

HB

213

# STATE OF ALASKA



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## REPRESENTATIVE JIM HOLM DISTRICT 9

February 5, 2004

Representative Tom Anderson, Chair  
House Labor and Commerce Committee

Dear Representative Anderson,

When HB 213 had its final hearing in the Transportation Committee, Representative Dan Ogg expressed concern that it unfairly limits fishing families. An amendment was never adopted to solve the problem, but in discussion after the meeting he agreed that the following change would be fine:

Page 2, Line 29, change "employment" to "work."

This would grant an exception for families with teenage children who work in the family fishing business but are not actually "employed."

Thanks.

A handwritten signature in cursive script that reads "Barbara".

Barbara Cotting  
For Representative Jim Holm



# ALASKA STATE LEGISLATURE

Representative Bruce Weyhrauch

HOUSE DISTRICT 4

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## Sponsor Statement

HB 213

### Provisional Driver's License for Teen Drivers

Car crashes are a leading cause of death for teenagers in Alaska. While there isn't a silver bullet cure to this utter tragedy, recent studies prove that the Graduated Driver's License system is a giant step towards that cure.

HB 213 creates a three-tiered system whereby young drivers pursue their full, unrestricted driver's license. Currently, Alaska only requires a driver under 18 to obtain and hold a learner's permit for 6-months before testing for a driver's license.\* Under HB 213 graduated licensing imposes a set of restrictions on the novice driver that relate to when they can drive, where they can drive, with whom and how.

At age 14, a person may be issued a Learner's Permit

At age 16, a person may be eligible for a Provisional License if

- The youth has held a learner's permit for 6 months
- Their parent certifies that the youth of at least 50 hours of driving experience, 10 of which were nighttime hours.
- The youth has not received a traffic citation or conviction for at least 6 months before applying.

Once the youth holds a Provisional License, they are subject to the following limitations for the first year of driving:

- Nighttime driving prohibited between 1am and 5 am
- No passengers except a parent or one person 25 yrs or older

12 months after the issuance of a Provisional License, the youth may apply to the department for an unrestricted license as long they have not received a traffic citation or conviction.

The Graduated Driver's License is a means for the young driver to gain experience while minimizing risk. As the driver gains experience, the provisions are gradually removed and the youth is eligible for an unrestricted driver's license.

Since the National Transportation Safety Board adopted its graduated driver licensing recommendations in 1993, the states have greatly changed their driver licensing practices. The changes represent the most significant alteration of young driver licensing practices in over 50 years. Since 1993, 32 states have adopted comprehensive systems that include a three-stage GDL system with a minimum holding period for the learner's permit, and a nighttime driving restriction during the intermediate phase. Alaska ranks very low, only recently adopting a 6-month holding period for an instruction permit.

The goal is to limit teen exposure to risky driving situations during their first few months of licensure, a time when their crash rates are extremely high. States with such restrictions have been shown to have lower teen crash rates than states without. Parents indicate strong support for GDL and for the specific restrictions.

Graduated licensing laws work. Research published in October 2001 from two states with comprehensive laws that include both an extended learners' permit phase and a nighttime driving restriction – Michigan and North Carolina – reaffirms the effectiveness of graduated licensing. In Michigan, research shows that 16 year olds were 25 percent less likely to get into a crash; in North Carolina, the risk of a crash dropped by 23 percent. Further, in North Carolina, nighttime crashes involving 16 year olds declined by 43 percent and fatal crashes dropped by 57 percent.

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\* In 1997, with passage of HB 11, Alaska adopted a mandatory 6-month learner's permit for drivers under 18 yrs old.

Contact:  
Rep. Bruce Weyhrauch  
465-3744

March 31, 2003

## Supporting Documentation for HB 213

### Crash Statistics

- 2000 Alaska Traffic Accidents by age & severity
- Teen Crash Statistics

### Attached Graduated Licensing Readings

1. Introduction: The Need for Graduated Driver Licensing. NHTSA
2. Traditional Driver Licensing vs. Graduated Driver Licensing, NHTSA
3. How Graduated Licensing is Effective, NHTSA
4. Graduated Licensing: A Blueprint for North America, Insurance Institute for Highway Safety & Traffic Injury Research Foundation, October 2001
  - Includes *U.S. Licensing Systems for Young Drivers* chart
5. Teenage Passengers in Motor Vehicle Crashes: A Summary of Current Research, Insurance Institute for Highway Safety, June 2001
6. From Age 16 to 16 1/2, Status Report, Insurance Institute for Highway Safety, February 17, 2001.
7. Speech by Carol Carmody, Acting Chair, NTSB, to the GDL Symposium, November 2002.
8. Teenage Drivers: Patterns of Risk, by Allan Williams, Journal of Safety Research
9. Genesis of GDL, by Patricia Waller from the Journal of Safety Research
10. What We Know, What We Don't Know and What We Need to Know About GDL, by Hedlund, Shults and Compton, for the Journal of Safety Research.

Table A.7.1  
 Persons Involved in 2000 Alaska Traffic Accidents  
 by Age and Injury Severity

AGE	NUMBER OF PERSONS				TOTAL
	No Injuries	Minor Injury	Major Injury	Fatal	
Unknown .....	6,546	183	5	-	6,734
Under 4 .....	789	57	7	3	856
4 - 10 .....	1,299	232	15	2	1,548
11 - 15 .....	1,161	269	22	3	1,455
16 - 20 .....	4,983	1,021	73	26	6,103
21 - 25 .....	3,097	691	48	7	3,843
26 - 30 .....	2,445	551	36	10	3,042
31 - 35 .....	2,161	444	38	5	2,648
36 - 40 .....	2,532	543	44	6	3,125
41 - 45 .....	2,455	453	35	7	2,951
46 - 50 .....	1,948	439	33	15	2,435
51 - 55 .....	1,496	301	7	5	1,809
56 - 60 .....	952	181	15	3	1,151
61 - 64 .....	462	97	15	-	574
65 - 70 .....	457	104	8	3	572
71 - 74 .....	254	45	3	2	304
75 - 80 .....	256	53	10	4	323
81 - 85 .....	98	23	-	4	125
Over 85 .....	52	17	1	1	71
ALL AGES .....	33,443	5,704	416	106	39,669

Table A.7.2  
 Persons Involved in 2000 Alaska Traffic Accidents  
 by Month and Injury Severity

MONTH	NUMBER OF PERSONS				TOTAL
	No Injuries	Minor Injury	Major Injury	Fatal	
January .....	4,982	692	24	12	5,710
February .....	3,262	437	34	7	3,740
March .....	3,047	425	41	3	3,516
April .....	1,663	282	23	6	1,974
May .....	1,835	435	33	7	2,310
June .....	2,240	491	35	13	2,779
July .....	2,566	545	55	14	3,180
August .....	2,496	520	42	10	3,068
September .....	2,431	498	30	8	2,967
October .....	2,815	395	31	8	3,249
November .....	2,856	486	29	5	3,376
December .....	3,250	498	39	13	3,800
ALL YEAR .....	33,443	5,704	416	106	39,669

THE  
FOLLOWING  
DOCUMENT(S)  
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Table D.1.2  
 Female Drivers In 2000 Alaska Traffic Accidents  
 Automobiles, Trucks, and Buses  
 Percent by Age and Injury Severity

AGE GROUP	PERCENT BY AGE GROUP				ALL
	No Injuries	Minor Injury	Major Injury	Fatal	
Unknown .....	3.9	0.8	0.0	0.0	3.3
Under 13 .....	0.1	0.1	0.0	0.0	0.1
14 - 15 .....	0.2	0.4	0.0	0.0	0.2
16 - 20 .....	17.5	15.6	15.4	28.6	17.2
21 - 25 .....	11.2	12.7	16.9	7.1	11.5
26 - 30 .....	11.0	11.9	15.4	14.3	11.2
31 - 35 .....	9.7	10.4	4.6	0.0	9.8
36 - 40 .....	11.9	11.6	10.8	7.1	11.8
41 - 45 .....	11.3	10.2	12.3	14.3	11.1
46 - 50 .....	8.3	9.8	10.8	0.0	8.6
51 - 55 .....	6.0	6.5	4.6	7.1	6.1
56 - 60 .....	3.6	3.9	4.6	0.0	3.7
61 - 64 .....	1.6	2.1	3.1	0.0	1.7
65 - 70 .....	1.3	1.7	0.0	14.3	1.4
71 - 74 .....	0.7	0.7	0.0	7.1	0.7
75 - 80 .....	0.9	1.0	1.5	0.0	0.9
81 - 85 .....	0.4	0.4	0.0	0.0	0.4
Over 85 .....	0.2	0.3	0.0	0.0	0.2
ALL AGES .....	100.0	100.0	100.0	100.0	100.0

Table D.1.3  
 Female Drivers In 2000 Alaska Traffic Accidents  
 Automobiles, Trucks, and Buses  
 Percent by Injury Severity and Age

AGE GROUP	PERCENT BY INJURY SEVERITY				ALL
	No Injuries	Minor Injury	Major Injury	Fatal	
Unknown .....	95.5	4.5	0.0	0.0	100.0
Under 13 .....	81.8	18.2	0.0	0.0	100.0
14 - 15 .....	69.6	30.4	0.0	0.0	100.0
16 - 20 .....	81.6	17.6	0.6	0.2	100.0
21 - 25 .....	77.5	21.4	1.0	0.1	100.0
26 - 30 .....	78.3	20.6	0.9	0.2	100.0
31 - 35 .....	79.1	20.6	0.3	0.0	100.0
36 - 40 .....	80.4	18.9	0.6	0.1	100.0
41 - 45 .....	81.4	17.7	0.8	0.2	100.0
46 - 50 .....	77.2	22.0	0.8	0.0	100.0
51 - 55 .....	78.5	20.8	0.5	0.2	100.0
56 - 60 .....	78.5	20.7	0.8	0.0	100.0
61 - 64 .....	74.8	23.9	1.2	0.0	100.0
65 - 70 .....	74.6	23.9	0.0	1.5	100.0
71 - 74 .....	80.3	18.3	0.0	1.4	100.0
75 - 80 .....	77.6	21.2	1.2	0.0	100.0
81 - 85 .....	80.6	19.4	0.0	0.0	100.0
Over 85 .....	75.0	25.0	0.0	0.0	100.0
ALL AGES .....	79.8	19.4	0.7	0.1	100.0

Table D.2.1  
 Male Drivers In 2000 Alaska Traffic Accidents  
 Automobiles, Trucks, and Buses  
 by Age and Injury Severity

AGE GROUP	NUMBER OF MALE DRIVERS				TOTAL
	No Injuries	Minor Injury	Major Injury	Fatal	
Unknown .....	668	21	1	—	690
Under 13 .....	11	2	—	1	14
14 - 15 .....	30	3	2	2	37
16 - 20 .....	1,926	297	14	11	2,248
21 - 25 .....	1,440	227	15	3	1,685
26 - 30 .....	1,139	185	11	5	1,340
31 - 35 .....	1,078	153	16	2	1,249
36 - 40 .....	1,217	193	20	1	1,437
41 - 45 .....	1,246	166	16	4	1,432
46 - 50 .....	1,063	150	10	6	1,229
51 - 55 .....	840	102	2	2	946
56 - 60 .....	511	58	6	1	576
61 - 64 .....	264	28	4	—	296
65 - 70 .....	264	38	6	1	309
71 - 74 .....	141	19	3	1	164
75 - 80 .....	141	16	5	1	163
81 - 85 .....	42	5	—	1	48
Over 85 .....	28	6	1	1	36
ALL AGES .....	12,049	1,675	132	43	13,899

Table D.2.2  
 Male Drivers In 2000 Alaska Traffic Accidents  
 Automobiles, Trucks, and Buses  
 Percent by Age and Injury Severity

AGE GROUP	PERCENT BY AGE GROUP				ALL
	No Injuries	Minor Injury	Major Injury	Fatal	
Unknown .....	5.5	1.3	0.8	0.0	5.0
Under 13 .....	0.1	0.1	0.0	2.3	0.1
14 - 15 .....	0.2	0.2	1.5	4.7	0.3
16 - 20 .....	16.0	17.7	10.6	25.6	16.2
21 - 25 .....	12.0	13.6	11.4	7.0	12.1
26 - 30 .....	9.5	11.0	8.3	11.6	9.6
31 - 35 .....	8.9	9.1	12.1	4.7	9.0
36 - 40 .....	10.1	11.9	15.2	2.3	10.3
41 - 45 .....	10.3	9.9	12.1	9.3	10.3
46 - 50 .....	8.8	9.0	7.6	14.0	8.8
51 - 55 .....	7.0	6.1	1.5	4.7	6.8
56 - 60 .....	4.2	3.5	4.5	2.3	4.1
61 - 64 .....	2.2	1.7	3.0	0.0	2.1
65 - 70 .....	2.2	2.3	4.5	2.3	2.2
71 - 74 .....	1.2	1.1	2.3	2.3	1.2
75 - 80 .....	1.2	1.0	3.8	2.3	1.2
81 - 85 .....	0.3	0.3	0.0	2.3	0.3
Over 85 .....	0.2	0.4	0.8	2.3	0.3
ALL AGES .....	100.0	100.0	100.0	100.0	100.0

## D. OCCUPANTS OF AUTOMOBILES, TRUCKS, AND BUSES

Table D.1.1  
Female Drivers In 2000 Alaska Traffic Accidents  
Automobiles, Trucks, and Buses  
By Age and Injury Severity

AGE GROUP	NUMBER OF FEMALE DRIVERS				TOTAL
	No Injuries	Minor Injury	Major Injury	Fatal	
Unknown .....	297	14	—	—	311
Under 13 .....	9	2	—	—	11
14 - 15 .....	16	7	—	—	23
16 - 20 .....	1,336	288	10	4	1,638
21 - 25 .....	853	236	11	1	1,101
26 - 30 .....	836	220	10	2	1,068
31 - 35 .....	741	193	3	—	937
36 - 40 .....	908	214	7	1	1,130
41 - 45 .....	864	188	8	2	1,062
46 - 50 .....	636	181	7	—	824
51 - 55 .....	457	121	3	1	582
56 - 60 .....	277	73	3	—	353
61 - 64 .....	122	39	2	—	163
65 - 70 .....	100	32	—	2	134
71 - 74 .....	57	13	—	1	71
75 - 80 .....	66	18	1	—	85
81 - 85 .....	29	7	—	—	36
Over 85 .....	15	5	—	—	20
ALL AGES .....	7,619	1,851	65	14	9,549

Table D.3.1<sup>a</sup>  
**All Drivers In 2000 Alaska Traffic Accidents**  
Automobiles, Trucks, and Buses  
by Age and Injury Severity

AGE GROUP	NUMBER OF DRIVERS				TOTAL
	No Injuries	Minor Injury	Major Injury	Fatal	
Unknown .....	1,982	36	1	-	2,019
Under 13 ... ..	20	4	-	1	25
14 - 15 .....	46	10	2	2	60
16 - 20 .....	3,265	585	24	15	3,889
21 - 25 .....	2,295	464	26	4	2,789
26 - 30 .....	1,980	405	21	7	2,413
31 - 35 .....	1,820	346	19	2	2,187
36 - 40 .....	2,126	413	27	2	2,568
41 - 45 .....	2,114	354	24	6	2,498
46 - 50 .....	1,702	331	17	6	2,056
51 - 55 .....	1,298	223	5	3	1,529
56 - 60 .....	788	131	9	1	929
61 - 64 .....	386	68	6	-	460
65 - 70 .....	365	70	6	3	444
71 - 74 .....	198	32	3	2	235
75 - 80 .....	208	34	6	1	249
81 - 85 .....	71	12	-	1	84
Over 85 .....	43	11	1	1	56
ALL AGES .....	20,707	3,529	197	57	24,490

<sup>a</sup>Tables D.3.1, D.3.2, and D.3.3 include drivers where sex was not indicated on the accident form.

Table D.3.2  
**All Drivers In 2000 Alaska Traffic Accidents**  
 Automobiles, Trucks, and Buses  
 Percent by Age and Injury Severity

AGE GROUP	PERCENT BY AGE GROUP				ALL
	No Injuries	Minor Injury	Major Injury	Fatal	
Unknown .....	9.6	1.0	0.5	0.0	8.2
Under 13 .....	0.1	0.1	0.0	1.8	0.1
14 - 15 .....	0.2	0.3	1.0	3.5	0.2
16 - 20 .....	15.8	16.6	12.2	26.3	15.9
21 - 25 .....	11.1	12.1	13.2	7.0	11.4
26 - 30 .....	9.6	11.5	10.7	12.3	9.9
31 - 35 .....	8.8	9.8	9.6	3.5	8.9
36 - 40 .....	10.3	11.7	13.7	3.5	10.5
41 - 45 .....	10.2	10.0	12.2	10.5	10.2
46 - 50 .....	8.2	9.4	8.6	10.5	8.4
51 - 55 .....	6.3	6.3	2.5	5.3	6.2
56 - 60 .....	3.8	3.7	4.6	1.8	3.8
61 - 64 .....	1.9	1.9	3.0	0.0	1.9
65 - 70 .....	1.8	2.0	3.0	5.3	1.8
71 - 74 .....	1.0	0.9	1.5	3.5	1.0
75 - 80 .....	1.0	1.0	3.0	1.8	1.0
81 - 85 .....	0.3	0.3	0.0	1.8	0.3
Over 85 .....	0.2	0.3	0.5	1.8	0.2
ALL AGES .....	100.0	100.0	100.0	100.0	100.0



## Appendix C

# Teen Crash Statistics

- Motor vehicle crashes are the leading cause of death for American teenagers.
- In 1997, 5,477 young people (passengers and drivers age 15-20) died in motor vehicle crashes. Twenty-one percent of the young drivers involved in fatal crashes had been drinking.
- Young people age 15-20 make up 6.7 percent of the total driving population in this country but are involved in 14 percent of all fatal crashes.
- In 1997, over 60 percent of youth (16-20) who died in passenger vehicle crashes were not wearing seat belts.
- In 1997, almost one quarter (22 percent) of those who died in speed-related crashes were youth (15-20).
- In the last decade, over 68,000 teens have died in car crashes.
- Sixty-five percent of teen passenger deaths occur when another teenager is driving.
- Nearly half of the fatal crashes involving 16-year-old drivers were single vehicle crashes.
- Forty-one percent of fatal crashes involving teenagers occur at nighttime (between 9:00 p.m. and 6:00 a.m.).
- One quarter of fatally injured teen drivers (16-20 years old) in 1995 had a BAC (blood alcohol concentration) at or above .10 percent, even though all were under the minimum legal drinking age and are not legally permitted to purchase alcohol.
- Two out of three teenagers killed in motor vehicle crashes are males.





Section I

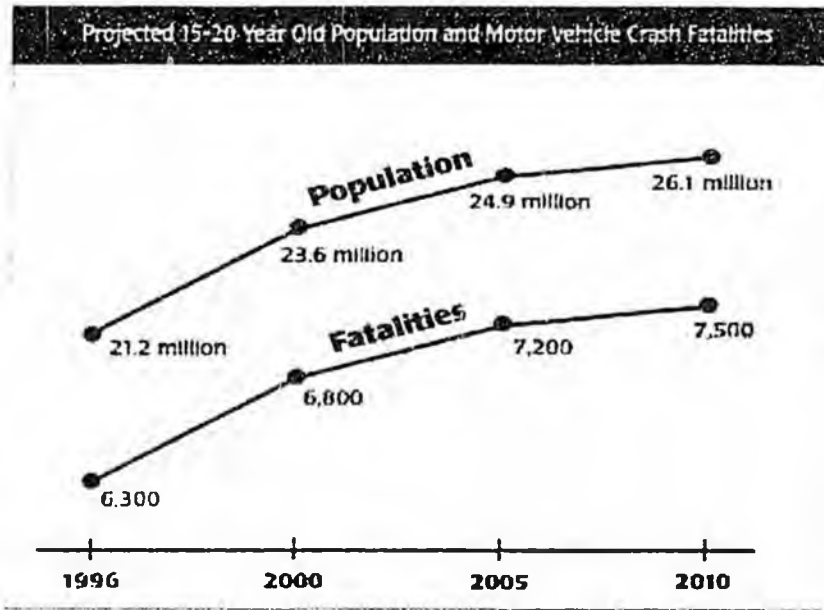
# Introduction: The Need for Graduated Driver Licensing

In 1996, 6,319 young people age 15-20 died in motor vehicle crashes. Even though this age group makes up only seven percent of the driving population, they are involved in 14 percent of all traffic fatalities.

## The Teen Driving Problem

It has been said many times that children are our most precious resource. While parents throughout time have loved their children enormously, today's parents have taken this saying to heart in more visible ways than previous generations. From the "CautionBaby on Board" window decals of the early 1980s to the ubiquitous "My child is an honor student at" bumper stickers of today, modern parents use the family car as a billboard to showcase their parental pride and their children's accomplishments.

But the same motor vehicle that goes from school to soccer to piano- in which Mom, Dad and the kids seem to livemay also be the vehicle in which our teenagers die. Motor vehicle crashes are the leading cause of death for young people 15 to 20 years of age, causing roughly one-third of all fatalities in this age group. In 1996, 6,319 young people age 15-20 died in motor vehicle crashes. Even though this age group makes up only seven percent of the driving population, they are involved in 14 percent of all traffic fatalities. In 1996, teens were involved in more than two million non-fatal traffic crashes. Based on population projections, these numbers will go up unless we intervene. (See chart below.)



On the basis of miles driven, teenagers are involved in three times as many fatal crashes as are all drivers. Why do young drivers have such poor driving performance? **Three factors work together to make the teen years so deadly for young drivers:**

- **Inexperience**
- **Risk-taking behavior and immaturity**
- **Greater risk exposure**

**Inexperience:** All young drivers start out with very little knowledge or understanding of the complexities of driving a motor vehicle. Like any other skill, learning to drive well takes a lot of time. Technical ability, good judgment and experience all are needed to properly make the many continuous decisions, small and large, that add up to safe driving. By making it so easy to get a driver license by literally handing teenagers the car keys without requiring an extended period of supervised practice-driving time we are setting them up for the risk of making a fatal mistake.

**Risk-taking behavior and immaturity:** Adolescent impulsiveness is a natural behavior, but it results in poor driving judgment and participation in high-risk behaviors such as speeding, inattention, drinking and driving, and not using a seat belt. Peer pressure also often encourages risk taking.

**Greater risk exposure:** Teens often drive at night with other teens in the vehicle, factors that increase crash risk.

**Teen drivers are different from other drivers,** and their crash experience is different. Compared to other drivers, a higher proportion of teenagers are responsible for their fatal crashes because of their own driving errors:

- A larger percentage of fatal crashes involving teenage drivers are single-vehicle crashes compared to those involving other drivers. In this type of fatal crash, the vehicle usually leaves the road and overturns or hits a roadside object such as a tree or a pole.
- In general, a smaller percentage of teens wear their seat belts compared to other drivers.
- A larger proportion of teen fatal crashes involve speeding, or going too fast for road conditions, compared to other drivers.
- More teen fatal crashes occur when passengers usually other teenagers are in the car than do crashes involving other drivers. Two out of three teens who die as passengers are in vehicles driven by other teenagers.

Age	All Crashes Per Million Miles	Fatal Crashes Per 100 Million Miles	All Crashes Per 1,000 Population	Fatal Crashes Per 100,000 Population
16	43	17	84	33
17	30	13	107	42
18	16	8	103	52
19	14	7	95	38
20-24	20	9	96	44
25-29	10	5	61	41
30-34	6	3	64	33
35-39	5	2	51	26
40-44	4	2	47	23
45-49	4	2	42	20
50-54	4	2	39	18
55-59	4	2	34	18
60-64	4	2	31	16
65-69	4	3	27	16
70-74	7	4	27	16
75-79	8	5	25	17
80+	12	12	18	17

Source: Insurance Institute for Highway Safety, Transportation Research Board, Report #458, April 1996.

Effective remedies exist for controlling these risk factors and reducing traffic crash fatalities among young drivers without seriously encroaching on their need to get around. Graduated driver licensing combines a number of measures proven to be effective in fostering safer driving behavior in young drivers. In **Ontario, Canada,** and in **New Zealand** where graduated driver licensing is in effect crash deaths and injuries for teenage drivers have been reduced. **Maryland,** which has a nighttime driving restriction, and **California** have shown reductions in both fatal crashes and traffic violations among young drivers.

With graduated driver licensing, new drivers typically go through a **three-stage process** that involves their gradual introduction to full driving privileges. By restricting **when** teenagers may drive, and **with whom,** graduated driver licensing allows new drivers to gain much-needed on-the-road **experience** in controlled, lower-risk settings. It also means that a teenager will be a little older and more mature when he or she gains a full, unrestricted license. After the

young driver demonstrates responsible driving behavior, restrictions are systematically lifted until the driver "graduates" to full driving privileges.

This manual explains what graduated driver licensing is and why it is so important for every jurisdiction to take steps towards its implementation.



Section II

# Traditional Driver Licensing vs. Graduated Driver Licensing

## The Traditional Driver Licensing Process

Driver licensing is a function of state government. Each state has different rules and regulations, but the essential steps are similar. An individual applies to the Department of Motor Vehicles or other licensing agency for a driver license. He or she usually must pass a written knowledge test and a vision test before scheduling a road test with the driver license examiner. New drivers must demonstrate basic driving skills in a road test.

In 35 states, a learner's permit is required for novice drivers. Teens under 18 must have parental permission to apply for a learner's permit. Learner's permits automatically expire in all states except Virginia. The expiration ranges from 60 days to six years. Most states place only minimal limitations on driving with a learner's permit. For instance, only 19 have any limits on nighttime driving.<sup>1</sup>

A comprehensive evaluation of state driver licensing codes by the Insurance Institute for Highway Safety concluded that current driver licensing practices "allow a quick and easy route through the learning phase" and place too little emphasis on supervised practice and training.<sup>1</sup> Most highway safety experts agree that it is too easy to get a driver license in this country. Driving a motor vehicle is dangerous, yet the requirements and testing are minimal. It is entirely conceivable that an inexperienced young driver could pass a road test and receive a full, unrestricted driver license with almost no "real world" driving experience. A graduated driver licensing system addresses this problem by controlling the circumstances under which

beginning teenage drivers may get behind the wheel.

## The Graduated Driver Licensing Process

A graduated driver licensing system allows young drivers to acquire safe driving practices and attitudes as they progress through a three-stage process of licensure.

This system has several distinct advantages over the traditional driver licensing system. Graduated driver licensing gives young, novice drivers:

- Practice in developing driving skills over an extended period of time, leading to greater experience, maturity and judgment;
- Increased time in supervised behind-the-wheel training during daylight and nighttime hours;
- Education in basic and advanced driving skills and safety knowledge; and
- Motivation to practice safe driving skills and behavior by requiring a crash-free/conviction-free driving performance prior to full licensure.

### The Three Stages of Graduated Licensing

#### Learner's permit:

Supervision is required at all times, and other restrictions also apply. This period includes basic driver education and requires that no crashes or convictions occur before the learner advances. There are restrictions on carrying teenage passengers, there can be no violations for failing to wear a seat belt and there is zero alcohol tolerance.

#### Intermediate license (or provisional license or junior license):

Fewer restrictions are imposed; for example, unsupervised driving is permitted during daylight hours. This period may include advanced driver education and continues to require zero alcohol tolerance and no at-fault crashes or convictions before advancing the driver to the final stage.

#### Full license (or unrestricted license):

All driving restrictions are removed (except for applicable laws, such as zero alcohol tolerance for drivers under 21).

### Core and Recommended Components

All graduated driver licensing systems contain certain core components in order to be effective. Other components are

recommended and should be considered for any new or expanded program.

### **Stage 1 - Learner's Permit**

This stage allows the young novice driver the opportunity to practice basic driving skills and safe driving practices under totally supervised conditions.

#### **Minimum eligibility requirements:**

- Meet the minimum age required by the state (currently varies from age 14 to age 17; no younger than age 16 is recommended);
- Pass vision and knowledge tests, including rules of the road, signs and signals.

#### **Core components:**

- All driving must be supervised by a licensed parent, guardian or adult at least 21 years old;
- Permit holder must complete basic driver education including behind-the-wheel/vehicle skills training;
- All vehicle occupants must wear seat belts;
- Zero alcohol tolerance for those under age 21;
- Permit is cancelled if applicant is convicted of any alcohol-related offense;
- Applicant must remain free of at-fault crashes and convictions for at least six consecutive months in order to move to the next stage; and
- Minimum holding period of six months;
- Permit is visually distinctive from other driver licenses.

#### **Recommended components:**

- Parental participation in the driving process (for instance, certifying that the novice driver has had a minimum number of supervised hours of driving);
- Youth-oriented and more rapid driver improvement actions are taken in the event of violations or at-fault crashes;
- Limitations on speed and types of roads where driving is allowed; and
- Limitations on carrying teenage passengers.

### **Stage 2 - Intermediate License**

This stage gives the young driver behind-the-wheel practice under less restrictive circumstances and exposes the driver to more demanding driving situations. It provides an opportunity for the new driver to use newly acquired driving and decision-making skills by

allowing unsupervised driving during daylight hours.

**Minimum eligibility requirements:**

- Successfully complete the learner's permit stage;
- Meet the minimum age required by the state; and
- Pass on-road driving test.

**Core components:**

- Restricted nighttime hours of driving unless supervised by a licensed parent, guardian or adult at least 21 years old (for instance, only supervised driving from 10:00 p.m. to 5:00 a.m.);
- All vehicle occupants must wear seat belts;
- Zero alcohol tolerance for those under age 21;
- Successfully complete driver education;
- 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; and
- Applicant must remain free of at-fault crashes and convictions for at least twelve consecutive months in order to move to the next stage.
- License is visually distinctive from other driver licenses.

**Recommended components:**

- Parental participation in the driving process (for instance, certifying that the novice driver has had a minimum number of supervised hours of driving);
- Limitations on speed and types of roads where driving is allowed; and
- Limitations on carrying teenage passengers.

**Stage 3 - Full License**

This stage allows unlimited driving privileges.

**Minimum eligibility requirements:**

- Successfully complete the intermediate license stage;
- Meet the minimum age required by the state; and
- Zero alcohol tolerance for those under age 21.

**Recommended components:**

- Downgrade to a provisional license for drivers whose licenses have been suspended or revoked, and require a crash-free/violation-free period of time prior to re-obtaining

full license until age 21;

- Pass second level knowledge test and on-road driving test; and
- Successfully complete advanced driver education.

Refer to Appendix B for a chart of states that have one or more of the core components of a model graduated licensing law, as developed by the National Committee on Uniform Traffic Laws and Ordinances (Appendix A).



Section III

# How Graduated Driver Licensing is Effective

## Addressing the Problems

Young novice drivers are a highway safety problem for many reasons, primarily a combination of immaturity, inexperience and high-risk driving exposure. This is true for teenagers everywhere, but it is a particular problem in the United States, where more teenagers have cars or have access to a family car than in any other nation.

Teenagers are also more likely to drive older and smaller cars, are less likely to wear seat belts, and are more likely to have multiple teenage passengers.

**Traditional approaches**-high school driver education, a learner's permit and perhaps stepped up penalties for infractions-have not had as great an impact on reducing the incidence of teen crashes and convictions as anticipated. In fact, there is some evidence that early driver education classes may encourage younger licensure, thereby increasing risk exposure.

On the other hand, graduated driver licensing has been shown to be effective by:

- Expanding the learning process;
- Reducing risk exposure;
- Improving driving proficiency; and
- Enhancing motivation for safe driving.

Let's look at each of these four benefits.

### Expanding the learning process



Graduated driver licensing lengthens the learning process. The longer the period of time that elapses between issuance of the first permit to the full, unrestricted license, the more maturity and experience the novice driver will accumulate and the better his or her driving

has been shown to be effective by:

Expanding the learning process:

Reducing risk exposure:

Improving driving proficiency, and

Enhancing motivation for safe driving.

performance will be. The learning experience for driving cannot be rushed. As with any complex task, it takes time to assimilate the skills and information needed to perform the job adequately.

#### Reducing risk exposure

Graduated driver licensing allows young drivers to gain much-needed driving experience in controlled, lower risk circumstances, such as nighttime driving restrictions, passenger limitations, required restraint use for all occupants, and license sanctions that kick in at a lower threshold (e.g., first conviction for a serious violation).

These exposure-reducing components work in two ways. First, they catch young drivers early when they make mistakes or errors in judgment and allow correction. Second, they serve as a motivating factor for teens to study for tests, drive safely and avoid risks in the first place.

### Percentage of Fatal Crashes With Various Characteristics, by Driver Age, 1993

	Driver Age		
	16	17-19	20-29
Single Vehicle	44	37	29
Driver Error	82	74	62
Speeding	37	33	22
3+ Occupants	33	27	18
0.10+ Percent BAC*	5	28	48
Female Driver	34	27	29

\*BAC=Blood Alcohol Concentration. In most states, 0.10 percent is the legal BAC threshold.

Source: Insurance Institute for Highway Safety (Status Report - December 17, 1994)

#### Improving driving proficiency

Placing limits on teen mobility may reduce driving exposure, but driving proficiency can be improved through measures that emphasize getting teens behind the wheel to practice. These components encourage the intermediate licensee to make safe driving decisions while driving to reduce risk. They include: multi-level instruction coupled with multi-level testing (giving inexperienced drivers the opportunity to first learn then practice the basics before moving on to learning and practicing more advanced skills); parental guidance; driver improvement courses; and delayed re-testing after failure.

#### Enhancing motivation for safe driving

Graduated driver licensing not only helps the novice driver better cope with risks, but also enhances the motivation to drive safely and "play by the rules." Restrictions are lifted as rewards for good driving, and sanctions are imposed for violations. For young drivers, the worst sanction may be the delay that keeps them in an earlier stage longer, while their peers advance to the next level. By making relief from restrictions contingent upon a good driving record, graduated driver licensing provides incentive to drive safely.

## **How the Community Can Promote Graduated Driver Licensing**

Everyone has a role to play in promoting graduated driver licensing and helping it succeed. Here are just a few examples:

### **Parents-**

Parents or guardians are essential. While no system should put all the burden on parents, a graduated driver licensing system emphasizes parental supervision (e.g., providing driving practice, determining when and where driving is done, etc.) and parental certification that practice hours have been completed as required. Graduated driver licensing encourages parents to actively take part in preparing their teenagers for driving. It provides an opportunity for parents to serve as positive role models for their children.

### **Traffic Safety Education Field -**

Driver education works better with a graduated driver licensing system, which provides an incentive for formal instruction. The current high school driver education system can be adapted to fit well within a graduated driver licensing system. This would require the course to be divided into two or three discrete phases, with practice sessions and testing at the end of each segment.

Modern communications tools such as home video and interactive computer learning materials can supplant or augment classroom training prior to behind-the-wheel practice. Training programs and materials should not focus on how to pass the test but rather how to incorporate the appropriate skills, attitude and behavior to be

a safe, successful driver. Such a program should also include information on other aspects of transportation safety, such as pedestrian safety, bicycle safety, the need for occupant protection, and the importance of motorcycle helmets. Programs should also cover transportation issues such as alternate transport, trip planning and vehicle preparation and actions to take in an emergency. And, where there is a choice, teens should be encouraged to drive safer vehicles.

## Medical Community-

The medical community sees firsthand the results of motor vehicle crashes. Most physicians, nurses, emergency medical service professionals and others will tell you that the hardest part of their job is telling a family about the loss of a child or other family member. Although implementation of a graduated driver licensing process does not directly involve the medical community, these individuals (as well as their state and national professional organizations) are likely to be strong allies and partners in the process.

Driving is  
a skill  
that  
improves  
with time  
and  
maturity.

## Law Enforcement -

Nearly every national law enforcement group has endorsed graduated driver licensing because police officers-like the medical community-are the ones who see the results of poor driving every day. Law enforcement has an active role to play in the implementation of a new system, and keeping traffic officers informed about changes in laws is a vital step. Law enforcement officers are also highly effective speakers at high school assemblies, Scout meetings, and other youth group gatherings.

## Questions and Answers On Graduated Driver Licensing

Does graduated licensing discriminate against teenagers?

No. On the contrary, graduated driver licensing protects teenagers by introducing beginning drivers to the driving process under controlled circumstances in a low-risk manner. Just as teens are not allowed to conduct certain work, legal or financial transactions without direct parental involvement, they should not be allowed to drive until they have learned how to do it safely.

How can teens get around to school, jobs and extracurricular activities?

There is no question that, for safety's sake, graduated driver licensing limits mobility for younger teens. This is true especially at night (the most dangerous time), but most states allow exceptions in the case of driving to school or work or for farm-related activities.

Delaying full licensure does not significantly hinder extracurricular and social activities, however. A survey by the Insurance Institute for Highway Safety of more than 50,000 high school students in seven states found that the social life and work patterns of

16-year-olds were generally unaffected by the beginning driving age in their state.

Is driver education the best way to learn to drive?

A good program that combines both classroom learning and behind-the-wheel training is an effective way to learn basic driving skills. But most driver education programs do not allow for significant hours of practice driving, and that is what new drivers need. Driving is a skill that improves with time and maturity. A 1994 Report to Congress by the National Highway Traffic Safety Administration concluded that "current novice driver education is not doing a very good job in motivating youngsters to drive safely." A graduated driver licensing system rewards good driving by allowing the safe novice driver to move ahead to the next step.

Aren't parents anxious for their teens to drive so they don't have to be the "chauffeur"?

Parents face a real dilemma when it comes to teen driving. On the one hand, most are quite anxious to give up the "chauffeur" duties and let their teens handle their own transportation. On the other hand, they are fearful of the increased risks this brings. Parents strongly support

graduated driver licensing, despite some minor inconveniences to themselves. More importantly, graduated driver licensing gets parents more involved by asking them to ensure their children get enough supervised driving practice. The longer period of supervised driving gives parents and teens plenty of opportunity not only to practice but also to discuss driving skills, attitudes and behaviors. Parents also may feel more secure once their teens are fully licensed because they have more experience and maturity to handle difficult situations on the road.

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**Graduated Licensing:  
A Blueprint for North America**

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Many jurisdictions in the United States and Canada have adopted graduated licensing, an increasingly popular approach to reducing new drivers' risk of collisions, and many more are considering it. Such an approach is needed because of the extremely high crash rates among new drivers, especially young ones. In the United States, 16 year-olds have almost 10 times the crash risk of drivers ages 30-59 and almost 3 times the risk of older teenagers.<sup>1</sup>

Jurisdictions traditionally have allowed quick and easy paths to full-privilege licensure at an early age, which contributes to the high crash rate of young drivers. Graduated licensing offers a more sensible and less risky way for new drivers to begin. Although many North American systems are too new for formal evaluation, impressive crash and injury reductions have been reported thus far in California, Florida, Kentucky, Michigan, North Carolina, Nova Scotia, Ontario, and Quebec.<sup>2-9</sup> Fifty-five jurisdictions (District of Columbia, 44 U.S. states, 9 Canadian provinces, and 1 Canadian territory) have enacted one or more elements of graduated licensing, all but a few of which were enacted since 1994. There is tremendous variation in the programs that have been introduced. To assist other jurisdictions where graduated licensing is being contemplated or where further changes are being considered, this document provides recommendations for the structure and characteristics of such systems. Recommendations are based on scientific research where available and on what graduated systems are intended to accomplish.

## **WHAT IS GRADUATED LICENSING?**

Graduated licensing is a system for phasing in on-road driving, allowing beginners to get their initial experience under conditions that involve lower risk and introducing them in stages to more complex driving situations. Essentially an apprentice system, graduated licensing involves three stages. The first is a supervised learner's period, lasting a minimum of 6 months in optimal systems, then an intermediate licensing phase that permits unsupervised driving only in less risky situations, and finally a full-privilege license becomes available when conditions of the first two stages have been met.

Within this framework, substantial variation is possible in terms of the provisions of the stages and their duration. This variation often has created difficulty for jurisdictions that are constructing a graduated system. Policymakers need to know what features their system should include and what the characteristics should be.

## **GENERAL FEATURES**

**Who should be covered?** A graduated system is designed to address driving inexperience, so there is some justification for applying it to beginners of all ages. This is the approach taken in Canada, where a significant number of new drivers are not young.<sup>10</sup> In contrast, the graduated systems in all U.S.

states except Maryland and New Jersey apply only to young drivers — specifically those younger than 18, the legal age of adulthood in the United States. If a driver is 18 or older when first licensed, graduated licensing does not apply; if 18 is reached while in the system, graduation is automatic.

Young drivers have been the focus of U.S. systems primarily because they constitute the largest group of beginners and have the highest crash risk.<sup>1</sup> Regardless of driver age, inexperience increases crash risk, and inexperience combined with immaturity magnifies this risk. It is possible that some states have significant numbers of older beginners, although this has not been adequately determined

**Recommendation:** Consider the age distribution of the beginning driver population in deciding whether to apply graduated licensing to all beginners or only young beginners, who are the primary targets.

**How many stages?** A complete graduated licensing system includes all three stages — the supervised learner's period, the intermediate license that permits some unsupervised driving, and full-privilege licensure. It is important to include both of the first two stages, but 16 of the 55 jurisdictions with elements of graduated licensing have not done so. Nine programs include only the learner's stage, and three include only a night driving prohibition in the intermediate licensing stage; sacrificing either of these elements likely limits program effectiveness.

**Recommendation:** Implement three-stage licensing systems.

#### **LEARNER'S PHASE: KEY FEATURES**

Under traditional licensing systems, most jurisdictions allow for a learning period prior to full licensure. However, in many cases a learner's permit is optional; when it is required, its minimum holding period either is not specified or is short, typically 30 days. In a graduated system, an extended learner's period is essential to provide the opportunity for extensive supervised on-road practice in a variety of conditions. Research shows that supervised driving is a relatively safe activity.<sup>11</sup>

**When should the licensing process start?** Jurisdictions that recently have adopted graduated licensing or components of it generally have maintained the starting ages in effect under their prior licensing systems, which range from 14 to 16 years. There are six exceptions. Colorado's minimum permit age went from 15, 3 months to 15; Idaho's from 15 to 14, 6 months; Newfoundland from 17 to 16; Ohio lowered the permit age from 16 to 15, 6 months but allows driving only while supervised by a parent or driving instructor before age 16. Virginia initially lowered the permit age from 15, 8 months to 15 and has subsequently raised it to 15, 6 months. Michigan's permit age was moved back from 15 to 14,

9 months. Hawaii raised the permit age from 15 to 15, 6 months. The rationale for lowering the starting age is to allow more time for supervised driving before continuing to the intermediate license. However, because this allows driving at an even younger age, it may encourage younger people to drive unsupervised as well as supervised, and may also result in more 16 year-olds being licensed at an earlier age. A study of fatal crashes of 15 year-olds in states where permits are allowed at this age found that three of four beginners were driving illegally.<sup>11</sup> The effect of a younger permit age has not been established yet, but policymakers should consider that lowering the permit age might increase rather than decrease risk. Raising the starting age to 16 would have safety benefits. In a few systems the starting age is 16, but no jurisdiction has raised the minimum permit age as graduated licensing has been introduced.

**Recommendation:** Maintain the starting age at 16, or raise it to 16.

**What driving restrictions should be imposed?** A critical aspect of the learner's phase is to require adult supervision of all driving — i.e., supervision by a fully licensed driver at least age 21. Some jurisdictions leave the kind of driving to the discretion of the supervisor, some impose restrictions such as barring nighttime driving, and other jurisdictions require some practice driving at night. North Carolina phases in driving during the 12-month learner's stage, disallowing nighttime driving during the first 6 months.

**Recommendation:** Require adult supervision and restrict driving at the discretion of the supervisor. It is acceptable to phase in more difficult driving, as in North Carolina.

**Should a minimum amount of practice driving be required?** Requiring parents to certify that a certain number of hours have been driven under supervision facilitates the goal of the learner's stage. It also protects against the possibility that beginners will stay off the roads to avoid crashes or traffic violations that may delay graduation to the next stage. Twenty-nine of the 55 jurisdictions with elements of graduated licensing impose this requirement; 14 require driving 50 hours, and the others require 12-40 hours. In some of these, a portion of the driving hours has to be accumulated at night.

**Recommendation:** Require 30-50 hours of certified driving, some of which should be allocated to nighttime driving.

**At a minimum, how long should permits be held?** Under the licensing systems that preceded graduated licensing, a few jurisdictions specified a minimum stay in the learner's phase. In other

jurisdictions, required holding periods did not exist, or they were determined by the age at which a permit was obtained if the jurisdiction allowed a permit at a younger age (e.g., 15, 6 months) than the minimum age for licensure (e.g., 16). No research has addressed the appropriate amount of time for a learner's phase. The range among the 55 jurisdictions with elements of graduated licensing is broad, from 30 days to a year. The developing consensus is that a minimum of 6 months is reasonable (32 jurisdictions require 6 months, and 8 require 1 year).

**Recommendation:** Establish a minimum 6-month learner's phase.

#### **INTERMEDIATE STAGE: KEY FEATURES**

The highest risk for beginning drivers is when they first get their licenses and can drive unsupervised, with the first few months being particularly risky.<sup>12</sup> Thus key features of graduated licensing include establishing an appropriate minimum age for unsupervised driving and initially restricting some kinds of unsupervised driving. Some jurisdictions do impose a stage after the learner's period during which beginners are subject to tougher penalties on an accelerated schedule; but this is not the same as the intermediate stage under graduated licensing, which restricts when and where beginners are allowed to drive. The goal is to keep initial license holders out of high-risk situations as they continue to accumulate driving experience.

**What should the starting age be?** If the learner's phase starts at the recommended age of 16 and lasts for at least 6 months, the earliest age at which the intermediate stage would begin is 16, 6 months. However, in most jurisdictions the starting ages for learners and/or the minimum holding periods allow advancement at an earlier age.

**Recommendation:** Do not permit any unsupervised driving before age 16, 6 months.

**How should nighttime driving be limited?** For drivers of all ages, crash risk is higher at night than during the day. Night driving is especially risky for young beginners,<sup>13</sup> which is why unsupervised nighttime driving has been restricted in a few states for many years. Research has established that such restrictions are effective in reducing crashes and strongly endorsed by parents. Young people also adapt to night driving restrictions.<sup>13-18</sup>

Licensure laws in 38 jurisdictions include night driving restrictions, but starting times vary widely. One jurisdiction specifies a 6 p.m. start, one at sunset, one at 8 p.m., three at 9 p.m., one at 10 p.m., eight at 11 p.m., seventeen at midnight, one at 12:30 a.m., and five at 1 a.m. Among the states with 11 p.m. starting times, two start later on weekend nights, and one has a later starting time for 17

year-olds. In the United States, about three-quarters of the nighttime crashes of 16 and 17 year-olds occur before midnight (9-11:59 p.m.). Night driving restrictions that begin both early and late effectively reduce crashes during the restricted hours, but those restrictions that start earlier reduce a greater number of crashes because more drivers are affected.<sup>14</sup> Also, parents prefer an early start.<sup>15</sup>

Night driving is allowed under adult supervision, and jurisdictions typically allow some unsupervised driving during restricted hours. Work-related driving generally is allowed, and many jurisdictions allow driving to and from school-related activities. A variety of other exemptions also may apply — e.g., for religious events or volunteer fireman duties. The intention is not to deny essential driving at night but to limit high-risk recreational driving.

**Recommendation:** Restrict unsupervised night driving by newly licensed drivers. Examine the pattern of nighttime crashes in the age group to which graduated licensing will apply to decide when this restriction should begin; optimal starting times are 9 or 10 p.m. Exempt appropriate activities from the night driving restriction.

**Should teenage passengers be restricted?** Research shows that unsupervised driving with teenage passengers increases crash risk compared with driving alone; the more passengers the greater the risk.<sup>19-21</sup> The presence of teenage passengers increases crash risk both day and night,<sup>19</sup> so night driving restrictions alone do not adequately address this problem.

California was the first North American jurisdiction to ban teenage passengers. The ban applies during the first 6 months of a 12-month intermediate licensing phase unless an adult is present in the car. Early research indicates that this measure has reduced the number of teenage passengers injured when riding with 16-year-old drivers.<sup>2</sup> Twenty other jurisdictions also limit passengers. Requirements vary as to whether this restriction applies to all passengers or to teenagers only, how many passengers are allowed, and whether family members are exempt. A few jurisdictions specify no more passengers than there are seat belts, but this is not effective because it allows four or more teenage passengers.

Research indicates that New Zealand's passenger restriction is effective, although more young people were found to violate this rule than the one that restricts driving at night.<sup>22,23</sup> Many parents support teenage passenger restrictions, but the support is less than for nighttime restrictions.<sup>15</sup>

**Recommendation:** Limit teenage passengers to none or just one during some or all of the intermediate phase, absent adult supervision.

**How long should the intermediate phase last? When should full privileges be allowed?** The specified minimum length of time is 1 year in Newfoundland; 1 year, 3 months in Manitoba; 1 year, 6 months in the Yukon; and 2 years in Nova Scotia. In Canada, the age of graduation from the system is not an issue because this is not linked to driver age.

In the United States, 37 systems allow full-privilege driving before age 18. Only 8 states hold young people in the system until age 18; this can be accomplished by raising the starting age, setting the duration of the stages so it is impossible to graduate before age 18, or requiring beginners to remain in the intermediate stage until age 18 even though they may have completed the time requirements at a younger age.

The actual time spent in the intermediate stage can vary widely from state to state, depending on the age a young driver enters the system. For those who obtain an intermediate license at the earliest possible age, the time ranges from 6 months to 2 years. But teenagers who start the process later and reach age 18 before or soon after they start the intermediate phase spend less time in this stage. Such situations could be avoided by applying graduated licensing to all beginners regardless of age, but then policymakers would have to revisit the wisdom of night driving and passenger restrictions. Maryland, for example, drops the night driving restriction for beginners who are older than 18. New Jersey waives night and passenger restrictions for all new drivers 21 and older.

**Recommendation:** Hold beginning drivers in the intermediate stage until at least age 18. Both inexperience and immaturity contribute to the high crash rate of young drivers, and graduated systems can address both by delaying the age of full-privilege driving until 18.

**Should a test be required before full-privilege licensure?** Requiring drivers to pass an exit test that is more difficult than the initial on-road licensing test in order to graduate to full-privilege driving could motivate beginners to develop their skills and weed out drivers who have not practiced enough to become proficient. Such tests have been introduced in Ontario and British Columbia but are not part of any U.S. system.

**Recommendation:** Consider an exit test to ensure competence prior to full-privilege licensure.

#### **OTHER ISSUES**

**Should driver education be required?** Traditional driver education has not reduced crashes,<sup>24</sup> although it can be a superior way to learn basic driving skills. The on-road training it involves also can

contribute to a beginner's driving experience. How to integrate driver education with a graduated licensing system has been the subject of much general discussion and extensive consideration in a recent report.<sup>25</sup> With a few exceptions, jurisdictions merely have carried over the driver education requirements of prior licensing systems. The driver education requirement in Maine now applies to drivers younger than age 18, rather than 17. New Jersey and South Carolina added a driver education requirement. Michigan changed its driver education format to a two-phase system, as recommended by the National Highway Traffic Safety Administration, to correspond to the phases of graduated licensing.<sup>24</sup> In Canada, six provinces grant a "time discount" to beginners who take driver education, allowing them to graduate sooner. This has been found to be counterproductive.<sup>8</sup>

**Recommendation:** Graduated licensing works with or without driver education. In jurisdictions that do not already require driver education, the graduated system need not include any such provisions. In jurisdictions that do require driver education, the training should be integrated to complement graduated licensing. Ways should be explored to harmonize the delivery of driver education lessons with multistage graduated licensing requirements.<sup>25</sup> However, there is no justification for time discounts.

**What about penalty provisions?** In practice, graduated systems are largely self-enforcing, with parents playing a major role. All jurisdictions penalize drivers in graduated systems who do not comply with driving restrictions or who are involved in traffic violations or at-fault crashes. Almost all jurisdictions delay or prohibit graduation from the system if there is evidence of a poor driving record. In Nova Scotia, for example, sufficient violations incurred during the two-year intermediate stage start the clock over so that drivers with such records who entered the system at age 16 could remain under a midnight driving restriction until well beyond age 18. The threat of such a penalty can provide strong motivation for safe driving.

**Recommendation:** Include penalty provisions that delay graduation for beginners with poor driving records.

## OVERALL ASSESSMENT

In the 55 North American jurisdictions where versions of graduated licensing have been enacted, significant reductions in collisions and injuries are anticipated. However, even more substantial reductions would be possible if jurisdictions met all the recommendations for a graduated system. In an optimal

system, young beginners would not start until age 16, spend at least 6 months in a learner's stage with parents having to certify at least 30-50 hours of practice, enter an initial license stage with restrictions on unsupervised nighttime driving starting at 9 or 10 p.m. and transporting teenage passengers, both lasting for at least 6 months, and graduation to an unrestricted license should not be permitted until at least age 18.

To assist jurisdictions that are considering changes in their licensing systems, all novice driver licensing programs in North America are rated according to the degree to which they meet these optimal requirements. No jurisdiction approaches this ideal although some have elements of it. The jurisdictions are rated below as good, acceptable, marginal, or poor. These ratings are intended to reflect the strength and likely effectiveness of the systems in reducing injuries. The most important component of a graduated system is restricting high-risk driving once an initial license is obtained. This is when crash rates are the highest and when the biggest effects can be seen. The tougher the restrictions and the longer they last beyond the 16th birthday, the higher the rating. A lengthy learner's period of supervised driving is also important and is taken into account in the ratings. The criteria are indicated below, and in the rating of jurisdictions, the licensing system elements that produced the rating are indicated. Full details of the licensing system components for North American jurisdictions can be found at the Institute's website, [www.highwaysafety.org](http://www.highwaysafety.org).

**Good:** minimum 6-month learner's phase for young beginners; once licensed, beginners are subject to nighttime restrictions, beginning at 10 p.m. or earlier and extending to 5 a.m. and/or a restriction that allows no more than one passenger when driving unsupervised; and beginners must wait until age 17 for their unrestricted licenses

**Acceptable:** law includes the late evening/night driving or passenger restriction listed above, and beginners must wait until 17 for their unrestricted licenses; or law includes a minimum learner's phase (any length) plus some restrictions on driving hours and/or passengers, and beginners must wait until age 16, 6 months for their unrestricted licenses

**Marginal:** law includes a minimum learner's phase (any length) plus some restrictions on driving hours and/or passengers when initially licensed, or law includes only a learner's phase lasting a minimum of 6 months; or law includes only restrictions on driving hours and/or passengers once a beginner is licensed

**Poor:** no minimum learner's phase and no nighttime or passenger restrictions; or minimum learner's phase shorter than 6 months

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**Teenage Passengers in Motor  
Vehicle Crashes: A Summary  
of Current Research**

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Most studies of motor vehicle crashes involving young people focus on drivers. However, much of the problem involves young people traveling as passengers. This report summarizes the current state of knowledge concerning teenage passengers and motor vehicle crashes. Topics covered are the contribution of teenage passengers to the overall problem, the heightened risk when teenage passengers are transported by teenage drivers, characteristics of crashes involving teenage drivers and passengers, and the effects of passenger restrictions in graduated licensing systems.

### Contribution to the Problem

Table 1 lists the numbers of young drivers and passengers killed when traveling in passenger vehicles in 1999. These data are based on the Fatality Analysis Reporting System (FARS), a census of fatal motor vehicle crashes on U.S. public roads. Considering all the teenage years 13-19, 54 percent of the deaths were drivers, 46 percent were passengers. Based only on the driving-age population 16-19, 60 percent were drivers, 40 percent were passengers. At ages 13-15, more young people were killed as passengers than as drivers. At age 16 — the highest risk age for drivers — 48 percent of the deaths were passengers, and slightly more 16-year-old females were killed as passengers than as drivers.

**Table 1**  
**Numbers of Fatally Injured Drivers and Passengers, United States 1999**

Age	Drivers			Passengers		
	Male	Female	Total	Male	Female	Total
13	8	3	11	65	48	113
14	9	3	12	95	90	185
15	50	21	71	160	139	299
16	267	176	443	223	190	413
17	407	241	648	257	182	439
18	511	226	737	284	187	471
19	594	186	780	239	153	392
Total	1,846	856	2,702	1,323	989	2,312

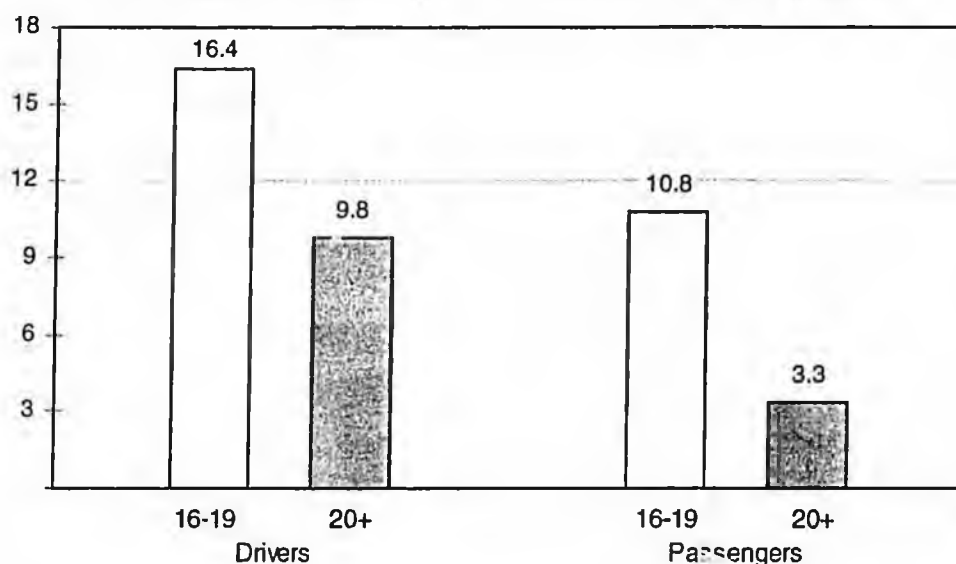
As shown in Figure 1, the relative increase in death rates for 16-19-year-old occupants compared with those ages 20 and older is much greater for passengers (10.8 vs. 3.3 per 100,000 population) than for drivers (16.4 vs. 9.8)

### Reasons for the Problem

One important factor elevating the death rate of teenage passengers is their frequent travel with teenage drivers. This situation increases the already high crash risk of teenage drivers.

FARS data indicated that in 1999 64 percent of the deaths of 13-19-year-old passengers (66 percent for males, 61 percent for females) occurred when other teenagers were driving. The highest proportions of teenage passengers killed in vehicles with teenage drivers were at ages 16 (78 percent), 17 (68 percent), and 15 (70 percent).

Figure 1  
Death Rates per 100,000 Population, Drivers and Passengers by Age, 1999

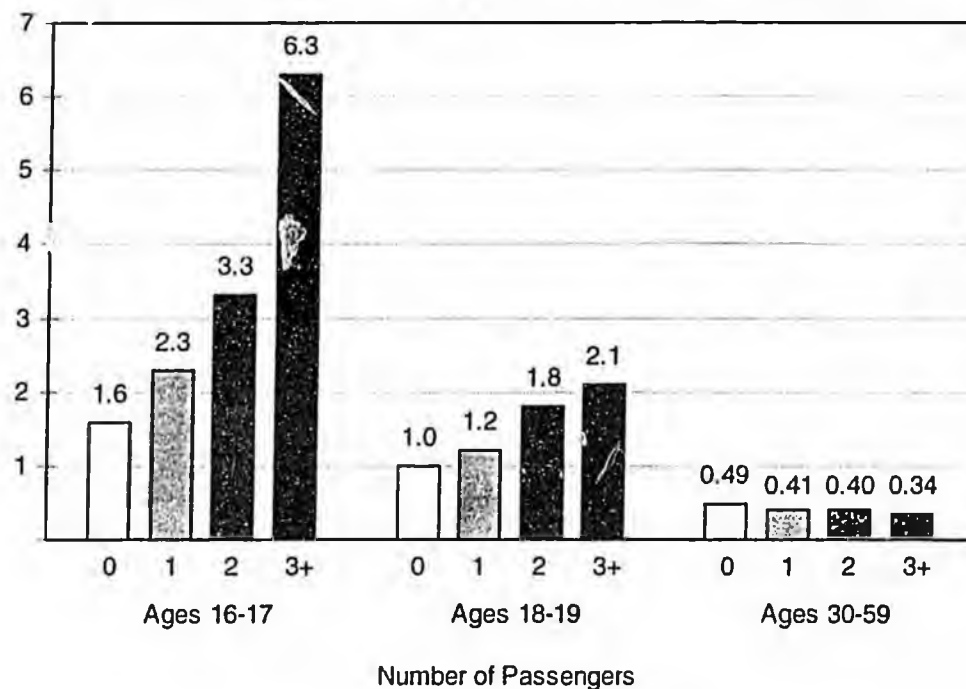


Four recent North American studies have quantified the crash risk associated with teenage drivers transporting teenage passengers (Aldridge et al., 1999; Chen et al., 2000; Doherty et al., 1998; Preusser et al., 1998). Collectively, findings from these studies indicate that the presence of passengers strongly increases crash risk for teenage drivers; the more passengers the greater the risk. For example, in one study the presence of one passenger almost doubled the fatal crash risk compared with driving alone. With two or more passengers, the fatal crash risk was five times as high as driving alone (Doherty et al., 1998). Results were similar for male and female teenage drivers. There is excess risk for young drivers with passengers both day and night. For older drivers, on the other hand, passengers either have no effect on crash risk or a beneficial effect, with drivers less likely to crash if there are passengers in the vehicle.

Part of the increased injury risk with passengers present could be because higher vehicle occupancy by itself increases the opportunity for injury in a crash. However, there is increased risk for young drivers with passengers present in studies that are based on involvement in crashes (Doherty et al., 1998) or deaths to drivers per million trips (Chen et al., 2000), where the influence of high vehicle occupancy on the likelihood of injury is not a factor.

Figure 2 presents data from the 1990 Nationwide Personal Transportation Survey and from the 1988-94 General Estimates System, a probability sample of police-reported crashes on public roads that result in property damage, injury, or death. Figure 2 indicates the high rate of crash involvement for teenage drivers when alone relative to older drivers, the increasing risk as passengers are added — especially for 16-17-year-old drivers — and the beneficial effect of passengers for older drivers.

**Figure 2**  
**Crash Rates by Driver Age and Passenger Presence per 10,000 Trips**



The increased risk with passengers present is thought to be largely the result of distraction and risk-taking factors. In vehicles with several young occupants, there is often considerable verbal interaction, music playing, and sometimes physical interactions. Young people are in the beginning stages of driving, and inattentiveness to the task can have serious consequences. There is much anecdotal evidence of inducements to risk taking or showing off in multiple-occupancy crashes involving young people. In police reports of fatal crashes in which two or more teenagers were in the vehicle, there is in some cases evidence of distraction (e.g., turning around to talk to someone in the rear seat), physical interference (e.g., passenger grabbing the steering wheel), or inducements to risk taking (e.g., trying to get the driver to overtake another vehicle) (Williams, Preusser, et al., 1998). In a survey of teenagers asked to describe all the dangerous driving situations in which they had participated during the past 6 months, 85 percent of the reported incidents involved one or more peers as passengers in the vehicle (Farrow, 1987).

As further evidence of increased risk taking when passengers are present, a study of on-road driving behavior in England found that young drivers with young male passengers drove more dangerously than drivers without passengers — that is, they drove faster and accepted smaller gaps at intersections (McKenna et al., 1998).

### Are Some Driver-Passenger Combinations More Dangerous?

In both the study of on-road driving (McKenna et al., 1998) and the study of driver fatality rates per trip with and without passengers (Chen et al., 2000), certain combinations of occupants had extra high risks while others did not increase risk or reduced it. In both studies, the high-risk combinations were male or female drivers with male passengers. In the study based on driver death rates (Chen et al., 2000), the presence of one male passenger almost doubled the death rate per 1,000 crashes for both male and female drivers, and two or more male passengers more than doubled it.

The lower risk situation involves a male driver and a female passenger. In the study of on-road driving (McKenna et al., 1998), males with a female passenger drove slower and did not follow vehicles as closely as did males driving alone. In the study based on driver death rates (Chen et al., 2000), there was no increased risk with one female passenger, but there was with two or more. The driver death rates study found some increased risk when young females transported other young females, although the on-road study indicated no difference in driving risk compared with driving alone.

### Crash Characteristics

The crashes of youthful drivers are more likely to involve a single vehicle, driver error, and speeding (Williams et al., 1995). Analysis of 1999 FARS data indicated that the crashes involving multiple passengers were even more likely to have these characteristics (Table 2). For example, 56 percent of the fatal crashes of 16-17-year-old drivers with three or more passengers were single vehicle compared with 32 percent of fatal crashes where the driver was alone; 90 vs. 75 percent involved driver error, and 48 vs. 27 percent involved speeding. A higher proportion of crashes with multiple occupants involved alcohol, although crashes involving alcohol are a rare feature of 16-17-year-old driver crashes in general.

Table 2  
Percent of Fatal Crashes of 16-17-Year-Old Drivers with Certain Characteristics by Number of Passengers, United States 1999

Crash Characteristics	Driver Alone	Driver and 1 Teenage Passenger	Driver and 2 Teenage Passengers	Driver and 3+ Teenage Passengers
Single vehicle	32	40	44	56
Driver error	75	79	84	90
Speeding	27	37	44	48
Driver with positive blood alcohol concentration	11	12	13	20

### Passenger Restrictions

New Zealand's graduated licensing system, adopted in 1987, includes a passenger restriction for initial license holders. Some U.S. states are now including passenger restrictions in their graduated licensing systems. As of November 2000, 15 states had passenger restrictions in the initial licensing phase. The restrictions vary in terms of number and ages of passengers allowed, whether or not family members are exempted, and the duration of the restriction. All 15 jurisdictions with passenger restrictions allow such travel if there is an adult in the vehicle. Licensing laws for all 50 states and the District of Columbia, including detailed information on passenger restrictions, can be found at the Insurance Institute for Highway Safety's website ([www.highwaysafety.org](http://www.highwaysafety.org)).

Passenger restrictions have great potential to reduce crashes and injuries. For example, FARS data showed that in 1995 (prior to the graduated licensing movement) 53 percent of the deaths in crashes of 16-17-year-old drivers occurred when they were transporting other teenagers without an adult present, and 68 percent of these deaths happened during the daytime hours 5 a.m.–9 p.m. Passenger restrictions potentially prevent many more deaths than night driving restrictions, especially nighttime restrictions that start late, and add to the effect of nighttime restrictions. Table 3 indicates the numbers of deaths potentially prevented by passenger and night driving restrictions, by themselves and in combination.

Table 3  
Deaths Potentially Prevented by Nighttime and Teenage  
Passenger Restrictions, United States, 1995

Nighttime Restriction	Teenage Passenger Restriction	
	No	Yes
No	0	1,691
Midnight–5 a.m.	347	1,807
9 p.m.–5 a.m.	856	1,998

### Effects of Passenger Restrictions

It is too early to tell what the effect of passenger restrictions will be in the United States. However, New Zealand's restriction was found to reduce crashes involving passengers among newly licensed drivers (Begg et al., 1999). Survey data from New Zealand also suggest that compliance will be more of an issue with passenger restrictions than in the case of night driving restrictions. For example, in one survey, 65 percent of males and 70 percent of females reported violating the passenger restriction at least sometimes, compared with 52 percent of males and 45 percent of females who said they at least sometimes violated the nighttime restriction (Harre et al., 1996).

Concern has been expressed that many young people will not comply with the passenger restriction, or that compliance will result in more young drivers on the road, increasing crash risk. Although the actual effects of passenger restrictions are yet to be established, the crash risk for alternative

forms of travel is known, and a recent study estimated the effect of 12-month passenger restrictions under varying degrees and types of compliance (Chen et al., 1999). Under a high-compliance scenario (10 percent violate the restriction and continue to travel with young drivers, 10 percent drive themselves, 20 percent forgo the trip, 60 percent go with older drivers) an estimated 345 of the 1,180 yearly deaths associated with young drivers traveling with passengers would be prevented. Because the risk of traveling with passengers is so high, even under a low-compliance scenario (80 percent continue to travel with young drivers, 10 percent drive themselves, 10 percent go with older drivers) about 60 deaths would be averted. There is such a major increase in crash risk when young drivers transport teenage passengers that even if all passengers ages 16-19 were to comply by driving themselves, an estimated 290 yearly deaths would be prevented. Thus although the magnitude of the effect of passenger restrictions is not presently known, it is expected to be strongly positive.

Various other concerns have been expressed about passenger restrictions, including personal safety if young women are forced to travel alone and that activities such as double-dating and having a designated driver would be prohibited.

Parents support passenger restrictions but not as strongly as they support night driving restrictions. In a 1995 national survey of U.S. parents, 74 percent supported a nighttime restriction compared with 43 percent who supported a passenger restriction (Ferguson and Williams, 1996). In most surveys, however, the majority support passenger restrictions. In four states in which parents of graduating seniors were interviewed, 54 percent in Connecticut, 72 percent in Delaware, 54 percent in New Jersey, and 63 percent in New York supported passenger restrictions (Williams, Ferguson, et al., 1998). In Connecticut and Florida, where the same parents were interviewed before and after their teenagers were licensed, support for a passenger restriction increased from 56 to 69 percent in Florida and from 58 to 72 percent in Connecticut, even though neither state has one (Ferguson et al., 2000).

Initial reports on the effects of passenger restrictions in graduated licensing systems are expected to be available in late 2001 and will be added to this paper. California had the first meaningful passenger restriction, not allowing passengers younger than 20 to be transported without an adult present for the first 6 months of licensure. Preliminary results indicate that in 1999 teenage passenger deaths and injuries when traveling with 16-year-old drivers declined by 23 percent compared with the 5 prior years (Automobile Club of Southern California, 2000).

A major study on how young people accommodate to passenger restrictions was conducted in California (Williams et al., 2001). In this study, young people and their parents, before and after graduated licensing, were interviewed multiple times about passenger restrictions and other aspects of the graduated system. Most parents approved of the passenger restriction, but the majority of teenagers did not. However, transportation of teenage passenger decreased. Prior to graduated licensing, few parents

were restricting who their children transported, but there was a substantial increase in restricting teenage passengers when the graduated system was introduced, even though compliance was by no means universal.

Teenagers said the passenger restriction impacted their social activities, but most (89 percent) said they could find ways to do their activities anyway, and 74 percent said the restriction did not affect them very much. The majority of parents said there was no inconvenience caused by the passenger and night driving restrictions. Only 8 percent said there was inconvenience that was frequent or major. Thus, the strong California restrictions on transporting young passengers appears to be well tolerated by teenagers and their parents and should produce reductions in crashes and injuries.

For the full report of this study, "Responses of teenagers and their parents to California's graduated licensing system" by Williams et al., e-mail [awilliams@iihs.org](mailto:awilliams@iihs.org) or write: Publications, Insurance Institute for Highway Safety, 1005 North Glebe Road, Arlington, VA 22201.

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**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Alabama / P	15 <sup>1</sup>	None	None	There is no intermediate stage. The minimum license age is 15.			—	—
Alaska / M (eff. 1/1/1999)	14	6 mo.	None	There is no intermediate stage. The minimum license age is 16.			—	—
Arizona / P (eff. 12/31/1999)	15, 7 mo. <sup>2</sup>	5 mo. (eff. 7/18/2000)	25 hr., 5 of which must be at night <sup>2</sup>	There is no intermediate stage. The minimum license age is 16.			—	—
Arkansas / M (eff. 5/8/1999)	14	6 mo. <sup>3</sup>	None	Intermediate stage has no passenger or night driving restriction. <sup>3</sup> (eff. 8/13/2001)			—	—
California / G (eff. 7/1/1998)	15 <sup>4</sup>	6 mo.	50 hr., 10 of which must be at night	16	Midnight-5 a.m. S	First 6 mo.: No passengers younger than 20 unless supervised by 25-year-old driver S	17	16, 6 mo.
Colorado / A (eff. 7/1/1999)	15 <sup>5</sup>	6 mo.	50 hr., 10 of which must be at night	16	Midnight-5 a.m.	None	17	—
Connecticut / M (eff. 1/1/1997)	16	6 mo. (4 mo. with driver education)	None	There is no intermediate stage. The minimum license age is 16, 4 mo. <sup>6</sup>			—	—
Delaware / A (eff. 7/1/1999)	15, 10 mo.	6 mo. <sup>7</sup>	None	16, 4 mo. <sup>7</sup>	9 p.m.-6 a.m. <sup>7</sup>	No more than 2 passengers <sup>7</sup>	16, 10 mo.	16, 10 mo.
District of Columbia / G (eff. 9/1/2000)	16	6 mo. <sup>8</sup>	40 hr. in learner's stage; 10 hr. at night in intermediate stage	16, 6 mo.	Sept.-June: 11 p.m.-6 a.m. Su-Th, Midnight-6 a.m. F-Sa; July-Aug.: Midnight-6 a.m. <sup>8</sup>	First 6 mo.: No passengers except one licensed driver 21 or older (family members excepted); Thereafter, no more than 2 passengers younger than 21 (family members excepted)	18 <sup>8</sup>	17
Florida / A (eff. 7/1/1996)	15	12 mo. (eff. 10/1/2000)	50 hr., 10 of which must be at night (eff. 10/1/2000)	16	11 p.m.-6 a.m. (age 16), 1 a.m.-5 a.m. (age 17)	None	18	—
Georgia / G (eff. 7/1/1997)	15	12 mo.	40 hr., 6 of which must be at night (20 hr., 6 of which must be at night, with driver education) (eff. 1/1/2002)	16	Midnight-6 a.m. (eff. 1/1/2002)	First 6 mo.: No passengers (family members excepted); Thereafter, no more than 3 passengers younger than 21 (family members excepted) (eff. 1/1/2002) S	18	18
Hawaii / P (eff. 1/1/2001)	15, 6 mo.	3 mo.	None	There is no intermediate stage. The minimum license age is 16 <sup>9</sup> .			—	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

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**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Idaho / M (eff. 1/1/2001)	14, 6 mo.	4 mo.	50 hr., 10 of which must be at night	15 <sup>10</sup>	Sunset to sunrise	None	16 <sup>10</sup>	—
Illinois / A (eff. 1/1/1998)	15 <sup>11</sup>	3 mo.	25 hr.	16 <sup>11</sup>	11 p.m.-6 a.m. Su-Th, Midnight-6 a.m. F-Sa	None	17 <sup>11</sup>	—
Indiana / A (eff. 1/1/1999)	15 <sup>12</sup>	2 mo.	None	16, 1 mo. <sup>12</sup>	11 p.m.-5 a.m. Su-F, 1 a.m.-5 a.m. Sa-Su,	First 90 days: No passengers unless supervised by 21-year-old driver	18	16, 4 mo.
Iowa / A (eff. 1/1/1999)	14	6 mo.	20 hr., 2 of which must be at night	16 <sup>13</sup>	12:30 a.m.-5 a.m.	None	17 <sup>13</sup>	—
Kansas / P (eff. 7/1/1999)	14	None	50 hr., 10 of which must be at night	There is no intermediate stage. The minimum license age is 16.			—	—
Kentucky / M (eff. 10/1/1996)	16	6 mo.	None	There is no intermediate stage. The minimum license age is 16, 6 mo. <sup>14</sup>			—	—
Louisiana / A (eff. 1/1/1998)	15 <sup>15</sup>	3 mo.	None	16 <sup>15</sup>	11 p.m.-5 a.m. <sup>15</sup>	None from 5 am - 11 pm <sup>15</sup>	17 <sup>15</sup>	—
Maine / M (eff. 8/1/1998)	15 <sup>16</sup>	3 mo. <sup>16</sup>	35 hr., 5 of which <sup>16</sup> must be at night	16 <sup>16</sup>	No night driving restriction.	First 90 days: No passengers unless supervised by 20-year-old driver (family members excepted)	—	16, 3 mo. <sup>16</sup>
Maryland / A (eff. 7/1/1999)	15, 9 mo.	4 mo.	40 hr.	16, 1 mo.	Midnight-5 a.m. <sup>17</sup>	None	17, 7 mo.	—
Massachusetts / G (eff. 11/4/1998)	16	6 mo.	12 hr.	16, 6 mo.	Midnight-5 a.m. <sup>18</sup> S	First 6 mo.: No passengers younger than 18 unless supervised by 21-year-old driver (family members excepted)	18	17
Michigan / A (eff. 4/1/1997)	14, 9 mo. <sup>19</sup>	6 mo.	50 hr., 10 of which must be at night	16 <sup>19</sup>	Midnight-5 a.m.	None	17 <sup>19</sup>	—
Minnesota / M (eff. 1/1/1999)	15 <sup>20</sup>	6 mo. <sup>20</sup>	30 hr., 10 of which must be at night	There is no intermediate stage. The minimum license age is 17. <sup>20</sup>			—	—
Mississippi / M (eff. 7/1/2000)	15	6 mo. <sup>21</sup>	None	15, 6 mo. <sup>21</sup>	10 p.m.-6 a.m. <sup>21</sup>	None	16	—
Missouri / A (eff. 1/1/2001)	15, 6 mo.	6 mo.	20 hr.	16	1 a.m.-5 a.m.	None	18	—

**Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement**

cont'd

**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Montana / P	14, 6 mo.	None	None	There is no intermediate stage. The minimum license age is 15. <sup>22</sup>			—	—
Nebraska / M (eff. 1/1/1999)	15 <sup>23</sup>	None	50 hr. (none with driver education)	16	Midnight-6 a.m.	None	17	—
Nevada / P (eff. 10/1/1997)	15, 6 mo.	None	50 hr.	There is no intermediate license stage. The minimum license age is 16. <sup>24</sup>			—	—
New Hampshire / A (eff. 1/1/1998)	15, 6 mo. <sup>25</sup>	3 mo.	20 hr.	16, 3 mo.	1 a.m.-5 a.m.	None	18	—
New Jersey / G (eff. 1/1/2001)	16 <sup>28</sup>	6 mo. <sup>26</sup>	None	17 <sup>26</sup>	Midnight-5 a.m.	No more than 1 passenger unless supervised by 21-year-old driver (except members of household)	17, 6 mo.	17, 6 mo.
New Mexico / A (eff. 1/1/2000)	15	6 mo.	50 hr., 10 of which must be at night	15, 6 mo.	Midnight-5 a.m.	No more than 1 passenger younger than 21 (family members excepted)	16, 6 mo. <sup>27</sup>	16, 6 mo. <sup>27</sup>
New York / A (eff. before 1965)	16 <sup>28</sup>	None	None	16 <sup>28</sup>	9 p.m.-5 a.m.	None	17 (18 without driver education) <sup>28</sup>	—
North Carolina / A (eff. 12/1/1997)	15	12 mo.	None	16	9 p.m.-5 a.m. <sup>29</sup>	None	16, 6 mo.	—
North Dakota / M (eff. 8/1/1999)	14	6 mo.	None	There is no intermediate stage. The minimum license age is 16.			—	—
Ohio / A (eff. 1/1/1999)	15, 6 mo.	6 mo.	50 hr., 10 of which must be at night	16 <sup>30</sup>	1 a.m.-5 a.m. S	None	17 <sup>30</sup>	—
Oklahoma / P	15, 6 mo. <sup>31</sup>	None	None	There is no intermediate stage. The minimum license age is 16. <sup>31</sup>			—	—
Oregon / G (eff. 3/1/2000)	15	6 mo.	50 hr. <sup>30</sup> (100 hr. without driver education)	16	Midnight-5 a.m.	First 6 mo.: No passengers younger than 20 (family members excepted); Second 6 mo.: No more than 3 passengers younger than 20 (family members excepted)	17	17
Pennsylvania / A (eff. 12/22/1999)	16	6 mo.	50 hr.	16, 6 mo.	11 p.m.-5 a.m.	None	17 (18 without driver education)	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

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**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Rhode Island / A (eff. 1/1/1999)	16 <sup>32</sup>	6 mo.	None	16, 6 mo.	1 a.m.-5 a.m.	None	17, 6 mo. <sup>32</sup>	—
South Carolina / M (eff. 7/1/1998)	15	3 mo.	None	15, 3 mo.	6 p.m.-6 a.m. EST, <sup>33</sup> 8 p.m.-6 a.m. EDT	None	16, 3 mo.	—
South Dakota / M (eff. 1/1/1999)	14	6 mo. (3 mo. with driver education)	None	14, 6 mo. (14, 3 mo. with driver education)	8 p.m.-6 a.m.	None	16	—
Tennessee / G (eff. 7/1/2001)	15	6 mo. <sup>34</sup>	50 hr., 10 of which must be at night	16	11 p.m.-6 a.m. <sup>34</sup>	No more than 1 passenger unless supervised by 21-year-old driver (family members excepted)	17	—
Texas / A (eff. 1/1/2002)	15 <sup>35</sup>	6 mo.	None	16	Midnight-5 a.m. S	No more than 1 passenger younger than 21 (family members excepted) S	16, 6 mo.	16, 6 mo.
Utah / A (eff. 7/1/2001)	15, 9 mo. <sup>36</sup>	None	30 hr., 10 of which must be at night	16 <sup>36</sup>	Midnight-5 a.m.	First 6 mo.: No passengers younger than 21 (family members excepted) S	17	16, 6 mo. <sup>36</sup>
Vermont / A (eff. 7/1/2000)	15	1 yr.	40 hr., 10 of which must be at night	16	No night driving restriction.	First 3 mo.: No passengers unless supervised by a licensed parent/ guardian, driving instructor, or licensed driver 25 or older; Second 3 mo.: Same as first 3 mo. except family members may be transported without a supervising driver S	—	16, 6 mo. <sup>37</sup>
Virginia / G (eff. 7/1/2001)	15, 6 mo.	9 mo.	40 hr., 10 of which must be at night	16, 3 mo.	Midnight-4 a.m. <sup>38</sup> S	Until age 17: No more than 1 passenger younger than 18; Age 17 until 18: No more than 3 passengers younger than 18 (family members excepted) <sup>38</sup> S	18	18

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

cont'd

**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Washington / G (eff. 7/1/2001)	15 <sup>39</sup>	6 mo.	50 hr., 10 of which must be at night	16	1 a.m.-5 a.m. S	First 6 mo.: No passengers younger than 20 (family members excepted); Second 6 mo.: No more than 3 passengers younger than 20 S	17 <sup>39</sup>	17 <sup>39</sup>
West Virginia / A (eff. 1/1/2001)	15	6 mo.	30 hr.; none if driver education course completed	16	11 p.m.-5 a.m. <sup>40</sup>	No more than 3 passengers younger than 19 (family members excepted) <sup>40</sup>	17	17
Wisconsin / A (eff. 7/1/2000)	15, 6 mo. <sup>41</sup>	6 mo.	30 hr., 10 of which must be at night	16	Midnight-5 a.m.	No more than 1 passenger (family members exempt)	16, 9 mo. <sup>41</sup>	16, 9 mo. <sup>41</sup>
Wyoming / P	15	10 days	None	There is no intermediate stage. The minimum license age is 16.			—	—

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\* Passenger restrictions vary with regard to their durations, the ages of passengers to whom they apply, and the availability of exceptions. Most states have exceptions for passengers who are related to the driver or are members of the driver's household, and there are exceptions when a supervising driver is in the vehicle.

<sup>1</sup> The supervising driver in Alabama must be a parent, guardian, or driving instructor. At age 16, permit holders may drive while supervised by any licensed driver.

<sup>2</sup> A driver education instructor in Arizona can authorize a student enrolled in driver education who is age 15 to drive only while supervised by the authorizing instructor. Certification waived for applicants who have completed driver education.

<sup>3</sup> In Arkansas, people age 14 can drive with an instruction permit after passing a written test; after 30 days and after passing a road test, they are eligible for a restricted license that must be held for 6 months. Unsupervised driving is not permitted by holders of either the instruction permit or restricted license. The combined holding period for the permit and restricted license is 6 months. An intermediate phase for licensees younger than 18 prohibits drivers from transporting passengers who are unrestrained. Applicants for an intermediate license must be 16 and must be crash/violation free for 6 months.

<sup>4</sup> Students enrolled in driver education in California may drive while supervised by an instructor. License applicants who do not take driver education must wait until age 18 for a license. They are not required to go through an intermediate license stage.

<sup>5</sup> In Colorado, the supervising driver must be a parent, guardian, or driving instructor, and the permit holder must be enrolled in driver education. At age 15, 6 months, permit holders may drive supervised by a licensed driver 21 or older and are not required to have taken driver education.

<sup>6</sup> Either driver education or home training is required for license applicants younger than 18 in Connecticut. Applicants who have not completed driver education have a 6-month learners holding period.

<sup>7</sup> In Delaware, a driver education student does not need a permit to drive with a driver education instructor. After completing the on-road requirements of driver education, a driver education student who is at least age 15 years, 10 months may apply for a Driver Education Learner's Permit, which allows the student to drive while supervised by an experienced driver. Upon completion of driver education, and if the student passes both the road and written tests, the student receives a Level 1 permit that for the first 6 months allows driving only while supervised. There also is a passenger restriction during the first 6 months of the Level 1 permit. No more than 2 passengers are permitted in addition to the supervising driver. The Level 1 permit for the second 6 months is the equivalent of an intermediate license. During that period, holders may drive unsupervised between 6 a.m. and 9 p.m. and may only carry 2 passengers. Applicants for a driver's license who are younger than 18 must have held a Driver Education Learner's Permit and/or a Level 1 permit for at least 12 months. Driver education is required for all license applicants younger than 18.

- <sup>8</sup> The learner's stage in the District of Columbia is mandatory for all license applicants, regardless of age. A nighttime restriction (9 p.m.-6 a.m.) applies in the learner stage. License applicants younger than 21 must go through the intermediate stage until they have completed it or until age 21.
- <sup>9</sup> License applicants younger than 18 must have completed driver education in Hawaii.
- <sup>10</sup> In Idaho, license applicants younger than 17 must have completed driver education. There are three classes of learner's permits: a training instruction permit for persons 14, 6 months taking driver education; a supervised instruction permit for practice driving with a nonprofessional supervisor; and an instruction permit for persons younger than 17 who have completed driver education and supervised driving or for persons 17 and older without either driver education or supervised driving.
- <sup>11</sup> Enrollment in driver education is required for permit applicants age 15 in Illinois; without driver education, a permit applicant must be age 17, 9 months. License applicants 18 and older are not required to have driver education or to go through an intermediate license stage.
- <sup>12</sup> Driver education determines the minimum age for permits and the intermediate license in Indiana. People enrolled in or who have completed driver education must be age 15 to have a permit; otherwise, they must be age 16. The minimum age for an intermediate license is 16, 1 month with driver education; age 16, 6 months, without.
- <sup>13</sup> In addition to the certification in the learner stage, Iowa requires a certification of 10 hours of supervised driving, 2 of which must be at night during the intermediate stage. Driver education is required for an intermediate license and for an unrestricted license if applicant is younger than 18.
- <sup>14</sup> The Kentucky law prohibits learner's permit holders from driving between midnight and 6 a.m. There is no nighttime driving restriction for other license holders. License holders younger than 18 must complete a 4-hour course on safe driving within 1 year of receiving a license.
- <sup>15</sup> Driver education is required in Louisiana for a permit and an intermediate license if the applicant is younger than 17. People 17 and older must have completed an educational program that does not require a behind-the-wheel component. In Louisiana, intermediate license holders may only drive from 11 pm to 5 am if accompanied by a supervising driver and may only carry passengers who are members of their immediate family.
- <sup>16</sup> In Maine, driver education is required for a permit and a license if the applicant is younger than 18. The learner's permit holding period and the certification of practice driving applies to license applicants younger than 21.
- <sup>17</sup> In Maryland, 15 year-olds may drive without a permit if supervised by a driver education instructor. Driver education and the certification of practice driving applies to all initial license applicants. The nighttime driving restriction, however, only applies to intermediate license holders younger than 18.
- <sup>18</sup> The night driving restriction in Massachusetts also applies to permit holders younger than 18, unless accompanied by a licensed parent or guardian. Driver education is required of license applicants younger than 18.
- <sup>19</sup> Permit applicants younger than 18 in Michigan must have completed the first segment of driver education; license applicants younger than 18 must have completed the second segment of driver education. Neither driver education nor an intermediate license is required for license applicants 18 and older. The nighttime restriction is for 6 months or until age 17.
- <sup>20</sup> In Minnesota, permit applicants younger than 18 must be enrolled in driver education; license applicants younger than 18 must have completed driver education. The permit holding period applies to license applicants 18 and older unless they have completed driver education. License applicants younger than 18 must certify 10 hours of driving during a 12-month provisional stage. Provisional license holders must be crash free to qualify for a full license.
- <sup>21</sup> In Mississippi, license applicants 17 and older are exempt from the 6-month learner's permit holding period and the requirement to get an intermediate license.
- <sup>22</sup> Enrollment in or completion of driver education is required for permit applicants younger than 15 in Montana; license applicants younger than 16 must have completed driver education.
- <sup>23</sup> In Nebraska, 14 year-olds who live 1.5 miles or more from school and who either live outside or attend school outside a metropolitan area may be issued a learner's permit (called an "LPE permit") and a limited license (called a "school permit"). The LPL permit authorizes supervised driving for the purpose of preparing for the school permit, which allows driving to and from school or anyplace while supervised by a parent or guardian.
- <sup>24</sup> License applicants younger than 18 must have completed driver education if it is available in the public school in Nevada or, if it is unavailable, must complete 50 hours of supervised driving in addition to that required in the learner stage.
- <sup>25</sup> New Hampshire does not issue learner's permits. At age 15, 6 months, a person can drive while supervised by a licensed driver 25 or older. The initial license for 16 and 17 year-olds is like a permit for the first 90 days. It does not allow unsupervised driving at any time.
- <sup>26</sup> In New Jersey, the permit becomes an intermediate license after 6 months. The graduated licensing law applies to adults, except that the night driving and passenger restrictions are waived for new drivers 21 and older. If the applicant has not completed driver education, the minimum permit age is 17 and the minimum intermediate license age is 17, 6 months.
- <sup>27</sup> Permit applicants younger than 18 must be enrolled in driver education in New Mexico; license applicants younger than 18 must have completed driver education.
- <sup>28</sup> New York's licensing law prohibits all 16-year-old licensees and 17 year-olds without driver education from driving in New York City.

- <sup>29</sup> In North Carolina, learner's permit holders may not drive between 9 p.m. and 5 a.m. for the first 6 months. Driver education is required for permit and license applicants younger than 18.
- <sup>30</sup> Driver education is required of license applicants younger than 18 in Ohio and Oregon. However, it is waived in Oregon for applicants who certify an additional 50 hours of supervised driving.
- <sup>31</sup> Fifteen year-olds may drive in Oklahoma, but only while supervised by an instructor. Driver education is required for a license at age 16 if it is offered in the applicant's school district. A restricted license is available to 16 year-olds that allows daytime driving only, but it is not a required stage.
- <sup>32</sup> Driver education is required of permit and license applicants younger than 18 in Rhode Island.
- <sup>33</sup> In South Carolina, the nighttime restriction applies in the learner stage as well as in the intermediate stage. Fifteen year-olds who are enrolled in driver education do not need a permit to drive with an instructor. License applicants younger than 17 who have not completed driver education may not get a license to drive unsupervised after daylight.
- <sup>34</sup> Learner's permit holders in Tennessee may not drive from 10 p.m. to 6 a.m.
- <sup>35</sup> In Texas, the minimum permit age is 15 for applicants who are enrolled in driver education. The minimum license age is 18 for applicants who have not completed driver education.
- <sup>36</sup> Regardless of age, permit applicants in Utah must be enrolled in driver education, and license applicants must have completed driver education. Passenger restrictions in Utah end when a driver has been licensed for 6 months or when the driver turns 18, whichever occurs first.
- <sup>37</sup> Driver education is required for license applicants younger than 18 in Vermont.
- <sup>38</sup> In Virginia, driver education is required for license applicants younger than 18. Initial license applicants 19 and older must either complete driver education or hold a learner's permit at least 30 days. The night driving restriction and passenger restriction (no more than 1 passenger younger than 18) apply to learner's permit holders.
- <sup>39</sup> Permit applicants in Washington must be enrolled in driver education; otherwise the minimum permit age is 15, 6 months. Driver education is required for license applicants younger than 18. Intermediate license holders with a crash or violation history are ineligible for an unrestricted license until age 18.
- <sup>40</sup> In West Virginia, learner's permit holders younger than 18 may not drive 11 p.m.-5 a.m. and may not carry more than 2 passengers in addition to the supervising driver.
- <sup>41</sup> Enrollment in driver education is required in Wisconsin for permit applicants younger than 18. Driver education is required for license applicants younger than 18.

**CANADIAN LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Alberta / P	14	None	None	There is no intermediate stage. The minimum license age is 16.				
British Columbia / M	16	6 mo. (3 mo. if driver education)	None <sup>1</sup>	There is no intermediate stage. A probationary license may be issued at 16, 3 mo. The only restrictions on a probationary license is that the driver must display an "N" in window and maintain a zero percent blood alcohol concentration while driving. After 18 mo., the driver may take an advanced road test for full licensure.				
Manitoba / A	15, 6 mo. <sup>2</sup>	9 mo. (effective date: 4/1/2002)	None	16, 3 mo. <sup>2</sup>	None	Between midnight and 5 a.m.: 1 passenger unless supervised, then as many in back as there are belts. (effective date: TBA)		17, 6 mo. <sup>2</sup>
New Brunswick / M	16	12 mo. (4 mo. if driver education)	None <sup>3</sup>	There is no intermediate stage. A probationary license may be issued at age 16, 4 mo. The only restriction on a probationary license is a zero percent blood alcohol concentration while driving. A full license may be issued after 12 mo. or age 18, whichever is later.				
Newfoundland and Labrador / A	16	12 mo. (8 mo. with driver education) <sup>4</sup>	None	16, 8 mo.	Midnight-5 a.m.	None	17, 8 mo.	17, 8 mo.
Northwest Territories / P	15	30 day <sup>5</sup>	None	There is no intermediate stage. The minimum license age is 16.				
Nova Scotia / A	16 <sup>6</sup>	6 mo. (3 mo. if driver education)	None <sup>6</sup>	16, 3 mo. <sup>6</sup>	Midnight-5 a.m. <sup>6</sup>	None	18, 3 mo.	
Nunavut / P	15	None	None	There is no intermediate stage. The minimum license age is 16.				
Ontario / M	16	12 mo. (8 mo. if driver education)	None <sup>7</sup>	There is no intermediate stage. A probationary license may be issued at age 16, 8 mo. The only restriction on a probationary license is zero percent blood alcohol concentration while driving. After 12 mo. the driver may take an advanced road test for full licensure.				
Prince Edward Island / A	15, 6 mo.	180 days	None	16	None	3 passengers		17
Quebec / M	16	12 mo. (8 mo. if driver education)	None (must always be supervised)	There is no intermediate stage. A probationary license may be issued at age 16, 8 mo. The only restrictions on probationary license are lower points and zero percent blood alcohol concentration while driving. A full license may be issued at age 18, 8 mo.				
Saskatchewan / M	15	6 mo.	None <sup>8</sup>	There is no intermediate stage. The minimum license age is 16, 6 mo.				

Key: G=good, A=acceptable, M=marginal, P=poor

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**CANADIAN LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger <sup>1</sup>	Until age 18	
Yukon / A	15 <sup>2</sup>	6 mo.	50 hr., including at least 10 hr. in darkness and 10 hr. in winter conditions <sup>3</sup>	16 <sup>4</sup>	Midnight-5 a.m. (unless supervised) <sup>5</sup>	No more than 1 passenger younger than 13  No more than 1 passenger younger than 13 and 1 passenger who is older than 12 but younger than 20, unless there is a supervisor older than 20 who is not impaired and is able to supervise the younger passengers. <sup>6</sup>	17, 6 mo.	17, 6 mo.

**Key: G=good, A=acceptable, M=marginal, P=poor**

<sup>1</sup> A driver in the learner stage may only carry 2 passengers, including the supervisor. Also, a driver in the learner stage may not drive between midnight and 5 a.m. During all times, a driver in the learner stage must have a sign with an "L" on the vehicle.

<sup>2</sup> A driver in the learner stage, intermediate stage, and first year of full licensure must maintain a zero percent blood alcohol concentration while driving.

<sup>3</sup> A driver in the learner stage may carry no passengers other than a supervisor.

<sup>4</sup> A driver in the learner stage may not drive between midnight and 5 a.m. A driver in the learner and intermediate stage must maintain a zero percent blood alcohol concentration while driving. Also the accompanying supervisor must maintain a blood alcohol concentration of no more than 0.05 percent while supervising a driver in the learner or intermediate stage.

<sup>5</sup> The 30 day holding period is not by statute; it is only policy.

<sup>6</sup> A driver in the learner stage may carry no passengers other than a supervisor. A driver in the learner and intermediate stage must maintain a zero percent blood alcohol concentration while driving.

<sup>7</sup> A driver in the learner stage is subject to a nighttime driving restriction of midnight to 5 a.m. After attaining a full license, there is a probationary period of 12 months when the driver can have no more passengers than seat belts and the driver must maintain a zero percent blood alcohol concentration while driving.

<sup>8</sup> To graduate from the learner stage, a driver must have either a driver education certificate or 4 hours with licensed driving instructor.

<sup>9</sup> A driver in the learner stage is subject to a nighttime driving restriction of midnight to 5 a.m. and is restricted to 1 passenger other than a supervisor. A driver and the driver's supervisor in the learner and intermediate stage must maintain a zero percent blood alcohol concentration and be drug free while driving.



## Speech by the Hon. Carol J. Carmody

Thank you, Chuck. I appreciate being invited here today to speak to the individuals who are responsible for nothing less than a revolution in the way we license young novice drivers in the United States. Congratulations to the National Safety Council, and especially Chuck Hurley, for having the vision to convene this meeting of the world's major researchers on licensing young drivers.

I also want to recognize the great work done in this area by many of you here today—many of whom the Safety Board has worked closely with over the years—including the American Automobile Association, Advocates for Highway and Auto Safety, the Insurance Institute for Highway Safety, the Governors' Highway Safety Representatives, Mothers Against Drunk Driving, and the dedicated legislators who stepped up to the plate to fight for the laws that are now on the books in their states.

I would like to acknowledge our Canadian, Australian and New Zealand colleagues in attendance and the progress they have made on this issue in their countries.

Let me recognize the Safety Board staff who are here for the symposium—Elaine Weinstein, the Board's Director of Safety Recommendations and Accomplishments, Kevin Quinlan, who heads our Safety Advocacy Division, and Steve Blackistone, who is our state and local liaison.

Allan Williams has already discussed the patterns of risk for teenage drivers, but let me restate a few of the national statistics that demonstrate why this is such an important gathering:

- Traffic crashes are the leading cause of death for 15- to 20-year-olds in the United States.
- Teenage drivers are overrepresented in fatal crashes. According to statistics from the National Highway Traffic Safety Administration (NHTSA), in 2000, 6.8% of the driving population was age 20 or younger, but they were involved in 14% of the fatal crashes.
- Half of the crashes involving young, novice drivers occur in the hours of darkness.
- Over two-thirds (67%) of passengers killed in crashes involving drivers between the ages of 14 and 17 are also teenagers between 15 and 19 years of age.
- The more teenage passengers there are in the car, the higher the accident risk.

The Safety Board first became involved in this issue in a 1993 safety recommendation letter to the states. The Board asked the states to implement measures to address underage drinking and to make changes in novice driver licensing requirements. Specifically, we asked the states to enact laws to:

- provide for a provisional license system for young novice drivers; and
- prohibit driving by such drivers between certain hours, especially midnight to 5 a.m.

Implicit in the Board's recommendation for a provisional licensing system was a three-stage graduated licensing system with a learner's permit, a provisional or intermediate license, and, finally, full unrestricted license. The use of a three-stage system is important because it allows for the incremental introduction of the driving privilege. The provisional license can be suspended or revoked or the unrestricted license can be deferred if certain conditions that encourage safe driving have not been met—and this is quite an incentive for most teenagers.

To date, 36 states and the District of Columbia have a three-stage graduated driver license (GDL) system and 33 states and the District of Columbia have a nighttime driving restriction. We are seeing the success of these systems as Dr. Simpson discussed this morning. For example:

- Colorado just recently reported a 45% reduction in fatalities involving 16-year-old drivers.
- Florida has reported a 9% reduction in fatality and injury crash involvement for 15- to 17-year-olds.
- Preliminary results of North Carolina's law show a 29% reduction in fatal and injury crashes involving 16-year-old drivers and a 49% reduction in nighttime crashes.

Everyone at this symposium should be gratified about the success we have achieved so far. But, we are not finished. State enactment of GDL legislation remains on the Board's list of most wanted safety recommendations. We look forward to working with all of you to ensure that all of the states have an effective GDL system in place.

Recent research indicates that the presence of teenage passengers increases the crash risk of teenage drivers, especially at night, and that the risk increases as the number of passengers increases. We believe this requires our attention.

The Safety Board reexamined the status of graduated licensing regulations in the states, including recent legislation related to teenage passenger restrictions. We found some very interesting results. We found that there is no uniformity among the states.

Some of the variations are the following:

- nighttime driving restrictions, which range from a short 4-hour period, such as 1–5 a.m. to an 8- or 9-hour period, such as 9 p.m. to 6 a.m.;
- minimum holding periods for learner permits do not exist in some states; others have a short period such as Indiana's 2 months; or Florida, Georgia, North Carolina and Vermont, with a 12-month minimum period;
- holding periods for the provisional or intermediate license range from 3 months in Maine to 2 years in Georgia. Some states specify that the restrictions end at age 18, while others end before age 18;
- the number of passengers permitted in the novice driver's vehicle differs from state to state. Eight states allow no or one passenger until the driver receives an unrestricted license. Nine states and the District of Columbia have a similar restriction that extends into part of the intermediate licensing period;
- the age of the passengers allowed to travel with the teen driver also varies. In four states, the age of the passengers depends on the age of the driver;
- 10 states with a passenger restriction specify the age of the supervising driver. In nine states and the District of Columbia, the supervising driver could conceivably be another teen who was recently licensed; and
- the length of time the passenger restriction is in effect varies and in some states does not last throughout the full intermediate licensing period.

The Safety Board was only able to identify seven states (California, Massachusetts, New Jersey, North Carolina, Tennessee, Vermont, and Wisconsin) that have provisions that include a

- three-stage graduated license system;
- passenger limitation of none or one;
- passenger restriction of at least 6 months; and
- requirement that the supervising driver be age 21 or older in both the learner's and provisional stages.

Accordingly, I am pleased to announce that today the Safety Board is issuing two new safety recommendations to the states that we hope will contribute to strengthening the graduated licensing laws in the states.

The first recommendation asks that all states restrict young, novice drivers with provisional licenses from carrying more than one passenger under the age of 20, unless the driver is accompanied by a supervising adult at least 21 years old. This restriction would be in effect until they

receive an unrestricted license or for at least 6 months (whichever is longer).

The second recommendation asks that all states require that the adult supervising driver in the learner's permit stage be age 21 or older.

Copies of these new recommendations will be distributed to you after lunch and are available on our website—

The Board's safety recommendations are its most important product and we have recently implemented a program to put more resources into our state advocacy effort to ensure their implementation. Each of the Safety Board Members has agreed to spearhead our efforts in 10 states. They will meet with state officials and legislators to promote the implementation of our recommendations. They will also speak at public events; target print, radio, and television media; and establish contacts with important state advocacy groups and coalitions. Board Members have already visited Massachusetts and Hawaii to discuss important safety issues. If your organization believes that we can help with testimony or by participating in an event or in meetings with grass roots organizations, please contact Elaine, Kevin, or Steve—either here or back in Washington.

So, where do we go from here?

We need to continue to make a compelling case for graduated licensing laws when we talk to legislators and community leaders. We have learned what Tip O'Neill knew—that "All politics is local." Legislators respond to what they hear from their constituents. We need to be able to tell them about crashes in their state that can highlight and personalize the problem. We also need to be able to counter parents' perceptions and concerns that graduated licensing is an inconvenience.

Legislators like to know what neighboring states in their region have done and how effective those efforts have been. We should have that information available for them. Although research is helpful in framing the problem, it is not persuasive by itself. Legislators respond to the human toll, the economic costs, the direct medical costs, and the number of families affected. They are also concerned about administrative costs and burdens and seem to prefer increased penalties and education rather than revisions to the existing licensing system.

Coalitions are important, but not always essential to success. Committed legislators and leadership support in each house are what counts. To ensure that we can make the most compelling arguments when we meet with legislators and others, we must review what works and what does not in enacting GDL legislation, what components make up a comprehensive GDL law, what best practices have been developed to implement and enforce existing GDL laws, what gaps exist in our knowledge and research, and what should our priorities be. I hope that by the end of the symposium you will have either the answers or a plan about how to get them.

I will close with a story that demonstrates the challenge we face and why this meeting is so important. Last July 31st, at about 2:00 p.m., a recently licensed 15-year-old, driving a sport utility vehicle (SUV) with five teenage passengers between the ages of 15 and 18, crashed while traveling on a highway near Columbus, Montana. The posted highway speed was 70 mph; the vehicle's speed was estimated to be between 70 and 76 mph. Weather and road conditions were clear and dry. As the driver negotiated "S" curves on a 5% uphill grade, she was turning around and talking to passengers in the backseat. When the vehicle went off the road, the driver overcorrected in an effort to return to the roadway, causing the SUV to go into a broadside skid and flip three times.

The driver and one passenger were ejected through the front of the vehicle, two other passengers were ejected from the side of the vehicle, and two remained inside. The driver died on scene. The passengers were transported to area hospitals—one was treated and released, two were in serious condition, and two were in critical condition. Not one of the six teenagers was wearing a seatbelt. No alcohol or drugs were involved. The driver had received her license on April 20th, providing her with just over 100 days of (potential) licensed driving experience at the time of the accident.

Montana still does not have a three-stage graduated licensing system, an intermediate license stage, a nighttime driving restriction, or a passenger restriction. And, the supervising adult driver can be less than 21 years old.

All of us share a common goal—saving the lives of young people. We know that strong, enforced graduated licensing laws will prevent countless deaths of teen drivers on America's highways. The case for graduated licensing laws is compelling. But we need to document the successes, learn from the failures, and organize our arguments to be sure our case is so strong that it cannot be ignored or negotiated away during the legislative process. By continuing to work together to affect public policy and encourage safe behavior—we will save countless lives. That is why this meeting—and the work you do every day—is so important.

Thank you for your tireless efforts on behalf of America's youth. And, thank you, again for inviting me to be here today.

Honourable Carol J. Carmody  
*Acting Chairman  
National Transportation Safety Board  
Keynote Address to the National Safety Council's  
Graduated Driver License Symposium  
Chatam, MA  
November 6, 2002*



## Teenage drivers: patterns of risk

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### Abstract

**Problem:** To determine patterns of risk among teenage drivers. **Method:** Review and synthesis of the literature. **Results:** On most measures, crash rates during the teenage years are higher than at any other age, for both males and females. Risk among teenagers varies greatly by driving situation; it is particularly low in some situations (e.g., the learner period) and particularly high in others (e.g., right after licensure, late at night, with passengers present). In some of these high-risk driving situations, risk is elevated for drivers of all ages (e.g., late night driving), in others risk is elevated more for teens than adults (e.g., driving after consuming alcohol), and in others the risk is unique to teen drivers (e.g., having passengers). **Impact on Research, Practice, and Policy:** These varying patterns of risk form the basis for graduated licensing systems, which are designed to promote low-risk and discourage high-risk driving.

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**Keywords:** Teenage drivers; Crash rates; Risk

### 1. Introduction

The elevated crash risk of teenage drivers is well known. In this article, the overall crash risk of teenage drivers in comparison with older drivers will be described, taking gender differences into account. The patterns of driving risk for teenagers will also be indicated, emphasizing the times and driving situations associated with especially high risk. These will be sorted into situations in which risk is elevated for drivers of all ages, situations in which risk is elevated more for teenagers than for older drivers, and risk situations unique to teenagers. Teen drivers ages 16–19 are the target group, but 16 and 17-year-olds will be featured because these are the ages that graduated licensing generally encompasses in the United States.

### 2. Overall risk

The shape of the distribution of crash rates by age varies, depending on how ages are categorized and what numerators (fatal crashes, all crashes) and denominators (total population of that age, licensed drivers, mileage) are used. For example, because crash rates are highest at the extremes of the age spectrum, crash rate comparisons of

younger versus older drivers and younger and older versus other drivers are considerably affected by how drivers are grouped. It makes a big difference whether young drivers are grouped as 16- to 19-year-olds or separately as 16-, 17-, 18-, and 19-year-olds, and whether the oldest group is classified as 65+, 75+, or 85+. As another example, crash rates for elderly drivers are relatively higher when based on fatal crashes rather than all crashes, due to their fragility. In addition, different denominators yield different crash rate distributions by age because of age differences in licensure rates and miles driven per license holder. Mileage data allow comparisons of crash risk while controlling for amount of exposure, licensure data yield information on per person rates, and population data provide a means of assessing overall effects on an age group.

Tables 1–6 and Figs. 1–6 indicate crash rates by age and gender using different combinations of numerators and denominators. In the tabulations, age categorizations begin at 16 and end at 85+. Data on crashes, presented in this article, are based on the Fatality Analysis Reporting System (FARS), a census of all fatal crashes occurring on public roads in the United States, and from the National Automotive Sampling System/General Estimates System (NASS/GES), a national probability sample of police-reported crashes. Mileage data are taken from the Nationwide Personal Transportation Survey (NPTS), licensing data come from annual tabulations published by the Federal Highway Administration, and population data are from the U.S.

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Table 1  
Driver crash involvements per million miles traveled, 1995

Age	Males	Females	All
16	42	29	35
17	18	23	20
18	14	13	14
19	12	14	13
16-19	17	18	17
20-24	10	9	9
25-29	6	7	6
30-34	4	5	4
35-39	4	5	5
40-44	4	4	4
45-49	3	4	4
50-54	3	4	4
55-59	3	4	4
60-64	3	4	4
65-69	3	4	4
70-74	4	6	5
75-79	7	7	7
80-84	11	12	12
85+	16	11	14

Table 3  
Driver crash involvements per 1,000 licensed drivers, 2000

Age	Males	Females	All
16	210	175	193
17	176	144	160
18	172	114	144
19	136	103	120
16-19	167	127	148
20-24	100	78	89
25-29	75	58	67
30-34	60	49	55
35-39	58	46	52
40-44	50	40	45
45-49	47	37	42
50-54	43	32	37
55-59	41	29	35
60-64	37	24	31
65-69	34	23	29
70-74	35	23	29
75-79	37	24	30
80-84	35	25	30
85+	35	22	28

Bureau of the Census. All but the mileage data are from year 2000. The most recent national mileage data are from 1995, so mileage-based rates can only be updated to that year.

There are many age and gender differences in these data, and attention will be given only to those most pertinent to teenagers. Figs. 1-4 indicate that most of the curves are U-shaped, with young and old drivers having the highest rates. Generally, young drivers have higher crash rates than older drivers, and men have higher rates than women, but there are exceptions. For example, fatal crashes per mile driven are highest for the oldest drivers, and—based on all crashes—women have slightly higher rates of crash involvement per mile driven than men, overall and at most ages, including 16- to 19-year-olds combined.

Crashes per mile driven measures crash risk given comparable amounts of exposure. By that measure the very youngest drivers, particularly 16-year-olds, stand out. When rates per mile are based only on fatal crash involvements, 16-year-olds again stand out among teenagers, but drivers ages 80 and older have higher rates than 16- to 19-year-olds. Note, however, that the number of fatal crash involvements for those 80 and older is 1,587 compared with 6,008 for 16- to 19-year-olds, so from a public health standpoint the youngest group is of most concern. Jenks (1991) has noted that interpreting mileage-based rates as a measure of risk exaggerates the risk of low-mileage groups such as teenagers and the elderly when crashes of all types are considered, because more of their mileage is accumulated on congested

Table 2  
Driver fatal crash involvements per million miles traveled, 1995

Age	Males	Females	All
16	19	8	13
17	9	6	8
18	8	4	6
19	6	4	6
16-19	8	5	7
20-24	5	3	4
25-29	3	2	3
30-34	2	1	2
35-39	2	1	2
40-44	2	1	1
45-49	2	1	1
50-54	2	1	2
55-59	2	2	2
60-64	2	2	2
65-69	2	2	2
70-74	3	3	3
75-79	6	5	5
80-84	12	9	11
85+	20	10	16

Table 4  
Driver fatal crash involvements per 100,000 licensed drivers, 2000

Age	Males	Females	All
16	86	55	71
17	77	40	59
18	87	38	63
19	80	33	57
16-19	82	40	62
20-24	62	23	43
25-29	39	17	28
30-34	32	14	23
35-39	29	14	22
40-44	26	12	19
45-49	24	11	18
50-54	23	10	16
55-59	22	10	16
60-64	24	10	17
65-69	22	11	16
70-74	26	13	20
75-79	33	15	23
80-84	38	19	28
85+	51	20	34

Table 5  
Driver crash involvements per 1,000 population, 2000

Age	Males	Females	All
16	78	65	71
17	101	83	92
18	122	79	101
19	103	76	90
16-19	101	76	89
20-24	84	66	75
25-29	69	52	61
30-34	57	45	51
35-39	54	42	48
40-44	48	37	42
45-49	46	35	40
50-54	42	30	36
55-59	40	26	33
60-64	36	21	28
65-69	33	19	25
70-74	32	18	24
75-79	35	17	24
80-84	32	15	21
85+	27	8	13

two-way city streets than on freeways. Young people also tend to accumulate a higher proportion of their mileage at night, when fatal crash risk is higher (Williams, 2005). Thus, some of the extra risk for teenage drivers is due to the quality of their exposure in terms of where and when they drive.

In regard to crashes per license holder, 16-year-olds have the highest rate of any age group, and 16- to 19-year-old drivers exceed drivers of any older ages for both fatal crashes and all crashes. Young males have higher crash rates than young females, but these differences are not large: for 16-year-olds about one in five crash, both males (21%) and females (18%).

Based on per capita rates, the ordering among the youngest drivers changes. Less than 50% of 16-year-olds are licensed (37% in 2000), and license holders average fewer miles than older teens. Thus, per capita rates for 16-year-olds are the lowest in the 16-19 age group. Note, however, that for total crashes per capita, both male and female 16-year-olds—despite their limited exposure—are higher than any nonteenage group, except those 20-24. In terms of fatal crashes per capita, 16-year-old females have a higher rate than any nonteenage females, and 16-year-old males are exceeded only by males 20-29 and 80 and older.

### 3. Teenage passenger crash rates

The focus of this article is drivers, but many teens also die as passengers in motor vehicles (Williams & Wertz, 2005). In 2000, 40% of the deaths of 16- to 19-year-olds traveling in passenger vehicles were sustained by passengers, and for 16-year-olds, there was close to a 50-50 split (54% drivers, 46% passengers). A major contributor to this high death rate is their frequent travel with teenage drivers, a high-risk scenario that will be discussed later. Fig. 7 dis-

plays crash rates per 100,000 population by age for 2000, indicating clearly that crash risk for passengers peaks at ages 16-19.

#### 3.1. Times of highest risk

When we talk about high-risk driving situations for teenagers, most of the attention is given to types of driving that elevate crash risk. However, crash risk varies greatly by what stage of the licensing process teens are in, and this variation provides useful information for establishing licensing policies.

The learner stage is a period of low crash risk. This is quite understandable because driving during this stage is generally under the supervision of a parent, driving instructor, or other adult, exposure is relatively low, and higher risk conditions are generally avoided. Data from Nova Scotia indicate that crash rates are very low during this period, and they do not increase during the course of the learning period (Mayhew, Simpson, & Pak, in press). That is, those who have held learner's permits for several months do not have a higher crash rate than those in the first month of holding permits.

Another study analyzed fatal crashes of 15-year-olds in states that license at age 16 but allow permits to be obtained earlier. It found very few crashes involving learner permit holders driving under supervision (Williams, Preusser, Ferguson, & Elmer, 1997). Most 15-year-olds involved in fatal crashes either did not hold learner's permits (57%) or were not operating vehicles under the required supervision (16%).

Although supervised driving in the learner stage is low risk, driving once licensed is not. Fig. 8 shows Nova Scotia data, collected before its graduated licensing program went into effect, illustrating both the very low crash rate in the learner period and the much higher crash rate when licensed

Table 6  
Driver fatal crash involvements per 100,000 population, 2000

Age	Males	Females	All
16	32	20	26
17	44	23	34
18	61	27	44
19	60	24	43
16-19	50	24	37
20-24	52	19	36
25-29	36	15	26
30-34	30	13	22
35-39	27	13	20
40-44	25	11	18
45-49	23	11	17
50-54	22	9	16
55-59	21	10	15
60-64	23	9	16
65-69	20	9	14
70-74	25	10	17
75-79	30	10	19
80-84	35	11	20
85+	39	7	17

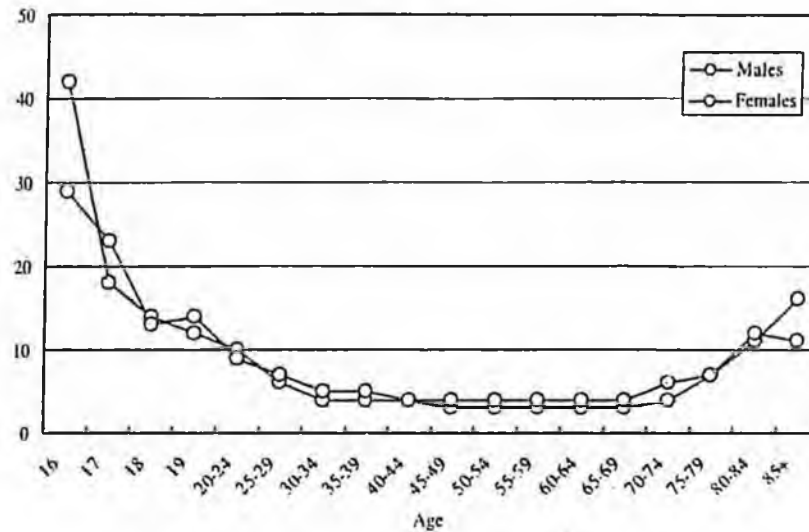


Fig. 1. Driver crash involvements per million miles traveled, 1995.

(Stephens et al., *in press*). The crash rate was highest in the first month of licensure, dropped sharply during the next few months, and showed a slower decline during the next year and a half. A study based on self-reported data from four U.S. states, McClure, Stepanov, and Loui (*in press*) found that the likelihood of a first crash or first citation was higher during the first month than during any of the next 11 months.

Virtually the same pattern of crash rates when first licensed has been reported in Quebec (Laperle-Macdonald, 1998), which, like Nova Scotia, allowed full licensure at age 16, and in Victoria, Australia, Norway, and Sweden, where the licensing age is 18 (Drummond, 2000; Gregerson et al., 2000; Sagberg, 1999). It has not been established how the imposition of curbs on high-risk unsupervised driving—a central feature of graduated systems—may change this pattern.

#### 4. High risk situations for all drivers

##### 4.1. Nighttime driving

The risk factor that has drawn the most attention in the young driver population is driving late at night. Late-night driving increases crash risk among young drivers for a variety of reasons: the driving task is more difficult in darkness; many newly licensed drivers will have had less driving practice at night than during the day; fatigue—thought to be a problem for teenagers at all times of the day—may be more of a factor at night (National Sleep Foundation, 2000); and recreational driving that is considered to be high risk, sometimes involving alcohol use, is more likely to take place at night. In a survey asking teenagers to describe their dangerous driving incidents

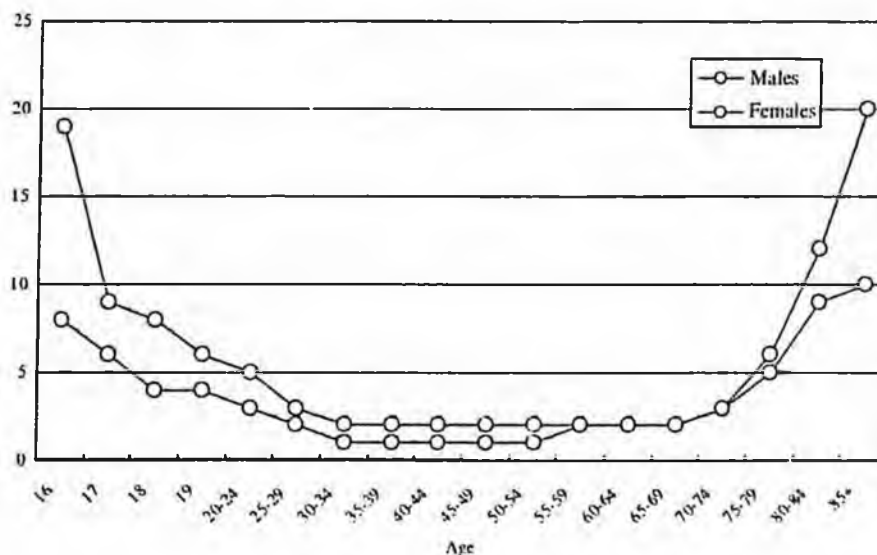


Fig. 2. Driver fatal crash involvements per million miles traveled, 1995.

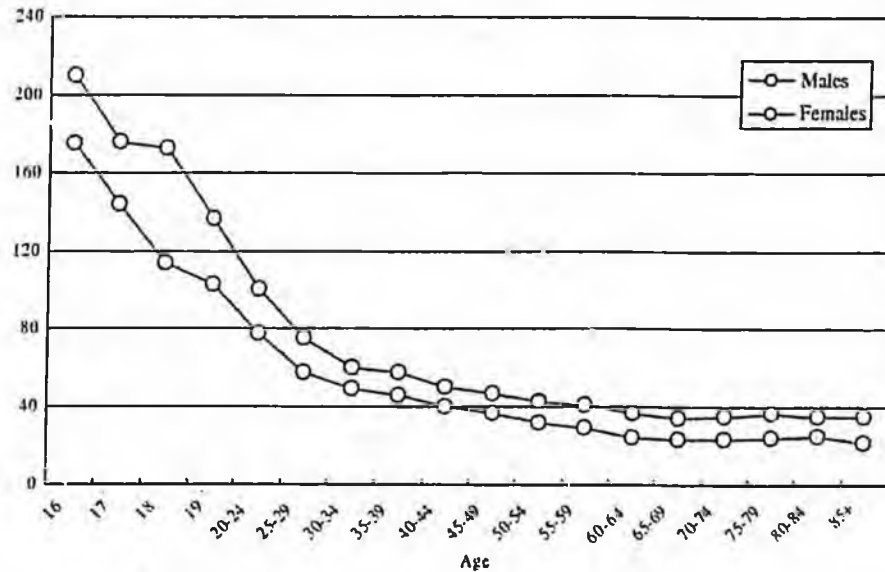


Fig. 3. Driver crash involvements per 1,000 licensed drivers, 2000.

during the past 6 months ("If a cop had been there, you probably would have been stopped"), teens reported that the majority of such incidents took place after 10 p.m. (Farrow, 2007).

Late-night driving increases crash risk, but only for serious crashes. Figs. 4 and 10 show crash rates per mile driven, by age, for fatal crashes and for all crashes. Fig. 4 shows that the nighttime (9 p.m. to 5:59 a.m.) fatal crash risk for 16-year-old drivers is particularly high, about three times the daytime risk. Fatal crash risk is elevated for teen drivers in general during nighttime hours. In fact, fatal crash risk at night is higher than daytime risk for drivers of all ages. Although nighttime risk for the youngest drivers is substantially higher than for older drivers, the differences

between nighttime and daytime fatal crash risks are proportionately greater for drivers ages 20-44. For this older age group, fatal crash risk at night is more than four times the daytime risk. In part, this reflects the major contribution of alcohol impairment to nighttime fatal crashes among 20- to 44-year-olds.

For crashes of all types (Fig. 10), nighttime crash risk is only slightly higher overall than daytime risk (6.6 vs. 5.5 crashes per million miles) and there is no particular pattern by age.

Fatal crash risk is higher at night than during the day, but presumably not all nighttime driving is high risk, and some nighttime driving may have very low risk. Most states with nighttime restrictions exempt certain types of unsupervised

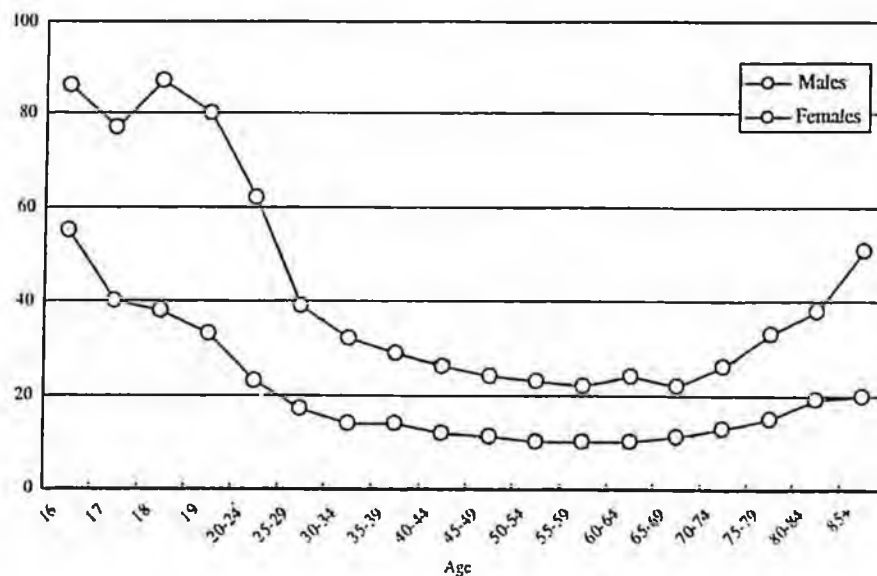


Fig. 4. Driver fatal crash involvements per 100,000 licensed drivers, 2000.

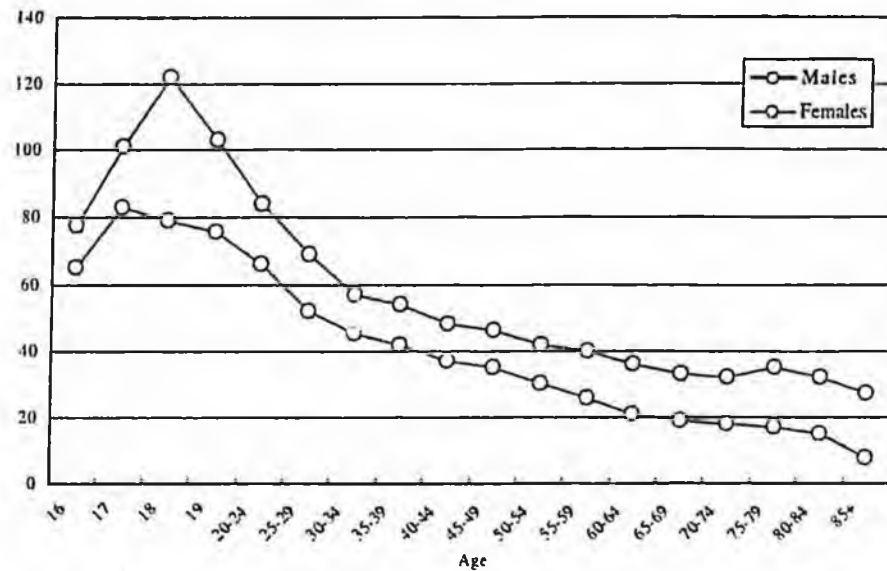


Fig. 5. Driver crash involvements per 1,000 population, 2000.

driving, for example, to and from work and school-related activities in some cases. The premise is that these are essential activities that should be allowed, but also that crash risk is not elevated during these events. Unfortunately, there are no data that can provide guidance on what types of nighttime driving carry lower risk.

Although fatal crash risk is higher at night, nighttime exposure is lower than during the day. In 1995, before the modern graduated licensing movement began, 14% of the mileage and 32% of the fatal crash involvements of 16- to 17-year-olds were between 9 p.m. and 5:59 a.m. Thus, the vast majority of fatal crash involvements occur during the lower risk high-exposure daytime hours. Figs. 11 and 12 show fatal crash involvements and all crash involvements

by single hours throughout the day. In both data sets there are peaks just before and after school, suggesting that school transportation is a topic that needs addressing. These are also high mileage hours for 16- to 17-year-olds (3-4 p.m. is their highest mileage hour during the day, and 7-8 a.m. is the fifth highest, after 4-7 p.m.), and the high exposure results in many crashes. School transportation issues are currently under discussion in the United States and Australia (Queensland School Transport Safety Task Force, 2000; Transportation Research Board, 2002). The Transportation Research Board report indicated that death rates per trip during school hours were highest in passenger vehicles when a student was driving or being driven by a teenager. On a per-trip basis, students were about 44 times more likely

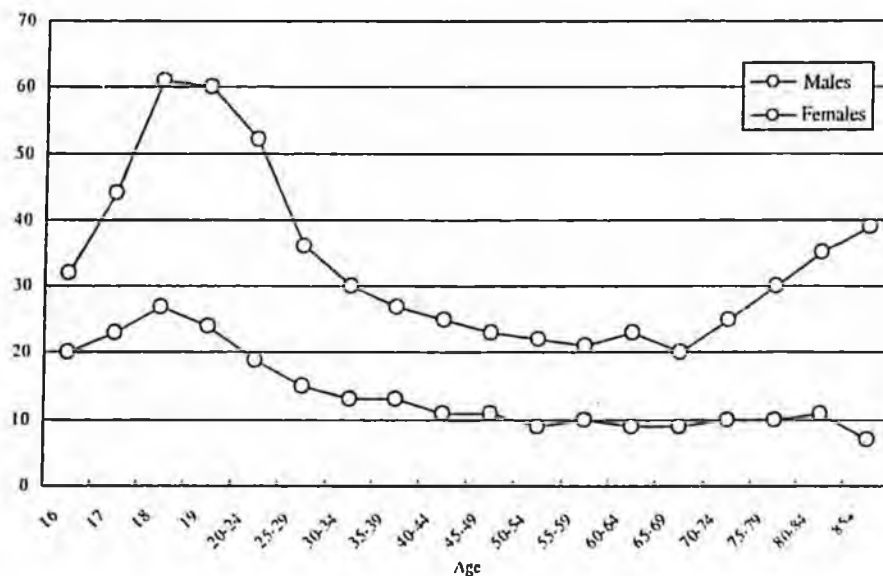


Fig. 6. Driver fatal crash involvements per 100,000 population, 2000.

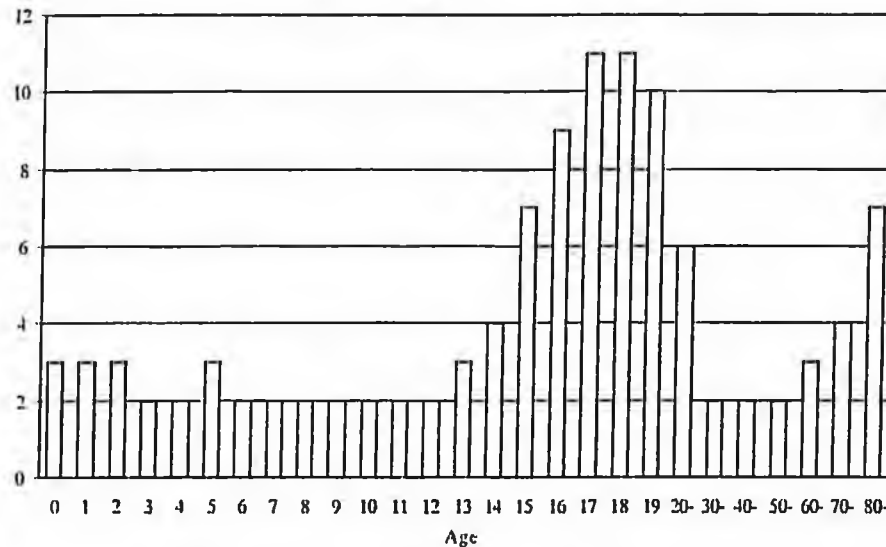


Fig. 7. Deaths of passengers in passenger vehicles per 100,000 population, United States, 2000.

to be killed in a vehicle with a teen driver than while riding on a school bus.

Fig. 1 indicates that attention also needs to be given to the hours 9 p.m. to midnight, which have both high crash risk and high frequencies of fatal crashes. Most states do not begin late-night restrictions until midnight or 1 a.m.

#### 4.2. Alcohol-impaired driving

Alcohol impairs driving behavior for people of all ages. Teenagers drink and drive less often than adults, but their crash risks are higher when they do drink (Maynard, Donohue, Burgess, & Simpson, 1986; Voss, Wolfis, Lestina, Anderson, & Green, 1998; Zador, Zuckerman, & Voss, 2000). In a summary of the literature, it was noted that data from roadside surveys confirm that young people drive after drinking. They also show that the percentage of drinking drivers is less among people under the age of 20 than older

age groups under the age of 50. Moreover, on average, young drinking drivers consume less alcohol than older drinking drivers. Nevertheless, those young people who drive after drinking have a higher relative risk of crash involvement than older drinking drivers in all BAC ranges (Martens, et al., 1986). This is probably due to young people's relative inexperience with drinking, with driving, and with combining these two activities.

Thus, the alcohol-impaired driving problem among teens is limited in that they drink and drive less and with lower consumption levels than adults, but exacerbated by the fact that alcohol renders them more crash-prone than adults. For 16- to 17-year-olds during 1995-2001, 18% of those fatally injured had consumed alcohol and 12% had BACs of 0.10% or greater (78% of the deaths of teen drivers with BACs of 0.10 or greater occurred during 9 p.m. to 5:59 a.m.). This compares to much higher levels in earlier years. For example, in 1982, 43% of fatally injured 16- to 17-year-

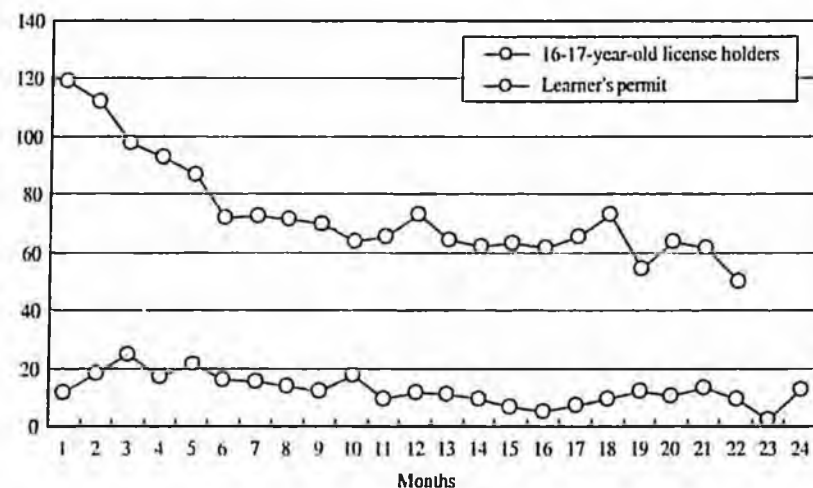


Fig. 8. Crashes per 10,000 drivers, by months of permit or licensure, Nova Scotia.

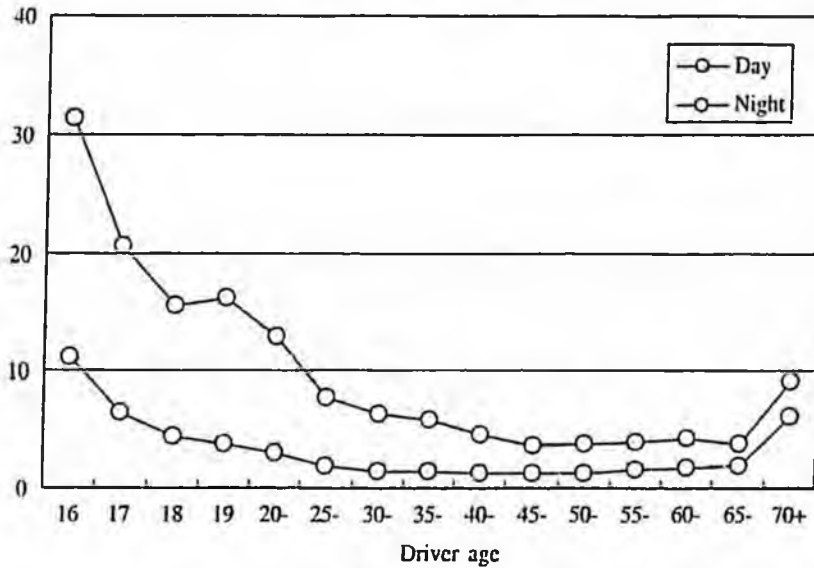


Fig. 9. Fatal crashes per 100 million miles, day versus night, by driver age, 1995.

olds had been drinking and 31% had BACs of 0.10% or greater. Thus, the contribution of this risk factor has greatly decreased, although there has been little change in recent years in the extent to which alcohol is present in the fatal crashes of teens.

There may be other driving situations that entail greater risk for teens than for adults, but empirical evidence is either absent or insufficient. For example, it has been speculated that driving in bad weather conditions would carry more risk for teens, because of their inexperience. Existing data do not support this, either for fatal crashes or all crashes. For example, 16–17% of the crashes of drivers ages 16–60 occurred in adverse weather conditions in 1987–2001. This does not answer the risk question, although, because exposure information is not available. It is conceivable that

young beginners are less likely than adults to drive in adverse weather conditions but have greater risk when they do so.

#### 4.3. Crash risks unique to teens

The potential effects of passengers on crash involvement has long been recognized. Having passengers in the vehicle creates a social system that can affect driving behavior. Recent research has brought increasing recognition that the presence of passengers can powerfully affect the likelihood of a crash, and that the effects can be positive or negative. Earlier research suggested that young drivers were more likely to crash if passengers were present (Ferdinand, 1994; 1995), and more recent research has confirmed and elabo-

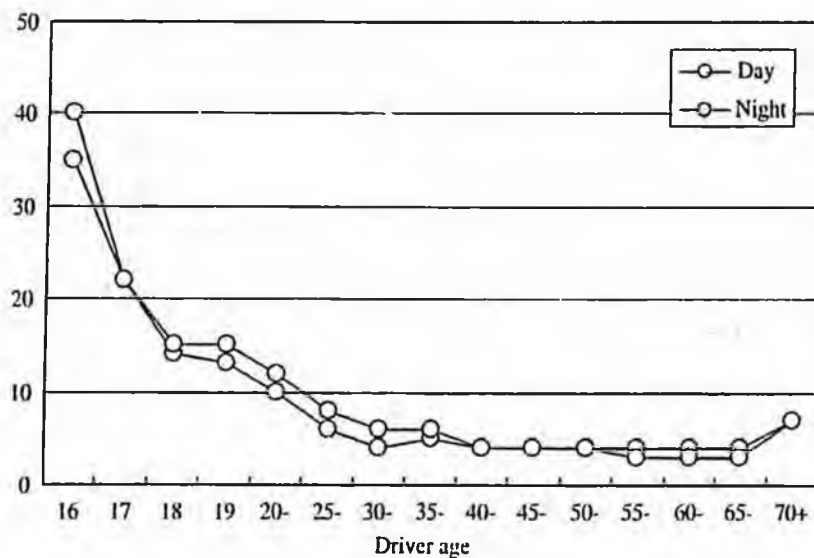


Fig. 10. All crashes per million miles, day versus night, by driver age, 1995.

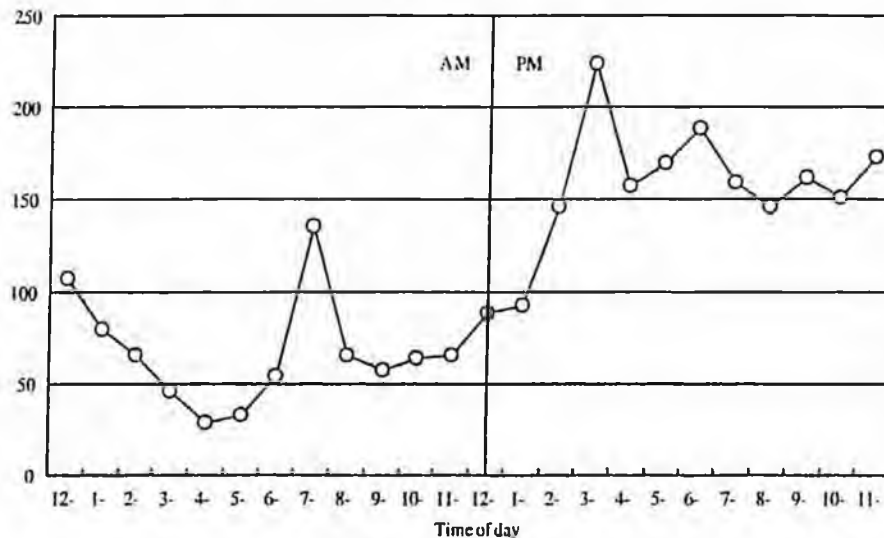


Fig. 11. Sixteen- to 17-year-old drivers in fatal crashes, hour by hour, 1995.

rated that finding (Aldridge, Himmel, Aultman-Hall, & Sumanadasa, 1999; Chen, Bruken, Broven, & Li, 2000; Gregory, Murray, & MacFarlane, 1998; Proulx, Ferguson, & Williams, 1998). In short, it is a very high-risk situation for teenage drivers to have passengers present, particularly teenage and multiple passengers. Passengers increase the risk for property damage, nonfatal injury, and fatal crashes, and teenage drivers transporting teen passengers is a high-exposure activity and a major contributor to the overall problem. More than half of all deaths in the crashes of 16- to 17-year-old drivers occur when passengers younger than 20 are being transported and there is no adult in the vehicle (Aldridge & Ferguson, 2002).

Fig. 12 shows typical findings, based on data from NPTS and NASS/GES. This figure illustrates a central feature of the heightened crash risk associated with passenger pres-

ence: it increases risk only for teenagers, especially the youngest teenagers. For adult drivers, having passengers is associated with slightly decreased risk. Fig. 13 also shows that crash risk for teenage drivers increases exponentially with one, two, or three or more passengers. With three or more passengers, crash risk is about four times greater than when driving alone.

Part of the increased injury risk with passengers could be because higher vehicle occupancy by itself increases the opportunity for injury in a crash. However, there is increased risk for young drivers with passengers in studies based on involvement in crashes, including property damage crashes, or deaths to drivers per million trips by number of passengers (Chen et al., 2000; Doherty et al., 1998). In neither of these cases is the increased exposure due to high vehicle occupancy a factor.

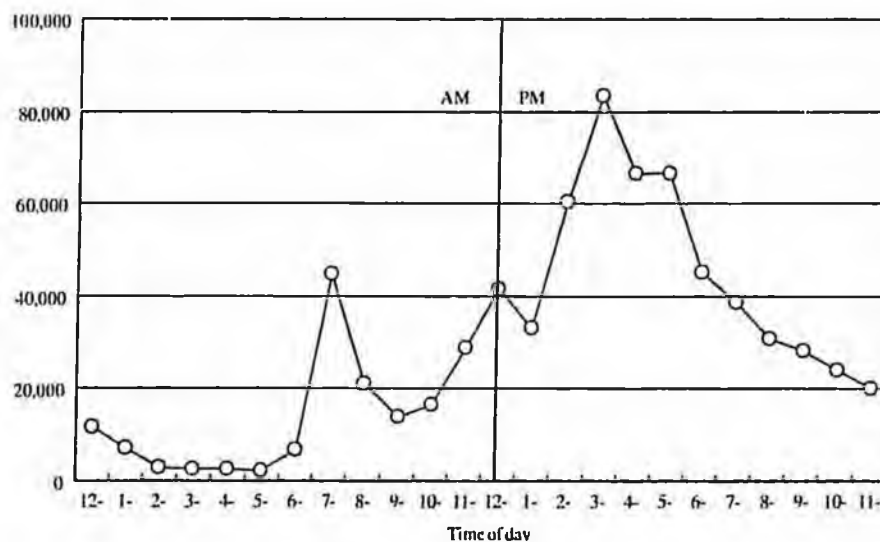


Fig. 12. Sixteen- to 17-year-old drivers in all crashes, hour by hour, 1995.

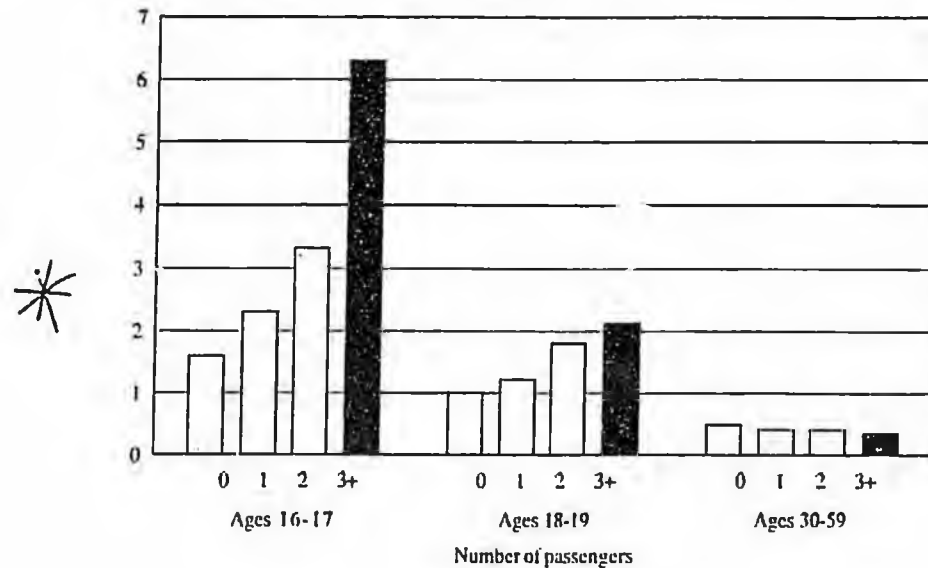


Fig. 13. Crash rates by driver age and passenger presence per 10,000 trips.

Studies have shown that both male and female drivers have increased risks with passengers present, and the increased crash risk exists for both daytime and nighttime hours in about the same proportions, although overall crash risks are much higher at night. In one study, driver death rates from 10 p.m. to 6 a.m. were 1.74 times higher with passengers present than without passengers; during the day the rates were 1.77 times higher (Chen et al., 2000).

Crash risk with passengers can be expected to differ by the nature of the relationship among vehicle occupants, trip purpose, and other factors. Although having passengers increases the overall crash risk for teenage drivers, it does not do so in all cases. In fact, some combinations are associated with reduced risk, whereas others produce extra high risk. Young males readily acknowledge that their driving is adversely affected by having friends in the car, whereas having women or parents present positively affects their driving (Rolls & Ingham, 1992). Other studies confirm these survey findings. The highest risk situation appears to be male or female drivers with male passengers. A situation that reduces risk is when young male teens transport female passengers. These results are based on statistical studies and a study of on-road driving. For example, in a study based on driver death rates, the presence of one male passenger almost doubled the death rate for both male and female drivers; two or more male passengers more than doubled it (Chen et al., 2000). In a study of on-road driving, young drivers with young male passengers drove more dangerously than drivers without passengers; that is, they drove faster and accepted smaller gaps at intersections (McKenney, Weston, & Burkes, 1998). However, males with a female passenger drove slower and did not follow vehicles as closely as did males driving alone (Moster et al., 1998).

have also shown that the presence of young male passengers is associated with unsafe driving practices.

The mechanisms by which passenger presence increases or decreases crash risk are not well understood, nor is there sufficient knowledge about precipitating incidents in these vehicles that lead to crashes or crashes being averted. Aiken (2002) discusses the social function of the vehicle as a place where adolescent friends can be together independently of their parents. He notes that "We have, so far, virtually no information about the phenomenology of this situation, of high school friends riding around in a car together, and this is a crucial gap in our knowledge." Presumably, passengers can help drivers avoid crashes by such actions as providing navigational information, warning drivers of hazards, and keeping drivers alert (Roagan & Mitsopoulos, 2001). Passengers can also distract drivers, which may be a particular problem for young beginners. The presence or actions of passengers (plus other factors such as loud music) cannot only distract but can influence more risky (or less risky) driving as indicated in the on-road study referred to earlier. Case studies of young driver crashes with multiple occupants have also found evidence of risk inducements (Williams, Preusser, & Ferguson, 1998).

## 5. Conclusions and impact on research, practice, and policy

Overall, teenagers have crash rates that exceed those of drivers of any age, 16- to 17-year-olds being particularly risky. Yet risk among teenagers varies greatly by driving situations, being particularly low in some situations and particularly high in others. These varying patterns of risk form the basis for graduated licensing systems which are

designed to promote low-risk driving and discourage high-risk driving.

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## The genesis of GDL

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### Abstract

This paper discusses the early research that led to graduated driver licensing, some of the educational principals on which it is based, obstacles to its acceptance, and some of the early efforts in the U.S. and elsewhere. *Early research:* The research underlying the concept of graduated driver licensing was a 1971 North Carolina study that identified the overrepresentation of young drivers in crashes at night and when another young person was the right front passenger. *Educational principals:* Efforts to reduce the risk to young novice drivers applied what was known about learning. The concepts included distributed learning (i.e., over time) and progressing from simple to complex skills. *A proposal:* The proposed graduated licensing system based on learning principals included (a) initial experience under low risk conditions, (b) extended supervised practice, (c) gradual move to more complex conditions, and (d) harsher penalties for deliberate risk-taking. *Obstacles:* There were several most common objections raised against graduated licensing. Raising the licensing age decreased mobility. Some young drivers were “good” drivers. Enforcement is difficult. Fear of parental objections. Parents are not driver educators and some young people do not have an available parent. Administrative costs are too high. *Acceptance:* Driver educators were the first to see the benefits of a graduated system in the 1970s and 1980s. Toronto nearly adopted a graduated system in 1976. New Zealand was the first to adopt a graduated licensing system in 1984. Michigan in 1997 was the first state to require parental certification of extended supervised driving practice.

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### 1. An origin and destination study, North Carolina, 1971

The basis for originally proposing a graduated licensing system for young beginning drivers grew out of two studies conducted in North Carolina in the early 1970s. One involved linking enhanced origin and destination (O&D) data to crash data from the same time and area, and the other linked data on passengers derived from supplemental data collected on state crash report forms. There were major limitations to these early studies and many more comprehensive studies have been conducted since then confirming what was gleaned from these early efforts. Nevertheless, the findings of these early studies provided the basis for developing a proposal for a graduated licensing system to introduce young beginning drivers into the driving population.

In June of 1971, the North Carolina Highway Commission conducted an O&D survey in the area of Marion, NC. It had been determined that traffic counts at this time of year approximated the year round averages for the area. Information obtained included, among other things, number of

vehicle occupants, purpose of the trip, day of week, time of day, and route designation. For a special study requested by the University of North Carolina Highway Safety Research Center, additional information was obtained on North Carolina passenger cars, including driver race, sex, and age (exact age requested if the interviewer judged the driver to be under 25; estimated age if the driver was judged to be 25 or over); the race, sex, and estimated age group of the right front-seat passenger, if any; and the license plate of the vehicle. This information was collected on 1,736 North Carolina passenger cars in the O&D survey.

Crash data were also obtained for the summer months for the survey county and surrounding counties. Crash data were limited to North Carolina passenger cars in crashes occurring on the same day of week and time of day during which the survey occurred. There were 1,710 crashes that met these criteria. In addition, in the general area of interest, supplemental data were collected on crash reports, including age, sex, and seating position of all passengers. All together, O&D interviews came from five different stations, each one manned for 24 hours on a different weekday. No weekend survey data were available, so analyses were based on weekday data only. The supplemental data on passengers were collected on almost 14,000 North Carolina passenger cars.

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### 1.1. Higher risk for young drivers

Analyses of the data showed the usual U-shaped curve, with younger and older drivers overrepresented in crashes in relation to their presence on the road, and middle-aged drivers underrepresented.

### 1.2. Overrepresentation at night

Young drivers, primarily young males (fewer young females were licensed in 1971), were particularly overrepresented in crashes between midnight and 6 a.m.

### 1.3. Effect of passengers

Analyses of data on right front-seat passengers showed that, for young drivers, there was a marked difference in crash risk depending on the age of the front-seat passenger. Drivers under 16, who should have held a permit and been driving with a responsible adult, represented only 0.1% of the at-risk population but 4.1% of the crash population, more than a 40-fold risk. For trips in which the front-seat passenger was under 21, these drivers again represented 0.1% of the at-risk drivers but 11.1% of crash drivers, more than a 100-fold difference. When the right front-seat passenger was 21-44, the difference was less than threefold, with similar results for front-seat passengers age 45 and older.

The findings from these early studies were the initial basis for proposing that the driver licensing program be used to ensure that young drivers are introduced gradually into the driving population, with certain restrictions based on their initial skill acquisition (Waller & Reinherz, 1977).

## 2. North Carolina's system of introducing young drivers into the driving population

### 2.1. Thirty and six

In North Carolina, driver education was much the same as elsewhere, with 30 hours of classroom instruction and 6 hours of practice behind the wheel. The actual driving practice was often less than the official 6 hours.

### 2.2. Harsher penalties for young driver infractions

Like many other states, North Carolina imposed harsher penalties on young drivers in the event of a violation, although it was well known that these young drivers were more prone to driving errors.

### 2.3. Limitations on resources

Driver education instructors probably knew better than others that 6 hours behind the wheel was woefully inad-

equately preparation. Yet, they also knew how limited resources were, although at that time car dealers provided vehicles for the driver education course. There was no way that publicly supported driver education could meaningfully increase behind-the-wheel practice.

In the 1960s, *Education* (1960) defined two general goals for driver education. First, it should provide basic instruction in driving techniques, a knowledge of how to handle a car in special circumstances, and a knowledge of motor vehicle traffic laws and ordinances; and, second, it should turn out a far more knowledgeable breed of citizens who will know enough about highway safety to demand and support higher (safety) standards. Given the time and money constraints under which driver educators labor, I would argue that the course can provide basic instruction on how to handle a car, knowledge of vehicle traffic laws and ordinances, and something about safe driving practices, including the effectiveness of occupant restraints and the effects of alcohol on crash risk. Only very basic instruction can be provided in the behind-the-wheel portion of driver education. Realistically, driver education in its present form and with its limited resources can do little more. *Driver education in its present form cannot produce a proficient driver.*

## 3. What is known about learning and how it applies to driving

### 3.1. Mass versus distributed learning

It is well established that practice that occurs over time, that is, distributed practice, results in better learning than practice that occurs all at once. Consequently, driving practice over time should be better than mass practice. Early acquisition of driving skill should occur over an extended period.

### 3.2. From simple to complex

In teaching almost any other complex psychomotor skill, instruction begins with relatively simple exercises, with task demands gradually increasing. Yet historically, in young driver preparation, we have provided only rudimentary preparation, after which young drivers were allowed into the traffic stream. Although it was known they were more likely to make errors, we punished them more harshly when errors occurred.

### 3.3. All beginners are at higher risk

It is often suggested that limiting early driving experience "punished" the good drivers who would not have crashes. Although it is true that students with good grades are less likely to have crashes, it is also true that straight-A students who are model citizens may go out and kill themselves behind the wheel. Simply because a student

has good grades and is well behaved does not mean that they can acquire a complex psychomotor skill with minimal preparation. We would not expect such students to automatically acquire athletic skill or be able to play a musical instrument with minimal instruction because of their stellar personal attributes.

Anyone beginning to learn a complex skill, including beginning drivers of any age, will make more errors in the early stages of skill acquisition. Beginning drivers of any age go through a learning curve in which more errors are made in the early stages than later. Whether these errors translate into crashes is a function of other factors that have nothing to do with the beginning driver. For example, almost all beginning drivers at some time will run off the right side of the road and in returning to the road will overcompensate, going into the left lane or even off the left side of the road. If there is no oncoming traffic and no ditch or obstacle on the left side of the road, the driver may recover and continue driving. However, if there is oncoming traffic or a ditch, utility pole, large rock, or sign, the driving error may turn into a crash. The outcome does not define the driver as good or bad. *All beginning drivers are inexperienced and are more likely to make driving errors.*

#### 3.4. Demonstration of skill is not a substitute for extended practice

It has been proposed that demonstration of adequate skill should be sufficient for licensure. However, it has been shown that high levels of skill do not necessarily translate into good performance on the road. On the whole, those who score best on tests of skill, for other reasons, have some of the worst driving records (Williams & ...).

Ideally, all beginning drivers at any age should go through a graduated licensing system. In the United States, however, it is highly unlikely that we could obtain such a system, at least any time soon. Nevertheless, because all beginners are at higher risk, it would make sense to implement licensure gradually, with extended required supervised practice and adequate performance.

#### 4. Inexperience versus deliberate risk taking

Although much of the problem of young drivers is attributable to inexperience, it is also true that young drivers may be more prone to deliberate risk taking. When this occurs (e.g., driving after drinking, not using seat belts, driving at exorbitant speeds), it is entirely appropriate to invoke harsher penalties. When inexperience is combined with risk taking, crashes are more likely to occur.

Graduated licensing is not designed to address deliberate risk taking behavior. Rather, it is aimed at the inexperience component of young drivers' crash risk. However, not all risky behavior on the part of young drivers is deliberate.

They may engage in high-risk behavior and be completely unaware that they are doing so. Extended supervised practice should help this kind of risk taking.

Data from England (Hogson, ...), where it is not unusual to obtain first licensure at a later age, indicate that delaying licensure from age 17 (the earliest licensure may occur in the UK) to age 18 results in about a 6% reduction in crash risk. However, at whatever age licensure occurs, the first year of experience results in about a 30% reduction in crash risk. In Sweden, changes in the age at which initial supervised driving experience may occur, from age 17 1/2 to 16, resulted in a marked increase in supervised practice and a marked decrease in crash risk (about 35%) after licensure at age 18. No corresponding increase in crash risk during the practice period was observed (Mongersson et al., 2000). These studies suggest that the higher risk for young beginning drivers may be more attributable to inexperience than to age.

#### 5. A proposal based on what is known about learning

##### 5.1. Initial experience should occur under low-risk conditions

Based on what is known about young driver risk, it was proposed that the initial stage of driving practice should be limited to daylight hours, with strict passenger restrictions. Because young drivers are at higher risk of crash, belt use requirements are especially important. Furthermore, because the higher crash risk does not level out until around age 25, alcohol restrictions should be extended to age 25, with zero alcohol below age 21 and no more than 0.05% BAC through age 25.

##### 5.2. Extended supervised practice

The initial stages of driving should occur with a responsible adult in the right front seat, preferably a parent. As driving practice is acquired, the presence of the adult can be reduced, but as more complex conditions are added, the supervising adult should be included.

##### 5.3. Gradual move to more complex conditions

As more experience is acquired at one stage, the driver should be allowed to move to more difficult driving (e.g., driving at night). However, it is also important that there be extended time spent at each level of practice, that is, it is not sufficient to accumulate extended practice in a short period and then move on to the next level of licensure.

##### 5.4. Harsher penalties for deliberate risk taking

When beginning drivers deliberately engage in dangerous driving behavior, it is entirely appropriate to punish

## Proposed Graduated License System

Time	Restriction	Driver Age						
		14	15	16	17	18	19-20	21-25
Day	Parent required	0.00 BAC	0.00 BAC					
	No parent required ≤ 1 passenger			0.00 BAC				
	No parent required ≥ 0 passengers				0.00 BAC	0.00 BAC	0.00 BAC	≤ 0.05 BAC
Night	Parent required		0.00 BAC	0.00 BAC				
	No parent required ≤ 1 passenger				0.00 BAC			
	No parent required ≥ 0 passengers					0.00 BAC	0.00 BAC	≤ 0.05 BAC

Fig. 1. Proposed Graduated License System.

such behavior more harshly. Examples of such behavior include very high speed, driving after drinking, and nonuse of safety belts.

It takes years to become a good driver. Realistically, learning to drive requires extended practice, practice that cannot be provided at public expense. Utilizing the resources that are available through parental involvement provides an opportunity to introduce young drivers into the driving population much more gradually, with much less risk, and at minimal cost to the tax payer.

Many states had some version of what has been called provisional licensure, that has focused primarily on increasing threat of punishment when infractions occurred, and, based on infractions, delaying movement to the next licensure level. However, there is no requirement for practice to occur. Theoretically, one could move through the system successfully without acquiring any driving practice. Simply requiring the passage of time is not enough. If no practice occurs, there can be no learning. Graduated licensing attempts to address inexperience by providing extended supervised practice, over time, initially under relatively low-risk conditions with the task demands increasing as experience is acquired and extended successful experience is demonstrated (Waller, 1975, 1976a, 1976b, 1976c, 1977, 1980a, 1980b, 1988, 1989, 1993a, 1993b).

Fig. 1 illustrates the type of program that was proposed, with the added requirement for parental certification of a specified amount of supervised practice.

### 6. Obstacles to acceptance

When a proposal for such a graduated licensing system for young beginning drivers was made in the early 1970s, the response was interesting. Objections to it fell primarily into the following categories.

#### 6.1. The age factor

There was considerable discussion about the age at which licensure should occur. Because crash risk is somewhat lower when the age of licensure is increased, it was proposed that raising the age of licensure would be the most appropriate measure to take. However, the mere passage of time is not a substitute for practice.

Raising the age of licensure may be fine theoretically, but by age 18 many young people are leaving home for college or work, and the opportunity for parental supervision of driving practice is lost. Furthermore, young people want their wheels and parents are usually eager to give up chauffeuring.

Lowering the age at which learning to drive is initiated (but *not* lowering the age of full licensure) means that whenever the young driver begins to drive solo, it is with more practice under his belt.

#### 6.2. Why penalize all young drivers when only some of them will have crashes?

The objection here was that many young people are "good" drivers and will not have crashes. We should be concerned about the "bad" drivers who will have crashes. As indicated earlier, all beginning drivers are at higher risk, and whether a driving error translates into a crash is a function of other factors.

#### 6.3. There is no way to enforce the graduated licensing requirements

The concern was that parents will lie about the amount of supervised practice that has occurred, and there will be no way to validate what they report. It is true that parents can misrepresent the supervision provided, but it is also true that many, if not most, parents will not. Even if they report 50 hours of practice when only 40 have occurred, that is still an improvement over the previous system. There should not be a major effort to enforce what is reported. However, the requirement for extended supervised practice communicates to the parent the importance of monitored experience. The aim is to modify crash rates, not to eliminate all young driver crashes.

#### 6.4. Fear of parental objections

There was concern on the part of legislators that imposing a requirement for parents to provide supervised practice would result in strong objection. Legislators are often very reluctant to place requirements on adults who may vote. Interestingly, the preliminary evidence indicates that parents are strongly supportive of the program. In Michigan, a survey of parents found that the average reported hours of supervised practice was far more than that required, and parents described how the experience brought home to them how much the young driver needed even more practice.

at the time and continue to place restrictions on driver licensing. The state allowed unsupervised driving.

### 6.5. Parental role and driver educators

It was often argued by legislators, although, curiously, it was usually heard from driver educators. It was also occasionally heard from parents who worried about their children. There was often confusion about the primary role of the parent in the skill acquisition process. Parents do not need to be driver educators, although there remains much room for improvement in collaboration between driver education and parents. The primary role of the parent is to provide psychological control. Young drivers simply will not try things with the parent in the front seat that they may try if their passengers are fellow teenagers.

### 6.6. Not all young people have a parent available to provide supervision

Some legislators raised this objection, saying that it would be unfair to young people with no available parent to help. Not all parents hold a driver license, and not all households have a motor vehicle available.

It is true that not all youngsters have someone who could provide supervision. However, that does not mean we should not take advantage of the parental help that is available. To help those young people without such resources, arrangements might be made through Big Brother–Big Sister organizations or other civic groups.

### 6.7. Cost

Instituting any new program requires revamping current procedures, programming of data systems, developing new forms, training personnel to function under the new system, and many other costs. State legislatures are experiencing major shortfalls already, and no matter how worthy a program, if it costs money, it is likely to meet with opposition.

The major problem with the cost objection is that the old system of licensing young drivers was extremely costly. The Federal Highway Administration estimates the average societal cost of a motor vehicle fatality to be around \$3 million. It could be argued that the loss of a young life might be even more costly. Even a modest reduction in teenage deaths would more than offset whatever costs may be associated with graduated licensing.

## 7. Was driver education the culprit?

In the 1970s and 1980s, there was a concerted attack on driver education. It was stated that, because licensure could not occur prior to age 18 unless one had completed an approved driver education course, driver education was the

problem and that if we eliminated driver education, we would be better off. Indeed, there were headlines that read “Driver education kills 2,000 young people a year,” attributing all young driver-related fatalities to driver education.

Driver education was never the basis for lowering age of licensure. Driver licensing was first implemented for purposes of identification and revenue. Testing applicants came later. It was possible in some states to pay \$2 for oneself and every family member age 12 and older and receive licenses for all of them. It is still possible to obtain licensure at age 14 in some states under certain circumstances. Driver education was added at a later time but was not the basis for establishing age of licensure.

It was never realistic to expect that a program consisting of 30 hours classroom instruction and 6 hours behind the wheel could transform a non-driver into a proficient driver. We make no such demands on any other course of study. For example, English is taught from elementary school through high school. However, when students use the language poorly, we do not propose eliminating English from the school curriculum.

Whether or not we have driver education, the fact is that young people will learn how to drive, and the question remains, how can we introduce them into the driving population with less lethal consequences?

## 8. Early efforts

### 8.1. Driver educators

In presentations to state and national meetings of driver educators, in the 1970s and 1980s, the response was almost unanimously positive and often enthusiastic. Driver educators are keenly aware of the unrealistic expectations that are placed on them in light of the limited time and resources available.

### 8.2. Toronto Blue Ribbon Panel

In 1976, I was invited to testify before a Blue Ribbon Panel of the Toronto legislature about this proposal for a graduated driver licensing system for young beginning drivers. They asked many questions, raising the points about the young driver's age, concern about imposing on parents, the fact that parents are not driving instructors, and doubts about ability to enforce. At the end, they fell one vote short of endorsing and recommending such a system.

### 8.3. North Carolina Legislature

Again, it was concern about lowering the age at which practice is initiated that was the major objection. However, it was possible to get the legislature to lower the age at which a driving permit may be obtained from 15 1/2 to 15. In North Carolina, driver education may be initiated at

age 14 1/2, although it is often not possible to get into the courses in public school until close to age 16. Nevertheless, the lower age at which a permit may be obtained lengthens the period during which practice may occur.

#### 8.4. New Zealand

In 1984, I was invited to New Zealand to discuss several proposals for modifying the driver licensing system, including graduated licensing. Three years later, they implemented the first such program in the world.

#### 8.5. British Columbia

In 1990, I was invited to present this concept to a traffic safety meeting in British Columbia. They expressed interest, but nothing happened subsequently.

#### 8.6. Michigan Legislature

In Michigan, as in many other states, interest in doing something about young drivers was precipitated by an especially horrific crash, killing several young people, that occurred near the home of a legislator, Dan Gustafson. He was very serious about doing something but was not sure what could be done. We met with him and outlined what we considered an ideal program. It included a nighttime restriction and restricting passengers to no more than one. It also included a requirement that the parent or other responsible adult certify that at least 50 hours of supervised practice had occurred, at least 10 hours of which were at night.

Mr. Gustafson succeeded in getting most of what he sought, but the nighttime restriction was shortened to midnight to 5:00 a.m. In addition, we lost the passenger restriction. Some of the objections to this requirement were interesting and raised legitimate questions. If teenage passengers are prohibited, it could result in more teenage drivers on the road, as each took separate cars, thus increasing overall exposure to risk.

In addition, parents wanted their young driver to be able to chauffeur younger siblings to school and after-school activities. Parents also said they would much prefer that their teenagers double date than single date, suggesting that eliminating the presence of the other couple might raise the risk of other kinds of "accidents."

In the end, we were able to retain the requirement for parental certification of extended supervised practice, becoming the first state to do so. It is hoped that as data become available from other states with the other restrictions, it may be possible to add them in Michigan.

### 9. Why now?

The system we have historically imposed on young beginning drivers violates almost everything we know about

learning. We have given them minimal training and then let them drive with essentially no constraints. Although we knew they were more likely to make mistakes, when they did so, they were in more trouble than the rest of us would be. There is no evidence in the literature on learning that increasing threat helps inexperience.

Suppose you are given 30 hours of classroom instruction on the game of tennis, including the history of the game, the dimensions of the court, the various kinds of court surfaces and how to play them, the scoring rules, etc., and then given 6 hours of actual practice on a tennis court with a coach. After this minimal preparation, you are told that the next morning you are going to play a match against the recent winners at Wimbledon, and if you do not win, you will be severely punished. The threat of punishment probably will not appreciably improve your serve. Yet this is essentially the approach we have been using with young beginning drivers. We know they are at higher risk of error, and so we increase the threat of the potential consequences should an error occur.

In the acquisition of virtually every other complex psychomotor task, the initial acquisition of skill occurs under relatively simple and risk-free conditions. Yet in the one skill that affects all young people and is related to the leading cause of their death and disability, we were ignoring everything that we routinely practice elsewhere.

We cannot meaningfully extend behind-the-wheel practice at public expense. Graduated licensing offers a way to provide extended practice under relatively safe conditions and at minimal cost to the taxpayer. Parents and youngsters give up little, and young drivers are better prepared.

In the last few years, most states have begun to implement at least some elements of a graduated licensing system. All this has occurred over a relatively short period. Why? It is hard to know why. Baby boomers who are now the parents of teenagers are much more aware of the risks associated with driving. Motor vehicle safety, as well as safety in general, is a much more popular concept than it was 20 or 30 years ago. But why there was so much reluctance in the 1970s to consider seriously modifying how we taught young people to drive and why there is now so much support for modifying the system remains unclear to me.

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## What we know, what we don't know, and what we need to know about graduated driver licensing

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### Abstract

On November 5–7, 2002, the Symposium on Graduated Driver Licensing in Chatham, MA, brought together 75 researchers and practitioners from the United States, Canada, Australia, and New Zealand to document the current science of graduated driver licensing (GDL) and to outline research needs. Participants reviewed 12 background papers and discussed the papers in depth. The symposium's background papers are published in this issue of the *Journal of Safety Research*.

This paper summarizes and provides a quick reference to information from the symposium papers and participant discussions. It cites the 12 symposium papers, which in turn provide more information and cite original sources. Issues and recommendations not followed by a citation were raised in the symposium discussions.

This paper is divided into seven sections. The first six sections summarize information from the symposium papers and discussions. The sections are: (1) The need for graduated driver licensing; (2) Effectiveness of GDL as implemented; (3) The learner's permit phase; (4) The provisional license phase; (5) The roles of teens, parents, and public agencies; and (6) Enacting and implementing GDL. In each of these six sections, research needs are classified as either *high priority* (important for designing and implementing effective GDL programs) or *lower priority* (useful but not critical for GDL at this time).

The final section summarizes the discussion of research issues and priorities from the symposium's closing session. This section has three topics: general research, issues involving parents, and issues involving graduated licensing legislation and implementation. It presents participants' collective views on both broad priorities and specific issues.

In providing a concise summary of presentations and discussions from the symposium, this paper necessarily omits some information and points of discussion. The views and judgments expressed are the authors' best attempt to capture the symposium's consensus, but they do not necessarily represent the views of the authors, their organizations, or any other individual symposium participant. In particular, they are not necessarily endorsed by the symposium's sponsors: General Motors, the National Highway Traffic Safety Administration, the National Safety Council, and Nationwide.

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**Keywords:** Graduated driver licensing; Beginning drivers; Teenage drivers; Learner's permit; Provisional driving license

### 1. The need for graduated driver licensing

Motor-vehicle crashes are the leading cause of death and injury among teenagers. As beginning drivers, teenagers lack driving skills and also lack experience in recognizing risky situations. They also are more willing than adults to take risks behind the wheel, such as speeding and not buckling up. This combination of immaturity, inexperience, and risk-taking behavior produces high crash risks for teenage drivers. Graduated driver licensing (GDL) addresses these factors

by phasing in on-road driving, allowing beginners to get their initial driving experience under lower-risk conditions.

GDL is a three-phase licensing system for beginning drivers consisting of a learner's permit, a provisional license, and a full license. The essential features of GDL are that a learner's permit allows driving only while supervised by a fully licensed person, a provisional license allows unsupervised driving under certain restrictions, and both the learner's permit and the provisional license must be held for a specified minimum period of time. This paper describes GDL, discusses key provisions, and summarizes beginning driver requirements in all states and provinces in the United States and Canada. The paper provides a model GDL law.

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### 1.1. Teenage crash risk is high

- **Teenage drivers have the highest crash risk.**  
Crash rates per mile of travel, per licensed driver, and per population all are higher for teenage drivers than for any other age group. Fatal crash rates per licensed driver and per population also are higher. Teenage fatal crash rates per mile of travel are higher than those of all other ages except the very elderly (Ferguson, 2002).
- **Teenage driver risk perception is worse and risky driving behavior is more frequent than for older drivers.**  
Compared to older drivers, teenagers are less able to assess driving hazards, drive in a more risky fashion, and think that their crash risk is lower (Ferguson, 2002). Teenage drivers have higher crash risks because of their immaturity and inexperience with driving (Ferguson, 2002; Stevens & Harton, 2003).
- **Teenage driver crash risk is greatest in the first few months after full licensure.**  
The highest crash rate occurs in the first month after licensure. The rate drops quickly for the first few months of licensure and then drops more slowly (Ferguson, 2002; Stevens & Harton, 2003). Crash risk is low for teenage drivers with a learner's permit (Ferguson, 2002; Stevens & Harton, 2003).
- **Teenage driver crash risk is greatest at night.**  
Late night driving increases the risk of fatal crashes per mile of travel for teenage drivers (Ferguson, 2002; Stevens & Harton, 2003). The risk of nonfatal crashes, on the other hand, is only slightly higher at night than during the day. Since teenagers drive many more miles during the day than at night, most fatal crashes occur during the day, even though the risk per mile is higher at night. The hours of 9 p.m. to midnight have both high fatal crash risk and high miles of teenage driving (Ferguson, 2002).
- **Teenage driver crash risk is higher with other teenage passengers in the car.**  
Passengers, especially teenage passengers, increase crash rates substantially for 16- to 17-year-old drivers, and the risk increases as the number of passengers increases (Ferguson, 2002; Stevens & Harton, 2003). The highest risk situation appears to be male passengers with either male or female drivers. The limited current research suggests that teenage passengers may increase driver distractions and risk taking (Ferguson, 2002).

### 1.2. Teenage driver crash risk may be higher in circumstances not typically addressed by GDL

- **Alcohol.**  
Teenage drinking drivers have a higher crash risk than older drinking drivers. Because teenagers in all

states are prohibited from buying alcohol by minimum-drinking-age-21 laws and from driving after drinking by zero tolerance [blood alcohol concentration (BAC)  $\leq 0.02$ ] laws, GDL laws in the United States typically do not address drinking and driving. Canadian GDL laws include a zero BAC restriction. The number of teenage drinking drivers in fatal crashes has decreased substantially over the past 20 years (Ferguson, 2002).

- **Safety belt use.**  
Teenagers wear safety belts less frequently than older drivers (Ferguson, 2002). All states except New Hampshire require all drivers to wear safety belts, and no United States GDL law except North Carolina's addresses belt use.
- **Vehicle choice.**  
A few studies suggest that teenagers drive older and smaller vehicles than do older drivers (Ferguson, 2002).
- **Fatigue.**  
Many teenagers do not get enough sleep, but there is no evidence of the effects of fatigue on teenage crashes (Ferguson, 2002).
- **In-vehicle distractions.**  
While there is growing evidence that cell phone use increases crash risk, there is no information specific to teenage drivers. The effects of other distractions such as radios and CD players are also unknown (Ferguson, 2002).
- **High-speed roads.**  
Some jurisdictions restrict beginning drivers to lower-speed roads, or to lower-powered vehicles, but there is little evidence of effectiveness (Ferguson, 2002). No state in the United States includes such restrictions in its GDL requirements. Ontario restricts learner's permit drivers from driving on freeways and urban expressways.

### 1.3. Other methods have not been successful in reducing teenage driver crash risk

- **Driver education.**  
In its current form, driver education does not reduce teenage driver crashes (Ferguson, 2002; Stevens & Harton, 2003; Weimer, 2003).
- **Probationary licenses.**  
A probationary license for beginning drivers differs from a full license only by allowing the license to be suspended, or other actions taken, for less cause than for regularly licensed drivers. The few evaluations do not show substantial benefits (Ferguson, 2002).

### 1.4. High-priority research needs

No additional research is needed to justify the need for GDL.

*1.5. Lower-priority research needs:* Research in several areas could add to existing knowledge of teenage driving, which in turn may make GDL programs more effective:

- Study the situations in which passengers increase crash risk, the reasons for the increased risk, and methods to reduce this risk (Ferguson, 2002).
- Study the role of fatigue in teenage crashes (Ferguson, 2002).
- Study the effects of specific in-vehicle distractions such as cell phones and the potential effects of cell phone laws or cell phone GDL restrictions (Ferguson, 2002).
- Study the effects of the North Carolina safety belt GDL provision.
- Study the potential effects of parental education on teenage drivers' vehicle choice.

## 2. Effectiveness of GDL as implemented

Many GDL programs in the United States and abroad have been evaluated and all evaluations show positive results. Some evaluations also provide information on why and how GDL works.

### 2.1. Evaluations consistently show that GDL reduces teen driver crashes

Ferguson and Noyes (2002) summarize studies of six states: California, Florida, Michigan, North Carolina, Ohio, and Pennsylvania. Anderson (2002) summarizes studies of seven states: California, Connecticut, Florida, Kentucky, Michigan, North Carolina, and Ohio, and of three Canadian provinces: Nova Scotia, Ontario, and Quebec. Egg and Ferguson (2002) summarize three studies of GDL effects in New Zealand. Anderson (2002) and Ferguson and Noyes (2002) describe results in Maryland, and Anderson (2002) summarizes results in Oregon.

GDL programs differ substantially across jurisdictions and the evaluation methods also differ from study to study. The evaluation results thus far show that these GDL programs are effective regardless of their specific details. Because of the differences in GDL programs and their evaluation methods, it is not possible to combine these results into a single numerical measure of GDL effectiveness.

### 2.2. GDL may be effective beyond the teenage years

Research shows that all beginning drivers, regardless of age, have higher crash rates. Maryland, New Jersey, and some jurisdictions outside the United States apply GDL to all beginning drivers (IIHS and TRF, 2003; Anderson, 2002). Evaluations have found that GDL reduces crashes among beginning drivers of all ages (New Zealand: Egg and Ferguson, 2002; Nova Scotia and Ontario: Anderson, 2002).

New Zealand results also suggest that drivers who began driving under GDL have lower crash rates in later years than similar-aged non-GDL drivers (Anderson, 2002).

*2.3. Why does GDL work?* While much remains to be learned (Anderson, 2002), research to date suggests two reasons

- *GDL reduces teen driving.*  
GDL programs that require a learner's permit to be held for some minimum period of time may delay the age at which a young driver obtains a license to drive without supervision (Egg & Ferguson, 2002; Anderson & Fearn, 2003). GDL programs with a nighttime driving restriction reduce nighttime driving, as shown by a substantial reduction in nighttime crashes (Anderson & Fearn, 2003; Peterson & Lind, 2000; Simpson & Noyes, 2002).
- *GDL improves driving knowledge and behavior.*  
Extended learning of the type produced by GDL can lead to crash reductions (Anderson, 2002).

### 2.4. High-priority research needs

- *Continued evaluations of additional GDL programs, especially in United States.*  
Up-to-date information on the effectiveness of GDL is vital when GDL laws are considered in states that do not yet have them.
- *Effects of specific GDL components and provisions.*  
These are discussed in the Learner's Permit Phase section and the Provisional License Phase section.

### 2.5. Lower-priority research needs

- Additional information on GDL's effects on licensing age, driving knowledge, skill, and behavior. Why does GDL work? With whom does it work best (Simpson, 2002)?
- Further understanding of why GDL effects vary across jurisdictions. Separate the effects of differences in the GDL programs themselves, differences in the jurisdictions, and differences in the evaluation methods (Simpson, 2002).
- Study the effects of GDL on different cultural, gender, and ethnic groups (Anderson & Noyes, 2002).
- Additional information on long-term GDL effects on drivers after they receive an unrestricted full license.

## 3. The learner's permit phase

Under GDL, beginning teenage drivers first must obtain a learner's permit, which allows them to drive only while supervised by a fully licensed person. All states and prov-

inces in the United States and Canada issue learner's permits to beginning drivers who have reached a specified minimum age and have passed vision and knowledge tests. Under GDL, the learner's permit must be held for a specified minimum amount of time to allow the beginning driver to acquire on-the-road experience. Some GDL jurisdictions also require a minimum amount of supervised driving during the learner's permit phase, typically 20–50 h (Mayhew, 2003).

### 3.1. The learner's permit allows beginning teenage drivers to gain experience under low-risk conditions

- *Teenagers with a learner's permit drive regularly under supervision.*

Several surveys of both parents and teenagers in GDL jurisdictions document substantial supervised driving practice (Mayhew, 2003). In particular, in California and Michigan, where 50 h of supervised driving is required, most teenagers and parents report exceeding these requirements (Mayhew, 2003).

- *Learner's permit driving is safe.*

Crash rates for beginning drivers with learner's permits are much lower than for newly licensed drivers (Mayhew, 2003). Crashes typically occur when drivers violate the requirements of their permit and drive unsupervised (Mayhew, 2003).

- *The learner's permit phase contributes substantially to the safety benefits of GDL.*

(Mayhew, 2003)

### 3.2. Additional information on learner's permit requirements and driving would be useful

- *Starting age and other entrance requirements.*

The minimum age for a learner's permit ranges from 14 to 16 years across the states and provinces of the United States and Canada (HHS and TIRF, 2002). There is no information on the effects of these starting age differences or on other entrance requirements.

- *Minimum holding period.*

The typical minimum holding period is 6 months, although it ranges from 10 days to 1 year (HHS and TIRF, 2002). A few states have no minimum holding period for the learner's permit. While the length of the holding period affects the amount of supervised driving, there is little direct evidence on how long the holding period should be. Surveys in states and provinces with a 6-month holding period report strong support from both parents and teenagers (Mayhew, 2003). Evaluations in states and provinces that lengthened their holding period requirements show mixed results: some reported crash reductions while others did not (Mayhew, 2003).

- *Supervised driving amount, type, and structure.*

Surveys of parents and teenagers document substantial supervised driving practice during the learner's permit phase (Mayhew, 2003). Some states require a minimum number of hours of supervised driving, typically 20–50 h, and some of these additionally require a minimum number of supervised driving hours at night. In those states where surveys have been conducted, parents and teenagers report that they approve of these requirements and in fact exceed them (Mayhew, 2003). But there is no direct research on how a minimum supervised driving requirement affects the amount of supervised driving, how it helps or hinders parents in supervising their teenagers' driving, or on how much supervised driving should be required.

- *Role of driver education.*

Some jurisdictions reduce the mandatory learner's permit holding period for beginning drivers who successfully complete an approved driver education course (IIHS and TIRF, 2003). Two studies suggest that this holding period reduction may in fact increase crashes (Mayhew, 2003).

- *Restrictions other than supervision.*

Some jurisdictions require the supervising driver to be at least 21 years old or to be a parent, guardian, or driving instructor. Some jurisdictions restrict nighttime driving during the initial months with a learner's permit, or restrict the number of passengers that can be carried, or require that learner's permit drivers and supervisors be sober and drug-free. These restrictions have not been evaluated.

### 3.3. High-priority research needs

- *Study how to structure supervised driving practice.*

Research may help improve the knowledge and skills gained during supervised driving practice. Topics include how to motivate and inform parents and teens, the appropriate amount and type of supervised driving, how to monitor compliance, and how to evaluate its impact (Mayhew, 2003).

### 3.4. Lower-priority research needs

- Study the comparative benefits of different starting ages and minimum lengths for the learner's permit (Mayhew, 2003).
- Develop more effective tests for graduation to a provisional license (Mayhew, 2003).
- Evaluate the contribution of the learner's permit phase to overall GDL effects (Mayhew, 2003).
- Evaluate the contribution of the learner's permit phase to developing driving skills and judgment. What is learned—knowledge, skills, judgment—and how is it learned?

- Investigate methods to discourage illegal unsupervised driving.
- Study the effects of the “driver education discount”—reducing learner’s permit minimum holding length for persons who have completed driver education—on driving skills and on crash risk. Investigate methods to integrate driver education more effectively into the learner’s permit phase.
- Study the effects of learner’s permit license plates—special ‘L’ plates to identify a car driven by a learner’s permit driver that are required in New Zealand and other foreign jurisdictions.

#### 4. The provisional license phase

Under GDL, teenage drivers must successfully complete their learner’s permit requirements, reach the minimum age required in their jurisdiction, and pass a road test to receive a provisional license. This license allows unsupervised driving under certain conditions. Provisional licenses typically prohibit unsupervised driving at night, may limit the number or type of passengers, and may have other restrictions.

##### 4.1. Nighttime driving restrictions are effective

Nighttime driving restrictions are the most common, widely accepted, and best understood provisional license requirement. Research has established conclusive evidence that nighttime driving restrictions reduce crashes (Flegg & GORDON, 2002; SHORE & ALLEN, 2002; SHORE & ALLEN, 2003).

The hours of nighttime restrictions vary considerably from short (1 a.m.–5 a.m.) to long (6 p.m.–6 a.m.; FLEGG & GORDON, 2002). Research suggests that GDL reduces driving and crashes much more during restricted nighttime hours than other hours (FLEGG & GORDON, 2002).

Many GDL jurisdictions allow unsupervised nighttime driving during restricted hours for certain purposes, such as to and from school-related activities, work, and religious events (IIHS and TIRF, 2003). The effects of these restrictions on overall compliance with nighttime driving restrictions and on crashes are not known.

##### 4.2. Passenger restrictions may be effective

Teenage passengers increase crash risks for teenage drivers. Consequently, some GDL jurisdictions restrict the number of teenage passengers in a provisional license driver’s vehicle (FLEGG & GORDON, 2002). Current research suggests that these restrictions are violated more frequently than nighttime driving restrictions (FLEGG & GORDON, 2002; FLEGG & GORDON, 2003). Passenger restrictions may have contributed to the overall GDL effects, but research to date cannot separate the effects of passenger restrictions from other GDL requirements.

##### 4.3. Additional information on other provisional license requirements would be useful

###### • Starting age and length.

The minimum age for a provisional license ranges from 15.5 to 17 years. A later minimum age clearly reduces driving and crashes by teenagers below the minimum age, but no current research addresses the tradeoffs of teenage mobility, convenience, and crash risk posed by different starting ages. Similarly, the minimum age and minimum holding period required for a full license vary, but no current research addresses the costs and benefits of these different provisions.

###### • Penalties for violations.

Drivers who violate provisional license restrictions or who violate other traffic laws may be required to participate in a driver improvement program or may have the length of their provisional license phase extended. The limited current research suggests that these measures may reduce violations and crashes (McKERRICH, 2002).

###### • Second-level driver education.

One state and some foreign jurisdictions incorporate second-level driver education instruction into their GDL programs (FLEGG & GORDON, 2002). Second-level driver education occurs after the beginning driver has experience with basic driving skills. It teaches more advanced skills such as hazard recognition and how to respond to emergency situations. These second-level education programs have not yet been evaluated.

###### • Additional provisional license requirements.

Safety belt use is required and alcohol use is prohibited by other laws, so these concerns typically have not been addressed in GDL programs. It is possible that a closer connection would be useful. For example, if safety belt or alcohol use violations led to a licensing action, such as an extended period of nighttime driving restriction, then compliance might be improved (FLEGG & GORDON, 2002). Jurisdictions outside the United States have restricted provisionally licensed drivers to certain roads, vehicles, or speeds. There is little information on compliance with or effects of these provisions (FLEGG & GORDON, 2002).

##### 4.4. High-priority research needs

###### • Additional information on passenger restrictions.

Study compliance, effectiveness in reducing crashes, and methods to increase compliance.

##### 4.5. Lower-priority research needs

- Study the relative benefits of different nighttime driving restriction hours. Issues include the effects on

- parents and teenagers, compliance with the restrictions, and crashes.
- Study the effects of nighttime driving restriction exemptions for school, work, and other purposes
- Evaluate the effects of second-level driver education to improve risk perception skills.
- Study methods to increase GDL enforcement by police, including methods to integrate GDL enforcement into other traffic enforcement activities such as checkpoints.
- Study the potential effects of speed, road type, and vehicle-type GDL restrictions.
- Study crashes that occur while young drivers are violating conditions of their provisional license.
- Study the potential benefits of advanced driving and knowledge tests to graduate to a full license.

## 5. The roles of teens, parents, and public agencies

With or without GDL, most parents are involved in managing their teenage drivers by teaching driving skills, supervising their driving while under a learner's permit, and restricting their driving in various ways when they are first licensed to driver without supervision. GDL can codify and support parents in these activities. Parents also are in the best position to enforce GDL requirements for their beginning drivers. Law enforcement and motor vehicle departments also have important roles and responsibilities for beginning teenage drivers.

### 5.1. Young drivers support GDL

- *Young drivers generally support GDL programs and restrictions.*  
Survey data in several jurisdictions show strong support
- *Young drivers report that they generally comply with GDL restrictions.*  
Passenger restrictions are violated more frequently than nighttime driving restrictions. Little is known about the circumstances when provisional drivers violate the driving restrictions or how compliance could be improved.

### 5.2. Parents support GDL but could use help

- *Parents do not understand teenage driving risks well.*  
While parents know that teenage driving is risky, they do not understand the dangers of specific situations such as driving at night or with other teenage passengers

- *Parents strongly support GDL.*  
Surveys in several jurisdictions show that parents support GDL

- *Parents could use help in managing their teenage drivers.*

GDL establishes norms for and supports many restrictions on their teenage drivers that parents will impose themselves. Few materials have been developed to encourage and to teach parents how to teach and manage their teenage drivers. One promising program, Checkpoints, is currently being tested. Parents also could use guidance as they supervise driving by teenagers with learner's permits

- *Parents are critical to enforcing compliance with GDL provisions.*

In surveys, parents and teenagers report that GDL nighttime restrictions are violated on occasion and passenger restrictions are violated more frequently. Not surprisingly, teenagers report more violations than do parents. Little is known about how parents enforce GDL provisions or how they could be encouraged and supported

### 5.3. Law enforcement's role in GDL is largely unknown

- *GDL appears to be a low priority for law enforcement.*  
Some GDL provisions such as a nighttime driving restriction are inherently difficult to enforce, since violations are hard to detect. However, law enforcement could check on possible GDL violations when they stop a teenage driver's vehicle for some other reason, such as speeding.
- *A stronger connection between GDL and other traffic laws could make GDL enforcement easier.*  
Safety belt use and zero BAC laws appear to be especially relevant.

### 5.4. Motor vehicle department roles in GDL also are largely unknown

- *Motor vehicle departments issue licenses and enforce license penalties.*  
But virtually nothing is known about how motor vehicle departments administer GDL programs and enforce compliance with GDL provisions.

### 5.5. High-priority research needs

- *Effective methods to encourage and help parents manage their teen's driving.*  
Develop a better understanding of how parents teach and manage teen driving; study how GDL programs and specific requirements affect parental management; develop, implement, and evaluate strategies for



**House Transportation Committee**  
State Capitol, Room 17  
465-4858



**Rep Jim Holm**  
**Rep Beverly Masek**  
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*Members:*

*Rep Hugh Fate, Rep Mary Kapsner, Rep Vic Kohring, Rep Albert Kookesh, Rep. Dan Ogg*

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DATE: May 20, 2003

TO: House Transportation Committee Member <sup>empe</sup> and Staff

FROM: Barbara Cotting, Committee Aide. *[Handwritten signature]*

RE: HB 213, "Provisional Driver's License"

In an attempt to address some of the objections to this bill, attached is a proposed draft committee substitute for HB 213, "Provisional Driver's License," for your consideration during the Interim.

It contains the following changes:

1. Page 2, line 10: Changed "one year" to "six months."
2. Page 2, line 19: Added "sibling" to the list of allowed passengers.
3. Page 2, line 21: Changed "midnight" to "1:00 a.m."
4. Page 2, Deleted lines 25-26 which read, "(B) driving to or from the person's place of employment...."

23-LS0786H

Ford

5/19/03

**CS FOR HOUSE BILL NO. 213(TRA)**  
**IN THE LEGISLATURE OF THE STATE OF ALASKA**  
**TWENTY-THIRD LEGISLATURE - FIRST SESSION**

**BY THE HOUSE TRANSPORTATION COMMITTEE**

**Offered:**

**Referred:**

**Sponsor(s): REPRESENTATIVE WEYHRAUCH**

**A BILL**

**FOR AN ACT ENTITLED**

1 "An Act relating to a provisional driver's license and to issuance of a driver's license;  
2 and providing for an effective date."

3 **BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:**

4 \* Section 1. AS 28.15.055 is amended to read:

5       **Sec. 28.15.055. Provisional driver's license.** Upon application, the  
6 department may issue a provisional driver's license to a person who is at least 16 years  
7 of age but not yet 18 years of age if the

8               (1) person has been licensed under an instruction permit issued under  
9 AS 28.15.051 or under the law of another state with substantially similar requirements  
10 for at least six months;

11               (2) person's parent, legal guardian, or employer provides proof  
12 satisfactory to the department that the applicant has at least 50 hours of driving  
13 experience, including at least 10 hours of night driving; and

14               (3) person has not received a citation for a traffic offense or been

1 convicted of a traffic offense within the six months before the application is filed.

2 \* Sec. 2. AS 28.15.057 is amended to read:

3 Sec. 28.15.057. Restrictions on driver's license issued to a person under  
4 18. Except as provided under AS 28.15.051, a person who is at least 16 years of age  
5 but not yet 18 years of age may not be issued a driver's license unless the person has

6 (1) been licensed under an instruction permit issued under  
7 AS 28.15.051 or under the law of another state with substantially similar  
8 requirements for at least six months;

9 (2) [AND HAS] held a valid provisional driver's license issued under  
10 AS 28.15.055 for at least six months; and

11 (3) not received a citation for a traffic offense or been convicted of  
12 a traffic offense during the six months before applying for a driver's license [ONE  
13 YEAR].

14 \* Sec. 3. AS 28.15.057 is amended by adding new subsections to read:

15 (b) A person authorized to drive a motor vehicle under a provisional driver's  
16 license issued under AS 28.15.055 may not

17 (1) for the first six months after receiving a provisional driver's license,  
18 operate a motor vehicle that is carrying any passengers except a passenger who is a  
19 parent, legal guardian, sibling, or a person at least 25 years of age who is licensed to  
20 drive the type or class of vehicle being used; or

21 (2) operate a motor vehicle between the hours of 1:00 a.m. and 5:00  
22 a.m., except when the person is accompanied by a parent, legal guardian, or a person  
23 at least 25 years of age who is licensed to drive the type or class of vehicle being used.

24 (c) A person who violates this section is guilty of an infraction.

25 \* Sec. 4. This Act takes effect January 1, 2004.

# Legislative Research Services

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Legislative Affairs Agency  
Division of Legal and Research Services

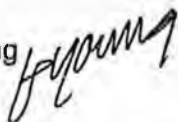
State Capitol  
Juneau, AK 99801  
Phone: 907-465-3991  
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May 9, 2003

## Memorandum

TO: Representative Jim Holm

FROM: Patricia Young  
Manager



RE: Traffic Fatalities Among Teenager Drivers and Graduated Licensing

You asked for information we could quickly gather on the annual rate of fatalities among teenage drivers. You also asked for background information on graduated licensing programs. The attached documents, as listed below, should provide you with the information you need.

- U.S. Department of Transportation, National Highway Traffic Safety Administration, "Young Drivers," *Traffic Safety Facts 2000*, available at [www-fars.nhtsa.dot.gov/pubs/15.pdf](http://www-fars.nhtsa.dot.gov/pubs/15.pdf).
- National Highway Traffic Safety Administration and Insurance Institute for Highway Safety, "Graduated Driver Licensing: Questions and Answers," available at [www.highwaysafety.org/safety\\_facts/qanda/images/grad\\_lic.pdf](http://www.highwaysafety.org/safety_facts/qanda/images/grad_lic.pdf).
- Insurance Institute for Highway Safety and the Traffic Injury Research Foundation, "Graduated Licensing: A Blueprint for North America," available at [www.highwaysafety.org/safety\\_facts/teens/blueprint.pdf](http://www.highwaysafety.org/safety_facts/teens/blueprint.pdf).
- Insurance Institute for Highway Safety and Highway Loss Data Institute, "Fatality Facts: Teenagers as of November 2002," available at [www.highwaysafety.org/safety\\_facts/fatality\\_facts/teens.htm](http://www.highwaysafety.org/safety_facts/fatality_facts/teens.htm).
- Insurance Institute for Highway Safety and Highway Loss Data Institute, "[U.S.] Licensing Systems for Young Drivers, April 2003," available at [www.highwaysafety.org/safety\\_facts/state\\_laws/us\\_licensing\\_systems.pdf](http://www.highwaysafety.org/safety_facts/state_laws/us_licensing_systems.pdf).
- Insurance Institute for Highway Safety and Highway Loss Data Institute, "How State Laws Measure Up," January 2003, available at [www.highwaysafety.org/safety\\_facts/state\\_laws/measure\\_up.htm](http://www.highwaysafety.org/safety_facts/state_laws/measure_up.htm).
- Allan F. Williams, "Teenage Passengers in Motor Vehicle Crashes: A Summary of Current Research," (Arlington, Virginia: Insurance Institute for Highway Safety, December 2001); available at [www.highwaysafety.org/safety\\_facts/teens/teen\\_passengers.pdf](http://www.highwaysafety.org/safety_facts/teens/teen_passengers.pdf).

I hope these documents are helpful. If you have questions or need additional information, please let me know.



# Traffic Safety Facts 2000

## Young Drivers



**People Saving People**  
<http://www.nhtsa.dot.gov>

There were 187.2 million licensed drivers in the United States in 1999 (2000 data not available). Young drivers, between 15 and 20 years old, accounted for 6.8 percent (12.7 million) of the total, a 1.2 percent decrease from the 12.8 million young drivers in 1989.

In 2000, 8,155 15- to 20-year-old drivers were involved in fatal crashes — a 10 percent decrease from the 9,052 involved in 1990. Driver fatalities for this age group decreased by 11 percent between 1990 and 2000. For young males, driver fatalities dropped by 16 percent, compared with a 4 percent increase for young females (Table 3).

Motor vehicle crashes are the leading cause of death for 15 to 20 year olds (based on 1998 figures, which are the latest mortality data currently available from the National Center for Health Statistics). In 2000, 3,594 drivers 15 to 20 years old were killed, and an additional 348,000 were injured, in motor vehicle crashes.

In 2000, 14 percent (8,155) of all the drivers involved in fatal crashes (57,090) were young drivers 15 to 20 years old, and 17 percent (1,885,000) of all the drivers involved in police-reported crashes (11,322,000) were young drivers.

*“Motor vehicle crashes are the leading cause of death for people from 15 to 20 years old.”*

Figure 1. Driver Fatalities and Drivers Involved in Fatal Crashes Among Drivers 15 to 20 Years Old, 1990-2000

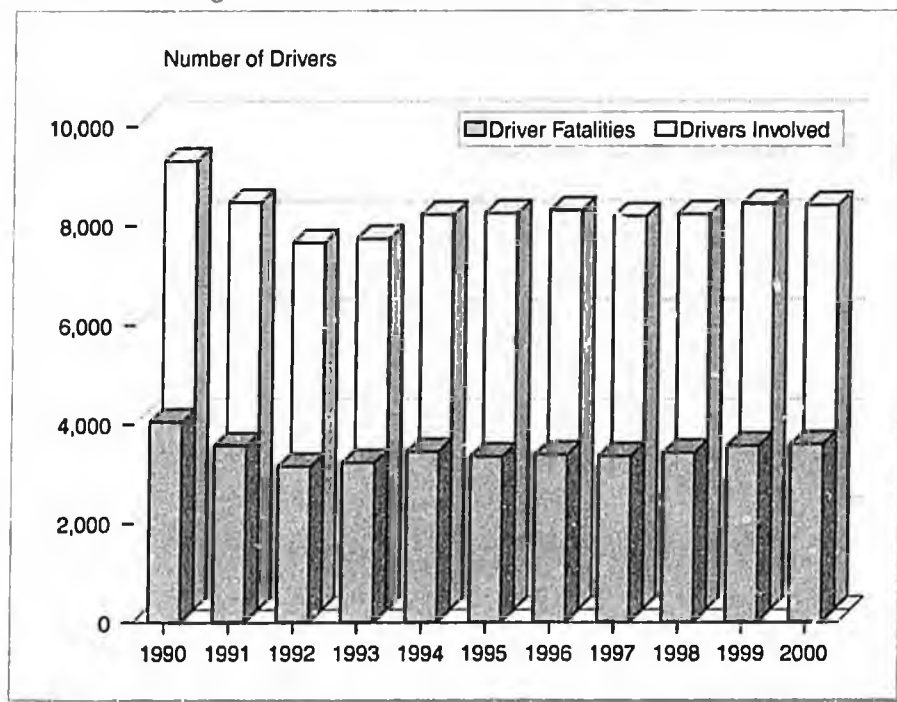


Table 1. Drivers Involved in Fatal Crashes and Driver Involvement Rates by Age Group, 2000

	Age Group (Years)							
	15-20	21-24	25-34	35-44	45-54	55-64	65-69	70+
2000 Population (Percent)	8.7	5.2	13.6	16.3	13.5	8.7	3.4	9.2
Drivers Involved in 2000 Fatal Crashes (Percent)								
Single-Vehicle	18.5	12.9	21.5	18.9	12.6	7.1	2.2	5.9
Multi-Vehicle	12.3	9.2	20.4	20.2	15.6	9.2	3.0	9.8
All Fatal Crashes	14.6	10.5	20.8	19.7	14.6	8.4	2.7	8.4
1999 Licensed Drivers* (Percent)	6.8	6.7	19.6	22.3	18.6	11.8	4.5	9.9
Drivers Involved in 1999 Fatal Crashes per 100,000 Licensed Drivers	64.7	45.2	32.1	26.4	22.2	20.9	19.7	26.8

\* 2000 data not available.

*"In 2000, 14 percent of all the drivers involved in fatal crashes were between 15 and 20 years old."*

More than one-third (381) of the 15- to 20-year-old drivers involved in fatal crashes who had an invalid operator's license at the time of the crash also had a previous license suspension or revocation. For the same age group, 30 percent of the drivers who were killed in motor vehicle crashes during 2000 had been drinking (Table 4).

Table 2. Drivers 15 to 20 Years Old Involved in Fatal Crashes by Previous Driving Record and License Status, 2000

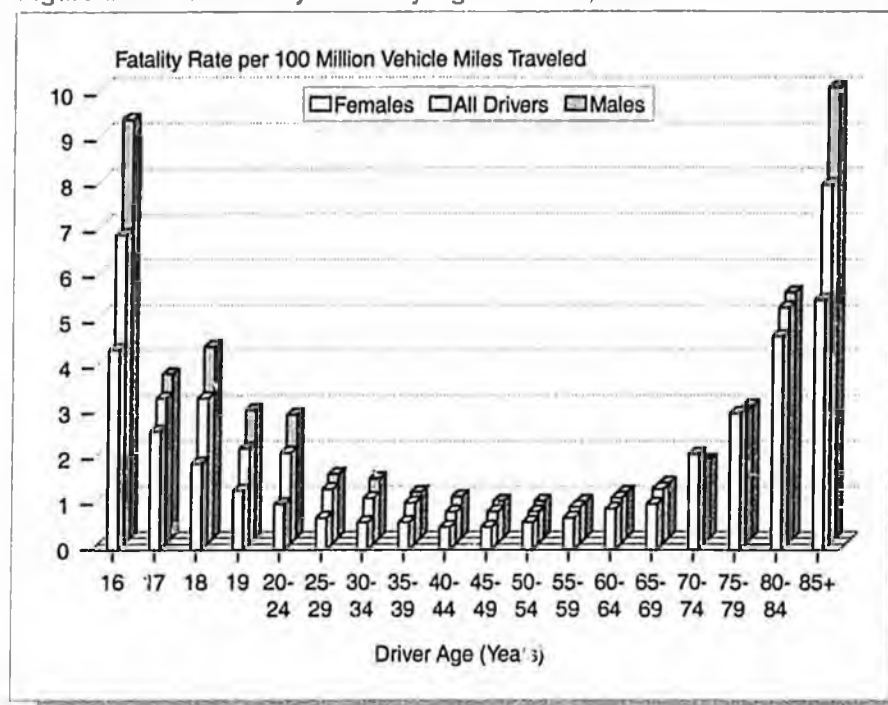
Driving Record	License Status					
	Valid (6,895)		Invalid (1,180)		Total (8,155)*	
	Number	Percent	Number	Percent	Number	Percent
Previous Recorded Crashes	1,166	17.8	133	13.3	1,299	17.2
Previous Recorded Suspensions or Revocations	569	8.3	381	36.1	950	12.0
Previous DWI Convictions	79	1.1	82	7.8	161	2.0
Previous Speeding Convictions	1,718	25.0	188	17.8	1,906	24.0
Previous Other Harmful or Moving Conviction	1,357	19.7	239	22.7	1,596	20.1

\*Includes 80 drivers with unknown license status.

In 2000, the estimated economic cost of police-reported crashes involving drivers between 15 and 20 years old was \$32.8 billion.

When driver fatality rates are calculated on the basis of estimated annual travel, the highest rates are found among the youngest and oldest drivers. Compared with the fatality rate for drivers 25 through 69 years old, the rate for teenage drivers (16 to 19 years old) is about 4 times as high, and the rate for drivers in the oldest group is 9 times as high.

Figure 2. Driver Fatality Rates by Age and Sex, 1996



*“The fatality rate for teenage drivers, based on estimated annual travel, is about 4 times as high as the rate for drivers 25 through 69 years old.”*

Female drivers under age 50 have a lower fatality rate than their male counterparts, on a per mile driven basis, while the rate is essentially the same for both male and female drivers over 50 years of age, with the exception of the oldest group (Figure 2).

Table 3. Involvement of Drivers 15 to 20 Years Old in Fatal Crashes, 1990 and 2000

	1990			2000			Percentage Change, 1990-2000		
	Total	Age 15-20	Percentage of Total	Total	Age 15-20	Percentage of Total	Number		Percentage Age 15-20
							Total	Age 15-20	
<i>Drivers Involved in Fatal Crashes</i>									
Total	58,893	9,050	15.4	57,090	8,155	14.3	-3%	-10%	-7%
Male	44,281	6,831	15.4	41,407	5,822	14.1	-6%	-15%	-8%
Female	13,726	2,219	16.2	14,654	2,333	15.9	+7%	+5%	-2%
<i>Driver Fatalities</i>									
Total	25,750	4,052	15.7	25,492	3,594	14.1	-1%	-11%	-10%
Male	19,610	3,111	15.9	18,762	2,620	14.0	-4%	-16%	-12%
Female	6,137	941	15.3	6,566	974	14.8	+7%	+4%	-3%

*Motorcycles*

During 2000, 219 young motorcycle drivers (15-20 years old) were killed and an additional 5,000 were injured.

Helmets are estimated to be 29 percent effective in preventing fatalities among motorcyclists. NHTSA estimates that helmets saved the lives of 631 motorcyclists of all ages in 2000, and that if all motorcyclists had worn helmets, an additional 382 lives could have been saved.

During 2000, 49 percent of the motorcycle drivers between 15 and 20 years old who were fatally injured in crashes were not wearing helmets.

Of the young motorcycle drivers involved in fatal crashes in 2000, more than one-fourth (28 percent) were either unlicensed or driving with an invalid license.

*Alcohol*

NHTSA defines a fatal traffic crash as being *alcohol-related* if either a driver or a nonoccupant (e.g., pedestrian) had a blood alcohol concentration (BAC) of 0.01 grams per deciliter (g/dl) or greater in a police-reported traffic crash. Persons with a BAC of 0.10 g/dl or greater involved in fatal crashes are considered to be *intoxicated*. This is the legal limit of intoxication in most states.

In 2000, 21 percent of the young drivers 15 to 20 years old who were killed in crashes were intoxicated.

Table 4. Alcohol Involvement Among Drivers 15 to 20 Years Old Involved in Fatal Crashes, 2000

Driver Status	Number of Drivers	Percentage with BAC Levels		
		0.00 g/dl	0.01-0.09 g/dl	≥0.10 g/dl
Surviving	4,561	84	8	9
Fatally Injured	3,594	70	8	21
<b>Total</b>	<b>8,155</b>	<b>78</b>	<b>8</b>	<b>14</b>

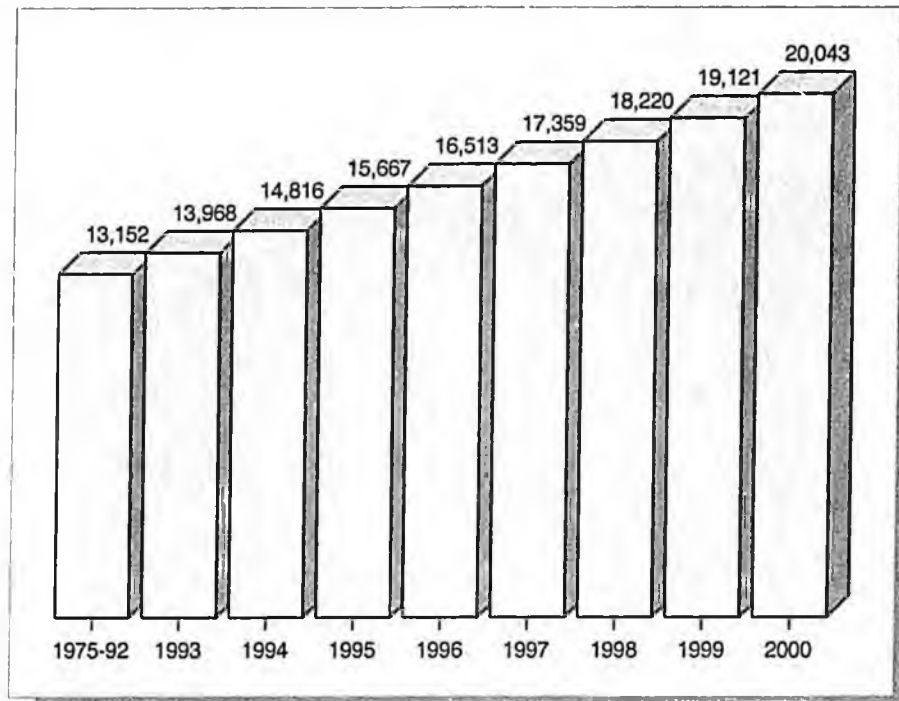
The severity of a crash increases with alcohol involvement. In 2000, 3 percent of the 15- to 20-year-old drivers involved in property-damage-only crashes had been drinking, 5 percent of those involved in crashes resulting in injury had been drinking, and 22 percent of those involved in fatal crashes had been drinking.

The numbers of drivers 15 to 20 years old involved in fatal crashes who were intoxicated dropped by 38 percent between 1990 and 2000.

*"In 2000, 21 percent of the young drivers who were killed in crashes were intoxicated."*

All states and the District of Columbia now have 21-year-old minimum drinking age laws. NHTSA estimates that these laws have reduced traffic fatalities involving drivers 18 to 20 years old by 13 percent and have saved an estimated 20,043 lives since 1975. In 2000, an estimated 922 lives were saved by minimum drinking age laws. Nineteen states and the District of Columbia have set 0.08 g/dl as the legal intoxication limit, and all states plus the District of Columbia have zero tolerance laws for drivers under the age of 21 (it is illegal for drivers under 21 to drive with BAC levels of 0.02 g/dl or greater).

Figure 3. Cumulative Estimated Number of Lives Saved by Minimum Drinking Age Laws, 1975-2000



*“NHTSA estimates that minimum drinking age laws have saved 20,043 lives since 1975.”*

For young drivers 15 to 20 years old, alcohol involvement is higher among males than among females. In 2000, 26 percent of the young male drivers involved in fatal crashes had been drinking at the time of the crash, compared with 13 percent of the young female drivers involved in fatal crashes.

Drivers are less likely to use restraints when they have been drinking. In 2000, 69 percent of the young drivers of passenger vehicles involved in fatal crashes who had been drinking were unrestrained. Of the young drivers who had been drinking and were killed in crashes, 80 percent were unrestrained.

**For more information:**

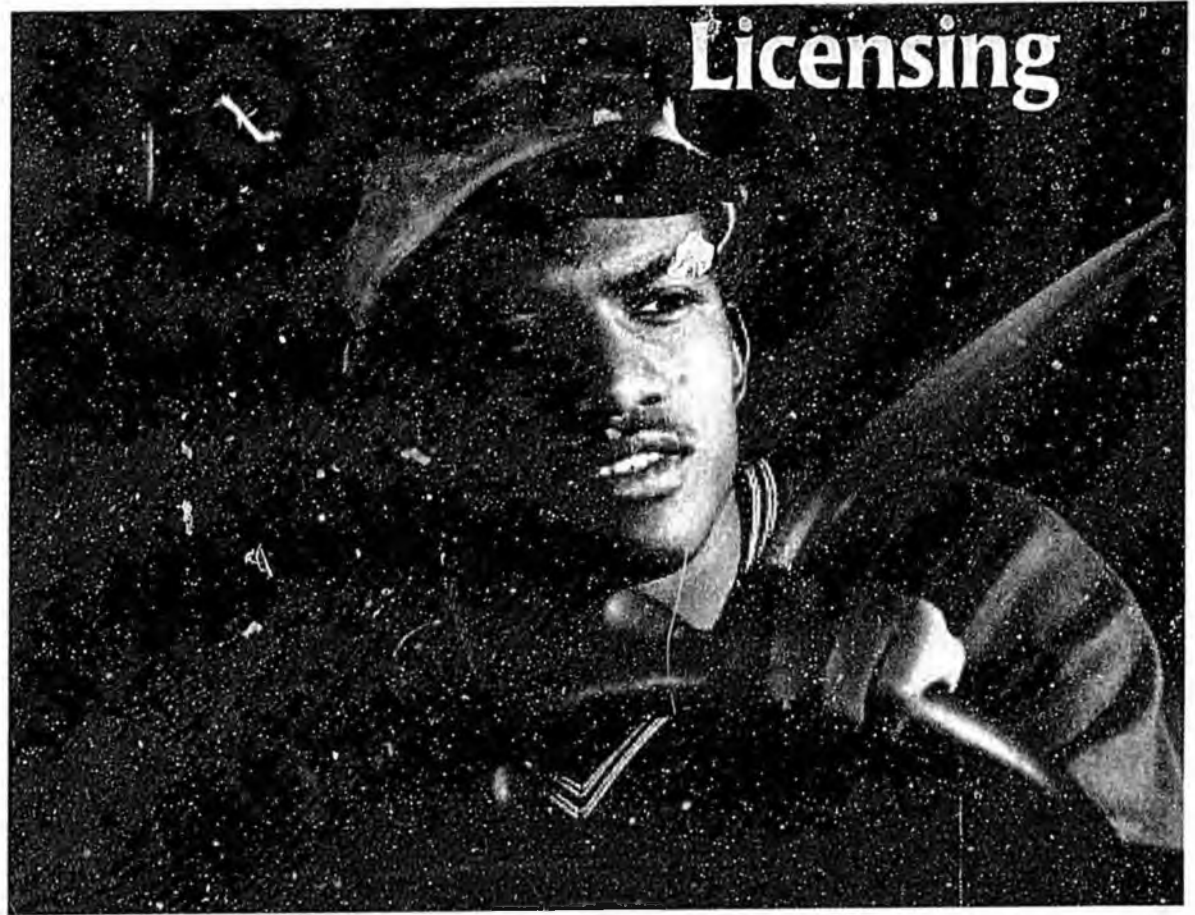
Information on young drivers is available from the National Center for Statistics and Analysis, NRD-31, 400 Seventh Street, S.W., Washington, D.C. 20590. NCSA information can also be obtained by telephone or by fax-on-demand at 1-800-934-8517. FAX messages should be sent to (202) 366-7078. General information on highway traffic safety can be accessed by Internet users at <http://www.nhtsa.dot.gov/people/nrsa>. To report a safety-related problem or to inquire about motor vehicle safety information, contact the Auto Safety Hotline at 1-800-424-9393.

# Graduated Driver Licensing

Information from:



INSURANCE INSTITUTE  
FOR HIGHWAY SAFETY  
<http://www.highwaysafety.org>



**Q** Questions  
& Answers

### **Q** What is graduated driver licensing?

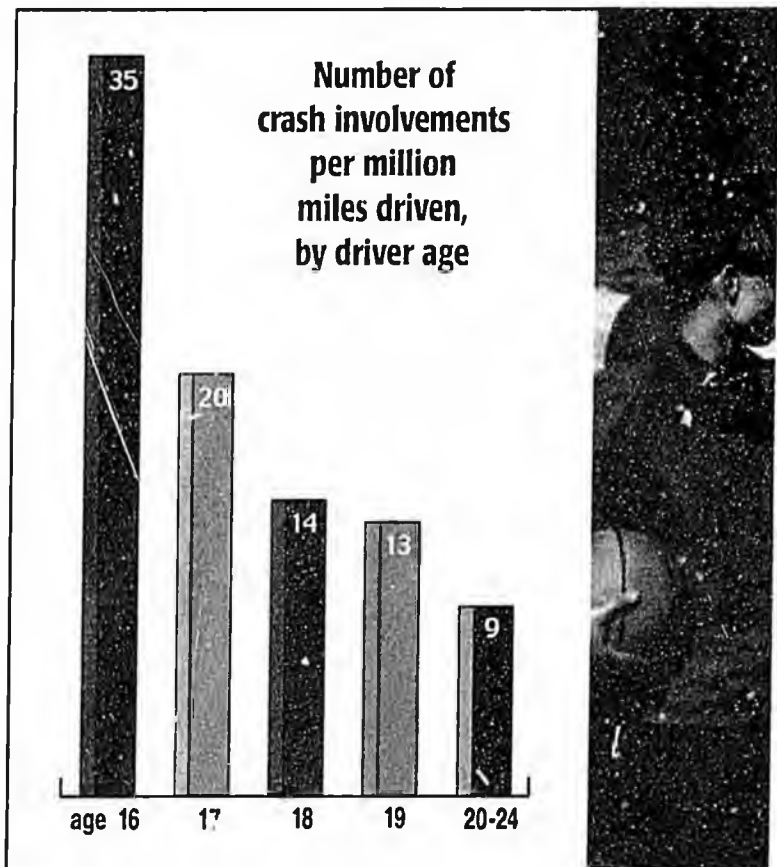
It's a system designed to phase in young beginners to full driving privileges as they mature and develop their driving skills. Versions of graduated licensing exist in New Zealand; Victoria, Australia; and several Canadian provinces. More recently, graduated licensing has been introduced in some U.S. states. There are three stages to a graduated system, and beginners must remain in each of the first two stages for set minimum time periods: supervised learner's period; intermediate license (after the driver test is passed) limiting unsupervised driving in high-risk situations; and then a license with full privileges, available after completing the first two stages. The National Committee on Uniform Traffic Laws and Ordinances has developed a model graduated licensing law using recommendations from the Insurance Institute for Highway Safety, National Highway Traffic Safety Administration, and other national organizations. The model law calls for a minimum of six months in the learner's stage and a minimum of six months in the intermediate stage with night driving restrictions. Key elements of the intermediate stage include limits on late-night unsupervised driving and transporting teenage passengers. Certification that a learner's permit holder has driven a minimum number of supervised hours also is important.

Some state laws meet or exceed these core requirements, while others have just some of them. Many states have augmented their graduated systems with additional features including driver education innovations, seat belt use provisions, and penalty systems in which violations result in license suspension or extension of the holding period.

### **Q** Why target only young people? Why not target all novice drivers?

The rationale for special policies for young beginning drivers is that their crash risk is particularly high. Sixteen-year-old drivers have higher crash rates than drivers of any other age, including older teenagers.

The very youngest drivers are most likely to engage in risky behaviors such as speeding and tailgating. Because of their inexperience, beginners are least able to cope with hazardous situations. When this is combined with their aggressive driving style, a high crash



rate results. Graduated licensing introduces beginners into the driving population in a low-risk manner, protecting both them and others. Graduated licensing systems could apply to all first-time drivers as they do outside the United States. In this country, however, young people make up the majority of beginning drivers, and graduated systems now being considered in most states would focus on these drivers. It should be noted that young people are subject to legal restrictions in a variety of areas such as voting, purchasing alcohol, serving in the military, and assuming financial obligations.



**Q** Isn't it unfair to restrict all teenage drivers? Why not just penalize the problem drivers?

We know some characteristics of younger drivers who are more likely than others to be in crashes, but it's impossible to identify them adequately on an individual basis and intervene before they get into crashes. Many U.S. licensing systems impose greater and/or earlier penalties on young people for traffic infractions than they do on older drivers, but most fatally injured young drivers don't have prior traffic violations or crashes on their records. The logic of addressing all young people is that they all are beginners when they start driving. Every novice needs time to develop driving skills in low-risk settings.

Two factors in particular work against young drivers: inexperience and immaturity. Young drivers need time to develop driving skills and the judgment to counteract their lack of on-the-road experience. Young drivers tend to be immature and impulsive, overestimating their own physical and driving abilities and underestimating dangers in the driving environment. This leads them to risky driving behaviors such as speeding, passing inappropriately, following too closely, and driving without seat belts. Young drivers frequently drive during nighttime high-risk hours, often with peers in the vehicle. Passengers can cause distractions and create peer pressure to participate in risky behavior. Teen passengers increase the crash risk for teenage drivers both during the day and at night. Considerable driving experience is required, after initial licensing, before a young novice achieves the dependable skills, judgment, and performance that result in safe driving.

**Q Can graduated licensing reduce crashes and save the lives of young people?**

Yes. Graduated licensing programs have had a positive effect on the crash experience of young drivers in the United States and other countries, including Canada and New Zealand. In states that have adopted elements of graduated licensing, the safety benefits are evident. In Florida, which instituted a graduated system for drivers younger than 18 in July 1996, there was a 9 percent reduction in fatal and injury crash involvement for 15-17 year-olds in 1997, the first full year of graduated licensing, compared with 1995.

**Q Is a nighttime driving restriction a critical component of graduated licensing?**

Yes. Forty-one percent of teenage motor vehicle deaths in 1997 occurred between 9:00 p.m. and 6:00 a.m. Studies show nighttime driving restrictions are associated with crash reductions of up to 60 percent during restricted hours.

These are different from curfews, which are viewed as means to get young people off the streets and into their homes at a set time. Communities often adopt curfews to reduce criminal or mischievous behavior, but the purpose of night driving restrictions is to protect young beginners by keeping them from driving unsupervised during nighttime high-risk hours. As part of a graduated licensing system, young beginners are encouraged to gain nighttime driving experience, but with adult supervision rather than with peers. Driving at night with peers in the car can lead to distractions and result in risky behavior, thus creating a greater crash risk.



Everybody loses when a

**Q When should the nighttime driving restrictions begin? How early?**

The majority of nighttime crashes occur in the hours before midnight. This is the time when more young people are out on the roads. Therefore, nighttime driving restrictions should begin several hours before midnight.



teenager dies in a crash

**Q What guarantees more supervised driving will occur under graduated licensing?**

There can be no guarantee. A young beginner can be encouraged to participate by requiring parents to attest to supervised training, by providing parents and teens with instructional materials, and by requiring successful passage of a more advanced performance test.

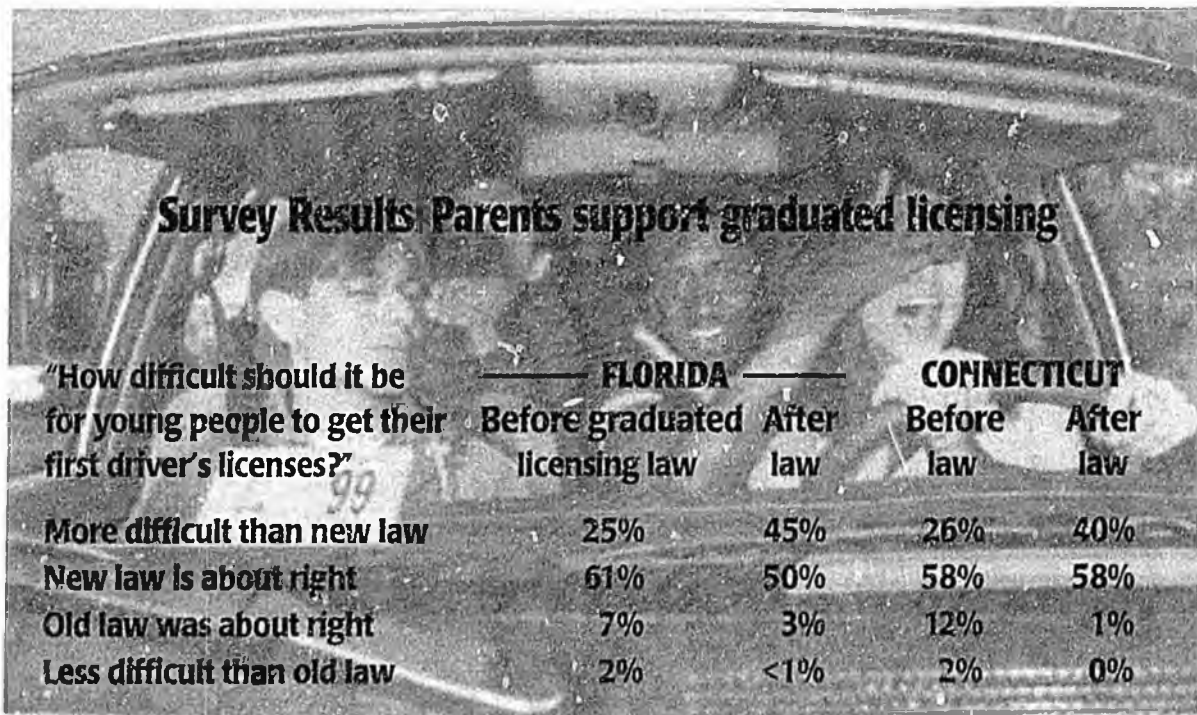
**Q Do parents support graduated licensing programs?**

Yes, parents strongly favor graduated licensing. A 1996 Insurance Institute for Highway Safety survey of parents of 15 year-olds in Florida who were about to enter a graduated licensing system found 95 percent of the parents supported a minimum period of supervised driving. Ninety percent favored night driving restrictions, 60 percent favored restricting teen passengers during the first few months of driving, and 74 percent of the parents favored a graduated licensing system that includes all of these components.

Also in 1996, parents of teenagers surveyed in Connecticut, Delaware, New Jersey, and New York said they strongly support graduated licensing requirements. Although many parents want their children to get licenses early so they no longer have to be taken to school, work, or social activities, these same parents worry about the risks their children will be taking as new young drivers.

**Q How much does it cost a state to run a graduated licensing system?**

States with such systems have found that the benefits far outweigh any costs. For example, in Oregon administrative costs were estimated at \$150,000 while the benefits were estimated at nearly \$11 million. This amounts to a benefit-to-cost ratio of better than 74 to 1. Both Maryland and California also report lifesaving and injury-reducing benefits well in excess of the administrative costs associated with implementing a graduated licensing program.



**Q Who supports graduated licensing?**

Advocates for Highway and Auto Safety, Allstate Insurance, American Academy of Family Physicians, American Association of Motor Vehicle Administrators, American Automobile Association, American Coalition for Traffic Safety, American College of Emergency Physicians, American Insurance Association, Brain Injury Association, The Centers for Disease Control, General Federation of Women's Clubs, Insurance Institute for Highway Safety, International Association of Chiefs of Police, and Mothers Against Drunk Driving.

Additional supporters include the National Association of Governor's Highway Safety Representatives, National Association of Independent Insurers, National Center for Education in Maternal and Child Health, National Commission Against Drunk Driving, National Committee on Uniform Traffic Laws and Ordinances, National Highway Traffic Safety Administration, National Safety Council, National Sheriffs' Association, National Transportation Safety Board, Police Executive Research Forum, USAA Insurance, The Distilled Spirits Council of the United States and its member companies, The Century Council, and The Beer Institute and its members.

**Q** Should graduated licensing legislation include language about insurance rates?

There's no need for such language because a law's effectiveness ultimately will be determined by public compliance, which depends on education, enforcement efforts, and other factors not known at the time of enactment. Specific insurance language also isn't necessary because the personal auto insurance market in every state is very competitive — rates will seek their appropriate levels.

In addition, personal auto insurance rates must be approved by government regulators in the majority of states, and in virtually every state the rates may be challenged if they're found to be excessive. Because of private market forces, rate regulation, or both, any actual savings from the legislation in the form of reduced injury or property damage costs will be passed on to consumers.

**Q** Parents may be required to certify as many as 50 hours of daytime driving and 10 hours at night. Isn't this a bit much?

A graduated system requires a young driver to hold his or her permit for a minimum of six months. During this time a parent needs to familiarize the new driver with literally dozens of driving scenarios — for example rural, urban, suburban, freeways, rush hour, nighttime, dusk, and rain. The time required of the parent or guardian is less daunting when viewed over the entire six months. For example, 50 hours over 6 months equals just 8.3 hours per month, or a little more than 2 hours per week.

**Q** Shouldn't teenagers be allowed to drive to school, work, and their extracurricular activities?

Yes. States can and do allow waivers so a teenager may drive during restricted times to work or to attend school activities. These exemptions don't reduce the restrictions' effectiveness because the increased crash risk to teens at night is largely due to the combination of more difficult driving conditions and distractions caused by teenage passengers. Young people driving to work are unlikely to have teen passengers. Another



**Teens may drive during restricted hours to work or school activities**



concern is the administrative burden on states that have to issue many waivers. Maryland examined this when it implemented a nighttime driving restriction and found it wasn't a problem.

Graduated licensing does delay full licensure, but the evidence indicates it doesn't significantly hinder social activities. Studies indicate that 16 year-olds have largely similar lifestyles in terms of social, dating, and work patterns, whether they live in states where many, some, or few 16 year-olds are licensed.

**Q** Isn't driver education enough preparation for licensure?

A good driver education course, emphasizing on-the-road driving, is an effective way to learn basic vehicle control skills. Extensive research indicates that high school driver education doesn't lead to lower crash involvement compared with other ways of learning to drive. Attitudes, decision-making skills, risk-taking tendencies, and other factors contribute in an important way to crashes and may not be affected much by driver education.

As indicated in a 1994 Report to Congress by the National Highway Traffic Safety Administration, experts agree that current novice driver education programs aren't doing a very good job of motivating youngsters to drive safely. Any driver education program should be integrated with a graduated licensing system.

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<http://www.highwaysafety.org>

**Q** Questions & Answers

**Graduated Licensing:  
A Blueprint for North America**

April 2003

**INSURANCE INSTITUTE FOR HIGHWAY SAFETY**

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Many jurisdictions in the United States and Canada have adopted graduated licensing, an increasingly popular approach to reducing new drivers' risk of collisions, and many more are considering it. Such an approach is needed because of the extremely high crash rates among new drivers, especially young ones. In the United States, 16 year-olds have almost 10 times the crash risk of drivers ages 30-59 and almost 3 times the risk of older teenagers.<sup>1</sup>

Jurisdictions traditionally have allowed quick and easy paths to full-privilege licensure at an early age, which contributes to the high crash rate of young drivers. Graduated licensing offers a more sensible and less risky way for new drivers to begin. Although many North American systems are too new for formal evaluation, impressive crash and injury reductions have been reported thus far in California, Florida, Kentucky, Michigan, North Carolina, Nova Scotia, Ontario, and Quebec.<sup>2-9</sup> Fifty-eight jurisdictions (District of Columbia, 47 U.S. states, 9 Canadian provinces, and 1 Canadian territory) have enacted one or more elements of graduated licensing, all but a few of which were enacted since 1994. There is tremendous variation in the programs that have been introduced. To assist other jurisdictions where graduated licensing is being contemplated or where further changes are being considered, this document provides recommendations for the structure and characteristics of such systems. Recommendations are based on scientific research where available and on what graduated systems are intended to accomplish.

## **WHAT IS GRADUATED LICENSING?**

Graduated licensing is a system for phasing in on-road driving, allowing beginners to get their initial experience under conditions that involve lower risk and introducing them in stages to more complex driving situations. Essentially an apprentice system, graduated licensing involves three stages. The first is a supervised learner's period, lasting a minimum of 6 months in optimal systems, then an intermediate licensing phase that permits unsupervised driving only in less risky situations, and finally a full-privilege license becomes available when conditions of the first two stages have been met.

Within this framework, substantial variation is possible in terms of the provisions of the stages and their duration. This variation often has created difficulty for jurisdictions that are constructing a graduated system. Policymakers need to know what features their system should include and what the characteristics should be.

## **GENERAL FEATURES**

**Who should be covered?** A graduated system is designed to address driving inexperience, so there is some justification for applying it to beginners of all ages. This is the approach taken in Canada, where a significant number of new drivers are not young.<sup>10</sup> In contrast, the graduated systems in all U.S.

states except Maryland and New Jersey apply only to young drivers — specifically those younger than 18, the legal age of adulthood in the United States. If a driver is 18 or older when first licensed, graduated licensing does not apply; if 18 is reached while in the system, graduation is automatic.

Young drivers have been the focus of U.S. systems primarily because they constitute the largest group of beginners and have the highest crash risk.<sup>1</sup> Regardless of driver age, inexperience increases crash risk, and inexperience combined with immaturity magnifies this risk. It is possible that some states have significant numbers of older beginners, although this has not been adequately determined.

**Recommendation:** Consider the age distribution of the beginning driver population in deciding whether to apply graduated licensing to all beginners or only young beginners, who are the primary targets.

**How many stages?** A complete graduated licensing system includes all three stages — the supervised learner's period, the intermediate license that permits some unsupervised driving, and full-privilege licensure. It is important to include both of the first two stages, but 20 of the 58 jurisdictions with elements of graduated licensing have not done so. Nine programs include only the learner's stage, and three include only a night driving prohibition in the intermediate licensing stage; sacrificing either of these elements likely limits program effectiveness.

**Recommendation:** Implement three-stage licensing systems.

#### **LEARNER'S PHASE: KEY FEATURES**

Under traditional licensing systems, most jurisdictions allow for a learning period prior to full licensure. However, in many cases a learner's permit is optional; when it is required, its minimum holding period either is not specified or is short, typically 30 days. In a graduated system, an extended learner's period is essential to provide the opportunity for extensive supervised on-road practice in a variety of conditions. Research shows that supervised driving is a relatively safe activity.<sup>11</sup>

**When should the licensing process start?** Jurisdictions that recently have adopted graduated licensing or components of it generally have maintained the starting ages in effect under their prior licensing systems, which range from 14 to 16 years. There are six exceptions. Colorado's minimum permit age went from 15, 3 months to 15; Idaho's from 15 to 14, 6 months; Newfoundland from 17 to 16; Ohio lowered the permit age from 16 to 15, 6 months but allows driving only while supervised by a parent or driving instructor before age 16. Virginia initially lowered the permit age from 15, 8 months to 15 and has subsequently raised it to 15, 6 months. Michigan's permit age was moved back from 15 to 14,

9 months. Hawaii raised the permit age from 15 to 15, 6 months. The rationale for lowering the starting age is to allow more time for supervised driving before continuing to the intermediate license. However, because this allows driving at an even younger age, it may encourage younger people to drive unsupervised as well as supervised, and may also result in more 16 year-olds being licensed at an earlier age. A study of fatal crashes of 15 year-olds in states where permits are allowed at this age found that three of four beginners were driving illegally.<sup>11</sup> The effect of a younger permit age has not been established yet, but policymakers should consider that lowering the permit age might increase rather than decrease risk. Raising the starting age to 16 would have safety benefits. In a few systems the starting age is 16, but no jurisdiction has raised the minimum permit age as graduated licensing has been introduced.

**Recommendation:** Maintain the starting age at 16, or raise it to 16.

**What driving restrictions should be imposed?** A critical aspect of the learner's phase is to require adult supervision of all driving — i.e., supervision by a fully licensed driver at least age 21. Some jurisdictions leave the kind of driving to the discretion of the supervisor, some impose restrictions such as barring nighttime driving, and other jurisdictions require some practice driving at night. North Carolina phases in driving during the 12-month learner's stage, disallowing nighttime driving during the first 6 months.

**Recommendation:** Require adult supervision and restrict driving at the discretion of the supervisor. It is acceptable to phase in more difficult driving, as in North Carolina.

**Should a minimum amount of practice driving be required?** Requiring parents to certify that a certain number of hours have been driven under supervision facilitates the goal of the learner's stage. It also protects against the possibility that beginners will stay off the roads to avoid crashes or traffic violations that may delay graduation to the next stage. Thirty-four of the 58 jurisdictions with elements of graduated licensing impose this requirement; 15 require driving 50 hours, and the others require 12-40 hours. In some of these, a portion of the driving hours has to be accumulated at night.

**Recommendation:** Require 30-50 hours of certified driving, some of which should be allocated to nighttime driving.

**At a minimum, how long should permits be held?** Under the licensing systems that preceded graduated licensing, a few jurisdictions specified a minimum stay in the learner's phase. In other

jurisdictions, required holding periods did not exist, or they were determined by the age at which a permit was obtained if the jurisdiction allowed a permit at a younger age (e.g., 15, 6 months) than the minimum age for licensure (e.g., 16). No research has addressed the appropriate amount of time for a learner's phase. The range among the 58 jurisdictions with elements of graduated licensing is broad, from 30 days to a year. The developing consensus is that a minimum of 6 months is reasonable (33 jurisdictions require 6 months, and 8 require 1 year).

**Recommendation:** Establish a minimum 6-month learner's phase.

### **INTERMEDIATE STAGE: KEY FEATURES**

The highest risk for beginning drivers is when they first get their licenses and can drive unsupervised, with the first few months being particularly risky.<sup>12</sup> Thus key features of graduated licensing include establishing an appropriate minimum age for unsupervised driving and initially restricting some kinds of unsupervised driving. Some jurisdictions do impose a stage after the learner's period during which beginners are subject to tougher penalties on an accelerated schedule; but this is not the same as the intermediate stage under graduated licensing, which restricts when and where beginners are allowed to drive. The goal is to keep initial license holders out of high-risk situations as they continue to accumulate driving experience.

**What should the starting age be?** If the learner's phase starts at the recommended age of 16 and lasts for at least 6 months, the earliest age at which the intermediate stage would begin is 16, 6 months. However, in most jurisdictions the starting ages for learners and/or the minimum holding periods allow advancement at an earlier age.

**Recommendation:** Do not permit any unsupervised driving before age 16, 6 months.

**How should nighttime driving be limited?** For drivers of all ages, crash risk is higher at night than during the day. Night driving is especially risky for young beginners,<sup>13</sup> which is why unsupervised nighttime driving has been restricted in a few states for many years. Research has established that such restrictions are effective in reducing crashes and strongly endorsed by parents. Young people also adapt to night driving restrictions.<sup>13-18</sup>

Licensure laws in 39 jurisdictions include night driving restrictions, but starting times vary widely. One jurisdiction specifies a 6 p.m. start, one at sunset, one at 8 p.m., three at 9 p.m., one at 10 p.m., eight at 11 p.m., eighteen at midnight, one at 12:30 a.m., and five at 1 a.m. Among the states with 11 p.m. starting times, three start later on weekend nights, and one has a later starting time for 17

year-olds. In the United States, about three-quarters of the nighttime crashes of 16 and 17 year-olds occur before midnight (9-11:59 p.m.). Night driving restrictions that begin both early and late effectively reduce crashes during the restricted hours, but those restrictions that start earlier reduce a greater number of crashes because more drivers are affected.<sup>14</sup> Also, parents prefer an early start.<sup>15</sup>

Night driving is allowed under adult supervision, and jurisdictions typically allow some unsupervised driving during restricted hours. Work-related driving generally is allowed, and many jurisdictions allow driving to and from school-related activities. A variety of other exemptions also may apply — e.g., for religious events or volunteer fireman duties. The intention is not to deny essential driving at night but to limit high-risk recreational driving.

**Recommendation:** Restrict unsupervised night driving by newly licensed drivers. Examine the pattern of nighttime crashes in the age group to which graduated licensing will apply to decide when this restriction should begin; optimal starting times are 9 or 10 p.m. Exempt appropriate activities from the night driving restriction.

**Should teenage passengers be restricted?** Research shows that unsupervised driving with teenage passengers increases crash risk compared with driving alone; the more passengers the greater the risk.<sup>19-21</sup> The presence of teenage passengers increases crash risk both day and night,<sup>19</sup> so night driving restrictions alone do not adequately address this problem.

California was the first North American jurisdiction to ban teenage passengers. The ban applies during the first 6 months of a 12-month intermediate licensing phase unless an adult is present in the car. Early research indicates that this measure has reduced the number of teenage passengers injured when riding with 16-year-old drivers.<sup>2</sup> Twenty-five other jurisdictions also limit passengers. Requirements vary as to whether this restriction applies to all passengers or to teenagers only, how many passengers are allowed, and whether family members are exempt. A few jurisdictions specify no more passengers than there are seat belts, but this is not effective because it allows four or more teenage passengers.

Research indicates that New Zealand's passenger restriction is effective, although more young people were found to violate this rule than the one that restricts driving at night.<sup>22, 23</sup> Many parents support teenage passenger restrictions, but the support is less than for nighttime restrictions.<sup>15</sup>

**Recommendation:** Limit teenage passengers to none or just one during some or all of the intermediate phase, absent adult supervision.

**How long should the intermediate phase last? When should full privileges be allowed?** The specified minimum length of time is 1 year in Newfoundliand; 1 year, 3 months in Manitoba; 1 year, 6 months in the Yukon; and 2 years in Nova Scotia. In Canada, the age of graduation from the system is not an issue because this is not linked to driver age.

In the United States, 42 systems allow full-privilege driving before age 18. Only 9 states hold young people in the system until age 18; this can be accomplished by raising the starting age, setting the duration of the stages so it is impossible to graduate before age 18, or requiring beginners to remain in the intermediate stage until age 18 even though they may have completed the time requirements at a younger age.

The actual time spent in the intermediate stage can vary widely from state to state, depending on the age a young driver enters the system. For those who obtain an intermediate license at the earliest possible age, the time ranges from 6 months to 2 years. But teenagers who start the process later and reach age 18 before or soon after they start the intermediate phase spend less time in this stage. Such situations could be avoided by applying graduated licensing to all beginners regardless of age, but then policymakers would have to revisit the wisdom of night driving and passenger restrictions. Maryland, for example, drops the night driving restriction for beginners who are older than 18. New Jersey waives night and passenger restrictions for all new drivers 21 and older.

**Recommendation:** Hold beginning drivers in the intermediate stage until at least age 18. Both inexperience and immaturity contribute to the high crash rate of young drivers, and graduated systems can address both by delaying the age of full-privilege driving until 18.

**Should a test be required before full-privilege licensure?** Requiring drivers to pass an exit test that is more difficult than the initial on-road licensing test in order to graduate to full-privilege driving could motivate beginners to develop their skills and weed out drivers who have not practiced enough to become proficient. Such tests have been introduced in Ontario and British Columbia but are not part of any U.S. system.

**Recommendation:** Consider an exit test to ensure competence prior to full-privilege licensure.

## **OTHER ISSUES**

**Should driver education be required?** Traditional driver education has not reduced crashes,<sup>24</sup> although it can be a superior way to learn basic driving skills. The on-road training it involves also can

contribute to a beginner's driving experience. How to integrate driver education with a graduated licensing system has been the subject of much general discussion and extensive consideration in a recent report.<sup>23</sup> With a few exceptions, jurisdictions merely have carried over the driver education requirements of prior licensing systems. The driver education requirement in Maine now applies to drivers younger than age 18, rather than 17. New Jersey and South Carolina added a driver education requirement. Michigan changed its driver education format to a two-phase system, as recommended by the National Highway Traffic Safety Administration, to correspond to the phases of graduated licensing.<sup>24</sup> In Canada, six provinces grant a "time discount" to beginners who take driver education, allowing them to graduate sooner. This has been found to be counterproductive.<sup>8</sup>

**Recommendation:** Graduated licensing works with or without driver education. In jurisdictions that do not already require driver education, the graduated system need not include any such provisions. In jurisdictions that do require driver education, the training should be integrated to complement graduated licensing. Ways should be explored to harmonize the delivery of driver education lessons with multistage graduated licensing requirements.<sup>25</sup> However, there is no justification for time discounts.

**What about penalty provisions?** In practice, graduated systems are largely self-enforcing, with parents playing a major role. All jurisdictions penalize drivers in graduated systems who do not comply with driving restrictions or who are involved in traffic violations or at-fault crashes. Almost all jurisdictions delay or prohibit graduation from the system if there is evidence of a poor driving record. In Nova Scotia, for example, sufficient violations incurred during the two-year intermediate stage start the clock over so that drivers with such records who entered the system at age 16 could remain under a midnight driving restriction until well beyond age 18. The threat of such a penalty can provide strong motivation for safe driving.

**Recommendation:** Include penalty provisions that delay graduation for beginners with poor driving records.

## OVERALL ASSESSMENT

In the 58 North American jurisdictions where versions of graduated licensing have been enacted, significant reductions in collisions and injuries are anticipated. However, even more substantial reductions would be possible if jurisdictions met all the recommendations for a graduated system. In an optimal

system, young beginners would not start until age 16, spend at least 6 months in a learner's stage with parents having to certify at least 30-50 hours of practice, enter an initial license stage with restrictions on unsupervised nighttime driving starting at 9 or 10 p.m. and transporting teenage passengers, both lasting for at least 6 months, and graduation to an unrestricted license should not be permitted until at least age 18.

To assist jurisdictions that are considering changes in their licensing systems, all novice driver licensing programs in North America are rated according to the degree to which they meet these optimal requirements. No jurisdiction approaches this ideal although some have elements of it. The jurisdictions are rated below as good, acceptable, marginal, or poor. These ratings are intended to reflect the strength and likely effectiveness of the systems in reducing injuries. The most important component of a graduated system is restricting high-risk driving once an initial license is obtained. This is when crash rates are the highest and when the biggest effects can be seen. The tougher the restrictions and the longer they last beyond the 16th birthday, the higher the rating. A lengthy learner's period of supervised driving is also important and is taken into account in the ratings. The criteria are indicated below, and in the rating of jurisdictions, the licensing system elements that produced the rating are indicated. Full details of the licensing system components for North American jurisdictions can be found at the Institute's website, [www.highwaysafety.org](http://www.highwaysafety.org).

**Good:** minimum 6-month learner's phase for young beginners; once licensed, beginners are subject to nighttime restrictions beginning at 10 p.m. or earlier and extending to 5 a.m. and/or a restriction that allows no more than one passenger when driving unsupervised; and beginners must wait until age 17 for their unrestricted licenses

**Acceptable:** law includes the late evening/night driving or passenger restriction listed above, and beginners must wait until 17 for their unrestricted licenses; or law includes a minimum learner's phase (any length) plus some restrictions on driving hours and/or passengers, and beginners must wait until age 16, 6 months for their unrestricted licenses

**Marginal:** law includes a minimum learner's phase (any length) plus some restrictions on driving hours and/or passengers when initially licensed, or law includes only a learner's phase lasting a minimum of 6 months; or law includes only restrictions on driving hours and/or passengers once a beginner is licensed

**Poor:** no minimum learner's phase and no nighttime or passenger restrictions; or minimum learner's phase shorter than 6 months

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**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Alabama / A	15 <sup>1</sup>	6 mo.	30 hr. <sup>1</sup>	16	Midnight-6 a.m.	None	17, 6 mo.	—
Alaska / M	14	6 mo.	None	There is no intermediate stage. The minimum license age is 16.			—	—
Arizona / P	15, 7 mo. <sup>2</sup>	5 mo.	25 hr., 5 of which must be at night <sup>2</sup>	There is no intermediate stage. The minimum license age is 16.			—	—
Arkansas / M	14	6 mo. <sup>3</sup>	None	Intermediate stage has no passenger or night driving restriction. <sup>3</sup>			—	—
California / G	15 <sup>4</sup>	6 mo.	50 hr., 10 of which must be at night	16	Midnight-5 a.m. S	First 6 mo.: No passengers younger than 20 unless supervised by 25-year-old driver  Second 6 mo.: No passengers between midnight - 5 am, unless supervised by 25-year-old driver (family members excepted) (eff. 1/1/03) S	17	16, 6 mo.
Colorado / A	15 <sup>5</sup>	6 mo.	50 hr., 10 of which must be at night	16	Midnight-5 a.m.	None	17	—
Connecticut / M	16	6 mo. (4 mo. with driver education)	None	There is no intermediate stage. The minimum license age is 16, 4 mo. <sup>6</sup>			—	—
Delaware / A	15, 10 mo.	6 mo. <sup>7</sup>	None	16, 4 mo. <sup>7</sup>	9 p.m.-6 a.m. <sup>7</sup>	No more than 2 passengers <sup>7</sup>	16, 10 mo.	16, 10 mo.
District of Columbia / G	16	6 mo. <sup>8</sup>	40 hr. in learner's stage; 10 hr. at night in intermediate stage	16, 6 mo.	Sept.-June: 11 p.m.-6 a.m. Su-Th, Midnight-6 a.m. F-Sa; July-Aug.: Midnight-6 a.m. <sup>8</sup>	First 6 mo.: No passengers unless supervised by 21-year-old driver (family members excepted); Thereafter, no more than 2 passengers younger than 21 (family members excepted)	18 <sup>8</sup>	18
Florida / A	15	12 mo.	50 hr., 10 of which must be at night	16	11 p.m.-6 a.m. (age 16), 1 a.m.-5 a.m. (age 17)	None	18	—
Georgia / G	15	12 mo.	40 hr., 6 of which must be at night (20 hr., 6 of which must be at night, with driver education)	16	Midnight-6 a.m. S	First 6 mo.: No passengers (family members excepted); Thereafter, no more than 3 passengers younger than 21 (family members excepted) S	18	18
Hawaii / P	15, 6 mo.	3 mo.	None	There is no intermediate stage. The minimum license age is 16 <sup>9</sup> .			—	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

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**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Idaho / M	14, 6 mo.	4 mo.	50 hr., 10 of which must be at night	15 <sup>10</sup>	Sunset to sunrise	None	16 <sup>10</sup>	—
Illinois / A	15 <sup>11</sup>	3 mo.	25 hr.	16 <sup>11</sup>	11 p.m.-6 a.m. Su-Th, Midnight-6 a.m. F-Sa	None	17 <sup>11</sup>	—
Indiana / A	15 <sup>12</sup>	2 mo.	None	16, 1 mo. <sup>12</sup>	11 p.m.-5 a.m. Su-F, 1 a.m.-5 a.m. Sa-Su,	First 90 days: No passengers unless supervised by 21-year-old driver	18	16, 4 mo.
Iowa / A	14	6 mo.	20 hr., 2 of which must be at night	16 <sup>13</sup>	12:30 a.m.-5 a.m.	None	17 <sup>13</sup>	—
Kansas / P	14	None	50 hr., 10 of which must be at night	There is no intermediate stage. The minimum license age is 16.			—	—
Kentucky / M	16	6 mo.	None	There is no intermediate stage. The minimum license age is 16, 6 mo. <sup>14</sup>			—	—
Louisiana / A	15 <sup>15</sup>	3 mo.	None	16 <sup>15</sup>	11 p.m.-5 a.m. <sup>15</sup>	No passenger restriction from 5 am - 11 pm <sup>15</sup>	17 <sup>15</sup>	—
Maine / M	15 <sup>16</sup>	3 mo. <sup>16</sup>	35 hr., 5 of which <sup>16</sup> must be at night	16 <sup>16</sup>	No night driving restriction.	First 90 days: No passengers unless supervised by 20-year-old driver (family members excepted)	—	16, 3 mo. <sup>16</sup>
Maryland / A	15, 9 mo.	4 mo.	40 hr.	16, 1 mo.	Midnight-5 a.m. <sup>17</sup>	None	17, 7 mo.	—
Massachusetts / G	16	6 mo.	12 hr.	16, 6 mo.	Midnight-5 a.m. <sup>18</sup> S	First 6 mo.: No passengers younger than 18 unless supervised by 21-year-old driver (family members excepted)	18	17
Michigan / A	14, 9 mo. <sup>19</sup>	6 mo.	50 hr., 10 of which must be at night	16 <sup>19</sup>	Midnight-5 a.m.	None	17 <sup>19</sup>	—
Minnesota / M	15 <sup>20</sup>	6 mo. <sup>20</sup>	30 hr., 10 of which must be at night	A provisional license may be granted at 16. There are no passenger or nighttime restrictions; however, a provisional driver may not operate a vehicle if a passenger under the age of 18 is unbelted. The minimum full license age is 17. <sup>20</sup>			—	—
Mississippi / M	15	6 mo. <sup>21</sup>	None	15, 6 mo. <sup>21</sup>	10 p.m.-6 a.m. <sup>21</sup>	None	16	—
Missouri / A	15	6 mo.	20 hr.	16	1 a.m.-5 a.m.	None	18	—
Montana / P	14, 6 mo.	None	None	There is no intermediate stage. The minimum license age is 15. <sup>22</sup>			—	—
Nebraska / M	15 <sup>23</sup>	None	50 hr. (none with driver education)	16	Midnight-6 a.m.	None	17	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

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**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Nevada / M	15, 6 mo.	90 days <sup>24</sup>	50 hr.	15, 9 mo. <sup>24</sup>	None	If younger than 16: first 90 days: no passengers younger than 18 (family members excepted) If between 16 and 17: first 60 days: no passengers younger than 18 (family members excepted) If between 17 and 18: first 30 days: no passengers younger than 18 (family members excepted)	—	16
New Hampshire / A	15, 6 mo. <sup>25</sup>	3 mo.	20 hr.	16	1 a.m.-5 a.m.	First 6 mo.: No more than 1 passenger younger than 25 unless supervised by a 25-year-old driver (family members excepted) (eff. 1/1/03)	18	16, 6 mo.
New Jersey / G	16 <sup>26</sup>	6 mo. <sup>26</sup>	None	17 <sup>26</sup>	Midnight-5 a.m.	No more than 1 passenger unless supervised by 21-year-old driver (household members excepted)	18	18
New Mexico / A	15	6 mo.	50 hr., 10 of which must be at night	15, 6 mo.	Midnight-5 a.m.	No more than 1 passenger younger than 21 (family members excepted)	16, 6 mo. <sup>27</sup>	16, 6 mo. <sup>27</sup>
New York / A	16 <sup>28</sup>	up to 6 mo. <sup>28</sup>	20 hr	16, 6 mo. <sup>28</sup>	9 p.m.-5 a.m.	No more than 2 passengers younger than 21 unless supervised by 21-year-old driver (family members excepted) <sup>28</sup>	17 (18 without driver education) <sup>28</sup>	17 (18 without driver education) <sup>28</sup>
North Carolina / A	15	12 mo.	None	16	9 p.m.-5 a.m. <sup>29</sup>	No more than 1 passenger younger than 21 (family members exempted); if a family member younger than 21 is already a passenger then no other passengers younger than 21 who are not family members (eff. 12/1/02)	16, 6 mo.	—
North Dakota / M	14	6 mo.	None	There is no intermediate stage. The minimum license age is 16.			—	—
Ohio / A	15, 6 mo.	6 mo.	50 hr., 10 of which must be at night	16 <sup>30</sup>	1 a.m.-5 a.m. S	None	17 <sup>30</sup>	—
Oklahoma / P	15, 6 mo. <sup>31</sup>	None	None	There is no intermediate stage. The minimum license age is 16. <sup>31</sup>			—	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

cont'd

**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Oregon / G	15	6 mo.	50 hr. <sup>30</sup> (100 hr. without driver education)	16	First yr. midnight-5 a.m.	First 6 mo.: No passengers younger than 20 (family members excepted); Second 6 mo.: No more than 3 passengers younger than 20 (family members excepted)	17	17
Pennsylvania / A	16	6 mo.	50 hr.	16, 6 mo.	11 p.m.-5 a.m.	None	17 (18 without driver education)	—
Rhode Island / A	16 <sup>32</sup>	6 mo.	None	16, 6 mo.	1 a.m.-5 a.m.	None	17, 6 mo. <sup>32</sup>	—
South Carolina / A	15	6 mo.	40 hr., 10 of which must be at night	15, 6 mo.	6 p.m.-6 a.m. EST, <sup>33</sup> 8 p.m.-6 a.m. EDT	No more than 2 passengers younger than 21 unless supervised by 21-year-old driver (family members excepted and driving students to and from school excepted)	16, 6 mo.	16, 6 mo.
South Dakota / M	14	6 mo. (3 mo. with driver education)	None	14, 6 mo. (14, 3 mo. with driver education)	8 p.m.-6 a.m.	None	16	—
Tennessee / G	15	6 mo. <sup>34</sup>	50 hr., 10 of which must be at night	16	11 p.m.-6 a.m. <sup>34</sup>	No more than 1 passenger unless supervised by 21-year-old driver (family members excepted)	17	—
Texas / A	15 <sup>35</sup>	6 mo.	None	16	Midnight-5 a.m. S	No more than 1 passenger younger than 21 (family members excepted) S	16, 6 mo.	16, 6 mo.
Utah / A	15, 9 mo. <sup>36</sup>	None	30 hr., 10 of which must be at night <sup>36</sup>	16 <sup>36</sup>	Midnight-5 a.m.	First 6 mo.: No passengers younger than 21 unless supervised by 21-year-old driver (family members excepted) S	17	16, 6 mo. <sup>36</sup>
Vermont / A	15	1 yr.	40 hr., 10 of which must be at night	16	No night driving restriction.	First 3 mo.: No passengers unless supervised by a licensed parent/ guardian, driving instructor, or licensed 25-year-old driver; Second 3 mo.: Same as first 3 mo. (family members excepted) S	—	16, 6 mo. <sup>37</sup>

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

cont'd

**U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Virginia / G	15, 6 mo.	9 mo.	40 hr., 10 of which must be at night	16, 3 mo.	Midnight-4 a.m. <sup>38</sup> S	First 12 mo.: No more than 1 passenger younger than 18; Until 18: No more than 3 passengers younger than 18 (family members excepted) <sup>38</sup> S	18	18
Washington / G	15 <sup>39</sup>	6 mo.	50 hr., 10 of which must be at night	16	1 a.m.-5 a.m. S	First 6 mo.: No passengers younger than 20 (family members excepted); Second 6 mo.: No more than 3 passengers younger than 20 S	17 <sup>39</sup>	17 <sup>39</sup>
West Virginia / A	15	6 mo.	30 hr.; none if driver education course completed	16	11 p.m.-5 a.m. <sup>40</sup>	No more than 3 passengers younger than 19 (family members excepted) <sup>40</sup>	17	17
Wisconsin / A	15, 6 mo. <sup>41</sup>	6 mo.	30 hr., 10 of which must be at night	16	Midnight-5 a.m.	No more than 1 passenger (family members excepted)	16, 9 mo. <sup>41</sup>	16, 9 mo. <sup>41</sup>
Wyoming / P	15	10 days	None	There is no intermediate stage. The minimum license age is 16.			—	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

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\* Passenger restrictions vary with regard to their durations, the ages of passengers to whom they apply, and the availability of exceptions. Most states have exceptions for passengers who are related to the driver or are members of the driver's household, and there are exceptions when a supervising driver is in the vehicle.

<sup>1</sup> The supervising driver in Alabama must be a parent, guardian, or driving instructor. At age 16, permit holders may drive while supervised by any licensed driver. Certification waived for applicants who have completed driver education.

<sup>2</sup> A driver education instructor in Arizona can authorize a student enrolled in driver education who is age 15 to drive only while supervised by the authorizing instructor. Certification waived for applicants who have completed driver education.

<sup>3</sup> In Arkansas, people age 14 can drive with an instruction permit after passing a written test; after 30 days and after passing a road test, they are eligible for a restricted license that must be held for 6 months. Unsupervised driving is not permitted by holders of either the instruction permit or restricted license. The combined holding period for the permit and restricted license is 6 months. An intermediate phase for licensees younger than 18 prohibits drivers from transporting passengers who are unrestrained. Applicants for an intermediate license must be 16 and must be crash/violation free for 6 months.

<sup>4</sup> Students enrolled in driver education in California may drive while supervised by an instructor. License applicants who do not take driver education must wait until age 18 for a license. They are not required to go through an intermediate license stage.

<sup>5</sup> In Colorado, the supervising driver must be a parent, guardian, or driving instructor, and the permit holder must be enrolled in driver education. At age 15, 6 months, permit holders may drive supervised by a licensed driver 21 or older and are not required to have taken driver education.

<sup>6</sup> Either driver education or home training is required for license applicants younger than 18 in Connecticut. Applicants who have not completed driver education have a 6-month learners holding period.

- <sup>7</sup> In Delaware, a driver education student does not need a permit to drive with a driver education instructor. After completing the on-road requirements of driver education, a driver education student who is at least age 15 years, 10 months may apply for a Driver Education Learner's Permit, which allows the student to drive while supervised by an experienced driver. Upon completion of driver education, and if the student passes both the road and written tests, the student receives a Level 1 permit that for the first 6 months allows driving only while supervised. There also is a passenger restriction during the first 6 months of the Level 1 permit. No more than 2 passengers (family members excepted) are permitted in addition to the supervising driver. The Level 1 permit for the second 6 months is the equivalent of an intermediate license. During that period, holders may drive unsupervised between 6 a.m. and 9 p.m. and may only carry 2 passengers. Applicants for a driver's license who are younger than 18 must have held a Driver Education Learner's Permit and/or a Level 1 permit for at least 12 months. Driver education is required for all license applicants younger than 18.
- <sup>8</sup> The learner's stage in the District of Columbia is mandatory for all license applicants, regardless of age. A nighttime restriction (9 p.m.–6 a.m.) applies in the learner stage. License applicants younger than 21 must go through the intermediate stage until they have completed it or until age 21.
- <sup>9</sup> License applicants younger than 18 must have completed driver education in Hawaii.
- <sup>10</sup> In Idaho, license applicants younger than 17 must have completed driver education. There are three classes of learner's permits: a training instruction permit for persons 14, 6 months taking driver education; a supervised instruction permit for practice driving with a nonprofessional supervisor; and an instruction permit for persons younger than 17 who have completed driver education and supervised driving or for persons 17 and older without either driver education or supervised driving.
- <sup>11</sup> Enrollment in driver education is required for permit applicants age 15 in Illinois; without driver education, a permit applicant must be age 17, 9 months. License applicants 18 and older are not required to have driver education or to go through an intermediate license stage.
- <sup>12</sup> Driver education determines the minimum age for permits and the intermediate license in Indiana. People enrolled in or who have completed driver education must be age 15 to have a permit; otherwise, they must be age 16. The minimum age for an intermediate license is 16, 1 month with driver education; age 16, 6 months, without.
- <sup>13</sup> In addition to the certification in the learner stage, Iowa requires a certification of 10 hours of supervised driving, 2 of which must be at night during the intermediate stage. Driver education is required for an intermediate license and for an unrestricted license if applicant is younger than 18.
- <sup>14</sup> The Kentucky law prohibits learner's permit holders from driving between midnight and 6 a.m. There is no nighttime driving restriction for other license holders. License holders younger than 18 must complete a 4-hour course on safe driving within 1 year of receiving a license.
- <sup>15</sup> Driver education is required in Louisiana for a permit and an intermediate license if the applicant is younger than 17. People 17 and older must have completed an educational program that does not require a behind-the-wheel component. In Louisiana, intermediate license holders may only drive from 11 pm to 5 am if accompanied by a supervising driver and during that time may only carry passengers who are members of their immediate family.
- <sup>16</sup> In Maine, driver education is required for a permit and a license if the applicant is younger than 18. The learner's permit holding period and the certification of practice driving applies to license applicants younger than 21.
- <sup>17</sup> In Maryland, 15 year-olds may drive without a permit if supervised by a driver education instructor. Driver education and the certification of practice driving applies to all initial license applicants. The nighttime driving restriction, however, only applies to intermediate license holders younger than 18.
- <sup>18</sup> The night driving restriction in Massachusetts also applies to permit holders younger than 18, unless accompanied by a licensed parent or guardian. Driver education is required of license applicants younger than 18.
- <sup>19</sup> Permit applicants younger than 18 in Michigan must have completed the first segment of driver education; license applicants younger than 18 must have completed the second segment of driver education. Neither driver education nor an intermediate license is required for license applicants 18 and older. The nighttime restriction is for 6 months or until age 17.
- <sup>20</sup> In Minnesota, permit applicants younger than 18 must be enrolled in driver education; license applicants younger than 18 must have completed driver education. The permit holding period applies to license applicants 18 and older unless they have completed driver education. License applicants younger than 18 must certify 10 hours of driving during a 12-month provisional stage. Provisional license holders must be crash free to qualify for a full license.
- <sup>21</sup> In Mississippi, license applicants 17 and older are exempt from the 6-month learner's permit holding period and the requirement to get an intermediate license.
- <sup>22</sup> Enrollment in or completion of driver education is required for permit applicants younger than 15 in Montana; license applicants younger than 16 must have completed driver education.
- <sup>23</sup> In Nebraska, 14 year-olds who live 1.5 miles or more from school and who either live outside or attend school outside a metropolitan area may be issued a learner's permit (called an "LPE permit") and a limited license (called a "school permit"). The LPE permit authorizes supervised driving for the purpose of preparing for the school permit, which allows driving to and from school or anyplace while supervised by a parent or guardian.

- <sup>24</sup> If license applicant is 16 then mandatory holding period in learner stage is 60 days. If license applicant is 17 then mandatory holding period in learner stage is 30 days. License applicants younger than 18 must have completed driver education if it is available in the public school in Nevada or, if it is unavailable, must complete 50 hours of supervised driving in addition to that required in the learner stage.
- <sup>25</sup> New Hampshire does not issue learner's permits. At age 15, 6 months, a person can drive while supervised by a licensed driver 25 or older.
- <sup>26</sup> In New Jersey, the permit becomes an intermediate license after 6 months. The graduated licensing law applies to adults, except that the night driving and passenger restrictions are waived for new drivers 21 and older. If the applicant has not completed driver education, the minimum permit age is 17 and the minimum intermediate license age is 17, 6 months.
- <sup>27</sup> Permit applicants younger than 18 must be enrolled in driver education in New Mexico; license applicants younger than 18 must have completed driver education.
- <sup>28</sup> Currently, New York law does not have a minimum holding period for the learner's permit. The minimum age for an unrestricted driver's license is 18 (17 if the applicant has completed driver education). The exception is New York City where driving is prohibited unless the driver is 18 or older. Effective, September 1, 2003, New York has enacted a passenger restriction that applies to permit holders and license holders younger than 18 (17 if the applicant has completed driver education). The law also created a new class of license, the limited DJ license. Permit holders who pass a road test and certify 20 or more hours of practice driving may be given a limited DJ license which allows unsupervised driving to and from school, school activities, work, medical appointments, and day care for family members. The night driving and passenger restrictions apply to this license. Permit holders may apply for the limited DJ license at any time. There is, however, a six month holding period for the regular DJ license which allows unsupervised driving anywhere but retains the night driving and passenger restrictions. For the purpose of determining if the six month holding period has passed, both the time spent in the learner's permit phase and the time a person spends in the limited DJ phase is counted.
- <sup>29</sup> In North Carolina, learner's permit holders may not drive between 9 p.m. and 5 a.m. for the first 6 months. Driver education is required for permit and license applicants younger than 18.
- <sup>30</sup> Driver education is required of license applicants younger than 18 in Ohio and Oregon. However, it is waived in Oregon for applicants who certify an additional 50 hours of supervised driving.
- <sup>31</sup> Fifteen year-olds may drive in Oklahoma, but only while supervised by an instructor. Driver education is required for a license at age 16 if it is offered in the applicant's school district. A restricted license is available to 16 year-olds who have not completed driver education, which allows daytime driving only, and imposes a passenger restriction of no more than one passenger unless supervised by a parent/ guardian (household members excepted).
- <sup>32</sup> Driver education is required of permit and license applicants younger than 18 in Rhode Island.
- <sup>33</sup> In South Carolina, the nighttime restriction applies in the learner stage as well as in the intermediate stage. Fifteen year-olds who are enrolled in driver education do not need a permit to drive with an instructor. License applicants younger than 17 who have not completed driver education may not get a license to drive unsupervised after daylight.
- <sup>34</sup> Learner's permit holders in Tennessee may not drive from 10 p.m. to 6 a.m.
- <sup>35</sup> In Texas, the minimum permit age is 15 for applicants who are enrolled in driver education. The minimum license age is 18 for applicants who have not completed driver education.
- <sup>36</sup> Regardless of age, permit applicants in Utah must be enrolled in driver education, and license applicants must have completed driver education. Supervised driving in the learner stage may include up to 5 hours in a driving simulator. Passenger restrictions in Utah end when a driver has been licensed for 6 months or when the driver turns 18, whichever occurs first.
- <sup>37</sup> Driver education is required for license applicants younger than 18 in Vermont.
- <sup>38</sup> In Virginia, driver education is required for license applicants younger than 19 (18 if holds valid license from another state). Initial license applicants 19 and older must either complete driver education or hold a learner's permit at least 30 days. The night driving restriction and passenger restriction (no more than 1 passenger younger than 18) apply to learner's permit holders.
- <sup>39</sup> Permit applicants in Washington must be enrolled in driver education; otherwise the minimum permit age is 15, 6 months. Driver education is required for license applicants younger than 18. Intermediate license holders with a crash or violation history are ineligible for an unrestricted license until age 18.
- <sup>40</sup> In West Virginia, learner's permit holders younger than 18 may not drive 11 p.m.-5 a.m. and may not carry more than 2 passengers in addition to the supervising driver.
- <sup>41</sup> Enrollment in driver education is required in Wisconsin for permit applicants younger than 18. Driver education is required for license applicants younger than 18.

**CANADIAN LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted		
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction	
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18		
Alberta / M	14	1 yr.	None	There is no intermediate stage. A probationary license may be issued at age 16. The only restriction on a probationary license is zero percent blood alcohol concentration while driving. After 2 years the driver may take an advanced road test for full licensure.					
British Columbia / M	16	6 mo. (3 mo. if driver education)	None <sup>1</sup>	There is no intermediate stage. A probationary license may be issued at 16, 3 mo. The only restrictions on a probationary license is that the driver must display an "N" in window and maintain a zero percent blood alcohol concentration while driving. After 18 mo., the driver may take an advanced road test for full licensure.					
Manitoba / A	15, 6 mo. <sup>2</sup>	9 mo. (effective date: 4/1/2002)	None	16, 3 mo. <sup>2</sup>	None	Between midnight and 5 a.m.: 1 passenger unless supervised, then as many in back as there are belts. (effective date: TBA)		17, 6 mo. <sup>2</sup>	
New Brunswick / M	16	12 mo. (4 mo. if driver education)	None <sup>3</sup>	There is no intermediate stage. A probationary license may be issued at age 16, 4 mo. The only restriction on a probationary license is a zero percent blood alcohol concentration while driving. A full license may be issued after 12 mo. or age 18, whichever is later.					
Newfoundland and Labrador / A	16	12 mo. (8 mo. with driver education) <sup>4</sup>	None	16, 8 mo.	Midnight-5 a.m.	None	17, 8 mo.	17, 8 mo.	
Northwest Territories / P	15	30 day <sup>5</sup>	None	There is no intermediate stage. The minimum license age is 16.					
Nova Scotia / A	16 <sup>6</sup>	6 mo. (3 mo. if driver education)	None <sup>6</sup>	16, 3 mo. <sup>6</sup>	Midnight-5 a.m. <sup>6</sup>	None	18, 3 mo.		
Nunavut / P	15	None	None	There is no intermediate stage. The minimum license age is 16.					
Ontario / M	16	12 mo. (8 mo. if driver education)	None <sup>7</sup>	There is no intermediate stage. A probationary license may be issued at age 16, 8 mo. The only restriction on a probationary license is zero percent blood alcohol concentration while driving. After 12 mo. the driver may take an advanced road test for full licensure.					
Prince Edward Island / A	15, 6 mo.	180 days	None	16	None	3 passengers		17	
Quebec / M	16	12 mo. (8 mo. if driver education)	None (must always be supervised)	There is no intermediate stage. A probationary license may be issued at age 16, 8 mo. The only restrictions on probationary license are lower points and zero percent blood alcohol concentration while driving. A full license may be issued at age 18, 8 mo.					

Key: G=good, A=acceptable, M=marginal, P=poor

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**CANADIAN LICENSING SYSTEMS FOR YOUNG DRIVERS**

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Saskatchewan / M	15	6 mo.	None <sup>9</sup>	There is no intermediate stage. The minimum license age is 16, 6 mo.				
Yukon / A	15 <sup>9</sup>	6 mo.	50 hr., including at least 10 hr. in darkness and 10 hr. in winter conditions <sup>9</sup>	16 <sup>9</sup>	Midnight-5 a.m. (unless supervised) <sup>9</sup>	No more than 1 passenger younger than 13  No more than 1 passenger younger than 13 and 1 passenger who is older than 12 but younger than 20, unless there is a supervisor older than 20 who is not impaired and is able to supervise the younger passengers. <sup>9</sup>	17, 6 mo.	17, 6 mo.

**Key: G=good, A=acceptable, M=marginal, P=poor**

- <sup>1</sup> A driver in the learner stage may only carry 2 passengers, including the supervisor. Also, a driver in the learner stage may not drive between midnight and 5 a.m. During all times, a driver in the learner stage must have a sign with an "L" on the vehicle.
- <sup>2</sup> A driver in the learner stage, intermediate stage, and first year of full licensure must maintain a zero percent blood alcohol concentration while driving.
- <sup>3</sup> A driver in the learner stage may carry no passengers other than a supervisor.
- <sup>4</sup> A driver in the learner stage may not drive between midnight and 5 a.m. A driver in the learner and intermediate stage must maintain a zero percent blood alcohol concentration while driving. Also the accompanying supervisor must maintain a blood alcohol concentration of no more than 0.05 percent while supervising a driver in the learner or intermediate stage.
- <sup>5</sup> The 30 day holding period is not by statute; it is only policy.
- <sup>6</sup> A driver in the learner stage may carry no passengers other than a supervisor. A driver in the learner and intermediate stage must maintain a zero percent blood alcohol concentration while driving.
- <sup>7</sup> A driver in the learner stage is subject to a nighttime driving restriction of midnight to 5 a.m. After attaining a full license, there is a probationary period of 12 months when the driver can have no more passengers than seat belts and the driver must maintain a zero percent blood alcohol concentration while driving.
- <sup>8</sup> To graduate from the learner stage, a driver must have either a driver education certificate or 4 hours with licensed driving instructor.
- <sup>9</sup> A driver in the learner stage is subject to a nighttime driving restriction of midnight to 5 a.m. and is restricted to 1 passenger other than a supervisor. A driver and the driver's supervisor in the learner and intermediate stage must maintain a zero percent blood alcohol concentration and be drug free while driving.



**FATALITY FACTS:  
TEENAGERS  
as of November 2002**

Other Institute documents on [teenagers](#)

In every motorized country, teenage drivers represent a major hazard. The problem is worse in the United States than elsewhere. Until recently, most states have allowed teens to get full-privilege licenses at an earlier age than in most other countries, and little driving experience typically was required prior to licensure. The result is greatly elevated crash risk among young drivers. As more and more states adopt graduated licensing systems, which phase in full driving privileges, the problem is expected to decrease. Teenagers drive less than all but the oldest people, but their numbers of crashes and crash deaths are disproportionately high. The risk of crash involvement per mile driven among 16-19 years-old is 4 times the risk among older drivers. Risk is highest at age 16. In fact, the crash rate per mile driven is almost 3 times as high among 16 year-olds as it is among 18-19 year-olds.

Crash rates are high largely because of young drivers' immaturity combined with driving inexperience. The immaturity is apparent in young drivers' risky driving practices like speeding and tailgating. At the same time, teenagers' lack of experience behind the wheel makes it difficult for them to recognize and respond to hazards. They get in trouble trying to handle unusual driving situations, even small emergencies. More often than when older people drive, these turn disastrous. Crashes involving young drivers typically are single-vehicle crashes, primarily run-off-the-road crashes, that involve driver error and/or speeding. They often occur when other young people are in the vehicle with the young driver, so teenagers are disproportionately involved in crashes as passengers as well as drivers.

The following facts are based on analysis of data from the U.S. Department of Transportation's Fatality Analysis Reporting System:

- 5,582 teenagers ages 13-19 died in motor vehicle crashes in 2001. This is 36 percent fewer than in 1975.

**13-19 year-old motor vehicle deaths**

	Male	Female	Total
1975	6,532	2,215	8,748
1976	6,828	2,530	9,358
1977	6,983	2,650	9,633
1978	7,295	2,645	9,940
1979	7,280	2,639	9,920
1980	6,932	2,591	9,524
1981	6,014	2,301	8,315
1982	5,354	1,989	7,323
1983	4,850	1,955	6,805
1984	4,947	2,005	6,952
1985	4,715	2,022	6,737
1986	5,280	2,182	7,466
1987	5,107	2,186	7,293
1988	5,038	2,204	7,242
1989	4,528	2,158	6,688
1990	4,420	1,944	6,364
1991	3,891	1,867	5,760
1992	3,495	1,713	5,215
1993	3,678	1,742	5,421
1994	3,770	1,859	5,632
1995	3,702	1,970	5,675
1996	3,855	1,863	5,819
1997	3,715	2,014	5,730
1998	3,649	1,960	5,610
1999	3,745	2,007	5,752
2000	3,759	1,925	5,685
2001	3,729	1,853	5,582

- Teenagers accounted for 10 percent of the U.S. population in 2001 and 13 percent of motor vehicle deaths. They represented 15 percent of passenger vehicle occupant deaths in 2001, 7 percent of pedestrian deaths, 6 percent of motorcycle deaths, and 15 percent of bicycle deaths.

**Teenage motor vehicle deaths by type, 2001**

Age	Passenger vehicles	Motorcyclists	Pedestrians	Bicyclists	Other/unknown
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13	107	3	38	19	18
14	183	7	44	19	19
15	298	10	40	19	24
16	821	7	43	13	21
17	986	30	61	14	13
18	1,212	57	63	10	30
19	1,190	64	59	13	27
Total	4,797	178	340	107	152

- Eighty-six percent of teen motor vehicle deaths in 2001 were passenger vehicle occupants. The rest were pedestrians (6 percent), motorcyclists (3 percent), bicyclists (2 percent), and people in other kinds of vehicles (3 percent).
- Thirty-nine percent of deaths of 16-19 year-olds in 1999 from all causes occurred in crashes. This is the latest year for which this information is available.

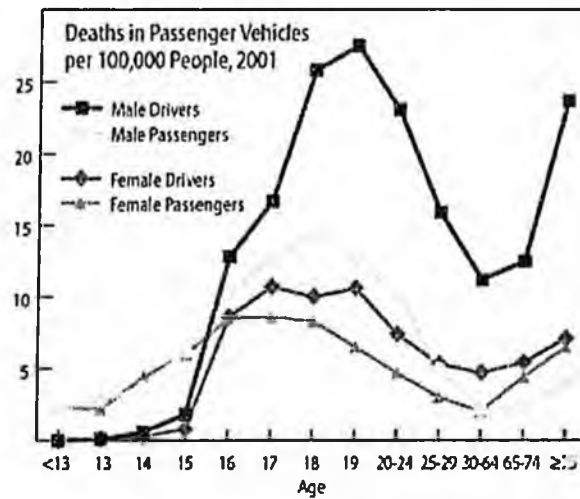
Motor vehicle deaths as a percent of all deaths, 1999

Age	Male	Female	All
<5	2	2	2
5-9	23	22	23
10-12	22	22	22
13-15	25	31	27
16-17	36	50	40
18-19	38	44	38
20-24	30	29	30
25-34	18	14	17
35-54	5	4	5
>=55	1	<1	1

- Forty-seven percent of females between the ages of 16 and 19 who died in 1999 were involved in a motor vehicle crash. This compares with 36 percent of teenage male deaths (1999 is the most recent data available).

**DRIVERS AND PASSENGERS**

- Passenger vehicle death rates per 100,000 people in 2001 peaked at age 19 for drivers and at age 18 for passengers.
- Slightly more than half of teenage passenger vehicle occupant deaths in 2001 were drivers (54 percent), and a little less than half were passengers (44 percent).



VIEW GRAPH PLOT POINTS ▶

Passenger vehicle deaths by age and seating position, 2001

Age Drivers Passengers

13	4	103
14	19	164
15	52	246
16	436	385
17	554	429
18	738	464
19	790	394
Total	2,593	2,185

- Sixty-two percent of teenage passenger deaths in 2001 occurred in crashes in which another teenager was driving. Among people of all ages, 20 percent of passenger deaths in 2001 occurred when a teenager was driving.

**GENDER DIFFERENCES**

- About 2 out of every 3 teenagers killed in motor vehicle crashes in 2001 were males.
- Since 1975, teenage motor vehicle deaths have decreased more among males (43 percent) than among females (16 percent).
- Death rates were higher in 2001 among male drivers age 16-19 than among females -- 21 per 100,000 people compared with 10 per 100,000.
- The rate of nighttime fatal crashes per 100 million miles traveled in 1995-96 by male drivers 16-19 years old was about 4 times the rate for 30-54-year-old male drivers. The corresponding comparison for females is more than 3 times the rate.

**ALCOHOL INVOLVEMENT**

- The percent of fatally injured drivers ages 16 and 17 who had BACs at or above 0.08 percent is down 66 percent since 1982. This age group experienced the greatest declines, compared with a 46 percent decline among drivers ages 18-20, and a 21 and 33 percent decline among drivers ages 21-30 and older than 30, respectively.

Percent of fatally injured passenger vehicle drivers with BACs >= 0.08 percent, 2001

	Driver age				
	16-17	18-20	21-30	>30	
1982	41	57	63	45	
1983	38	55	64	40	
1984	33	52	61	37	
1985	27	44	58	36	
1986	29	47	59	35	
1987	26	41	58	35	
1988	26	40	59	35	
1989	22	40	57	34	
1990	22	41	57	35	
1991	21	40	57	34	
1992	18	37	54	33	
1993	16	34	52	32	
1994	17	32	50	30	
1995	15	28	51	31	
1996	17	30	50	30	
1997	17	31	48	29	
1998	15	30	49	28	
1999	16	31	49	28	
2000	16	30	48	29	
2001	14	31	50	29	

- Among teenage drivers (16-19 years old), 25 percent of fatally injured male drivers and 14 percent of fatally injured female drivers in 2001 had blood alcohol concentrations at or above 0.08 percent.

Percent of fatally injured drivers with BACs >= 0.08 percent, 2001

Driver age:	16-17	18-19	20-24	25-34	35-54	>=55
Males	15	30	48	48	43	15
Females	11	17	28	30	27	5

- Male drivers (age 16-20) with blood alcohol concentrations in the 0.05-0.08 percent range are 17 times more likely than sober teenagers to be killed in single-vehicle crashes. The corresponding comparison for females is 7 times more likely. At BACs of 0.08-0.10, risks are even higher, 52 times for males, 15 times for females.<sup>1</sup>

#### WHEN THEY DIED

- Fifty-four percent of teenage motor vehicle deaths in 2001 occurred on Friday, Saturday, and Sunday.
- Forty-three percent of teenage motor vehicle deaths in 2001 occurred between 9 pm and 6 am.

#### REFERENCES

<sup>1</sup>Zador, P.L.; Krawchuck, S.; and Voas, R.B. 2000. Alcohol-related relative risk of driver fatalities and driver involvement in fatal crashes in relation to driver age and gender: an update using 1996 data. *Journal of Studies on Alcohol* 61:387-95.

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## U.S. LICENSING SYSTEMS FOR YOUNG DRIVERS

Laws as of April 2003

New drivers have elevated crash rates. This is particularly true for drivers younger than 18. Young novice drivers are at significant risk on the road because they lack both the judgment that comes with maturity and the skill that comes with experience. Graduated licensing is a system designed to delay full licensure while allowing beginners to obtain their initial experience under lower risk conditions. There are three stages: a minimum supervised learner's period, an intermediate license (once the driving test is passed) that limits unsupervised driving in high-risk situations, and a full-privilege driver's license available after completion of the first two stages. Beginners must remain in each of the first two stages for set minimum time periods. Thirty-seven jurisdictions (36 states and the District of Columbia) currently have all three stages, but the systems vary in strength.

In an optimal system, the minimum age for a learner's permit is 16; the learner stage lasts at least 6 months, during which parents must certify at least 30-50 hours of supervised driving; and the intermediate stage lasts until at least age 18 and includes both a night driving restriction starting at 9 or 10 p.m. and a strict teenage passenger restriction allowing no teenage passengers, or no more than one teenage passenger (see "Graduated Licensing: A Blueprint for North America" by the Insurance Institute for Highway Safety and Traffic Injury Research Foundation).

The following table lists licensing requirements for the 50 U.S. states and the District of Columbia. During the 1990s, many states moved toward graduated licensing. Some have enacted virtually all the elements of graduated licensing, while others have enacted only parts. Another area in which the laws differ is enforcement. Some states prohibit police from stopping young drivers solely for night driving violations or passenger restrictions (secondary enforcement). The Institute has evaluated the states' licensing systems using criteria designed to estimate the strength and likely effectiveness of the systems in reducing injuries. In particular, strong or optimal restrictions on the initial license phase and how long the restrictions last beyond the 16th birthday are credited. No state has an optimal graduated licensing system.

Good systems have mandatory learner's permit holding periods of at least 6 months and an optimal restriction on the initial license (either an optimal night driving restriction or an optimal passenger restriction lasting until age 17). Acceptable systems have either optimal restrictions lasting until age 17 without regard to the learner's holding period, or any mandatory learner's holding period and any night driving or passenger restriction lasting at least until age 16, 6 months. Marginal systems contain at least one significant element of graduated licensing. States with marginal systems have: (i) both a mandatory learner's holding period that may be less than 6 months and either a night driving or passenger restriction; or (ii) only an optimal mandatory learner's holding period (at least 6 months); or (iii) any night driving or passenger restriction on the initial license. Poor licensing systems have no mandatory learner's holding period and no night driving or passenger restrictions, or they have a mandatory learner's holding period less than 6 months and no other significant elements of graduated licensing.

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifter	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Alabama / A	15 <sup>1</sup>	6 mo.	30 hr. <sup>1</sup>	16	Midnight-6 a.m.	None	17, 6 mo.	—
Alaska / M	14	6 mo.	None	There is no intermediate stage. The minimum license age is 16.			—	—
Arizona / P	15, 7 mo. <sup>2</sup>	5 mo.	25 hr., 5 of which must be at night <sup>2</sup>	There is no intermediate stage. The minimum license age is 16.			—	—
Arkansas / M	14	6 mo. <sup>3</sup>	None	Intermediate stage has no passenger or night driving restriction. <sup>3</sup>			—	—
California / G	15 <sup>4</sup>	6 mo.	30 hr., 10 of which must be at night	16	Midnight-5 a.m. S	First 6 mo.: No passengers younger than 20 unless supervised by 25-year-old driver  Second 6 mo.: No passengers between midnight - 5 am, unless supervised by 25-year-old driver (family members excepted) (eff. 1/1/03) S	17	16, 6 mo.
Colorado / A	15 <sup>5</sup>	6 mo.	50 hr., 10 of which must be at night	16	Midnight-5 a.m.	None	17	—
Connecticut / M	16	6 mo. (4 mo. with driver education)	None	There is no intermediate stage. The minimum license age is 16, 4 mo. <sup>6</sup>			—	—
Delaware / A	15, 10 mo.	6 mo. <sup>7</sup>	None	16, 4 mo. <sup>7</sup>	9 p.m.-6 a.m. <sup>7</sup>	No more than 2 passengers <sup>7</sup>	16, 10 mo.	16, 10 mo.
District of Columbia / G	16	6 mo. <sup>8</sup>	40 hr. in learner's stage; 10 hr. at night in intermediate stage	16, 6 mo.	Sept.-June: 11 p.m.-6 a.m. Su-Th, Midnight-6 a.m. F-Sa; July-Aug.: Midnight-6 a.m. <sup>8</sup>	First 6 mo.: No passengers unless supervised by 21-year-old driver (family members excepted); Thereafter, no more than 2 passengers younger than 21 (family members excepted)	18 <sup>8</sup>	18
Florida / A	15	12 mo.	50 hr., 10 of which must be at night	16	11 p.m.-6 a.m. (age 16), 1 a.m.-5 a.m. (age 17)	None	18	—
Georgia / G	15	12 mo.	40 hr., 6 of which must be at night (20 hr., 6 of which must be at night, with driver education)	16	Midnight-6 a.m. S	First 6 mo.: No passengers (family members excepted); Thereafter, no more than 3 passengers younger than 21 (family members excepted) S	18	18
Hawaii / P	15, 6 mo.	3 mo.	None	There is no intermediate stage. The minimum license age is 16 <sup>9</sup> .			—	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

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Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Idaho / M	14, 6 mo.	4 mo.	50 hr., 10 of which must be at night	15 <sup>10</sup>	Sunset to sunrise	None	16 <sup>10</sup>	—
Illinois / A	15 <sup>11</sup>	3 mo.	25 hr.	16 <sup>11</sup>	11 p.m.-6 a.m. Su-Th, Midnight-6 a.m. F-Sa	None	17 <sup>11</sup>	—
Indiana / A	15 <sup>12</sup>	2 mo.	None	16, 1 mo. <sup>12</sup>	11 p.m.-5 a.m. Su-F, 1 a.m.-5 a.m. Sa-Su,	First 90 days: No passengers unless supervised by 21-year-old driver	18	16, 4 mo.
Iowa / A	14	6 mo.	20 hr., 2 of which must be at night	16 <sup>13</sup>	12:30 a.m.-5 a.m.	None	17 <sup>13</sup>	—
Kansas / P	14	None	50 hr., 10 of which must be at night	There is no intermediate stage. The minimum license age is 16.			—	—
Kentucky / M	16	6 mo.	None	There is no intermediate stage. The minimum license age is 16, 6 mo. <sup>14</sup>			—	—
Louisiana / A	15 <sup>15</sup>	3 mo.	None	16 <sup>15</sup>	11 p.m.-5 a.m. <sup>15</sup>	No passenger restriction from 5 am - 11 pm <sup>15</sup>	17 <sup>15</sup>	—
Maine / M	15 <sup>16</sup>	3 mo. <sup>16</sup>	35 hr., 5 of which <sup>16</sup> must be at night	16 <sup>16</sup>	No night driving restriction.	First 90 days: No passengers unless supervised by 20-year-old driver (family members excepted)	—	16, 3 mo. <sup>16</sup>
Maryland / A	15, 9 mo.	4 mo.	40 hr.	16, 1 mo.	Midnight-5 a.m. <sup>17</sup>	None	17, 7 mo.	—
Massachusetts / G	16	6 mo.	12 hr.	16, 6 mo.	Midnight-5 a.m. <sup>18</sup> S	First 6 mo.: No passengers younger than 18 unless supervised by 21-year-old driver (family members excepted)	18	17
Michigan / A	14, 9 mo. <sup>19</sup>	6 mo.	50 hr., 10 of which must be at night	16 <sup>19</sup>	Midnight-5 a.m.	None	17 <sup>19</sup>	—
Minnesota / M	15 <sup>20</sup>	6 mo. <sup>20</sup>	30 hr., 10 of which must be at night	A provisional license may be granted at 16. There are no passenger or nighttime restrictions; however, a provisional driver may not operate a vehicle if a passenger under the age of 18 is unbelted. The minimum full license age is 17. <sup>20</sup>			—	—
Mississippi / M	15	6 mo. <sup>21</sup>	None	15, 6 mo. <sup>21</sup>	10 p.m.-6 a.m. <sup>21</sup>	None	16	—
Missouri / A	15	6 mo.	20 hr.	16	1 a.m.-5 a.m.	None	18	—
Montana / P	14, 6 mo.	None	None	There is no intermediate stage. The minimum license age is 15. <sup>22</sup>			—	—
Nebraska / M	15 <sup>23</sup>	None	50 hr. (none with driver education)	16	Midnight-6 a.m.	None	17	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

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Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Nevada / M	15, 6 mo.	90 days <sup>23</sup>	50 hr.	15, 9 mo. <sup>24</sup>	None	If younger than 16: first 90 days: no passengers younger than 18 (family members excepted) If between 16 and 17: first 60 days: no passengers younger than 18 (family members excepted) If between 17 and 18: first 30 days: no passengers younger than 18 (family members excepted)	—	16
New Hampshire / A	15, 6 mo. <sup>25</sup>	3 mo.	20 hr.	16	1 a.m.-5 a.m.	First 6 mo.: No more than 1 passenger younger than 25 unless supervised by a 25-year-old driver (family members excepted) (eff. 1/1/03)	18	16, 6 mo.
New Jersey / G	16 <sup>26</sup>	6 mo. <sup>26</sup>	None	17 <sup>26</sup>	Midnight-5 a.m.	No more than 1 passenger unless supervised by 21-year-old driver (household members excepted)	18	18
New Mexico / A	15	6 mo.	50 hr., 10 of which must be at night	15, 6 mo.	Midnight-5 a.m.	No more than 1 passenger younger than 21 (family members excepted)	16, 6 mo. <sup>27</sup>	16, 6 mo. <sup>27</sup>
New York / A	16 <sup>28</sup>	up to 6 mo. <sup>28</sup>	20 hr.	16, 6 mo. <sup>28</sup>	9 p.m.-5 a.m.	No more than 2 passengers younger than 21 unless supervised by 21-year-old driver (family members excepted) <sup>28</sup>	17 (18 without driver education) <sup>28</sup>	17 (18 without driver education) <sup>28</sup>
North Carolina / A	15	12 mo.	None	16	9 p.m.-5 a.m. <sup>29</sup>	No more than 1 passenger younger than 21 (family members exempted); if a family member younger than 21 is already a passenger then no other passengers younger than 21 who are not family members (eff. 12/1/02)	16, 6 mo.	—
North Dakota / M	14	6 mo.	None	There is no intermediate stage. The minimum license age is 16.			—	—
Ohio / A	15, 6 mo.	6 mo.	50 hr., 10 of which must be at night	16 <sup>30</sup>	1 a.m.-5 a.m. S	None	17 <sup>30</sup>	—
Oklahoma / P	15, 6 mo. <sup>31</sup>	None	None	There is no intermediate stage. The minimum license age is 16. <sup>31</sup>			—	—
Oregon / G	15	6 mo.	50 hr. <sup>30</sup> (100 hr. without driver education)	16	First yr. midnight-5 a.m.	First 6 mo.: No passengers younger than 20 (family members excepted); Second 6 mo.: No more than 3 passengers younger than 20 (family members excepted)	17	17

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

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Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Pennsylvania / A	16	6 mo.	50 hr.	16, 6 mo.	11 p.m.-5 a.m.	None	17 (18 without driver education)	—
Rhode Island / A	16 <sup>32</sup>	6 mo.	None	16, 6 mo.	1 a.m.-5 a.m.	None	17, 6 mo. <sup>32</sup>	—
South Carolina / A	15	6 mo.	40 hr., 10 of which must be at night	15, 6 mo.	6 p.m.-6 a.m. EST, <sup>33</sup> 8 p.m.-6 a.m. EDT	No more than 2 passengers younger than 21 unless supervised by 21-year-old driver (family members excepted and driving students to and from school excepted)	16, 6 mo.	16, 6 mo.
South Dakota / M	14	6 mo. (3 mo. with driver education)	None	14, 6 mo. (14, 3 mo. with driver education)	8 p.m.-6 a.m.	None	16	—
Tennessee / G	15	6 mo. <sup>34</sup>	50 hr., 10 of which must be at night	16	11 p.m.-6 a.m. <sup>34</sup>	No more than 1 passenger unless supervised by 21-year-old driver (family members excepted)	17	—
Texas / A	15 <sup>35</sup>	6 mo.	None	16	Midnight-5 a.m. S	No more than 1 passenger younger than 21 (family members excepted) S	16, 6 mo.	16, 6 mo.
Utah / A	15, 9 mo. <sup>36</sup>	None	30 hr., 10 of which must be at night <sup>36</sup>	16 <sup>36</sup>	Midnight-5 a.m.	First 6 mo.: No passengers younger than 21 unless supervised by 21-year-old driver (family members excepted) S	17	16, 6 mo. <sup>36</sup>
Vermont / A	15	1 yr.	40 hr., 10 of which must be at night	16	No night driving restriction.	First 3 mo.: No passengers unless supervised by a licensed parent/ guardian, driving instructor, or licensed 25 year-old driver; Second 3 mo.: Same as first 3 mo. (family members excepted) S	—	16, 6 mo. <sup>37</sup>
Virginia / G	15, 6 mo.	9 mo.	40 hr., 10 of which must be at night	16, 3 mo.	Midnight-4 a.m. <sup>38</sup> S	First 12 mo.: No more than 1 passenger younger than 18; Until 18: No more than 3 passengers younger than 18 (family members excepted) <sup>38</sup> S	18	18

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

cont'd

Jurisdiction/ Evaluation	Learner Stage			Intermediate Stage			Minimum Age at Which Restrictions May Be Lifted	
	Minimum Entry Age	Mandatory Holding Period	Minimum Amount of Supervised Driving	Minimum Age	Unsupervised Driving Prohibited	Passenger Restriction	Nighttime Restriction	Passenger Restriction
Optimal provisions	16	6 mo.	30-50 hr.	16, 6 mo.	9/10 p.m.-5 a.m.	No more than 1 teenage passenger*	Until age 18	
Washington / G	15 <sup>39</sup>	6 mo.	50 hr., 10 of which must be at night	16	1 a.m.-5 a.m. S	First 6 mo.: No passengers younger than 20 (family members excepted); Second 6 mo.: No more than 3 passengers younger than 20 S	17 <sup>39</sup>	17 <sup>39</sup>
West Virginia / A	15	6 mo.	30 hr.; none if driver education course completed	16	11 p.m.-5 a.m. <sup>40</sup>	No more than 3 passengers younger than 19 (family members excepted) <sup>40</sup>	17	17
Wisconsin / A	15, 6 mo. <sup>41</sup>	6 mo.	30 hr., 10 of which must be at night	16	Midnight-5 a.m.	No more than 1 passenger (family members excepted)	16, 9 mo. <sup>41</sup>	16, 9 mo. <sup>41</sup>
Wyoming / P	15	10 days	None	There is no intermediate stage. The minimum license age is 16.			—	—

Key: G=good, A=acceptable, M=marginal, P=poor; S=secondary enforcement

\* Passenger restrictions vary with regard to their durations, the ages of passengers to whom they apply, and the availability of exceptions. Most states have exceptions for passengers who are related to the driver or are members of the driver's household, and there are exceptions when a supervising driver is in the vehicle.

- <sup>1</sup> The supervising driver in Alabama must be a parent, guardian, or driving instructor. At age 16, permit holders may drive while supervised by any licensed driver. Certification waived for applicants who have completed driver education.
- <sup>2</sup> A driver education instructor in Arizona can authorize a student enrolled in driver education who is age 15 to drive only while supervised by the authorizing instructor. Certification waived for applicants who have completed driver education.
- <sup>3</sup> In Arkansas, people age 14 can drive with an instruction permit after passing a written test; after 30 days and after passing a road test, they are eligible for a restricted license that must be held for 6 months. Unsupervised driving is not permitted by holders of either the instruction permit or restricted license. The combined holding period for the permit and restricted license is 6 months. An intermediate phase for licensees younger than 18 prohibits drivers from transporting passengers who are unrestrained. Applicants for an intermediate license must be 16 and must be crash/violation free for 6 months.
- <sup>4</sup> Students enrolled in driver education in California may drive while supervised by an instructor. License applicants who do not take driver education must wait until age 18 for a license. They are not required to go through an intermediate license stage.
- <sup>5</sup> In Colorado, the supervising driver must be a parent, guardian, or driving instructor, and the permit holder must be enrolled in driver education. At age 15, 6 months, permit holders may drive supervised by a licensed driver 21 or older and are not required to have taken driver education.
- <sup>6</sup> Either driver education or home training is required for license applicants younger than 18 in Connecticut. Applicants who have not completed driver education have a 6-month learners holding period.
- <sup>7</sup> In Delaware, a driver education student does not need a permit to drive with a driver education instructor. After completing the on-road requirements of driver education, a driver education student who is at least age 15 years, 10 months may apply for a Driver Education Learner's Permit, which allows the student to drive while supervised by an experienced driver. Upon completion of driver education, and if the student passes both the road and written tests, the student receives a Level 1 permit that for the first 6 months allows driving only while supervised. There also is a passenger restriction during the first 6 months of the Level 1 permit. No more than 2 passengers (family members excepted) are permitted in addition to the supervising driver. The Level 1 permit for the second 6 months is the equivalent of an intermediate license. During that period, holders may drive unsupervised between 6 a.m. and 9 p.m. and may only carry 2 passengers. Applicants for a driver's license who are younger than 18 must have held a Driver Education Learner's Permit and/or a Level 1 permit for at least 12 months. Driver education is required for all license applicants younger than 18.

- <sup>8</sup> The learner's stage in the District of Columbia is mandatory for all license applicants, regardless of age. A nighttime restriction (9 p.m.–6 a.m.) applies in the learner stage. License applicants younger than 21 must go through the intermediate stage until they have completed it or until age 21.
- <sup>9</sup> License applicants younger than 18 must have completed driver education in Hawaii.
- <sup>10</sup> In Idaho, license applicants younger than 17 must have completed driver education. There are three classes of learner's permits: a training instruction permit for persons 14, 6 months taking driver education; a supervised instruction permit for practice driving with a nonprofessional supervisor; and an instruction permit for persons younger than 17 who have completed driver education and supervised driving or for persons 17 and older without either driver education or supervised driving.
- <sup>11</sup> Enrollment in driver education is required for permit applicants age 15 in Illinois; without driver education, a permit applicant must be age 17, 9 months. License applicants 18 and older are not required to have driver education or to go through an intermediate license stage.
- <sup>12</sup> Driver education determines the minimum age for permits and the intermediate license in Indiana. People enrolled in or who have completed driver education must be age 15 to have a permit; otherwise, they must be age 16. The minimum age for an intermediate license is 16, 1 month with driver education; age 16, 6 months, without.
- <sup>13</sup> In addition to the certification in the learner stage, Iowa requires a certification of 10 hours of supervised driving, 2 of which must be at night during the intermediate stage. Driver education is required for an intermediate license and for an unrestricted license if applicant is younger than 18.
- <sup>14</sup> The Kentucky law prohibits learner's permit holders from driving between midnight and 6 a.m. There is no nighttime driving restriction for other license holders. License holders younger than 18 must complete a 4-hour course on safe driving within 1 year of receiving a license.
- <sup>15</sup> Driver education is required in Louisiana for a permit and an intermediate license if the applicant is younger than 17. People 17 and older must have completed an educational program that does not require a behind-the-wheel component. In Louisiana, intermediate license holders may only drive from 11 pm to 5 am if accompanied by a supervising driver and during that time may only carry passengers who are members of their immediate family.
- <sup>16</sup> In Maine, driver education is required for a permit and a license if the applicant is younger than 18. The learner's permit holding period and the certification of practice driving applies to license applicants younger than 21.
- <sup>17</sup> In Maryland, 15 year-olds may drive without a permit if supervised by a driver education instructor. Driver education and the certification of practice driving applies to all initial license applicants. The nighttime driving restriction, however, only applies to intermediate license holders younger than 18.
- <sup>18</sup> The night driving restriction in Massachusetts also applies to permit holders younger than 18, unless accompanied by a licensed parent or guardian. Driver education is required of license applicants younger than 18.
- <sup>19</sup> Permit applicants younger than 18 in Michigan must have completed the first segment of driver education; license applicants younger than 18 must have completed the second segment of driver education. Neither driver education nor an intermediate license is required for license applicants 18 and older. The nighttime restriction is for 6 months or until age 17.
- <sup>20</sup> In Minnesota, permit applicants younger than 18 must be enrolled in driver education; license applicants younger than 18 must have completed driver education. The permit holding period applies to license applicants 18 and older unless they have completed driver education. License applicants younger than 18 must certify 10 hours of driving during a 12-month provisional stage. Provisional license holders must be crash free to qualify for a full license.
- <sup>21</sup> In Mississippi, license applicants 17 and older are exempt from the 6-month learner's permit holding period and the requirement to get an intermediate license.
- <sup>22</sup> Enrollment in or completion of driver education is required for permit applicants younger than 15 in Montana; license applicants younger than 16 must have completed driver education.
- <sup>23</sup> In Nebraska, 14 year-olds who live 1.5 miles or more from school and who either live outside or attend school outside a metropolitan area may be issued a learner's permit (called an "LPE permit") and a limited license (called a "school permit"). The LPE permit authorizes supervised driving for the purpose of preparing for the school permit, which allows driving to and from school or anyplace while supervised by a parent or guardian.
- <sup>24</sup> If license applicant is 16 then mandatory holding period in learner stage is 60 days. If license applicant is 17 then mandatory holding period in learner stage is 30 days. License applicants younger than 18 must have completed driver education if it is available in the public school in Nevada or, if it is unavailable, must complete 50 hours of supervised driving in addition to that required in the learner stage.
- <sup>25</sup> New Hampshire does not issue learner's permits. At age 15, 6 months, a person can drive while supervised by a licensed driver 25 or older.
- <sup>26</sup> In New Jersey, the permit becomes an intermediate license after 6 months. The graduated licensing law applies to adults, except that the night driving and passenger restrictions are waived for new drivers 21 and older. If the applicant has not completed driver education, the minimum permit age is 17 and the minimum intermediate license age is 17, 6 months.
- <sup>27</sup> Permit applicants younger than 18 must be enrolled in driver education in New Mexico; license applicants younger than 18 must have completed driver education.

- <sup>28</sup> Currently, New York law does not have a minimum holding period for the learner's permit. The minimum age for an unrestricted driver's license is 18 (17 if the applicant has completed driver education). The exception is New York City where driving is prohibited unless the driver is 18 or older. Effective, September 1, 2003, New York has enacted a passenger restriction that applies to permit holders and license holders younger than 18 (17 if the applicant has completed driver education). The law also created a new class of license, the limited DJ license. Permit holders who pass a road test and certify 20 or more hours of practice driving may be given a limited DJ license which allows unsupervised driving to and from school, school activities, work, medical appointments, and day care for family members. The night driving and passenger restrictions apply to this license. Permit holders may apply for the limited DJ license at any time. There is, however, a six month holding period for the regular DJ license which allows unsupervised driving anywhere but retains the night driving and passenger restrictions. For the purpose of determining if the six month holding period has passed, both the time spent in the learner's permit phase and the time a person spends in the limited DJ phase is counted.
- <sup>29</sup> In North Carolina, learner's permit holders may not drive between 9 p.m. and 5 a.m. for the first 6 months. Driver education is required for permit and license applicants younger than 18.
- <sup>30</sup> Driver education is required of license applicants younger than 18 in Ohio and Oregon. However, it is waived in Oregon for applicants who certify an additional 50 hours of supervised driving.
- <sup>31</sup> Fifteen year-olds may drive in Oklahoma, but only while supervised by an instructor. Driver education is required for a license at age 16 if it is offered in the applicant's school district. A restricted license is available to 16 year-olds who have not completed driver education, which allows daytime driving only, and imposes a passenger restriction of no more than one passenger unless supervised by a parent/ guardian (household members excepted).
- <sup>32</sup> Driver education is required of permit and license applicants younger than 18 in Rhode Island.
- <sup>33</sup> In South Carolina, the nighttime restriction applies in the learner stage as well as in the intermediate stage. Fifteen year-olds who are enrolled in driver education do not need a permit to drive with an instructor. License applicants younger than 17 who have not completed driver education may not get a license to drive unsupervised after daylight.
- <sup>34</sup> Learner's permit holders in Tennessee may not drive from 10 p.m. to 6 a.m.
- <sup>35</sup> In Texas, the minimum permit age is 15 for applicants who are enrolled in driver education. The minimum license age is 18 for applicants who have not completed driver education.
- <sup>36</sup> Regardless of age, permit applicants in Utah must be enrolled in driver education, and license applicants must have completed driver education. Supervised driving in the learner stage may include up to 5 hours in a driving simulator. Passenger restrictions in Utah end when a driver has been licensed for 6 months or when the driver turns 18, whichever occurs first.
- <sup>37</sup> Driver education is required for license applicants younger than 18 in Vermont.
- <sup>38</sup> In Virginia, driver education is required for license applicants younger than 19 (18 if holds valid license from another state). Initial license applicants 19 and older must either complete driver education or hold a learner's permit at least 30 days. The night driving restriction and passenger restriction (no more than 1 passenger younger than 18) apply to learner's permit holders.
- <sup>39</sup> Permit applicants in Washington must be enrolled in driver education; otherwise the minimum permit age is 15, 6 months. Driver education is required for license applicants younger than 18. Intermediate license holders with a crash or violation history are ineligible for an unrestricted license until age 18.
- <sup>40</sup> In West Virginia, learner's permit holders younger than 18 may not drive 11 p.m.-5 a.m. and may not carry more than 2 passengers in addition to the supervising driver.
- <sup>41</sup> Enrollment in driver education is required in Wisconsin for permit applicants younger than 18. Driver education is required for license applicants younger than 18.



## HOW STATE LAWS MEASURE UP January 2003

How the Institute rated the laws

LEGEND: **G** = Good **A** = Acceptable **M** = Marginal **P** = Poor **★** = Recent change in law

	DUI/ DWI	Young driver licensing	Safety belt use	Child restraint use	Motorcycle helmet use	Red light camera
Alabama	<b>G</b>	★ <b>A</b>	<b>A</b>	<b>P</b>	<b>G</b>	<b>P</b>
Alaska	★ <b>G</b>	<b>M</b>	<b>M</b>	<b>G</b>	<b>P</b>	<b>P</b>
Arizona	★ <b>M</b>	<b>P</b>	<b>M</b>	★ <b>M</b>	<b>P</b>	<b>A</b>
Arkansas	<b>A</b>	<b>M</b>	<b>M</b>	★ <b>G</b>	<b>P</b>	<b>P</b>
California	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>
Colorado	<b>A</b>	<b>A</b>	<b>M</b>	<b>G</b>	<b>P</b>	<b>G</b>
Connecticut	<b>A</b>	<b>M</b>	<b>A</b>	<b>G</b>	<b>P</b>	<b>P</b>
Delaware	<b>A</b>	<b>A</b>	<b>M</b>	<b>G</b>	<b>P</b>	<b>G</b>
District of Columbia	<b>A</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>
Florida	<b>G</b>	<b>A</b>	<b>M</b>	<b>M</b>	<b>P</b>	<b>P</b>
	DUI/ DWI	Young driver licensing	Safety belt use	Child restraint use	Motorcycle helmet use	Red light camera
Georgia	★ <b>G</b>	★ <b>G</b>	<b>A</b>	<b>G</b>	<b>G</b>	★ <b>G</b>
Hawaii	<b>G</b>	<b>P</b>	<b>A</b>	<b>G</b>	<b>P</b>	★ <b>P</b>
Idaho	<b>A</b>	<b>M</b>	<b>M</b>	★ <b>M</b>	<b>P</b>	<b>P</b>
Illinois	<b>G</b>	<b>A</b>	<b>M</b>	<b>P</b>	<b>P</b>	<b>P</b>
Indiana	<b>A</b>	<b>A</b>	<b>A</b>	<b>P</b>	<b>P</b>	<b>P</b>
Iowa	<b>A</b>	<b>A</b>	<b>A</b>	<b>P</b>	<b>P</b>	<b>P</b>
Kansas	<b>G</b>	<b>P</b>	<b>M</b>	<b>G</b>	<b>P</b>	<b>P</b>
Kentucky	<b>A</b>	<b>M</b>	<b>M</b>	<b>M</b>	<b>P</b>	<b>P</b>
Louisiana	★ <b>G</b>	<b>A</b>	<b>A</b>	<b>G</b>	<b>P</b>	<b>P</b>
Maine	<b>A</b>	<b>M</b>	<b>M</b>	★ <b>G</b>	<b>P</b>	<b>P</b>
	DUI/ DWI	Young driver licensing	Safety belt use	Child restraint use	Motorcycle helmet use	Red light camera
Maryland	<b>A</b>	<b>A</b>	<b>A</b>	<b>G</b>	<b>G</b>	<b>G</b>
Massachusetts	<b>A</b>	<b>G</b>	<b>M</b>	<b>M</b>	<b>G</b>	<b>P</b>
Michigan	<b>P</b>	<b>A</b>	<b>A</b>	<b>G</b>	<b>G</b>	<b>P</b>
Minnesota	<b>A</b>	<b>M</b>	<b>M</b>	<b>P</b>	<b>P</b>	<b>P</b>
Mississippi	<b>A</b>	<b>M</b>	<b>M</b>	<b>P</b>	<b>G</b>	<b>P</b>
Missouri	★ <b>G</b>	<b>A</b>	<b>M</b>	<b>G</b>	<b>G</b>	<b>P</b>
Montana	<b>P</b>	<b>P</b>	<b>M</b>	<b>M</b>	<b>P</b>	<b>P</b>
Nebraska	★ <b>G</b>	<b>M</b>	<b>M</b>	<b>M</b>	<b>G</b>	<b>P</b>
Nevada	<b>A</b>	★ <b>M</b>	<b>M</b>	<b>M</b>	<b>G</b>	<b>P</b>

	DUI/ DWI	Young driver licensing	Safety belt use	Child restraint use	Motorcycle helmet use	Red light camera
New Hampshire	G	A	A	G	A	A
New Jersey	A	G	A	★G	G	A
New Mexico	A	A	★G	★G	A	A
New York	A	A	★G	G	G	M
North Carolina	A	A	A	G	G	M
North Dakota	A	M	M	G	A	A
Ohio	A	A	M	A	A	A
Oklahoma	A	A	A	G	A	A
Oregon	A	G	G	G	G	M
Pennsylvania	M	A	M	M	G	★M
Rhode Island	A	A	M	G	A	A
	DUI/ DWI	Young driver licensing	Safety belt use	Child restraint use	Motorcycle helmet use	Red light camera
South Carolina	M	★A	M	★G	A	A
South Dakota	★A	M	M	★G	A	A
Tennessee	★A	G	M	G	G	★A
Texas	A	★A	A	G	A	A
Utah	G	★A	M	G	A	A
Vermont	G	A	M	G	G	A
Virginia	A	★G	M	G	G	M
Washington	A	G	★G	G	G	M
West Virginia	A	A	M	M	G	A
Wisconsin	A	A	M	M	A	A
Wyoming	A	A	M	M	A	A

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**Teenage Passengers in Motor  
Vehicle Crashes: A Summary  
of Current Research**

Allan F. Williams

December 2001

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Most studies of motor vehicle crashes involving young people focus on drivers. However, much of the problem involves young people traveling as passengers. This report summarizes the current state of knowledge concerning teenage passengers and motor vehicle crashes. Topics covered are the contribution of teenage passengers to the overall problem, the heightened risk when teenage passengers are transported by teenage drivers, characteristics of crashes involving teenage drivers and passengers, and the effects of passenger restrictions in graduated licensing systems.

### Contribution to the Problem

Table 1 lists the numbers of young drivers and passengers killed when traveling in passenger vehicles in 2000. These data are based on the Fatality Analysis Reporting System (FARS), a census of fatal motor vehicle crashes on U.S. public roads. Considering all the teenage years 13-19, 53 percent of the deaths were drivers, 47 percent were passengers. Based only on the driving-age population 16-19, 60 percent were drivers, 40 percent were passengers. At ages 13-15, more young people were killed as passengers than as drivers.

**Table 1**  
**Numbers of Fatally Injured Drivers and Passengers, United States 2000**

Age	Drivers			Passengers		
	Male	Female	Total	Male	Female	Total
13	4	4	8	58	57	115
14	12	10	22	76	95	171
15	38	27	65	165	136	301
16	262	169	431	225	145	371
17	375	184	559	259	177	436
18	533	210	743	284	173	457
19	566	209	775	279	148	427
Total	1,790	813	2,603	1,346	931	2,278

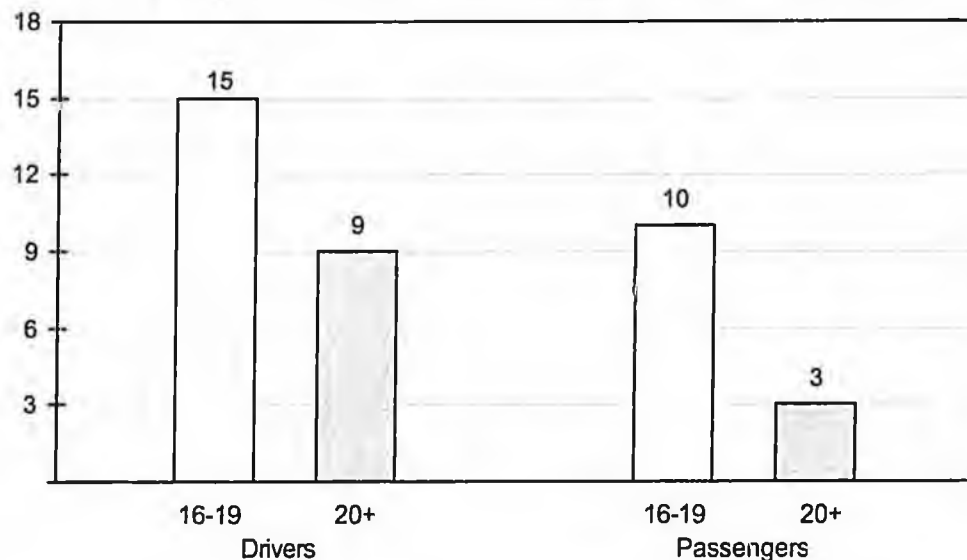
As shown in Figure 1, the relative increase in death rates for 16-19-year-old occupants compared with those ages 20 and older is much greater for passengers (10 vs. 3 per 100,000 population) than for drivers (15 vs. 9)

### Reasons for the Problem

One important factor elevating the death rate of teenage passengers is their frequent travel with teenage drivers. This situation increases the already high crash risk of teenage drivers.

FARS data indicated that in 2000 63 percent of the deaths of 13-19-year-old passengers (64 percent for males, 61 percent for females) occurred when other teenagers were driving. The highest proportions of teenage passengers killed in vehicles with teenage drivers were at ages 16 (73 percent), 15 (72 percent), and 17 (68 percent).

Figure 1  
Death Rates per 100,000 Population, Drivers and Passengers by Age, 2000

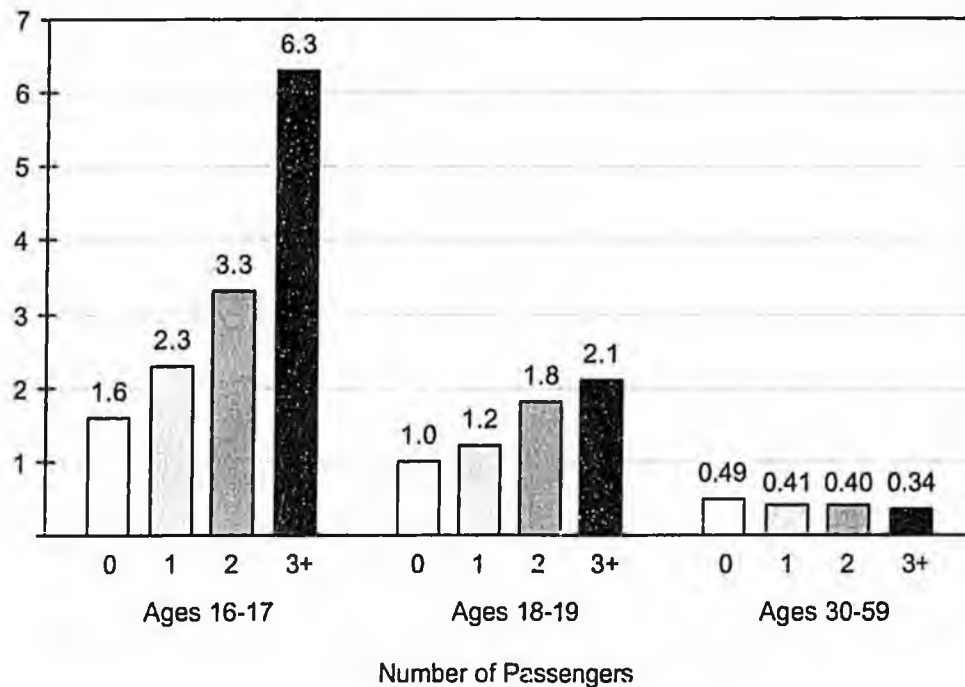


Four recent North American studies have quantified the crash risk associated with teenage drivers transporting teenage passengers (Aldridge et al., 1999; Chen et al., 2000; Doherty et al., 1998; Preusser et al., 1998). Collectively, findings from these studies indicate that the presence of passengers strongly increases crash risk for teenage drivers; the more passengers the greater the risk. For example, in one study the presence of one passenger almost doubled the fatal crash risk compared with driving alone. With two or more passengers, the fatal crash risk was five times as high as driving alone (Doherty et al., 1998). Results were similar for male and female teenage drivers. There is excess risk for young drivers with passengers both day and night. For older drivers, on the other hand, passengers either have no effect on crash risk or a beneficial effect, with drivers less likely to crash if there are passengers in the vehicle.

Part of the increased injury risk with passengers present could be because higher vehicle occupancy by itself increases the opportunity for injury in a crash. However, there is increased risk for young drivers with passengers present in studies that are based on involvement in crashes (Doherty et al., 1998) or deaths to drivers per million trips (Chen et al., 2000), where the influence of high vehicle occupancy on the likelihood of injury is not a factor.

Figure 2 presents data from the 1990 Nationwide Personal Transportation Survey and from the 1988-94 General Estimates System, a probability sample of police-reported crashes on public roads that result in property damage, injury, or death. Figure 2 indicates the high rate of crash involvement for teenage drivers when alone relative to older drivers, the increasing risk as passengers are added — especially for 16-17-year-old drivers — and the beneficial effect of passengers for older drivers.

**Figure 2**  
**Crash Rates by Driver Age and Passenger Presence per 10,000 Trips**



The increased risk with passengers present is thought to be largely the result of distraction and risk-taking factors. In vehicles with several young occupants, there is often considerable verbal interaction, music playing, and sometimes physical interactions. Young people are in the beginning stages of driving, and inattentiveness to the task can have serious consequences. There is much anecdotal evidence of inducements to risk taking or showing off in multiple-occupancy crashes involving young people. In police reports of fatal crashes in which two or more teenagers were in the vehicle, there is in some cases evidence of distraction (e.g., turning around to talk to someone in the rear seat), physical interference (e.g., passenger grabbing the steering wheel), or inducements to risk taking (e.g., trying to get the driver to overtake another vehicle) (Williams, Preusser, et al., 1998). In a survey of teenagers asked to describe all the dangerous driving situations in which they had participated during the past 6 months, 85 percent of the reported incidents involved one or more peers as passengers in the vehicle (Farrow, 1987).

As further evidence of increased risk taking when passengers are present, a study of on-road driving behavior in England found that young drivers with young male passengers drove more dangerously than drivers without passengers — that is, they drove faster and accepted smaller gaps at intersections (McKenna et al., 1998).

### Are Some Driver-Passenger Combinations More Dangerous?

In both the study of on-road driving (McKenna et al., 1998) and the study of driver fatality rates per trip with and without passengers (Chen et al., 2000), certain combinations of occupants had extra high risks while others did not increase risk or reduced it. In both studies, the high-risk combinations were male or female drivers with male passengers. In the study based on driver death rates (Chen et al., 2000), the presence of one male passenger almost doubled the death rate per 1,000 crashes for both male and female drivers, and two or more male passengers more than doubled it.

The lower risk situation involves a male driver and a female passenger. In the study of on-road driving (McKenna et al., 1998), males with a female passenger drove slower and did not follow vehicles as closely as did males driving alone. In the study based on driver death rates (Chen et al., 2000), there was no increased risk with one female passenger, but there was with two or more. The driver death rates study found some increased risk when young females transported other young females, although the on-road study indicated no difference in driving risk compared with driving alone.

### Crash Characteristics

The crashes of youthful drivers are more likely to involve a single vehicle, driver error, and speeding (Williams et al., 1995). Analysis of 1999 FARS data indicated that the crashes involving multiple passengers were even more likely to have these characteristics (Table 2). For example, 57 percent of the fatal crashes of 16-17-year-old drivers with three or more passengers were single vehicle compared with 30 percent of fatal crashes where the driver was alone; 88 vs. 76 percent involved driver error, and 48 vs. 24 percent involved speeding. A slightly higher proportion of crashes with multiple occupants involved alcohol, although crashes involving alcohol are a rare feature of 16-17-year-old driver crashes in general.

Table 2  
Percent of Fatal Crashes of 16-17-Year-Old Drivers with Certain  
Characteristics by Number of Passengers, United States 2000

Crash Characteristics	Driver Alone	Driver and 1 Teenage Passenger	Driver and 2 Teenage Passengers	Driver and 3+ Teenage Passengers
Single vehicle	34	39	40	57
Driver error	76	79	79	88
Speeding	24	33	38	48
Driver with positive blood alcohol concentration	12	13	14	15

### Passenger Restrictions

New Zealand's graduated licensing system, adopted in 1987, includes a passenger restriction for initial license holders. Some U.S. states are now including passenger restrictions in their graduated licensing systems. As of October 2001, 18 states and the District of Columbia had passenger restrictions in the initial licensing phase. The restrictions vary in terms of number and ages of passengers allowed, whether or not family members are exempted, and the duration of the restriction. Some jurisdictions with passenger restrictions allow such travel if there is an adult in the vehicle. Licensing laws for all 50 states and the District of Columbia, including detailed information on passenger restrictions, can be found at the Insurance Institute for Highway Safety's website ([www.highwaysafety.org](http://www.highwaysafety.org)).

Passenger restrictions have great potential to reduce crashes and injuries. For example, FARS data showed that in 1995 (prior to the graduated licensing movement) 53 percent of the deaths in crashes of 16-17-year-old drivers occurred when they were transporting other teenagers without an adult present, and 68 percent of these deaths happened during the daytime hours 5 a.m.–9 p.m. Passenger restrictions potentially prevent many more deaths than night driving restrictions, especially nighttime restrictions that start late, and add to the effect of nighttime restrictions. Table 3 indicates the numbers of deaths potentially prevented by passenger and night driving restrictions, by themselves and in combination.

**Table 3**  
**Deaths Potentially Prevented by Nighttime and Teenage**  
**Passenger Restrictions, United States, 1995**

Nighttime Restriction	Teenage Passenger Restriction	
	No	Yes
No	0	1,691
Midnight–5 a.m.	347	1,807
9 p.m.–5 a.m.	856	1,998

### Effects of Passenger Restrictions

It is too early to tell what the effect of passenger restrictions will be in the United States. However, New Zealand's restriction was found to reduce crashes involving passengers among newly licensed drivers (Begg et al., 1999). Survey data from New Zealand also suggest that compliance will be more of an issue with passenger restrictions than in the case of night driving restrictions. For example, in one survey, 65 percent of males and 70 percent of females reported violating the passenger restriction at least sometimes, compared with 52 percent of males and 45 percent of females who said they at least sometimes violated the nighttime restriction (Harre et al., 1996).

Concern has been expressed that many young people will not comply with the passenger restriction, or that compliance will result in more young drivers on the road, increasing crash risk. Although the actual effects of passenger restrictions are yet to be established, the crash risk for alternative

forms of travel is known, and a recent study estimated the effect of 12-month passenger restrictions under varying degrees and types of compliance (Chen et al., 2001). Under a high-compliance scenario (10 percent violate the restriction and continue to travel with young drivers, 10 percent drive themselves, 20 percent forgo the trip, 60 percent go with older drivers) an estimated 345 of the 1,180 yearly deaths associated with young drivers traveling with passengers would be prevented. Because the risk of traveling with passengers is so high, even under a low-compliance scenario (80 percent continue to travel with young drivers, 10 percent drive themselves, 10 percent go with older drivers) about 60 deaths would be averted. There is such a major increase in crash risk when young drivers transport teenage passengers that even if all passengers ages 16-19 were to comply by driving themselves, an estimated 290 yearly deaths would be prevented. Thus although the magnitude of the effect of passenger restrictions is not presently known, it is expected to be strongly positive.

Various other concerns have been expressed about passenger restrictions, including personal safety if young women are forced to travel alone and that activities such as double-dating and having a designated driver would be prohibited.

Parents support passenger restrictions but not as strongly as they support night driving restrictions. In a 1995 national survey of U.S. parents, 74 percent supported a nighttime restriction compared with 43 percent who supported a passenger restriction (Ferguson and Williams, 1996). In most surveys, however, the majority support passenger restrictions. In four states in which parents of graduating seniors were interviewed, 54 percent in Connecticut, 72 percent in Delaware, 54 percent in New Jersey, and 63 percent in New York supported passenger restrictions (Williams, Ferguson, et al., 1998). In Connecticut and Florida, where the same parents were interviewed before and after their teenagers were licensed, support for a passenger restriction increased from 56 to 69 percent in Florida and from 58 to 72 percent in Connecticut, even though neither state has one (Ferguson et al., 2001).

Initial reports on the effects of passenger restrictions in graduated licensing systems are expected to be available in 2002 and will be added to this paper. California had the first meaningful passenger restriction, not allowing passengers younger than 20 to be transported without an adult present for the first 6 months of licensure. Preliminary results indicate that in 1999 teenage passenger deaths and injuries when traveling with 16-year-old drivers declined by 23 percent compared with the 5 prior years (Automobile Club of Southern California, 2000).

A major study on how young people accommodate to passenger restrictions was conducted in California (Williams et al., in press). In this study, young people and their parents, before and after graduated licensing, were interviewed multiple times about passenger restrictions and other aspects of the graduated system. Most parents approved of the passenger restriction, but the majority of teenagers did not. However, transportation of teenage passenger decreased. Prior to graduated licensing, few parents

were restricting who their children transported, but there was a substantial increase in restricting teenage passengers when the graduated system was introduced, even though compliance was by no means universal.

Teenagers said the passenger restriction impacted their social activities, but most (89 percent) said they could find ways to do their activities anyway, and 74 percent said the restriction did not affect them very much. The majority of parents said there was no inconvenience caused by the passenger and night driving restrictions. Only 8 percent said there was inconvenience that was frequent or major. Thus, the strong California restrictions on transporting young passengers appears to be well tolerated by teenagers and their parents and should produce reductions in crashes and injuries.

For the full report of this study, "Responses of teenagers and their parents to California's graduated licensing system" by Williams et al., e-mail [awi@ihs.org](mailto:awi@ihs.org) or write: Publications, Insurance Institute for Highway Safety, 1005 North Glebe Road, Arlington, VA 22201.

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# HOUSE TRANSPORTATION COMMITTEE

STATE CAPITOL, ROOM 17

465-4858

## COMMITTEE MEMBERS

Rep. Jim Holm  
Co-Chair  
Room 110  
465-3466

Rep. Beverly Masek  
Co-Chair  
Room 403  
465-2679

Rep. Hugh Fate  
Room 128  
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Rep. Dan Ogg  
Room 409  
465-2487

Rep. Mary Kapsner  
Room 424  
465-4942

Rep. Vic Kohring  
Room 24  
465-2186

Rep. Albert Kookesh  
Room 114  
465-3473

TO: Sub-committee, HB 213  
Representative Dan Ogg  
Representative Mary Kapsner

DATE: April 28, 2003

FROM: Representative Beverly Masek *BM*  
Co-Chair

RE: HB 213 – Graduated Driver's Licenses

This bill was placed into a sub-committee in an effort to review the intent of the sponsor, the effectiveness of graduated driver's licenses, the administrative burden of administering graduated driver's licenses, and the need for such legislation.

Prior to meeting on this Bill, I would ask that you or your staff review the bill, consider alternatives such as mandatory driver's education for minors, banning minors from driving during certain hours of the day/night, or other alternatives that may or may not be beneficial to our youthful drivers.

I would like to try and meet on this bill before May 10, if it is felt that prior to adjourning this year we can work out concerns with the bill.

Please give my staff member, Eric a call at 6585 if you have any questions.

Thank you.

Cc: Representative Jim Holm, Co-Chair  
Representative Bruce Weyrauch, Sponsor

**Subject:** HB 213, Graduated driver's license

**Date:** Mon, 29 Sep 2003 13:07:19 -0800

**From:** "Diamond, Joan W." <DiamondJW@ci.anchorage.ak.us>

**To:** ""Representative\_Beverly\_Masek@legis.state.ak.us"" <Representative\_Beverly\_Masek@legis.state.ak.us>, ""Representative\_Jim\_Holm@legis.state.ak.us"" <Representative\_Jim\_Holm@legis.state.ak.us>, ""Representative\_Dan\_Ogg@legis.state.ak.us"" <Representative\_Dan\_Ogg@legis.state.ak.us>, ""Representative\_Mary\_Kapsner@legis.state.ak.us"" <Representative\_Mary\_Kapsner@legis.state.ak.us>, ""Representative\_Hugh\_Fate@legis.state.ak.us"" <Representative\_Hugh\_Fate@legis.state.ak.us>, ""Representative\_Albert\_Kookesh@legis.state.ak.us"" <Representative\_Albert\_Kookesh@legis.state.ak.us>, ""Representative\_Bruce\_Weyhrauch@legis.state.ak.us"" <Representative\_Bruce\_Weyhrauch@legis.state.ak.us>

**CC:** Marti Greeson <mgreson@maddalaska.com>

To House Transportation committee members,

I am writing as a parent of two teenagers in support of HB 213 (Graduated Driver's License) which would add more time for young driver's to practice under better conditions before they are issued a permanent driver's license. At this time, a young person, with very little experience, can get a driver's license as long as they hold a driver's permit for six months. This does not guarantee that the person has driven very much. With two teenagers, I am personally aware of how likely it is that a teenager will crash their car the first year. Our family made up our own provisional rules when our teens reached 16 years because we knew that they needed more time to practice on their own and with minimal distraction.

Teenagers are 6 times more likely to crash their vehicles and injury themselves and others when they first start driving a vehicle. Most of the crashes are from inexperience and distraction like loud music and chatter from friends who challenge concentration. When emergency maneuvers are called for, the young driver usually over corrects in panic, causing the car to rollover. The grief from losing a young child in a car crash is the deepest loss of all.

In other states, like North Carolina that is urban and rural, 96% of parents alike said they approved of the state's graduated licensing system, passed in 1997. Crashes involving 16 year old drivers declined 34 percent since the GDL legislation was passed, (University of North Carolina Highway Safety Research Center). We cannot count on parents to teach their children well and the State needs to help. Please pass public policy that helps a young person grow up safer in Alaska.

Joan Diamond

Anchorage, Alaska

907-345-6192

**Subject:**

**Date:** Tue, 30 Sep 2003 16:45:18 -0800

**From:** "Janies Barlow - Alexander" <courtwatch@maddalaska.com>

**To:** <Representative\_Beverly\_Masek@legis.state.ak.us>,  
<Representative\_Jim\_Holm@legis.state.ak.us>, <Representative\_Dan\_Ogg@legis.state.ak.us>,  
<Representative\_Mary\_Kapsner@legis.state.ak.us>,  
<Representative\_Hugh\_Fate@legis.state.ak.us>,  
<Representative\_Albert\_Kookesh@legis.state.ak.us>,  
<Representative\_Bruce\_Weyhrauch@legis.state.ak.us>

My Dear Representative,

With so many teens being injured or killed on Alaskan highways, we must, as adults, commit to properly training young Alaskan Drivers about vehicle and driver safety. In doing so, we can save lives and reduce injuries in this high risk population.

If we implement a comprehensive graduated drivers license program in the state of Alaska, we will have a positive impact on the problem. Graduated drivers license programs have been shown to reduce teen crashes as much as 27% in those states that enact and enforce these laws.

Helping teens gain the necessary driving experience and maturity behind the wheel, before tackling high risk driving situations, is a doable goal for Alaska. Please, make it happen. Thank you for your time.

Janise

Janies Barlow-Alexander  
Court Monitoring Coordinator  
(907)562-6890-T (907)6896-F  
4105 Turnagain Blvd, Ste A (99504)

Re:

**Subject: Re:**

**Date:** Thu, 02 Oct 2003 15:21:04 -0800

**From:** Jim Holm <Representative\_Jim\_Holm@Legis.state.ak.us>

**Organization:** Alaska State Legislature

**To:** Janies Barlow - Alexander <courtwatch@maddalaska.com>

Hello Janies (Janise?),

Thank you for your email regarding the graduated driver's license. I'm Barbara Cotting, Chief of Staff for Representative Jim Holm and also Committee Aide for the House Transportation Committee where HB 213 is presently assigned.

Personally I agree with your reasons for supporting the bill, but several members of the committee have concerns. On April 15, Co-Chair Rep. Masek put the bill into a subcommittee consisting of herself and Representatives Ogg and Kapsner. In May, I met with staff from their offices and we came up with some suggested minor changes to address committee members' objections, but the full committee didn't hear the bill again during the last legislative session.

It remains to be seen whether the bill will be brought up again during the 2004 legislative session, but you have taken an important step in that direction by emailing members of the Transportation Committee. I suggest you do the same thing again after the 2004 session begins. You can also email me personally at Barbara\_Cotting@legis.state.ak.us.

Thanks for your concern.

Janies Barlow - Alexander wrote:

> My Dear Representative,  
>  
> With so many teens being injured or killed on Alaskan highways, we must, as  
> adults, commit to properly training young Alaskan Drivers about vehicle and  
> driver safety. In doing so, we can save lives and reduce injuries in this  
> high risk population.  
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>  
> Janise  
>  
> Janies Barlow-Alexander  
> Court Monitoring Coordinator  
> (907)562-6890-T (907)6896-F  
> 4105 Turnagain Blvd, Ste A (99504)

**Subject: Re: HB 213, Graduated driver's license**

**Date:** Thu, 02 Oct 2003 15:20:22 -0800

**From:** Jim Holm <Representative\_Jim\_Holm@Legis.state.ak.us>

**Organization:** Alaska State Legislature

**To:** "Diamond, Joan W." <DiamondJW@ci.anchorage.ak.us>

Hello Joan,

Thank you for your email regarding the graduated driver's license. I'm Barbara Cotting, Chief of Staff for Representative Jim Holm and also Committee Aide for the House Transportation Committee where HB 213 is presently assigned.

Personally I agree with your reasons for supporting the bill, but several members of the committee have concerns. On April 15, Co-Chair Rep. Masek put the bill into a subcommittee consisting of herself and Representatives Ogg and Kapsner. In May, I met with staff from their offices and we came up with some suggested minor changes to address committee members' objections, but the full committee didn't hear the bill again during the last legislative session.

It remains to be seen whether the bill will be brought up again during the 2004 legislative session, but you have taken an important step in that direction by emailing members of the Transportation Committee. I suggest you do the same thing again after the 2004 session begins. You can also email me personally at [Barbara\\_Cotting@legis.state.ak.us](mailto:Barbara_Cotting@legis.state.ak.us).

Thanks for your concern.

"Diamond, Joan W." wrote:

To House Transportation committee members,

I am writing as a parent of two teenagers in support of HB 213 (Graduated Driver's License) which would add more time for young driver's to practice under better conditions before they are issued a permanent driver's license. At this time, a young person, with very little experience, can get a driver's license as long as they hold a driver's permit for six months. This does not guarantee that the person has driven very much. With two teenagers, I am personally aware of how likely it is that a teenager will crash their car the first year. Our family made up our own provisional rules when our teens reached 16 years because we knew that they needed more time to practice on their own and with minimal distraction.

Teenagers are 6 times more likely to crash their vehicles and injury themselves and others when they first start

driving a vehicle. Most of the crashes are from inexperience and distraction like loud music and chatter from friends who challenge concentration. When emergency maneuvers are called for, the young driver usually over corrects in panic, causing the car to rollover. The grief from losing a young child in a car crash is the deepest loss of all.

In other states, like North Carolina that is urban and rural, 96% of parents alike said they approved of the state's graduated licensing system, passed in 1997. Crashes involving 16 year old drivers declined 34 percent since the GDL legislation was passed, (University of North Carolina Highway Safety Research Center). We cannot count on parents to teach their children well and the State needs to help. Please pass public policy that helps a young person grow up safer in Alaska.

Joan Diamond

Anchorage, Alaska

907-345-6192

Yes it would - both now and later. One warning - try not to bombard legislators with the exact same message from different people all at the same time, because those tend to get deleted immediately. Kind of space it out a bit and vary the wording. If you sent some over the next few weeks and then again during the first weeks of session (which begins January 12) that would be great. Please add me to your list too so I can see how it's going:

barbara\_cotting@legis.state.ak.us

Good luck!

Barbara

"Diamond, Joan W." wrote:

I will follow up. I have several parents with the same concerns and would like to see a GDL passed. Would it be worth having them write to the Transportation committee now or later?

Joan Diamond

-----Original Message-----

**From:** Jim Holm [mailto:Representative\_Jim\_Holm@Legis.state.ak.us]

**Sent:** Thursday, October 02, 2003 3:20 PM

**To:** Diamond, Joan W.

**Subject:** Re: HB 213, Graduated driver's license

Hello Joan,

Thank you for your email regarding the graduated driver's license. I'm Barbara Cotting, Chief of Staff for Representative Jim Holm and also Committee Aide for the House Transportation Committee where HB 213 is presently assigned.

Personally I agree with your reasons for supporting the bill, but several members of the committee have concerns. On April 15, Co-Chair Rep. Masek put the bill into a subcommittee consisting of herself and Representatives Ogg and Kapsner. In May, I met with staff from their offices and we came up with some suggested minor changes to address committee members' objections, but the full committee didn't hear the bill again during the last legislative session.

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Thanks for your concern.

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Joan Diamond

Anchorage, Alaska

907-345-6192

# ALASKA STATE LEGISLATURE

Representative Bruce Weyhrauch

HOUSE DISTRICT 4

ALASKA  
STATE CAPITOL  
JUNEAU, ALASKA  
99801-1182

(907) 465-3744  
FAX (907) 465-2273

## MEMORANDUM

DATE: March 25, 2003

TO: Rep. Jim Holm  
Chair, House Transportation Committee

FROM: Rep. Bruce Weyhrauch *BW*

SUBJECT: HB 213 – Provisional Driver's License

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As you know, I have introduced HB 213, which proposes a three-tiered system for Alaska teens to acquire their driver's license. This bill is the highest priority of Mothers Against Drunk Drivers. At your earliest opportunity, I request that this bill be scheduled for a hearing in the Transportation committee.

If you have any questions or need further information, I invite you to contact myself, or my aide, Linda Sylvester.

Thank you for your kind attention to this matter.

AL NEAR  
PO Box 80847  
Fairbanks, AK 99708  
479-4090

Representative Jim Holm  
Alaska State Legislature  
Juneau, AK

Dear Jim:

I understand that you have been looking at legislation along the lines of Representative Weyhrauch's graduated driver's license bill... HB213. I want you to know that I fully support these efforts.

The number one cause of deaths for teenagers is motor vehicle crashes. At least 38 states now have a graduated driver's license program and studies show that they reduce teen crash rates by up to 1/3. One study found that fatalities involving teen drivers were reduced by almost 60%. Here are some statistics that are especially relevant to HB213:

- The crash rate for teens aged 16 and 17 is *three* times greater than for 18 and 19 year olds... HB213 specifically targets this younger age group.
- 60% of teen passenger deaths occur when another teen is driving... HB213 requires that a licensed adult be present during both the "instructional" phase and for the first 6 months of the "provisional" period.
- 1/3 of fatal teen crashes occur at night... HB213 requires the presence of a licensed adult between midnight and 5AM.

Here's an alarming national statistic that could be mitigated by an adult copilot... On a typical weekend... one teen dies per hour in an auto accident... *50% of these involve alcohol.*

Please pass this legislation.

Sincerely:

AL NEAR

# FISCAL NOTE

**STATE OF ALASKA**  
**2003 LEGISLATIVE SESSION**

Fiscal Note Number: \_\_\_\_\_  
 Bill Version: HB 213  
 ( ) Publish Date: \_\_\_\_\_

Revision Date/Time (Note if correction): \_\_\_\_\_ Dept. Affected: Administration  
 Title An act relating to a provisional driver's BRU Motor Vehicles  
license and to issuance of.... Component \_\_\_\_\_  
 Sponsor Representative Weyhrauch  
 Requester (H) TRANS Component No. 2348

**Expenditures/Revenues (Thousands of Dollars)**

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

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

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

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type-Do not abbreviate)						
<b>TOTAL</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Estimate of any current year (FY2003) cost: 0.0

Check this box (X) if funding for this bill is included in the Governor's FY 2004 budget proposal:

**POSITIONS**

Full-time						
Part-time						
Temporary						

**ANALYSIS:** (Attach a separate page if necessary)

This bill creates additional requirements and restrictions on the provisional driver license. The additional requirements are that an applicant under the age of 18 must submit proof that he/she has at least 50 hours of driving experience and must not have had a citation within the last 6 months. DMV will accept a parent's affidavit of this experience. A record check is a routine part of the licensing process.

The restrictions in the first 6 months after licensing include no driving between midnight and 5 am except for work and no passengers under the age of 25. These restrictions will be shown on the license with an ending date.

These procedures can be implemented without fiscal impact.

Prepared by: Charles R. Hosack Phone 269-5559  
 Division Motor Vehicles Date/Time 3/28/03  
 Approved by: Commissioner Mike Miller Date 3/31/2003  
 Agency Department of Administration

[Fwd: GDL legislation]

**Subject:** [Fwd: GDL legislation]

**Date:** Mon, 26 Jan 2004 16:12:31 -0900

**From:** Bruce Weyhrauch <Representative\_Bruce\_Weyhrauch@Legis.state.ak.us>

**Organization:** Alaska State Legislature

**To:** Linda Sylvester <Linda\_Sylvester@legis.state.ak.us>

---

**Subject:** GDL legislation

**Date:** Mon, 26 Jan 2004 11:04:01 -0900

**From:** "L J Rowinski" <ffljr@aurora.uaf.edu>

**To:** representative\_bruce\_veyhrauch@legis.state.ak.us

Thank you for your good work on this bill. The people whose lives are spared will never know they were in danger; but, you know and I know that we are everyone of us at risk. Thank you, Christi Rowinski, 479-5317  
ffljr@uaf.edu

**Subject: Letter of support for HB 213**

**Date: Mon, 26 Jan 2004 17:25:30 -0800 (PST)**

**From: Linda Pearson <lpearson18@yahoo.com>**

**To: terry.harvey@legis.state.ak.us**

Hi Terry:

This is the letter I tried unsuccessfully to fax....

<?xml:namespace prefix = o ns = "urn:schemas-microsoft-com:office:office" />

January 26, 2004

Representative Bruce Weyhrauch

State Capitol Building- Room 30

<?xml:namespace prefix = st1 ns = "urn:schemas-microsoft-com:office:smarts" />Juneau, Alaska  
99801

Dear Representative Weyhrauch,

Thank you for sponsoring and supporting House Bill 213- the Graduated Drivers License proposal. As a high school counselor for 30 years in the Fairbanks area, I had the opportunity to observe teens driving on a daily basis. Every day I saw kids showing off to their peers by speeding, gunning their engines, jumping stop signs, even challenging and racing other drivers and threatening pedestrians (playfully, of course). And this was before and after school in a school parking lot. This risky driving extends to the roads we all use.

As a proponent of safety, I practiced a type of GDL with my own children. They got their permits after their sophomore years, practiced driving with me for a year and a summer, and took a drivers' ed class before taking their licensing tests. I know that lots of practice under safe driving conditions helps novice drivers become good drivers and avoid risky behaviors.

Other states that have adopted GDLs have seen a reduction in teen accidents, deaths and injuries. Insurance companies also recognize the dangers posed by inexperienced drivers in the form of higher rates for young drivers.

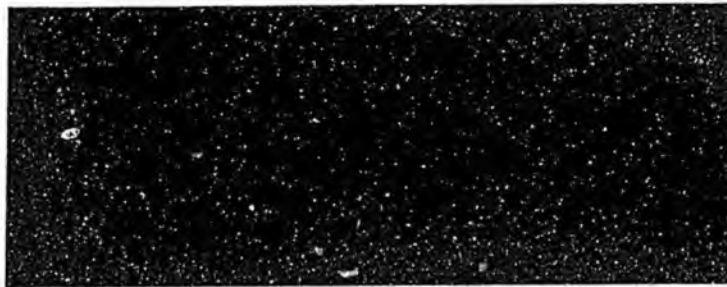
Thank you for your concern for all drivers and for promoting HB 213.

Sincerely,

Linda L. Pearson

3252 Helen Place

Fairbanks, Alaska 99709



---

Do you Yahoo!?  
Yahoo! SiteBuilder - Free web site building tool.  
**Try it!**

**Subject: Support of HB 213**

**Date:** Mon, 26 Jan 2004 10:31:36 -0900

**From:** Debbie Manning <dmanning@northstar.k12.ak.us>

**To:** Linda\_Sylvester@legis.state.ak.us

Dear Rep Weyrauch,

I lost my daughter on March 26, 2003 in a traffic accident on the Parks Highway. She got her driving permit at age 14 and her driver's license at age 16. I tried to prepare her as best I could for all driving experiences by driving with her whenever possible. When she was on her own though or with friends, I know she didn't always follow the rules. She was a typical driver of her age group -- driving too fast and taking too many chances because she believed nothing could ever happen to her. At age 20 she was finally getting some experience under her belt and driving more defensively; however, she never got a chance to improve any more. She was in a head-on collision. I still don't know the cause of the accident but I believe it was a combination of lack of attention and inability to read road conditions correctly. Perhaps if she would have had a more restrictive driver's license from the beginning, she would have been more aware of her limited experience and taken more precautions. It's too late for her, but maybe this bill will save other young people.

Debbie Manning  
North Pole, AK

*Debbie Manning, Human Resources Technician  
Fairbanks North Star Borough School District  
(907)452-2000, ext 381  
<http://www.northstar.k12.ak.us>*

Re: HB 213 - Graduated Driver's License

**Subject: Re: HB 213 - Graduated Driver's License**

**Date: Mon, 26 Jan 2004 11:49:10 -0900**

**From: "Don Henry" <donhenry@mtaonline.net>**

**To: "Linda Sylvester" <Linda\_Sylvester@legis.state.ak.us>**

I live in Palmer and the road conditions are anything but small town driving, plus a large percentage of our yearly driving is spent with winter (dark, snowy, icy) road conditions. I think adding the 50-hour instruction step with nighttime driving limited is a good one, but it should include or be in addition to a driver's ed (defensive driving) course. Here in the Valley, Community Schools offers a 4-week program (8 hours a week) that costs (if I remember right) \$80. They have simulated modeled driving situations that prepares new (young) drivers to be defensive, responsible drivers. Instead of (or in addition to) legislating more laws, I think the State government should put forth effort (money) for new driver training courses. If the driver's ed course was available more often, most parents can afford the \$80. Right now though there is limited space and the program is offered twice during the school year. So I do support the GDL bill but think there is room for improvement. One comment on the 6-month period that requires the presence of a parent or an over-21 adult, but allows for the driver to drive with two siblings (without a parent or over-21 adult it appears). This does not make sense, if I'm understanding it right. Thank you for allowing me to comment. Sincerely, Carole Henry, 25346 E. Buckshot Lane, Palmer, AK 99645 (907) 745-6578

**CAPITAL CHEVROLET**  
**ROB SKINNER**

5245 GLACIER HWY  
JUNEAU, AK 99801

April 28, 2003

Rep. Bruce Weyhrauch

Dear Rep. Weyhrauch:

I'm pleased to add my support to HB 213, "Provisional Driver's License for Teen Drivers". Being the father of six up and coming drivers and as the "Managing Partner" for Capital Chevrolet I feel the up side to this bill clearly outweighs the small inconveniences that would result from it.

While growing up in a small town in Oregon several of my classmates were in serious car accidents, resulting in two fatalities, two friends who are permanently paralyzed and several other injuries of varying degrees. Most likely had a bill like this been in place my friends would be alive today and those paralyzed would not be so.

In my business we see every day the young drivers and their behaviors. We experience losses from minor accidents as a course of business but almost never from an older more mature employee. It is almost without exception that young drivers feel a need to push the envelope when the rush of power and freedom is afforded them associated with driving. I myself experienced it and so has every one who has been behind the wheel of a car. My sales persons are continually reminding our younger potential car owners to watch the traffic laws while on test drives.

While I'm a huge fan of our youth and understand that HB 213 will disappoint a few, the facts are clear, accidents will decrease and lives will be saved. Nothing is more important to a father than that.

Sincerely,

Rob Skinner  
Owner, Capital Chevrolet

Rep. Bruce Weyhrauch  
Capitol Building  
Juneau, Alaska 99801  
January 25, 2004

Al Near  
POB 80847  
Fairbanks, AK 99708

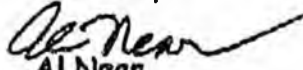
Dear Representative Weyrauch:

Thank you for introducing HB213.

Considering that motor vehicle crashes are the leading cause of death for 15-18 year olds, something must be done. I believe that young people should be introduced to the driving experience gradually by phasing in full driving privileges over time and in lower-risk settings. Your bill would help to achieve this... thereby saving the lives of our teenage drivers and their passengers.

You have my total support.

Sincerely,

  
Al Near

**Subject:** gdl

**Date:** Sun, 25 Jan 2004 18:42:24 -0900

**From:** "Rhammond" <chickencoop@starband.net>

**To:** <Linda\_Sylvester@legis.state.ak.us>

Dear Representative Weyrauch,

please know that our entire family is very supportive of the GDL. We urge you to do all you can to help it pass. The lives saved will be worth it.

Thank you, Robin & Dick Hammond of Chicken, AK 99732

[Fwd: boating safety and GDL]

**Subject: [Fwd: boating safety and GDL]**

**Date:** Thu, 27 Mar 2003 07:26:19 -0900

**From:** Bruce Weyhrauch <Representative\_Bruce\_Weyhrauch@Legis.state.ak.us>

**Organization:** Alaska State Legislature

**To:** Linda Sylvester <Linda\_Sylvester@legis.state.ak.us>

Hi

I can we use this to help this bill?

Bruce

*Local control  
of federal funds*

---

**Subject: boating safety and GDL**

**Date:** Wed, 26 Mar 2003 21:35:40 -0900

**From:** Perkins <perkins@ak.net>

**To:** Representative\_Bruce\_Weyhrauch@legis.state.ak.us

Dear Representative Weyhrauch,

I'm impressed with your involvement with several safety issues. I'm an Eagle River constituent and an injury epidemiologist (I study injury patterns in various communities and populations). I have lived in Alaska for 25 years, 8 of which were in Dillingham. My injury prevention work with the U.S. Public Health Service took me to communities throughout Alaska before my retirement in 1998. I'm writing to encourage you in your support of HB93, to keep the Boating Safety Law active and in place. As you know, this Law brings in about \$600,000 of federal funds each year and the hardship on individuals is a miniscual \$10 registration fee every 3 years. It helps pay for flotation devices which are used on Kids Don't Float loaner boards throughout Anchorage and Alaska. It is a good law with huge positive impacts on the safety of all Alaskans and a very small impact on individuals. I introduced and encouraged the use of Float Coats throughout rural Alaska in the mid-seventies, and now they are used as the rule rather than the exception.

The other very positive legislation you are developing is the strengthening of the Graduated Driver's Licensing requirement for new drivers. Teens are 4 times more likely to die in a motor vehicle crash than their adult counterparts. Much of this increased risk is due to inexperience, lower seat belt useage, and alcohol. Teens rarely get into crashes when they are learning to drive with an adult present. Their risks increase tremendously shortly after they go solo, drive with other teens in the car, and drive after midnight. The good GDL laws that have been inacted in other states and countries have cut the teen crashes in half. They demand that teens have 6 months behind the wheel under an adult's supervison, no other non-family passengers, and no driving after midnight. Motor vehicles related injuries are the leading cause of death for our teens and we must see that they recieve the proper experience before turning them loose on the roads. School based driver's education has been shown to be ineffective, FYI.

I'm currently the Exec. Director of a non-profit injury prevention center and my special interest is to reduce the needless deaths and trauma from preventable injuries. If I can be of technical assitance to you on any injury prevention issues, please call 907-929-3941.

Ron Perkins, MPH

**Subject:** Graduated licensing

**Date:** Tue, 20 Jan 2004 19:28:04 -0900

**From:** "Amy Menerey, Frontiersman" <editor@alaska.net>

**To:** linda\_sylvester@legis.state.ak.us

Dear Rep. Bruce Weyhrauch,

I am writing because I recently heard that you are sponsoring a bill regarding graduated licensing in Alaska. My name is Amy Menerey and I am a reporter at the Frontiersman newspaper in Wasilla. My daughter Julie died at the age of 16 two years ago as the result of a car crash - she was driving. It was not late, there was no alcohol or drugs involved and there was only one passenger in her car; however she was driving too fast and being careless and it cost her her life. I have since spoke to numerous students about driving safe and about what happened to my daughter. After doing research I also wrote a story about what happened with Julie. I have included it and the sidebars in this e-mail, but it is much more effective on paper. I have also created buttons that I hand out to teenagers in the name of "Teens Drive Safe," promoting safe driving. I would love to be involved in any way in giving testimony, copies of the article, etc. to promote this bill.

My only objection to the proposal as it is written is that 16-year-olds have no passengers at all; I believe limiting the passengers to either 1 or 2, as other states have done, is sufficient, especially since so many teens have responsibilities that include driving younger siblings to destinations that are a condition of their privileges. I would be happy to discuss any of this further. You can call me at 352-2267 (the Frontiersman), or at home 376-7752.

Thank you for your time.

Amy Menerey

(I apologize for the length of this e-mail)

Published in the Frontiersman newspaper Nov. 24, 2002.

Getting behind the wheel By Amy Menerey Frontiersman reporter

It was

shortly after 7:30 p.m. on a cold, icy Friday night when the phone rang. My daughter, Julie, and her friends, Sally, James and Cody, had left the house about 15 minutes earlier. On the phone, James was hysterical, barely comprehensible. The only words that were clear caused my pulse to race, my thoughts to run in a thousand circles and my heart to ache to the core of my inner being < Julie had been in an accident.

Nearly every teen-ager looks forward to that day when they can break from the constraints of mom and dad and finally 'be free.' With their 16th birthday comes the ability to drive in Alaska < which means no longer riding the school bus, the ability to get to and from work on their own, greater responsibility and more freedom to be with their friends. It is a great leap toward adulthood. For parents, it also means greater freedom. Their licensed teen can get where they need to be without a chauffeur, run to the store for necessities or drive younger siblings to their activities.

'When you get your license it's a coming of age,' said 19-year-old Melissa Davis. 'It's a lot of responsibility, but also the freedom to use that responsibility maturely.' Before the big day arrives, plans have to be made. What car will the teen-ager drive? What rules will accompany that privilege? And then, of course, there's the insurance. Why, many people end up asking, does insurance for teen-agers cost so much? The answer to that is repeated again and again in report after report from private and governmental agencies < teen-agers get into more accidents than any other age group in the United States. The risk for motor-vehicle crashes nationwide is higher among 16- to

19-year-olds than among any other age group. Per mile driven teen drivers between the ages of 16 and 19 are four times more likely than older drivers to crash, according to the National Highway Traffic Safety Administration. Teen-agers represented just 10 percent of the U.S. population in 2000, but accounted for 14 percent of all motor vehicle-related deaths. Forty-one percent of those teen motor-vehicle deaths occurred between 9 p.m. and 6 a.m. Moving a 3- to 4-thousand-pound piece of machinery at speeds of up to 65 mph is not something to be taken lightly. Experienced drivers often take automobiles for granted and forget that learning to drive is a difficult skill. Young drivers start out with very little knowledge or understanding of the complexities of driving a motor vehicle. Learning how a car handles and how people react takes a lot of time. To be a safe driver, teens must have technical ability, good judgment and experience, according to highway safety organizations.

The day before Julie's accident, Dec. 13, she drove me to work. I cautioned my 16-year-old about watching out for others, about taking time to slow down now that the roads were getting worse. 'Quit worrying mom,' she said in a tone that echoed her displeasure at hearing my consternation again and again. 'I'm a good driver,' she said confidently.

Here in Alaska, there were 14,127 traffic accidents during 2000. Ninety-three resulted in fatal injuries to occupants; nonfatal injuries were reported in 4,181 of all accidents; and 9,789 accidents caused only property damage. Traffic accidents injured or killed 6,226 people in Alaska during 2000, and caused \$52.3 million in damages to vehicles, plus \$2.1 million in damages to highway structures and other non-vehicular property, according to the Alaska Department of Transportation's 2000 Alaska Traffic Accidents report. Of these, the percentage of crashes involving either injuries or fatalities continued to increase over the past three years in three of the eight largest boroughs during 2000 - Kodiak, Kenai Peninsula and the Mat-Su Borough. When asked, many teens say they know people who have been involved in accidents. But when asked whether that involvement changed their driving behavior, the answers were mixed. One teen said his mother and father had been in an accident but claimed it changed his behavior little. 'Not really because I don't drive like them,' 18-year-old Phillip Talley said.

Dec.

16: I'm holding her pink and shapely manicured hands that she was so proud of before she got into her car and left that night. 'Don't they look fake,' she had said. As she lays unmoving in Alaska Regional Hospital's Intensive Care Unit I wonder, is she scared? Does she have any conscious thought? I am aware she might die. I knew that Friday night. But she made it through the night - the first 24 hours are crucial they told me. Then they told me the first 48 hours are crucial. So we passed 24 - halfway there, I thought. At 36 hours I thought maybe, just maybe, I wouldn't have to think about my only daughter dying anymore. The nurse at Valley Hospital Friday night told me, 'This is the beginning of a very long night for you, for you and your daughter, and its going to be a difficult one, so brace yourself, it won't be easy. But just be with her, let her know you're there - and pray.' It seems like another lifetime ago when my daughter was just another teen-age kid going out with her friends, bugging me for 10 bucks and looking absolutely perfect in her size 7 jeans. I haven't stopped praying since.

NHTSA's Web site on teen driving warns that 'adolescent impulsiveness is a natural behavior, but results in poor driving judgment and participation in high-risk behaviors like speeding, inattention, drinking and driving and not using a seat belt. Peer pressure also often encourages risk taking. Teens often drive at night with other teens in the car, increasing risk.' In Alaska, those same high-risk behaviors, unsafe speed, driver inattention and failure to yield - in that order - were the most frequently cited contributing factors for all crashes during 2000. Among all accidents in Alaska - as reported nationwide - more accidents involve teen-agers than any other age group. Teen-agers between 16 and 20 years old were involved in more than 6,000 car accidents in our state alone in 2000. The numbers drop significantly in other age groups, however. Statistics show that the 21- to 25-year-olds make up the age group with the next-highest rate of accidents

in Alaska. Reports indicate that, while speed and inattention are the major causes of accidents among younger drivers, drunken driving is the next-highest factor and as drivers become of legal drinking age, alcohol becomes a major factor in crashes. Captain Dennis Casanovas, head of the Palmer post of the Alaska State Troopers, agreed that he sees more new drivers in accidents than any other group. 'My general sense is that high up there would be driver inexperience [as the reason]; as we would expect, brand-new drivers do make more mistakes than experienced drivers,' Casanovas said. 'It can be first-winter drivers or perhaps those not driving the same car every day, who swap vehicles with their parents and [the vehicle doesn't] necessarily handle the same, brake the same or have the same pick-up when passing. It's true teens take more risks and are often out in lower-light driving [conditions]. It always seems more tragic when you read about those [teen-related crashes].' Friday night is the most common night for crashes in Alaska, and, the statistics show, more crashes occur on weekdays than on weekends here. Looking at road conditions, the number of accidents that occur when roads are dry, compared to roads that are packed with snow and ice, are relatively close < 5,602 accidents on dry roads compared to 5,933 on snow and ice, but there were more accidents with major injuries and fatalities on dry roads than roads with snow or ice. The numbers may correlate with an increase in driving time, higher speeds caused by lower levels of driver caution and longer hours of daylight, according to the ATA report.

It wasn't until after Julie had been taken to Alaska Regional and a hole had been drilled into her skull to measure the pressure from her massive brain injury that I learned what had happened after she and her friends left my house that night. The two boys, driving in another vehicle, and later Sally, Julie's passenger, told a similar story. They had stopped side-by-side at a stoplight heading into Wasilla. When the light turned green they both took off. Cody, driving a large truck, took off ahead of Julie. My daughter, not wanting to be outdone, said, 'I'm not gonna let them beat me,' and pressed the accelerator of her 1994 Chevy Beretta. Apparently they were nearly side-by-side when they approached a right curve in the road < Cody slowed down coming into the turn. For Julie, it was too late. The car's rear end slid to the left on the icy road and she overcorrected, putting the car into a spin and crossing the lane < right in front of an oncoming car. 'Oh shit, we're sliding,' Sally heard Julie say before looking up herself and responding, 'Whoa, we are.'

In 2000, Wasilla ranked fourth among Alaska's major cities in its motor-vehicle accident rate with 298 accidents, 11 with major injuries and one fatality. According to the ATA report, a high percentage of those accidents occurred along the Parks Highway, which runs through Wasilla. There were 83 crashes reported in Palmer, with no fatalities or major injury. Anchorage had the highest number with 8,286 crashes, 103 major injuries and 29 fatalities. Of all the accidents in Alaska in 2000, most of them, 5,597, were motor-vehicle angle crashes or T-bone accidents, as they are more commonly referred. The next most common type of accident in Alaska is the rear-end collision, with 3,790 in 2000. Compared to the 660 reports of crashes involving moose during the year or the 685 reports of vehicles in a ditch can give cause for reflection. Though only one in four crashes nationwide is a side or T-bone collision, this type of accident is responsible for one out of every three highway deaths. According to the National Highway Traffic Safety Administration, almost 10,000 occupant deaths occur each year in side-impact crashes and more than half of these involve head injuries. Head injuries are the cause of death in 51 to 74 percent of single-vehicle side impacts and 41 to 64 percent of multiple-vehicle side impacts.

Dec. 19: 'The numbers are up a little,' the nurses say, or 'the numbers are looking good.' It's no longer, 'Julie's looking good, or bad,' our focus is on the numbers displayed on the large screen above her hospital bed that monitors the pressure on her brain. It's as if she's no longer there < and, I guess she isn't, really. I don't mean her life is gone, but she's staying

in a controlled state, hanging in the balance between here and there by the manipulation of buttons. Tubes, machines, bells and beeps, suction in, suction out < this is my daughter's life right now < and mine. I fall asleep, my head on a pillow at her thigh, her hand in mine, to the sound of the humming, rhythmic machinery. I doze, still hoping that this is all some weird other-worldly dream, but it's not.

When a car crashes, there are three collisions, or impacts, that take place. The first one is the impact of the vehicle itself against something < a wall, another vehicle, or a light pole, for example. This causes a rapid deceleration. The second collision is the impact of the person inside the vehicle against objects in the car < the windshield, steering wheel, seat belt, or another person. The third collision is within the person. This is when organs slam against bones or other organs. When a small object and a large object collide, the larger usually wins. This applies to two vehicles colliding or the person within the larger object, namely the car itself. It is for this reason that safety standards applied by car manufacturers now include airbags, cars that 'give' more and also why the industry is gearing toward vehicles that are lighter and about the same weight as other vehicles on the road. Heavier cars subject their own occupants to more force at a given velocity than do smaller automobiles when they hit a fixed object, and in multi-car collisions, they strike the other vehicles with more force. A 2,000-pound car needs to achieve a speed of 46 miles per hour to generate as much force at impact as a 3,500-pound automobile traveling 35 miles per hour, according to an article entitled 'Automobile Weight and Safety,' at [www.panix.com](http://www.panix.com). A common tendency when a child reaches driving age is to either buy them an older, 'beater' car or to give them mom or dad's older vehicle. While many of these older cars may be heavier and seem safer, experts in the automobile safety industry warn that, because teens are more likely to get into an accident, they need newer cars with more safety features such as airbags, side air bags and construction made to crumple.

Dec. 20: My time is spent between sitting at Julie's side and updating everyone on her condition. The many friends and family that came to see her were astounded by her visible appearance. 'She just looks like she's sleeping,' they told me, astonished that, save for a wrapped arm and one small scratch on the side of her head there is no visible injury to my daughter. Yet the outcome is unknown. The swelling in her brain has not subsided as we had hoped and other complications have emerged. But with her eyes closed and the remains of her favorite purple eye shadow still visible, her brown hair flowing across the white hospital pillow and her painted hands resting at her side, were it not for all the tubes and IVs, she would look at peace.

Experts agree that new drivers need continued supervision after they get their license. Area law enforcement officials suggest limiting the hours young or inexperienced drivers are out driving and prohibiting the use of tobacco, alcohol or other drugs while driving. Although parents would like to believe their teen-ager will make good choices, it is important to make a 'free call' agreement for a ride home in case they abuse drugs or alcohol, or are with a driver who is doing so. A driver education program is recommended for young drivers and parents are encouraged to set a good example. The use of seat belts is not only recommended, but the law in Alaska. Still, Casanovas said, there are a lot of people who aren't using them. 'We still see roughly a quarter of the population in Mat-Su that fail to wear their seat belts,' he said, adding that safe driving also means keeping the car in working order, such as keeping headlights and windshield clear for optimal visibility. Parents, officials say, should take advantage of the two-year window between license eligibility and legal adulthood < obtaining a license doesn't mean the training period has ended. Currently Alaska law requires that anyone under the age of 18 who is seeking a license must first hold an instruction permit for at least 6 months. This permit, or provisional license, can be obtained any time after the age of 14 and requires the driver to have an adult present in the car with them. The adult must have been licensed for one year and must be 21 or older. A teen who

acquires traffic citations totaling six or more points in a 12-month period, or nine or more points in a 24-month period must also take a nationally certified defensive driving course to retain their driving privileges. Many states are also instituting graduated licensing < a system that allows beginning drivers to obtain a license with lower risks involved. (See 'THIS,' Page THIS) When signing for their child's driver's license, the parent and child are informed that parents have the right to suspend that license at any time if they choose. What many parents don't know, though, is that they also have the right to see their teen's driving record. In 1999, legislation was passed that enables parents to receive a copy of their minor child's driving record. According to that law, if a parent, foster parent or guardian requests it, the division of motor vehicles must release information about their under-18 teen driver, as long as the teen has not been emancipated. The law requires an 'abstract' be released, free of charge, which includes a listing of accidents, convictions of vehicle, driver and traffic offenses and 'any actions taken upon the driver's license, and information relating to financial responsibility.' At A1 Driving in Wasilla, Jim Moody teaches the National Safety Council's 'Alive at 25' defensive driving course. The program is exclusively for young drivers from 16 to 25. While Moody doesn't offer any behind-the-wheel instruction, he feels the Alive course is very beneficial to young drivers. The four-hour course focuses on common errors teens make while driving and how to avoid them. Some local insurance companies offer discounts for teens who have taken the course, Moody said. Parents should check for available discounts with their insurance agent. Although the class is available to any 16- to 25-year-old, Moody said 90 percent of the teen-agers he sees in the class come because 'the law sent them here.' No one else in the Valley is teaching the course, he said, and it is required for teens who have exceeded the number of points allowable. The biggest mistake teens make when driving? 'Speeding,' Moody said. Cost of the course is \$40 plus tax, and it is offered twice a month. Call 357-2216 for more information. Area schools may offer driver education courses as well, such as the course offered by Colony High School that incorporates driver's education with first aid training throughout one semester. In that course, 10 to 13 hours of training is done before ever setting foot in a vehicle, through the use of a high-tech simulator that incorporates different driving courses and helps new drivers develop good driving habits before getting behind the real wheel. There can be as much as a 5 to 20 percent discount on insurance for completion of the course, according to Mike Boyd of CHS. The driving portion of the program < and use of the simulator < is also available through the community schools program as a three-week course. Call 376-0831 for more information. Students enrolled in Job Corps in Palmer can take advantage of the Alive at 25 defensive driving course, as well as preparation for written and driving tests. Will Owens instructs teens and young adults at the center and assists them through the process of licensing, right up to the driving test at DMV.

Dec. 24: The doctor has now told us that Julie's injuries were massive and that he is afraid we may have been given false hope. He tells us her brain injury was a shearing type, the worst kind, and the outcome would probably not be good < he dashes away any hope we had. 'Wait and see,' the phrase we have heard for the last 10 days, has turned to 'she will not survive this.' We had been told that the swelling of Julie's brain would eventually subside and then we could begin to address other complications that had resulted from her comatose state. Even if she should live, I am told, it will probably only be with the aid of machines. The room spins and the floor disappears below my feet < I feel like that first night is being played all over again. I cannot be with people at this time. I get in my car and drive aimlessly through Anchorage streets, stopping in a movie theater parking lot and sobbing until my nose runs red with blood. I scream, I curse < I ask God why and ask for direction, for courage, for the strength to survive watching my daughter die.

Short of following teen-agers and spying on them, several new devices that enable parents to find out how their teen-ager is driving are now on the market. Taking its cue from the trucking industry, the Am I Safe? Program is advertised as a youth safety awareness system. The system < for a monthly

fee of \$39 per family < works much the same as the 'How am I driving?' sticker seen on the back of commercial vehicles. Parents receive a kit containing safety information, a parent-teen safe driving partnership agreement and a decal to affix to the teen-ager's car. The decal contains a toll-free number for other drivers to call with reports on the teen's driving. The parent receives immediate notification of reported driving behavior < good or bad < a quarterly summary of the teen's driving habits and a quarterly newsletter with safety tips, updates and news articles. The company claims an accident reduction rate of 40 to 50 percent. A registration form is available online at [www.amisafe.net](http://www.amisafe.net). Although controversial, the 'black box' is making its way into the automobile industry. These boxes work much like those in airplanes and have been used in race cars, armored cars, police cars and transit vehicles. Although many drivers aren't aware, event data recorders are already in many cars < all GM cars since 1999 and in many other makes and models since 1996 have them < and controversy has risen over the information obtained from the recorders and who should have access to it. Insurance companies claim the information will end disputes about what happened in a car crash, such as a vehicle's speed before impact, engine speed, brake status and airbag status. A similar monitor device is now being advertised for parents who want to track their teen's driving habits. The Auto Watch black box comes with a computer program that gives guardians information about how long a vehicle has been driven, at what speeds and distances the vehicle has traveled, among other things. The box is password protected and the program notifies the parent if it has been tampered with. The Auto Watch comes at the hefty price of \$295, but if used in conjunction with guidelines and consequences, parents may consider this information about their teen's activities worth the cost. More information on Auto Watch is available at [www.drivehomesafe.com/autowatch](http://www.drivehomesafe.com/autowatch). Insurance companies in the Valley may offer other programs that couple lower insurance rates with driving improvement courses for young drivers. Allstate, for example, offers Teen Smart, a course on a computer disk that teens can take. The course includes a test which, when completed, can be taken to an area office and, depending on the test score, may make the teen eligible for insurance discounts. They also offer discounts for young drivers who keep their grades up and for college students attending school away from home. 'We believe if they're a good student, then they're also probably more of a defensive driver; so these [discounts] promote both,' said Martina Edwards of Allstate's Michael Hughes Agency in Wasilla. 'The discounts are well worth looking into.'

Dec. 25: The hospital is quiet, alone. Everyone is gone for the holiday. Julie lies there, her cheeks looking both sallow and puffy at the same time. Her respirator speeds her breaths faster than before and to listen to it makes my breathing increase, my heart rate increase and my fears swell. This place is too quiet. She seems to be doing well today and I try to take my mind away but I am numb from a night of little sleep, of crying, of panic attacks filled with fear and wondering how this could be real. Tired, I return to her room about 2 a.m. < I need to be with her. My heart sinks as I look at the monitor < her blood pressure has dropped < it is 90 over 70. The nurse, usually cheerful and optimistic, is distant as she busies herself with Julie's assortment of IVs hanging from trees with plastic tubes trailing to my little girl's arms and chest < Julie's Christmas Trees I had called them earlier in the day. 'I assume you'll be wanting to stay with her tonight,' the nurse says in an assuming, almost demanding tone. I hold Julie's hand and speak to her as I watch in shock as each reading from the pressure cuff on her arm drops. The nurse comes in and closes the curtains < an act that tells me more than I want to know. She explains that Julie's heart is failing, that they have tapped out all the medications available and she is getting very little oxygen to her blood < and her brain. Her blood pressure continues to fall < 80 over 60, over 50, over 40 < as I share stories with the nurse and respiratory therapist of the once-spirited, smiling girl who liked to work on cars, sing loud, dance and had no qualms about farting in public. I want them to know who this girl is and I want her to know I am here. Her body is giving up; whether or not my Julie is still there I do not know. Her skin is pale and ashen compared to the red glow of

her previous feverish days lying in the ICU. I go up and wake her father, 'I'm sorry, wake up; she's leaving us,' I say. He doesn't hesitate, he doesn't question < he knows. Returning to the room the eyes of the nurses who had cared for her, hoped with us, prayed silently to save this young woman whose vitality and sense of humor they had never known are welled up on the brink of tears. They do their jobs then once again close the curtain, leaving us to say good-bye to our daughter. 'Tell her it's okay to go,' I sob to her father < I already had. He falls to his knees beside the bed and tells her she can stop trying, it is okay, it's time to go to heaven. The monitor begins to beep and the nurse comes into the room in tears. She turns the monitor away from view, saying, 'Don't look at the screen, look at her, don't let your memories be of this.' The room is dark and, once warm, suddenly so cold as her father holds her hand and I stroke her face, watching the color drain away as her heart stops beating. The nurses return and one, then the other, puts her stethoscope to Julie's chest and listens, then steps aside and, eyes red and streaked, announce her time of death. 3:35 a.m. Dec. 26, 2001. Two weeks after Julie's death, after leaving the hospital that had become our days and our nights, after making funeral arrangements, after putting relatives on a plane, after I have reached a point of numbness that prohibits me from feeling or crying, I am looking through her things. I come across a photograph of Julie on her 16th birthday. She is sitting cross-legged in her pink flannel pajamas, hair pulled back in a familiar ponytail and a wide, toothy smile graces her face. She is holding her driver's license. The tears begin to flow.

Side: Graduated licensing sweeping the country The Graduated Driver Licensing System is a program developed by the U.S. Department of Transportation's National Highway Traffic Safety Administration to give young drivers more time to learn how to operate a vehicle. Forty-seven U.S. states have adopted some form of graduated licensing, all but a few since 1994. Although each state's conditions vary, the system optimally involves three stages. The first is a supervised learner's phase, lasting a minimum of six months, as Alaska law now requires. Some systems also require a certain number of hours that a teen-ager has to drive to reach the next level - similar to accumulating a number of supervised flight hours before flying an airplane solo. The intermediate step permits unsupervised driving, but only in less risky situations, such as during daytime hours, and with a limited number of passengers. California was the first state to ban teen-age passengers, according to the Insurance Institute for Highway Safety's October report, 'Graduated Licensing: A Blueprint for North America.' The ban applies to the first six months of a 12-month intermediate phase, unless an adult is present in the car. Full-privelege licensing becomes available when conditions of the first two stages are met. This usally means the driver has incurred no violations or accidents during the first two phases. In the U.S., graduated licensing applies to young drivers < specifically those under the age of 18 < because of the high incidence of accidents among this group, with the exception of Maryland and New Jersey. Those states have followed the lead of Canada, where graduated licensing has been instituted for some time and applies to drivers of any age on the basis that it is designed to address a lack of driving experience. According to the IIHS report, though many states and provinces have adopted portions of the graduated licensing system, there is too much variation between them. The report rates each state as either poor, marginal, acceptable or good, in their new licensing requirements. Alaska was among 12 states rated as marginal, in the company of South Dakota, Nevada, Minnesota and Kentucky, to name a few. Rated poor by IIHS were Arizona, Hawaii, Kansas, Montana, Oklahoma and Wyoming. Twenty-four states were rated acceptable, and nine received the top rating of good.

Side: Accidents are the leading cause of all head and brain injuries. Brain injury can occur when the head has been struck, usually by striking an object such as a windshield, or the brain undergoes a sudden acceleration/deceleration movement without direct external trauma to the head. Many brain injuries are the result of bruising, bleeding, twisting or

tearing of brain tissue. Damage to the brain may occur at the time of the accident, or develop over time as tissues swell and bleed within the head. Many people have minor brain injury from accidents and don't realize the results for years, which can include loss of memory and changes in behavior. Fifty percent of all brain injuries are caused by vehicle crashes, according to the Brain Injury Association, and more than 50,000 people die each year from brain injuries. Each year, about 1.5 million Americans sustain a traumatic brain injury (TBI). That's eight times the number of people diagnosed with breast cancer and 34 times the number of new cases of HIV/AIDS each year, according to BIA.

Side: It could be you By Sally Fielder

The last thing I remember is me looking in my purse and Julie saying, 'Oh shit, we're sliding,' and me looking up and I don't even remember what I saw, just looking up. I don't remember anything at Valley hospital, or even much at Alaska Regional Hospital, but I do remember the nurses pushing me and going over the seam in the doorway and screaming because of my back. It was the worst pain I ever had in my life, a broken back. Although I don't remember much, I had a broken back, my pelvis was broken in four places, I had two broken ribs, a punctured lung, and a ripped spleen. I also lost a kidney as a result of the crash, and have lots of nerve damage to my left leg. I went through several surgeries. The first was an an exploratory surgery when they sewed my spleen back into place. Then I had to have major surgery when I had my fixator and the screw put in my back. Later, I had another one when they took my fixator out and then another to take the screw back out of my back. The screw didn't come out of my back until about 6 months after the crash. I couldn't even lay on that side of my back because I could feel the four-inch screw through my skin. Most of what I know about the hospital is what my family told me happened, because I was heavily drugged. I hallucinated a lot during that time and some of those memories are clear. I remember the really traumatizing stuff, like when the nurses had to lift me or move me to take care of me. I also had chest tubes in place, in addition to the IVs and oxygen in my nose. Because of the extent of my injuries the doctors didn't know whether or not I'd have a catheter the rest of my life < if I'd even be able to go to the bathroom by myself, let alone walk. I did better than they expected me to. The doctor said I healed as fast as a person could. Initially, when I did start walking, it was with a walker, then a crutch. I can walk fine now, but I still have pain and I limp from the pain in my leg because of the nerve damage. The worst possible thing that came out of this < even aside from any of the physical pain < is losing my best friend. The pain of the injuries does not even compare to having someone you love die. That's what's with me mostly now. Julie was a part of my family since fourth grade, so it not only hurts me but every person in my family. They all knew her very well and they knew and loved her for years < everyone was hurt by this and still are. Sometimes I do get mad because she's gone and I wish I could ask her 'why.' But it's because of the fact that she's gone, not because I'm mad at her for anything she did. It's only because she's not here. My family said that at first they didn't know what to expect when the accident happened, it was the most horrifying moment. They knew I had a lot of injuries and would suffer a lot from it, but they also knew I would live. Then there was Julie, and no one knew. One day you're going to work, and the next it's the most horrible experience there is. Now I'm completely paranoid of driving < if it snows or the road is slippery I'm terrified to death of driving. It's hard for me to ride with someone else < almost every one of my friends I would disqualify to drive me around. I consider myself a good driver because I'm so cautious of everything now. I think it's made me a better driver, though. I go on the road every day knowing this could be my last drive < the slightest wrong move could be your last chance. I think people misjudge how much power they have in their hands. I would tell everyone, look at your best friend, your brother, sister, mom or dad < someone you love more than anything in the world, someone you could trust and tell everything to < and picture one night what you could lose, just for not using good judgement. That they could be gone forever.

**OFFICIAL VOTER PETITION**

**TO: Governor Frank Murkowski**

**FROM: Sister Patricia Mayer**

**Fairbanks, AK 99701-3017**

**REGISTERED PETITION #: 24101559524**

As a registered voter and supporter of the efforts of Mothers Against Drunk Driving (MADD), I urge you to focus closely on that organization's assessment of our state's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking and drinking and driving. Together, we can end the tragedy of drunk driving in our state.

Signature

*Sister Patricia Mayer*

615 Betty St  
Box 99701

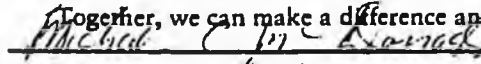
## Let your voice be heard!

Petition to:  
From:

Governor Frank Murkowski  
Michael McDonagh  
402 E 23rd Ave # 23RDA  
Anchorage AK 99503-2104

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

  
Signature

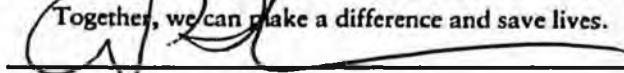
## Let your voice be heard!

Petition to:  
From:

Governor Frank Murkowski  
Angela Dowler  
1130 Acorn Cir  
North Pole AK 99705-5692

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

  
Signature

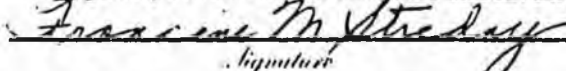
## Let your voice be heard!

Petition to:  
From:

Governor Frank Murkowski  
Ms. Francine Stredny  
PO Box 390  
Ester AK 99725-0390

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

  
Signature

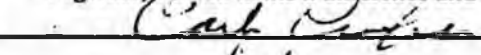
## Let your voice be heard!

Petition to:  
From:

Governor Frank Murkowski  
Carter Crawford  
107 Maple Dr  
Fairbanks AK 99709-2956

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

  
Signature

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Ms. Karen N Max  
15875 Glacier Hwy  
Juneau AK 99801-8410

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Karen N Max*  
Signature

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Mr. Stanley R Miller  
4119 Aspen Ave  
Juneau AK 99801-8902

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Stanley R Miller*  
Signature

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Betsy L Skore  
9200 Kirkwall Cir  
Anchorage AK 99502-1433

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Betsy L Skore*  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*[Signature]*

*Let your voice be heard!*

Petition to:  
From:

Governor Robert Riley  
Pauline McNally  
256 County Road 755  
Cullman AL 35055-9369

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alabama's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Pauline McNally*  
\_\_\_\_\_  
Signature

*Let your voice be heard!*

Petition to:  
From:

MRS Governor Frank Murkowski  
Mr. Edel M Juskewicz  
PO Box 8667  
Nikiski AK 99635-8667

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Edel M Juskewicz*  
\_\_\_\_\_  
Signature

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Mrs. Mary Snowball  
4401 E 6th Ave  
Anchorage AK 99508-2226

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Mary Snowball*  
\_\_\_\_\_  
Signature

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Michael Hervey  
PO Box 872889  
Wasilla AK 99687-2889

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Let your voice be heard!*

Petition to: Governor Frank Murkowski

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*[Handwritten Signature]*  
\_\_\_\_\_  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Keith Derry  
3931 Astro Cir  
Anchorage AK 99517-1447

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*[Handwritten Signature]*  
\_\_\_\_\_  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Ms. Molly Gerdes  
7362 W Pks Hwy 200  
Wasilla AK 99654

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*[Handwritten Signature]*  
\_\_\_\_\_  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Barbara Maruzame  
1400 Gwenn Dr  
Anchorage AK 99515-3948

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
H J Lemereis  
25505 Eagle River Rd  
Eagle River AK 99777-9691

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X

*[Signature]*  
Signature

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Elmer R Soule  
12210 Rainbow Ave # 1505C  
Anchorage AK 99516-1931

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X

*[Signature]*  
Signature

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Mr. & Mrs. Laurence Earles  
PO Box 288  
Palmer AK 99645-0288

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X

*[Signature]*  
Signature

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Ms. Karla Freeman  
PO Box 3587  
Homer AK 99603-3587

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference.

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Ms. Carol Nilson  
~~309~~  
Fairbanks AK 99701-3226

*Use this address*

*P.O. Box 70967  
99707-0967*

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Carol Nilson*  
\_\_\_\_\_  
*Signature*

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Mrs. Carol A Hull  
HC 34 Box 2071  
Wasilla AK 99654-9601

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Carol A. Hull*  
\_\_\_\_\_  
*Signature*

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Kenneth Whatley  
HC 4 Box 9026A3  
Palmer AK 99645-9510

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Kenneth W. Whatley*  
\_\_\_\_\_  
*Signature*

*Let your voice be heard!*

Petition to:  
From:

Governor Frank Murkowski  
Linda Lindsey  
PO Box 90202  
Anchorage AK 99509-0202

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Robert Sharrer  
PO Box 770453  
Eagle River AK 99577-0453

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Robert Sharrer*  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Mrs. Mary S Tanner  
4006 Allan Pl  
Anchorage AK 99508-5111

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Mary S Tanner*  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Ms. Mary Larson  
1711 Scenic Way  
Anchorage AK 99501-4975

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Mary Larson*  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: A M Taylor  
PO Box 926  
Wrangell AK 99929-0926

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Joseph S Cornell  
921 Oconnor Pk  
Fairbanks AK 99701-1534

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Joseph S. Cornell*  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Richard L Hansen  
535 Ketchikan Ave  
Fairbanks AK 99701-3738

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Richard L. Hansen*  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Ms. Constance Kopy  
PO Box 70289  
Fairbanks AK 99707-0289

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Constance Kopy*  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Mrs. Patricia J Kowalewski  
7241 Bailey Dr  
Anchorage AK 99502-1912

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's

# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Byron L. Boudurant*  
\_\_\_\_\_  
*Signature*

# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Virginia M. Martin*  
\_\_\_\_\_  
*Signature*

# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Kathy A. Ross*  
\_\_\_\_\_  
*Signature*

# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

*Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

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*Amy Flaherty*  
\_\_\_\_\_  
*Signature*

*Let your voice be heard!*

Petition to Governor Frank Murkowski:

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*James M. Hendrie*  
\_\_\_\_\_  
*Signature*

*Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

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*G. Van... ..*  
\_\_\_\_\_  
*Signature*

*Let your voice be heard!*

Petition to Governor Frank Murkowski:

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# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Beatrice Long*  
\_\_\_\_\_  
*Signature*

# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Shawn Patrick Berrier*  
\_\_\_\_\_  
*Signature*

# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Wal Gray*  
\_\_\_\_\_  
*Signature*

# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent

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Together, we can make a difference and save lives.

*Mrs. J. Rosenbladt*  
\_\_\_\_\_  
*Signature*

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Le Roy Messing*  
\_\_\_\_\_  
*Signature*

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

*Rebecca Brownlee*  
\_\_\_\_\_  
*Signature*

# Let your voice be heard!

Petition to Governor Frank Murkowski:

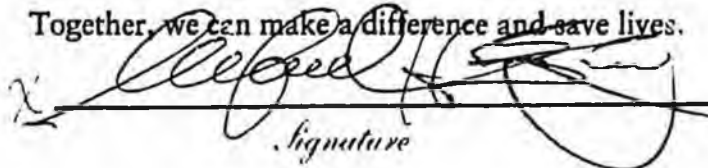
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# Let your voice be heard!

Petition to Governor Frank Murkowski:

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Together, we can make a difference and save lives.

x   
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

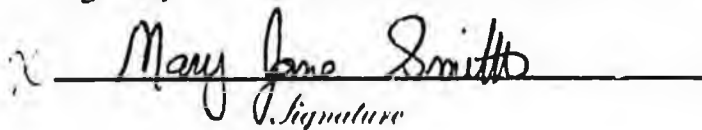
x   
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

x   
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

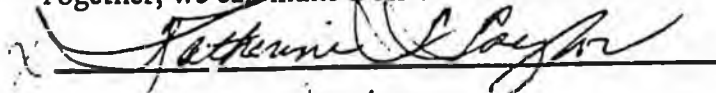
As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this

*Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

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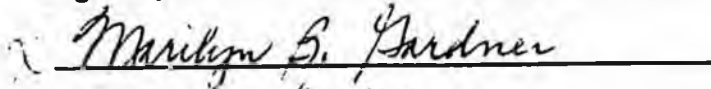
  
\_\_\_\_\_  
*Signature*

*Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

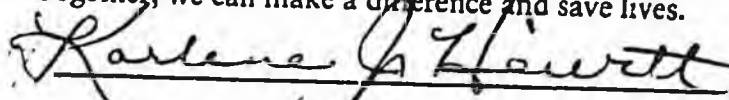
  
\_\_\_\_\_  
*Signature*

*Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

  
\_\_\_\_\_  
*Signature*

7-25-03

*Let your voice be heard!*

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X Tom McKinnon  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X Gregory D. Council  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

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X William L. Davis  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X Dale Rankin

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X *Katherine D. ...*  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

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X *K. ...*  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X *R. M. ...*  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X *Anna ...*

## Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X May L. Kuffner  
Signature

## Let your voice be heard!

Petition to Governor Frank Murkowski:

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Together, we can make a difference and save lives.

X Jeanne Bradley  
Signature

## Let your voice be heard!

Petition to Governor Frank Murkowski:

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Together, we can make a difference and save lives.

X Mr + Mrs Robert K. Williams  
Signature

## Let your voice be heard!

Petition to Governor Frank Murkowski:

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support the victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X David Budger

# Let your voice be heard!

Petition to Governor Frank Murkowski:

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Together, we can make a difference and save lives.

X Ben F. Shubaker  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

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Together, we can make a difference and save lives.

X Robert & Wilma Bennett  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

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X Willie A. Kentes  
Signature

# Let your voice be heard!

Petition to Governor Frank Murkowski:

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Together, we can make a difference and save lives.

X John L. Hall

*Let your voice be heard!*

Petition to: Governor Frank Murkowski

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X Dorothy M. Gustafson  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X Angela  
Signature

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Together, we can make a difference and save lives.

X RL  
Signature

*Let your voice be heard!*

Petition to: Governor Frank Murkowski  
From: Ms. Tanya Cunningham  
PO Box 57387  
North Pole AK 99705-2387

As a supporter of the efforts of Mothers Against Drunk Driving, I urge you to support this organization's assessment of Alaska's efforts against drunk driving and to meet the challenges to our state to stop drunk driving, support victims of this violent crime and prevent underage drinking.

Together, we can make a difference and save lives.

X Tanya J. Cunningham  
Signature

# *Let your voice be heard!*

Petition to Governor Frank Murkowski:

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Together, we can make a difference and save lives.

x Janet P. Seich  
Signature

# FISCAL NOTE

**STATE OF ALASKA**  
**2004 LEGISLATIVE SESSION**

Fiscal Note Number: \_\_\_\_\_  
 Bill Version: HB213  
 () Publish Date: \_\_\_\_\_

Revision Date/Time (Note if correction): \_\_\_\_\_ Dept. Affected: Administration  
 Title Provisional Driver's License issuance RDU Division of Motor Vehicles  
 Component Motor Vehicles  
 Sponsor Rep. Weyhrauch  
 Requester House Transportation Component No. 2348

**Expenditures/Revenues** (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

| OPERATING EXPENDITURES | FY 2005     | FY 2006     | FY 2007     | FY 2008     | FY 2009     | FY 2010     |
|------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Personal Services      |             |             |             |             |             |             |
| Travel                 |             |             |             |             |             |             |
| Contractual            |             |             |             |             |             |             |
| Supplies               | 13.6        | 13.6        | 13.6        | 13.6        | 13.6        | 13.6        |
| Equipment              |             |             |             |             |             |             |
| Land & Structures      |             |             |             |             |             |             |
| Grants & Claims        |             |             |             |             |             |             |
| Miscellaneous          |             |             |             |             |             |             |
| <b>TOTAL OPERATING</b> | <b>13.6</b> | <b>13.6</b> | <b>13.6</b> | <b>13.6</b> | <b>13.6</b> | <b>13.6</b> |

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

|                               |              |              |              |              |              |              |
|-------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|
| <b>CHANGE IN REVENUES ( )</b> | <b>102.3</b> | <b>102.3</b> | <b>102.3</b> | <b>102.3</b> | <b>102.3</b> | <b>102.3</b> |
|-------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|

**FUND SOURCE** (Thousands of Dollars)

|                                 |             |             |             |             |             |             |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| 1002 Federal Receipts           |             |             |             |             |             |             |
| 1003 GF Match                   |             |             |             |             |             |             |
| 1004 GF                         |             |             |             |             |             |             |
| 1005 GF/Program Receipts        |             |             |             |             |             |             |
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Estimate of any current year (FY2004) cost: 0.0

Mark this box (X) if funding for this bill is included in the Governor's FY 2005 budget proposal:

**POSITIONS**

|           |  |  |  |  |  |
|-----------|--|--|--|--|--|
| Full-time |  |  |  |  |  |
| Part-time |  |  |  |  |  |
| Temporary |  |  |  |  |  |

**ANALYSIS:** (Attach a separate page if necessary)

HB 213 will require the issuance of a Provisional Driver's License to 16 & 17 year old drivers. In 2003 there were 13644 DL's issued to this age group. We project 50% of those drivers will return to DMV to request new licenses without the Provisional restriction. Cost of of materials to produce these duplicates = \$2.00 x 6822. Revenue gained from issuing duplicate = \$15.00 x 6822.

Prepared by: Duane Bannock Phone 269 5008  
 Division: Motor Vehicles Date/Time 1/20/04 9:19 AM  
 Approved by: Mike Miller, Commissioner Date 1/20/2004  
 Agency: Department of Administration



Office of the Chairman

## National Transportation Safety Board

Washington, D.C. 20594

JAN 27 2004

Honorable Bruce Weyhrauch  
Representative  
Alaska House of Representatives  
State Capitol, Room 102  
Juneau, Alaska 99801-1182

Dear Representative Weyhrauch:

I understand that you have introduced House Bill 213, legislation to implement a comprehensive graduated driver licensing system for young novice drivers in Alaska. This measure provides the opportunity for Alaska to prevent the needless loss of many of its young citizens.

Motor vehicle crashes, which account for 40 percent of all teenage deaths, are the leading cause of death for our teenagers. Novice teenage drivers have a very high crash risk. Young drivers, ages 15 to 20, constitute less than 7 percent of all drivers nationwide, yet they are involved in more than 22 percent of all highway fatalities. In Alaska, young drivers constitute a little more than 7 percent of Alaska's licensed drivers, but they are involved in more than 23 percent of the fatalities that occur on Alaska's roads.

There are several similarities in fatal crashes involving young novice drivers. The drivers and passengers frequently are not belted, the cars are loaded with the drivers' peers, and often there is a deadly combination of inexperience and immaturity. When night driving is added to the equation, crash risk increases dramatically.

Young drivers do only 20 percent of their driving at night, but over 50 percent of their crash fatalities occur during nighttime hours. Among young novice drivers, 41 percent of motor vehicle deaths occur between 9:00 p.m. and 6:00 a.m. Nighttime outings tend to be recreational, and even teens who usually follow all the rules can be easily distracted.

Research indicates that nighttime restrictions can reduce young novice driver crashes during restricted hours by up to 70 percent. New York achieved a 69 percent reduction in crashes involving teenage drivers during the hours that the nighttime driving restriction was in effect. Other States have also seen reductions in young novice driver crashes during restricted hours.

Young drivers also pose a greater risk when carrying passengers, especially teen passengers. A study of Kentucky drivers found that young drivers have an increased propensity for causing single-vehicle crashes when traveling with peers and that the propensity for single-vehicle crashes

increases with the number of people in the vehicle. A separate study estimated that a nationwide adoption of passenger restrictions for all 16- and one-third of 17-year-old drivers would result in 60 to 350 fewer deaths per year.

These crashes are preventable, and legislative measures have been successful in other States to reduce both crashes and fatalities. The Safety Board recommended in 1993 that Alaska and other States implement a comprehensive graduated driver licensing system, including a nighttime driving restriction during the driver's first year. In 2002, the Board added a recommendation that young passengers be prohibited from carrying more than one passenger under age 20 unless accompanied by a supervising driver who is at least 21 years old. For additional information about the Board's position on graduated driver licensing and the evidence that supports our recommendations, please see the enclosed fact sheet.

The Safety Board believes an effective combination of tough, fair laws, vigorous enforcement, and intensive, targeted educational campaigns is needed. We are so convinced of the lifesaving benefit of these actions that we have included graduated licensing recommendations on our list of "Most Wanted" safety improvements. Graduated licensing, including a nighttime driving restriction, is one of the most effective actions that the Alaska Legislature can take to save both young lives and the lives of others involved in crashes with young drivers.

I hope that the Alaska legislature will act promptly on House Bill 213 to provide the best possible protection for people when they are riding in a motor vehicle. The Safety Board is available to support your efforts on this and other highway safety initiatives by testifying on legislation or meeting with legislators or advocacy groups. Please contact Mr. Kevin Quinlan, Safety Advocacy Division Chief, at (202) 314-6175, if we can be of assistance to you. For your information, Mr. Quinlan will be in Juneau on February 12, 2004, and would be available to meet with you about your legislation.

Sincerely,



Ellen Engleman Connors  
Chairman

Enclosure

cc: Ms. Cindy Cashen, Executive Director  
MADD Juneau Chapter



# National Transportation Safety Board

## Safety Information

Washington, D.C. 20594

### GRADUATED DRIVERS LICENSE *FACT SHEET*

#### **The Recommendation**

- The National Transportation Safety Board recommends enacting laws to provide for a three-stage graduated licensing system for young novice drivers, and restrict young novice drivers with provisional or intermediate licenses (second stage), unless accompanied by a supervising adult driver who is at least 21 years old, from carrying more than one passenger under the age of 20 until they receive an unrestricted license or for at least 6 months (whichever is longer).
- The National Transportation Safety Board recommends enacting laws that prohibit driving by young novice drivers between certain times, especially midnight to 5 a.m.
- The National Transportation Safety Board recommends enacting legislation to prohibit holders of learner's permits and intermediate licenses from using interactive wireless communication devices while driving.

#### **The Problem**

- Traffic crashes are the leading cause of death among teenagers today.
- While teen drivers comprise about 6.6% of the driving population, they comprise more than 14% of the drivers involved in fatal crashes. And more than 22% of all highway fatalities occur in crashes involving teen drivers.
- In the past 5 years, more than 16,000 (16,656) people died in crashes involving 14-to -17-year-old drivers.
- 16-year-old drivers driving alone are more than twice as likely to be involved in a fatal crash as older drivers.
- 16-year-old drivers are almost 5 times as likely to be in a crash when traveling with peer passengers.
- Passengers riding with young teen drivers are especially at risk; two-thirds of the fatally injured passengers in these teen driver crashes were teenagers themselves (between ages 15-19).
- The risk of a crash increases greatly with each additional teen passenger riding with a young teen driver.
- Studies from nearly a dozen States show that deaths and serious injuries from traffic crashes involving young drivers declined by as much as 58 percent following enactment of graduated licensing provisions (depending upon the provisions of the law).

**Effective Actions**

- **Learner's Permit**
  - 6 month minimum holding period (without an at-fault crash or traffic violation)
  - Supervised driving requirement with supervising driver age 21 or older
  - Require seat belt use by all passengers in all seating positions
  - Prohibit driving with any measurable blood alcohol level
  - Prohibit cell phone use by drivers with a learner's permit
  
- **Intermediate (provisional) Permit**
  - 6 month minimum holding period (without an at-fault crash or traffic violation)
  - Nighttime driving restriction (especially between midnight and 5 a.m.)
  - Teen Passenger restriction (none or 1)
  - Require seat belt use by all passengers in all seating positions
  - Prohibit driving with any measurable blood alcohol level
  - Prohibit cell phone use by drivers with a provisional permit
  
- **Full licensure**
  - Require seat belt use by all passengers in all seating positions
  - Prohibit driving with any measurable blood alcohol level by all drivers under age 21.

**Robin Near**

---

**From:** "Robin Near" <rnear@alaska.net>  
**To:** <Linda\_Sylvester@legis.state.ak.us>  
**Sent:** Monday, January 26, 2004 7:16 PM  
**Subject:** HB213

Dear Representative Weyrauch,

Having lived in AK for almost 33 years, I have known several families devastated by the deaths of their loved ones in vehicular accidents. Many involved teenagers who were inexperienced and not ready to drive. I raised two boys here and gladly paid for approved driver's training courses before allowing them to drive. Even that didn't seem enough. I am appalled that anyone 16 years of age can obtain a driver's license with no education or driving experience...all they need do is pass a simple written and driving test.

Your bill regarding a Graduated Driving License makes tremendous sense to those of us who know that the way one learns to become a good driver is *only by time & experience*. No one should learn such a complex skill by practicing on other drivers. It's time our state took responsibility for safer roads for all, by making youthful drivers regard driving for what it really is; a *serious responsibility!* The best way to guarantee this, is for youth to earn the privilege thru a series of checks. Thirty five other states have proven that it works by lower death and injury rates. What in the world are we waiting for? I hope your cohorts realize how many lives could be saved and how much needless suffering could be avoided by implementing a graduated drivers license law. Thank you for your insight and willingness to try and make a big difference for families in Alaska.

Sincerely, Robin Near  
P.O. Box 80847  
Fairbanks, AK 99708

1/26/2004

January 26, 2004

Pete Eagan  
699 Yak Road  
Fairbanks, AK 99709

Re: HB 213

Rep. Bruce Weyhrauch  
Capitol Building  
Juneau, Alaska 99801

Dear Representative Weyhrauch:

I am a life-long Alaskan (49 years), and am familiar with many a tragedy on our highways and roads. Thank you for introducing HB213. I believe that it is a very good bill. Some opponents might argue that it will be an inconvenience for families with young drivers, but our families' lives are certainly worth a little inconvenience.

Motor vehicle crashes are the leading cause of death for 15-18 year olds. Statistics in other states have clearly shown a significant reduction in the number of accidents and fatalities in the teen driving ranks following the institution of similar GDL legislation. It makes very good sense to phase in full driving privileges over a relatively short period of time. Experience can be rapidly gained while the young driver is free of many distractions that are currently the norm (e.g. late hours, rowdy peers in the vehicle, possible underage drinking, etc.).

This is a very sound and responsible bill. I heartily support it, and I hope that our Interior legislators do too.

Sincerely,

*PETE EAGAN*

Pete Eagan  
451-5462 w  
455-4793 h

[Fwd: Limiting Teenaged Drivers]

**Subject:** [Fwd: Limiting Teenaged Drivers]  
**Date:** Fri, 23 Jan 2004 10:03:41 -0900  
**From:** Bruce Weyhrauch <Representative\_Bruce\_Weyhrauch@Legis.state.ak.us>  
**Organization:** Alaska State Legislature  
**To:** Linda Sylvester <Linda\_Sylvester@legis.state.ak.us>

---

**Subject:** Limiting Teenaged Drivers  
**Date:** Mon, 19 Jan 2004 03:17:29 +0000  
**From:** "Jeanne Baker" <skreech29@hotmail.com>  
**To:** Representative\_Bruce\_Weyhrauch@legis.state.ak.us

Mr. Weyhrauch;

A friend of mine suggested I contact you regarding this state's young drivers. I work for the local electric company as a meter technician. I am on the road all day every day reading meters and connecting and disconnecting electricity. I drive in town on busy streets, on the highways and on low traffic country roads, flats and hills. I am on the road in every weather condition Mother Nature can come up with. My job puts me in contact with many, many other drivers, young ones, old ones, good ones and bad ones. I cannot tell you how many times I have yielded to young drivers in order to avoid an accident, even though I had right of way. I have been cut off, nearly run off the road and been the recipient of many rude gestures when I honk to let a fellow driver know that he is a little too close or has not yielded when he was supposed to. The majority of these incidents have been young men, although there have been a few mature men, a few girls and women. Most older drivers are slower, but stay in the slow lanes and stay home in bad weather.

I have 2 grown children and did allow them to drive at 16 years old. I did not, however allow them to transport a car full of kids, only an occasional one in an emergency, and they had curfews. They had to drive a full summer before I even thought of allowing them on the road. I used to take them to the school parking lot only when it was totally clear and have them slam on the brakes so they could learn how it felt if they skidded on the highway. We were only going about 20 MPH...but the effect was there. All this was done in a conscientious way so as to assure that they would not be a hazard on the road. They are in their mid-thirties now and have each had one speeding ticket, both in high school, and are very good drivers today.

I truly believe that if a program limiting teenaged kids was in effect, it would make the roads much safer for everyone. Of course, there would have to be stipulations for working teens...but the majority would be restricted in some ways. I really think this would give them a chance to mature a little bit and be a better driver and less of a hazard on the public roadways.

Sincerely,

Jeanne L. Daniel

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Monday, January 26, 2004

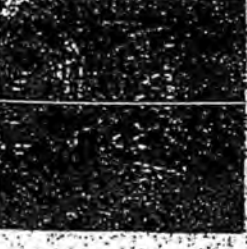
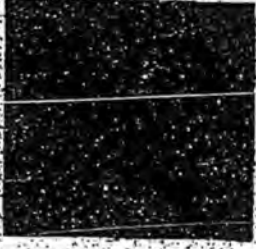
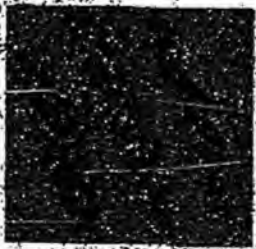
### Bill proposes limited driving for teens

By AMY MENEREY-Frontiersman reporter

**MAT-SU --** A Juneau representative, backed by Mothers Against Drunk Drivers, has introduced a bill in the Legislature that would add a third step to licensing of young drivers.

Rep. Bruce Weyhrauch recently introduced House Bill 213, Provisional Driver's License. The bill creates a three-tiered system in which young drivers would pursue a full, unrestricted driver's license. The current Alaska law requires drivers under the age of 18 to hold a learner's permit for six months before testing for a full driver's license. Under HB 213, a graduated system would be enacted that begins at 14, as the current system does, when a teen-ager is eligible to apply for a learner's permit. At the age of 16, however, when drivers can currently receive a full license, the young driver would be issued a provisional license that includes verification of driving experience, limits the hours of driving and eliminates other teens in the vehicle.

The proposed bill is based on the Graduated Driver Licensing System, a program developed by the U.S. Department of Transportation's National Highway Traffic Safety Administration to give young drivers more time to learn how to operate a vehicle. More than 40 U.S. states have already adopted some form of graduated licensing, although each state's conditions vary to some degree. The first is a supervised learner's phase, lasting a minimum of six months, as Alaska law now requires. Some systems,



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such as the one proposed by Weyhrauch, also require a certain number of hours that a teenager has to drive to reach the next level -- similar to accumulating a number of supervised flight hours before flying an airplane solo. Weyhrauch's proposal requires a parent or guardian's certification that the youth has acquired at least 50 hours of driving experience, 10 of which are nighttime hours.

Numerous reports, including Alaska Department of Transportation's Alaska Traffic Accidents report, indicate that teens are involved in more collisions than any other age group. According to ATA's 2001 report, drivers between the ages of 14 and 20 were involved in 4,457 collisions, with driver injuries occurring in 706 of those collisions and seven fatalities. Alcohol and drug abuse, lack of experience and distractions are the leading cause of these collisions.

Riz Arbelovski, Valley mother of two teen drivers, agreed that many 16-year-olds lack the experience and judgment needed behind the wheel. "I feel my kids right now are not as responsible as I was at that age," Arbelovski said.

The intermediate step in graduated licensing allows teens more hours of unsupervised driving, but only in less risky situations by limiting hours of driving and the number of passengers. California was the first state to ban teen-age passengers altogether, according to the Insurance Institute for Highway Safety's October report, "Graduated Licensing: A Blueprint for North America." The ban applies to the first six months of a 12-month intermediate phase, unless an adult is present in the car. Weyhrauch's bill proposes limiting passengers in this phase to only a parent or one person 25 years of age or older. For some parents this idea is not so appealing.

"It might be a difficulty for some people," said Adel Kuper, a Wasilla mother who depends on her older children for transportation of their younger siblings.

"Yes," agreed Arbelovski, "I could see maybe two passengers."

For many teens the privilege of driving is tied into those responsibilities.

"The whole point of us driving is so we can pick up our brothers and sisters, and run errands for our parents," said Kupar's 14-year-old daughter Honnah, who also said she was looking forward to the responsibility.

Full-privilege licensing becomes available when conditions of the first two stages are met. This usually means the driver has incurred no violations or accidents during the first two phases. Under HB 213, a teen-ager could apply for a full unrestricted license after 12 months of issuance of a provisional license, as long as they have not had any traffic citations or convictions for at least six months before the application.

According to the IIHS report, though many states and provinces have adopted portions of the graduated licensing system, there is too much variation between them. The report rates each state as either poor, marginal, acceptable or good, in their new licensing requirements. Alaska was among 10 states rated as marginal, in the company of South Dakota, Nevada, Minnesota and Kentucky, to name a few. Rated poor by IIHS were Arizona, Hawaii, Kansas, Montana, Oklahoma and Wyoming. Twenty-six states were rated acceptable, and nine received the top rating of good.

Graduated licensing is supported by many organizations, including the American Association of Motor Vehicle Administrators, The Centers for Disease Control and the American Academy of Family Physicians. Information about HB 213 can be found at [www.akrepublicans.org/weyhrauch/23/spst/weyh\\_hb213](http://www.akrepublicans.org/weyhrauch/23/spst/weyh_hb213). More information about graduated licensing can be found on various Web sites, including IIHS, at [www.iihs.org/safety\\_facts/state\\_laws/grad\\_license.htm](http://www.iihs.org/safety_facts/state_laws/grad_license.htm), or [www.hwysafety.org/](http://www.hwysafety.org/)

[safety\\_facts/qanda/Images/\\_grad\\_lic.pdf](http://www.hwysafety.org/safety_facts/qanda/Images/_grad_lic.pdf).

## CS for HB 213 (TRA)

### *The following are changes made in version X*

1. Page 1, Line 12  
Delete: "50 hours"  
Insert: "40 hours"

In the section of the bill that deals where the parent, guardian or employer 'certifies' to the department that the applicant has acquired a requisite amount of driving experience. This occurs once the applicant has passed their road test and is about to be issued their provisional license.

Here's the practical application of this change:

40 hours = 6.6 hours of driving per month for 6 months.  
or 1.6 hours each week for 6 months.

50 hours = 8.3 hours driving per month for 6 months.  
or 2 hours each week for 6 months.

By reducing the number of hours a parent must certify to is a practical accommodation for Alaskans who live in the less populated areas, and it might be more realistic.

South Dakota, a state comparable to Alaska in both population and urban/rural character has adopted 40 hours for its drive time certification.

- 
2. Page 1, Line 13  
Note this insertion: "including at least 10 hours of driving in progressively challenging circumstances, such as driving in inclement weather and nighttime driving."

This change is modification is added in response to comments that nighttime driving might not be the greatest challenge a novice Alaskan driver is likely to encounter. This modification also makes the GDL statute uniquely Alaskan.

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3. Page 2, Line 26

Delete: "25"

Insert: "21"

This section of the bill deals with exceptions to the Provisional License's restriction on driving in the middle of the night. Paragraph (A) exempts the novice driver from the nighttime restriction if accompanied by a person who is at least 21.

4. Page 2, Line 29

Insert: "within the scope of"

This section of the bill deals with exceptions to the Provisional License's restriction on driving in the middle of the night. Paragraph (A) exempts the novice driver from the nighttime restriction if accompanied by a person who is at least 21.

---

5. Page 2, Line 31

Adds: new paragraph (c)

In response to concerns that HB 213 might infringe upon the hardship license or off-systems restriction on a license, paragraph (c) was added to be very, very clear about the bill's intent.

# FISCAL NOTE

**STATE OF ALASKA**  
**2004 LEGISLATIVE SESSION**

Fiscal Note Number: \_\_\_\_\_  
 Bill Version: HB213  
 ( ) Publish Date: \_\_\_\_\_

Revision Date/Time (Note if correction): \_\_\_\_\_ Dept. Affected: Administration  
 Title Provisional Driver's License Issuance RDU Division of Motor Vehicles  
 Component Motor Vehicles  
 Sponsor Rep. Weyhrauch  
 Requester House Transportation Component No. 2348

**Expenditures/Revenues** (Thousands of Dollars)

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**CAPITAL EXPENDITURES**

|                               |              |              |              |              |              |              |
|-------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|
| <b>CHANGE IN REVENUES ( )</b> | <b>102.3</b> | <b>102.3</b> | <b>102.3</b> | <b>102.3</b> | <b>102.3</b> | <b>102.3</b> |
|-------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|

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102,300  
 -13,600  
 88,700  
 POSITIVE

Estimate of any current year (FY2004) cost: 0.0  
 Mark this box (X) if funding for this bill is included in the Governor's FY 2005 budget proposal:

**POSITIONS**

|           |  |  |  |  |  |  |
|-----------|--|--|--|--|--|--|
| Full-time |  |  |  |  |  |  |
| Part-time |  |  |  |  |  |  |
| Temporary |  |  |  |  |  |  |

**ANALYSIS:** (Attach a separate page if necessary)

HB 213 will require the issuance of a Provisional Driver's License to 16 & 17 year old drivers. In 2003 there were 13644 DL's issued to this age group. We project 50% of those drivers will return to DMV to request new licenses without the Provisional restriction. Cost of materials to produce these duplicates = \$2.00 x 6822. Revenue gained from issuing duplicate = \$15.00 x 6822.

< 88.7 > Revenue +  $\frac{6822 \times 2.00}{13,644.00}$  cost

Prepared by: Duane Bannock Phone 269 5008  
 Division Motor Vehicles Date/Time 1/20/04 9:19 AM  
 Approved by: Mike Miller, Commissioner Date 1/20/2004  
 Agency Department of Administration

DAIMLERCHRYSLER



# GET ROAD READY



A PARENT'S GUIDE TO SAFELY EASE TEENS INTO DRIVING

[ROADREADYTEENS.ORG](http://ROADREADYTEENS.ORG)



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# FACTS PARENTS AND TEENS SHOULD KNOW ABOUT DRIVING



- Motor vehicle crashes are the number one killer of teens.<sup>1</sup>
- One out of every five 16 year-olds will be involved in a motor vehicle crash.<sup>2</sup>
- More than 300,000 teen passengers and drivers, ages 16-20, were injured and nearly 6,000 died as a result of vehicle crashes in 2002.<sup>1</sup>
- 36% of all teen driving deaths are alcohol related.<sup>1</sup>
- Teens are less likely than other drivers to wear seat belts.<sup>3</sup>

This shocking reality is due mostly to two factors — driver inexperience and maturity level behind the wheel. With so many teens being injured or killed on our nation's roadways, teen driving safety has become a national priority and a top concern for parents according to a survey recently commissioned by DaimlerChrysler.<sup>4</sup>

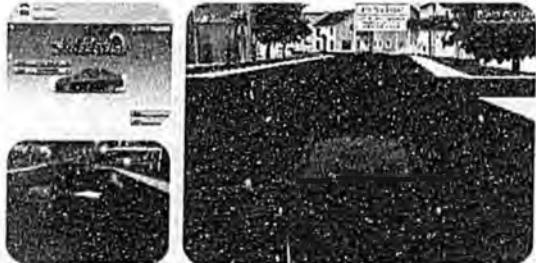
## ROAD READY TEENS

### **ROAD READY TEENS IS AS EASY AS...**

**READY** to teach your teen to drive? Implement *Road Ready Teens* in your home.

**SET** the driving ground rules, and enter into a *Parent-Teen Road Rules Contract*. (Find it on page 11 and online at [www.roadreadyteens.org](http://www.roadreadyteens.org).)

**GO** online to [www.roadreadyteens.org](http://www.roadreadyteens.org) with your teen for more information and to check out the *Road Ready StreetWise* video game.



ACTUAL SCREENSHOTS FROM ROAD READY STREETWISE

POWERED BY



Tangent.

*Road Ready Teens* offers a simple set of steps for parents to implement in the home to help ease teens into driving. Based on research and principles advocated by the nation's top safety organizations, the program's tips and tools help teens gain the necessary driving experience and maturity behind the wheel *before* tackling high-risk driving situations.

*Road Ready Teens* recommendations build upon laws that are already on the books in most states, as well as on the skills and principles teens often learn in driver's education courses.

The *Road Ready Teens* program guides parents on how to incorporate proven, lifesaving strategies into their teens' beginning driving stages.



Vehicle crashes  
are the number one  
killer of teens.

## THE ROLE OF PARENTS

Sure, parents want teens to have their freedom, and teen drivers can be helpful when it comes to family driving responsibilities. But teens first need to become *safe* drivers, which requires extensive practice and experience.

While driver's education and state licensing laws provide the foundation for learning, it is essential that parents take an active role in teaching teens to drive. Research shows that when parents take an active role in their teens' driving education and set certain driving guidelines, their teens' chances of being in a crash can be reduced by up to one-third.<sup>7</sup> Reducing teens' chances of being in a crash helps protect their lives and prevents costly medical bills and increased insurance rates.

## AS A PARENT YOU CAN:

### implement *Road Ready Teens* in your home.

Review the recommendations, set the guidelines and personalize the *Parent-Teen Road Rules Contract* with your teen. Require your teen to log on to [www.roadreadyteens.org](http://www.roadreadyteens.org) to play *Road Ready StreetWise*, a state-of-the-art video game that is challenging, exciting and helps teens better understand the risks they face in their early driving years.

Talk with your teen about the privilege of driving and the risks that come with being behind the wheel. Experience will help your teen become a safer driver and help them recognize the risks other drivers pose. By knowing and understanding these risks, teens are one step closer to becoming safer drivers.

### Know the laws.

The *Road Ready Teens* program builds on the laws in most states. Make sure you and your teen know your state's laws for young drivers. Those who are unsure can visit *Road Ready Teens* online at [www.roadreadyteens.org](http://www.roadreadyteens.org) to link to their state's driver's licensing Web site.



### Be a good role model.

Teens look to their parents for guidance and as role models behind the wheel. Teach your teen to be a safer driver by modeling safe driving. Follow all traffic laws and always buckle up in the front and back. Never drink and drive.

### Choose the right vehicle for teen drivers.

Turn to the experts for advice or more information by visiting [www.aaapublicaffairs.com](http://www.aaapublicaffairs.com) or [www.nhtsa.dot.gov](http://www.nhtsa.dot.gov).

## **KNOW THE RISKS AND START EARLY...**

Teen crashes can be prevented. Studies prove that many teen crashes are caused by distractions such as other teens in the vehicle, talking on cell phones, listening to loud music, or eating and drinking. Alcohol and speeding also are factors in many teen crashes. Another risk is a lack of experience driving at night and in adverse weather, when visibility is reduced and reaction time is slowed.

Research shows that when parents take an active role in their teens' driving education and set certain driving guidelines, their teens' chances of being in a crash can be reduced by up to one-third.

## ***Buckle Up!***

Data shows that the single most effective way to reduce the chance of death or injury in a crash is by using a seat belt.<sup>8</sup> Unfortunately, teens have the lowest rate of seat belt use when compared with other age groups.<sup>9</sup> Therefore, it's important that you communicate to your teen that seat belt use by all occupants – front seat and back – is required at every level of driving.

## ***Dangers of Impaired Driving***

Research also shows that during a typical weekend, an average of one teen dies per hour in a motor vehicle crash and 45% of these crashes involve alcohol.<sup>10</sup> Make it clear to your teen that drinking alcohol or using drugs and then driving is unacceptable. Teens should never drink and drive or ride with someone who has been drinking.

## ***Restrict Teen Passengers***

Research shows that teen drivers, ages 16 and 17, driving with even one teen passenger are one and a half times more likely to be involved in a crash than when driving alone. With two teen passengers in the vehicle, the risk more than doubles. With three or more teen passengers, it's three to five times more likely that teens will be involved in a crash than if they were driving alone.<sup>11</sup> That's why you should limit the number of passengers with whom your teens drive.

## START EARLY.

Set driving ground rules in the beginning to help your teen learn to drive and gain experience. In the early stages of driving, work with your teen to determine limits that everyone can live with. Slowly introduce him/her to high-risk driving situations such as bad weather, nighttime driving, heavy traffic, and highway driving.

The following guidelines are recommended by safety experts and have been proven to not only lessen the risks among teen drivers, but also to help them learn to drive more safely.

Some states have some or all of these guidelines in place referred to as Graduated Driver Licensing. Other states have no system that allows new drivers to learn within a more controlled and safer structure. Even if your state's laws do not incorporate all of these guidelines, as a parent, you can set "house rules" that offer more protection than your state's laws. The guidelines include three stages: the Learner's Permit level, the Intermediate Driver level, and the Full Driver level.



## LEARNER'S PERMIT LEVEL

START: age 16  
DURATION: 6 months  
EDUCATION: • enroll in driver's education  
• 50 or more hours of practice  
• progressive challenges

In the Learner's Permit level, it is recommended that you:

- Start your teen's adult-supervised driving practice no earlier than age 16
  - The Insurance Institute for Highway Safety recommends that parents wait until teens turn 16 before allowing them to get a learner's permit. While many states allow teens to get their learner's permit before age 16 in an effort to make them safer drivers, this practice may, in fact, increase risk. A study of fatal crashes of 15 year-olds in states where permits are allowed at this age found that three out of four beginners were driving without the required adult supervision.<sup>12</sup>
- Stay at this level at least six months
  - Making the Learner's Permit level last a minimum of six months allows you to have more supervised practice time with your teen and helps ensure better driving skills.
- Consider enrolling your teen in a driver's education course
- The nation's top safety organizations recommend at least 50 hours of practice driving time with your teen, including driving at night and in progressively challenging circumstances, such as inclement weather and heavy traffic.





## INTERMEDIATE DRIVER LEVEL

- START:** age 16.5  
**DURATION:** 18 months  
**LIMITS:**
- privileges end at 9 or 10 p.m.
  - no. of teens w/o adults in car
  - no cell phone use

In the **Intermediate Driver level**, it is recommended that you:

- Start this phase no earlier than age 16 and a half and keep your teen at this level until age 18
  - Research shows that driving inexperience and immaturity contribute to the high crash rate of young drivers.<sup>13</sup> Both of these factors can be addressed by waiting to give teens full driving privileges.
- End driving privileges at 9 or 10 p.m., with exceptions made for driving to and from necessary work- and school-related activities
  - Research shows that 50% of fatalities that occur with a teen at the wheel happen after dark, even though most teen driving occurs during daylight hours. More than 75% of those nighttime crashes by 16- and 17-year-old drivers occur between 9 p.m. and midnight.<sup>14</sup>
- AAA recommends that for the first six months, teens should not drive with teen passengers, except for family members. After that, limit teen passengers when there is no adult supervision.
- Restrict cell phone use and other distractions while the vehicle is in motion
- Require that your teen keep a clean driving record throughout the Intermediate Driver level

**Remember, you can require that your teen repeat a level if a rule is ever broken.**



## FULL DRIVER LEVEL

- START:** age 18, after first 2 levels  
**PRINCIPLES:** follow rules learned in other levels

After successfully completing the first two levels, your teen graduates to the **Full Driver level**. At the Full Driver level, teens have complete driving privileges as provided by the law. However, all drivers at this level should follow the sound principles learned in the Learner's Permit and Intermediate Driver levels:

- Always wear seat belts and insist that passengers do the same
- Never drink or use drugs and then drive
- Limit distractions in the vehicle
- Never speed
- Obey all other rules of the road

At this level, you should feel comfortable knowing that your teen is mature and experienced enough to drive safely. However, if you still feel uncomfortable with some aspects of your teen's driving, consider continuing some of the guidelines outlined in the Intermediate Driver level.

## YOU HOLD THE KEYS!

Parents can and should set the rules. If at any time your teen driver violates the driving rules agreed upon or receives a traffic citation, you should consider waiting before moving him/her to the next level.

In addition, consider one of the following consequences:

- Suspend your teen's driving privileges for a predetermined period of time
- Restrict your teen to driving only to and from necessary work- or school-related activities

Also, do not be afraid to say no if you think your teen has not had enough driving experience or is not mature enough to move to the next driving level. Your main priority is teaching safe driving habits to help ensure that your teen will be as careful and protected as possible.

For more information on helping your teen learn to drive, contact your local AAA club or call 1-800-327-3444 and ask for a copy of *Teaching Your Teen to Drive*.

## CREATE A PARENT-TEEN CONTRACT

Create your own *Parent-Teen Road Rules Contract* based on the recommendations in this guide, which are proven to keep young drivers safe. (These recommendations are listed in the previous section.) We know parents need flexibility when they teach their teens to drive. However, be aware that if you relax the restrictions, the risk to your teen will increase. Together, you and your teen can fill out the *Parent-Teen Road Rules*

*Contract* or check out the interactive version, which can be customized, at [www.roadreadyteens.org](http://www.roadreadyteens.org).

Post the contract on the refrigerator or bulletin board. Put a copy in the car. Refer back to it. Then there's never any question about the terms of the contract.





**ROAD READY**  
**TEENS.ORG**

*patient/teen/parent/guardian agreement*

**Parent/Guardian Agreement**

Beginning on \_\_\_\_\_ (insert date), I, \_\_\_\_\_ (parent/guardian), agree to implement *Road Ready Teens* and work with \_\_\_\_\_ (teen's name) so he/she understands the risks he/she will face when he/she begins to drive. I agree to provide him/her with the necessary experience to become a better, safer driver.

I, \_\_\_\_\_ (teen's name), agree to follow the *Road Ready Teen's* guidelines established with my parents and if I break any provision, I understand that my parents will restrict my driving privileges.

I will always wear my seat belt when driving and insist my passengers do the same. If I break this rule, I understand that my driving privileges will be revoked for a period of \_\_\_\_\_ (no. of days/months).

I agree never to drink or use drugs and then drive, and I will never ride with someone who has been drinking. If I break this rule, I understand my driving privileges will be revoked.

**Parent/Guardian Agreement**

During the Learner's Permit level, I, \_\_\_\_\_ (teen's name), agree to the following:

I will obey ALL traffic laws.

I will maintain a clean driving record, including no traffic violations or crashes. I understand that violations may result in my parent(s) revoking my driving privileges.

I will attend and complete a driver's education course, if required.

I will only drive when a parent/guardian is in the vehicle.

I will complete at least 50 hours of regularly scheduled driving practice time with \_\_\_\_\_ (parent/guardian), which includes some practice at night and in progressively challenging circumstances, over the next six months.

During the Learner's Permit level, I, \_\_\_\_\_ (parent/guardian), agree to the following:

I agree to supervise \_\_\_\_\_ (teen's name) during at least 50 hours of regularly scheduled driving practice time, including some practice at night and in progressively challenging circumstances, over the next six months.

I will be a good driving role model for my teen.

I will consider enrolling my teen in a driver's education course.

**Parent/Guardian Agreement**

Once \_\_\_\_\_ (teen's name) has successfully completed the Learner's Permit level, he/she will move to the Intermediate Driver level.

During the Intermediate Driver level, I, \_\_\_\_\_ (teen's name), agree to the following:

I will obey ALL traffic laws, and I will require anyone who rides with me to do the same.

I will maintain a clean driving record.

I understand that if I get a ticket or am involved in a crash, my parents have the right to revoke my driving privileges.

I will drive with no more than \_\_\_\_\_ teen passengers in the vehicle (excluding siblings).

I agree that I will not drive between the hours of \_\_\_\_\_ and \_\_\_\_\_, unless returning from necessary work- or school-related activities.

I agree to call home if I am going to be out past \_\_\_\_\_ (time).

I will pull over to a safe place to make or return a call.

I will keep music at a level that allows me to hear traffic, horns and sirens while I am driving.

During the Intermediate Driver level, I, \_\_\_\_\_ (parent/guardian), agree to the following:

I will require that \_\_\_\_\_ (teen's name) obey all agreed upon responsibilities listed above.

I agree to pick up \_\_\_\_\_ (teen's name) if he/she calls for a ride at any time, day or night.

I promise to wait until the next day to discuss the situation.

**Parent/Guardian Agreement**

I, \_\_\_\_\_ (teen's name), agree to pay for tickets for any traffic citations.

(Parent/guardian)

(Date)

(Teen)

(Date)



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**Road Ready Teens** was created by DaimlerChrysler with help from AAA, Mothers Against Drunk Driving (MADD) and the National Safety Council (NSC) and is based on research presented at the NSC's Symposium on Graduated Driver Licensing.

DaimlerChrysler would like to thank the following safety organizations that offered guidance and editorial review of the *Parent's Guide*: AAA, MADD, the NSC, the Insurance Institute for Highway Safety (IIHS) and the National Highway Traffic Safety Administration (NHTSA). For more information on the research behind teen driving risks and the guidelines proposed in this guide, please refer to the National Safety Council's *Family Guide to Teen Driving Safety*, available online at [www.nsc.org](http://www.nsc.org).

Log on to [www.roadreadyteens.org](http://www.roadreadyteens.org) to find links to your state's driving laws, research and statistics, and information on safer driving.



Visit the following Web sites for additional information on driving safety and teen driving:  
[www.aaapublicaffairs.com](http://www.aaapublicaffairs.com) [www.madd.org](http://www.madd.org) [www.nsc.org](http://www.nsc.org) [www.iihs.org](http://www.iihs.org) [www.nts.gov](http://www.nts.gov)  
[www.nhtsa.dot.gov](http://www.nhtsa.dot.gov) [www.trafficsafety.org](http://www.trafficsafety.org) [www.noys.org](http://www.noys.org)

#### SOURCES REFERENCED IN THIS PUBLICATION:

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- 2 Fatality Analysis Reporting System (FARS), National Highway Traffic Safety Administration (NHTSA), 2000
- 3 FARS, 2002
- 4 CDC, 2000
- 5 CDC, 2002

- 6 Public Opinion Strategies for DaimlerChrysler, (February 2003). Survey of 400 parents of teenagers 15 to 18. Margin of error: +/- 4.9%
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- 12 Williams, A.F.; Prusser, D.F.; Ferguson, S.A.; and Ulmer, R.G. 1997. Analysis of the fatal crash involvement of 15-year-old drivers. *Journal of Safety Research* 28:49-54.

- 13 NHTSA and Insurance Institute of Highway Safety. Graduated Driver Licensing: Questions and Answers.
- 14 Williams, A.F. Teenage Drivers: Patterns of Risk.

MARTI GREESON, far right, executive director of Mothers Against Drunk Driving Anchorage, presents the official charter to the MADD Fairbanks chapter during their meeting Wednesday evening in the Fairbanks Community Food Bank. Accepting the charter is Linda Pierson, holding the plaque, with Brenda Sadler on the left and Sandi Trumbower on the right. Also present, from far left, is Asa Dowdy, Christi Rowinski, Pete Eagan, Barbara Dowdy, Joe Joseph and Perry Williamson.

# MADD ready to start work on agenda

## Group meets for first time as official chapter

By MARY BETH SMETZER  
Staff Writer

Over the past 10 months, a wide cross-section of MADD Fairbanksans have been busy educating themselves about alcohol and the community.

"We had to answer 49 questions about our community, talk to the district attorney and find out about the different components of drunk driving," said Brenda Sadler, president of the local chapter of Mothers Against Drunk Driving.

But it didn't stop there. Members learned legal terminology, statutes and laws dealing with driving under the influence and about other community organizations dealing with alcohol-related issues.

All of the background work paid off on Wednesday evening, when the revitalized Fairbanks Chapter officially received its national charter.

### Statewide chapters

The Fairbanks Chapter of MADD is the fourth independent Alaska chapter determined to stop drunken driving. Juneau, Anchorage and Mat-Su are also chartered chapters.

Mothers Against Drunk Drivers was started on a national level in 1980 by a mother whose 14-year-old daughter was killed by a drunken driver.

Anchorage's, the longest lived state chapter, was begun in 1981 by June Gerish after her two grandsons, walking by the side of the road, were run down by a drunken driver, said Marti Greeson, Anchorage MADD executive director, who



Sam Harrel/News-Miner

**NEWLY MADD**—Brenda Sadler, president of Mothers Against Drunk Driving Fairbanks, opens their meeting Wednesday evening in the Fairbanks Community Food Bank. The Fairbanks chapter has reorganized and is beginning to get their message out to the community.

was on hand for the Fairbanks charter celebration.

Cindy Cashen leads the chapter in Juneau, where her father, Ladd Mac-Cauley, and a co-worker, Richard Martin, were killed.

### Clearing the record

Greeson had many facts to share and misconceptions to clear up about the organization.

Many people, said Greeson, have the

*Fairbanks 10/23/02*

*The group is actively studying and working with legislators and local government to formulate public policy on topics such as graduated driver licensing for teen drivers, consistent bar closings statewide and higher penalties for high-risk offenders. Education and prevention programs also are in the works.*

mistaken perception that the MADD membership is made up of a lot of angry women.

The opposite is true.

Of the 2 million MADD members, 65 percent are men, and 70 percent are not direct victims of alcohol-related vehicle injuries.

"They are people who realize how serious driving drunk is," she said.

Greeson's dream is that the four chapters will work together on a focused mission to further reduce drunken driving in the state.

### Work to do

In 2002, for the first time since the early 1990s, there was a 10 percent reduction statewide in the number of deaths caused by alcohol-related accidents, Greeson said.

But despite the decrease, Alaska still rates second in the nation for alcohol consumption per capita.

A poster board display covered with just one week's worth DUI clippings from the News-Miner's police blotter attests to the prevalence of drunken drivers on community roads.

Sadler, a resource teacher at Badger Elementary School, said she is especially interested and impressed with the educational programs MADD has developed for

use in schools and geared to different grade and age levels.

The group is actively studying and working with legislators and local government to formulate public policy on topics such as graduated driver licensing for teen drivers, consistent bar closings statewide and higher penalties for high-risk offenders. Education and prevention programs also are in the works.

Air Force Master Sgt. Joe Joseph spoke about Eielson's volunteer Airmen Against Drunk Drivers program that has been in operation for a year.

The local MADD chapter is looking for volunteers to become involved in committee work and training for victim support, victim impact, public advocacy, public relations and fund raising.

"We would love to have people who have some time to come and help us out," said Sadler.

MADD has no membership dues, but relies on the generosity of the community and fund raising.

MADD meets at 7 p.m. the fourth Wednesday of the month at the Fairbanks Community Food Bank. For more information, call 374-3008.

Mary Beth Smetzer can be reached at [msmetzer@newsminer.com](mailto:msmetzer@newsminer.com) or 459-7546.

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## STATESTATS

# New Laws for Young Drivers

Motor vehicle crashes are the leading cause of death among U.S. teenagers. More than 3,600 young drivers were killed in 2001, and an additional 337,000 were injured.

Teenage drivers are more likely to drink, use drugs, speed and swerve, and risk rises sharply with each additional passenger. A 16-year-old with three or more passengers is three times more likely to be involved in a fatal wreck than one driving alone.

A number of states have passed laws restricting passengers and others are considering it this legislative session.

Virginia passed a law that limits the number of passengers under the age of 18 in a vehicle driven by someone under 18. A teen is allowed one passenger the first year of driving and two more until the driver turns 18.

Nighttime driving is another area where teens have an increased risk. Forty-one percent of fatal crashes involving teenagers occurred at night in 2001. Illinois lawmakers are considering a bill that would not allow teens to operate a vehicle between 9 p.m. and 6 a.m. It also would allow no more than one passenger, with the exception of siblings. About a third of the states impose nighttime restrictions on teen drivers.

In addition, nearly all states have enacted at least one element of the three-tiered graduated driver's licensing laws (GDL) since the mid-1990s in an effort to reduce the high crash rates of beginning teen drivers. A typical GDL system ranges from the driver's permit stage to full licensure. It imposes requirements on teens that are designed to encourage practical driving experience before they get unrestricted driving privileges.

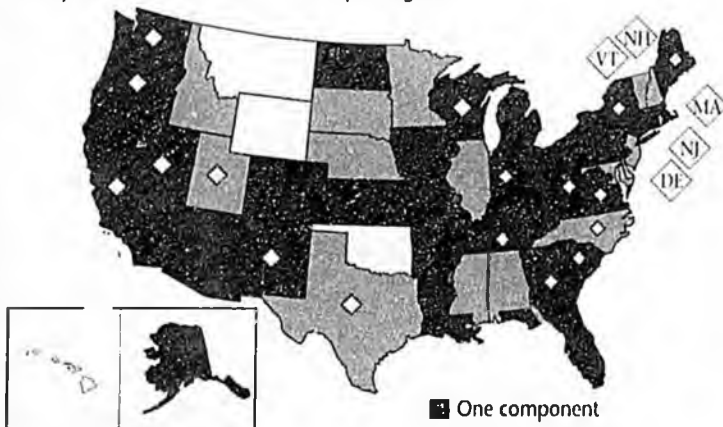
For more information go to [nsc.org/gdlsym/index.htm](http://nsc.org/gdlsym/index.htm)

### GRADUATED DRIVER LICENSING LAWS

States have been passing laws that ease teens into driving. The three important components of these GDL laws are:

1. A learner permit for at least six months.
2. A required amount of supervised driving.
3. An intermediate permit restricting night driving.

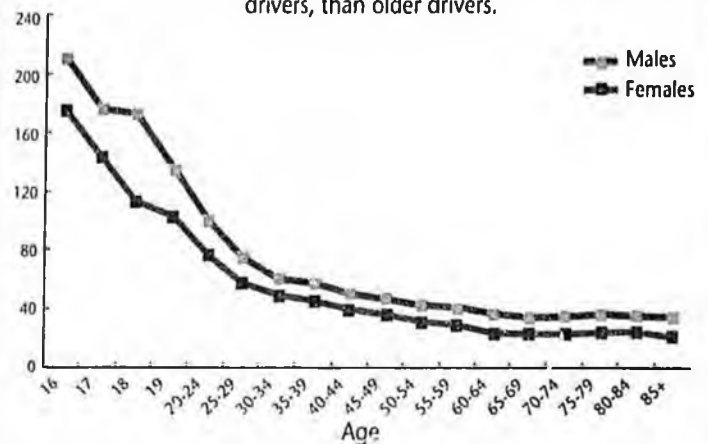
Many states also limit the number of passengers.



Source: National Conference of State Legislatures, December 2002

### ACCIDENTS PER 1,000 LICENSED DRIVERS, 2000

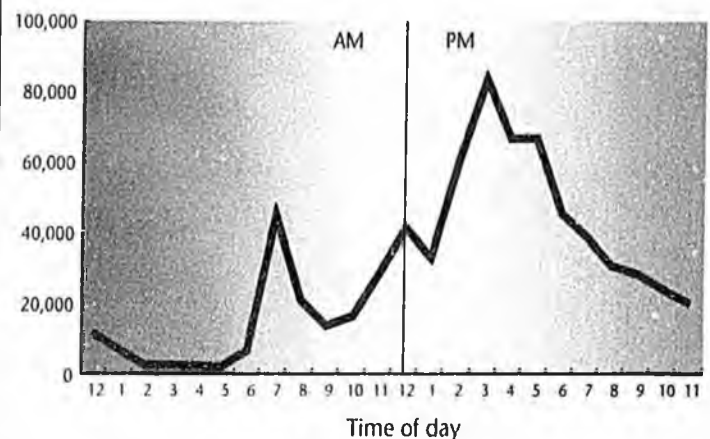
Teenagers, 16 to 18, are involved in more crashes per 1,000 licensed drivers, than older drivers.



Source: Journal of Safety Research, Vol. 34, No.1, National Safety Council, 2003.

### WHEN CAR ACCIDENTS ARE LIKELY TO HAPPEN TO TEENS

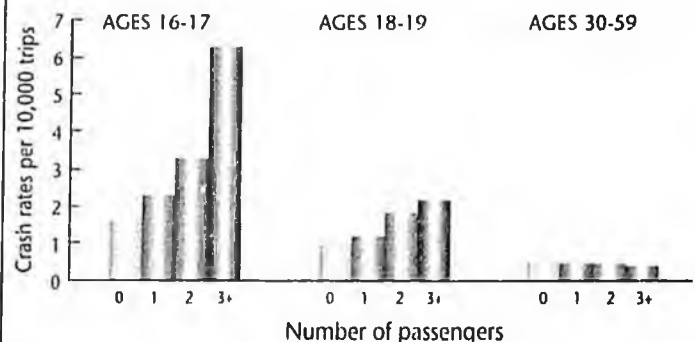
Sixteen- to 17-year-olds are involved in more crashes between the hours of midnight and 5 a.m. than during daytime hours.



Source: Journal of Safety Research, Vol. 34, No.1, National Safety Council, 2003.

### TEEN DRIVING WITH PASSENGERS

For teen drivers, the presence of passengers results in higher crash rates per 10,000 trips. As the number of passengers increase, so does the accident rate.



Source: Journal of Safety Research, Vol. 34, No.1, National Safety Council, 2003.





# The Best Teachers Never Stop Being Students

***To make sure that we leave no child behind, we must also make sure that no teacher is left behind.***

Great educators don't happen by accident—they require nurturing each step along the way to realize their potential. Those who supervise, train, and mentor student and beginning teachers recognize the need for strong initial support. Even experienced teachers need guidance to refine their practice in ways that enhance learning for every student. That's why ETS develops innovative, research-driven products and services to help them negotiate the passage from novice to "highly-qualified" professional.

Well-prepared, experienced educators understand the demands of the classroom and the unique challenges our school systems now face, so we're forging partnerships with groups charged with setting and meeting the standards for excellence in education. ETS is committed to support the entire learning enterprise by seamlessly integrating professional development with informative assessments, and dynamic classroom tools to advance learning every step of the way.

***After all...it's all about learning.***



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AAA Alaska  
(800) 391-4AAA

January 21, 2004

House Transportation Committee  
House of Representatives  
Alaska State Capitol  
Juneau, Alaska 99801-1182

Dear Representative:

Among the very important legislation under consideration this session is House Bill 213, an act to implement Graduated Drivers Licensing. AAA strongly supports this bill and we urge your support as well.

Driving is a skill that is learned by doing. Unfortunately it is also an inherently risky endeavor. The premise of Graduated Drivers Licensing is simple and it works -- extend the learning process and reduce exposure to risk and you'll reduce the number of teen crashes. House Bill 213 does this.

This bill has all the components of the most successful GDL systems. It provides for time to learn -- the six-month instruction permit. It provides for behind the wheel experience -- the 50 hours of certified driving experience. It provides for responsibility - six months of citation free driving. And finally -- it removes two major risk factors for novice drivers -- passengers and late night driving.

Please review the enclosed information regarding how injuries, accidents, and fatalities have been reduced with GDL. AAA estimates that through GDL, the state of Alaska over a decade could prevent some 970 injuries, over 3,000 crashes, and save over \$21 million dollars.

The time has come for us to change the way we teach our teens to drive, and people are ready. A recent AAA poll shows that 74 percent of Americans support laws limiting teenage passengers who may ride with inexperienced teen drivers, and that 73 percent of adults think that officials should do more to improve the safety of drivers between the ages of 15 to 19.

You have before you an excellent opportunity to protect teen drivers, their passengers, and all on the road. Please support House Bill 213.

Thank you for your consideration.

Sincerely,

A handwritten signature in cursive script that reads 'Charity Watt Levis'.

Charity Watt Levis  
Manager, Public Relations

enclosures

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## AAA Projects Prevention of 1.5 Million Crashes and Savings of Over \$9 Billion over next decade through National Adoption of GDL Laws

|               | TEN YEAR<br>INJURIES<br>PREVENTED | TEN YEAR<br>CRASHES<br>PREVENTED | TEN YEAR TOTAL COST SAVINGS |  | TEN YEAR<br>INJURIES<br>PREVENTED | TEN YEAR<br>CRASHES<br>PREVENTED | TEN YEAR TOTAL COST<br>SAVINGS |               |
|---------------|-----------------------------------|----------------------------------|-----------------------------|--|-----------------------------------|----------------------------------|--------------------------------|---------------|
| Alabama       | 10,260                            | 32,020                           | \$223,062,990               |  | Missouri                          | 10,390                           | 32,280                         | \$225,469,800 |
| <b>Alaska</b> | <b>970</b>                        | <b>3,020</b>                     | <b>\$21,077,810</b>         |  | Montana                           | 2,240                            | 6,990                          | \$48,691,910  |
| Arizona       | 6,030                             | 18,690                           | \$130,689,870               |  | Nebraska                          | 4,360                            | 13,580                         | \$94,702,930  |
| Arkansas      | 4,710                             | 14,670                           | \$102,340,600               |  | Nevada                            | 2,790                            | 8,710                          | \$60,683,380  |
| California*   | 30,210                            | 93,650                           | \$651,987,830               |  | New Hampshire                     | 2,350                            | 7,290                          | \$50,920,750  |
| Colorado      | 7,480                             | 23,280                           | \$162,449,270               |  | New Jersey                        | 5,440                            | 16,320                         | \$116,454,450 |
| Connecticut   | 3,180                             | 9,780                            | \$68,732,690                |  | New Mexico                        | 3,480                            | 10,890                         | \$75,739,690  |
| Delaware      | 1,120                             | 3,450                            | \$24,172,500                |  | New York                          | 15,080                           | 46,550                         | \$326,483,330 |
| D.C.          | 230                               | 700                              | \$4,915,760                 |  | North Carolina                    | 15,560                           | 48,580                         | \$338,193,690 |
| Florida       | 26,690                            | 83,220                           | \$579,998,340               |  | North Dakota                      | 1,710                            | 5,330                          | \$37,127,450  |
| Georgia       | 11,670                            | 36,310                           | \$253,399,620               |  | Ohio                              | 17,870                           | 55,450                         | \$387,561,370 |
| Hawaii        | 1,430                             | 4,420                            | \$30,911,100                |  | Oklahoma                          | 7,430                            | 23,140                         | \$161,368,770 |
| Idaho         | 3,460                             | 10,810                           | \$75,273,690                |  | Oregon                            | 4,900                            | 15,200                         | \$106,281,310 |

|                 |         |           |                 |  |                |        |         |               |  |
|-----------------|---------|-----------|-----------------|--|----------------|--------|---------|---------------|--|
| Illinois        | 20,120  | 62,490    | \$436,497,860   |  | Pennsylvania   | 13,330 | 41,270  | \$288,869,510 |  |
| Indiana         | 10,680  | 33,160    | \$231,665,410   |  | Rhode Island   | 800    | 2,420   | \$17,161,200  |  |
| Iowa            | 6,950   | 21,710    | \$151,136,000   |  | South Carolina | 6,470  | 20,130  | \$140,455,970 |  |
| Kansas          | 7,200   | 22,470    | \$156,493,400   |  | South Dakota   | 2,140  | 6,670   | \$46,451,940  |  |
| Kentucky        | 6,300   | 19,540    | \$136,583,620   |  | Tennessee      | 10,530 | 32,850  | \$228,819,010 |  |
| Louisiana       | 6,760   | 20,980    | \$146,683,870   |  | Texas          | 40,110 | 125,000 | \$871,322,210 |  |
| Maine           | 1,800   | 5,570     | \$38,996,100    |  | Utah           | 6,590  | 20,540  | \$143,195,450 |  |
| Maryland        | 6,210   | 19,250    | \$134,566,700   |  | Vermont        | 1,000  | 3,100   | \$21,705,250  |  |
| Massachusetts   | 5,460   | 16,680    | \$117,783,060   |  | Virginia       | 12,120 | 38,590  | \$265,531,830 |  |
| Michigan        | 14,260  | 44,150    | \$309,076,220   |  | Washington     | 9,000  | 27,960  | \$195,339,760 |  |
| Minnesota       | 7,830   | 24,260    | \$169,654,660   |  | West Virginia  | 2,880  | 8,960   | \$62,581,740  |  |
| Mississippi     | 5,140   | 15,990    | \$111,560,420   |  | Wisconsin      | 10,770 | 33,490  | \$233,729,770 |  |
|                 |         |           |                 |  | Wyoming        | 570    | 1,710   | \$12,173,900  |  |
| TEN YEAR TOTALS | 416,060 | 1,293,270 | \$9,029,725,750 |  |                |        |         |               |  |



**AAA Projects Prevention of 1.5 Million Crashes  
and Savings of Over \$9 Billion Through Nationwide  
Adoption of Graduated Driver Licensing Laws;  
Improved Driver Education Targeted Next**

Washington, D.C. - 6/5/2001 -- Citing a recent statistical analysis of state Graduated Driver Licensing (GDL), AAA today projected the U.S. could lower tremendous human and economic costs over the next decade by reducing the number one killer of teens – motor vehicle crashes.

The most effective GDL law, and one that AAA endorses, could account for up to 1.5 million fewer crashes, 500,000 fewer injuries, and 500 fewer deaths for 16 to 17-year-old drivers and over \$9 billion in savings over a ten-year period. AAA projections are based on injury and crash data from the National Highway Traffic Safety Administration. The AAA findings conclude that three key provisions are most effective in reducing teen crashes: nighttime driving restrictions, passenger restrictions, and incentives for staying crash and conviction free. AAA also said that learner's permit provisions play an important role in preventing crashes. States with strong GDL laws can expect a 15% reduction in crashes and 15% reduction in injuries and a 2.5% reduction in teen deaths.

The findings were released as part of a progress report on AAA's Licensed to Learn: A Safety Program for New Drivers. Launched nationally in 1997, Licensed to Learn is the most comprehensive program nationwide to curb novice driver crashes. LTL advocates an integrated system for raising public

-more-

awareness about teen crashes and improving state licensing laws through passage of GDL. Additionally, LTL advocates focusing attention on the need to improve the quality and availability of driver education and training through uniform national curriculum standards and instructor qualifications.

Since the introduction of Licensed to Learn, the number of states with GDL laws has climbed from 8 to 44, plus the District of Columbia, due to AAA's involvement. In releasing the findings, Susan Pikrallidas, AAA's Vice President of Public Affairs, credited the dramatic increase to dedicated efforts at the state level.

She cautioned, however, that there is still much to accomplish. "We want the strongest laws possible. That is why today, AAA and its partners ask all states to examine their GDL measure and to make the necessary changes that we now know will make a difference," Pikrallidas said.

As North America's largest motoring and leisure travel organization, AAA provides its members with travel, insurance, financial and automotive-related services. Since its founding in 1902, the not-for-profit, fully tax-paying AAA has been a leader and advocate for the safety and security of all travelers.

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## Graduated Driver Licensing (GDL)

Note: References shown by number in parenthesis following statistic. Full references listed at end.

### Overall Effectiveness:

- With varying lengths of learner phases (LPs), studies have shown that GDLs are effective in reducing teen crash rates:
  - California: 5% reduction with 6 week LP (1)
  - San Diego, California: 20% reduction with 6 month LP (2)
  - Connecticut: 22% reduction with 3-6 month LP (3)
  - Kentucky: 32% reduction with 180 day LP (4)
  - Michigan: 25% reduction with 50 hour LP (5)
  - Ohio: 11% reduction with 6 month LP (6)
  - New Zealand: 7% reduction with 6 month LP (7)
  - North Carolina: 27% reduction with 12 month LP (8)
  - Nova Scotia: 24% reduction with 6 month LP (9)
- GDL has also been shown to be effective in reducing injury/fatality crash rates:
  - Michigan: 24% reduction (5)
  - Florida: 11% reduction (10)

### Passenger Restrictions (PRs):

- Compared to other age groups, fatal crashes are more likely to occur when 16- and 17-year-old drivers had male passengers, passengers aged 20 to 29, and teenaged passengers (11)
- For drivers aged 16 and 17, the risk of death per 10 million trips with 3 or more other passengers was more than 2 and ½ times greater when compared to without passengers (11)
- 16-year-old drivers with passengers, compared to drivers of aged 30-59 with passengers, were 4.72 times more likely to be involved in a fatal crash (12)
- New Zealand: After PRs were implemented, a 9% reduction in proportion of crashes involving teens resulted (13)
- San Diego, California: Passenger injuries per licensed driver decreased by 23% after implementation of PRs (2)

### Night Restrictions (NRs):

- North Carolina: With NRs at 9 pm, total crashes for 16-year-old drivers decreased by 47% at night (8)
- Florida: With NRs at 11 pm, night crashes for 16-year-olds decreased 17% (10)
- Michigan: With NRs from midnight to 5 am, there was a 53% reduction in night crashes for 16-year-olds (5)
- New Zealand: After NRs were imposed at 10 pm, a 37% reduction in night crashes occurred for 16-year-olds (7)

## References

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11. Chen L, Baker S, Braver ER, Li G. Carrying Passengers as a risk factor for crashes fatal to 16- and 17-year-old drivers. JAMA 2000; 283: 1579-1582.
12. Preusser DF, Ferguson SA and Williams AF. The Effect of Teenage Passengers on the Fatal Crash Risk of Teenage Drivers. *Accid Anal Prev* 1989; 30:217-222.
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**State Graduated Driver Licensing Laws**  
(As of October 2003)

| State                   | Learner Stage   |                         | Intermediate Stage  |  |   | Full/Unrestricted | Certified Driving                                       |
|-------------------------|-----------------|-------------------------|---|--|---|-------------------|---|
|                         | Minimum Age     | Holding Period (Months) | Minimum Age   | Nighttime Driving Restriction <sup>1</sup> | Passenger Restriction   | Minimum Age       | Number of Hours (night time hours)                      |
| Alabama                 | 15              | 6 <sup>2</sup>          | 16  | Midnight to 6:00 a.m.                      | None  | 17 and 6 months   | 30<br>Waived for students enrolled in Driver Education. |
| Alaska                  | 14              | 6                       | No intermediate stage.  |  |   |                   |   |
| Arizona                 | 15 and 7 months | 5                       | No intermediate stage.  |  |   |                   | 25 (5)  |
| Arkansas <sup>3</sup>   | 14              | 6                       | Intermediate state has no night or passenger restrictions. <sup>4</sup> |  |   |                   |   |
| California <sup>5</sup> | 15              | 6                       | 16  | Midnight to 5 a.m.                         | First 6 months no passengers younger than 20 unless supervised by a 25-year-old driver. Second 6 months no passengers between midnight-5 a.m., unless supervised by 25-year-old driver (family members exempt). | 17                | 50 (10)   |



|                                 |                     |   |                    |  |  |                     |         |
|---------------------------------|---------------------|---|--------------------|--|--|---------------------|---------|
| <b>Colorado</b>                 | 15                  | 6                                       | 16                 | Midnight to 5 a.m.   | None <sup>6</sup>  | 17                  | 50 (10) |
| <b>Connecticut</b>              | 16                  | 4 w/<br>Driver Ed<br>6 w/o<br>Driver Ed | 16 and 4<br>months | None   | First 3 months no<br>passengers. Second 3<br>months no passengers<br>(family members exempt)   | 17                  |         |
| <b>Delaware<sup>7</sup></b>     | 15 and 10<br>months | 6                                       | 16 and 4<br>months | 9 p.m. to 6<br>a.m.  | No more than 2 teen<br>passengers  | 16 and 10<br>months |         |
| <b>District of<br/>Columbia</b> | 16                  | 6                                       | 16 and 6<br>months | Sept. - June 11<br>p.m. to 6 a.m.<br>on weeknights<br>and midnight to<br>6 a.m. on<br>weekends. July<br>- Aug. midnight<br>to 6 a.m. | First 6 months no<br>passengers unless<br>supervised by 21-year-old<br>driver (family members<br>exempt). Thereafter, no<br>more than 2 passengers<br>under 21 (family members<br>exempt). | 18                  | 50 (10) |
| <b>Florida<sup>8</sup></b>      | 15                  | 12                                      | 16                 | 11 p.m. to 6<br>a.m. (16)<br>1 a.m. to 5<br>a.m. (17)  | None   | 18                  | 50 (10) |



|                               |                 |    |                                |   |  |                 |  |
|-------------------------------|-----------------|----|--------------------------------|---|--|-----------------|--|
| <b>Georgia</b> <sup>9</sup>   | 15              | 12 | 16                             | Midnight to 6 a.m.  | First 6 months no passengers (family members exempt). Thereafter, no more than 3 passengers younger than 21 (family members exempt). | 18              | 40 (6) (20,6 at night with Driver Education) |
| <b>Hawaii</b>                 | 15 and 6 months | 3  | No intermediate license stage. |   |  |                 |  |
| <b>Idaho</b>                  | 14 and 6        | 4  | 15                             | sunset to sunrise   | None   | 16              | 50 (10)                                      |
| <b>Illinois</b> <sup>10</sup> | 15              | 3  | 16                             | 11 p.m. to 6 a.m. (Sun. - Thu.)<br>Midnight to 6 a.m. (Fri. and Sat.) | First 6 months no more than 1 passenger younger than 20 (family members exempt).   | 17              | 25   |
| <b>Indiana</b> <sup>11</sup>  | 15              | 2  | 16 and 1 month                 | 1 a.m. - 5 a.m. (Fri. and Sat.)<br>after 11 p.m. (Sun. - Thu.)        | First 3 months no passengers unless supervised by 21-year-old driver.  | 18              |  |
| <b>Iowa</b> <sup>12</sup>     | 14              | 6  | 16                             | (Sun. - Thu.)<br>12:30 a.m. - 5 a.m.                                  | None   | 17              | 30 (4)                                       |
| <b>Kansas</b>                 | 14              | 6  | No intermediate license stage. |   |  | 14 and 6 months | 50 (10)                                      |
| <b>Kentucky</b> <sup>13</sup> | 16              | 6  | No intermediate license stage. |   |  | 16 and 6 months |  |



|                                    |                 |   |                  |                    |   |                 |                                |
|------------------------------------|-----------------|---|------------------|--------------------|---|-----------------|--------------------------------|
| <b>Louisiana</b>                   | 15              | 3 | 16               | 11 p.m. to 5 a.m.  | No passenger restriction from 5 a.m. to 11 p.m. <sup>14</sup>   | 17              |                                |
| <b>Maine</b>                       | 15              | 6 | 16 <sup>15</sup> | Midnight to 5 a.m. | First 180 days no passengers unless supervised by 20-year-old driver (family members exempt).                 | 16 and 6 months | 35 (5)                         |
| <b>Maryland</b> <sup>16</sup>      | 15 and 9 months | 4 | 16 and 1 month   | Midnight to 5 a.m. | None  | 17 and 7 months | 40                             |
| <b>Massachusetts</b> <sup>17</sup> | 16              | 6 | 16 and 6 months  | Midnight to 5 a.m. | First 6 months no passengers younger than 18 unless supervised by 21-year-old driver (family members exempt). | 18              | 12                             |
| <b>Michigan</b> <sup>18</sup>      | 14 and 9 months | 6 | 16               | Midnight to 5 a.m. | None  | 17              | 50 (10)                        |
| <b>Minnesota</b> <sup>19</sup>     | 15              | 6 | 16               |                    | None <sup>6</sup>   | 17              | 40 (10)                        |
| <b>Mississippi</b>                 | 15              | 6 | 15 and 6 months  | 10 p.m. to 6 a.m.  | None  | 16              |                                |
| <b>Missouri</b> <sup>20</sup>      | 15              | 6 | 16               | 1 a.m. to 5 a.m.   | None <sup>6</sup>   | 18              | 20                             |
| <b>Nebraska</b> <sup>21</sup>      | 15              |   | 16               | Midnight to 6 a.m. | None  | 17              | 50 in lieu of Driver Education |



|                                |                 |         |                 |                    |  |                 |         |
|--------------------------------|-----------------|---------|-----------------|--------------------|--|-----------------|---------|
| <b>Nevada</b>                  | 15 and 6 months | 90 days | 15 and 9 months | None               | If younger than 16, the first 90 days no passengers under 18. If between 16 and 17, the first 60 days no passengers younger than 18. If between 17 and 18, the first 30 days no passengers under 18 (family members exempt). | 16              |         |
| <b>New Hampshire</b>           | 15 and 6 months | 3       | 16 and 3 months | 1 a.m. to 5 a.m.   | First 6 months no more than 1 passenger younger than 25 unless supervised by a 15-year-old driver (family members exempt).   | 18              | 20      |
| <b>New Jersey<sup>3</sup></b>  | 16              | 6       | 17              | Midnight to 5 a.m. | No more than 1 passenger. Unless supervised by driver at least 21 (family members exempt).   | 18              |         |
| <b>New Mexico<sup>22</sup></b> | 15              | 6       | 15 and 6 months | Midnight to 5 a.m. | No more than 1 passenger under 21 (family members exempt).   | 16 and 6 months | 50 (10) |



|                                    |                 |                |                                |                  |   |                             |         |
|------------------------------------|-----------------|----------------|--------------------------------|------------------|---|-----------------------------|---------|
| <b>New York</b>                    | 16              | Up to 6 months | 16 and 6 months                | 9 p.m. to 5 a.m. | No more than 2 passengers younger than 21 unless supervised by 21-year-old driver (family members exempt).  | 18 (17 w/ Driver Education) | 20      |
| <b>North Carolina<sup>23</sup></b> | 15 and 6 months | 12             | 16                             | 9 p.m. to 5 a.m. | No more than one passenger younger than 21 (family members exempt).<br>If a family member younger than 21 is already a passenger then no other passengers younger than 21 who are not family members. | 16 and 6 months             |         |
| <b>North Dakota<sup>24</sup></b>   | 14 and 3 months | 6              | No intermediate license stage. |                  |   | 14 and 9 months             |         |
| <b>Ohio<sup>25</sup></b>           | 15 and 6 months | 6              | 16                             | 1 a.m. to 5 a.m. | None  | 17                          | 50 (10) |



|                                  |   |   |                 |                    |  |                              |                               |
|----------------------------------|---|---|-----------------|--------------------|--|------------------------------|-------------------------------|
| <b>Oklahoma</b>                  | <ul style="list-style-type: none"> <li>• Age 15, student may drive but only with a driver ed. instructor in front seat accompanying the student. No student license required.</li> <li>• Age 15 and 1/2, a driver ed (D-E) student may drive but only with another driver at least 21 years of age in front seat with student.</li> <li>• Age 16, D-E student may apply for full, unrestricted license, if there have been no tickets issued nor crashes recorded.</li> <li>• Age 16, NON D-E student may apply for restricted license which allows him or her to drive during daylight hours and at night but only to and from work, school and church-related functions. May have one passenger and family members. If one or both parents are in vehicle too, may have more than 1 non-family passenger.</li> <li>• Age 16 and 1/2, NON D-E student may apply for full unrestricted license if there have been no tickets issued nor crashes recorded.</li> <li>• Age 17, students may apply for unrestricted license regardless of past licensure.</li> </ul> |   |                 |                    |  |                              |                               |
| <b>Oregon</b>                    | 15  | 6 | 16              | Midnight to 5 a.m. | First 6 months no passengers under 20. Second 6 months no more than 3 passengers under 20 (family members exempt). | 17                           | 50 (100 w/o Driver Education) |
| <b>Pennsylvania<sup>26</sup></b> | 16  | 6 | 16 and 6 months | 11 p.m. to 5 a.m.  | None   | 17 (18 w/o Driver Education) | 50 (10)                       |
| <b>Rhode Island<sup>27</sup></b> | 16  | 6 | 16 and 6 months | 1 a.m. to 5 a.m.   | None   | 17 and 6 months              | 50 (10)                       |



|                                     |                 |                           |   |  |  |                 |         |
|-------------------------------------|-----------------|---------------------------|---|--|--|-----------------|---------|
| <b>South Carolina</b> <sup>28</sup> | 15              | 6                         | 15 and 6 months                                       | 6 p.m. to 6 a.m. EST<br>8 p.m. to 6 a.m. EDT | No more than 2 passengers unless supervised by driver at least 21 (family members and students to and from school exempt). | 16 and 6 months | 40 (10) |
| <b>South Dakota</b> <sup>29</sup>   | 14              | 6 (3 w/ Driver Education) | 14 and 6 months (14 and 3 months w/ Driver Education) | 8 p.m. to 6 a.m.                             | None   | 14 and 9 months | 40      |
| <b>Tennessee</b>                    | 15              | 6                         | 16  | 11 p.m. to 6 a.m.                            | No more than 1 passenger unless supervised by 21-year-old driver (Family members exempt).                                  | 17              | 50 (10) |
| <b>Texas</b>                        | 15              | 6                         | 16  | Midnight to 5 a.m.                           | No more than 1 passenger under 21 (family members exempt).   | 16 and 6 months | None    |
| <b>Utah</b>                         | 15 and 9 months | None                      | 16  | Midnight to 5 a.m.                           | First 6 months no passengers under 21 (family members exempt).   | 16 and 6 months | 30 (10) |



|                      |                 |    |                 |   |   |                 |   |
|----------------------|-----------------|----|-----------------|---|---|-----------------|---|
| <b>Vermont</b>       | 15              | 12 | 16              | None  | First 3 months no passengers unless supervised by driver at least 25. Second 3 months same as first 3 months (family members exempt). | 16 and 6 months | 40 (10)   |
| <b>Virginia</b>      | 15 and 6 months | 9  | 16 and 3 months | Midnight to 4 a.m.                            | First 12 months no more than 1 passenger under 18. Until age 18 no more than 3 passengers under 18 (family members exempt).           | 16              | 40 (10)   |
| <b>Washington</b>    | 15              | 6  | 16              | 1 a.m. to 5 a.m.                              | First 6 months no passengers under 20 (family members exempt). Second 6 months no more than 3 passengers under 20.                    | 17              | 50 (10)   |
| <b>West Virginia</b> | 15              | 6  | 16              | 11 p.m. to 5 a.m.                             | No more than 3 passengers younger than 19.  | 17              | 30<br>None if a driver education course is completed. |
| <b>Wisconsin</b>     | 15 and 6 months | 6  | 16              | First 9 months or until 18 midnight to 9 a.m. | First 9 months or until 19 no more than 1 passenger (family members exempt).  | 19              | 30 (10)   |



- <sup>1</sup> Most states make exemptions to allow teens to drive to and from work and/or official school functions.
- <sup>2</sup> Teens must be 16 to be eligible for an intermediate license.
- <sup>3</sup> Must maintain a conviction-free driving record and be free of drug, alcohol, seat belt and other safety law violations for six months preceding the date of application for an unrestricted license.
- <sup>4</sup> Intermediate phase prohibits licensees under 18 from transporting passengers who are unrestrained. Applicants for an intermediate license must be crash and conviction free for six months.
- <sup>5</sup> Requires teens who had their license suspended to complete a juvenile driver improvement program before being re-issued a license. Requires a 90-day suspension of permit and/or probationary driver's license of a teen who commits two moving violations prior to reaching age 18.
- <sup>6</sup> No more passengers than belts and/or all passengers must wear their seat belt.
- <sup>7</sup> Teens who violate the rules/restrictions are subject to a two-month suspension for the first offense and a four-month suspension for all future offenses.
- <sup>8</sup> Drivers under 18 can lose their license if they receive four points on their driving record within a 12-month period. Driving privileges will be restricted to business purposes only for 12 months or until they turn 18. If a driver receives additional points during this restricted phase, the restriction will be extended 90 days for each additional point. All restrictions are withdrawn on the licensee's 18 birthday if no other grounds for restriction exist.
- <sup>9</sup> Teens must be crash and conviction free for 12 months before moving to stage two and 12 months before being eligible for a stage three license. Teens whose licenses have been suspended may have to take a defensive driving course before being issued another license.
- <sup>10</sup> First traffic conviction before age 18 results in a written warning. Second conviction is a minimum 30-day license suspension. Suspended drivers must attend a remedial driver education course. Drivers between the ages of 18 and 20 are subject to a 30-day license suspension for two traffic convictions within a 24-month period.
- <sup>11</sup> To be eligible for an unrestricted license, teens must not have more than two traffic violations or be at-fault in two crashes within the 12 months preceding the application.
- <sup>12</sup> Must be accident, conviction and license suspension free for six months before being eligible for a stage two license. To be eligible for a stage three license teens must remain accident, conviction and suspension free for 12 months. Teens convicted of moving violations or involved in crashes may be subject to remedial driver improvement action.
- <sup>13</sup> Teens 18 and under face license suspension and/or probation for the accumulation of seven points for moving violations (twelve points for other drivers).
- <sup>14</sup> Intermediate license holders may only drive from 11 p.m. to 5 a.m. if accompanied by a supervising driver and during that time may only carry passengers who are members of their immediate family.
- <sup>15</sup> 24 months or until age 21.
- <sup>16</sup> Applies to all novice drivers. Teens must be crash and conviction free for four months before applying for a stage two license and 18 months before applying for a stage three license.
- <sup>17</sup> Teens must be crash and conviction free for six months before progressing to stage two. Six months license suspension for second speeding violation. Twelve month license suspension for third speeding offense.
- <sup>18</sup> Teens must be free from conviction/civil infractions, license suspension and/or crashes for 90 days before being eligible for a stage two license. Teens must also be free of moving violations, at-fault crashes and violations of any GDL provision for 12 months before being eligible for a stage three license.
- <sup>19</sup> Teens must remain moving and substance violation free for six months before being eligible for a stage two license and 12 months for a stage three license.
- <sup>20</sup> Must remain free of point assessed traffic violations and alcohol-related enforcement contacts for 12 months to be eligible for a stage three license. Any stage two license holder accumulating six or more points may be required to complete a driver improvement course.
- <sup>21</sup> To be eligible for a stage three license, teens must not accumulate more than three points against their license for 12 months preceding the application.
- <sup>22</sup> Must be violation free and alcohol and drug violation free for 90 days before applying for a stage three license.
- <sup>23</sup> Teens must be moving and seat belt violation free for six months before being eligible for a stage two license. Teens must also be moving and seat belt violation free for six months before applying for a stage three license.
- <sup>24</sup> Minors may have their licenses suspended for accumulating five or more license points or for committing an alcohol-related offense while operating a motor vehicle. Minors may be required to complete a driver improvement class.
- <sup>25</sup> Teens may have licenses suspended for at least 90 days after two traffic citations and for a year after three citations.
- <sup>26</sup> Teens under 18 may have their licenses suspended for traveling 25 mph or more over the speed limit and accumulating six or more points. The first offense results in a 90-day suspension and the second offense a 120-day suspension.
- <sup>27</sup> Teens must be free of moving and seat belt violations for six months before being eligible for stage two and stage three licenses.
- <sup>28</sup> Must be free of traffic convictions for six months before applying for a stage three license. May also have permit or restricted license suspended for six months as a result of one or more traffic offenses totaling six or more points.
- <sup>29</sup> Teens must be traffic violation free for six months before progressing to stage two. Teens under 16 are subject to a 30-day license suspension for the first traffic violation. A second conviction may result in a license suspension until age 16.



## News Release

For Immediate Release  
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**DESPITE STRONG PUBLIC SUPPORT, ALASKA DOES  
NOT HAVE MOST EFFECTIVE MEASURE TO REDUCE  
TEEN CRASHES. SAYS AAA ALASKA**

ANCHORAGE, Alaska, January 22 – Nearly three-quarters (74 percent) of Americans support laws limiting the number of teenage passengers who may ride with inexperienced teen drivers, according to a nationwide poll released today by AAA, yet just half of states have these lifesaving laws. Crash data show that passenger restriction laws, an important component of Graduated Driver Licensing systems (GDL), are the most effective way to reduce teen crashes, deaths and injuries.

"There is a current misconception that parents will find the teen passenger restriction law burdensome because parents typically designate the teen as the chauffeur to the younger siblings," said Charity Watt Levis, AAA Alaska spokesperson. "The reality is that parents are willing to wait an additional 30 days to six months longer to ensure the teenager will have the best opportunity to drive safely."

The survey also found that most adults (73 percent) think that public officials should do more to improve the safety of drivers between the ages of 15 to 19. Motor vehicle crashes are the leading cause of death for people 15 to 20 years of age.

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Currently forty-nine states and the District of Columbia have some form of a Graduated Drivers Licensing law (GDL). GDL laws help novice drivers learn to drive by controlling their progression towards full unrestricted driving. However, half the states, including Alaska, still do not have the most effective components of a GDL law – passenger restrictions, late night driving restrictions and behind the wheel training.

California, where the first significant teen passenger restrictions took effect in 1999, teen passenger deaths and injuries have dropped by 23 percent. One study showed that inexperienced teens driving with one teen passenger nearly doubled their fatal crash risk; having two or more passengers increased their crash risk five-fold compared with driving alone.

"AAA expects to push for passenger restrictions and other components that strengthen GDL laws in at least 33 states this year including Alaska," said Watt Levis. "Our efforts during the last decade have led to nearly every state having some form of a GDL law, but there is still much work to do in making these laws stronger. We must remember that motor vehicle crashes are the greatest danger that teenagers face."

Opinion Research Corporation conducted the national telephone poll on December 4 through 7, 2003 for AAA. The survey sampled the opinions of 1,005 adults, with a margin of error of plus or minus 3.1 percent.

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