

HB

11

HFIN

FILE

HOUSE COMMITTEE REPORT

(11)

Date Referred to Committee: March 7, 1997

FURTHER REFERRALS:

Date of Committee Action: 4/18/97 a.

The FINANCE Committee considered:

HB 11

HOUSE BILL NO. 11

DRIVERS LICENSE REQUIREMENTS FOR MINORS

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

recommends it be replaced with the following committee substitute _____ the same title a new title

additional referral to _____ Committee
 attached amendment(s)

ADOPTS: _____ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

fiscal note(s) DDA

fiscal note(s) _____

zero fiscal note(s) _____

zero fiscal note(s) _____

SIGNING WITH RECOMMENDATIONS	DP	DNP	NR	AM
<i>Edon Mulder</i>	<input checked="" type="checkbox"/>			
<i>Leroy Martin</i>	<input checked="" type="checkbox"/>			
<i>John J. Davies</i>	<input checked="" type="checkbox"/>			
<i>Ben Crussendorf</i>			<input checked="" type="checkbox"/>	
<i>John G. Davis</i>	<input checked="" type="checkbox"/>			
<i>Kellu</i>	<input checked="" type="checkbox"/>			
<i>Foster</i>			<input checked="" type="checkbox"/>	

CHAIR'S SIGNATURE

Edon Mulder
 MULDER

FISCAL NOTE

STATE OF ALASKA
1997 LEGISLATIVE SESSION

BILL NO. HB 11

Revision Date: _____
Title: An Act relating to driver licensing
Sponsor: Representative Green
Requester: (H) FIN

Department Affected: Administration
BRU: Motor Vehicles
Component: Driver Services
COMPONENT SERIAL NO. 500

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING EXPENDITURES	FY 98	FY 99	FY 00	FY 01	FY 02	FY 03
PERSONAL SERVICES	22.9	36.7	36.7	36.7	36.7	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	16.5	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						
-----------------------------	--	--	--	--	--	--

CHANGE IN REVENUES (1005)	163.0	163.0	163.0	163.0	163.0	163.0
----------------------------------	--------------	--------------	--------------	--------------	--------------	--------------

FUND SOURCE: (Thousands of Dollars)

1002 Federal Receipts	77.1					
1003 GF Match						
1004 GF						
1005 GF/Program Receipts	31.2	39.5	39.5	39.5	39.5	39.5
1037 GF/Mental Health						
OTHER						
TOTAL	108.3	39.5	39.5	39.5	39.5	39.5

Estimate of any current year (FY 97) cost: \$ _____

POSITIONS:

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

ANALYSIS: (Attach a separate page if necessary.)
SEE ATTACHED

Prepared by: Juanita M. Hensley
Division: Motor Vehicles

Phone: 465-2650
Date: April 7, 1997

Approved by Commissioner: Mark Boyer
Agency: Department of Administration

Alron M. Elger

Date: 4/1/97

DISTRIBUTION COPIES TO GOVERNOR'S LEGISLATIVE OFFICE
For further distribution information, call the Governor's Legislative Office

FISCAL NOTE

STATE OF ALASKA
1997 LEGISLATIVE SESSION

BILL NO. HB 11

Revision Date: April 7, 1997

Department Affected: Administration

ANALYSIS: (continued)

In 1993, the National Highway Traffic Safety Administration (NHTSA) offered to states direct grants to assist in the implementation and evaluate 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 individual's in this age group. This will generate approximately \$100.0 in new general fund program receipts.

A person of this age group will have the driver's license suspended for accumulation of points at the 8 point level instead of 12 points in a 12 month period. In 1995, 1,205 warning notices were sent to individual's 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 6 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>FY98</u>	<u>FY99</u>
<u>PERSONAL SERVICES</u>		
1 Motor Vehicle Representative (Anchorage) 1/2 year FY98	\$18.4	\$36.7
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	
\$ 6.6	Public Service Announcements and Brochures	
\$ 13.0	Public Opinion Survey	
\$ 1.3	Tuition-National Judicial College for Hearing Officer Training	

FISCAL NOTE

STATE OF ALASKA
1997 LEGISLATIVE SESSION

BILL NO. HB 11

Revision Date: April 7, 1997

Department Affected: Administration

SUPPLIES

Routine office supplies	\$0.5	\$0.5
-------------------------	-------	-------

EQUIPMENT

1 Complete Computer Workstation	\$10.0	
---------------------------------	--------	--

One time costs		
Federal Grant Receipts	\$6.5	

Upgrade of Computer equipment and software		
--	--	--

TOTAL	\$108.3	\$39.5
--------------	----------------	---------------

Alaska State Legislature

WHILE IN SESSION
CAPITOL BUILDING
JUNEAU ALASKA 99801-1182
(907) 465-4931
1-800-870-4931
(907) 465-4318 FAX

INTERIM ADDRESS
101 WEST 17TH AVENUE
ANCHORAGE ALASKA 99501
(907) 258-8138
(907) 258-8171 FAX



CHAIRMAN, JUDICIARY COMMITTEE
VICE CHAIRMAN, HEALTH, EDUCATION
& SOCIAL SERVICES COMMITTEE
MEMBER, RESOURCES COMMITTEE

FINANCE SUBCOMMITTEES
DEPT. OF COMMERCE & ECONOMIC
DEVELOPMENT
ALASKA COURT SYSTEM

Representative Joe Green
District 10

Sponsor Statement

HB 11 - "Licensing Requirements for Young Drivers"

HB 11 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. HB 11 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 HB 11 establishes certain conditions during the provisional stage which include restrictions on nighttime driving, so that driving takes place in less dangerous circumstances. Several 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, HB 11 is designed to allow the Department of Public Safety to take advantage of federal legislation (the "High Risk Drivers Act of 1993") which establishes monetary incentives for states that implement programs for young drivers. I believe that passage of HB 11, along with federal support, will help stop the teenage carnage on our highways.

Sectional Analysis HB 11

An Act establishing a provisional drivers license

by Representative Joe Green

Sec. 1 Amends the restriction on the issuance of a drivers license to include a provisional license for drivers between 16 and 18.

Sec. 2 Increases the age of the person that must accompany the permit holder from 19 to 22.

Sec. 3 Establishes the provisional drivers license. Under AS28.15.055, the department may issue a provisional license to an applicant between the ages of 16 and 18 if the applicant has held an instructional permit for at least six months.

AS28.15.057 establishes who is required to hold the provisional license. (a) states that an applicant between 16 and 18 may not be issued an unrestricted drivers license until: (1) they have had an instructional permit for six months; (2) a provisional license for one year. (b) establishes that a driver with a provisional license may not operate a motor vehicle between the hours of 1 a.m. and 5 a.m., except along the most direct route between the drivers home and place of employment.

Sec. 4 Allows the department to suspend, revoke or deny an instructional permit or provisional license for the accumulation of eight or more points in a 12-month period.

Sec. 5 Conforming definitional language which includes "provisional license" under the definition of "drivers license" or "license".

HB 11

The Provisional Licensing System

1st step - Instructional Permit. An applicant at least 14 years old may apply for, and be issued an instructional permit.

2nd step - Provisional License. In order for an applicant between 16 and 18 years old to receive the provisional license the applicant must have held an instructional permit for six months.

If the permit or provisional license holder accumulates eight or more points during a 12-month period their permit or license is suspended, revoked or denied.

3rd step - Unrestricted License. In order to receive an unrestricted drivers license an applicant under 18 years old age must have held a provisional drivers license for at least 1 year.

April 9, 1997

Representative Gene Therriault
Alaska House of Representatives
State Capitol, Room 511
Juneau, Alaska 99801-1182

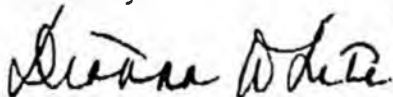
Dear Representative Therriault,

The purpose of this letter is to express my strong support for House Bill 11 which establishes a graduated licensing system in Alaska.

Supportive data indicates that the Graduated Licensing Programs have had a positive impact upon the driving habits of teenage drivers in other states. There have been numerous incidents in our very own community, which demonstrate why this bill should be passed.

I ask that you present this bill for action in the Finance Committee and assist in moving it forward

Sincerely,



Dianna White
6084 Doncaster Dr.
Anchorage, Ak 99504
907-337-3004



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

Region X
Alaska, Idaho, Oregon,
Washington

3140 Jackson Federal Building
915 Second Avenue,
Seattle, Washington 98174
Region Phone No. 206-220-7640
Fax No. 206-220-7651

March 17, 1997

The Honorable Gene Therriault
Representative State of Alaska
State Capitol Building
Juneau, Alaska 99811

Dear Representative Therriault:


Traffic crashes are the Nation's number one cause of youthful deaths. The facts are clear. Teenage drivers are involved in a disproportionate number of motor vehicle crashes when compared to the rest of the population. One answer to minimizing the tragic outcomes caused by youthful drivers is a graduated licensing system. The U. S. Department of Transportation's National Highway Traffic Safety Administration (NHTSA) strongly encourages states to implement a graduated driver licensing system to ease young drivers into the driving environment through more controlled exposure to progressively more difficult driving experiences.

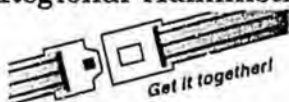
As Co-chair of Finance, you are acutely aware that HB 11, Provisional Driver's License, will reduce the economic costs losses in lives, injuries and health care associated with documented traffic crashes involving young people ages 15-20 in the State of Alaska. To date, eight States have enacted graduated licensing laws with an additional 13 states currently working on successful passage of the legislation during their 1997 Legislative Session.

NHTSA evaluation of graduated licensing systems in California, Maryland, and Oregon report a 5 to 16 percent reduction in crashes for drivers ages 15-17. If the experience in Alaska is like other States, legislative passage and enforcement of the proposed bill will definitely result in a decrease in fatalities, injuries and health care costs for those under age 18.

I trust the information provided will be helpful to you in the passage of this bill. If you or your staff have additional questions, please feel free to contact me or Rosemary Nye of our office.

Cordially,


CURTIS A. WINSTON
Regional Administrator



SAFETY BELTS SAVE LIVES

March 19, 1997

Representative Gene Therriault
Alaska House of Representatives
State Capitol, Room 511
Juneau, Alaska 99801-1182

Dear Representative Therriault,

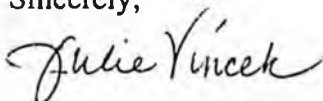
I am writing you to express my strong support for House Bill 11 which establishes a graduated licensing system in Alaska.

There is a great deal of supportive data telling our nation and more specifically our community that inexperienced teenage drivers operating their vehicles during high risk early hours is resulting in too many deaths and serious injuries.

There is no doubt that this bill must be passed now! Let's follow the example of other states who are standing up and demanding ways to reduce senseless, preventable auto deaths and injuries among youth.

I ask that you present this bill for action in the Finance Committee and assist in moving it forward! Thank you and good luck!

Sincerely,



Julie Vincek
12203 Woodward Dr.
Anchorage, Ak 99516
907-345-3130



MADD

Telephone: (907) 522-6233
FAX: (907) 522-6234

Mothers Against Drunk Driving

Anchorage Chapter
615 East 82nd Avenue, Ste. B 1
Anchorage, AK 99518-3157

March 18, 1997

Representative Gene Therriault
House of Representatives
State Capitol
Room 511
Juneau, AK 99801-1182

Dear Representative Therriault:

I am writing in support of House Bill 11 which establishes a graduated licensing system in Alaska.

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

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 graduated drivers license, the novice driver would gradually gain driving skills through education, driving during lower-risk hours, or with supervision.

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

House Bill 11 Graduated Licensing

Page -2-

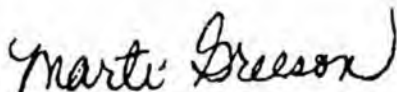
When young drivers do not have the option to drive during the high-risk hours under high-risk conditions, their driving experience is gained during the lower-risk hours, with fewer deaths as a result.

Every effort of 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 involving 16 year olds during restricted hours: Pennsylvania (69%); New York (62%); Maryland (40%); and Louisiana (25%).²

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

On behalf of MADD Anchorage's staff, Board of Directors and membership, I write to express strong support for House Bill 11 and ask that you present this bill for action in the Finance Committee and assist in moving it forward.

Sincerely,



Marti Gresson
Executive Director

²Insurance Institute for Highway Safety. Teenage Drivers, 1984.

Telephone: (907) 522-6233
FAX: (907) 522-6234



Mothers Against Drunk Driving

Anchorage Chapter
615 East 82nd Avenue, Ste. B 1
Anchorage, AK 99518-3157

January 30, 1997

Representative Joe Green
State Capitol Building
Juneau, Alaska 99801

Dear Representative Green:

On behalf of MADD - Anchorage's Board of Directors, staff and general membership, I write to express strong support for HB11. As we understand it, this bill would institute a graduated driver's licensing procedure for teenage applicants.

We are encouraged by the increased age of 22 requirement for the accompanying licensed instructor, although we feel age 25 is very prudent.

Again, you have our support for HB 11.

Sincerely,


Marti Greeson
Executive Director

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

February 04, 1997

Dear Representative Green:



On behalf of the Juneau Mayor's Task Force on Youth, we would like to express our support for HB11 Licensing Requirements for Drivers. We supports 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. 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 this bill will be supported by 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 Dan Fink at 463-5850 or Ron Gleason at 463-1900.

Sincerely,

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

Dan Fink
Co-Facilitator,
Mayor's Task Force on Youth

ALASKA TRUCKING ASSOCIATION, INC.

3443 Minnesota Drive • Anchorage, Alaska 99503 • PHONE (907) 276-1149 • FAX (907) 274-1946

February 19, 1997

TO: Members of the 20th Alaska Legislature:

FM: Frank Dillon, Executive Director, Alaska Trucking Association

RE: Support for House Bill 11

Members of the Alaska Trucking Association encourage your support of House Bill 11. House Bill 11 strengthens the requirements necessary to obtain a motor vehicle operator's license. As an organization that represents thousands of professional driver's throughout Alaska, we recognize a need to have properly trained young driver's on our roads. We also recognize that driver's between the ages 16 and 20 are involved in a disproportionate number of serious accidents resulting in many deaths and injuries. We believe that any prudent steps that enhance driver's training and skill for young driver's, and in fact all driver's, should be encouraged. Highway accidents are not a natural occurrence and dying in an automobile or motor vehicle accident is not a natural cause of death. Please support House Bill 11. We thank you and encourage its speedy passage.



John L. George & Associates
3328 Fritz Cove Road
Juneau, Alaska 99801
Tel. 907 789-0172 Fax 907 789-6964

February 4, 1997

The Honorable Joe Green
House of Representatives
State Capitol
Juneau, Alaska 99811

Reference: House Bill 11

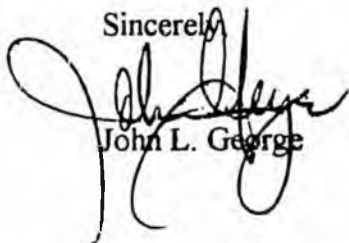
Dear Representative Green

On behalf of the National Association of Independent Insurers, a property and casualty insurance trade association, I want to thank you for introducing HB 11. The NAII believes that passage of HB 11 will result in reduced accident rates for young inexperienced drivers and will dramatically impact the frequency of late night and early morning accidents which statistically are the most serious and often fatal accidents for teenagers.

By targeting the inexperienced youthful drivers, this bill assures that each of them learns to drive with proper supervision and mature guidance. By teaching proper respect and responsibility to youthful drivers as they are just learning to drive, the stage is set for a lifetime of responsible motor vehicle operation. Legislation that serves to protect young drivers and instills good lifetime driving skills is always worthwhile.

NAII urges passage of HB 11. We believe that it will have a large positive impact on accident rates and accident severity for youthful drivers.

Sincerely,



John L. George

DON YOUNG
CONGRESSMAN FOR ALL ALASKA
WASHINGTON OFFICE
2331 RAYBURN BUILDING
TELEPHONE 202/225-5768

APR 09 1996

COMMITTEES:
CHAIRMAN,
COMMITTEE ON
RESOURCES
COMMITTEE ON
TRANSPORTATION AND
INFRASTRUCTURE



Congress of the United States
House of Representatives
Washington, D.C. 20515

April 1, 1996

DISTRICT OFFICES:
222 WEST 7TH AVENUE, #3
ANCHORAGE, ALASKA 99513-7595
TELEPHONE 907/271-5878
BOX 10, 101 12TH AVENUE
FAIRBANKS, ALASKA 99701-6275
TELEPHONE 907/456-0210
401 FEDERAL BUILDING
P.O. BOX 21247
JUNEAU, ALASKA 99802-1647
TELEPHONE 907/580-7400
109 MAIN STREET
KETCHIKAN, ALASKA 99901-6489
TELEPHONE 907/225-6880
130 TRADING BAY ROAD
SUITE 350
KENAI, ALASKA 99611-7718
907/283-5808

Representative Joe Green
Alaska State Legislature
Room 24, State Capitol
Juneau, Alaska 99801-1182

Dear Joe:

Thank you for writing to request a letter of support for a bill you introduced to reform and improve safety on Alaska's highways. I appreciate hearing from you.

As a matter of policy, I rarely become involved in issues solely under the jurisdiction of the state. However, your bill, HB 57, appears to have great merit in that it provides a logical, orderly system of granting learner's permits and provisional driver's licenses to new drivers, who account for a disproportionately great share of fatalities on Alaska's roads. If this bill qualifies the state of Alaska for additional funds to implement the program, it will advance efforts to reduce the incidence of injuries and death among young Alaskans.

I am happy to assist you, and hope you will let me know what I can do on the Federal level to expedite your endeavor.

Sincerely,

A handwritten signature in black ink, appearing to read "Don Young", written over the word "Sincerely".

DON YOUNG
Congressman for all Alaska

DY/cnf

FRANK H. MURKOWSKI
ALASKA

COMMITTEES:
CHAIRMAN
ENERGY AND NATURAL RESOURCES
FINANCE
VETERANS' AFFAIRS
INDIAN AFFAIRS

United States Senate
WASHINGTON, DC 20510-0202
(202) 224-6665

222 WEST 7TH AVENUE, BOX 1
ANCHORAGE, AK 99513-7570
(907) 271-3735

101 12TH AVENUE, BOX 7
FAIRBANKS, AK 99701-6278
(907) 456-0233

P.O. Box 21647
JUNEAU, AK 99802-1647
(907) 586-7400

130 TRADING BAY ROAD, SUITE 350
KENAI, AK 99611-7716
(907) 283-5808

109 MAIN STREET
KETCHIKAN, AK 99901-6489
(907) 225-6880

March 27, 1996

The Honorable Joseph P. Green
Representative
Alaska State Legislature
State Capitol
Juneau, AK 99801

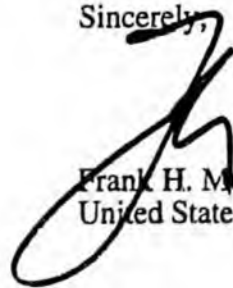
Dear Joe:

Thank you for providing me with an explanation of H.B. 57, your bill to allow provisional driver licensing to those 16-18 years old who have previously held a learner's permit, or those between 18 and 21 who have not.

I appreciate learning of your effort. The goal of reducing accidents involving young drivers is an important one, and your bill appears to be consistent with the provisions of Federal law.

Please keep me informed of your activities in this regard.

Sincerely,



Frank H. Murkowski
United States Senator

PR 09 1996

MARK O. HATFIELD, OREGON, CHAIRMAN

TED STEVENS, ALASKA
THAD COCHRAN, MISSISSIPPI
ARLEN SPECTER, PENNSYLVANIA
PETE V. DOMENICI, NEW MEXICO
PHIL GRAMM, TEXAS
CHRISTOPHER S. BOND, MISSOURI
SLADE GORTON, WASHINGTON
MITCH MCCONNELL, KENTUCKY
CONNIE MACK, FLORIDA
CONRAD BURNS, MONTANA
RICHARD C. SHELBY, ALABAMA
JAMES M. JEFFORDS, VERMONT
JUDD GREGG, NEW HAMPSHIRE
ROBERT F. BENNETT, UTAH

ROBERT C. BYRD, WEST VIRGINIA
DANIEL K. INOUE, HAWAII
ERNEST F. HOLLINGS, SOUTH CAROLINA
J. BENNETT JOHNSTON, LOUISIANA
PATRICK J. LEAHY, VERMONT
DALE BUMPERS, ARKANSAS
FRANK R. LAUTENBERG, NEW JERSEY
TOM HARKIN, IOWA
BARBARA A. MIKULSKI, MARYLAND
HARRY REID, NEVADA
J. ROBERT KERREY, NEBRASKA
HERB KOHL, WISCONSIN
PATTY MURRAY, WASHINGTON

United States Senate

COMMITTEE ON APPROPRIATIONS

WASHINGTON, DC 20510-6025

J. KEITH KENNEDY, STAFF DIRECTOR
JAMES H. ENGLISH, MINORITY STAFF DIRECTOR

March 28, 1996

The Honorable Joseph Green
Alaska State Representative
Alaska State Legislature
Room 24
State Capitol
Juneau, Alaska 99801-1182

Dear Joe:

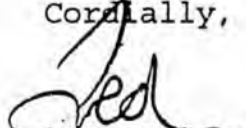
Thank you for your letter regarding H.B.57 which you recently introduced.

I am sorry to say that it is my general policy not to endorse legislation that is pending before the Alaska State Legislature since my job is to represent Alaska at the Federal and not the State level.

As a father I support efforts to keep kids off of the streets late at night and I hope that you are successful in your efforts to reduce fatalities among teenage drivers.

With best wishes,

Cordially,


TED STEVENS



THE NATIONAL ASSOCIATION OF
State Emergency Medical Services Directors

111 Park Place, Falls Church, Virginia 22046-4513

Phone: 703-538-1799 • Fax: 703-241-5603 • E-mail: nasemsd@aol.com

Wednesday, October 23, 1996
 Coeur d'Alene, Idaho

EXECUTIVE COMMITTEE

PRESIDENT
 Dan Manz
 Vermont

PRESIDENT-ELECT
 Drew Dawson
 Minnesota

TREASURER
 Da Chiner
 Idaho

SECRETARY
 Louise Goyette
 Massachusetts

IMMEDIATE PAST PRESIDENT
 Dale Bellamy
 North Carolina

EAST REGION
 George Loggins
 New Jersey

SOUTH CENTRAL REGION
 Ken Wayne
 Georgia

NORTH CENTRAL REGION
 Tim Wiedrich
 North Dakota

WEST REGION
 Dennis Malvern
 Nevada

RESOLUTION #96-01

NASEMSD SUPPORT OF THE
 GRADUATED DRIVER LICENSING SYSTEM

WHEREAS, the U. S. Department of Transportation's National Highway Traffic Safety Administration (NHTSA) encourages states to implement a graduated driver licensing system to ease young drivers into the driving environment through more controlled exposure to progressively more difficult driving experiences and driver licensing stages, prior to full licensure, and

WHEREAS, in 1995, 6,220 young people, aged 15-20, died in motor vehicle crashes, and

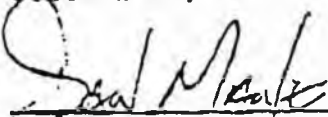
WHEREAS, young drinking drivers are involved in fatal crashes at twice the rate as drivers aged 21 and older, and

WHEREAS, graduated licensing has been shown to reduce crashes among youthful drivers, and

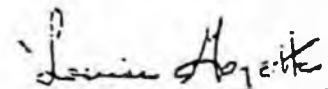
WHEREAS, ten states have a three-stage licensing system and four states have two stages of licensing, and

THEREFORE, BE IT RESOLVED that the National Association of State EMS Directors supports graduated licensing systems.

Adopted in this form by unanimous vote of the membership,
 October 23, 1996:



 President, Dan Manz



 Secretary, Louise Goyette

The Need for Mandatory Nationwide Graduated Driver Licensing

Gayden Sportman-Darnell
Texas A&M University

In this country, cars kill more teens than cancer, gang violence, suicide, or drugs and alcohol (Teen Drivers, 1996). In 1993, 5,413 teens died in the U.S. from motor vehicle crash injuries (Trans Union, 1994), and in 1994, 5,600 teenagers were killed in automobile crashes (Teen Drivers, 1996). We cannot ignore this problem; it is not going to simply disappear. Motor vehicle accidents are the number one killer of young Americans aged fifteen to twenty-four (Teen Drivers, 1996). Even more frightening is the fact that, according to the National Safety Council, only 5% of licensed drivers are under the age of nineteen, but teens account for nearly 12% of all automobile crash deaths (AAA, 1996.)

As both drivers and passengers, teens are disproportionately involved in motor vehicle crashes, compared with other age groups. In addition to the number of teenage driver deaths, 2,258 teens died in 1994 as passengers (Teenagers, 1996), and two out of three of those teens were travelling in vehicles driven by other teens (Trans Union, 1994). Today's teenage drivers are responsible for about five times as many fatal crashes per license holder as are drivers between the ages of thirty-five and sixty-four. In many cases, carelessness, lack of experience, and poor decision making are the most likely contributing factors. Driving an automobile requires the driver to make skilled and well timed decisions several times each second. Such decisions are primarily based on prior knowledge and driving experience that young drivers do not possess (Teen Driving, 1996).

TEEN INVOLVEMENT

Why are teens involved in such a disproportionate number of automobile accidents? There appears to be several reasons or factors that can help explain the high teen crash rate: exposure, immaturity and risk taking behaviors, and lack of driving experience. Exposure, in this case, pertains to the time of day teens are on the roadways. Teenage drivers do a greater proportion of their driving at night and on the weekends when the risks of crashing are heightened (Graduated, 1996). Forty-five percent of all teenage motor vehicle deaths

occur on weekends—Friday, Saturday, and Sunday, and 43% of all teenage motor vehicle deaths occur between 9 PM and 6 AM (Teenagers, 1996). Immaturity and risk taking behaviors of young drivers are also key factors in their involvement in motor vehicle crashes. Young drivers, especially

"Immaturity and risk taking behaviors of young drivers are also key factors in their involvement in motor vehicle crashes. Young drivers, especially sixteen year olds, tend to engage in impulsive, risky behaviors."—Sportman-Darnell

sixteen year olds, tend to engage in impulsive, risky behaviors. Young, inexperienced drivers do not fully recognize the risks involved in driving and making poor decision (Graduated, 1996). Speeding, a risky behavior common among young drivers, was a factor in 32% of fatal crashes involving fifteen to twenty-four year olds (Eye, 1996). It has also been documented that many of the sixteen year olds who die in crashes are not using seat belts (Trans Union, 1994). A lack of driving experience is another key factor in the high incidence of teenage auto accidents. Most novice drivers do not have sufficient training to handle the complex task of driving when they are first licensed (Graduated, 1996).

Eighty-two percent of the sixteen year old drivers in fatal crashes during 1993 made at least one driving error that contributed to the crashes (TransUnion, 1994). Further support for the belief that driver inexperience contributes to high numbers of teen auto crashes is that the vast majority of fatal crashes with a sixteen year old at the wheel involved a driver leaving the roadway and overturning or striking a fixed object on the roadway (Trans Union, 1994). In Deschutes (May, 1996) alcohol use is added to the perceived causes of high teen crash rates. The article cites teen drivers as being at a greater risk of being involved in crashes than older drivers because they are more likely to take risks, underestimate dangerous traffic situations, and have little experience with the effects of alcohol use (Deschutes, 1996). Again, young drivers account disproportionately for motor vehicle crashes worldwide, reflecting, in part, the combination of immaturity and lack of driving experience (Evans, 1996; Mayhew, 1991).

DRIVER PREPARATION

Problems

Obviously the driver education that young drivers currently receive is lacking. Standard driver education courses are only able to provide a minimum of driving practice—not nearly enough for novices to become proficient drivers (Graduated, 1996). The purpose of most driver education programs is to expose students to the

(continued on page 7)

(Graduated Licensing from page 6) basic skills they need to maneuver a vehicle. Students are oriented to various types of driving situations--residential, country, light and heavy city traffic, and expressway driving. They learn basic driving maneuvers such as starting, stopping, and braking the vehicle. In addition, before passing the standard driver education course the students must demonstrate turning, turnarounds, and lane changing as well as parallel and perpendicular parking. Lastly, students must show a written understanding of traffic laws, signals, and signs (Teen Driving, 1996). This training effort is not enough to ensure the safety of young drivers. Safe driving requires more than just the basic skills. Safe driving requires experience (Teen Driving, 1996). Traditional driver education methods teach teens how to get licenses but do little to reduce the number of crashes involving teenagers (AAA, 1996). The AAA Foundation for Traffic Safety (1996) recommends that young drivers be taught a broad based curriculum that focuses more on safe driving attitudes and behaviors than on basic skills.

Solutions

It is evident that there is a serious flaw in the way our nation's young drivers are being prepared for the task and responsibilities that accompany a driver's license to drive. A solution to the problem of high crash rates among young drivers that is gaining increasing support and notoriety is Graduated Driver Licensing. Several countries are addressing novice driver high crash rates with the approach known as Graduated Driver Licensing (Graduated 1996). Graduated Driver Licensing is a system that directly addresses the main causes of crashes involving young drivers: exposure, immaturity, and risk taking behaviors. This was done without using a drastic approach such as raising the licensing age (Graduated, 1996). It is a strategy that promotes safe driving behaviors and reduces the incidence and severity of motor vehicle crashes among young drivers (Risky, 1994). Graduated

Licensing employs several tools that are derived from research on young driver behavior and established principles for designing effective injury prevention policies (Graduated, 1996). Graduated Licensing employs several tools that are derived from research on young driver behavior and established principles for designing effective injury prevention policies (Graduated, 1996). Graduated Licensing is a conditional or intermediate license awarded to teens between a learner's permit and a regular adult license (Teen Drivers, 1996). This method of licensing young drivers allows them to accumulate driving experience in low risk settings and gradually lifts restrictions until an unrestricted license is earned (Insurance Institute, 1994). Restrictions of a Graduated License may include prohibiting unsupervised nighttime driving, compliance with zero tolerance (the suspension of all driving privileges of any person under the age of twenty-one who drives after consuming any amount of alcohol), requiring all occupants to be properly restrained, and limiting the number of passengers and the distances and types of roads travelled (Risky, 1994).

Experimentation

Recently, a giant step forward in reducing young driver crashes in Michigan was taken. On April 23, 1996, the Michigan Senate passed Graduated Driver Training legislation. House Bill 4763 will create a three-tier system for educating and preparing new drivers for operating vehicles on the road. The system is arranged as follows:

- In order to receive a Level 1 Graduated License:
- minimum age of 14 years and 9 months
 - pass a vision test/knowledge test
 - needs parental approval
 - completed segment 1 of current driver training with 6 hours of road time with the instructor
 - unlimited driving privileges with parent, legal guardian, or with the parent's permission with a licensed driver 21 years or older.

AMERICAN DRIVER AND TRAFFIC SAFETY EDUCATION ASSOCIATION

Affiliated State Associations

- Alabama
- Arizona
- California
- Colorado
- Connecticut
- Florida
- Illinois
- Indiana
- Kansas
- Maine
- Maryland
- Michigan
- Minnesota
- Mississippi
- Missouri
- Montana
- Nebraska
- New Hampshire
- New Mexico
- North Carolina
- North Dakota
- Oregon
- Pennsylvania
- South Carolina
- Tennessee
- Texas
- Utah
- Vermont
- Virginia
- Washington
- West Virginia
- Wisconsin

- In order to receive a Level 2 Graduated License:
- minimum age of 16 years and held a Level 1 Graduated License for six months
 - no moving violations for 90 days before applying for a Level 2 Graduated License
 - successfully completed segment 2 of the driver training
 - 50 hours behind the wheel of road driving; 10 of night driving
- (continued on page 8)

(Graduated Licensing from page 7)

as certified by parent or legal guardian.

- pass Secretary of State road test
- no driving from 12:00 midnight to 5:00 AM unless with parent or guardian or licensed driver 21 years or older with the parent's permission. There is an exception for driving to and from work.

In order to receive a Level 3 Graduated License:

- minimum age of 17 years and held a Level 2 Graduated License for six months
- full driving privileges with no restrictions
- completed 12 consecutive months with no moving violations, accidents, suspensions, or restrictions.

The bill now goes back to the House for concurrence (Senate, 1996). Graduated Licensing rewards young drivers for safe driving practices and habits by systematically removing restrictions based on demonstrated safe driving (Graduated, 1996).

CONCLUSIONS

Graduated Driver Licensing has been enthusiastically embraced by injury prevention experts, the general public, parents, and to a substantial degree by teens themselves (Graduated, 1996). This proposed revision of the driver licensing system differs only in a few ways from the current system. Although the proposed changes will not involve a radical alteration in the licensing process, the modifications promise substantial benefits (Graduated, 1996). The National Highway Traffic Safety Administration is providing funds to states to evaluate the impact of various elements of the graduated licensing system (Risky, 1994). Young people need to understand that driving is a privilege, not a right. Like any other privilege that is abused, this very important one can be taken away.

One other line of defense against the increasing number of teen involvement in auto crashes are contracts

between parents and teen drivers. They open the lines of communication and attempt to set guidelines with which both the parents and the teenager can live. Figure 1 is an example of one such contract families are using to provide a set of standard rules (Contract, 1996).

Graduated Driver Licensing is the key component in reducing the

number of automobile accidents in which teenagers are involved. When this system is used in conjunction with good communication and trust between parents and teen drivers, we will see the staggering numbers of teens lost to auto accidents begin to decline.

FIGURE 1
CONTRACT FOR TEENAGERS AND PARENTS

1. Breaking the driving laws or abusing a motor vehicle can result in the loss of driving privileges, even if we learn about it from a source other than the police. You never know who may be observing you.
2. You will strive to maintain the grades, conduct, and attitude at the same high level as when you were granted driving privileges.
3. No one else should be allowed to drive a vehicle that is entrusted to you. This means you may not lend your vehicle to friends.
4. If you are ever in a condition that might render you less than 100% competent behind the wheel of a car, phone us at home or wherever we are. This will not result in the loss of driving privileges.
5. You are never to be a passenger in a car in which the driver should not be driving. A call to come and get you will not result in the loss of driving privileges. If you cannot reach us, hire a taxi. We will pay for it, and there will be no punishment.

parent signature

teen signature

References

- AAA Foundation Driver Education Overhaul—Press Release. 1996. [On-line]. Available: <http://www.aaafoundation.org/aaa/text/drivered.html>.
- Bondurant, Bob. 1996. Teen Driving. [On-line]. Available: <http://www.autoshop-online.com/chtml/com.onvolve.teen.html>.
- Contract. 1996. [On-line]. Available: <http://www.nh.ultranet.com/gweety/contract.html>.
- Deschutes County Health Hot Topic of the Month for May '96. 1996. [On-line]. Available: <http://bondurant.com/health/kid6htmlrisky>.
- Eye Opening Statistics. 1996. [On-line]. Available: <http://www.nh.ultranet.com/gweety/stats.html>.
- Evans, L. 1991. *Traffic Safety and the Driver*. New York: VanNostrand and Reinhold.
- Graduated Driver Licensing in North Carolina. April 22, 1996. [On-line]. Available: <http://www.unc.edu/depts/hscn/gdl/gdl.html>.
- Illinois State Police-Safety Messages and Programs-Teenage Drinking and Driving. 1996. [On-line]. Available: <http://www.state.il.us/isp/saf00009.htm>.
- Insurance Institute for Highway Safety. 1994. Slower graduation to full licensing means fewer teenage deaths. *Status Report*. 29 (4). Arlington, Virginia.
- Mayhew, D.R., and Simpson, H.M. 1991. New to the road: young and novice drivers: similar problems and solutions? *Traffic Injury Research Foundation of Canada*. Ottawa: Canada.

- Risky Driving Behaviors Among Teenagers. June, 1994. [On-line]. Available: http://www.med.upenn.edu/mednew/june94/7261_8.html.
- Senate Passes Graduated Driver Training Legislation. April 23, 1996. [On-line]. Available: <http://www.coast.net/misenate/rcp/posthumus/prsf/driverlic.html>.
- Teenagers. 1996. [On-line]. Available: <http://www.hwysafety.org/teenagers/teen.html>.
- Teen Drivers. 1996. Available: <http://www.allstate.com/evergreen/rates/tips3.html>.
- Trans Union/DATEQ. 1994. How safe are youthful drivers? [On-line]. Available: <http://tansunion-dateq.com/pages/page3b.html>. ❖



EDUCATION

A New Course for DRIVER'S ED

Teaching teens how to steer and stop was the primary focus of driver training programs for a quarter-century. Today, they emphasize decision-making.

Driver education has long been the butt of many a joke. When Mary Sue Terry campaigned for governor of Virginia a few years ago, she was fond of saying that her hometown was so small that driver ed and sex ed were taught in the same car. And it seems as though every baby boomer can recall a stout football coach screaming into a bullhorn and chasing after the one student who couldn't get his white Ford out of reverse until every orange cone in the high school parking lot had been flattened into the gravel.

These days, driver education is less an object of ridicule, but that's because fewer people are taking it.

At the peak of DE's popularity a generation ago, 14,000 high schools in all but

a few states were teaching more than 2 million student drivers each year. However, its effectiveness wasn't evaluated until 1978 when federal transportation officials undertook a longitudinal study of 18,000 student drivers in DeKalb County, Georgia.

Periodic project reports indicated that not only did DE courses appear to have little positive impact on safety but they might actually be harmful to students, who often became overconfident in their driving ability and exercised less caution. Parents of those taking driver education also tended to spend less time practicing with their children and were more likely to let them drive at night—a key factor in accidents.

Given this evidence, as well as the

expense associated with the programs, DE was an easy target when states went looking to trim budgets during the early-1980s recession. Since then, nearly 20 states have removed DE from licensing requirements, and about half of all school districts dropped the courses after losing state funding for them. Many of those that still require driver education have modified it—keeping classroom instruction, for instance, while reducing or eliminating on-road training—or left it up to the private sector to offer courses.

But pointing to recent statistics that show the overwhelming cause of teen accidents is driver error, the National Highway Traffic Safety Administration, the Centers for Disease Control and Prevention, and the AAA Foundation for Traffic Safety have begun a crusade to resurrect driver education. "When you realize that 40 percent of 16-year-old males have been involved in police-reported crashes, it is obvious that something needs to be done," says Stephanie Faul of the FTS.

Even if that figure seems disputable, citizens and policy makers alike are well aware that motor vehicle crashes are the leading cause of death for 15- to 20-year-olds, and few would disagree with Faul's conclusion. Of course, there are no simple answers to the problem. But the current angle of attack focuses on implementing driver training courses that place as much emphasis on reducing risky behavior as on perfecting parallel parking.

The first National Conference on High School Driver Education, which convened in 1949, recommended that students receive 30 hours of classroom learning and six hours of driving instruction. This formula is still the norm across the nation, even though



Driving simulators, with roadways shown on a movie screen, once taught teenagers how to operate a car. But that's only one facet of safe driving.

safety experts say nearly 5,000 miles of driving experience are necessary for a student to become an "average" driver. And the textbooks used in DE courses—typically a summary of the state's driving laws, not a handbook for safer driving—have come under fire as well.

"DE has had its problems," acknowledges Allen Robinson, president of the American Driver and Traffic Safety Education Association. "The way it was taught was not done correctly." Indeed, learning

Although his bill was "dismissed" at the subcommittee level, Haskins is determined to rekindle the issue next year.

In Nebraska, state Senator LaVon Crosby proposed a study of driver safety and DE after a string of accidents last spring resulted in teen fatalities. DE is not mandatory or publicly funded in Nebraska, so students are responsible for paying for a course if they want the training. "Teens are not getting the right kind of education about driving," Crosby says, "and driver's

keep an unrestricted license, a driver must be 17 and not cause an accident or be ticketed for a moving violation for at least six months. "This makes Michigan the leader in the nation in comprehensive driver's training," declared Representative Dan Gustafson, as the bill he sponsored was signed into law.

Kentucky, which began a graduated licensing program October 1, requires all new drivers to practice with a permit for six months, up from 30 days. Permit-holders can only drive when accompanied by a licensed adult over 21, and they are banned from driving between midnight and 6 a.m., except to or from work or school or in emergencies. The new law also has a zero-tolerance provision related to blood-alcohol levels and requires all students to take a four-hour safety course or high school DE by age 18.

Several states have seen marked results from graduated licensing laws. California, Oregon and Maryland all have reported decreases of between 5 to 16 percent in crashes involving teens after their programs began. Still, the new approach is not without its detractors.

Last year, Virginia's General Assembly reviewed a study of graduated licensing in other states. The report concluded that such programs were effective in reducing teen accidents, and recommended a minimal crash-free period before a full license is issued. However, Richard Holcomb, the Department of Motor Vehicles commissioner, strongly opposed graduated licensing as an intrusion upon parents' right to regulate their own children. The graduated licensing bill that lawmakers passed this spring became law without the governor's signature.

In a separate effort to curb teen crashes, Virginia lowered the minimum age for a driving permit from 15 years, eight months to 15. The idea was to give students more time to practice driving with adult supervision before they obtain their full licenses. But while acknowledging the good intentions of the measure, some question why the additional hands-on-the-wheel experience needs to come at the younger end of the driver-training spectrum, when students are less mature.

George Hensel, owner of the California Driving School, believes that raising the age for unrestricted licenses—as Michigan did—is the most important step in improving teen driving safety. In fact, he would not allow his daughter to get her license until she turned 18. □

ABOUT A DOZEN STATES HAVE GRADUATED LICENSING PROGRAMS, WHICH EXTEND THE TIME IT TAKES TO QUALIFY FOR FULL DRIVING PRIVILEGES.

how to operate a car is only one facet of overall training; addressing teenagers' inexperience, inattention and sense of invincibility is now widely considered to be an even more fundamental issue.

Michael F. Smith, a research psychologist at the NHTSA who authored a 1994 report for Congress about DE, notes that teens are more likely than other drivers to speed, run red lights, make illegal turns and tailgate. They also perceive that they have less to lose by engaging in reckless behavior and more to gain in the way of peer approval. He believes that DE should focus on two objectives: improving the skills teens use to estimate risk and reducing teens' willingness to take risks.

The AAA Foundation for Traffic Safety, which aims to "reinvent" DE, has distributed a model curriculum outline to lawmakers and educators. Recommended reforms include less emphasis on mechanics such as turning and traffic laws. Instead, safety issues—identifying a safe distance between cars, road hazards and vehicle defects, as well as speeding and driving while intoxicated—are given equal weight.

Although states have yet to make sweeping revisits to driver education, legislators are showing increased interest in providing better ways to introduce young drivers to the skill. At least 14 states considered DE-related bills this year.

A measure introduced by state Representative Terry Haskins of South Carolina, for example, would have required 16-year-olds to take a DE course in order to obtain a license, as is the case in half of the states. But "there was not enough of a feeling that this is something we should do," he says.

ed is a big part of understanding safety."

The most interesting legislative activity occurred this fall when Michigan repealed its requirement that public schools provide DE classes. But the move was not as against the grain as it might seem. While achieving their goal of reducing education mandates, lawmakers changed the letter but not the spirit of the state's driver training law: Students must still take lessons in order to obtain a license.

Starting next April, schools that offer the service will get an \$80-per-driver reimbursement from the state, but are responsible for making up the difference—roughly \$100—until 1998. At that point, while local schools must match the state's contribution, they can charge students a fee to cover the remaining cost of the program. In places that scrap DE, students can receive an \$80 voucher from the state to offset a portion of the cost of private driver training.

In the same bill, Michigan followed the lead of about a dozen other states that have implemented "graduated" licensing programs, which extend the amount of time it takes to qualify for full driving privileges. Michigan's three-tier process begins with a learner's permit for those at least 14 years, nine months old. They must take a training course with road instruction, pass written and vision exams, and cannot drive without an adult.

At age 16, a restricted license can be issued after students complete at least 50 hours of driving with a parent (including 10 hours at night) and pass a road test. Driving unaccompanied between midnight and 5 a.m. unless commuting to or from a job is prohibited.

Finally—and most notably—to get and



Adolescent Health Research Updates

Supplement to the Adolescent Health Plan

No 2 — January 1997

Research Updates are periodically distributed from the Alaska Adolescent Health Advisory Committee (AHAC). AHAC believes that effective planning for the health of Alaska's adolescents should have a strong scientific basis. *Alaska's Adolescents: A Plan for the Future*, the 1994 publication by AHAC, was the product of the committee's review of research related to adolescent health at that time. In order to stay current with new information, AHAC continually reviews research dealing with a broad range of adolescent health topics. Summary reports are prepared by AHAC members for distribution to people interested in teen health, especially those who use *Alaska's Adolescents* as a guide for their efforts in the field. Feedback about the usefulness of these updates would be welcomed.

Unintentional Injury Among Adolescents

Injury is crippling our youth. Both national and state statistics report its toll.^{1,2,3} Nationally, each year more lives are lost to injury than to all combined causes of death during the entire Vietnam war.¹ In Alaska, as in the nation, injury is the leading cause of death among youth aged 10-19.² Young people today die mainly as a result of injury from contact with vehicles, alcohol and firearms.²

What could prevent these deaths? There are many strategies that have been shown to prevent injury deaths. The licensing of all-terrain vehicle (ATV) users, curfews, helmet use, and the enforcement of alcohol laws are examples of effective means of saving lives.⁴

Injuries are considered either intentional (e.g., assaults, homicide, suicide) or unintentional (e.g., motor vehicle & bicycle crashes, drowning). Because subsequent reports will address violence and suicide, this report will focus on unintentional injury. Research on injury prevention demonstrates that unintentional injuries are predictable and preventable. The term "accident" is not used because it implies that the incident is unavoidable.

percent of high school students admit to drinking while driving in the 1995 YRBS. (21)

Costs

While the U.S. Congress continues to limit the Center for Disease Control and Prevention (CDC) budget to study injury, the costs of injury to the U.S. public continue to rise. In Alaska, the cost of each hospital stay for each motorcycle injury patient who was not wearing a helmet is about \$27,000. Motor vehicle patients who were not wearing seat belts cost \$18,000. each.⁹ National figures show that 60% of motorcycle injuries associated with no helmet use are paid by Medicaid.¹ That means that the private decision to take risk comes right out of the public's pocket.¹

Injury Prevention

Approaches to injury prevention have evolved from faulting the victims to applying the public health disease model. The most recent approach involves "the 3 E's" of education/behavior, engineering/technology, and enforcement/legislation. Research has shown that in general, the engineering approach is more effective than the enforcement approach, and that education has been least effective.² Modifying the environment of individuals—through engineering or public policy—seems to be the most successful way to reduce the greatest number of injuries.

Ten years ago Frederick Rivara published a report that outlined the means for preventing injury to children.¹⁰ Although it reflects what we know about effective injury prevention, the methods have not been consistently employed. What seems to be lacking is political will. Actions that can prevent a third of the deaths among children are not being taken.

This section summarizes what is known about prevention strategies for the three major causes of death among teens in Alaska: vehicles, drownings, and guns.

Vehicle Injury

Vehicle injury is the most thoroughly studied as well as the most frequent cause of death. Fortunately, it is very clear that the following approaches all would reduce the incidence of vehicle injury:

- 1) increase in the price of alcohol (tax)⁴
- 2) curfews (that eliminate the dangerous driving hours)⁴
- 3) use of motorcycle helmets⁴
- 4) use of bicycle helmets⁴
- 5) use of seat belts⁴
- 6) decrease in speed limits (the recent national increase is expected to cause at least 4000 more deaths each year)⁴
- 7) decrease of legal blood alcohol level¹¹
- 8) delay of licensing and/or provisional licensing¹¹
- 9) graduated licensing²⁷
- 10) community based, coordinated, comprehensive programs to alter social norms in all age groups.¹¹

Research shows the following does not work:

- 1) driver education programs (which, instead, seem to put inadequately trained teens onto the highways earlier)¹
- 2) alcohol education programs alone, without license suspension following DWI convictions.⁴

In Alaska, the impact of ATV and snowmachine use is also significant. The American Academy of Pediatrics recommends drivers be licensed for snowmachines.¹² The National Committee for Injury Prevention and Control (NCIPC) recommends age and use controls on ATV's.⁴ Alaska injury prevention experts also recommend the use of helmets for snowmobiles and ATV's.²⁰

Drowning

Drownings represent almost 25% of unintentional deaths in Alaska. What would prevent them includes:

- 1) use of personal flotation devices (PFDs)⁴
- 2) laws, with funding for enforcement, requiring the use of PFDs⁴
- 3) blood alcohol laws applied to boating.⁴

Guns

Guns are a major factor in both unintentional and intentional injury. It is difficult to separate the research on violence, guns and unintentional injury because the studies often include suicide, homicide and "accidents". What is clear is that the states that have the most guns, have the most injuries from guns.¹³ Detroit has more gun deaths per capita than Northern Ireland during its worst IRA troubles.¹ According to national researchers, at least half of our homes have firearms.¹⁷ Half of

FACT SHEET

April 1994

STATE LEGISLATIVE

Graduated Driver Licensing System

The United States Department of Transportation's National Highway Traffic Safety Administration (NHTSA) believes that state graduated driver licensing systems for young drivers can materially reduce crashes, injuries and deaths. A graduated driver licensing system is a multi-tiered program designed to ease young novice drivers into the driving environment. It is implemented through controlled exposure to progressively more difficult driving experiences or driver licensing stages, prior to full licensure.

Graduated/Provisional Driver's License Systems Work

Under this system, novice drivers are required to demonstrate responsible driving behavior (no convictions or crashes for a specified period) in each stage of licensing before advancing to the next level. For example, there may be a six-month learning stage and one-year intermediate stage prior to gaining full driving privileges. Currently, 13 states have multi-tiered or graduated driver licensing entry systems. They are: California, Colorado, Indiana, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, Oregon, Pennsylvania, Vermont, Utah, and West Virginia.

In 1977, NHTSA published a "road" entry level licensing program, Development of a Model System for Provisional (Graduated) Licensing of Novice Drivers: Final Report. The Maryland Department of Motor Vehicles then implemented and evaluated portions of a provisional licensing concept. Their program showed a five percent reduction in

crashes and a 10 percent reduction in traffic convictions for 16- and 17-year old provisional licensed drivers.

California's provisional licensing program became operational on January 1, 1983. The California Department of Motor Vehicles reported, December 1988, that there is evidence that the provisional licensing system reduced the rate of crashes involving 15-17 year-old drivers by 5.3 percent. In 1991, the Oregon Motor Vehicle Division reported that their program reduced crashes 18 percent for male drivers under age 18 with provisional licenses. New Zealand implemented a graduated licensing system in 1987 and reported in 1992 that the program has had a continuous 8 percent crash reduction for drivers under age 25.

NHTSA, in cooperation with the American Association of Motor Vehicle Administrators (AAMVA), completed in 1989 the development of "An Improved Driver Entry System for Young Novice Drivers." It is part of the AAMVA/NHTSA "Guidelines for Motor Vehicle Administrators" series of publications. The purpose of this proposed graduated driver licensing system, based upon the NHTSA "road" entry system, is to ease young novice drivers, under more controlled conditions, into the driving environment. This is achieved by (1) increasing the amount of their behind-the-wheel driving practice, (2) increasing their exposure to progressively more difficult driving experiences, and (3) requiring novice drivers to earn their full driving privilege by demonstrating crash and conviction free driving performance prior to full licensure.

U.S.
Department of
Transportation



National
Highway
Traffic Safety
Administration

Graduated vs. Provisional Licensing Programs

The terms "graduated" and "provisional" licenses have been used interchangeably in past years, but they are very different programs.

Provisional License: A provisional driver's license is issued to all drivers under a certain age, for example the age of 21 (or 18), and includes persons operating during the learning or intermediate licensing stages. At a minimum, the provisional license is distinctively different from a regular driver's license to facilitate enforcement of licensing and drinking age laws. The provisional licensee is subject to an illegal per se BAC level of zero percent and quicker driver improvement actions. All occupants of a motor vehicle being operated by them must occupy only seats designed for passengers and use available seat belts (i.e., no passengers riding in the cargo compartment of a pick-up truck).

Graduated Driver Licensing System: Based upon research and the experience of the States, a graduated driver licensing system has at least three stages: learner stage; intermediate stage(s), and full license stage. It includes some or all of the following features:

- (1) Successful completion of a basic driver education course and required a learner's permit for a specified period of behind-the-wheel training.
- (2) A second level driver education program (e.g., safe driving decision making skills) after the new drivers have acquired basic driving skills.
- (3) Require that a parent, or adult licensed driver age 25 or older, supervise basic driving practice and advance practice sessions during high risk (nighttime) hours.
- (4) Lower legal blood alcohol concentration (e.g., zero BAC) requirements for under age 21 drivers.
- (5) Nighttime driving restriction (e.g., no driving from 10:00 pm to 6:00 am) either as part of an intermediate licensing stage, or as a post-licensing driver improvement action.
- (6) More rapid driver youth-oriented improvement actions for accidents and violations.

- (7) Mandatory safety belt usage by all occupants and limitations on the number of passengers in a motor vehicle being operated by a teenager.
- (8) Demonstrated safe driving performance, i.e., having no crashes or convictions for a specified period of time prior to advancing to the next licensing stage (e.g. one year prior to full licensure).
- (9) Issue a provisional license to all drivers under the age of 21 that is distinctive from the regular driver's license (e.g. marked "PROVISIONAL," different colored photo background).
- (10) Require all suspended or revoked drivers being restored for traffic safety violations to be placed in a provisional driver's license program.

While many states are already implementing some features of the graduated/provisional licensing entry system, none is implementing a major portion of the features proposed. There is a need for States to review their novice driver programs in light of the California, Maryland, New Zealand and Oregon findings. We recommend that States seriously consider implementing a young driver graduated licensing system designed to ease young novice drivers into the driving environment. NHTSA and AAMVA can provide, at no cost to the states, technical planning and implementation assistance; also, limited financial assistance may be available to plan, implement and evaluate a state's program.

Key Facts

- In 1992, it was estimated that 40 percent of all deaths for people ages 15 to 20 (over 6,500), resulted from motor vehicle crashes.
- Young drivers represent 7 percent of the total driving population, but represent 14 percent of the drivers involved in fatal crashes.

- Young drivers are four times more likely to be in a crash than an adult, per mile driven.
- Few of the specific elements of a graduated or provisional licensing system have been documented to reduce crashes. However, the California, Maryland, New Zealand, and Oregon systems reduced the rate of crashes involving 15-17 year-old drivers.
- The National Highway Traffic Safety Administration (NHTSA) is responsible for providing assistance to states, other government and public organizations to support efforts designed to promote improvement of traffic safety for the public.

Resources

NHTSA has established, through a grant to the American Association of Motor Vehicle Administrators (AAMVA), funds to support a cadre of experts to assist states, without cost, interested in aspects of a graduated licensing system. These persons can provide expert testimony and technical planning, implementation and evaluation assistance. Should you desire additional information or assistance, contact your Governor's Representative for Highway Safety, the appropriate NHTSA Regional or National Office, or AAMVA Regional and Headquarter's staff.

Model Graduated Licensing System*

Leamer Stage**	Intermediate Stage	Full Licensure
✓ Pass Knowledge I & Vision Tests	✓ Pass Skills I Test	✓ Provisional License*
✓ Take Basic Driver Education	✓ Complete Basic Driver Education	✓ Clean Driver Record
✓ Restricted Driving Parent/Driver Education Supervision	✓ Take Advanced Driver Education	✓ Complete Advanced Driver Education
✓ Parent I Activity	✓ Nighttime Restriction*** Supervisor Age 25+	✓ Pass Knowledge II & Skills II Tests
✓ No Passengers	✓ Parent II Activity	✓ Parent Certification
✓ Speed/Road Limits	✓ Limited Passengers	
	✓ Clean Driver Record	
	✓ Speed/Road Limits	

* A Provisional Driver's License is issued to all drivers under age 21, to problem drivers reaching a certain negligent point threshold, and/or to problem drivers being reinstated after license suspension/revocation actions, regardless of age. Such license would be subject to the following conditions:

- Distinctively different from other driver licenses
- Illegal per se 0.0 BAC level
- Mandatory seat belts for all occupants
- Quicker driver improvement actions
- Clean Driving record for one year
- Nighttime restriction***

Also, a Provisional Driver's License would be issued to problem drivers reaching a certain negligent point threshold and to problem drivers, regardless of age, being reinstated after a driver improvement suspension/revocation actions.

** Nighttime restriction can be a condition of the intermediate phase and/or as a condition of the provisional license issued as a post licensing driver improvement activity problem for drivers who have demonstrated irresponsible driving performance.

Resources (con't)

*National Association of
Governors' Highway Safety Representatives*
750 First Street, N.E., Suite 720
Washington, DC 20002
Barbara L. Harsha, Executive Director
202-789 0942 [Fax 202-789-0946]

*American Association of Motor Vehicle Administrators
(AAMVA)*
4200 Wilson Blvd., Suite 1100
Arlington, VA 22203
Mike Calvin-Director of Driver Services
Nancy Bullen-Administrative Assistant, Driver
Services
703-522-4200 [Fax 703-522-1553]

*National Highway Traffic Safety Administration
(NHTSA)*
400 Seventh Street, S.W.
Washington, DC 20590
Bill Holden (NTS-21)
202-366-2722 [Fax 202-368-7985]
Jerry Tannahill (NTS-24)
202-368-2748 [Fax 202-368-2766]

Additional Sources of Information

*Copies of the following material are available
upon request:*

McKnight, A.J., Hyle, P. and Albricht, L., Youth
License Control Demonstration Project, Maryland
Department of Transportation and National Public
Services Research Institute, National Highway Traffic
Safety Administration, Washington, DC 20590,
December 1993. (DOT HS-806 816)

Hagge, Robert A., and Marsh, William C., An
Evaluation of the Traffic Safety Impact of Provisional
Licensing, California Department of Motor Vehicles,
Sacramento, California 95813, December 1988.

National Highway Traffic Safety Administration,
Provisional Licensing Programs for Young
Drivers, National Highway Traffic Safety
Administration, Washington, D.C. 20590,
February 1989. (DOT HS-807 375)

American Association of Motor Vehicle
Administrators, An Improved Driver Entry
System for Young Novice Drivers, American
Association of Motor Vehicle Administrators
and National Highway Traffic Safety
Administration, Washington, DC, 20590,
September 1989. (DOT HS-807 489)

Waller, Patricia F., Ph.D., "Graduated Licensing:
Rc for Motor Vehicle Injury Prevention,"
Presented to Symposium on Driver
Improvement Planning for the '90s, Sidney,
B.C., The University of Michigan Transportation
Research Institute (UMTRI), 2901 Baxter Road,
Ann Arbor, MI 48109-2150, June 1990.

McKnight, A.J., Tippetts, A.S., and Marques,
P.R., Provisional Driver License System for
Follow-up Evaluation of Maryland Youth License
Control Demonstration Project, National Public
Services Research Institute, National Highway
Traffic Safety Administration, Washington, DC
20590, October 1990. (DOT HS-807 869)

Jones, B., The Effectiveness of Provisional
Licensing in Oregon: An Analysis of Traffic
Safety Benefits, Oregon Motor Vehicles Division,
Salem, OR 97314, March 1991.

Frith, W.J. and Fertins, W.A., The New Zealand
Graduated Driver Licensing System, Land
Transport Division, Ministry of Transport,
Wellington, New Zealand, Undated (Received
Fall 1992).

GRADUATED DRIVER LICENSING SYSTEM QUESTIONS AND ANSWERS

This paper provides basic information about graduated driver licensing for young novice drivers. While many states have driver licensing programs which have features prescribed for a graduated licensing system, none have adopted a major portion of these features. We hope the following information will assist you in the consideration of legislation for a graduated driver licensing system and/or adoption of its various features.

1. What is a graduated driver licensing system?

A graduated driver licensing system is a multi-tiered program designed to ease young novice drivers into the driving environment through controlled exposure to progressively more difficult driving experiences or driver licensing stages, prior to full licensure. Under this system, novice drivers are required to demonstrate responsible driving behavior (no convictions or crashes for a specified period) in each stage of licensing before advancing to the next. For example, a 6 months learning stage and one year for the intermediate stage prior to gaining their full driving privilege.

2. Why a graduated driver licensing system?

Teenage drivers are over represented in traffic crashes, in fact they are twice as likely to be in a fatal crash as the average driver. The graduated driver licensing system addresses the driving problems attributed to this group by traffic safety experts: (1) driving inexperience and lack of adequate driving skills; (2) excessive driving during high risk hours, especially nighttime; (3) risk-taking; and (4) poor driving judgment and decision making. It is believed that considerable driving experience is required before young drivers achieve dependable driving know-how, skill, and judgement.

3. What is the purpose of a graduated driver licensing system?

The purpose of a graduated driver license system is to ease young novice drivers, under controlled conditions, into the driving environment by (1) increasing the amount of their behind-the-wheel driving practice, (2) increasing their exposure to progressively more difficult driving experiences, and (3) requiring them to earn full driving privileges by demonstrating crash and conviction free driving performance.

4. What evidence is there to indicate that a graduated driver licensing system will reduce young driver crashes?

In 1987 New Zealand implemented a graduated licensing system and reported in 1992 that the program continues an 8 percent crash reduction for drivers (drivers under age 25) in the program has resulted. The Maryland Department of Motor Vehicles implemented in 1979, and evaluated portions of the graduated licensing concept. The Maryland program showed a five percent reduction in crashes and a 10 percent reduction in traffic convictions for 16 and 17 year old provisional licensed drivers.

The California Department of Motor Vehicles reported, in December 1988, that there is evidence their provisional licensing system, implemented January 1, 1983, reduced by 5.3 percent the rate of crashes involving 15-17 year-old drivers. In 1991, the Oregon Motor Vehicle Division reported that their Provisional Licensing Program implemented in 1989 reduced crashes 16 percent for male drivers 16 and 17 years old with provisional licenses.

5. What are the features of a graduated licensing system?

Based upon research and the experience of the States a graduated driver licensing system is a multi-staged licensing system (learner stage, intermediate stage(s), and full license stage) which includes some or all of the following features:

- (1) Successful completion of a basic driver education course and require a Learner's Permit for a specified period of behind-the-wheel training.
- (2) A second level driver education program (e.g., safe driving decision making skills) after the new drivers have acquired basic skills.
- (3) Require that a parent, or adult licensed driver age 25 or older, supervise basic driving practice and advance practice sessions during high-risk (nighttime) hours.
- (4) Lower legal blood alcohol concentration (e.g. zero BAC) requirements for under age 21 drivers.
- (5) Nighttime driving restriction (e.g. no driving from 10:00 pm to 6:00 am) either as apart of an intermediate licensing stage, or as a post-licensing driver improvement action.
- (6) Youth-oriented and more rapid driver improvement actions for accidents and violations.

- (7) Mandatory safety belt usage by all occupants and limitations on the number of passengers in a motor vehicle being operated by a teenager.
- (8) Demonstrated safe driving performance, i.e., having no crashes or convictions for a specified period of time prior to advancing to the next licensing stage (e.g. one year prior to full licensure).
- (9) Issue a provisional license to bridge the gap between a learner's permit and full licensure all drivers under the age of 21 which is distinctive from the regular driver's license (e.g. Marked "PROVISIONAL," different colored photo background).
- (10) Require all suspended or revoked drivers being restored for traffic safety violations to be placed in a provisional driver's license program (see Q&A No. 7 below).

6. What is a provisional driver's license?

A provisional drivers license is issued to all drivers under the age of 21 (or 18) and includes persons operating during the learning or intermediate licensing stages. It is distinctively different from a regular driver's license to facilitate enforcement of licensing and drinking laws and the driver would be subject to an illegal per se BAC level of zero percent and quicker driver improvement actions. All occupants of a motor vehicle being operated by a provisional licensed driver must occupy seats designed for and use available seat belts (i.e., no passengers riding in the cargo compartment of a pick-up truck).

7. What is a provisional driver's license program?

This is a new proposal taken from an early draft of the High Risk Driver Act of 1993 and provides "that any driver whose driving privilege has been restored after license suspension or revocation resulting from a traffic safety violation shall be required to enter the provisional license program and 1) successfully complete, no at-fault accidents nor convictions, a period of not less than one year (supervised nighttime driving practice, a night driving restriction between the hours of 12:00 p.m. and 6:00 a.m., unless supervised by an adult at least 25 years of age with a clean driving record), 2) subject to immediate suspension upon conviction of any moving traffic violation, and 3) deemed to be driving while intoxicated with a blood alcohol concentration of .02 percent or greater. A waiver may be granted by appropriate state authority for applicants to drive during the nighttime restricted period for purposes of work or school."

GRADUATED
Driver Licensing System

for **Young Novice Drivers**

State Status
September 1995

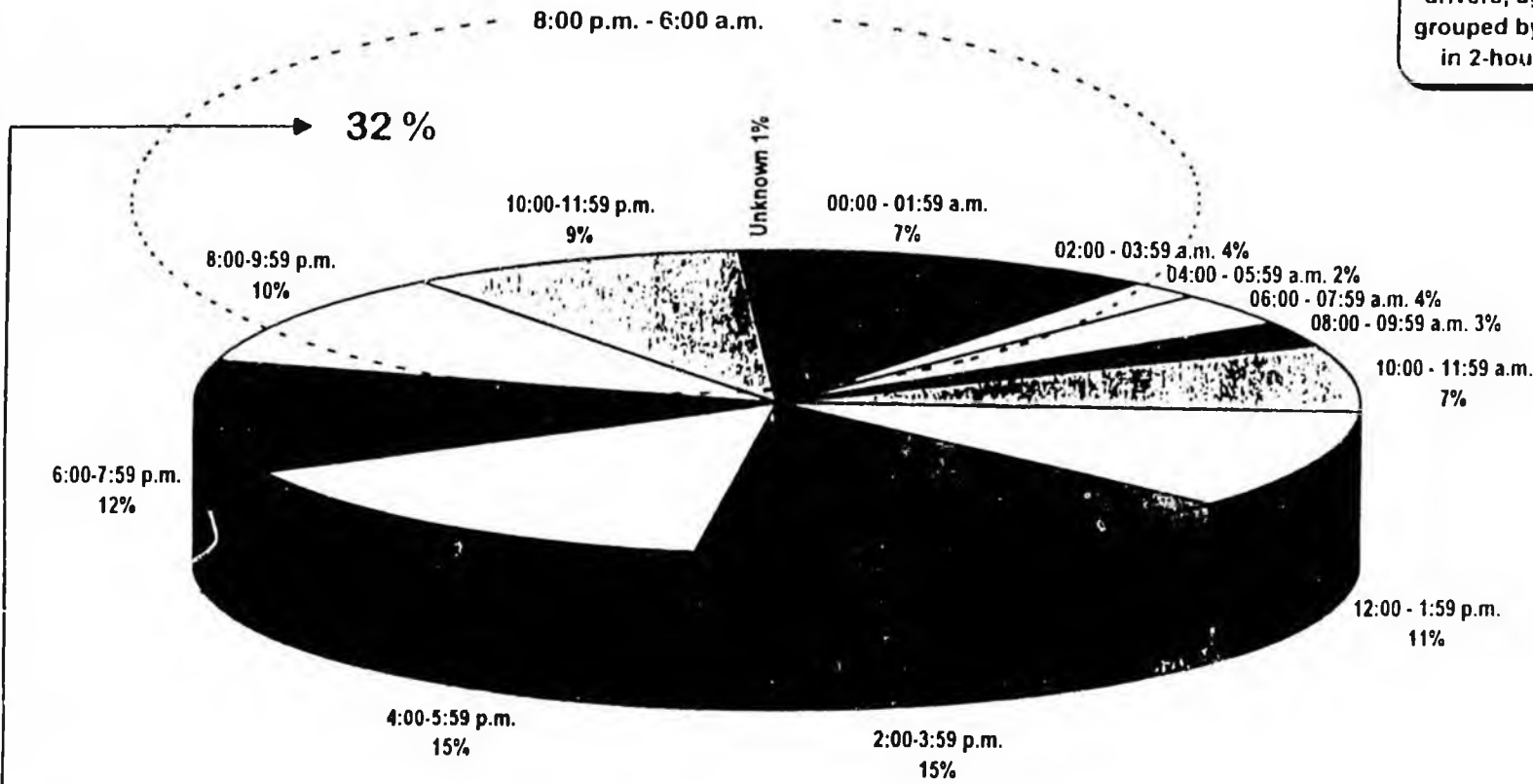
018



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

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

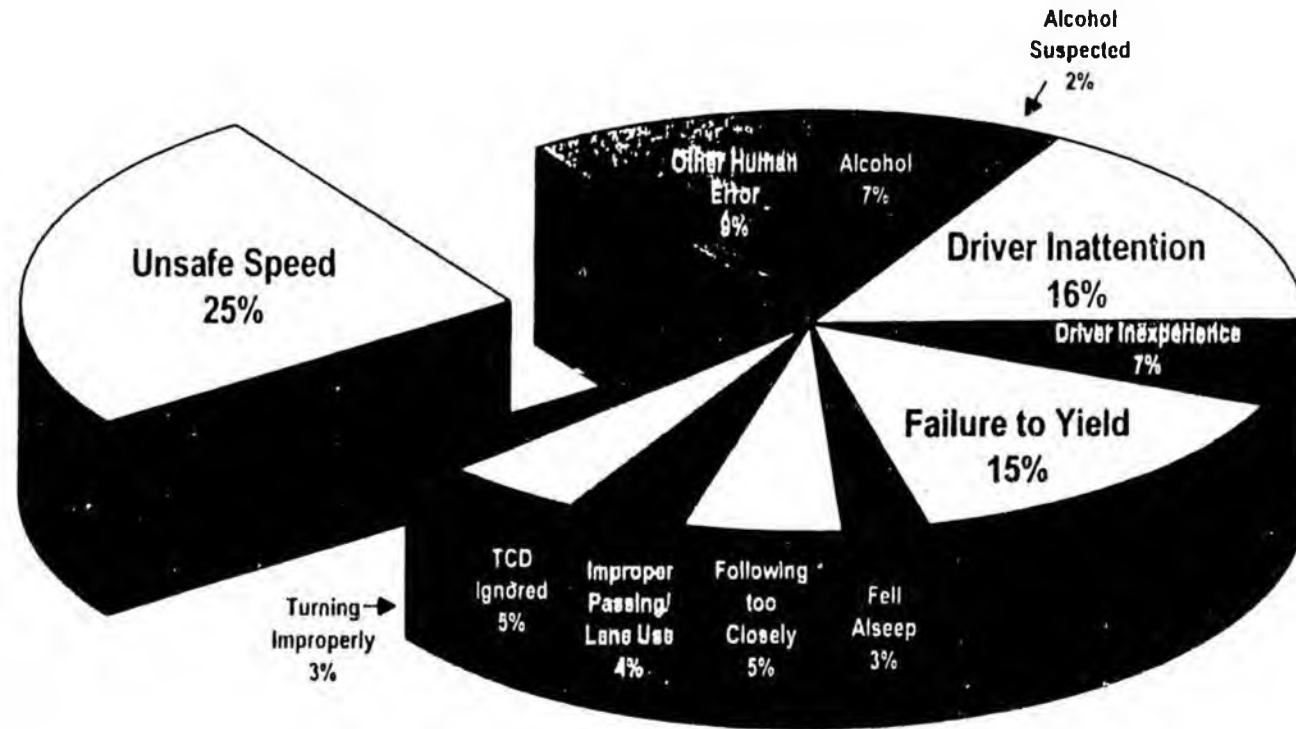
DATA REPRESENTED
 Percentage of 1,138
 injury and fatal crash
 drivers, ages 16 to 20,
 grouped by time of day,
 in 2-hour intervals.



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.

**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).**

Graduated Driver Licensing System Components

States With Licensing Stages And/Or Nighttime Restriction

	Learner's Permit Required	Intermediate License	Night Restriction	Parent Participation	Driver Education	Crash/Conviction Free Period	Youth Driver Improvement Action	Visually Distinct License	Lower BAC	Mandatory Safety Be
California	X	X		X	X			X	X	X
Colorado	X	X			X			X		X
Idaho *			X		X			X	X	X
Illinois *	X		X		X			X	X	X
Louisiana *			X		X		X	X	X	X
Maryland	X	X	X		X	X		X	X	X
Massachusetts	X	X	X		X		X	X	X	X
New Jersey	X		X		X		X		X	X
New York	X	X	X		X		X	X		X
Oregon		X					X	X	X	X
Pennsylvania	X	X	X		X	X		X		X
South Carolina *	X		X		X			X		X
South Dakota *			X					X		X
Vermont		X			X		X	X	X	X
West Virginia	X	X			X		X	X	X	X
Wisconsin	X	X			X		X	X	X	X

* Restrictions are attached to full license (no intermediate license issued).

Graduated Driver Licensing Recommended Components

	Stage 1 Learner's Permit	Stage 2 Intermediate License	Stage 3 Full License
Eligibility	<p>Meet minimum age required by the state (e.g., at least 15-1/2 years of age).</p> <p>Pass vision and knowledge tests, including rules of the road and signs and signals.</p>	<p>Successfully complete the learner's permit stage.</p> <p>Meet any minimum age required by the state.</p> <p>Successfully complete basic driver education.</p> <p>Pass second level knowledge test, including safe driving practices.</p> <p>Pass on-road driving test.</p>	<p>Successfully complete the intermediate license stage.</p> <p>Meet any minimum age required by the state.</p> <p>Successfully complete advanced driver education.</p> <p>Pass second level knowledge test, & on-road driving skills test.</p>
Components	<p>All driving must be supervised by licensed parent, guardian, or adult at least age 21 or older.</p> <p>All vehicle occupants must wear safety belts.</p> <p>Motorcycle learners must wear helmet and carry no passengers.</p> <p>All drivers under age 21 subject to lower blood alcohol concentration (i.e., zero tolerance 0.02 BAC or less).</p> <p>Permit cancelled if applicant is convicted of any alcohol-related offense.</p> <p>Parent participation in driving process (e.g., certifying that the novice driver had a minimum number of supervised hours of driving).</p> <p>Recommended novice driver receive basic driver education.</p> <p>Permit is distinctive from other driver licenses.</p> <p>Must remain crash and conviction free for six consecutive months to move to next stage.</p> <p>Recommend motorcycle learners apply for next stage in 90 days.</p> <p>The learner could be subject to limitations on the speed or type of roads they are allowed to use, or the number of passengers allowed in vehicle.</p>	<p>Restricted hours of driving unless supervised by a parent/guardian or licensed adult at least 21 years of age (e.g., no driving from 10:00 p.m. - 5:00 a.m.).</p> <p>All occupants must wear safety belts.</p> <p>Motorcycle learner must wear DOT approved helmet & carry no passengers.</p> <p>All drivers under age 21 subject to lower blood alcohol concentration (i.e., zero tolerance 0.02 BAC or less).</p> <p>License revocation for any alcohol-related offense.</p> <p>Youth oriented & more rapid driver improvement actions are taken in the event of violations or at-fault crashes.</p> <p>Intermediate license is distinctive from learner's permit & regular license.</p> <p>Must remain crash & conviction free for 12 consecutive months to move to the next stage.</p> <p>Parent participation in driving process (e.g., certifying that the novice driver had a minimum number of supervised hours of driving).</p> <p>Recommend novice driver receive advanced driver education.</p> <p>The learner could be subject to limitations on the speed or type of roads they are allowed to use, or the number of passengers allowed in vehicle.</p>	<p>All drivers under age 21 subject to lower blood alcohol concentration (i.e., zero tolerance 0.02 BAC or less).</p> <p>A provisional license for suspended or revoked drivers (all ages) requiring violation & crash free driving for a specified period prior to reobtaining full licensure.</p>

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 or Failure To Pay fine.</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 driver's education program.</p> <p>Must pass driving test.</p> <p>Must have parental consent.</p>	<p>Minimum age 18.</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 Operator.</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 years old - between 9:00 p.m. and 5:00 a.m. unless accompanied by parent/guardian.</p>	<p>Restricted driving - applies to 16-17 years 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

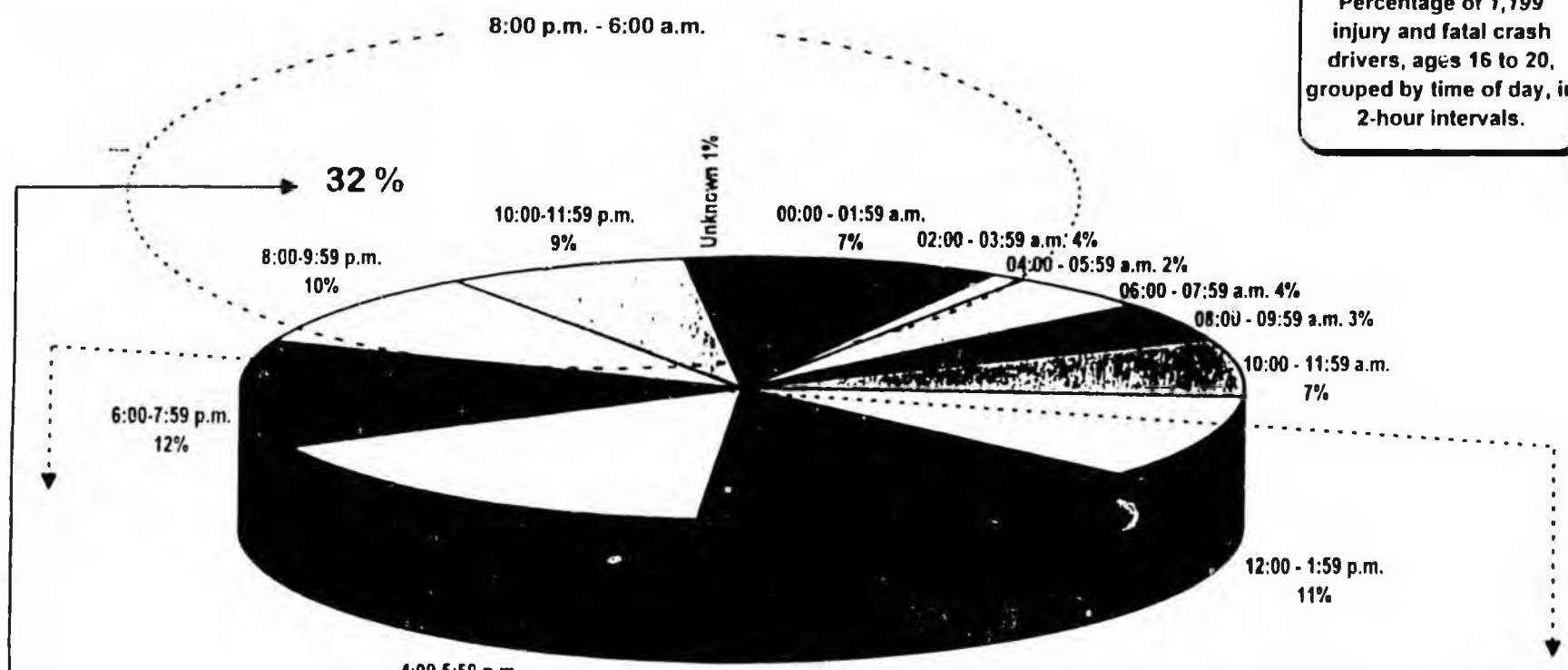
	Stage 1 Learner's Permit	Stage 2 Intermediate License	Stage 3 Full License
Eligibility	<p>Permit not required.</p> <p>Minimum age of 15.</p> <p>Parent or guardian must sign application (if under 18).</p> <p>Must pass vision and knowledge tests, including rules of the road and signs and signals.</p>	<p>Minimum age of 16 - Junior Operator License.</p> <p>Must have valid learner's permit, have completed driver education, and pass behind-the-wheel skills test.</p> <p>Vision and written test required without learner's 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 "Learner's 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 is 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 2 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 2 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 19</p> <p>Secondary safety belt law - applies to all passengers</p>	<p>Zero tolerance (.00) under age 19</p> <p>Secondary safety belt law - applies to all passengers</p>	<p>Zero tolerance (.00) under age 19</p> <p>Secondary safety belt law - applies to all passengers</p>

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

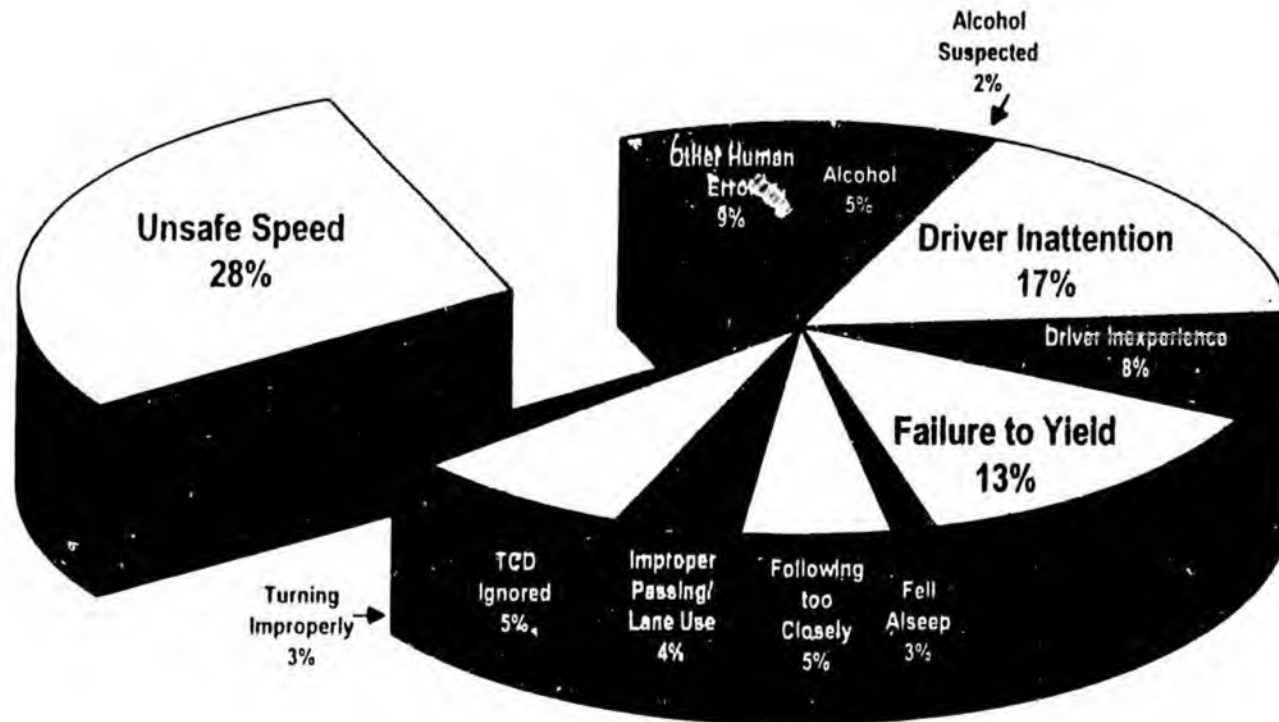
DATA REPRESENTED
 Percentage of 1,199 injury and fatal crash drivers, ages 16 to 20, grouped by time of day, in 2-hour intervals.



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.

**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

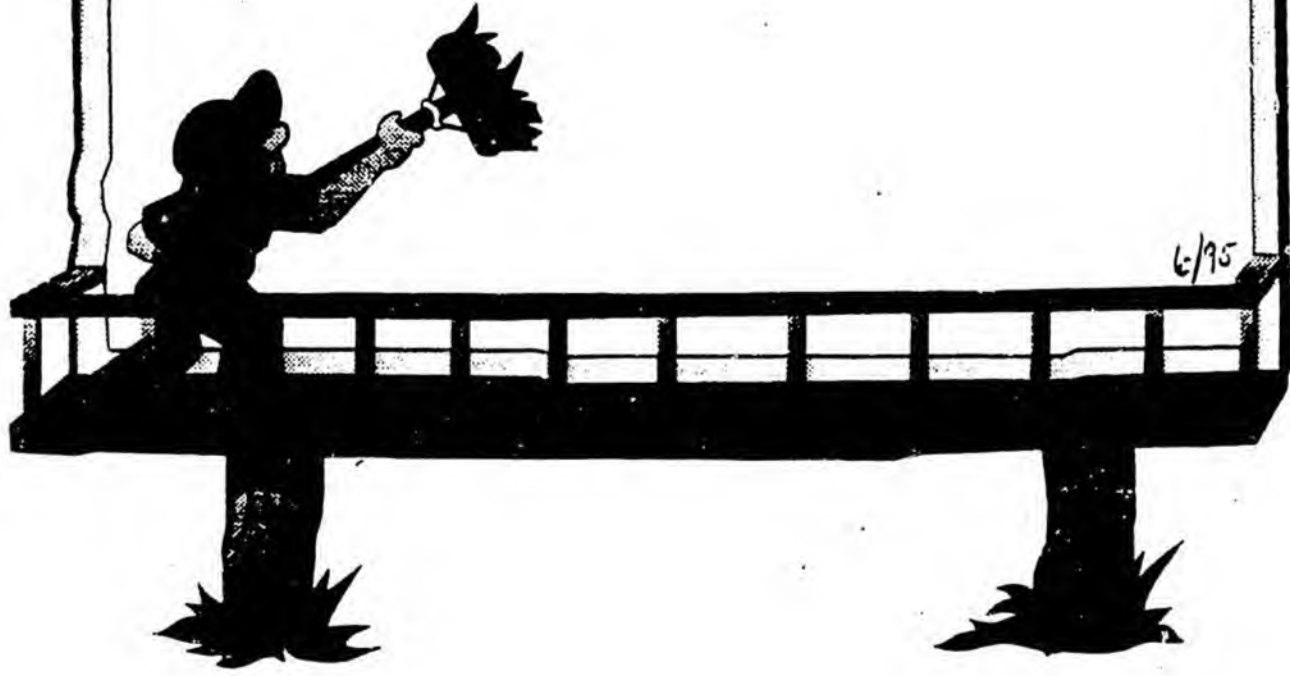
INSURANCE
INSTITUTE
FOR
HIGHWAY
SAFETY



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 risky 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 contents).
- 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.

Anchorage Daily News

Fuller A. Cowell
Publisher



Kent Pollock
Editor

Michael Carey, Editorial Page Editor
Patrick Dougherty, Managing Editor

Gerald E. Grilly, Publisher, 1984—1993
Katherine Fanning, Editor and Publisher, 1971—1983
Lawrence Fanning, Editor and Publisher, 1967—1971
Founded in 1946 by Norman C. Brown

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 license will encourage Alaska youths to use their



Frontiersman

Steve Krehl
Publisher

Vicki Naegels
Managing Editor

Growing with the Valley since 1947

Prom night should be safe and fun

Recently, Houston High students witnessed a graphic illustration of what can happen when prom night (or any other night) revelry puts an intoxicated driver behind the wheel. Thankfully, the illustration was a mock accident, not the real thing.

This weekend, more local schools will hold their annual proms, and, in a few short weeks, graduation celebrations will mark another rite of passage. Unfortunately, both occasions tend to be marked with use of alcohol or other drugs by students, graduates and others.

Prom night, graduation and all such occasions should be full of memories that teens can carry with them forever. But they should be memories of joy and fun, not grief and terror. Nor should they be so blurred by controlled substances that they are only shadowy images of unrecalled acts.

Even though alcohol was not suspected in an April 28 crash that killed a Kasilof teen, Thomas K. Davis and his friends were returning from an after-prom party when Davis' car crossed the center line about 7 a.m. and drifted into the path of an oncoming vehicle on the Sterling Highway. Five others, including three of Davis' friends, were injured in the mishap. According to the Peninsula Clarion, all three teens have serious injuries, including back and head injuries.

Unfortunately, even this stark reminder of life's frailty will fail to sober some teens.

May each teen enjoy the end-of-the-school-year merriment safely, sanely and soberly. The rest of your lives are ahead of you.

she was
in her
her neck.
down and
n the trek
car at the

challenged, and justice will prevail.

"If it's my fault, I'm willing to take the consequences," she said. "I was prepared to go to the mat. I called the superintendent. I was going to move them, home school or whatever."

Principal Lyons declined to comment.

Bill seeks tougher driver's ed

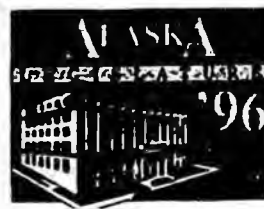
The Associated Press

JUNEAU — Teen drivers would spend more time on probation before earning their full licenses under legislation approved in the state House to ease new motorists onto the highways.

The bill's sponsor, Rep. Joe Green, R-Anchorage, said the plan would establish a gradual licensing system that would require young drivers to work their way up to adult driving privileges.

"As they learn and become more proficient, the restrictions are reduced until they obtain a full driver's license," Green said.

The proposal would set a curfew prohibiting drivers younger than 18 from operating a vehicle between 1 a.m. and 5 a.m. Curfew exemptions would be made for teenagers driving to and from work.



1-breaking crowds

with
ating
t in.
leading

ects on the building, which was completed in 1983.

Meanwhile, another Project '80s building, the Alaska Center for the Performing Arts, roughly broke even last year, said the center's president, Von Roberts.

The arts center ran on a \$2 million budget last year, with roughly half the money coming from city taxpayers, Roberts said. The rest comes mainly from corporate and individual donations and ticket sales.

All told, the arts center took in \$2.35 million last year, Roberts said. Most of the surplus went to cover maintenance projects on the facilities, she added, though about \$10,000 is expected to land in a reserve fund for future maintenance.

"We don't shoot to make money," Roberts said. "If we have a surplus, generally that's funded back into maintenance projects and events."

ht growing
Aces and
age hockey
uced reve-
eat Alaska
nent drew
pany said.
ement was
a reserve
nance proj-

mean streets a little easier to travel

fishness. It
by former
n't see be-
n, city-pro-
s treatment
nsit system.
x months of
ers. During
nly once an
a method of
s is the ride

lo's bus, I
y choice of
dozen other
le, a well-
ork clothes,
ng and very
te 12, which
at Alaska
itals. It also
noth on Tu-
the Alaska
new buses,
wheelchair
d on routes
nd disabled.

Costello, a large, amiable man with collar-length hair and a mustache, has been working on Route 12 only as long as his bus. He got the route in part, he said, because other drivers quit the transit department.

"We don't have a lot of good morale in the bus barn," he said.

Costello is originally from Butte, Mont. He first came north in 1971 to work in the Cook Inlet fishery. During the pipeline boom of the mid-1970s, he began working as a Teamster, often out of the Fairbanks hall, retiring after 20 years. He took up bus driving five years ago.

"It's not as easy a job as it looks," he said. "Well, you drive in Anchorage, you know how it is. Nobody wants to be behind a bus."

Costello lives in the Chugiak area. Three days a week, he clocks in at 6:49 a.m., out at 1:30 p.m., in again at 4:15 p.m. and out at 7:34 p.m. He works a longer fourth day to reach 40 hours. The split shifts allow the people in charge of the system to add buses during peaks in the

passenger load, but they make for long days. Since 1991, new drivers have received a lower hourly wage than their predecessors.

"A lot of people think us city workers are cutting a fat hog," Costello said. "I herd this bus around for \$33,000 a year."

The transit department hopes to have all 48 of its buses replaced in two years and to start a shelter-building program this summer. But the things that local taxes pay for, like more frequent runs, are less likely. Until the mayor and Assembly move public transit up their priority lists, as they should, not many people are going to get to hear the buses talk.

They talk?

"Wait a minute," Costello said as I got off the bus. He reached up to an overhead console and pushed a button.

"Have a nice day," the bus said.

□ Mike Doogan's opinion column appears in the Daily News each Tuesday, Friday and Sunday. His e-mail address is: mdoogan@pop.adn.com.

Street Closure
 blocks of C Street will
 be closed to through traffic
 the weekend while
 repairs are made to a
 water main. All
 inbound lanes of C
 Street between 34th and
 36th avenues will be closed
 from 8 p.m. today until
 8 a.m. Monday. A detour
 will direct traffic on C
 Street around the project
 area, city officials said. C
 Street traffic will be reduced to
 one lane of traffic between
 34th and 36th avenues
 to accommodate
 traffic. The section of
 street that broke has been
 excavated and water has been
 added to serve
 houses and homes in
 the area. No one will be
 allowed to use the
 street while the
 repairs are made, officials

Daily News staff reports

Have you placed
 your Love Line, yet?
 Call 257-4444 or
 279-8170 to place
 your message today!

ROAD MARKET
 Indoors!!!
 Tudor Road Bingo Center
 Monday 9:00am - 4:00pm
 Gifts, Jewelry & Clothing
 Tudor Road • 562-7538
FREE ADMISSION

**AIRPORT
 ALASKA
 POSALS
 SERVICES**

the services of a
 to prepare a new
 assessments, ALP,
 estimated three
 process will be
 advisory Circular

March 15, 1996
 and scope of work
 city manager by
 mail at 231 W.

the expense report Thursday, but she of Anchorage had the highest at \$13,930.

DRIVERS: Bill seeks probation for teens

Continued from Page B-1

In 1994, 16- to 20-year-olds made up 6.2 percent of the total drivers in Alaska but accounted for 12.9 percent of the car accidents in the state, according to the Alaska Highway Safety Planning Agency. That group also accounted for 29 percent of the state's fatal crashes.

The measure would still allow teens as young as 14 and 15 to get instruction permits, but they would have to drive

with another motorist at least 25 years old, instead of 21 as the current law requires.

At age 16, they would be eligible for a provisional driver's license so long as they have held a learner's permit for at least six months. By age 18, they could apply for a full driver's license after holding a provisional license for at least a year.

The bill now goes on for Senate consideration.

Anchorage Daily News

ADVANTAGE CLUB

"super dozen"

Take Advantage of great savings...

Shop these quality merchants and restaurants for great savings and values:
 Simply subscribe to seven day service and pay by mail for six months
 or longer to become an Advantage Club member.



Buy any sandwich, large fries, and large soft drink and get a second sandwich of equal or lesser value FREE.



Dimond & New Seward
 5th Avenue and H Street
15% OFF any fresh flower order. Excludes discounted and wire items.

Baskin (37) Robbins.
 Ice Cream & Yogurt

15% OFF all regular priced items.
 Does not apply to value or sale items.



GOLDEN DONUTS
 Buy a DOZEN donuts for \$3.99. Limit 2 per person. Buy an espresso, get a FREE donut.
 2213 E. Tudor Road



Make it NAPA BRAND new! 20% OFF manufacturer's suggested list prices. Engines, tools, equipment, BK items, and sale items excluded.

NATURALIZER

Dimond Center 15% OFF regular price



You'll love the stuff we're made of!

Buy any large pizza at regular price & get a large pizza of equal or lesser value FREE. Dine-in only. Excludes Bigfoot Pizza, Stuffed Crust Pizza & all other offers.

REGIS 20% OFF shampoo, cut & style. 10% OFF HAIRSTYLISTS products. Sorry, no double discounts.



FREE wax and underbody with any regular car wash purchased.
 1341 S. Bragaw



Buy one foot long sandwich, get the second one for 99¢! Limit one per person, per visit.



Buy one chicken sandwich and medium soft drink, get the second chicken sandwich FREE! Limit one per person, per visit.



1211 E. Huffman Road 15% off basic full service lube
 3435 Penland Pkwy.



METRO

ANCHORAGE DAILY NEWS

MONDAY, April 22, 1996

STATE NEWS

Teen killed in early morning crash

A 16-year-old boy died early Sunday morning when the car he was riding in collided with another vehicle at C Street and 15th Avenue. Gunttar M. Burt was pronounced dead at the scene after the 1983 Oldsmobile he was riding in collided with a vehicle driven by Jose Elias, 22, of Anchorage, according to the Anchorage Police Department. Burt was riding in the back seat of a car driven by Casey Weiss, 17, of Anchorage as the vehicle headed east on 15th, police said. Elias was traveling south on C Street in the right hand lane when his car collided with Weiss' vehicle about 2:30 a.m., police said. Elias and Weiss were taken to Alaska Regional Hospital, police said. Weiss was in stable condition Sunday evening. Elias was treated and released, a hospital spokesman said.

Eagle River man dies in wreck

An Eagle River man died near Cooper Landing Saturday afternoon when the motorcycle he was riding crossed the center line of the Sterling Highway and collided with an oncoming tractor-trailer truck, according to the Alaska State Troopers. Terry Lynn Collins, 40, died at the scene about 3:30 p.m. near a curve at Mile 50 of the highway, troopers said. Collins' Harley Davidson collided with a westbound tractor-trailer truck driven by Gary L. Spruill, 45, of Kasilof, troopers said. Collins and his motorcycle were thrown into the eastbound lane and struck by a tractor-trailer truck driven by Charles Ashley, 23, of Soldotna. Ashley had been following the eastbound Collins. The truck Ashley was driving overturned after being sideswiped by Spruill's truck, which veered into the eastbound lane after colliding with the motorcycle, according to troopers. The truck operated by Spruill then collided with a pickup driven by Marvin Husek, 43, of Anchorage, troopers said. Husek had been behind Ashley's truck, troopers said. Spruill was taken to the Soldotna hospital for treatment, where he was listed in stable condition Sunday evening. Husek drove the pickup from the scene, troopers said.

4 hurt in car wreck remain hospitalized

17-year-old killed in weekend head-on collision on Sterling Highway

The Associated Press

KENAI — Four people seriously injured in a weekend accident that killed one of the drivers remained hospitalized Tuesday.

Matthew J. Reilly, 18, of Kenai was still in critical condition at Providence Alaska Medical Center, a spokeswoman said. His brother, Keegan R. Reilly, 15, of Kasilof, and another fellow passenger, Lucas F. Spruill, 19, of Kasilof, were upgraded to serious condition.

Harry R. Geron, 74, of Anchorage, a passenger in the second vehicle, was upgraded to satisfactory condition at Providence, a hospital spokeswoman said.

Thomas K. Davis, 17, of Kasilof was killed in the head-on collision Sunday evening on the Sterling Highway.

Davis was pronounced dead at the scene.

The teenagers were returning home from an 'after-prom' party in the Cooper Landing area when the accident occurred.

The teenagers were returning home from an "after-prom" party in the Cooper Landing area when the accident occurred, said Alaska State Trooper Robert Clark, who is investigating the accident.

The station wagon Davis was driving drifted across

the center line and into the path of an oncoming pickup truck, troopers said.

The pickup's driver, Joseph F. Connors, 54, of Anchorage, tried to avoid the other car but was unable to prevent the collision, troopers said. He was

treated and released at Central Peninsula General Hospital at Soldotna.

Alcohol is not believed to have been a contributing factor, but the cause of the crash remains under investigation, Clark said.

Chad Benson, 17, of Sterling and Levi Reilly, 17, of Kasilof, who had been following the station wagon when the collision occurred, dragged all six victims from the wreckage moments before both vehicles burst into flames.

"Troopers told me all six would have been dead if they hadn't pulled them out," said Benson's mother, Marlene Byerly. "They're having a real hard time right now. You don't feel much like a hero after you have a friend die in your arms."

Clark, the investigating trooper, was Davis' baseball coach.

"It's pretty tough when you pull the blanket off the kid's face and you know him," Clark said.

States putting the brakes on teens' driving

With inexperience a major factor in accidents involving young drivers, more states are establishing 'graduated' licenses and other limits

By Jennifer Loven
The Associated Press

LANSING, Mich. — The four teens were laughing and carefree as they drove past a group of joggers on a country road that rainy afternoon.

Seconds later, a tanker truck slammed into their car, killing 15-year-old Colette Barnes and two other girls.

One of Colette's friends, a 15-year-old driving with a learner's permit but without an adult in the car, had run a stop sign. A 17-year-old boy in the back seat was the only survivor.

In the 14 months since, Colette's parents have led a crusade to spare other families from the same tragedy.

A law pushed by Lynda and Scott Barnes makes Michigan one of a growing number of states to establish "graduated" driver's licenses, which slowly give teen-agers more and more driving privileges as they gain experience behind the wheel.

The restrictions are aimed at what's considered the chief problem for young drivers: inexperience.

"We had to do something — we're losing our kids," said Lynda Barnes, 36, surrounded in her Mason home by pictures of Colette and her two other daughters. "I've got another one coming up, and I don't want to lose any more."

The law, passed last month

and effective in April, allows Michigan teens to start learning to drive earlier — at 14½ instead of 15. But it has a three-step process that sets stricter requirements for training, calls for more parental involvement, and limits the hours teens may drive.

Currently, Michigan teenagers simply need drivers' education and 30 day with a learner's permit to get a full-fledged license at age 16.

Under the new law, teens will first receive a Level 1 license that, like a learner's permit, will require either a parent or a licensed driver over 21 to be in the car. Teens will have to stay at that level for at least six months, and parents must swear to supervise 50 hours of driving, including 10 at night.

Sixteen-year-olds who complete those requirements can then go to Level 2 and drive alone at most times of the day. Between midnight to 5 a.m., however, they cannot drive at all unless they are with a parent or are going to work.

An unrestricted license goes only to 17-year-olds who have spent six months at Level 2. Teens will have to be without an accident or a conviction to progress at each stage.

Colette's parents know the new restrictions might not have saved their daughter, the girl who ran the stop sign was



'We're losing our kids': Scott and Lynda Barnes' daughter Colette, 15, was killed in Lansing, Mich., when a truck slammed into the car in which she was riding. The driver of the car also was 15.

already breaking the law by driving without an adult. But they believe extra training and parental involvement will make novice drivers safer.

Studies have shown 5% to 16% reductions in crashes involving young drivers in places that have some graduated licensing provisions.

"It's really to train people to drive the same way we train people to do a lot of other complex tasks, a little bit at a time," said Rob Foss of the University of North Carolina's Highway

Safety Research Center.

Eleven states now have graduated licensing requirements, and many others have approved less comprehensive restrictions.

At least eight more states are looking at placing additional limits on teen drivers.

"It's a major problem in all the states with young drivers," said state Rep. Dan Gustafson, the Michigan bill's sponsor.

Encouraging teens to use seat belts and not drink and drive has reduced teen-age

crash fatalities from their peak in 1986. But motor vehicle accidents still are the top killer of teens. Though teens made up 5.1% of the nation's licensed drivers in 1994, they accounted for 13.9% of traffic deaths.

Maryland was first to enact some features of graduated licensing in 1979. But only in the last year or two have a larger number of states given the idea serious attention.

"There's increasing recognition that what we're doing isn't working," said Patricia Waller,

Among limits: 3-step licenses, restricting hours teens can drive

The nationwide move to establish graduated licenses or restrict young drivers:

► Eleven states have three-step licensing for young drivers: California, Colorado, Florida, Kentucky, Maryland, Massachusetts, Michigan, New York, Pennsylvania, West Virginia and Wisconsin. Georgia, Illinois, Minnesota, New Hampshire, North Carolina, Tennessee, Vermont and Virginia are considering whether to further restrict young drivers.

► Twenty-seven states require driver's education, and 29 require teens to have a learner's permit before they get a full license.

► Six states — Connecticut, Florida, Kentucky, Michigan, Missouri and Virginia — require teens to hold their learner's permit for at least six

months before they can get a license.

► Thirteen states restrict the hours when teen-agers can drive without supervision. The limits range from South Carolina's, which bars unsupervised teen driving from 6 p.m. to 6 a.m., to Maryland, Michigan and Pennsylvania's, which forbid driving by teens between midnight and 5 a.m.

► Forty-three states and the District of Columbia have enacted some kind of "zero tolerance" law setting a lower blood-alcohol level for young people than for adults. States that do not pass such laws by 1998 will lose some of their federal highway money.

► One of most recommended driving restrictions for young people: limiting the passengers drivers can have in the car in certain circumstances.

who wrote the graduated licensing concept 30 years ago and now heads the University of Michigan's Transportation Research Institute.

Kentucky and Michigan, which along with Florida approved graduated licensing this year, are considered to have the most extensive programs. What other states are doing varies widely.

Thirteen limit the nighttime hours when teens can drive, and six require young drivers to have a learner's permit for

six months or more. But most states still have attached rules to getting an unrestricted license. Only 29 require a learner's permit at all.

Some activists are frustrated at lawmakers' reluctance to approve what they consider a crucial provision — limiting the number of passengers in a teen's car. No state has such a restriction; New Zealand is the only country that does. Michigan's bill had one, but lawmakers removed it for fear of overly burdening parents.