

**HB**

**11**

SFIN

FILE

# SENATE FINANCE COMMITTEE REPORT

DATE: 5/9/97

FURTHER: 4/30/98

DATE TURNED  
IN TO OFFICE: 1 May 1998

Finance Committee considered                      HOUSE BILL NO. 11

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

and recommends:

- be replaced with 5 CS HB 11 \_\_\_\_\_ ( FIN )
- adopt previous \_\_\_\_\_ CS \_\_\_\_\_ ( \_\_\_\_\_ )
- attached amendment(s)
- adopt Letter of Intent by \_\_\_\_\_ Committee
- further referral to the \_\_\_\_\_ Committee

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

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	NR	DNP	AM
<i>[Signature]</i>	✓	<i>[Signature]</i>		X	NOT MADE
		<i>[Signature]</i>	✓		
		<i>[Signature]</i>	✓		
Co-Chair: <i>[Signature]</i>	✓	Co-Chair: _____			
Co-Chair: _____		Co-Chair: <i>[Signature]</i>	✓		

**NEW FISCAL NOTE(S):**

Department	Date	Zero	Fiscal
Admin; DMV	4/30/98		1130

**PREVIOUS FISCAL NOTE(S):\***

Department	Date	Zero	Fiscal

APPROPRIATION -- no fiscal note

\*include fiscal notes accompanying Governor's bill

REPORTED DATE OF SFC 4/30/98

**FISCAL NOTE**

**STATE OF ALASKA  
1998 LEGISLATIVE SESSION**

**BILL NO. SCSHB 11 (JUD)**

Revision Date: April 30, 1998  
 Title: "An Act relating to driver licensing"  
 Sponsor: Representative Green  
 Requester: (S) FIN

Department Affected: Administration  
 BRU: Motor Vehicles  
 Component: Driver Services  
 COMPONENT SERIAL NO. 2150

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING EXPENDITURES	FY 99	FY 00	FY 01	FY 02	FY 03	FY 04
PERSONAL SERVICES	27.6	46.2	46.2	46.2	46.2	46.2
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
<b>TOTAL OPERATING</b>	<b>113.0</b>	<b>49.0</b>	<b>49.0</b>	<b>49.0</b>	<b>49.0</b>	<b>49.0</b>

<b>CAPITAL EXPENDITURES</b>						
-----------------------------	--	--	--	--	--	--

<b>CHANGE IN REVENUES (1005)</b>	<b>163.0</b>	<b>163.0</b>	<b>163.0</b>	<b>163.0</b>	<b>163.0</b>	<b>163.0</b>
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**FUND SOURCE: (Thousands of Dollars)**

1002 Federal Receipts	77.1					
1003 GF Match						
1004 GF						
1005 GF/Program Receipts	35.9	49.0	49.0	49.0	49.0	49.0
1037 GF/Mental Health						
OTHER						
<b>TOTAL</b>	<b>113.0</b>	<b>49.0</b>	<b>49.0</b>	<b>49.0</b>	<b>49.0</b>	<b>49.0</b>

Estimate of any current year (FY 98) 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: 465-5648  
 Date: April 30, 1998

Approved by Commissioner: Mark Boyer *Alison M. Elger*  
 Agency: Department of Administration

Date: 5/1/98

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**FISCAL NOTE**

**STATE OF ALASKA**  
**1998 LEGISLATIVE SESSION**

**BILL NO. SCSHB 11 (JUD)**

**Revision Date:** April 30, 1998 \_\_\_\_\_

**Department Affected:** Administration

**ANALYSIS: (continued)**

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>FY99</u>	<u>FY00</u>
<b><u>PERSONAL SERVICES</u></b>		
1 Motor Vehicle Representative II (Anchorage) 1/2 year FY99	\$23.1	\$46.2
Federal Grant Receipts	\$4.5	
<b><u>TRAVEL</u></b>		
Federal Grant Receipts	\$5.6	
<b><u>CONTRACTUAL</u></b>		
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		
<b><u>SUPPLIES</u></b>		
Routine office supplies	\$0.5	\$0.5
<b><u>EQUIPMENT</u></b>		
1 Complete Computer Workstation	\$10.0	
One time costs		
Federal Grant Receipts	\$6.5	
Upgrade of Computer equipment and software		
<b><u>TOTAL</u></b>	<b>\$113.0</b>	<b>\$49.0</b>

SENATE FINANCE  
COMMITTEE

Amendment Number: 1

Bill Number: SCS HB 11 (FIN)

Sponsor: \_\_\_\_\_ Date: 4/30/98

Logged In By: J. Solitari

AMENDMENT

*moved Sen. Phillips  
w/o objection, adopted*

OFFERED IN THE SENATE

TO: SCS HB 11(FIN), Draft Version "H"

Page 3, Line 7:

DELETE: "court"

INSERT: "department"

SENATE FINANCE  
COMMITTEE  
Amendment Number: 1  
Bill Number: SCS HB 11 (FIN)  
Sponsor: \_\_\_\_\_ Date: 4/30/98  
Logged In By: J. Scitoni

AMENDMENT

OFFERED IN THE SENATE

TO: SCS HB 11(FIN), Draft Version "H"

Page 3, Line 7:

DELETE: "court"

INSERT: "department"

0-LS0093VH  
Ford  
4/24/98

*Rep Green*  
*moved Sen. Phillips*  
*Sen. Adams objection*  
*4-2 reported out*

SENATE CS FOR HOUSE BILL NO. 11( )  
IN THE LEGISLATURE OF THE STATE OF ALASKA  
TWENTIETH LEGISLATURE - SECOND SESSION

BY

Offered:  
Referred:

Sponsor(s): REPRESENTATIVES GREEN, Dyson

A BILL

FOR AN ACT ENTITLED

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

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

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

4 (a) The department may not issue a driver's license to a person who is

5 (1) under the age of 16 years, except that the department may issue a  
6 permit under AS 28.15.051 or a restricted license under AS 28.15.121; or

7 (2) at least 16 years of age but not yet 18 years of age unless the  
8 person meets the requirements of AS 28.15.057.

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

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

1 vehicular way or area for a period not to exceed two years. The permittee shall  
2 [MUST] be accompanied by a person at least 21 [19] years of age who has been  
3 licensed at least one year to drive the type or class of vehicle being used, who is  
4 capable of exercising control over the vehicle and who occupies a seat beside the  
5 driver, or who accompanies and immediately supervises the driver when the permittee  
6 drives a motorcycle. An instruction permit may be renewed.

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

8 **Sec. 28.15.055. Provisional driver's license.** Upon application, the  
9 department may issue a provisional driver's license to a person who is at least 16 years  
10 of age but not yet 18 years of age if the person has been licensed under an instruction  
11 permit issued under AS 28.15.051 or under the law of another state with substantially  
12 similar requirements for at least six months.

13 **Sec. 28.15.057. Restrictions on driver's license issued to a person under 18.**  
14 Except as provided under AS 28.15.051, a person who is at least 16 years of age but  
15 not yet 18 years of age may not be issued a driver's license unless the person has been  
16 licensed under an instruction permit issued under AS 28.15.051 for at least six months  
17 and has held a valid provisional driver's license issued under AS 28.15.055 for at least  
18 one year.

19 \* Sec. 4. AS 28.15.241(b) is amended to read:

20 (b) In addition to (a) of this section, two points shall be deducted from the  
21 assessed total upon the driver's furnishing to the department adequate proof of  
22 successful completion, within 12 months of the date of the driver's last violation, of  
23 a driver improvement course approved by the department, except that

24 (1) not [ . NO] more than one driver improvement course may be  
25 used to obtain a reduction in points in any 12-month period; and

26 (2) a driver improvement course for a person under 21 years of age  
27 must be a course that is designed to benefit persons under 21 years of age and  
28 must be certified by a national organization.

29 \* Sec. 5. AS 28.15.253 is amended to read:

30 **Sec. 28.15.253. Driver improvement course.** Upon conviction of a violation  
31 of a traffic law that results in a driver accumulating six or more points from offenses

1 committed during any consecutive 12-month period or nine or more points from  
2 offenses committed during any 24-month period, (1) on request of the department, the  
3 court may, in addition to any other penalty authorized by law, require the driver to  
4 successfully complete a driver improvement course approved by the department within  
5 a period of time prescribed by the court; and (2) the department shall require a  
6 person licensed under a provisional license to complete a driver improvement  
7 course approved by the department within a time period prescribed by the court. <sup>department</sup>  
8 A driver improvement course approved under this section for a person who is  
9 under 21 years of age must be a course that is designed to benefit persons under  
10 21 years of age and must be certified by a national organization. The department  
11 may suspend, revoke, or deny the driver's license of a person who fails to successfully  
12 complete the driver improvement course required by the court under this section within  
13 the prescribed time period.

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

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

20 \* Sec. 7. This Act takes effect January 1, 1999.

4/30/98

HOLD FOR UPDATED  
FISCAL NOTE!

Larry - new CS for  
HB 41 w/ Sen. Phillips  
amendment for  
your approval.

Thx 4/30

Mindy  
K

# Alaska State Legislature

WHILE IN SESSION  
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& 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 accidents among young drivers is the graduated 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 may be granted.

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 Division of Motor Vehicles 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 Description of SCS HB 11 (JUD)**

### **An Act establishing a provisional drivers license**

by Representative Joe Green

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

**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 AS 28.15.055, 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.

AS 28.15.057 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' place of residence 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** Allows a reduction of penalty points for completion of a certified driver improvement course.

**Sec. 6** Requires driver improvement courses taken for the reduction of points in Sec. 5 to be designed for persons under 21 years of age.

**Sec. 7** Conforming definitional language which includes "provisional license" under the definition of "drivers license" or "license".

**Sec. 8** Effective date.



*Rich Mystrom,  
Mayor*

# ANCHORAGE POLICE DEPARTMENT

4501 South Bragaw Street • Anchorage, Alaska 99507-1599

Telephone (907) 786-8500

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Service since 1912

April 17, 1998

Alaska House of Representatives  
Representative Joe Green  
Chairman, House Judiciary Committee  
State Capitol (MS 3100)  
Juneau, Alaska 99801-1182

Dear Representative Green:

This letter is written in support of House Bill 11, an act establishing a provisional driver's license. Each year, the Anchorage Police Department investigates thousands of motor vehicle accidents, a substantial number of which involve young, inexperienced drivers. Many of these teens have had too little time behind the wheel before being issued an unrestricted license.

House Bill 11 addresses the issue of driver immaturity by requiring a more structured approach to obtaining a license, which could help to reduce motor vehicle accidents involving young teens. We believe this law will also produce better drivers sooner, as those who fall under its restrictions would be held to a higher standard during the early learning stages.

The Anchorage Police Department lends its support to House Bill 11 to promote a safer driving environment for all citizens.

Sincerely,

Mark T. Mew  
Deputy Chief of Police

## **ALLSTATE INSURANCE GROUP**

**LAW AND REGULATION**  
3100 Zinfandel Dr., Suite 400  
Rancho Cordova, CA 95670

**Writer's Direct Dial 916-852-4899**  
**Telecopier 916-852-4953**

**THERESA BEDOY**  
Government Relations Manager

February 10, 1998

The Honorable Mike Miller  
President of the Senate  
State of Alaska  
State Capitol, Room 111  
Juneau, AK 99801-1182

**RE: HB 11 (Rep. Joe Green) - Graduated Licensing - Letter of Support**

Dear Senator Miller,

Thank you for taking time out of your busy schedule to meet January 28, 1998. I want to follow-up on our meeting and let you know that Allstate supports graduated licensing. Graduated licensing ensures that initial driving experience is accumulated under lower-risk conditions. As teens gain experience on the road and prove they are a good driver, they graduate to fewer restrictions and more driving privileges. Graduated licensing laws protect teens, their passengers and others they meet on the roads.

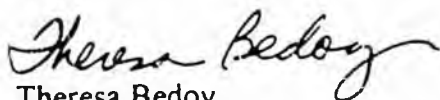
More and more states are passing graduated licensing laws. Graduated licensing laws have been passed in 8 states. Each law is different, but all have three stages in common -- a required length of time in a learners period with supervised driving practice; a restricted license for a set period of time with unsupervised driving allowed; 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 of passengers transported, and a low or zero blood alcohol concentration. Another 19 states have pending bills for graduated licensing. The U. S. Department of Transportation's National Highway Traffic Safety Administration encourages states to implement a graduated licensing system.

Graduating licensing laws are making a difference. NHTSA reports that states with nighttime driving restrictions or curfews for young novice drivers experience lower crash rates than comparison states. Graduated licensing has also been shown to reduce crashes among youthful drivers. For example, Oregon reported a 16 percent reduction in crashes for male drivers age 16-17. Graduated licensing laws are not a panacea, but they are effective in reducing motor vehicle crashes and injuries for teens.

Senator, you most likely have read about the horrifying statistics -- teens are 4 times more likely to die in car crashes than all other age groups combined. Most of these crashes happen because these inexperienced drivers do not yet have the experience they need to deal with the challenges they face on the road. With nighttime driving restrictions and more parental involvement with their teen behind the wheel, this supervised practice over an extended period of time makes teens better, safer drivers.

We hope you can support HB 11. If you have any questions about the reasons for our support I would be happy to talk with you.

Respectfully,



Theresa Bedoy  
Government Relations Manager

cc: Representative Joe Green  
Senator Drue Pearce

TONY KNOWLES, GOVERNOR

**DEPARTMENT OF LABOR**

3301 Eagle Street  
P.O. Box 100139  
Anchorage, Alaska 99510-0139  
Phone: (907) 269-4922  
Fax: (907) 269-4950

**ALASKA SAFETY ADVISORY COUNCIL**

May 5, 1997

Dear Legislator,

The following pages contain the opinions of the Alaska Safety Advisory Council regarding current legislative bills that deal with the safety and health of Alaskans.

The Alaska Safety Advisory Council is a group of individuals representing industry, labor, public, federal, state, and local government who are commissioned with the task of working with organizations to promote safety and health so that resources can be marshaled and used to reduce the menace of accidental death and injury.

The ASAC council members are listed below, for your convenience, with phone numbers provided. Please feel free to contact us in the event of any questions. Thank you for your consideration in this matter.

Sincerely Yours,

*Duane Taylor*

Duane Taylor, Council Chairman  
Alyeska Service Pipeline Company  
(907)264-3054

Also on the Alaska Safety Advisory Council: "Safety Herb" Everett, Westmark Hotels (907) 337-0095; Marie Scholle UNIV OF AK FREKS (907) 474-5949; Ron Perkins, MPH AK Area Native Health Svc (907) 273-0102; Chris Ross, CSP Nana (907) 265-4113; Jeff Carpenter, CIH, State of AK Dept of Labor OSH (907) 269-4954; Joan Diamond MOA Dept of H&SS (907) 343-6583; George Jackinsky (907) 262-4883 Dale Reid, Local 302 (907) 586-3850; Donald Shannon Fairbanks Int'l Airport (907) 474-2521; Stephen Trosper AK Teamsters Local 959 (907) 269-4191; Tom Cashen, Comm. State of AK Dept of Labor (907) 465-2700; Al Dwyer, Dir. State of AK Dept of Labor (907) 465-4855; Mark Johnson EMS (907) 465-3027; Sherry Wright, (Admin Asst) Nat'l Assoc of Female Executives (907) 269-4922

Summary of Legislative Bills, 20th Legislature, 1st Session  
Alaska Safety Advisory Council  
February 20, 1997  
prepared by Joan Diamond, Legislative Chairperson

**4. HB 11** "An act relating to driver's licensing; and providing for an effective date." This bill provides for a graduated driver's license, beginning with an instructional permit, a provisional driver's license and restrictions on driver's license issued to a person under 21. A person licensed under these two licenses will have their license suspended, revoked, or denied for an accumulation of six or more points as a result of offenses committed during any consecutive 12 month period. **Decision- Support**

**Justification:** Juveniles have a very high rate of motor vehicle crashes and injuries in Alaska. Motor vehicle crashes are the leading cause of injury death to youth 15-19 years of age. Drinking, inattention and speeding are the common factor related to the crash injuries. A provisional license has been effective in other states in reducing the incidence of injuries. The driver's license is a teenage priority and the graduated license provides a time to learn life skills about decision making driving skills and demonstrate responsibility for the privileges to drive before a permanent license is issued.

# ALASKA TRUCKING ASSOCIATION, INC.

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

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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.





**National Association  
of Independent Insurers**

2600 River Road, Des Plaines, IL 60018-3286

TRISHA M. CONNORS  
COUNSEL

February 10, 1998

Honorable Drue Pearce, Co-Chair  
Honorable Bert Sharp, Co-Chair  
Senate Finance Committee  
Alaska State Capitol  
Juneau, AK 99801-1102

**RE: HB 11**

Dear Representative Sharp,

I am writing on behalf of the National Association of Independent Insurers (NAII) and its 570 property and casualty company members to urge your support of HB 11 (Green). As you know, this bill would require drivers between the ages of 16 and 18 to drive with an instructional permit for six months and a provisional license for one year prior to obtaining an unrestricted drivers license. In addition, the bill would prohibit teens with provisional permits or instructional permits from driving between the hours of 1 a.m. and 5 a.m.

The NAII has performed several studies that show teenagers are more likely to be involved in dangerous accidents than adults. They lack the experience to drive defensively and react in hazardous situations. Driving with a provisional license or learning permit will provide necessary additional training for young drivers and should make the roads safer for everyone.

Based on the foregoing, we respectfully request that you support this measure in your committee. Thank you.

Sincerely,

Trisha M. Connors  
Counsel

TMM/am  
Representative Joe Green  
Members of Senate Finance Committee

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 learns 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

March 19, 1997

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

Dear Representative Therriault,

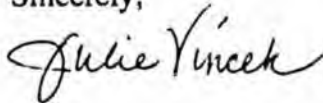
I am writing you to express my strong support for House Bill 11 which establishes a graduated licensing system in Alaska.

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

April 9, 1997

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

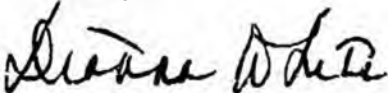
Dear Representative Therriault,

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

**DON YOUNG**  
CONGRESSMAN FOR ALL ALASKA

WASHINGTON OFFICE  
2331 RAYBURN BUILDING  
TELEPHONE 202/225-5783

COMMITTEES:  
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COMMITTEE ON  
TRANSPORTATION AND  
INFRASTRUCTURE

APR 09 1996



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

April 1, 1996

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130 TRADING BAY ROAD  
SUITE 350  
KENAI, ALASKA 99611-7716  
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 dark ink, appearing to read 'Don Young', written over a circular stamp or watermark.

**DON YOUNG**  
Congressman for all Alaska

DY/cnf

FRANK H. MURKOWSKI  
ALASKA

COMMITTEES:

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# United States Senate

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(907) 225-6280

March 27, 1996

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

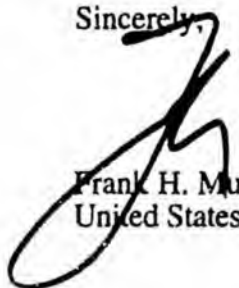
Dear Joe:

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

TED STEVENS, ALASKA  
 THAD COCHRAN, MISSISSIPPI  
 ARLEN SPECTER, PENNSYLVANIA  
 PETE V. DOMENICI, NEW MEXICO  
 PHIL GRAMM, TEXAS  
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 DALE BUMPER, ARKANSAS  
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 HERB KOHL, WISCONSIN  
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# 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



## Preface

This publication is a joint effort between the American Association of Motor Vehicle Administrators (AAMVA) Driver License and Driver Control Committee and the National Highway Traffic Safety Administration (NHTSA). Together, an improved graduated driver licensing system to assist states in licensing novice drivers and motorcycle operators has been developed. The program was developed specifically for the AAMVA Guidelines for Motor Vehicle Administrators series, and designed to improve novice drivers and motorcycle operators entry into the traffic system.

Implementation of a comprehensive program, such as that proposed in this document, has not been achieved by any jurisdiction. This is due, in part, to the lack of documented benefits and questions over the acceptability of some of the components of the program, for example; voluntary or mandatory parent/adult participation and nighttime driving restrictions.

While AAMVA and NHTSA believe that the concept of a comprehensive graduated driver licensing system similar to the one proposed is beneficial in reducing crashes and convictions, it is not recommending that jurisdictions implement the program in its entirety. Both agencies support the concept of a comprehensive program leaving the adoption of specific components and features up to each of the states and provinces.

States and provinces implementing any component of a graduated driver licensing system or any other new driver licensing initiative are encouraged to evaluate the program and share the results with AAMVA membership and NHTSA.

This handbook targets young drivers of motor vehicles and motorcycles. Throughout the handbook, when you see "drivers" this also includes motorcycle operators.

## **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, judgment, 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 violation free driving performance for a minimum period of time before advancing to the next level of licensing.

### **What Are The Outcomes Of Graduated Licensing?**

Under a graduated licensing system, the novice driver is rewarded for safe driving. As the young driver graduates through the licensing system, restrictions/conditions are removed. Benefits of the system are that it:

- Reduces exposure to high-risk and nighttime driving.
- Motivates by requiring a crash and violation-free record before regular licensing.
- Educates through associated driver training and improvement programs.

A graduated licensing system can significantly reduce the crash rate of young inexperienced drivers.

## Reducing Driving Risks Through Graduated Licensing

Developing safe behaviors early in the driving experience can impact the high risk years of the early 20's and beyond. As young drivers progress through the three licensing stages, they are given the opportunity to gain driving practice and maturity before receiving a full license.

The three stages of a graduated licensing system are:

- Stage 1 Learner's permit.
- Stage 2 Intermediate; provisional or restricted 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. And, the section titled "Graduated Licensing - It Works", beginning on page 18, discusses some states experience with implementing graduated licensing components.

### Stage 1 Learner's Permit

The learner's permit allows the novice driver the opportunity to practice basic driving skills and safe driving practices under 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:

- OK — • Meet the minimum age required by the state (e.g., be at least 15 1/2 years of age).
- OK — • 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:

- age 19 - need age raised to 21 — • All driving must be supervised by licensed parent, guardian, or adult at least age 21 or older.
- OK — • All vehicle occupants must wear safety belts.

- helmet — ok — ✓ Motorcycle rider must wear a helmet that meets FMVSS No. 218 and protective clothing and carry no passengers.
- ok — ✓ All drivers under age 21 subject to zero tolerance, 0.02 Blood Alcohol Concentration (BAC) or less.
- ok — ✓ Permit is cancelled if applicant is convicted of any alcohol-related offense.
- do not have — ● Parent participation in driving process (e.g. certifying that the novice driver had a minimum number of supervised hours of driving).
- do not have — ● Recommend novice driver receive basic driver education.
- ok — ✓ Permit is visually distinctive from other driver licenses..
- do not have — ● Must remain crash-and conviction-free for six consecutive months to move to the next stage.
- do not have — ● Recommend motorcycle rider be enrolled in a rider education course.
- do not have — ● Recommend motorcycle riders apply for next stage in 90 days.
- do not have — ● 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.

## Stage 2 Intermediate License

The intermediate license provides the young driver behind-the-wheel practice under restricted conditions prior to obtaining a full license. This stage exposes the driver to more demanding driving situations by providing the young driver the opportunity to use his or her decision making skills by allowing unsupervised driving during lower risk times.

### **Eligibility recommendations for intermediate license**

To be eligible for an intermediate license, it is recommended that the novice:

- do not have (in HB 11) — ● Successfully complete the learner's permit stage.
- " " " " — ● Meet any minimum age required by the state.
- do not have — ● Successfully complete basic driver education.
- do not have — ● Pass second level knowledge test, including safe driving practices.
- do not have (in HB 11) — ● Pass on-road driving test.

### **Recommended components for intermediate license**

The following components should be considered for the intermediate license:

- do not have —● 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.)
- OK —● All occupants must wear safety belts.
- helmet OK —● Motorcycle rider must wear a helmet that meets FMVSS No. 218 and protective clothing and carry no passengers.
- OK —● All drivers under age 21 subject to zero tolerance, 0.02 BAC or less.
- OK —● License revocation for any alcohol-related offense.
- do not have in (HBI) —● Youth-oriented and more rapid driver improvement actions are taken in the event of violations or at-fault crashes.
- OK —● Intermediate license is visually distinctive from learner's permit and regular license.
- do not have —● Must remain crash-and conviction-free for 12 consecutive months to move to the next stage.
- do not have —● Parent participation in driving process (e.g. certifying that the novice driver had a minimum number of supervised hours of driving).
- do not have —● Recommend novice driver receive advanced driver education.
- do not have —● Recommend novice rider receive advanced driver education.
- do not have —● 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:

- ok — • All drivers under age 21 subject to zero tolerance, 0.02 BAC or less.
- do not have — • 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.

## Components of a Graduated Licensing System

It is recommended that states consider the following supporting information on the components of graduated licensing when planning for the implementation of a graduated driver licensing system.

### Testing Requirements for Licensing

#### Components:

- oe —● Pass vision and knowledge tests, including rules of the road and signs and signals (stage 1).
- oe —● Pass second level knowledge test, including safe driving practices (stages 2 and 3).

The objective of testing is to ensure novice applicants know the rules of the road, have knowledge of the meaning of road signs and signals, and have sufficient skills to operate a motor vehicle safely. A vision test and a knowledge test on rules of the road and signs and signals is recommended to obtain a learner's permit.

The objective of a second level knowledge test and the on-road test are to ensure that the novice driver knows what safe driving practices are and how to react in certain driving situations.

A second level knowledge test which includes safe driving practices and an on-the-road performance test are recommended prior to obtaining an intermediate and a full license. While a states current knowledge test on driving laws can be used for the learner's permit, the second level of knowledge testing should be based upon the NHTSA developed safe driving performance material. AAMVA/NHTSA driver licensing testing programs for passengers, commercial vehicles, and motorcycle operators is found in Appendix B.

### Parent/Adult Supervised Driving Practice

#### Components:

- in HB 11 —● All driving must be supervised by parent, guardian, or licensed adult age 21 or older (stage 1).
- do not have —● Restricted hours of driving unless supervised by a parent, guardian, or licensed adult at least 21 years of age (stage 2).

The objective of supervised driving is to provide an opportunity for the novice driver to gain behind the wheel experience under the observations of an adult. Traffic safety authorities believe that parents can be an important influence in the development of their youngsters' operating skills as most novices need additional experience. This is true for even those who receive formal training. Under the learner's permit it is recommended that the novice driver be supervised at all times. As part of the intermediate license, it is recommended that there be supervision of the novice during high-risk driving. It is recommended that parents be given instructional materials and be responsible for helping to train the novice by supervising them during some amount of driving practice.

Crash statistics from NHTSA's Fatal Accident Reporting System (FARS) indicate young drivers have high involvement in fatal crashes during the nighttime hours. The consensus of traffic safety authorities is that immaturity, lack of experience, high risk taking behavior, and alcohol use account for many of the nighttime crashes involving young drivers. This suggests that a novice driver with a graduated license should have adult supervision during nighttime hours (e.g., 10:00 p.m. to 5:00 a.m.). There is some evidence that the supervised requirement also acts as a motivator for the novice to meet other requirements of the novice licensing system in order to receive a regular license.

Since direct supervision is not feasible for a motorcycle rider, it is suggested that a rider permit holder be restricted to daylight driving only.

Nighttime driving restrictions have been documented in many states to reduce the crash rates for young novice drivers. Also, these restrictions afford the parent/guardian an opportunity to provide supervised driving practice during high risk driving hours and allow the young novice driver to gain driving experience during daylight, when increased visibility makes driving less demanding. The following ten states have nighttime restrictions for young drivers.

State	Restricted Hours	Age
Idaho	Daytime only	Under 16
Illinois	11:00 p.m. to 6:00 a.m.	Under 17
Louisiana	1:00 p.m. to 5:00 a.m.	Under 16
Maryland	Midnight to 5:00 a.m.	Under 19
Massachusetts	1:00 a.m. to 4:00 a.m.	Under 19
New Jersey	Midnight to 5:00 a.m.	Under 17
New York	9:00 p.m. to 5:00 a.m.	Under 17
Pennsylvania	Midnight to 5:00 a.m.	Under 19
South Carolina	6:00 p.m. to 6:00 a.m.	Under 16
South Dakota	8:00 p.m. to 6:00 a.m.	Under 16

## Mandatory Occupant Protection

### Components:

- All vehicle occupants must wear safety belts (all stages).
- Motorcyclist must wear a helmet that meets FMVSS No. 218 and protective clothing (all stages) and carry no passengers (stages 1 and 2).

The objective of this feature is to reduce, in the event of a crash, the severity of injury to properly restrained occupants of motor vehicles being driven by young, novice drivers.

Unrestrained occupants in crashes are four times more likely to be seriously injured than restrained occupants. Unfortunately, several studies have shown that young drivers use safety belts less than more experienced drivers. A secondary objective is to establish a conditioned habit for using a seat belt or motorcycle helmet for all motor vehicle occupants.

In the states where only minors are required to wear helmets, the latest data shows that 75 percent of the fatally injured minors were not wearing helmets even though the law requires them to do so.

## Zero Blood Alcohol Concentration (BAC)

### Component:

- All drivers under age 21 are subject to zero tolerance, 0.02 BAC or less (all stages).

Because it is illegal in every state for person's under the age of 21 to purchase and publicly possess alcoholic beverages, it makes sense that it be illegal for these persons to drink and drive.

A blood alcohol concentration (BAC) level of .08 percent or greater for illegal per se is not appropriate for young drivers. Studies indicate that the average person's ability to perform mental and physical tasks degrades at well below .08 percent. The evidence also indicates that young people are affected more at lower BAC levels than are older people.

Approximately 10 percent of 16 year olds involved in fatal motor vehicle crashes have a BAC of .08 percent or higher. About 50 percent of male operators (age 21 or younger) involved in fatal nighttime crashes, are found to have a BAC of .08 percent or greater.

It is recommended that states consider a zero tolerance BAC level for young drivers, since it is illegal for persons under the

age of 21 to consume alcohol. A Young persons inexperience with both alcohol and with driving, resulting in greater exposure to more hazardous driving situations, indicate that a zero BAC level is appropriate.

## Driver Education

### Components:

- Recommend novice driver receive basic driver education (stage 1).
- Recommend novice driver receive advanced driver education (stage 2).

*do not have*

Training that has been proposed by some educators and researchers, but has not been evaluated, is to recommend all drivers take an advanced level of driver education after the learning phase and prior to full licensure. While a novice driver is devoting attention to keeping the vehicle on the road, it is very difficult for them to absorb safety information. Thus, safe driving education should be taught after the novice has learned basic vehicle control skills. The requirements of a graduated licensing system allow the novice to gain basic vehicle control skills under supervised conditions. By providing safety information after the basic control skills are learned, novices may be more receptive to the information as they can better relate the information to driving situations they have experienced.

A NHTSA Report to Congress, "Research Agenda for an Improved Novice Driver Education Program (1994)" recommends the development of a cost-effective two-stage driver education program that is an integral part of a graduated licensing system. The first driver education stage would provide basic vehicle handling skills, and the second stage would provide for other safe driving skills, including enhanced decision making to reduce the risk taking of young drivers. The effort also includes developing procedures that would extend the role of parents, and other adults in the process of educating and training novice drivers. The Agency has started the development of this program (1995).

The purpose of motorcycle rider education is to provide the novice with the information and skills needed to operate a motorcycle and ride safely in traffic. Rider education is usually taken before licensing and prepares the novice for the licensing test. In general, rider education involves a formal, structured course that provides an opportunity to gain familiarity with the motorcycle as well as its on road operation.

## Youth-Oriented Driver Improvement Actions

in HB-11

### Component:

- Youth-oriented and more rapid driver improvement actions are taken in the event of violations or at-fault crashes (stage 2).

The objective of the driver improvement feature is to quickly identify young operators who become involved in crashes or who are cited for traffic violations. This allows the driver licensing agency to take effective improvement action, including extending the required period of the intermediate licensing phase.

Young people who have violations and are forced to participate in some type of educational program seem to have fewer crashes than violators that do not participate in such programs. A driver improvement classroom course should be designed for young graduated drivers and for other traffic violators under the age of 25. This is often required as the graduated driver population of violators is too small at any given time, to support timely scheduling of classes throughout states.

The NHTSA has developed, in cooperation with the AAMVA, a driver improvement program entitled *Driver Improvement System for Traffic Violators* (a part of the Guidelines for Motor Vehicle Administrators series), which provides a model driver improvement system with materials for an educational program designed for young traffic violators. This program should be considered for use in the graduated licensing phase.

## Demonstrated Safe Driving Performance

### Components:

- Must remain crash and conviction free for 6 consecutive months to move to the next stage (stage 1).
- Must remain crash and conviction free for 12 consecutive months to move to the next stage (stage 2).

The purpose of this feature is to motivate the novice operator to drive safely by having a crash and violation free record for a specified period. It also allows a minimum period of exposure before the novice moves to the next less restrictive stage. Before the holder of a learner's permit receives an intermediate driver's license, it is recommended they have a clean record for at least six months. Before the holder of an intermediate license receives a full license, it is recommended they have a clean record for at least one year.

## **Distinctive License**

### **Component:**

- Permit and intermediate license are visually distinctive from a full license (stage 1 and 2).

The purpose of this component is to facilitate the enforcement of novice driver entry system licensing laws. There also is evidence that the use of distinctively different licenses serves as another incentive for the novice to comply with the various requirements of the graduated licensure stage. Distinct licenses that are readily recognizable as different from a full unrestricted license are useful in enforcing the components of the licensing stages.

## **Limiting the Number of Passengers in the Vehicle**

### **Component:**

- Limitation on the number of passengers (Stages 1 and 2).

Young, inexperienced drivers have been found to be more easily distracted from important driving tasks than are more experienced drivers. Recognizing that having several friends in a vehicle can create an extremely complex driving situation, it has been suggested that inexperienced drivers should obtain a substantial amount of driving experience prior to taking on the added burden of dealing with a complex social environment while they are also trying to engage in the complicated task of driving. This component allows the State to restrict the number of passengers allowed in the vehicle.

## **Speed and Road Type Limitations**

### **Component:**

- 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) (stages 1 and 2).

The purpose of this component is to provide safer practice conditions for the novice driver. High speed roads allow less time to respond to potentially dangerous situations. Requiring practice driving on lower speed, less risky roads allows the novice to practice in less demanding conditions.

This component is more popular in countries that have somewhat different road systems than does the United States. One problem with this restriction in this country is that freeways and other high speed limited access roadways are some of the safest in terms of crashes, while some of the lower speed rural roads are some of the most dangerous.

## Recommendations for Motorcycle Permit Restrictions

Under a graduated licensing system, it is recommended that the learner's permit for motorcycle operators expire after 90 days and should not be automatically renewed. Rather, to regain operating privileges, the holder must apply for a second permit or a license and must complete all required testing.

## Motorcycle Permit Riding Restrictions

To limit the beginning motorcycle riders' exposure to traffic and risk of injury, it is recommended that at least the following restrictions be applied to the learner's permit:

- **Mandatory Helmet Use** - Even in states where helmet use is not compulsory, permit holders should be required to wear approved helmets, meeting Federal Motor Vehicle Safety Standard (FMVSS) 218, and eye protection.
- **Passenger Restriction** - Because of the additional rider skill required for controlling a motorcycle when carrying a passenger, permit holders should be required to ride without passengers.
- **Zero BAC/Drug** - Even though permit holders will often be below the minimum drinking age, they should be subject to a zero tolerance (.02 or less) BAC limit including illegal drug use. This will allow the motor vehicle administration to impose actions on the riding privilege of youthful violators and discourage alcohol or drug use by all beginning riders during the high-risk learning period.
- **Daylight Riding** - Motorcycle riders have high involvement in fatal crashes during nighttime hours. Novice riders should be restricted to daylight driving or should have direct and continuous adult supervision during late nighttime hours (10:00 p.m. to 6:00 a.m.).
- **Age Restriction** - All applicants for a rider permit should be 16 years of age or older.

In addition to these minimum restrictions, the following conditions are also appropriate:

- **High Visibility Protective Clothing** - A requirement to wear protective clothing with high-visibility or reflective surfaces could make riders significantly more visible to other motorists and reduce the risk of crash involvement. Protective clothing can also prevent or reduce injuries in the event of a crash.

- **Supervision** - A requirement for constant supervision by either a fully-licensed rider on another motorcycle or a mature automobile driver could help the learning process and add further incentive to learn quickly and obtain a full license.
- **No Interstate/Highway Riding** - Although interstate/highway riding is typically less hazardous than other types of riding, the higher speeds pose an additional challenge to a beginning rider. An interstate/highway restriction would also add to the incentive to move through the permit process and become fully licensed.

### **Motorcycle Rider Education**

Rider education can be effective in rapidly increasing the skill level and reducing the risk level of beginning motorcyclists. States with statewide training programs are progressing towards mandatory rider education prior to licensing. Mandatory training for motorcyclists under age 21 has proven feasible in many states.

Any applicant who fails the licensing test should be required to complete an approved rider education course.

### **Motorcycle Rider Testing**

All eligible motorcycle license applicants must be given a riding test. Those who apply directly for a license without holding a learner's permit should be given a motorcycle-specific knowledge test. Applicants who do not hold a valid automobile driver's license should also be administered the same core licensing knowledge test as used in the automobile driver's licensing process.

#### ***Knowledge Test***

The motorcycle-specific knowledge test is administered to determine if an applicant knows enough about safe and legal operation of a motorcycle to be granted riding privileges. The knowledge test for license applicants should be similar or identical in design to the test administered to learner's permit applicants. Those passing the knowledge test to meet permit requirements should be exempt from the knowledge test at this stage. A person applying for a "motorcycle only" license should take the core "automobile" test in addition to the motorcycle test.

#### ***Riding Test***

To qualify for a license, an applicant should take one of two types of riding test; an off-street or on-street test. The

department may elect to waive either test on proof of completion of an approved rider education course. Either test may be administered, and the same test need not be administered at every location. The key is to administer the selected test in a qualitative, uniform and comprehensive manner.

A riding test should always be preceded by a vehicle inspection performed by the examiner and a demonstration of vehicle familiarity by the applicant. The vehicle inspection will ensure that the vehicle is safe to ride during the test. The demonstration of familiarity will indicate the basic competency of the applicant.

#### **Off-Street Test**

An off-street test is best suited to providing an accurate measurement of an applicant's vehicle handling skills. The test maneuvers need not physically resemble activities performed in normal highway operation. They must, however, faithfully reproduce the skills required to handle real-world operating conditions.

Handling skills should be assessed by determining the applicants ability to control the vehicle while changing speed, turning and stopping in a variety of situations (e.g., on straight-a-ways, curves, etc.).

#### **On-Street Test**

An on-street test gives the examiner a chance to assess an applicant's traffic sense and ability to put safe riding principles and procedures into practice on the road.

On-street riding practices must be measured objectively, for the same reasons discussed in the off-street test. Thus, specific standards must be established for each measured practice.

### **Motorcycle Occupant Protection**

Wearing head and eye protection when operating a motorcycle is crucial. A motorcycle rider should be required to:

- Wear a helmet that meets Federal Motor Vehicle Safety Standard (FMVSS) 218, properly fasten the helmet to the head,
- Wear eye protection that means Vehicle Equipment Safety Commission Regulation VESC-8,
- Wear protective clothing.



OFFICIAL BUSINESS

# Alaska State Legislature Senate

## Office of the Secretary

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### FOR YOUR IMMEDIATE ATTENTION

DATE: May 7, 1997

TO: Finance Committee - Senate Finance Room 520  
Attention: Jerry Lee/Peggy

FROM: Office of the Senate Secretary

The Senate President has added/changed the referral(s) on the following bill(s):

**HOUSE BILL NO. 11**

**RETRIEVE**

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

Please give the bill file(s) to the page delivering this message.

Thank you.