

HB

430

HFIN

FILE

HOUSE COMMITTEE REPORT

(11)

Date Referred: April 5, 1994

FURTHER REFERRALS:

Date of Committee Action: _____

The FINANCE Committee considered:

HB 430

HOUSE BILL NO. 430

LICENSING REQUIREMENTS FOR DRIVERS

"An Act requiring certain applicants for a driver's license to take a driver training course."

RECOMMENDATIONS:

be replaced with (S HB 430 (FIN)) the same title a new title

have attached amendments(s)

do pass

do not pass

no recommendations

individual recommendations

additional referral to the _____ Committee

ADOPTS: _____ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

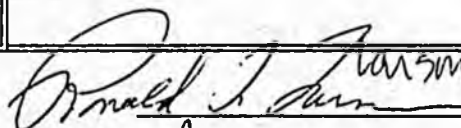
fiscal impact _____

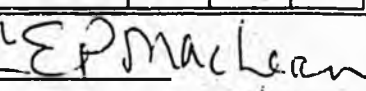
fiscal note(s) _____

zero fiscal note DPS

zero fiscal note(s) _____

SIGNING <u>DO PASS</u>	DP	<u>OTHER RECOMMENDATIONS</u>	DNP	NR	AM
		Eileen P. Maclean Maclean		X	
		Ronald J. Tamm Tamm		X	
Terry Martin Martin	✓	Mark Hanley Hanley		X	
		Sean P. Parnell Parnell		X	
		Ben Gussinder Gussinder	X		
		Mike Navarre Navarre		✓	
		Larry Brown Brown			✓
		Tom Thurnant Thurnant		X	


 () CHAIRMAN'S SIGNATURE


 Maclean

STATE OF ALASKA
1994 LEGISLATIVE SESSION

BILL NO: CSHB 430(STA)

Revision Date: _____ Dept. Affected: Public Safety
 Title: An Act relating to provisional driver's BRU: Motor Vehicles
licensing Component: Driver's Services
 Sponsor: Representative Green
 Requestor: H.STA COMPONENT SERIAL NO. 500

EXPENDITURES/REVENUES: (Thousands of Dollars) (inflation not included)

OPERATING	FY 95	FY 96	FY 97	FY 98	FY 99	FY 00
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-
CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
REVENUE FUND SOURCE:	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING: (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

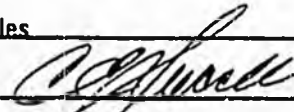
Estimate of current year (FY 94) impact: \$ _____

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary.)

Federal grants will be applied for implementation of this program.

Prepared By: Juanita Hensley Phone: 465-2650
 Division: Motor Vehicles Date: 03/31/94
 Approved by Commissioner:  Date: 03/31/94
 Agency: Richard L. Burton, Dept. of Public Safety

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Called

*amended
P73*

CS FOR HOUSE BILL NO. 430()

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - SECOND SESSION

BY

Offered:
Referred:

Sponsor(s): REPRESENTATIVES GREEN, Foster

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to driver's licensing; and providing for an effective date."

2 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

3 * Section 1. AS 28.15.031(a) is amended to read:

- 4 (a) The department may not issue a driver's license to a person
- 5 (1) who is under the age of 16 years, except that the department may
- 6 issue a permit under AS 28.15.051 or a restricted license under AS 28.15.121; or
- 7 (2) who is at least 16 years of age but not yet 21 years of age unless
- 8 the person meets the requirements of AS 28.15.057.

9 * Sec. 2. AS 28.15.051(a) is amended to read:

- 10 (a) Except as provided in (b) of this section, a person who is at least 14 years
- 11 of age may apply to the department for an instruction permit. The department may,
- 12 after the applicant has successfully passed all parts of the examination under
- 13 AS 28.15.081 other than the driving test, issue to the applicant an instruction permit.
- 14 The permit allows a person, while having the permit in the person's immediate

1 possession, to drive a specified type or class of motor vehicle on a highway or
2 vehicular way area for a period not to exceed two years. The permittee must be
3 accompanied by a person at least 25 [19] years of age who has been licensed at least
4 one year to drive the type or class of vehicle being used, who is capable of exercising
5 control over the vehicle and who occupies a seat beside the driver, or who
6 accompanies and immediately supervises the driver when the permittee drives a
7 motorcycle. An instruction permit may be renewed.

8 * Sec. 3. AS 28.15 is amended by adding new sections to read:

9 Sec. 28.15.055. PROVISIONAL DRIVER'S LICENSE. (a) Upon application,
10 the department may issue a provisional driver's license to a person who meets the
11 requirements of (b) of this section and who is at least

12 (1) 16 years of age but not yet 18 years of age if the person has been
13 licensed under an instruction permit issued under AS 28.15.051 or under the law of
14 another state with substantially similar requirements, for at least six months; or

15 (2) 18 years of age but not yet 21 years of age.

16 (b) An applicant for a provisional license

17 (1) shall meet applicable requirements imposed under AS 28.15.081;

18 and

19 (2) in the six months before application, may not have been convicted
20 of a traffic offense or involved in a motor vehicle accident in which the applicant was
21 at fault.

22 Sec. 28.15.057. RESTRICTIONS ON DRIVER'S LICENSE ISSUED TO A
23 PERSON UNDER 21. (a) Except as provided under AS 28.15.051 or 28.15.055, a
24 person who is at least 16 years of age but not yet 18 years of age may not be issued
25 a driver's license unless the person

26 (1) has been licensed under an instruction permit issued under
27 AS 28.15.051 or under the law of another state with substantially similar requirements,
28 for at least six months;

29 (2) has held a valid provisional driver's license issued under
30 AS 28.15.055 or under the law of another state with substantially similar requirements,
31 for at least one year; and

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(3) in the 12 months before application, has not been convicted of a traffic offense or involved in a motor vehicle accident in which the applicant was at fault.

(b) Except as provided under AS 28.15.055, a person who is at least 18 years of age but not yet 21 years of age may not be issued a driver's license unless the person

(1) has held a valid provisional license issued under AS 28.15.055 or under the law of another state with substantially similar requirements, for a period of at least one year; and

(2) in the 12 months before application has not been convicted of a traffic offense or been involved in a motor vehicle accident in which the applicant was at fault.

delete

(c) A person authorized to drive a motor vehicle under an instruction permit issued under AS 28.15.051 or a provisional driver's license issued under AS 28.15.055 may not drive a motor vehicle on a highway or vehicular way or area between the hours of 1:00 a.m. and 5:00 a.m. each day. This paragraph does not apply to a person authorized to drive under a provisional driver's license who is driving from the person's place of residence to the person's place of employment or from the person's place of employment to the person's residence and who is driving along the most direct highway, vehicular way or area available between the residence and the place of employment.

* Sec. 4. AS 28.15.221(b) is amended to read:

(b) The regulations adopted under (a) of this section must [SHALL] include a designated level of point accumulation that [WHICH] identifies drivers who are habitually reckless or negligent or who are habitual or frequent violators of traffic laws, so as to show a disrespect for traffic laws and a disregard for the safety of other persons. In formulating the point system authorized by this section, the commissioner shall, in the interest of interstate uniformity, provide for suspension, revocation or denial of a driver's license, privilege to drive, or privilege to obtain a license for an accumulation of 12 or more points as a result of offenses committed during any consecutive 12-month period or 18 or more points as a result of offenses committed

1 during any 24-month period, except for a person licensed under an instruction
2 permit or provisional license. A person licensed under an instruction permit or
3 provisional license shall have the person's license suspended, revoked, or denied
4 for an accumulation of six or more points as a result of offenses committed during
5 any consecutive 12-month period.

6 * Sec. 5. AS 28.40.100(a)(8) is amended to read:

7 (8) "driver's license" or "license," when used in relation to driver
8 licensing, means a license, provisional license, or permit to drive a motor vehicle, or
9 the privilege to drive or to obtain a license to drive a motor vehicle, under the laws
10 of this state [,] whether or not a person holds a valid license issued in this or another
11 jurisdiction;

12 * Sec. 6. This Act takes effect January 1, 1995.

Alaska State Legislature

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(907) 258-8171 FAX

DISTRICT 10



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INTERNATIONAL TRADE & TOURISM
COMMITTEE

ECONOMIC TASK FORCE

Representative Joe Green

Sponsor Statement

State Affairs CS for HB 430 "Licensing Requirements for Drivers"

The CS for HB 430 establishes new rules for young drivers. Due to the high incidence of accidents, injury and death among teenage drivers, many states, and other political jurisdictions, are changing the rules which grant teenagers the "license" to drive.

One strategy to reduce young driver accidents is the provisional licensing system. The proposed CS for HB 430 establishes a graduated system whereby a new, young driver must begin his/her progression to "driver-hood" with a learners permit, graduate to a restricted, provisional license, and then, if driving performance has been satisfactory during the provisional period, an unrestricted license is awarded.

Language in CSHB 430 establishes certain conditions during the provisional stage which include restrictions on nighttime driving, so that driving takes place in less dangerous circumstances. Currently, 12 states have laws which limit teenagers from operating motor vehicles during late evening or early morning hours. Studies in these states have shown that nighttime restrictions have significantly reduced accidents.

Finally, CSHB 430 is designed to allow the Department of Public Safety to take advantage of new federal legislation expected to become law this spring. The "High Risk Drivers Act of 1993" establishes monetary incentives for states that implement programs for young drivers. I believe that passage of CS HB 430, along with federal support, will help stop the teenage carnage on our highways.

TABLE 1

1992 ALASKA DRIVERS IN TRAFFIC CRASHES

Age Group	1992 Licensed Drivers	% of Licensed Drivers	1992 Crash Drivers	% Represented in Total Crashes
under 16	1	0.0%	61	0.2%
16-20	24,492	6.2%	3,545	12.9%
21-25	43,527	11.1%	3,466	12.7%
26-30	51,350	13.0%	3,236	11.8%
31-35	59,275	15.1%	3,453	12.6%
36-40	59,061	15.0%	3,155	11.5%
41-45	49,583	12.6%	2,491	9.1%
46-50	35,736	9.1%	1,700	6.2%
51-55	24,324	6.2%	1,084	4.0%
56-60	16,508	4.2%	707	2.6%
61-65	12,136	3.1%	499	1.8%
66-70	8,612	2.2%	373	1.4%
71 +	9,212	2.3%	455	1.7%
Unknown	5	0.0%	3,165	11.6%
=====	=====	=====	=====	=====
TOTALS	393,821	100.0%	27,390	100.0%

From AK DOT&PF & Public Safety

TABLE 2

ALASKA YOUTH CRASH STATISTICS - 1979 THRU 1992

Year	FATAL CRASHES			ALCOHOL RELATED			
	Total Crashes	Youth Crashes	Youth % Total Crashes	Total Alcohol Crashes	Youth Alcohol Crashes	Youth % of Total Alcohol Crashes	Alcohol % of Youth Crashes
1979	81	28	34.6%	45	19	42.2%	67.9%
1980	79	15	19.0%	43	7	16.3%	46.7%
1981	90	19	21.1%	50	17	34.0%	89.5%
1982	98	9	9.2%	54	9	16.7%	100%
1983	135	40	29.6%	53	13	24.5%	32.5%
1984	123	37	30.1%	61	14	23.0%	37.8%
1985	107	27	25.2%	58	12	20.7%	44.4%
1986	89	14	15.7%	49	5	10.2%	35.7%
1987	70	15	21.4%	40	6	15.0%	40.0%
1988	86	20	23.3%	49	6	12.2%	30.0%
1989	79	11	13.9%	44	7	15.9%	63.6%
1990	92	8	8.7%	47	3	6.4%	37.5%
1991	90	13	14.4%	45	7	15.6%	53.8%
1992	89	21	23.6%	50	9	18.0%	42.9%
TOTAL	1,308	277	21.2%	688	134	19.5%	48.4%

From AK DOT&PF & Public Safety

TABLE 3

ALASKA YOUTH CRASH DEATH STATISTICS - 1979 THRU 1992

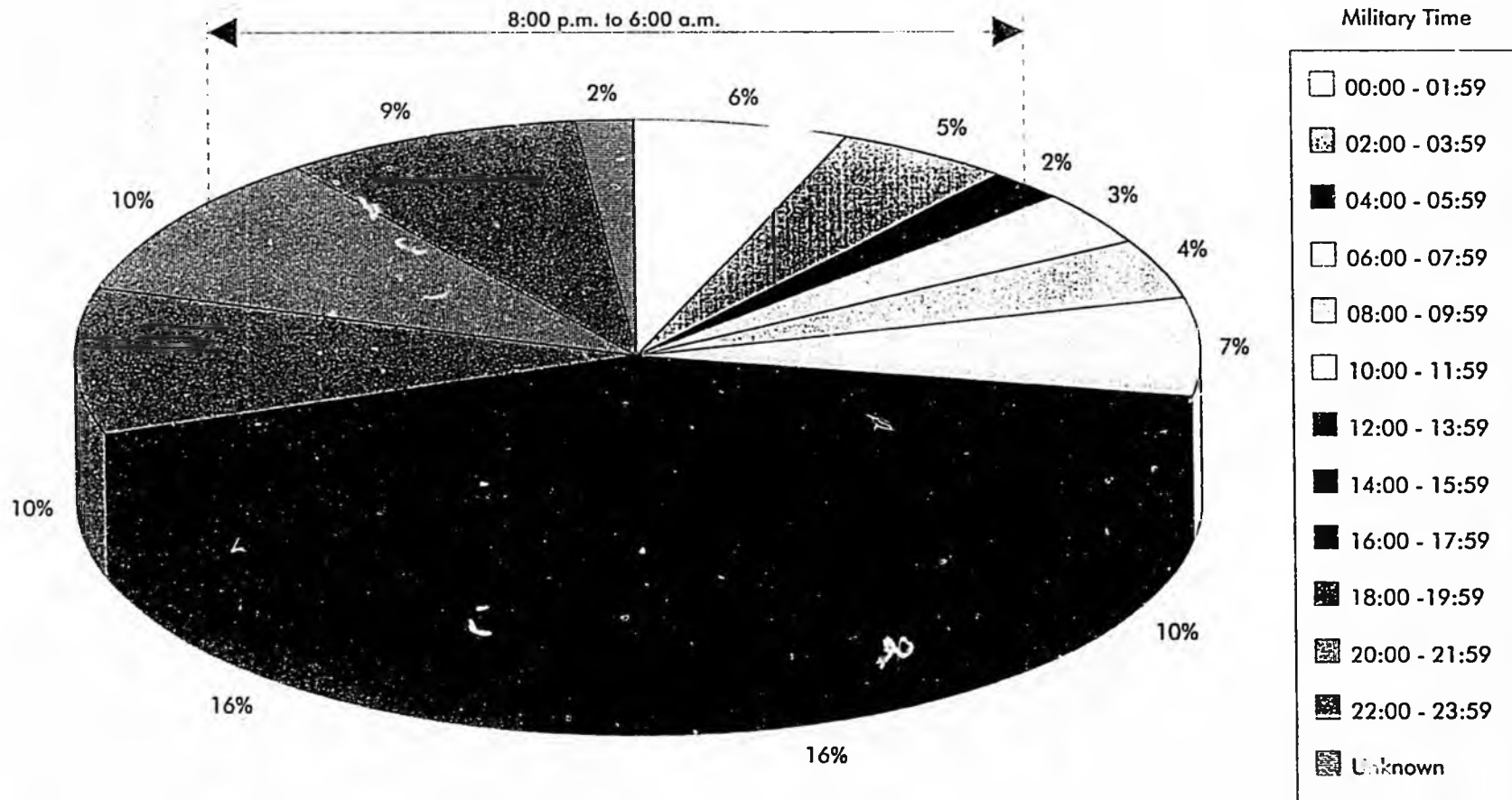
YOUTH DEATHS				ALCOHOL DEATHS			
Year	Total Deaths	Youth Deaths	% of Total Deaths	Total Alcohol Deaths	Youth Alcohol Deaths	Youth % of Total Alcohol Deaths	Alcohol % of Youth Deaths
1979	91	32	35.2%	69	23	33.3%	71.9%
1980	88	18	20.5%	64	8	12.5%	44.4%
1981	100	25	25.5	76	23	30.3%	92.0%
1982	107	9	8.4%	54	9	16.7%	100.0%
1983	150	45	30.0%	64	15	23.4%	33.3%
1984	137	37	27.0%	70	14	20.0%	37.8%
1985	127	30	23.6%	69	14	20.3%	46.7%
1986	101	14	13.9%	52	6	11.5%	42.9%
1987	76	17	22.4%	44	8	15.9%	41.2%
1988	97	22	22.7%	55	6	10.9%	27.3%
1989	84	12	14.3%	46	8	17.4%	66.7%
1990	98	8	8.2%	48	3	6.3%	37.5%
1991	101	16	15.8%	50	9	18.0%	56.3%
1992	108	25	23.1%	61	10	16.4%	40.0%
TOTALS	1186	310		822	155	18.9%	50%

From AK DOT&PF & Public Safety

1992 INJURY AND FATAL CRASH DRIVERS

CATEGORY: Drivers Age 16 - 20

TIME OF DAY: 2 Hr. Increments



32% of youth crash drivers were involved in crashes which resulted in injuries and/or fatalities between the hours of 8:00 p.m. and 6:00 a.m.

STATE OF ALASKA
DEPT. OF HEALTH AND SOCIAL SERVICES

**DIVISION OF PUBLIC HEALTH
EMERGENCY MEDICAL SERVICES SECTION**

WALTER J. HICKEL, GOVERNOR

P.O. BOX 110618
JUNEAU, ALASKA 99811-0618
PHONE: (907) 465-3027
FAX: (907) 586-1877

March 18, 1994

Juanita Hensley
Chief, Driver Services
Department of Public Safety
Division of Motor Vehicles

Dear Juanita,

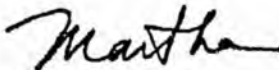
I have searched the Trauma Registry database for young adults, age 14-20, drivers of a passenger highway vehicle (not motorcycle, snowmachine, or ATV), hospitalized in Alaska for motor vehicle crash injuries.

There were 184 patients in this category. Based on the information I have, the average cost of hospitalization was \$ 25,984 per patient. Not included is physician fees and rehabilitation costs. Twenty-one (21) patients (11.4%) were discharged with a disability and 11 patients (6%) were discharged to a rehabilitation facility or nursing care facility.

This information covers a period from March, 1988 through December, 1993, but is not a statewide total for this period.

Please let me know if you have any questions or if there is additional information that you need.

Sincerely,



Martha A. Moore
Trauma Registry Coordinator

Bill may pull teens off road

By DON KIRKMAN

Scripps Howard News Service

WASHINGTON — Congress is considering a \$100 million program that would make it tougher for teenagers to get driver's licenses and encourage the elderly to restrict their driving or give up their licenses.

Already passed by the Senate, legislation that imposes restraints on high-risk drivers was scrutinized Thursday by the House surface transportation subcommittee.

The bill's No. 1 target is teenagers, particularly those who drink and drive.

"The statistics are chilling," said Rep. Frank Wolf, D-Va., the bill's sponsor in the House. "Although teenagers comprise only 7 percent of all licensed drivers, they account for nearly 15 percent of all traffic fatalities."

Please see Back Page, DRIVING

DRIVING: Tougher rules for teens

Continued from Page A-1

Approximately 8,000 people were killed by teen-age drivers last year, Wolf said, and one-quarter of those deaths were caused by teen-age drivers who were drunk or alcohol-impaired.

National Transportation Safety Board chairman Carl Vogt said one of the reasons teen-age drivers cause an unusually large number of highway deaths is that young people are easily impaired by small amounts of alcohol.

Drivers aged 16 to 20 who have small amounts of alcohol in their bloodstreams are six times more likely to cause fatal traffic accidents than adults, Vogt said.

Rep. Floyd Flake, D-N.Y., one of the bill's supporters, said researchers have determined that teen-age drivers whose blood alcohol level is 0.08 percent increase their chances of having a fatal accident 400-fold.

The legislation would provide \$100 million to state safety and licensing agen-

cies, beginning in 1995, if the states match the federal funds and carry out the program's initiatives.

To reduce high-risk teen-age driving, the legislation calls for states to implement a three-stage driver's license procedure.

The first stage would provide an "instructional" license that requires teen-age drivers to be accompanied by someone with an unrestricted license. Next, teenagers would receive a "provisional" license after a written examination and road test. An unrestricted license would be granted a year later if the teen-ager has no traffic tickets or chargeable accidents.

States also would be required to make it illegal for people under age 21 to drive if their blood alcohol content is at 0.02 percent or higher, establish minimum fines of \$500 for people convicted of selling alcohol to minors, and mandate a six-month driver's license suspension for anyone under age 21 convicted of drunken driving.

Provisional Licensing for Teenagers

MADD's Position

MADD advocates that each state adopt laws providing that persons under 21 receive driver's licenses which are more restrictive than full licenses, under which violations would result in driver improvement actions and license revocation and civil sanctions in addition to any criminal sanctions and penalties.

What is it?

The standard age for full adult licensing is 18. However, most states have provided for licensing teenagers at a considerably earlier age, in some farm states as early as 14 but more generally at age 16. Learners' permits may be available at age fifteen and a half. Provisional licensing provides special rules for those who apply for and receive licenses below the age of 18. These rules cover the period between the age an individual receives a license and age 18. During this period, young drivers may be limited to driving only in the daytime or early evening. There may be special conditions placed on these provisional licenses. If, for example, youth are guilty of a serious traffic offense, they will lose their provisional license until they reach age 18. The purpose of such provisional licensing is to ease the young driver into the adult driving population by limiting his or her exposure to more dangerous late-night driving and by providing special incentives to drive carefully during the period when a youthful driver is gaining the experience necessary to become a safe driver.

What is needed?

Legislation

A law which requires at least six months driving with parent or adult on a learner's permit before provisional licensing.

A provisional licensing law which covers the period between ages 16 and 18 and provides:

- a. A requirement of six months of citation-free daytime driving before late-night solo driving is permitted.
- b. A limit of only one passenger in vehicle for the first twelve months unless an adult is present in the vehicle.
- c. A requirement that all passengers be safety-belted.
- d. License suspension to age 18 in the event of a DWI offense.

What Can Be Done?

- Support legislation to establish a comprehensive provisional licensing system which requires these recommended limits and conditions.
- Work with local police and schools to publicized and enforce the provisional licensing system.

MADD®

Provisional Licensing

Each year, 16- and 17-year-old drivers are involved in more than twice the average number of crashes per mile driven as are experienced adult drivers. These crashes occur most frequently between midnight and 5:00 a.m. Studies show that although only 2 percent of the miles driven by 16-year-olds occurs in these hours, 17 percent of their fatal crashes occurred in that five-hour period. Also, novice driving between 9:00 p.m. and 6:00 a.m. account for 16 percent of their miles driven, but 43 percent of their fatal crashes.¹ Driving inexperience is further compounded when alcohol consumption is also involved.

One way to reduce this disproportionate involvement is through the use of provisional licenses for novice drivers. The provisional license serves as a tool to "ease" young drivers into gaining driving experience on the road. With restrictions mandated under a provisional license, the novice driver would gradually gain driving skills through education, driving during lower-risk hours or with supervision.

When young drivers do not have the option to drive during the high-risk hours under high-risk conditions, their driving experience is gained during the lower-risk hours, with fewer deaths as a result.

MADD advocates the adoption of the following provisional licensing elements.

1. Nighttime restriction either as a phase/stage of the system or as a remedial action.
2. Parent-supervised basic driving practice and advanced sessions during high-risk hours.
3. Improved licensing and testing procedures tailored to the needs of young drivers.
4. Youth-oriented and prompt driver improvement action.

5. Mandatory safety belt usage by all occupants of motor vehicles while operated by a teenager.
6. .00 blood alcohol concentration (BAC) requirements for underage drivers.
7. Driver education, required learner's permit and a behind-the-wheel training period.
8. A license distinctive from regular driver's licenses.²

At the end of a predetermined period, the driving restrictions could be removed or extended depending upon the driver's crash or violation records.

Although no state has all the aspects of this model, provisional licensing programs are becoming more common as more states adopt restrictions for young drivers. For "hands on" training, most states require a learner's permit (often used in driver education classes). Several states have a .00 BAC tolerance for youth and six states have restrictions against nighttime driving.

The results from provisional licensing programs are encouraging. States which place certain restrictions on driver's licenses show a sharp decline in the number of crashes and fatal crashes. The states with curfews show significant reductions in fatal crashes involving 16-year-olds during restricted hours: Pennsylvania, 69 percent; New York, 62 percent; Maryland, 40 percent; and Louisiana, 25 percent. The states which have the earliest curfew hours show the greatest crash reduction totals.³

MADD advocates that all states adopt such measures as a means of further reducing youthful crash involvement.

1. National Highway Traffic Safety Administration. "Provisional Licensing or New Driver Entry System."

2. Ibid.

3. Insurance Institute for Highway Safety. *Teenage Drivers*, 1984.

MADD®

Provisional Licensing for Teenagers

What Is It?

The standard age for full-adult licensing is 18. However, most states have provided for licensing teenagers at a considerably earlier age, through learners' permits available at ages 14 - 16. Provisional licensing provides for special rules for those who apply for and receive licenses below the age of 18 for the time between the age they receive their license and age 18. During this period, young drivers may be limited to driving only in the daytime and may have a special restriction that if they are guilty of a serious traffic offense, they will lose their provisional license until age 18. The purpose of such restricted licenses is to ease the young driver into the adult driving population by limiting his or her exposure to the more dangerous nighttime driving and by providing a special incentive to drive carefully during the period when a youthful driver is gaining the experience necessary to become a safe driver.

How Does It Work?

The American Association of Motor Vehicle Administrators has developed a program for easing young people into the driving population. They describe the goal of this program as follows:

"The purpose of this proposed improved driver entry system is to ease young novice drivers, under more controlled conditions, into the driving environment by increasing the amount of their behind-the-wheel driving practice and their exposure to progressively more difficult driving experiences. The program requires novice drivers to earn their full

Figure 6.1

driving privilege by demonstrating safe driving performance, and by being crash- and conviction-free for a minimum driving period."

The program provides for the three step process outlined in Figure 6.1 and includes the nine elements listed in Figure 6.2.

Licensing normally begins with the issuance of a learner's permit which, for states that provide an initial license at age 16, may be provided as early as age 15+. The learner's permit becomes the basis for on-the-road training which provides sufficient skill to pass the road test and move on to the second stage which is the issuance of a provisional license. Provisional licenses cover the period between age 16 and age 18 after which all states provide for full adult licensing (though special laws applicable to drivers under 21, such as a zero BAC limit, may apply).

Step 1. Learner's Permit

The first step in this driver entry system is obtaining a learner's permit and using this privilege to begin to develop the essential skill and experience, which are required to drive safely. The young person should be protected as he or she learns to cope with traffic by being required to drive only with an adult over 21 years of age — preferably a parent and not, in any case, a slightly older friend who happens to have a license. This period of supervised practice should extend for at least six months. Some states permit a novice driver to receive a full driving permit as soon as they can pass the road test. Finally, any traffic citations received while on a learner's

Stages in the Licensing of Teenagers

Step 1	Learner's Permit Drive only with adult over 25 Must pass license test to go to step 2	15½ - 16	6 months minimum
Step 2a	Limited License With nighttime curfew Must have 6 months offense-free driving	16 - 18	6 months minimum
Step 2b	Limited License With special point limits	16 - 18	up to 2 years
Step 3	Full License Subject to under age 21 0.00 BAC limits	18 - 21	up to 3 years

Provisional License**Measures Against Drink Driving****Youth Issues**

permit should result in an extension by six months in the waiting period for a provisional license.

Step 2.**Provisional Licensing, Phase A**

Once the young person has driven under parental supervision for at least six months and passed the licensing examination, a provisional license, which allows the individual to drive alone, is issued but restrictions on driving are continued to limit the risks to which the novice driver will be exposed. Normally, these restrictions are phased out over the provisional licensing period.

**Elements of the AAMVA
Provisional Licensing Program**

- 1 Provisional license system to facilitate implementation of a program designed to ease the novice driver into the mainstream of driving
- 2 Learner's permit required for a specified period
- 3 Parent/adult supervised basic driving practice, especially during high risk hours
- 4 Improved licensing and testing procedures tailored to the needs of young/novice drivers
- 5 Zero legal blood alcohol concentration (BAC) requirements for young drivers
- 6 Youth-oriented and prompt driver improvement actions
- 7 Mandatory safety belt usage by all occupants of a motor vehicle being operated by a teenager/novice driver
- 8 Demonstrated safe driving performance for a specified period
- 9 License distinctive from regular driver's license

Figure 6.2

Twelve states (New York, Louisiana, and Maryland are examples) provide for an initial period during which novice drivers are not permitted to drive during certain hours. Other states provide for early intervention with the novice driver who commits a serious traffic offense, such as DWI. The provisional licensing program in California, for example, requires that the potential novice driver complete additional parent-supervised driving practice with the learner permit prior to applying for a driver's license, and requires a longer waiting period after failing a written or on-the-road test for such a license before re-testing, and, finally, provides that

the department of motor vehicles can suspend the license on a lower point count for drivers under the age of 18.

Step 2.**Provisional Licensing, Phase B**

Those states which provide for an initial nighttime restriction will normally have a second phase of the limited licensing period when the novice may drive twenty-four hours a day. However, limits are still placed on the license, empowering the state motor vehicle department to take action to require remedial training or to suspend the license at a lower point count than for adults. This second phase of the limited license lasts until the novice reaches age 18.

Step 3. Full Licensing

At age 18, the driver generally moves to Step 3, which is full-adult licensing with the feature, however, that, being under age 21, he or she is subject to a zero BAC limit (see the next issue). The process described in these three steps is intended first to stretch out the learning period for new drivers while protecting them from the worst risks on the road and, secondly, to separate learning to drink from learning to drive by use of the age 21 limit and associated underage zero BAC limit for DWI.

Aside from nighttime restrictions and earlier intervention with poor-record drivers, three elements that should be included in a provisional licensing system are parental supervision, a restriction on the number of passengers, and the requirement for safety belt use by both driver and passengers. The purpose of requiring a period of time when the novice drives with a parent, guardian or older driver in the car is to take advantage of the adult as an individual who can exercise discipline over the tendency of young drivers to take risks and can call to the novice driver's attention the risks he may be encountering without being aware of them. This type of supervision both reduces risk exposure and provides instruction on safe driving. Further, an extended period of driving with the parent may help condition good driving habits. It is important, therefore, not to shortcut the period of the learner's permit, when the parent is required to be in the car. In those states which prohibit nighttime driving for the first six months of provisional licensing, the parent can continue to supervise driving at night for a period of time before the novice qualifies for driving solo twenty-four hours a day.

Youth Issues**Mothers Against Drunk Driving****Provisional License**

A restriction on the number of passengers in the vehicle as a condition of provisional licensing can be important in reducing the distractions which lead to crashes among young drivers who have not yet perfected their driving skills. Moreover, peers can often be a motivating factor in producing dangerous driving. A group of teenagers in the car may challenge the driver to take risks that would not occur if he or she were alone. Therefore, it is desirable for provisional licensing systems to include a limitation on the number of passengers in vehicles driven by those under 18. Finally, increased use of safety belts by youthful drivers would save many lives and injuries. Where a state does not make the driver responsible for safety belt wearing by all passengers in his or her vehicle, this requirement should at least be placed on the provisional licenses for drivers under age 18.

Thus the provisional license embodies limitations that fall between the learner's permit (where the young person can drive only when accompanied by a parent or an adult) and the full license privilege (which is only available at age 18). The concept behind provisional licensing is to ease the youthful driver into the traffic stream protecting him or her until there is an opportunity to build driving skill through on-the-road experience. Currently, only a few states have legislation providing this protection to young people. While, in theory, the administrator of the state motor vehicle department has authority to place some special restrictions on teenage drivers because of their relatively high risk of crash involvement, legislative action will normally be required to establish a provisional licensing program. The program developed by the AAMVA (1989) should be used as the basis for this legislation.

Why is It Needed?

Practice and experience are important in the development of any skill. It is particularly important where the activity involves significant risk to the participant. A perennial problem for highway safety has been the development of good systems for bringing young, unskilled individuals into the driving population safely. Teenage drivers lack skill, they lack experience, and they frequently lack judgment and take greater risks than adults. These limitations are ultimately overcome through maturation and driving experience. In the meantime, however, these youthful drivers remain at significantly higher risk per mile driven than adult drivers. States have attempted to ensure that teenagers applying for licen-

ses are adequately trained by providing for learners' permits which allow the individual to gain driving experience under the supervision of a parent or

**Drivers in Fatal Car Crashes
Per 100 Million Miles,
by Age, Sex and Times of Day**

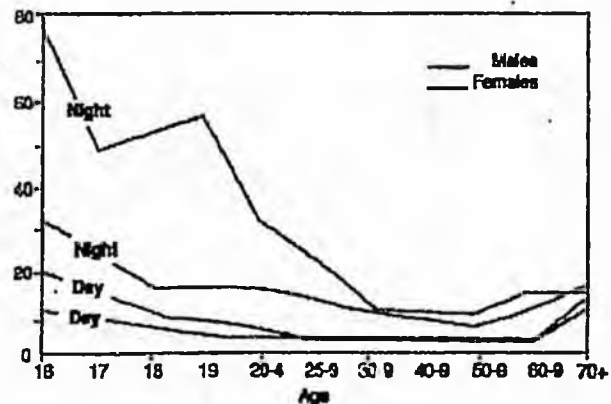


Figure 6.3 Source: IIHS, 1987

teacher, by providing for driver education in the schools, and, finally, by testing the novice driver before a license is issued. Unfortunately, the license tests are too brief and too simple to measure all the skills and knowledge required to drive safely on the roadways. Thus, each year millions of new teenage drivers enter the driving population without the skill and experience of the typical adult driver.

One method of reducing the hazard to teenagers is to increase the length of time during which they can receive training and gain experience in driving without full exposure to the hazards of normal vehicle operation. Prohibiting nighttime driving reduces the risk of death and injury while the young person is gaining experience, because teenagers are at much greater risk of death and injury at night. This is clearly illustrated by Figure 6.3 which shows the fatal car crash rate at night as compared to daytime driving as a function of age. As can be seen, 16-year-olds are at four times greater risk of involvement in a fatal crash at night than during the day. Thus, one way to protect these young drivers is to limit their driving at night until they have built up considerable experience driving during the day.

Young drivers tend to be risk takers, both because they are inexperienced judges of risk and simply because they are more risk-tolerant than adults. Provisional licenses are designed to control risk taking in three ways: (1) by allowing the motor vehicle department to intervene earlier with drivers who are caught speeding and taking other risks,

(2) by motivating the young person to maintain a clean record through the increased threat of license action, and (3) by increasing parental supervision of novice drivers by requiring the parent to approve the elimination of the driving curfew. All of these procedures are designed to help ease the novice driver safely into the traffic stream.

How Effective Is This Limited Licensing Procedure?

A study by Preusser et al. of four of the twelve states which provide for curfews for novice drivers demonstrated that these laws were effective in reducing the nighttime crash involvement of teenagers. The results shown in Figure 6.4, were obtained despite the fact that over half of the teenagers subject to the curfew admitted to driving at night anyway and despite the fact that the same teenagers reported believing that the probability of being caught by the police was relatively low (Williams, Lund, and Preusser, 1983). These researchers noted that in the states surveyed (New York and Louisiana), the teenagers appeared to believe that the police do not enforce the curfew laws vigorously; it appeared most of the enforcement came from parents rather than police. The investigators suggest that while it may be unreasonable to expect that a curfew would completely eliminate crashes in the hours covered, such curfews could be more effective if the publicity given to the curfew were increased and if the police enforcement of existing curfew laws was strengthened. Thus, reductions even

greater than those shown in Figure 6.4 might be possible with better application of these laws in the states that have them. However, it is noteworthy that such significant reductions in crash rates were achieved despite this limitation in publicity and enforcement.

Hagge and Marsh (1988) have studied the impact of provisional licensing in California, which does not include a curfew law but does require an extended period of supervised driving by the parent, a longer waiting time if the driving test is failed, and a lower point count for triggering department of motor vehicle action. Their study indicated that provisional licensing prevented a 13% rise in fatal and injury crashes for 15- to 17-year olds which might otherwise have occurred. They estimated that the effect of provisional licensing on teenagers from 15 to 17 in California prevented 540 crashes per year. Thus there is good evidence that these limitations on novice driving can be effective in reducing the crash experience of this high risk group.

How Many States Have It?

Figure 6.5 summarizes the licensing systems for novice drivers in the fifty states and the District of Columbia. As can be seen from the figure, only ten states have officially established provisional licensing programs though several more are in the process of developing such programs. Most states, however, have one or another of the special provisions for youthful drivers discussed in this section.

**Reductions in Crash Involvement
During Curfew Hours**

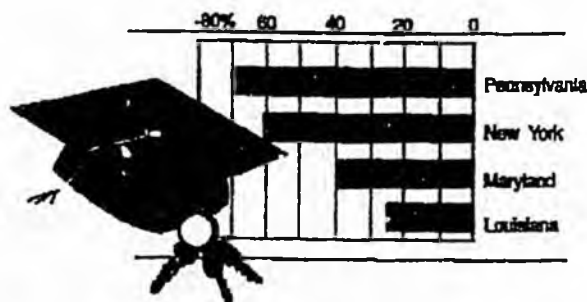


Figure 6.4

Provisional Driver Licensing Countermeasures: Status												
State	Learner Required	Prov. License	Night Restr.	Manual & Test	Parent Part.	Lower BAC	Model DI Prog.	Mandatory Safety Ed.	Minor License	Clean Record	Driver Ed. Req.	Parent Consent
Alabama												
Alaska	yes											yes
Arizona	yes					(.05)						yes
Arkansas	yes											
California	yes	yes		M	yes	(.05)	yes	yes	yes	yes	18	yes
Colorado	yes	yes							yes			yes
Connecticut	yes			M							18	yes
Delaware	yes								yes		18	yes
District of Columbia	yes											yes
Florida	yes		Considering Program						yes			yes
Georgia	yes								yes			yes
Hawaii	yes								yes			(20)
Idaho			daytime						yes			yes
Illinois	yes	yes	11-6	M	yes		yes		yes		18	yes
Indiana	yes	yes					yes		yes		18	yes
Iowa	yes		Considering Program				yes				18	yes
Kansas	yes								yes			(10)
Kentucky	yes											yes
Louisiana	yes		11-5						yes		17	(21)
Maine	yes					(.02)			yes		17	yes
Maryland	yes	yes	12-6	M	yes	(.02)			yes	yes	18	(21)
Massachusetts	yes		1-4		yes				yes		18	yes
Michigan	yes						yes				18	(21)
Minnesota	yes	yes					yes		yes		18	yes
Mississippi	yes								yes			(17)
Missouri	yes											
Montana			Considering Program						yes		16	yes
Nebraska												
Nevada								yes	yes			yes
New Hampshire			Considering Program								18	
New Jersey	yes		night	M								
New Mexico	yes					(.05)			yes		18	yes
New York	yes		9-5						yes		18	yes
North Carolina	yes					(.00)					18	yes
North Dakota												yes
Ohio	yes					(.02)			yes		18	yes
Oklahoma			New Law							yes		(10)
Oregon			Considering Program			(.00)			yes			yes
Pennsylvania	yes	yes	12-5						yes		18	yes
Rhode Island			Considering Program			(.04)			yes		18	yes
South Carolina			Considering Program			yes						(21)
South Dakota												yes
Tennessee												yes
Texas	yes								yes		16	yes
Utah	yes								yes		18	yes
Vermont	yes	yes			yes		yes		yes			yes
Virginia	yes										18	yes
Washington	yes							yes	yes		18	yes
West Virginia	yes	yes							yes		18	yes
Wisconsin	yes				yes	(.00)		yes			18	yes
Wyoming	yes						yes		yes			yes

Figure 6.5

(Continued on other side)

To interpret the table, the following definitions are provided:

Learner's Permit Required - A learner's permit is required of all new drivers prior to issuance of a provisional or regular driver's license. Such requirement can provide the applicant with supervised daytime driving experience and to develop basic behind-the-wheel skills.

Provisional Driver's License - A provisional or similar type driver's license issued to new young drivers prior to full licensure.

Nighttime Restriction - A nighttime restriction is applied to all new drivers (or age 15/16) to provide the applicant with a period of supervised driving practice during the hours of greatest hazard.

Manual and Test - State driver's license manual or supplemental manual (M) and the knowledge test (T) tailored for young/novice driver license applicants' needs.

Parent Participation - State has a program and materials which encourages the parent/guardian, may even be required, to provide supervised behind-the-wheel driving practice to their young/novice driver.

Lower BAC - State has established a lower BAC (less than 0.10) for drivers under the State's legal drinking age (age 21) which means loss of license for one year or until age 21, whichever is less.

Model Driver Improvement Program - State has a driver control program which provides for quicker intervention for young new novice drivers than the general driver population.

Mandatory Safety Belt Use - State law requires all occupants of a motor vehicle being driven by a provisional or other licensed driver to be wearing safety belts.

Minor Driver License - State minor (under age 21) driver's license different from adult to facilitate enforcement of drinking age laws.

Clean Record - Demonstrated period of safe driving performance prior to issuance of unrestricted or regular State's driver's license.

Driver Education Required - Successful completion of a driver education program required prior to issuance of regular State driver's license to young drivers under specified age.

Parent Consent - Parent/Guardian consent required prior to licensing an unemancipated minor under age 18; ages in parenthesis indicate a different age of majority for licensing purposes.

Source: An Improved Driver Entry System for Young Novice Drivers, NHTSA, (September 1989).

Points Often Raised

A. Why not let an individual with a learner's permit receive a license as soon as he or she can pass the written and road tests?

Currently available written and road tests are not sufficiently rigorous to test for all of the skills and knowledge required to be a safe driver. The current test principally determines that the novice driver has enough skill to drive around the block. It does not demonstrate that he has the judgment to avoid crashes or the skill for handling driving emergencies.

B. How long does it take for a young person to learn to drive an automobile?

To learn basic skills to keep the vehicle on the roadway may require only a short time, but to learn the much more complex skills involved in assuring that the driver can watch out for other vehicles and take effective action to avoid crashes in emergencies requires considerably longer. It is difficult to separate the learning required to develop the specific skills of driving from the maturation and judgment which comes only from increasing age and experience while driving. The risk per mile driven is highest for the very youngest drivers and gradually declines as one ages up to about age 25. What seems clear is that provisional licensing is effective because it applies to those who are both young and inexperienced.

C. Will not provisional licenses limit the employment opportunities of teenagers?

Since provisional licenses permit solo driving during the daytime, they should not affect employment for most persons. Where the young person operates a company car at night, special provisions could be made for driving on the job. However, it should be kept in mind that employing novice drivers to drive at nighttime is an increased risk to both employer and employee.

D. Many adults are poor drivers. Will requiring a parent in the car really help?

Yes, even the relatively poor adult drivers have considerably more experience than the novice driver, and young people are much less likely to take risks with a parent or guardian in the car.

E. Is it fair to impose heavier penalties on novice drivers who receive tickets than on adult drivers?

Yes, it is fair and appropriate since the novice driver should be driving much more carefully than the experienced driver. A novice driver is less able to handle emergencies and should therefore be driving with particular care. Young people who speed or run traffic lights while learning to operate a vehicle and getting sufficient experience to operate it safely are likely to be involved in crashes.

Youth

Mothers Against Drunk Driving

Sample Testimony

Provisional Licenses for Teenagers

"Mr/Madam Chairperson, members of the comminee...Today we are here seeking support for SB (), advocating use of provisional or more restrictive licenses for young, beginning drivers."

Mr. Chairman, each year, young novice drivers are involved in more than twice the average number of crashes per mile driven as experienced adult drivers. These crashes occur most frequently between midnight and 5:00 a.m. Studies show that although only 2 percent of the miles driven by 16-year-olds occurs in these hours, 17 percent of their fatal crashes occur in the five-hour period. Also, novice driving between 9:00 p.m. and 6:00 a.m. account for 16 percent of their miles driven, but 43 percent of their fatal crashes (according to the National Highway Traffic Safety Administration).

Because of these facts MADD supports the use of provisional licenses for novice drivers as a means of "easing" young drivers into on-the-road experience. The novice driver would gradually gain driving skills through education, driving during lower-risk hours or with supervision. The result will be a reduction in deaths and injuries among our vulnerable youth.

Conditions for a provisional license should include:

- Nighttime restriction either as a phase/stage or as a remedial action.
- Parent-supervised basic driving practice and advanced sessions during high-risk hours.
- Improved licensing and testing procedures tailored to the needs of young drivers.
- Youth-oriented and prompt driver improvement action.
- Mandatory safety belt usage by all occupants of motor vehicles while operated by a teenager.
- .00 blood alcohol concentration (BAC) requirements for DWI offenses.
- Driver education, required learner's permit and a behind-the-wheel training period.
- A license that is distinctive from regular driver's license.

No one law will ever accomplish our ultimate goal of eliminating all deaths and injuries caused by drunk drivers. But, SB () will address ways to help our young drivers, resulting in fewer deaths and injuries.

MADD®

Young Driver Laws

Virtually all states impose special restrictions on teenagers' driving privileges and/or require driver education to get a license before age 18. For example, 9 states — Idaho, Illinois, Louisiana, Maryland, Massachusetts, New York, Pennsylvania, South Carolina, and South Dakota — prohibit teenagers younger than specified ages from driving during the high-risk nighttime and early morning hours. In Idaho, drivers younger than 16 years are restricted to daytime driving only. In Illinois, a driving curfew applies 11 pm-6 am Sun.-Thurs. and midnight-6 am Sat.-Sun.; in Louisiana, 11 pm-5 am (midnight-5 am Fri.-Sun.); in Maryland, midnight-5 am; in Massachusetts, 1-4 am; in New York, 9 pm-5 am; in Pennsylvania, midnight-5 am; in South Carolina, 6 pm-6 am (8 pm-6 am during daylight saving time); and in South Dakota, 8 pm-6 am for drivers younger than 16.

License suspension or another penalty may result from violations of blood alcohol concentration (BAC) thresholds that apply only to young drivers in 21 jurisdictions — Arizona, Arkansas, California, the District of Columbia, Georgia, Maine, Maryland, Minnesota, Nebraska, New Hampshire, New Jersey, New Mexico, North Carolina, Ohio, Oregon, Rhode Island, Tennessee, Texas, Utah, Vermont, and Wisconsin. However, only 13 of these special BAC laws apply to all drivers younger than 21 years. Plus, the BACs applicable to young drivers vary from state to state.

Most states also impose licensing penalties for violations of alcohol purchasing age laws (now 21 years old in all 50 states) and/or fraudulent use of a license to buy alcohol illegally. In 9 states — Arkansas, Florida, Kentucky, Louisiana, Ohio, Tennessee, Texas, Virginia, and West Virginia — people younger than 18 years must have completed or be enrolled in high school to get licenses. Differences among state laws covering young drivers are summarized below.

	Usual Licensing Age Learners/Regular	% BAC Limit for Young Drivers (Applicable Age) and Penalty for Violation	Licensing Penalty for DWI (Applies to 17 Yrs. & Younger Unless Noted)	Licensing Penalty for Purchasing Age or Other Alcohol Violations
Alabama	15/16	—	same as adult	—
Alaska	14/16	—	same as adult	3 mo. (younger than 17) 2 mo. (younger than 21)
Arizona	15 & 7 mo./16	0.00 (younger than 21) penalty: 3 mo. suspension	2 yrs.	2 yrs. (younger than 18) 6 mo. (younger than 21)
Arkansas	14/16	0.02 (younger than 21) penalty: 4 mo. suspension	1 yr. or until age 18 ¹	—
California	15/16	0.05 (younger than 18) penalty: alcohol program	1 yr. or until age 18 ¹	1 yr. (younger than 21)
Colorado	15 & 3 mo./16	—	1 yr. (younger than 21)	3 mo. (younger than 21)
Connecticut	none/16	—	1 yr. or until age 18 ¹	2 mo. (younger than 21)
Delaware	15 & 10 mo./16	—	2 yrs. or until age 18 ¹ (younger than 21)	1 mo. (younger than 21)

State Law Facts 1993

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	Usual Licensing Age Learners/Regular	% BAC Limit for Young Drivers (Applicable Age) and Penalty for Violation	Licensing Penalty for DWI (Applies to 17 Yrs. & Younger Unless Noted)	Licensing Penalty for Purchasing Age or Other Alcohol Violations
Dist. of Columbia	16/16	0.00 (younger than 21) penalty: 6 mo. suspension	same as adult	3 mo. (younger than 21)
Florida	15/16	—	same as adult	1 yr. (younger than 18)
Georgia	15/16	0.06 (younger than 18) penalty: 1 yr. suspension	same as adult	4 mo. (younger than 21)
Hawaii	15/15	—	3 mo. or until age 18 ¹	—
Idaho	15/15	—	adult+1 yr. or until age 18 ¹	1 yr. (younger than 18)
Illinois	15/16	—	1 yr. (younger than 21)	—
Indiana	15/16 & 1 mo.	—	same as adult	1 yr. (younger than 21)
Iowa	14/16	—	6 mo. or until age 18 ¹	6 mo. (younger than 21)
Kansas	14/16	—	same as adult	1 yr. (younger than 18)
Kentucky	16/16	—	3 mo. or until age 18 ¹	6 mo. (younger than 21)
Louisiana	16/16	—	1 yr. or until age 17 ¹ (younger than 19)	1 yr. or until age 17 ¹ (younger than 19) 3 mo. (younger than 21)
Maine	15/16	0.02 (younger than 21) penalty: 1 yr. suspension	1 yr. (younger than 21)	1 mo. (younger than 21) ¹
Maryland	15 & 9 mo./16	0.02 (younger than 21) penalty: 1 yr. suspension	same as adult	6 mo. (younger than 18)
Massachusetts	16/16 & 6 mo.	—	6 mo. (younger than 21)	3 mo. (younger than 21)
Michigan	15/16	—	same as adult	3 mo. (younger than 21)
Minnesota	15/16	0.00 (younger than 21) penalty: 1 mo. suspension	6 mo. (younger than 21)	3 mo. (younger than 21)
Mississippi	15/15	—	same as adult	—
Missouri	15 & 6 mo./16	—	3 mo. (younger than 21)	3 mo. (younger than 21)
Montana	14 & 6 mo./15	—	same as adult	3 mo. (younger than 21)
Nebraska	15/16	0.02 (younger than 21) penalty: 1 mo. suspension effective Jan. 1994	same as adult	—
Nevada	15 & 6 mo./16	—	same as adult	6 mo. (younger than 18)
New Hampshire	15 & 6 mo./16	0.04 (younger than 21) penalty: 6 mo. suspension	same as adult	1 yr. (younger than 18)
New Jersey	17/17	0.01 (younger than 21) penalty: 3 mo. suspension	same as adult	6 mo. (younger than 21)
New Mexico	15/15	0.05 (younger than 18) ³ penalty: 6 mo. suspension	same as adult	3 mo. (younger than 21)

	Usual Licensing Age Learners/Regular	% BAC Limit for Young Drivers (Applicable Age) and Penalty for Violation	Licensing Penalty for DWI (Applies to 17 Yrs. & Younger Unless Noted)	Licensing Penalty for Purchasing Age or Other Alcohol Violations
New York	16/16	—	1 yr. (younger than 21)	3 mo. (younger than 21)
North Carolina	15/16	0.00 (younger than 18) penalty: 1-1/2 mo. sus- pension or until age 18 ¹	same as adult	1 yr. (younger than 21)
North Dakota	14/16	—	same as adult	—
Ohio	16/16	0.02 (younger than 18) penalty: 2 mo. suspension or until age 18 ¹	until age 18	1 yr. (younger than 21)
Oklahoma	15 & 6 mo./16	—	6 mo. or until age 18	6 mo. or until age 18 (younger than 18)
Oregon	15/16	0.00 (younger than 21) penalty: 1 yr. suspension	same as adult	1 yr. or until age 17 ¹ (younger than 18) 1 yr. (younger than 21)
Pennsylvania	16/16	—	6 mo.	3 mo. (younger than 21)
Rhode Island	16/16	0.04 (younger than 21) penalty: 12 mo. suspension (younger than 18) or 3 mo. suspension (age 18-21)	18 mo.	3 mo. (younger than 21)
South Carolina	15/15	—	same as adult	3 mo. (younger than 21)
South Dakota	14/14	—	same as adult	1 mo. (younger than 21) 3 mo. (driver younger than 21)
Tennessee	15/16	0.02 (younger than 21) penalty: 1 yr. suspension	same as adult	1 yr. (younger than 21)
Texas	15/16	0.07 (younger than 21) penalty: 1 yr. suspension	1 yr. (younger than 21)	1 yr. (younger than 21)
Utah	16/16	0.00 (younger than 21) penalty: 3 mo. suspension	3 mo. (younger than 21)	6 mo. or until age 17 ¹ (younger than 18)
Vermont	15/16	0.02 (younger than 18) penalty: until DWI pro- gram is completed	same as adult	—
Virginia	15 & 8 mo./16	—	1 yr. or until age 17 ¹	1 yr. or until age 17 ¹ (younger than 18)
Washington	15 & 6 mo./16	—	3 mo. or until age 19 ¹ (younger than 19)	1 yr. or until age 17 ¹ (younger than 18)
West Virginia	15/16	—	6 mo. or until age 21 ¹ (younger than 21)	—
Wisconsin	15 & 6 mo./16	0.00 (younger than 19) penalty: 3 mo. suspension	same as adult	3 mo. (younger than 21)

¹License suspensions last for the length of time specified or until the specified age, whichever is longer, except in Idaho and Ohio. In Idaho, the suspension period is the length of an adult suspension for DWI (6 months) plus one year or until age 18, whichever is longer. In Ohio, the suspension period is for 2 months or until age 18, whichever is shorter.

²Licensing penalty in Maine becomes effective in Oct. 1993.

³BAC limit for young drivers in New Mexico will change to 0.02 for drivers younger than 21 years on Jan. 1, 1994.

Teenagers

As both drivers and passengers, teenagers are disproportionately involved in motor vehicle crashes, compared with people of other ages. Even though they drive less than older people (except those 70 and older), teenagers have very high numbers of motor vehicle crashes and crash deaths. This edition of Fatality Facts addresses the problem.

- 5,213 teenagers (13-19 year olds) died from motor vehicle crash injuries in 1992. This represents a 9 percent decline since 1991, with male teenagers accounting for more of the decline than females.
- Forty-two percent of the teenage motor vehicle crash deaths in 1992 (2,199) were drivers of passenger vehicles (cars, pickups, cargo and large passenger vans, and utility vehicles). The death rate for male teenage drivers (13 per 100,000 people) exceeded the rate for females (5).
- Passenger vehicle occupants comprise most (82 percent) teenage motor vehicle deaths. An additional 7 percent are pedestrians, 5 percent are motorcyclists, 2 percent are bicyclists, and 3 percent are occupants of other vehicles.
- Teenagers comprised 9 percent of the U.S. population in 1992 and 13 percent of all motor vehicle deaths.
- Teenage motor vehicle deaths involve mostly people of driving age (16-19), but 19 percent involve 13-15 year olds.
- Thirty percent of the deaths of 16-19 year olds from all causes in 1990 occurred from motor vehicle crash injuries. These injuries comprised 39 percent of the deaths of females 16-19 years old.
- More than twice as many male teenagers as female teenagers are killed in motor vehicle crashes.
- From teenagers in the 13-15-year-old age group to those in the 16-19 group, the increase in motor vehicle deaths per 100,000 people is more than twofold for both males and females.

Teenage Motor Vehicle Deaths

	Male	Female	Total*
1982	5,354	1,969	7,323
1983	4,850	1,955	6,805
1984	4,947	2,005	6,952
1985	4,715	2,022	6,737
1986	5,280	2,182	7,466
1987	5,107	2,186	7,293
1988	5,036	2,204	7,242
1989	4,528	2,158	6,688
1990	4,420	1,944	6,364
1991	3,891	1,867	5,760
1992	3,493	1,713	5,213

*Total includes sex unknowns.

Teenage Motor Vehicle Deaths, 1992

Age	Deaths
13	210
14	286
15	496
16	901
17	1,004
18	1,167
19	1,149
Total	5,213

Fatality Facts 1993

Published by the Insurance Institute for Highway Safety

More than twice as many male teenagers as female teenagers are killed in motor vehicle crashes.

Teenage Motor Vehicle Deaths by Type, 1992

Age	Passenger Vehicles*	Motor-cyclists	Pedestrians	Bicyclists	Other-Unk*
13	113	2	48	30	17
14	200	8	29	29	20
15	381	17	49	23	26
16	778	23	66	16	18
17	873	48	53	10	20
18	998	75	73	-	14
19	956	102	58	11	22
Total	4,299	275	376	126	137

*Column includes sex and seating positions unknown.

Passenger Vehicle Deaths by Age, Sex, and Seating Position, 1992

Age	Drivers			Passengers		
	Male	Female	Total*	Male	Female	Total*
13	2	2	4	64	39	103
14	25	4	29	78	84	164
15	51	18	69	153	149	302
16	268	131	399	205	158	364
17	336	165	501	194	169	363
18	447	174	621	208	151	359
19	442	138	580	232	133	365
Total	1,571	652	2,223	1,134	883	2,017

*Totals include sex unknowns

Distribution of Teenage Motor Vehicle Deaths by Time of Day, 1992

	Percent
Midnight - 3 am	17
3 am - 6 am	8
6 am - 9 am	8
9 am - Noon	6
Noon - 3 pm	10
3 pm - 6 pm	14
6 pm - 9 pm	17
9 pm - Midnight	21

Distribution of Teenage Motor Vehicle Deaths by Day of Week, 1992

	Percent
Sunday	10
Monday	10
Tuesday	10
Wednesday	11
Thursday	12
Friday	17
Saturday	22

Percent of Fatally Injured Drivers with BACs ≥ 0.10 Percent, 1992

Age	Male	Female
13-15	10	11
16-17	21	1
18-19	32	20
20-24	49	29
25-34	56	37
35-54	47	25
55+	17	-

Percent of Fatally Injured Passenger Vehicle Drivers with BACs ≥ 0.10 Percent

	Driver Age		
	16-20	21-30	>30
1982	48	62	44
1983	45	60	42
1984	40	56	39
1985	35	54	38
1986	35	53	35
1987	29	54	37
1988	31	55	36
1989	31	52	35
1990	31	52	35
1991	32	52	35
1992	27	49	35

About half of all teenage motor vehicle deaths occur between 9 pm and 6 am.

Driver Deaths per 100,000 People, 1992

Age	Male	Female
0-12	<1	<1
13	<1	<1
14	1	<1
15	3	1
16	16	8
17	19	10
18	26	11
19	24	8
20-24	23	8
25-29	17	6
30-64	12	5
65-74	14	5
75+	23	6

Passenger Deaths per 100,000 People, 1992

Age	Male	Female
0-12	3	2
13	4	2
14	5	5
15	9	9
16	12	10
17	11	10
18	13	9
19	13	8
20-24	10	5
25-29	5	3
30-64	2	2
65-74	3	4
75+	5	7

- Male 18-year-old drivers of passenger vehicles have higher death rates than any other group -- 26 per 100,000 people, or more than twice the rate for males 30-64 years old.
- In 1992, 2,073 teenagers died as passengers in cars, pickups, cargo and large passenger vans, and utility vehicles. The death rate for male teenage passengers (9 per 100,000 people) exceeded the rate for females (8).
- The passenger death rate for females peaks at age 16-17 (10 per 100,000). For males, the death rate peaks at age 18-19 (13 per 100,000). After the teenage years, passenger deaths begin decreasing dramatically.
- Nineteen percent of all passengers who die in motor vehicle crashes do so when a teenager is driving. Most teenage passenger deaths (63 percent) occur in crashes in which another teenager is driving.
- More than half (58 percent) of all teenage motor vehicle deaths occur on weekends (Friday, Saturday, and Sunday).
- About half of all teenage motor vehicle deaths occur between 9 pm and 6 am.
- Male drivers 16-19 years old were involved in 30 nighttime fatal crashes per 100 million miles traveled in 1990 — about 4 times the rate for men 30-54 years old.¹
- Female drivers 16-19 years old were involved in 13 nighttime fatal crashes per 100 million miles traveled in 1990 — about 3 times the rate for female drivers 30-54 years old.¹
- Teenage drivers with blood alcohol concentrations of 0.05-0.10 percent are far more likely than sober teenage drivers to be killed in single-vehicle crashes — 18 times more likely for males, 54 times more likely for females. Drivers who are at least 25 years old and have similar blood alcohol concentrations are 9 (males) to 25 (females) times more likely to be killed in single-vehicle crashes, compared with sober drivers.²
- Teenage bicyclists comprised 18 percent of all the bicyclist deaths that occurred in 1992.
- Motorcyclist deaths begin rising during the teenage years. Teenagers comprise 12 percent of all motorcyclist deaths.

Motorcyclist deaths
begin rising during
the teenage years.

**Motor Vehicle Deaths
as a Percent of All
Deaths, 1990**

Age	Male	Female
0-4	2	2
5-9	22	20
10-12	24	20
13-15	25	27
16-17	30	43
18-19	26	35
20-24	25	27
25-34	14	13
35-54	5	4
55+	1	<1

**Distribution of Teenage
Motor Vehicle Deaths
by Month, 1992**

	Percent
January	7
February	6
March	7
April	7
May	9
June	10
July	10
August	10
September	9
October	9
November	9
December	8

**Percent of Teenage
Deaths Occurring at
Night (9 pm - 6 am), 1992**

Age	Male	Female
13-15	31	36
16-17	47	39
18-19	55	40

THE INFORMATION IN THIS FACT SHEET IS BASED LARGELY ON ANALYSIS OF DATA FROM THE U.S. DEPARTMENT OF TRANSPORTATION'S FATAL ACCIDENT REPORTING SYSTEM. FOR FURTHER INFORMATION, SEE THE FOLLOWING REPORTS:

Massie, D.L. and Campbell K.L. 1993. Analysis of accident rates by age, gender, and time of day based on the 1990 Nationwide Personal Transportation Survey (UMTRI-93-7). Ann Arbor: University of Michigan Transportation Research Institute.

Zador, P. 1991. Alcohol-related relative risk of fatal driver injuries in relation to driver age and sex. *Journal of Studies on Alcohol* 52:302-10.

**INSURANCE
INSTITUTE
FOR
HIGHWAY
SAFETY**

July 1993, Editor Anne Fleming
Insurance Institute for Highway Safety
1005 North Glebe Road, Arlington, VA 22201
(703) 247-1500

The Insurance Institute for Highway Safety is an independent, nonprofit public service organization that develops and evaluates ways to reduce motor vehicle losses. The Institute's work is wholly supported by the nation's property and casualty insurers, individually and through their trade associations.

STATUS INSURANCE INSTITUTE FOR HIGHWAY SAFETY REPORT

Vol. 29, No. 4

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Slower Graduation to Full Licensing Means Fewer Teenage Deaths

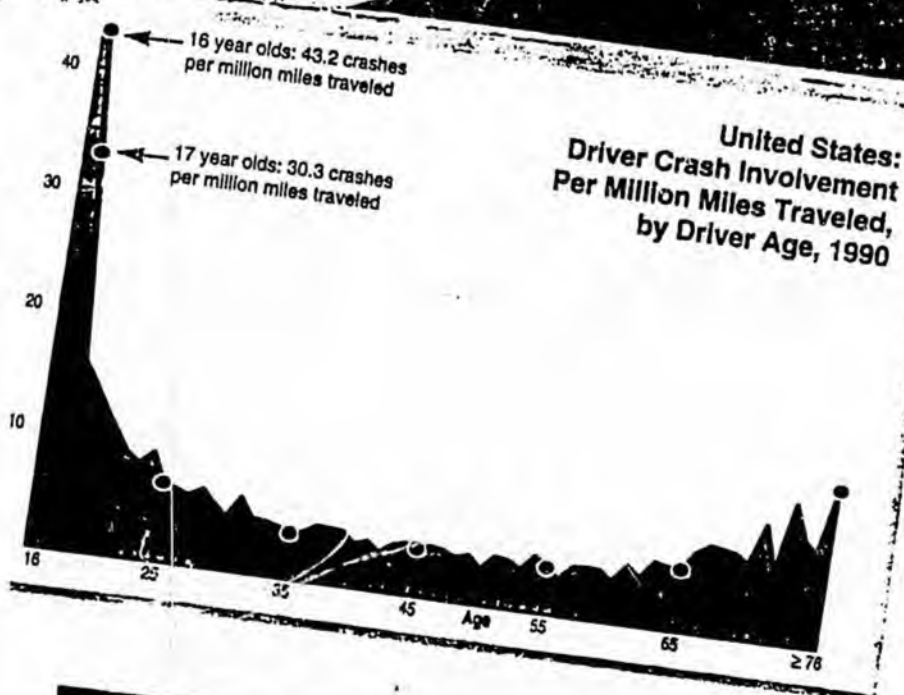
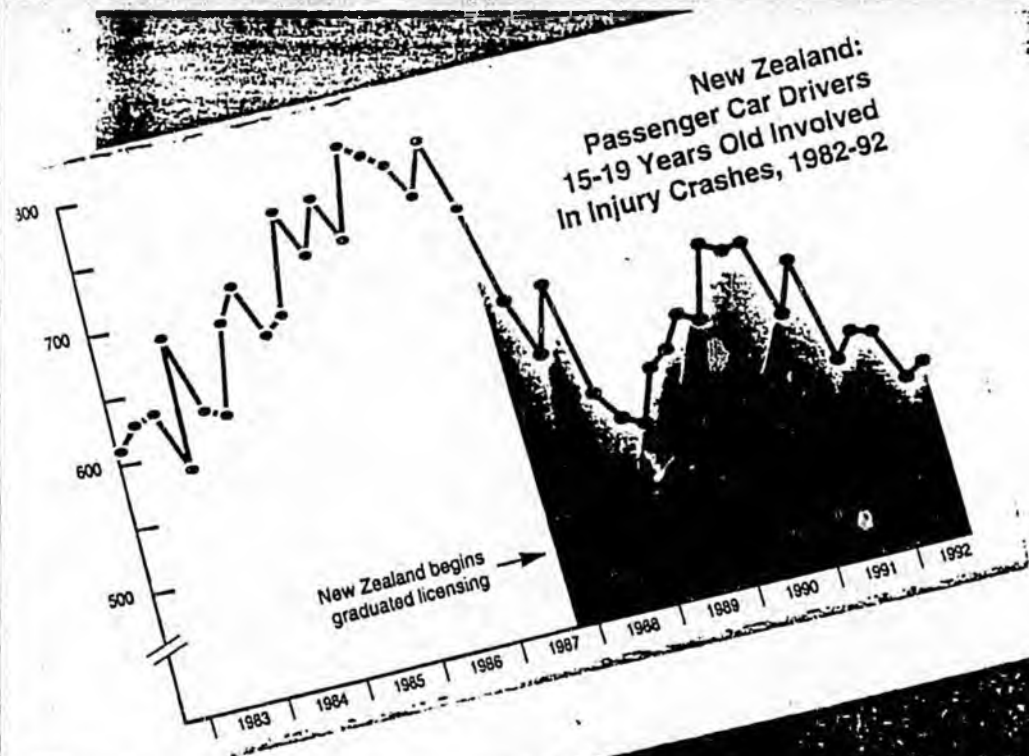
It's easy to get a license to drive in the United States. It's inexpensive, and licensing exams aren't hard to pass. As long as you're at least 16 years old — 15 in some states — you can take to the road with essentially full privileges. In many states, the only other hurdle is passing approved driver training.

It's somewhat harder to get a license in most European countries, where teenagers have to be 17 or 18 before driving legally. But even where licensing ages are higher than in the United States and requirements are tougher, young drivers are still immature and lack on-the-road experience.

The result is that young drivers in every motorized country constitute a major highway safety problem. They're disproportionately involved in crashes compared with older people. In 1992, teenagers comprised 9 percent of the U.S. population and 13 percent of all motor vehicle deaths. Crash injuries are the leading health problem among 16-19 year olds. They account for about 40 percent of all deaths in this group.

"If society is serious about reducing the young driver problem, it must bite the bullet and modify teenagers' driving through graduated licensing," says Institute Senior Vice President Allan F. Williams. "There's no substitute for on-the-road experience. But restricting the time and manner of driving in stages allows beginning drivers to acquire that experience in lower-risk settings before getting a regular, unrestricted license."

How Graduated Licensing Works: The idea is to help beginners learn to drive step by step by controlling their progression toward full driving privileges. Restrictions are lifted gradually and systematically until a



Crash involvement among 15-19 year olds went down when New Zealand began graduated licensing (top). In the United States (above), 16-19 year olds had the highest crash rate in 1990 — 20.1 per million miles traveled compared with 5.3 per million for all other ages. Sixteen and 17 year olds had by far the highest rates. Rates for drivers 76 and older were higher than average but much lower than those for teenagers.

driver "graduates" to an unrestricted license. This helps two ways. It ensures that new drivers accumulate behind-the-wheel experience in low-risk settings. It also means drivers are older and maybe more mature by the time they get their regular licenses.

Graduated licensing has already reduced crash deaths and injuries in New Zealand,

where it has been in effect since 1987. In Ontario, Canada, graduated licensing will take effect next month and is under active consideration in several other provinces.

In the United States, the National Highway Traffic Safety Administration has budgeted \$1.2 million over the next two years in incentive grants for states that implement

and evaluate graduated licensing programs. This isn't the first time the agency has endorsed the plan. During the mid-1970s, it developed a model system that was never fully implemented by any state. California and Maryland did adopt weakened versions, and both experienced modest reductions in crash involvement among young drivers.

Some Progress but Teens Still at Risk: The young driver problem has improved in recent years. For example, the greatest gains against alcohol-impaired driving during the 1980s were among 16-20 year olds. (See *Status Report*, Vol. 28, No. 13, Nov. 27, 1993.) Still, crash rates among this group remain a lot higher than those of other age groups including the elderly.

Immaturity and lack of driving experience are considered the main reasons for young drivers' high crash rates. The immaturity associated with youth is manifested in risky practices like speeding, following too closely, accelerating rapidly, and maneuvering in a variety of aggressive ways that heighten the likelihood of a crash.

So why not just raise the licensing age? In most of the United States, the minimum age for regular licensure is 16. In some states it's 15, and several states allow restricted licenses at 14 or 15. New Jersey prohibits regular licensure before age 17, and research shows this policy has substantially reduced the combined crash involvement of 16 and 17 year olds, compared with involvement in neighboring states that allow licenses at 16. (See *Status Report*, Vol. 19, No. 1, Jan. 10, 1984.)

Though it's safer to delay licensure until teenagers are older, Williams notes that "it can be difficult, politically, to restrict young people's mobility in the interest of safety." He also points out that raising the licensing age alone doesn't address the need for new drivers to gain on-the-road experience.

"Drivers with some experience have a lower crash risk than drivers who are new to the road," says Herb M. Simpson, executive director of the Traffic Injury Research Foundation of Canada. "Graduated licensing recognizes that the way we license people now isn't the best way. What we do is give them a vision test, a knowledge test, and ask them to drive around the block. Then

we say, 'Here are the keys, go out and drive on a freeway in a snowstorm at night with a car full of people.' And the result is predictable. We've basically created the situation of high risk of a collision." A longtime proponent of graduated licensing, Simpson adds that it "represents an opportunity to try and control some of the risks faced by new drivers without necessarily impinging or infringing on their mobility needs."

How Programs Compare: In the United States, there aren't any full-fledged graduated licensing systems, but all states provide for learning periods prior to licensure during which driving must be supervised. Many states grant new drivers probationary or provisional licenses for set time periods.

Simpson describes these two approaches as different from graduated licensing. Probationary license holders are typically allowed full driving privileges except that, during probation, actions like suspension can be imposed more quickly and after fewer violations. Probationary systems use the threat of punishment to encourage people to drive with care, but they do nothing to help new drivers acquire on-the-road experience.

Provisional licensing, Simpson explains, imposes some restrictions on young drivers, usually coupled with the same kinds of penalties associated with probationary systems. Restrictions are lifted after a specified time, in full and all at once, at which point a regular, unrestricted license is granted.

Graduated licensing is different in that drivers progress through a multistage licensing process that's equivalent to receiving a learner's permit, then a provisional or restricted license, and finally a regular license. Although specific driving restrictions may vary among graduated systems, a ban on nighttime driving is an essential feature. Keeping young beginners off the road during the high-risk late-night hours forces them to gain more of their early driving experience during daylight, when increased visibility makes driving less demanding.

Other restrictions apply with graduated licensing. One is a zero or near-zero blood alcohol concentration (BAC) requirement. Beginners must practice driving for a specified time under the supervision of a parent

or adult licensed driver and may be barred from major roads. Sometimes limits are imposed on the number of passengers a beginner may transport because of research showing the majority of teenage passenger deaths occurs in cars driven by other teenagers.

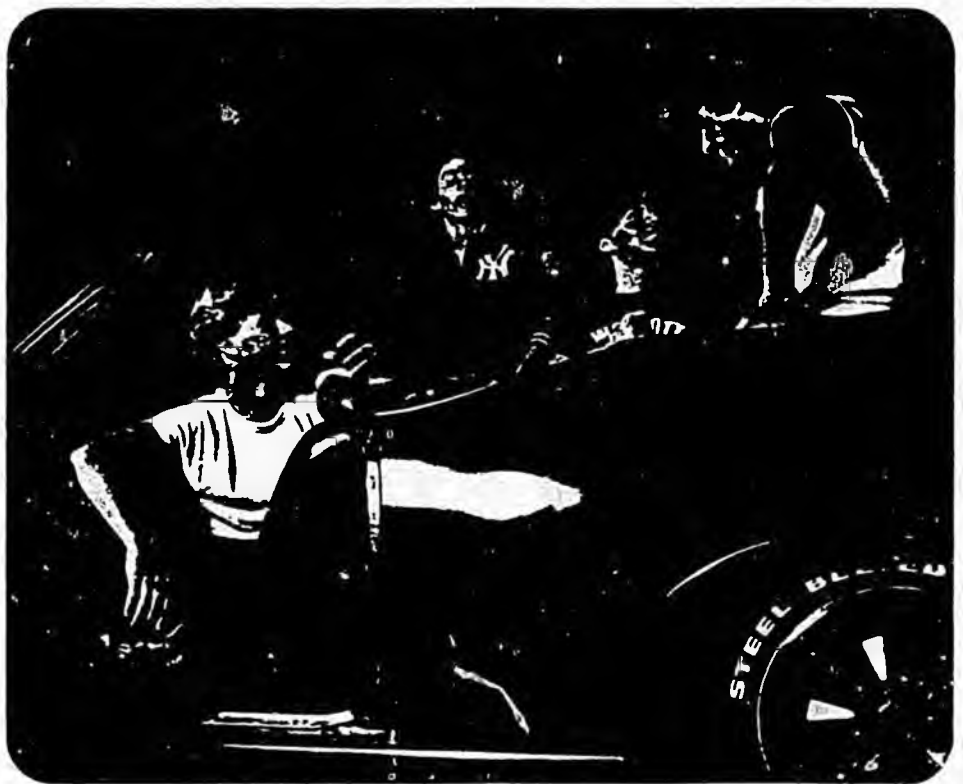
During restricted periods, penalties are usually more severe than those imposed on regular license holders and may trigger special driver improvement actions. Restrictions are lengthened for traffic violations and may sometimes be shortened by completing driver training. In any case, restrictions are lifted gradually as drivers gain experience and pass advanced driving tests.

New Zealand's Experience: Graduated licensing has been in effect in New Zealand since 1987 and has reduced crash rates among affected ages. The reduction is particularly noticeable among 15-19 year olds.

BAC of 0.03 percent, compared with 0.08 percent for unrestricted drivers. There's a ban on passengers in vehicles operated by restricted drivers unless they're accompanied by a front-seat passenger who's older than 20 and has had an unrestricted license for more than two years.

Startup in Canada: Beginning next month, it will take all new drivers in Ontario a minimum of 20 months to get an unrestricted license, regardless of age. Applicants who are at least 16 years old can practice driving when accompanied by someone with a full license and four years of experience. New drivers must adhere to a zero BAC rule, and they're barred from driving between midnight and 5 a.m. and on multilane, controlled access freeways.

After 12 months (8 with approved driver training) and successful completion of a



The New Zealand plan applies to all new drivers younger than 25. A learner's permit may be obtained at age 15 and then, after at least six months of supervised practice, drivers who pass a road test get an 18-month restricted license (9-month with approved training). Restrictions include a driving curfew from 10 p.m. to 5 a.m. and a maximum

road test, new drivers may progress to the second level — another 12 months when they may drive unsupervised but the zero BAC rule remains in effect. At the end of this second stage, drivers who pass an advanced road test qualify for an unrestricted license.

"It's time to try a similar program in the United States," Williams concludes.

(7)

Date Referred: February 2, 1994

FURTHER REFERRALS:

Finance

Date of Committee Action: 3-31-94

The STATE AFFAIRS Committee considered:

HB 430

HOUSE BILL NO. 430

LICENSING REQUIREMENTS FOR DRIVERS

"An Act requiring certain applicants for a driver's license to take a driver training course."

- RECOMMENDATIONS: the same title
 be replaced with _____ a new title
- have attached amendments(s)
 do pass
 do not pass
 no recommendations
 individual recommendations
 additional referral to the _____ Committee

ADOPTS: _____ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) _____

APPROVES PREVIOUS: (Dept/Date) _____

fiscal impact _____

fiscal note(s) _____

zero fiscal note Public Safety

zero fiscal note(s) _____

SIGNING <u>DO</u> PASS	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
		<i>Pete East</i>			<input checked="" type="checkbox"/>
		<i>Al Vezey</i>		<input checked="" type="checkbox"/>	
		<i>Jim Stenders</i>		<input checked="" type="checkbox"/>	
		<i>Ray L. ...</i>		<input checked="" type="checkbox"/>	

Al Vezey
 CHAIRMAN'S SIGNATURE