

HB

57

SENATE CS FOR HOUSE BILL NO. 57(TRA)
 IN THE LEGISLATURE OF THE STATE OF ALASKA
 NINETEENTH LEGISLATURE - SECOND SESSION

BY THE SENATE TRANSPORTATION COMMITTEE

Offered:
 Referred:

Sponsor(s): REPRESENTATIVES GREEN, Bunde, Toohy

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
 15 possession, to drive a specified type or class of motor vehicle on a highway or

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

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

8 Sec. 28.15.055. PROVISIONAL DRIVER'S LICENSE. Upon application, the
9 department may issue a provisional driver's license to a person who is at least

10 (1) 16 years of age but not yet 18 years of age if the person has been
11 licensed under an instruction permit issued under AS 28.15.051 or under the law of
12 another state with substantially similar requirements, for at least six months; or

13 (2) 18 years of age but not yet 21 years of age.

14 Sec. 28.15.057. RESTRICTIONS ON DRIVER'S LICENSE ISSUED TO A
15 PERSON UNDER 21. (a) Except as provided under AS 28.15.051 or 28.15.055, a
16 person who is at least 16 years of age but not yet 18 years of age may not be issued
17 a driver's license unless the person has been licensed under an instruction permit
18 issued under AS 28.15.051 for at least six months and has held a valid provisional
19 driver's license issued under AS 28.15.055 for at least one year.

20 (b) Except as provided under AS 28.15.055, a person who is at least 18 years
21 of age but not yet 21 years of age may not be issued a driver's license unless the
22 person has held a valid provisional license issued under AS 28.15.055 for a period of
23 at least one year.

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

1 of employment.

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

3 (b) The regulations adopted under (a) of this section must [SHALL] include
4 a designated level of point accumulation that [WHICH] identifies drivers who are
5 habitually reckless or negligent or who are habitual or frequent violators of traffic
6 laws, so as to show a disrespect for traffic laws and a disregard for the safety of other
7 persons. In formulating the point system authorized by this section, the commissioner
8 shall, in the interest of interstate uniformity, provide for suspension, revocation or
9 denial of a driver's license, privilege to drive, or privilege to obtain a license for an
10 accumulation of 12 or more points as a result of offenses committed during any
11 consecutive 12-month period or 18 or more points as a result of offenses committed
12 during any 24-month period, except for a person licensed under an instruction
13 permit or provisional license. A person licensed under an instruction permit or
14 provisional license shall have the person's license suspended, revoked, or denied
15 for an accumulation of eight or more points as a result of offenses committed
16 during any consecutive 12-month period.

17 • Sec. 5. AS 28.40.100(a)(8) is amended to read:

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

23 • Sec. 6. This Act takes effect January 1, 1997.

FISCAL NOTE

STATE OF ALASKA
1996 LEGISLATIVE SESSION

BILL NO: SCS HB 57(TRA)

Revision Date: 2/28/96
 Title: An Act relating to driver licensing...

Dept. Affected: Public Safety
 BRU: Motor Vehicles
 Component: Driver Services

Sponsor: Representative Green
 Requestor: S JUD

COMPONENT SERIAL NO. 500

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

OPERATING	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES	22.9	36.7	36.7	35.7	35.7	36.7
TRAVEL	5.6	0	0	0	0	0
CONTRACTUAL	62.8	2.3	2.3	2.3	2.3	2.3
SUPPLIES	0.5	0.5	0.5	0.5	0.5	0.5
EQUIPMENT	15.5	0	0	0	0	0
LAND & STRUCTURES	0	0	0	0	0	0
GRANTS CLAIMS	0	0	0	0	0	0
MISCELLANEOUS	0	0	0	0	0	0
TOTAL OPERATING	108.3	39.5	39.5	39.5	39.5	39.5
CAPITAL EXPENDITURES	-0-	-0-	-0-	-0-	-0-	-0-
CHANGE IN REVENUES (1005)) Revenue Code	163.0	163.0	163.0	163.0	163.0	163.0

FUNDING: (Thousands of Dollars)

1002 Federal Receipts	77.1	0	0	0	0	0
1003 GE Match	0	0	0	0	0	0
1004 GE	31.2	39.5	39.5	39.5	39.5	39.5
1005 GE/Program Receipts	0	0	0	0	0	0
1006 GE/MHTIA	0	0	0	0	0	0
Other	0	0	0	0	0	0
TOTAL	108.3	39.5	39.5	39.5	39.5	39.5

Estimate of current year (FY 95) impact: \$ _____

POSITIONS

FULL-TIME	1	1	1	1	1	1
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS (Attach a separate page if necessary)

SEE ATTACHED

Prepared By Juanita M. Hensley
 Division Motor Vehicles

Phone 465-2650
 Date 2/28/96

Approved by Commissioner
 Agency

Ronald L. Otte

 Ronald L. Otte, Dept. of Public Safety

Date 3/5/96

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For further distribution information call the Governor's Legislative Office

In 1993, the National Highway Traffic Safety Administration (NHTSA) offered to states direct grants to assist in the implementation and evaluation of a graduated license system. In 1994, Alaska and North Carolina were the only two states to be awarded these grants. Alaska's grant was in the amount of \$77.1.

Traffic crashes are the number one cause of death for youth nationwide. Alaska statistics are no different than the national statistics.

The impact this bill has on the Division of Motor Vehicles is the issuance of the full driver's license after the provisional license period is over. This bill requires the person be re-issued a driver's license without the provisional license restriction. The person will be required to pay a duplicate license fee of \$10. The division issued approximately 10,000 driver's licenses in 1994 to individuals in this age group. This will generate approximately \$100.0 in new general fund program receipts.

A person of this age group will have their driver's license suspended for accumulation of points at the 8 point level instead of 12 points in a 12 month period. In 1994, 1,205 warning notices were sent to individuals in this age group. It is anticipated, this bill, will cause a deterrent effect on this age group and approximately 500 of these individuals will not reach the 8 point accumulation. This will result in approximately 700 additional point suspensions yearly. Since the point suspension notices are automated, the cost the Division will incur is for the postage to mail the suspension notices to the individual. The law requires these notices to be mailed by certified mail return receipt. Postage rate for certified mail is \$2.52 each.

It is estimated, 90 percent of all persons whose license is suspended will reinstate their driver's license. A \$100.00 reinstatement fee is charged anytime a person has had their license suspended. This will generate approximately \$63.0 in new general fund program receipts revenue. The total amount of additional new general fund program receipt revenue generated by this bill is \$163.0.

The following is a cost breakdown associated with Alaska's graduated license implementation grant:

Personnel Services.....	\$ 4.5 (Overtime cost associated with the grant administration)
Travel.....	\$ 5.6
Contractual.....	\$60.5
Equipment.....	\$ 6.5
TOTAL.....	\$77.1

The following analysis is an estimate of the operational cost the Division of Motor Vehicles anticipates with the passage of this bill:

	<u>FY 97</u>	<u>FY 98</u>
<u>PERSONAL SERVICES:</u>		
1 Motor Vehicle Representative (Anchorage) 1/2 year FY 97	\$18.4	\$26.7
Federal Grant Receipts	\$ 4.5	
<u>TRAVEL</u>		
Federal Grant Receipts	\$ 5.6	
<u>CONTRACTUAL</u>		
Postage 700 notices (certified mail) @ \$2.52 each	\$ 1.8	\$ 1.8
Computer (Mainframe Connection) yearly costs	\$ 0.5	\$ 0.5
Federal Grant Receipts	\$60.5	
\$9.6 Data Processing Fees		
\$30.0 Computer Programming		
\$9.6 Public Service Announcements and Brochures		
\$13.0 Public Opinion Survey		
\$1.3 Tuition National Judicial College for Hearing Officer Training		
<u>SUPPLIES</u>		
Routine office supplies	\$ 0.5	\$ 0.5
<u>EQUIPMENT</u>		
1 Complete Computer Workstation	\$10.0	
One time costs		
Federal Grant Receipts	\$ 6.5	
Upgrade of Computer equipment and software		
<u>TOTAL</u>	<u>\$108.3</u>	<u>\$39.5</u>

SENATE COMMITTEE REPORT

DATE: 2/28/96

FURTHER: Finance

DATE TURNED INTO OFFICE: 3/28/96

The Judiciary Committee considered HOUSE BILL NO. 57

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

and recommends:

- be replaced with _____ CS HA 57 (JUD.)
- adopt previous _____ CS _____
- attached amendment(s)
- adopt Letter of Intent by _____ Committee
- further referral to the _____ Committee

- Senate Bill
 - same title
 - new title
- House Bill
 - same title
 - technical change
 - new: SCR*

SIGNING TO PASS	DP	OTHER RECOMMENDATIONS	NR	DNP	AM
<i>Lynne Green</i>	<input checked="" type="checkbox"/>	<i>Al Ellis</i>	<input checked="" type="checkbox"/>		
		<i>Mike Butler</i>	<input checked="" type="checkbox"/>		
CHAIR: <i>Chris P. Taylor</i> ✓					

NEW FISCAL NOTE(S):

Department Date Zero Fiscal

PREVIOUS FISCAL NOTE(S):*

Department Date Zero Fiscal

<i>Public Safety</i>	<i>3/5/96</i>	<input checked="" type="checkbox"/>	<i>108.3</i>

APPROPRIATION -- no fiscal note

*include fiscal notes accompanying Governor's bill

§383.76-§383.91

the State shall at a minimum suspend, cancel, or revoke the person's CDL or his/her pending application, or disqualify the person from operating a commercial motor vehicle for a period of at least 60 consecutive days.

(h) *Reciprocity.* A State shall allow any person who has a valid CDL which is not suspended, revoked, or canceled, and who is not disqualified from operating a commercial motor vehicle, to operate a commercial motor vehicle in the State.

(i) *Alternative procedures.* A State may implement alternative procedures to the certification requirements of §383.71(a)(1), (4), and (6), provided those procedures ensure that the driver meets the requirements of those paragraphs.

§383.75 Third party testing.

(a) *Third party tests.* A State may authorize a person (including another State, an employer, a private driver training facility or other private institution, or a department, agency or instrumentality of a local government) to administer the skills tests as specified in Subparts G and H of this part, if the following conditions are met:

(1) The tests given by the third party are the same as those which would otherwise be given by the State; and

(2) The third party has an agreement with the State containing, at a minimum, provisions that:

(i) Allow the FHWA, or its representative, and the State to conduct random examinations, inspections and audits without prior notice;

(ii) Require the State to conduct onsite inspections at least annually;

(iii) Require that all third party examiners meet the same qualification and training standards as State examiners, to the extent necessary to conduct skills tests in compliance with Subparts G and H;

(iv) Require that, at least on an annual basis, State employees take the tests actually administered by the third party as if the State employee were a test applicant, or that States test a sample of drivers who were examined by the third party to compare pass/fail results; and

(v) Reserve unto the State the right to take prompt and appropriate remedial action against the third-party testers in the event that the third-party fails to comply with State or Federal standards for the CDL testing program, or with any other terms of the third-party contract.

(b) *Proof of testing by a third party.* A driver applicant who takes and passes driving tests administered by an authorized third party shall provide evidence to the State licensing agency that he/she has successfully passed the driving tests administered by the third party.

§383.77 Substitute for driving skills tests.

At the discretion of a State, the driving skill test as specified in §383.113 may be waived for a CMV operator who is currently licensed at the time of his/her application for a CDL, and substituted with either an applicant's driving record and previous passage of an acceptable skills test, or an applicant's driving record in combination with certain driving experience. The State shall impose conditions and limitations to restrict the applicants from whom a State may accept alternative requirements for the

skills test described in §383.113. Such conditions must require at least the following:

(a) An applicant must certify that, during the two-year period immediately prior to applying for a CDL, he/she:

(1) Has not had more than one license (except in the instances specified in §383.21(b));

(2) Has not had any license suspended, revoked, or canceled;

(3) Has not had any convictions for any type of motor vehicle for the disqualifying offenses contained in §383.51(b)(2);

(4) Has not had more than one conviction for any type of motor vehicle for serious traffic violations; and

(5) Has not had any conviction for a violation of State or local law relating to motor vehicle traffic control (other than a parking violation) arising in connection with any traffic accident, and has no record of an accident in which he/she was at fault; and

(b) An applicant must provide evidence and certify that:

(1) He/she is regularly employed in a job requiring operation of a CMV, and that either:

(2) He/she has previously taken and passed a skills test given by a State with a classified licensing and testing system, and that the test was behind-the-wheel in a representative vehicle for that applicant's driver's license classification; or

(3) He/she has operated, for at least 2 years immediately preceding application for a CDL, a vehicle representative of the commercial motor vehicle the driver applicant operates or expects to operate.

SUBPART F — VEHICLE GROUPS AND ENDORSEMENTS

§383.91 Commercial motor vehicle groups.

(a) *Vehicle group descriptions.* Each driver applicant must

possess and be tested on his/her knowledge and skills, described in Subpart G of this part, for the commercial motor vehicle group(s) for which he/she desires a CDL. The commercial motor vehicle groups are as follows.

(1) *Combination Vehicle (Group A)* — Any combination of vehicles with a Gross Combination Weight Rating (GCWR) of 26,001 or more pounds provided the GVWR of the vehicle(s) being towed is in excess of 10,000 pounds.

(2) *Heavy Straight Vehicle (Group B)* — Any single vehicle with a GVWR of 26,001 or more pounds, or any such vehicle towing a vehicle not in excess of 10,000 pounds GVWR.

(3) *Small Vehicle (Group C)* — Any single vehicle, or combination of vehicles, that meets neither the definition of Group A nor that of Group B as contained in this section, but that either is designed to transport 16 or more passengers including the driver, or is used in the transportation of materials found to be hazardous for the purposes of the Hazardous Materials Transportation Act and which require the motor vehicle to be placarded under the Hazardous Materials Regulations (49 CFR Part 177, Subpart F).

(b) *Representative vehicle.* For purposes of taking the driving test in accordance with §383.113, a representative vehicle for a given vehicle group con-

9-LS0269\G
 Ford
 3/26/96

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 NINETEENTH LEGISLATURE - SECOND SESSION

BY THE SENATE JUDICIARY COMMITTEE

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Sponsor(s): REPRESENTATIVES GREEN, Bunde, Toohy

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 14 The permit allows a person, while having the permit in the person's immediate
 15 possession, to drive a specified type or class of motor vehicle on a highway or

1 vehicular way or area for a period not to exceed two years. The permittee must be
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3 one year to drive the type or class of vehicle being used, who is capable of exercising
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10 of age but not yet 18 years of age if the person has been licensed under an instruction
11 permit issued under AS 28.15.051 or under the law of another state with substantially
12 similar requirements, for at least six months.

13 Sec. 28.15.057. RESTRICTIONS ON DRIVER'S LICENSE ISSUED TO A
14 PERSON UNDER 18. (a) Except as provided under AS 28.15.051 or 28.15.055, a
15 person who is at least 16 years of age but not yet 18 years of age may not be issued
16 a driver's license unless the person has been licensed under an instruction permit
17 issued under AS 28.15.051 for at least six months and has held a valid provisional
18 driver's license issued under AS 28.15.055 for at least one year.

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

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7 during any 24-month period, except for a person licensed under an instruction
8 permit or provisional license. A person licensed under an instruction permit or
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10 for an accumulation of eight or more points as a result of offenses committed
11 during any consecutive 12-month period.

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

18 * Sec. 6. This Act takes effect January 1, 1997.

GRADUATED
Driver Licensing System
for **Young Novice Drivers**

State Status
September 1995



U.S. Department of Transportation
National Highway Traffic Safety
Administration

Graduated Licensing In The United States

The American Association of Motor Vehicle Administrators (AAMVA) and the National Highway Traffic Safety Administration (NHTSA) encourage states to implement a graduated driver licensing (GDL) system. A GDL system eases young drivers into the driving environment under safer conditions prior to full unrestricted licensure. This system consists of three stages, named by the type of license possessed at each stage: learner's permit, intermediate (provisional) license, and full unrestricted license. Young drivers are required to demonstrate responsible driving behavior in each stage of licensing before advancing to the next.

Although licensing practices vary from state to state and no state has a comprehensive GDL system, several states have components of a system. Eight (8) states have three stages of licensing: California, Colorado, Maryland, Massachusetts, New York, Pennsylvania, West Virginia, and Wisconsin. These states require a learner's permit and have an intermediate license (e.g., provisional or junior license), prior to a full unrestricted license.

Four (4) states require a two-tiered licensing system and have several components of graduated licensing: Illinois, New Jersey, Oregon, and Vermont. Illinois and New Jersey require a permit prior to full unrestricted licensure. Oregon and Vermont do not require a permit but do have an intermediate license prior to full unrestricted licensure.

Four (4) additional states, Idaho, Louisiana, South Carolina, and South Dakota, do not have graduated licensing systems but do have one of the highly recommended components of such a system— nighttime driving restriction.

This booklet contains a table showing the recommended components of a GDL system, a map of states with GDL stages, and tables showing the components of licensing in states having three stages of licensing and two stages, one being an intermediate license.

States With Graduated Driver Licensing Stages September 1995



States With Two Stages Of Licensing (*Intermediate license w/restrictions or has at least five components one being a night restriction*)
Illinois, New Jersey, Oregon, Vermont

States With Three Stages Of Licensing
California, Colorado, Maryland, Massachusetts, New York, Pennsylvania, West Virginia, Wisconsin

California

	Stage 1 Learner's Permit	Stage 2 Intermediate License	Stage 3 Full License
Eligibility	<p>Minimum age of 15 years.</p> <p>Verification of birthdate/legal presence.</p> <p>Parents or guardian's signature accepting liability for minor on license application.</p> <p>Must pass provisional law test and vision test. One week waiting period if law test failed.</p> <p>Simultaneous enrollment in both Driver Education and Driver Training.</p> <p>Provisional permit is not valid until student starts driver training or is age 17 years and 6 months.</p> <p>Provisional permit must be held for 30 days before taking driving test for provisional license.</p>	<p>Minimum age of 16 (Provisional License).</p> <p>Verification of birthdate/legal presence.</p> <p>Parents or guardian's signature accepting liability for minor on license application.</p> <p>Must pass provisional law test, vision test, and driving test. One week waiting period if law test is failed. Two week waiting period if driving test is failed.</p> <p>Must have completed Driver Education and Driver Training (required if under 18).</p> <p>Certification of 30 day minimum driving practice by supervising adult driver age 25 years or older and not on probation.</p>	<p>Minimum age of 18.</p> <p>Verification of birthdate/legal presence.</p> <p>Must pass law and vision tests.</p> <p>Must pass driving test (if required).</p>
Components	<p>Drive only with driver age 25 years or older and not on probation.</p> <p>Distinctive paper permit.</p>	<p>Distinctive license (age 21 in 0000, provisional until 18).</p> <p>No accidents/maintain financial responsibility.</p> <p>No Failure to Appear - Failure to Pay fines.</p> <p>No more than two points (convicted) in 12 months.</p>	<p>Distinctive license (age 21 in 0000, provisional until 18).</p>
Other Supportive Laws	<p>Zero tolerance (01) for under age 21.</p> <p>Primary safety belt law requires all passengers to wear safety belts.</p>	<p>Zero tolerance (01) for under age 21.</p> <p>Primary safety belt law requires all passengers to wear safety belts.</p>	<p>Zero tolerance (01) for under age 21.</p> <p>Primary safety belt law requires all passengers to wear safety belts.</p>

Massachusetts

	Stage 1 Learner's Permit	Stage 2 Intermediate License	Stage 3 Full License
Eligibility	<p>Minimum age 16.</p> <p>Vision and road sign test required.</p> <p>Must have parental/guardian consent.</p>	<p>Minimum age 16 years, 6 months (junior license).</p> <p>Must have completed certified drivers education program.</p> <p>Must pass driving test.</p> <p>Must have parental consent.</p>	<p>Minimum age 17.</p>
Components	<p>Must be accompanied by licensed driver 18 years of age or older.</p> <p>Distinct license.</p>	<p>Prohibited driving between 1:00 a.m. and 4:00 a.m. unless accompanied by parent or legal guardian.</p> <p>Distinct license - Under 21 - Junior Oper. for.</p> <p>Youthful driver improvement actions.</p>	<p>Distinct license - Under 21.</p>
Other Supportive Laws	<p>Zero tolerance (.02) for under age 21.</p> <p>Secondary safety belt law - applies to all passengers.</p>	<p>Zero tolerance (.02) for under age 21.</p> <p>Secondary safety belt law - applies to all passengers.</p>	<p>Zero tolerance (.02) for under age 21.</p> <p>Secondary safety belt law - applies to all passengers.</p>

New York (Does Not Include New York City)

	Stage 1 Learner's Permit	Stage 2 Intermediate License	Stage 3 Full License
Eligibility	<p>Minimum age 16.</p> <p>Must pass knowledge and vision tests.</p> <p>Parent/guardian consent required.</p>	<p>Minimum age 16 - Junior License.</p> <p>Must have Learner's Permit (no minimum period).</p> <p>Must pass knowledge, vision, and driving tests.</p>	<p>Minimum age 17.</p> <p>Must have completed high school driver education.</p> <p>Must pass vision test.</p>
Components	<p>Must be accompanied by licensed driver - 18 years or older.</p> <p>Distinctive license - "Under 21" Learner's Permit.</p> <p>Restricted driving - applies to 16-17 year old - between 9:00 p.m. and 5:00 a.m. unless accompanied by parent/guardian.</p>	<p>Restricted driving - applies to 16-17 year old - between 9:00 p.m. and 5:00 a.m. unless accompanied by parent/guardian.</p> <p>Youthful driver improvement actions (license suspended for 2 months for single serious violation).</p> <p>Distinctive license - "Under 21" Conditional License.</p>	<p>Distinctive license - "Under 21"</p>
Other Supportive Laws	<p>Primary safety belt law - applies to front seat passengers.</p>	<p>Primary safety belt law - applies to front seat passengers.</p>	<p>Primary safety belt law - applies to front seat passengers.</p>

Vermont

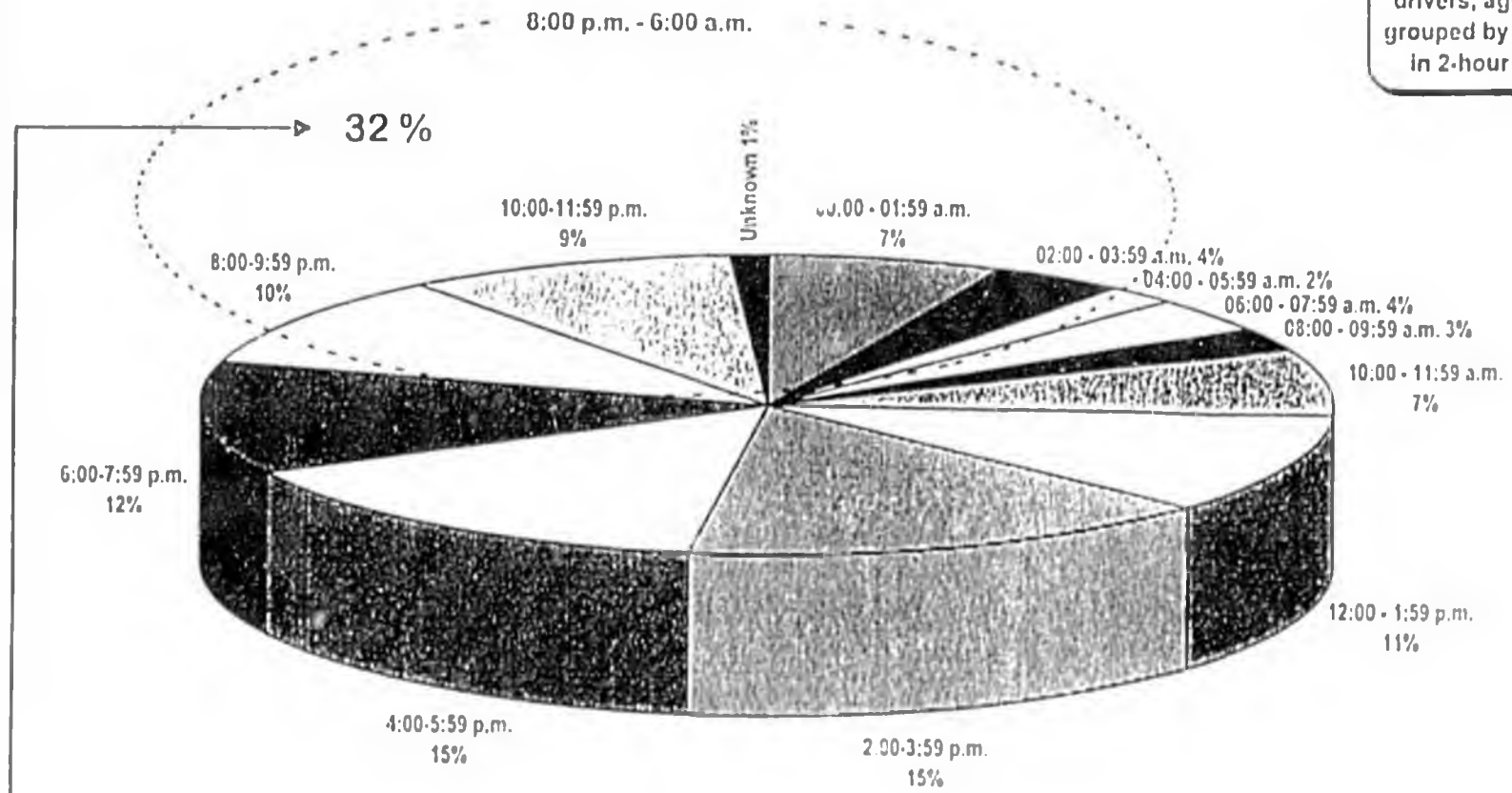
	Stage 1 Learner's Permit	Stage 2 Intermediate License	Stage 3 Full License
Eligibility	<p>Permit not required.</p> <p>Minimum age of 15.</p> <p>Parent or guardian must sign application (if under 18).</p> <p>Must pass vision and knowledge tests, including rules of the road and signs and signals.</p>	<p>Minimum age of 16 - Junior Operator License.</p> <p>Must have valid learners permit, have completed driver education, and pass behind-the-wheel skills test.</p> <p>Vision and written - 1 required without learners permit.</p> <p>Parent or guardian consent required.</p>	<p>Minimum age of 18.</p>
Components	<p>All driving must be supervised by licensed adult at least 25 years or older in the front seat.</p> <p>16 years or older must have licensed adult 18 years old or older in the front seat.</p> <p>Distinct license "Learners Permit"</p>	<p>Youthful driver improvement actions (license can be revoked for violations).</p> <p>Distinct license "Junior Operator".</p> <p>At age 16 or older, if licensed, learner can get a motorcycle permit by passing written and skills tests.</p>	
Other Supportive Laws	<p>Zero tolerance (.02) for under age 18.</p> <p>Secondary safety belt law applies to all passengers.</p>	<p>Zero tolerance (.02) for under age 18.</p> <p>Secondary safety belt law applies to all passengers.</p>	<p>Zero tolerance (.02) for under age 18.</p> <p>Secondary safety belt law applies to all passengers.</p>

Wisconsin

	Stage 1 Learner's Permit	Stage 2 Intermediate License	Stage 3 Full License
Eligibility	<p>Minimum age 15 years, 6 months</p> <p>Must pass vision and knowledge test</p>	<p>Minimum age 16 - Probationary License</p> <p>Must pass knowledge, vision, and driving test</p> <p>Must have completed approved driver education, if under age 18</p>	<p>Minimum age 18</p> <p>Must pass vision test</p>
Components	<p>If under 18, must be accompanied by parent/guardian or designee with at least 3 years driving experience, with one other person in car</p> <p>If over 18, must be accompanied by licensed driver at least 25 years old with 3 years of driving experience</p> <p>Distinct license</p>	<p>Two additional demerit points on second and subsequent convictions</p> <p>Distinct license - Probationary - Under 21</p>	<p>Distinct license - Under 21</p>
Other Supportive Laws	<p>Zero tolerance (.00) under age 18</p> <p>Secondary safety belt law - applies to all passengers</p>	<p>Zero tolerance (.00) under age 18</p> <p>Secondary safety belt law - applies to all passengers</p>	<p>Zero tolerance (.00) under age 18</p> <p>Secondary safety belt law - applies to all passengers</p>

1993 YOUTH DRIVERS INVOLVED IN
INJURY AND FATAL CRASHES
{AGES: 16 - 20}

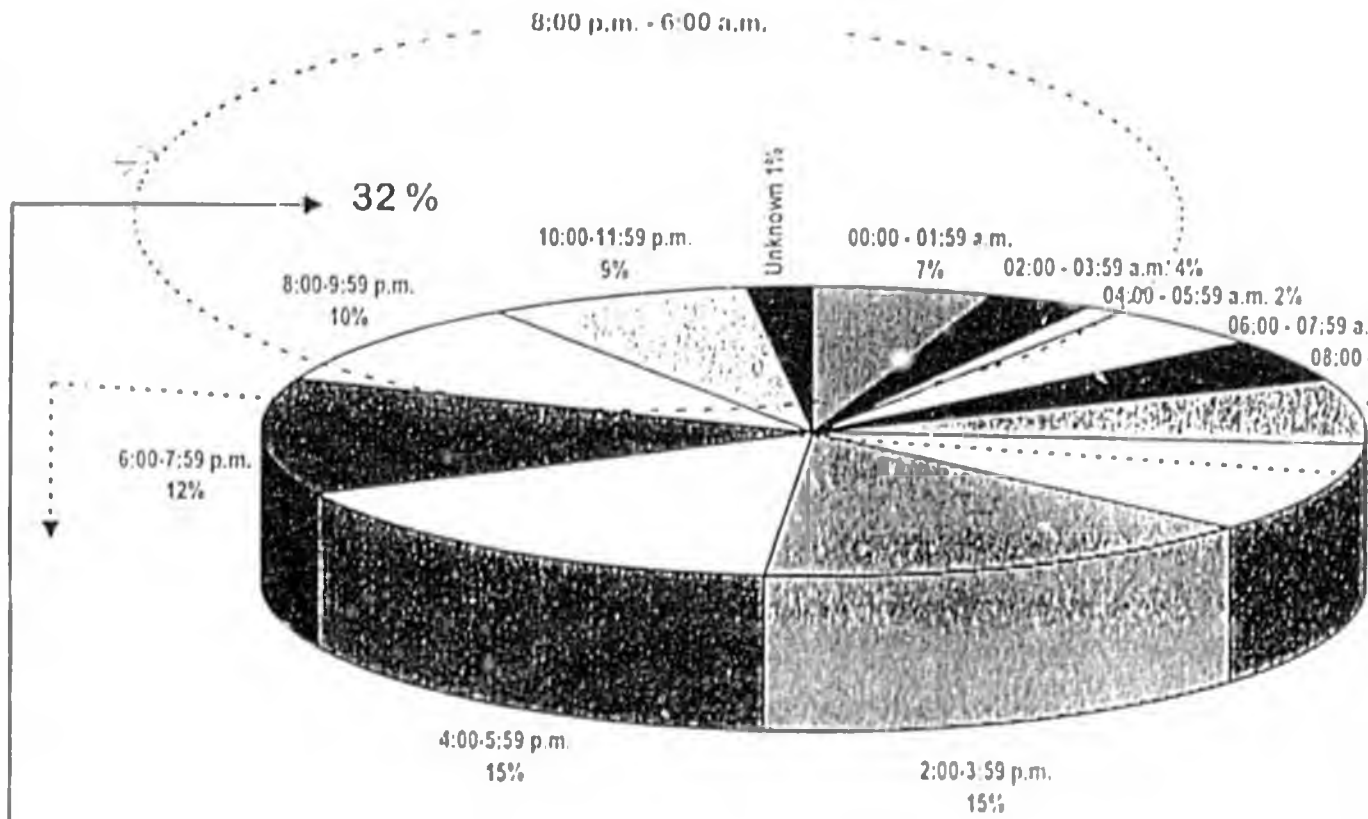
DATA REPRESENTED
Percentage of 1,138
injury and fatal crash
drivers, ages 16 to 20,
grouped by time of day,
in 2-hour intervals.



32 percent 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.

1994 YOUTH DRIVERS INVOLVED IN INJURY AND FATAL CRASHES {AGES: 16 - 20}

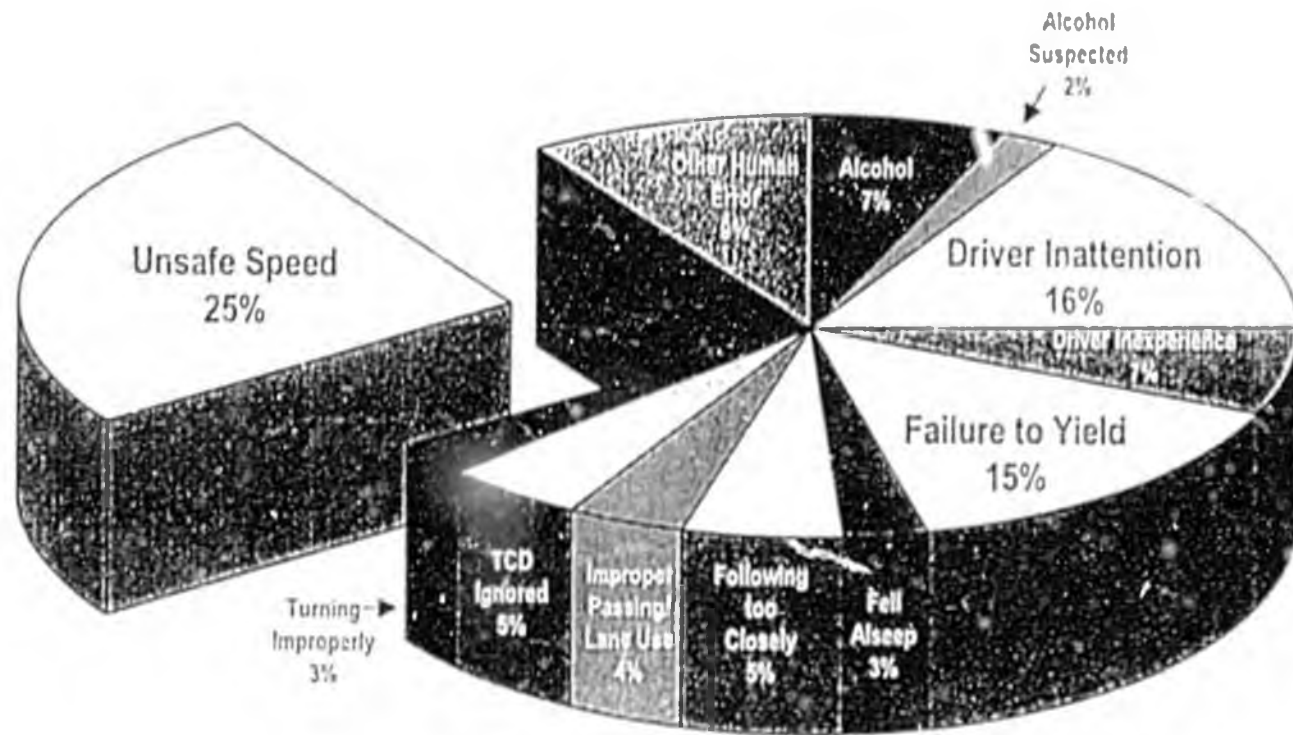
DATA REPRESENTED
Percentage of 1,199
injury and fatal crash
drivers, ages 16 to 20,
grouped by time of day, in
2-hour intervals.



More than half (53%) of all youth crash drivers were involved in crashes which resulted in injuries and/or fatalities during the 8-hour period between Noon and 8:00 p.m.

32 percent 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.

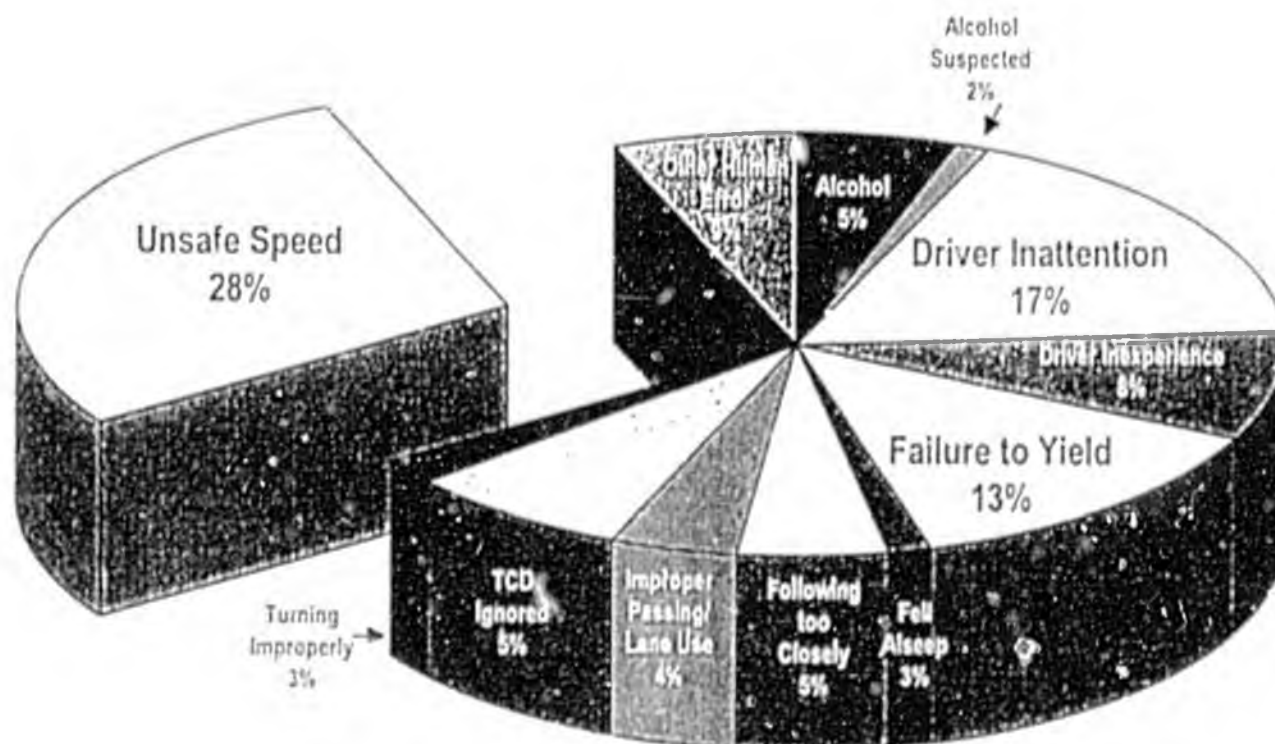
1993 HUMAN ERRORS KNOWN TO HAVE CONTRIBUTED TO INJURY AND FATAL TRAFFIC CRASHES INVOLVING YOUTH DRIVERS (AGES 16-20)



DATA REPRESENTED
 Percentage of 814 known human errors contributing to injury and fatal crashes which involved a youth driver, age 16-20.

Other Known Factors
 There were an additional 145 contributing factors other than human error. Of those other factors, 83 involved roadway conditions. 'Slippery pavement' was cited in 71% (59 of 83) of roadway factors. **SPECIAL NOTE: 'unsafe speed' was cited in combination with 'slippery pavement' 68% of the time (40 of 59 occurrences).**

1994 HUMAN ERRORS KNOWN TO HAVE CONTRIBUTED TO
INJURY AND FATAL TRAFFIC CRASHES
INVOLVING YOUTH DRIVERS (AGES 16-20)



DATA REPRESENTED

Percentage of 953 known human errors contributing to injury and fatal crashes which involved a youth driver, age 16-20.

Other Known Factors

There were an additional 202 contributing factors other than human error. Of those other factors, 126 involved roadway conditions. 'Slippery pavement' was cited in 87% (110 of 126) of roadway factors

TEENAGERS

Q&A: GRADUATED LICENSING

Graduated licensing systems are designed to phase in young beginning drivers to full driving privileges as they mature and develop their driving skills, ensuring that initial experience is accumulated under lower-risk conditions. Graduated licensing systems exist in New Zealand, Victoria, Australia; and in Ontario and Nova Scotia, Canada. Each is different, but all have in common three stages — a required length of time in a learners period with supervised driving practice allowed under certain conditions, a restricted license for a set period of time with unsupervised driving allowed in some circumstances but not others; and then a full, unrestricted license provided the driver has remained free of violations or crashes. Restrictions may include night driving curfews, limits on the number and ages of passengers transported, and a low or zero blood alcohol concentration.

Laws in U.S. states include elements of graduated licensing systems. For example, nine states have night driving curfews. However, in most states unrestricted licenses can be obtained at an early age, requirements for the pre-licensure period are often minimal, and full driving privileges are typically bestowed upon initial licensure. The resulting high crash rate for the youngest drivers (the crash rate per million miles driven for 16 year-olds is eight times as high as it is for older drivers) has led states to consider adopting graduated licensing. This Q&A addresses some common arguments against graduated licensing systems.

■ Are graduated licensing systems discriminatory? Graduated licensing is basically a system for introducing beginners into the driving population in a low-risk manner, protecting both them and others they meet on the roads. Graduated licensing systems could apply to all first-time drivers, not just the youngest, as they do outside the United States. In the United States, however, young people make up the majority of beginning drivers, and graduated licensing systems now being considered in some states would focus on these drivers. It should be noted that young people are subject to a variety of legal restrictions. This is the case with voting, alcohol purchases, and financial obligations such as signing contracts.

The rationale for special policies for young drivers is that their crash risk is particularly high. Teenage drivers have the highest crash rate of all — 20 reported crashes per million miles driven, compared with a rate of 5 per million miles for all other ages combined. However, the rate for 16 year-olds is by far the highest (43), followed by 17 year-olds.

The Insurance Institute for Highway Safety is an independent, nonprofit, scientific and educational organization. It is dedicated to reducing the losses — deaths, injuries, and property damage — resulting from crashes on the nation's highways. ■ The Institute is supported by the American Insurance Highway Safety Association, the American Insurers Highway Safety Alliance, the National Association of Independent Insurers Safety Association, and a number of individual insurance companies. ■ 1005 North Glebe Road, Arlington, VA 22201, 703/247-1500 ■ April 1995

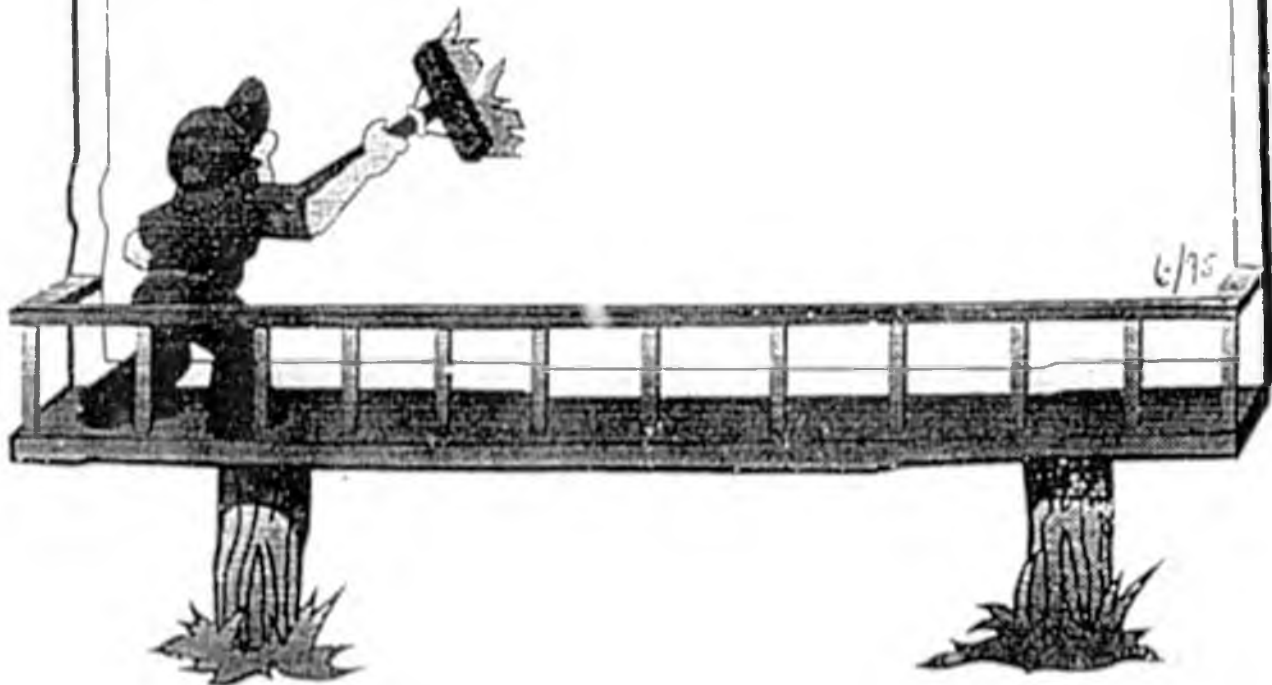
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SAFETY



Save Lives With...

A GRADUATED DRIVER LICENSING SYSTEM

FOR YOUNG NOVICE DRIVERS



Traffic crashes are the number one cause of youth deaths. One answer to minimizing the tragic outcomes caused by youthful drivers is a graduated driver licensing system.

What is Graduated Licensing?

Graduated Licensing is a system designed to ease beginning drivers into the traffic environment under controlled exposure to progressively more difficult driving experiences. This system helps improve their driving skills and helps them acquire on-the-road experience under less risk conditions by progressing, or graduating, through driver licensing stages before unrestricted licensure. The system consists of three licensing stages, named by the type of license possessed at each stage: learner's permit, intermediate or provisional license, and full or unrestricted license.

There are several states that have a three tiered licensing system with some components of a graduated licensing system. But, within the majority of states, the learner's permit period, if required, has minimal requirements and restrictions and a full unrestricted license can be acquired at a young age with minimal behind-the-wheel experience.

Why do we need Graduated Licensing?

Young people, ages 15-20, continue to be overrepresented in motor vehicle crashes. The problems contributing to young drivers' high crash rates include:

- **Inexperience:** Novice drivers lack the adequate skills needed to safely operate a motor vehicle.
- **High risk-taking behavior:** Characteristics of young drivers include being immature and impulsive which results in poor driving judgement and participation in high risk behaviors such as speeding and traveling too fast for conditions.
- **High risk exposure:** Novice drivers drive during nighttime high-risk hours, often with young passengers in the vehicle. Having passengers in the vehicle can cause distractions and peer pressure to participate in risk-taking behaviors.

Considerable driving experience is required, after initial licensing, before a young, novice achieves dependable skills, judgement, and performance that result in safe driving.

A graduated driver licensing system addresses the causes of youth crashes by:

- Increasing the amount of supervised behind-the-wheel driving practice.
- Increasing exposure to more difficult driving experiences through each stage of licensure by gradually removing restrictions, so that new and more complex traffic conditions are encountered.
- Requiring crash and conviction free driving performance for a minimum period of time before advancing to the next level of licensing.

REDUCING DRIVING RISKS THROUGH GRADUATED LICENSING

Developing safe behaviors early in the driving experience also can impact the high risk years of the early 20's and beyond. As young drivers progress through the licensing stages, they are given the opportunity to gain driving practice and maturity before receiving a full license. This chapter describes the three stages of licensure and provides an explanation of the components that are recommended for each stage.

The three stages of a graduated licensing system are:

- Stage 1: Learner's permit.
- Stage 2: Intermediate or provisional license.
- Stage 3: Full or unrestricted license.

Each stage includes specific recommended components and restrictions to introduce driving privileges gradually to beginning drivers. Young drivers are required to demonstrate responsible driving behavior in each stage of licensing before advancing to the next stage.

The following graduated licensing program provides guidance to States in their implementation of graduated licensing to address youth traffic safety problems.

Stage 1: Learner's Permit

The learner's permit allows the novice driver the opportunity to practice basic skills and safe driving practices under controlled and totally supervised conditions prior to obtaining an intermediate license. Example eligibility recommendations and components follow:

Eligibility recommendations for a learner's permit

Prior to receiving a learner's permit, the novice driver should:

- Meet the minimum age required by the state (e.g., be at least 15 1/2 years of age).
- Pass vision and knowledge tests, including rules of the road and signs and signals.

Recommended components for a learner's permit

The following components should be considered as part of the learner's permit stage:

- All driving must be supervised by licensed parent, guardian, or adult at least age 25 or older.
- All vehicle occupants must wear safety belts.
- Motorcycle learner must wear helmet and carry no passengers.

- Motorcycle learner must wear helmet and carry no passengers.
- All drivers under age 21 subject to lower blood alcohol concentration (i.e. zero tolerance 0.02 BAC or less).
- License revocation for any alcohol-related offense.
- Youth-oriented and more rapid driver improvement actions are taken in the event of violations or at-fault crashes.
- Intermediate license is distinctive from learner's permit and regular license.
- Must remain crash-and conviction-free for 12 consecutive months to move to the next stage.
- Parent participation in driving process (e.g. certifying that the novice driver had a minimum number of supervised hours of driving).
- Recommend novice driver receive advanced driver education.
- The driver could be subject to limitations on speed or road types that they are allowed on (e.g. 45 m.p.h. speed limit and no freeway driving), or the number of passengers allowed in vehicle.

Stage 3: Full License

The full or unrestricted license allows the applicant unlimited driving privileges.

Eligibility recommendations for full license

For the novice driver to be eligible for a full license, the following components should be considered:

- Successfully complete the intermediate license stage.
- Meet any minimum age required by the state.
- Successfully complete advanced driver education.
- Pass a second level knowledge and on-road driving skills test.

Recommended components for full license

The following components should be considered as part of the full license:

- All drivers under age 21 subject to lower blood alcohol concentration (i.e. zero tolerance 0.02 BAC or less).
- A provisional license for suspended or revoked drivers (all ages) requiring violation and crash free driving for a specified period, prior to reobtaining full licensure.

Stage 2: Provisional license

Eligibility requirements

- Must have been at least 16 years old.
- The learner's permit had to have been in effect for at least 14 days.
- Must have successfully completed driver education, if under 18 years old.
- Had to pass an on-road performance test.

Program components

- Restricted driving hours between 1:00 a.m. and 6:00 a.m., unless accompanied by a licensed driver at least 21.
- Six months of conviction free driving prior to obtaining a "regular" license.
- Parent-supervised driving practice.
- Youthful driver improvement program (e.g., for first offense, person was sent a safety pamphlet and had to report for a test on its content).
- License was distinctive from regular license.

Stage 3: Regular adult license

Had to be at least 18 years old or until six months of conviction-free driving had been accumulated.

The major findings of the project: Youth License Control Demonstration Project (1993), showed a five percent reduction in crashes and 10 percent reduction in convictions for all 16 and 17 year old drivers. Because it was estimated that only about half of those in that age group were actually operating with provisional licenses at any particular time, the true effectiveness of this program, in terms of reducing crashes and convictions, may have been as high as 10 percent and 20 percent respectively, for drivers subject to the components of the provisional program.

The State of Maryland has, since the completion of this project, extended the period of conviction free driving from six months to one year, and the night-time restriction from 1:00 to 6:00 a.m. to midnight to 6:00 a.m.

Program components

- Youthful driver improvement program; subject to postlicensing control actions at lower negligent operator points (e.g., warning letters, driving restrictions, and license suspension).
- Distinctive license.

Stage 3: Full Adult License

Minimum age was 18 years old.

In a December 1988 report titled The Traffic Safety Impact of Provisional Licensing, the California Department of Motor Vehicles reported that while they found no significant effects in reduction of total, fatal, or single vehicle crashes, there was evidence that graduated licensing prevented what otherwise would have been a 13 percent rise in the fatal and injury crash rate among 15-17 year old drivers.

Oregon

Oregon's Provisional Licensing Program was implemented on October 3, 1989. The following components were evaluated:

Stage 1: Instruction Permit

Eligibility requirements

- Minimum age for a permit was 15.
- Pass vision test and knowledge test on rules of the road.

Program components

- Permit was valid for 18 months.
- Licensed adult at least age 21 in required in vehicle.
- Administrative suspension for any measurable amount of alcohol (zero tolerance .00 for under 21).
- If under 18 and convicted of any alcohol or drug offense license was suspended for one year or until 17, whichever was longer.
- Distinct permit.

New Zealand

In 1987, a graduated driver licensing system was introduced for New Zealand's young novice drivers ages 15-25. The following components of this system were implemented and evaluated:

Stage 1: Learner's Permit

Eligibility requirements

- Minimum age for a permit was 15 years old.
- Required to pass written and oral tests, as well as vision and hearing tests.

Program components

- Holder of the permit had to be accompanied by a fully licensed driver (licensed driver, for at least 2 years, at least 20 years old).
- Permit was required for six months before attempting driving test. Six months was reduced to three if learner took a driving course.
- Zero alcohol while driving.

Stage 2: Restricted License

Eligibility requirements

- Minimum age for restricted license was 15 years six months, 15 years three months with driver training course.
- Had to pass practical driver licensing test.

Program components

- Restricted driving from 9:00 p.m. to 5:00 a.m. unless accompanied by an adult.
- No passengers in car unless supervised by an adult (licensed driver, for at least 2 years, at least 20 years old).
- Zero blood alcohol concentration (.00).
- Conviction free for six months (three months if certified by a driving instructor).

Optional third stage required a "clean conviction record" for five consecutive years prior to the final stage of licensure.

GRADUATED LICENSING IN THE STATES

Although no state has a comprehensive graduated driver licensing system, some states do have several components of a system. States that have three stages of licensing, meaning they require a learner's permit, have some kind of intermediate license (e.g., provisional or junior license), and a full unrestricted license include: California, Colorado, Maryland, Massachusetts, New York, Pennsylvania, West Virginia, and Wisconsin.

Components of Learner's Permit

In Pennsylvania and Massachusetts, the minimum age required to be eligible for a permit is 16 years. In the other states, the age ranges from 15 years in California and West Virginia to 15 years and 9 months in Maryland. The length of time a permit must be held varies from 90 days in Colorado to no minimum time in New York (no minimum time required but, permit is required prior to taking a road test for a junior license). All of these states require a vision and knowledge test. Supervision of learner's driving varies from parent or guardian in Wisconsin to a licensed driver

18-25 years old or older in the other states. In California, to be eligible for a permit, the learner must be enrolled in driver education and training. In Colorado a learner can receive a permit three months earlier (15 years 3 months) if they are enrolled in driver education. All these states have safety belt laws and California, Maryland, Massachusetts, and West Virginia have zero tolerance laws for under age 21. Wisconsin has a zero tolerance law for under age 19. In Pennsylvania, a license is suspended for any alcohol-related violation.

Components of Intermediate License

The minimum age required for an intermediate license in all of the above states, except Massachusetts, is 16. In Massachusetts the minimum age is 16 1/2. Colorado has a minor's license (age 16-18) and a provisional license (age 18-21). All of these states require a road test. In California, the driver must also pass a provisional licensing law test and vision test. In Wisconsin, the driver must pass a knowledge and vision test. In California, Maryland, Massachusetts, and Wisconsin the new driver must have completed driver education to be eligible for an intermediate license. In West Virginia, if a new driver completes driver education between the ages of 16-18 they are issued an unrestricted license. California is the only state that requires certification of driving practice by a supervising adult to be eligible for an intermediate license. Maryland, Massachusetts, New York, and Pennsylvania have nighttime driving restrictions. All states except Maryland and Pennsylvania, have youthful driver improvement programs which primarily comprise of licensing actions at lower point levels. All of these States have a distinct license.

Components of Full or Unrestricted License

The minimum age for a full unrestricted license is 16 in West Virginia, if driver has completed driver education. In Pennsylvania and New York the age is 17 with having completed driver education. In Pennsylvania the driver must also have one year of conviction free driving. In California, Maryland, Massachusetts, and Wisconsin the age is 18. In Maryland the driver must have one year of conviction free driving and must have completed driver education or three hours of a drug and alcohol awareness program. Colorado's minimum age for a full license is 21.

Alaska State Legislature

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DEPT. OF NATURAL RESOURCES
DEPT. OF COMMERCE & ECONOMIC DEVELOPMENT
DEPT. OF ENVIRONMENTAL CONSERVATION

Representative Joe Green

District 12

Sponsor Statement

HB 57 - "Licensing Requirements for Drivers"

Currently 16-20 year old drivers comprise 6.2 percent of Alaskan drivers, but account for 28 percent of all fatal crashes. Due to this high incidence of accidents, injury, and death among teenage drivers many states are changing the rules which grant teenagers the "license" to drive.

One strategy to reduce young driver accidents is the provisional licensing system. HB 57 establishes a graduated system whereby a 14 year old may apply for a learners permit. At age 16, providing the driver has held a permit for at least 6 months, he/she can be graduated to a provisional license. This provisional license has restricted nighttime driving hours between 1AM and 5AM, with an exception made for driving to and from work. At age 17, if driving performance has been satisfactory during the one year provisional period, an unrestricted license can be awarded.

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.

HB 57 is designed to allow the Department of Public Safety to take advantage of new federal funding to implement such legislation. The epidemic of disproportional teenage accidents nationwide led to the "High Risk Drivers Act of 1993" which established monetary incentives for states that implement programs for young drivers. I believe that enacting a graduated drivers license will help stop the teenage carnage on our highways, just as it has in every state that has enacted similar legislation.

SPONSOR STATEMENT

TONY KNOWLES, GOVERNOR

DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF PUBLIC HEALTH
EMERGENCY MEDICAL SERVICES SECTION

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February 2, 1995

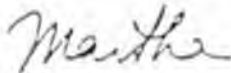
Juanita Hensley
Chief, Driver Services
Department of Public Safety
Division of Motor Vehicles

Dear Nita,

Attached is information from the Alaska Trauma Registry on motor vehicle drivers involved in crashes and admitted to an Alaskan hospital for 1991 through 1994. Missing from this data are passengers requiring hospitalization after a vehicle crash involving a youthful driver.

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

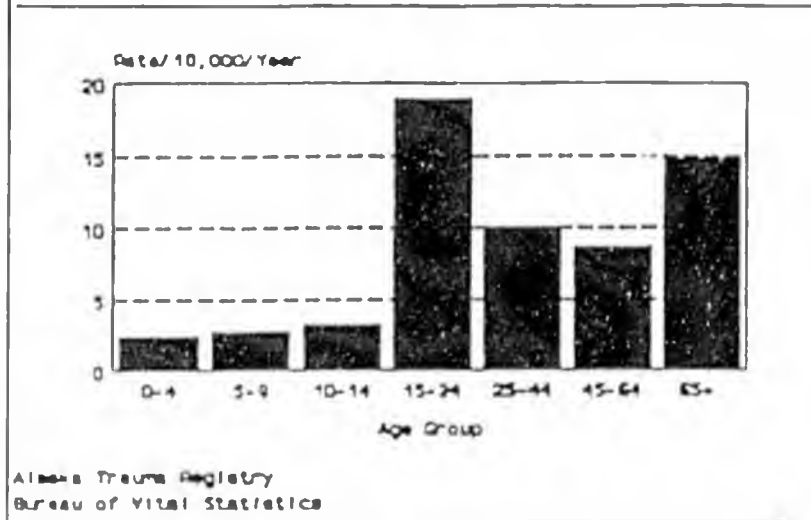
Sincerely,



Martha Moore
Trauma Registry Coordinator

For the years 1991 and 1992, the 15-24 age group had the largest rates of fatal and non-fatal hospitalized motor vehicle crash injuries in Alaska.

Fatal and Non-Fatal (Hospitalized) Injuries, 1991-1992
Alaska Statewide
Motor Vehicle Traffic [N=1057]



From 1991 through 1994, the Alaska Trauma Registry has information on traumatic injuries resulting in hospitalization, transfer to another hospital, or emergency department death, including 'Dead on Arrival'. Data for 1994 is not yet complete.

Out of 979 drivers hospitalized due to motor vehicle crashes, 128 (13%) were age 20 and under. Of the hospitalized youth, alcohol was suspected to be a factor in 31 (24%) of the incidents. Of the 277 hospitalized drivers for whom alcohol was suspected to be a factor, 11% were age 20 and under.

Injury time was indicated for 106 of the youth drivers. In 24 (21%) of the cases, the injury occurred between 1:00 AM and 5:00 AM. In another 29 cases (36%), the injury occurred between 9:00 PM and 1:00 AM.

Of the 128 youth drivers 8 (6.3%) were critically injured, 11 (8.6) were severely injured, 41 (32%) seriously injured, 53 (41.1%) moderately injured, and 11 (8.6) sustained minor injuries. Four were not scored for injury severity.

Of the 128 youth drivers hospitalized, 8 died and 12 were discharged with a permanent disability. Five were discharged to an inpatient rehabilitation facility and 1 to a residential facility.

Based on available hospital charge information, the average cost per patient per admission in the 14 through 20 age group was about \$20,000. Not included is physician fees, rehabilitation costs, and subsequent disability payments.

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Alaska and North Carolina are the only states to receive grants to develop a pilot project and evaluate the provisions of a graduated license program. If legislation (HB 57) passes the legislature, Alaska will evaluate the project and report back to the National Highway Traffic Safety Administration by June 1998.

GRADUATED LICENSE. WHAT IS IT?

Graduated license basically is a restricted license program that allows youth drivers to learn over a period of time with restrictions. 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 the driver graduates to an unrestricted license. This helps in two ways. It ensures that new drivers accumulate the 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. Alaska does not have driver education programs in our schools, so our youth driver's commonly learn by trial and error.

Youth drivers in Alaska are definitely over-represented in all of the statistics. Drivers between 16 through 20 represent only 6.2% of the licensed drivers in Alaska, however, they represent 12.9% of the total traffic crashes in the state. 28.8% of the total fatal crashes involved youth between 16 and 20 for 1993.

In the states that have implemented graduated licensing systems show the following benefits:

California and Maryland report a 5 percent reduction in crashes for drivers ages 15-17. Maryland also reports a 10 percent reduction in traffic convictions for driver's age 16-17.

Oregon reports a 16 percent reduction in crashes for male driver's age 16-17.

HB57 was introduced again this year by Representative Joe Green from Anchorage. This bill, if enacted, would establish a graduated driver license program for Alaska.

Intermediate (Provisional) Stage

- Pass behind-the-wheel skills test.
- Violation free record for six months before progressing to next stage.
- All occupants must wear safety belts.
- Zero tolerance for under age 21.
- Permit revocation for any alcohol - related offense.
- Driving restricted; no driving 1:00 am - 5:00 am (exceptions).
- Youth - oriented and more rapid driver improvement actions.
- Parent participation.
- Applicant age 16, but not yet 18 must have been licensed under and instruction permit under state law or under the law of another state with substantially similar requirements for at least six months.

Legislation: Currently, Alaska has statutes in place to cover driver improvement actions for all drivers with suspension at 12 points and a interview at six points. Proposed provisional license bill states that drivers with a learner's permit or provisional license will be subjected to suspension at six points and an interview at three points. The bill is being amended to also include:

- Parent participation in the process.
- Violation free driving record for one year during the provisional license phase

Evaluation: During the intermediate stage the following will be evaluated:

- Clean driving record for six months prior to issuance of provisional license
- Zero tolerance
- Revocation for any alcohol - related offense
- Restricted hours of operation
- Youth - oriented and more rapid driver improvement actions
- Parental participation in the process.

Full licensure

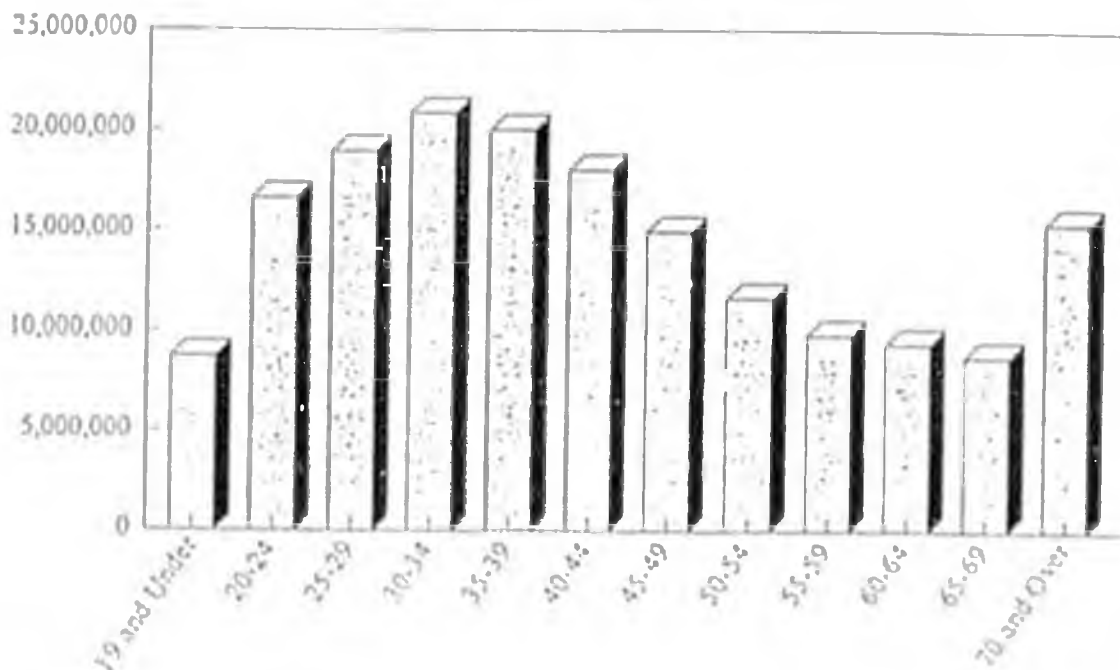
- Complete intermediate phase with clean driving record for one year.
- Zero tolerance for under age 21.
- Provisional license requirement for all suspended or revoked drivers requiring violation - free driving for one year.

Evaluation: All three elements of the phase will be evaluated

Teenage Driving Statistics

- Auto accidents are the number one killer of teenagers
- Teenagers make up 5 percent of the licensed population
- Teenagers are involved in 14 percent of all fatal accidents
- The risk of fatal crashes for teenagers is highest between 9 p.m. and 6 a.m.
- In 1993, 44% of the 16-year-old drivers involved in fatal accidents were single vehicle crashes
- Research indicates night driving curfews have resulted in crash reductions of 69%
- 20% of all passengers who die in crashes do so when a teenager is driving
- 67% of teen passenger deaths occur in crashes in which another teen is driving

Number of Licensed Drivers by Age



Source: National Association of Independent Insurers

NATIONWIDE

PUBLISHED BY NATIONWIDE INSURANCE
Home Office - Columbus, Ohio • Western Direct Operations - Portland, Oregon

Graduated Teen Licensing Means Fewer Teen Fatalities

It's pretty easy to get a driver's license in most states. As long as you're 16 (15 in some states), you can take to the road with essentially full privileges. In most states, all that's required is passing a driving test and a simple written exam. The only other requirement in many states for full licensing is completion of an approved driver training course. Unfortunately, even the best driver's education courses don't create safe drivers overnight.

Inexperienced drivers have more accidents.

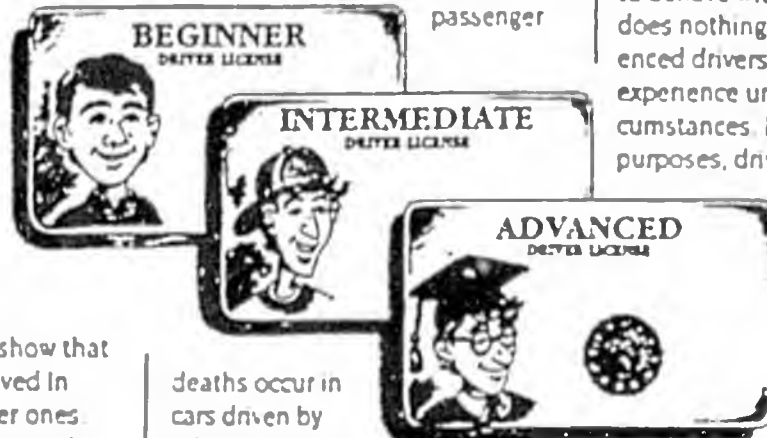
Time and again, studies show that younger drivers are involved in more accidents than older ones. And, the problem can't be attributed entirely to more aggressive behavior or attitude. It's related more fundamentally to experience. That's an important distinction, because it means that even if the young driver in your household behaves conscientiously and carefully on the road, he or she is still more likely to have an accident than drivers in any other age group, including the elderly. There's simply no substitute for on-the-road experience.

Graduated licensing: how it works, how it helps.

Under graduated licensing, beginners learn to drive step by step in a controlled progression before being awarded full driving privileges. While graduated systems may vary somewhat, an essential

feature of all is a ban on late-night driving, when the threat of accidents is greatest because of poor visibility. Other requirements usually include the supervision of a parent during the beginner stage, and limits on the number of passengers a beginner may transport (research shows the majority of

teen age passenger



deaths occur in cars driven by other teenagers).

In any case, restrictions are gradually lifted as drivers gain experience and pass advanced driving tests. Penalties for violations are also more severe than for unrestricted drivers, and may trigger specific driver improvement requirements.

Older licensing ages, probationary periods not as effective.

Raising licensing ages provides some improvement in teenage crash rates, but it still doesn't take the place of on-the-road experience. Statistics show that drivers in their twenties still have more accidents than slightly older drivers.

Many states have tried to deal with the problem by instituting what is called a "probationary"

licensing program. This means that legal actions like suspension can be imposed more quickly and easily in the event of a traffic violation or accident.

Unlike graduated licensing, probationary licensing uses only the threat of punishment to encourage younger or inexperienced drivers to behave with greater caution. It does nothing to help inexperienced drivers gain on-the-road experience under controlled circumstances. For all practical purposes, drivers with probationary licenses have

unrestricted driving privileges.

New Zealand's experience.

In New Zealand, graduated licensing

has been in effect since 1987 and has reduced accidents among young drivers dramatically. The effect is particularly noticeable among 15-19 year olds. And it's important to note that the New Zealand plan applies to all drivers under the age of 25, not just to teenagers.

In Ontario, Canada, graduated licensing was recently implemented, requiring all new drivers, regardless of age, to drive for a minimum of 24 months before an unrestricted license can be granted.

Based on the New Zealand experience and with further research and experimentation, graduated licensing may be tried in the United States in the near future.

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Young drivers

Let's start them off slowly

State Rep. Joe Green, R-Anchorage, wants to make it harder for teenagers to win full driving privileges. More power to him. The graduated licensing process he has in mind should help make Alaska roads safer for both youths and adults.

Rep. Green's bill is grounded in a reality that makes every parent of a teen worry. Young drivers simply have more accidents.

In Alaska, drivers age 20 and under are only 6.2 percent of the driving population, but they account for twice that number of accidents — 12.8 percent. (That's according to 1993 data from the Alaska Highway Safety Planning Agency.)

No doubt Rep. Green's idea will prove unpopular with Alaska youths. They'll naturally resent being barred from late night driving or having to maintain a clean record before getting full driving privileges.

At 16, a driver's license is a ticket to freedom, a chance to exercise new-found independence, to feel the power of sitting behind the wheel.

Unfortunately, that driver's license is often a ticket to something else — the hospital, or worse. And when young drivers make misjudgments, they aren't the only ones who suffer the consequences. Often their fellow passengers or other drivers wind up hurt or dead.

Contrary to what some youths may think, driving is not a right, it's a privilege — a privilege that carries a heavy responsibility. Creating a graduated

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DEPARTMENT OF PUBLIC SAFETY

HIGHWAY SAFETY PLANNING AGENCY

March 30, 1995

The Honorable Mark Hanley
Alaska State Legislature
State Capitol, Room 507
Juneau, AK 99801-1182

Dear Representative Hanley:

The Alaska Highway Safety Planning Agency (AHSPA) is responsible for the Governor's highway safety program. The goals of this program are to reduce fatalities and injury vehicle accidents on Alaska's roadways. In 1994 drivers between the ages of 16 through 20 represented only 6.2% of all licensed drivers in Alaska, they represent however, 12.9% of the drivers involved in traffic crashes within the state. This same age group was also involved as drivers in 28.8% of total fatal crashes in Alaska. Nationwide more than 40% of all deaths of persons ages 15 to 20 result from motor vehicle crashes. This is a loss of over 6,500 young lives. Many of these deaths may have been avoided if a Graduated Licensing System nationwide had been in place.

Recent studies conducted by the Department of Transportation's National Highway Traffic Safety Administration (NHTSA) indicate that graduated licensing systems can reduce crashes, injuries and deaths through a graduated drivers licensing program. Under this system, novice drivers are required to demonstrate responsible driving behavior in each stage of the licensing before advancing to the next level.

The Highway Safety Planning Agency encourages you to give strong consideration to passage of HB 57. We believe it will have a positive effect on ensuring the safety of our States most valuable resource, it's young people. We thank you for your consideration, and look forward to working with you on this issue.

Sincerely,


Lorn M. Campbell
Administrator



Representative Joe Green
Alaska State Legislature
Juneau, AK 99801-1182

FEB 26 1996

February 21, 1996

Dear Representative Green:

On behalf of the Juneau Mayor's Task Force on Youth, we would like to express our support for HB 57 - Licensing Requirements for Drivers. We support a provisional licensing system as a way to reduce young driver accidents and prevent injury and death among teenage drivers in Alaska.

The Mayor's Task Force on Youth is concerned with the health and safety of young people in Juneau. We support programs, activities and public policy which support youth in making a healthy transition to adulthood.

The Mayor's Task Force on Youth agrees with the legislation proposing a graduated licensing system allowing a 14 year old to apply for a learners permit, while increasing the age of the person accompanying the permittee to 25 years of age. This will provide an opportunity for young drivers to learn from more experienced and hopefully more responsible drivers. We support allowing youth to get a provisional license at age 16 with restrictions on nighttime driving hours between 1 am and 5 am. We appreciate the exemption made for driving to and from work. At age 17 youth can progress to an unrestricted license if their driving performance has been satisfactory.

We do not feel this legislation will unduly limit the rights and freedom of young drivers, but rather provides a chance for them to gradually learn to be responsible drivers. This legislation will not significantly affect those youth who are already responsible drivers, instead it will support their efforts to drive carefully and responsibly.

We hope HB 57 will be supported by this committee and the legislature and be enacted by the Department of Public Safety as a way to reduce injuries and death to young drivers.

Thank you for introducing and supporting this legislation. If you need any additional support please do not hesitate to call Jeannie Monk at 463-5844 or Ron Gleason at 463-1900.

Sincerely,

Jeannie Monk
Co-facilitator,
Mayor's Task Force on Youth

Ron Gleason
Co-facilitator,
Mayor's Task Force on Youth