Commercial Vehicle Driver Licensing Standards in British Columbia
The Traffic Injury Research Foundation

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Commercial Vehicle Driver Licensing Standards in British Columbia

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Commercial Vehicle Driver Licensing Standards in British Columbia was supported by the BC Trucking Human Resources Planning committee – formed under an agreement between Service Canada, the BC Trucking Association, and Teamsters Local 31.
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The opinions, findings, and recommendations expressed in this report are those of the author and do not necessarily reflect the views of BCTA or its HR Planning Committee.
The British Columbia Trucking Association (BCTA), as part of their strategic planning, is interested in identifying practical options for improving commercial driver licensing standards and testing in British Columbia. The Traffic Injury Research Foundation (TIRF) was commissioned to assist them in this regard by reviewing current standards in British Columbia, comparing them to ones elsewhere, and preparing a framework document that describes options and priority recommendations for improving commercial driver licensing standards in British Columbia. A draft version of this document provided the background and focus for a facilitated workshop involving the BCTA Human Resources Planning Committee.

This report also discusses: the purpose and history of commercial driver licensing and testing; the role of government in driver licensing and testing standards in relation to industry needs; and the role of training in the licensing process.

**Options for Improvement**

In many respects, relative to other jurisdictions in Canada and elsewhere, commercial driver licensing standards in British Columbia represent current best practices or compare very favourably with practices elsewhere. For example, knowledge testing involves multiple-choice questions drawn from a large question bank and a screen-based approach. This testing procedure represents current best practices. Similarly, the British Columbia road test is more challenging than elsewhere largely because it requires tractor-trailer combinations to be loaded, which is not the case in the road tests administered in other provinces and territories. Although each jurisdiction’s road test has some unique characteristics -- principally related to the design or format of the performance checklist, minimum route requirements for and duration of the test, and scoring system -- they have very similar content. This largely reflects efforts to conform to the National Safety Code (NSC) standards for testing and to ensure tests are similar because of provincial/territorial reciprocity agreements that allow drivers to trade licenses between jurisdictions.

Despite the similarities in licensing practices across jurisdictions, there are important differences and practical options for improving the commercial vehicle driver licensing
standards and testing procedures in British Columbia. Options for improvement can be divided into two types: major system changes and specific feature changes.

Major system changes include:

Option 1: Commercial graduated licensing (CGL), which requires novice truck drivers to gain experience in smaller, lighter vehicles before progressing to larger and/or articulated vehicles – i.e., progressively move from light to heavier classes of vehicles – and which has multi-stage levels with time-based requirements – e.g., minimum duration with a certain number of certified driving hours.

Option 2: Commercial provisional (probationary) licensing (CPL), which requires earlier driver improvement actions and certification of a certain number of on-road driving hours.

Option 3 is a variety of changes related to the following features of the licensing process:

- Classified Vehicles
- Minimum Entry Age
- Previous Driving Experience
- Learner Requirements
- Test Requirements
  - Examiners’ Qualifications
  - Hazard Perception Test
  - Crash factors
  - Competency based training and assessment (CBTA)
  - Knowledge test
  - Road test

Priority Recommendations

The following “principles” guided the development of priority recommendations and next steps:

- changes should have a strong rationale, grounded on empirical, evidence-based research;
- changes to improve current practices should be considered in the context of an existing shortage of qualified drivers – every effort should be made to ensure that licensing changes do not add barriers to entry into the truck driver profession; and
changes should not disrupt harmonization of standards in British Columbia and other provinces and territories, to the extent possible.

As noted above, recommendations should be evidence-based, which means that the proposed change(s) has proven safety effectiveness – i.e., crash reductions. This is a challenging principle to follow for two reasons. First, there is a paucity of relevant research -- evaluations have not been conducted in jurisdictions that have some of these options in place. For example, the commercial graduated licensing programs in Australian states and in New Zealand were not evaluated when implemented, or subsequently, to determine if they resulted in crash reductions among new heavy truck drivers. As a further illustration, the learner requirements and other features of the commercial vehicle driver licensing program in Quebec have also not been evaluated.

Second, options including commercial probationary licensing, as recommended by Christie and Mayhew (1999) and still under consideration by the Canadian Council of Motor Transport Administrators (CCMTA), have never been implemented in Canada or elsewhere and, consequently, never evaluated.

Accordingly, the priority recommendations advanced here are based largely on logical and rational grounds – they make sense as having the potential to reduce collisions of new heavy truck drivers, principally because they address known risk factors related to age and driving inexperience – and they should do more “good” than “harm” in terms of improving driver quality. The priority recommendations should produce better skilled, presumably safer drivers, and as a potential added benefit, drivers with more of the vocational skills needed by the industry.

An initial priority recommendation relates to the merits of current licensing practices for commercial drivers of heavy trucks in British Columbia. It is our understanding that the overall program and the specific features of the program have not undergone a major review since the late 1990s. That review resulted in eliminating certification through driving schools and implementing enhancements – e.g., new tougher knowledge and road tests.

Since then, ICBC has continued to review the program and has introduced several minor enhancements to the content and conduct of its tests within the past two years, including enhanced pre-trip and airbrake pre-trip inspections, and increased load requirements for
the Class 1 road test. These and other aspects of the licensing standards and testing procedures in British Columbia compare very favourably to those in place in other provinces as well as elsewhere outside of Canada.

However, the overall safety effectiveness of the current program in British Columbia or its specific requirements, have not been evaluated. Accordingly, the safety effectiveness of the overall program in British Columbia and its specific components bear closer scrutiny and scientific validation. If the overall program is not resulting in crash reductions, it is in definite need of improvement. If the overall program is resulting in safety benefits, there are opportunities to build on these gains and make it work better – even if the program has been effective in reducing collisions, heavy truck drivers still crash, so further prevention efforts are warranted. A comprehensive, rigorous review and evaluation will also provide guidance as to which aspects of the program would benefit from “tweaking”, which need a major overhaul or to be eliminated, and which should be left alone.

Accordingly, it is recommended that BCTA encourage ICBC to conduct an independent review and assessment/evaluation of their commercial vehicle driver licensing standards and testing procedures to determine the extent to which they are adequately preparing novices to drive safely and addressing the problem of collisions involving new heavy truck drivers in an effective and efficient manner.

Among the three options, both commercial graduated licensing and commercial probationary licensing have the greatest potential to reduce collisions and improve driver quality, although the actual safety benefits of these programs have not yet been established. Commercial graduated licensing is, however, not recommended at this time because the concerns about the practicality and cost effectiveness of this approach raised by Christie and Mayhew (1999) in their “state of the art” review are still valid today. As well, participants at the workshop raised legitimate concerns about the advisability of commercial graduated licensing because of its complexity and because it has been said to increase shortages of drivers in New Zealand.

For these reasons, commercial probationary licensing has been recommended as the preferred approach to improving commercial driver licensing by CCMTA.
In terms of the third option – a variety of changes to the specific features of the program – lowering the minimum licensing age for Class 1 (from 19 to 18) and for Class 3 (from 18 to 17) would be counterproductive and counterintuitive from a road safety perspective. Increasing the minimum licensing age has safety appeal but would likely exacerbate the shortage of qualified drivers.

Permitting an 18 year old to obtain a Class 1 learner licence and a 17 year old to obtain a Class 3 learner licence might be a promising compromise. This means that the minimum ages for a full Class 1 licence and for a full Class 3 licence would be retained at ages 19 and age 18 respectively, but younger teens who qualify for a learner licence could practice driving under supervision with a qualified truck driver and/or with an instructor in a training course. Driving under supervision is a relatively safe activity so any increased risks from allowing younger teens to drive, as learners, should be minimized.

It is, therefore, recommended BCTA advocate that minimum licensing ages be retained for a full licence to operate a heavy truck but that younger teens be allowed to obtain a learner licence to drive under supervision and to attend an approved training course.

The purpose of a learner’s licence is to provide an opportunity for novices to practice driving under supervision. However, this assumes that the novice will practice before attempting the road test to obtain a full licence. Given the special operating features of heavy trucks, it is likely that novices do obtain some amount of supervised driving practice, at least enough to pass the road test, but there is no guarantee that they are accumulating adequate practice to significantly reduce their crash risk. The amount of practice under supervision can be increased by requiring a minimum learner period of several months and/or by a requirement for a certain number of hours of certified driving practice. To ensure that these time-based requirements do not contribute to the shortages of drivers, the minimum learner period and/or the number of hours of certified practice could be reduced depending on circumstances consistent with the proposed regulatory amendments in Quebec – e.g., the applicant is age 25 and over; the applicant

Accordingly, it is recommended that BCTA consider advocating that a commercial probationary licence, which requires earlier driver improvement actions and a certification of a certain number of driving hours during the probationary period, be given serious consideration by ICBC.
holds a class 2 or 3 driver's licence; the applicant has accumulated at least five years of experience with a class 5 driver's licence. Another possibility is to reduce the minimum learner period for successful completion of an approved training course that includes a certain and significant number of hours of supervised driving.

Accordingly, if the goal is to increase or ensure that practice under supervision is achieved, BCTA advocate that learner requirements should include a minimum holding period of several months and/or a certain number of certified practice hours.

Although not identified as priority recommendations, other options worth further consideration include:

- separating heavy trucks into more classes than the current two (Class 1 and 3) with tests and manuals tailored to each class;
- requiring driver examiners to hold a full licence for the class being tested;
- developing and administering a computer-based and/or on-road hazard perception test(s) tailored to the operation of heavy trucks;
- expanding the Commercial Vehicle Driver Certification program and ensuring strict quality control and high standards;
- reviewing test requirements and materials to ensure that key risk factors and skills needed to avoid crashes are adequately covered; and
- making the road test more challenging by improving/ modifying test items and/or lengthening the amount of actual on-road driving under diverse driving conditions and situations.

Whatever priority recommendations and/or other options that are pursued to make the current licensing program work better, however, need scientific validation before becoming widely adopted in the province.

A final priority recommendation is that BCTA, who has taken leadership on this initiative and project, facilitates the next steps and ensures that this report is shared and discussed with ICBC and other relevant agencies and stakeholders in the province. Many of the issues related to a shortage of qualified, safe drivers are beyond the control of the industry, principally the driver licensing standards and licensing requirements.

The content and priority recommendations of this report should be used to highlight areas of potential cooperation and benefit between the industry, government agencies...
responsible for licensing, and the training sector for improving commercial vehicle driver licensing standards and testing procedures in the province.
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The British Columbia Trucking Association (BCTA), as part of their strategic planning, is interested in identifying practical options for improving commercial driver licensing standards and testing in British Columbia. The Traffic Injury Research Foundation (TIRF) was commissioned to assist them in this regard by preparing a framework document that formed the basis for discussion with their HR Planning Committee.

The purposes of this project have been to review commercial driver licensing practices in British Columbia, to compare these to practices elsewhere, and based on the findings, to identify practical options and recommendations for improvement.

Tasks involved in preparing this document included:

- obtaining and reviewing available documentation on the most current licensing practices in each of the 13 Canadian jurisdictions;
- conducting a survey of the relevant Departments/Ministries in each of the 13 Canadian jurisdictions to identify planned and proposed changes to licensing practices; and
- conducting a survey of key experts in the United States, Australia/New Zealand and Western Europe to identify best practices in commercial driver licensing and testing that are relevant to Canada.

The information obtained from surveying key contacts in Canada and elsewhere and from reviewing relevant documentation on licensing practices is summarized in this report, and used as the basis to identify practical options for improving licensing standards and testing in British Columbia.

A draft of this document formed the basis for discussion of licensing practices by the HR Planning Committee at a facilitated workshop on this issue conducted on Thursday, February 15th 2007 in Langley, British Columbia. The draft framework document and the workshop deliberations served as the basis for finalizing this report, which highlights evidence-based options and priority recommendations.

A conceptual framework for this report describing the licensing process for commercial drivers in British Columbia is provided on the next page. The diagram shows the
licensing process for Class 1 drivers of semi-trailer trucks, which is basically similar for Class 3 drivers of heavy trucks.

As can be seen, in British Columbia, applicants for a Class 1 driver’s licence must hold a full-privilege licence and have graduated from the graduated licensing program (GLP; i.e., Class 5). They also need to have an acceptable driving record that shows: fewer than four offences that carry penalty points in the previous two years; and zero motor vehicle related Criminal Code convictions in the previous three years. They must meet the minimum age requirements of 19 or over (age 18 for Class 3) and meet the required medical standards. They must also not owe any motor vehicle related fines or debts to the Insurance Corporation of British Columbia (ICBC) or that province.

To obtain a learner’s licence, applicants must pass the knowledge and road sign tests and have their hearing and vision checked, as well as answer questions related to their medical health. Learner licence holders can then practice with a driver licensed to operate a Class 1 vehicle and/or attend a truck driving school. British Columbia also has
a certification program that permits certain transport companies to train and assess their employees with the road test waived.

To operate vehicles equipped with air brakes, they must also obtain an air brake endorsement by completing a 16- to 20- hour air brake course and pass air brake knowledge and pre-inspection tests.

The road test includes a pre-trip inspection test, and as mentioned above, an air brake inspections test if the vehicle is equipped with air brakes. During the road test the vehicle must be loaded (minimum 28,000 kg). After passing the road test, the learner receives a temporary licence and then receives a photo Class 1 licence once it is confirmed by a physicians' report and the Office of the Superintendent of Motor Vehicles that they meet the required medical standards.

Further details regarding the licensing practices for commercial vehicle drivers in British Columbia as well as in other jurisdictions in Canada and elsewhere are provided in subsequent sections of this report. To provide a context for the review of current licensing practices, the initial sections of this report discuss: the purpose and history of commercial driver licensing and testing; the role of government in driver licensing and testing standards in relation to industry needs; and the role of training in the licensing process.
The Purpose of Commercial Driver Licensing and Testing

All jurisdictions in North America, Australia and Western Europe have driver licensing standards, including vehicle classification systems, and special knowledge and practical on-road tests for the various vehicle classes. A shared perspective in these jurisdictions is that the main objective of such licensing requirements and testing is safety (Mayhew and Simpson 1990, LTSA 1997, AAMVA 1994, Lynman and Twisk 1995, Christie 2000). Driver licensing programs are designed for public safety and, ultimately, the prevention of traffic collisions. In this regard, classified licensing systems were adopted, in large part, because of public and government concerns over the qualifications of the drivers who operate heavy vehicles. Classified licensing requires drivers of heavy vehicles to demonstrate their ability to operate such vehicles safely before being granted a license. 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).

The theoretical (knowledge) and practical (road) tests are designed to ensure that people who drive motor vehicles on highways are competent drivers who are aware of safe driving practices and road laws. In particular, the practical on-road test sets the minimum standards for “safe” driving and provides a means to ascertain if someone has achieved that standard and can now operate that vehicle class.

Operation of a heavy truck requires specialized knowledge. Accordingly, knowledge tests tailored to a specific vehicle class assess such topics as traffic laws, safe driving practices, and operating procedures relevant to the vehicle class. Typically, such tests for commercial driver licensing are lengthy and ideally involve computerized administration with randomized selection of questions as well as randomized answer choices. This ensures that no two applicants receive the identical test and minimizes the possibility that the test will fall into the hands of potential applicants who memorize questions and answers before hand. In this regard, in the U.S., the American Association of Motor Vehicle Administrators (AAMVA) has developed computerized
testing software and a pool of over 600 test items for state use in testing CDL drivers. This system is currently in use or under consideration in many states.

Road tests focus primarily on assessing performance and skills in operating the vehicle. In this context, McKnight (1992) observes that the road test assesses skill in the following two ways:

First and foremost, it assesses performance on those driving tasks that require skill, including accelerating, shifting, steering, braking, judging distance, and selecting gaps. Poor performance in tasks indicates the lack of requisite skills. The second way it assesses skills is by evaluating performance on those tasks that do not require skill but must be performed simultaneously with the tasks that do. Examples of these tasks are selecting the correct lane, operating at safe speed, signalling, and adherence to traffic signs and signals. (p. 10)

According to Watson et al. (1996), driver testing can perform three important roles:

- to assess whether drivers meet minimum sufficient standards to become licensed;
- to act as an incentive to novice drivers to practice/study for practical and knowledge tests, as an important stage in the driving career; and
- to influence the nature of pre-licensing driver training offered to novice drivers, particularly by the commercial instruction industry (p. 98).

The road test is a highly structured method for scoring driving behaviours and skills. It is generally viewed as a reasonable method to assess skills and, thereby, establish that applicants have an adequate level of competence and meet some minimum standard of driving performance. It motivates learners to practice and/or take training and, in so doing, it indirectly sets training standards.

Typically, the skill and road tests are viewed as valid and reliable indicators of driver competency. Few on-road tests, however, have been subjected to scientific evaluation to determine their predictive validity in terms of crash reduction – e.g., the extent to which applicants who fail or score poorly on such tests are more likely to crash than those that pass and score well (Christie 2000; Mayhew et al. 2005).
Since the advent of the motor vehicle at the beginning of the 20th century, driver’s licenses were issued principally as sources of revenue and means to identify drivers who could be held responsible for damages inflicted by their motor vehicles on other people and/or property. The first driver’s license is believed to have been issued in 1899 in Chicago, Illinois, to operate a steam-propelled vehicle (Mayhew et al. 2000). However, laws governing driver’s licenses did not emerge for several years.

Even in the early years of licensing laws, when revenue and driver identification were the principal focus, government authorities recognized that licenses could be used to ensure public safety. Indeed, the 1899 law in Chicago required “the Chief Health Officer to determine the applicant's ability to operate in a safe manner the vehicle amongst horse drawn vehicles on city streets” (Mayhew et al. 2000). With rapid increases in motorization, concern about the mounting number of traffic crashes led to the realization that licensing procedures could be used to control drivers and, presumably, promote road safety. This perspective is reflected in very early licensing laws.

In British Columbia, automobiles appeared in 1899 and the first statute was introduced in 1904, essentially to set speed limits and require owners to register their cars. The 1911 Motor Traffic Regulation Act set the minimum age for driving at 17, and this applied to all drivers, including chauffeurs (i.e., commercial drivers such as truck and taxi drivers). The Motor Vehicle Act of 1920 amended the minimum age by providing that a person over the age of 15 could operate a motor vehicle provided that the person was granted a permit by the Police (essentially to allow police to check the applicant’s "moral character" - even today, taxi drivers in most British Columbia cities are required to get a permit from the local police). The Act was amended at the end of 1925 to require that chauffeurs had to be 21 years of age or older; however, the Superintendent of Motor Vehicles could issue a permit to an underage chauffeur. In 1932, the Act was further amended to require all applicants for a driver’s licence to demonstrate ability to read and understand road signs. As well, minors (under 21 and over 15) were required to be examined by a Police Officer in order to obtain a driver’s licence. Also, the parental consent

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1 Historical information on licensing practices in British Columbia provided by Sam Macey (ICBC), personal communication, January 2007.
requirement was introduced at that time. In 1936, the first learner permit was introduced.

Beginning with the 1911 Motor Traffic Regulation Act, for-hire drivers of commercial vehicles were described as chauffeurs. As of 1920, chauffeurs were required to apply for a badge. There were 3 classes of Chauffeur's Permit: Class A - permitting operation of every kind of motor vehicle; Class B - permitting motor vehicles having a seating capacity not exceeding 9 passengers including the driver; and Class C - permitting motor vehicles used exclusively in the transporting of personal property. The minimum age to apply for a Chauffeur's Permit was 21 for Class A or B and 16 for Class C (21 was the age of majority in British Columbia at the time and 16 was the minimum driver licence age). To obtain a Chauffeur's Permit, an applicant was required to submit a medical examination form.

British Columbia introduced road tests in 1939. By the 1950's, applicants for "A" and "B" licenses were required to meet vision and medical standards and on written and road tests. However, there were no tests required to obtain a "C" licence.

British Columbia introduced classified driver's licences (Classes 1-6) in 1971. Air brake endorsements were also introduced at that time. When the classifications were introduced, all new applicants were required to take knowledge and road tests to obtain the desired licence class. Existing commercial drivers were "grandparented" into the new system - they were required to provide a letter of experience from their employer indicating what kinds of vehicles they drove, and this formed the basis for deciding which class of licence to issue them.

British Columbia and jurisdictions elsewhere in Canada and the United States adopted classified driver licensing systems to ensure that applicants possess fundamental knowledge and skills for the type of vehicle to be operated (Tannahill and Tarrants 1982). During the 1970s and 1980s, media attention and public concern generated further industry and government action to improve the safety of commercial vehicles, particularly to address the lack of uniformity in licensing practices across provinces and states.

In Canada, the major safety initiative was the development of national safety standards for owners and drivers of commercial vehicles – i.e., the National Safety Code.
the 1990s, government-industry actions have included Task Forces on Commercial Vehicle Safety in Quebec, Ontario and British Columbia to identify and recommend strategies to improve heavy commercial vehicle safety and a steering committee in Alberta to develop a commercial driver training and certification program.

Recommendations that emerged from the Ontario and British Columbia Task Forces (Target 97 Truck Safety Task Force 1997; Task Force on Commercial Vehicle Safety 1997, respectively) included the introduction of a graduated licensing system for commercial vehicle drivers. This recommendation is based on the observation that current commercial vehicle driver licensing classification systems do not recognize the need for increased skills and experience with larger commercial vehicles. As well, interest in applying a graduated approach to commercial vehicle licensing is an intuitive outgrowth of the introduction of graduated licensing programs for novice drivers of passenger vehicles and motorcycles in these two provinces.

In 1999, the Canadian Council of Motor Transport Administrators (CCMTA) commissioned RCSC Services Pty Ltd and TIRF to conduct a “State-of-the-Art Review of Commercial Vehicle Driver Licensing” in Canada. Part of this project was to examine the need, benefits/disbenefits, and potential impact of commercial graduated driver licensing (CGL) and/or improved commercial vehicle driver licensing. For this purpose, CCMTA had proposed a model CGL program – see Appendix A. Based on a literature review and extensive consultations with stakeholders, Christie and Mayhew, in their final report on this project (1999), concluded that a provisional (probationary) approach to the licensing of new commercial vehicle drivers be considered as an alternative to CGL. At that time, Christie and Mayhew concluded that CGL, in the form of the discussion draft developed by CCMTA, was highly unlikely to be cost effective as a crash or risk reduction measure for new truck or bus drivers. Accordingly, they recommended a provisional (probationary) system for commercial vehicle drivers – a description of this model is provided in Appendix B.

Following the Christie and Mayhew (1999) report, the CCMTA Board of Directors established a Project Group on Commercial Vehicle Driver Licensing to further assess this report and recommendations. The Project Group surveyed each jurisdiction and stakeholders regarding their position with respect to the recommendations contained in the report. Based on the survey results, and consistent with the project report, they recommended that commercial graduated licensing not be pursued at this time, and that
commercial probationary licensing merited further consideration. The project group hosted a government and industry consultation session in February 2001. Afterwards, work concerning commercial vehicle driver licensing was split up into three project groups. Each one was related to the work of each of the three CCMTA standing committees: They were:

- Road Safety Research and Policy (RSRP) - Project Group on the Safe Interaction of Road Users and Commercial Vehicles (now disbanded)
- Compliance and Regulatory Affairs (CRA) - National Commercial Driver Admin Program (now disbanded)
- Driver and Vehicle (D&V) - Commercial Vehicle Driver Licensing Standards

The D&V Project Group on Driver Licensing mandate included establishing 4 working groups to evaluate individually, and make recommendations for, enhancements to the National Safety Code:

- Standard 2: Knowledge and Performance Tests
- Standard 3: Driver Examiner Training Program
- Standard 4: Classified Driver Licensing System
- Standard 5: Self-Certification Standards and Procedures

They were also to review and identify issues in each jurisdiction regarding the adoption of a national commercial driver licence program and to define and set criteria for a “Master Driver” certification. The D&V Chair report, Recommendations to the CCMTA Board of Directors (May 2006), includes the following decision related to commercial vehicle driver licensing:

Approve re-examination and review of the mandate of the project group with a recommendation to be provided to the Board by December 2006. The project has been in existence for 5 years and it has been difficult to make progress. (p.2)

To date, no model commercial vehicle driver license standard has emerged from this CCMTA process and commercial probationary licensing has not been implemented in any Canadian jurisdiction.
Fundamentally, the role of government agencies in driver licensing and testing is public safety. Responsible government agencies set standards for driver licensing and test applicants:

- to ensure that people who drive motor vehicles are competent drivers;
- to ensure that drivers are aware of safe driving practices and traffic law;
- to ensure that people who are, or who become, unsuited to drive are not permitted to drive, and
- to enable the identification of drivers for the purposes of law enforcement and collision investigation

In this context, ICBC has a safety mandate to set and administer standards for licensing. And through testing, to assess whether drivers meet these minimum standards deemed necessary to safely operate the various vehicle classes, including heavy trucks.

The trucking industry needs competent, qualified and safe drivers. In this regard, over the past several years in British Columbia, as well as elsewhere, there has been continued concern that the trucking industry is facing a serious shortage of qualified drivers – an adequate supply of suitable driver recruits to the industry. Although licensing practices are not the only reason for such shortages, they can contribute to the problem in several ways. First, shortages will occur if minimum standards for licensing are below those for a driver to be employable in the industry. Although training might compensate for low standards, typically most training schools train to the license test and not beyond. Second, if minimum standards are actually too stringent and/or the licensing tests and training programs are too difficult and costly, young people will be discouraged from pursuing truck driving as a profession.

Compelling evidence that changes in licensing practices can influence the recruitment of new heavy truck drivers and potentially contribute to the shortage of drivers is provided in Figures 1 to 3. Figure 1 shows the number of new Class 1 licences issued annually from 1996 to 2006. As illustrated, the number of new licences issued increased from
1996 to 1998, declined dramatically in 1999, and then increased gradually to 2006 but not to the level observed in 1998. The total annual number of Class 1 licence tests and the annual number of persons taking a Class 1 licence test showed a similar pattern (see Figure 2). A somewhat different pattern is displayed in Figure 3, which plots the annual number of failures of Class 1 licence tests over this period. As can be seen, there has been a dramatic increase in the number of test failures since the mid-1990s. The reason for this trend is not clear, but it is likely partially accounted for by the gradual increase in the number of persons taking a Class 1 licence test over the past six years. What is clear is that something happened in 1999 that contributed to some of the dramatic increases and decreases in licensing and testing patterns over this ten year period. According to ICBC, these trends were related to the following changes in licensing practices:

- Knowledge and road tests were revised in 1999 to be more demanding
- Certification by driver training schools for Class 1-4 drivers was discontinued in 1999.

Figure 1
New Class 1 Licenses issued

Figure 2
Class 1 Licence Tests

- Total □ Persons
They also note that the methodology used to collect and record commercial driver licensing has evolved over this period, resulting in some variances in the data being compared. A further factor identified at the workshop that likely contributed to these trends was that around 1999 a licensing change was introduced that required applicants for Class 1 licence to read and speak the English language. Clearly then, changes in licensing practices can significantly influence the recruitment of new heavy truck drivers and may have contributed to the shortage of qualified drivers experienced by the industry. In this regard, our understanding is that from an industry perspective the shortage of competent, qualified drivers also arises from testing that allows poor drivers to be licensed.

Competency to drive in a road safety sense, however, is not the same as the competency required to operate vocationally as a commercial driver. This distinction is important. It is not the role of driver licensing and responsible government agencies to engage in extensive training programs nor to train and assess vocational skills (or knowledge) unrelated to safe vehicle operation (e.g. good customer relations) in respect of commercial vehicle drivers (Christie and Mayhew 1999). This point was well made by Australia’s National Road Transport Commission (NRTC) when facilitating the development of a national driver licensing scheme:
Industry bodies sometimes express concern that licensing authorities adopt, in their view, a minimalist approach to licence examinations. However, licensing authorities must be careful not to over-prescribe what a person must accomplish in order to obtain a licence as the test candidate has no choice but to comply. Therefore, apart from public safety, the costs and benefits of any added requirements must be carefully assessed. Once a person is licensed industry must take some responsibility to ensure that he or she is afforded the relevant training required for the particular job. (NRTC 1995, p28)

As noted by NRTC, the training and development of commercial, vocational skills for truck and bus drivers are best left to industry bodies and educational/training organisations. Such programs may be allied to driver licensing procedures and coexist with them. Indeed, this may be desirable in the case of commercial vehicle drivers to ensure that those who gain a truck licence also attain the vocational skills necessary to render them employable within the road transport industry. This would appear to be the view of the Organization for Economic Cooperation and Development (OECD 1996).
The Role of Training in the Licensing Process

Training has a critical role in the driver licensing process from two perspectives. It provides an efficient and effective means to learn how to drive and operate a heavy truck. It also provides the knowledge and skills to pass the various tests, including pre-inspection, knowledge, air brakes, and on-road tests, and obtain a license to drive this vehicle class.

The primary role of training is to build knowledge, skills and competencies in drivers to meet particular performance criteria such as those contained in licence tests. In this regard, the licensing standards drive training standards, not the other way around (Christie 2000). As a consequence, the test requirements influence the quality and quantity of training and improvements to the test that make it more challenging should result in better training – i.e., drivers will take training to ensure they successfully pass the test.
Current Licensing Standards in BC Compared to Other Canadian Jurisdictions

An overview of licensing practices for heavy truck drivers in British Columbia was provided in the introductory section of this report. This section provides further details on the situation in British Columbia and compares it to that in other provinces and territories. Relevant agencies and key contacts in each province and territory responsible for driver licensing were surveyed and asked to provide detailed information on their commercial vehicle driver licensing requirements and testing procedures, especially those related to heavy trucks. As well, each of these relevant agencies’ websites was searched for additional information on current licensing requirements. The results of the survey and the web search are displayed in the detailed tables in Appendix C. Similarities and differences between the requirements in British Columbia and those in the other provinces/territories are discussed briefly below.

General

As the tables in Appendix C illustrate, there is considerable diversity in definitions, licensing requirements and testing procedures. As well, current practices in BC often compare favourably, or exceed, those in other jurisdictions.

Classification

British Columbia and most other provinces have two classes of licenses for heavy trucks, usually Class 1 for semi-trailer and tractor-trailer combinations, and Class 3 based on the number of axles or on the gross weight of the vehicle.

Licensing Age

In British Columbia and Nova Scotia, the entry age is 19 for Class 1, and 18 for class 3. Most other jurisdictions have an entry age of 18 for both classes of heavy trucks with the following exceptions: In Quebec, the entry age is 20 for Class 1 and 19 for Class 3; and in Newfoundland the entry age is 19 for both Classes.
Previous Driving Experience

British Columbia requires applicants for heavy truck classes to have a full privilege driver’s license (i.e., a minimum of Class 5 or 6 driver’s license) and to have graduated from the GDL program. This is also the case in most other jurisdictions. However, in Newfoundland, Nova Scotia and Nunavut, Class 1 and 3 applicants must have one year’s driving experience in Class 5 and Prince Edward Island requires the applicants for these classes to have 2 years with a valid license.

In Québec, Class 1 applicants must have a Class 5 driver’s license for at least 3 years or at least two years of driving experience and have successfully completed training in a centre recognized by the Société du l’assurance automobile du Québec (SAAQ) that includes 300 hours of driving this vehicle class on public highways. This training and driving time provision was introduced in March 1991 to reduce the driving experience required for Class 1 (to 24 months instead of 36 months). Class 3 applicants have to have held the learner’s license for at least 3 months and have at least 2 years as the holder of a class 5 license. Both Class 1 and Class 3 applicants in Quebec also have to pass 2 road tests: one on the safety check of a heavy vehicle before setting out on the road; and the other on driving that type of vehicle.

Driver Record

For applicants for heavy truck licenses, previous driving record is important in some but not all provinces. In British Columbia, an applicant for a Class 1 and 3 license must have a satisfactory driving record – fewer than four penalty points in the previous two years and no motor vehicle related Criminal Code convictions in the previous three years. Drivers who have not resided in British Columbia for the past 3 years are required to provide a copy of their out of province driving record to confirm they meet these requirements. For Quebec, drivers must have no more than 4 demerit points, no suspensions or revocations within the last two years due to demerit points or Criminal Code convictions. In Alberta, the only condition, however, is that the driver cannot be currently suspended.
Learner Requirements

Similar to most other provinces/territories, British Columbia does not have a minimum time in which a learner licence must be held prior to taking the road test for a heavy truck class. In Manitoba, the minimum holding period is 14 days. In Quebec, since October 1998 when requirements for higher class licences were strengthened, a Class 1 applicant must have held a learner’s license for at least 3 months or 1 month if they are registered in a truck driving training program that leads to a vocational diploma.

In British Columbia, the applicant must pass the knowledge test prior to obtaining a learner’s license and prior to taking the road test.

Most provinces, including British Columbia, require the supervisory driver to hold a valid driver’s license for the heavy truck class. In Saskatchewan, the supervisor has to have held that license class for one year or more.

Probationary Requirements

In their “State of Knowledge” review, Christie and Mayhew (1999) recommended that an improved commercial driver licensing system include a probationary period of 24 months, with a minimum of 1,000 hours of actual behind-the-wheel driving (average of 10 hours per week). During this period, drivers would be restricted from driving after drinking (zero blood alcohol content) or drug use, and there would be a low-threshold for post-licensing interventions. To date, no province/territory has implemented such a probationary requirement.

Knowledge Test

In British Columbia, the theoretical test comprises 35 questions on braking, vehicle inspection, vehicle cargo load security, vehicle handling, National Safety Code, driver safety, and vehicle safety. Applicants must also take a 10-question road signs test, which is considered part of the commercial learner’s license knowledge test. There is a separate 25-question air brake knowledge test for those applying for an air brake endorsement. The duration of the multiple-choice knowledge test is about 25 minutes and it is usually taken using touch-screen computer terminals. The pass criterion is
80%. Each question is multiple choice (with 4 answer choices) and drawn from a large question bank so that applicants are administered different knowledge tests.

In the other provinces/territories, the number of questions on the theoretical test ranges from as few as 20 in several jurisdictions to as many as 70 for Class 1 in Saskatchewan. Similar to British Columbia, the questions are on the rules of the road, on sign and signal identification, on safe driving practices and on heavy truck vehicle knowledge. There are also additional questions and/or tests for air brakes. The duration of the knowledge test is usually 20 to 25 minutes and pass criterion is typically 75% (Quebec) or 80% or more. The testing is typically either written or oral, and occasionally computerized.

Road Test

In British Columbia, the road test for Class 1 must be in a loaded tandem or tridem rear axle tractor-trailer combination with air brakes and with an on-road loaded weight of at least 28,000 kilograms. The semi-tractor trailer must be at least 13 metres long (7.5 metres if pintle hitch trailer). The road test for Class 3 must be in a large 3-axle truck. If an automatic transmission vehicle is used for the Class 1 and Class 3 road test, the resulting license is restricted to automatic transmission for that class of vehicle. The maneuvers and skills tested include:

- Starting and stopping
- Steering
- Shifting
- Space margins, signalling
- Backing
- Starting on a hill
- Parking
- Right and left turns
- Lane changes
- Observations of traffic hazards
- Observations of road signs, traffic lights
- Coupling/uncoupling (Class 1 only)
- Right of way
- Speed control

The examiner for the road test does not necessarily have the class of license for the vehicle for which he/she will be testing. However, he/she must have qualified for a learner’s license for that vehicle class and will have received hands–on training on this class of vehicle (e.g., Class 1 training includes 6 hours behind the wheel). The duration
of the test is 2 hours for class 1 and 1.5 hours for Class 3 but actual driving time is only about 35-45 minutes. The route length is approximately 10-15 kilometres under diverse road and traffic conditions, including railroad crossings, freeway entrance and exit, and some hills.

In all other provinces and territories the practical road test must also be in the vehicle of class being tested. British Columbia, however, appears to be the only jurisdiction that requires a loaded weight. In several provinces, unlike British Columbia, the examiners must be qualified for the same class that is being tested. The content of the road test is similar in British Columbia and the other jurisdictions.

In several provinces, the pass criterion is based on a demerit point system. For example, in Manitoba a perfect test would be scored zero providing no dangerous acts such as: cutting off another vehicle or driving over a curb while turning. Serious violations such as rolling through a stop sign or failing the straight line backing up exercise are considered automatic failures. In that province, an applicant can fail for as little as 10 demerit points. The duration of the road test in most provinces/territories is also similar to that in British Columbia – e.g., 30-35 minutes of actual on-road driving time.

**Further Test Requirements**

In British Columbia, Class 1 and 3 road tests include requiring the applicant to conduct a pre-trip inspection of the vehicle, and if the vehicle is equipped with air brakes, an air-brakes pre-trip inspection. The duration of the pre-trip inspection for Class 1 is up to 45 minutes and for Class 3 is up to 30 minutes. For these pre-trip tests, the applicant is required to inspect various components of the vehicle while explaining what they are checking and why. The applicant must also complete a National Safety Code-style trip inspection report form.

Certain transport companies are also permitted to train and assess their employees, and in these cases, the ICBC road test is waived. This Commercial Vehicle Assessment Certification Program is administered by ICBC who authorizes facilities to conduct an assessment of the driving skills of drivers. This is typically done where ICBC driver testing services are not readily available or where the local demand for driver testing services exceeds the capacity of local ICBC offices to provide driver testing services.
Under this certification program, training assessments by an ICBC-authorized Assessment Officer employed by the facility must be conducted at least to the same standards as road tests conducted by ICBC Driver Examiners. For this purpose, the same road test forms are used. Requirements to obtain approval from ICBC to provide driver assessments under this program include:

- each Facility must be a legal entity and comply with applicable registration requirements under the *British Columbia Company Act, Partnership Act* and *Private Career Training Institutes Act*;
- each Facility must maintain a registered office in British Columbia and have access to classroom space suitable for the delivery of their training program;
- each Facility must have a minimum of one ICBC-approved instructor and Assessment Officer (AO) in each category of assessment for which they are applying;
- each Facility must submit curricula, documenting their course(s) of instruction, for review and approval by ICBC; and
- the Facility must demonstrate that 20 or more of its employees have taken a class 1, 2, 3 or 4 road test through ICBC in either of the previous 2 years.

Other provinces and territories also have additional off-street testing for commercial classes. In Saskatchewan, for example, the pre-trip inspection is commonly referred to as the “Circle Check” and requires the applicant to name and point out the item or equipment inspected without any assistance. In Manitoba, the duration of the pre-trip inspection is 20 minutes and the air brake test is 30 minutes.

British Columbia and most other jurisdictions require an air brake endorsement to operate air brake-equipped vehicles. Alberta and New Brunswick, however, mention air brake-equipped vehicles in the descriptions for Class 1 and Class 3. In British Columbia, to obtain the endorsement, applicants must complete an approved air brake course, pass an air brake knowledge test, and pass a practical air brake inspection test. The approved air brake courses are a minimum of 16 hours. Similar course and test requirements for air brakes are in place in other provinces and territories.

**Training**

No jurisdiction mandates training as a requirement for obtaining a heavy truck license. The exception in British Columbia and other jurisdictions is the requirement to pass an air brake course (see above) to test in an air brake-equipped vehicle. And as mentioned
previously, in Quebec, an applicant for Class 1 can reduce the requirement of three years of driving experience in Class 5 to only two years if he/she has successfully completed training in a centre recognized by the SAAQ that includes 300 hours of driving this vehicle class on public highways.

**Driver Fitness**

In British Columbia, the applicant must meet medical and vision guidelines of the Office of the Superintendent of Motor Vehicles. In terms of vision, commercial drivers must meet a higher standard than regular passenger vehicle (Class 5) licensed drivers. The vision testing includes visual acuity, peripheral vision, depth vision, diplopia (double vision), and colour perception. The applicant must also be in good physical and medical condition. Medical conditions that would prohibit an applicant from getting a commercial license include epilepsy, brain hemorrhage, Parkinson’s disease, multiple sclerosis, certain heart conditions, high blood pressure, certain diabetic conditions and obesity.

All other provinces and territories also require screening vision tests and medical reports for applicants of Class 1 and 3 vehicles. In Alberta, for example, a medical report is required when first applying for a heavy truck license and applicants are responsible to report any disease or disability that may interfere with the safe operation of a motor vehicle. Like British Columbia, other jurisdictions will prohibit getting a heavy truck license for certain medical conditions.

**Summary**

In their “State of Knowledge” report, Christie and Mayhew (1999) observed that driver licensing practices across Canada are not uniform for commercial driver licence classes. This situation holds today although differences are often minor.

Licensing practices in British Columbia can be described as generally comparable or, in some cases, exceeding the requirements in other jurisdictions and, therefore, constituting current best practices at least in Canada.
Comparisons with Programs Outside of Canada

This section provides an overview of the most common features of commercial driver licensing standards and testing practices in jurisdictions outside of Canada, principally in the United States, Australia and New Zealand, and Western Europe. Unique features that distinguish these programs from those in British Columbia are also highlighted. The tables in Appendices D-G, comprised of information that was taken from various sources and/or from responses to our survey of key contacts, provide details on the commercial driver licensing requirements in these countries.

U.S. Commercial Driver Licensing Standards

The “Commercial Motor Vehicle Act of 1986” established minimum national standards that States must meet when licensing commercial motor vehicle drivers, or risk Federal funding penalties, unlike the situation with the National Safety Code in Canada. The Act required States to upgrade their existing testing and licensing programs, if necessary, to conform to the Federal minimum standards. The Federal standards have been progressively updated and refined through a series of amendments, for example, to close loopholes whereby drivers could escape penalties, to prevent the fraudulent issuance of CDL’s, and to streamline medical standards for drivers.

The Federal standards apply to the following three classes of license:

- **Class A** -- Any combination of vehicles with a GCWR of 26,001 or more pounds provided the GVWR of the vehicle(s) being towed is in excess of 10,000 pounds.
- **Class B** -- Any single vehicle with a GVWR of 26,001 or more pounds, or any such vehicle towing a vehicle not in excess of 10,000 pounds GVWR.
- **Class C** -- Any single vehicle, or combination of vehicles, that does not meet the definition of Class A or Class B, but is either designed to transport 16 or more passengers, including the driver, or is placarded for hazardous materials.

While the minimum entry age for a CDL is determined by the individual states (e.g., Florida minimum age is 18), to drive interstate the minimum age is typically 21. The State also determines the medical and other driver qualifications of its intrastate
commercial drivers. In Florida, for example, the applicant must not be under suspension, revocation, cancellation or disqualification. The Federal standard also identifies driver record requirements during the 2-year period prior to applying for a CDL. These include: having not had more than one license, having not had any license suspended, revoked or cancelled; having not had an convictions in any type of motor vehicle for major disqualifying offences; having not had more than one conviction for any type of motor vehicle for serious traffic violations; and having not had any violations of state or local laws related to motor vehicle traffic control arising in connection with any traffic accident, and no record of an accident in which he/she was at fault.

Interstate commercial drivers must meet the following federal driver qualifications:

- is at least 21 years old;
- can read and speak the English language;
- can by reason of experience, training or both, safely operate the type of commercial motor vehicle he/she drives;
- is physically qualified to drive a commercial motor vehicle;
- has a currently valid commercial motor vehicle operator’s license issued by one state or jurisdiction;
- has prepared and furnished the motor carrier that employs him/her with a list of violations;
- is not disqualified to drive a motor vehicle; and
- has successfully completed a driver’s road test.

The standards also allow states to issue learner’s permits as long as drivers with a valid CDL appropriate for that vehicle accompany learner’s permit holders and the learner’s permits are issued for a limited time period.

Similar to British Columbia and the other Canadian jurisdictions, the U.S. Federal standard does not require a probationary period where, for example, the commercial vehicle driver would be subject to earlier driver improvement actions and be required to certify a certain number of on-road driving hours.

The State is allowed to develop its own knowledge and skill tests, which must be at least as stringent as the Federal standards. Model driver and examiner manuals and tests are available to the States for this purpose. Basic criteria for the knowledge test include
at least 30 questions, and a requirement to at least correctly answer 80% of the questions. The required knowledge includes safe operations regulations, commercial motor vehicle safety control systems, safe vehicle control systems (e.g., basic control, shifting, backing, visual search), the relationship of cargo to vehicle control, vehicle inspection, hazardous materials knowledge, and air brakes knowledge. More specifically, knowledge requirements include:

- **Safe operations regulations.** Driver related elements of CDL regulations, including motor vehicle inspection, repair and maintenance; the effects of fatigue, poor vision, hearing, general health upon safe motor vehicle operation; the types of motor vehicles and cargoes subject to the requirements, and the effects of alcohol and drug use upon safe vehicle operations

- **Commercial motor vehicle safety control systems.** Proper use of the motor vehicle’s safety system (e.g., lights, horns, mirrors)

- **Safe vehicle control, including:**
  
  - **Control systems** -- The purpose and function of the controls and instruments commonly found on commercial motor vehicles.
  
  - **Basic control** -- The proper procedures for performing various basic manoeuvres.
  
  - **Shifting** -- The basic shifting rules and terms, as well as shift patterns and procedures for common transmissions.
  
  - **Backing** -- The procedures and rules for various backing manoeuvres.
  
  - **Visual search** -- The importance of proper visual search, and proper visual search methods.
  
  - **Communication** -- The principles and procedures for proper communications and the hazards of failure to signal properly.
  
  - **Speed Management** -- The importance of understanding the effects of speed.
  
  - **Space management** -- The procedures and techniques for controlling the space around the vehicle.
  
  - **Night operation** -- Preparations and procedures for night driving.
  
  - **Extreme driving conditions** -- The basic information on operating in extreme driving conditions and the hazards that are encountered in extreme conditions.
  
  - **Hazard perceptions** -- The basic information on hazard perception and clues for recognition of hazards.
  
  - **Emergency manoeuvres** -- The basic information concerning when and how to make emergency manoeuvres.
**Skid control and recovery** -- The information on the causes and major types of skids, as well as the procedures for recovering from skids.

**Relationship of cargo to vehicle control** -- The principles and procedures for the proper handling of cargo.

**Vehicle inspections** -- The objectives and proper procedures for performing vehicle safety inspections.

- **Hazardous materials knowledge**

For the road test, the vehicle in which the applicant takes the test must be representative of the type of vehicle that person operates or expects to operate. During the test, the applicant needs to demonstrate the following basic vehicle control skills and safe driving skills.

- **Basic vehicle control skills:**
  
  Ability to start, warm up, and shut down the engine;
  
  Ability to put the motor vehicle in motion and accelerate smoothly, forward and backward;
  
  Ability to bring the motor vehicle to a smooth stop;
  
  Ability to back the motor vehicle in a straight line, and check path and clearance while backing;
  
  Ability to position the motor vehicle to negotiate and then make left and right turns;
  
  Ability to shift as required and select appropriate gear for speed and highway conditions;
  
  Ability to back along a curved path; and
  
  Ability to observe the road and the behaviour of other motor vehicles, particularly before changing speed and direction.

- **Safe driving skills:**
  
  Ability to use proper visual search methods;
  
  Ability to signal appropriately when changing speed or direction in traffic;
  
  Ability to adjust speed to the configuration and condition of the roadway, weather and visibility conditions, traffic conditions, and motor vehicles, cargo and driver conditions;
  
  Ability to choose a safe gap for changing lanes, passing other vehicles, as well as for crossing or entering traffic;
Ability to position the motor vehicle correctly before and during a turn to prevent other vehicles from passing on the wrong side as well as to prevent problems caused by off tracking;

Ability to maintain a safe following distance depending on the condition of the road, on visibility, and on vehicle weight; and

Ability to adjust operation of the motor vehicle to prevailing weather conditions including speed selection, braking, direction changes and following distance to maintain control.

According to the Federal standards, the skills test should be conducted in on-street conditions or under a combination of on-street and off-street conditions. The Federal standard also allows a state to use simulators to perform skills testing but not as a substitute for the required testing in on-street conditions.

The Federal standard also specifies the requirements for a pre-trip inspection and air-brakes inspection, which are generally comparable to those in British Columbia and the rest of Canada.

Recommendations or medical guidelines for commercial driver licensing are also provided by FMCSA to assist medical examiners in determining an applicant’s fitness to drive. These cover vision and medical requirements. For example, a person is physically qualified to drive a commercial motor vehicle if that person has no: loss of a limb (e.g., foot, hand): impairment of a limb (e.g., arm, foot, leg) which interferes with the ability to operate a vehicle; and established medical history or clinical diagnosis of diabetes mellitus, myocardial infarction, angina coronary insufficiency, thrombosis, any other cardiovascular disease, respiratory dysfunction, high blood pressure; or other diseases and conditions likely to interfere with the ability to control and drive a vehicle safely.

**Australian Commercial Driver Licensing Standards**

As described by Christie and Mayhew (1999), a minimalist graduated licensing scheme for truck and bus drivers proposed by the National Road Transport Commission (NRTC) was progressively integrated into the national driver licence class system in Australia. Essentially, novice truck and bus drivers are required to gain experience in smaller, lighter vehicles before progressing to larger and/or articulated vehicles (Christie & Fabre 1999).
Table 1 below summarises the structure of Australia's national driver licence class system. These classifications make no distinction between buses or trucks. Gross vehicle mass (gvm) and number of axles determine the licence class required to operate a particular vehicle. However, the legal definition of a bus is still contained in the road transport regulations of each individual state/territory for operational and enforcement purposes (i.e. vehicle carrying more than 12 adults including the driver).

Table 1: National Driver Licence Classes, Australia (source: NRTC, 1999)

<table>
<thead>
<tr>
<th>May Learn To Drive</th>
<th>May Obtain</th>
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<tbody>
<tr>
<td></td>
<td>LR</td>
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<td>Class</td>
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<td>C</td>
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<td>HC</td>
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Legend:

<table>
<thead>
<tr>
<th>Class</th>
<th>Vehicles in Class</th>
</tr>
</thead>
<tbody>
<tr>
<td>C (car)</td>
<td>≤4.5 tonnes, seating ≤12 adults</td>
</tr>
<tr>
<td>LR (Light Rigid)</td>
<td>&gt;4.5 tonnes, but &lt;8 tonnes</td>
</tr>
<tr>
<td>MR (Medium Rigid)</td>
<td>&gt;8 tonnes, 2 axles</td>
</tr>
<tr>
<td>HR (Heavy Rigid)</td>
<td>&gt;8 tonnes, ≥3 axles</td>
</tr>
<tr>
<td>HC (Heavy Combination)</td>
<td>Prime mover + 1 semi trailer or HR + trailer &gt;9 tonnes</td>
</tr>
<tr>
<td>MC (Multiple Combination)</td>
<td>HC + &gt;1 trailer (includes doubles, triples and road trains)</td>
</tr>
</tbody>
</table>

The car licence category covers all vehicles (except motorcycles) up to 4.5 tonnes gvm and 12 adult occupants, including the driver. The MC category, which covers doubles, triples and road trains is the only class requiring completion of a mandatory training program combined with competency assessment and is only open to experienced truck drivers.
All Australian jurisdictions implemented this graduated scheme by the end of 1999. In a recent review, Wright et al. (2006) reported that implementation of this scheme has been very successful and that it is functioning well and being administered well in all states.

Although uniformity has been achieved in vehicle classifications, there is little uniformity in driver testing and assessment. According to Christie (2002), tests vary in duration, complexity, scoring arrangements and cost across Australia. Detailed and current information on commercial driver licensing standards and testing procedures in each of the Australian states is provided in the tables in Appendix E.

As can be seen in this table, although several states identify minimum entry ages for some classes of commercial vehicles, most adopt a simple time-in-class approach. For example, in Victoria, a HR (heavy rigid) applicant must have held a car driver license for at least 24 months; HC (heavy combination) applicants must have held a car driver licence for at least 24 months, including a medium rigid or heavy rigid license for at least 12 months; MC (heavy combinations) applicants must have held a HC, HR, or a combination of HR/HC vehicle license for at least 12 months and have completed an approved course.

Information on driver record requirements was not provided by key informants or available from state licensing websites. As well, only a few jurisdictions had information on learner requirements. In South Australia, training can be taken “in-lieu” of experience but a learner’s permit is required before in-vehicle training can commence. Learner’s are also subject to the following conditions: zero BAC and drug-free (cannabis and speed); must carry their current license while driving and display “L” plates to the front and rear of the vehicle; accompanied by a passenger who holds a driver’s license for that class of vehicle; must not exceed any speed limit by more than 10 km/h; must not exceed 80 km/h in areas where the speed is permitted. In Tasmania, the applicant must get a learner license if learning to drive a class of vehicle more than one class above their existing license; otherwise, they can learn to drive a heavy vehicle on their existing license.

Similar to British Columbia and the rest of Canada, commercial vehicle drivers do not have probationary requirements.
The number of questions on the knowledge test ranges from 10 for the HC class in Western Australia to 45 for HR/HC/MC classes in New South Wales. The contents of the tests cover topics related to all classes and rules specific to each heavy class in most states. In Queensland, however, if the applicant already holds a heavy vehicle class of license, they are not required to pass a road rules test for a higher class of vehicle. Pass criterion ranges from a simple pass/fail in South Australia, to 80% in Western Australia, to 90% in several states.

Similar to current practices in British Columbia and elsewhere, the vehicle used in the road test must be the same as the class being applied for. As well, in several states the vehicle must be loaded, for example, in the Australian Capital Territory, to 60% of the vehicle’s carrying capacity – 75% of vehicle’s legal mass limit in New South Wales.

The contents or manoeuvres covered in the road test are generally similar to those covered in the road test in British Columbia -- ability to handle the vehicle under a range of traffic and road conditions. The road test in Victoria also requires the applicant observing other road users and adjusting the applicant’s driving to allow for their actions.

The pass criterion on the road test is high in several states. For example, in the Australian Capital Territory, the applicant is only allowed one fail category across all 22 competencies; in New South Wales, the pass criterion is 95% and no fail items. The duration of the road test ranges from 35 minutes in Tasmania (HR/HC/MC) and Western Australia (HR/HC) to 120 minutes in the Northern Territory (MC).

Several states also link the knowledge and road test to a competency-based training and assessment system (CBTA) – Australian Capital Territories, New South Wales and Southern Australia. People interested in obtaining a heavy truck license have the option of taking a competency-based test at an authorized licensing office or obtaining a license through the completion of a competency-based training course where progress and assessment are recorded in a standardized log book issued to the learner driver. Once all competencies have been achieved and recorded, the completed log book is presented to the licensing authority and a driver license issued, without further assessment/testing (Christie 2000). The CBTA system is somewhat akin to the Commercial Vehicle Driver Certification program in British Columbia.
Similar to British Columbia, other tests include a pre-trip inspection and air brakes inspection.

In most states, training is only mandatory if upgrading to a class MC license – i.e. in New South Wales a 2-day course to upgrade from an HC license to a MC license. In Queensland an alternative to training when upgrading to a MC license is for the applicant to provide a Multi-Combination Driving Experience Declaration as well as evidence confirming his/her ability to drive a B-double or road train.

A vision test and a medical assessment of fitness to drive is typically required on an initial application for a heavy truck license in these Australian states, which is similar to the situation in British Columbia.

**New Zealand Commercial Driver Licensing Standards**

New Zealand has a graduated licensing system for commercial drivers and details are provided in Appendix F. As can be seen in the table, there are four classes of heavy truck licenses: Class 2 – Medium Rigid, Class 3 – Medium Combination, Class 4 – Heavy Rigid, and Class 5 – Heavy Combination.

Entry requirements are based on past driving experience and not age. Consistent with the rationale for graduated licensing, drivers are required to progressively move from light to heavier classes of heavy trucks. Typically, the applicant has to have held the lower class of license for six months before progressing to a higher class. This six-month requirement, however, is reduced to at least three months if the applicant is aged 25 and over. As well, if they are aged 25 and older and have successfully completed an approved driver training course, they can apply for a class 3 or 4 learner license with no minimum time on a full class 2 license (or class 4 if applying for a class 5 license).

Learner licenses of 6-month duration are required for a full license in each Class of heavy truck. There are two options for progressing to a full license: practice driving for at least six months and then taking a road test in the vehicle covered by that class; and complete an approved industry-based course for the specific class, which can be taken any time after gaining the learner license. Applicants who have successfully completed the course do not need to take the road test.
The theory test is tailored to the class of vehicle and the vehicle used in the road test must be from the same class as the license being tested for. Examiners have to be qualified in the same class of vehicle, and need to have held that license for at least two years.

Training is not mandatory in New Zealand, but as mentioned previously, the road test is waived for applicants successfully completing an approved heavy vehicle course. These courses require the use of a driver logbook and the contents of the courses for each vehicle class are briefly described in the table provided in Appendix F.

Like British Columbia and other jurisdictions, there is a vision test and a medical report of fitness to drive. Medical certificates, however, are not required if the applicant has already presented one for a lower class of license within the last five years and signed a declaration that states that any noted conditions have not worsened, and the driver has not been diagnosed with any further conditions since signing.

**European Commercial Driver Licensing Standards**

European Union (EU) member countries agreed to adopt a uniform driver licensing system for the EU with common licence classes circa 1991 - including for heavy vehicles. For example, the EU driver licensing regulations came into force in Germany on 1 January 1999 but were progressively introduced into other EU countries in 1997 and 1998. A description of the EU categories and requirements is provided in Appendix G.

Trucks are included in Categories C – vehicles weighing more than 3,500 kg. The minimum age for Categories C is 18 and both a theory and a test of skills and behaviour are required to obtain a heavy truck license. EU Directives specify the form and content of the knowledge test for all categories of vehicles and that the test must cover road traffic regulations, driver behaviour under the influence of alcohol and drugs, the road (e.g. safe distances), other road users, vehicle safety equipment, etc. In addition, specific provisions lay down special tests for each individual category of vehicle. The theory, skills and behaviour tests for driving are designed to check that drivers can recognise traffic dangers and assess their seriousness, that they have sufficient command of their vehicle, that they comply with road traffic regulations, that they can detect any major technical faults and that they can help ensure the safety of all road
users. The actual on-road time for the practical test should not be less than 45 minutes. The EU Directive also underscores that the time spent driving on the road should be used in an optimal way to assess the applicant in all the various traffic areas that can be encountered, with a special emphasis on changing between these areas – e.g., roads outside built-up areas as well as all kinds of urban streets.

More details on the contents of the knowledge and road tests as well as on their administration are provided in Appendix G. This Appendix also provides further information on the licensing and training practices in several European countries – Austria, Germany, Norway and the United Kingdom. As can be seen, training is mandatory and given much more emphasis in these countries than is the case in Canada, the United States, Australia and New Zealand. The length of training can vary with the class of heavy truck, and in Germany, the length of basic practical education is determined by the instructor’s best judgement.

Unlike British Columbia and elsewhere, Austria has a 2-year probationary period with a serious offence leading to a one-year extension of this period and further training. A unique feature in the United Kingdom not practised elsewhere is that, besides a theory test, the heavy truck applicant is also required to pass a hazard perception test. This includes a short tutorial video clip on the computer screen about how the test works and 14 video clips of approximately one minute each featuring every day road scenes, with developing hazards. For this test, there are no separate versions for different vehicles with each vehicle category taking the same test, but the pass mark is different for different categories of tests. The pass mark of the car and motorcycle hazard perception part of the theory test is 44 out of 75. For lorries and buses, the pass mark is 50 out of 75. Further details on the administration of this hazard perception test are provided in Appendix G.
Planned or Proposed Changes to Licensing Practices in Canada and Elsewhere

Key contacts in the relevant agencies responsible for commercial driver licensing and testing procedures in Canada and elsewhere were asked if they had any planned or proposed changes to their commercial driver licensing standards, to their testing procedures or to their training programs. Responses are shown in the tables in the Appendices and described briefly below.

Standards

British Columbia is not currently planning any changes to its commercial driver licensing standards. However, within the last 2 years ICBC introduced revised pre-trip inspection testing standards and revised road test procedures and test criteria.

No other jurisdiction in Canada with the exception of Nunavut and Ontario indicated that it was planning changes to its commercial driver licensing standards. Nunavut is presently working on legislative review criteria, which will encompass all aspects of its driver licensing practices and regulations. In Ontario, the Ministry of Transportation (MTO) will be undertaking a broader review of its senior commercial driver licensing requirements. MTO’s timeline is to have the review completed by Sept/Oct 2007.

In the United States, the Federal Motor Carrier Safety Administration (FMCSA) is exploring ways to enhance and improve the effectiveness of the commercial driver licensing program, graduated commercial licensing and merging medical fitness determinations into the CDL process.

Tests

Only minor changes are planned to commercial driver licensing tests in a few jurisdictions and these relate mostly to the air brake requirements. British Columbia recently increased the load requirements for the Class 1 road test, Alberta revised its licensing test to the current standard about three years ago, and New Brunswick is
planning revisions to the testing questions. Changes to the licensing test are also anticipated in Nunavut when the legislative review is tabled.

In the United States, FMCSA is exploring third party CDL knowledge testing and the use of simulator validation for training and testing of commercial vehicle drivers.

**Training**

Only a few jurisdictions indicated that changes were planned to commercial driver training programs. In this regard, a pilot post-Class 1 driver training program is underway in Alberta. It includes 7 weeks of in-cab training, 3 weeks of in-classroom training, 8 weeks of professional driving practice with a carrier, and 17 weeks of industrial internship under the supervision of a company safety officer. Participants completing this pilot program successfully will be granted a Professional Drivers License (PDL), which will allow them to apply for a PDL endorsement on their existing Class 1 license. Nunavut also anticipates changes to commercial driver training programs when its legislative review is tabled. Ontario has also recently introduced an apprenticeship program for professional truck drivers. This joint industry (Ontario Trucking Association) and government (MTO) initiative focuses on improving driver education and building a pool of skilled drivers. Similar to the situation in Alberta, this program is intended to recognize trucking as a skilled professional occupation through training, mentorship and other essential skill development.
Options for Improvement

In many respects, relative to other jurisdictions in Canada and elsewhere, commercial driver licensing standards in British Columbia represent current best practices or compare very favourably with practices elsewhere. For example, knowledge testing involves multiple-choice questions drawn from a large question bank and a screen-based approach. This testing procedure represents current best practices. Similarly, the British Columbia road test is more challenging than elsewhere largely because it requires tractor-trailer combinations to be loaded to a minimum 28,000 kg, which is not the case in the road tests administered in other provinces and territories. Although each jurisdiction's road test has some unique characteristics -- principally related to the design or format of the performance checklist, minimum route requirements for and duration of the test, and scoring system -- they have very similar content. This largely reflects efforts to conform to the NSC standards for testing and to ensure tests are similar because of provincial/territorial reciprocity agreements that allow drivers to trade licenses between jurisdictions.

Despite the similarities in licensing practices across jurisdictions, there are important differences and practical options for improving the commercial vehicle driver licensing standards and testing procedures in British Columbia. Options for improvement can be divided into two types: major system changes and specific feature changes. Two major system changes – commercial graduated licensing (CGL) and commercial provisional (probationary) licensing (CPL) are discussed initially followed by a consideration of several specific feature changes that range from minor to major modifications. The strengths and weaknesses of each of these options, in terms of their safety value and its influence on the shortage of qualified, safe drivers are also considered.

**Option One: Commercial Graduated Licensing (CGL)**

The merits of CGL have been previously considered by CCMTA. The major outcome of this government and industry initiative was a decision not to pursue commercial graduated licensing, primarily because the model proposed for discussion by CCMTA was highly unlikely to be cost effective as a crash reduction measure. There is no reason that this conclusion should not be considered as valid today. Moreover, experience with commercial graduated licensing elsewhere suggests that such a
program may contribute to the shortage of qualified drivers. New Zealand has a commercial graduated licensing program and is also facing a driver shortage. According to Oliver et al. (2003), results from industry surveys suggest that the graduated licensing system needs changing. They state that “it was felt that the graduated driver licensing system was too complex and that there is a lack of good training opportunities. Qualification requirements make entry into the industry difficult and there is a need for financial assistance to gain qualifications/experience” (p. 19). Their study also revealed that drivers consider the CGL program to be too slow and expensive, and a deterrent for potential new recruits. The authors point out several obstacles or barriers to recruitment within an elaborate licensing system such as commercial graduated licensing:

- taking too long because you cannot drive big trucks until later;
- costs too much for the course and license/endorsement fees; and
- catch 22 in that new license holders cannot get a job without experience, and cannot get experience without a job.

Accordingly, experience with CGL in New Zealand suggests that such an elaborate system does not resolve the problem of a shortage of qualified drivers. In this regard, Oliver et al. (2003) identified what the trucking industry in New Zealand would need to look like to improve recruitment:

- Affordable: lower or subsidized driver license fees, endorsement fees and training course fees, loans available for driver training.
- Quicker: Reduced time periods of waiting between license classes, easy to gain the experience required to move up the licensing ladder to the top.
- Attractive: a good image of industry and heavy truck drivers, less bad press/media reporting, career option well regarded among school leavers.
- Easy to get job experience: practical training/apprentice schemes, ban on passengers lifted to allow for “informal off-siding” by potential recruits.

**Option Two: Commercial Provisional (Probationary) Licensing (CPL)**

Christie and Mayhew (1999) recommended a provisional (probationary) approach to the licensing of commercial drivers as an alternative to CGL – see Appendix B for a description of this approach. Since then the notion of a national commercial driver licensing program along these lines has been under consideration but no concrete action has been taken to adopt a provisional system in any province or territory. No other
jurisdiction outside Canada, with the exception of Austria and possibly other European countries, has a provisional or probationary period. However, this is a relative simple approach in Austria, compared to the model proposed by Christie and Mayhew (1999) in their report to CCMTA -- the Austrian program is a 2-year probationary period with a serious offence leading to a one-year extension of this period and further training.

The model proposed by Christie and Mayhew (1999) remains attractive from several perspectives. An entry level requirement, for example, included a minimum age of 19 with a minimum of 3 years “fully privileged” licensed driving experience – i.e., one year beyond that required to “graduate” at the car level. Accordingly, applicants for a heavy truck license would be older, presumably more mature, and have an additional year of driving experience, presumably making him/her more skilled and competent. As well, the proposed provisional stage extended for 24 months with a minimum of 1,000 hours actual behind the wheel driving in a heavy truck, which would mean greater driving experience at the end of this 24-month probationary period. However, this approach does not necessarily resolve the problem of recruiting qualified drivers, at least initially when people are first eligible to apply for a commercial vehicle license. This is because they would on average be older than required in the current system, reducing the overall pool of drivers to draw from, and their increased driving experience, with the requirement of an additional year beyond GDL, would be in a passenger vehicle and not a heavy truck.

**Option Three: Specific Feature Changes**

The first and second options – CGL and CPL – discussed in the previous section represent major system changes. A third option is to make one or more changes to specific features or components of the current licensing system for commercial vehicle drivers in British Columbia. These include modifications to: heavy vehicle classifications; the minimum entry age; the requirements related to previous driving experience; the learner requirements; the test requirements, including competency-based training and assessment, the knowledge test, and the road test; and training courses. These specific feature changes are discussed below.
**Classified Vehicles**

Currently in British Columbia, there are two classes of heavy trucks. This is also the case in the rest of Canada and the United States but differs from current practice in other jurisdictions where there are more than two classes of heavy trucks. There may be some merit in separating heavy trucks into more than two classes. This is because the knowledge and road tests could then be tailored to each specific class of heavy truck, to the extent that they have special operating features and requirements. Higher test standards could be required as the weight and dimensions of the trucks increase. This is currently the case with testing in several states in Australia and New Zealand.

**Minimum Entry Age**

In British Columbia, the minimum entry age is 18 for Class 3 and 19 for Class 1. These age requirements are generally similar to those in other jurisdictions in Canada and are lower than is the case for commercial drivers travelling interstate in the U.S. (age 21) and for drivers in a few other countries. Lowering the minimum age from 19 to 18 for Class 1 and from 18 to 17 in Class 3 would be inconsistent with safety and with the rationale for graduated licensing of novice car drivers in British Columbia – e.g., to gain driving experience under conditions of low crash risk and to graduate with a full license at an older age with increased maturity and driving experience. Increasing the minimum age of these two Classes would be consistent with safety but would likely contribute to the shortage of drivers because of the reduced pool of drivers available. However, an older minimum age would also mean more mature drivers with greater driving experience, which might result in more competent drivers applying for commercial vehicle licenses.

**Previous Driving Experience**

In British Columbia, applicants for a heavy truck license must hold a full-privilege driver’s license (i.e., minimum of Class 5 or 6 driver’s license). In a few other jurisdictions, applicants must hold a full-privileged license for at least 1 year (or more) before applying for a CDL. This latter approach should result in drivers having more driving experience when they apply for a commercial licence. However, a lengthier experience requirement also indirectly increases the minimum age and may reduce the pool of drivers available to drive heavy trucks.
Learner Requirements

Learner’s licenses are issued for Class 1 and Class 3 in British Columbia but there is no minimum practice period before taking the road test. This is generally similar to the situation elsewhere with a few exceptions. In Quebec, for example, a Class 1 applicant must have held a learner’s license for at least 3 months or 1 month if he/she is registered in a truck driving training program that leads to a vocational diploma. Some concerns, however, have been raised about the 3-month learning requirement, principally related to the shortage of drivers in the carrier industry. It was felt, primarily by the industry, that the mandatory three months with a supervisor during the learner period is a costly and hard to manage requirement. In response to these concerns, SAAQ has proposed a regulatory amendment to shorten the learning period for drivers who represent a lesser road safety hazard, which further takes into account risk taking and driving experience, two risk factors, associated with new drivers. More specifically, SAAQ has proposed that the 3-month learning period could be reduced to one month depending on whether the applicant for Class 1 and 3: is age 25 or older; holds a driver’s licence of class 2 or 3; and has accumulated at least five years experience with a class 5 driver’s license. To date, the proposed regulation has not been adopted.

In New Zealand, learner licenses must be held for 6 months with some exceptions. The proposed CCMTA model for CGL also included a learner stage of 3-months duration and a minimum of 300 hours actual behind-the-wheel driving (log book proof).

Requiring that the learner’s license be held for a minimum period and requiring a minimum amount of certified practice under supervision are two options that would be consistent with safety and address the problem of a shortage of qualified, competent drivers – i.e., the more practice driving in a heavy truck under supervision should translate into a driver with increased skills and competency to operate a heavy truck.

Test Requirements

The testing requirements in British Columbia can be generally viewed as current “best practice”. The possible exception is that driver examiners are not required to hold a license for the vehicle class that is being tested. Given that the norm in most other jurisdictions is for the examiner to have the same class of license, adopting this

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2 personal communication from SAAQ.
requirement in British Columbia should improve the system, and might result in less qualified applicants being failed.

British Columbia also does not have a separate test for hazard perception, which is conducted via a computer-based test in the United Kingdom. Given the importance of hazard perception skills to crash avoidance, including research that suggests such tests may have predictive crash validity (Christie 2000; Mayhew et al. 2005), this driver assessment method deserves closer scrutiny in British Columbia.

Research has shown that other vehicle drivers or road users are more often at fault in collisions involving commercial vehicles than commercial drivers (Christie and Mayhew 1999). Accordingly, there may be some benefit to ensuring that the knowledge test, road test and commercial driver manuals emphasize this fact and focus on the types of actions and manoeuvres other vehicle drivers make that cause collisions involving heavy trucks. Although “sharing the road” with other road users and the performance of heavy trucks in traffic (e.g., the need for further following distance) are typically covered in most tests and manuals, little emphasis appears to be given to the typical errors of other vehicle drivers that commercial vehicle driver should be aware of and what preventative actions or adjustments they can take to avoid collisions. In this regard, the road test in Victoria, Australia includes observing other road users and adjusting the applicant’s driving to allow for their actions. The current knowledge test, road test, and commercial driver manuals in British Columbia could be reviewed to determine the extent to which this issue is being adequately addressed, and if it is not, efforts could be taken to modify testing procedures, accordingly.

**Competency-based Training and Assessment.** New Zealand and several states in Australia have competency-based training and assessment as an alternative to taking the stand-alone road test administered by a driver examiner at a licensing office. In British Columbia, although certain transport companies are permitted to train and assess their employees with the ICBC road test waived, driving schools have not been permitted to certify heavy truck applicants since 1999. Even so, there may now be economic and administrative benefits if ICBC expands its certification program with transport companies and/or permits training courses to perform the driver licensing assessment during the course rather than having only stand-alone testing. ICBC would
need to develop the assessment standards and procedures, in collaboration with the training and trucking industry, and maintain policy and quality control of such a system.

Some caution, however, should be taken when considering this approach. As Christie (2000) observes:

There is little scientific evidence that competency based training and assessment (CBTA) programs produce safer and more proficient drivers than competency based assessment (CBA) systems. CBTA appears to increase costs for applicants for no apparent gain other than a community perception (misperception) that the novices trained and licensed under CBTA are somehow superior to those who undergo licence assessment only via CBA.

If CBTA produces drivers as safe and proficient as CBA, CBTA may still be desirable if it produces drivers with more vocational skills relevant to the industry. This would require the training industry to focus on the competency needs of the trucking industry for qualified drivers and not just the needs of ICBC to ensure the applicant can operate the vehicle safely.

**The Knowledge Test.** The knowledge test and its administration in British Columbia are consistent with best practices recommended by AAMVA. However, it still may make sense to review the question bank and driver’s handbook to identify any information gaps related to driver competencies and vocational skills relevant to the industry and consistent with the safe operation of heavy trucks. The same may apply to the pre-trip inspection and air brakes test. To the extent that the trucking industry can make the case that vocational skills not covered in these tests have safety implications, ICBC may be prepared to revise the tests.

**The Road Test.** Road tests largely determine what skills applicants learn and practice and what training is provided to the applicant in preparation for taking the test. Although the road test in British Columbia compares favourably to road tests elsewhere, it could be made more challenging, for example, by increasing the pass criterion or the duration and diversity of actual on-road driving. Several jurisdictions, for example, have lengthier periods of actual driving over more distance and this increases the number of observations and opportunities to demonstrate driving skills and behaviours under various traffic conditions. A more challenging test would require better preparation of the applicant so they can pass it, and presumably produce more qualified, competent
drivers. The downside, however, is that more drivers will fail a more challenging test or decide not to take the test because it is too difficult and this may contribute to the shortage of drivers.

**Training**

This report focuses on licensing practices and not training, which is the focus of another BCTA project. Training, however, provides a potential means to improve the quality and competence of new recruits to heavy truck driving. Several recent developments in Ontario and in Alberta in regards to apprentice-like, mentoring programs deserve closer scrutiny in this regard. An overall commercial driver training strategy focussing on the notion of truck driving as a “profession” needs to be developed jointly by government and industry in the training and trucking sector.
Priority Recommendations

The previous section described several options for improving commercial driver licensing and testing procedures in British Columbia. Two of the options – commercial graduated licensing and commercial probationary licensing – represent major system improvements. The third option includes several changes that range from minor to major modifications – from a review of knowledge test items to a mandatory minimum learner period. These three options and a draft of this report were discussed at a workshop, facilitated by the present author, with members of BCTA and its HR committee, in Langley, British Columbia on February 15th, 2007.

The framework report and the workshop deliberations provided the basis for identifying priority recommendations among the options for improving licensing practices for commercial vehicle drivers in British Columbia. The following “principles” guided the development of these recommendations and next steps:

- changes should have a strong rationale, grounded on empirical, evidence-based research;
- changes to improve current practices should be considered in the context of an existing shortage of qualified drivers – every effort should be made to ensure that licensing changes do not add barriers to entry into the truck driver profession; and
- changes should not disrupt harmonization of standards in British Columbia and other provinces and territories, to the extent possible.

As noted above, recommendations should be evidence-based, which means that the proposed change(s) has proven safety effectiveness – i.e., crash reductions. This is a challenging principle to follow for two reasons. First, there is a paucity of relevant research -- evaluations have not been conducted in jurisdictions that have some of these options in place. For example, the commercial graduated licensing programs in Australian states and in New Zealand were not evaluated when implemented, or subsequently, to determine if they resulted in crash reductions among new heavy truck drivers. As a further illustration, the learner requirements and other features of the commercial vehicle driver licensing program in Quebec have also not been evaluated.
Second, options including commercial probationary licensing, as recommended by Christie and Mayhew (1999) and still under consideration by CCMTA, have never been implemented in Canada or elsewhere and, consequently, never evaluated.

Accordingly, the priority recommendations advanced here are based largely on logical and rational grounds – they make sense as having the potential to reduce collisions of new heavy truck drivers, principally because they address known risk factors related to age and driving inexperience – and they should do more “good” than “harm” in terms of improving driver quality. The priority recommendations should produce better skilled, presumably safer drivers, and as a potential added benefit, drivers with more of the vocational skills needed by the industry.

An initial priority recommendation relates to the merits of current licensing practices for commercial drivers of heavy trucks in British Columbia. It is our understanding that the overall program and the specific features of the program have not undergone a major review since the late 1990s. That review resulted in eliminating certification through driving schools and implementing enhancements – e.g., new tougher knowledge and road tests.

Since then, ICBC has continued to review the program and has introduced several minor enhancements to the content and conduct of its tests within the past two years, including enhanced pre-trip and airbrake pre-trip inspections, and increased load requirements for the Class 1 road test. As mentioned earlier in this report, these and other aspects of the licensing standards and testing procedures in British Columbia compare very favourably to those in place in other provinces as well as elsewhere outside of Canada.

However, the overall safety effectiveness of the current program in British Columbia or its specific requirements, have not been evaluated. Accordingly, the safety effectiveness of the overall program in British Columbia and its specific components bear closer scrutiny and scientific validation. If the overall program is not resulting in crash reductions, it is in definite need of improvement. If the overall program is resulting in safety benefits, there are opportunities to build on these gains and make it work better – even if the program has been effective in reducing collisions, heavy truck drivers still crash, so further prevention efforts are warranted. A comprehensive, rigorous review and evaluation will also provide guidance as to which aspects of the program would
benefit from “tweaking”, which need a major overhaul or to be eliminated, and which should be left alone.

Accordingly, it is recommended that BCTA encourage ICBC to conduct an independent review and assessment/evaluation of their commercial vehicle driver licensing standards and testing procedures to determine the extent to which they are adequately preparing novices to drive safely and addressing the problem of collisions involving new heavy truck drivers in an effective and efficient manner.

Among the three options, both commercial graduated licensing and commercial probationary licensing have the greatest potential to reduce collisions and improve driver quality, although the actual safety benefits of these programs have not yet been established. Commercial graduated licensing is, however, not recommended at this time because the concerns about the practicality and cost effectiveness of this approach raised by Christie and Mayhew (1999) in their “state of the art” review are still valid today. As well, participants at the workshop raised legitimate concerns about the advisability of commercial graduated licensing because of its complexity and because it has been said to increase shortages of drivers in New Zealand.

For these reasons, commercial probationary licensing has been recommended as the preferred approach to improving commercial driver licensing by CCMTA.

Accordingly, it is recommended that BCTA consider advocating that a commercial probationary licence, which requires earlier driver improvement actions and a certification of a certain number of driving hours during the probationary period, be given serious consideration by ICBC.

In terms of the third option – a variety of changes to the specific features of the program – lowering the minimum licensing age for Class 1 (from 19 to 18) and for Class 3 (from 18 to 17) would be counterproductive and counterintuitive from a road safety perspective. Increasing the minimum licensing age has safety appeal but would likely exacerbate the shortage of qualified drivers.

Permitting an 18 year old to obtain a Class 1 learner licence and a 17 year old to obtain a Class 3 learner licence might be a promising compromise. This means that the minimum ages for a full Class 1 licence and for a full Class 3 licence would be retained.
at ages 19 and age 18 respectively, but younger teens who qualify for a learner licence could practice driving under supervision with a qualified truck driver and/or with an instructor in a training course. Driving under supervision is a relatively safe activity so any increased risks from allowing younger teens to drive, as learners, should be minimized. In fact, several European countries that have historically had an older licensing age than in North America (age 17 or 18 rather than age 16) for operators of passenger vehicles are now allowing practice under supervision at an earlier age and recent studies have shown that the additional practice driving that occurs has safety benefits (Twisk 2007).

\textit{It is, therefore, recommended that BCTA advocate that minimum licensing ages be retained for a full licence to operate a heavy truck but that younger teens be allowed to obtain a learner licence to drive under supervision and to attend an approved training course.}

The purpose of a learner’s licence is to provide an opportunity for novices to practice driving under supervision. However, this assumes that the novice will practice before attempting the road test to obtain a full licence. Given the special operating features of heavy trucks, it is likely that novices do obtain some amount of supervised driving practice, at least enough to pass the road test, but there is no guarantee that they are accumulating adequate practice to significantly reduce their crash risk. The amount of practice under supervision can be increased by requiring a minimum learner period of several months and/or by a requirement for a certain number of hours of certified driving practice. To ensure that these time-based requirements do not contribute to the shortages of drivers, the minimum learner period and/or the number of hours of certified practice could be reduced depending on circumstances consistent with the proposed regulatory amendments in Quebec – e.g., the applicant is age 25 and over; the applicant holds a class 2 or 3 driver’s licence; the applicant has accumulated at least five years of experience with a class 5 driver’s licence. Another possibility is to reduce the minimum learner period for successful completion of an approved training course that includes a certain and significant number of hours of supervised driving.

\textit{Accordingly, if the goal is to increase or ensure that practice under supervision is achieved, it is recommended that BCTA advocate that learner requirements should include a minimum holding period of several months and/or a certain number of certified practice hours.}
Although not identified as priority recommendations, the other options discussed in the previous section are worth further consideration: These include:

- separating heavy trucks into more classes than the current two (Class 1 and 3) with tests and manuals tailored to each class;
- requiring driver examiners to hold a full licence for the class being tested;
- developing and administering a computer-based and/or on-road hazard perception test(s) tailored to the operation of heavy trucks;
- expanding the Commercial Vehicle Driver Certification program and ensuring strict quality control and high standards;
- reviewing test requirements and materials to ensure that key risk factors and skills needed to avoid crashes are adequately covered; and
- making the road test more challenging by improving/modifying test items and/or lengthening the amount of actual on-road driving under diverse driving conditions and situations.

Whatever priority recommendations and/or other options that are pursued to make the current licensing program work better, however, need scientific validation before becoming widely adopted in the province.

A final priority recommendation is that BCTA, who has taken leadership on this initiative and project, facilitates the next steps and ensures that this report is shared and discussed with ICBC and other relevant agencies and stakeholders in the province. Many of the issues related to a shortage of qualified, safe drivers are beyond the control of the industry, principally the driver licensing standards and licensing requirements.

The content and priority recommendations of this report should be used to highlight areas of potential cooperation and benefit between the industry, government agencies responsible for licensing, and the training sector for improving commercial vehicle driver licensing standards and testing procedures in the province.


Appendix A

Draft CCMTA Model of a Commercial Graduated Licensing Scheme: Class 1 and Class 3
MODEL FOR CLASS 1 TRUCKS

TO ENTER FIRST LEVEL

- Minimum age 18 with minimum of 2 years “fully privileged” licensed driving experience (where applicable must have completed jurisdiction’s graduated licensing programme)
- Must have evidence of having driven smaller commercial vehicles
- Must have met medical standards
- Must have satisfactory driving record
- Must pass knowledge test
- Must pass basic on-road assessment in Class 1 truck of Class 1 configurations for test purposes (may require redefinition of acceptable configurations for test purposes, intent is to have standard tractor-trailer combination, single articulation point)

FIRST LEVEL (Learner)

- Duration 3 months with a minimum of 300 hours actual behind-the-wheel driving (log book proof)
- May be considered for exit earlier than 3 months if proof of Class 1 driver education course completion and minimum behind-the-wheel hours have been completed
- Must be accompanied by appropriately licensed driver or driver instructor when driving Class 1 truck
- Must have zero BAC
- No passengers other than accompanying driver
- May not carry dangerous goods or liquid bulk
- May not drive doubles or triples
- Low threshold for post-licensing intervention
- Note: If wishes to drive air brake equipped vehicles must pass road test in vehicle so equipped

TO EXIT FIRST LEVEL

- Acceptable proof of satisfactory completion of time criteria
- Successful completion of advanced knowledge test and basic on-road test in Class 1 vehicle

SECOND LEVEL

- Duration – 12 months with a minimum of 900 hours actual behind-the-wheel driving (log book proof)
- May be considered for exit earlier than 12 months if proof of Class 1 driver education course completion and minimum behind-the-wheel hours have been completed
- No passengers allowed
- Must have zero BAC
• If accompanied by appropriately licensed driver or driver instructor may carry dangerous goods, liquid bulk or drive doubles
• Low threshold for post-licensing intervention

TO EXIT SECOND LEVEL

• Successful completion of advanced on-road test
MODEL FOR CLASS 3 TRUCKS

TO ENTER FIRST LEVEL

- Minimum age 18 with minimum of 2 years “fully privileged” licensed driving experience (where applicable must have completed jurisdiction’s graduated licensing programme)
- Must have met medical standards
- Must have satisfactory driving record
- Must pass knowledge test
- Must pass basic on-road assessment in Class 3 truck

FIRST LEVEL (Learner)

- Duration – 6 months with a minimum of 300 hours actual behind-the-wheel driving (log book proof)
- May be considered for exit earlier than 6 months if proof of Class 3 driver education course completion and minimum behind-the-wheel hours have been completed
- Must be accompanied by appropriately licensed driver or driver instructor when driving Class 3 truck
- Must have zero BAC
- No passengers other than accompanying driver
- May not carry dangerous goods or liquid bulk
- May not drive articulated combination where trailer/pulled vehicle exceeds certain weight (to be determined)
- Low threshold for post-licensing intervention
- Note: If wishes to drive air brake equipped vehicles must pass road test in vehicle so equipped

TO EXIT FIRST LEVEL

- Acceptable proof of satisfactory completion of time criteria
- Successful completion of advanced knowledge test and basic on-road test in Class 3 vehicle

SECOND LEVEL

- Duration – 12 months with a minimum of 900 hours actual behind-the-wheel driving (log book proof)
- May be considered for exit earlier than 12 months if proof of Class 3 driver education course completion and minimum behind-the-wheel hours have been completed
- No passengers allowed
- Must have zero BAC
- If accompanied by appropriately licensed driver or driver instructor may carry dangerous goods, liquid bulk or drive doubles
- Low threshold for post-licensing intervention

TO EXIT SECOND LEVEL

- Successful completion of advanced on-road test
Appendix B

Outline of Proposed Provisional Model
(Christie and Mayhew, 1999)
Outline of Proposed Provisional (Probationary) System for Commercial Vehicle Drivers (Christie and Mayhew, 1999)

Entry Level Requirements

- Minimum age 19 with minimum of 3 years “fully privileged” licensed driving experience (where applicable must have completed jurisdiction’s graduated licensing program)
- i.e. one year beyond that required to “graduate” at car level
- Must have met medical standards
- Must have satisfactory driving record – clean record no offences or at-fault crashes in 12 months post graduation from car system
- Must have satisfactory criminal record – adopt higher standards currently applied to bus drivers for all truck and bus applicants
- Must pass knowledge test (standardised, multiple choice) on safety and operational issues applicable to commercial vehicles
- Must pass on-road assessment in configurations typical of class applied for (e.g. tractor-trailer for Class 1 and large bus for Class 2)
- Class 1 and 3 vehicles to be laden
- Tests to include sampling of pre-trip inspection procedures

Provisional (Probationary) Requirements

- Duration 24 months with a minimum of 1000 hours actual behind-the-wheel driving (log book proof using existing log books) – average 10 hours per week
- No early exit for training or anything else – all must meet the time/experience requirements
- Must have zero BAC & be drug free at all times when driving commercial vehicles
- May not carry dangerous goods or liquid bulk unless supervised by fully qualified licence holder with appropriate endorsement
- May not drive doubles or triples
- Low threshold for post-licensing intervention, say 50% of level at which fully licensed commercial driver would attract sanctions – breach leads to forfeit of commercial licence and need to start another two year period of probation
- Note: If wishes to drive air brake equipped vehicles must pass road test in vehicle so equipped

Exit Requirements

- Acceptable (log book) proof of satisfactory completion of time/experience criteria
- No exit test required
Appendix C

Canadian Commercial Driver Licensing Standards
Classes 1 and 3
<table>
<thead>
<tr>
<th>Province</th>
<th>Classifications</th>
<th>Minimum Entry Age</th>
<th>Previous Driving Experience Required</th>
<th>Driver Record Requirements</th>
<th>Learner Requirements</th>
<th>Probationary Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>BC</td>
<td><strong>Class 1</strong> - All motor vehicles or combinations of vehicles, semi-trailer trucks, buses, school buses, etc., including all vehicles in Classes 2, 3, 4 and 5/7, except Class 6/8 (motorcycles); Includes operation of limited speed motorcycles. <strong>Class 3</strong> - Any single motor vehicle with 3 or more axles, other than a bus used for its purpose as intended by design, tow cars, mobile truck cranes; towed vehicle must not exceed 4600kg except may exceed 4600kg where neither truck nor trailer have air brakes, includes any vehicle or combination in Class 5/7 including limited speed motorcycles.</td>
<td>Class 1 = 19</td>
<td>Must hold full-privilege driver’s licence (i.e., minimum of Class 5 or 6 driver’s licence).</td>
<td>Applicants are pre-screened and must have: less than 4 penalty point incidents in the past 2 years; no motor vehicle-related Criminal Code convictions within the past 3 years. Drivers who have not resided in BC for the past 3 years are required to provide a copy of their out of province driving record to confirm they meet pre-screening requirements</td>
<td>Learner’s licence valid for 1 year from date of issue. No minimum practice period before taking road test.</td>
<td>Must pass knowledge test and road signs test to obtain learner’s licence, and to become eligible to take road test and pre-inspection test for obtaining full-privilege license.</td>
</tr>
<tr>
<td>AB</td>
<td><strong>Class 1</strong> - Any motor vehicle or combination of vehicles, including any motor vehicle equipped with air brakes, other than a motor cycle or Class 6 type vehicles, for learning only. <strong>Class 3</strong> - Any single motor vehicle with 3 or more axles towing a trailer with one or more axles, if the trailer is not equipped with air brakes; a mobile crane; Class 5 vehicles and Class 2 or 4 vehicles without passengers. Not permitted to operate a vehicle that has a seating capacity of more than 15, while that vehicle is transporting any person or to transport passengers for hire.</td>
<td>Classes 1 and 3 = 18</td>
<td>Must hold a non-GDL license.</td>
<td>None, other than cannot be currently suspended.</td>
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</table>

Traffic Injury Research Foundation
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<thead>
<tr>
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</tr>
</thead>
</table>
| SK        | **Class 1** - Any power units, semi-trailers, trucks (except 2-axle trucks with farm-class plates) that have a trailer, or vehicles in tow where the gross weight of the towed unit/s exceeds 4600kg. Does not permit the licence holder to operate vehicles with air brakes, motorcycles or school buses without appropriate endorsements.  
**Class 3** - Any truck with more than two axles and/or have trailer vehicle(s) in tow, where the gross weight does not exceed 4600kg; motor vehicles in Classes 4 and 5; and Class 1 and 2 vehicles as a learner with appropriate endorsement. | **Classes 1 and 3 = 18** | GDL, no longer a novice driver. | | | Applicant can only drive when accompanied by a person who holds the same class of license and held it for 1+ years. |
| MB        | **Class 1** - Any motor vehicles or combination of vehicles, semi-trailer trucks, and buses that (defined as any vehicle with a seating capacity of at least 11 occupants, including the driver, used primarily to carry passengers, including all vehicles in Classes, 2, 3, 4, and 5). Driver may drive a moped on highways not exceeding 80 km/h.  
**Class 3** - Any combination of vehicles consisting of a truck with not more than 2 axles and towed vehicles with more than 4540kg; trucks with 2+ axles, combinations of vehicles, including a truck with 2+ axles, except a semi-trailer; and a moped on highways with speed limits not exceeding 80 km/h. | **Classes 1 and 3 = 18** | Must have a class 5 Full Stage driver's license before road test may be taken. | | | Driver must hold a minimum Class 5 Intermediate Stage (I) or Class 5 Authorized Instruction Stage (A) driver's licence, meet medical standards, pass a written test. |
# Commercial Driving License (CDL) Learner Standards - Classes 1 and 3

<table>
<thead>
<tr>
<th>Province</th>
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<tr>
<td></td>
<td>Vehicle Type/ Description</td>
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<td>Minimum Duration</td>
<td>Conditions</td>
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<tr>
<td><strong>ON</strong></td>
<td><strong>Class A</strong> - Any tractor-trailer or combination of motor vehicle and towed vehicles where the towed vehicles exceed a total gross weight of 4,600 kilograms.</td>
<td>Classes A and D =18</td>
<td>Applicants must hold a full class &quot;G&quot; licence which requires a minimum of 24 months driving experience (reducible to 20 months with Beginner Driver Education course certificate) and two road tests (G1 exit test + G2 exit test).</td>
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</table>
### Commercial Driving License (CDL) Learner Standards - Classes 1 and 3

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| QC       | **Class 1** - Road tractor (truck equipped with a permanent fifth wheel that tows a semi-trailer); a straight-body truck (authorized class 3 vehicle that tows a trailer, whose net weight is 2,000 kg or over); a double road train (road tractor that tows two semi-trailers). Also, other types of vehicles, except motorcycles.  
**Class 3** - A straight truck with 2 axles and that has a net weight of 4,500 kg or over, or a truck with 3 or more axles |  |  |  | Classes 1 and 3 - Have fewer than 4 demerit points on your driving record; no driver’s licence suspension or revocation within the last two years due to a driving-related Criminal Code offence or an accumulation of demerit points. | Class 1 - At least 3 yrs using a class 5 licence, or at least 2 yrs AND successful completion of SAAQ-recognized training, including 300 hours of driving a truck tractor or tractor semi-trailer combination vehicle on a public highway.  
Class 3 - At least 2 yrs using a class 5 licence. | Class 1 - At least 3 months, or 1 month if registered in a truck driving training program that leads to a vocational diploma issued by the Ministère de l'Éducation du Québec.  
Class 3 - At least 3 months. | |
| NB       | **Class 1** - Any motor vehicle operable under Class 2, 3, 4 or 5; truck tractor; truck tractor towing a semi-trailer; truck tractor towing a semi-trailer and a trailer; truck tractor towing a trailer equipped with air brakes; truck towing a trailer equipped with air brakes.  
**Class 3** - Any motor vehicle operable under Class 5; any two-axle motor vehicle towing a towed vehicle registering for over 4,500 kg (G.V.M., but not equipped with air brakes); motor vehicle with three or more axles; motor vehicle with three or more axles, towing a towed vehicle not equipped with air brakes. | Classes 1 and 3 =18 | Must possess a Class 5 License. |  |  |  |
### Commercial Driving License (CDL) Learner Standards - Classes 1 and 3

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<tr>
<td>PEI</td>
<td><strong>Class 1</strong> - Any combinations of a truck-tractor and trailer, 5th wheel with air brakes, but not a bus carrying passengers, and permits the holder to operate all motor vehicles in Classes 1, 3, 5, 8 and 9.</td>
<td><strong>Classes 1 and 3 = 18</strong></td>
<td><strong>Classes 1 and 3</strong> - Must have a valid Class 5 Driver’s License as an Instruction Permit for the class of vehicle for which they wish to take instruction.</td>
<td></td>
<td>Drivers applying to learn to operate vehicles in Classes 1 and 3 must have a valid Class 5 Driver’s License as an Instruction Permit for the class of vehicle for which they wish to take instruction.</td>
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<td></td>
<td><strong>Class 3</strong> - Trucks exceeding 14,000 kg gross mass or any combination of such vehicles; any special mobile equipment; gooseneck trailers; also permits the holder to operate all motor vehicles in Classes 3, 5, 8 and 9.</td>
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<tr>
<td>NS</td>
<td><strong>Class 1</strong> - Semi-trailers and tractor-trailer combinations; <strong>Class 3</strong> - For driving vehicles or vehicle-trailer combinations weighing greater than 14,000 kg.</td>
<td><strong>Class 1 = 19</strong> <strong>Class 3 = 18</strong></td>
<td>Applicant must have a minimum of 2 years driving experience, and must have exited the Graduated Driver's Licensing (GDL) program.</td>
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<tr>
<td>NL</td>
<td><strong>Class 1</strong> - Semi-trailers and tractor-trailer combinations; all vehicles in Classes 3 and 5. <strong>Class 3</strong> - Trucks with 3 or more axles, including any combination of vehicles; all vehicles in Class 5.</td>
<td><strong>Classes 1 and 3 = 19</strong></td>
<td>Held a Class 5 licence for at least 1 year before applying for a CDL.</td>
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## Commercial Driving License (CDL) Learner Standards - Classes 1 and 3

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</tr>
</thead>
</table>
| NT       | **Class 1** - Any semi trailers and tractor-trailers; vehicles in Class 2, 3, 4, or 5.  
          | **Class 3** - Single vehicle with three or more axles; combination of vehicles where the towed vehicles in the combination does not exceed a gross weight of 4,500 kg; combination of vehicles without air brakes where the towed vehicles exceed a gross weight of 4,500 kg; vehicle or any combination of vehicles in Class 4 or 5; vehicle or any combination of vehicles in Class 5. | Classes 1 and 3 = 18 | Must have Class 5 License. |                           | Drivers cannot apply for a CDL if they are a probationary driver under the CDL. Class 6 type vehicles for learning only. |
| NU       | **Class 1** - Semi trailers and tractor-trailers; any vehicle in Class 2, 3, 4, or 5; any vehicle in Class 6, while the driver is learning to operate.  
          | **Class 3** - Single-motor vehicle with three or more axles; any combination of vehicles where the towed vehicles do not exceed a gross weight of 4500 kg; any combination of vehicles without air brakes where the towed vehicles exceed a gross weight of 4500 kg; a vehicle or any combination of vehicles in Class 4 or 5; any vehicles under classes 1, 2, and 6 while the driver is learning to operate it. | Classes 1 and 3 = 18 | Minimum of 1 year experience with Class 5. | Must hold a valid Class 5 license prior to applying for a CDL. | 4 weeks between written and road test minimum. |
## Commercial Driving License (CDL) Learner Standards - Classes 1 and 3

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<tbody>
<tr>
<td>YT</td>
<td><strong>Class 1</strong> - Truck-tractor-trailer combinations over 11,000 kg G.V.W., where the trailer exceeds 4,550 kg, and vehicles included in Class 2, 3, 4 or 5.</td>
<td><strong>Classes 1 and 3 = 18</strong></td>
<td>Applicant must be in possession of a full Class 5 driver's licence (no GDL).</td>
<td>Must hold a full Class 5 driver’s licence.</td>
<td>0 years</td>
<td>0 years</td>
</tr>
<tr>
<td></td>
<td><strong>Class 3</strong> - Single trucks over 11,000 kg. G.V.W. truck-trailer combinations over 11,000 kg. G.V.W. where the trailer does not exceed 4,550 kg. G.V.W. and vehicles included in Class 5. (Or any 3 axle vehicle)</td>
<td>0 years</td>
<td>0 years</td>
<td>0 years</td>
<td>0 years</td>
<td>0 years</td>
</tr>
</tbody>
</table>
## Commercial Driving License (CDL) Testing Standards - Classes 1 and 3

<table>
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<tr>
<th>Provinces ▼</th>
<th>Knowledge Test</th>
<th>Road Test</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>BC</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Number of Questions</strong></td>
<td><strong>Content</strong></td>
<td><strong>Pass Criterion</strong></td>
</tr>
<tr>
<td>Classes 1 and 3</td>
<td>Classes 1 and 3 – Multiple choice (with 4 answer choices); usually taken using touch-screen computer terminal. ICBC has developed question banks, where each knowledge test consists of a selection of questions from different domains, allowing each test to be potentially different. Bank domains include braking, vehicle inspection, vehicle cargo load security, vehicle handling, National Safety Code, driver safety, and vehicle safety. Air brake question bank domains cover heavy vehicle braking, air brake system components, air brake inspection, air brake adjustment, air brake safety. Test available in English only; no translators or assistance permitted.</td>
<td>Class 1 = 35 questions (10 on road signs; 25 on air brakes knowledge).</td>
</tr>
</tbody>
</table>
### Commercial Driving License (CDL) Testing Standards - Classes 1 and 3

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<tbody>
<tr>
<td></td>
<td>Number of Questions</td>
<td>Content</td>
</tr>
<tr>
<td>AB</td>
<td>Classes 1 and 3 = 20</td>
<td>Based on basic and professional driver’s handbooks.</td>
</tr>
<tr>
<td></td>
<td>Classes 1 and 3 = 85% (17/20)</td>
<td>Class 1 - Tractor-trailer equipped with full airbrake system, provided by client.</td>
</tr>
<tr>
<td></td>
<td>Class 3 - Single unit vehicle with three or more axles, provided by client.</td>
<td>Class 1 and 3 - Pre-trip (includes walk around, airbrake test, couple/uncouple), road test (includes back up, hill park, highway drive).</td>
</tr>
<tr>
<td>SK</td>
<td>Class 1 = 15</td>
<td>Written multiple choice questions on rules and safe driving practices for the class being tested. Class 1 drivers write Class 5, Sign, Class 4, 3, 2 and 1 papers and Air test if requested. Class 3 drivers write the Class 5, Sign, Class 4 and 3 and Air if requested.</td>
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<tr>
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<td>Class 3 = 10</td>
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<td>As well as: Sign test = 30</td>
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<td>Air test = 18 (if requested)</td>
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</table>

**Class 1 = 45 min. road test (includes back up, hill park, highway driving).**

**Class 3 = 35 min. road test (includes back up, hill park, highway driving).**

<table>
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<tr>
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<tr>
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<td>Number of Questions</td>
<td>Content</td>
</tr>
<tr>
<td></td>
<td>Class 1 = 15</td>
<td>Written multiple choice questions on rules and safe driving practices for the class being tested. Class 1 drivers write Class 5, Sign, Class 4, 3, 2 and 1 papers and Air test if requested. Class 3 drivers write the Class 5, Sign, Class 4 and 3 and Air if requested.</td>
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<td>Class 3 = 10</td>
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**Class 1 = 1 hr**

**Class 1 G = 1 hr**

**Class 3 = 1 hr**
# Commercial Driving License (CDL) Testing Standards - Classes 1 and 3

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<th>Road Test</th>
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<tbody>
<tr>
<td><strong>Number of Questions</strong></td>
<td><strong>Content</strong></td>
<td><strong>Pass Criterion</strong></td>
</tr>
<tr>
<td><strong>MB</strong></td>
<td></td>
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</tr>
<tr>
<td><strong>Class 1</strong></td>
<td>24</td>
<td>Supplementary written tests for the class of license and for air brakes. In addition to class 1 questions, in this test there are questions pertaining to class 2, 3, and 4 driving.</td>
</tr>
<tr>
<td><strong>Class 3</strong></td>
<td>18</td>
<td>Class 3 test covers signs, signals, and vehicle knowledge. The air brake test covers air brake units on straight trucks and combination vehicles.</td>
</tr>
<tr>
<td><strong>Air Brake test</strong></td>
<td>20</td>
<td><strong>Air Brake test = 80% (16/20)</strong></td>
</tr>
</tbody>
</table>

- Must pass with as little as 10 demerit points.
<p>| Provinces ▼ |
|---|---|---|---|---|---|---|---|---|
| | Number of Questions | Content | Pass Criterion | Duration | Vehicles to be Used | Content | Examiner’s Qualification | Pass Criterion | Duration |
| ON | | Rules of the road, signs, signals and commercial vehicle knowledge. | | . | Same as class being applied for. | Content includes the following general areas: pre-trip inspection, coupling and uncoupling (where applicable), starting vehicle, backing, stop/park/start on grade, loading/unloading (school bus only), driving manoeuvres (e.g. lane changes, mirror checks, speed, etc.), intersections/railroad crossings, turns. | Same as class license being tested. | | Class D = 1 hr; 1.5 hrs with air brake test. Class D = 40 mins; 1 hr with air brake test. |
| QC | Classes 1 and 3 = 32 | Classes 1 and 3 - Highway Safety Code; road signs/traffic signals; factors affecting driving; hours of service; driving techniques; pre-trip inspection. | Classes 1 and 3 = 75% | Classes 1 and 3 = 1 hr, with possibility of extension | Same as class being applied for. | Classes 1 and 3 - must pass two road tests: one on the safety check of a heavy vehicle before setting out on the road (see pre-trip section); and the other on driving that type of vehicle. Components to the latter test include: engine start; gear shifting; getting vehicle in motion; stopping; entering traffic; parking; driving in a straight line; driving in a curve; crossing an intersection; right turn; left turn; changing lanes; driving downhill; railroad crossing; reverse. A second road test is required for the road train endorsement for Class 1 licences. | Same class license as being tested. | Classes 1 and 3 = 75% | Classes 1 and 3 = 1 hr |</p>
<table>
<thead>
<tr>
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<th>Number of Questions</th>
<th>Content</th>
<th>Pass Criterion</th>
<th>Duration</th>
<th>Vehicles to be Used</th>
<th>Content</th>
<th>Examiner's Qualification</th>
<th>Pass Criterion</th>
<th>Duration</th>
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<tbody>
<tr>
<td><strong>NB</strong></td>
<td></td>
<td>Classes 1 and 3 = 80</td>
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<td>Classes 1 and 3:</td>
<td>Same class license being tested.</td>
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<tr>
<td>Classes 1 and 3 - 20 question sign test; 20 question air brake test (and practical air brake adjustment for Class 3); 20 questions on basic rules of the road; 20 questions for a supplementary test for commercial vehicles.</td>
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<td>Classes 1 - Normally a tractor-trailer combination, with limited exceptions:</td>
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<tr>
<td>Classes 1 and 3 = 45 mins/ 1 hr with air brake test.</td>
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<td>(1) straight truck with flatbed trailer over 4,500 kg. gross vehicle mass; (2) straight truck with pole trailer; and (3) truck used for towing mobile homes. These exceptions will be Class 1 with Restriction 10 (not valid for tractor trailer).</td>
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<tr>
<td>Classes 3 to be tested in same class vehicle.</td>
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<td>Class 3</td>
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<td>Class 3 to be tested in same class vehicle.</td>
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<td></td>
<td><strong>Classes 1 and 3 = 75</strong></td>
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<td>Written or oral test examining knowledge of traffic laws and safe driving practices, including recognition of standard road signs, as found in the driver's handbook. 25 questions (signs, signals, rules of the road); 50 questions covering various aspects of air brake systems (see air brakes section).</td>
<td>Class 1 - Tested in Class 1 vehicle. Class 3 - Tested in Class 3 vehicle, or 5 with a gooseneck trailer.</td>
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</tr>
<tr>
<td></td>
<td><strong>Pass Criterion</strong></td>
<td><strong>Content</strong></td>
<td><strong>Examiner's Qualification</strong></td>
<td><strong>Pass Criterion</strong></td>
<td><strong>Duration</strong></td>
<td></td>
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<tr>
<td></td>
<td>Class 1 and 3 = 30 mins. (1 hr with air brake test).</td>
<td>Starting; stopping; turning; parking; traffic signs and signals; travelling through; controlled, partly controlled and uncontrolled intersection; anticipation of potentially hazardous conditions; attitude toward others; and other safe driving practices given throughout the handbook.</td>
<td>Same class license as being tested.</td>
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</tbody>
</table>

| **NS** |                |          |
|        | **Classes 1 and 3 = 40** |          |
|        | 20 “rules of the road” questions and 20 “road sign recognition” questions, same as those administered when the client applies for a class 7 "learner's permit". A supplementary written air brake test is required to have the air brakes endorsement on their NS driver's license (condition 03). | Class 1 - Semi-trailer or a tractor trailer combination. Class 3 - single-axle vehicle exceeding 13,500 kg (30,000 lb.) GVW |
|        | **Class 1 and 3 = 80%** | **Class 1 and 3 = 30 mins.** | Applican must demonstrate knowledge of the pre-trip inspection. With tractor-trailers, must demonstrate proper procedure to hook-up/unhook the trailer. The on-road assessment checks for safe and competent handling of the vehicle (turns, on highway, backing, braking, etc.). | Does not have to be same class license as applicant. |          |

| **NL** |                |          |
|        | **Class 1 and 3 = 70** |          |
|        | Written; covers knowledge of basic rules of the road, emphasis on commercial equipment. 25 multiple choice questions; 20 sign recognition; 25 multiple choice questions regarding air brake systems. | Class 1 = 30 mins; Class 3 = 25 mins. |
|        | **Pass Criterion** | **Content** | **Examiner's Qualification** | **Pass Criterion** | **Duration** |
|        | Same as class being applied for. | Classes 1 and 3 - Pre-trip; reverse 90 degree angle parking; uncoupling and coupling (Class 1); road test in traffic, a commercial vehicle is required to stop at a railway crossing. |          |          |          |

|         | **Class 1 and 3 = 1 hr.** |          |          |          |          |
# Commercial Driving License (CDL) Testing Standards - Classes 1 and 3

<table>
<thead>
<tr>
<th>Provinces</th>
<th>Knowledge Test</th>
<th>Road Test</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of Questions</td>
<td>Content</td>
</tr>
<tr>
<td>NT</td>
<td>Classes 1 and 3 = 40</td>
<td>20 questions on class of vehicle being tested; 20 questions on air brakes.</td>
</tr>
<tr>
<td>NU</td>
<td>Classes 1 and 3 = 40</td>
<td>20 questions on class of vehicle being tested; 20 questions on air brakes.</td>
</tr>
<tr>
<td>YT</td>
<td>Classes 1 and 3 = 40</td>
<td>Classes 1 and 3 - 20 on operation of class vehicles, 20 on use or air brakes. Applicant must successfully complete an air brake endorsement qualification before taking the Class 3 road test. Written, or oral if applicant not proficient in English/french.</td>
</tr>
<tr>
<td>Provinces</td>
<td>Further Testing Requirements</td>
<td>Mandatory Training</td>
</tr>
<tr>
<td>-----------</td>
<td>------------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td></td>
<td>Pre-Trip Inspection</td>
<td>Air Brakes</td>
</tr>
<tr>
<td>BC</td>
<td>Road tests conducted on actual roads and include pre-trip inspection test; air brake pre-trip inspection test if vehicle equipped with air brakes; must also complete a National Safety Code-style Trip Inspection Report form.</td>
<td>Air brake endorsement is required to operate air brake equipped vehicles. To obtain the endorsement, applicants must complete an approved air brake course, pass an air brake knowledge test, and pass a practical air brake inspection test. Approved air brake courses are a minimum of 16 hours. Certified air brake courses from certain transport companies are a minimum of 20 hours.</td>
</tr>
<tr>
<td>AB</td>
<td>Class 1 Pre-trip = 45 min. (includes walk around, airbrake test, couple/uncouple). Class 3 Pre-trip = 15 mins/25 with airbrakes. Also, applicant must communicate and demonstrate: a pre-trip inspection of the vehicle; appropriate uncouple/couple procedures for Class 1 vehicles; an in-cab inspection of the vehicle's air brake system for units equipped with air brakes.</td>
<td>Passing an airbrake course is a prerequisite for testing in an airbrake equipped vehicle.</td>
</tr>
<tr>
<td>SK</td>
<td>Classes 1 and 3 - (as part of road test) Circle Check includes: engine compartment; driving compartment; and outside checks.</td>
<td>Operating a vehicle equipped with an air brake system requires the Air Brake Endorsement “A”. Licences without the endorsement “A”, may be used to operate motor vehicles equipped with air brakes as a learner, provided the licence permits operation of that type of vehicle under normal conditions. To obtain an Air Brake Endorsement, drivers must pass a supplementary written test and complete a practical demonstration on air brake equipment.</td>
</tr>
</tbody>
</table>

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### Commercial Driving License (CDL) Additional Testing and Other Standards - Classes 1 and 3

<table>
<thead>
<tr>
<th>Provinces</th>
<th>Further Testing Requirements</th>
<th>Mandatory Training</th>
<th>Driver Fitness</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>MB</strong></td>
<td>The air reservoirs must be drained or fanned down to zero pressure prior to the pre–trip inspection to simulate that they were drained during the post trip inspection. Practical examination will be conducted in either the metric or imperial systems of measurement, whichever coincides with the equipment being operated. When upgrading a driver’s licence from single to combination vehicles with air brakes, it is required to satisfactorily demonstrate the complete pre–trip air brake inspection for combination vehicles. The pre–trip air brake inspection for combination units = 30 mins./20 mins. for single units.</td>
<td></td>
<td>Applicants need to have a Driver and Vehicle Licensing (D.V.L.) Medical Examination Report form filled in, signed, and approved by D.V.L. prior to taking the written test. Drivers must meet specific hearing and vision standards.</td>
</tr>
<tr>
<td><strong>ON</strong></td>
<td>Air Brake (Z) Endorsement Program: Recognized/Signing Authorities (approved under the Driver Certification Program) Vehicle Fleet Owners - 12-hour course is offered for drivers upgrading to class AZ licence; 10.5-hour course is offered for drivers holding class B,C,D,E,F or G licences wishing to obtain a Z endorsement. For Community Colleges &amp; Safety Organizations, only a 12-hour course is offered.</td>
<td></td>
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</tr>
<tr>
<td><strong>QC</strong></td>
<td>Classes 1 and 3 - Service brakes; parking brake; steering; lights and signals; tires; horn; windshield wipers; mirrors; wheels; emergency equipment; suspension; chassis frame; load securement. Classes 1 and 3 Endorsements: a heavy vehicle equipped with air brakes (F endorsement, knowledge test) or equipped with a manual transmission (M endorsement, road test). Class 1 also requires a road train (T endorsement, knowledge test).</td>
<td></td>
<td>Pass a SAAQ vision test; submit a medical report that meets SAAQ requirements</td>
</tr>
<tr>
<td>Provinces</td>
<td>Further Testing Requirements</td>
<td>Mandatory Training</td>
<td>Driver Fitness</td>
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</tr>
<tr>
<td>Pre-Trip Inspection</td>
<td>Air Brakes</td>
<td></td>
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<tr>
<td><strong>NB</strong></td>
<td>Air brake test = 200 questions. Must have air brake endorsement when driving any vehicle with air brakes and any vehicle towing a trailer with air brakes.</td>
<td></td>
<td>Applicant must meet medical standards before taking the written test; must have a satisfactory medical certificate stamped by an authorized Driver Examiner; must pass vision screening (20/30 best eye; 20/50 weakest eye).</td>
</tr>
<tr>
<td><strong>PEI</strong></td>
<td>Applicant must pass written tests on air brake operation where required.</td>
<td></td>
<td>Medical certificate is required upon application; applicant must meet prescribed vision standards.</td>
</tr>
<tr>
<td><strong>NS</strong></td>
<td>Apart of road test.</td>
<td>Air Brake Knowledge Test (apart of road test) - an air brake endorsement permits the holder to drive vehicles equipped with air brakes in class of vehicle for which the driver is licensed. To adjust manual or automatic slack adjusters, the operator must hold an &quot;03&quot; Air Brake endorsement.</td>
<td>Must file a completed Driver's Medical Examination Report when first applying for a licence. Some conditions may prohibit the issuance of a Class 1, 2, 3, or 4 licence. Must also meet certain vision and hearing standards when applying.</td>
</tr>
<tr>
<td><strong>NL</strong></td>
<td>Apart of road test.</td>
<td>An air brake endorsement is required for those vehicles equipped with air brakes: Type 9 - Air brake endorsement without brake adjustment certification; Type 9a - Air brake endorsement with brake adjustment certification. Must successfully complete a written test in order to get an air brake endorsement. If driver is required to adjust his/her brakes, he/she must obtain an Air Brake - Brake Adjustment Certification. This is mandatory for all drivers involved in interjurisdictional operations.</td>
<td>Before applying for a CDL, applicant must submit a medical form completed by his/her family doctor. A vision test is to follow.</td>
</tr>
<tr>
<td>Provinces</td>
<td>Further Testing Requirements</td>
<td>Mandatory Training</td>
<td>Driver Fitness</td>
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<tr>
<td><strong>NT</strong></td>
<td>Pre-trip inspection of the vehicle: the appropriate uncouple/couple procedures for Class 1 vehicles; in-cab inspection of the vehicle’s air brake system for units equipped with air brakes.</td>
<td>Driver does not need an air brake endorsement when learning to operate a vehicle that is equipped with air brakes. However, an air brake “Q” endorsement is required to operate air brake equipped vehicles. If the vehicle provided for the road test is equipped with air brakes, applicant must perform and pass the air brake practical.</td>
<td>Before upgrading to an operator’s license, a medical report signed by a family doctor is required, as well as passing a vision screening.</td>
</tr>
<tr>
<td><strong>NU</strong></td>
<td>Pre-trip including air system check.</td>
<td>See road test section.</td>
<td>Applicant must submit medical report at time of application.</td>
</tr>
<tr>
<td><strong>YT</strong></td>
<td></td>
<td>See road test section.</td>
<td>Applicant must provide a medical report and undergo a vision screening test</td>
</tr>
<tr>
<td>Provinces</td>
<td>Standards</td>
<td>Tests</td>
<td>Training</td>
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<tr>
<td>BC</td>
<td>ICBC, as a member of CCMTA, is participating in CCMTA’s review of commercial driver licensing.</td>
<td>Within the past 2 yrs ICBC has introduced revised pre-trip inspection testing standards and revised Class 1-4 road test procedures and test criteria.</td>
<td>Voluntary 1-year post-Class 1 driver training, not required for drivers already holding a Class 1 licence. Alberta Infrastructure &amp; Transportation is working with Red Deer College (RDC), The Transportation Training &amp; Development Association (TT&amp;DA) and Alberta Advanced Education on this project. A pilot test has not yet been confirmed. The training program would include: 7 weeks of “in-cab” training to ensure competency in vehicle manoeuvring; 3 weeks of “in-classroom” training to ensure a broad range of knowledge related to truck and bus operations; 8 weeks of Professional driving practicum with a carrier; 17 weeks of industry internship under the supervision of company safety officers. RDC and TT&amp;DA will work with private licensed driving schools to provide initial in-vehicle training to participants of the pilot program. Once participants have completed the pilot program successfully based on the program assessment model, they will be granted a Professional Drivers Licence (PDL) certificate from RDC, allowing them to apply for a PDL endorsement on their existing AB Class 1 licence. Alberta Infrastructure and Transportation is currently working on the implementation process for the PDL endorsement.</td>
</tr>
<tr>
<td>AB</td>
<td>Revised to the current standard about three years ago.</td>
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<tr>
<td>SK</td>
<td>As of March 2007, Air Brake Tests will include a verbal description of how to adjust automatic slack adjusters.</td>
<td></td>
<td>In process of appointing an auditor to audit all CDL schools and instructors in SK.</td>
</tr>
<tr>
<td>MB</td>
<td>NSC changes increased the frequency that commercial drivers are required to provide a report supporting their fitness to drive.</td>
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<tr>
<td>Provinces</td>
<td>Standards</td>
<td>Tests</td>
<td>Training</td>
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<tr>
<td>ON</td>
<td>The ministry is currently reviewing the licence renewal requirements for commercial drivers aged 65+.</td>
<td>Amendments to the regulation governing driver pre-trip inspection are proposed in Ontario.</td>
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<tr>
<td>QC</td>
<td>Revision of the testing questions.</td>
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<tr>
<td>NB</td>
<td>New air brakes devised in the recent past.</td>
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<tr>
<td>PEI</td>
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<td>NS</td>
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<tr>
<td>NL</td>
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<tr>
<td>NT</td>
<td>Presently working on legislative review criteria which will encompass all aspects of NU’s driver’s licencing practices and regulations.</td>
<td></td>
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</tr>
<tr>
<td>NU</td>
<td>Changes will be made when Legislative review is tabled.</td>
<td></td>
<td>Changes will be made when Legislative review is tabled.</td>
</tr>
<tr>
<td>YT</td>
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</tbody>
</table>
Appendix D

US CDL National Licensing Standards
### United States Commercial Driver's License (CDL) Minimum National Licensing Standards

<table>
<thead>
<tr>
<th>Vehicle Type/ Description</th>
<th>Minimum Entry Age</th>
<th>Previous Driving Experience Required</th>
<th>Driver Record Requirements</th>
<th>Learner Requirements</th>
<th>Probationary Requirements</th>
</tr>
</thead>
</table>
| **Class A** - Any combination of vehicles with a GVWR of 26,001 lbs or more, provided the GVWR of the vehicle(s) being towed is in excess of 10,000 lbs. | Determined by individual states. | During the 2-year period prior to applying for a CDL applicants:  
• Have not had more than one license;  
• Have not had any license suspended, revoked, or cancelled;  
• Have not had any convictions in any type of motor vehicle for major disqualifying offenses;  
• Have not had more than one conviction for any type of motor vehicle for serious traffic violations;  
• Have not had any violation of State or local law relating to motor vehicle traffic control arising in connection with any traffic accident, and has no record of an accident in which he/she was at fault. | §383.23 Commercial driver's license:  
(c) Learner's permit. State learners' permits, issued for limited time periods according to State requirements, shall be considered valid commercial drivers' licenses for purposes of behind-the-wheel training on public roads or highways, if the following minimum conditions are met:  
(c)(1) The learner's permit holder is at all times accompanied by the holder of a valid CDL;  
(c)(2) He/she either holds a valid automobile driver's license, or has passed such vision, sign/symbol, and knowledge tests as the State issuing the learner's permit ordinarily administers to applicants for automotive drivers' licenses; and  
(c)(3) He/she does not operate a commercial motor vehicle transporting hazardous materials as defined in §383.5. | | |
| **Class B** - Any single vehicle with a GVWR of 26,001 lbs or more, or any such vehicle towing a vehicle not in excess of 10,000 lbs GVWR. |  |  |  |  |  |
| **Class C** - Any single vehicle, or combination of vehicles, that does not meet the definition of Class A or Class B, but is either designed to transport 16 or more passengers, including the driver, or is placarded for hazardous materials. |  |  |  |  |  |
# United States Commercial Driver's License (CDL) Minimum National Licensing Standards

<table>
<thead>
<tr>
<th>Knowledge Test</th>
<th>Road Test</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Number of Questions</strong></td>
<td><strong>30</strong></td>
</tr>
<tr>
<td><strong>Content</strong></td>
<td><strong>§383.111 Required knowledge:</strong></td>
</tr>
<tr>
<td></td>
<td>(a) Safe operations regulations;</td>
</tr>
<tr>
<td></td>
<td>(b) Commercial motor vehicle safety control systems;</td>
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<tr>
<td></td>
<td>(c) Safe vehicle control:</td>
</tr>
<tr>
<td></td>
<td>(c)(1) Control systems</td>
</tr>
<tr>
<td></td>
<td>(c)(2) Basic control</td>
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<td></td>
<td>(c)(3) Shifting</td>
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<td></td>
<td>(c)(4) Backing</td>
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<td></td>
<td>(c)(5) Visual search</td>
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<td></td>
<td>(c)(6) Communication</td>
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<td>(c)(7) Speed Management</td>
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<td></td>
<td>(c)(8) Space management</td>
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<td></td>
<td>(c)(9) Night operation</td>
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<td></td>
<td>(c)(10) Extreme driving conditions</td>
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<td></td>
<td>(c)(11) Hazard perceptions</td>
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<tr>
<td></td>
<td>(c)(12) Emergency manoeuvres</td>
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<td></td>
<td>(c)(13) Skid control and recovery</td>
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<td></td>
<td>(d) Relationship of cargo to vehicle control;</td>
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<td></td>
<td>(e) Vehicle inspections;</td>
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<td></td>
<td>(f) Hazardous materials knowledge;</td>
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<tr>
<td></td>
<td>(g) Air brake knowledge;</td>
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<tr>
<td></td>
<td>(h) Operators for the combination vehicle group shall also have knowledge of:</td>
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<tr>
<td></td>
<td>(h)(1) Coupling and uncoupling</td>
</tr>
<tr>
<td></td>
<td>(h)(2) Vehicle inspection.</td>
</tr>
<tr>
<td><strong>Pass Criterion</strong></td>
<td><strong>80%</strong></td>
</tr>
<tr>
<td><strong>Duration</strong></td>
<td><strong>As per §383.71(a)(4) certifies that the motor vehicle in which the person takes the driving skills test is representative of the type of motor vehicle that person operates or expects to operate.</strong></td>
</tr>
<tr>
<td><strong>Vehicles to be Used</strong></td>
<td><strong>§383.113 - Required Skills:</strong></td>
</tr>
<tr>
<td></td>
<td>(a) Basic vehicle control skill;</td>
</tr>
<tr>
<td></td>
<td>(b) Safe driving skills;</td>
</tr>
<tr>
<td></td>
<td>(c) Air brake skills;</td>
</tr>
<tr>
<td></td>
<td>(d) Test area; and</td>
</tr>
<tr>
<td></td>
<td>(e) Simulation technology.</td>
</tr>
<tr>
<td><strong>Examiner's Qualification</strong></td>
<td><strong>Applicants must successfully perform all of the required skills listed in 49 CFR 383.113.</strong></td>
</tr>
<tr>
<td><strong>Pass Criterion</strong></td>
<td><strong>Duration in Minutes</strong></td>
</tr>
</tbody>
</table>
### United States Commercial Driver's License (CDL) Minimum National Licensing Standards

#### Further Road Test Requirements

<table>
<thead>
<tr>
<th>Pre-Trip Inspection</th>
<th>Air Brakes</th>
<th>Mandatory Training</th>
<th>Driver Fitness</th>
</tr>
</thead>
<tbody>
<tr>
<td>As part of §383.113 Required Skills:</td>
<td>As part of §383.111 Required Knowledge:</td>
<td>None for Class A, B, or C. None for the following endorsements:</td>
<td></td>
</tr>
<tr>
<td>(c)(1) Pre-trip inspection skills. Applicants shall demonstrate the skills necessary to conduct a pre-trip inspection which includes the ability to:</td>
<td>(g) Air brake knowledge as follows:</td>
<td>T - Double/Triple Trailers (Knowledge test only)</td>
<td></td>
</tr>
<tr>
<td>(c)(1)(i) Locate and verbally identify air brake operating controls and monitoring devices;</td>
<td>(g)(1) Air brake system nomenclature;</td>
<td>P - Passenger (Knowledge and Skills Tests); required for vehicles with a designed capacity to transport 16 or more passengers, including the driver.</td>
<td></td>
</tr>
<tr>
<td>(c)(1)(ii) Determine the motor vehicle's brake system condition for proper adjustments and that air system connections between motor vehicles have been properly made and secured;</td>
<td>(g)(2) The dangers of contaminated air supply;</td>
<td>N - Tank Vehicle (Knowledge Test only); required for a tank vehicle designed to transport liquid or gaseous materials with a rated capacity of 1,000 gallons or more.</td>
<td></td>
</tr>
<tr>
<td>(c)(1)(iii) Inspect the low pressure warning device(s) to ensure that they will activate in emergency situations;</td>
<td>(g)(3) Implications of severed or disconnected air lines between the power unit and the trailer(s);</td>
<td>H - Hazardous Materials (Knowledge Test only); required when transporting hazardous material in any amount requiring the display of placards by 49 CFR, part 172, subpart F.</td>
<td></td>
</tr>
<tr>
<td>(c)(1)(iv) Ascertain, with the engine running, that the system maintains an adequate supply of compressed air;</td>
<td>(g)(4) Implications of low air pressure readings;</td>
<td>X - Combination of Tank Vehicle and Hazardous Materials; combines the N and H endorsements for a single endorsement allowing operation of tank vehicles transporting liquid or gaseous hazardous material.</td>
<td></td>
</tr>
<tr>
<td>(c)(1)(v) Determine that required minimum air pressure build up time is within acceptable limits and that required alarms and emergency devices automatically deactivate at the proper pressure level; and</td>
<td>(g)(5) Procedures to conduct safe and accurate pre-trip inspections.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(c)(1)(vi) Operationally check the brake system for proper performance.</td>
<td>(g)(6) Procedures for conducting enroute and post-trip inspections of air actuated brake systems, including ability to detect defects which may cause the system to fail.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Standards</td>
<td>Tests</td>
<td>Training</td>
<td>Reports / Documents</td>
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<td>----------------------------</td>
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</tbody>
</table>
Appendix E

Australian Commercial Driver Licensing Standards
<table>
<thead>
<tr>
<th>State</th>
<th>Vehicle Type/ Description</th>
<th>Minimum Entry Age</th>
<th>Previous Driving Experience Required</th>
<th>Driver Record Requirements</th>
<th>Learner Requirements</th>
<th>Probationary Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACT</td>
<td><strong>HR</strong> - Rigid motor vehicle with 3 or more axles and a GVM over 8 tonnes; an articulated bus with 3 or more axles and a GVM over 8 tonnes; a motor vehicle towing a single trailer (other than a semitrailer) with a GVM not over 9 tonnes; HR class does not cover motor vehicles towing: (a) 2 or more trailers; or (b) a single semitrailer; or (c) any other single trailer with a GVM over 9 tonnes. &lt;br&gt; <strong>HC</strong> - Prime mover with an attached single semitrailer plus any unladen converter dolly; a rigid motor vehicle to which is attached a trailer with a GVM over 9 tonnes plus any unladen converter dolly. &lt;br&gt; <strong>MC</strong> - Any motor vehicle or combination other than a motorbike.</td>
<td></td>
<td>HR/HC = 19 MC = 20</td>
<td>HR - Must have held a licence to drive a C class vehicle for at least 2 yrs.  &lt;br&gt; HC - Applicant for this licence class must have held an Australian driver licence (including a provisional licence) of a class MR or HR for a period of at least 1 yr.  &lt;br&gt; MC - Applicant for this licence class must have held an Australian driver licence of a class HC or HR for a period of at least 1 yr.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>NSW</td>
<td><strong>HR</strong> - GVM of more than 8 tonnes. Any towed trailer must not weigh more than 9 tonnes GVM.  &lt;br&gt; <strong>HC</strong> - 3 or more axles; Any towed trailer with a GVM of more than 9 tonnes.  &lt;br&gt; <strong>MC</strong> - B-double or road train.</td>
<td></td>
<td>HR - Class C, LR, or MR license or equivalent for 2 years or more.  &lt;br&gt; HC - Must have MR or HR license or equivalent for 1 year or more.  &lt;br&gt; MC - Must have held a Class HR or HC license or equivalent for 1 year.</td>
<td></td>
<td>Not permitted to upgrade to a HR license while holding a P1 license. Not permitted to upgrade to a HC, or MC license while holding a P1 car license or P2 license.</td>
<td></td>
</tr>
</tbody>
</table>
## Australia’s Heavy Rigid (HR), Heavy Combination (HC), and Multi-Combination (MC) Vehicle Licensing Standards

<table>
<thead>
<tr>
<th>State</th>
<th>Vehicle Type/ Description</th>
<th>Minimum Entry Age</th>
<th>Previous Driving Experience Required</th>
<th>Driver Record Requirements</th>
<th>Learner Requirements</th>
<th>Probationary Requirements</th>
</tr>
</thead>
</table>
| NT     | **HR** - A motor vehicle (including an articulated bus, but not including any other articulated vehicle) that has; 3 or more axles; and a GVM greater than 8 tonnes.  
**HC** - A prime mover with an attached single semi-trailer plus any unladen converter dolly; or a rigid motor vehicle attached to a trailer that has 9+ tonnes GVM plus any unladen converter dolly.  
**MC** - Any motor vehicle or combination of vehicles other than a motor bike, or a motor trike which does not have a body type commonly known as, or similar to, a sedan, station wagon, coupe, convertible, roadster, utility, tray top or van. | Minimum | HR - Held a class C licence for at least 2 yrs.  
HC - Must have held a Class C for at least 2 yrs and a MR or HR licence for at least 1 year.  
MC - Held a class C licence for at least 2 yrs and a HR or HC licence for at least 1 yr. | Minimum Duration | HR/HC/MC - Driver must display “Driver Under Instruction” sign at the rear of the vehicle. Driving methods should be in accordance with the System of Vehicle Control. Learners must be accompanied by a driver who holds at least the same class of licence. |
| Qld    | **HR** - A class MR vehicle; bus, truck or prime mover weighing 8+ tonnes GVM (no axle limits), with or without a trailer weighing not more than 9 tonnes GVM; an articulated bus; a specially constructed vehicle weighing 8+ tonnes GVM with or without a tail weighing not more than 9 tonnes GVM.  
**HC** - A class HR vehicle; truck (including a prime mover) with or without a trailer; specially constructed vehicle weighing more than 8ton GVM with or without a trailer.  
**MC** - A class HC vehicle; B-double; or road train. | Minimum | HR - Held a LR or MR licence for at least 1 year.  
HC - Must have held a MR or HR licence for at least 1 year.  
MC - Must have held a HC licence for one year. | Minimum Duration | |
<table>
<thead>
<tr>
<th>State</th>
<th>Vehicle Type/ Description</th>
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</tr>
</thead>
<tbody>
<tr>
<td>SA</td>
<td>HR - Any motor vehicle covered by class MR; any motor vehicle with 3 or more axles, e.g. trucks and tippers; any special purpose vehicle; medium articulated vehicles, provided the GVM of the towing vehicle does not exceed 8000 kg; any bus (including articulated buses); may also tow any farm implement or any trailer with a GVM not exceeding 9000 kg, provided it is within the GCM of the towing vehicle.</td>
<td>HR - Must have held a class C Driver's Licence for at least two years or a class LR or MR Driver's Licence for at least one year.</td>
<td>HR - Must have held a class C Driver's Licence for at least two years or a class LR or MR Driver's Licence for at least one year.</td>
<td>Minimum Duration</td>
<td>Conditions</td>
<td></td>
</tr>
<tr>
<td></td>
<td>HC - Any motor vehicle covered by class HR; a prime mover with an attached single semi-trailer (whether or not any unladen convertor dolly is also attached); a rigid motor vehicle with an attached single trailer with a GVM greater than 9000 kg (whether or not any unladen convertor dolly is also attached).</td>
<td>HC - Must have held a class MR or HR Driver’s Licence for at least one year.</td>
<td>HC - Must have held a class MR or HR Driver’s Licence for at least one year.</td>
<td>Minimum Duration</td>
<td>Conditions</td>
<td></td>
</tr>
<tr>
<td></td>
<td>MC - The holder may drive any motor vehicle covered by class HC; B doubles Road Trains.</td>
<td>MC - Must have held a class HC or HR Driver’s Licence for at least one year.</td>
<td>MC - Must have held a class HC or HR Driver’s Licence for at least one year.</td>
<td>Minimum Duration</td>
<td>Conditions</td>
<td></td>
</tr>
</tbody>
</table>

Applicants for the HC Training-In-Lieu of Experience (TILE) course must obtain a learner’s permit before in-vehicle training can commence. Learner's conditions still apply until the licence is endorsed with the upgraded class, including: not driving after drinking alcohol and being drug free; being accompanied by a passenger holding a driver’s license for same class of vehicle; not exceeding any speed limit by more than 10km/h; not exceeding 80km/h if accompanied; not accumulating four or more demerit points during the learner’s permit period; having the prescribed ‘L’ plates displayed so as to be clearly visible from the front and rear of the vehicle (rear only for motor cycles); and carrying the learner’s permit at all times while driving. On passing the VORT or CBT course, the Authorised Instructor will issue a Certificate of Competency.
## Australia's Heavy Rigid (HR), Heavy Combination (HC), and Multi-Combination (MC) Vehicle Licensing Standards

<table>
<thead>
<tr>
<th>State</th>
<th>Vehicle Type/ Description</th>
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<th>Previous Driving Experience Required</th>
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<th>Learner Requirements</th>
<th>Probationary Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tas</td>
<td>HR - Any rigid vehicle with 3 or more axles, including a truck or bus, greater than 8 tonnes GVM; and articulated buses. Must have held a class C licence for 2 years and a class LR/MR for 12 months, or passed an approved training course.</td>
<td>20</td>
<td>HR - Must have held a class C licence for 2 years and a class LR/MR for 12 months, or passed an approved training course.</td>
<td>HR/HC = 20</td>
<td>Applicant must get a learner licence if learning to drive a class of vehicle more than one class above their existing licence in the National Hierarchy of Licence Classes. Otherwise, they can learn to drive a heavy vehicle on their existing licence. Applicants for a heavy vehicle learner licence must complete the heavy vehicle knowledge test before the learner licence is issued. Applicants progressing to the next class of vehicle and do not require a learner licence must complete the heavy vehicle knowledge test before undertaking the practical test. Applicants progressing to the next class of vehicle, who do not require a learner licence, and are undertaking an approved course, must complete the heavy vehicle knowledge test after completing the training course. These applicants are not required to undertake the practical test.</td>
<td></td>
</tr>
<tr>
<td>Tas</td>
<td>HC - Prime mover with a single semi trailer, or heavy rigid vehicle plus trailer greater than 9 tonnes GVM. MR or above for 12 months, or passed an approved training course.</td>
<td>21</td>
<td>HC - MR or above for 12 months, or passed an approved training course.</td>
<td>MC = 21</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tas</td>
<td>MC - Any motor vehicle or combination of motor vehicle and trailer in this table. Must have held an HR or above licence for 12 months and satisfactorily completed an approved training course.</td>
<td></td>
<td>MC - Any motor vehicle or combination of motor vehicle and trailer in the national Hierarchy of Licence Classes. To apply for an exemption, applicant must: be at least 17 yrs old, held a car licence for at least 2 yrs and a LR or MR endorsement for at least 1 year. If granted an exemption, must pass a Prescribed Training Course before getting heavy vehicle licence.</td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

Applicant must get a learner licence if learning to drive a class of vehicle more than one class above their existing licence in the National Hierarchy of Licence Classes. Otherwise, they can learn to drive a heavy vehicle on their existing licence. Applicants for a heavy vehicle learner licence must complete the heavy vehicle knowledge test before the learner licence is issued. Applicants progressing to the next class of vehicle and do not require a learner licence must complete the heavy vehicle knowledge test before undertaking the practical test. Applicants progressing to the next class of vehicle, who do not require a learner licence, and are undertaking an approved course, must complete the heavy vehicle knowledge test after completing the training course. These applicants are not required to undertake the practical test.
<table>
<thead>
<tr>
<th>State</th>
<th>Vehicle Type/ Description</th>
<th>Minimum Entry Age</th>
<th>Previous Driving Experience Required</th>
<th>Driver Record Requirements</th>
<th>Learner Requirements</th>
<th>Probationary Requirements</th>
</tr>
</thead>
</table>
| Vic   | **HR** - Any rigid vehicle with three or more axles, including bus or truck, greater than 8 tonnes GVM; a single trailer (other than a semi trailer) up to 9 tonne GVM or to the manufactures specifications (whichever is less).  
**HC** - A prime mover or single semi trailer exceeding 9 tonne; or rigid vehicle plus trailer greater than 9 tonnes GVM. A Mass and Dimension permit may also be required.  
**MC** - A heavy combination vehicle with one or more additional trailers. | 18 | **HR** - Must have held a car driver licence for at least 2 yrs.  
**HC** - Must have held a car driver licence for at least 2 yrs including MR or HR licence for at least 1 yr.  
**MC** - Must have held a HC, HR or a combination of HR/HC vehicle licence for at least 1 yr, plus completion of an approved course.  
Exemptions considered if: applicant would be caused undue hardship without the heavy vehicle licence due to employment or family circumstances; and road safety is not compromised. | | |
| WA    | **HR** - A motor vehicle that has 3 or more axles and a gross vehicle mass greater than 8 tonnes.  
**HC** - A prime mover to which is attached a single semi-trailer plus any unladen converter dolly, or rigid motor vehicle attached to a trailer that has a gross vehicle mass greater than 9 tonnes plus any unladen converter dolly.  
**MC** - Any heavy combination unit towing one or more trailers, each having a GVM of 9+ tonnes. | | **HR** - Must have held C (Car) licence for at least two years; or LR or MR licence for at least one year.  
**HC** - Must have held C (Car) licence for at least three years and MR or HR licence for at least one year.  
**MC** - Must have held C (Car) licence for at least 3 yrs; and HR or HC licence for at least 1 yr. | | |
<table>
<thead>
<tr>
<th>State</th>
<th>Knowledge Test</th>
<th>Road Test</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of Questions</td>
<td>Content</td>
</tr>
<tr>
<td>ACT</td>
<td>HR/HC/MC = 35</td>
<td>There are three knowledge tests: one for rigid vehicles, one for heavy combination vehicles, and one for B-Doubles. Tests contain computer-based multi-choice questions; some mandatory, some general; based on information in the Heavy Vehicle Handbook, the Load Restraint Guide and the ‘ACT Road Rules Handbook’.</td>
</tr>
<tr>
<td>State</td>
<td>Knowledge Test</td>
<td>Road Test</td>
</tr>
<tr>
<td>-------</td>
<td>----------------</td>
<td>-----------</td>
</tr>
<tr>
<td></td>
<td>Number of Questions</td>
<td>Content</td>
</tr>
<tr>
<td>NSW</td>
<td>HR/HC/MC = 45</td>
<td>Questions selected at random from a computerized question bank of 600+ questions: 15 general knowledge questions (need to get at least 12 correct); 30 road safety questions (including traffic signs) and you need to get at least 29 correct.</td>
</tr>
</tbody>
</table>
### Australia Heavy Rigid (HR), Heavy Combination (HC), and Multi-Combination (MC) Vehicle Licensing Standards

<table>
<thead>
<tr>
<th>State</th>
</tr>
</thead>
<tbody>
<tr>
<td>NT</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Number of Questions</th>
<th>Content</th>
<th>Pass Criterion</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>HR - Traffic law; safe driving practices/road craft. Multiple choice, written, oral if candidate is illiterate. Licensing system is graduated, but no further theory tests apply.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Vehicles to be Used</th>
</tr>
</thead>
<tbody>
<tr>
<td>HR - HR vehicle at least 15 tonnes GVM with minimum of three axles.</td>
</tr>
<tr>
<td>HC - Minimum test vehicle will be a 3 axled prime mover towing a 2 axled semi trailer, OR a 3 axled rigid vehicle of more than 15 tonnes GVM towing a heavy trailer of more than 9 tonnes GVM.</td>
</tr>
<tr>
<td>MC - Compulsory manoeuvre: uncoupling and re-coupling the second trailer; and where the candidate has not held a HC licence, the first trailer may also be disconnected. 3 axled prime mover towing a 2 axled semi trailer plus one extra trailer whose GVM is greater than 9 tonnes; OR a 3 axled rigid vehicle whose GVM is greater than 15 tonnes towing two trailers, both of which have a GVM greater than 9 tonnes.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Road Test</th>
</tr>
</thead>
<tbody>
<tr>
<td>Content</td>
</tr>
<tr>
<td>HR - Safe driving: traffic laws; compulsory manoeuvres including: hill start; a reversing exercise.</td>
</tr>
<tr>
<td>HC - Compulsory manoeuvres: uncoupling and re-coupling the trailer; a reversing exercise.</td>
</tr>
<tr>
<td>MC - Compulsory manoeuvre: uncoupling and re-coupling the second trailer; and where the candidate has not held a HC licence, the first trailer may also be disconnected.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Examiner's Qualification</th>
<th>Pass Criterion</th>
<th>Duration in Minutes</th>
</tr>
</thead>
<tbody>
<tr>
<td>HR = 40</td>
<td></td>
<td></td>
</tr>
<tr>
<td>HC = 75</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MC = 2 hrs</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Australia Heavy Rigid (HR), Heavy Combination (HC), and Multi-Combination (MC) Vehicle Licensing Standards

<table>
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<tr>
<th>State</th>
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<th>Content</th>
<th>Pass Criterion</th>
<th>Duration</th>
<th>Vehicles to be Used</th>
<th>Content</th>
<th>Examiner's Qualification</th>
<th>Pass Criterion</th>
<th>Duration in Minutes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Qld</td>
<td>HR/HC/MC = 30</td>
<td></td>
<td>HR/HC/MC - Multiple choice; general road rules. If applicant already holds a heavy vehicle class of licence, they are not required to pass a road rules test for a higher class of vehicle.</td>
<td>HR/HC/MC = 27/30 = 90% (must score 9/10 in section 1, 18/20 in section 2)</td>
<td>HR/HC/MC - If applicant already holds a car/motorbike licence, they will only have to correctly answer 8 out of the additional 10 questions applying to heavy vehicles to pass the test.</td>
<td>HR - Bus or truck with at least 3 axles, must be more than 15ton GVM and equipped with at least 3 portable warning triangles for the test, test cannot be taken in a bobtail prime mover.</td>
<td>HR/HC - Traffic law; safe driving practices/road craft; vehicle control skills; low-speed maneuvering.</td>
<td>HR/HC - Accumulation of 9 non-critical driving errors leads to failure or one critical driving error</td>
<td>HR = 70 HR = 80</td>
</tr>
</tbody>
</table>

Queensland Transport does not conduct practical driving tests for class MC licence.
### Australia Heavy Rigid (HR), Heavy Combination (HC), and Multi-Combination (MC) Vehicle Licensing Standards

<table>
<thead>
<tr>
<th>State</th>
<th>Knowledge Test</th>
<th>Road Test</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of Questions</td>
<td>Content</td>
</tr>
<tr>
<td>SA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tas</td>
<td>HR/HC/MC = 21</td>
<td>Heavy Vehicle Knowledge Test: road safety; vehicle weight and mass limitations, etc.</td>
</tr>
<tr>
<td>State</td>
<td>Number of Questions</td>
<td>Knowledge Test</td>
</tr>
<tr>
<td>-------</td>
<td>---------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>Vic</td>
<td>HR/HC = 32</td>
<td>HC/MC - Traffic law; safe driving practices/road craft. HC - heavy vehicle regulations. Based on the Victorian Bus and Truck Handbook.</td>
</tr>
<tr>
<td></td>
<td>MC = 20</td>
<td></td>
</tr>
<tr>
<td>WA</td>
<td>HR/HC = 10</td>
<td>HC - Must sit theory test if C or LR class held. No test required if MR class held. Content: Traffic law; safe driving practices/road craft; test covers penalties for infringements.</td>
</tr>
</tbody>
</table>

- HR/HC = loss of 16 Fair marks or 4 Poor marks (4 Fairs = 1 poor mark)
### Australia Heavy Rigid (HR), Heavy Combination (HC), and Multi-Combination (MC) Vehicle Licensing Standards

<table>
<thead>
<tr>
<th>State</th>
<th>Further Road Test Requirements</th>
<th>Mandatory Training</th>
<th>Driver Fitness</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACT</td>
<td>Pre-Trip Inspection</td>
<td>If upgrading from an HC licence to a MC, duration is normally a two-day course. If upgrading from an HR licence, duration will be longer because applicant must undertake a HC license assessment before undergoing MC training. Course must be RTA approved and conducted by training providers accredited by the RTA.</td>
<td>Vision test for all drivers on initial licence.</td>
</tr>
<tr>
<td>NSW</td>
<td>As part of the test, applicant must describe to the assessor, the process for coupling/uncoupling heavy combination (HC), and pre-departure check (all classes).</td>
<td></td>
<td>Vision test for all drivers on initial application. MC - vision test with medical assessment on initial application. National medical standards for commercial drivers contained in the Medical Examination of Commercial Vehicle Drivers.</td>
</tr>
<tr>
<td>NT</td>
<td></td>
<td></td>
<td>Vision test on initial application; medical assessment only when a condition is reported by health professional or driver.</td>
</tr>
<tr>
<td>Qld</td>
<td></td>
<td>To upgrade to a class MC licence, you must either: complete an approved training course by an approved class MC training provider; or complete the Multi-Combination Driving Experience Declaration form (F3272) and provide evidence confirming your ability to drive a B-double or road train.</td>
<td>Vision test required if applicant declares a vision or eye disorder and if requested by the chief executive; must obtain a current medical certificate if they have a medical or physical incapacity that may affect their driving.</td>
</tr>
<tr>
<td>State</td>
<td>Further Road Test Requirements</td>
<td>Mandatory Training</td>
<td>Driver Fitness</td>
</tr>
<tr>
<td>-------</td>
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</tr>
<tr>
<td>SA</td>
<td>The Pre-Departure check involves demonstrating to the testing officer that vehicle is in a fit, reliable and safe condition using visual and manual inspections.</td>
<td></td>
<td>Certificate of Fitness to Drive filled in by applicant’s doctor required if applicant declares on their application for a Learner’s Permit or Driver’s Licence that they have a medical condition that may affect their ability to drive. Vision test and medical assessment on initial application if operating dangerous goods.</td>
</tr>
<tr>
<td>Tas</td>
<td></td>
<td>Applicant must successfully complete a prescribed training course if: granted an exemption from meeting an eligibility criteria; they want a MC licence; or they would rather complete a training course than a driving test.</td>
<td>Vision test required upon initial application, as part of medical assessment. MC - Applicant must successfully complete a Medical Fitness to Drive Assessment from a medical practitioner - which cannot be more than 3 months old.</td>
</tr>
<tr>
<td>Vic</td>
<td></td>
<td></td>
<td>Vision test required on initial application; medical assessment if carrying public passengers and/or dangerous goods.</td>
</tr>
<tr>
<td>WA</td>
<td></td>
<td></td>
<td>Vision test required on initial application; medical assessment if carrying public passengers and/or dangerous goods.</td>
</tr>
</tbody>
</table>
Appendix F

New Zealand Commercial Driver Licensing Standards
### New Zealand Heavy Vehicle Licensing Standards - Classes 2-5

<table>
<thead>
<tr>
<th>Vehicle Type/ Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Class 2 - Medium Rigid Vehicle</strong></td>
</tr>
<tr>
<td>• Any rigid vehicle (including any tractor) with a GLW of more than 4500 kg but less than 18,001 kg;</td>
</tr>
<tr>
<td>• Any combination vehicle with a GCW of 12,000 kg or less;</td>
</tr>
<tr>
<td>• Any combination vehicle consisting of a rigid vehicle with a GLW of 18,000 kg or less towing a light trailer (GLW of 3500 kg or less);</td>
</tr>
<tr>
<td>• Any rigid vehicle with a GLW of more than 18,000 kg that has no more than two axles;</td>
</tr>
<tr>
<td>• Any vehicle covered in Class 1.</td>
</tr>
<tr>
<td>A holder of a full Class 2 licence can also drive the following vehicles with the proper driver licence endorsement:</td>
</tr>
<tr>
<td>• a forklift with a GLW of more than 18,000 kg;</td>
</tr>
<tr>
<td>• any special-type vehicle that runs on rollers or self-laying tracks and has a GLW of more than 18,000 kg;</td>
</tr>
<tr>
<td>• any special-type vehicle that runs on wheels and has a GLW of more than 4500 kg but less than 18,001 kg. (If frequently operating this type of vehicle at a speed not exceeding 30 km/h, a full Class 1 licence can be used); and</td>
</tr>
<tr>
<td>• any special-type vehicle that runs on wheels and has a GLW of more than 18,000 kg, if driven at a speed not exceeding 30 km/h (a Class 4 licence is needed if driving 30+ km/h).</td>
</tr>
<tr>
<td><strong>Class 3 - Medium Combination</strong></td>
</tr>
<tr>
<td>• Any combination vehicle with a GCW of more than 12,000 kg but less than 25,001 kg;</td>
</tr>
<tr>
<td>• Any vehicle covered in classes 1 and 2.</td>
</tr>
<tr>
<td><strong>Class 4 - Heavy Rigid</strong></td>
</tr>
<tr>
<td>• Any rigid vehicle (including any tractor) with a GLW of more than 18,000 kg;</td>
</tr>
<tr>
<td>• Any combination vehicle consisting of a rigid vehicle with a GLW of more than 18,000 kg towing a light trailer (GLW of 3500 kg or less);</td>
</tr>
<tr>
<td>• Vehicles covered in classes 1 and 2, but not Class 3.</td>
</tr>
<tr>
<td>• Any special-type (with proper endorsement) vehicle that runs on wheels and has a GLW of more than 18,000 kg. (If you're always going to be operating this type of vehicle at a speed not exceeding 30 km/h, you can use a Class 2 licence).</td>
</tr>
<tr>
<td><strong>Class 5 - Heavy Combination</strong></td>
</tr>
<tr>
<td>• Any combination vehicle with a GCW of more than 25,000 kg;</td>
</tr>
<tr>
<td>• Vehicles covered by classes 1, 2, 3 and 4.</td>
</tr>
</tbody>
</table>
# New Zealand Heavy Vehicle Licensing Standards - Classes 2-5

<table>
<thead>
<tr>
<th>Minimum Entry Age</th>
<th>Previous Driving Experience Required</th>
<th>Driver Record Requirements</th>
<th>Learner Requirements</th>
<th>Probationary Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Minimum Duration</td>
<td>Conditions</td>
</tr>
<tr>
<td>Class 2</td>
<td>learner licence requires having held a full Class 1 licence for at least six months.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 3</td>
<td>learner licence requires having held a full Class 2 licence for at least six months*.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 4</td>
<td>learner licence requires having held a full Class 2 licence for at least six months*.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 5</td>
<td>learner licence requires having held a full Class 4 licence for at least six months*.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>*Or for at least three months, if applicant is aged 25 or over. If aged 25 or over and successfully completed an approved driver training course, applicant can apply for a Class 3 or 4 learner licence with no minimum time on a full Class 2 licence (or class 4 if applying for Class 5 licence).</td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

To drive heavy vehicles, the appropriate learner licence (class 2, 3, 4 or 5) must be obtained before driving. The licence class drivers will need to obtain depends on the weight of the vehicle they wish to drive.

To progress to a full licence, there are two options:

1) Practice driving under supervision for at least six months before applying for a full licence and then sitting a practical test in a vehicle covered by that class.

2) Complete an approved industry-based course for the specific class, which can be taken any time after gaining the learner licence. Once completed, take the course certificate to a Land Transport New Zealand driver licensing agent and apply for a full licence. Applicants do not need to sit a practical test.
### New Zealand Heavy Vehicle Licensing Standards - Classes 2-5

<table>
<thead>
<tr>
<th>Knowledge Test</th>
<th>Road Test</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Number of Questions</strong></td>
<td><strong>Content</strong></td>
</tr>
<tr>
<td>Content</td>
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<tr>
<td></td>
<td>Theory test for class of vehicle being tested.</td>
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</table>
New Zealand Heavy Vehicle Licensing Standards - Classes 2-5

Approved Heavy Vehicle Courses

The approved courses for heavy vehicle classes are aligned with unit standards on the New Zealand Qualifications Authority (NZQA) framework. Successful completion of a course grants drivers with the opportunity to have the unit standard they've achieved count towards a national certificate as well as a driver licence.

<table>
<thead>
<tr>
<th>License Class ▼</th>
<th>Unit Standard ▼</th>
<th>Description ▼</th>
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<tbody>
<tr>
<td>Class 2</td>
<td>15164 - Demonstrate knowledge of driving hours law and complete driver logbook</td>
<td>People credited with this unit standard are able to describe: the driving hours provisions prescribed by law; the driving hours logbook requirements and penalties prescribed by law; the legal requirements for the custody, maintenance, and production of driver logbooks; and complete driver logbook entries.</td>
</tr>
<tr>
<td>Class 3</td>
<td>17574 - Operate a motor vehicle to meet the requirements for a full Class 2 driver licence</td>
<td>People credited with this unit standard are able to describe: describe road markers and driving hazards; explain personal factors that contribute to safe driving practices; inspect a motor vehicle and make it ready for safe use; drive a motor vehicle in different traffic and road conditions; operate a motor vehicle efficiently; manoeuvre a motor vehicle in reverse; park, shut down, and secure a motor vehicle; describe required actions in the event of an accident; and maintain a driving hours logbook.</td>
</tr>
<tr>
<td>Class 4</td>
<td>17575 - Operate a combination vehicle to meet the requirements for a full Class 3 driver licence</td>
<td>People credited with this unit standard are able to describe: road markers and driving hazards; explain the factors that affect the stability and control of combination vehicles; explain personal factors that contribute to safe driving practices; connect a trailer to the prime mover; inspect a combination vehicle and make it ready for safe use; drive a combination vehicle in different traffic and road conditions; operate a combination vehicle efficiently; manoeuvre a combination vehicle in reverse; park, shut down and secure separately the trailer and prime mover of a combination vehicle; describe required actions in the event of an accident; and explain driving hours and maintain a driving hours logbook.</td>
</tr>
<tr>
<td>Class 5</td>
<td>17576: Operate a rigid vehicle to meet the requirements for a full Class 4 driver licence</td>
<td>People credited with this unit standard are able to describe: road markers and driving hazards; explain the factors that affect the stability and control of rigid vehicles; explain personal factors that contribute to safe driving practices; inspect a rigid vehicle and make it ready for safe use; drive a rigid vehicle in different traffic and road conditions; operate a rigid vehicle efficiently; manoeuvre a rigid vehicle in reverse; park, shut down, and secure a rigid vehicle; describe required actions in the event of an accident; and explain driving hours and maintain a driving hours logbook.</td>
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<tr>
<td>Class 5</td>
<td>17577: Operate a combination vehicle to meet the requirements for a full Class 5 driver licence</td>
<td>People credited with this unit standard are able to describe: night driving hazards; explain the factors that affect the stability and control of combination vehicles; explain personal factors that contribute to safe driving practices; connect a trailer to the prime mover; inspect a combination vehicle and make it ready for safe use; drive a combination vehicle in different traffic and road conditions; operate a combination vehicle efficiently; manoeuvre a combination vehicle in reverse; park, shut down and secure separately the trailer and prime mover of a combination vehicle; describe required actions in the event of an accident; and explain driving hours and maintain a driving hours logbook.</td>
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Medical certificates are required when applying for a new heavy vehicle driver licence. However, applicants do not have to present a medical certificate if they have already presented one for a class 2, 3, 4 or 5 application, or a P, V, I or O endorsement application within the last five years, and signed a declaration that states that any noted conditions have not worsened, and if the driver hasn’t been diagnosed with any further conditions since signing.

There is an eyesight screening check when applying for a new heavy vehicle driver licence, unless the applicant has presented an eyesight or medical certificate stating that their eyesight has been tested and is satisfactory.
### New Zealand Heavy Vehicle Licensing Standards - Classes 2-5

#### Planned or Proposed Changes

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<td>Develop strategy to improve the selection and training of new recruits that aims to improve the percentage of trainees who successfully complete their training program and subsequently become proficient drivers.</td>
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Appendix G

European Commercial Driver Licensing Standards
EU Road Safety: Driving Licences

SUMMARY

Member States’ national driving licences must be based on the Community model. Licences issued by the Member States must be mutually recognised. Page 1 of the licence must contain the distinguishing sign of each country.

The driving licence authorises the holder to drive vehicles in the following categories: Category A - motorcycles weighing less than 750 kg; Category B - vehicles weighing less than 3 500 kg; Category B+E - combinations consisting of a Category B vehicle and trailer; Category C - vehicles weighing more than 3 500 kg; Category C+E - combinations consisting of a Category C vehicle and trailer; Category D - vehicles having more than eight seats; Category D+E - combinations consisting of a Category D vehicle and trailer. Specific driving licences can be obtained for certain subcategories depending on the maximum cubic capacity and the maximum power in kW (kilowatts).

Driving licences must state the conditions subject to which the driver is authorised to drive. If, because of a physical disability, driving is authorised only for certain types of vehicle or for adapted vehicles, the driver must take a test of skills and behaviour, involving a theoretical test and under certain circumstances a medical check.

The issuing of driving licences is also subject to the following conditions: licences for Categories C and D may be issued only to drivers already entitled to drive vehicles in Category B, and licences for Categories B+E, C+E and D+E may be issued only to drivers already entitled to drive vehicles in Categories B, C and D respectively.

The minimum age for the issuing of driving licences is as follows: 16 years for Categories A1 (light motorcycles) and B1 (motor-powered tricycles and quadricycles), 18 years for Categories A, B, B+E, C and C+E and 21 years for Categories D and D+E.

Member States must ensure that applicants for driving licences possess the knowledge and skills and exhibit the behaviour required for driving a motor vehicle. The tests introduced to this effect must consist of:

- a theory test, followed by
- a test of skills and behaviour.

Directive 2000/56/EC specifies the form and content of the theory test for all categories of vehicle. The test must cover road traffic regulations, driver behaviour under the influence of alcohol and drugs, the road (e.g. safe distances), other road users, vehicle safety equipment, etc. In addition, specific provisions lay down special tests for each individual category of vehicle.

The theory, skills and behaviour tests for driving a motor vehicle are designed to check that drivers can recognise traffic dangers and assess their seriousness, that they have sufficient command of their vehicle, that they comply with road traffic regulations, that they can detect any major technical faults and that they can help ensure the safety of all road users.

Five years after these Directives have been put into effect, the Council will review the national provisions concerning any optional subcategories which may have been established in accordance with Article 3, with a view to their possible harmonisation or elimination.
Directive 94/72/EC authorised Finland and Sweden to issue driving licences in line with their national models until 31 December 1997.

I. MINIMUM REQUIREMENTS FOR DRIVING TESTS

Member States shall take the necessary measures to ensure that applicants for driving licences possess the knowledge and skills and exhibit the behaviour required for driving a motor vehicle. The tests introduced to this effect must consist of:

- a theory test, and then
- a test of skills and behaviour.

The conditions under which these tests shall be conducted are set out below.

A. THEORY TEST

1. Form

The form chosen shall be such as to make sure that the applicant has the required knowledge of the subjects listed on points 2 to 4.

Any applicant for a licence in one category who has passed a theory test for a licence in a different category may be exempt from the common provisions of points 2 to 4.

2. Content of the theory test concerning all vehicle categories

2.1. Questions must be asked on each of the points listed below, the content and form of the questions being left to the discretion of each Member State:

2.1.1. Road traffic regulations:
- in particular as regards road signs, markings and signals, rights of way and speed limits;

2.1.2. The driver:
- importance of alertness and of attitude to other road users,
- perception, judgement and decision-taking, especially reaction time, as well as changes in driving behaviour due to the influence of alcohol, drugs and medicinal products, state of mind and fatigue;

2.1.3. The road:
- the most important principles concerning the observance of a safe distance between vehicles, braking distances and roadholding under various weather and road conditions,
- driving risk factors related to various road conditions, in particular as they change with the weather and the time of day or night,
- characteristics of various types of road and the related statutory requirements;
.1.4. Other road users:
- specific risk factors related to the lack of experience of other road users and the most vulnerable categories of users such as children, pedestrians, cyclists and people whose mobility is reduced,
- risks involved in the movement and driving of various types of vehicles and of the different fields of view of their drivers;

2.1.5. General rules and regulations and other matters:
- rules concerning the administrative documents required for the use of vehicles,
- general rules specifying how the driver must behave in the event of an accident (setting warning devices and raising the alarm) and the measures which he can take to assist road accident victims where necessary,
- safety factors relating to the vehicle, the load and persons carried;

2.1.6. Precautions necessary when alighting from the vehicle;

2.1.7. Mechanical aspects with a bearing on road safety; applicants must be able to detect the most common faults, in particular in the steering, suspension and braking systems, tyres, lights and direction indicators, reflectors, rear-view mirrors, windscreen and wipers, the exhaust system, seat-belts and the audible warning device;

2.1.8. Vehicle safety equipment and, in particular, the use of seat-belts, head restraints and child safety equipment;

2.1.9. Rules regarding vehicle use in relation to the environment (appropriate use of audible warning devices, moderate fuel consumption, limitation of pollutant emissions, etc.).

3. Specific provisions concerning categories A and A1

3.1. Compulsory check of general knowledge on:

3.1.1. Use of protective outfit such as gloves, boots, clothes and safety helmet;

3.1.2. Visibility of motorcycle riders for other road users;

3.1.3. Risk factors related to various road conditions as laid down above with additional attention to slippery parts such as drain covers, road markings such as lines and arrows, tram rails;

3.1.4. Mechanical aspects with a bearing on road safety as laid down above with additional attention to the emergency stop switch, the oil levels and the chain.

4. Specific provisions concerning categories C, C+E, C1, C1+E, D, D+E, D1 and D1+E

4.1. Compulsory check of general knowledge on:

4.1.1. Rules on driving hours and rest periods as defined by Council Regulation (EEC) No 3820/85(1); use of the recording equipment as defined by Council Regulation (EEC) No 3821/85(2),
4.1.2. Rules concerning the type of transport concerned: goods or passengers;

4.1.3. Vehicle and transport documents required for the national and international carriage of goods and passengers;

4.1.4. How to behave in the event of an accident; knowledge of measures to be taken after an accident or similar occurrence, including emergency action such as evacuation of passengers and basic knowledge of first aid;

4.1.5. The precautions to be taken during the removal and replacement of wheels;

4.1.6. Rules on vehicle weights and dimensions; rules on speed limiters;

4.1.7. Obstruction of the field of view caused by the characteristics of their vehicles;

4.1.8. Reading a road map, route planning, including the use of electronic navigation systems (optional);

4.1.9. Safety factors relating to vehicle loading: controlling the load (stowing and fastening), difficulties with different kinds of load (e.g. liquids, hanging loads,...), loading and unloading goods and the use of loading equipment (categories C, C+E, C1, C1+E only);

4.1.10. The driver's responsibility in respect to the carriage of passengers; comfort and safety of passengers; transport of children; necessary checks before driving away; all sorts of buses should be part of the theory test (public service buses and coaches, buses with special dimensions,...) (categories D, D+E, D1, D1+E only).

4.2. Compulsory check of general knowledge on the following additional provisions concerning categories C, C+E, D and D+E:

4.2.1. The principles of the construction and functioning of: internal combustion engines, fluids (e.g. engine oil, coolant, washer fluid), the fuel system, the electrical system, the ignition system, the transmission system (clutch, gearbox, etc.);

4.2.2. Lubrication and antifreeze protection;

4.2.3. The principles of the construction, the fitting, correct use and care of tyres;

4.2.4. The principles of the types, operation, main parts, connection, use and day-to-day maintenance of brake fittings and speed governors, and use of anti-lock brakes;

4.2.5. The principles of the types, operation, main parts, connection, use and day-to-day maintenance of coupling systems (categories C+E, D+E only);

4.2.6. Methods of locating causes of breakdowns;

4.2.7. Preventive maintenance of vehicles and necessary running repairs;

4.2.8. The driver's responsibility in respect of the receipt, carriage and delivery of goods in accordance with the agreed conditions (categories C, C+E only).
B. TEST OF SKILLS AND BEHAVIOUR

5. The vehicle and its equipment

5.1. The driving of a vehicle with manual transmission shall be subject to the passing of a skills and behaviour test taken on a vehicle with manual transmission.

If an applicant takes the test of skills and behaviour on a vehicle with automatic transmission this shall be recorded on any licence issued on the basis of such a test. Licences with this indication shall be used only for driving vehicles with automatic transmission.

"Vehicle with automatic transmission" means a vehicle in which the gear ratio between the engine and the wheels can be varied by use only of the accelerator or the brakes.

5.2. The vehicles used in tests of skills and behaviour shall comply with the minimum criteria given below. Member States may make provisions for more stringent criteria or add others.

Category A:
- Progressive access (first clause of the first indent of Article 6(1)(b)): a motorcycle without sidecar with a cubic capacity of over 120 cm³, capable of a speed of at least 100 km/h;

- Direct access (second clause of the first indent of Article 6(1)(b)): a motorcycle without sidecar with an engine-power of at least 35 kW;

Subcategory A1:
A motorcycle without sidecar with a cubic capacity of at least 75 cm³;

Category B:
A four-wheeled category B vehicle capable of a speed of at least 100 km/h;

Category B+E:
A combination, made up of a category B test vehicle and a trailer with a maximum authorised mass of at least 1000 kilograms, capable of a speed of at least 100 km/h, which does not fall within category B; the cargo compartment of the trailer shall consist of a closed box body which is at least as wide and as high as the motor vehicle; the closed box body may also be slightly less wide than the motor vehicle provided that the view to the rear is only possible by use of the external rear-view mirrors of the motor vehicle; the trailer shall be presented with a minimum of 800 kilograms real total mass;

Subcategory B1:
A motor-powered tricycle or quadricycle capable of a speed of at least 60 km/h;

Category C:
A category C vehicle with a maximum authorised mass of at least 12000 kilograms, a length of at least eight metres, a width of at least 2.40 metres and capable of a speed of at least 80 km/h; fitted with anti-lock brakes,
equipped with a gearbox having at least eight forward ratios and recording equipment as defined by Regulation (EEC) No 3821/85; the cargo compartment shall consist of a closed box body which is at least as wide and as high as the cab; the vehicle shall be presented with a minimum of 10000 kilograms real total mass;

Category C+E:
either an articulated vehicle or a combination of a category C test vehicle and a trailer of at least 7.5 metres in length; both the articulated vehicle and the combination shall have a maximum authorised mass of at least 20000 kilograms, a length of at least 14 metres and a width of at least 2.40 metres, shall be capable of a speed of at least 80 km/h, fitted with anti-lock brakes, equipped with a gearbox having at least eight forward ratios and with recording equipment as defined by Regulation (EEC) No 3821/85; the cargo compartment shall consist of a closed box body which is at least as wide and as high as the cab; both the articulated vehicle and the combination shall be presented with a minimum of 15000 kilograms real total mass;

Subcategory C1:
A subcategory C1 vehicle with a maximum authorised mass of at least 4000 kilograms, with a length of at least five metres and capable of a speed of at least 80 km/h; fitted with anti-lock brakes and equipped with recording equipment as defined by Regulation (EEC) No 3821/85; the cargo compartment shall consist of a closed box body which is at least as wide and as high as the cab;

Subcategory C1 + E:
A combination made up of a subcategory C1 test vehicle and a trailer with a maximum authorised mass of at least 1250 kilograms; this combination shall be at least eight metres in length and capable of a speed of at least 80 km/h; the cargo compartment of the trailer shall consist of a closed box body which is at least as wide and as high as the cab; the closed box body may also be slightly less wide than the cab provided that the view to the rear is only possible by use of the external rear-view mirrors of the motor vehicle; the trailer shall be presented with a minimum of 800 kilograms real total mass;

Category D:
A category D vehicle with a length of at least 10 metres, a width of at least 2.40 metres and capable of a speed of at least 80 km/h; fitted with anti-lock brakes and equipped with recording equipment as defined by Regulation (EEC) No 3821/85;

Category D+E:
A combination made up of a category D test vehicle and a trailer with a maximum authorised mass of at least 1250 kilograms, a width of at least 2.40 metres and capable of a speed of at least 80 km/h; the cargo compartment of the trailer shall consist of a closed box body which is at least two metres wide and two metres high; the trailer shall be presented with a minimum of 800 kilograms real total mass;
Subcategory D1:
A subcategory D 1 vehicle with a maximum authorised mass of at least 4000 kilograms, with a length of at least five metres and capable of a speed of at least 80 km/h; fitted with anti-lock brakes and equipped with recording equipment as defined by Regulation (EEC) No 3821/85;

Subcategory D1+E:
A combination made up of a subcategory D1 test vehicle and a trailer with a maximum authorised mass of at least 1250 kilograms and capable of a speed of at least 80 km/h; the cargo compartment of the trailer shall consist of a closed box body which is at least two metres wide and two metres high; the trailer shall be presented with a minimum of 800 kilograms real total mass;

Testing vehicles for categories B+E, C, C+E, C1, C1+E, D, D+E, D1 and D1+E which are not in conformity with the minimum criteria given above but which were in use on or before the moment of entry into force of this Commission Directive, may still be used for a period not exceeding ten years after that date. The requirements related to the load to be carried by these vehicles, may be implemented by Member States up to ten years from the moment of entry into force of this Directive.

6. Skills and behaviour to be tested concerning categories A and A1

6.1. Preparation and technical check of the vehicle with a bearing on road safety

Applicants must demonstrate that they are capable of preparing to ride safely by satisfying the following requirements:

6.1.1. Adjust the protective outfit, such as gloves, boots, clothes and safety helmet;

6.1.2. Perform a random check on the condition of the tyres, brakes, steering, emergency stop switch (if applicable), chain, oil levels, lights, reflectors, direction indicators and audible warning device.

6.2. Special manoeuvres to be tested with a bearing on road safety

6.2.1. Putting the motorcycle on and off its stand and moving it, without the aid of the engine, by walking alongside the vehicle;

6.2.2. Parking the motorcycle on its stand;

6.2.3. At least two manoeuvres to be executed at slow speed, including a slalom; this should allow competence to be assessed in handling of the clutch in combination with the brake, balance, vision direction and position on the motorcycle and the position of the feet on the foot rests;

6.2.4. At least two manoeuvres to be executed at higher speed, of which one manoeuvre in second or third gear, at least 30 km/h and one manoeuvre avoiding an obstacle at a minimum speed of 50 km/h; this should allow competence to be assessed in the position on the motorcycle, vision direction, balance, steering technique and technique of changing gears;
6.2.5. Braking: at least two braking exercises shall be executed, including an emergency brake at a minimum speed of 50 km/h; this should allow competence to be assessed in handling of the front and rear brake, vision direction and the position on the motorcycle.

The special manoeuvres mentioned under points 6.2.3 to 6.2.5 have to be implemented at the latest five years after entry into force of this Directive.

6.3. Behaviour in traffic

Applicants must perform all the following actions in normal traffic situations, in complete safety and taking all necessary precautions:

6.3.1. Riding away: after parking, after a stop in traffic; exiting a driveway;
6.3.2. Riding on straight roads; passing oncoming vehicles, including in confined spaces;
6.3.3. Riding round bends;
6.3.4. Crossroads: approaching and crossing of intersections and junctions;
6.3.5. Changing direction: left and right turns; changing lanes;
6.3.6. Approach/exit of motorways or similar (if available): joining from the acceleration lane; leaving on the deceleration lane;
6.3.7. Overtaking/passing: overtaking other traffic (if possible); riding alongside obstacles, e.g. parked cars; being overtaken by other traffic (if appropriate);
6.3.8. Special road features (if available): roundabouts; railway level crossings; tram/bus stops; pedestrian crossings; riding up-/downhill on long slopes;
6.3.9. Taking the necessary precautions when getting off the vehicle.

7. Skills and behaviour to be tested concerning categories B, B1 and B+E

7.1. Preparation and technical check of the vehicle with a bearing on road safety

Applicants must demonstrate that they are capable of preparing to drive safely by satisfying the following requirements:

7.1.1. Adjusting the seat as necessary to obtain a correct seated position;
7.1.2. Adjusting rear-view mirrors, seat belts and head restraints if available;
7.1.3. Checking that the doors are closed;
7.1.4. Performing a random check on the condition of the tyres, steering, brakes, fluids (e.g. engine oil, coolant, washer fluid), lights, reflectors, direction indicators and audible warning device;
7.1.5. Checking the safety factors relating to vehicle loading: body, sheets, cargo doors, cabin locking, way of loading, securing load (category B+E only);
7.1.6. Checking the coupling mechanism and the brake and electrical connections (category B+E only);
7.2. Categories B and B1: special manoeuvres to be tested with a bearing on road safety

A selection of the following manoeuvres shall be tested (at least two manoeuvres for the four points, including one in reverse gear):

7.2.1. Reversing in a straight line or reversing right or left round a corner while keeping within the correct traffic lane;

7.2.2. Turning the vehicle to face the opposite way, using forward and reverse gears;

7.2.3. Parking the vehicle and leaving a parking space (parallel, oblique or right-angle, forwards or in reverse, on the flat, uphill or downhill);

7.2.4. Braking accurately to a stop; however, performing an emergency stop is optional.

7.3. Category B+E: special manoeuvres to be tested with a bearing on road safety

7.3.1. Coupling and uncoupling, or uncoupling and re-coupling a trailer from its motor vehicle; the manoeuvre must involve the towing vehicle being parked alongside the trailer (i.e. not in one line);

7.3.2. Reversing along a curve, the line of which shall be left to the discretion of the Member States;

7.3.3. Parking safely for loading/unloading.

7.4. Behaviour in traffic

Applicants must perform all the following actions in normal traffic situations, in complete safety and taking all necessary precautions:

7.4.1. Driving away: after parking, after a stop in traffic; exiting a driveway;

7.4.2. Driving on straight roads; passing oncoming vehicles, including in confined spaces;

7.4.3. Driving round bends;

7.4.4. Crossroads: approaching and crossing of intersections and junctions;

7.4.5. Changing direction: left and right turns; changing lanes;

7.4.6. Approach/exit of motorways or similar (if available): joining from the acceleration lane; leaving on the deceleration lane;

7.4.7. Overtaking/passing: overtaking other traffic (if possible); driving alongside obstacles, e.g. parked cars; being overtaken by other traffic (if appropriate);

7.4.8. Special road features (if available): roundabouts; railway level crossings; tram/bus stops; pedestrian crossings; driving up-/downhill on long slopes;

7.4.9. Taking the necessary precautions when alighting from the vehicle.

8. Skills and behaviour to be tested concerning categories C, C+E, C1, C1+E, D, D+E, D1 and D1+E
8.1. Preparation and technical check of the vehicle with a bearing on road safety

Applicants must demonstrate that they are capable of preparing to drive safely by satisfying the following requirements:

8.1.1. Adjusting the seat as necessary to obtain a correct seated position;
8.1.2. Adjusting rear-view mirrors, seat belts and head restraints if available;
8.1.3. Random checks on the condition of the tyres, steering, brakes, lights, reflectors, direction indicators and audible warning device;
8.1.4. Checking the power-assisted braking and steering systems; checking the condition of the wheels, wheelnuts, mudguards, windscreen, windows and wipers, fluids (e.g. engine oil, coolant, washer fluid); checking and using the instrument panel including the recording equipment as defined in Regulation (EEC) No 3821/85;
8.1.5. Checking the air pressure, air tanks and the suspension;
8.1.6. Checking the safety factors relating to vehicle loading: body, sheets, cargo doors, loading mechanism (if available), cabin locking (if available), way of loading, securing load (categories C, C+E, C1, C1+E only);
8.1.7. Checking the coupling mechanism and the brake and electrical connections (categories C+E, C1+E, D+E, D1+E only);
8.1.8. Being capable of taking special vehicle safety measures; controlling the body, service doors, emergency exits, first aid equipment, fire extinguishers and other safety equipment (categories D, D+E, D1, D1+E only);
8.1.9. Reading a road map, route planning, including the use of electronic navigation systems (optional).

8.2. Special manoeuvres to be tested with a bearing on road safety

8.2.1. Coupling and uncoupling, or uncoupling and re-coupling a trailer from its motor vehicle; the manoeuvre must involve the towing vehicle being parked alongside the trailer (i.e. not in one line) (categories C+E, C1+E, D+E, D1+E only);
8.2.2. Reversing along a curve, the line of which shall be left to the discretion of the Member States;
8.2.3. Parking safely for loading/unloading at a loading ramp/platform or similar installation (categories C, C+E, C1, C1+E only);
8.2.4. Parking to let passengers on or off the bus safely (categories D, D+E, D1, D1+E only).

8.3. Behaviour in traffic

Applicants must perform all the following actions in normal traffic situations, in complete safety and taking all necessary precautions:

8.3.1. Driving away: after parking, after a stop in traffic; exiting a driveway;
8.3.2. Driving on straight roads; passing oncoming vehicles, including in confined spaces;
8.3.3. Driving round bends;
8.3.4. Crossroads: approaching and crossing of intersections and junctions;
8.3.5. Changing direction: left and right turns; changing lanes;
8.3.6. Approach/exit of motorways or similar (if available): joining from the acceleration lane; leaving on the deceleration lane;
8.3.7. Overtaking/passing: overtaking other traffic (if possible); driving alongside obstacles, e.g. parked cars; being overtaken by other traffic (if appropriate);
8.3.8. Special road features (if available): roundabouts; railway level crossings; tram/bus stops; pedestrian crossings; driving up-/downhill on long slopes;
8.3.9. Taking the necessary precautions when alighting from the vehicle.

9. Marking of the test of skills and behaviour

9.1. For each of the abovementioned driving situations, the assessment must reflect the degree of ease with which the applicant handles the vehicle controls and his demonstrated capacity to drive in traffic in complete safety. The examiner must feel safe throughout the test. Driving errors or dangerous conduct immediately endangering the safety of the test vehicle, its passengers or other road users shall be penalised by failing the test, whether or not the examiner or accompanying person has to intervene. Nonetheless, the examiner shall be free to decide whether or not the skills and behaviour test should be completed.

Driving examiners must be trained to assess correctly the applicants' ability to drive safely. The work of driving examiners must be monitored and supervised, by a body authorised by the Member State, to ensure correct and consistent application of fault assessment in accordance with the standards laid down in this Annex.

9.2. During their assessment, driving examiners shall pay special attention to the fact whether an applicant is showing a defensive and social driving behaviour. This should reflect the overall style of driving and the driving examiner should take this into account in the overall picture of the applicant. It includes adapted and determined (safe) driving, taking into account road and weather conditions, taking into account other traffic, taking into account the interests of other road users (particularly the more vulnerable) and anticipation.

9.3. The driving examiner will furthermore assess whether the applicant is:

9.3.1. Controlling the vehicle; taking into account: proper use of safety belts, rear-view mirrors, head restraints; seat; proper use of lights and other equipment; proper use of clutch, gearbox, accelerator, braking systems (including third braking system, if available), steering; controlling the vehicle under different circumstances, at different speeds; steadiness on the road; the weight and dimensions and characteristics of the vehicle; the weight and type of load (categories B+E, C, C+E, C1, C1+E, D+E, D1+E only); the comfort of the passengers (categories D, D+E, D1, D1+E only) (no fast acceleration, smoothly driving and no hard braking);
9.3.2. Driving economically and environmentally friendly, taking into account the revolutions per minute, changing gears, braking and accelerating (categories B+E, C, C+E, C1, C1+E, D, D+E, D1, D1+E only);

9.3.3. Observation: all-round observation; proper use of mirrors; far, middle, near distance vision;

9.3.4. Priority/giving way: priority at crossroads, intersections and junctions; giving way at other occasions (e.g. changing direction, changing lanes, special manoeuvres);

9.3.5. Correct position on the road: proper position on the road, in lanes, on roundabouts, round bends, suitable for the type and the characteristics of the vehicle; pre-positioning;

9.3.6. Keeping distance: keeping adequate distance to the front and the side; keeping adequate distance from other road users;

9.3.7. Speed: not exceeding the maximum allowed speed; adapting speed to weather/traffic conditions and where appropriate up to national speed limits; driving at such a speed that stopping within distance of the visible and free road is possible; adapting speed to general speed of same kind of road users;

9.3.8. Traffic lights, road signs and other indications: acting correctly at traffic lights; obeying instructions from traffic controllers; acting correctly at road signs (prohibitions or commands); take appropriate action at road markings;

9.3.9. Signalling: give signals where necessary, correctly and properly timed; indicating directions correctly; taking appropriate action with regard to all signals made by other road users;

9.3.10. Braking and stopping: decelerating in time, braking or stopping according to circumstances; anticipation; using the various braking systems (only for categories C, C+E, D, D+E); using speed reduction systems other than the brakes (only for categories C, C+E, D, D+E).

10. Length of the test

The length of the test and the distance travelled must be sufficient to assess the skills and behaviour laid down in paragraph B of this Annex. In no circumstances should the time spent driving on the road be less than 25 minutes for categories A, A1, B, B1 and B+E and 45 minutes for the other categories. This does not include the reception of the applicant, the preparation of the vehicle, the technical check of the vehicle with a bearing on road safety, the special manoeuvres and the announcement of the outcome of the practical test.

11. Location of the test

The part of the test to assess the special manoeuvres may be conducted on a special testing ground. Wherever practicable, the part of the test to assess behaviour in traffic should be conducted on roads outside built-up areas, expressways and motorways (or similar), as well as on all kinds of urban streets (residential areas, 30 and 50 km/h areas, urban expressways) which should represent the various types of difficulty likely to be encountered by
drivers. It is also desirable for the test to take place in various traffic density conditions. The time spent driving on the road should be used in an optimal way to assess the applicant in all the various traffic areas that can be encountered, with a special emphasis on changing between these areas.

II. KNOWLEDGE, SKILL AND BEHAVIOUR FOR DRIVING A POWER-DRIVEN VEHICLE

Drivers of all power-driven vehicles must at any moment have the knowledge, skills and behaviour described under points 1 to 9 above, with a view to be able to:

- Recognise traffic dangers and assess their seriousness;
- Have sufficient command of their vehicle not to create dangerous situations and to react appropriately should such situations occur;
- Comply with road traffic regulations, and in particular those intended to prevent road accidents and to maintain the flow of traffic;
- Detect any major technical faults in their vehicles, in particular those posing a safety hazard, and have them remedied in an appropriate fashion;
- Take account of all the factors affecting driving behaviour (e.g. alcohol, fatigue, poor eyesight, etc.) so as to retain full use of the faculties needed to drive safely;
- Help ensure the safety of all road users, and in particular of the weakest and most exposed by showing due respect for others.

Member States may implement the appropriate measures to ensure that drivers who have lost the knowledge, skills and behaviour as described under points 1 to 9 can recover this knowledge and these skills and will continue to exhibit such behaviour required for driving a motor vehicle.

<table>
<thead>
<tr>
<th>Country</th>
<th>Vehicle Type/ Description</th>
<th>Minimum Entry Age</th>
<th>Previous Driving Experience Required</th>
<th>Driver Record Requirements</th>
<th>Learner Requirements</th>
<th>Probationary Requirements</th>
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<td></td>
<td>Enrolment = 17.5, Practical Examination = 18</td>
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</table>
| Germany   | **Category C** - Vehicles other than motorcycles whose maximum authorized mass (MAM) is 3 500+ kilograms and having not more than eight seats in addition to the driver's seat; may be combined with a trailer having a MAM which does not exceed 750 kilograms.  
**Category C1** - Motor vehicles other than motorcycles whose MAM is over 3 500 kilograms but not more than 7 500 kilograms and having not more than eight seats in addition to the driver's seat; combination with a trailer having a MAM which not exceeding 750 kilograms.  
**Category CE** - Vehicles in combination with a trailer that has a maximum authorized mass of 750+ kilograms.  
**Category C1E** - Provided that the MAM of the combination formed does not exceed 12000kg, and the MAM of the trailer does not exceed the unladen mass of the towing vehicle and is not used for the transport of persons. |                   |                                      |                           |                      |                           |
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<tr>
<th>Country</th>
<th>Vehicle Type/ Description</th>
<th>Minimum Entry Age</th>
<th>Previous Driving Experience Required</th>
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<td>Norway</td>
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<td></td>
<td>See appended notes on category C Norway vehicle testing requirements.</td>
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<tr>
<td>United Kingdom</td>
<td></td>
<td>C1 - Vehicles between 3500kg and 7500kg with a trailer up to 750kg.</td>
<td>C1 = 18</td>
<td>For practice driving in categories C1, C1E, C, and CE the learner driver must hold a driving entitlement for category B.</td>
<td>C1 and C - Candidates taking the driving test must have passed the driving test for category B.</td>
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<td>C1+E - Vehicles between 3500kg and 7500kg with a trailer over 750kg - total weight not more than 12000kg (if you passed your category B test prior to 1.1.1997 you will be restricted to a total weight not more than 8250kg).</td>
<td>C1+E = 21 (18 if combination weight is &lt;7500kg)</td>
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<td>C1E - Candidates taking the driving test must have passed the driving test for category C1.</td>
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<td>C - Vehicles over 3500kg with a trailer up to 750kg.</td>
<td>C/C+E = 21 (17 if member of the young drivers scheme)</td>
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<td>CE - Candidates taking the driving test must have passed the driving test for category C.</td>
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<td>C+E - Vehicles over 3500kg with a trailer over 750kg.</td>
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<tr>
<td>Country</td>
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<td>Knowledge Test</td>
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<td>Road Test</td>
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<td></td>
<td>Number of Questions</td>
<td>Content</td>
<td>Pass Criterion</td>
<td>Duration</td>
<td>Vehicles to be Used</td>
<td>Content</td>
</tr>
<tr>
<td>Austria</td>
<td>Theory examination</td>
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<td></td>
<td>Practical examination</td>
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<tr>
<td>Germany</td>
<td></td>
<td>Categories C (10 double lessons) and C1 (6 double lessons):</td>
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<td></td>
<td></td>
<td>Categories C and C1:</td>
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<tr>
<td></td>
<td></td>
<td>1. Personal Requirements &amp; Working Environment</td>
<td></td>
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<td></td>
<td>1. Safety Inspection (e.g. Practical Briefing for the detection and removal of technical deficits etc.)</td>
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<td></td>
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<td>2. Special Regulations according to the Road Traffic Act / Regulations for Transport</td>
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<td>2. Special Tasks for Vehicle Control</td>
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<tr>
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<td>3. Actuation / Drive Line</td>
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<td>3. Category-specific Characteristics</td>
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<td>4. Chassis / Electric Devices</td>
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<td>All additional E categories:</td>
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<tr>
<td></td>
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<td>5. Truck Brakes</td>
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<td></td>
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<td>1. Build-up of Trailer Combinations</td>
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<td>6. Truck Brakes &amp; Vehicle Inspections / Speed Controller</td>
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<td></td>
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<td>2. Connecting and Separating</td>
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<td></td>
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<td>7. Physical Power Impact while Driving</td>
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<td></td>
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<td>3. Trailer-specific Safety Inspection</td>
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<tr>
<td></td>
<td></td>
<td>9. Pre-Trip Inspection &amp; Cargo Saving</td>
<td></td>
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<td>2. Category-specific Characteristics</td>
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<tr>
<td></td>
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<td>10. Eco-friendly Driving, Maps &amp; Route Planning</td>
<td></td>
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<td>4. Driving with a Trailer</td>
</tr>
<tr>
<td></td>
<td>Category CE - Further mandatory participation (4 Double lessons):</td>
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</tbody>
</table>
### European Commission (EU) Vehicle Licensing Standards - Categories C and E Combination

<table>
<thead>
<tr>
<th>Country ▼</th>
<th>Knowledge Test</th>
<th>Road Test</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Number of Questions</td>
<td>Content</td>
</tr>
<tr>
<td>Norway</td>
<td>See appended Norway - Required Training Courses for Category C.</td>
<td></td>
</tr>
<tr>
<td>United Kingdom</td>
<td>Theory = 35 Hazard Perception Test = 14 video clips</td>
<td>Theory test covers applicant's understanding of the source material; Highway Code, Know Your Traffic Signs and the Essential Series Skills series of books. Hazard Perception test includes 14 video clips featuring every day road scenes, with developing hazards. To achieve a high score applicant must respond to the developing hazard during the early part of its development. The maximum score on each hazard is five.</td>
</tr>
<tr>
<td>Country</td>
<td>Further Road Test Requirements</td>
<td>Mandatory Training</td>
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<tr>
<td></td>
<td>Pre-Trip Inspection</td>
<td>Air Brakes</td>
</tr>
<tr>
<td>Austria</td>
<td>Applicant requires a first aid course certificate in order to obtain their drivers licence.</td>
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<tr>
<td>Germany</td>
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<tr>
<td>Norway</td>
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<td>See appended Norway - Required Training Courses for Category C.</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>These are basic safety checks that a driver should carry out to ensure the vehicle is safe for use. Although some checks may involve the candidate opening the bonnet to identify where fluid levels would be checked, they will not be asked to touch a hot engine or physically check fluid levels. As vehicle technology advances, more and more vehicles are being equipped with electronic diagnostic systems, which inform the driver of the state of the engine fluid levels and tyre pressures. It will be acceptable for the candidate to refer to the vehicle information system (if fitted) when answering questions on fluid levels or tyre pressures.</td>
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</tbody>
</table>
### European Commission (EU) Vehicle Licensing Standards - Categories C and E Combination

<table>
<thead>
<tr>
<th>Country</th>
<th>Planned or Proposed Changes</th>
<th>Reports / Documents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austria</td>
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<td>Germany</td>
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<td>Norway</td>
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<td>United Kingdom</td>
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- Standards
- Tests
- Training
Norway Vehicle Testing Requirements:

Category C1
The practical test shall be taken with a lorry with a design speed of at least 80 km/h, a permitted total weight between 6000 and 7500 kg, and a length of at least 5 metres. The vehicle shall be equipped with anti-lock brakes, a closed cargo compartment of at least the same height and width as the driver's cab and a tachograph as specified in Section 1-1 of Regulations No. 910 of 28 September 1993 concerning driving hours and rest periods etc. in domestic transport and transport within the EEA, see Council Regulation (EEC) No. 3821/85.

The vehicle for the category C1 driving test shall be fitted with the following additional equipment:

a) dual controls on foot brake;
b) additional mirrors offering the examiner an adequate rear view on both sides; and
c) an additional mirror allowing the examiner to observe the candidate.

The vehicle shall have an actual total weight of at least 6000 kg.

Category C1E
The practical test shall be taken with a combination comprising a lorry which meets the requirements for the driving test for category C1 and a trailer with a permitted total weight of at least 2000 kg. The trailer shall be closed and either at least as tall and as wide as the driver's cab or it may be smaller than the driver's cab if a rear view is not possible from the driver's seat without using the side mirrors. The combination must be capable of a speed of at least 80 km/h. The vehicle combination shall have a length of at least 8 metres and an aggregate permitted total weight not exceeding 12 000 kg. The trailer shall have an actual total weight of at least 2000 kg. Trailer equipment may not be used.

Category C
A lorry with a design speed of at least 80 km/h, having a permitted total weight of at least 19 000 kg, and a length of at least 8 metres, width of at least 2.4 metres and wheelbase of at least 4 metres. The vehicle shall be equipped with anti-lock brakes, a transmission with at least eight forward speeds, a body which has at least the same height and width as the driver's cab or smaller than the driver's cab if a rear view is not possible from the driver's seat without using the side mirrors, and a tachograph as specified in Section 1-1 of Regulations No. 910 of 28 September 1993 concerning driving hours and rest periods etc. in domestic transport and transport within the EEA, see Council Regulation (EEC) No. 3821/85.

The vehicle for the category C driving test shall be fitted with the following additional equipment:

a) dual controls on foot brake,
b) additional mirrors offering the examiner an adequate rear view on both sides and
c) an additional mirror allowing the examiner to observe the candidate.

The candidate shall bring the equipment that is needed to carry out a safety check. The vehicle shall have an actual total weight of at least 19 000 kg.
Required Training Courses for Category C

Section 19-1. Main objectives for category C
After completing the training for category C, the learner driver shall possess the necessary competence to drive a lorry in a safe and satisfactory manner and to carry out the tasks that are the lorry driver’s responsibility.

The learner driver shall possess the knowledge and skills, self-insight and understanding of risk required to drive in a manner which:
- is safe on the road
- provides proper cooperation with other road users
- promotes traffic flow
- is as economical and resource-friendly as possible
- prevents undue wear on the vehicle and road
- shows consideration for health, the environment and the needs of others
- is in compliance with regulations in force

The learner driver shall be capable of:
- carrying out such inspection and supervision of the vehicle as are the driver’s responsibility
- securing the load properly
- making the appropriate decisions regarding driving under difficult conditions
- being a resource person in critical situations on the road

Section 19-2. Step 1: Basic course heavy vehicles
After completing Step 1, the learner driver shall know how heavy vehicles differ from passenger cars with respect to driving and cooperation with other road users. The learner driver shall complete the basic course for heavy vehicles, see Chapter 16.

Section 19-3. Step 2: Basic competence with respect to driving and vehicle – category C
After completing Step 2, the learner driver shall possess the necessary technical driving skills to benefit properly from the traffic training in Step 3.

The learner driver shall possess adequate technical driving skills to be able to transfer his/her attention from the vehicle to the traffic picture and to cooperate with other road users.

The learner driver shall be capable of discharging the driver’s responsibilities with respect to inspection and supervision of the lorry. The learner driver shall, at the conclusion of Step 2, complete an evaluation and guidance lesson in accordance with Section 7-5.

Section 19-4. Step 3: Traffic training – category C
After completing Step 3, the learner driver shall possess the necessary foundation to benefit properly from the final training in Step 4.

The learner driver shall
1. have knowledge of relevant provisions in the road traffic regulations
2. be able to plan the driving
3. be able to drive in a safe, efficient, environment-friendly and comfortable manner in a varied traffic environment in proper cooperation with other road users

The learner driver shall, at the conclusion of Step 3, complete an evaluation and guidance lesson in accordance with Section 7-5.

The instructor shall, jointly with the learner driver, assess whether the learner driver possesses the necessary driving competence to complete a course in safe road driving in a safe and satisfactory manner, see Chapter 26.

Section 19-5. Step 4: Final training – category C
After completing Step 4, the learner driver shall possess the necessary competence to drive a lorry in accordance with the main objectives of the training for category C. The learner driver shall complete an accident preparedness course, see Chapter 25, a course in safe road driving, see Chapter 26, a load-securing course, see Section 27-2, and a safety and skid pan driving course, see Chapter 28.

Chapter 20 Category CE
Section 20-1. Main objectives for category CE
After completing the training for category CE, the learner driver shall possess the necessary competence to drive a vehicle combination in a safe and satisfactory manner and to carry out the tasks that are the driver’s responsibility.

The learner driver shall possess the knowledge and skills, self-insight and understanding of risk required to drive in a manner which:
- is safe on the road
- provides proper cooperation with other road users
- promotes traffic flow
- is as economical and resource-friendly as possible
- prevents undue wear on the vehicle and road
- shows consideration for health, the environment and the needs of others
- is in compliance with regulations in force

The learner driver shall be capable of:
- carrying out such inspection and supervision of the vehicle as are the driver’s responsibility
- securing the load properly
- making the appropriate decisions regarding driving under difficult conditions
- being a resource person in critical situations on the road

Section 20-2. Step 1 – category CE
Step 1 is covered by the training for a category C driving entitlement.

Section 20-3. Step 2: Basic competence with respect to driving and vehicle – category CE
After completing Step 2, the learner driver shall possess the necessary technical driving skills to benefit properly from the traffic training in Step 3.

The learner driver shall possess adequate technical driving skills to be able to transfer his/her attention from the vehicle to the traffic picture and to cooperate with other road
users. The learner driver shall be capable of discharging the driver’s responsibilities with respect to inspection and supervision of the vehicle combination.

The learner driver shall, at the conclusion of Step 2, complete an evaluation and guidance lesson in accordance with Section 7-5.

**Section 20-4. Step 3: Traffic training – category CE**
After completing Step 3, the learner driver shall possess the necessary foundation to benefit properly from the final training in Step 4.

The learner driver shall
1. have knowledge of relevant provisions in the road traffic regulations
2. be able to plan the driving
3. be able to drive in a safe, efficient, environment-friendly and comfortable manner in a varied traffic environment in proper cooperation with other road users

The learner driver shall, at the conclusion of Step 3, complete an evaluation and guidance lesson in accordance with Section 7-5. The instructor shall, jointly with the learner driver, assess whether the learner driver possesses the necessary driving competence to complete a course in safe road driving in a safe and satisfactory manner, see Chapter 26. The learner driver may select the type of vehicle combination to be used for the evaluation and guidance lesson.

**Section 20-5. Step 4: Final training – category CE**
After completing Step 4, the learner driver shall possess the necessary competence to drive a vehicle combination in accordance with the main objectives of the training for a driving licence in category CE.

The learner driver shall complete a course in safe road driving, see Chapter 26, and a safety and skid pan driving course, see Chapter 28.
Hazard Perception Test in the United Kingdom

Hazard perception test introduction

Hazard perception test forms a second section of the theory test and must be passed at the same time.

This part of the theory test requires you to view 14 hazard video clips on the computer screen of approximately one minute each. You are required to watch these clips as if you were the driver. There will be 15 hazards to find - at least one on each clip. However, one clip will have 2 hazards. The hazard clips will not contain any sound. The clips feature various types of hazards, such as vehicles, pedestrians and road conditions. You should respond by pressing a mouse button as soon as you see a hazard developing that may result in the driver having to take some action, such as changing speed or direction. The earlier the developing hazard is spotted, and a response made, the higher the score.

Candidates can score up to five marks on each hazard and the test contains 15 scoreable hazards.

You click either the left or right mouse button whenever you think you can see a hazard developing. The speed at which you click the mouse button as a hazard develops will determine your score for that particular hazard clip. You can score between 0 and 5 on each hazard.

The pass mark for this part of the test is 44 out of 75 (i.e. 15 hazards x 5) for car drivers and motorcycle riders.

Those taking LGV or PCV (lorry or bus) tests must score at least 50 out of 75.

Candidates are given their results when they have finished both parts of the test and have returned to the waiting room.

Hazard perception test examination process

Each hazard clip will start with a freeze frame of the start of the video sequence and a count down from 10 will commence. At the end of the count down the clip will start to play and you will be required to click the mouse button each time you see a developing hazard.

To let you know that the program has registered your click a red flag will appear on a grey band across the bottom of the screen - one flag for each click you make in any particular clip. At the end of the clip all the flags will be removed before you start the next clip.
How the scoring mechanism works

Each scoring window is divided into five equal segments and a score of five through to one allocated to each. Those responding in the first segment of the scoring window will score 5 and those in last segment a score of 1. Responses outside the window will score zero.

If you click the mouse while in the first segment (i.e. just as the developing hazard appears) you will obtain the maximum score of 5 points. If you click in the second segment of this window of time you will score 4 points, then 3, then 2 and then in the last segment just 1. This is accurate to one twenty fifth of a second.

If you click the mouse button (this is how you inform the computer that you have seen a hazard) too early, before the potential hazard becomes what the DSA term a “developing hazard”. Your score will be 0. Therefore to ensure you get a maximum score in the Hazard perception test, you should fully understand the DSA term “developing hazard” as opposed to “potential hazard”

If you click several times during this window of time the computer will always take your highest score and record that for that particular clip.

If you don’t click the mouse button in this window of time you will score nothing in respect to that hazard.

If lots of unnecessary responses are made in a very short space of time, or throughout the clip, a zero score will recorded for that clip.

If this happens a warning message will be shown on the screen at the end of the clip. When the clip ends the screen will turn black for a few seconds before the freeze frame for the next video clip appears and the count down commences again, warning you to get ready. This pattern is repeated until all 14 video clips have been shown.

Hints and tips

Although each clip contains several potential hazards only the one that materialises into a real hazard (one clip will have 2 hazards) and involves other road users is marked. This is known as a “developing hazard”. Therefore you will only receive a score if you spot a hazard before it fully materialises and is brought about by the action of another road user. In a few instances it is difficult to determine when a potential hazard becomes a developing hazard and therefore when the scoring window should start.

This is why it is safer to click a few times as you see a hazard develop to make sure you don’t click too early and miss the opening of this window.

Look for these hazards

» pedestrians or cyclists crossing the road
» vehicles emerging from side roads, parking places or driveways
» large vehicles moving over to your side of the road
» meeting oncoming vehicles on narrow roads or where other obstructions or slow moving vehicles make the road narrow
» loose pets and farmyard animals
» changes in the traffic movement and volume
» junctions and roundabouts
» horse riders
» weather conditions of the day
» road surfaces
» parked vehicles
» hidden junctions & turns
Workshop on Commercial Vehicle Driver Licensing
Standards in British Columbia

February 15th, 2007
Langley, British Columbia

SUMMARY REPORT
Purpose and Objectives

To address the issue of commercial vehicle driver licensing standards in British Columbia, the BCTA organized and hosted a HR committee meeting at their offices in Langley, British Columbia on February 15th, 2007. Dan Mayhew, Senior Vice-President at TIRF and author of this report, facilitated the workshop. To set the context for the meeting, Paul Landry, President and CEO of the BCTA, provided introductory comments on the purpose and objectives of the project contracted to TIRF and of this meeting. He reiterated that the review of commercial driver licensing standards forms part of the HR Committee’s human resources project as one aspect of the certification process of new drivers. He said that it was particularly important to understand the impact of licensing standards on training standards. As licensing standards represent the lowest common denominator for driver skills, the Committee must understand the extent to which these standards can help or be a threat to the success of any human resources strategies the Committee is developing. Trying to understand global licensing standards and their advantages and disadvantages is essential to analyzing the current licensing system in British Columbia and making recommendations as to whether, and perhaps, how our system could be improved in the context of a trucking human resources strategic plan.

Overview Presentation on TIRF Draft Report

Dan Mayhew gave a brief overview of the background of the licensing standards project/report and its relevancy for the strategic human resources plan. He also provided an overview of the purpose and history of commercial driver licensing (CDL), the role of government, the role of training, licensing standards in British Columbia, a comparison to other jurisdictions, planned or proposed changes to the current licensing systems, and options for improvement. Overall the British Columbia system compares favourable to systems in other jurisdictions. Currently, no changes to the system are planned. A copy of his overview presentation is found at the end of this workshop summary report.

General Comments and Discussion

The following points emerged from the discussion following the Overview presentation.

- The licensing system must not be observed in isolation. Its interaction with other factors must be considered as well.

- The real challenge was identifying practical options for amending British Columbia’s licensing system whose effectiveness has been established in other jurisdictions. Common sense may tell us that a certain change would be a good idea, but unless we know with reasonable certainty that it will, BCTA would be reluctant to ask ICBC for amendments to the system. However, such data were limited as jurisdictions often do not evaluate programs to establish their safety effectiveness.

- One solution could be to conduct a pilot project to test the effect of specific changes to British Columbia’s licensing system and only implementing the changes if they prove to be positive. This would avoid changing the entire system and then realizing that the amendments are ineffective or have unintended negative practical consequences.
Establishing a framework with evaluation criteria, (i.e. performance measures), is imperative.

Should the Committee’s work not provide proof that certain changes would be beneficial, the Committee should still sensitize ICBC to this issue and potential beneficial changes. This should include asking ICBC to collect certain data that could provide proof. In this regard, the current data ICBC provided on the licensing test failures does not reveal how many people repeated the test (i.e., failed more than once) and how many people actually never entered the industry due to failing it.

Earning Your Wheels (EYW) was gaining acceptance and drivers graduating from the program were quite competent. This raised the possibility of linking EYW or a similar program to licensing and making it mandatory. However, it was understood that ICBC would likely look solely at the safety impact of the program and that they would not make any training program mandatory unless it had proven safety benefits. Due to this, BCTA was not considering asking for mandatory training at this point in time.

Options for Improvement

Much of the workshop involved discussing the following three options for improving the current licensing system in British Columbia:

Option 1: Commercial graduated licensing (CGL)
Option 2: Commercial provisional (probationary) licensing (CPL)
Option 3: Feature changes

The following three questions were considered during the discussions of these three options for amending B.C.’s licensing system:

- Are new drivers less likely to crash (i.e., does it lead to safer drivers)?
- Are drivers more competent, more qualified?
- Is it practical or feasible from an industry perspective?

Option 1: Commercial Graduated Licensing (CGL)

Under this option the licensing system would consist of two levels from which applicants would have to graduate. Level 1 would be a learner’s license with several conditions. After three months, at least 300 hours behind-the-wheel time, an advanced knowledge test and a road test, applicants would graduate to Level 2. Level 2 would last for 12 months during which applicants would still have a conditional license. To exit Level 2 and obtain a full privilege Class 1 license, they would have to complete at least 900 hours behind the wheel and pass an advanced road test. Drivers would need to progress from smaller to heavier trucks.

Discussion:

- To seriously consider CGL, one would have to know its effect on drivers. For example, was the shortage experienced after the introduction of CGL in New Zealand short or long term? Was anything done to deal with the disadvantages? Given that there was
still a lot of ground to be covered with regard to CGL, perhaps components of the system could be considered.

- New Zealand did not consider the disadvantages of CGL and no adjustments were made to, for instance, account for the driver shortage, which New Zealand, like Canada, is experiencing. Currently, there is no publicly available data and no indication that the effect on safety and the overall effectiveness of CGL are being evaluated.

- The disadvantages of CGL may be counterbalanced by an improved image resulting in more drivers being attracted to the industry.

- Some Committee members already use aspects of CGL in their companies by providing training and supervised driving to new drivers, i.e., effectively prolonging the training period before drivers take full charge of a load.

- Based on one company’s experience, new drivers actually had a lower crash rate than those with three to four years of experience. Given this, the question was raised whether BCTA should recommend that re-testing be required after that period. However, the Committee agreed that this was difficult to justify as drivers had experience at that point and would resist re-testing. The government as well would not be receptive to this as experiments with re-testing in the UK showed that most drivers failed. It was therefore agreed that this issue was best dealt with within companies.

- The Committee agreed that another recommendation should be to look at CGL systems around the world and see what is working. This should include a look at whether the changes have been evaluated and, if so, what the results are. This type of data may be very difficult to obtain and may not exist or be publicly available.

- The Committee decided that it should be recommended that the licensing system be regularly reviewed and evaluated to determine its effectiveness, a process which does not currently occur.

**Option 2: Commercial Provisional (Probationary) System (CPL)**

Under Option 2, applicants would receive a probationary Class 1 license with certain conditions after passing a knowledge and road test. The probationary period would be 24 months, during which new drivers would have to complete at least 1,000 behind-the-wheel hours. If the conditions of the probationary license were breached, the probationary period would start over.

**Discussion:**

- While no specific work was being done on CPL at the moment, this option was still under consideration both federally and provincially. If adopted federally as a model or recommended program, the provinces would be encouraged to follow.

- CPL addresses the disadvantages of CGL. For instance, a driver could start on large equipment and go through the system from there, without the need to start on smaller equipment and work his/her way up. As such this option is more applicable to the structure of the industry in British Columbia than CGL.

- Another advantage for companies is that, with a provisional system and the requirement to accumulate 1,000 hours over the course of two years, drivers would likely be encouraged to stay with one company for the duration of that period.
Currently, companies that have internal training programs often see the drivers they have just trained leave for another company as soon as training is completed.

- Under the proposed system the only repercussion for a driver who has violations is an extension (restart) of the probationary period. As this does not prevent the driver from continuing to work full-time, it may not really be an incentive to drive safely. However, losing one’s license would only depend on points collected, but that the threshold would be lower. To counter the potential for a driver simply going through indefinite probationary periods while driving unsafely, the number of probations allowed could be limited.

- The Committee agreed with all other aspects of the provisional system.

- The Committee suggested that if a provisional system were adopted it be amended to allow for an early exit from the system if a candidate completed some training (to be determined) that was in accordance with the training standards the Committee is developing.

Option 3: Feature Changes

Under this option, the current licensing system would stay intact, but certain features would be added and/or changed.

1. **Classified Vehicles:** This feature change would separate heavy trucks into more classes than the current two (Class 1 and Class 3) with tests tailored to each class.

   The Committee agreed that finer distinctions between heavy trucks are a good concept and could result in increased safety. It was agreed that the Committee would look at points of articulation and commodity type to classify trucks.

2. **Minimum Entry Age:** This feature change could result in lowering or increasing the minimum age for obtaining a Class 1 (currently 19) and/or a Class 3 (currently 18) license.

   Lowering the minimum age to obtain a Class 1 license from 19 to 18 to capture high school graduates before they enter into other careers was worth considering. It would be difficult, however, to convince ICBC of this as it would be seen as inconsistent with safety. Also, it would be impossible for an 18-year-old to qualify for a Class 1 license given the graduated licensing (GL) system for passenger cars. Given the requirements of the GL program, the earliest age at which a person would be eligible to obtain a Class 1 license would be 18 ½. Otherwise the entire system, including GL, would have to be reviewed. This is extremely unlikely.

   In Alberta the minimum age for obtaining a Class 1 license is 18. Some Committee members stated that on occasion, Alberta drivers would apply to their companies, but that British Columbia drivers were generally not lost to Alberta because of the lower age requirement. If an 18-year-old Alberta driver came to British Columbia with a Class 1 license there would likely be no reciprocity and he/she would not be allowed to obtain a British Columbia Class 1 license until age 19. In addition, the minimum age was always 18 in Alberta and data show that generally the crash rate for 18-year-olds is higher than for 19-year-olds.

   If the minimum age were changed to 18 under the condition that applicants must have completed a recognized GL training program, young people could be captured at age 18 ½ (having had the two year probationary period in GL reduced by six
months). To counter fears that lowering the minimum age for a Class 1 from 19 to 18 could result in more crashes, people could be hired at 18 but under certain conditions. These could include:

a. only being allowed to drive under supervision
b. establishing a learner's license until age 19
c. doing the first part of driver training (e.g., theory, safety, air brake) in the classroom and using simulators. BCTA could include this in its work with the Industry Training Authority (ITA) to establish a training program that would capture young people. ITA already has a similar program for the trades, i.e., ACE IT, an industry training program for high school students. Through it, students can take courses that will give them both high school graduation credits and a head start towards completion of an apprenticeship program. A similar option for trucking could be explored.

The Committee agreed that these options merit further exploration as ICBC may be receptive to lowering the licensing age if conditions were attached.

3. Previous Driving Experience: This feature change would require a full privilege Class 5 license to be held for one year or more prior to applying for a Class 1 or 3 license. Currently there is no such requirement.

The Committee agreed that this relates to age and requires no further discussion.

4. Learner Requirements: This feature change would require a minimum holding period of a learner's license and a minimum amount of certified supervised practice.

The Committee agreed that requiring a minimum holding period (of a learner’s license) before testing and requiring a minimum amount of certified supervised practice was a good idea. This relates to training standards and it was agreed that if higher standards could be linked to safety benefits, this could be brought forward with ICBC. Another option for raising training standards would be to implement more difficult tests.

5. Driver Examiners: This feature change would require driver examiners to hold a license for the vehicle class being tested.

Currently, driver examiners only need a learner’s Class 1 license to examine Class 1 license applicants. The Committee’s opinion on this issue was split. Some argued that evaluating a driver is simple and that there is therefore a good argument for examiners not needing a Class 1 license. It was also noted that if there were a lot of driver examiners in British Columbia, who would need upgrading, this could pull resources from the industry. Others argued that having qualified Class 1 examiners would allow examiners to properly judge the many things that must be considered in driving, e.g., what gear to use driving up a hill, etc. Also the current situation goes against all policies of professional licensing. The question was raised as to whether this issue is really a problem considering the large percentage of people who are already failing the licensing test. The Committee remarked that the cause for the failures was unknown and that examiners could be failing the wrong people, because examiners lack the knowledge to evaluate correct skills. There is no evidence either way.
Suggestion: All new examiners would have to have a Class 1 license.

6. Hazard Perception: This feature change would require a hazard perception test to be administered to applicants.

The Committee agreed that this was a good idea and noted that it would make sense to test for this as it is one skill that distinguishes professional drivers from others. To date, however, there have been few efforts to develop tests. One, in Victoria, Australia, was, for cost reasons, limited to the knowledge test. In this case a very low failure rate was maintained to allow for a subsequent comparison of the actual driving behaviour of new drivers who did well perceiving hazards and those who did poorly. Data showed that, indeed, those who scored high on the HPT had fewer crashes. In other words, this test appears to be a good predictor of a person’s prospective safe driving habits.

7. Competency–Based Training and Assessment (CBTA): This would allow companies to train and test their drivers with the ICBC road test waived.

Examples of this today are found at Greyhound and Canadian Freightways (i.e., they are allowed to train and test their applicants). The Committee agreed that this should just be one option and that individuals should be able to choose a different route as many companies, particularly smaller ones, would not be able to support this. Some concerns were raised with the potential of driving schools again being able to certify. ICBC was not in a position to monitor the schools and the motivation for schools is to pass people. If CBTA were limited to trucking companies (as it is today), it may be an option as their motivation is to create truly qualified drivers. It was agreed to first find out more details about the current program for companies and how it is monitored. In the future, this could be the industry taking over some training and should be considered.

8. Crash factors: This would lead to a review of tests and manuals to ensure key crash factors and skills needed to avoid crashes are emphasized.

The Committee agreed with this suggestion.

9. Knowledge and Road Test: Both the knowledge and road test would be reviewed, made more challenging and adjusted to reflect actual skills needed by professional drivers.

The Committee agreed with this suggestion and several Committee members particularly liked the idea of increasing the difficulty of the road test. The Committee said this could be an incentive to increase training quality. However, it was noted that it is not known if certain components of the test should be improved or if it should just be longer. Some members remarked that the test should be long enough to allow for testing in a wide variety of terrain as different terrains require different driving skills. It was suggested that the Committee may be able to gain insights about common mistakes from some company driver examiners, who do a two hour test. It was agreed that BCTA would try to arrange for a meeting with four to five people in similar positions to determine what common problems are and how/where the road test could be improved.
Priority Setting

- The Committee agreed that amendments to the driver licensing system should aim at raising the bar for the entire industry without constraining the inflow of qualified people. Company-specific retention should not be a goal.

- The provisional licensing system (Option 2) was seen as providing an entry point for new drivers into the industry that would allow them to gain experience and skills in a safe way. In addition, companies with good training programs would be able to retain drivers (at least for two years). Safely gaining experience was seen as the key.

- The Committee reiterated that if entry barriers are too high, people will not consider trucking.

- The most desirable features under Option three are:
  a. Hazard perception
  b. Crash factors
  c. Classified vehicles

- The least desirable features are:
  a. Minimum entry age
  b. Competency-based training and assessment (CBTA)
  c. Examiners qualified in vehicle class
  d. Learner requirements

- Some Committee members questioned whether, if no learner requirements are implemented, the other features could have a material effect? It was agreed that they could if they were implemented under Option 2.

- The Committee agreed that a multi-pronged approach was best and that licensing should be included in the strategic plan.

- It was agreed that the best way to approach the issue with ICBC and government would be to acknowledge that the current licensing system is good (and in some aspects represents best practice in Canada), but can be improved further.

- One way of tweaking the system would be to implement the provisional system (CPL) and, for example, saying that within one year a hazard perception test must be completed. This could be regarded as continuing education.
Commercial Vehicle Driver Licensing Standards in British Columbia

Daniel R. Mayhew
Senior Vice-President

OVERVIEW
- Background to Current Project/Report
- Purpose and History of CDL
- Role of Government
- Role of Training
- Licensing Standards in BC
- Comparisons elsewhere
- Planned or Proposed Changes
- Options for Improvement

BACKGROUND
- Shortage of qualified drivers
- Reasons
  - Industry-related (e.g., low pay)
  - Training (inadequate)
  - Licence standards/tests (poor drivers are being licensed)
- Solutions
  - Improve industry practices and image
  - Improve training
  - Improve licensing standards/tests

BACKGROUND: New Class 1 Licenses Issued

BACKGROUND: Class 1 Road Tests

BACKGROUND: Failures of Class 1 Road Tests
WHAT CHANGED — 1999?

- Knowledge and road tests were revised to be more demanding.
- Certification by driver training schools for Class 1-4 drivers was discontinued.

TIRF DRAFT REPORT

- Identify practical options by reviewing practices in BC and comparing them to elsewhere
- Tasks:
  - Obtain/review documentation on practices in all Canadian jurisdictions
  - Survey relevant Departments/Ministries to identify planned and proposed changes to licensing practices
  - Survey key experts in U.S., Western Europe, and Australia/New Zealand to identify best practices

THE PROCESS

- TIRF draft report submitted to BCTA and circulated
- Workshop on licensing practices and options for improvement
- A final summary paper highlighting evidence-based options based on:
  - TIRF draft report
  - Workshop deliberations/outcomes

THE PURPOSE OF CDL

- Public safety
- Prevention of traffic collisions
- Classified licensing systems adopted because of concerns over the qualifications of drivers operating heavy vehicles

CLASSIFIED LICENSING

- Drivers must demonstrate their ability to operate specific classes of vehicles before being granted a licence
- Trucks and buses treated in separate classes because:
  - Special vehicle features require a higher level of skill to operate and a different set of abilities
  - Greater responsibility given large size & weight, and greater potential to inflict damage and injury

TESTING

- Tests are designed to ensure people are competent drivers and they are aware of safe driving practices and law
- Knowledge tests
  - Operation of heavy truck requires specialized knowledge
  - Tailored to specific vehicle classes
- Road tests
  - Assess performance and skills
**DRIVER TESTING**
- To assess whether drivers meet minimum sufficient standards to become licensed
- To act as an incentive to novices to practice/study for tests
- To influence the nature of driver training

**HISTORY: British Columbia**
- Autos appeared in 1899
- First statutes in 1904
- 1911: Motor Traffic Regulation Act – for-hire drivers of commercial vehicles described as chauffeurs
- MVA of 1920 amended in 1925 to require chauffeurs to be 21 years of age or older (Class A&B)
- 1932 amended to require applicants to read and understand road signs
- 1939: road tests introduced
- 1950s Class A&B: vision/medical standards, written/road tests
- 1971: classified driver’s licences (Classes 1-6), air brake endorsements

**HISTORY: Canada**
- 1970s and 1980s: move towards uniformity
- 1990s: Task Forces on Commercial Vehicle Safety (Quebec, Ontario, BC) – CGL
- 1999 CCMTA "State of Knowledge" Report – Provisional/Probationary approach
- 2000s: CCMTA Project Group on Commercial Vehicle Driver Licensing
- To date, no model commercial vehicle driver licensing standard has emerged from this CCMTA process and commercial probationary licensing has not been implemented in any jurisdictions

**ROLE OF GOVERNMENT**
- Public Safety
- Set standards and test:
  - to ensure people who drive motor vehicles are competent drivers
  - to ensure drivers are aware of safe driving practices and traffic laws
  - to ensure people who are, or who become, unsuited to drive are not permitted to drive, and
  - to enable the identification of drivers for law enforcement and collision investigation

**ICBC and INDUSTRY NEEDS**
- ICBC has a safety mandate:
  - Set and administer standards for licensing
  - Through testing, to assess whether drivers meet minimum standards to safely operate the various vehicle classes, including heavy trucks
- Trucking industry, needs safe, competent, qualified drivers
- Facing a serious shortage of qualified drivers

**ICBC and INDUSTRY NEEDS**
- Licensing practices can contribute to shortages in several ways:
  - If minimum standards for licensing are below those for a driver to be employable in the industry
  - If minimum standards too stringent or tests/training too tough, costly
  - Sense that the shortage arises from testing allowing poor drivers to be licensed
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<th><strong>COMPETENCY: KEY DISTINCTION</strong></th>
<th><strong>ROLE OF TRAINING</strong></th>
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| • Competency to drive in a road safety sense not the same as competency required to operate vocationally as a commercial driver | • Critical role for two reasons:  
➢ provides an efficient and effective means to learn how to drive and operate a heavy vehicle  
➢ provides the knowledge and skills to pass the various tests and obtain a licence to drive this vehicle class |
| • Not the role of driver licensing to train and assess vocational skills unrelated to safe vehicle operation |  |

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<th><strong>ROLE OF TRAINING</strong></th>
<th><strong>BC STANDARDS</strong></th>
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| • Licensing standards drive training standards, not the other way around  
➢ Test requirements influence the quality and quantity of training  
➢ Improvements to the test that make it more challenging should result in better training  
➢ i.e., drivers will take training to ensure they successfully pass the test | • Two classes for heavy trucks  
➢ Class 1 for semi-trailer, tractor-trailer combinations  
➢ Class 3 based on # of axles  
• Licensing age  
➢ 19 for Class 1; 18 for Class 3  
• Previous Driving Experience  
➢ Hold a full privilege licence  
➢ Graduated from GDL program |

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| • Diver record  
➢ less than 4 penalty points in past 2 years  
➢ No MV-related CC convictions in past 3 years  
• Learner requirements  
➢ no minimum time  
➢ pass knowledge test  
➢ supervised driver hold licence in same class  
• Probationary Requirements  
➢ None | • Knowledge test  
➢ Touch-screen computer – question bank  
➢ 35 questions, including 10 on road signs  
➢ Separate 25-question test on air brakes  
➢ 80% pass criterion  
• Road test  
➢ loaded trailers for Class 1 (not required elsewhere)  
➢ 30-45 minutes driving time; 10-15 kilometres  
• Pre-trip inspections/air-brake inspections |
**COMPARISONS: Canada**
- Practices not uniform
- Differences, however, are often minor
- Generally comparable or, in some cases, exceeding the requirements elsewhere

**COMPARISONS: Elsewhere**
- United States
  - Federal minimum standards – funding penalties
  - Minimum age of 21 to drive interstate
- Australia
  - Minimalist graduated licensing scheme – from smaller, lighter vehicles to larger ones
  - Uniformity in vehicle classifications but not in driver testing and assessment
  - Time-in-class approach
  - Training "in-lieu" of experience
  - Option of competency-based training and assessment (CBTA)

**COMPARISONS: Elsewhere**
- New Zealand
  - Commercial graduated licensing – progressively move from light to heavier vehicles
  - Time in-class approach; age-based (25 and over)
  - Road test waived if trained
- Europe
  - Uniform driver licensing system – EU directives
  - Computer-based hazard perception test in UK
  - Longer drive time on road test (45 min or more)
  - Mandatory training – more emphasis
  - 2-year probationary period in Austria

**PLANNED OR PROPOSED CHANGES**
- None in British Columbia
- United States
  - Exploring ways to improve effectiveness, including CGL
  - Exploring third-party knowledge testing and use of simulator validation for training and testing
- Alberta
  - Pilot post-Class 1 driver training program
- Ontario
  - Review licensing requirements
  - Apprenticeship program

**OPTIONS FOR IMPROVEMENT**
- Option 1: Commercial Graduated Licensing
- Option 2: Provisional (Probationary) System
- Option 3: Feature Changes
- Option 4: Status Quo
- Option 5: Other suggestions

**OPTION 1: CGL for Class 1**
- To enter first level
  - Minimum age 18 with two years fully privileged licensed driving experience – completed GDL
  - Evidence of having driven smaller commercial vehicles
  - Meet medical standards
  - Have satisfactory driving record
  - Pass knowledge test
  - Pass basic-on-road assessment Class 1 vehicle
OPTION 1: CGL for Class 1

❑ First Level (Learner)
  ▪ Duration 3 months
  ▪ Minimum of 300 hours behind-the-wheel driving (log book proof)
  ▪ Exit earlier with course completion and minimum 300 driving hours
  ▪ Drive under supervision
  ▪ No other passengers
  ▪ Zero BAC
  ▪ Not carry dangerous goods or bulk
  ▪ Not drive doubles or triples
  ▪ Low threshold for post-licensing interventions

OPTION 1: CGL for Class 1

❑ To exit first level
  ▪ Satisfactory completion of time criteria
  ▪ Pass advanced knowledge test and on-road test

❑ Second level
  ▪ Duration 12 months
  ▪ Minimum 900 hours behind-the-wheel-driving
  ▪ No passengers allowed
  ▪ Zero BAC
  ▪ If accompanied by qualified driver may carry liquid bulk or drive doubles
  ▪ Low-threshold for driver improvement actions

OPTION 1: CGL

❑ Advantages
  ▪ Safety benefits
  ▪ Competent, qualified drivers
  ▪ Improved training

❑ Disadvantages
  ▪ Too elaborate, complicated, slow
  ▪ Fewer new drivers overall – failures, too difficult
  ▪ Unlikely to be cost-effective, practical

OPTION 2: Provisional System

❑ Entry level requirements
  ▪ Minimum age 19
  ▪ 3 years fully privileged licensed driving experience (completed GDL) – one year beyond that required to graduate at car level
  ▪ Satisfactory driving record
  ▪ Pass knowledge test
  ▪ Pass on-road assessment
  ▪ Class 1 and 3 vehicles to be laden

OPTION 2: Provisional System

❑ Provisional (Probationary) requirements
  ▪ Duration of 24 months
  ▪ Minimum 1,000 hours behind-the-wheel driving (log book proof) – average 10 hours per week
  ▪ No early exit for training or anything else
  ▪ Zero BAC and drug-free
  ▪ No dangerous goods or liquid bulk unless supervised by fully qualified driver
  ▪ Low threshold for post-licensing interventions – breach start period over
OPTION 2: Provisional System

- Exit requirements
  - Proof of satisfactory completion of time and experience criteria
  - No exit test required

- Advantages
  - Safety benefits
  - Less costly, time consuming than CGL
  - Competent, qualified drivers
  - Improved training

- Disadvantages
  - Fewer new drivers overall – too difficult

OPTION 3: Feature Changes

- Classified vehicles
  - Current: two classes of heavy trucks: 1 and 3
  - Option: separate heavy trucks into more than two classes
  - Tailor tests to each specific class of heavy truck
  - Higher test standards as weight and dimensions of trucks increase

- Minimum entry age
  - Current: 19 for class 1 and 18 for class 3
  - Option: Change age
    - Lower age - inconsistent with safety
    - Higher age – consistent with safety
    - Might reduce pool of drivers
    - Should be more competent because more mature and experienced

- Previous driving experience
  - Current: must hold full licence
  - Option: require 1 or more years of driving experience
  - Result in drivers with more on-road experience
  - Indirectly increases age
  - May reduce pool of drivers available

- Learner requirements
  - Current: no time/experience requirements before taking the test
  - Option: require a minimum holding period and a minimum amount of certified supervised practice
  - Consistent with safety
  - More competent, qualified drivers
  - May reduce pool of drivers available
OPTION 3: Feature Changes

Driver examiners
- Current: not required to hold a licence for the vehicle class being tested
- Option: require examiners to hold a licence in the vehicle class being tested
  - More qualified examiners might result in less qualified applicants being failed

Hazard perception
- Current: no separate hazard perception test
- Option: develop and require test of hazard perception
  - Hazard perception skills critical to crash avoidance
  - HPT administered in UK

Crash factors
- Current: knowledge, road tests and driver handbooks
- Option: review and ensure tests and manuals emphasis key crash factors and skills needed to avoid crashes
  - Other vehicle drivers more often at fault in collisions

Competency-based training and assessment (CBTA)
- Current: Certain companies train and assess their employees with road test waived; driving schools no longer permitted to do so
- Option: adopt CBTA as an option
  - Develop assessment standards
  - Maintain policy and quality control

Knowledge test
- Current: consistent with best practices
- Option: review question bank, identify and fill information gaps
  - Focus on competencies and vocational skills relevant to industry and consistent with safe operation of heavy vehicles

On-road test
- Current: Compares favorably to tests elsewhere – e.g., vehicle laden
- Option: make more challenging
  - Increase pass criteria
  - Increase duration
  - Increase diversity of on-road situations
OPTION 3: Feature Changes

- Classified vehicles
- Minimum entry age
- Previous driving experience
- Learner requirements
- Examiners
- Hazard perception test
- Crash factors
- Competency-based training/assessment (CBTA)
- Knowledge test
- Road test