



GOVERNMENT OF PAKISTAN
MINISTRY OF COMMUNICATIONS

NATIONAL GUIDELINES FOR DRIVER LICENSING



The preparation of these Guidelines was assisted by a technical assistance grant financed by the UK Department for International Development and administered by the Asian Development Bank.

Published by: Government of Pakistan, Ministry of Communications, Islamabad
June 2019

Cover photo: Asian Development Bank, Pakistan.

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Abbreviations and Acronyms

ADB	Asian Development Bank
ADR	Agreement Concerning International Carriage of Dangerous Roads by Road
CAREC	Central Asia Regional Economic Cooperation
CDTA	Capacity Development Technical Assistance
CDL	Commercial Driver's License (USA)
CDL	Computer Driver License
CIECA	International Commission for Driver Testing
CNIC	Computerized National ID Card
CPC	Certificate of Professional Competence
DfID	UK Department for International Development
DLA	Drivers Licensing Authority
DLIMS	Driver License Issuance System
DVLA	UK Driver and Vehicle Licensing Agency
EU	European Union
FMCSA	Federal Motor Carrier Safety Administration (USA)
GDE	Goals for Driver Education
GDLS	Graduated Driver License System
GoP	Government of Pakistan
HTV	Heavy transport vehicle
ICT	Islamabad Capital Territory
IBC	Intermediate Bulk Carrier
KPI	Key Performance Indicators
LTV	Light transport vehicle
MERIT	Minimum Requirements for Driving Instructors Training
MoC	Ministry of Commerce
MVO	(Provincial) Motor Vehicles Ordinance (1965)
MVR	Motor Vehicles Rules (1969)
NADRA	National Database & Registration Authority
NH&MP	National Highways and Motorway Police
NHSO	National Highways Safety Ordinance (2000)
NTC	National Transport Commission
NHTSA	National Highway Traffic Safety Administration
NZTA	New Zealand Transport Authority
OGRA	Oil & Gas Regulatory Authority
PSV	Public service vehicle
RPM	Revolutions per minute
UNECE	United Nations Economic commission for Europe
UK	United Kingdom
USA	United States of America



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INTRODUCTION



1. INTRODUCTION

These Guidelines describe the current driver licensing systems in Pakistan in 2017-2018,¹ identify key safety-related issues, benchmark international best practice in driver licensing and make recommendations to enhance driver licensing systems throughout Pakistan.

The *Road Safety Guidelines for the Asia and Pacific Region* produced by the Asian Development Bank (ADB) in 1999, highlight the responsibility of the state to ensure that only safe and competent drivers are issued with a license to drive on public roads. This responsibility is also a key principle underlying the globally endorsed *Safe System* approach which highlights the need for the state to ensure that the road network is made safer through the implementation of effective licensing systems for drivers and motorcycle riders.

The objective of these Guidelines is to assist all levels of the Government of Pakistan (GoP) to meet that responsibility.

The ADB Guidelines set out four key stages of development for driver testing regimes in developing countries such as Pakistan.² These four stages are summarised below:

Box 1. Stages of Development for Driver Testing Regimes

Stage 1: A basic practical driving test is conducted that is not effective at assessing the driver's ability to drive safely. Tests are conducted mainly off-road or on quiet local roads. The test is short and very basic (less than 10 minutes) and requires only a few basic manoeuvres at low speed. There is no incentive for novice drivers to obtain training or practice except for those basic manoeuvres that are tested. Given the basic requirements of the test, examiners have little or no training with no written procedures or monitoring. The driving examiners are usually not specialists and are required to also conduct vehicle inspections.

Stage 2: This next level is first seen in major urban areas while Stage 1 may continue to exist in provincial areas. On-or off-road tests are carried out, but they are not standardized. Driver training schools begin to develop, and training may be offered for instructors. The examiners will begin to be concerned solely with driving tests and routine monitoring will be conducted.

Stage 3: Assessment forms are introduced and used by driving examiners and monitoring of driving instructors and driving schools started. The focus on training will be shifting away from classroom and mechanical knowledge to hazard perception and practical training. A basic theory test will be included.

Stage 4: Feedback is given to candidates, and a monitoring system in place with publication of statistics. Quality assurance of the exam system will lead to improvements in examiner consistency. An adequate number of examiners will be available, and the test workload will be adjusted to suit the number of examiners. A theory test will be introduced that will comprehensively assess candidates' knowledge.

¹ More detailed information on the current situation can be found in project reports: *Current Driver Licensing Practices in Pakistan Report, and Options for Improvement of Current Driver Licensing Practices in Pakistan Report* submitted to the Ministry of Communications in 2018.

² Asian Development Bank (1999), *Road Safety Guidelines for the Asian and Pacific Region* 4.7 Driver Training and Testing, Manila.

In the ADB analysis, driver assessment moves from a short off-road test away from traffic to – eventually – a comprehensive assessment which includes a practical skills test on a public road. That test effectively assesses the driver’s technical ability to safely control a motor vehicle.

Currently, training and testing systems within provincial agencies across Pakistan function ‘on-the-ground, at Stage 1 level. The Driver Licensing Authority (DLA) within the National Highways and Motorway Police (NH&MP) was established in 2014. Its driver testing standard is currently at Stage 3+. The license issued by NH&MP DLA is the only Pakistan license accepted by overseas jurisdictions such as USA and UK. However, the number of tests conducted by NH&MP is relatively small and has had little effect on the driver training industry.

A Best Practice Case Study of the NH&MP licensing process is set out in Annex 1.

Overall, the driver training industry is also at a low level, probably at Stage 1-2: there are established driving schools, but training standards are basic.

These Guidelines are intended to provide a practical tool to support all DLAs throughout Pakistan in moving from their current stage to Stage 4 and beyond, to incorporate elements of graduated driver licensing systems as set out in Chapter 3.

1.1. Harmonisation of Laws, Administrative Practice and Law Enforcement

These Guidelines are designed to establish a national minimum standard for driver licensing systems, to harmonise licensing practices and to provide a basis for consistent law enforcement.

The driver licensing system operates under two legislative clusters. One is the *Motor Vehicles Ordinance, 1965 (MVO)* and legislative instruments made under it. The other is the *National Highways Safety Ordinance, 2000 (NHSO)* and the legislative instruments made under it.

This dual structure creates complexity and the potential for inconsistencies, gaps, and overlaps. The GoP is currently working towards the resolution of this problem, with the development of a model Road Safety Act suitable for adoption in each jurisdiction. The development of these Guidelines is therefore timely. Where existing law and practice is inconsistent with best practice as identified in these Guidelines, this is identified, and appropriate law reform recommendations are made. These recommendations are suitable for consideration in the development of the model Road Safety Act. The Guidelines can guide and support the development of nationally agreed policy on driver licenses. The MoC will establish a national Driver Licensing Policy Working Group (DLPWG) which includes representatives from all DLAs to coordinate development of this national policy.

The Guidelines, with accompanying law reform, are intended to harmonise driver licensing laws, administrative practice, and relevant law enforcement throughout the country, with the intended outcome of improved road safety as well as improved administrative efficiency and fairness.

The goal is to improve road safety and reduce the number of deaths and serious injuries that result from road traffic crashes.

1.2. The Importance of the Driver License System

The establishment and implementation of an effective driver licensing system is an essential component of an evidence-based strategy to reduce deaths and serious injuries on the road network. The UN Global Plan for the Decade of Action for Road Safety, 2011-2020³ addresses driver licensing within Pillar 4: 'Safe Road Users'.

Driver licensing is a fundamental component of the globally endorsed *Safe System* approach. The guiding principle of the *Safe System* approach is the known tolerance of the human body to the forces resulting from a crash. The vision is that no one who makes a mistake on the road is killed or seriously injured. Implementation of this approach requires a shift in thinking from blaming crashes on the people using the road system to viewing road, vehicle and driver as a 'system' which must anticipate and forgive human error.

The challenge for road designers, operators, and regulators, including all agencies which license drivers and enforce road rules, is to manage the interaction between roads and roadsides, travel speeds, vehicles, and road users.⁴

Under the *Safe System* approach, driver licensing agencies must manage access to the road through licensing drivers and riders. Driver and vehicle licensing and enforcement agencies must develop road rules and enforcement strategies to encourage compliance and manage non-compliance with the road rules to ensure the ongoing safety of the road system.

Pakistan's *National Road Safety Strategy 2018-2030*, launched by the Federal Minister for Communications on 15th November 2018, is based on the principles of the *Safe System* approach and structured around the UN road safety pillars.⁵

Chapter 8 of the Strategy highlights driver licensing as a key focus area and sets out the priority short-term actions to improve licensing management systems across Pakistan.

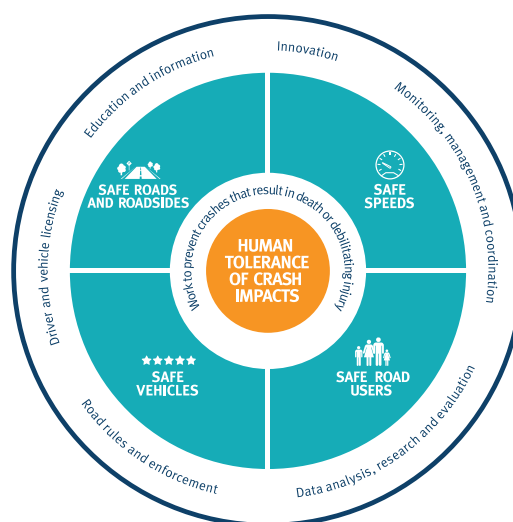


FIGURE 1. THE SAFE SYSTEM APPROACH
(ADAPTED FROM WHO, 2017)

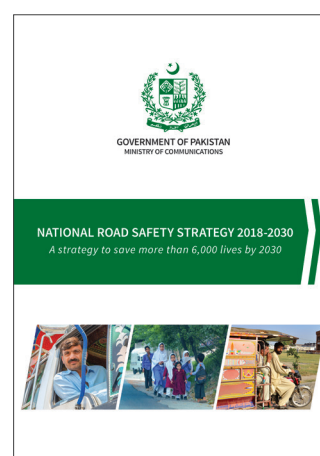


FIGURE 2. NATIONAL ROAD SAFETY
STRATEGY, 2018-2030

- 3 United Nations Road Safety Collaboration (2011) Global Plan for the Decade of Action for Road Safety 2011 – 2020, Geneva, World Health Organization.
- 4 Organisation for Economic Co-operation and Development (2016) 'Zero Road Deaths and Serious Injuries: Leading a Paradigm Shift to a Safe System' https://www.oecd-ilibrary.org/transport/zero-road-deaths-and-serious-injuries_9789282108055-en
- 5 Ministry of Communications, GOP (2018) National Road Safety Strategy, 2018-2030 Islamabad, Pakistan

1.3. Driver Knowledge and Skills in a Good Practice License System

Reforms to driver licensing systems should improve road safety by ensuring that drivers obtain the necessary knowledge and technical skills to safely travel on the road network before they are issued with a driving license and that they comply with road rules throughout their driving lives.

A good practice driver licensing system ensures a minimum level of competence and safety by inclusion of the following components.⁶

Legislation:	Legislation should specify requirements for each category of driver license including minimum driving age, vehicle classifications, medical limitations, minimum hours of driving practice as a pre-requisite for undertaking a driving test, driving test procedures including minimum requirements for the length of the test and the variation in driving conditions tested, provision for training, and restrictions on learner and newly licensed (collectively termed 'novice') drivers.
Medical examinations:	The licensing system should set out the requirements for medical examinations for each category of drivers.
Theory test:	The theory test should test knowledge of road rules, high-risk behaviours and the responsibilities involved in driving a motor vehicle. Theory test questions should focus on increasing the knowledge of these key factors and behaviours that increase risk of death or injury in a road crash: speeding, not wearing a seat belt or using a child restraint, not wearing a motorcycle helmet, and driving while impaired by fatigue, distraction, or alcohol/drugs. Specific questions are required for different types of vehicle being driven. Most good practice systems include at least 50 questions in standard theory tests.
Practical driving test:	The duration of the on-road test should be at least 30 minutes for light vehicle drivers and 40 minutes for heavy vehicle drivers. It is best practice to conduct a practical test on a public road as part of the licensing assessment process. The practical test should be conducted in light traffic conditions, on different road types and intersections. Standard test routes should be developed for each testing centre as a method of maintaining consistent testing standards. The driving test assessment process should have pass/fail requirements that can be clearly understood by both the examiner and the novice driver.
Trained and certified driving examiners:	To ensure that driving tests are conducted effectively and consistently, the driving examiners should be trained and certified. International standards for driving instructors recommend minimum education and driving experience requirements for each vehicle category.
Test administration:	There should be adequate recording of test results and maintenance of a register of driver licenses.

6 Asian Development Bank (1999), Road Safety Guidelines for the Asian and Pacific Region 4.7 Driver Training and Testing, Manila.

Driver training curriculum:

Preparation of novice drivers for the on-road test can be assisted by the development of a learner and novice driver curriculum which sets out the road rules, responsibilities of being a licensed driver, the risks associated with driving, and the knowledge and technical requirements for undertaking the driver license theory and practical test. The curriculum handbook (sometimes called a “Highway Code”) and the test must be interlinked. This encourages a learner driver to study the curriculum handbook and to practice driving before taking the test.

Registration of driving schools and instructor standards:

Maintenance of a register of driving schools is recommended, so that driving schools and the driving instructors they employ can be regulated effectively. There should be minimum standards of training and certification of driving instructors.

The attributes of a good practice driver licensing system are summarised in the following table.

TABLE 1. ATTRIBUTES OF A GOOD PRACTICE DRIVER LICENSING SYSTEM

Legislation	• Minimum age for license application by vehicle class • Licensing requirements • Medical limitations • License categories • Driving test procedures • Provision for training • License restrictions which apply to certain categories of license, for example learner drivers
Medical Requirements	• Regular medical examinations for professional drivers, and drivers over 60 years • Standard eye test for novice drivers
Theory Tests	• Educate novice drivers on the rules, the risks and the responsibilities involved in driving a motor vehicle • Separate sets of questions for each license category • Minimum of 50 questions
Practical Driving and Riding Test	• On a public road • Set test routes with range of traffic conditions • Minimum duration of 30 minutes (HTV 40 minutes) • Assessment recorded with clear pass/fail requirements
Trained and Certified Driving Examiners	• Minimum education requirements • Minimum experience requirements for each vehicle type • Specialist training and certification
Test Administration	• Maintain records of assessments and test results • Competent supervision and monitoring of examiners
Driver Training Curriculum	• Training objectives based on practical test requirements • Emphasise on responsibilities and risks
Regulation of Driving Schools and Instructors	• Register of driving schools • Training and certification of instructors

1.4. Bringing All Drivers into the Driver Licensing System

Issues around the quality of licensing management, driver training and testing and the licensing process in Pakistan have been identified in a range of studies.⁷ Key deficiencies identified include the high rate of unlicensed driving, uneven testing standards across licensing authorities, outdated and poor quality driver licensing systems and the need for harmonisation of driver licensing systems throughout Pakistan.⁸

The high frequency of unlicensed driving in Pakistan indicates that compliance with even the basic requirement to hold a current driver license is poor. Multiple research studies have indicated that about a quarter of drivers do not have a current driver license. For example, an online survey conducted with over 10,000 respondents found that 23 percent of the people who drive cars in Pakistan do not have a driver license.⁹ By comparison, a United Kingdom (UK) survey found that only 1.6 percent of drivers were unlicensed.¹⁰

Unlicensed driving is associated with higher crash risk. Global research demonstrates that unlicensed drivers have between three and nine times the risk of being killed or seriously injured in a road traffic crash.¹¹ In addition, road policing strategies will continue to be less effective than they could be because an effective driver licensing system should produce drivers who voluntarily comply with road rules.

The problem of unlicensed driving constrains options for introduction of more demanding licensing requirements. For example, it would be desirable to require that motorcycle license applicants attend an approved course in driver skills before driving on a public road. However, such a requirement would currently be difficult to achieve and may have the unintended outcome of impeding efforts to reduce unlicensed driving.

1.5. System Harmonisation

Drivers travel across Pakistan's national and provincial highway network. However, there are currently two legislative regimes for driver licensing. The DLA within the NH&MP operates under the NH&MP 2000 and NH&MP DLA Rules 2014. Currently, the NH&MP DLA issues a very small percentage of driving licenses in Pakistan. It is this license which is generally accepted by international licensing jurisdictions. The second legislative regime operates at provincial and territory level. Here DLAs operate under the MVO 1965 (which in turn is based on earlier legislation) and Motor Vehicle Rules.

The operation of two regimes has produced inconsistent driver testing standards. Only the NH&MP DLA¹² conducts a practical driving test on a public road. The MVO 1965 does not specify this requirement and so every other DLA conducts practical driving test on a non-public road where the candidates are required to demonstrate only basic slow speed manoeuvre test.

7 Tahir, M. N. 2017 Road Safety Aspects of Motorcycle Rickshaws in Pakistan, Ph D Thesis, Queensland University of Technology, Brisbane.

8 Tahir, M. N. 2017 Road Safety Aspects of Motorcycle Rickshaws in Pakistan, Ph D Thesis, Queensland University of Technology, Brisbane. NZTA. (2013). The Safe System in Practice, New Zealand Transport Agency, Wellington.

9 Fahad Ullah. 2014. 23% of Educated People Drive Without a License in Pakistan. PakWheels Survey. <https://www.pakwheels.com/blog/23-educated-people-drive-without-license-pakistan/>

10 Porter, B. E. (Ed.). 2011. Handbook of Traffic Psychology. Academic Press.

11 Knox, D., Turner, B., Silcock, D., Beuret, K., & Metha, J. (2003). Research into Unlicensed Driving. Road Safety Research Report 48, Department for Transport, London.

12 National Highways and Motorways Police, Driver Licensing Authority, Pakistan

According to international standards in driver assessment, this type of test does not give the opportunity for examiners to assess the drivers' ability to drive safely.¹³

Current proposals for development of a model Road Safety Act provide the opportunity for harmonisation of disparate laws and administrative practice. The recommendations in these Guidelines are suitable for consideration and should inform the development of the model Act and associated legal instruments.

1.6. Structure of these Guidelines

These Guidelines identify elements of the driver licensing system including its administration and driver license categories. They then follow the sequence of activities as they affect applicants and license holders, from entry into the system, remaining in the system and exit from the system, as shown in the following graphic. The Guidelines support the implementation of key strategies and actions in the *National Road Safety Strategy, 2018-2030*. The Annexes to these Guidelines set out information about specific issues.

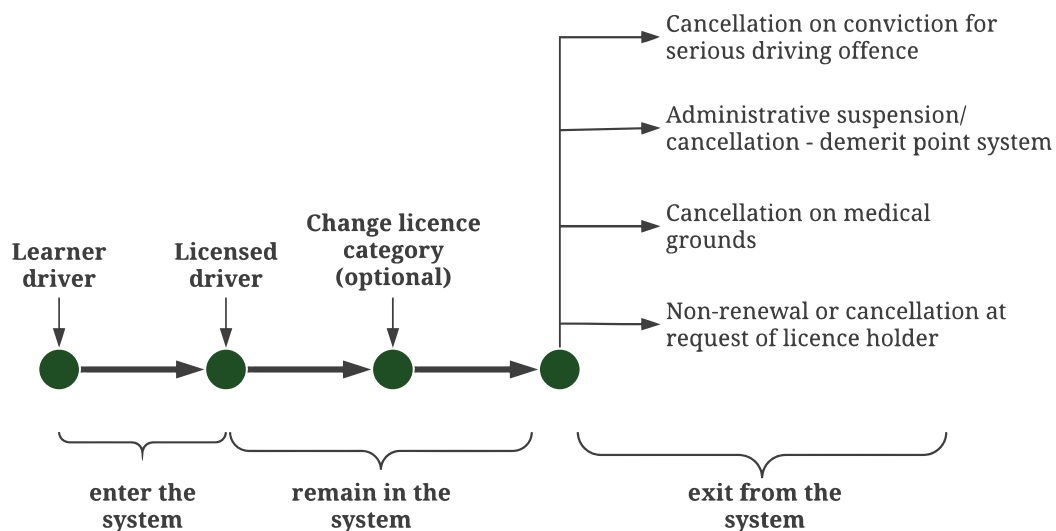


FIGURE 3. PHASES OF A DRIVER LICENSING SYSTEM

¹³ Asian Development Bank (1999), Road Safety Guidelines for the Asian and Pacific Region, 4.7 Driver Training and Testing, Manila.

2

DRIVER LICENSING SYSTEM ADMINISTRATION



© ADB Pakistan

2. DRIVER LICENSING SYSTEM ADMINISTRATION

There is no single best model for driver licensing law and administration. All models must be implemented within a legal context. This includes the broader context, such as laws regulating public administration, as well as limitations on the scope of legislative instruments (such as rules and guidelines) imposed by Ordinances and Acts.

Pakistan has a federal system of government. Each jurisdiction – Province, Territory and National Government – has constitutional responsibility for regulating road use. This devolution of responsibility presents challenges for effective administration of a system which seeks to regulate increasingly mobile road users.

The constitutional and legal context of the Pakistan driver licensing system has similarities with other systems. Australia, for example, has a similar constitutional arrangement and a similar legal system.

2.1. Driver Licensing System Administration in Good Practice Jurisdictions

The UK Driver and Vehicle Licensing Agency (DVLA), New Zealand Transport Agency (NZTA) and driver licensing systems in Australian states and territories, provide three examples of the establishment and effective administration of driver licensing systems.

United Kingdom driver licensing system

The UK DVLA operates as a national government department, with all aspects of the process being undertaken by government employees. The agency's operations are centralized to its head office. Most driving licensing services are provided remotely (post, phone, or internet). Driver testing is carried out at driving test centres by DVLA approved driver examiners.

New Zealand driver licensing system

In New Zealand, private sector agencies issue driver licenses. A government authority manages the regulation and monitoring of these private agencies. Increasingly transactions are conducted online to reduce cost.

Australian driver licensing systems

Australia operates under a federal system of government with six states and two territories developing their own legislation. All state and territory governments have established inter-operable driver licensing systems to ensure that across Australia, drivers who disobey road rules can be apprehended and that penalties are imposed and enforced.

The federal government role has been to harmonise state-based driver licensing systems to improve safety and enforcement across the national network. In 1999, the federal Transport and Infrastructure Council,¹⁴ which consists of the ministers responsible for road traffic matters in each state and territory, and the Commonwealth Minister responsible for transport matters, achieved national consensus for the adoption of the Australian Road Rules. These contain the basic rules of the road for all road users.

¹⁴ Previously termed the Australian Transport Council.

In order to achieve legal status, it was necessary for each jurisdiction in Australia to adopt the Rules. This has occurred. Not every provision of the Rules is copied exactly in each state and territory and the Rules also allowed for certain matters for state and territory governments to determine. A national peak coordinating body, the National Transport Commission (NTC)¹⁵ reviews the Rules every two years.¹⁶ The NTC has also developed legislation and guidelines for driver licensing which aim to ensure that national road transport reforms are implemented consistently across varying local conditions and by different administrations.¹⁷

United States of America driver licensing system

In the United States of America (USA), as in Australia, each US State and Territory administers its own system for issuing driving licenses. All recognise licenses issued by other states or territories ('mutual recognition').

For some types of commercial vehicle, a driver is required to have a special Commercial Driver's License (CDL). A federal peak coordinating body, the Federal Motor Carrier Safety Administration (FMCSA) has developed standards for state testing and licensing of CDL holders throughout the USA. These standards set out the knowledge and skills tests requirements that States must implement for issue of a CDL for each vehicle class.

Drivers are required to obtain and hold a CDL if they operate in interstate, intrastate, or foreign commerce and drive a vehicle of specific types including vehicles over 11,794 kilograms and any passenger vehicles that are designed to carry 16 or more passengers, including the driver, or are transporting material that has been designated as hazardous.¹⁸

European Union driver licensing systems

The European Union (EU) has been active in the harmonisation of driver licensing systems and standards across international borders for its member countries. The EU has introduced legislation to harmonise the standard of driver licensing across the European Community including Directive 2006/126/EC on Driving Licenses.¹⁹

EU directive 2006/126/EC includes provisions for model license (standardisation of the driver license), mutual recognition of licenses, license categories, minimum ages, and minimum standards for driver examiners.²⁰ The European-based CIECA (The International Commission for Driver Testing)²¹ has taken an active role in setting international standards for the testing of driver training and driver examiners. CIECA standards for driver examiners and driver testing have been included as Annex IV of Directive 2006/126/EC of the European Parliament and of the Council of 20th December 2006 on Driving Licenses.

15 The National Transport Commission was formerly known as the National Road Transport Commission

16 NTC. 2017. Australian Road Rules 12th Amendment Package, Consultation Draft 2017. National Transport Commission, Melbourne. Downloaded from: [https://www.ntc.gov.au/Media/Reports/\(EC12B943-FB37-9D9B-20C5-D555625EDA95\).pdf](https://www.ntc.gov.au/Media/Reports/(EC12B943-FB37-9D9B-20C5-D555625EDA95).pdf)

17 NRTC. 2000. Administrative Guideline: National Driver Licensing Scheme, National Road Transport Commission, Melbourne.

18 FMCSA. 2017. How do I get a commercial drivers' license. Federal Motor Carrier Safety Administration Washington. <https://www.fmcsa.dot.gov/registration/commercial-drivers-license/drivers>

19 European Union. 2006. Directive 2006/126/EC of the European Parliament and of the Council of 20 December 2006 on Driving Licenses. <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32006L0126&from=EN>

20 European Union. 2017. The Implementation of Directive 2006/126/EC on Driving Licenses, Final Report. European Union. Brussels.

21 International Standards for Driving Examiners as set by CIECA (International Commission for Driver testing) Download from: https://www.cieca.eu/sites/default/files/documents/projects_and_studies/4QualityAssuranceOfDrivingExaminers_1.doc

2.2. Driver Licensing Authorities

The *Vehicle Chain in Europe 2014*²² survey of driver and vehicle licensing authorities in Europe found that most driver licensing authorities are government agencies that are accountable to the Ministry of Transport in their respective country. This is also the situation in the UK, USA, Scandinavia, Canada, India, Turkey, Malaysia, and Australia where driver licensing authorities are government agencies accountable to the Ministry of Transport or Roads/Highways. In Europe, some authorities are accountable to the Ministry of the Interior (Bulgaria, Lithuania, Slovakia, and Spain). This is also the situation in Qatar and United Arab Emirates (UAE). In all of these regions and countries, managing a safe road system is seen as a core function of government. This includes developing regulations, establishing, and managing accessible, efficient, high quality, and secure driver licensing systems and ensuring that authorities, companies, and drivers abide by the driver licensing regulations and the road rules. All information on driver licence status, including fines and demerit point penalties is stored within the driver licensing database.

Very few licensing authorities are under the administration of enforcement agencies, however examples include in Bulgaria, Slovakia (in Europe) and Singapore. Transfer of these functions to Ministries of Transport or Interior has been done to free-up Police resources to focus on enforcement of road rules as the core business of Traffic Police, and also to separate driver licensing system policy and regulatory functions from the 'system enforcement' function of Police.

In Pakistan, with the exception of the Transport Department within the Government of Khyber Pakhtunkhwa, all DLAs are located within national or provincial Police departments.

The Government of Punjab has implemented a modernised licensing management system that can be used as a model by other provincial and federal governments - see Box 3.

Box 2. Driver license systems managed by the Government of Khyber Pakhtunkhwa Transport Department

The Department of Transport commenced issuing licenses for some driver license types including LTV, HTV and PSV vehicles in March 2013. The driver licensing system has been implemented in 22 districts of Khyber Pakhtunkhwa.

The aim is to improve access to driver licensing services and to reduce the prevalence of forged licenses.

Local and rural driver licensing authorities within Transport Department offices link with the District Transport office in Peshawar which provides centralised services.

Text messaging and internet-based services are also provided to facilitate services such as driver license renewal.

22 European Union. 2014. The Vehicle Chain in Europe 2014, European Union. Brussels. <https://ereg-association.eu/media/1117/the-vehicle-chain-in-europe-2014.pdf>

Box 3. Developing Good Practice - Government of Punjab Driver License Issuance Management System

The Punjab Traffic Police Driving License Issuance Management System (DLIMS) which has been established in all districts of Punjab Province reflects many elements of a good practice system. Subsequently similar systems have also been implemented to varying extent in Islamabad Capital Territory (ICT), and in Khyber Pakhtunkhwa and Sindh.

Punjab DLIMS fully automates the process for driving license issuance and renewal to provide a more efficient service to the public. Drivers can obtain a first license or renewal from any one of 42 Driving Licensing Centres across the Punjab.²³ The system also produces up to date statistics to the driver licensing authority. Key DLIMS features include:

- Centralized provincial driving licensing system management
- Automated driving license process
- Centralized driving license issue. All Driver Licensing Centres (42 in 2018) send information electronically to Lahore HQ. This central agency manages the printing of driving licenses in a printing facility in Lahore with licenses delivered to the applicants' home address
- Centralized issuance, recording and management of Challan ticketing system
- Automation of driving tests to ensure transparent licensing
- Management of license renewals
- Tracking and on-the-spot verification of licenses
- Monitoring traffic violations (demerit points and fines) and revenues
- Enabling effective policing
- Efficient control of traffic crime

2.3. Mutual License Recognition and System Harmonisation

In good practice regions, for example, in the EU Region, member countries develop agreed minimum licensing standards and requirements and harmonise data system platforms to ensure system interoperability and facilitate data and information sharing. Each country recognises driver licenses issued by other member countries.

At sub-national level, for example the states and territories in Australia, DLAs also ensure system interoperability and develop documented protocols and processes to ensure ease of information sharing. Licensing system databases are designed using agreed operating platforms so that they are harmonised and can efficiently share data and information.

Currently provinces and territories in Pakistan have stand-alone systems. Information is not made available to NH&MP or to other jurisdictions. This weakens the enforcement of road rules. Rule 7(h) of the NH&MP DLA Rules (2014) makes provision for the recognition of licenses issued by other licensing authorities.

23 Punjab Information Technology Board. 2017. DLIMS (Phase II). https://www.pitb.gov.pk/dlims_II

2.4. Driver License Categories

Good practice jurisdictions specify categories of driver license that comply with international agreements, so that drivers may drive different types of vehicles in different countries. The international agreement for driver licensing categories is included in the UNECE Convention on Road Traffic (1968)²⁴ which specifies five main categories of license:

1. Motorcycles
2. Motor vehicles (less than 3500kg)
3. Motor vehicles (greater than 3500kg)
4. Motor vehicles that carry more than eight passengers including driver
5. Combinations of motor vehicles including trailers

Signatory countries to this UNECE convention are permitted to introduce sub-categories to these main driver license categories. Pakistan acceded to this convention on 19th March 1986. The license categories set out the following table comply with the UNECE convention and are based on the categories in NHSO 2000. They can be used as the basis for review and harmonisation of all driver license categories in Pakistan.

TABLE 2. NHSO 2000 DRIVER LICENSE CATEGORIES

License Type	Explanation
Learner driver license	A separate learner driver license is required for each type of motor vehicle license including Motorcycle, Motorcar, LTV, HTV, Motor Cab, PSV or Tractor (Agriculture)
Motorcycle License up to 125cc or over 125cc	License to drive a motorcycle of engine capacity less than or equal to 125 cubic centimetres. License to drive a motorcycle of engine capacity greater than 125 cubic centimetres.
Three- Wheeler	Three-Wheeler Motorcycle Rickshaw (Listed as a type of license in NHSO 2000)
Motor Car/Jeep License	Maximum Mass not exceeding 3500 kg.
Light Transport Vehicle License (LTV)	Above 3500 kg. with seating capacity up to 22.
Heavy Transport Vehicle License (HTV)	HTV Category A – more than fourteen (14) wheeler HTV Category B – up to fourteen (14) wheeler
Public Service Vehicle (PSV)	PSV-Category A (HTV with capacity for more than 22 passengers excluding the driver) PSV-Category B (LTV up to twenty-two passenger capacity excluding driver)
Endorsement Categories A, B, C, D	PSV-Category C (LTV with up to eight passenger capacity excluding the driver) PSV-Category D (Motor-Cab and Taxi)
Driver License for Special Persons Modified Vehicles	A person with disabilities is eligible to apply for a CDL (Computer Driver License) for a specific type of vehicle, suitably modified in accordance with his or her needs. The applicant shall provide a special person's CNIC. The fitness of the applicant to safely drive the modified type of vehicle is to be evaluated by a medical examiner.
Construction and Agricultural Machinery (Tractor) License	Applicants are required to have held a CDL HTV Category-B driver license for at least one year prior to applying for this license. The applicant is required to hold a machinery operating certificate from a machinery training institute authorized by the DLA. A practical driving test must also be completed successfully for the type of machinery specified.

24 UNECE (1968) Convention on Road Traffic, downloaded from https://www.unece.org/fileadmin/DAM/trans/conventn/Conv_road_traffic_EN.pdf

Legal Reference: National Highways and Motorway Police Drivers Licensing Authority Rules, 2014, Section 6. Motor Vehicles Ordinance, 1965 also specifies a list of categories of licenses²⁵ that are different from the NH&MP DLA Rules 2014, in that the list includes *delivery van* and *invalid carriage* categories.

2.5. Age and Experience Requirements

Consistent minimum requirements which apply to age limit and previous driving experience requirements should be applied to ensure all licensed drivers meet the agreed national standards set for license application and testing.

Currently in Pakistan, there are some inconsistencies in the minimum age for issuance of driver licenses, as shown in the following table. This may result in some drivers ‘shopping around’ for a driver licensing authority with a lower standard.

TABLE 3. AGE LIMITS FOR LICENSE CATEGORIES IN PAKISTAN

License category	Age Limit NHSO	Age Limit MVO
Motor cycle or an invalid carriage	18	18
Motor car, other than as a paid employee	18	18
Motor car as a paid employee or a light transport vehicle (LTV)	Min 21 (DLA Rules 25 yrs.)	21
Heavy Transport Vehicle (HTV)	Min 21 (DLA Rules 24 yrs.)	22
Agricultural and Machinery License	24	n/a
Public Service Vehicle (PSV)	Min 21 (DLA Rules 25 yrs.)	23
Medical endorsement	60 years (all vehicles)	50 years (transport vehicle)

Legal Reference: Minimum age requirements for licence categories are set out in rule 6 of the National Highways and Motorways Police Drivers Licensing Authority Rules 2014. There are differences in age requirements for the licensing of drivers under the Motor Vehicles Ordinance, 1965 and Motor Vehicles Rules 1969. Currently drivers can obtain an HTV licence at the age of 22 years under Motor Vehicle Ordinance 1965, and drivers could obtain a PSV endorsement at the age of 23 years for a heavy transport vehicle (MVR 1969, Section 6, requires one year of experience after obtaining an HTV licence before applying for a PSV endorsement).

2.6. Performance Measurement

Key effectiveness and efficiency performance indicators provide agency staff with a detailed view of the services to be provided by the driver licensing authority and ensure drivers have an understanding of and confidence in the system and its services. Therefore, it is important that the performance of DLAs be measured, deficiencies addressed through corrective actions and successes recorded. This also helps to inform the development of future evidence-based road safety policy. For this reason, it is desirable that key performance indicators (KPIs) be established for each DLA. Each DLA should the report annually on its performance measured against those indicators.

25 MVO 1965 Section 7(2) (a) motor cycle;(b) motor car;(c) motor cab;(d) delivery van;(e) light transport vehicle; (f) heavy transport vehicle;(g) locomotive; (h) tractor; (i) road-roller; (j) invalid carriage; (k) any other motor vehicle of a specified description.

Good practice DLAs have developed a range of KPIs relating to adherence to rules, standards for driver competencies, and system efficiency. Examples include:

- Percentage of learner licenses issued that fully comply with the endorsed standard.
- Percentage of full driver licenses in each category issued that fully comply with the endorsed standard.
- Percentage of full licence driver license applicants who successfully complete their driving theory and practical test on each attempt.
- Percentage of driver licence cards issued within 21 days of completed application.
- Percentage of unlicensed drivers travelling on the road network.

2.7. Observations Based on International Best Practice

The following observations are based on international best practice:

- Federal governments can effectively promote best practice in driver licensing through the development of national guidelines and model legislation that can then be adopted by the provincial administrations. It is not necessary for provincial administrations to copy the provisions of a guidelines or legislation exactly, but they may make adjustments to suit local conditions.
- Private sector agencies have also been used effectively to conduct driving tests and issue driver licenses where there is an effective government authority which actively manages their regulation and monitoring and is regularly audited.
- Very few licensing authorities are accountable to enforcement agencies.
- Harmonised requirements and testing standards reduce 'shopping around' for DLAs with lower licensing standards.
- Increasingly transactions related to driver licensing are being carried out online. This reduces opportunities for corruption and saves costs.
- Comprehensive international standards have been developed for driver testing and driving examiners and driving instructors.
- KPIs provide a detailed view of services and align and enhance performance information.

3

THE GRADUATED DRIVER LICENSING SYSTEM



3. THE GRADUATED DRIVER LICENSING SYSTEM

Global research, such as that conducted in Victoria, Australia and presented in Figure 4 below, highlights the extreme vulnerability of new drivers who are over-represented in fatal and serious crashes.

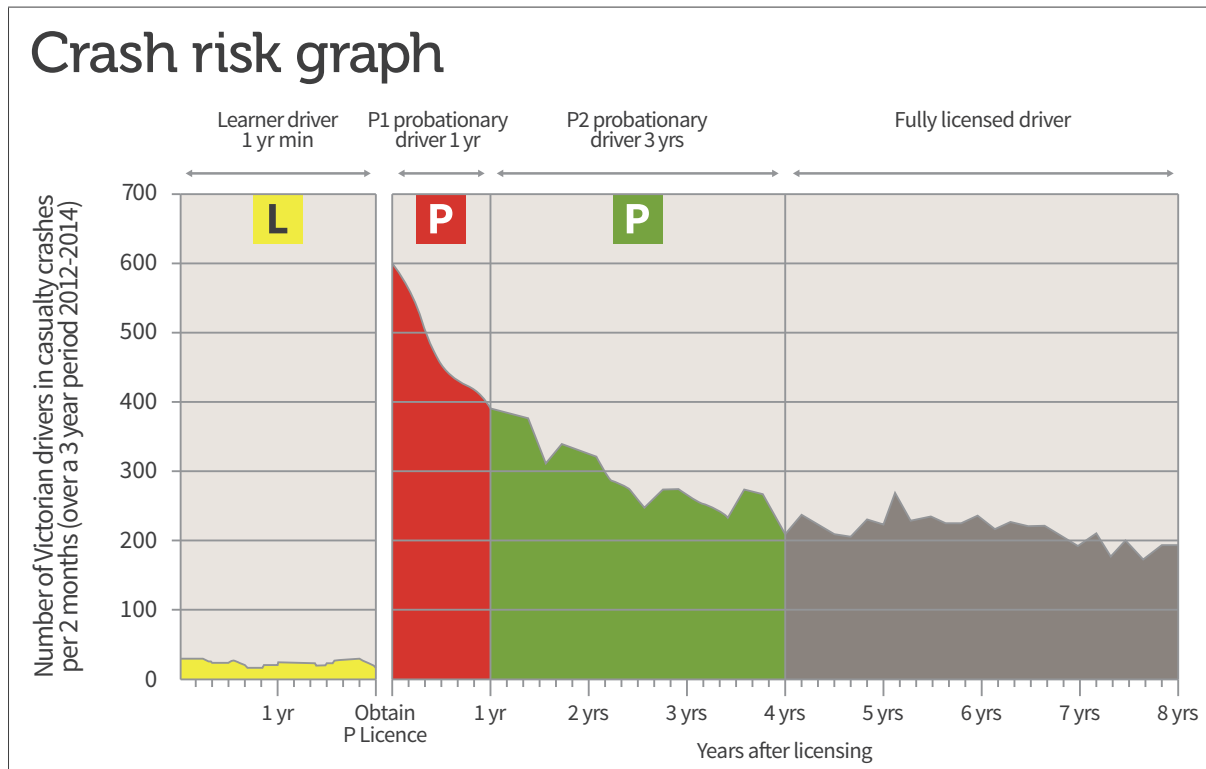


FIGURE 4. CRASH RISK FOR LEARNER AND NEW DRIVERS IN VICTORIA, AUSTRALIA

In 1977, the US National Highway Traffic Safety Administration (NHTSA), developed a model system for driver licensing that included an intermediate or ‘provisional’ phase. This was based on research on young driver problems, accident and violation data on young drivers, and existing state procedures for driver education and training. The NHTSA report recommended a three-stage ‘graduated’ licensing system. By the end of 1999, over 30 US states had elements of graduated licensing and 24 States had fully implemented a multi-stage system.²⁶

Since then, many good practice jurisdictions, including New Zealand, EU countries, Canada, Sweden, Norway, and Australia, have also implemented and progressively enhanced, a graduated driver licensing (GDL) system.

²⁶ Baughan, C. and Simpson H. (2002) Graduated driver Licensing – a review of some current systems. TRL Report TRL 529.

3.1. Graduated Driver Licensing System Attributes

A GDL system aims to improve the safety of learner and newly licensed drivers (collectively termed as ‘novice’ drivers) by ensuring that they obtain experience and develop skills in low risk environments and undergo assessment at key points. With that experience and those skills, they can progress from a learner license to a full driver license.

Typically, a GDL system consists of three stages identified by the type of license: learner permit/license, intermediate (provisional) license, and full driver license. The three stages of the GDL system include specific components and restrictions to manage the risk of a driving environment and introduce driving privileges gradually to new drivers.

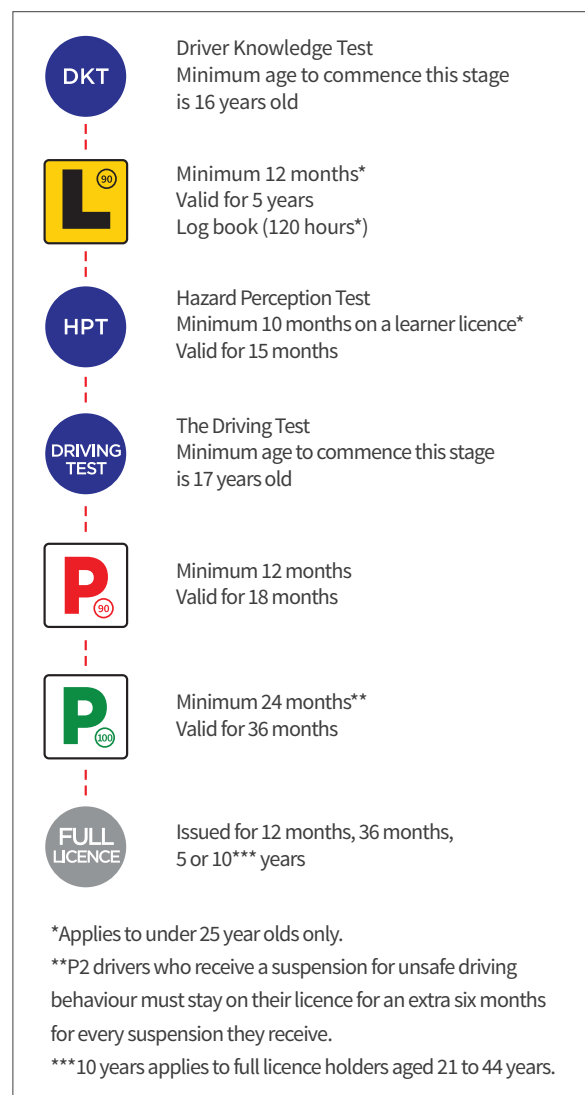


FIGURE 5. GDL IN NEW SOUTH WALES, AUSTRALIA

Examples of elements used include restrictions on:

- where drivers may drive (i.e. the types of road which may be used)
- when they may drive (night-time curfews)

- with whom they may drive (through requirements for supervisors and restrictions and on the number and age of passengers)
- under what conditions (for example, lower travel speeds, no use of mobile phones while driving, including hand-free devices, compulsory requirement to wear a reflective jacket when riding a motorcycle)

Jurisdictions have imposed other requirements during the post-test driving period, such as additional training, and accident and penalty/demerit point free driving periods, to exert some continuing supervisory influence over the novice driver. The reversion to learner-status for drivers who accumulate six penalty points within two years of passing the full-driving test is an example of such a mechanism in Britain.²⁷

The requirements and restrictions placed on licenses aim to encourage safer driving practices, particularly during the early ‘high-risk’ stages of solo driving. As drivers move through the licensing system the restrictions are removed until they equal those that apply to the fully licensed driving population.

In general, these elements are intended to have one or more of the following effects:²⁸

1. Increasing or improving training, education, and/or informal supervised practice during the early phases of driving.
2. Reducing risk by reducing total exposure or particular types of exposure or changing exposure ‘quality’ during early driving.
3. Exerting a supervisory influence over driver behaviour during the first part of a driver’s solo driving career.
4. Taking advantage of the beneficial effect of age (maturity) on accident risk. (Delaying full licensure to achieve this also has the effect of shortening driving careers, thereby further reducing total accidents).
5. The aim is, or should be, for 2 and 3 to be done in ways that do not prevent or discourage drivers from gaining the experience necessary to reduce their accident liability - otherwise the effect could be simply to delay the excess accident liability of novice drivers until the time when unrestricted solo driving is allowed.

3.2. Laying the Foundation for a Graduated Licensing System in Pakistan

The recommendations set out in the next two chapters to enhance the current requirements for learner and full driver licenses are based on the GDL system principles. They are intended to lay the foundation for future development and implementation of a GDL system model which is appropriate for the Pakistan environment and manages the balance between safety and mobility.

²⁷ Baughan, C. and Simpson H. (2002) Graduated driver Licensing – a review of some current systems. *TRL Report TRL 529*.

²⁸ Baughan, C. and Simpson H. (2002) Graduated driver Licensing – a review of some current systems. *TRL Report TRL 529*.

Before Pakistan can introduce a GDL system, major changes are needed to improve and harmonise the standard and management of the current driver licensing system. One method used in Pakistan at present, is to require that an experienced driver supervise on-road driving by a learner car driver. However, future restrictions on night-time driving and restrictions on the carriage of passengers during an initial period can potentially be applied.

Figure 6 sets out the national process proposed for the issue of learner and full driver licenses. A progression can be seen in the differences in testing and preconditions. Applicants for both license types are required to undergo a theory test. The content of the test differs, however. For a learner driver, the knowledge test addresses road signs, road rules and road safety. For a full driver license the test focuses on high risk behaviour and road safety.

The learner license must be highly valued by both the learner driver and their driving supervisor who is required to complete and sign the log book which details on-road driving experience. Similarly, the requirements for obtaining a full driver license should be increased to ensure drivers develop the knowledge, attitudes and skills required to safely travel on the road network.

The recommendations made in these Guidelines are intended to reinforce that a license is a responsibility, not a right.

Proposed process for obtaining: Learner and Full Driver License

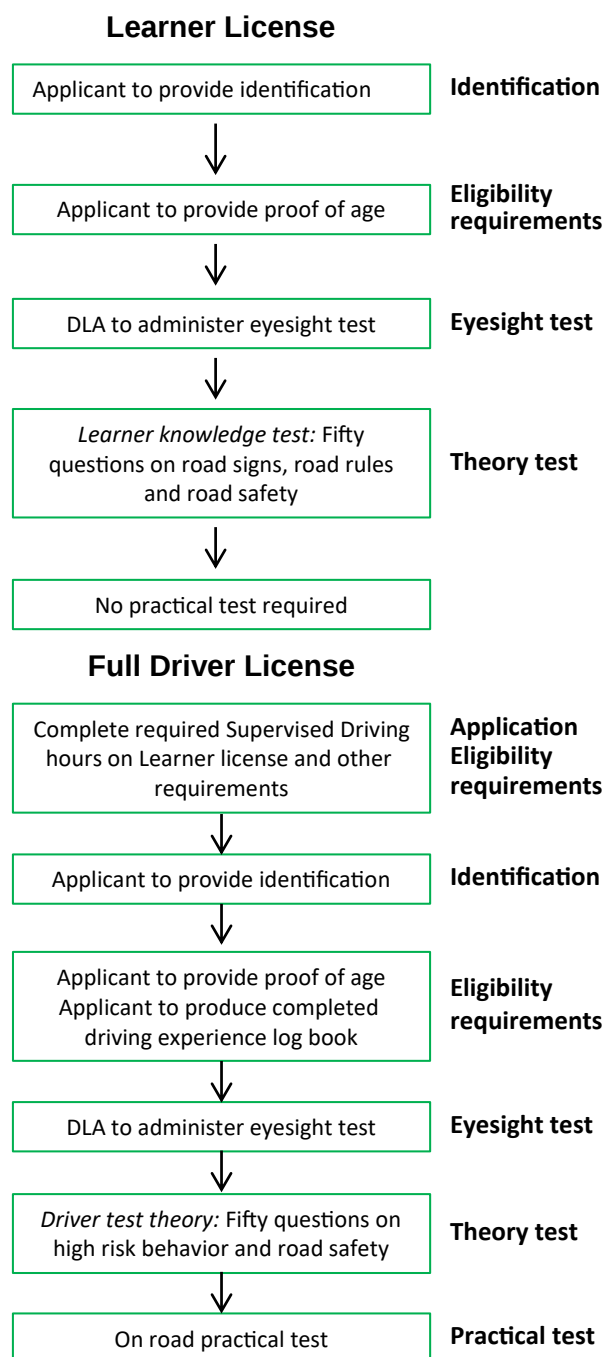


FIGURE 6. PROPOSED LICENSING PROCESS FOR LEARNER AND FULL DRIVER LICENSE IN PAKISTAN

4

ENTRY TO THE DRIVER LICENSING SYSTEM

- LEARNER DRIVERS



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4. ENTRY TO THE DRIVER LICENSING SYSTEM – LEARNER DRIVERS

A learner driver license is the entry point to the driver licensing system. A learner driver is authorised to drive a motor vehicle on a public road, thereby acquiring skills and experience which will facilitate progression to a higher category license. At this entry point an applicant should meet specific requirements as to age, proof of identity, eyesight, and knowledge of road signs, road rules and basic road safety.

While driving a motor vehicle on a public road, a learner car license holder should be under supervision. It is recommended also that a log book be maintained, recording the driver's on-road experience.

A motorcycle rider is the most vulnerable learner driver as there is no supervising driver.

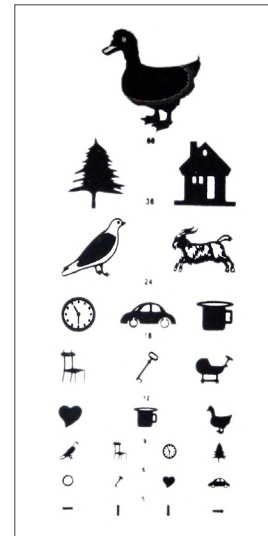


FIGURE 7. EYESIGHT TESTING BOARD

4.1. Personal License Application

Applicants should be required to personally complete all parts of the application process. The use of agents or intermediaries at any stage of the learner licensing process should be illegal, with penalties imposed on the applicant, the agent and any DLA staff facilitating use of an agent.

Legislation: Currently the use of agents is permitted in some provinces/territories. Under rule 19(3) of the MVR 1969 an application for a learner driver's license shall if required by a DLA present himself or herself for a preliminary oral test in the road traffic regulations. In the case of NH&MP learner licenses are issued without any testing requirements.

4.2. Proof of Identity and Age

An applicant should be required to establish identity and age. The requirements for this should be harmonised and transparent.

4.3. Learner Driver Knowledge Test

This theory test should be fully automated to ensure it is consistently delivered and to reduce cheating. It can be undertaken at a DLA or could be outsourced. The test should cover road signs, road rules and road safety and comprise an increased number of questions, with specific pass/fail requirements for each category of questions, to ensure learner drivers have the knowledge required to safely drive on a public road.

4.4. Driving on Public Roads

Learner 'L plate' requirements

The holder of a learner driver license must display a red-letter "L" on the front and rear screens of the vehicle being driven. Currently MVR 1969, 19(iii), requires a red letter "L" on a white

background, but NH&MP DLA Rules 2014 Schedule II(c) allows a red tape to be used. This is not as recognizable for following or approaching drivers. A 'pasted' red letter 'L' is required in NH&MP Drivers Licensing Authority Rules, 2014, Schedule II (c).

Recommendation: A standardised L plate as set out in Annex 2 should be required to be affixed, to a car or a motorcycle. These can be mass produced and sold to learner drivers and motorcycle riders.

Supervision of learner drivers

Supervised driving by an experienced and licensed driver has a major role to play in assisting learner drivers to develop the skills necessary to pass the practical driving test component. Research indicates that new drivers have reduced crash risk if they gain supervised driving experience prior to being issued with a driver license.²⁹

It is recommended that learner drivers gain at least 50 hours driving practice before attempting the practical driving test.

There is no requirement in current legislation for a minimum number of hours of supervised practice for learner drivers, for recording these learner driver practice sessions, or for requiring this record to be presented on application for the practical driving test.

Supervisor requirements

If practice sessions are to be effective and safe, they should be supervised by an experienced driver who is licensed to drive the type vehicle being driven. This is a requirement of both the MVR 1969, 19(ii) and NH&MP DLA Rules 2014 Schedule II (b). The NH&MP DLA Rules 2014 Schedule II (b) require the experienced driver to have held a driver's license for this vehicle three years.

The learner license driving period presents an opportunity for novice drivers to be given guidance and instruction. For this reason, quality controls over commercial driving supervisors should be considered. However, for non-commercial supervisors (typically family members) it would be impractical and onerous to impose training requirements for the supervisors.

4.5. Driver Handbook

Handbooks are an additional means of educating the novice driver. Currently there is a requirement for drivers to carry a copy of the Highway Motorway Code. The Highway Code includes basic information about the road signs and basic road rules. However, drivers largely disregard this requirement.

Recommendations: The Highway Motorway Code should be updated and renamed the *Car Drivers Handbook* to include more information about the risks and responsibilities of the driver. Specialist Highway Codes/Handbooks should be developed for each driver license category including handbooks for car drivers, heavy vehicle drivers, and motorcycle/motorcycle rickshaw drivers.

29 Bates, I.J., Allen, S., Armstrong, K., Watson, B., King, M.J., Davey, J., 2014. Graduated Driver Licensing; An International Review, SQU Medical Journal, November 2014, Volume 14, Issue 4.

Legislation: MVO 1965 Section 3(2) states that:

No person shall drive a motor vehicle in any public place unless he has in his possession his own copy of the most recent version of the Pakistan Highway Code published by the Federal Government.

There is also a requirement in NHSO 2000 Section 6(6):

No license shall be issued to any applicant unless he passes to the satisfaction of the licensing authority the tests of competence specified in the Fourth Schedule and possesses a personal copy of the most recent official version of the Highway Motorway Code.

4.6. Learner Driver Logbook

In most countries, the supervisor driver who trains the learner car driver, is a family member, friend or colleague. The requirement to complete a learner driver logbook which records all practical training, sends a clear message to supervisors and learner drivers, that on-road practice is a serious requirement, that a license must be earned, valued and respected. While the short-term focus should be on the harmonizing license test requirements, a logbook should be considered as a medium-long term initiative. Globally, parents strongly support a learner logbook.

This is not a current requirement.

Recommendation: The DLA which issues a learner driver license should also provide the applicant with a learner driver logbook in order to record practice and training sessions when learning to drive. A recommended template for the logbook is set out in Annex 2.

5

ENTRY TO THE DRIVER LICENSING SYSTEM

- FULL DRIVER LICENCES



5. ENTRY TO THE DRIVER LICENSING SYSTEM – FULL DRIVER LICENSES

The minimum good practice standard for learner license drivers is that they must hold a learner license for a minimum period of six months and complete at least 50 hours of supervised driving. Many good practice countries now mandate a minimum of 120 hours of supervised driving for a learner license car driver and an applicant for a learner motorcycle license must successfully complete a mandatory riding skills training course in order to be issued with a motorcycle learner license.

In contrast, a minimum requirement of 42 days for the learner license period applies under Rule 9-A MVR 1969 and Rule 8 of the NH&MP DLA Rules. If a learner driver undertakes supervised driving practice for one hour, 2-3 times per week, they will only complete around 15 - 20 hours of practical driving before they can undertake the practical test for a full driver license.

5.1. Personal License Application

Applicants should be required to personally complete all parts of the application process. The use of agents or intermediaries at any stage of the full driver licensing process should be illegal, with penalties imposed on the applicant, the agent and any DLA staff facilitating use of an agent.

5.2. Proof of Identity and Age

An applicant should be required to establish identity, age, supervised driving experience and any other requirements. These requirements should be harmonised and transparent.

5.3. Full Driver License Theory Test

Throughout Pakistan, an applicant for a full driver license should first be required to pass a standardised driver license theory test.

A full driver license theory test should comprise 50 questions³⁰ which focus on high risk behaviour and road safety. Standardised requirements for test administration, including specific pass/fail requirements for each category of questions. Specialist questions should apply according to the vehicle category. Sample questions are set out in Annex 4. The NH&MP driver licensing theory test consists of 20 questions with the candidate required to get 16 out of 20 correct to pass.

Generally, Provincial DLA driver licensing theory tests consist of 10 questions.

Legislation: MVO 1965, Third Schedule Part II requires a test of traffic laws and correct road behaviour. This includes knowledge of the meaning of traffic signs and general provisions of the Highway Code.

30 Asian Development Bank (1999), Road Safety Guidelines for Asia Pacific Region, 4.7 Driver Training and Testing. Manila

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FIGURE 8. DRIVER LICENSE RULES TEST CHART

Full Driver License Practical Driving Test

Current legislation in Pakistan includes a requirement for an on-road driving test. However, in practice only NH&MP conducts a practical driving test on public roads. Provincial DLAs conduct a short basic driving manoeuvres test in area not open to public vehicles.



FIGURE 9. OFF-ROAD DRIVING TEST TRACK USED IN ICT

All applicants for a full driver license should be required to pass a practical on-road driving test conducted by a certified driving examiner. The practical on-road driving test used by NH&MP DLA³¹ provides a suitable standard for on-road test specification. The recommended practical driving test requirements are set out in Annex 5.

At the end of the test, the driver examiner should inform candidate drivers whether they have passed the test. The driver examiner should also go over any errors that were made and provide feedback to the failed candidates on areas where additional training/practice is required.

Legislation: A procedure for conducting the practical car driving test is specified in MVO 1965, Third Schedule, Part 1. MVO 1965 Third Schedule Part 1 includes requirements for a practical driving test.

Although the requirement to conduct the test on a public road is not specified, requirements in the test make testing on a public road necessary. However, these requirements are not currently implemented by any Authority issuing licenses under this legislation.

NHSO 2000, Fourth Schedule Part 4, specifies:

Driving test: - The candidate shall satisfy the examiner that he is well conversant with all the instructions and rules governing parking, road test, starting, stopping, turning, backing, traffic signals, signs and road markings, overtaking up or down hill, speed, attitude towards other road users, etc.

NH&MP DLA Rules 2014 Schedule II, (2) requires drivers to pass a practical driving test (Practical Driving Test-1) prior to the undertaking of the practical on-road test.

NH&MP DLA Rules 2014, Schedule III, (3) requires a practical driving test on a public road.

Recommendation: Applicants must successfully complete the driver theory test before they undertake the standardised practical skills test conducted on a public road.

Test Fee

Currently, the only DLA conducting on-road practical driving tests, NH&MP DLA charges a total fee of 900 rupees for a driver license³² which includes three attempts at passing the practical on-road test.

Paying for each test undertaken would encourage novice drivers to prepare for the test by practicing the driving skills that they need to pass the test. Charging a separate fee per test would make the on-road practical test requirement self-funding. The fee for the practical test should be set by reference to the cost of conducting the test.

Legal Reference: The current test fee for testing by NH&MP is set out in Schedule I National Highways and Motorways Police Drivers Licensing Authority Rules 2014.

Practical test duration

NH&MP DLA is currently the only DLA which conducts a practical driving test on a public road. The average length of time taken to conduct this practical test is between 15 and 20 minutes.

31 NH&MP (2018) Guide for Practical Driving Test Part I and Part II, Downloaded from <http://dla.NH&MP.gov.pk/GUIDE-FOR-PRACTICAL-DRIVING-TEST-P1-PII-Final.pdf>

32 This includes 300 rupees for the Learner Driver Permit and 600 rupees for the Driver License. NH&MP DLA Rules 2014, Schedule 1 (a).

It is recommended that all practical driving tests be conducted on a public road and be at least 30 minutes in duration. A number of standard test routes should be developed by each DLA and, where possible, these test routes should include a variety of traffic conditions and road types. This will help to ensure a consistent standard of testing is conducted for each applicant. The driving test assessment should be based on pass/fail requirements that can be clearly understood by both the examiner and the license test applicant.

Recommendations: The minimum length of a practical driving test for car drivers to be 30 minutes. The test should where possible, include a variety of traffic conditions and road types and also include a short manoeuvre test (either reversing around a corner, or parking). The assessment process used in the driving test should have pass/fail requirements that can be clearly understood by both the examiner and the license test applicant.

A separate fee should be paid for each test attempt.

5.5. Motorcycle Rider and Motorcycle Rickshaw Practical Test

The assessment process used in the riding test should also have pass/fail requirements that can be clearly understood by both the examiner and the license test applicant so that applicants can study and practice for the test.

The motorcycle and motorcycle rickshaw practical test should be conducted as follows:

- A short manoeuvre test (riding in between sets of traffic cones), to be conducted prior to the practical riding test.
- A practical riding test, to be conducted on a public road, of at least 30 minutes duration. Where possible, the test should include a variety of traffic conditions and road types.

Legislation: There are no specific procedures for the testing of motorcycle riders or motorcycle rickshaw riders in current legislation. Largely this is because rider testing is conducted the same way as car driver testing.

Recommendations: The testing officer assess the competency of the rider by following the rider on a motorcycle or, in the case of the motorcycle rickshaw, by riding as passenger. In the longer-term, it is also recommended that communication equipment is used to allow the examiner to give instructions to the candidate in order to guide them around the assessment route.

A separate fee should be paid for each test attempt.



FIGURE 10. QINGQI DRIVER TRANSPORTING PASSENGERS

5.6. Commercial Vehicle Drivers (HTV) Practical Test

There are currently no specific procedures for the practical testing of heavy vehicle drivers, so procedures for the testing of car drivers are followed. The introduction of a practical driving hours logbook for HTV and PSV drivers should be considered. This logbook would be signed by the driver supervisor or trainer. For a commercial vehicle driver license, the current test length is approximately 20 minutes. It is recommended that the practical driving test is to be conducted on a public road and be of at least 40 minutes duration. Where possible it should include a variety of traffic conditions and road types.

A short manoeuvre test (either reversing around a corner, or parking) should be included as part of the practical on-road test. The assessment process used in the driving test should have pass/fail requirements that can be clearly understood by both the examiner and the license applicant. A separate fee should be paid for each test attempt.

Legislation: There are no specific procedures for the practical testing of commercial vehicle drivers in current legislation.

Recommendations: That practical driving tests for commercial drivers be required:

- the test should be of at least 30 minutes duration
- a separate fee is to be paid for each test attempt
- a short manoeuvre test is to be included as part of the practical on-road test

5.7. Driving Examiners

In order to maintain a consistent standard of driver testing, a standard qualification for driving examiners is desirable. Currently in Pakistan there are no requirements for the certification of driving examiners. DLAs have their own in-house systems for training driving examiners. For example, NH&MP have comprehensive experience requirements including: a university degree, five years of experience as a traffic officer, and five years as a driving instructor. This is then followed by vocational training.

Legislation: Currently there is no provision for the minimum qualifications for driving examiners in legislation in Pakistan. The legislation pertaining to driver testing requires drivers to be examined by a board or committee. MVR 1969 includes a section on Testing Officers (MVR 1969, Section 8), which focuses on provisions for an examination board consisting of the Motor Vehicle Examiner, Secretary of the Regional Transport Authority, and representative of the Road Transport Corporation. The NHSO DLA rules 2014, requires that the driving test is conducted by a committee of the DLA or its member. There are no qualifications requirements specified for any of these board or committee members.

Recommendations: All driving examiners should be required to complete training and be certified by an approved training provider with competencies as set out in Annex 6. It is recommended that training and certification framework be based on the standards for driving examiners developed by CIECA (The International Commission for Driver Testing).³³ In addition, it is recommended that the CIECA standards be included in a national handbook for driver examiners.

5.8. Requirements for Commercial Driving Instructors

In order to maintain a consistent standard of driver training in Pakistan, a standard qualification for commercial driving instructors should be established. It should be an offence for a person, for fee or reward, to act as a driving supervisor without being licensed as a driving instructor. This requirement would not apply to non-commercial supervisors such as family members.

Currently in Pakistan, there are no requirements for the training and certification of driving supervisors. Current legislation provides for licensing of schools of motoring (MVR 1969,23). The requirements to become a school of motoring are onerous and out of date. They are prohibitively expensive for a driving instructor who wants to work independently giving driving lessons. For example, there is a requirement for the school of motoring to maintain at least two motorcycles, two motor cars, two light transport vehicles and one heavy transport vehicle. The specific requirements for the driving instructor of a School of Motoring, (MVR 1969, 23, (a)-(e)) include a requirement for the instructor to have a certificate in a motor mechanics course or other equivalent qualification, which though useful, is not normally a requirement for driving instructors.

Legislation: Currently the provisions for the minimum qualifications for driving instructors in legislation in Pakistan need updating (MVR 1969, 23, (a)-(e)).

Recommendations: The driver licensing framework should be revised to include a category for driving instructors as a license endorsement. It is recommended that the training and pre-requisites for commercial driving instructor licenses should be according to the Minimum

33 International Standards for Driving Examiners as set by CIECA (International Commission for Driver testing) Downloaded from: https://www.cieca.eu/sites/default/files/documents/projects_and_studies/4QualityAssuranceOfDrivingExaminers_1.doc

Requirements for Driving Instructors Training (MERIT)³⁴ set out in Annex 7. Currently, there is no license category for driving instructors or provision for a driving instructor endorsement on driving licenses.

In addition, it is recommended that the MERIT standards be included in a national handbook for driving instructors which would also include a comprehensive training syllabus and guidance on techniques.

5.9. Training Syllabus for Driver License Applicants

A training syllabus can assist drivers to prepare for the on-road practical driving test. This syllabus will specify key training objectives and should include as a minimum the following topics:

- | | |
|--|---|
| 1. Inspection of vehicle / pre-drive checks | 11. Cornering |
| 2. Cockpit drills | 12. U-turn and three-point turn |
| 3. Moving off and stopping – straight ahead | 13. Moving off – uphill and downhill |
| 4. Steering | 14. Negotiating steep grades |
| 5. Moving off and stopping – at the kerb | 15. Overtaking and use of passing lanes |
| 6. Signals | 16. Town driving |
| 7. Basic gear changing | 17. Motorway driving |
| 8. Automatic transmission | 18. Rural/open road driving |
| 9. Identifying hazards and the system of vehicle control | 19. Night driving |
| 10. U-turn and Intersection techniques | 20. Reversing |
| | 21. Braking |
| | 22. Parallel parking |

5.10. Medical Fitness Examinations

Currently, all driver license applicants are required to undergo a medical examination by an approved medical examiner to determine medical fitness to drive. The medical practitioner is to issue certification of medical fitness to drive (NHSO DLA Rules 2014, 17(1)).

This is a substantial cost to applicants and a disincentive to enter the licensing system. It is not a cost which can be justified. It is recommended instead that only professional drivers (HTV, PSV and LTV), and all drivers over a specified age limit identified in consultation with the Ministry of NHR&C are required to undertake the currently required medical procedures. A maximum age limit for HTV, PSV and LTV license holders should also be set in consultation with M/oNHR&C.

Legislation: Current procedure is to require all novice drivers to undergo a medical examination to determine medical fitness to drive (NHSO DLA Rules 2014, 17(1)).

³⁴ Minimum Requirements for Driving Instructors Training MERIT downloaded from: https://www.cieca.eu/sites/default/files/documents/projects_and_studies/7MERITMinReqEn.pdf

Recommendations: Applicants for issue or renewal of a learner license or motor vehicle driver license should be required only to undertake an eye test, to be conducted by the DLA. All drivers are required to make a self-declaration as to their health status and to indicate any health issues that may impair their ability to drive a motor vehicle.³⁵ If this discloses a health issue a medical fitness examination should be required. Similarly, the DLA should be empowered to require a medical examination if the need for this in a particular case is identified by the driving license applicant, a medical practitioner, an enforcement officer, or other authorised person.³⁶ The eye test should be in accordance with current standards. A colour blindness test should not be ordinarily required.

5.11. Motorcycles

Riding a motorcycle or motorcycle rickshaw is a high-risk activity, due to the vulnerable nature of riding this type of vehicle and the high risk of injury. Motorcycle and motorcycle rickshaw riders need specific skills in balance and control not required by other vehicle types.³⁷ Motorcycle rickshaw riders are also drivers of a public passenger vehicle.

For motorcycle riders, compulsory rider practical skills training and testing **prior to obtaining a learner and full license** have been shown to contribute to a reduction in both crash and mortality risk, but post-license practical skills training has little effect on subsequent crash risk.³⁸

It is not currently practicable to impose a requirement for completion of a rider practical skills training course prior to completing an on-road practical motorcycle or motorcycle rickshaw rider test.

Recommendation: Should the opportunity arise it would be desirable to establish a basic rider skills course which includes the following competencies.³⁹

Riding competencies

Riders should be trained according to the following competencies:

- looking/searching
- scanning/mirrors
- head checks of blind spots
- communication/use of indicators
- consideration/courtesy for other road users
- maintaining a safe position
- observes speed limits/adjusts speed to the conditions
- moving with traffic flow whenever safe to do so

35 NHSO 2000, The First Schedule, Form A, Question 10. Detail of any disease/debility, physical, mental or otherwise likely to render one unfit for driving or impairment of vision, depth perception, hearing, night vision, color distinction, etc.

36 There is provision for this requirement under NHSO 2000. Section 12, Cancellation of license on grounds of disease or disability.

37 Evans, L. (1991) Traffic Safety and the Driver. New York: John Wiley & Sons.

38 WHO. Powered Two and Three-Wheeler Safety, A Manual for Practitioners. Geneva, World Health Organization, 2017

39 NZTA. (2016). Motorcycle Competency-Based Assessment and Course guide. New Zealand Transport Agency, Wellington. Downloaded from <http://www.nzta.govt.nz/assets/Driver-Licenses/docs/cbta-course-guide.pdf>

- maintaining stability/and riding smoothly
- maintaining safe following distances

Riding tasks

Motorcycle riders should be trained to complete the following seven riding tasks:

- moving into traffic
- riding straight
- riding a curve
- riding through a u-turn and an intersection
- overtaking
- turning back
- moving out of traffic

5.12. Disability

Globally, countries in all major continents assess disability on the basis of medical and crash evidence to ensure that people with a disability are not excluded from holding a driving license unless there is a documented safety issue. For example, there is no medical or crash risk evidence to support hearing-impaired persons being excluded from holding a license. However, because the current law does not clearly state that a hearing impaired person can undertake a driving license test, DLAs will not allow license testing for this group.

Legislation: MVO 1965, Second Schedule, Section 7(5): lists diseases and disabilities absolutely disqualifying a person for obtaining a license. It is recommended that this law is reviewed on the basis on global evidence, and revised with input from the M/oNHSR&C.

5.13. Length of License Period

Most global DLAs issue car and motorcycle licenses for varying periods, including 12 months, 3, 5 and 10 years. The license issue fee should increase in line with the length of the license period.

6

HIGHER DRIVER LICENSE CATEGORIES



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6. HIGHER DRIVER LICENSE CATEGORIES

Commercial drivers are responsible for the safety of their passengers and goods, including hazardous materials, and for the safety of all road users with whom they share the road. Additional and higher licensing standards and requirements must apply for these higher license categories. These requirements relate to age and experience, additional theory testing and technical skills that are appropriate for the license category sought.

6.1. Medical Tests for Commercial Drivers

Commercial drivers renewing LTV, HTV or PSV Licenses, are required to undergo a medical examination by a medical examiner approved by the Driver Licensing Authority in accordance with the current legislation.

Legislation: MVO 1965, 7(3) requires a medical certificate for transport vehicle drivers and NH&MP DLA Rules 2014, 17(3) requires a medical certificate for all transport drivers.

6.2. Heavy Transport Vehicle (HTV) Driver Training

In good practice jurisdictions, including in the EU, Scandinavia, UK, Canada, Australia and New Zealand, Heavy Transport Vehicle (HTV) drivers, including HTV drivers with a PSV endorsement, must undertake ongoing, regular professional development training in addition to completing all driver licensing requirements. This is to ensure that drivers continuously develop and update their knowledge to deal with ongoing changes in the transportation system, changes to transport compliance requirements, and changes to vehicle standards.

As an indication, European regulations require drivers to undertake initial certification training and 35 hours of training every five years to maintain a Certificate of Professional Competence.⁴⁰ The European Guidelines are set out in Annex 8.⁴¹

Currently in Pakistan there is no requirement in legislation for commercial drivers to complete any additional training after passing their initial driving test. In view of the cost of such a requirement as well as the need to keep as many drivers as possible within the licensing system, this should be seen as a longer-term objective. It is not a requirement that should be imposed in the short term.

6.3. Carriage of Dangerous Goods Driver Training

The European Agreement concerning the International Carriage of Dangerous Goods by Road (ADR)⁴² sets out the international standards for the carriage of dangerous goods by road. As part of these standards, drivers are required to undergo training on their responsibilities in ensuring the safe transport of dangerous goods.

40 UK. Government, (2018) Driver Certificate of Professional Competence, Downloaded from <https://www.gov.uk/government/publications/driver-cpc-syllabus/driver-certificate-of-professional-competence-cpc-syllabus>

41 UK. Government, (2018) Driver Certificate of Professional Competence, Downloaded from <https://www.gov.uk/government/publications/driver-cpc-syllabus/driver-certificate-of-professional-competence-cpc-syllabus>

42 UNECE (2016) ADR Volume I, ECE/TRANS/257/Vol 1, UNECE, Geneva http://www.unece.org/fileadmin/DAM/trans/danger/publi/adr/adr2017/ADR2017e_web.pdf

The ADR sets out the following provisions for this training:

TABLE 4: UNECE ADR *INTERNATIONAL CONVENTION ON CARRIAGE OF DANGEROUS GOODS BY ROAD*

General provisions and provisions concerning dangerous articles and substances	
Part 1	General provisions
Part 2	Classification
Part 3	Dangerous goods list, special provisions and exemptions related to limited and excepted quantities
Part 4	Packing and tank provisions
Part 5	Consignment procedures
Part 6	Requirements for the construction and testing of packaging, intermediate bulk containers (IBCs), large packaging and tanks
Part 7	Provisions concerning the conditions of carriage, loading, unloading, and handling
Provisions concerning transport equipment and transport operations	
Part 8	Requirements for vehicle crews, equipment, operation, and documentation
Part 9	Requirements concerning the construction and approval of vehicles ⁴³

Key provisions of the ADR address: Applicable duties as: Consignor, Carrier, (Un)Loader, Packer, Filler, Driver, Vehicle Crew, Consignee.

Training of all employees according to their roles and responsibilities. Maintaining records of training is also required.

Legislation: OGRA Technical Standards for the Petroleum Industry (Road Transport Vehicles, Containers and Equipment used for the Transportation of Petroleum Products) made under Section 42 of Oil and Gas Regulatory Authority Ordinance, 2002 (Ordinance XVII of 2002), requires fuel transport tankers to comply with ADR 2009 standards.

Recommendation: Pakistan should fully adopt ADR standards to ensure the safe transport of dangerous goods including provisions for the training of the driver and helpers. National legislation should provide for general participant duties, the practical safe transport of dangerous goods, competent authorities, powers of enforcement, offences, and penalties.

The requirement for an annual medical certificate for drivers of hazardous goods and inter-urban buses should be examined. A uniform maximum age limit for HTV, PSV and LTV license holders, which reflects NHSO provisions, should be set in consultation with M/oNHSR&C.

43 UNECE (2016) ADR 2017 Volume II: ECE/TRANS/257/Vol 2, UNECE, Geneva.
<http://www.unece.org/trans/danger/publi/adr/adr2017/17contentse0.html>

6.4. Commercial Fleet Safety

Fleet owners and operators are a key stakeholder group. They must be required to provide ongoing monitoring and training for commercial drivers to ensure they comply with road rules, adhere to safe driving practices and to prevent them from engaging in unsafe practices. DLAs should actively encourage fleet safety initiatives by providing resources and an education program that includes adopting a workplace driver safety policy.

6.5. Fleet Safety Management Requirements

The key fleet safety management requirements should be as follows:⁴⁴

1. A senior manager must assume specific responsibility for managing fleet safety and driving at work.
2. A fleet safety and driving for work policy must be incorporated as part of the organisation's approach to staff wellbeing, safety, and security.
3. Routinely undertake, record, and act on findings of risk assessments dealing with all aspects of fleet safety including driver safety, vehicle safety and journey management.
4. Ensure that every incident involving any vehicle driven on behalf of the organisation is recorded, and that the data is regularly analysed and actioned to reduce the likelihood of recurrence.

Driver safety

5. Provide a driver's handbook that supports the organisation's policies and procedures, includes road safety guidance, and sets out individual driver responsibilities (e.g. what to do in the event of an incident).
6. Ensure that all employees driving on behalf of the organisation are initially vetted, inducted and regularly assessed, to establish that they are properly licensed, competent, suitably trained and medically fit to drive. A basic requirement for all drivers should be that they hold a driver's license issued by a DLA that included a practical on-road driving test.

Vehicle safety

7. Ensure that when choosing vehicles to be used on behalf of the organisation that they are suitable for their intended purpose and are fitted with all appropriate safety and security features.
8. Ensure that all vehicles used on behalf of the organisation are regularly inspected and maintained using the manufacturer's recommended service schedules (and if applicable, in accordance with specific licensing or operational requirements).

44 Fleetsafe (2009) Downloaded from <http://www.fleetsafe.org/>

Journey management

9. Check whether a road journey is really necessary and encourage the use of alternative modes of communication and transport where this is practical.
10. Ensure that necessary journeys are scheduled to a realistic timetable, are planned to take into account the need for adequate rest periods and use the safest available routes.

6.6. Fleet Safety Policy Requirements

A fundamental requirement for the development of an effective fleet safety management system is for an organisation to develop its own fleet safety policy. A fleet safety policy should clearly set out how road safety risks are identified, assessed, controlled, and eliminated.

A fleet safety policy should cover driver selection, vehicle selection, staff travel planning and road safety performance management.

A Fleet Safety Policy Template is set out in Annex 9.

6.7. License Period

Most global DLAs issue HTV, PSV, LTV licenses for varying periods according to the applicant's age and medical requirements. The license issue fee should be linked to the length of the license period.

7

PENALTIES AND EXIT FROM THE DRIVER LICENSING SYSTEM



7. PENALTIES AND EXIT FROM THE DRIVER LICENSING SYSTEM

The *Safe System* approach requires drivers to be alert and to comply with all road rules when travelling on the road network.

Road rules will only be obeyed if drivers, passengers, and other road users believe that not obeying them will result in unwanted outcomes, such as the inconvenience of being stopped by Traffic Police, issue of a monetary fine that is sufficiently high to deter offending and/or license suspension or cancellation.

The perceived likelihood of being caught and penalized for disobeying road rules must be high. The penalties imposed must discourage people from disobeying the rules. Good practice jurisdictions typically apply a range of penalties including monetary fines, license penalty points, traffic offender education courses and use of technical devices such as an alcohol ignition interlock or a speed restrictor. In these jurisdictions, very tough penalties apply for unlicensed driving.

All Police who are responsible for enforcing road rules need to be trained and given the tools (such as speed detection equipment) to do their job properly.

7.1. Road Safety Enforcement Theory

It is generally accepted that the behaviour of drivers (and their passengers) is influenced through two enforcement processes:

**General
deterrence:**

Which occurs when drivers (and their passengers) obey road rules because they perceive there is a high risk of being detected, apprehended, and punished if they don't.

**Specific
deterrence**

Which occurs when a driver or passenger is apprehended and punished and stops the unlawful behaviour as a result.

Enforcement of road rules should be aimed primarily at achieving a high level of general deterrence. Then it is not necessary for police to catch and punish road users in order for them to be encouraged to obey the rules.

To improve general deterrence, enforcement should be:

- Accompanied by publicity.
- Unpredictable and difficult to avoid.
- A mix of highly visible and less visible activities.
- Continued over a long period of time.

7.2. Intelligence Led Policing

To maximise the road safety benefit, Traffic Police enforcement should prioritise those road rule violations that have been proven to increase the likelihood of a crash event (e.g. speeding, disobeying red traffic signals) or the severity of injury that results from a crash (e.g. not using seatbelts or properly strapped helmets).

Intelligence led policing involves the use of data and other information to focus enforcement on the behaviours, road users, times and places that present the greatest road safety risk.

7.3. Suspension and Cancellation for Traffic Violations

The most recent legislation for traffic offences is the NHTS 2000, including the Tenth Schedule to that Ordinance. The NHTS makes provision for a demerit points system for traffic violations in the Eleventh Schedule. However, the demerit points system has not been implemented due to lack of harmonisation - there is no provision for adding points to licenses, creating an equity (fairness) issue as between holders of licenses issued in different jurisdictions.

7.4. Offences

There are two schedules for violations and penalties in Pakistan. The MVO 1965 is largely out of date with only small fines listed. The Tenth Schedule of NHTS 2000 includes a comprehensive list of offences and penalties. The level of fines is still quite low in many cases. The NHTS 2000 legislation applies to drivers driving a vehicle on a national highway or motorway.

TABLE 5. NATIONAL SCHEDULE FOR MAJOR VIOLATIONS AND PENALTIES (NHTS 2000 THE TENTH SCHEDULE)

	Violation	Fine (Rupees)	Imprisonment Term (Months)
1.	Driving when disqualified.	1000	Up to 6 months
2.	Obtaining or applying for a driving license without disclosing particulars of endorsement	500-1000	Up to 6 months
3.	Offences relating to construction of vehicle	500-1000	Up to 6 months
4.	Offence relating to permits	1000-2000	Up to 6 months
5.	Overloading of goods 15% in excess of permissible limits	1000-5000	Up to 1 month
6.	Overloading of passengers 30%	1000-5000	Up to 1 month
7.	Offences relating to accidents	1000-2000	Up to 6 months
8.	Taking vehicle without lawful authority	1000-2000	Up to 6 months
9.	Unauthorized interference with vehicles	500- 1000	Up to 6 months
10.	Wilful disobedience or obstruction of lawful orders	1000-2000	Up to 6 months
11.	Altering a license or using an altered or forged license	1000-2000	Up to 6 months
12.	Driving a transport vehicle without obtaining a license or without a license which is effective or without a license applicable to the vehicle driven	500-1000	Up to 1 month
13.	Taking part unauthorized race or trail or speed	1000-2000	Up to 1 month
14.	Overtaking by transport vehicle dangerously where prohibited	500-1000	Up to 1 month
15.	Driving at speed 40 kph higher than specified	750-1500	Up to 1 month

16.	Driving a transport vehicle not covered by a certificate of fitness	500-1000	Up to 3 months
17.	Failing to stop when ordered by a police officer in uniform	500-1000	Up to 1 month
18.	Driving when mentally or physically unfit to drive or under Influence of drug or alcohol	5000-10000	Up to 1 month
19.	Driving recklessly	500-1000	Up to 1 month

7.5. Demerit Point System

A demerit or penalty point system, is an important method of encouraging driver compliance with the road rules. A great advantage of these systems is that they move the focus of enforcement away from simply collecting fines. Enforcement regimes that include a penalty point system have been shown to result in greater reductions in crash risk.⁴⁵ Most good practice jurisdictions have implemented such systems.

A demerit points-based infringement system can be used to identify high risk drivers. When a pre-specified level of points is accumulated, the driver license is suspended for a period of time.

For such a system to be effective, demerit point registers must be kept at either national or sub-national level. If they operate at sub-national level, they must be standardised, so that demerit points recorded against a license in any jurisdiction can be interrogated by all participating jurisdictions. This will improve national compliance with road rules and reduce opportunities for the driver to obtain a second license in another jurisdiction.⁴⁶

Currently, there is provision for a National Demerit Points System in the NHSO 2000, but this applies only to drivers using motorways and highways. It has not been implemented due to the difficulty of assigning points to drivers with licenses from other jurisdictions.

The NHSO 2000 includes provision for warning and suspension after the accumulation of points. A warning letter from the driver licensing authority is issued after 10 points are accumulated within two years. When 20 or more points are accumulated within a two-year period the driver license is to be suspended by a Superintendent of the NH&MP for six months extendable by another six months.

The authority is required to give a notice of license suspension to a licensed driver who incurs 20 or more demerit points within the previous two years.

⁴⁵ Porter, B. E. (Ed.). 2011. *Handbook of Traffic Psychology*. Academic Press., p 5

⁴⁶ ADB (1996), *Road Safety Guidelines for the Asian and Pacific Region*, Asian Development Bank. Manila. Ch. 4.1 p 11.

TABLE 6. DEMERIT POINT LICENSE SUSPENSION

License suspension for demerit points		
Item	Demerit points incurred within previous 2 years	License suspension
1	10	Warning letter
2	20 or more	6 months

Legislation: NHSO 2000. Section 86, and The Eleventh Schedule.

Recommendations: To improve general deterrence, a review of the current NHSO penalty system should be conducted. The review outcome should be a penalty hierarchy based on the road safety risk. For example, under the current NHSO penalty system the offence for ‘Causing an accident which results in property damage’ carries 6 demerit points, while higher risk offences such as ‘Following too closely or cutting in sharply,’ ‘Loading in excess of the restriction on dimension of goods’ and ‘Driving on the wrong side of the road’ carry only 2 demerit points. The NHSO Penalty System hierarchy is set out in Annex 10.

7.6. Suspension and Cancellation on Medical Grounds

In good practice jurisdictions, all drivers above a prescribed age are required to undergo a medical test by the Medical Examiner at the time of every license renewal. DLAs should suspend or cancel the driver license of a person who:

- Fails to undergo a medical test as required.
- In the opinion of the DLA, taking into consideration a medical report, is unfit to drive motor vehicles of the relevant category. In making this assessment, the DLA is to take into consideration the possibility of imposing conditions on the license, such as a driving curfew (for a person with restricted night vision).

Legislation: Current legislation MVO 1965 requires a medical certificate for transport vehicle drivers over the age of 50 years while NH&MP DLA Rules 2014, 17(3) requires a medical certificate for all drivers over the age of 60 years.

8

GUIDELINES IMPLEMENTATION



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8. GUIDELINES IMPLEMENTATION

The implementation of these Guidelines will be a complex task, involving agreement by multiple DLAs. It cannot be realized in the short term.

Initially, the focus of activity should be on enhancing and standardizing learner and full driver license systems and implementing the agreed systems nationally. Actions to improve driver licensing standards for HTV and PSV drivers are also a key priority as these drivers are too frequently involved in major crash incidents which result in multiple fatalities and serious injuries. The proposed Certificate of Professional Competence (CPC) scheme should be seen as a longer-term objective. However, in the short term a pilot CPC scheme could be implemented for fuel tanker drivers and intercity bus drivers.

The road map to implementation includes the following key actions:

- 1 Develop model national driver licensing legislation.
- 2 Establish a national *Driver Licensing Policy Working Group* to develop consensus policy around key issues, standards, processes and systems and information sharing for inclusion in subordinate legislation.
- 3 NH&MP to pilot CPC training courses for HTV drivers of Intercity Buses and Fuel Tankers.
- 4 Develop National Guidelines for Driver Training and Driver Testing. Progressively implement the National Driver Licensing Guidelines in each Province and Territory.
- 5 NH&MP DLA to conduct training courses for driver examiners operating in provincial and territory DLAs.
- 6 Replace the Highway Code with a Driver Handbook for each nationally endorsed driver license category, including an appropriate (low-literacy level) handbook for motorcycle riders and motorcycle rickshaw drivers.
- 7 Implement new processes for training and certification of driver examiners and driving instructors.

The *National Road Safety Strategy, 2018-2030* and its *National Action Plans* should guide the implementation of the recommended actions in this Guideline.

ANNEX 1: NH&MP LICENSING PROCESS - BEST PRACTICE CASE STUDY

Introduction

The NH&MP, is mandated to regulate and control traffic and enforce traffic and safety laws on motorways and national highways under its jurisdiction. It was established in 1997 under the Ministry of Communications.

With effect from 25th June 2014, NH&MP established a driver licensing authority under NHTSO in accordance with section 90 (q) of the HNSO. The Authority undertakes testing and training of members of the public as well as motorway police and Islamabad Traffic Police officers. Its driver licensing and testing systems are based on training standards from Canada and the UAE. The Authority has taken an active role in promoting a higher standard of driver testing and licensing to other DLAs across Pakistan.

Licenses issued by the Authority are valid nationally and are recognised internationally. Its headquarters in Islamabad includes a large complex with a specialist driver testing and training facility. These facilities include a driving simulator, medical checks, license administration units, computerized theory testing, an off-road practical driving track and driver training classrooms. The NH&MP has also set up 28 road safety training centres across Pakistan, with a further 52 training centres planned.

Driver licensing procedure

With the help of the National Database and Registration Authority (NADRA), NH&MP DLA has developed a computer-based driver licensing process. In this system computerised records are kept of all tests completed and driver licenses held by each applicant. An applicant must undergo six stages to qualify for a driver's license:

1. CNIC verification
2. Medical Assessment
3. Data Entry
4. Biometric
5. Theory test
6. Practical test

CNIC verification

Initially, the identity of each applicant is confirmed using CNIC verification. Officers verify their CNIC from NADRA through the XML service and enters their name, father's name, and blood group information into the system.

Medical assessment

After verification, officers assess the medical fitness of the candidate to drive. Medical checks include tests for eyesight (using symbols for illiterate applicants), colour blindness (currently colour blindness prohibits driving, although legislative amendment is proposed to remove this prohibition), weight, blood pressure, blood type, deafness or any other deleterious disease and whether the person is fit to drive safely.

Persons over 60 years of age are required to present a medical certificate from the federal hospital every five years. An applicant who is applying for the special person's category (persons with disabilities) is required to bring a NADRA CNIC to that effect.

Data Entry

After receiving medical clearance, the applicant proceeds to the data entry room where they provide details of their personal information including their contact details, passport number and old license details. The applicant also submits an original challan form, copy of CNIC, blood group report and all other relevant documents at this stage.

Biometric Testing: Photo, Signature and Thumbprint

After data entry, the applicant proceeds to biometrics testing where the applicant is required to give their (i) thumb impression on a fingerprint scanner (ii) a signature on an electronic signature pad and a digital photograph is taken. All information is stored in the NH&MP DLA central database.

Theory test

The NH&MP DLA conducts a computer-based theory test. The test has two sections and can be taken in either Urdu or English. Audio options for illiterate applicants are also available. NH&MP requires the theory test to be completed and passed before the issue of a learners permit i.e. other licensing authorities issue the learners permit without having to complete a theory test in Pakistan. The NH&MP DLA has developed a comprehensive handbook that explains the test procedure and includes all the possible theory test questions, which is provided to all license applicants.

Part I: Sign Test

Applicant is required to correctly answer 9 of the 10 questions in the traffic signs test.

Part II: Traffic rules test

Applicant is required to correctly answer 7 of the 10 questions in the traffic rules test.

There is a 10-minute time limit to complete both parts of the theory test. A minimum of 42 days must elapse after issue of the learners permit before taking the practical driving test.

Practical Driving/Riding Test

The NM&HP DLA conducts off road and on road practical driving tests. An applicant can use a vehicle supplied by the NH&MP or their own vehicle. A free handbook covering the practical test requirements and a more comprehensive handbook for driver training are provided by DLA to all applicants.

Practical driving test (Part I): Off-road practical test

For this part, the testing officer uses a standardized testing record to record and assess driver's competence broadly on six parameters: (i) inspection of vehicle, (ii) Cockpit Drill (seat and mirror adjustment etc.), (iii) starting of the vehicle, (iv) road sense, (v) vehicular control and (vi) shape tests.

Practical driving test (Part II): Practical on-road driving test

After passing Part I, the applicant can appear for driving test Part II which is a practical on road driving test. For this, NH&MP DLA use three different test courses and its officer gives pre-test briefing to candidate (different officer from testing officer).

The entire practical test is recorded using an in-car mounted camera. For retests, a different testing officer is always used. The test includes driving along a dual carriageway, turning left at controlled intersection, u-turning at a round-about and parking in a carpark. Traffic conditions include heavy and light traffic, and of varying types including pedestrians. The testing officers use a standardized testing record sheet to record and assess driver's competence. Hill starts and emergency stops are also tested.

The applicant's driving skills are judged on ten main parameters (i) vehicle control, (ii) move away, (iii) lane discipline, (iv) overtaking, (v) use of indicator, (vi) right of way, (vii) analysing danger, (viii) observing traffic signs and signals, (ix) junctions, (x) emergency stop. Testing officers also assess the competency of the applicant in terms of their attitudes towards road users, safe distance from other vehicles and use of influence/offer bribe.

Motorcycle Practical Test

Motorcycle riding competency is also assessed in two parts by testing officers using a standardized testing record sheet. In the first part, the testing officer observes short manoeuvres around cones to test the balance and coordination of applicant. Then in the second part an on-road practical test is carried out with the examiner sitting as pillion passenger.

Commercial Vehicle Licensing

The authority also provides a heavy vehicle for testing but does not provide training. The NH&MP DLA heavy vehicle test includes an on-road practical driving test which is conducted either in an NH&MP DLA provided vehicle or a suitable vehicle supplied by the candidate. After successful completion of theory and practical driving tests, NH&MP licenses are being issued to the applicants. The opportunity for drivers to get formal training in driving a heavy vehicle are limit due to the reduced number of courses available. Generally, drivers learn to drive while working as an off-siders or driver 'helpers' who then gradually are taught to drive by the more experienced driver.

Training Schools / Programmes

The NH&MP DLA provides a 6-week (total 25 hours training) training course for obtaining the driver license. This course includes:

- Theory course for learners (13 hours multi-media classroom-based training).
- Practical driver training of 12 hours over 3 weeks.

- Simulator training involved training in various weather conditions, and also included avoiding stray animals.

NH&MP also runs the Road Safety Training Institute & Driving School Bahawalpur and NH&MP Training College Sheikhupura. Training College Sheikhupura provides a variety of driver training courses including courses on defensive driving, emergency vehicle driving, professional driving, driving skills development, ambulance driving and professional bus driving.

Driver testing

The introduction of the NH&MP DLA in 2014 and subsequent driver licensing system developed by the NH&MP DLA demonstrate that a higher standard of driver testing is achievable in Pakistan.

- Some organisations and private companies have supported the need for on-road testing by making the NH&MP license a pre-employment requirement for their drivers e.g. Rescue 1122.
- Some HTV drivers are motivated to obtain a license from NH&MP to improve their prospects for employment as drivers.
- NH&MP has also become a training provider for private companies seeking advanced training for their drivers.

NH&MP has shown leadership in promoting higher standards of driver testing to other DLAs by hosting forums on driver licensing standards.

However, uneven standards affect the quality of the system as a whole in Pakistan. Most driver license applicants prefer to use an agent and/or 'shop around' for a lesser (easier) test standard implemented by a provincial DLA. Consequently, there has been minimal improvement in overall standards of driving knowledge and skills in the last four to five decades.

Training of examiners and trainers

NH&MP DLA have comprehensive minimum experience requirements for driving examiners, including: a university degree, 5 years' experience as a traffic officer, and then 5 years as a driving instructor. This is then followed by supervised on the job training as a driver examiner. One current issue with development of expert driver examiners and trainers within NH&MP DLA is the current policy of reassignment to other sections of NH&MP, where this expertise would no-longer be utilized.

Issues in NH&MP driver licensing system

- Many license test applicants appear to not have undertaken any driver training before taking the test. Many young drivers related how they would teach themselves to drive without any supervision by a more experienced driver.
- The initial license test pass rate for NH&MP DLA tests is currently between 23-25%.
- The applicants seemed to have poor knowledge of what was the standard required to pass the practical on-road test. The low pass rate of 23-25% implies that the accepted practice is to not seek professional training prior to taking the practical driving test but to

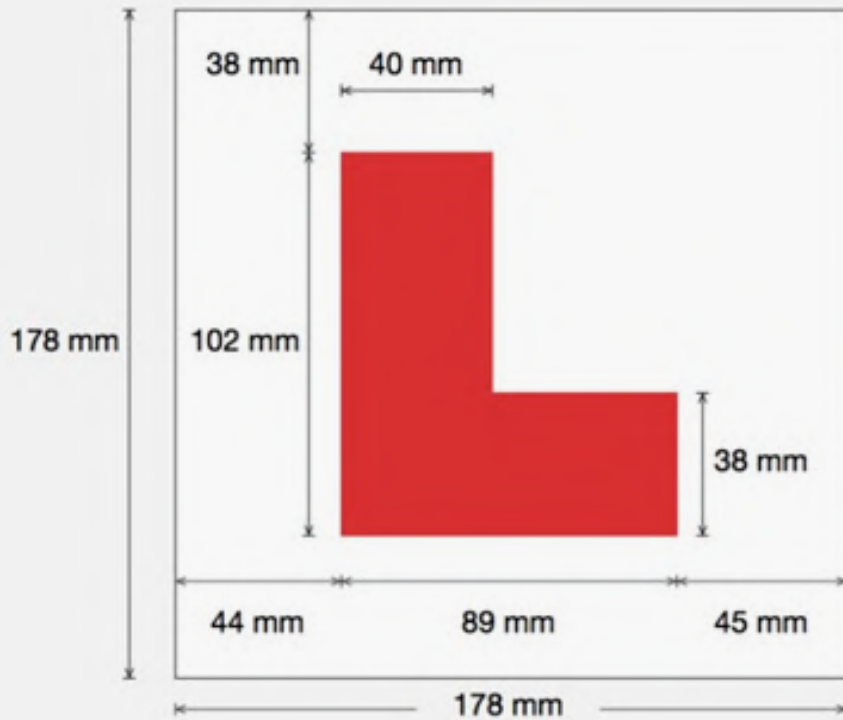
make as many attempts as is needed to pass, by learning from the feedback given by the testing officers.

- The low cost of repeating the driver licensing test acts as a deterrent to undertaking driving lessons. There is no additional charge for up to three attempts at each part of the Part 1 and Part II practical driving tests.
- Motorcycle practical test used motorcycle provided by NH&MP DLA which are much higher-powered vehicles.
- During the motorcycle manoeuvres test a helmet was provided by NH&MP DLA but rider was not required to fasten strap.
- The practical driving test was conducted by the examiner riding as pillion passenger.
- All practical on road tests were recorded using a digital video camera either mounted inside the vehicle or held by the examiner.



FIGURE 11. NH & MP DLA

ANNEX 2: LEARNER 'L PLATE' TEMPLATE



ANNEX 3: LEARNER LOG BOOK TEMPLATE

[illegible]

ANNEX 4: LICENSE TEST THEORY QUESTIONS

Driver license theory test questions should increase knowledge of the key factors and high-risk behaviours that increase risk of death or serious injury in a road crash:

- Speeding
- Not wearing a seat belt or using a child restraint - driver and all passengers
- Not properly wearing a motorcycle helmet - driver and passengers
- Driving while impaired – fatigue, distraction, drugs (including prescription drugs)
- Dangerous overtaking

The sample theory questions below are adapted from questions currently used in the UK, Australia, and New Zealand.⁴⁷

Sample Theory Test Questions for All Drivers

1. When driving through a road works area you should:
 - Slow down and look out for hazards and people.
 - Maintain current speed if the road is clear.
 - Sound your horn.
2. The faster the vehicle in front of you is travelling the...
 - Closer you must get before starting to overtake.
 - More distance and time you need to overtake.
 - Less time you need to overtake.
3. Do motorcycle riders have the same rights and responsibilities as car drivers?
 - No, they must give way to cars at all times when riding on the road.
 - No, they must always give way to larger vehicles such as cars, buses and trucks.
 - Yes.
4. What will happen if you use an agent offer a testing officer a bribe to pass your driving test?
 - Nothing, there is no penalty.
 - Action will be taken against you. The penalties are severe and include fines and imprisonment.

⁴⁷ RMS (2018) Driver Knowledge theory Test Questions, Roads and Maritime Services, NSW, Australia. Downloaded from <http://www.rms.nsw.gov.au/roads/license/driver/tests/driver-knowledge-test.html>. NZTA. (2010). The Official New Zealand Road Code. New Zealand Transport Agency, Wellington. DVSA (2018), Take a Theory Practice Test, Driver and vehicle standards Agency. Downloaded from <https://www.gov.uk/take-practice-theory-test>.

- Only the testing officer will be investigated.
- 5. Is it an offence to obstruct clear vision of your number plates?
 - Yes, at any time.
 - Yes, but it is legal for a tow bar or bicycle rack to cover the rear number plate.
 - No, you are allowed to cover your number plates if you want/need to.
- 6. What must you do if you hear a siren or see the red flashing lights from an ambulance or fire engine? You should -
 - Pull over to the left until the emergency vehicle passes.
 - Immediately come to a stop.
 - Let the emergency vehicle pass and follow it closely behind.

Theory Test Questions for Motorcycle Riders

1. When is it safe for a motorcycle rider to ride without a securely strapped helmet?
 - On a short trip when traffic is light.
 - Never.
 - During daylight hours at the weekend.
7. You need to stop quickly, you should use -
 - Both brakes together.
 - The front brake only.
 - The rear brake only.
8. You are going to make a U-turn. When should you apply the brakes?
 - When you are in the turn.
 - As you come out of the turn.
 - Before you start the turn.
9. If you wear regular spectacles while you ride -
 - You should also wear a face shield or visor.
 - You need no other eye protection.
 - You must not ride at night.
10. Every time before you ride you should check -
 - That the headlight and stop light are working.

- Your fuel tap is not on 'reserve'.
- The expiry date of your license.

Theory Test Questions for Car Drivers

11. As you leave a highway, which of the following should you check?
 - Fuel gauge.
 - Your speed.
 - Windscreen wipers.
12. When you are driving on a two-lane highway, which lane should you choose?
 - Whichever lane has the least traffic.
 - The right lane to avoid slow-moving vehicles
 - The left lane unless you are overtaking.
13. Motorcycle riders have the same rights to use the road as other motor vehicle drivers. They are, however, more at risk in traffic because -
 - They are careless and do not obey road rules.
 - They ride too fast and do not turn their lights on.
 - They are harder to see in traffic and do not have the same protection as many drivers.
14. You see a pedestrian standing near a zebra crossing what should you do?
 - Slow down and prepare to stop.
 - Sound your horn to warn the pedestrian.
 - Speed up to make sure the pedestrian waits until after you leave to cross the road.
15. What must you do if you miss your exit on a highway or motorway?
 - Stop, and carefully reverse to the exit you missed.
 - Continue until you reach the next appropriate exit.
 - Stop immediately and turn around.

Theory Test Questions for Commercial Vehicle Drivers

16. Do you have any responsibilities when opening a vehicle door on a roadway?
 - No, there is no regulation to cover this situation.
 - Yes, you must not open a door if you are likely to cause danger to road users or impede traffic.
 - No, any following traffic must stop if the door interferes with its progress.

- 
17. Before commencing a long drive on a highway or motorway, which of the following should you do?
 - Make sure your vehicle has enough fuel, oil, water, and the correct tyre pressure.
 - Make sure your load is within legal limits and is properly secured.
 - Make sure you have had enough sleep.
 - All of the above.
 18. If an oncoming vehicle crosses the centre line and is coming straight at you and you cannot stop, you should -
 - Brake, look for room to the left, sound your horn and flash your lights.
 - Slow down and hope that the driver will move back.
 - Drive onto the wrong side of the road and hope the other vehicle does not do the same.
 19. Stop signs or flashing lights at railway crossings should always be obeyed, because
 - Trains are fast, heavy and cannot stop quickly.
 - Pedestrians might be crossing.
 - Truck brakes often fail.

ANNEX 5: ON-ROAD PRACTICAL TEST

A good practice minimum standard practical on-road driving test procedure should include the following tasks which are performed in a variety of traffic conditions:

- Cockpit drills
- Vehicle Control
- Hill Start
- U-turns
- Left and right turns at intersections
- Left and right lane changes
- Merging and diverging
- Overtaking
- Straight line driving (two lanes and multiple lanes)
- Emergency stopping
- Entering and exiting a roundabout
- Reversing
- Parking

The driving examiner will assess the candidate driver on the following:

- Compliance with speed limit
- Observation. Hazard identification
- Compliance with right of way/ give way rules/ traffic signs
- Signalling/ Use of Indicators
- Gap selection
- Adjusting speed to conditions/ speed choice
- Following distances
- Lateral position/ lane discipline
- Vehicle control ability

Possible errors could include the following:

- Driving too slow or too fast
- Failing to look before performing a manoeuvre
- Failing to signal
- Mounting the kerb
- Stalling the vehicle
- Failing to come to a complete stop at a stop sign
- Blocking a pedestrian crossing
- Any other illegal action
- Following too close
- Failing to give way to pedestrians at a pedestrian crossing
- Driving over part of a roundabout.

The test is to be terminated, if the candidate:

- Drives recklessly, dangerously, or inconsiderately
- Is involved in a crash for which the novice driver is wholly or partly responsible
- Is unable to carry out the instructions given by the testing officer because of lack of driving ability
- Exceeds the posted speed limit
- Fails to comply with right of way/give way rules or Give Way signs
- Fails to comply with traffic signals or Stop signs

NH&MP Practical Driving Test Part I - II



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GOVERNMENT OF PAKISTAN
NATIONAL HIGHWAYS & MOTORWAY POLICE
DRIVERS LICENCING AUTHORITY
ISLAMABAD

ATTEMPT: _____
DATE: _____

DRIVING COMPETENCY TEST

Learner Permit No	Type	Name of Applicant	CNIC No

UNDERTAKING

I _____ S/O, D/O, W/O _____
R/O _____

CNIC No. _____ hereby take full responsibility for any accident/incident/injury to me or any other person or damage to any property during Ground Test/ Road Tests. National Highways & Motorways Police shall not be liable in this regard. I shall inform to DLA, NH&MP in case of any issue arises which can affect my driving abilities after obtaining driving licence.

Signature of Applicant

PRACTICAL DRIVING TEST (PART-I)**Motor Car/Jeep/Delivery Van**

Description	G	P	
Inspection Of Vehicle	Tyres	☐	☐
	Lights	☐	☐
	Engine Oil	☐	☐
	Water	☐	☐
	Fuel	☐	☐
Cockpit Drill	Doors Closed	☐	☐
	Seat Adjustment	☐	☐
	Steering Adjustment	☐	☐
	Mirrors Adjustment	☐	☐
	Seat Belt	☐	☐
	Hand Brake Position	☐	☐
Starting Of Vehicle	Ignition Control	☐	☐
	Vehicle Un-Park	☐	☐
RESULT			
NEXT DATE			
REMARKS			

Description	G	P	
Road Sense	Road Joining	☐	☐
	Use Of Indicators	☐	☐
	Round About	☐	☐
	Pedestrian Crossing	☐	☐
	Right Of Way*	☐	☐
Vehicle Control	Accelerator, Brake & Clutch	☐	☐
	Steering Control*	☐	☐
	Straight Reverse* (02 Min)	☐	☐
Shape Test	"L" Shape* (03 Min)	☐	☐
	Parallel Park*	☐	☐
	Garage Parking* (Max Time for Parallel and Garage Parking is 5 Min)	☐	☐
Influences, Threaten To Use Influence/Offer Bribe*			
Note: * Means Straight-Away Disqualification Points			

%AGE	Grade
90 & above	A1
80 & above	A
70 & above	B
Below 70	C (Fail)

The applicant has _____ the test specified in the Fourth Schedule of National Highways Safety Ordinance, 2000. The test was conducted on a road vehicle of type Motor Car/Jeep/Delivery Van on _____ day of the Month of _____ 20____.

Examiner's Signature: _____

Examiner's Name: _____



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PRACTICAL DRIVING TEST (PART-II)
Motor Car/Jeep/Delivery Van

ATTEMPT: _____

DATE: _____

Learner Permit No	Type	Name of Applicant	CNIC No

Description	G	P	Description	G	P
Highway Code Book	☐	☐	Right Of Way	☐	☐
Cockpit Drill	Doors Closed	☐	Road Joining*	☐	☐
	Seat Adjustment	☐	At Junction*	☐	☐
	Steering Adjustment	☐	At Round About*	☐	☐
	Mirrors Adjustment	☐	Pedestrian*	☐	☐
	Seat Belt	☐	Analyzing Danger	Hazards	☐
	Hand Brake Position	☐		Blockage	☐
Vehicle Control	Starting Of Vehicle	☐		Parked Vehicles	☐
	Accelerator	☐		Sharp Turns	☐
	Clutch	☐		Speed Breaker/Rumbles	☐
	Gears	☐	Observing Traffic Signs & Signals	Traffic Signs	☐
	Foot Brake	☐		Traffic Signals*	☐
	Hand Brake	☐		Traffic Controllers*	☐
	Steering Control	☐		Road Markings	☐
Move Away	Safely	☐	Junctions	Other Road Users	☐
	Jerks	☐		Approach Speed	☐
Lane Discipline	Proper Lane Usage	☐		Observation	☐
	Speed According To Lane	☐		Turning Right/Left*	☐
Moving Off Uphill Control*	☐	☐		Cutting Corners	☐
Vehicle Park/Un-Park*	☐	☐	Emergency Stop	Alertness	☐
Overtaking	Use Of Mirrors	☐		Control Over Vehicle*	☐
	Use Of Indicators	☐		Use Of Brakes	☐
	Required Speed	☐	Use Of Indicators	Where Necessary	☐
	Observing Blind Spot	☐		Properly Timed	☐
	Safely Return	☐	Safe Distance From Other Vehicles		☐
			Influences, Threaten To Use Influence/Offer Bribe*		☐

Note: * means straight-away disqualification points

RESULT		%AGE	
NEXT DATE		GRADE OBTAINED	
REMARKS			

The applicant has _____ the test specified in the Fourth Schedule of National Highways Safety Ordinance, 2000.
The test was conducted on a road vehicle of type Motor Car/Jeep/Delivery Van on _____ day of the Month of _____ 20____.

%age	Grade
90 & above	A1
80 & above	A
70 & above	B
Below 70	C (Fail)

Examiner's Signature: _____

Examiner's Name: _____

ANNEX 6: DRIVING EXAMINER COMPETENCIES

1. Competencies required by a Driving Examiner⁴⁸

1.1 The driving examiner must have knowledge, skills and understanding related to the topics listed in 1.2.- 1.6.

1.2 The competences of the examiner must be relevant to assessing the performance of a candidate in the driving test for the specific driving license category in question.

1.3 Knowledge and understanding of driving and assessment, including:

- the role of the examiner in contributing to road safety
- the role of the driving test in contributing to road safety
- theory of driving behaviour
- hazard perception and accident avoidance
- the syllabus underpinning driving test standards
- the requirements of the driving test
- relevant road and traffic legislation, whether national or other
- assessment theory and techniques
- defensive driving

1.4 Assessment skills:

The examiner must be able to observe accurately, monitor, and evaluate overall candidate performance, in particular:

- correct and comprehensive recognition of dangerous situations
- accurate determination of cause and likely effect of such situations
- achievement of competence and recognition of errors
- uniformity and consistency in assessment
- assimilate information quickly and extract key points
- look ahead, identify potential problems, and develop strategies to deal with them
- provide timely and constructive feedback

⁴⁸ International Standards for Driving Examiners as set by CIECA (International Commission for Driver testing) Download from: https://www.cieca.eu/sites/default/files/documents/projects_and_studies/4QualityAssuranceOfDrivingExaminers_1.doc

1.5 Personal driving skills:

The driving examiner must be able to drive the vehicle of the relevant license category to a consistently high standard.

1.6 Quality of service:

The examiner must be able to:

- establish and communicate what the customer can expect during the test
- communicate clearly, choosing content, style, and language to suit the audience and context and deal with enquiries from customers
- provide clear feedback about the test result
- treat customers with respect and do not discriminate

1.7 Knowledge about vehicle technique and physics

Driving examiners must have knowledge about vehicle technique such as:

- steering, tyres, brakes, lights, especially for motorcycles and heavy vehicles;
- loading safety;
- knowledge about vehicle physics such as speed, friction, dynamics, energy
- driving in a fuel efficient and environmentally friendly way

2. General Conditions

A car license category examiner:

- a) must have held a car drivers' license for at least 3 years
- b) must be at least 23 years old
- c) must have passed a pre-selection suitability test, including a live interview, designed to establish the potential of the applicant to satisfactorily complete basic training and to fulfil the full range of duties of a driving examiner (aptitudes, understanding of role, attitudes, etc). Candidates may be rejected at this stage
- d) must be a 'fit and proper person'⁴⁹
- e) must have successfully completed the initial qualification provided for in point 3 and subsequently followed the quality assurance and the periodic training arrangements as provided for in point 4
- f) must have completed a vocational education that leads at least to a completion of HSSE or GSE A level
- g) may not be active as a commercial driving instructor in a driving school simultaneously

⁴⁹ Fit and proper person is defined as someone of good character who abides by the laws of Pakistan and who is likely to continue to do so while holding the office of driving examiner.

A driving license examiner for the other categories:

- a) must hold a driving license in the category concerned or possess equivalent knowledge through adequate professional qualification
- b) must have successfully completed the initial qualification provided for in point 3 and subsequently followed the quality assurance and the periodic training arrangements as provided for in point 4
- c) must have been a qualified category car driving license examiner for at least 3 years; this period may be waived provided that the examiner in question can provide evidence of
 - at least 5 years of driving in the category concerned, or
 - a theoretical and practical assessment of driving ability of a standard higher than that needed to obtain a driving license thus making that requirement unnecessary
- d) must have completed a vocational education that leads at least to completion of HSSE or GSE A level
- e) may not be active as a commercial driving instructor in a driving school simultaneously

3. Initial training

- 3.1.1 Before a person may be authorised to conduct driving tests, that person must satisfactorily complete a training programme in order to have the competences set out in point 1.
- 3.1.2 DLAs should determine whether the content of any particular training programme will relate to authorisation to conduct driving tests for one driving license category, or more than one.
- 3.2. Examinations
 - 3.2.1 Before a person may be authorised to conduct driving tests, that person must demonstrate a satisfactory standard of knowledge, understanding, skills and aptitude in respect of the subjects listed in point 1.
 - 3.2.2 DLAs should operate an examination process that assesses, in a pedagogically appropriate manner, the competences of the person as defined under point 1, in particular 1.4. The examination process must include both a theoretical element and a practical element. Computer-based assessment may be used where appropriate. The details concerning the nature and duration of any tests and assessments within the examination shall be at the discretion of the Driver Licensing Authority.
 - 3.2.3 Driver Licensing Authority must determine whether the content of any particular examination will relate to authorisation to conduct driving tests for one driving license category, or more than one.

4. Quality Assurance, Periodic Training and Fitness to Drive

4.1 Quality Assurance

- 4.1.1 Driver Licensing Authorities shall have in place quality assurance arrangements to provide for the maintenance of standards of driving examiners.
- 4.1.2 Quality assurance arrangements should involve the supervision of examiners at work, their further training and re-accreditation, their continuing professional development, monitoring of complaints and periodic review of the outcomes of the driving tests that they have conducted (including statistics).
- 4.1.3 DLAs must provide that each examiner is subject to yearly supervision making use of quality assurance arrangements listed in point 4.1.2. DLAs should ensure that each examiner is observed conducting at least one test each year. When issues are identified corrective action should be taken. The person undertaking the supervision must be a person authorised by the DLA for that purpose. The coaching and feedback role of the supervisor should be emphasised, as opposed to administrative control. The intention is to support the ongoing professional development of the examiner, possibly in combination with peer group discussion.

Person responsible for the supervision of examiners must possess sufficient knowledge and skills to carry out professional development of driver examiners. An external qualification to undertake this role should be obtained from NH&MP.

ANNEX 7: DRIVING INSTRUCTOR REQUIREMENTS

The requirement set out below are the minimum requirements for driving instructors developed as part of the European based MERIT Program (Minimum Requirements for Driving Instructors Training (MERIT))⁵⁰.

EUROPEAN DRIVING INSTRUCTORS TRAINING (MERIT)

1. General competencies required by a driving instructor

The driving instructor must be able to plan, implement and evaluate driver training effectively and meaningfully using the knowledge, skills and understanding related to the topics listed in 1 a) to e).

- a) Comprehensive knowledge of the Goals for Driver Education, in the form of the GDE matrix
- b) Familiarity with a wide range of communication, teaching and motivational skills, with a particular emphasis on targeting self-evaluation skills amongst learner drivers (right column of GDE matrix)
- c) Ability to assess the skills of the learner driver and to identify and address shortcomings
- d) Ability to drive in a consistently high social, defensive and environmentally-friendly manner
- e) Knowledge of the official training curriculum and/or driving test requirements for applicants for a driving license

Detailed content requirements for training and testing are listed in article 5. 2.

2. Conditions for entry

Applicant driving instructors are required to:

- have sufficient schooling to meet the demands of training and working in the profession
- possess the driving license of the category he/she intends to teach in
- have a minimum of 3 years driving experience with the relevant category of vehicle
- complete a screening process, in order to gain access to training and the test to become an instructor
- undergo a medical test - including an eyesight test - commensurate to the safe execution of the profession
- undergo a background check with regard to prior criminal offences and/or traffic offences, to ensure that the applicant is a fit and proper person

⁵⁰ CIECA (2005). Minimum Requirements for Driving Instructors Training, MERIT. CIECA, International Commission for Driver Testing. Brussels. Downloaded from: https://www.cieca.eu/sites/default/files/documents/projects_and_studies/7MERITMinReqEn.pdf

3. Initial qualification

a) Training

Applicants shall be required to undergo obligatory initial professional training prior to the test. Such training shall be carried out in accredited driving instructor training centres which are subject to oversight by a recognised and appointed body. The programme shall at least include training on the teaching methods and skills required to teach all levels of the Goals for Driver Education matrix.

Experience with teaching real learner drivers is required prior to the trainee instructor gaining full qualification. This experience must be subject to supervision by a qualified supervisor, during both practical and theoretical driving lessons. Detailed content requirements for training and testing are listed in article 5.

Persons responsible for training applicant instructors must possess sufficient knowledge and skills to train in the specific area in question. An external qualification to undertake this training should be obtained from NH&MP DLA.

b) Testing

Applicants shall undergo testing, according to the competencies laid down in article 1 and the specific goals specified in article 5, to assess his/her basic knowledge and skills with regard to:

- theoretical knowledge
- teaching ability
- driving ability

The order of the above tests shall be determined by each Driver Licensing Authority. Testing of driving ability and/or teaching ability can be integrated into the training process. Persons responsible for testing applicant instructors must possess sufficient knowledge and skills to test in the specific area in question. An external qualification to undertake this training should be obtained from NH&MP DLA.

4. Quality assurance and ongoing training

a) Ongoing Training

Driving instructors are required to attend a minimum of 5 days of ongoing training every 5 years.

Persons who have ceased pursuit of the profession for a period of 5 or more years and have missed ongoing training requirements during the period of absence, shall undergo a course of sufficient periodic training before resuming the profession.

b) Observation / Quality Checks (with feedback)

Driving instructors shall undergo a minimum of 1 observation, by an appropriately qualified and accredited observer, every 5 years. This observation shall, in particular, assess the

instructor's interaction with the learner driver(s) and provide feedback to the instructor on positive performance and areas in need of improvement. The observation shall take place during a practical on-road driving lesson and/or in a theory lesson, if relevant to the member state in question. Instructors found to be seriously under-performing during such observations shall be required to obtain specific training to correct the observed shortcomings.

c) Periodic Medical Testing

Ongoing medical testing for instructors, including an eyesight test, shall be required at least every 5 years.

5. Content requirements for training and testing

a) Comprehensive knowledge of the Goals for Driver Education, in the form of the GDE matrix.

The driving instructor candidate shall be fully familiar with the hierarchical approach to safe behaviour, according to the GDE matrix (Goals for Driver Education⁵¹) and shall be able to provide understanding to the learner driver about how abilities and preconditions on a higher level influence the demands, decisions and behaviour on a lower level. In order to emphasise the comparative importance of the higher levels of the matrix, training for instructors should begin with Level 4 and work downwards to Level 1.

Level 4 content requirements: knowledge and skills

Individual Aspects Related to Safe Driving

- age and gender
- personality
- general values and attitudes
- intelligence, education and learning style
- disabilities, special needs, vehicle adjustment
- diseases and impairments (including alcohol and drug use)
- feeling of invulnerability (zero-risk theory)

51 Siegrist, S. (Ed.) (1999), Driver training, testing and licensing - towards theory-based management of young drivers' injury risk in road traffic. Results of EU-Project GADGET, work package 3. Bfu-Report 40. Schweizerische Beratungsstelle fuer Unfallverhuetung, Berne. https://ec.europa.eu/transport/road_safety/specialist/knowledge/young/countermeasures/content_of_training_best_practice_en

Social Aspects Related to Safe Driving

- group norms and peer pressure
- cross-cultural issues
- youth socialisation process
- lifestyle
- socio-economic position

Road Safety-Related Statistics

- road safety/accident statistics, national and international for different sub groups of population and road users-related to GDE level 4-aspects

Level 3 content requirements: knowledge and skills*Transport and Road Safety System*

- cost of traffic accidents, estimates of human costs, society cost, health cost etc.
- effects of traffic on health, mobility, economy, environment

Decision Making and Behaviour in Trip-Related Choices

- health status and driving choices
- alcohol and drugs, tiredness and emotional state
- distractions (e.g. mobile phones) and inattentiveness
- single vehicle accidents amongst novice drivers
- peer pressure in the car, passengers, reason and motives for driving, influence on accidents and driving style
- available travel modes, public transport

Journey Planning

- traffic density, rush hours
- time of day, darkness, dusk and dawn
- seasonal and weather differences, snow and ice, fog, rain
- time management

Level 2 content requirements: knowledge and skills

Traffic Rules

- existing traffic rules and their applications
- increased internationalisation and travelling between countries
- road users who are not obeying traffic rules, and driver's ability to cope with them
- legal aspects of breaking the rules, police surveillance, methods and principles, penalties

Traffic Psychology

- mental workload, visual attention
- routine in traffic and automatization of driving behaviour
- overconfidence and calibration of subjective driving abilities in traffic
- risk compensation theory

Driver Behaviour

- behaviour in different traffic situations (junctions, motorways, overtaking etc.)
- speed adjustment, general and in different road environments and situations
- cooperation with other road users and clearness about own intentions
- hazard perception · dangerous situations, (animals, vulnerable road users, icy spots etc.)

Road safety-related statistics

- road safety/accident statistics, national and international - aspects for different accident types in different traffic situations-related to GDE level 2 –

Level 1 Content requirements: knowledge and skills

Vehicle functioning

ANNEX 8: CONTINUING PROFESSIONAL TRAINING FOR PROFESSIONAL DRIVERS

The recommended syllabus for a Certificate of Professional Competence for HTV drivers in Pakistan is to follow the European Guidelines below.⁵²

Characteristics of the transmission system in order to make the best possible use of it

Curves relating to torque, power, and specific consumption of an engine, area of optimum use of revolution counter, gearbox-ratio cover diagrams.

The technical characteristics and operation of the safety controls in order to control the vehicle, minimise wear and tear and prevent malfunctioning.

Specific features of hydraulic vacuum servo-brake circuit, limits to the use of brakes and retarder, combined use of brakes and retarder, making better use of speed and gear ratio, making use of vehicle inertia, using ways of slowing down and braking on downhill stretches, action in the event of failure.

Ability to optimise fuel consumption

Optimisation of fuel consumption by applying 'know-how'.

Ability to load the vehicle with due regard for safety rules and proper vehicle use:

- Forces affecting vehicles in motion, use of gearbox ratios according to vehicle load and road profile, calculation of payload of vehicle or assembly, calculation of total volume, load distribution, consequences of overloading the axle, vehicle stability and centre of gravity, types of packaging and pallets.
- Main categories of goods needing securing, clamping and securing techniques, use of securing straps, checking of securing devices, use of handling equipment, placing and removal of tarpaulins.

Ability to ensure passenger comfort and safety

- Adjusting longitudinal and sideways movements, road sharing, position on the road, smooth braking, overhang operation, using specific infrastructures (public areas, dedicated lanes).
- Managing conflicts between safe driving and other roles as a driver, interacting with passengers, peculiarities of certain groups of passengers (disabled persons, children).

⁵² U.K. Government (2018) Driver Certificate of Professional Competence, Downloaded from <https://www.gov.uk/government/publications/driver-cpc-syllabus/driver-certificate-of-professional-competence-cpc-syllabus>

Ability to load the vehicle with due regard for safety rules and proper vehicle use

- Forces affecting vehicles in motion, use of gearbox-ratios according to vehicle load and road profile, calculation of payload of vehicle or assembly, load distribution, consequences of overloading the axle, vehicle stability and centre of gravity.

APPLICATION OF REGULATIONS

The social environment of road transport and the rules governing it

Maximum working periods specific to the transport industry; principles, penalties for failure to use, improper use of and tampering with the tachograph; knowledge of the social environment of road transport: rights and duties of drivers as regards initial qualification and periodic training.

The regulations governing the carriage of goods

Transport operating licenses, obligations under standard contracts for the carriage of goods, drafting of documents which form the transport contract, international transport permits, obligations under the **Convention on the Contract for the International Carriage of Goods by Road**, drafting of the international consignment note, crossing borders, freight forwarders, special documents accompanying goods.

The regulations governing the carriage of passengers

Carriage of specific groups of passengers, safety equipment on board buses, safety belts, vehicle load.

HEALTH, ROAD AND ENVIRONMENTAL SAFETY, SERVICE, LOGISTICS

Driver risk awareness

To make drivers aware of the risks of the road and of accidents at work Types of accidents at work in the transport sector, road accident statistics, involvement of lorries/coaches, human, material and financial consequences.

Ability to prevent physical risks

Ergonomic principles; movements and postures which pose a risk, physical fitness, handling exercises, personal protection.

Awareness of the importance of physical and mental ability

Principles of healthy, balanced eating, effects of alcohol, drugs or any other substance likely to affect behaviour, symptoms, causes, effects of fatigue and stress, fundamental role of the basic work/rest cycle.

Ability to assess emergency situations

Behaviour in an emergency situation: assessment of the situation, avoiding complications of an accident, summoning assistance, assisting casualties and giving first aid, reaction in the event of fire,

evacuation of occupants of a lorry/bus passenger, ensuring the safety of all passengers, reaction in the event of aggression; basic principles for the drafting of an accident report.

Ability to adopt behaviour to help enhance the image of the company

Behaviour of the driver and company image: importance for the company of the standard of service provided by the driver, the roles of the driver, people with whom the driver will be dealing, vehicle maintenance, work organisation, commercial and financial effects of a dispute.

The economic environment of road haulage and the organisation of the market

Road transport in relation to other modes of transport (competition, shippers), different road transport activities (transport for hire or reward, own account, auxiliary transport activities), organisation of the main types of transport company and auxiliary transport activities, different transport specialisations (road tanker, controlled temperature, etc), changes in the industry (diversification of services provided, rail-road, subcontracting, etc).

The economic environment of the carriage of passengers by road and the organisation of the market

Carriage of passengers by road in relation to other modes of passenger transport (rail, private car), different activities involving the carriage of passengers by road, crossing borders (international transport), organisation of the main types of companies for the carriage of passengers by road.

Fuel efficient driving

One of the more successful training programs for commercial vehicle drivers are programs that focus on increasing fuel economy.⁵³

These programs have been shown to reduce crash risk and are cost effective due to reductions in fuel consumption. These programs are effective because the training focuses on changing the driver's way of driving to smoother style of driving. This change in driving styles results in reduced fuel consumption which can be regularly monitored and measured.

This type of course is also an example of a shift from less effective classroom and training-based courses, to more effective, shorter coaching-based courses.⁵⁴

53 Ecowill (2013) Ecodriving, Short-duration training for licensed drivers and integration into driving education for learner drivers. Downloaded from https://ec.europa.eu/energy/intelligent/projects/sites/iee-projects/files/projects/documents/ecowill_final_publishable_report_en.pdf

54 EU HERMES (2010). EU HERMES Project Final Report. Retrieved 2 October 2017 from <http://www.alles-fuehrerschein.at/HERMES>

The five basic principles of fuel-efficient driving are:⁵⁵

1. Greater Anticipation

Anticipate situations and other road users as far ahead as possible. Maintain a greater distance between vehicles in order to avoid unnecessary acceleration and braking and make maximum use of the vehicle's momentum

2. Maintain a steady speed at low RPM

Drive smoothly, using the highest possible gear at low RPM

3. Shift up early

Shift to higher gear by approximately 2,000 RPM

4. Check tyre pressures frequently, at least once a month and before driving at high speed.

5. Remember all ancillary loads add to fuel consumption

Electrical equipment and air conditioning add significantly to fuel consumption. Avoid carrying dead weight and adding unnecessarily to aerodynamic drag. Do not open windows at high speed or carry extra load (goods or passengers).



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⁵⁵ Ecowill (2013) Ecodriving, Short-duration training for licensed drivers and integration into driving education for learner drivers. Downloaded from https://ec.europa.eu/energy/intelligent/projects/sites/iee-projects/files/projects/documents/ecowill_final_publishable_report_en.pdf

ANNEX 9: FLEET SAFETY POLICY TEMPLATE

This is a template for a Fleet Safety Policy which can be used and developed to suit the requirements of any organisation/company.⁵⁶

FLEET SAFETY POLICY

Fleet Safety Policy for [enter name of company]

Date: [enter date policy is written]

To be updated: [enter the date to update it – annually is recommended]

Aim of this Policy

To reduce at-fault crash costs and injuries by [determine an achievable figure and add it here] over three years by promoting safe driving behaviours within the organisation.

Objectives of the Policy

- To ensure that staff who drive vehicles in the course of their work demonstrate safe, efficient driving skills and other good road safety habits at all times.
- To maintain all company vehicles in a safe, clean and roadworthy condition to ensure the maximum safety of the drivers, occupants and other road users, and reduce the impacts of company vehicles on the environment – this also applies to personal vehicles used for work purposes.

Code of Conduct

The code of conduct for [enter name of company] states that: “While driving company vehicles or own vehicles for work purposes, staff must comply with traffic legislation, be conscious of road safety and demonstrate safe driving and other good road safety habits”.

The following actions in company vehicles will be viewed as serious breaches of conduct and dismissal may be a consequence:

- being under the influence of drugs or alcohol while driving
- driving while disqualified or not correctly licensed
- reckless or dangerous driving causing death or injury
- failing to stop after a crash
- acquiring demerit points leading to suspension of license
- any actions that warrant the suspension of a license

⁵⁶ NZTA (2010) Sample Safe Driving Policy. Downloaded from <https://www.nzta.govt.nz/assets/resources/your-safe-driving-policy/docs/sample-safe-driving-policy.doc>

Responsibilities as an employee

Every driver of a company vehicle will:

- ensure they hold a current driver license for the class of vehicle they are driving and that this license is carried when driving a company vehicle
- immediately notify their supervisor or manager if their driver license has been suspended or cancelled, or has had limitations placed upon it
- be responsible and accountable for their actions when operating a company vehicle or driving for the purposes of work
- display the highest level of professional conduct when driving a company vehicle
- regularly check the oil, tyre pressures, radiator and battery levels of company vehicles they regularly use
- comply with traffic legislation when driving
- assess hazards while driving and anticipate 'what if' scenarios
- drive within the legal speed limits, including driving to the conditions
- wear a safety belt at all times
- never drive under the influence of drugs or alcohol, including prescription and over the counter medication if they cause drowsiness – to do so will merit disciplinary measures
- avoid distraction when driving – the driver will adjust car stereos/mirrors etc before setting off, or pull over safely in order to do so
- report any near-hits, crashes and scrapes to their manager, including those that do not result in injury, and follow the crash procedures outlined in this policy
- report infringements to a manager at the earliest opportunity
- report vehicle defects to a manager before the next vehicle use

In addition, it is required that all drivers:

- take regular and adequate rest breaks, at least every two hours
- stop when tired
- plan their journeys, taking into account pre-journey work duties, the length of the trip and post-journey commitments
- stay overnight if driving time and non-driving duties exceed (10 hours) in one day

If an employee is driving their own vehicle for the purposes of work, the same policies apply. In addition:

- the employee must seek the employer's agreement before using their vehicle for work
- the car must be legally registered, warranted and insured for the purposes of work – the employee must show evidence of this on request

- the employee must not carry loads for which the vehicle is unsuited, nor may they carry more passengers than for whom there are seat belts
- the vehicle must not be used in conditions for which it was not designed (such as off-road).

Responsibilities as an employer

The employer will take all steps to ensure company vehicles are as safe as possible and will not require staff to drive under conditions that are unsafe and/or likely to create an unsafe environment, physical distress, fatigue, etc.

The employer will do this by undertaking the following tasks:

1. Giving priority to the recruitment of drivers who hold a driver license that included a practical on-road driving test as part of the assessment process. For example, this is a requirement of licenses issued by NH&MP DLA.
2. Giving priority to safety features when selecting new vehicles, including:
 - where available, only buying and/or hiring vehicles that rate four or more stars on the NCAP (New Car Assessment Program) tests
 - choosing vehicles with ESC (Electronic Stability Control), ABS brakes, front, and side airbags
 - only buying and/or hiring vehicles that are light coloured
 - fitting all vehicles with a first aid kit, fire extinguisher, reflective vest, torch and emergency triangle.

The person/position responsible for ensuring this is followed is [enter name or position of person].

3. Ensuring all vehicles are well maintained and that the equipment promotes driver, operator and passenger safety by:
 - servicing the vehicles according to manufacturers' recommendations
 - setting up procedures where employees check vehicles' oil, water, tyre pressures and general cleanliness on a monthly basis, then record the inspections
 - keeping maintenance schedules in the glove boxes of all vehicles, which are completed each time the vehicles are serviced in any way
 - following the maintenance schedules in the vehicles' manuals
 - setting up a procedure to identify and rectify faults as soon as practicable.

The person/position responsible for ensuring this is followed is [enter name or position of person].

4. Collecting and collating statistics on incidents, crashes and their causes, including:
 - the number of crashes
 - who was thought to be 'at fault'
 - the probable causes of the crashes and other contributors, such as unrealistic work schedules

- the financial cost of all crashes
- the number of prosecutions
- the number of near-miss events
- other costs, such as downtime, temporary workers, and lost productivity.

The person/position responsible for ensuring this is followed is [enter name or position of person].

5. Monitoring and managing work schedules to ensure they do not encourage unsafe driving practices by:
- recommending staff to have 10 hours' minimum continuous rest and 11 hours' maximum driving time every 24 hours
 - requiring non-commercial drivers to take 10-minute breaks every two hours of driving.

The person/position responsible for ensuring this is followed is [enter name or position of person].

6. Taking into account individual drivers' needs by:
- requiring staff to keep driving logs that are regularly checked by a supervisor or manager.

The person/position responsible for ensuring this is followed is [enter name or position of person].

7. Identifying driver training needs and arranging appropriate training or retraining, including providing:
- a thorough induction to the company's road safety policies and procedures
 - driver training opportunities to all staff
 - driver assessment and required training as part of all staff inductions
 - advanced driver training or specific practical training as required and identified
 - regular staff seminars or refresher meetings on safety features, fatigue, driver responsibility, drink-driving and fuel-efficient driving
 - driver training log updates on personnel files

The person/position responsible for ensuring this is followed is [enter name or position of person].

8. Encouraging safe driving behaviour by:
- not paying staff speeding or other infringement fines
 - forbidding the use of mobile phones in vehicles while driving
 - encouraging regular breaks while driving
 - encouraging the use of taxis and buses whenever necessary
 - ensuring the employer is informed if existing staff become unlicensed.

The person/position responsible for ensuring this is followed is [enter name or position of person].

9. Encouraging better fuel efficiency by:

- setting up and promoting a car pool scheme for work car use
- setting up and promoting a workplace travel plan
- providing training on, and circulating information about, travel planning and efficient driving habits
- encouraging the use of other transport and/or remote conferencing whenever practical

The person/position responsible for ensuring this is followed is [enter name or position of person].

10. What employees are to do if there is a crash in a company vehicle:

- Immediately stop your vehicle at the scene or as close to it as possible, making sure you are not obstructing traffic. Ensure your own safety first. Help any injured people and call for assistance if needed.
- Try to get the following information:
 - o details of the other vehicle(s) and registration number(s)
 - o name(s) and address(es) of the other vehicle owner(s) and driver(s)
 - o name(s) and address(es) of any witness(es)
 - o name(s) of insurer(s)
- Give the following information:
 - o your name and address and company details.

11. If you damage another vehicle that is unattended, leave a note on the vehicle with your contact details.

12. Contact the police:

- if there are injuries
- if there is a disagreement over the cause of the crash
- if you damage property other than your own

13. Follow-up

- If there is an injury or major damage, report the crash to your manager as soon as you can.

How the success of the Policy will be measured

The success of this policy will be measured by the increase or decrease in:

- the number of crashes involving company vehicles
- the number of at-fault crashes involving company vehicles
- the number of traffic infringements received
- the costs of repairs and maintenance
- other financial costs associated with vehicle use
- the average cost of vehicle-related workers' compensation claims

Incentives

[Insert incentives suitable for your business if appropriate.]

Policy Review

This policy will be reviewed after its first year and every year thereafter.

ANNEX 10: NHSO 2000 DEMERIT POINT SYSTEM

	Offence	Demerit points
1.	Causing an accident which results in:	
	(a) Death	15
	(b) Serious bodily injury	10
	(c) Minor bodily injury	8
	(d) Property damage	6
2.	Failing to stop the occurrence of an accident	10
3.	Driving with a suspended licence	10
4.	Overloading passenger or goods in excess of 6 permissible limit, to the extent of 30%	6
5.	Driving without a licence valid for the vehicle driven.	6
6.	Driving under influence of drugs or alcohol	8
7.	Failure to observe traffic signals	
	(a) Red light	6
	(b) Amber light	4
8.	Driving at speed in excess of permissible limits by 40km/hr	6
9.	Overtaking dangerously or where prohibited	6
10.	Reckless driving	6
11.	Failure to stop when ordered by a Police officer in uniform	6
12.	Driving wrong way in one-way road	4
13.	Failure to stop at a stop sign	4
14.	Improper crossing of railway tracks	4
15.	Failure to yield the right-of-way to other vehicles	4
16.	Driving at night without proper lights	4
17.	Interfering, etc, with an emergency vehicle	4
18.	Driving a vehicle without proper authority	4
19.	Taking prohibited U-turn	2
20.	Disobeying yield sign	2
21.	Failure to yield the right-of-way to pedestrian	2
22.	Following too closely or cutting in too sharply	2
23.	Driving with rear screen covered	2

24.	Jumping traffic queue	2
25.	Driving on the wrong side of the road	2
26.	Failing to dip headlight for other traffic	2
27.	Using turn indicator for any purpose other than turning	2
28.	Reversing where prohibited	2
29.	Failing to observe lighting hours	2
30.	Failure to observe silence zone	2
31.	Loading in excess of the restriction on dimension of goods	2
32.	Towing violations	2
33.	Failure to protect beginner drivers, etc	2
34.	Changing lane or turning without giving proper signal	2
35.	Careless driving	2
36.	Obstructing traffic	2
37.	Improper turn (turn from wrong lane	2
38.	Failure to stop for a school bus or emergency vehicle	2
39.	Improper loading of goods	2
40.	Other violations as listed in Part I and Part VII of Eighth Schedule	1
41.	Defective brakes	3
42.	Defective steering	3
43.	Tyre – unsuitable type	3
44.	Tyre – over/under inflated	3
45.	Tyre – tread less than prescribed	3
46.	Tyre – different types on different axles	3
47.	Condition/load likely to cause nuisance	3
48.	Provisional licence holder driving on national highway	3
49.	Crossing double white lines	3
50.	Contravening height restriction	3
51.	Stopping on zebra crossing	3
52.	Motorcycle passenger not sitting astride	3

