ONTARIO O’S APPROACH TO YOUNG AND NOVICE DRIVERS AND OTHER HIGH-RISK CATEGORIES

AAMVA 2016 At-Risk Drivers Workshop
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1. OVERVIEW OF ROAD SAFETY IN ONTARIO
For the last 15 years, Ontario has been ranked either first or second in North America for road safety.

- One person killed every 17 hours
- One collision every 3 minutes
- One person injured in a drinking and driving crash every 3.8 hours
- One person injured in a speed-related crash every 1.4 hours
- One person injured every 8.8 minutes
Key Road Safety Measures

Licensed Driver Population and Fatality Rate: 1975-2013

- 1976: Seatbelt use becomes mandatory
- 1982: Child car seats become mandatory
- 1993: Road Safety Marketing Office (RSMO) created
- 1995: RSMO funding program initiated
- 1994: Graduated Licensing System (GLS) introduced
- 1996: Administrative Driver’s Licence Suspensions, dedicated R.I.D.E. program funding
- 1998: 'Back on Track' remedial program
- 1999: Vehicle Impoundment Program
- 2001: Ignition Interlock Program
- 2005: Mandatory Booster Seats
- 2006: One Person, One Seatbelt
- 2007: Street Racing Legislation
- 2009: Speed limiters for large trucks
- Warn range sanctions
- Ban on hand-held devices
- 2010: Zero BAC for 21 & under
- New Ignition Interlock and Vehicle Impoundment Programs
2. YOUNG/NOVICE DRIVERS AND GRADUATED LICENSING
• Ontario’s **Graduated Licensing System** (GLS) was introduced in 1994:
  
  o A **two-step process** (G1/G2) that takes a minimum 20 months to complete.
  o Allows new drivers to **gradually build driving experience and skills**.
  o Requires novice drivers to adhere to a **comprehensive set of driving restrictions** designed to **reduce their exposure to high risk driving situations**.

• Ontario was the first jurisdiction in North America to introduce a comprehensive GLS program applying to both young and novice drivers.

• GLS addresses over-representation of novice drivers in motor vehicle collisions:
  o Among novice drivers, teenagers have consistently been at highest risk per km driven due to inexperience, attitudinal and lifestyle factors.
GLS – Passenger Cars

A two-step process that takes a minimum of 20 months to complete.

Allows new drivers to gradually acquire driving experience and skills.

G1
- Minimum age 16, must pass eye test and written test about the rules of the road/traffic signs
- Minimum 8 months with successful completion of Beginner Driver Education (BDE) or 12 months without
- Fully licensed accompanying driver in front seat at all times
- Zero Blood Alcohol Concentration (BAC)
- Cannot drive on 400-series highways or high-speed expressways
- Cannot drive between midnight and 5 a.m.
- Working seat belt for all passengers

G2
- G2 level granted based on G1-exit road test
- Minimum 12 months
- Zero BAC
- Working seat belt for all passengers
- If age 19 and under, passenger restrictions apply between midnight and 5 a.m. unless accompanied by a fully licensed driver in front seat or if passengers are members of immediate family

G
- Full driving privileges on completion of G2 road test
A two-step process that takes a minimum 24 months to complete.

Allows new drivers to gradually acquire driving experience and skills.

**M1**
- Minimum age 16, must pass an eye test and written test about the rules of the road/traffic signs
- Minimum 60 days
- Zero BAC
- Must wear an approved motorcycle helmet
- Can only ride during daylight hours
- Cannot drive on road with speed limits of 80km/hr and over (except some highways as designated)
- Cannot carry passengers

**M2**
- M2 level granted based on M1-exit road test
- Minimum 18 months with successful completion of a recognized motorcycle safety course or 22 months without course completion
- Can now ride at night and on any road
- Zero BAC
- Wear an approved helmet

**M**
- Full driving privileges on completion of M2 road test
Beginner Driver Education

• BDE was introduced as a component of GLS to encourage novice drivers to learn the rules of the road and acquire basic vehicle operation skills through formal instruction.

• To graduate from a Ministry-approved BDE course, novice drivers must complete 20 hours of in-class instruction, 10 hours of in-vehicle instruction and an additional 10 hours of flexible training.

• **Sept 2007:** The ministry began regulating all driving schools offering BDE in the province and compliance with provincial standards is monitored.

• **Sept 2009:** New BDE curriculum standards implemented:
  • All ministry-approved course providers offering BDE must use a curriculum that conforms to the Ministry’s BDE curriculum standards.
  • Standards include a more intensive driver education program with a focus on skills and behaviours to reduce collision risk for novice drivers, including speed control, hazard detection, distracted driving, risk assessment and decision making.

• **January 2016:** 509 ministry-approved BDE course providers at 1012 locations.
  • Almost 150,000 students take a ministry approved BDE course every year (there are approximately 300,000 G1 drivers on Ontario roads).
• In recent decades, Ontario has achieved significant results in enhancing young and novice driver safety:

  o Largely due to the introduction of Ontario’s GLS in 1994; and,

  o According to the last five years of available data (2009-2013), Ontario experienced a 72% decrease in the average fatality rate for young drivers aged 16 to 19 compared to the five years prior to the introduction of GLS (1989-1993).
    o In comparison, drivers aged 45-54 had an average fatality rate decrease of 62%.

• Young drivers aged 16 to 19 continue to be over-represented in motor vehicle collisions and traffic fatalities as compared with more experienced drivers.

• In 2013, teenage drivers aged 16-19 had an involvement rate in at-fault fatal collisions that was almost two times higher than drivers aged 30-59.
Young Driver Risk Profile

• **Experience**
  • Learning to drive takes time and needs extended practice in order to reach a sufficient competence level.

• **Age**
  • Cognitive, physical and emotional immaturity, as well as lifestyles associated with youth can increase crash risk and severity.
  • Propensity to take risks.

• **Gender**
  • Young men are more inclined toward risk-taking, sensation-seeking, speeding and anti-social behaviour than their female counterparts.
**Young Driver Fatalities & Serious Injuries**

**Introduction of Graduated Licencing System**

Significant decreases despite 52% increase in young driver population

**Between 1988 - 2013:**
- Drivers 16-19 Killed ↓ 73%
- Drivers 16-19 Seriously Injured ↓ 88%

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Fatalities</th>
<th>Number of Serious Injuries</th>
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</thead>
<tbody>
<tr>
<td>1988</td>
<td>60</td>
<td>400</td>
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<tr>
<td>1989</td>
<td>50</td>
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<td>2013</td>
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**Safe Drivers · Safe Vehicles · Secure Identities · Saving Lives**
Young Driver Collision Data 2012/13

- **ER Visits (Minor Injuries)**
  - 2012: 70
  - 2013: 65
  - Reduction: 7.1%

- **Hospital Admissions (Major Injuries)**
  - 2012: 869
  - 2013: 827
  - Reduction: 4.8%

- **Fatalities**
  - 2012: 15
  - 2013: 17
  - Increase: 13.3%
Young Drivers (16-19 year olds) Killed

Over half had been drinking or were impaired by alcohol or tested positive for drugs

Almost 3 out of 4 were speeding or lost control

* Figures do not include drivers of motorcycles/mopeds, bicycles, all terrain vehicles or snow vehicles
At-Fault Fatal Collision Involvement Rate by Age Group, 2004-2013
1. Lower injury collision involvement rates among teen G2 drivers who completed BDE

Collision Involvement Rates per 10,000 Licensed Drivers

<table>
<thead>
<tr>
<th></th>
<th>Fatal</th>
<th>Injury</th>
</tr>
</thead>
<tbody>
<tr>
<td>BDE</td>
<td>1.81</td>
<td>166.6</td>
</tr>
<tr>
<td>NO_BDE</td>
<td>1.82</td>
<td>175.1</td>
</tr>
</tbody>
</table>

4.9% lower injury collision involvement rates among teen G2 drivers who completed BDE.
2. Higher HTA and CCC suspension rates among teen G2 drivers who did not complete BDE

Suspension Rate per 10,000 Licensed Drivers

<table>
<thead>
<tr>
<th>Suspension Rate per 10,000 Licensed Drivers</th>
<th>BDE</th>
<th>NO_BDE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Suspension Rate</td>
<td>185.5</td>
<td>463.0</td>
</tr>
<tr>
<td>Rate</td>
<td>59.9%</td>
<td></td>
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</table>

BDE Evaluation Results
August 1, 2010:

- **Drivers 21 years of age and younger**, regardless of licence class, must have a **zero blood alcohol concentration (BAC)** when they get behind the wheel or they face:
  - An immediate 24-hour licence suspension;
  - 30-day licence suspension; and,
  - Up to $500 in fines.

- Drivers in GLS face **escalating sanctions** *(See Appendix A/B for further details).*

September 1, 2015:

- To supplement the legislative amendments in the *Making Ontario’s Roads Safer Act, 2015*, Ontario introduced a regulatory change to add a distracted driving prohibition to the existing Novice Driver Licence Conditions.

- Young and novice drivers, who are convicted of any GLS violations, including distracted driving, will be subject to escalating licence suspensions and risk licence cancellation *(See Appendix A/c for further details).*

- This change reinforces the need for all novice drivers, regardless of age, to drive responsibly, and obey the rules of the road including the conditions of their licence class.
Province works with road safety partners to reach out directly to young drivers with:

- Stop Impaired Driving Student Awareness Tool Kit
- Take it To the Track Youth Leadership Event
- “Sweet Life Road Show”
Potential Policy Improvements

Mandatory logged practice
(i.e. number of driving hours with supervisory driver/BDE instructor)

Extended GLS program/extended stage durations

Integration of technology
(e.g., telematics solutions)

Improved night-time and passenger restrictions
3. SENIOR DRIVERS
Key objective: Balance senior driver mobility and independence with road safety.

Recent MTO licensing data indicate that the number of licensed 80+ drivers has increased from around 90,000 in 1996 to over 290,000 in 2014.

This population is expected to grow to 308,000 in 2020.

Rate of fatal collisions involving senior drivers is roughly double that of the general population.

Elevated collision risk is linked to natural declines in cognitive, visual, and functional abilities that occur naturally with age.
80 and Above Senior Driver Licence Renewal Program:
• Enhanced on April 21st, 2014. Every two years, senior drivers are required to:
  • Take a vision test;
  • Undergo a driver record review;
  • Attend a shortened group education session (GES); and,
  • Complete two brief, non-computerized in-class screening assignments (the Clock Drawing Test and the Letter Cancellation Test).

• If deemed necessary, seniors may have to complete a road test prior to renewal or provide the ministry with additional medical information.

Mandatory Medical Reporting Program:
• Requires doctors and optometrists to report to the ministry every patient under their care, aged 16 years and over, who has a medical condition that may make it unsafe for him or her to drive.

70 and Over Collision Program:
• All drivers 70 years of age and older that are convicted of a collision-related traffic offence must pass a vision, knowledge and G2-level road test, which includes a highway driving component, to maintain their licence.
• Preliminary analysis: New 80 and Above Senior Driver Licence Renewal Program is ~2.5 times more effective than the previous program in identifying drivers who have cognitive/functional deficits affecting their ability to drive.

• MTO is preparing to carry out a full evaluation of the new Senior Driver Renewal Program, based on the first two years of program data.

• Potential future enhancements:
  • Restricting the number of road test attempts;
  • Expanding the use of cognitive screening tools to other senior programs;
  • Exploring the option of a cognitive road test.
4. IMPAIRED DRIVERS
• In 2013, drinking and driving collisions claimed 110 lives in Ontario – almost one-fifth of all traffic fatalities.

• Also in 2013, 64 of the 518 total fatalities in motor vehicle collisions involved drugs.

### At a Glance: Situations with the Highest Road Fatalities

<table>
<thead>
<tr>
<th>Category</th>
<th>Number of Fatalities</th>
<th>Percentage of Total Fatalities*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drinking and driving collisions</td>
<td>110</td>
<td>21.2%</td>
</tr>
<tr>
<td>Pedestrian fatalities</td>
<td>100</td>
<td>19.3%</td>
</tr>
<tr>
<td>Large truck collisions</td>
<td>96</td>
<td>18.5%</td>
</tr>
<tr>
<td>Inattentive driving collisions</td>
<td>81</td>
<td>15.6%</td>
</tr>
<tr>
<td>Speed-related collisions</td>
<td>72</td>
<td>13.9%</td>
</tr>
<tr>
<td>Unbelted occupant fatalities</td>
<td>72</td>
<td>13.9%</td>
</tr>
<tr>
<td>Drug-involved driving collisions</td>
<td>64</td>
<td>12.4%</td>
</tr>
<tr>
<td>Motorcyclist fatalities</td>
<td>50</td>
<td>9.7%</td>
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</tbody>
</table>

*Some fatal crashes involve more than one of the factors listed. These percentages do not add to 100.*
The Ontario government has implemented a number of laws and programs to address the issue of impaired driving. Some measures include:

- Immediate 90-day driver licence suspensions and 7-day vehicle impoundment for drivers who blow over the legal limit of .08, or fail or refuse to comply with a police demand for alcohol or drug testing;

- Strengthening of the laws for drivers caught with a BAC above 0.05 (the “warn range”) – as of May 2009, these drivers face longer licence suspensions and additional sanctions;

- Immediate 24 hour roadside suspension and HTA charge for novice/young drivers (under 22 years of age) who register any presence of alcohol (ZERO BAC requirement); and,

- Mandatory remedial education or treatment measures and ignition interlock for convicted impaired drivers.
Some key research and evaluations in Ontario include:

- MTO’s evaluation of Ontario’s countermeasures against drinking and driving (2015)
- MTO’s Roadside Drug and Alcohol Survey
- Validation of Roadside Drug Screening Devices
The *Transportation Statute Law Amendment Act (Making Ontario's Roads Safer), 2015*:

- Expanding existing alcohol impaired sanctions to drivers who are impaired by drugs or a combination of drugs and alcohol.
- Expanding the requirement for educational/treatment/interlock programs to all drivers that accumulate any combination of administrative sanctions involving alcohol and/or drugs.
- These changes are expected to be implemented in the Fall 2016.

Detecting Drug Impairment at Roadside: MTO is also engaged in projects that will strengthen the tools and methods that are available to enforcement to detect drug impairment at roadside.
5. AGGRESSIVE DRIVERS
Aggressive driving includes not only driving 50 km/h or more above the posted speed limit, but also:

- Intentionally preventing another vehicle from passing;
- Intentionally cutting off another vehicle;
- Intentionally driving too close to another vehicle, pedestrian or fixed object.

Speed is one of the biggest killers on Ontario’s roads:

- 40% of all of the people killed on our roads in 2013 died in collisions where “speed” (including loss of control) was a key factor.
• Ontario has implemented several progressive pieces of road safety legislation, including *The Safer Roads for a Safer Ontario Act, 2007*, aimed at keeping aggressive drivers off our roads and *The Road Safety Act, 2009*.

• Ontario has among the toughest penalties in Canada for street racers and drivers who put themselves and other road users at risk by driving aggressively or driving 50 km/h or more above the posted speed limit. These include:
  • An immediate seven-day roadside vehicle impoundment and a seven-day driver’s licence suspension.
  • Additional tough penalties upon conviction include:
  • A minimum fine of $2,000 and a maximum fine of $10,000, which is the highest fine for this offence in Canada;
  • Jail term of up to six months; and,
  • Licence suspension of up to two years for the first conviction and up to 10 years for a second conviction within 10 years, or six demerit points.
Program Results

• In November 2013, in partnership with the University of Western Ontario, a study evaluating the deterrent impact of Ontario’s aggressive driving and excessive speeding legislation was completed.

• Study findings show measurable improvement in road safety with clear evidence of speed reductions on provincial highways, as well as a remarkable reduction in extreme speeding convictions and collision casualties.
6. RECENT INITIATIVES:  
**MAKING ONTARIO’S ROADS SAFER ACT, 2015**  
(FORM ERLY BILL 31)
On June 2, 2015, Bill 31, *Transportation Statute Law Amendment Act (Making Ontario's Roads Safer), 2015* received Royal Assent. It includes legislative and regulatory amendments to improve road safety in a variety of areas.

Some road safety highlights of the Act include:

- **Distracted driving**
  - Increased the existing legislated fine range and added demerit points for distracted driving

- **Impaired driving**
  - Expanding alcohol-impaired driving countermeasures to intervene against drug-impaired drivers
  - Increased education, treatment and monitoring for impaired drivers
• Drivers with medical conditions
  • Strengthening the identification of medically unfit drivers

• Tow truck safety
  • Extending the “Slow Down, Move Over” legislation to include tow trucks

• Pedestrian safety
  • Requiring drivers to yield the whole roadway to pedestrians at school crossings and pedestrian crossovers

• Cycling safety
  • Requiring drivers of motor vehicles to maintain a minimum distance of one metre, where practicable, when passing cyclists on highways
  • Increasing the penalties (fines & demerits) for persons who improperly open or leave opened the doors of motor vehicles on highways
For more information, please contact:

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E: Logan.Purdy@ontario.ca
Appendix A: Escalating Sanctions

**Escalating Sanctions (ES)**

ES for novice drivers apply if any of the following occurrences have taken place within a five-year period:

- Any combination of repeat violations of G1/G2/M1/M2 restrictions;
- Convictions for individual HTA offences carrying four or more demerit points;
- Court-ordered licence suspensions for HTA convictions that would have otherwise resulted in four or more demerit points;
- Convictions for an offence under subsection 44.1 (3) (Zero BAC Condition) – subsection 216 (3) (Stopping for police officer) – and section 78 and 78.1 (Distracted Driving).

**ES penalties for novice and hybrid drivers:**

<table>
<thead>
<tr>
<th>1st Occurrence</th>
<th>2nd Occurrence</th>
<th>3rd Occurrence</th>
</tr>
</thead>
<tbody>
<tr>
<td>30-day suspension</td>
<td>90-day suspension</td>
<td>Licence cancellation – Requirement to restart GLS (in the case of hybrid drivers only their novice licence is cancelled), any fees paid, credit received for BDE forfeited</td>
</tr>
<tr>
<td>(+$150 reinstatement fee)</td>
<td>(+$150 reinstatement fee)</td>
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Appendix B: Demerit Points

- Drivers convicted of driving-related offences have demerit points recorded on their records.
- Demerit points stay on their record for two years from the date of the offence. The accumulation of points may lead to driver sanctioning and improvement measures.
- In Ontario, novice drivers have reduced demerit point thresholds compared to fully licensed drivers.

<table>
<thead>
<tr>
<th>Novice Drivers</th>
<th>Fully Licensed Drivers</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2-5 Points</strong></td>
<td><strong>6-8 Points</strong></td>
</tr>
<tr>
<td>• Warning letter</td>
<td>• Warning letter</td>
</tr>
<tr>
<td><strong>6-8 Points</strong></td>
<td><strong>9-14 Points</strong></td>
</tr>
<tr>
<td>• Interview with driver improvement councillor to explain why licence should not be suspended</td>
<td>• Interview with driver improvement councillor to explain why licence should not be suspended</td>
</tr>
<tr>
<td>• Failure to attend may result in a licence suspension</td>
<td>• Failure to attend may result in a licence suspension</td>
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<tr>
<td><strong>9+ Points</strong></td>
<td><strong>15+ Points</strong></td>
</tr>
<tr>
<td>• 60-day licence suspension</td>
<td>• 30-day licence suspension</td>
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<tr>
<td>• Possibility of two year suspension if licence is not surrendered</td>
<td>• Possibility of two year suspension if licence is not surrender</td>
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### Appendix C: Zero BAC & Ban on Hand-Held Devices

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<tr>
<th>Novice Condition</th>
<th>Provision</th>
<th>Penalty</th>
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<tbody>
<tr>
<td><strong>As of year 2010:</strong></td>
<td>HTA s. 44.1 (5)</td>
<td>24-hour roadside suspension; $85.00 set fine + 30-day licence suspension upon conviction.</td>
</tr>
<tr>
<td>Young drivers (aged 21 &amp; under) must have a zero BAC level at all times</td>
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<tr>
<td><strong>As of year 2015:</strong></td>
<td>Reg. 340/94, s. 9(3)(5)</td>
<td>$400.00 set fine and escalating sanctions upon conviction</td>
</tr>
<tr>
<td>Drive — display screen visible to driver</td>
<td>HTA s. 78 and 78.1</td>
<td></td>
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<tr>
<td>Drive – hand-held communication/entertainment device</td>
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