

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

COMMITTEE *FOR THE* ENVIRONMENT & INFRASTRUCTURE

DRIVING LICENCE CATEGORY – D1 NOT FOR PAY OR REWARD

The States are asked to decide:

Whether, after consideration of the Policy Letter entitled “Driving Licence Category – D1 Not for Pay or Reward”, dated 21st March 2025, they are of the opinion:

1. To approve the introduction of a new driving licence category, D1 Not for Pay or Reward, as set out in section 6 of the policy letter.
2. To direct the preparation of such legislation as may be necessary to give effect to the above decision.

The above Propositions have been submitted to His Majesty’s Procureur for advice on any legal or constitutional implications in accordance with Rule 4(1)(c) of the Rules of Procedure of the States of Deliberation and their Committees.

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DRIVING LICENCE CATEGORY– D1 NOT FOR PAY OR REWARD

The Presiding Officer
States of Guernsey
Royal Court House
St Peter Port

21st March, 2025

Dear Sir

1 Executive Summary

- 1.1 The Voluntary and Charitable Sector has identified that the main challenge that they are currently facing is the need to secure volunteers. As the number of volunteer hours reduce, with it does the skills and experience they provide, resulting in a detrimental impact to the community at a time when charities are needed more than ever.
- 1.2 Community transport plays a fundamental role in supporting vulnerable members of Guernsey's community that are unable to rely on friends or family, unable to use public transport and unable to afford taxis. These journeys rely on the availability of drivers to provide the services they need, and minibuses are one of the main forms of transport used.
- 1.3 Usually, these minibuses are equipped with 16 passenger seats in addition to the driver. They are of medium size and the chassis is primarily supplied by well-known manufacturers. They are commonly available from the production line as new or used vehicles without modification. Those that are modified are sometimes equipped with a passenger lift or the seating configuration altered to accept passengers in their own wheelchairs. The vehicles are of similar size and weight to a medium sized parcel panel delivery van, with a maximum authorised mass (MAM) of 3.5 tonnes. The fundamental difference is that a panel van has no rear seats whereas the minibus does. The panel van would fall under category

B licence, whereas currently a minibus is classed as a D1 licence.

- 1.4 The requirement for a D1 driving licence and the costs associated with obtaining this has been identified as a significant barrier for the voluntary sector. The current cost for obtaining a full D1 licence¹ is £302.00². These requirements currently apply to all who are looking to drive a minibus or similar.
- 1.5 The Committee *for the Environment & Infrastructure* has agreed that the most efficient and effective way to support the voluntary sector is to introduce a new licence category – D1 Not for Pay or Reward – which would bring about similar benefits to drivers in the UK holding a full category B licence who are permitted to drive a minibus up to 16 passenger seats under certain conditions.
- 1.6 The proposed approach would allow volunteers to apply for this licence category should they meet certain conditions, without the need to undertake and pass specific D1 theory and practical tests.
- 1.7 The Committee believe that this is a fair and proportionate way to support the voluntary sector whilst maintaining the safety of road users.

2 Existing driving licence categories

- 2.1 The Committee *for the Environment & Infrastructure* (“the Committee”) has the ability to grant driving licences under The Driving Licences (Guernsey) Ordinance, 1995³ and there are a number of different categories which can be applied for as stated in Schedule 4 of the Ordinance.
- 2.2 The most common licence issued is a Category B licence, which is defined as:

“Any motor vehicle, other than one falling within category A [Motor Cycle] with a maximum authorised mass not exceeding 3,500 kilograms, and having not more than 8 seats in addition to the driver’s seat including such a vehicle drawing a trailer having a maximum authorised mass which does not exceed 750 kilograms OR a combination of a motor vehicle in category B and a trailer, where the maximum authorised mass of the combination does not exceed 3,500 kilograms and the maximum authorised mass of the trailer does not exceed the

¹ Excluding the costs applicable with obtaining a full Category B licence first, any medicals or tuition

² New provisional D1 licence - £19.50; Theory test - £73; Practical test £174; Adding category to full licence - £36 – as of 11 February 2025

³ [The Driving Licences \(Guernsey\) Ordinance, 1995](#)

unladen mass of the motor vehicle.”

- 2.3 The minimum age for driving a Category B vehicle (hereafter referred to as “a car”) is 17 years old, but a provisional licence can be applied for one month prior to reaching that age or any time after. To apply for a full Category B licence, one must have passed both a driving theory test and practical test.
- 2.4 It is a requirement to hold a full Category B licence before a number of other licences can be granted, including a D1 licence.
- 2.5 A D1 licence is needed in order to drive a minibus or other smaller passenger-carrying vehicle defined as:

“A motor vehicle –

(a) Used for the carriage of passengers and having more than eight, but not more than sixteen, seats in addition to the driver’s seat, or

(b) Other than one falling into Category B, having not more than eight seats in addition to the driver’s seat and which a vehicle approved for the time being in writing by the Committee for use for the law enforcement purposes by Guernsey Police or as an ambulance,

including such vehicle drawing a trailer having a maximum authorised mass not exceeding 750 kilograms.

- 2.6 In order to obtain a full D1 licence, a person must pass a specific theory and practical test, which provides assurance to the licensing authority that they have the theoretical and practical ability to drive a passenger carrying vehicle.
- 2.7 The current cost for obtaining a full D1 licence⁴ is £302.00⁵. These requirements currently apply to all who are looking to drive a minibus or similar.

3 Call for change

- 3.1 In a recent survey led by the Association of Guernsey Charities, the local Voluntary Sector identified their number one challenge to be securing volunteers. The survey reported a shift in the way volunteers provide their time,

⁴ Excluding the costs applicable with obtaining a full Category B licence first, any medicals or tuition

⁵ New provisional D1 licence - £19.50; Theory test - £73; Practical test £174; Adding category to full licence - £36 – as of 11 February 2025

with a reduction in volunteer hours and reliability. As the number of volunteer hours reduce, with it does the skills and experience they provide, resulting a detrimental impact to the community at a time when charities are needed more than ever.

- 3.2 Community transport is essential to the Voluntary Sector, especially for those most vulnerable in the community that are unable to rely on friends or family, unable to use public transport and unable to afford taxis. There are thousands of Voluntary Sector journeys undertaken each month with a handful of charities providing the bulk of them. These journeys, and therefore the service users, rely on the availability of drivers to provide the services they need. This includes the use of minibuses as a method of transporting multiple service users across the island to one destination, such as medical appointments, welfare activities, social groups etc.
- 3.3 Enabling those most vulnerable in the community to have access to community transport is known to have a wide range of benefits, including helping with social isolation and loneliness. It assists with investment preventative healthcare and is known to improve the wellbeing of those that rely upon it. In some circumstances, it can help reduce pressure on healthcare services by supporting the health and wellbeing of individuals, and in turn their need for inpatient services.
- 3.4 The Voluntary Sector has informed the Committee that the requirements to obtain a D1 licence are a significant barrier to the provision of community transport, limiting the provision that can be offered as reliance falls to a diminishing number of volunteers.
- 3.5 At a Community Transport Workshop delivered in partnership between the Association for Guernsey Charities and the States of Guernsey, held in March 2024, after a presentation from the Vice-President of the Committee, the D1 licence requirement was identified as the single most significant action that the States of Guernsey could take to support the Voluntary Sector in the provision of community transport.

4 UK D1 licence requirements

- 4.1 In the UK, Section 7 of The Motor Vehicles (Driving Licences) Regulations, 1999, enables a person who meets the conditions listed below, to drive a vehicle in a

sub-category of D1 vehicle on behalf of a non-commercial body for social purposes, but not for hire or reward.

4.2 The following conditions must be met:

- The person is 21 or older;
- The person has held a Category B licence for at least two years;
- The UK's Group 2 Medical Standards⁶ are met if the person is over 70 years of age;
- The person is driving on a voluntary basis and the minibus is used for social purposes by a non-commercial body;
- The 'maximum authorised mass' of the minibus is not more than 3.5 tonnes, plus up to 750kg of equipment for disabled passengers – for example, a wheelchair ramp
- No trailer is being towed

4.3 There are some fundamental differences between Guernsey's licensing system in comparison to the UK where B Category licenses are generally issued until the age of 70 years old, unless restricted to a shorter duration for medical reasons. This differs to Guernsey where full car driving licences (Category B) are normally issued for periods of up to 10 years, but this can vary depending on age and whether any other categories are held, or if there are known medical conditions.

4.4 In the UK, if the D1 category is being used for commercial purposes (for gain), medicals are required from the age of 45 at five-year intervals until the person turns 65 years of age. At this point, a medical is required annually. These requirements are classified as 'Group 2 medical standards.' However, an exemption is made for those using the D1 category not for hire or reward, which means that they do not require a medical until they turn 70 years old, but this will then become an annual requirement. This is because the ability to drive such a vehicle is under a 'B' licence which Group 1 medical standards apply to.

4.5 No evidence is publicly available to determine why this approach was accepted, but representatives from the Department for Transport have confirmed that this is because D1 licences used for profit would likely be someone's full-time employment (or a significant proportion of their employment) and result in them

⁶ UK's Assessing Fitness to Drive Guidance - <https://assets.publishing.service.gov.uk/media/66c8b0d0e39a8536eac052f4/assessing-fitness-to-drive-august-2024.pdf>

being on the roads in the vehicle type in question more frequently, and therefore be at higher risk.

- 4.6 If a person is driving on a voluntary basis, it is expected that the hours spent driving on the road and the frequency in which this is done, would be much less than those whose full-time employment is driving a D1 vehicle. The journeys being taken are anticipated to be between residential areas and short in distance, reducing the risks associated with individuals not passing a specific practical or theory test.
- 4.7 No specific theory or practical tests are required in the UK before the category can be used, through the 'B' licence conditions.

5 Proposed approach for Guernsey

5.1 Theory and practical tests

- 5.1.1 Drivers are currently required to pass a specific theory and practical test for a D1 vehicle which provides assurance that they have the theoretical and practical ability to drive a passenger carrying vehicle. However, there are only minor differences to the tests sat from a Category B licence, and therefore the risk of removing the D1 tests for those undertaking voluntary work is minimal.
- 5.1.2 As with Category B, the D1 theory test is made up of multiple-choice questions and Hazard Perception. However, there are 100 multiple-choice questions instead of 50 for cars and this includes some questions that are bespoke to the category. There are also 19 hazard perception clips instead of 14 for cars. The pass rate for the D1 theory test is 85 out of 100, in comparison to 43 out of 50 for Category B. The D1 pass rate for the hazard perception section is 67 out of 100 compared to 44 out of 75 for cars.
- 5.1.3 The D1 practical test is twice as long in duration compared to the Category B test, but this includes off-road manoeuvring and extra manoeuvres including a downhill start and stopping at designated bus stops to simulate loading and offloading.
- 5.1.4 Removing these tests and permitting drivers with only a car licence to transport a greater number of passengers in a vehicle that they are not familiar with could

have road safety implications if due care is not taken. However, a person with a full Category 2 licence (standard car) is already permitted to drive a vehicle up to a weight of 3.5 tonnes maximum authorised mass, and with 8 passengers. A category B licence holder is also permitted to drive a panel van often supplied by the same manufacturer and is of the same size and with the same wheelbase and loading capabilities of a category D1 minibus.

5.1.5 The distances and speeds that would be driven by these volunteers are also relatively low and would align with those allowed in the UK under the 'not for hire or reward' ability. Therefore, the risk associated with the removal of specific theory and practical tests is low, as volunteer drivers would have experience driving a B category vehicle for a minimum of two years and the physical restrictions of Guernsey's road network do not engender excessive speed for larger vehicles.

5.2 Vehicle weight limit

5.2.1 In the UK, a weight limit of 3.5 tonnes maximum authorised mass ("MAM") is applied to those driving a D1 'not for hire or reward' under their Category B licence. 750kg of equipment for disabled passengers, such as a wheelchair ramp, is allowed on top of this providing a total weight limit of 4.25 tonnes. Any vehicle of 3.5 tonnes MAM can be driven under a full Category B licence in both Guernsey and the UK.

5.2.2 Implementing the same weight restrictions as the UK may limit the use of electric minibuses at this time as they are generally heavier due to the weight of the battery. However, the Committee is aware that this is an evolving matter and is mindful that other jurisdictions, including the UK, are better placed to assess the impact that increasing the weight limit might have. It is therefore recommended that the weight limit imposed aligns to the UK's current conditions through their Category B licence and any changes made moving forward.

5.3 Requirement for medicals

5.3.1 In the UK, a D1 category falls into the Group 2 Medical Standards⁷ and upon application, a medical examination is required. A Group 2 driver can then self-declare upon renewing their licence every five years until they reach the age of

⁷ [Assessing fitness to drive – a guide for medical professionals](#)

45. Once the age of 45 is reached, a medical examination is needed at every five-year renewal. This increases to every year from the age of 65. At all times, Group 2 drivers are required to notify the DVLA if they develop a notifiable medical condition, which may require shorter duration licences to be required.

- 5.3.2 For those using the D1 ‘not for hire or reward’ ability under their Category B licence, an exemption has been made to apply the Group 2 Medical Standards from the age of 70. Therefore, no medicals are required until the driver reaches 70, aligning to the Group 1 standards, but at that time annual medicals will be required. Drivers still have the same obligation to notify the DVLA at any time if they develop a notifiable medical condition.
- 5.3.3 The same medical requirement is required locally for D1 category holders – every five years from the age of 45 and then annually from the age of 65. Similarly, drivers are obligated to notify Driver & Vehicle Licencing if they develop a notifiable medical condition.
- 5.3.4 It is proposed that should the introduction of a D1 ‘not for pay or reward’ category be introduced in Guernsey, the same approach to medicals in the UK is applied, meaning that they are not required until the driver reaches the age of 70⁸ but from there on after, medicals would be required annually. The exception to this is if the person has, or develops, a notifiable medical condition which they are obligated to declare, which may require a medical report to be submitted.
- 5.3.5 Individuals would continue to be responsible for any fee incurred whilst obtaining the medical report. The Association of Guernsey Charities has indicated that the significant costs⁹ associated with regular medical checks would further reduce the number of willing volunteers.
- 5.3.6 There is a requirement for driving licences to be renewed at regular intervals locally, giving more frequent reminders to residents that they are required to declare any notifiable conditions they might have developed within that period. This lowers the risk associated with introducing the formal medical requirement from 70 onwards and helps to reduce the financial burden on volunteers or the charities they are supporting.

⁸ Unless a medical condition declared requires a medical examination

⁹ A medical for a licence examination is a double appointment and charged by Guernsey General Practitioners at a cost varying between £168 - £182

5.3.7 Table 1 below sets out the proposal for medicals in Guernsey under the D1 ‘not for pay or reward’ licence category against the UK requirements.

Table 1 – Medical Requirements

Age Bracket	UK Approach	Suggested Guernsey Approach
21-24	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical (unless medical condition triggers) • D1 licence holder not required medical (unless medical condition triggers) 	<ul style="list-style-type: none"> • Applicant for D1 ‘not for pay or reward’ licence does not require a medical (unless medical condition triggers) • D1 licence holder not required medical (unless medical condition triggers)
25-29	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical (unless medical condition triggers) • D1 licence holder not required medical (unless medical condition triggers) 	<ul style="list-style-type: none"> • Applicant for D1 ‘not for pay or reward’ licence does not require a medical (unless medical condition triggers) • D1 licence holder not required medical (unless medical condition triggers)
30-34	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical 	<ul style="list-style-type: none"> • Applicant for D1 ‘not for pay or reward’ licence does not require a medical (unless medical condition triggers) • D1 licence holder not required

	<p>(unless medical condition triggers)</p> <ul style="list-style-type: none"> • D1 licence holder not required medical (unless medical condition triggers) 	<p>medical (unless medical condition triggers)</p>
35-39	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical (unless medical condition triggers) • D1 licence holder not required medical (unless medical condition triggers) 	<ul style="list-style-type: none"> • Applicant for D1 'not for pay or reward' licence does not require a medical (unless medical condition triggers) • D1 licence holder not required medical (unless medical condition triggers)
40-44	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical (unless medical condition triggers) • D1 licence holder not required medical (unless medical condition triggers) 	<ul style="list-style-type: none"> • Applicant for D1 'not for pay or reward' licence does not require a medical (unless medical condition triggers) • D1 licence holder not required medical (unless medical condition triggers)
45-49	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical 	<ul style="list-style-type: none"> • Applicant for D1 'not for pay or reward' licence does not require a medical (unless medical condition triggers)

	<p>(unless medical condition triggers)</p> <ul style="list-style-type: none"> • D1 licence holder requires medical every five years from the age of 45 	<ul style="list-style-type: none"> • D1 licence holder requires medical every five years from the age of 45
50-54	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical (unless medical condition triggers) • D1 licence holder requires medical every five years from the age of 45 (unless medical condition requires more frequent submissions) 	<ul style="list-style-type: none"> • Applicant for D1 'not for pay or reward' licence does not require a medical (unless medical condition triggers) • D1 licence holder requires medical every five years from the age of 45
55-59	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical (unless medical condition triggers) • D1 licence holder requires medical every five years from the age of 45 (unless medical condition requires more frequent submissions) 	<ul style="list-style-type: none"> • Applicant for D1 'not for pay or reward' licence does not require a medical (unless medical condition triggers) • D1 licence holder requires medical every five years from the age of 45
60-64	<ul style="list-style-type: none"> • Category B licence holder can drive a 	<ul style="list-style-type: none"> • Applicant for D1 'not for pay or reward' licence

	<p>D1 category of vehicle if specific conditions are met, without the need for a medical (unless medical condition triggers)</p> <ul style="list-style-type: none"> • D1 licence holder requires medical every five years from the age of 45 (unless medical condition requires more frequent submissions) 	<p>does not require a medical (unless medical condition triggers)</p> <ul style="list-style-type: none"> • D1 licence holder requires medical every five years from the age of 45
65-69	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, without the need for a medical (unless medical condition triggers) • D1 licence holder requires medical every year from the age of 65 	<ul style="list-style-type: none"> • Applicant for D1 'not for pay or reward' licence does not require a medical (unless medical condition triggers) • D1 licence holder requires medical every year from the age of 65
70+	<ul style="list-style-type: none"> • Category B licence holder can drive a D1 category of vehicle if specific conditions are met, but requires an annual medical from the age of 70 • D1 licence holder requires medical every year from the age of 70 	<ul style="list-style-type: none"> • Applicant for D1 'not for pay or reward' licence requires an annual medical from the age of 70 • D1 licence holder requires an annual medical from the age of 65

5.4 Other conditions

5.4.1 In line with the conditions applied in the UK, it is recommended that the following conditions must also be met locally in order to obtain a D1 licence not for pay or reward:

- the applicant is over the age of 21
- the applicant has held a full Category B licence for at least two years prior to their application
- a trailer cannot be towed
- licences are renewed as per current operational practices

5.4.2 The proposed approach differs to that in the UK as it is recommended that an application to include the new category is required from those wishing to drive a D1 vehicle not for pay or reward, instead of providing an allowance within Category B licences. This is to ensure that the individuals meet the conditions set out in full below (Section 6) but also to monitor and understand how the licence category is being used within the community and the impact it has.

5.4.3 Successful applicants would have a '130' code added to their licence, meaning that the allowance applies in Guernsey only. Should a person want to drive a D1 vehicle in another jurisdiction, they would need to check whether the licence allowance would be accepted by that licencing authority. This code addition is already in use for larger category vehicles and is an accepted geographical restriction used in other jurisdictions.

5.4.4 The Department for Transport has confirmed that the introduction of this category would not impact reciprocal agreements and the ability for residents to exchange their licences in the UK.

6 Recommendation

6.1 The Voluntary Sector plays a fundamental role in Guernsey life, and therefore the Committee *for the Environment & Infrastructure* recommends the introduction of a new licence category – D1 Not for Pay or Reward – to help increase the number of volunteers able to transport vulnerable members of our community. An additional benefit to the introduction of such a licence category is the reduced costs for both individuals and charities associated with obtaining the necessary licence.

- 6.2 The proposed new licence category would have the following conditions:
- The applicant is driving on a voluntary basis only and does not receive any reward (financial or other) as a result
 - The applicant is over the age of 21
 - The applicant has held a full Category B licence for at least two years prior to their application
 - A Group 2 medical report is required if the applicant has reached 70 years old, or unless a notifiable medical condition has been declared
 - The applicant is required to notify Driver and Vehicle Licensing at any time if they develop a notifiable medical condition
 - The driver is using the vehicle for social purposes on behalf of a non-commercial body
 - The vehicle has a 'maximum authorised mass' which aligns to the conditions set out in the UK's Category B licence allowance
 - The vehicle is not towing a trailer
- 6.3 The applicant would still incur a small cost, currently at £36.00¹⁰, for adding a new category to an existing licence but this is substantially less than the £302.00 currently incurred, excluding any fees incurred with medical reports.
- 6.4 Should the Assembly support the introduction of the proposed new driving licence category – D1 not for pay or reward – legislative resources would be required to prepare an amending ordinance to the Driving Licences (Guernsey) Ordinance, 1995. The priority for this would need to be considered against other Government priorities and once prepared, would be brought back to the Assembly for approval before the category was brought into force.
- 6.5 The Driving Licence (Guernsey) Ordinance, 1995 applies to the Bailiwick of Guernsey, including Alderney. The proposals have been shared with and unanimously supported by Alderney's General Services Committee. It is therefore recommended that the proposed change would also be applicable to Alderney Residents.

7 Compliance with Rule 4

- 7.1 Rule 4 of the Rules of Procedure of the States of Deliberation and their Committees sets out the information which must be included in, or appended to, motions laid before the States.

¹⁰ [Motoring fees and charges - States of Guernsey](#)

7.2 In accordance with Rule 4(1):

- a) The propositions contribute to the States' objectives and policy plans by improving transport connectivity within the community, through the lessening of formal requirements and costs for the voluntary sector whilst balancing against road safety.
 - b) In preparing the propositions, consultation has been undertaken with the voluntary sector through the Association of Guernsey Charities and the States of Alderney.
 - c) The propositions have been submitted to His Majesty's Procureur for advice on any legal or constitutional implications.
- a) There are no financial implications to the States of carrying the proposal into effect.

7.3 In accordance with Rule 4(2):

- a) The propositions relate to the Committee's purpose and policy responsibilities for travel and transport, including driver and vehicle licencing.
- b) The propositions have the unanimous support of the Committee.

Yours faithfully

H L de Sausmarez
President

A Gabriel
Vice President

A Cameron
S Fairclough
A Matthews



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21st March, 2025

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

COMMITTEE FOR THE ENVIRONMENT & INFRASTRUCTURE
DRIVING LICENCE CATEGORY – D1 NOT FOR PAY OR REWARD

Dear Sir,

Preferred date for consideration by the States of Deliberation

In accordance with Rule 4(3) of the Rules of Procedure of the States of Deliberation and their Committees, the Committee *for the* Environment & Infrastructure requests that the 'Driving Licence Category – D1 Not For Pay Or Reward' Policy Letter to be considered at the States' meeting to be held on 30th April 2025, or at an earlier meeting should the opportunity arise. This Policy Letter has been developed in response to concerns and challenges experienced by the Voluntary and Charitable Sector, specifically those looking to offer community transport provision. The Committee believe that the introduction of a new driving licence category allowing those that meet certain conditions, to apply to drive a D1 minibus without the need to undertake specific theory and practical tests and provide a medical report, will reduce the significant cost-burden placed upon individuals or the charities they are supporting and present an opportunity to help increase the pool of volunteers available.

Yours faithfully,

H L de Sausmarez
President
Committee *for the* Environment & Infrastructure

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