

ALASKA LEGISLATURE COMMITTEE BILL FILES - 1987 - 1988 8879

SB 95 cont., SB 95-H *Law. Finance* 41

Number 443

Mr. Bill Brown with the Division of Motor Vehicles said that the department is neutral on the bill. The main concern they have is with the 15 year time period in which someone wouldn't have to come into the office where they could be physically observed nor do they have to take the reading test.

The main concern then is with the health and vision of the person. If the committee is going to move this out, they would recommend it would be a one year, one time renewal rather than a 2 time renewal.

The other recommendation would be to have an effective date of at least January 1, 1988 to allow for the planning and programming time necessary.

Number 458

Senator Josephson recommended that the Chambers of Commerce and merchants be asked their feeling on this bill because of the fact that the identifications they rely on could be affected.

Number 470

Senator Faiks asked if language could be worked up so it would be made revenue neutral or maybe even a little money raiser.

Number 474

Senator Abood suggested Senator Kerttula's staff work this up since it is his bill. The Senator said he would consider putting out a committee substitute.

Number 484

Meeting was adjourned at 2:08 p.m.

Alaska State Legislature

Senate Advisory Council



P.O. Box V
State Capitol
Juneau, Alaska 99811
Phone: (907) 465-3114

MEMORANDUM

TO: Senator Kerttula
Alaska State Legislature

ATTN: Beth Kerttula

FROM: Lee Ann Lucas *pl*
Senate Advisory Council

DATE: February 26, 1987

RE: Renewal by Mail of Driver Licenses
Research Request 87-003173

I contacted Mr. Jerry Holman, Division of Motor Vehicles, who is Program Director for Arizona's renewal by mail program which went into effect January 1, 1987.

Mr. Holman related that the program has presently generated 57,000 applications and he expects it to generate 200,000 applications by the end of the year. Mr. Holman stated that Arizona had looked at California's demonstration program prior to implementing a program; however, Arizona did not model their legislation after California.

Mr. Holman pointed out that Subsection A, paragraph 5 of ARS 28.426.01 (copy attached) has been extended to include vision testing at any state motor vehicle office due to complaints by individuals who do not want to or cannot afford to spend the money to have a vision test by a licensed ophthalmologist, optometrist or physician.

I have asked Mr. Holman to send relevant information on the program as well as any background materials on the enacting legislation. I will make copies available to you as soon as they are received.

LAL:lal
Attachment

TRANSPORTATION

TRANSPORTATION

§ 28-426.01

... of a violation of the... shall be entitled to... provisions of this chapter... or vehicle in any manner... used to him.

...es, see § 13-801 et seq... risonment, see § 13-701 et

...ion by mail

...operator's or chauffeur's... the applicant's birthday.

...six months prior to the... res four years from the... require an examination of

...chauffeur's license expires... to renew his operator's or... te of his discharge from

...operator's or motorcycle... of this state at the time the... riod to last at least thirty... not extend the expiration... by the applicant of the fee... of extension which is valid... In addition, applicants for

...pplicants, except that the

...n § 28-205, the department... license of a spouse or child... armed forces of the United... photograph of the licensee... applicant would be denied a... in this state. In addition,

...ants. § 3. Laws 1984, Ch. 31, § 2

...standing the provisions of... na Revised Statutes, the director... of transportation, in order to... of the four year license provided

for in § 3 of this act and to avoid uneven workloads in calendar years 1986, 1987 and 1988 may issue or renew licenses for three years in accordance with the following schedule:

Calendar Year	Not to Exceed
1984	75%
1985	50%
1986	25%

"B. The director of the department of transportation may enact rules which will establish a random basis for selection of applicants to be issued a three year license so as to distribute the

renewal workload as uniformly as practicable throughout the twelve months of the calendar year.

"D. The provisions of this section expire from and after December 31, 1986."

1977 Reviser's Note:

In the section heading "; renewal" was inserted pursuant to authority of § 41-1304.02.

Library References

Automobiles ¶136.

C.J.S. Motor Vehicles §§ 21, 146 et seq.

§ 28-426.01. Driver's license; renewal by mail; application; eyesight standards; rules; violation; classification

A. On payment of the fee prescribed in § 28-205, the department may renew by mail the operator's or motorcycle operator's license of a person who meets all of the following requirements:

1. Has not been convicted of a moving traffic violation pursuant to chapter 6 of this title¹ for the four years immediately preceding the determination of eligibility for renewal under this section.
2. Has not had his license suspended, revoked, cancelled or denied according to the records of the department for the four years immediately preceding the determination of eligibility for renewal under this section.
3. Is renewing the license for the same class of license currently held.
4. Is not seventy years of age or older.
5. If sixty years of age or older, has presented or mailed to the department on a form prescribed by the department a report based upon an examination not more than three months prior to the date of its submission of the applicant's eyesight by an ophthalmologist, optometrist or physician licensed to practice medicine.
6. Has been issued a driver's license for at least seven years, the last three years of which have been issued by this state.
7. The license issued by this state has not been renewed by mail in the last four years immediately preceding the expiration of the current license.

B. The department shall notify persons meeting the requirements of subsection A of this section that they may renew their license by mail and shall enclose an application in the form prescribed by the director. If renewing by mail, the applicant shall complete and return the application to the department.

C. The department shall issue a certificate of renewal to those applicants qualifying which shall include the applicant's name, date of birth, address, driver's license expiration date, number of the license renewed and other information as the department requires. The certificate is not valid until it is signed by the applicant and attached to the last license issued by this state which contains the photograph of the applicant.

D. The department shall decide whether in each case the eyesight reported pursuant to subsection A, paragraph 5 of this section is sufficient to meet current eyesight standards.

E. An ophthalmologist or optometrist licensed to practice in this state who examines a person licensed under this article and determines that such a person does not meet the standards set by the medical advisory board pursuant to § 28-433 shall notify the director of such failure to meet the standards. Upon receipt of such a notification, the director shall promptly notify the individual that his eyes must be examined within ten days of notification as prescribed by the director. If the individual fails the eye examination or fails to report for the eye examination, his license shall be revoked until such time that he passes the examination.

F. The department may promulgate rules for the issuance of the renewals of licenses under this section as it deems necessary for the safety and welfare of the traveling public.

G. Notwithstanding § 13-2704, a person who makes a false certification on an application permitted under this section is guilty of a class 1 misdemeanor.

Added by Laws 1986, Ch. 308, § 3, eff. Jan. 1, 1987.

¹Section 28-601 et seq.

Effective January 1, 1987

For delayed effective date of provision of Laws 1986, Ch. 308, see Historical Note following § 16-112.

1986 Reviser's Note:

Pursuant to authority of § 41-1304.02, in the heading of this section "eyesight standards;" was added following "application;"

§ 28-427. Notice of change of address or name

Cross References

Service of notice of suspension, revocation, or cancellation of operator's or chauffeur's license, see § 28-453.

Law Review Commentaries

Name change, minors. 18 Ariz.L.Rev. 725 (1976).

§ 28-428. Records to be kept by department

A. The department shall file every application for a license received by it and shall maintain suitable indexes containing, in alphabetical order:

1. All applications denied and on each application a note of the reasons for the denial.
2. All applications granted.
3. The name of every licensee whose license has been suspended or revoked by the department and after each name a note of the reasons for the action.

B. The department shall also file all abstracts of court records of convictions received by it under the laws of this state and in connection therewith maintain convenient records or make suitable notations in order that an individual record of each licensee showing the convictions of the licensee and the traffic accidents in which he has been involved is readily ascertainable and available for the consideration of the department upon an application for renewal of license and at other suitable times.

C. The department shall maintain all such records for a period of five years after the application, suspension, revocation or abstract of a court record of conviction has become inactive.

Amended by Laws 1983, Ch. 66, § 2.

Notes of Decisions

1. Construction and application

In personal injury action wherein motorist and his wife alleged that State breached duty owed to them when motor vehicle department issued driver's license in violation of statute to driver with known history of psychomotor seizure who, while unconscious due to seizure, struck motorist and thereby injured him, substantial fact issue existed as to whether any duty state may have breached was owed to public generally and not to plaintiffs, precluding summary judgment. *Oleszczuk v. State* (1979) 124 Ariz. 373, 604 P.2d 637.

Statutory duties requiring motor vehicle department to keep records of driver's license applications, suspensions of licenses and reasons therefor and convictions and traffic accidents for all licensees and to establish medical advisory board to advise department of medical standards for driver licensing are specific and designed to protect that portion of public using highways. *Id.*

Portion of driver's license application which required applicant to indicate whether he was subject to epilepsy, seizures, or fainting spells was designed to protect persons who might be injured in automobile accident as result of driver suffering such spell. *Id.*

INTERIM REPORT TO THE LEGISLATURE OF THE STATE OF CALIFORNIA

THE EFFECT OF RENEWAL BY MAIL FOR DRIVERS WITH LESS THAN FOUR-YEAR-CLEAN RECORDS

In Accord with Senate Bill No. 483
Chapter 776, 1982 Legislative Session

November 1985



GEORGE E. MEESE
Director

Prepared by Research and
Development Office
CAL—DMV—RSS—85—101

ACKNOWLEDGEMENTS

This study constitutes an interim evaluation of a demonstration program offering license extensions to California drivers with clean 2-year, but not clean 4-year, records. It was mandated by SB 483 (Speraw, 1982). The opinions, findings, and conclusions expressed in the report are those of the author (Mary K. Janke, Research Program Specialist) and not necessarily those of the State of California.

The research was conducted under the general administrative direction and review of Raymond C. Peck, Chief, Research and Development Office of the California Department of Motor Vehicles. Costs of the mail renewal and regular renewal program were furnished by the Department's Division of Driver Safety and Licensing, and were reviewed by the Management and Operations Analysis Office.

Appreciation is expressed to staff who shared in the production of this report, including Melanie Becker, Judy Gunter, Debra Difuntorum, Louie Wong, Mary Lou King, and Fe Arconado.

ABSTRACT

A pilot program was established by SB 483 (Speraw, 1982), authorizing the Director of the California Department of Motor Vehicles (DMV) to renew by mail the licenses of drivers lacking clean 4-year records, but showing clean 2-year records immediately prior to selection. Such drivers constitute about 14% of the renewal population, or almost 500,000 renewees per year. Eligible drivers whose licenses expired during 1983 were subjects in the study, half of them being randomly assigned to a group whose members were sent offers of renewal by mail and the other half being sent standard renewal notices requiring appearance in a field office. Accidents and convictions following the mailout of these documents were tracked for both groups; the present interim report covers an 18-month period subsequent to mailout.

During these 18 months, there was no evidence that the extension program resulted in increased accidents for the group offered renewal by mail as compared to the control group. In addition, there was no significant difference between the groups with respect to subsequent convictions.

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EXECUTIVE SUMMARY

A sequence of legislation has sought, since 1978, to simplify the renewal process in California. Previous programs, authorized by AB 777 (Calvo, 1979) and AB 583 (Calvo, 1978), offered license extensions to drivers whose licenses were expiring and who had clean 4-year records. The program authorized by AB 583 (no longer in existence) offered 2-year extensions to such drivers regardless of age, while the program authorized by AB 777, which is ongoing, offers 4-year extensions to drivers under the age of 70. The authorizing legislation mandated evaluation of the effect of both programs on traffic safety.

The present study was mandated by SB 483 (Speraw, 1982; see Appendix) as an evaluation of a demonstration program authorizing license renewal by mail (the equivalent of license extension) for drivers under the age of 70 with clean 2-year, but not clean 4-year, records. (Drivers with clean 4-year records renew by mail through the ongoing program authorized by AB 777.) Two-year-clean drivers have on their California Department of Motor Vehicles (DMV) records, at the time of selection to receive offers of renewal by mail, no accidents, no convictions, and no failures to appear in court or forfeit bail (FTAs) in connection with traffic violations, during the immediately preceding two years. The intent of the program is to decrease administrative costs and offer increased convenience to the public.

This report contains a review of research literature on the effect of omitting components of the standard renewal process, which includes vision screening and traffic law testing. In general, omission of renewal testing has not been shown to have any great effect on subsequent accident or conviction rates.

The department's final evaluation of the Calvo extension programs (Kelsey, Janke, Peck & Ratz, 1985) is probably the most relevant study included in this literature review. It is highly similar to the present study in conception, although drivers in the Kelsey et al. study, as mentioned above, had clean 4-year prior records. Using random assignment to extension and control groups, the investigators tracked driving records during the 4-year period following mailout of renewal notices or extension offers. There was a

slight (1%) increase in accident involvement over these four years for the extension group as compared to their controls, but the difference did not reach statistical significance.

Method

From October 1982 through September 1983, drivers under the age of 70 whose licenses would expire during 1983 were screened to select those with clean prior 2-year records and no fatal accidents or major convictions during the prior 4 years (requirements of the authorizing legislation). The resulting 496,366 drivers were then randomly assigned, by terminal digit of the driver's license number, either to a control group (N = 248,753) or to a mail renewal (hereinafter called extension) group (N = 247,613). Control drivers were required to undergo the standard in-person license renewal process, including law and vision testing. Extension drivers were allowed to renew their licenses by mail. While about 24% of the group chose to renew in a field office instead, those who indicated that they were eligible for extension had their records checked; their renewal tests were waived if eligibility was established. If they did not claim eligibility they were tested as usual. All such drivers were nevertheless retained in the extension group, to enable generalization to the operational program and because corresponding control-group members could not be identified and removed.

Licensing process variables which could affect program cost and/or traffic safety effect were identified and examined, as were license restrictions relating to corrective lenses or limitations in driving exposure (area, time, etc.). Restrictions were tabulated to determine whether personal contact with DMV personnel at the time of license renewal resulted in significantly more restricted drivers.

The major criterion variables were subsequent accidents and convictions, including FTAs. These variables were measured over the 18 months subsequent to mailout and analyzed by means of analysis of covariance. Differences between the extension and control groups on criterion measures were considered statistically significant if their probability of occurring by chance was less than .10 (10 chances in 100). However, the obtained level of

significance is also reported, since it provides a more informative index of the probabilities associated with the tests of hypotheses.

Results and Discussion

Despite the random assignment of subjects to treatments as described above, the extension group had a slightly worse prior record than the control group, in terms of accidents and convictions. The small difference probably reflects "chance significance," but it justified the inclusion of prior accidents and convictions as covariates in the analysis to adjust for potential bias.

Table 2 on page 16 shows licensing process variables, measured approximately 18 months subsequent to mailout. Extension drivers, in general agreement with the results of Kelsey et al. (1985), had more valid licenses and duplicate licenses, but fewer vision restrictions and vision referrals, than their controls. Extension drivers also had fewer limited-term licenses and fewer reexaminations or hearings on grounds of physical or mental impairment.

These data suggest that small numbers of extension drivers drove with unrestricted or regular-term licenses which would have been restricted or limited had the drivers been required to renew in person. Similarly, a small number of extension drivers escaped reexamination on grounds of impairment. However, it cannot be concluded that these drivers were unaware of their disabilities or failed to compensate for them.

Table 3 on page 19 shows average 18-month subsequent accidents per 100 drivers. The difference between the grand means for the extension and control groups amounts to a 1.7% effect in favor of the extension group. This difference just reached significance at the .10 level ($p = .10$), meaning that there was a 10% chance of obtaining the observed difference if the two programs had equal effects on accidents.

Table 5 on page 23 shows average 18-month subsequent convictions per 100 drivers, including FTAs. The obtained difference did not approach statistical significance.

Because the extension group had fewer accidents than the control group, there was no need to perform a benefit-cost or breakeven analysis.

Conclusion and Recommendations

There is no indication at this point that the savings to the public in reduced program administrative costs due to the Speraw-authorized pilot extension program is offset by an increased cost due to accidents. In fact, there is as yet no evidence for any increase in accidents attributable to the program. Nevertheless, this report is not considered definitive, since it covers only 18 months of post-mailout driving. Before drawing any conclusions regarding long-term program safety, it will be necessary to evaluate these drivers over their full 4-year license terms.

Because results of this interim evaluation were positive, it is recommended that the demonstration program be continued. In light of the brief follow-up period, however, it is also recommended that further expansion of the program to drivers currently ineligible not be made until the full 4-year evaluation has been completed.

INTRODUCTION

Prior to 1979, Californians wishing to renew their driver licenses were required to appear at local Department of Motor Vehicles (DMV) field offices and pass vision screening and written law tests. In rare instances, when the Licensing/Registration Examiner observed behavior that might adversely affect driving ability, they were also required to pass road tests.

In 1979, legislation (AB 583--1978, Calvo) provided that drivers with clean four-year records (about 50% of the California renewal population) could receive a single two-year extension of the driver license. Such drivers have records showing no traffic accidents, no convictions (regardless of point count) of traffic law violations, and no failures to appear in court or pay fines in connection with traffic law violations, for the four years preceding the time of renewal notice generation. The full license renewal fee, \$3.25 at that time, was charged for an extension.

In 1980, further legislation (AB 777--1979, Calvo) modified the extension program. It was now possible for drivers with clean four-year records to receive a single four-year driver license extension, but only if they were under the age of 70. Again, a \$3.25 fee was charged.

The two-year-extension program was superceded by the age-restricted four-year-extension program, an expanded (see below) version of which continues on an ongoing basis as the "renewal by mail" program. Both programs have been experimentally evaluated, and the results (Janke & Kelsey, 1981; Kelsey & Janke, 1983; Kelsey, 1984; Kelsey, Janke, Peck, & Ratz, 1985) showed no statistically significant detrimental effect on traffic safety attributable to the program. That is, "four-year-clean" drivers offered the opportunity to renew their licenses by mail, thus avoiding vision and law testing, did not have driving records significantly poorer than those of similarly eligible drivers who were required to renew in the regular manner. (The 1985 study, which covered four years of driving subsequent to treatment, is discussed in more detail below.)

The extension program was expanded in late 1982 (taking effect for 1983 renewals) to a maximum of two consecutive four-year extensions and to drivers with clean records for at least the preceding two years who were under the age of 70 (SB 483--1982, Speraw; see Appendix). Although the clean-record criterion period was reduced, a driver could not have a fatal accident or major (two-point) conviction on the record covering the four years preceding renewal notice generation. This program as it relates to two- and three-year-clean drivers, sometimes referred to as the Speraw renewal-by-mail demonstration program, is the subject of the present report. For evaluation purposes, all eligible licensees whose driver licenses expired during 1983, and whose driving records were at least two years clean but less than four years clean, were assigned randomly, by terminal digit of the driver license number, either to a mail renewal group or to a control group. Roughly equal numbers of subjects were assigned to each group. The mail renewal group was given the opportunity to renew by mail; the control group was not. Subsequent driving records of both groups are being followed and compared on an ongoing basis. The present report covers 18 months of driving subsequent to treatment, but the monitoring process will continue for a full four years.

The renewal-by-mail program is meant to accomplish the twin objectives of convenience to the public and economy to the department. Therefore the primary question of interest to be answered by the evaluation is whether these benefits are offset by increased accidents attributable to the program.

Any detrimental effect would presumably be mediated by the avoidance of renewal testing. The vision test serves a screening function; when low-vision drivers are identified they must have their vision corrected to a safe level in order to be licensed, and one or more restrictions are imposed on the license. Among drivers aged 50 years or younger, about half of one percent fail to meet the screening standard (with or without corrective lenses), and about two-tenths of one percent are referred to a vision specialist for corrective measures. Among drivers over the age of 50, almost two and one-half percent fail to meet the screening standard, and slightly over two percent are referred to a vision specialist (Kuan, 1984, unpublished data). However, static visual acuity under normal illumination--the only visual function presently tested in California--is only weakly correlated with accident

involvement, although a minimal amount of vision is certainly necessary for driving.

The written test screens out only a negligible proportion of drivers (there are oral and foreign language versions of the test for drivers who do not understand written English), but it serves an educational function in that drivers may study a manual containing rules of the road and safety-related information, which is distributed by the department, prior to taking the test. The possibility of failing the test undoubtedly motivates some applicants to study the manual, and this may lead to reduced accident likelihood. (It should be noted, however, that one California study--Kuan, Peck, & Sadler, 1982--failed to find an increase in accidents during the year following a written test waiver. That study is discussed in more detail below.)

Experimental Evaluations of Renewal Simplification

A study (California Department of Motor Vehicles, 1971) was performed, in response to Assembly Concurrent Resolution 67 (1969 legislative session), to evaluate the effect of (1) sending a congratulatory letter which indicated that the written law test would be waived, (2) sending a congratulatory letter with no promise of a waiver, or (3) neither (no contact), for drivers with clean 37-month records. There was random assignment of such drivers to the three groups. In addition, the study evaluated the effect, relative to a control group, of written-test waiver (no letter) on drivers selected randomly, regardless of driving record. All drivers were required to visit local field offices to pay the fee and take the vision test.

The six-month subsequent driving records of all subjects were examined. For the "good driver" letter/waiver group (members of which had their written tests waived) there was a small but statistically significant decrease in subsequent convictions; although this group also showed a tendency toward being involved in fewer subsequent accidents, the tendency did not approach statistical significance. A congratulatory letter alone had no effect on either the accidents or convictions of "good drivers." Similarly, no differences approached statistical significance for drivers given a written test waiver regardless of record.

The implication of these results is that law testing at license renewal has no particular value. However the study had relatively--for traffic safety research involving drivers with average or better records--few subjects (5,000 drivers per group for the "good driver" comparisons and 3,000 per group for the comparisons involving unselected drivers), combined with a brief follow-up period. Therefore there was little power to detect a small difference.(1) In addition, drivers selected regardless of record did not know that the test was to be waived until they arrived at the field office. Therefore they may have studied for it, and received safety benefits in that way.

Because the six-month follow-up period was perhaps inadequate to reveal true differences among the groups, Kuan, Peck, and Sadler (1982) followed the subjects for a full year subsequent to treatment. For drivers selected as having clean 37-month records, there was a statistically significant detrimental (accident-increasing) effect of the congratulatory letter alone, shown by comparison of the letter-only group to the other two groups. However, there was no significant difference in subsequent accidents between the letter/waiver and no-contact groups. For drivers selected regardless of record, there were no significant differences in subsequent accidents between those who took the test and those who received waivers. For neither population of drivers was there a significant effect on subsequent convictions. It was concluded that waiving the renewal law test had no negative effect on traffic safety.

Harano and Hubert (1974), in response to Senate Concurrent Resolution 104 (1971), evaluated the effect of a one-year license extension for drivers under the age of 56 with clean one-year records, as well as the incentive effect of promising a license extension, conditional on maintaining a clean record (incentive condition). The evaluation incorporated randomly assigned

(1) Traffic accidents are rare and have a large random component; this tends to render what would be a vast number of subjects in other research areas an inadequate number for detecting small but critical effects in traffic safety research. The problem is exacerbated in the case of drivers with relatively clean records.

treatment and control groups drawn from the population of eligibles. For the treatment group without incidents during the prior year there was no statistically significant effect of the extension on convictions in the following year, but, relative to the control group, there was a significant (14%) increase in accidents reported by law enforcement agencies, referred to in the report as "CHP collisions." (Such accidents include all those involving death or injury, and many involving only property damage.) This accident increase was found to be due primarily to drivers with less than three-year-clean records. While there was a nonsignificant tendency for the effect of treatment to vary by renewal year for three-year-clean drivers, with 1972 and 1973 extension-group renewees showing a trend toward increased CHP collisions, no reliable overall program effects on CHP collisions were found for this group. A possible implication of this finding is that there is a point, somewhere between a clean-record criterion of three years and a clean-record criterion of one year, beyond which it may become dangerous to extend the license of a driver meeting the criterion. The relevance of this supposition to the present evaluation is apparent; therefore results here will be given separately for two-year-clean and three-year-clean drivers, as well as for both groups combined.

As mentioned, the Harano and Hubert study also examined the incentive effect of extensions, finding that drivers whose renewal year was 1972 (as opposed to 1973-75) had a statistically significant reduction of 22% in CHP collisions during the year subsequent to notification. The letters notifying study subjects of the possibility of an extension were sent approximately 60 days before the licenses of 1972 renewees expired (Harano, 1985, personal communication), so these drivers had the shortest time lag between receipt of the letter and their next renewal. Drivers in later renewal years showed no incentive effect. However, regardless of the time between notification and renewal, drivers who maintained clean records over the year subsequent to notification and received their extensions showed a highly statistically significant ($p < .005$ for three and one-half months of follow-up) reduction of 33% in such accidents after receiving the extension. It can be hypothesized that these drivers had consciously sought to establish safe driving habits over the preceding year, and that these habits persisted. Thus the incentive aspect of the program seemed to offer much more promise

than did its direct reward aspect, where the reward was not preceded by striving for it. Incentive effects are certainly present in the Speraw renewal-by-mail program, and should increase as the program becomes more widely known. However, the present evaluation is not designed to determine their impact.

Waller, H. and Padgett (1977) evaluated the effects of North Carolina's program of waiving the written test for renewal applicants with no convictions for moving violations during the preceding four years (and no mental or physical conditions that might affect their driving). Study drivers who had their written tests waived under this program apparently might have had any number of recent prior accidents, so long as no conviction was associated with any accident. While the study was quasi-experimental rather than being a true experiment and its results are difficult to interpret, the authors concluded that the program had a detrimental effect on drivers less than 25 years old, and recommended that test waivers not be offered to drivers in this age group. However, the North Carolina eligibility criterion at that time--freedom from moving-violation convictions, but not from accidents--was not the same as the Speraw-authorized program's eligibility criterion, so the relevance of their conclusion to the California program is moot.

Harrington and Ratz (1978), studying the effect of written renewal test waivers for California drivers who had either clean three-year prior records or one accident or conviction during the prior three years, found that the effect of treatment was moderated by classification status. Thus, when drivers of all ages and both sexes were combined, there were no significant treatment effects among those who had been correctly classified as being incident-free or as having one incident during the three-year period. However, there was a significant increase in accidents for drivers wrongly classified as having incident-free records, and a significant increase in convictions for drivers wrongly classified as having only one incident. The reason for these errors in classification was the time lag between occurrence of an incident and update of the driver's record; this time lag can conceivably be reduced but never eliminated.

The Harrington and Ratz finding may represent a Type I error, however; neither the Calvo extension studies (Janke & Kelsey, 1981; Kelsey & Janke,

1983; Kelsey, 1984), nor preliminary data analyses for the present study, showed any increase in accidents or convictions attributable to license extension for wrongly classified drivers. Although their mean accident and conviction rates were considerably higher than those of correctly classified drivers, reflecting the higher risk level of drivers with a recent accident or conviction, there was no evidence that the extension or renewal-by-mail program increased this risk. Therefore, the classification factor is not included in the present study.

Stoke (1978) studied the effect of including manuals and written tests in the Virginia license renewal process. He found no statistically significant effect of this enhanced testing on accidents and convictions during the subsequent six-month period. Power to identify a true difference as significant was low in the Stoke study, and the lack of statistical significance may be attributable to that. A reanalysis of Stoke's data (Peck, 1981; unpublished memo) indicated that the odds favored a beneficial impact of tests and manuals more than no impact ($p < .20$).

Kelsey, Janke, Peck, and Ratz (1985) reported on the effect of the Calvo-authorized license extension programs for four-year-clean drivers over the four years subsequent to mailout of renewal notices and extension offers. For the evaluation of the four-year-extension program (i.e., extension term of four years) there were approximately 366,000 drivers in the extension (offer) group and 40,000 drivers in the control group. Control drivers were required to renew their licenses in the standard manner, taking law and vision tests. Drivers over the age of 69 were not eligible for the four-year program and not represented in the sample.

It was found that the extension group had a slightly (1%) higher accident rate over the four-year period than had the control group, but this difference did not approach statistical significance. In addition, there was no trend in the driving record data over time; extension-group drivers had slightly better records than had their controls during the first and fourth years subsequent to mailout, and worse records during the second and third. This lack of a consistent trend, together with the lack of a significant treatment-by-age interaction (which would have indicated that the effect of

extension depended upon a driver's age), was consistent with an interpretation that the observed nonsignificant difference was due to chance. Specifically, there was no support for an alternative hypothesis that increases in undetected physical disability over time would lead to an accident increase for extended drivers; if such impairment had occurred, one might expect it to have affected older drivers particularly.(2) For drivers of relatively advanced age (70 and above) in the two-year program, it was even the case that Kelsey et al. found a beneficial effect of extension offers, contravening the nonsignificant trend of the program, overall, toward increasing accidents. That is, elderly drivers in the extension group incurred significantly fewer accidents than did their controls, during the two years subsequent to mailout.

With the exception of the Calvo extension studies and that of Harano and Hubert (1974), the studies cited above waived only the written law test. The effects of waiving the written test have not generally been found to be great, although Harrington and Ratz (1978), as mentioned, found some negative effects following a test waiver. Stoke's (1978) evidence can be interpreted as suggesting some value of exposing drivers to the type of material covered in the written test, and McKnight and Green (1977) also found support for the effectiveness of tests and manuals in reducing accidents associated with convictions for renewal applicants. However, it is possible that it is more detrimental to traffic safety to waive the vision test than to waive the law test. Although there is little if any evidence to show that a visual acuity test like California's correlates with accident frequency, the vision screening that exists as part of the renewal process undoubtedly compels some drivers, who otherwise would not bother, to have their vision corrected.

(2) It could on the other hand be argued that drivers in an age range --say, the forties -- at which visual and possibly other bodily functions begin to decline significantly, are most harmed by being excused from renewal testing. Such drivers may be impaired to some degree and not yet be aware of their impairment. There is some evidence to support this view. For subjects in both the two-year and four-year Calvo extension evaluations, the largest negative effects on accidents attributable to the programs were shown for drivers aged 30-50 (Kelsey et al., 1985). However, it should be stressed that these effects were not significant and could easily have been due to chance.

An Oregon study (Rice & Jones, 1984) attempted to find what proportion of renewal applicants had substandard vision. While Oregon drivers at the study date were not required to undergo vision screening when they renewed their licenses, 19 of the state's 60 DMV field offices participated in an evaluation of the addition of vision tests to the renewal process. Applicants could refuse the testing, but not many did so. If they failed, drivers were referred to a vision specialist of their choice.

Almost 5,000 vision screenings were administered. Tests included Oregon's standard original licensing checks on acuity under standard illumination, depth perception, color recognition, phoria, fusion, and visual field, plus an added test of acuity under reduced illumination, failure of which did not affect licensing status.

Of the drivers tested, 2.4% failed the vision screening and were referred to a vision specialist. Nearly all of these vision referrals were made because the driver's visual acuity (even corrected with lenses) did not meet the 20/40 standard. Drivers referred to a specialist were considerably older on the average (67 years) than was the sample of applicants as a whole (43 years). Generally, drivers over 50 years of age and without existing "corrective lens" restrictions were the most likely to require reexamination by a specialist, and the likelihood increased with age. However, these results suggest that over 97% of Oregon drivers, although not screened for vision at renewal, become aware of their visual problems in other ways and correct them adequately. The same is no doubt true of California drivers.

In California, as noted above, about 2.5% of drivers over age 50 and 0.05% of younger drivers fail to meet the screening standard (Kuan, 1984, unpublished data). These are referred to a vision specialist, and many of them have their vision corrected to meet the standard. If this is not possible, they may still be licensed based on evaluation by a Driver Safety Referee.

METHOD

Subject Selection

Drivers whose licenses expired during 1983, and who met the eligibility criteria for renewal by mail with less than a four-year-clean record, were assigned by terminal digit of the license number, odd or even, to the mail-renewal or control group, respectively. (Terminal digit of the license number is essentially random; numbers are assigned sequentially at a current rate of about 20,000 per day.) Drivers eligible for renewal by mail with less than a four-year-clean record make up approximately 14% of the renewal population in California. There were, by the end of 1983, 247,613 drivers in the mail renewal group and 248,753 drivers in the control group. The mail-renewal group will be referred to as the extension group in the following; there is no substantive difference between a renewal accomplished by mail and a license extension accomplished in the same manner.

Once identified, drivers remained in the group to which they had been assigned, regardless of whether or not they renewed their licenses and of whether or not they renewed by mail. (Control group drivers did not have the option of renewing by mail, but drivers in the extension group could renew in a field office rather than by mail.)⁽³⁾ It might be objected that the inclusion of field office renewals in the extension group diluted the effect of the license extension as measured. This may be true, but their inclusion would have invalidated the evaluation, for two reasons. First, drivers who

(3) If such drivers claimed to be eligible for extension, their records were checked and, if eligibility was confirmed, their written and vision tests were waived. Test waiver also followed presentation of the extension statement (offer). If they had no extension statement and did not claim eligibility (for example, because they had not received the statement and were not aware that they were eligible), the tests were not waived. It is not known what percentage of drivers were in the latter group, although the total percentage of extension-group drivers who renewed in field offices was about 24. Even under circumstances where tests could be waived, observation of behavior indicating health problems in the applicants may have led to testing--even, perhaps, including drive testing.

choose to renew in a field office, even though they have been offered the opportunity to renew by mail, may be different from other drivers in ways that affect their subsequent accident and conviction records. Such drivers could have been removed from the extension group but not, of course, from the control group; thus their exclusion could have severely biased the evaluation. This problem was extensively discussed by Peck (1976) in a context of evaluating driver improvement programs. Second, the purpose of the study was to evaluate the license extension program, not the effect of license extension per se. Thus, it was necessary that the results of the evaluation generalize to the program as it operates in practice, with a considerable number of drivers failing to take advantage of the mail renewal offer.

Treatment

Drivers in the extension group were sent statements two months prior to license expiration informing them that they could send the \$10.00 (increased since 1980) fee and renew by mail. It was necessary for them to answer a question on the statement regarding the presence of any disabilities that might affect their driving; if the answer was "yes" the statement was referred to a Driver Safety Referee for further investigation and clearance before mail renewal could be allowed. There was also a reminder on the statement indicating the importance of good vision and suggesting that drivers have their vision checked.

Drivers in the control group were sent standard renewal notices two months prior to license expiration. The renewal notice, which also contained the disability question, was to be presented at the field office when a driver went in to renew his or her license. (Drivers forgetting to bring their renewal notices with them are required to fill out an equivalent form in the office.)

Drivers in the extension group who opted to renew by mail and remitted the fee were sent certificates to be kept with their old licenses, rather than being issued new licenses.

Criterion Measures and Follow-up Period

Total and fatal/injury accidents and convictions of drivers in the two groups were tracked subsequent to the mailout of their extension statements or

renewal notices (hereinafter referred to as "mailout"). The measure of convictions included failures to appear in court, or forfeit bail in lieu of appearance, in connection with traffic violation citations (hereinafter referred to as "FTAs"). The present report covers the first 18 months subsequent to mailout. This actually includes only 15 to 16 months of actual driving record, due to a two- to three-month lag between the occurrence of most accidents and violations and their entry as count abstracts and accidents in the DMV's automated file of driver records. However, this circumstance does not bias the conclusions of the report, since the time lag was the same for extension and control drivers.

Major Statistical Tests

For the major analysis of accidents and convictions/FTAs, 2x2x3x2 analyses of covariance were run using the computer program SPSS ANOVA (Nie, Hull, Jenkins, Steinbrenner, & Bent, 1975). Factors were treatment (extension vs. control), prior record status (prior clean record of 2 years vs. 3 years), age group (under 30, 30 through 50, over 50), and sex. Covariates were prior 2-year accidents and convictions, including FTAs.

The default method was used for the ANOVA (actually, ANCOVA) runs. This is the so-called "classic experimental approach," also frequently used in nonexperimental research, in which sample subgroup sizes typically reflect unequal population subgroup sizes, as for example in the case of the variables age and sex when a sample is randomly drawn from the population. In this method, cell means are weighted according to cell frequencies, to reflect the greater importance of cells with larger frequencies in the aggregated population. It would be appropriate to weight extension and control means equally, of course, and the analysis used did not exactly accomplish that because there were somewhat fewer drivers in the extension than in the control group. However, the sizes of the groups were so large and the difference so small (less than 1%) that this discrepancy would have made no practical difference.

License class was used neither as a covariate nor as a factor in the major analysis, for reasons discussed in Kelsey et al. (1985). It was expected that there would be an excess of class 1 and 2 (heavy commercial vehicle) drivers in the extension group, because they could avoid the relatively

stringent testing needed to renew their commercial licenses. Such an imbalance, which leads to a self-selection bias confounding the interpretation of any findings regarding license class, was found by Kelsey et al. (1985) and was tested for in the present analysis. Although a supplementary ANCOVA using treatment and license class as factors was performed, it is not reported because of the ambiguities mentioned here and discussed more fully in the Results section.

A significance level of $p < .10$ (two-tailed) was used for the purpose of making significance claims.

Analysis of Program Costs and Savings

The program's overall impact on the department was to effect a savings. To help in estimating the amount of this savings, the following variables were tabulated and furnished to the DMV's Division of Driver Safety and Licensing, which was responsible for program costing.

1. Proportion of subjects in the extension group who renewed by mail, renewed in a field office, or did not renew.
2. Proportion of subjects in the control group who renewed in a field office or did not renew.
3. Proportion of subjects in each group who received a duplicate license.
4. Proportion of subjects in each group who received a vision referral.
5. Proportion of subjects in each group who received a limited-term license.
6. Proportion of subjects in each group who had a contact with a Driver Safety Referee because of possible physical or mental impairment.

Unit reducible costs of the mail-renewal and standard renewal programs were furnished by the Division of Driver Safety and Licensing. It was known in

advance that these figures would indicate an administrative savings attributable to the extension program. If there were found to be an excess of accidents also attributable to the program, this might or might not outweigh the administrative savings, depending upon the size of the effect.

In the past such a determination has been made by means of a benefit-cost analysis. However, it was decided that a "breakeven analysis" would be more defensible and more useful to management, since the usual benefit-cost analysis is subject to challenge because of widespread disagreement on the societal and economic costs of accidents and on how such costs should be measured. A discussion of the rationale for this decision is contained in Kelsey et al. (1985). In a breakeven analysis the disutility of any accident increase is evaluated by computing the accident-cost threshold necessary for the increase in accidents to offset the cost savings attributed to the extension program. The sensitivity of any marginal benefit-cost analysis to different accident-cost values is assessed by referring to specially constructed accident-cost nomographs.

RESULTS AND DISCUSSION

Descriptive and Process Variables

An examination of demographic and prior-record variables for the extension and control groups to detect possible bias in the assignment process produced the results shown in Table 1.

Table 1

Demographic and Prior-Record Variables by Treatment

Variable	Treatment	
	Extension (N = 247,613)	Control (N = 248,753)
Mean age.....	37.4	37.4
Percent male.....	59.0	58.9
Prior 2-year accidents (per 100 drivers)*...	1.01	0.95
Prior 2-year convictions (per 100 drivers)*...	6.97	6.83

*Significantly different, $p < .10$.

The samples are biased despite the random assignment process, in that the extension group showed a slightly worse record, in both accidents ($t = -2.31$, $df = 496,364$, $p < .03$) and convictions ($t = 1.70$, $df = 496,364$, $p < .09$), than that of the control group over the two years prior to mailout. The bias amounted to a 6% difference in prior accident rate and a 2% difference in prior conviction rate. These are small differences, but the anticipated treatment effects were also small. (It should be noted that these accidents and convictions were not on the drivers' records at the time they were selected for inclusion in the study. If the incidents had been on their records, they would have been ineligible for renewal by mail.) These results indicate that the extension group received more entries than did their controls in the period just prior to determination of extension eligibility. It was because of this bias, which must be attributed to chance, that prior 2-year accidents and convictions were used as covariates in the major

analyses of subsequent accidents and convictions. Through use of these covariates, not only was variance ("noise") removed from the error term, increasing the power of the statistical test to reveal a real difference between groups, but also group means were adjusted for the slight observed differences in prior record, so that any observed difference between groups could more defensibly be attributed to the treatment, mail-renewal offer vs. field office renewal, only.

Table 2 presents data on variables related to the licensing process, measured approximately 18 months after mailout. Because these variables were to be used in program costing, almost 400 drivers with codes on their record indicating the presence of certain impairments (progressive physical conditions, severe visual defects, or "lack of knowledge or skill"--usually used as a euphemism for impairments caused by aging--were omitted from Table 2. Such drivers, although not excluded by the Speraw legislation, are not now considered eligible for renewal by mail, due to a DMV policy change. Other drivers were omitted because the relevant information was not on file, or their records were unavailable. This left 247,090 drivers in the extension group and 247,861 drivers in the control group.

Table 2

Licensing Process Variables by Treatment;
Percentages 18 Months Subsequent to Mailout
(N = 494,951)

Variable	Treatment	
	Extension (N = 247,090)	Control (N = 247,861)
Renewed in field office....	24.5 ^(a)	88.1
Did not renew.....	9.7	11.8
Valid license.....	89.3	87.3
Duplicate license.	5.5	3.9
Change in vision restrictions ^(b) .	0.7	3.2
Change in vision referrals.....	-0.01	0.09
Change in exposure restrictions ^(c) .	0.007	0.014
Limited term license.....	0.008	0.072
P&M reexamination or hearing ^(d) ...	0.08	0.10

(a) 65.8% of extension group drivers accepted the extension.

(b) Percentage of drivers with a vision restriction 18 months subsequent to mailout minus percentage of drivers with a vision restriction just prior to mailout. The change scores following were calculated in the same way.

(c) Exposure restrictions are those limiting drivers' exposure to risk by restricting them to certain areas, times of day, etc.

(d) P&M (physical and mental) reexaminations or hearings are held on the grounds that the driver may have a significant physical or mental impairment.

All of the differences between extension and control groups in these licensing-process variables were statistically significant above the .05 level as shown by z tests of the difference between proportions, with the exception of the difference in exposure restrictions, those which reduce drivers' exposure to risk by limiting the area or time of their driving.

The difference in issuance of duplicate licenses may be due to the desire of drivers in the extension group to have licenses with current photographs of themselves, or the necessity to replace their old licenses because of loss or damage.

The differences in valid licenses, restrictions, vision referrals, limited-term licenses, and P&M (physical/mental) reexaminations or hearings have possible traffic-safety as well as cost implications. The difference in valid licenses may be attributable to the fact that more drivers in the extension than in the control group renewed their licenses, presumably because it was easy to do so. Without the extension program, such drivers might have been screened from the driving population, or have voluntarily removed themselves from it. The data on vision restrictions suggest that 2.5% (3.2%-0.7%) of drivers in the extension program would have gotten a vision restriction had they been required to renew in person; because their licenses were extended they did not. This does not mean that the 2.5% drove with impaired vision since, as discussed before, most drivers probably become aware of their visual defects and have them corrected, with or without the DMV renewal vision test. But it is very likely that some small percentage of visually impaired drivers drove with insufficient correction as a result of avoiding DMV's vision screening.

Similarly, the data suggest that .064% (.072%-.008%) of extension-group drivers drove with regular license terms when their terms should have been limited to less than 4 years. The limitation in license term for both extension and control drivers must have been acquired at the 1983 (field office) renewal, since limited-term licensees are not eligible for renewal by mail in California. The numbers of limited-term licensees are small, but they include drivers judged, because of physical or mental impairment, to be

licensable but at such high accident risk that they must undergo periodic, sometimes yearly, reexaminations in order to retain their licenses. Impaired drivers with extended licenses, who thereby escaped the reexamination process, may have been aware of their limitations and driven more carefully or reduced their mileage. On the other hand, it is likely that not all of them did so.

In a similar vein, the data on reexaminations or hearings on grounds of physical or mental impairment suggest that 0.02% (0.10%-0.08%) of drivers in the extension group would have had such contacts had they been obliged to renew in person; these drivers may have had increased accident risk. The difference is relatively small for this variable, probably because an affirmative answer to the disability question on the extension statement generated a review by a Driver Safety Referee which could have led to a reexamination or hearing.

If one assumes, from face-validity considerations, that the in-person renewal process has some screening or remediation effect, the factors discussed above would tend to increase the subsequent accident rate of drivers in the extension group, relative to that of their controls.

Subsequent Accidents

It should be noted that, in the following discussion, use of the term "accidents" actually means "accident involvements." More than one driver can be (and indeed usually is) involved in any given accident. If a driver participating in this study collided with another driver from within the study group, this would be counted as two involvements--one for each driver--although both involvements would represent the same accident. If a driver participating in this study collided with a driver outside of the study group, the accident would count as one involvement. Obviously, the larger the study group the more likely it is that there will be more involvements than accidents.

Accidents were not broken down by type (fatal, injury, property-damage-only), since analysis indicated that the proportion of drivers involved in fatal or injury accidents, relative to the proportion of

accident-involved drivers, was the same for both groups ($z = .201$, $p > .80$), about .33. Thus, there was no evidence of a differential program impact on accident severity. The only accident criterion used in the major analysis, accordingly, was total accidents.

Table 3 presents the mean subsequent total accidents per 100 drivers by treatment group, record status, age group, and sex. These are the raw means; the SPSS ANOVA program does not display adjusted means with the degree of precision needed for these data.

Table 3

Mean 18-Month Accidents per 100 Drivers by
Treatment, Record Status, Age Group, and Sex
(N = 496,366)

Treatment Age group	Record status and sex			
	2 years clean		3 years clean	
	Male	Female	Male	Female
Extension				
Under 30.....	10.01	8.23	8.56	7.07
30-50.....	8.01	6.69	7.20	6.25
Over 50.....	7.92	5.94	7.19	4.91
Combined ages and sexes...	8.07		7.03	
Control				
Under 30.....	10.23	8.32	8.62	6.82
30-50.....	8.22	6.73	7.74	6.01
Over 50.....	7.51	6.29	7.42	5.51
Combined ages and sexes...	8.17		7.18	
Grand mean, extension group.....	7.63			
Grand mean, control group.	7.76			

The analysis of covariance summary table is shown as Table 4 (following page).

It can be seen that the main effect of treatment is borderline significant, ($p = .10$), with the extension group having slightly (1.7% for raw means)

Table 4
Analysis of Covariance Summary Table, Accidents
(N = 496,366)

Source of variation	Sum of squares	Degrees of freedom	Mean square	F	P
<u>Covariates</u>					
prior accidents.....	8.91	1	8.91	111.94	0.00
prior convictions...	48.78	1	48.78	613.09	0.00
<u>Main effects</u>					
treatment.....	0.22	1	0.22	2.71	0.10
record status.....	8.23	1	8.23	103.50	0.00
age group.....	25.10	2	12.55	157.73	0.00
sex.....	25.48	1	25.48	320.27	0.00
<u>Interactions</u>					
treatment x					
record status.....	0.01	1	0.01	0.12	0.73
treatment x					
age group.....	0.03	2	0.01	0.17	0.84
treatment x sex.....	0.09	1	0.09	1.16	0.28
record status x					
age group.....	1.60	2	0.80	10.08	0.00
record status x sex.	0.002	1	0.002	0.02	0.88
age group x sex.....	0.47	2	0.23	2.95	0.05
treatment x record					
status x age group	0.18	2	0.09	1.13	0.32
treatment x record					
status x sex.....	0.15	1	0.15	1.88	0.17
treatment x age					
group x sex.....	0.42	2	0.21	2.61	0.07
record status x					
age group x sex...	0.17	2	0.09	1.08	0.34
treatment x record					
status x age					
group x sex.....	0.02	2	0.01	0.13	0.88
<u>Explained.....</u>	121.29	25	4.85	60.98	0.00
<u>Residual.....</u>	39487.84	496340	0.08		

fewer accidents than the control group, overall. It should be noted, however, that there was a significant interaction between age group and sex, and that this interaction differed by treatment, as shown by the significant 3-way interaction. Figure 1 (following page) shows the nature of this 3-way interaction.

The interaction is such that men through age 50 and women over age 50 showed beneficial (accident-decreasing) effects of the extension program. For the remaining sex/age groups (young and mid-age women and older men) the graphed lines are almost parallel with a slightly positive slope, indicating a slight nonsignificant increase in accidents for extension-group drivers among these latter groups. Overall, there was no differential effect of the extension program on accidents for drivers of different ages, different sexes, or different record statuses (2- versus 3-year prior clean records). This is shown by the lack of significance for the 2-way interactions between group and record status, age group, or sex.

As usual in studies of driving records, the effects of age and sex were highly significant, with men and younger drivers, regardless of treatment, having more accidents. The effect of record status was also highly significant, with 3-year-clean drivers having consistently lower accident rates than 2-year-clean drivers, regardless of treatment. The highly significant interaction between record status and age group reflects the finding that younger drivers constituted a disproportionately greater risk, relative to older drivers, within the 2-year-clean group. The youngest group of drivers had 30% more accidents than the oldest group among 2-year-clean drivers, and 20% more among 3-year-clean drivers. Since none of these interactions involved the treatment factor, the reader should note that they are not relevant to the question of extension-program effects.

Additional analyses of total subsequent accidents were run omitting drivers with P&M codes on their records indicating severe visual defect, progressive physical disorders, or lack of knowledge or skill. As pointed out above, such drivers are no longer eligible for participation in the extension program. There were 363 such drivers in the sample, 177 in the control group and 186 in the extension group. The results of analyses with these drivers excluded

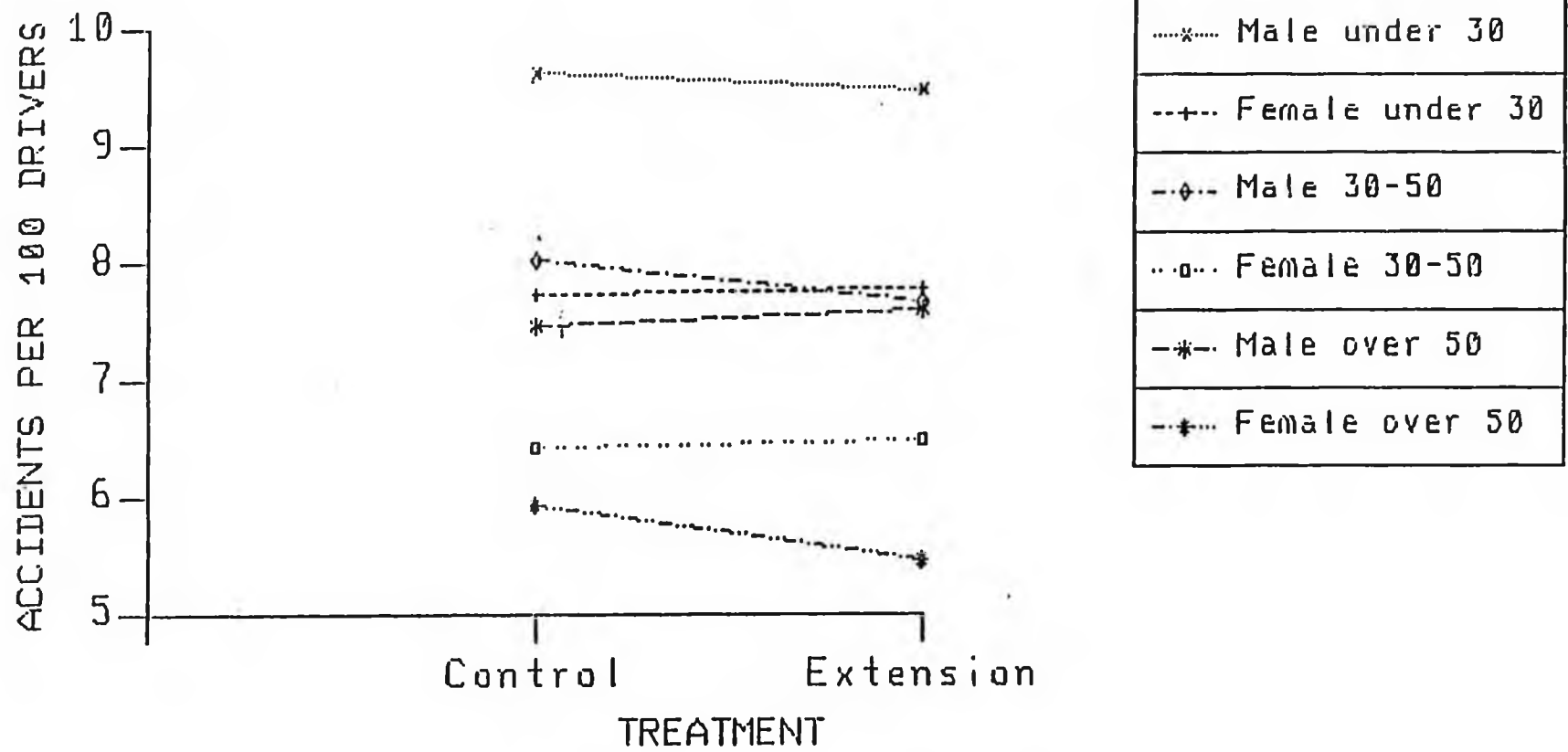


Figure 1. Subsequent 18-month accidents per 100 drivers (N=496,366).

were almost identical to those obtained using the total sample. For instance, for the reduced sample the difference between extension and control groups was -0.12 accidents per 100 drivers, while for the total sample the difference was -0.13. Therefore, the results of the accident analyses using the reduced sample are not presented here.

Subsequent Convictions/FTAs

Results for convictions (including FTAs) were directionally different from those for accidents, in that the extension group showed somewhat more convictions per 100 drivers (31.11) than the control group (30.99). Table 5 presents the raw mean total subsequent convictions per 100 drivers by treatment, record status, age group, and sex.

Table 5

Mean 18-Month Convictions/FTAs per 100 Drivers by
Treatment, Record Status, Age Group, and Sex
(N = 496,366)

Treatment Age group	Record status and sex			
	2 years clean		3 years clean	
	Male	Female	Male	Female
Extension				
Under 30.....	55.58	29.81	42.83	24.43
30-50.....	37.16	22.15	31.93	19.35
Over 50.....	24.58	12.53	20.38	11.48
Combined ages and sexes...	34.06		27.02	
Control				
Under 30.....	54.95	29.89	42.92	23.86
30-50.....	37.23	21.91	31.57	19.58
Over 50.....	23.71	13.56	21.25	11.15
Combined ages and sexes...	33.89		26.95	
Grand mean, extension group.....			31.11	
Grand mean, control group.			30.99	

The analysis of covariance summary table is shown as Table 6.

The main effect of treatment (that is, the observed excess of convictions foreextension-group drivers) did not approach statistical significance ($p > .60$). There was, however, a highly significant interaction between treatment, prior record status, and age group ($p < .005$). This interaction varied by sex, as shown by a significant 4-way interaction ($p = .08$). Figure 2 (a and b) shows the form of the relationship between treatment, prior record status and age group within sexes, Figure 2a representing men and Figure 2b representing women.

Table 6

Analysis of Covariance Summary Table, Convictions/FTAs
(N = 496,366)

Source of variation	Sum of squares	Degrees of freedom	Mean square	F	P
<u>Covariates</u>					
prior accidents.....	37.28	1	37.28	93.58	0.00
prior convictions...	3836.58	1	3836.58	9629.96	0.00
<u>Main effects</u>					
treatment.....	0.06	1	0.06	0.16	0.69
record status.....	328.50	1	328.50	824.55	0.00
age group.....	2679.44	2	1339.72	3362.75	0.00
sex.....	2777.46	1	2777.46	6971.54	0.00
<u>Interactions</u>					
treatment x					
record status.....	0.05	1	0.05	0.12	0.73
treatment x					
age group.....	0.16	2	0.08	0.20	0.82
treatment x sex.....	0.09	1	0.09	0.21	0.65
record status x					
age group.....	79.03	2	39.51	99.18	0.00
record status x sex.	38.41	1	38.41	96.41	0.00
age group x sex.....	232.46	2	116.23	291.74	0.00
treatment x record					
status x age group	0.17	2	0.09	0.22	0.81
treatment x record					
status x sex.....	0.40	1	0.40	1.00	0.32
treatment x age group					
x sex.....	0.06	2	0.03	0.08	0.93
record status x age					
group x sex.....	10.83	2	5.41	13.59	0.00
treatment x record					
status x age					
group x sex.....	2.04	2	1.02	2.56	0.08
<u>Explained.....</u>	9915.12	25	396.60	995.49	0.00
<u>Residual.....</u>	197741.93	496340	0.40		

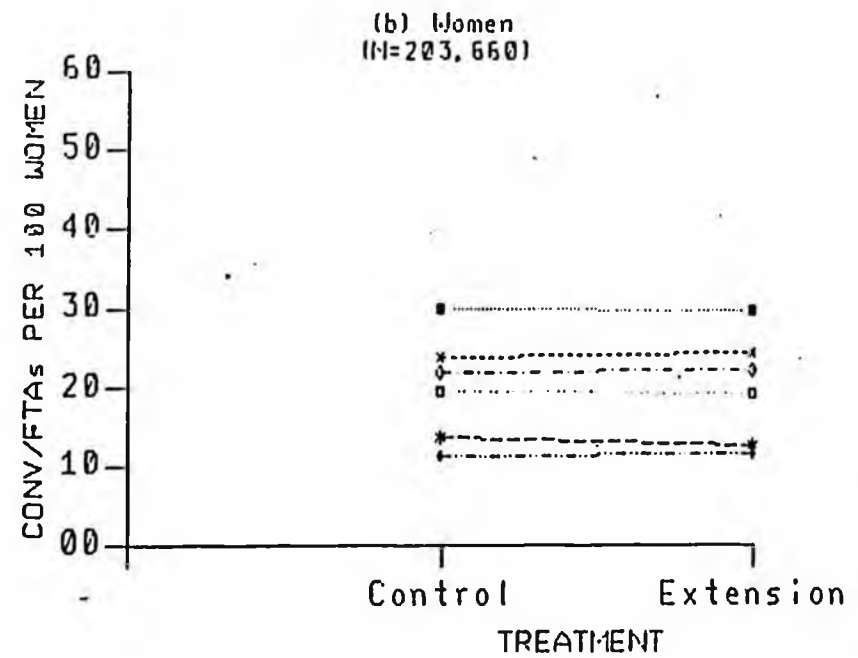
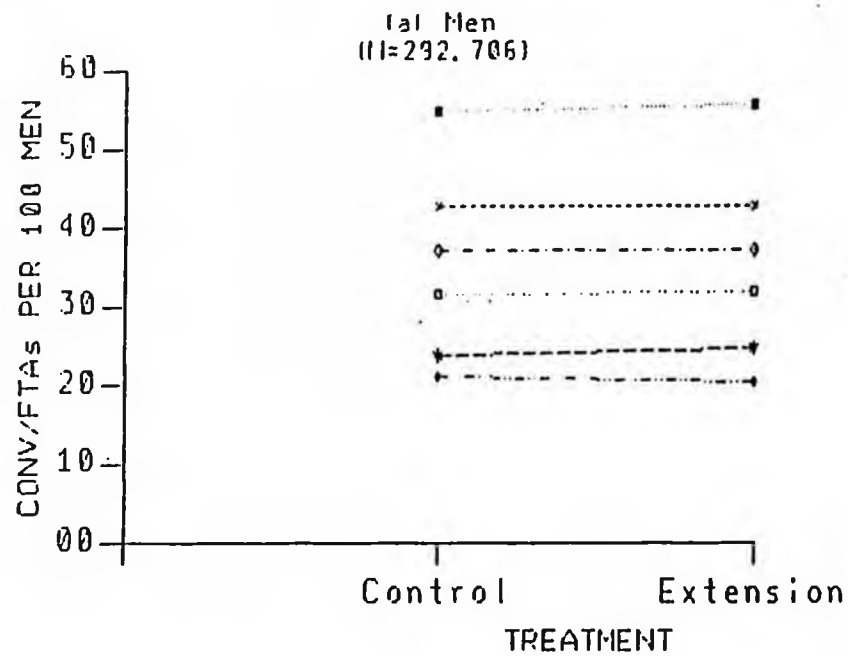


Figure 2. Subsequent 18-month conv/FTAs per 100 drivers.

—■—	Under 30, 2 yrs. clean
—x—	Under 30, 3 yrs. clean
—◇—	30-50, 2 yrs. clean
—□—	30-50, 3 yrs. clean
—*—	Over 50, 2 yrs. clean
—+—	Over 50, 3 yrs. clean

It can be seen that the graphed lines are highly parallel and relatively flat, indicating that the significant differential effect of treatment on different record status/age groups within each sex was of slight magnitude. Slight differences in this relationship by sex group can also be noted; these differences reflect the 4-way interaction effect. Because of the complexity and small magnitude of these 3- and 4-way interactions, particularly the 4-way interaction, no attempt is made to offer an interpretation. The interactions have no practical policy implications.

Overall, 2-year-clean and 3-year-clean drivers were not differentially affected by the extension program in terms of subsequent convictions, as shown by the lack of a significant 2-way interaction between treatment and record status. Similarly, there was no overall differential effect of the extension program for drivers of different ages or sexes, as shown by the lack of significance for the corresponding 2-way interactions.

An analysis of convictions/FTAs excluding the 363 drivers with visual or progressive physical disorders, or lack of knowledge or skill, gave essentially the same results as the total sample analysis, and is not presented in this report.

Imbalance in License Class

As mentioned above, it was anticipated that an excess of class 1 and 2 drivers would be found in the extension group. This was in fact the case. Of the control group, 9,670 drivers, or 3.9%, held class 1 or 2 licenses, allowing them to drive heavy commercial vehicles or buses. Of the extension group, 10,909 drivers, or 4.4%, held class 1 or 2 licenses. This difference was highly significant ($t = 7.56$, $df = 496,364$, $p < .0001$), confirming the suspicion that avoidance of the relatively stringent class 1 and 2 renewal test had the effect of increasing the number of class 1 and 2 licensees in the extension group.

This circumstance indicated a self-selection bias which made class 1 and 2 drivers in the extension and control groups noncomparable. Specifically, it seemed likely that some drivers with class 1 or 2 licenses who would have given them up, had they been required to renew in person, kept them through

the license extension procedure even though they no longer drove commercially and their exposure to accident risk was therefore substantially lowered. Such drivers would of course have been eliminated from the class 1 or 2 subgroup of the control group, appearing instead as class 3 or 4 drivers, and thereby creating biases in the extension vs. control comparisons of different license classes. Therefore, in the absence of evidence for a notable increase in accidents for extension-group class 1 and 2 drivers as compared with their controls, the results of the supplementary analysis of covariance in which license class was used as a factor are not reported.

Program Savings

As furnished by the Division of Driver Safety and Licensing, the 1985 unit reducible cost to the department of a regular renewal for extension noneligibles is \$4.50 and the unit reducible cost of a mail renewal is \$.95. In addition, there is, as mentioned above, a modified renewal for extension eligibles in which the individual renews in a field office but written and vision tests are waived. This costs \$2.83.

It has been seen that a year's worth of 2- and 3-year-clean drivers eligible for renewal by mail amounts to about 500,000 drivers. Assuming that 66% of 2- and 3-year-clean drivers offered extensions renew by mail, as was the case in the present study, and that an additional 24% receive a modified renewal, this would amount to an estimated annual savings to the department of about \$2.65 per driver, or \$1.3 million. In addition, there was an observed avoidance of 0.13 accidents per 100 2- and 3-year-clean drivers over the first (nominal) 18 months of driving subsequent to mailout. If reliable, this figure would signify a further societal savings because of decreased accidents, so a breakeven analysis would not be indicated. Instead, an analysis of total administrative plus societal savings, given various values for the cost of an accident, might be made.

Any such forecast, however, should be made on the basis of a full 4-year driving record. Janke and Kelsey (1981) found a slight, statistically nonsignificant beneficial effect of the Calvo extension program (for 4-year-clean drivers) on accidents, in their study covering the first 18 months subsequent to mailout. After a full four years had passed, the

direction of the difference, still not statistically significant, was found to be reversed (Kelsey et al., 1985), with the extension group showing 1% more accidents than their controls. The difference in favor of the extension group observed here reached only the $p = .10$ level; therefore the probability that it was due to chance rather than to the treatment is 1 in 10, certainly not a negligible figure. However, it can certainly be said that there is no indication at this point that the savings to the public in reduced program administrative costs due to the Speraw pilot extension program is offset by an increased cost due to accidents, and in fact there is no evidence for any increase in accident costs attributable to the program.

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APPENDIX

Senate Bill No. 483

CHAPTER 776

An act to amend Section 12814.5 of, and to add Section 12814.6 to, the Vehicle Code, relating to driver's licenses.

[Approved by Governor September 7, 1982. Filed with Secretary of State September 8, 1982.]

LEGISLATIVE COUNSEL'S DIGEST

SB 483, Speraw. Driver's licenses.

(1) Existing law provides for licensing any person who drives a motor vehicle in this state. Unless otherwise limited, a driver's license expires on the 4th birthday following the date of application or the date of prior license expiration, but may be extended for a single 4-year period for a fee of \$10, at the discretion of the Director of Motor Vehicles, for licensees who meet specified qualifications.

This bill would revise the license extension provisions to instead authorize the director to renew by mail, for not more than 2 successive 4-year periods, for a fee of \$10, driver's licenses expiring on or after January 1, 1983, for licensees, not holding a probationary license, who meet those qualifications.

The bill would authorize the director to establish a demonstration program to evaluate the effects of renewing driver's licenses by mail and, as part of the demonstration program, to renew by mail licenses expiring on or after January 1, 1983, for licensees who meet the stricter qualifications, as specified. The program would terminate when the department's evaluation is completed or at any time the department determines that the program has an adverse impact on traffic safety.

The department would be required to monitor and conduct a study on the effects of license renewal by mail under the license renewal and license renewal demonstration program and to submit an interim report to the Legislature not later than January 1, 1986, and a final report to the Legislature not later than March 1, 1989, on both programs.

(2) Existing law authorizes the Department of Motor Vehicles to issue driver's licenses to minors.

This bill would authorize the director, operative July 1, 1983, to establish a demonstration program to evaluate the traffic safety effects of issuing a provisional driver's license to persons under 18 years of age. The demonstration program could include any or all, but would not be limited to, specified components.

The bill would require the department, if the demonstration program is established, to conduct a study on the traffic safety effects of the program, authorize the department to terminate the program if the department determines that the program has no substantial

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— 2 —

beneficial impact on traffic safety, and require the preparation and submission to the Legislature of an interim report of the study on or before July 1, 1986, and a final report on or before December 31, 1988. The bill would require the department to recommend termination of the demonstration program and permit it to discontinue issuing provisional licenses if the final report does not establish that the program has had a substantial beneficial impact on traffic safety and would require the department to continue the demonstration program until its effect on traffic safety can be conclusively determined if the final report results are not adverse and, as of the date the final report is required to be submitted, are not yet conclusive. The bill would require continuance of the program as a provisional license program if the final report indicates substantial beneficial impact on traffic safety and would require that periodic evaluations of the program be conducted.

(3) Under existing law, any person issued and having in his or her immediate possession an instruction permit may operate a motor vehicle under specified conditions, which include being accompanied by a California licensed driver 18 years of age or over whose driving privilege is not on probation.

This bill would authorize, notwithstanding that existing law, the inclusion in the program of a component which requires that any person issued and having in his or her immediate possession an instruction permit issued after June 30, 1983, may operate a motor vehicle, other than a motorcycle or motorized bicycle, only if accompanied by a licensed driver who is 25 years of age or older whose driving privilege is not on probation, with specified exceptions.

The people of the State of California do enact as follows:

SECTION 1. Section 12814.5 of the Vehicle Code is amended to read:

12814.5. (a) At the discretion of the director, drivers' licenses expiring on or after January 1, 1983, may, subject to subdivision (b), be renewed by mail for a four-year period for licensees, not holding a probationary license, whose records, for the four years immediately preceding the determination of the eligibility for the renewal, show no convictions of violating traffic laws, no involvement in a traffic accident, and no notification of a violation of subdivision (a) of Section 40509.

No renewal by mail shall be granted to any person who is 70 years of age or older.

(b) The director may establish a demonstration program to evaluate the traffic safety and other effects of renewing driver's licenses by mail. If a demonstration program is established, the director may, under that program, renew by mail driver's licenses expiring on or after January 1, 1983, for licensees whose records, for

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the two years immediately preceding the determination of the eligibility for the renewal, show no convictions of violating traffic laws, no involvement in a traffic accident, and no notification of a violation of subdivision (a) of Section 40509, and additionally whose records, for the four years immediately preceding that determination, do not show a violation which has a violation point count of two determined in accordance with Section 12810 or a fatal accident notation. The department shall terminate the demonstration program when its evaluation is completed or may terminate the program at any time the department determines that the program has an adverse impact on traffic safety.

(c) The department shall charge a fee of ten dollars (\$10) for each license renewal granted pursuant to subdivision (a) or (b).

(d) The department shall monitor and conduct a continuing study of the effects of the license renewal by mail under subdivisions (a) and (b) and submit an interim report to the Legislature not later than January 1, 1986, and a final report to the Legislature not later than March 1, 1989, on its findings. The study shall include, but not be limited to, safety issues. The final report shall specifically include information regarding the impact on traffic safety of persons who receive a second extension under subdivision (b), which information shall cover a period not less than 24 months of experience following the second consecutive extension.

(e) The department shall notify each licensee granted a renewal by mail pursuant to this section of major changes to the Vehicle Code affecting traffic laws occurring during the prior four-year period.

(f) The department shall not renew a driver's license by mail if the license has been previously renewed by mail two consecutive times for four-year periods.

SEC. 2. Section 12814.6 is added to the Vehicle Code, to read:

12814.6. (a) Notwithstanding any other provision of this code, the director may establish a demonstration program to evaluate the traffic safety effects of issuing a provisional driver's license to persons under 18 years of age. The demonstration program may include any or all, but shall not be limited to, the following components:

(1) The issuance of a distinctive driver's license to persons under 18 years of age on which appear the words "Provisional until age 18."

(2) Notwithstanding subdivision (c) of Section 12509, a general requirement that any person who has in his or her immediate possession a valid permit issued after June 30, 1983, pursuant to subdivision (a) of Section 12509 and who is under 18 years of age may operate a motor vehicle, other than a motorcycle or a motorized cycle, only if that person is accompanied by, and under the immediate supervision of, a driver who is 25 years of age or older, who then holds a driver's license issued under this code, and whose driving privilege is not on probation. This paragraph does not apply if that licensed driver is the parent, spouse, or guardian of the permit holder or is a licensed or certified driving instructor.

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(3) A requirement for supervised driving practice, which is prior to the issuance of a provisional driver's license and is in addition to any other driving training instruction required by law, and certification by a parent, spouse, guardian, or licensed or certified driving instructor that the person under 18 years of age has completed that driving practice. A minor without a parent, spouse, or guardian, or emancipated minors, may have a licensed driver 25 years of age or older or a licensed or certified driving instructor complete the certification. This requirement does not apply to motorcycle practice.

(4) A suspension of the driving privilege of any driver under 18 years of age when the record shows notification of one or more violations of subdivision (a) of Section 40509. The suspension shall continue until the suspended person's driver record does not show any notification of a violation of subdivision (a) of Section 40509.

(5) A 30-day restriction imposed on a driver under 18 years of age when that driver's record shows a violation point count of two or more points in 12 months determined in accordance with Section 12810. The restriction shall require the licensee to be accompanied by a licensed parent, spouse, guardian, or other licensed driver 25 years of age or older, except when operating a class 4 vehicle with no passengers aboard.

(6) A six-month suspension of the driving privilege and one-year term of probation to be imposed whenever the record of a driver under 18 years of age shows a violation point count of three or more points in 12 months determined in accordance with Section 12810.

(7) A requirement that any term of restriction or suspension imposed on a person under 18 years of age remain in effect until the end of the term even though the person becomes 18 years of age before the term ends.

(b) If the provisional driver's license demonstration program is established pursuant to subdivision (a), the department shall conduct a study on the traffic safety effects of the program, and, unless the department sooner determines that the program has no substantial beneficial impact on traffic safety, in which case the department may, upon that determination, recommend termination of the program and discontinue the issuing of provisional licenses pursuant to this section, the department shall prepare and submit an interim report on the study to the Legislature on or before July 1, 1986, and a final report on or before December 31, 1988.

(c) If the final report to the Legislature does not establish that the demonstration program has had a substantial beneficial impact on traffic safety, the department shall recommend termination of the program and may discontinue the issuing of provisional licenses pursuant to this section. If the final report results are not adverse and not yet conclusive as of the date the final report is required to be submitted, the department shall continue the demonstration program until its effect on traffic safety can be conclusively

— 5 —

Ch. 776

determined. If the final report indicates that the demonstration program has had a substantial beneficial impact on traffic safety, the department shall continue issuance of a provisional driver's license under the program with periodic evaluations.

(d) This section shall become operative July 1, 1983.

SB

95-H

HOUSE COMMITTEE REPORT

(11)

Date referred: 3/17/88

FURTHER REFERRALS:

DATE: 4-18-88

The Finance Committee has considered CSSB 95(SA) an

"An Act relating to renewal of a driver's license; and providing for an effective date."

RECOMMENDS:

- replace with _____ the same title
- attached amendment(s) a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(s):

- fiscal impact same as previous fiscal note published 1-10 SENATE
- zero fiscal note same as previous zero fiscal note published _____
- zero with analysis

SIGNING DO PASS:

Adams Lee Adams

Pouchot John Pouchot

Larson Bron Larson

Goll Peter Goll

Swack Chuck Swack

Boyer Mandy Boyer

Frank John Frank

Walls Kay Wallis

Brown Jay Brown

Davis Mike Davis

SIGNING OTHER RECOMMENDATIONS:

Rieger Steve Rieger

Lee Adams
Chairman's signature

FISCAL NOTE

REQUEST:

Revision Date: 1-14-88
Title: An Act relating to renewal of a driver's license.
Sponsor: Kerrtula
Requestor: Rules

Agency Affected: Public Safety
BRU: Motor Vehicles
Components: Field Services

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL		20.8	10.3	10.6	10.9	11.2
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	20.8	10.3	10.6	10.9	11.2

CAPITAL						
---------	--	--	--	--	--	--

REVENUE	-0-	6.3	12.6	12.6	12.6	12.6
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FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	20.8	10.3	10.6	10.9	11.2
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	20.8	10.3	10.6	10.9	11.2

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

See Page 2.

Prepared by: Charles R. Hosack *CRH/HJB* Phone: 269-5551
Division: Motor Vehicles Date: 1-14-88

JAR Approved by Commissioner: *[Signature]* Date: 1/14/88
Agency: Public Safety

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

CONTINUATION of FISCAL NOTE ANALYSIS

For Bill/Resolution No. CSSB 95 (SA)

ASSUMPTIONS:

1. Each year 80,000 licenses are due for renewal. (400,000 active licenses divided by 5 year license term)
2. Of these, 70%, or 56,000, will be eligible for mail renewal, and will be sent notices. The other 30% will not be eligible due to a license action, conviction, or age.
3. Of the eligible drivers, 25% have left the State during the 5 year period, leaving 42,000 drivers who could take advantage of the program. (Percentage is based on renewal statistics for 1986).
4. Of these drivers, only 30%, or 12,600, will take advantage of the mail renewal program. The 30% estimate is based on the actual figures from the mail-in vehicle registration program. Other factors affecting this figure will be drivers who have changed addresses, and have not notified DMV, and drivers who wish to have a new photo, personal information, or new address recorded on the actual license.

EXPENDITURES:

Contractual

Postage

28,000 notices @ \$.18	5.1
6,300 renewals @ \$.22	1.4

Forms

Renewal notices and stickers	1.5
Savings on photo licenses (6,300 @ \$.75)	(4.7)

Data Processing Costs

Initial programming (One time cost)	15.0
Monthly runs of renewal notices	2.5

TOTAL	<u>20.8*</u>
-------	--------------

*Based on effective date of 1-1-89 A 3% inflation factor was used for FY90 and subsequent years.

ANALYSIS:

Personnel costs were not included because there will be no change in this area. Due to this program it is estimated there will be 12,600 less customers annually statewide in the field offices, which will result in some savings. At the same time, there will be extra work to do the monthly mailing, update the records, and process the returns for mailing. The savings and the extra work are roughly equal, resulting in no change in personnel costs.

REVENUE:

Section 3 increases renewal fee by \$1.00 if the driver's license is renewed by mail. Since bill is only effective for half of FY89, the amount generated is estimated to be \$6,300 page 2 of 2

Original sponsor: Kerttula

1 IN THE SENATE BY THE STATE AFFAIRS COMMITTEE
2 CS FOR SENATE BILL NO. 95 (State Affairs) am
3 IN THE LEGISLATURE OF THE STATE OF ALASKA
4 FIFTEENTH LEGISLATURE - SECOND SESSION
5 A BILL

6 For an Act entitled: "An Act relating to renewal of a driver's license;
7 and providing for an effective date."

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

9 * Section 1. AS 28.15.101(a) is repealed and reenacted to read:

10 (a) Except as otherwise provided in this chapter, a driver's
11 license expires on the licensee's birthday in the fifth year following
12 issuance of the license. A license may be renewed within one year of
13 its expiration upon proper application, payment of the required fee,
14 and except when a license is renewed under (c) of this section, suc-
15 cessful completion of a test of the licensee's eyesight.

16 * Sec. 2. AS 28.15.101 is amended by adding a new subsection to read:

17 (c) A driver's license may be renewed by mail if the licensee
18 complies with (a) of this section, except that a license may not be
19 renewed by mail if

20 (1) the applicant's license, within the previous five
21 years, has been revoked by a court after conviction for an offense
22 under AS 28.15.181(a) or another law or ordinance with substantially
23 similar elements;

24 (2) the applicant's license, within the previous five
25 years, has been suspended, revoked, or denied by the department under
26 AS 28.15.165 or 28.15.251;

27 (3) the applicant, within the previous five years, has been
28 convicted of a moving traffic violation;

29 (4) the most recent renewal of the applicant's license was

1 by mail; or

2 (5) the applicant is 69 years of age or older on the ex-
3 piration date of the driver's license being renewed.

4 * Sec. 3. AS 28.15.271 is amended by adding a new subsection to read:

5 (b) In addition to the fees under (a) of this section, a person
6 who renews a driver's license by mail shall be charged a fee of \$1.

7 * Sec. 4. This Act takes effect January 1, 1989.

FISCAL NOTE

REQUEST:

Revision Date: 1-14-88
Title: An Act relating to renewal of a driver's license.
Sponsor: Kertrula
Requestor: Rules

Agency Affected: Public Safety
BRU: Motor Vehicles
Components: Field Services

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL		20.8	10.3	10.6	10.9	11.2
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	20.8	10.3	10.6	10.9	11.2
CAPITAL						
REVENUE	-0-	6.3	12.6	12.6	12.6	12.6

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	20.8	10.3	10.6	10.9	11.2
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	20.8	10.3	10.6	10.9	11.2

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

See Page 2.

Prepared by: Charles R. Hosack *CRH/HFB* Phone: 269-5551
Division: Motor Vehicles Date: 1-14-88

JAR
1/14/88 Approved by Commissioner: *[Signature]* Date: 1/14/88
Agency: Public Safety

Distribution (by preparer):
Legislative Finance
Legislative Sponsor
Requestor
Office of Management and Budget
Impacted Agency(ies)

CONTINUATION of FISCAL NOTE ANALYSIS

For Bill/Resolution No. CSSB 95 (SA)

ASSUMPTIONS:

1. Each year 80,000 licenses are due for renewal. (400,000 active licenses divided by 5 year license term)
2. Of these, 70%, or 56,000, will be eligible for mail renewal, and will be sent notices. The other 30% will not be eligible due to a license action, conviction, or age.
3. Of the eligible drivers, 25% have left the State during the 5 year period, leaving 42,000 drivers who could take advantage of the program. (Percentage is based on renewal statistics for 1986).
4. Of these drivers, only 30%, or 12,600, will take advantage of the mail renewal program. The 30% estimate is based on the actual figures from the mail-in vehicle registration program. Other factors affecting this figure will be drivers who have changed addresses, and have not notified DMV, and drivers who wish to have a new photo, personal information, or new address recorded on the actual license.

EXPENDITURES:

Contractual

Postage

28,000 notices @ \$.18	5.1
6,300 renewals @ \$.22	1.4

Forms

Renewal notices and stickers	1.5
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Data Processing Costs

Initial programming (One time cost)	15.0
Monthly runs of renewal notices	2.5

TOTAL 20.8*

*Based on effective date of 1-1-89 A 3% inflation factor was used for FY90 and subsequent years.

ANALYSIS:

Personnel costs were not included because there will be no change in this area. Due to this program it is estimated there will be 12,600 less customers annually statewide in the field offices, which will result in some savings. At the same time, there will be extra work to do the monthly mailing, update the records, and process the returns for mailing. The savings and the extra work are roughly equal, resulting in no change in personnel costs.

REVENUE:

Section 3 increases renewal fee by \$1.00 if the driver's license is renewed by mail. Since bill is only effective for half of FY89, the amount generated is estimated to be \$6,300 page 2 of 2

SB-95

The purpose of SB-95 is two fold.

1. Provide a convenient method of Drivers license renewal for the public.
2. Rewards those individuals with a 5 year clean driving record.

Motor Vehicle offices are open Monday-Friday during regular business hours.

This requires that a person take time off work in order to renew a licence.

Many people also need to travel long distances to get to a Motor Vehicle office. It is not uncommon in the Mat-Su Borough for a person to drive 200 miles round trip in order to get a licence renewed. Mat-Su borough is about the size of West Virginia.

In addition Alaska residents such as students attending schools out of state frequently need to renew a licence and sometimes are forced to get an out of state licence in order to keep a licence that has not expired. (Some students have expressed a concern that this is an indication that they may be giving up there Alaska residency and put them in a difficult situation when apply for a loan the following year.)

The renewal-by-mail program will provide greater convenience to the public.

The legislation allows only those individuals with a driving record free of any moving violations or other action that may have been taken by the Department for the previous 5 years to renew by mail.

The Motor Vehicle Department expressed to me that the cost would approximately 10,000 a year. This is based on a 12,000 to 13,000 participation.

Approximately 80,000 renewals each year.

56,000 would meet the criteria set out in SB-95.

The Dept has a 75% renewals rate which would mean about 42,000 possible renewals by mail.

Based on the renewals by mail for auto registration about 30% take advantage of this program.

If the same percentage take advantage of the Drivers license renewal it could be expected that 12,000 to 13,000 individuals might participate in this method of licence renewal.

No Evidence to show that there is an increase in accidents when visual acuity test are not given.

A number of states do not give eye test at tall

U.S. Passport photo good for 10 years.

Some states do not use a photo on the drivers licence.

Some of the states which currently use mail in drivers licence renewal are: California, Utah, Florida, and Arizona.

Alaska State Legislature

Senate Advisory Council



P.O. Box V
State Capitol
Juneau, Alaska 99811
Phone: (907) 465-3114

MEMORANDUM

TO: Senator Kerttula
Alaska State Legislature

ATTN: Beth Kerttula

FROM: Lee Ann Lucas *ld*
Senate Advisory Council

DATE: February 26, 1987

RE: Renewal by Mail of Driver Licenses
Research Request 87-003173

I contacted Mr. Jerry Holman, Division of Motor Vehicles, who is Program Director for Arizona's renewal by mail program which went into effect January 1, 1987.

Mr. Holman related that the program has presently generated 57,000 applications and he expects it to generate 200,000 applications by the end of the year. Mr. Holman stated that Arizona had looked at California's demonstration program prior to implementing a program; however, Arizona did not model their legislation after California.

Mr. Holman pointed out that Subsection A, paragraph 5 of ARS 28.426.01 (copy attached) has been extended to include vision testing at any state motor vehicle office due to complaints by individuals who do not want to or cannot afford to spend the money to have a vision test by a licensed ophthalmologist, optometrist or physician.

I have asked Mr. Holman to send relevant information on the program as well as any background materials on the enacting legislation. I will make copies available to you as soon as they are received.

LAL:lal
Attachment

TRANSPORTATION

TRANSPORTATION

§ 28-426.01

... of a violation of the
... shall be entitled to
... of this chapter.
... or vehicle in any manner
... used to him.

... inces, see § 13-801 et seq.
... risonment, see § 13-701 et

... ion by mail

... operator's or chauffeur's
... the applicant's birthday.

... six months prior to the
... res four years from the
... require an examination of

... chauffeur's license expires
... to renew his operator's or
... ste of his discharge from

... operator's or motorcycle
... of this state at the time the
... eriod to last at least thirty
... not extend the expiration
... by the applicant of the fee
... of extension which is valid
... In addition, applicants for

... applicants, except that the

... § 28-205, the department
... license of a spouse or child
... armed forces of the United
... photograph of the licensee.
... applicant would be denied a
... in this state. In addition,

... 28-205, Laws 1984, Ch. 31, § 2

... standing the provisions of
... Revised Statutes, the director
... of transportation, in order to
... of the four year license provided

for in § 3 of this act and to avoid uneven work-
loads in calendar years 1986, 1987 and 1988 may
issue or renew licenses for three years in accord-
ance with the following schedule:

Calendar Year	Not to Exceed
1984	75%
1985	50%
1986	25%

"B. The director of the department of trans-
portation may enact rules which will establish a
random basis for selection of applicants to be
issued a three year license so as to distribute the

renewal workload as uniformly as practicabl-
throughout the twelve months of the calendar
year.

"D. The provisions of this section expire
from and after December 31, 1986."

1977 Reviser's Note:

In the section heading "; renewal" was insert-
ed pursuant to authority of § 41-1304.02.

Library References

Automobiles ¶136.

C.J.S. Motor Vehicles §§ 21, 146 et seq.

§ 28-426.01. Driver's license: renewal by mail: application; eyesight standards;
rules; violation; classification

A. On payment of the fee prescribed in § 28-205, the department may renew by mail:
the operator's or motorcycle operator's license of a person who meets all of the following
requirements:

1. Has not been convicted of a moving traffic violation pursuant to chapter 6 of this
title¹ for the four years immediately preceding the determination of eligibility for renewal
under this section.
2. Has not had his license suspended, revoked, cancelled or denied according to the
records of the department for the four years immediately preceding the determination of
eligibility for renewal under this section.
3. Is renewing the license for the same class of license currently held.
4. Is not seventy years of age or older.
5. If sixty years of age or older, has presented or mailed to the department on a form
prescribed by the department a report based upon an examination not more than three
months prior to the date of its submission of the applicant's eyesight by an ophthalmolo-
gist, optometrist or physician licensed to practice medicine.
6. Has been issued a driver's license for at least seven years, the last three years of
which have been issued by this state.
7. The license issued by this state has not been renewed by mail in the last four years
immediately preceding the expiration of the current license.

B. The department shall notify persons meeting the requirements of subsection A of
this section that they may renew their license by mail and shall enclose an application in
the form prescribed by the director. If renewing by mail, the applicant shall complete
and return the application to the department.

C. The department shall issue a certificate of renewal to those applicants qualifying
which shall include the applicant's name, date of birth, address, driver's license expiration
date, number of the license renewed and other information as the department requires.
The certificate is not valid until it is signed by the applicant and attached to the last
license issued by this state which contains the photograph of the applicant.

D. The department shall decide whether in each case the eyesight reported pursuant
to subsection A, paragraph 5 of this section is sufficient to meet current eyesight
standards.

E. An ophthalmologist or optometrist licensed to practice in this state who examines a
person licensed under this article and determines that such a person does not meet the
standards set by the medical advisory board pursuant to § 28-433 shall notify the director
of such failure to meet the standards. Upon receipt of such a notification, the director
shall promptly notify the individual that his eyes must be examined within ten days of
notification as prescribed by the director. If the individual fails the eye examination or
fails to report for the eye examination, his license shall be revoked until such time that he
passes the examination.

F. The department may promulgate rules for the issuance of the renewals of licenses under this section as it deems necessary for the safety and welfare of the traveling public.

G. Notwithstanding § 13-2704, a person who makes a false certification on an application permitted under this section is guilty of a class 1 misdemeanor.

Added by Laws 1986, Ch. 308, § 3, eff. Jan. 1, 1987.

¹ Section 28-601 et seq.

Effective January 1, 1987

For delayed effective date of provision of Laws 1986, Ch. 308, see Historical Note following § 16-112.

1986 Reviser's Note:

Pursuant to authority of § 41-1304.02, in the heading of this section "eyesight standards:" was added following "application:".

§ 28-127. Notice of change of address or name

Cross References

Service of notice of suspension, revocation, or cancellation of operator's or chauffeur's license, see § 28-453.

Law Review Commentaries

Name change, minors. 18 Ariz.L.Rev. 725 (1976).

§ 28-128. Records to be kept by department

A. The department shall file every application for a license received by it and shall maintain suitable indexes containing, in alphabetical order:

1. All applications denied and on each application a note of the reasons for the denial.
2. All applications granted.

3. The name of every licensee whose license has been suspended or revoked by the department and after each name a note of the reasons for the action.

B. The department shall also file all abstracts of court records of convictions received by it under the laws of this state and in connection therewith maintain convenient records or make suitable notations in order that an individual record of each licensee showing the convictions of the licensee and the traffic accidents in which he has been involved is readily ascertainable and available for the consideration of the department upon an application for renewal of license and at other suitable times.

C. The department shall maintain all such records for a period of five years after the application, suspension, revocation or abstract of a court record of conviction has become inactive.

Amended by Laws 1983, Ch. 66, § 2.

Notes of Decisions

1. Construction and application

In personal injury action wherein motorist and his wife alleged that State breached duty owed to them when motor vehicle department issued driver's license in violation of statute to driver with known history of psychomotor seizure who, while unconscious due to seizure, struck motorist and thereby injured him, substantial fact issue existed as to whether any duty state may have breached was owed to public generally and not to plaintiffs, precluding summary judgment. *Oleszczuk v. State* (1979) 124 Ariz. 373, 604 P.2d 637.

Statutory duties requiring motor vehicle department to keep records of driver's license applications, suspensions of licenses and reasons therefor and convictions and traffic accidents for all licensees and to establish medical advisory board to advise department of medical standards for driver licensing are specific and designed to protect that portion of public using highways. *Id.*

Portion of driver's license application which required applicant to indicate whether he was subject to epilepsy, seizures, or fainting spells was designed to protect persons who might be injured in automobile accident as result of driver suffering such spell. *Id.*

LEGISLATION

BRIEFLY

UA action

Bill would allow driver's license renewals by mail: Alaskans who have to take time off work or drive hours in to get to an office where they can renew their drivers' licenses might be able to renew by mail, under a bill passed by the Senate on Wednesday.

The measure (CSSB95) would allow renewals by mail only for people who have no moving violations on their driving record, said Sen. Jay Kerttula, the prime sponsor.

People who are at least 69 years old would have to renew their licenses in person.

Kerttula explained the lack of an eye test - now part of the renewal process - probably would not be a problem for people younger than 69.

The eye test given in Alaska is "perfunctory" and several other states have dropped the test, he said. The Senate voted 18-1 for the bill, which goes on to the House for debate.

Teleconferences listed:

Today, 1:30 p.m.: Sponsor: House Judiciary, Subject: Leg. Public Hearing: HB 237 - Abuse of Minors; Room: Capitol 120.

Saturday, 1 p.m.: Sponsor: Sen. Coghill, Rep. Shultz; Subject: Public Hearing regarding boroughs; Room: C-30, Sen. Coghill's Office.

Tuesday, 3:30 p.m.: Sponsor: Joint House and Senate Community & Regional Affairs; Subject: Leg. Public Hearing: Local Boundary Commission; Room: Capitol, Room 205.

Tuesday, 6 p.m.: Sponsor: Rep. Cato, House District 6; Subject: Constituent Meeting, Room: C-17 (Office).

Tuesday, 7 p.m.: Sponsor: Interior Delegation; Subject: Constituent Meeting; Room: Capitol, Room 205 Butrovich.

Tuesday, 8 p.m.: Sponsor: Senate District B, Senator Eliason; Subject: Constituent Meeting; Room: Capitol, Room 417 (Office).

Wednesday, 6 p.m.: Sponsor: District N-27, Sen. Zharoff, Rep. Davidson; Subject: Constituent Meeting; Room: Capitol 121, Sen. Zharoff's Office.

Wednesday, 7 p.m.: Sponsor: Sen. Zharoff & Rep. Herrmann; Subject: Constituent Meeting; Room: Capitol, Room 121 (Sen. Zharoff's Office).

Thursday, 9 a.m.: Sponsor: Sen. Binkley & Rep. Hoffman; Subject: Constituent Meeting; Room: C-518 (Office).

By LARRY PERSILY

THE ASSOCIATED PRESS

The Alaska Legislature is not expected to take action this session regarding the merger of the University of Alaska and community college systems, and instead will wait for this fall's public referendum on the issue.

Although lawmakers will wait for the results of this fall's vote, they are concerned about problems arising from last year's consolidation.

"This away," chairmen commit the merger. The sales leased it. Pour subcommittee the operating training features can be p

Bill would ch

By LARRY PERSILY

THE ASSOCIATED PRESS

In response to the political problems that followed the death of Fairbanks Sen. Don Bennett last year, the Senate Rules Committee has proposed a major rewrite of state law for filling legislative vacancies.

The bill would require the local political organization to submit a list of at least three names to the governor for appointment of a successor to the vacant seat.

If the political party fails to submit at least three names for consideration, the measure (SB361) would

allow the qualified. Follow 30, Fairbanks done the and submitted former L now Repul Gov. St point Ranc The pol later whe submitted Cowper se ate Republ ning's app

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Original sponsor: Kerttula

1 IN THE SENATE BY THE STATE AFFAIRS COMMITTEE

2 CS FOR SENATE BILL NO. 95 (State Affairs) am

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FIFTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to renewal of a driver's license;
7 and providing for an effective date."

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

9 * Section 1. AS 28.15.101(a) is repealed and reenacted to read:

10 (a) Except as otherwise provided in this chapter, a driver's
11 license expires on the licensee's birthday in the fifth year following
12 issuance of the license. A license may be renewed within one year of
13 its expiration upon proper application, payment of the required fee,
14 and except when a license is renewed under (c) of this section, suc-
15 cessful completion of a test of the licensee's eyesight.

16 * Sec. 2. AS 28.15.101 is amended by adding a new subsection to read:

17 (c) A driver's license may be renewed by mail if the licensee
18 complies with (a) of this section, except that a license may not be
19 renewed by mail if

20 (1) the applicant's license, within the previous five
21 years, has been revoked by a court after conviction for an offense
22 under AS 28.15.181(a) or another law or ordinance with substantially
23 similar elements;

24 (2) the applicant's license, within the previous five
25 years, has been suspended, revoked, or denied by the department under
26 AS 28.15.165 or 28.15.251;

27 (3) the applicant, within the previous five years, has been
28 convicted of a moving traffic violation;

29 (4) the most recent renewal of the applicant's license was

1 by mail; or

2 (5) the applicant is 69 years of age or older on the ex-
3 piration date of the driver's license being renewed.

4 * Sec. 3. AS 28.15.271 is amended by adding a new subsection to read:

5 (b) In addition to the fees under (a) of this section, a person
6 who renews a driver's license by mail shall be charged a fee of \$1.

7 * Sec. 4. This Act takes effect January 1, 1989.

Original sponsor: Kerttula

1 IN THE SENATE BY THE STATE AFFAIRS COMMITTEE
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7 * Sec. 4. This Act takes effect January 1, 1988.

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BY KERTTULA

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24 years, has been suspended, revoked, or denied by the department under
25 AS 28.15.165 or 28.15.251;

26 (3) the applicant, within the previous five years, has been
27 convicted of a moving traffic violation; or

28 (4) the applicant's license has previously been renewed by
29 mail two consecutive times for five-year periods.
S