, signs and signals. Testing may be done with paper and pencil, electronic/computer or verbal methods.

Non-commercial driver: means a driver with a non-commercial class licence (class 5 or 6) as determined by the driver fitness or licensing authority.

Practical test: practical testing, while generally synonymous with road testing, is a broader category which may include assessments of vehicle functions, pre-trip inspections, and air brake inspections as well as the use of varying technology such as computers and simulators.

Restriction: See definition of 'Condition'

Road test: means a road test conducted by a government authorized driver-examiner. Standard road tests were traditionally designed for assessing driving skill. They may be used, however, to test for related skills such as hazard perception and, under certain circumstances, to assess motor and sensory functional ability to drive.

Chapter 3: Key Factors Related to New Driver Crash Risk

There has been much research and data on the crash risk associated with new and young drivers; recognizing their over-representation in fatal and injury crashes.⁴ Over the last couple of decades, more effective provisions in graduated driver licensing (GLP) programs have contributed to significant reductions in fatalities and injuries for new and young drivers. Research has shown that the first few months of licensure for new drivers represents the highest risk.⁵

The high crash rate of new drivers suggests that restricting driving in situations known to be risky during this initial licensure period is one option for dealing with crash vulnerability. To address this issue, all Canadian and most U.S. states have adopted GLP systems requiring that progression to full licensing privileges occur in stages. In these systems, the new driver receives additional supervision in the earlier stages and is prohibited from driving in higher-risk conditions such as nighttime driving and driving with teen passengers.⁶

Experience

A universal problem of new drivers is inexperience. Experience means that learning to drive takes time and needs extensive practice to reach a sufficient competence level regardless of age. With time, the actions of driving – operating controls, looking in the rear-view mirror, shoulder checking, steering, correctly assessing situations, changing lanes, reacting appropriately, etc. – become automated. However, for the new driver, these actions require consideration, increasing overall mental workload and possibly distracting attention from the road. New drivers' attention is easily overloaded, and their ability to combine simultaneous actions is relatively poor.⁷

⁴ Insurance Institute for Highway Safety (IIHS). (2014). *Fatality facts: teenagers 2014*. Arlington (VA): The Institute. (cited 2017 April 16). <http://www.iihs.org/iihs/topics/t/teenagers/fatalityfacts/teenagers>. Mayhew, D.R., Simpson, H.M., Pak A. (2003). Changes in collision rates among novice drivers during the first months of driving. *Accident Analysis and Prevention* (35), 683-91. Vanlaar, W., Mayhew, D., Marcoux, K., Wets, G., Brijs, T., & Shope, J. (2009). *An Evaluation of Graduated Driver Licensing Programs in North America*. Ottawa, ON: Traffic Injury Research Foundation.

Fell, James C., Todd, M., Voas, Robert B. (2011). A national evaluation of the nighttime and passenger restriction components of graduated driver licensing. *Journal of Safety Research*, 42, 283-290.

⁵ Mayhew, D.R., Simpson, H.M., Pak A. (2003). Changes in collision rates among novice drivers during the first months of driving. *Accident Analysis and Prevention* (35), 683-91.

⁶ National Highway Traffic Safety Administration [NHTSA]. (2008). *Traffic Safety Facts, Law: Graduated Licensing System* (DOT HS 810 888W). Washington, DC: Author.

⁷ OECD. (2006). *Young Drivers, The Road to Safety*.

Minimum Duration

Data shows that novice driver crash involvement decreases as the licensing age for solo driving increases.⁸ Indeed, physical and emotional immaturity, as well as the lifestyles associated with youth, can increase crash risk and severity. Young people are typically in a period of rapid maturation, whereby they test boundaries and assert independence. They are at a stage in life that is often intensely social, including being active at night and on weekends, in groups, and sometimes involving alcohol and/or drugs.

Research has shown that a longer period in the earliest stage of licensing has reduced the short- and longer-term crash involvement rates of new drivers.⁹ A New Zealand study reported that increased time spent in the learner stage was associated with a reduced risk of collision involvement during the unsupervised restricted license stage.¹⁰ Twelve months is consistent with the principles of GLP in providing more time for supervised driving practice in the low-risk learner period. Masten, Foss & Marshall (2013)¹¹ found evidence supporting a 9-12-month learner phase and a subsequent study found that 12 months had the most safety benefits.¹² A 12-month learner period also allows beginners to practice driving under supervision in all seasons of the year which may be especially important in those jurisdictions experiencing severe seasonal weather conditions.

Passengers

Passenger restrictions are common in many jurisdictions including Europe, Australia and the U.S. In the U.S., passenger restrictions vary with regard to their durations, the ages of passengers to whom they apply, and the availability of exceptions. Most people are well aware of the heightened crash risk when teenagers travel together in a car.¹³ The social dynamic in a vehicle occupied by several teenagers can be distracting to beginning drivers who need to learn to attend to the driving task and environment. Several studies in the 1990s have quantified the excess risk created when teenage drivers transport passengers, which is greatest for the youngest teenagers. Crash risk for teenage drivers increases incrementally with one, two, three or more passengers. With two, three or more passengers, the crash risk is 3-5 times greater than driving alone.¹⁴ This risk is minimized with older new drivers.

⁸ Ibid.

⁹ Wiggins, S. (2006). *Graduated Licensing: Year Six Evaluation Report*. Vancouver, B.C.: Insurance Corporation of B.C.

¹⁰ Gulliver, P., Begg, D., Brookland, R., Ameratunga, S., and Langley, J. (2013). Learner driver experiences and crash risk as an unsupervised driver. *Accident Analysis and Prevention*, 46: 41-46.

¹¹ Masten, S. V., Foss, R. D., and Marshall, S. W. (2013). Graduated driver licensing program component calibrations and their association with fatal crash involvement, *Accident Analysis & Prevention*, 7: 105-113.

¹² Masten, S. V., Thomas, F. D., Korbelak, K. T., & Blomberg, R. D. (2015). *A meta-analysis of graduated driver licensing programs and components in the United States*. (Report No. DOT HS 812 211). Washington, DC: National Highway Traffic Safety Administration.

¹³ Williams, A.F. & Ferguson, S.A. (2003). Rationale for graduated licensing and the risks it should address. *Injury prevention*, 8 (Suppl II): ii9-ii16.

¹⁴ Chen L, Baker SP, & Braver ER. (2000). Carrying passengers as a risk factor for crashes fatal to 16- and 17-year-old drivers. *JAMA*, 283,1578–82. Doherty ST, Andrey JC, & MacGregor C. (1998). The situational risks of young drivers: the influence of passengers, time of day, and day of week on accident rates. *Accident Analysis Prevention*, 30,45–52. Aldridge B, Himmler M, & Aultman-Hall L. (1999). Impact of passengers on driver safety. *Transportation research record 1693*. Washington, DC: Transportation Research Board, 25–30.

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PART 2:

**STANDARDS FOR DRIVER
LICENSING CLASSIFICATION**

Chapter 1: Introduction

Purpose of this Part

The classification chapters in this part of the document:

- identify the groups of vehicles for a particular driver licensing classification
- identify the minimum proposed standards for a particular driver licensing classification:
 - entry and exit requirements;
 - vehicle operation parameters;
 - endorsements and restrictions.
- provide additional best practices and guidelines based on best available evidence and information

Chapter Template

Below is the template used for the classification standards. It is annotated to explain what type of information is found in each section of the template. The standard provides the minimum requirements for licensing for each classification. Jurisdictions may have higher standards by imposing additional requirements to enhance safety outcomes, for example, increase the age at which individuals can apply for a learner licence, impose nighttime driving restrictions, or increase the time required to stay in the learner stages.

Jurisdictions may have additional requirements and practices considered beneficial in their context. Appendix I describes best practices as of December 31, 2018 that may be considered by other jurisdictions, based on current program requirements.

Standard	The requirements that must be met in order to be licensed for a particular class of licence.
Rationale	A brief description of the rationale for the requirements.
Policy Guidelines	Provide more details on the application of the standard element, including procedures.

Vehicle Descriptions Included in the Standard¹⁵

Enclosed motorcycle means a motorcycle that

- a) has steering handlebars that are completely constrained from rotating in relation to the axle of only one wheel in contact with the ground,
- b) is designed to travel on two wheels in contact with the ground,
- c) has a minimum driver's seat height, when the vehicle is unladen, of 650 mm, and
- d) has a structure partially or fully enclosing the driver and passenger that is an integral part of the vehicle chassis; (*motocyclette à habitacle fermé*)

Limited-speed motorcycle means a motorcycle (including moped) that

- a) has steering handlebars that are completely constrained from rotating in relation to the axle of only one wheel in contact with the ground,
- b) has a maximum speed of 70 km/h or less,
- c) has a minimum driver's seat height, when the vehicle is unladen, of 650 mm, and
- d) does not have a structure partially or fully enclosing the driver and passenger, other than that part of the vehicle forward of the driver's torso and the seat backrest; (*motocyclette à vitesse limitée*)

Low-speed vehicle means a vehicle, other than a restricted-use motorcycle or a vehicle imported temporarily for special purposes, that

- a) is designed for use primarily on streets and roads where access and the use of other classes of vehicles are controlled by law or agreement,
- b) travels on four wheels,
- c) is powered by an electric power train (an electric motor and, if present, a transmission) that is designed to allow the vehicle to attain a speed of 32 km/h but not more than 40 km/h in a distance of 1.6 km on a paved level surface,
- d) does not use fuel as an on-board source of energy, and
- e) has a GVWR of less than 1,361 kg; (*véhicule à basse vitesse*)

Motorcycle means a vehicle that is of the subclasses enclosed motorcycle, open motorcycle, or motor tricycle, and

- a) is designed to travel on not more than three wheels in contact with the ground,
- b) has a minimum wheel rim diameter of 250 mm, and
- c) has a minimum wheelbase of 1,016 mm,

¹⁵ Federal *Motor Vehicle Act Regulation*, C.R.C., c., 1038. The definitions of moped, minibike and motor driven cycle have been repealed.

Motor tricycle means a motorcycle, other than an antique reproduction vehicle, that

- a) is designed to travel on three wheels that are in contact with the ground and symmetrically arranged in relation to the longitudinal median plane,
- b) has seating on which the driver and passenger must sit astride,
- c) has not more than four designated seating positions,
- d) has a GVWR of 1,000 kg or less,
- e) has a maximum speed of more than 70 km/h, and
- f) does not have a structure partially or fully enclosing the driver and passenger, other than that part of the vehicle forward of the driver's torso and the seat backrest; (*tricycle à moteur*)

Open motorcycle means a motorcycle that

- a) has steering handlebars that are completely constrained from rotating in relation to the axle of only one wheel in contact with the ground,
- b) is designed to travel on two wheels in contact with the ground or, if the wheels are asymmetrically arranged in relation to the longitudinal median plane, three wheels in contact with the ground,
- c) has a minimum driver's seat height, when the vehicle is unladen, of 650 mm,
- d) has a maximum speed of more than 70 km/h, and
- e) does not have a structure partially or fully enclosing the driver and passenger, other than that part of the vehicle forward of the driver's torso and the seat backrest; (*motocyclette sans habitacle fermé*)

Restricted-use motorcycle means a vehicle, excluding a power-assisted bicycle, a competition vehicle and a vehicle imported temporarily for special purposes, but including an all-terrain vehicle designed primarily for recreational use, that:

- a) has steering handlebars,
- b) is designed to travel on not more than four wheels in contact with the ground,
- c) does not have as an integral part of the vehicle a structure to enclose the driver and passenger, other than that part of the vehicle forward of the driver's torso and the seat backrest, and
- d) bears a label, permanently affixed in a conspicuous location, stating, in both official languages, that the vehicle is a restricted-use motorcycle or an all-terrain vehicle and is not intended for use on public highways; (*motocyclette à usage restreint*)

Three-wheeled vehicle means a vehicle, other than a competition vehicle, an antique reproduction vehicle, a motorcycle, a restricted-use motorcycle, a trailer or a vehicle imported temporarily for special purposes, that

- a) is designed to travel on three wheels in contact with the ground,
- b) has no more than four designated seating positions, and
- c) has a GVWR of 1,000 kg or less; (*véhicule à trois roues*)

Vehicle means any vehicle that is capable of being driven or drawn on roads by any means other than muscular power exclusively but does not include any vehicle designed to run exclusively on rails. (*véhicule*)

Chapter 2: Classes of Licence

Learners Licences - Classes 5 and 6

Jurisdictions generally differentiate licensing needs based on whether an applicant is a new or experienced rider or driver. New applicants may only need to go through a graduated licensing program (GLP) once – whether for class 5 or 6. If the applicant has a full class 5 or 6 and is seeking the other, they may be subject to less restrictive learner requirements. Most jurisdictions do not permit drivers to hold a GLP and non-GLP licence class at the same time, resulting in GLP licences being converted to a non-GLP equivalent once drivers complete GLP with one class.

The following describes graduated licensing requirements for classes 5 and 6.

Class 5 - Passenger Vehicles

Definition: Permits the operation of:

- any two-axle single vehicle
- any combination of a two-axle towing vehicle and a towed vehicle that does not exceed 4,600 kg
- any recreational vehicle
- any bus, taxi or ambulance without passengers
- any motorcycle known as a moped or limited speed motorcycle, but excluding the operation of any other type of motorcycles; and
- any motor vehicle known or described as a tractor, grader, loader, shovel, roller, scraper or any other self-propelled road building machine used for grading or paving of highways or other construction work, but excluding a construction vehicle with more than two axles other than a grader or three-axle compactor.

Stage 1 - Learner

Stage 1 is designed as a Learner Driver Licence and intended to be applied to all new drivers.

<p>Standard</p>	<ul style="list-style-type: none"> • Minimum age for application is 16 years • Age of application may be reduced if applicant is taking approved training or education • Knowledge test required (see NSC 2 for testing requirements) • Vision test required • 12-month minimum time requirement • Zero BAC • Passenger restrictions • Supervisor who has held a valid passenger vehicle driver licence, with no restrictions, for a minimum of 2 years • Lower threshold for demerit points • No use of handheld electronic devices such as cell phones, tablets, etc., while driving
<p>Rationale</p>	<p>These requirements have demonstrated safety benefits in terms of mitigating crash risk for new drivers. Research has shown that the longer the new driver learns driving skills and behaviours in a controlled environment, the better the outcome in terms of crashes and crash risk. Key risk factors include driving skill, maturation and number of passengers. In addition, the 12-month minimum time requirement allows a new driver to practice in a controlled environment through all four seasons.</p> <p>GLP programs in Canada apply penalties such as fines, demerit points, and suspensions/prohibitions for violations of graduated driver licensing (GLP) conditions. During both the learner (stage 1) and intermediate/novice (stage 2) stages, new drivers are subject to lower demerit point thresholds than fully licensed drivers. When licence suspensions or driving prohibitions are applied, learners may begin the stage again and/or the stage is extended by the duration of the suspension to ensure that the learner has the full amount of driving experience before progressing to the next stage.</p>
<p>Policy Guidelines</p>	<p>Jurisdictions will conduct knowledge tests based on whether the individual wishes to drive a passenger vehicle as their entry to a graduated licensing program.</p> <p>For those jurisdictions offering a time discount with driver education, the 12-month minimum may not be strictly applied. Time discounts with driver education recognize an added value of monitored learning and driving experience in a controlled environment.</p>

Stage 2 - Novice

Stage 2 recognizes that new drivers have achieved a level of driving competence that results in the removal of some restrictions; providing continued opportunity to develop safe driving behaviours in a lower risk environment.

Standard	<ul style="list-style-type: none">• Successful completion of a road test to demonstrate safe driving skills and behaviours (following stage 1)• 12-month minimum time requirement• Zero BAC• Lower threshold for demerit points
Rationale	<p>Research has demonstrated that crash risk decreases with age and maturation. After 12-months of learner experience and good driving behaviour, new drivers would be permitted to enter a second, less restricted driving phase, following the passing of a road test to demonstrate sufficient safe driving skills and behaviours.</p> <p>Lower thresholds for demerit points are maintained in order to incent safe driving behaviours for new drivers. These lower thresholds may trigger a re-start of the time duration for stage 2 of a GLP.</p>
Policy Guidelines	<p>Some jurisdictions choose to do two road tests: one to demonstrate basic driving skills and the other more advanced road and driving behaviour. However, if a jurisdiction chooses to administer only one test, they will assess skill and driving behaviour based on a driver's record in this phase of licensing. Higher risk drivers (those who go over a specified threshold of demerit points, convictions or other sanctions) will be subject to extended time in this phase while those who maintain a safe driving record will automatically be given their full licence at the end of this phase.</p>

Stage 3 - Full Licence

Standard	<ul style="list-style-type: none">• Pass a second, more advanced, road test or complete stage with safe driving record as defined by the jurisdiction.
Rationale	<p>This stage of licensing reflects the achievement of individual readiness to drive without graduated licensing program restrictions.</p>
Policy Guidelines	<p>A road test is one method to assess necessary skills, attitudes and behaviours to operate a motor vehicle safely on-road. While not all jurisdictions have a second road test, behavioural outcomes are monitored and assessed with the requirement to remain in the GLP longer with higher risk behaviour – as demonstrated by at fault crashes, violations, licence suspensions, etc.</p>

Class 6 - Motorcycles

Definition: for this licence class a motorcycle is defined as a vehicle that is of the subclasses: enclosed motorcycle, open motorcycle, or motor tricycle, but does not include a power-assisted bicycle, a moped, a restricted-use motorcycle, a passenger car, a truck, a multi-purpose passenger vehicle, a competition vehicle, a vehicle imported temporarily for special purposes or a three-wheeled vehicle.

Stage 1 - Learner

Standard	<ul style="list-style-type: none">• Minimum age of application is 16 years• Knowledge test required (see NSC 2 for testing requirements)• Vision test required• 12-month minimum time requirement• Motorcycle skills test required• Zero BAC• No passengers• Lower threshold for demerit points• No use of handheld electronic devices such as cell phones, tablets, etc., while riding.
Rationale	<p>These requirements have demonstrated safety benefits in terms of mitigating crash risk for new riders. Research has shown that the longer the new riders learn riding skills and behaviours in a controlled environment, the better the outcome in terms of crashes and crash risk. Key risk factors include riding skill, vehicle control, hazard perception, and maturation. In addition, the 12-month minimum time requirement allows a new rider to practice in a controlled environment through all four seasons.</p> <p>GLP programs in Canada apply penalties such as fines, demerit points, and suspensions/prohibitions for violations of graduated licensing (GLP) conditions. During both the learner (stage 1) and /novice (stage 2) stages, new riders are subject to lower demerit point thresholds than fully licensed drivers. When licence suspensions or driving prohibitions are applied, learners may begin the stage again and/or the stage is extended by the duration of the suspension to ensure that the learner has the full amount of driving experience before progressing to the next stage.</p>

Policy Guidelines	<p>Jurisdictions will conduct knowledge tests based on whether the individual wishes to drive a class 5 or 6 vehicle as their entry to a graduated licensing program. However, only one graduated licensing program is generally administered for each applicant. An individual who wishes to acquire their class 5 or 6 following the completion of a GLP for the alternate class, may be accepted into a shortened and less restrictive learner phase before being allowed to take the relevant road test.</p> <p>For class 6, appropriate skills, practical and road tests will be conducted based on the type of motorcycle applied for.</p> <p>A motorcycle skills test is generally a short test to confirm an individual's balance and ability to handle a motorcycle. It is often shorter than a full road test and may take place on or off road, e.g., a parking lot.</p>
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Stage 2 - Novice

Standard	<ul style="list-style-type: none"> • Successful completion of a road test to demonstrate safe riding skills and behaviours • 12-month minimum time requirement • Zero BAC • Lower threshold for demerit points • No use of handheld electronic devices such as cell phones, tablets, etc., while riding.
Rationale	<p>Research has demonstrated that crash risk decreases with age and maturation. After 12 months of learner experience and good riding behaviour, new riders would be permitted to enter a second, less restricted driving phase.</p> <p>Lower thresholds for demerit points are maintained in order to incent safe riding behaviours for new drivers. In addition, these lower thresholds may trigger a re-start of the time duration for stage 2 of a GLP.</p>

Stage 3 - Full Licence

Standard	<ul style="list-style-type: none">• Completion of 2nd, more advanced road test• Demonstrated safe riding behaviour
Rationale	Distinguishing between learning for new riders and those that already have experience with on-road driving, is recognized by most jurisdictions. New riders with a class 5 would already have taken both knowledge and road tests that assess basic skills; understanding of signs, signals, rules of the road and riding. In addition, individuals would be expected to have grasped basic riding skills and gained experience which a new rider/driver would not have. Therefore, the same controlled riding context is not seen as necessary, and different learning requirements, those that address knowledge and skills related specifically to motorcycles, are imposed.
Policy Guidelines	<p>Jurisdictions may require new riders to complete a graduated licensing program for motorcycles in addition to that for class 5. However, most jurisdictions require that an individual only go through GLP once and have alternate licensing requirements for experienced riders.</p> <p>While most jurisdictions have two practical tests, the first is usually a form of skill or balance test which determines that a new rider can handle the motorcycle and has basic riding competencies. Where jurisdictions differ is in the timing of their second, more advanced road test.</p>

Higher Class Licences (1-4)

The higher licence classes may provide for subdivision of vehicle types. For example, Class 2 could distinguish between buses used for transit operation as opposed to those used as school buses. Class 3 could be sub-classified to differentiate between industrial vehicles and ordinary and straight trucks. The operation of a vehicle equipped with air brakes is generally not permitted without an endorsement for air brakes. Some jurisdictions include air brake testing in a specific class of licence.

Rationale

Continued focus on commercial trucking safety in the 1980's and 90's drove the work of numerous jurisdictions. In the U.S., the *Commercial Motor Vehicle Safety Act* (CMVSA; 1986) created a national Commercial Driver's License (CDL) program by requiring national minimum testing and licensing standards for commercial drivers. The CMVSA was intended to achieve two goals: to improve highway safety by ensuring that drivers of large trucks and buses are qualified to operate those vehicles and, second, to remove unsafe, unqualified drivers from the highways.

While the CMVSA came into effect in 1987, regulatory changes in 1988, established the minimum standards for state testing (knowledge and driving skills) and licensing of commercial motor vehicle (CMV) drivers. These changes also established the various classes of CDLs along with the necessary restrictions and air brake endorsement.

The desire for harmonization with the U.S. followed in the form of the *Motor Vehicle Transportation Act* (MVTA) which came into force on January 1, 1988; deregulating economic barriers to entry to the motor carrier industry. Prior to that, the Council of Ministers Responsible for Transportation and Highway Safety signed a Memorandum of Understanding in 1987, to develop and implement the NSC. The Senate approval of the MVTA was conditional upon implementation of a National Safety Code by the federal, provincial and territorial governments, to address concerns about the potential for negative safety impacts with increased participation and competition in the trucking industry. The objective was to establish uniform national safety standards for commercial vehicles which promote improved safety and efficiency within the motor carrier industry (Fifth Annual Report to Parliament, 1997, p.1). Fifteen mandatory and one discretionary standard were intended to govern intra and extra-provincial highway travel by commercial vehicles.

The rationale for these changes underpins higher class driver licensing for Standard 4 of the NSC. Trucks and buses are treated in separate classes because the special features of these vehicles demand a higher level of skill to operate as well as a different set of abilities than those required in the operation of other vehicles. Truck drivers also have a greater responsibility given the large size and weight of trucks and the greater potential for such vehicles to inflict damage and injury (McKnight 1986).

Air brakes

The operation of a vehicle equipped with air brakes is generally not permitted without an endorsement for air brakes. Some jurisdictions include air brake testing in a specific class of licence.

Class 4

Definition

Permits the operation of:

- any bus having a seating capacity of not more than 24 passengers (excluding the driver);
- any taxi or emergency response vehicles such as ambulances, fire trucks and police cars; and
- any motor vehicle or combination of vehicles in Class 5.

Eligibility

Standard	<ul style="list-style-type: none">• Minimum age of application is 18 yrs.• Knowledge test• Must hold a full class 5 licence• Compliance with NSC 6• Pre-trip inspection• Road test
Policy Guidelines	<p><u>If an individual does not pass the medical, they will not be eligible to continue in the process for this class of licence.</u></p> <p>Knowledge tests should reflect the type of vehicle the individual wishes to drive or have questions that reflect all types of vehicles included in this class.</p> <p>Learners should be accompanied by a supervising driver who must hold a valid licence for this class of vehicle or higher.</p>

Class 3

Definition

Permits the operation of:

- any single vehicle with three or more axles;
- any motor vehicle or combination of vehicles in Class 5; and
- any combination of three axle vehicles where the towed vehicle does not exceed 4,600 kg

Eligibility

Standard	<ul style="list-style-type: none">• Minimum age of application is 18 yrs.• Knowledge test• Must hold a full class 5 or higher• Compliance with NSC 6• Pre-trip inspection• Road test
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Policy Guidelines	<p>If an individual does not pass the medical, they will not be eligible <u>to continue in the process for this class of licence.</u></p> <p>Learners should be accompanied by a supervising driver who must hold a valid licence for this class of vehicle or higher.</p>
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Class 2

Definition

Permits the operation of:

- any motor vehicle or combination of vehicles in Classes 5 and 4; and
- any bus of any seating capacity

Eligibility

Standard	<ul style="list-style-type: none"> • Minimum age of application is 18 yrs. • Knowledge test • Must hold a full class 5 or higher • Compliance with NSC 6 • Pre-trip inspection • Road test
Policy Guidelines	<p>If an individual does not pass the medical, they will not be eligible <u>to continue in the process for this class of licence.</u></p> <p>Learners should be accompanied by a supervising driver who must hold a valid licence for this class of vehicle.</p>

Class 1

Definition

Permits the operation of:

- any tractor semi-trailer or truck trailer combination; and
- all vehicles in Classes 5, 4, 3 and 2.

Eligibility

Standard	<ul style="list-style-type: none">• Minimum age of application is 18 years• Knowledge test• Must hold a full class 5 or higher• Compliance with NSC 6• Pre-trip inspection• Road test
Policy Guidelines	<p>If an individual does not pass the medical, they will not be eligible <u>to continue in the process for this class of licence.</u></p> <p>There are no time requirements for learners in any jurisdiction. An individual may take a road test at any time after acquiring their learner status.</p> <p>Learners should be accompanied by a supervising driver who must hold a valid licence for this class of vehicle.</p>

Chapter 3: Licensing Conditions/Restrictions and Endorsements

Conditions

A condition means a term of licensing that is imposed on an individual or an individual's licence by the authority. The terms 'condition' and 'restriction' are used interchangeably in many Canadian jurisdictions. For the purposes of these standards, 'condition' includes the concept of 'restriction'. All Canadian jurisdictions use conditions on a driver licence as part of their driver fitness program, driver improvement program and to denote other program requirements or driving restrictions, for example, wearing corrective lenses, daylight hours only, and may only operate a vehicle with an ignition interlock device.

The following conditions may be commonly found on a driver licence or record:

- Corrective lenses
- Other medical (including prohibition for commercial drivers to operate into the U.S.)
- Ignition interlock
- Automatic transmission only
- Time of day restriction
- Hand or foot controls
- Speed limit restriction
- Geographic location restriction
- Tow weight restrictions

Jurisdictions may have more detailed restrictions relative to the above categories, which are intended to capture key areas related to safe driving.

Endorsements

An endorsement is a permissive status on a driver's licence that allows an individual to drive a vehicle with a special characteristic. Individuals must meet specified criteria for an endorsement, for example, air brakes.

The following endorsements may be required on a driver licence depending upon the class of licence and vehicle configuration:

- Air brakes
- Towing trailers above 4600 kg or jurisdictional threshold (heavy trailers)

Some jurisdictions have a unique endorsement for school buses (AB, SK, NB, NS, NT, NU). Another more common endorsement is the driving of longer vehicles (NU, NT, QC).

For classes 1, 2 & 3 in Quebec, a standard transmission endorsement is required.

APPENDIX 1: JURISDICTIONAL PRACTICES - 2018

Part 2 Standards for Driver Licensing Classification (Chapter 2 Classes of Licence)

Learners Licences - Classes 5 and 6

Stage 1 – Learner (classes 5 and 6)

<p>Standard</p>	<ul style="list-style-type: none"> • Minimum age for application is 16 years • Age of application may be reduced if applicant is taking approved training or education • Knowledge test required (see NSC 2 for testing requirements) • Vision test required • 12-month minimum time requirement • Zero BAC • Passenger restrictions • Supervisor who has held a valid passenger vehicle driver licence, with no restrictions, for a minimum of 2 years • Lower threshold for demerit points • No use of handheld electronic devices such as cell phones, tablets, etc., while driving
<p>Jurisdictional Practices</p>	<p>The majority of Canadian jurisdictions have a parental consent requirement for new drivers under a specified age.</p> <p>Most jurisdictions increase sanctions for new drivers as a means of shaping good driving behaviour and applying harsher sanctions to control poor drivers who represent a greater risk on the road. For example, there are lower penalty point thresholds for learner drivers; administrative penalties may be imposed; and learners may need to re-start their time in a stage.</p> <p>Driving supervisors, while not required to have zero BAC, are subject to regular impaired and BAC laws (provincial and Criminal Code). As a best practice, jurisdictions may consider imposing a zero BAC for supervising drivers.</p> <p>Another common requirement is restricting driving to certain times of day, e.g., no nighttime driving. The restriction is used more in the stage 1 learner, but some jurisdictions also use it in stage 2 novice. While these time periods differ, so may the benefits, depending on other factors such as having a supervisor present, limiting passengers and restricting driving to roads with speed limits under 80 kph.</p> <p>Driver education and training may be encouraged to acquire basic operating skills. Such programs also provide opportunity to practice and gain needed driving experience in low risk situations, under the supervision of a qualified instructor. However, until research has demonstrated the crash reduction benefits of driver education and training, it should not receive special status, such as being allowed to substitute for time in the system.</p>

	<p>Another practice for some jurisdictions is the use of an “L” sign/plate. The beginner may be required to display an “L” sign/plate in/on the vehicle to alert other road users of their learner status and to assist police in enforcing GLP conditions.</p> <p>Some jurisdictions have restrictions on hands free as well as hand-held electronic devices recognizing the need for focused attention on driving while acquiring new skills and experience to drive safely.</p>
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Stage 2 – Novice (classes 5 and 6)

Standard	<ul style="list-style-type: none"> • Successful completion of a road test to demonstrate safe driving skills and behaviours (following stage 1) • 12-month minimum time requirement • Zero BAC • Lower threshold for demerit points
Jurisdictional Practices	<p>Passenger restrictions – some jurisdictions specify that the supervisor must ride in the up-front passenger seat; no passengers except the supervisor; and passengers limited to immediate family members only.</p> <p>Another practice for some jurisdictions is the use of an “N” sign/plate. The requirement to display an “N” sign/plate in/on the vehicle to alert other road users of their driving status and to assist police in enforcing GLP conditions.</p> <p>Some jurisdictions have restrictions on hands free as well as hand-held electronic devices recognizing the need for focused attention on driving while acquiring new skills and experience to drive safely.</p>

Stage 3 - Full Licence (classes 5 and 6)

Standard	<ul style="list-style-type: none"> • Pass a second, more advanced, road test or complete stage with safe driving record as defined by the jurisdiction.
Jurisdictional Practices	<p>Jurisdictions may consider additional or extended GLP restrictions on new drivers such as zero BAC for a longer period of time (e.g., Manitoba has a 3-year requirement with full licensure post GLP) and not supervising drivers for a specified period of time (e.g. Manitoba specifies 3 years before a new driver can be a GLP supervisor).</p>

Class 6 - Motorcycles

Stage 1 – Learner (motorcycles)

Standard	<ul style="list-style-type: none">• Minimum age of application is 16 years• Knowledge test required (see NSC 2 for testing requirements)• Vision test required• 12-month minimum time requirement• Motorcycle skills test required• Zero BAC• No passengers• Lower threshold for demerit points• No use of handheld electronic devices such as cell phones, tablets, etc., while riding.
Jurisdictional Practices	<p>Some jurisdictions reduce the age of application if an applicant is taking approved training or education.</p> <p>Parental consent is required at an age determined by jurisdictions.</p> <p>Many jurisdictions have a requirement for an accompanying rider or supervisor. Persons in this role may be required to hold a valid class of driver licence, with no restrictions, for a minimum period of time, or be of a specified age.</p> <p>Some jurisdictions require that the written and skills test be completed before a learner's licence is issued.</p> <p>Supervising a new rider is somewhat more challenging than a new driver as the supervisor cannot be in or on the same vehicle. Supervisors can be in a separate vehicle or motorcycle, accompanying the new rider. It is advisable that the supervisor maintain the new rider in their line of sight or be able to assist.</p> <p>As with other passenger vehicle GLP restrictions, some jurisdictions will restrict riding to daylight hours and less speeds.</p> <p>Some jurisdictions have restrictions on hands free as well as hand-held electronic devices recognizing the need for focused attention on driving while acquiring new skills and experience to drive safely.</p> <p>In PEI, Stage 1 Learners must wear a small "L" decal on helmet. In addition, PEI restricts validity of the permit to 30 days, wherein a road test must be performed.</p>

Stage 2 – Novice (motorcycles)

Standard	<ul style="list-style-type: none"> • Successful completion of a road test to demonstrate safe riding skills and behaviours • 12-month minimum time requirement • Zero BAC • Lower threshold for demerit points • No use of handheld electronic devices such as cell phones, tablets, etc., while riding.
Jurisdictional Practices	<p>Another practice for some jurisdictions is the use of an “N” sign/plate. The requirement to display a “N” sign/plate in/on the vehicle to alert other road users of their riding status and to assist police in enforcing GLP conditions.</p> <p>Other requirements include prohibiting riding between midnight and 5 am and wearing protective gear.</p> <p>In B.C., a motorcycle licence can be suspended for 12 months if convicted of certain high-risk offences (stunting, excessive speed etc.). In addition, the new rider must start each stage over if any at-fault collisions or traffic convictions occur on a motorcycle.</p> <p>The Yukon specifies that riders in this stage of GLP may not take on passengers under 13 years old. Failure to meet conditions or a penalty is imposed resulting in a restarting of the novice stage.</p> <p>Some jurisdictions have restrictions on hands free as well as hand-held electronic devices recognizing the need for focused attention on driving while acquiring new skills and experience to drive safely.</p> <p>In PEI, stage 2 Learners must wear a small "G" on helmet.</p>

Stage 3 - Full Licence (motorcycles)

Standard	<ul style="list-style-type: none"> • Completion of 2nd, more advanced road test • Demonstrated safe riding behaviour
Jurisdictional Practices	<p>As with the passenger vehicle class, some jurisdictions do not have an exit road test, that is, they do not require a final road test before an individual gets their full licence. Demonstrated safe riding behaviour provides an indicator of this phase of licensing that the rider can graduate from a novice to full licence.</p>

Higher Class Licences (1-4)

Standard	<ul style="list-style-type: none"> • Minimum age of application is 18 yrs. • Knowledge test • Must hold a full class 5 licence • Compliance with NSC 6 • Pre-trip inspection • Road test
Jurisdictional Practices	<p>With the emergence of new technologies and innovative transportation options such as ride-sharing jurisdictions have been reviewing their requirements. In some cases, taxi requirements are being aligned with ridesharing and in other cases not.</p> <p>Medicals, which include vision tests as per NSC 6, may be done at any time during the process, depending on jurisdictional practices.</p> <p>Most jurisdictions require that all outstanding fines and debt be paid before applying for a higher class licence.</p> <p>For reciprocity, most jurisdictions will require a medical when an individual is looking to exchange their class 4.</p> <p>A number of jurisdictions issue a learner licence for this class however there are no time requirements for learners in any jurisdiction. An individual may take a road test at any time after acquiring their learner status.</p>

Class 3

Standard	<ul style="list-style-type: none"> • Minimum age of application is 18 yrs. • Knowledge test • Must hold a full class 5 or higher • Compliance with NSC 6 • Pre-trip inspection • Road test
Jurisdictional Practices	<p>Most jurisdictions require that all fines and debt be paid before applying for a higher class licence.</p> <p>Medicals, which include vision tests as per NSC 6, may be done at any time during the process, depending on jurisdictional practices.</p> <p>Some jurisdictions allow for the driving of class 4 vehicles with this class of licence.</p> <p>Some jurisdictions specify a minimum age or amount of driving experience that a supervisor must have before they can accompany a learner.</p> <p>For reciprocity, most jurisdictions will require a medical when an individual is looking to exchange their class 3.</p>

Class 2

Standard	<ul style="list-style-type: none">• Minimum age of application is 18 yrs.• Knowledge test• Must hold a full class 5 or higher• Compliance with NSC 6• Pre-trip inspection• Road test
Jurisdictional Practices	<p>Some jurisdictions specify a minimum age or amount of driving experience that a supervisor must have before they can accompany a learner. In addition, one jurisdiction restricts BAC to zero.</p> <p>Medicals, which include vision tests as per NSC 6, may be done at any time during the process, depending on jurisdictional practices.</p> <p>Most jurisdictions require that all fines and debt be paid before applying for a higher class licence.</p> <p>A common practice is to treat school buses differently than coach or other types of buses by requiring a special endorsement, higher age threshold, separate subcategory of licence, criminal record check, or mandatory training.</p> <p>Two jurisdictions have a penalty point threshold that prohibits an individual from applying for this class of licence.</p> <p>For reciprocity, most jurisdictions will require a medical when an individual is looking to exchange their class 2.</p>

Class 1

Standard	<ul style="list-style-type: none">• Minimum age of application is 18 years• Knowledge test• Must hold a full class 5 or higher• Compliance with NSC 6• Pre-trip inspection• Road test
Jurisdictional Practices	<p>Most jurisdictions require that all fines and debt be paid before applying for a higher class licence.</p> <p>For reciprocity, most jurisdictions will require a medical when an individual is looking to exchange their class 1.</p> <p>Mandatory training is required in Ontario as of July 1, 2017. Ontario also provides for a restricted Class A to address issues with horse trailers.</p> <p>Alberta's introduction of new entrant training requirements is March 1, 2019, followed by Saskatchewan on March 15, 2019.</p> <p>Medicals, which include vision tests as per NSC 6, may be done at any time during the process, depending on jurisdictional practices.</p> <p>Some jurisdictions allow for the driving of long combination vehicles through mechanisms such as permitting or endorsements.</p>