

**Hoiland, Paul**

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**From:** Lance Nielsen [ecnal@execpc.com]  
**Sent:** Sunday, March 28, 1999 8:26 PM  
**To:** Rep.Boyle; Rep.Brandemuehl; Rep.Carpenter; Rep.Coggs; Rep.Colon  
**Subject:** Driver's License Requirements

>Date: Sun, 28 Mar 1999 20:13:39  
>To: leather@execpc.com  
>From: Lance Nielsen <ecnal@execpc.com>  
>Subject: Driver's License Requirements

>  
>March 27, 1999

>  
>Good Day:

>  
>I am writing to express my opposition to proposed changes to the driver's licensing requirements. I do not want additional requirements imposed on new teenage drivers. I want my children to be able to obtain their learner's permit and license under the current requirements. The proposed new rules will place a burden on already stressed families. With so many families having both parents who work, not to mention the workload of single parent families, I do not want parents to have to put in extra hours in order for new drivers to obtain their driver's license.

>  
>Do not put up legislative roadblocks. I do not want "Big Government" making my life more difficult. By setting our own rules and parameters on driving, my family will be in charge of setting limits and instilling responsibility in the teenage drivers in my home. We will create guidelines that will work for our family. I do not want an added burden from legislators, that will make obtaining a license an unnecessary, prolonged ordeal.

>  
>I want my child to be able to obtain her license in a timely manner, so that she can gain driving experience while still living at home. I also want my very responsible child to be able to drive her siblings or others to destinations which will be monitored by her parents. Do not penalize the many responsible families and teenagers in the state.

>  
>The government is promoting car pooling. However, because teenage drivers would not be able to give rides to those not in their family, this change in requirements would put more cars on the road. As a result, Wisconsin citizens would experience additional traffic congestion, which in turn could result in more accidents and increased pollution.

>  
>Thank you for your attention to my request. Please vote AGAINST changing drivers licensing requirements.

>  
>Sincerely,

>  
>Kathy Nielsen  
>Lance Nielsen  
>Brookfield, Wisconsin

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 / \ / Let there be ===== +++  
 / \ \ peace on Earth! ===== +  
 \ / \ \\_\_\_\_\_ =====

# LAWMAKERS CONSIDER SAFETY BILLS

Several measures that would improve traffic safety in Wisconsin are being considered by state lawmakers. A few of the legislative issues in which AAA Wisconsin is playing an advocacy role are highlighted here.

## GRADUATED LICENSING

Teen drivers have the highest crash rates of any age group. To help teens become safer drivers, Rep. Luther Olsen has introduced Assembly Bill 52, a graduated driver licensing (GDL) bill for Wisconsin. AAA provided extensive input for the creation of A.B. 52 and strongly supports it.

Forms of GDL are in place in 26 states. It is intended to ease teens into the driving privilege by reducing restrictions as new drivers demonstrate

growth in responsible and safe vehicle operation.

Rep. Olsen's GDL bill would require 50 hours of adult-supervised driving practice before a teen is granted a probationary license. The bill would then restrict teens from driving with non-family passengers under 21 years of age for nine months. During that time, new teen licensees would not be allowed to drive between midnight and 5 a.m.—except for school or work—without adult supervision. Also, "points" assessed for moving violations would double during teens' probationary license phase. The bill would not change the state's minimum ages for the various license stages.

Sen. Robert Jauch is chief Senate co-sponsor of A.B. 52. Sen. Carol Roessler has introduced an identical Senate companion bill, S.B. 19. At press time, Rep. David Brandemuehl, an A.B. 52 co-sponsor and Assembly Transportation Committee chairman, had scheduled a Feb. 11 hearing on the bill. Last summer, Gov. Tommy Thompson announced his support for GDL as envisioned by Rep. Olsen.

For a copy of a AAA booklet making the case

for teen graduated driver licensing in Wisconsin, visit any AAA Wisconsin office or call (800) 236-1300, ext. 2486.

## TRUCK DEBRIS

In January AAA Wisconsin delivered more than 1,500 response cards from members who expressed concern about debris from trucks. The cards showed support for passing a law requiring trucks carrying bulk materials, such as gravel, to be covered. The club also urged required use of mud guards on dump trucks.

The club is working with Sen. Brian Burke to develop covered-truck and mud-guard measures modeled after some of the better laws around the nation. Rep. Marlin Schneider has introduced A.B. 3, which would require covering trucks carrying bulk loads and expanded mud-guard use, including use on dump trucks.

## SAFETY BELTS

Other than the human brain, there's no more important piece of safety equipment in a car than the safety belt. Getting all drivers to use both brains and belts remains a challenge, however.

Standard or primary enforcement of belt laws allows a police officer to issue a citation for an observed violation. Wisconsin's law permits a safety-belt ticket to be written only when a vehicle is stopped for some other violation. States allowing standard enforcement often reach

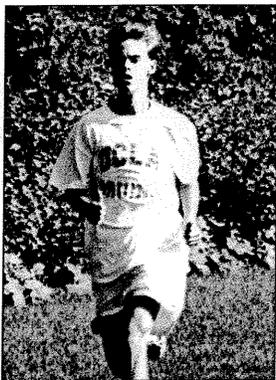
belt-use rates in the high 80 percentile or low 90 percentile levels. Wisconsin's rate of safety-belt use stands at about 61 percent. AAA policy supports life-saving, injury-reducing standard enforcement of safety-belt laws.

The current push for standard enforcement comes in part from the Wisconsin Safety Belt Coalition, a group that includes the State Medical Society, Wisconsin Safe Kids, AAA Wisconsin and dozens of other organizations. Working closely with the coalition, Senate President Fred Risser and Rep. Jeff Stone have authored identical Senate and Assembly companion bills for standard enforcement.

## GET IN TOUCH

Through midyear, much of the Legislature's attention will be focused on the biennial state budget, so the progress of the measures noted here is difficult to predict. What's certain is that lawmakers do pay attention to constituent contact. To reach the offices of your state lawmakers, call the Legislative Hotline at (800) 362-9472. (Near Madison, call 266-9960.)

*Note: This update was written nearly a month before this magazine reached your home; check AAA Wisconsin's Web site at [www.aaawisc.com](http://www.aaawisc.com) for further developments on these and other issues.*



**The 1997 death of 15-year-old Kris Greening (above left) is one high-profile case for graduated licensing. Kris died when the car (left) in which he was a passenger crashed at 110+ mph. The car's teen driver had two prior speeding convictions.**

# GDL and more

It was great to see all the bikers in the gallery at the State of the State address. I was fortunate enough to get a seat on the floor on the opposite side so that I could see them. The bad part was that two marble columns blocked my view of the podium. Oh well, I could have been stuck outside. My thanks to everybody who took time to show up.

The Graduated Licensing bill, AB 52 has been introduced in the State Assembly. This bill would require that a person have their temporary license for six months before they could test for their probationary license. Currently a person who is at least 16 only needs to hold their temporary license for seven to 14 days before they can take the road test. Under this bill, once a person under 18 gets their probationary license they would not be allowed to operate a motor vehicle with anyone under 21 in the vehicle except for immediate family members or spouse; or a person 21 or older with two years licensed driving experience and is authorized in writing to accompany the driver by the drivers parent or guardian. It will also prohibit the probationary driver from driving between midnight and 5 a.m. unless they were going to or from work or school.

There is also a provision that allows for primary enforcement of the seatbelt law for anybody under 18.

Things are happening fast with this bill. A hearing was scheduled for February 11, with the Transportation Committee, that Dan Van Linn and I

planned to attend. The day before the hearing the original language was

## Legislative Report

By Dave Dwyer



replaced with "substitute amendment one." I was told at the hearing that an amendment to exclude motorcycle licensing was requested, but it wasn't included yet. I have been promised a fax as soon as it is ready. By the time you get to read this, I expect that it will have already passed out of committee. I look to see it pass very soon after it gets to the Assembly floor.

There is a companion bill in the Senate, SB 19. The wording is not identical so we will have to watch and see what goes on with that bill also.

There is a great deal of support for this legislation all the way up to the Governor. We will be watching the progress of these bills and working to keep motorcycle licensing from being adversely affected.

We are going to be supporting AB 3. This bill requires every motor truck, road tractor, truck tractor-trailer, semi-trailer,

*See Legislative, page 16*

## Legislative *Cont. from page 3*

and farm trailer, except farm trucks equipped with dump bodies, operated upon a highway, to be equipped with fenders or mudguards. It also requires that a load of bulk material, such as sand, gravel, or dirt that is not in containers be covered when being transported on a highway. It allows an exemption for bulk material being applied to a highway for construction or maintenance. We would like to see that exemption removed and make it apply to all vehicles.

During March we will be sending Rick Traver and Dan Van Linn to Washington, D.C., to attend the AMA lobbying school.

If you are interested in going to the S.T.E.A.M. conference this year let your regional rep and district director know before the march BOD meeting. This is

the tenth year that S.T.E.A.M. has been held. This is usually an excellent conference and is really geared to help both the "old timer" and those who wish to get more involved, but don't quite know how.

We have two committees to deal with in the State Assembly now on highway safety and transportation issues, the Committee on Highway Safety: Representatives Stone, chairperson; Townsend, vice chairperson; Brandemuehl, Ward, Urban, Hasenohrl, Ryba and Young. And the Committee on Transportation: Representatives Brandemuehl, chairperson; Stone, vice chairperson; Petrowski, Suder, Townsend, Huebsch, Leibham, Kestell, Lassa, Balow, Gronemus, Hasenohrl, Steinbrink, Turner, and Young.

If one of the representatives listed is from your district, get to know them or this could be a long two years.

ABATE of WI

Newsletter

March, 1999

6 DL  
Biel

DATE: Feb. 8, 1999  
 TO: Mary Pluta, Dave Jahr  
 FROM: Beverly Larson, WisDOT, DMV  
 SUBJECT: YOUNG DRIVER FATAL ACCIDENTS in 1998

Priority	Date	# of pages
Fax Note R7673	2-8-99	7
To		
Fax#		
From	BEV LARSON	
Phone#	266-2237	

Attached is a report of fatal accidents where one of the drivers was either 15, 16, 17 or 18 years of age. I've tried to include as much data as you may find useful, depending on what you'd like to analyze. The accidents are listed by the age of the driver, and then by date of occurrence. To help interpret, the column headings are:

**Acc Date:** The date the accident occurred

**Date Licensed:** The date the driver obtained their DL, if the driver was licensed

**Acc Time:** The time of day/night the accident occurred

**Type of Vehicle:** Vehicle driven. Mcycle is Motorcycle.

**Drv Age:** Age of the driver. Sometimes two drivers will be listed under the same accident date if BOTH of the drivers were 15 - 18.

**Safety Equip:** Use of safety equipment as reported by the law enforcement officer. Often times this is self reported by the driver.

**Injury Severity:** See the table on the last page for details.

**Possible Contributing Factors:** These are provided by the law enforcement officer investigating the accident. Only the driver factors are included in the report. Other factors include highway and vehicle.

**Pass #:** Zero if there were no passengers in the vehicle. Otherwise, numbered according to the number of passengers.

**Passenger**

**Age:** As identified by the law enforcement officer. We can't determine relationship to the driver.

**Safety Equip:** Worn by the passenger and reported by the law enforcement officer. Again, this is typically self reported by the passenger.

**Injury:** Same codes as used for the driver

**Party Killed:** If neither the young driver nor passenger in the young driver's car were killed, an indication of who was killed in the accident.

If you have any questions about the report, or interpreting the data that's shown, please feel free to call me at 266-1052.

CC: Rep. Brandemuehl

**Report on 15 to 18 Year Old**

**Wisconsin Drivers**

**Involved in Fatal Accidents in 1998**

Date	Licensed	Time	Type of Vehicle	Age	Safety Equip	Driver Injury *	Possible Contributing Circumstances	Pass #	Passenger		Party	
									Age	Safety Equip		Injury *
2/16/98	none	8:56 PM	auto	15	none	K	loss of control	1	15	lap/shoulder	B	Killed
6/26/98	permit	7:27 PM	ncycle	15	none	K	speeding	0				
7/1/98	none	11:14 AM	tractor	15	none	K	Inattentive	0				
12/30/98	none	8:58 AM	truck	15	unknown	B	speed	0				
1/4/98	3/1/97	5:26 PM	auto	16	lap/shoulder	N	none	1	17	lap/shoulder	N	78 yr Dvr
1/26/98	1/15/98	7:35 AM	auto	16	lap/shoulder	K	none	0				92 yr Ped
2/11/98	5/28/97	4:21 PM	truck	16	none	K	loss of control	0				
2/7/98	8/22/97	3:15 PM	auto	16	lap/shoulder	B	loss of control	0				
3/29/98	9/1/97	3:45 PM	auto	16	none	K	over corrected	1	13	lap/shoulder	B	
5/18/98	2/19/98	3:59 PM	auto	16	unknown	K	inexperienced	2	13	lap/shoulder	K	
						K	loss of control	0				
						K	ran stop	0				
5/21/98	8/18/97	6:23 PM	auto	16	lap/shoulder	B	Inattentive	1	15	lap/shoulder	B	71 yr Dvr
							speed					
							ran stop					
							Inattentive					
							too fast conditions					
							fail to yield					
5/18/98	3/27/98	3:24 PM	auto	16	none	C	loss of control	1	15	none	K	
7/19/98	7/7/98	8:45 PM	auto	16	lap/shoulder	A	loss of control	1	15	lap/shoulder	B	
								2	16	lap/shoulder	A	
								3	16	none	K	
7/13/98	6/3/98	8:55 PM	auto	16	lap/shoulder	C	failure to yield	1	15	lap/shoulder	C	36 yr Motorcycle Dvr
8/8/98	6/15/98	5:43 PM	auto	16	lap/shoulder	K	left of center	1	18	none	K	
8/18/98	10/21/97	4:20 PM	auto	16	lap/shoulder	N	loss of control	0				
8/23/98	none	4:58 AM	auto	16	unknown	K	failure to yield	0				
8/28/98	2/23/98	3:30 PM	auto	16	lap/shoulder	N	speed	1	14	unknown	A	50 yr Motorcycle Dvr
9/23/98	1/8/98	4:00 PM	auto	16	lap/shoulder	B	loss control	0				
	1/8/98		auto	16	none	B	none	0				58 yr Dvr
9/23/98	1/17/98	4:25 PM	auto	16	lap/shoulder	A	loss of control	1	17	none	K	
			auto	16	lap/shoulder	A	failure to yield	0				38 yr Dvr
9/25/98	6/15/98	7:10 PM	auto	16	none	C	ran stop	1	16	none	C	43 yr Pass
							speed					
							failure to yield					
							Inattentive					
							ran stop					

\* Injury severity code legend on last page

ACC Date	Date Licensed	ACC Time	Type of Dry Vehicle	Age	Safety Equip	Driver Injury *	Possible Contributing Circumstances	Pass #	Passenger		Party Killed
									Age	Safety Equip	
10/17/98	10/16/98	12:38 AM	auto	16	lap/shoulder	A	loss of control	1	15	none	K
								2	14	none	A
								3	15	none	A
10/19/98	8/19/98	6:59 PM	truck	16	none	A	speed	1	15	lap/shoulder	B
								2	15	none	A
10/20/98	3/12/98	5:50 PM	auto	16	lap/shoulder	K	speed	1	16	lap/shoulder	B
10/21/98	7/17/98	3:05 PM	auto	16	lap/shoulder	N	speed	1	16	lap/shoulder	C
10/10/98	10/2/98	11:40 PM	auto	16	none	K	speed	1	15	none	N
							loss of control				
10/31/98	8/5/98	11:31 PM	auto	16	lap/shoulder	C	loss of control	1	14	none	K
								2	14	none	K
								3	15	none	C
								4	15	lap/shoulder	B
11/4/98	9/25/98	10:02 PM	auto	16	unknown	K	speed	0			
							loss of control				
11/6/98	none	8:37 PM	auto	16	none	B	speed	1	16	none	K
							loss of control	2	17	none	B
							driver condition	3	14	none	A
11/10/98	8/19/98	8:23 PM	auto	16	unknown	K	none	0			
11/13/98	10/9/98	7:08 PM	auto	16	lap/shoulder	B	speed	1	15	unknown	K
							improper overtaking	2	15	lap/shoulder	B
							loss of control	3	15	unknown	A
							speed	1	15	lap/shoulder	N
							inattentive	2	15	lap/shoulder	N
							improper overtaking	3	15	lap/shoulder	N
11/17/98	3/20/98	5:52 PM	auto	16	lap/shoulder	K	improper overtaking	1	13	lap/shoulder	K
								2	16	lap/shoulder	A
11/25/98	7/28/98	9:01 PM	truck	16	none	A	speed	1	17	none	K
							following too close	2	16	none	B
								3	17	none	B
12/2/98	7/24/98	4:56 PM	auto	16	lap/shoulder	K	left of center	0			
12/28/98	unknown	7:50 PM	auto	16	unknown	unknown	unknown	unknown			
1/20/98	7/9/96	6:30 PM	truck	17	none	K	driver condition	0			19 yr Ped
2/12/98	5/2/97	9:54 PM	auto	17	none	K	driver condition	1	18	unknown	A
								2	17	none	A
								3	17	none	B
3/6/98	1/16/97	7:43 AM	auto	17	lap/shoulder	A	loss of control	1	17	lap/shoulder	K
4/30/98	6/18/97	7:22 AM	auto	17	unknown	B	fall to yield	0			
5/16/98	8/28/97	10:38 AM	auto	17	none	K	left of center	0			42 yr Motor Cycle Dvr

Acc Date	Date Licensed	Acc Time	Type of Vehicle	Dry Age	Safety Equip	Driver Injury *	Possible Contributing Circumstances	Pass #	Passenger		Party
									Age	Safety Equip	
5/23/98	9/10/98	10:07 PM	truck	17	none	A	loss of control	1	15 unknown	A	Killed
								2	19 none	A	
								3	18 none	A	
								4	17 none	A	
								5	18 none	A	
								6	16 none	K	
6/22/98	10/15/97	7:40 PM	auto	17	lap/shoulder	K	speed	1	16 lap/shoulder	B	
7/1/98	8/4/97	5:24 PM	auto	17	lap/shoulder	K	loss of control	2	17 lap/shoulder	B	
7/6/98	6/6/97	6:09 PM	auto	17	none	K	failure to yield	0			
							inattentive	1	23 none	A	
							speed	2	16 unknown	A	
							driver condition	3	16 unknown	K	
7/19/98	1/6/98	1:18 PM	auto	17	lap/shoulder	N	speed	0			8 yr Bicyclist
7/17/98	1/27/97	1:15 PM	auto	17	lap/shoulder	A	none	0			58 yr Dvr
7/23/98	6/13/97	1:46 PM	auto	17	none	K	speed	1	16 none	B	
							loss of control	2	16 none	B	
								3	16 none	B	
								4	16 none	A	
8/1/98	none	6:44 AM	auto	17	none	K	inattentive	1	17 none	B	
								2	16 none	B	
8/4/98	3/20/97	12:07 AM	van	17	none	K	speed	1	16 none	A	
							loss of control				
							driver condition				
8/9/98	6/10/97	4:20 PM	auto	17	lap/shoulder	C	none	1	57 lap/shoulder	C	80 yr Dvr
								2	16 lap/shoulder	C	
								3	15 lap/shoulder	C	
								0			
8/22/98	5/8/97	12:30 AM	truck	17	none	K	speed				
							loss of control				
8/27/98	8/24/98	12:12 AM	van	17	none	A	speed	1	17 none	K	
							loss of control				
							driver condition				
9/3/98	7/28/98	11:02 PM	auto	17	lap/shoulder	N	none	1	17 lap/shoulder	N	73 yr Ped
9/13/98	7/29/97	1:40 PM	auto	17	none	K	none	1	16 none	B	
10/9/98	4/7/97	10:01 PM	truck	17	none	K	loss of control	0			
10/16/98	8/7/97	4:03 PM	auto	17	lap/shoulder	N	inattentive	0			77 yr Ped
10/25/98	4/16/97	1:56 AM	auto	17	none	N	none	1	18 none	N	18yr & 19yr Ped
10/30/98	5/28/97	1:48 PM	truck	17	none	A	none	1	15 lap/shoulder	K	
11/12/98	7/24/97	3:40 PM	auto	17	none	A	loss of control	1	18 none	K	
11/26/98	11/17/97	11:51 AM	auto	17	lap/shoulder	K	inattentive	0			
12/5/98	8/12/97	2:04 AM	auto	17	lap/shoulder	A	none	1	18 lap/shoulder	K	
								2	18 lap	A	
12/21/98	2/4/98	4:04 PM	truck	17	none	N	speed	0			82 yr Ped

Acc Date	Date Licensed	Acc Time	Type of Vehicle	Drv Age	Safety Equip	Driver Injury *	Possible Contributing Circumstances	Pass #	Age	Safety Equip	Injury *	Party Killed
12/23/98	12/16/97	9:44 PM	auto	17	none	K	none	0				
12/25/98	8/13/97	11:40 PM	auto	17	none	K	speed	0				
1/1/98	8/7/95	11:01 AM	auto	18	none	K	loss of control	0				
1/6/98	12/7/96	3:28 PM	van	18	lap/shoulder	A	left of center	1	15	lap/shoulder	A	40 yr Drv
2/20/98	2/20/98	5:29 PM	auto	18	none	K	speed	1	16	none	B	
							left of center					
							driver condition					
2/27/98	7/26/95	9:24 PM	auto	18	lap/shoulder	K	loss of control	0				
3/1/98	12/23/97	12:25 AM	van	18	none	K	speed	1	19	lap/shoulder	B	
							loss of control	2	19	none	K	
								3	20	lap/shoulder	B	
								4	18	none	K	
3/2/98	7/6/95	1:33 AM	van	18	none	B	speed	0				43 yr Drv
							ran red light					34 yr Pass
							driver condition					
5/4/98	7/9/96	7:29 PM	auto	18	none	B	following too close	0				4yr Pass
							Inattentive					
6/6/98	5/24/96	8:58 PM	mcycle	18	none	K	speed	0				
							loss of control					
6/11/98	3/29/96	3:32 PM	truck	18	unknown	A	Inattentive	0				81 yr Dvr
							following too close					
7/17/98	12/18/96	8:30 AM	auto	18	none	IB	failure to yield	1	17	none	C	
							ran stop	2	14	none	K	
							driver condition	3	17	none	A	
								4	13	none	B	
7/21/98	11/22/95	7:07 PM	auto	18	lap/shoulder	K	failure to yield	1	18	lap/shoulder	A	
							ran stop	2	15	none	A	
							none	0				
7/31/98	5/14/96	7:30 PM	truck	18	none	K	none	1	20	lap/shoulder	C	
7/20/98	5/7/96	10:16 PM	truck	18	none	K	left of center	0				
							improper overtaking					
8/1/98	1/2/96	8:13 AM	auto	18	none	K	inattentive	1	21	none	A	
							ran stop					
8/2/98	4/16/97	7:25 AM	auto	18	none	K	inattentive	1	22	none	A	
							driver condition	2	22	none	K	
8/2/98	10/30/97	10:36 PM	auto	18	lap/shoulder	A	failure to yield	1	18	lap/shoulder	K	
							ran stop	2	16	unknown	A	
8/19/98	5/21/96	10:15 PM	auto	18	none	K	loss of control	0				

Acc Date	Date Licensed	Acc Time	Type of Vehicle	Drv Age	Safety Equip	Driver Injury*	Possible Contributing Circumstances	Pass #	Age	Passenger Safety Equip	Injury *	Party
8/31/98	3/13/98	11:42 PM	auto	18	none	K	inattentive	1	17	none	A	Killed
9/4/98	9/13/96	4:25 PM	auto	18	none	A	loss of control	1	16	none	A	20yr Pass
							none	2	17	none	B	
9/7/98	permit	3:00 PM	truck	18	lap/shoulder	N	inattentive	3	16	none	B	44 yr Motorcycle pass
9/9/98	8/19/96	3:55 AM	mcycle	18	helmet	K	loss of control	0				
							speed					
							improper overtaking					
							driver condition					
10/16/98	10/12/98	10:09 PM	truck	18	none	A	none	1	18	none	A	34 yr Dvr
10/25/98	10/8/96	2:54 PM	auto	18	none	K	failure to yield	2	19	none	A	28 yr Pass
							ran stop	0				
11/5/98	8/6/97	8:20 PM	auto	18	none	K	speed	0				
							improper overtaking					
							speed	1	17	none	N	
							speed	2	17	none	N	
								3	15	none	N	
								4	18	none	N	
11/28/98	10/22/96	2:35 AM	auto	18	none	A	speed	1	26	none	K	
								2	23	none	N	
12/2/98	7/8/96	11:23 AM	auto	18	none	A	speed	1	17	none	K	
							inattentive					
							loss of control					
12/4/98	12/17/97	10:08 PM	auto	18	lap/shoulder	K	speed	0				
12/12/98	none	4:00 AM	truck	18	none	B	speed	1	18	none	k	
							left of center					
							loss of control					
							driver condition					
12/15/98	none	9:24 PM	auto	18	unknown	K	ran stop	1	17	unknown	K	
							driver condition	2	18	unknown	K	
12/29/98	11/19/96	7:40 AM	auto	16	lap/shoulder	C	none	0				41 yr Dvr
<b>Injury Severity Codes</b>												
K = Killed												
A = Incapacitating Injury												
B = Nonincapacitating Injury												
C = Possible Injury												
N = No Injury												

**Krause, Sheri**

**From:** Kristin Wegner [maddwi@tcccom.net]  
**Sent:** Thursday, February 18, 1999 4:10 AM  
**To:** Krause, Sheri  
**Subject:** RE: Standard Safety Belt Enforcement

Dear Representative Brandemuehl,

Thank you for your prompt response to my e-mail. I understand your reasons for concern about primary safety belt enforcement and appreciate your comments. I wish you luck with the GDL bill which is another legislative issue MADD is very supportive of. Please don't hesitate to contact us if there is anything we can do to assist you.

Kristin Wegner  
MAD Wisconsin

-----Original Message-----

**From:** Krause, Sheri [SMTP:Sheri.Krause@legis.state.wi.us]  
**Sent:** Tuesday, February 16, 1999 7:33 PM  
**To:** 'maddwi@tcccom.net'  
**Subject:** Standard Safety Belt Enforcement

Dear Kristin,

Thank you for contacting me regarding your support for the primary enforcement of Wisconsin's mandatory seat belt law. It was good hearing from you.

I commend you for your work on behalf of the Wisconsin Safety Belt Coalition and MADD. Although you may be right in stating that allowing the primary enforcement of the seat belt law would encourage more people to use their seat belts and possibly save lives, I don't know if the political will is there to make this change. The law that mandates seat belt usage was a hard fought battle. The bill's supporters had to include a provision for secondary enforcement in order to get enough votes for passage. If they had remained adamant about requiring primary enforcement, the bill would have died and we would not have a seat belt law.

I would like to make it clear that I am a strong supporter of the graduated driver licensing bill. As chair of the Assembly Transportation Committee, I have done everything possible to expedite this bill and will work for its passage. However, the most contentious aspect of the bill is probably the primary enforcement of seat belt usage for minors. Although I agree that it is a good idea to get young drivers in the habit of using their seat belts, I will not fight for this provision if I believe that it might jeopardize the entire bill.

It is my understanding that Rep. Jeff Stone has plans to introduce a bill to allow primary enforcement for all drivers. Since Rep. Stone is the chair of the Assembly Highway Safety Committee, I am sure that the bill will be given a public hearing and I will certainly keep your thoughts and concerns in mind at that time.

Incidentally, Rene is doing very well. If you are interested, her e-mail address is [brandemuehlr@boystown.org](mailto:brandemuehlr@boystown.org) <<mailto:brandemuehlr@boystown.org>>. I am sure she would enjoy hearing from you. Thanks again for writing.

Sincerely,

David A. Brandemuehl  
State Representative  
49<sup>th</sup> Assembly District

**Krause, Sheri**

**From:** Kristin Wegner [maddwi@tcccom.net]  
**Sent:** Tuesday, February 09, 1999 6:24 AM  
**To:** Rep.Brandemuehl  
**Subject:** LRB-1705/1 - Standard Safety Belt Enforcement

Dear Rep. Brandemuehl,

My name is Kristin Wegner and I am the Executive Director for the Wisconsin State office of Mothers Against Drunk Driving. However, you may remember me as Kristin Andersen. I graduated with Rene from Fennimore H.S. and was involved in a great deal of school activities with her, mainly music related. Jack and Pat Andersen are my parents. I realize I am currently not one of your constituents (I currently live in the Appleton area), but I am hoping you will find my comments important.

I am writing on behalf of the Wisconsin Safety Belt Coalition of which I am a member. There is a bill (right now it is LRB-1705/1 - it doesn't have a number yet) that is going to be introduced on February 17. I know you are very active with highway/traffic safety issues and are a co-sponsor of the GDL Bill - AB 52. Since there is a standard enforcement aspect to that bill, I would assume standard enforcement is something you would be supportive of. The coalition feels it would be very beneficial to the Standard Enforcement Bill if you were to sign on as a co-sponsor. As a MADD representative I would like to share the reasons why I feel standard enforcement is important. In 1997, 16,189 people were killed in alcohol-related traffic crashes in the United States. 329 of them were from Wisconsin. In Grant County, 58 people were injured and 4 died in alcohol related traffic crashes. While MADD is working very diligently to pass legislation and to provide public awareness materials that will stop drunk driving, people are still dying and many more are being seriously injured. One of the best and only ways to protect yourself against a drunk driver is to wear a seat belt. By passing legislation that would allow better enforcement of the current law that makes it illegal to drive without being properly restrained by a safety belt, more people will use their seatbelts and more lives will be saved. The national use rate had only reached 15% before the first belt law was passed in 1984. NHTSA reported in 1996 that the use rate was 68%. Obviously, the law had an effect on people's use rate. There is no reason to believe that if the enforcement of this law becomes more strict, this use rate won't continue to increase.

I would also like to commend you on your co-sponsorship of AB 52, legislation that MADD also supports. Traffic crashes are the number one killer of youth between the ages of 16-20 and about half of the traffic fatalities are alcohol-related. We are hoping that by having more stipulations for youth driving this will help to decrease those numbers. I'm sure you feel the same way. Thank you for your support of the GDL bill and I hope you will consider co-sponsoring the standard enforcement bill. If you have any questions, you can contact Lynn Sherman at the State Medical Society at 800-362-1109.

Thank you and say hi to Rene for me the next time you talk to her!

Sincerely,

Kristin Wegner  
Executive Director, MADD Wisconsin

*talk to me*

**Krause, Sheri**

**To:** jgander@southwest.tec.wi.us

**Subject:** Graduated Driver Licensing

Dear John,

I wanted to let you know that Rep. Luther Olsen, the author of AB 52, is going to be introducing a substitute amendment to the bill. The substitute will include a provision to specifically allow a high school to provide additional driving time without being considered a commercial driving school. At my request, this provision will be extended to include the Wisconsin Technical College System.

If you have any further questions or concerns, please let me know.

Sincerely,  
David A. Brandemuehl  
State Representative  
49<sup>th</sup> Assembly District

## Hoiland, Paul

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**From:** John Gander [jgander@southwest.tec.wi.us]  
**Sent:** Friday, February 12, 1999 3:24 PM  
**To:** Rep.Brandemuehl  
**Subject:** Graduated Driver Licensing



Card for John Gander

Dear Dave,

I understand that DPI may be planning to ask that AB 52 specifically allow that DPI approved instruction could provide additional driving experience for students and it would not be considered commercial as commercial would not count.

I am not sure how you feel about this exception, but if you agree with the principle, I would ask that Wisconsin Technical College System programs be specifically allowed too. Southwest Tech is currently providing Driver Ed to 10 high schools and many home schoolers. I definitely want to keep our options open.

Thanks for your consideration.

Sincerely,

John Gander

**Krause, Sheri**

**To:** Dressler74@aol.com  
**Subject:** RE: Young Drivers

Dear Mrs. Dressler,

Thank you for contacting me regarding the graduated driver licensing proposal. I appreciate hearing from you and knowing about your support for this legislation.

I wanted to let you know that the bill does change the learner's permit provisions to allow for other immediate family members to be in the car with the new driver. The only stipulation is that the front passenger seat must be occupied by a parent or guardian. Another parent and/or siblings may be in the back seat. This change was made for the very reasons you cited – to make it easier for parents to find the time to provide 50 hours of behind-the-wheel driving and to allow for a greater variety of driving experiences.

I hope this information is helpful. If you have any further questions about the graduated driver licensing proposal, please don't hesitate to contact me again.

Sincerely,  
David A. Brandemuehl  
State Representative  
49<sup>th</sup> Assembly District

-----Original Message-----

**From:** Dressler74@aol.com [mailto:Dressler74@aol.com]  
**Sent:** Tuesday, February 16, 1999 6:49 PM  
**To:** Rep.Brandemuehl  
**Subject:** Young Drivers

Dear Rep. Brandemuehl:

As a mother of a 15 year old I would like to let you know that I support changes to our driving license system. One of the things that concerns me is that for my son to get some practice driving done we must make a special effort to take him out or only one of us can be in the car at a time. There are many times when he could practice driving if it was allowed that a sibling could be in the car at the same time that he is learning to drive. Those trips to the grocery store could turn in to a learning experience but the way the law is written now that is not possible. I want him to have as much practice as possible before he get his license in all kinds of situations and that means more than just one other person in the car. Thanks for listening.

Linda Dressler  
PO Box 74  
3685 North Hwy 151  
Dickeyville, Wi 53808  
Dressler74@aol.com

**Krause, Sheri**

**To:** cottond@mail.ripon.k12.wi.us  
**Subject:** Graduated Drivers License

Dear Denise,

Thank you for contacting me regarding your suggestions for the proposed graduated driver licensing bill. I appreciate hearing from you and knowing of your thoughts on this matter.

The intent of the graduated driver licensing bill is not to punish teenager drivers, but rather to make them better drivers. The only way that they can get better and improve their driving skills is by practicing and having more behind-the-wheel experience. Simply increasing the penalties and/or the fines is not going to prevent accidents or help teenagers to become better drivers.

Although you were unable to attend the public hearing, several of your peers were there to testify in support and in opposition to this bill, as I am sure you know. I listened closely to what was said at the hearing and the reasons given in opposition. The main argument seemed to be the inconvenience it could potentially cause teenagers and possibly, their families. Considering the high traffic accident and fatality rates among teenagers, obviously something more needs to be done and I don't believe that the inconveniences caused by this bill outweigh the advantages. In my opinion, this bill is a step in the right direction.

Although we disagree, I appreciate your input. Thank you for writing.

Sincerely,

David A. Brandemuehl  
State Representative  
49<sup>th</sup> Assembly District

**Krause, Sheri**

**From:** Denise Cotton [cottond@mail.ripon.k12.wi.us]  
**Sent:** Wednesday, February 10, 1999 5:39 PM  
**To:** Rep.Brandemuehl  
**Subject:** Graduated Driver's License

Dear Mr. Brandemuehl,

I am a student at Ripon High School. I am 15 years old. I am writing

to you in regards to the bill that might be passed. I do agree with the fact that something needs to be done, but I feel that the actions that the state is going to take are too harsh. I am not able to make it to the public hearing tomorrow because of academic obligations. With what is being proposed right now, it would hurt the teenagers who follow the rules more than the ones that don't. The teenagers that are now causing the problem and breaking the law are going to be the ones that will do it once the bill is in effect. I have a solution to this problem. Instead of punishing the teenagers before they even get their license, why not make it harder on the teenager who abuses this privilege. It would be better to focus on the drivers who obtain traffic violations. If a person with a probationary license were to get a traffic ticket, and the ticket was for ten miles or over, then their license should be revoked for a period of time. If a student were to become habitually truant, the school could request that their license be revoked, and it probably would happen. Why not in this case? Please think about what I have said.

Sincerely,  
Denise Cotton

FEB 16 1999

February 10, 1999

To whom it may concern:

*look to me*

I recently read an article in the Wisconsin State Journal in regards to the phase-in with driver licenses. I want to voice my opinion on this subject, because I do agree that there is not enough behind the wheel driving for new drivers (not just young but both young and elderly). My family was involved in a car accident with a young driver who, just days before the accident occurred, received her temporarily license.

The accident occurred during the summer of 1997. She hit my car head-on causing my car to be totaled out and me and my husband ending up in the hospital for numerous weeks. We were both wearing our seat belts, but my husband took the steering wheel to his chest causing damaged ribs and heart problems to this day. I ended up going through surgery at midnight not knowing what had happened to me, but I did know where I was at. My head meet the front windshield, slicing it opened to the skull, my right arm was broken in three different places, and my bone in my leg between the knee and hip was smashed into little pieces-so many pieces that the doctors predicted the surgery to be only 4 hours it ended up being 7 hours.

While in the hospital, I had to go through therapy to learn to transfer myself between a wheelchair, hospital bed and a commode. I am right handed but I had to learn to do everything left handed. It was very hard to tolerate not being able to do the things that I used to do. I lost my job and my life because of a young driver who didn't know the rules of the road.

My husband had to go on disability leave from his job, which wasn't enough money to cover our bills, especially our apartment. We lost our lease on our apartment and moved in my parents for awhile, we planned on staying there just until my husband was able to go back to work full-time. He was off of work for a good 4 months. I heard promises from my doctors that I would be walking soon, but each time I went to the doctors they put me off walking for another month. My family moved to Madison to live with my in-laws, I still wasn't back working and my husband had gone back to work but not full-time because of his injuries.

When we moved to Madison, I was able to get outside in the wheelchair, so I went back to college and started working to get a degree in accounting. I had numerous problems both emotionally and physically. The accident but a bend in my emotional problems, I went and saw a psychologist on a regular basis. That eventually helped me with my emotional problems. The psychologist and my husband suggested that I go to the University to get a second opinion on my leg, and I did that. The doctors at the University of Madison, were really good, they did bone graphing surgery on my leg and now I am learning how to walk again. I can't say how happy I am with the University of Madison Hospitals.

My family got our own place in April of 1998 and we are getting along better than we ever had. I couldn't be happier with my life than I am right now. The teenage girl, who hit me has caused a lot of pain not only in my life but everybody I love.

The teenager was driving illegally, she had in her car-besides herself, her 16 year old boyfriend, her 20 year old friend and a baby, still under a year old. She was cited for disobeying her temporary license, improper turn and operating left of the center line. To this day, that I know of, she lost her temporary license and is not able to drive legally on the roads. I know that when people lose their licenses, sometimes, that doesn't stop them from still driving on the roads. I hope that adults will start watching their children a little closer and teach their kids right from wrong, when it comes to driving on the roads. When I see anybody behind the wheel that is driving wrong, to me they might as be driving drunk, because when they cause an accident it does just as much damage (sober or drunk).

I had, since the accident hired an attorney and are planning on going after the other person who caused me and my family the emotional and physical turmoil. I hope that you will be able to publish this letter in the newspaper, because I want everyone to know that (both-young and elderly) causes just as much problems as the other people on the roads.

I plan on writing my local representative and voicing my opinion with them. In the meantime, I hope you can do something with this letter. I do appreciate your immediate attention to this problem.

Thank You,

*Deanna Clute*

Deanna Clute



Howard Paul

## DAVID BRANDEMUEHL

Tom Meyer [tmeyer@bbs.axcomp.com]

**State Representative  
49th Assembly District**

Sent: Saturday, February 13, 1999 10:51 AM

To: Rep.Brandemuehl

**Subject:** Ab 52

Rep. Brandemuehl:

Sincere compliments to you for an outstanding job running the hearing on Thursday. The fellow with the motorcycle interest told me I was not clear on my comments regarding exceptions, so I would like to offer this clarification:

Exceptions are not needed for 12midnight to 5am because we do not have exceptions for that time period now if you are 15 yrs 11mo. 16 yr olds will get to and from McDonalds the same way as they do now. Parents, walk, bike, ride with a fully licensed driver. 9 mo is a short time and a fair trade. An exception for 12 to 5 creates confusion for parents, children, police. This exception opens the door just enough for a lobbyist to get their big foot inside... 16 year olds should not be getting assigned 12 to 5 am hours. If they are, they should rethink the job. Mr Huebsch needs to think like an adult instead of like a 16 yr old. I'm sorry he needed a car to have a life. Kris, Josh, Toby, etc... do not have a life. Mr. Huebsch was insulting, insensitive, and inarticulate. Can you straighten him out? He seems to be a good example of why legislators should not be allowed to run for office until they hold a job outside of government. McDonalds at 16 does not count.

Driving for emergency. No exception today at 15 yr 11 mo. But, if 911 is not an option, at whatever age, if a person is capable of operating a vehicle, they will do what is necessary. If caught they are at risk of a ticket. No need to have an exception and again create confusion by trying to define "emergency". We have emergencies today with which we cope. We will cope in the future. The Ripon students were right, in 2-3 years, no one will know the difference.

Farm driving: No exception for driving farm cars/trucks. None now and the work gets done. I grew up in a farm community. Friends and family members were farmers. I have farm family friends today. If something needs to be done across the road, at the next 40 wether 15 or 45 yrs old, you get where you have to be. They will do what has to be done w/GDL provisions. You know this better than I.

Common Sense. Laws are less effective when they are compromised to death. Say NO, to those who have not learned the lessons of life and death.

Thanks, and tell Huebsch, that I am far enough removed from 16 to know what is right and wrong, and close enough to 16 to remember that at that age I thought I knew more than my parents. To paraphrase Mark Twain, it is amazing how much smarter my Mother was when I was 21 than she was when I was 16. Today I remember my Father as brilliant, but at 16, two months before he died, I could not believe how uninformed he was about kid issues. You understand what I am saying. Best wishes to you.

Tom Meyer

232-7721

[tmeyer@rbarealtors.com](mailto:tmeyer@rbarealtors.com)



Feb. 11, 1999

8030 Excelsior Drive  
P.O. Box 33  
Madison, WI 53701-0033  
608/836-6555  
800/236-1300

**TO:** Chairman David Brandemuehl  
and Members of the Assembly Committee on Transportation

**FROM:** Ernie Stetenfeld, <sup>EA</sup> AAA Wisconsin Vice President  
Public and Government Relations (608/828-2487)

**RE:** AAA Wisconsin support for A.B. 52 (teen graduated driver licensing--GDL)

Good afternoon, Chairman Brandemuehl and members of the committee. On behalf of AAA Wisconsin--representing the interests of more than 535,000 member-motorists in this state--I thank you for this opportunity today to tell you why AAA strongly supports A.B. 52 and graduated driver licensing for Wisconsin's new teen drivers.

AAA Wisconsin believes Rep. Luther Olsen's bill would improve Wisconsin's licensing system to help produce safer teen drivers. This bill would give Wisconsin one of the nation's best systems of licensure for our youngest, newest drivers and would thus improve traffic safety for all.

I will keep my comments today relatively brief, but I have supplied each of you with a packet of materials that delve more deeply into AAA Wisconsin's "Licensed to Learn" campaign for teen-driver safety and our support for A.B. 52. Those packets include a booklet, "The Keys to Teen Driver Safety--Wisconsin's Case for Graduated Licensing," that AAA Wisconsin is making available to members and the general public.

Graduated driver licensing, or "GDL," is a means of gradually increasing a new licensee's driving privileges as he or she demonstrates growth in safe, responsible operation of a motor vehicle and in driving skills. AAA and other national safety organizations regard 12 states--including Wisconsin neighbors Iowa, Michigan and Minnesota--as having enacted full-fledged GDL systems. Our one other immediate neighbor, Illinois, also has a good GDL law in place. In all, 26 states now have passed some form of graduated driver licensing to help their new teen drivers become better drivers.

In those states--and, I hope, here in Wisconsin--this is the problem GDL helps solve: Teen drivers are overrepresented in traffic crashes, the leading cause of death for their age group. Although only 6.1 percent of the state's licensed drivers were teens, teen drivers were involved in 14.4 percent of all Wisconsin crashes--and more than 12 percent of fatal crashes--in 1997. Nearly one in seven--13.7 percent--of the state's teen drivers were involved in a crash that year; for 16-year-old drivers, the picture was even worse; their crash-involvement figure was 18.7 percent.

(--MORE--)

Overall, teen drivers in Wisconsin have a crash rate about three times that of their parents and grandparents. These statistics are made all the more daunting in light of this trend: by 2010, the nation's teen driving population is expected to grow by about 23 percent over its 1996 level. More teens on the roads will only exacerbate the safety challenge of drivers for whom inexperience, developing skills and risk-taking behavior combine in a dangerous, often tragic mix.

The problem extends beyond teen drivers to young people riding with them. More than 14 percent of all persons killed in either car and truck crashes in our state during 1997 were teens. Typically about two-thirds of teen passengers killed are in vehicles driven by a teen.

Studies collected by the National Highway Traffic Safety Administration (NHTSA) have credited GDL systems in the U.S. with teen-crash reductions of between 5 percent and 16 percent. The typical crash reductions credited to GDL in the states studied were in the range of 8 percent to 10 percent. And most of those were for systems less thorough-going than the GDL programs recently enacted in our four neighbor states and elsewhere around the nation. GDL means lives saved and injuries reduced and prevented--among teens and all others with whom they share the road.

Among jurisdictions with some form of GDL in place long enough to show significant results are the following:

- \* **Maryland**--As of 1983, evaluation of this state's GDL law--in place since 1979--showed a 5 percent reduction in crashes and a 10 percent reduction in violation convictions among all 16- and 17-year-old drivers, even though only about half of that population was in the GDL program at that time. Maryland has since implemented a number of measures to improve its GDL system further.
- \* **California**--This state found that its initial GDL law, which took effect in 1983, contributed to a 5.3 percent reduction in crashes involving drivers ages 15 to 17. California has since implemented GDL improvements that make its system similar to the GDL program proposed for Wisconsin in A.B. 52.
- \* **Oregon**--A provisional licensing system was put in place in this state in 1989. This program showed a marked effect on the crash rates of 16- and 17-year-old males. In their first year of driving, provisionally licensed males had 16 percent fewer crashes than non-provisionally licensed males. (No statistically significant results for new female drivers were reported at that time.)
- \* **Florida**--This state implemented GDL measures in mid-1996. An Insurance Institute for Highway Safety study of Florida's GDL program has recently reported that for drivers ages 15, 16, and 17, Florida saw a 9 percent combined fatal- and injury-crash rate reduction for 1997 compared with 1995. Florida's youngest drivers, 15-year-olds, saw the greatest reduction in this crash rate--19 percent. Crash reductions were not seen among teen drivers in Alabama, a neighboring state without a GDL law, nor among 18-year-olds in Florida, who had not been licensed under the state's GDL system.
- \* **New Zealand**--This nation put GDL measures in place in 1987 and by 1992 had reported an 8 percent reduction in crashes involving drivers 15-19 years old.

(--MORE--)

- \* **Ontario--**This province implemented GDL in 1994 and has produced the most clear-cut evidence for GDL effectiveness of any jurisdiction. Results released in 1998 indicated that the 1995 crash rate for Ontario drivers age 16-19 had declined 27 percent from 1993 levels. The fatal crash rate for 16-year-olds went from three times that of the general public to a level comparable to that of the general public. The overall crash rate for 16-year-olds dipped below that of the general population.

Allow me to discuss briefly some of the major areas of change this bill would bring about and why these changes make sense:

- \* **Fifty hours of required adult-supervised driving practice for teen drivers** (during the instructional permit phase). Michigan, Ohio and California have such 50-hour requirements; Wisconsin currently requires just six hours of instructor-guided practice. In a 1998 AAA Wisconsin membership survey, 88 percent of respondents indicated they favor a novice-driver graduated licensing program that would require more behind-the-wheel experience before full driving privileges are granted.
- \* **For probationary-license holders age 16-19, a restriction on driving without an adult over 21 between midnight and 5 a.m. during the first nine months of the probationary period** (with school and work exceptions). In the more than 20 states that have them, night-time driving restrictions have reduced crashes during those hours for the teens to whom the restriction applies by up to 69 percent. Teen crash reductions in the 50 to 55 percent range are not uncommon. National studies show that on a per-mile-driven basis, the rate of teen-driver involvement in fatal crashes is three to four times as high at night as during daylight hours.
- \* **Not allowing probationary-license holders age 16-19 to transport non-family passengers under 21 during the first nine months of the probationary period.** Several studies--as well as common sense, intuition and memory--validate that teen passengers are often a risk factor for teen drivers. One 1998 study documents that requiring 16-year-old drivers to operate a vehicle alone appears to reduce their risk of being involved in a fatal crash by about 30 percent. The study also found that allowing passengers to ride with 16-year-old drivers appears to increase their chances of fatal-crash involvement by about 100 percent. The study's results suggest what I believe most of us already understand: that for many teen drivers, not only are teen passengers too-often distracting, but their presence may actually encourage teen drivers to drive dangerously. Requiring teens--in this brief stage of their development as drivers--to develop their skills without interference from teen passengers is a prudent, crash-reducing step.

AAA Wisconsin also supports the bill's other significant provisions: a six-month minimum period to hold a learner's permit that remains valid for one year; required conviction-free periods for advancement in the licensure process; standard enforcement of the safety-belt law for teens through the probationary period; extending the skill-development period for probationary-license holders convicted of violating traffic laws or GDL restrictions; point-doubling for violation convictions during the probationary-license phase; and six-month license suspension after accumulation of 12 demerit points in a year. Each of these elements reflects recommendations of

(--MORE--)

GDL models developed by AAA and other national safety and transportation organizations. Each of these elements increases the value Wisconsin's teens will place on the role their own safe driving will play in maintaining their driving privileges.

In a few areas--because this bill is easily subject to misinterpretation--it is important to clarify what the bill is and is not, and what it will and will not do:

This bill is not anti-teen. It is for teens. It will encourage more driving by new teen drivers both in supervised settings and--with a new probationary license--alone, without distractions. This bill as law will save teen lives and reduce teen injuries. It will help make teens better drivers, and the improved teen driving attitudes and skills that this graduated licensing bill will foster should last a lifetime.

This bill *does not* change the minimum ages at which Wisconsin teens will become eligible for the various stages of licensure. At 15-1/2, a teen will still be able to obtain an instructional permit; at 16, eligible teens will be able to apply for the probationary license; and, for most teens, their 19th birthday should still mark the point at which they reach eligibility for the full license.

This bill does aim to reward teens gradually for growth in driving skill and maturity. It does not seek to punish teens. It does, however, recognize that what we've done in the past--what we still do today--is hand new teen drivers a virtually unrestricted pass to operate a several-thousand-pound potential weapon on the public roadways. And we allow them to do so after they've had only the most minimal practical preparation. That's neither fair nor safe.

This bill is pro-family. It provides parents with tools needed to help ensure that their own teens will become safe drivers. It would reinforce the notion that driving the family car is too important a responsibility to be left to the minimal hours of supervised practice currently required. And most importantly, for some families this bill would mean the difference between seeing a teenaged son or daughter grow safely to maturity versus lifetimes of missing a teen snatched away so soon.

On behalf of AAA Wisconsin, I want to thank Rep. Olsen and all A.B. 52 cosponsors for introducing this much-needed legislation. AAA's thanks go also to the Greening family and other effective advocates who know first-hand and too well the tragedy of teen-driver crashes and teen-passenger deaths. I thank Chairman Brandemuehl for scheduling this hearing and members of the committee for their consideration of this bill and AAA Wisconsin's support for it. We urge all legislators to support A.B. 52 and help make Wisconsin newest teen drivers better, safer drivers.

# Graduated Driver Licensing

Information from:

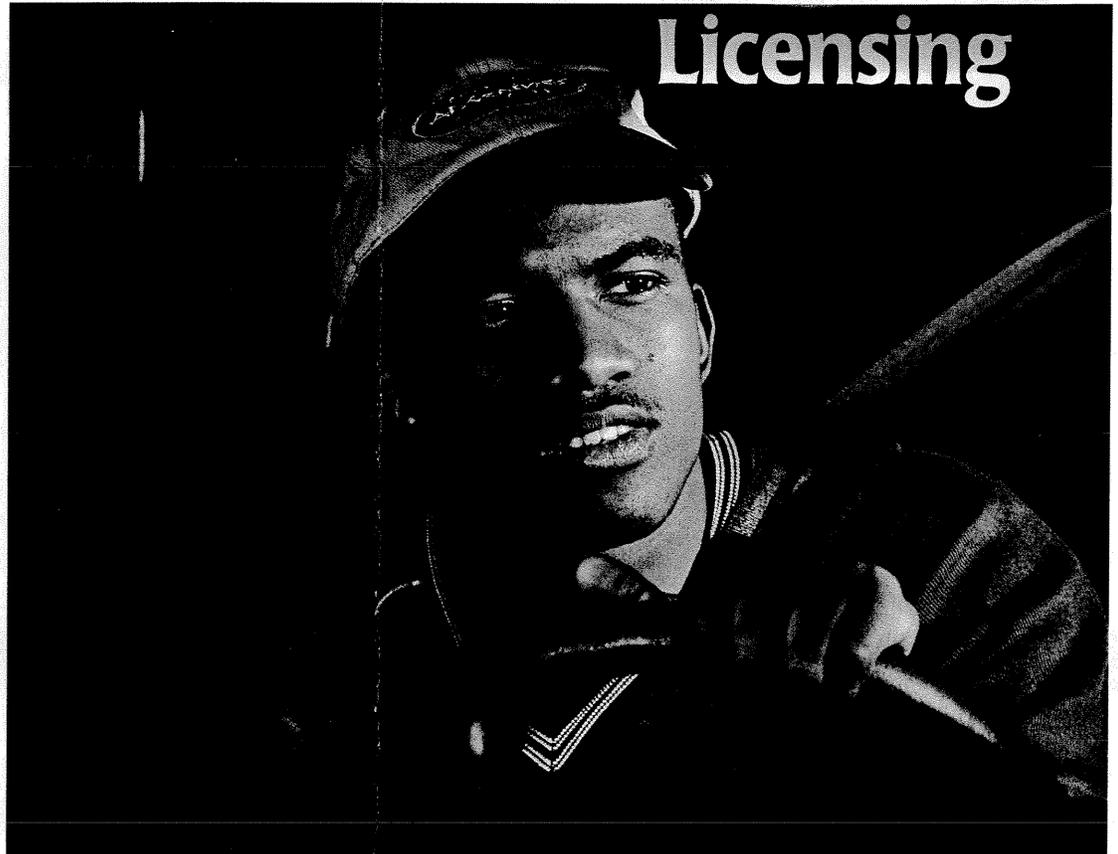


U.S. Department of Transportation



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FOR HIGHWAY SAFETY  
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DOT HS 808 856  
May 1999



**Q** Questions  
& Answers

**Q What is graduated driver licensing?**

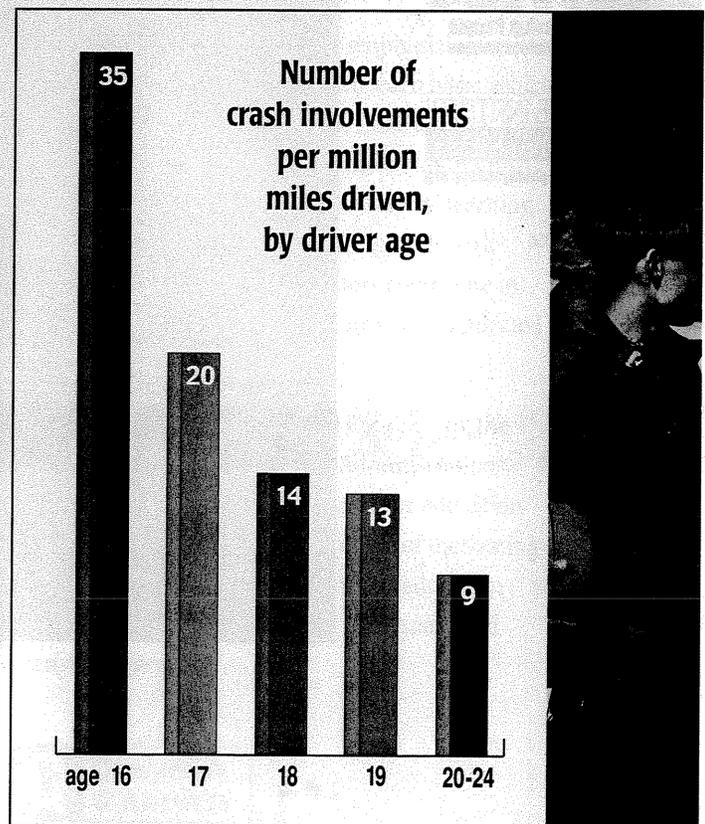
It's a system designed to phase in young beginners to full driving privileges as they mature and develop their driving skills. Versions of graduated licensing exist in New Zealand; Victoria, Australia; and several Canadian provinces. More recently, graduated licensing has been introduced in some U.S.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

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

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

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

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



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



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

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

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

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

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

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

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

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

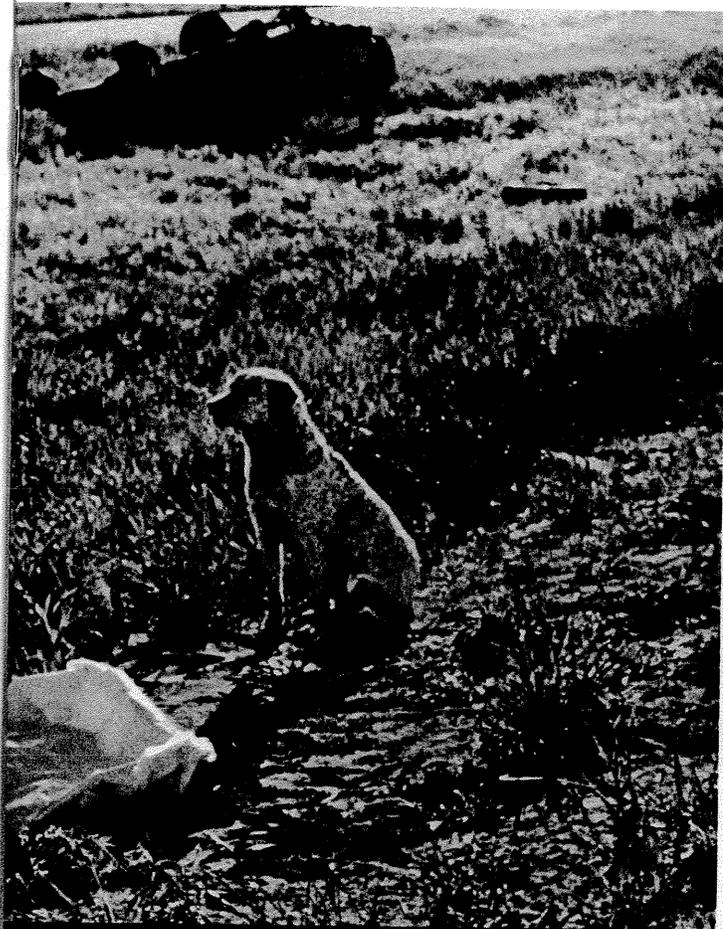


Photo Courtesy of Project Extra Mile

**Everybody loses when**

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

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



## teenager dies in a crash

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

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

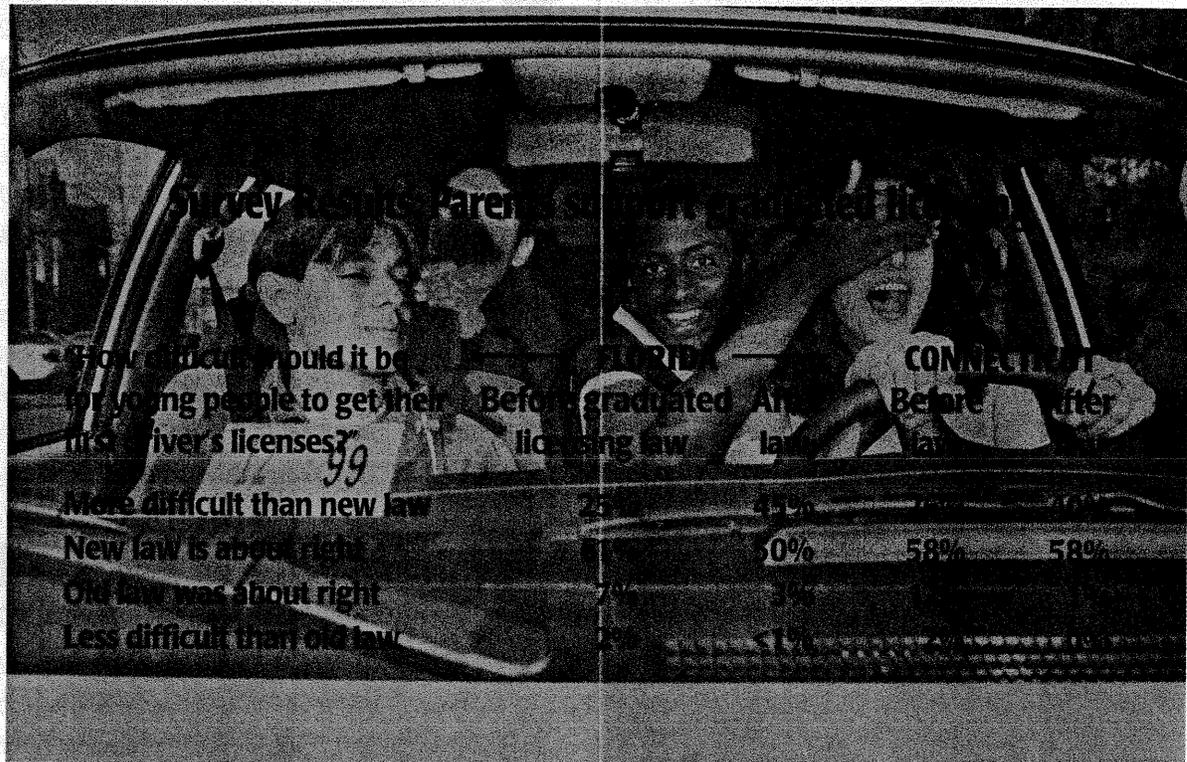
### **Q** Do parents support graduated licensing programs?

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

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

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

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



**Q Who supports graduated licensing?**

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

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

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

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

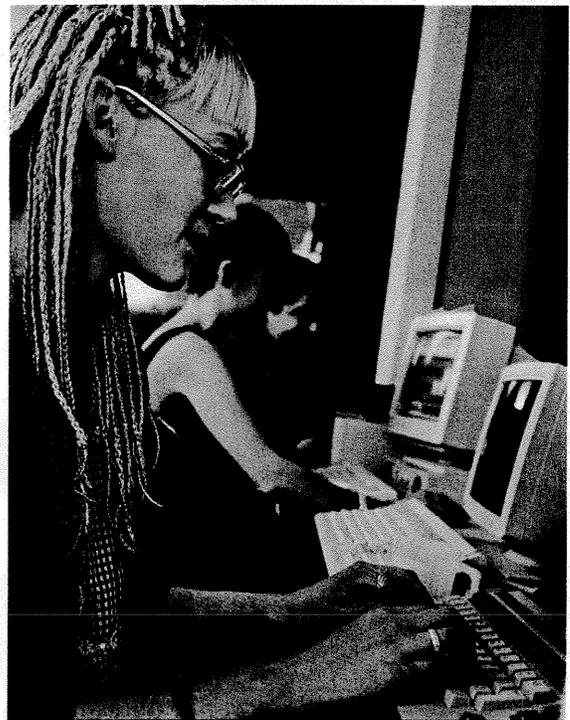
In addition, personal auto insurance rates must be approved by government regulators in the majority of states, and in virtually every state the rates may be challenged if they're found to be excessive. Because of private market forces, rate regulation, or both, any actual savings from the legislation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

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

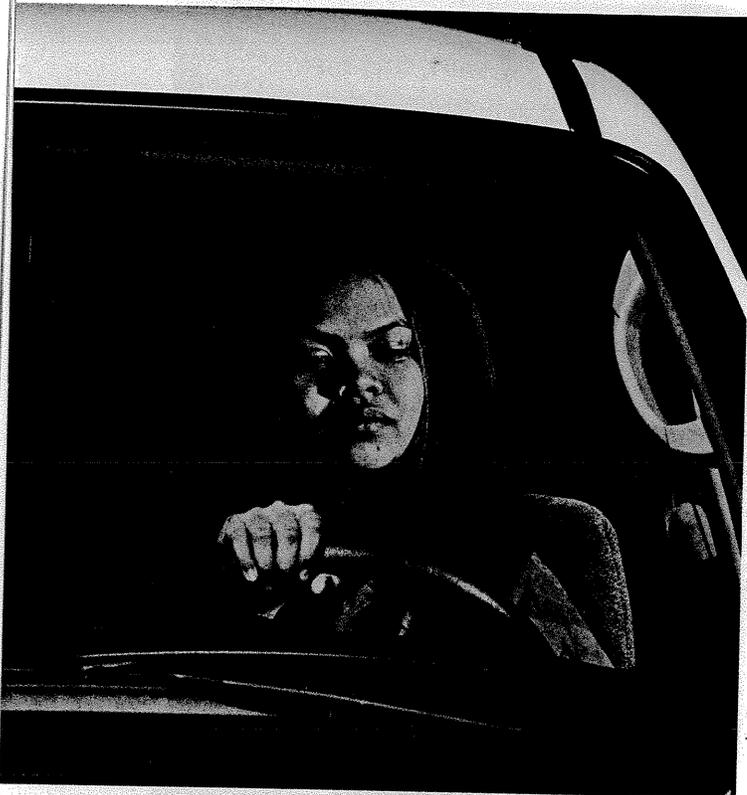
A graduated system requires a young driver to hold his or her permit for a minimum of six months. During this time a parent needs to familiarize the new driver with literally dozens of driving scenarios — for example rural, urban, suburban, freeways, rush hour, nighttime, dusk, and rain. The time required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

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

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



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



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

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

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

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

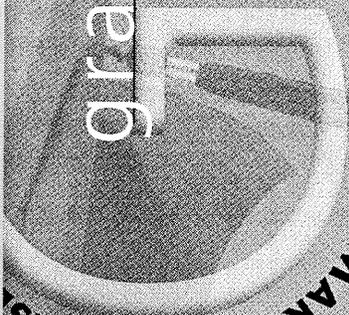
**Q** **Isn't driver education enough preparation for licensure?**

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

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

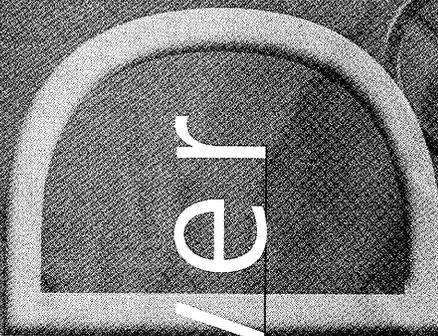
**Q** **Questions & Answers**

graduated



MAKING THE CASE

driver



licensing



LICENSED  
TO LEARN

GDL

graduated Driver Licensing



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November 1998

# GRADUATED DRIVER LICENSING

## AAA Guidelines

Graduated Driver Licensing (GDL) systems are designed to teach novice drivers how to drive incrementally by controlling their progression towards full unrestricted driving. The system ensures that new drivers accumulate behind-the-wheel experience in low-risk settings. Typically, novice drivers progress through the following three stages: the learner's permit stage, a restricted or probationary license stage, and the full license stage. AAA's guidelines for each stage are described below.

## STAGE I

### LEARNER'S PERMIT

In this stage, the novice driver practices basic driving skills and safe driving practices under totally supervised conditions. Novice driver permits should be distinctive and easily distinguishable from the licenses of adults (at least 21 years old).

### RECOMMENDATIONS FOR ELIGIBILITY

- Minimum age required by state.
- Parents or legal guardian written permission.
- Pass vision and knowledge test.

### RECOMMENDED COMPONENTS

- During this stage, novice drivers should be supervised at all times by a licensed driver at least 21 years old, for at least six months.
- Restrict the number of teen passengers.
- All vehicle occupants should be required to wear their seat belts.
- Novice drivers should be required to take a basic driver education course focusing on basic vehicle handling skills and rules of the road.
- Novice drivers should be provided with ample behind-the-wheel driving experience. AAA recommends at least 50 hours (including nighttime driving) of certified practice during this stage. May be certified by a parent, guardian, or a licensed instructor.
- Novice drivers should be required to remain at-fault crash and moving violation free for at least 6 months before progressing to the next stage. In the event of an at-fault crash or a conviction, the novice driver should be required to take a driver education refresher course or a similar driver improvement action.

## STAGE 2

### INTERMEDIATE/ PROBATIONARY LICENSE

This stage exposes the driver to more demanding driving situations by providing the novice driver with opportunities to use his or her decision making skills by allowing unsupervised driving during lower-risk times. This license should be distinctive and easily distinguishable from the licenses of adults.

### RECOMMENDATIONS FOR ELIGIBILITY

- At least six months in stage one.
- Should pass a road test given by approved licensing agency.

### RECOMMENDED COMPONENTS

- Drivers should be required to take and pass an advanced driver education course: risk-taking, perceptual skills, decision-making, hazard recognition, social responsibility, attitudes, drug use, and stress are some of the potential topics for this course.

- New drivers should receive safe operating instruction geared to correcting the kinds of mistakes novices make.

- All vehicle occupants should be required to wear their seat belts.
- Restrict the number of teen passengers.
- Additional provisions for parental certified behind-the-wheel driving experience.

- During this stage novice driver drive without supervision. Hc AAA recommends that novice drivers be restricted from driving between at least midnight and a.m. unless accompanied by a (at least 21 years old).

- Novice drivers should be required to remain at-fault crash and conviction free for at least 12 months or they are 18 years old before progressing to the next stage. In the event of an at-fault crash or a conviction novice driver should be required to take a driver education refresher course or a similar driver improvement action.

- Fines and penalties for at-fault crashes, convictions and traffic infractions should be more severe for novices than experienced drivers.

## STAGE 3

### FULL/UNRESTRICTED LICENSES

This license allows the driver unrestricted driving privileges.

### RECOMMENDATIONS FOR ELIGIBILITY

- Successful completion of stage two (6 month minimum)
- Minimum age of 18.
- Pass a final road test.



# INTRODUCTION

*Motor vehicle crashes kill more people between the ages of 15 and 20 than any other cause. Even more disturbing is the fact that this age group accounts for only 7 percent of the driving population, but is involved in 14 percent of all fatal traffic crashes and nearly 20 percent of total crashes.*

*The consequences of teen crashes are jarring: some 6,000 fatalities each year, 600,000 injured, thousands permanently paralyzed and dependent on others for the remainder of their lives. More than half of those killed are drivers; the others are passengers and occupants of other vehicles.*

*Teen crashes end or forever change too many lives: devastated family members left to cope with losing people they love, societal costs of more than \$32 billion and young, promising futures thrown tragically off course. Teens responsible for these crashes face a judicial system increasingly intolerant of youthful lapses of judgment. Civil and criminal convictions cost these families tens of thousands of dollars, while reckless driving and manslaughter convictions delay or cancel entirely college plans, and narrow career options.*

**G**raduated driver licensing (GDL) systems were developed because young drivers are significantly over-involved in traffic crashes because of:

- Poor judgment
- Lack of experience
- Lack of adequate driving skills
- Driving during high-risk hours
- Risky behavior

GDL systems are designed to incrementally teach novice drivers how to drive by controlling their progression toward full unrestricted driving.

The system ensures that new drivers accumulate behind-the-wheel experience in low-risk settings. Typically, novice drivers progress through the following three stages: the learner's permit stage, a restricted or probationary license stage, and the full license stage.

AAA launched *Licensed to Learn*, its national campaign to reduce the number of teen-age traffic crashes, in 1997. Since then, AAA clubs in states throughout the nation have aggressively lobbied for GDL.

This booklet provides answers to some of the most commonly asked questions we have encountered.

## **Q.** Don't these laws discriminate against teen-agers?

**A.** All laws discriminate—between what's right and what's wrong, between what's good and what's bad, between what's safe and what's unsafe. That's why there are laws. What is not discriminatory is developing licensing and training processes which improve the safety of novice drivers who, research has shown, are over-involved in crashes and whose lives would be saved if such programs were in place.

Arguing these laws are discriminatory is like arguing that any qualification standard is discriminatory.

Would we let an electrician wire a 12-story building after several hours in a classroom and a few hours of on-the-job training? Absolutely not. Yet, we are willing to put our teens on the road without the training or experience they need. We are asking our teens to handle the extraordinarily complicated task of driving—in extraordinarily fast-paced and dangerous conditions—and to control a two-ton machine that all too often becomes a lethal weapon. It's like making the new electrical wire the new building with a stop watch ticking.

## **Q.** Why should all teen-agers suffer for the poor behavior of a few?

**A.** GDL laws are not intended to punish teen-agers; rather, they try to prevent the consequences of the poor judgment and lack of experience of many teens, not few. Most teens lack judgment and experience—thankfully, not all of them end up dead or seriously injured as a result of devastating teen crashes that have become almost an every-day occurrence.

The fact is, motor vehicle crashes are the greatest threat to life teen-agers face.

Many teen-agers have crashes if crashes were rare among teens, or occurred much less frequently than the numbers suggest, there would be no need for graduated licensing.

It's like arguing that children who haven't learned to swim are suffering because they have to stay in the shallow end of the pool!



**Q** Aren't GDL laws an intrusion of parental rights? Don't parents have the right to say when their teens can drive?

**A** The state has always had the right to determine, on behalf of its citizens, who can be licensed to drive on its roads. GDL systems are not a parental intrusion any more than licensing is an intrusion on anyone's rights. Licensing actually is not a parental right to give.

Parents do have rights. But the consequences of motor vehicle crashes go far beyond the family, and for that reason the state has the right, and indeed the responsibility, to manage driving rights on behalf of its citizens. Whether you drive or not, motor vehicle crashes cost every person in this country about \$580 per year.

Unfortunately, many states and parents believe that existing laws and practices are enough to keep teens safe as they learn to drive. Clearly, they are not.

It is a parental right and responsibility to educate teens, and AAA both acknowledges and encourages parents to get involved in teaching their teens to drive. In fact, AAA has created tools<sup>2</sup> to help parents make the most of their time in the car with their teens.

**Q** Families are busier than ever these days—often with both parents working. Many rely on teens to run family errands and chauffeur brothers and sisters around. Isn't this going to place an unfair burden on parents?

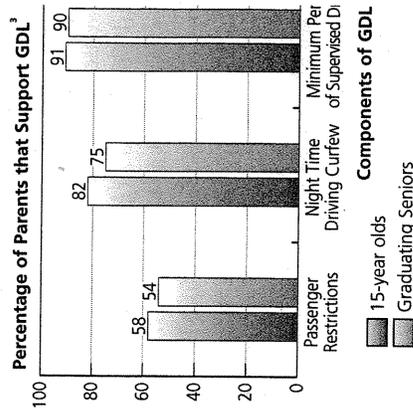
**A** Children create burdens for parents. That's part of being a family. Parents or their designees manage household errands before the teen-ager in the house is eligible for a driver license. How much more burdensome is it to wait an additional 30 days to six months longer to ensure the teen-ager will have the best opportunity to drive safely?

Ask any parent who has lost a teen to one of these crashes and they'll tell you they'd gladly drive their child anywhere they needed to go if they could have the chance. The funeral procession is the one route you never want to drive with your teen.

**Q** Do parents support these laws?

**A** By and large, yes they do. In states where graduated licensing laws have passed there have been few complaints from parents. The Insurance Institute for Highway Safety recently surveyed the parents of 880 15-year-olds and graduating seniors in four states and found that at least 59 percent of the parents surveyed favor GDL systems with a minimum period of supervised driving, nighttime driving curfews, and passenger restrictions. At least 90 percent of the parents surveyed favored a minimum period of supervised driving,

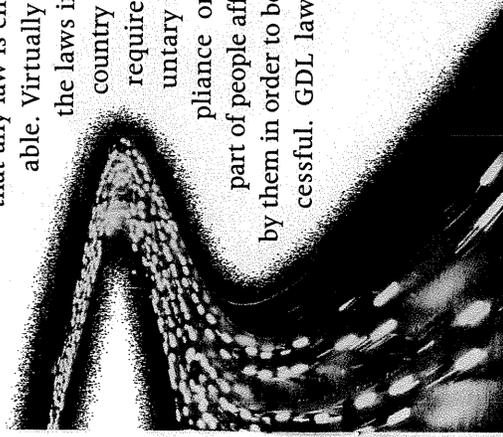
at least 75 percent favored nighttime driving curfew and at least 54 percent favored passenger restrictions.



**Q** Are these laws enforceable?

**A** Yes, to the extent that any law is enforceable. Virtually all of the laws in this country really require voluntary compliance on the part of people affected by them in order to be successful. GDL laws are

enforceable because violations of the law are easily detectable—particularly nighttime driving curfews, passenger restrictions, and certified driving provisions. In addition, many parts of GDL don't require law enforcement action. For example, driving time in the learner's permit stage is monitored by a parent or guardian.



### Q. Do teens support these laws?

**A.** Teen-agers do support these laws. There is no significant organized opposition from teens or teen groups to these laws. In fact, many teen organizations such as Students Against Destructive Decisions and other youth oriented organizations support these laws. Not surprisingly, support for these laws is more likely from 17- and 18- year olds than 16-

year olds. The older teen-agers have the experience and the maturity to realize that these laws could have helped them to be better and safer drivers. Many teens recognize the need for more driving practice time, and readily admit there is a lot more to it than they thought when they started.

### Q. Why isn't driver education enough?

**A.** About half of the crashes involving drivers are a result of inappropriate judgment. GDL, with its use of incentives and limitations on driving in high risk situations, encourages novice drivers to apply judgment they other

wise would not, and lowers the risk of crash involvement at a time when that risk is especially high. People learn by doing. We need to give teens the chance to make mistakes in low-risk circumstances.

### Q. Aren't older drivers an equally high risk group? Why aren't we targeting them?

**A.** We should, and we are. States should consider revising licensing procedures to ensure that older drivers are physically and mentally able to operate motor vehicles safely. It is important to note that while the risk of crash is high for older drivers, it does not approximate that of 16-year-olds until age 70. At that age, the number of drivers and the number of miles they drive drops

off substantially. The same cannot be said of novice drivers. In fact, more 70-year-olds die in household falls than die in motor vehicle crashes.

In terms of both sheer numbers and relative risk, the safety problem in this country is novice drivers, and it is a problem that is growing. GDL is the only practical solution in sight.

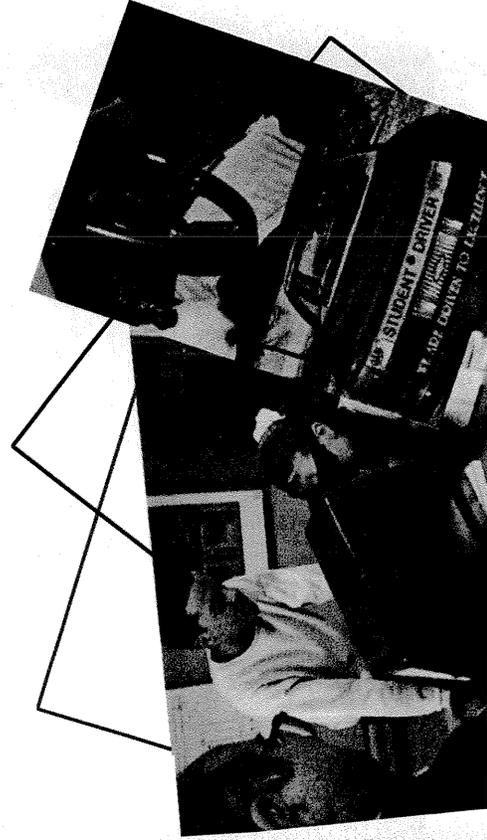
### Q. Are nighttime driving restrictions the most important part of a GDL law?

**A.** They are important—but what is most important is providing incentives which motivate teens to drive safely at all times, in all conditions.

Nighttime driving restrictions definitely reduce teens' exposure to risk. According to the National Highway Traffic Safety Administration, 43 percent of all teen-age motor vehicle deaths occur between the hours of 9 p.m. and 6 a.m. So preventing teens from driving during those hours will reduce crashes during those hours.

But as important as it is to manage the risk, it is equally important to use these and other restrictions

as incentives for safe driving at all times of the day. That is, use these and other restrictions to motivate teens to drive safely all the time by making nighttime driving a privilege teens earn after driving crash-and-conviction-free for the first six months they drive on their own. The result is a GDL system based on incentives—not penalties—that has the added benefit of reducing teen crashes at night and during the daytime hours.



## Q **Won't nighttime driving restrictions interfere with school, work and social activities, which could place an unfair hardship for teens and parents?**

**A** Realistically, all that most GDL systems require is that the privilege of nighttime driving be delayed another six months. It is hard to imagine that parents would not be willing to manage their teen's transportation for another six months if it means they will be safer drivers when they earn the privilege.

## Q **How do I respond to critics who say nighttime driving restrictions are widely violated?**

**A** Nighttime driving restrictions are violated, but it is incorrect to say that they are widely violated. In the past researchers have found that when adult drivers have violated license suspensions they drive more safely. They try to eliminate behavior that puts them at risk of being caught. Studies have shown that the same is true for teens. The statistics show that nighttime driving restrictions are a deterrent to late-night driving and to unsafe driving behavior likely to attract attention.

## Q **Do passenger restrictions work?**

**A** The simple fact is that the more teen-agers there are in the car, the more there are to be hurt in an crash. In 1996, 24 percent of all passenger deaths in this country occurred when a teen-ager was driving. Two-thirds of all the teen passengers killed in 1996 were in a vehicle driven by another teen-ager. Passenger restrictions won't prevent teen-agers from running errands. They can continue to run errands with older passengers and they can certainly run errands by themselves—which is actually very important because they need time to practice without distractions.

## AAA 1997 National Public Affairs Study (based on 11,841 respondents)

Nine in ten members favor graduated licensing programs for novice drivers which require additional driving experience before a full license is granted.

### State Numbers

Do you favor or oppose a mandatory GDL program for novice drivers which would require more behind-the-wheel experience before full driving privileges are granted?

MICHIGAN

TENNESSEE

OHIO

PENNSYLVANIA

AUTO CLUB OF NY

SOUTHERN CALIFORNIA

COLORADO

ILLINOIS

MINNESOTA

MISSOURI

ARIZONA

TEXAS

NORTHERN NEW ENGLAND (Vermont, New Hampshire and Maine)

OREGON

UPSTATE NY CLUBS

WISCONSIN

WASHINGTON

94

93

93

92%

92%

91%

91%

91%

91%

90%

90%

89%

89%

88%

88%

84%

Based on 100%. Favor

# Teen driving project worthy plan

**The cost of learning to drive is far too tragic: Every eight days in Wisconsin, a teen-age driver dies in a crash.**

It's time for Wisconsin to open its eyes to the deadly problem of training teen-age drivers. That's why a campaign by AAA Wisconsin to improve driver training in Wisconsin deserves attention. Mention that teen-agers are killing themselves in alarming numbers.

*The Birmingham News*

# Graduate drivers

Legislature should give quick OK to multistep licenses

Teen drivers are three to four times more likely to be involved in traffic accidents than older drivers, a major reason highway fatalities are the driving between midnight and 6 a.m. except for work, medical emergencies, school or church activities, or with a parent.

# Saving teen drivers' lives

Before people start belly-aching about rules and restrictions and unfair requirements and how they don't want to go out at 11 p.m. to drive their teenager home, let's take a look at some frightening

for New Drivers. AAA studies have shown that the risk of a car crash declines sharply after a driver has three or four years of experience, which is why this non-profit federation of motorists

*Boston Herald*

# Driver training begins at home

Driver training to help teens learn road rules.

AAA wants parents of teen-

By EDWARD M. EVELD  
Staff Writer  
You've seen these parents of teen-agers. Newcomers, faced against a subtle

"No question, said Right are certain they know

wrecks are the leading cause of death among million miles driven, teen drivers are involved in four times as many

*Kansas City Star*

# Setting Limits on Teen-Age Drivers

By MATTHEW L. WALD

WASHINGTON  
GRESS and the state legislatures passed down in their efforts

in 14 percent of fatal crashes in 1996, and in 20 percent of all crashes reported to the police. Teen-agers are involved in crashes for all kinds of reasons, but alcohol is involved less frequently than it is for drivers in their 20's; experts say simple inexperience is the main reason for the accident rate.

"to get a license to cut hair requires over 1,000 hours of training," Mr. Greening said referring to the law in Wisconsin. "We'll give a young driver the keys with only six hours of training."

*The New York*

# Q. How effective are passenger restrictions?

A. They are very effective. When you go from no passengers to more than one teen passenger in a car driven by a teen, the risk of that teen having a crash that is their fault goes up by 13 percent. Research also shows that removing all teen passengers from

a car driven by a 16 or 17-year-old reduces the overall crash risk by about 50 percent. There is not a coincidental increase in the risk of that teen having a crash if you add an adult to the car. Clearly, teens are distracted by other teens—not by adults.

# Q. Fifty hours seems like a lot of practice time. Is it too much to ask of parents?

A. Most high school basketball or football players practice more than two hours per day. In most states, that means that they spend more time practicing for a sport in one week than the law requires that they practice to receive a license to drive a motor vehicle.

cases parents just aren't available to teach their teen-agers to drive. Lawmakers have taken this into consideration by enacting GDL laws which make exceptions for such situations as teen-agers in single-parent homes, and teen-agers who don't live with their parents to allow other adult relatives, teachers or religious leaders to certify the practice time.

The certified behind-the-wheel driving time required in GDL bills is usually spread across at least six months, which translates into about two hours a week. Two hours certainly seems like a small price to pay for our teens' safety.

Believe it or not, teen-agers still overwhelmingly say that their parents are their greatest role models—especially when it comes to driving. We realize that in some



**Parents can claim they accumulated the certified driving practice with their teen whether they did or not. How can we be sure teens actually get the practice they need, and that the practice will be quality practice time?**

**Q.A.** AAA's *Licensed to Learn* campaign is about changing the way people—especially parents—look at the way novice drivers are licensed in this country. Most parents believe that their children only need 30 hours of classroom instruction and six hours of behind-the-wheel experience to be qualified to drive, *because that's what the law tells them*. If the certified behind-the-wheel driving provisions in GDL bills help con-

vince parents that they need to spend more time practicing with their teen-agers, then we've been successful.

Furthermore, it's misleading to believe that safe driving requires formal instruction to learn many of the skills, particularly safe operating practices. Many safe driving skills can only be learned by actually driving.

**How much will it actually cost to implement?**

**A.** It depends on how many changes the licensing agency has to make to its existing system. For example, in several states the new law isn't expected to have any real cost implications.

But since each state licensing agency is different, a cost analysis from one state may not be applicable in another state. We do know

that GDL systems are generally designed to pay for themselves through fees associated with learner's permits and intermediate licenses. Fiscal analyses of GDL law in a number of states have shown that over the long term these systems can even increase revenue to the licensing agency.

**Aren't the costs of implementing a GDL system prohibitive?**

**Q.A.** Actually, the opposite is true: it is very costly if it is not implemented. The fact is that teen crashes have an enormous economic impact on the resources of this country and on taxpayers. On a national level, teen crashes cost about \$32 billion annually.

A study conducted by the National Highway Traffic Safety Administration found that in 1994

the cost of fatal teen crashes in Kentucky exceeded \$91 million, while non-fatal injuries and property damage-only crashes cost about \$318 million. If the elements of GDL prove effective in reducing the number of deaths and injuries from teen crashes, the cost savings should easily exceed the operational costs of the program.

**Are GDL systems effective?**

**Q.A.** GDL effectiveness studies indicate that these programs are effective. While estimates of effectiveness vary, on an annual basis if GDL systems were

only 10 percent effective, we would save 600 teen-age lives; prevent 60,000 other teen-agers from being injured; and save \$3.2 billion.

**GRADUATED DRIVER LICENSING (GDL)**

**COMPARISON OF CURRENT LAW AND ASA 1 TO AB52**

<b>Provision</b>	<b>Current Law</b>	<b>ASA1 to AB 52 Proposal</b>
Practice time required on instruction permit	6 hours practice time with instructor	Additional 50 hours (10 at night) practice time with parent, guardian. (Includes Class M)
Who may accompany permit holder	<p>16 and over must be accompanied by:</p> <ul style="list-style-type: none"> <li>• a licensed person                             <ul style="list-style-type: none"> <li>⇒ with at least 2 years of licensed driving experience</li> <li>⇒ who holds a valid license</li> <li>⇒ occupies passenger seat.</li> </ul> </li> <li>or</li> <li>• a qualified instructor</li> <li>• No other passengers except:                             <ul style="list-style-type: none"> <li>⇒ If with qualified instructor in instructional vehicle equipped with dual controls, up to 3 other persons in the back seat.</li> <li>⇒ One other licensed person 25 years of age or more with at least 2 years' driving experience in the back seat.</li> </ul> </li> </ul> <p>If under 16 must be accompanied by:</p> <ul style="list-style-type: none"> <li>• qualified instructor</li> <li>or</li> <li>• parent or guardian who meets minimum requirements in first bullet.</li> <li>• licensed person 21 years of age who meets minimum requirements in first bullet and is designated in writing to accompany by the permittee's parent or guardian prior to operation of the vehicle</li> </ul> <p>No operation during the hours of darkness unless accompanied by:</p> <ul style="list-style-type: none"> <li>• licensed person 25 years of age or more who meets minimum requirements in first bullet</li> </ul>	<p>Any permit holder may only drive when accompanied by:</p> <ul style="list-style-type: none"> <li>• a person with a regular (non-probationary) license with 2 years driving experience who occupies the passenger seat</li> <li>and is:                             <ul style="list-style-type: none"> <li>• a qualified instructor 18 or older.                                     <ul style="list-style-type: none"> <li>⇒ 3 others may accompany if car equipped with dual controls</li> </ul> </li> <li>or</li> <li>• a parent, guardian or spouse at least 18.                                     <ul style="list-style-type: none"> <li>⇒ immediate family members of permittee may also accompany</li> </ul> </li> <li>or</li> <li>• a person 21 or older                                     <ul style="list-style-type: none"> <li>⇒ If permittee is under 18, this person must be designated in writing by parent or guardian.</li> </ul> </li> </ul> </li> </ul>
Length of instruction permit	6 months	12 months (Includes Class M)
Instruction permit fee	\$20	\$25

Provision	Current Law	ASA1 to AB 52 Proposal
Requirements for probationary drivers license	Hold instruction permit for 19 days prior to application	Hold instruction permit for 6 months
	No provision for checking violations prior to delay issuance of probationary	Must be 6 month "moving violation" free to obtain probationary
	No restriction on passengers	No passengers for first nine months other than immediate family or those listed who may accompany permit holders
	No restriction on hours of operation	No operation between 12 am and 5 am unless with a parent of guardian or those listed who may accompany permit holders
	No restriction period or extension	Passenger and curfew restriction extended 6 months for violation of the restriction, other convictions or suspension or revocation
Accelerated demerit points for probationary drivers	2 additional points are charged on all 2nd and subsequent convictions	Points are doubled for probationary drivers
Suspension for demerit points	All drivers suspended at least 2 months if 12 points in 12 months	Probationary drivers who accumulate 12 points in 12 months are suspended for 6 months
Seat belt enforcement	Secondary enforcement for all drivers (officer may not make a traffic stop based solely on observation of safety belt violation.)	Primary if driver appears to be 18 or under

## Graduated Driver's License

- Permit Stage: Conviction free for last 6 months of the permit stage
  - permit stage is extended by 6 months for every conviction during the last 6 months of the permit stage
  - primary enforcement of seat belt law
  - parents must certify that their child has driven with an adult for 50 hours
- Intermediate Stage (probationary license)
  - for first 9 months, restricted to having only passengers in car who are over 21 years of age unless they are immediate family
  - for first 9 months, the probationary licensee is not permitted to drive between the hours of 12-5 AM unless with an adult over 21 years of age, exceptions would be made for work and school
  - for the first 9 months, the driver would have to remain conviction free and for each conviction during that 9 month period, the 9 month probationary period is extended by 6 months
  - license will be revoked after a driver has accumulated 12 points in one year during the intermediate stage, all points for moving violations for probationary drivers would be doubled, but the additional 2 points for 2<sup>nd</sup> and subsequent violations would be eliminated.
  - continue primary enforcement of seat belt law
- Full-fledged driver's license
  - ~~must be at least 19 years old.~~

\*\*\* There will be an exception to the prohibition of other passengers during the skill development period for teenagers participating in the Teen Safe Ride program in Oshkosh, or other similar programs.

*when does this bill become effective*

Restaino Bunbury & Associates  
 2945 Monroe St.  
 Madison, WI 53711  
 Office: 608-232-7777  
 Direct: 608-232-7734  
 Home: 608-277-1256  
 Office Fax: 608-232-7771

CONFIDENTIAL FAX COMMUNICATION

TO: 1999-2000 Legislature

FROM THE OFFICE OF  
**JANE SCHMIDT**

Date: 2-11-99

Fax Number: 282 3641

Pages to Follow: 0

- Messages:
- As Discussed
  - Please review and call me
  - In follow-up to our conversation
  - Please give me your comments
  - Please sign the following & return to me
  - For your information & records
  - Other  See below comments

COMMENTS:

*Assembly Bill 52. Please register me in favor.*  
*Jane Schmidt*

Original/Copy to follow?  Yes  No

Via:  US Mail  Express (Overnight)  Courier

Luther S. Olsen  
State Representative  
P O Box 8953  
Madison WI 53708-8953

Desiree Padberg  
S85 W185258 Jean Drive  
Muskego WI 53150

February 11, 1999

RE: AB52 Graduated driver's licensing

Mr. Olsen:

I am a parent of 4 children, and have been concerned about the licensing procedure for a few years now. I am also a Sports Car Club of America (SCCA) member and am one of their teachers for the advanced drivers school we host in the spring. My husband and I also autocross (defensive driving) in the summer to further hone our skills on the road. Our oldest child is now 16-1/2. He just completed the classroom portion of the licensing procedure with me auditing all but 2 of the 15 classes. Personally, I was appalled at the behavior and attitude of our sons fellow students. They don't care about rules and regulations, they just wanted their license. Frankly, a parent is responsible to transport their child until they are 18. If they are unwilling to accept this responsibility, they should not have children, or should have limited their child's activities. Most of these students parents wanted them to have their license, so that they no longer had to transport their child. We must remember that they are still children, most of whom have no concept of responsibility.

I fully endorse the proposed bill, but it does not go far enough. There are other issues that need to be addressed. Let's start with the book. I feel that there are many errors in it and that there are areas that are not really covered. It includes many statistics, that the students could care less about. One life lost unnecessarily is one life too many. The fact that the students are inexperienced drivers needs to be stressed more. A trip to the emergency room and morgue should be included in the instruction, along with a visit from an officer. This might wake up a few of the students and help them realize their limitations. I also feel that simulators should be used. You can simulate a drunk driver and again bring home the effects of alcohol. Simulators will also help children like my son, whose options for driving are limited to rear wheel stick shift. The drivers education cars will do nothing for my son when he gets behind the wheel. Cars handle differently, and that fact needs to be addressed stronger. We have more roll-overs on today's freeways, not because of the speed, but because the drivers, in front wheel drive, do not understand their car.

Education should also extend to tire awareness. I HATE salt. It is not necessary. People need to learn to drive. I feel that Wisconsin should require snow tires on all cars. They are available from any tire dealer, and are no more expensive than normal tires. The only requirement is that you purchase a cheap set of wheels for winter driving. The students do not understand the concept of winter driving. This, too, should be addressed more strongly in the classroom. Advanced drivers schools should be required. SCCA teaches you in your own car. You learn what your car can and cannot do. My son will be required to spend a summer with us autocrossing. Actually, that is the primary reason he decided to get his license. He understands the limitations that exist.

The instructors should have further education. Some of the instructors do not understand the difference between front wheel, rear wheel, four wheel, and stick shift. There are real differences. Continuing education will help weed out the bad instructors. They should also have stricter guidelines for dismissing a student when they use foul language, or disrupt the class. Refunds should not be given if the student is

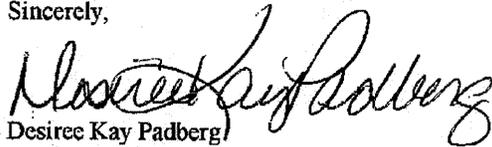
kicked out of class. This is an important class, necessary for all transportation needs for the students future. The students treat this a right of passage, not the privilege that it is.

Why is it that our schools can find the money to support the sports programs, but feel that drivers education is to expensive? Which is the skill that will carry our children through their life? Most schools in the Milwaukee area do not have a drivers education program. Don't you think that there would be more continuity for the students and teachers, if the drivers education teacher was someone they already new and probably respected?

I sincerely regret that I could not attend the public hearing. I want to see my son outlive me, but with today's statistics, that may not be possible. My son is very responsible, but what about the other driver? Parents need to start raising their children, and discipline needs to be used. A portion of the problem of teen drivers can be traced back to parents who did not set limits and did not teach cause and effect. I would welcome any and all calls regarding this subject. I am not the worlds greatest writer, I tend to speak better.

This bill is needed - Too many children are dying needlessly. Parents are not putting restrictions on their children so the STATE MUST. Remember when you vote for the bill, the life you save might have been YOUR own child.

Sincerely,



Desiree Kay Padberg  
(414)679-4485 after 5:00 p.m.

10 February 1999

RE: AB 52 - GRADUATED DRIVER'S LICENSING

For distribution at hearing of 2-11-99

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Gentle people:

My son, Andy Buskirk, was a front seat passenger in a car driven by a 16 year old friend the morning of June 9, 1995. The 16 year old driver accidentally rear-ended the back of a gas truck on County BB in the Town of Blooming Grove going approximately 50 mph. My son was killed instantly. The driver and a backseat passenger were injured.

What happened to my family is any parent's worst fear and nightmare. Police reports confirmed the accident was due to an inexperienced driver and inattentive driving.

Teenagers behind the wheel of a car need more instruction and experience than the current law provides. I strongly support the passage of this bill so youthful licensees gain the added driving hours and training so desperately needed. Hopefully with more behind the wheel time and instruction, teenagers will begin to realize that driving is a privilege and not a right and lives will be saved. We need to set an example for these kids to be courteous drivers and that driving is serious business.

If AB-52 had been law in 1995, my son would still be alive today. He would have been able to play in the band for my daughter's graduation that fateful Friday.

Please do your part to help prevent other parents from experiencing this tragedy. Please strengthen and toughen the eligibility requirements for obtaining drivers licenses.

Diana Buskirk Lewandowski  
332 Southing Grange  
Cottage Grove, WI 53527

608-839-4742

# **Knight**

**DISCOUNT DRIVING  
SCHOOL**

*"We explain it well and never yell"*



Classroom 20 S. Main St.

**756-2409**

Office 1015 Oakland Ave.

Rep. Luther Olsen  
& Assembly Bill 52 Committee Members  
by FAX 608-282-3641

2-9-99

Dear Committee Members:

Regarding Assembly bill 52 a glaring error in youth driving regulations should not be perpetuated. That error is permitting youthful permit holders to operate regardless of the physical or mental state of the accompanying required person.

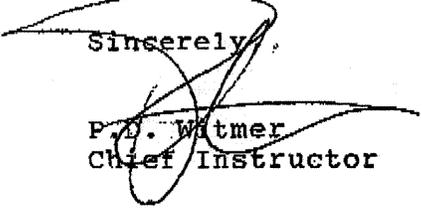
Under current law there is no requirement that the parent (for example) be even sober since that person is not operating. The proposed bill does nothing to alleviate this.

Knight Driving School maintains that required accompanying parties should be able to meet the same standards as if they were doing the driving.

To not require this is renders accompaniment a technical condition which protects neither the public nor the student driver.

Congratulations on introducing this bill. We hope you will follow with a road rage bill.

Sincerely,

  
P. D. Witmer  
Chief Instructor

Dear Representative Olsen:

Please submit this letter as written testimony in support of the legislation AB 52 - the graduated driver's licensing act. The following facts support the need for this legislation:

(1) that the motor vehicle fatality rate of teenagers is higher than that of any other age group; and

(2) that for youths between the ages of 16 and 20 years, motor vehicle-related collisions are the leading cause of death, claiming over 5,000 teenage lives each year; and

(3) youths 10 to 20 years old use safety belts only approximately 35% of the time that they travel in vehicles; and

(4) drugs and alcohol are involved in 40-45% of all fatal collisions involving teenage drivers; and

(5) young drivers are more likely to be involved in serious collisions at night than during daylight hours; and

(6) that several states that have implemented provisional licensing programs have reported substantial reductions in teenage drivers' collisions and convictions for violations.

Speaking both as the Wisconsin Chapter of the American Academy of Pediatrics Injury and Poison Prevention representative and also as the mother of three teenagers, I urge you to support and pass this legislation.

Sincerely yours,



Kathleen M. Barkow, M.D.  
Prevea Clinic  
900 S. Webster Ave  
Green Bay, WI. 54301

**BONNIE SUMNER  
2900 W. Rangeline Court  
Mequon, WI 53092  
(414) 512-0672**

**February 8, 1999**

**To members of the Assembly Transportation Committee:**

**My name is Bonnie Sumner and I am the mother of four children and a volunteer advocate for injury prevention. I am writing to you in favor of Assembly Bill 52.**

**When my own children reached driving age I made many decisions concerning what was permitted based on my knowledge of this subject. According to research done by the Insurance Institute For Highway Safety, among other groups, teenage drivers, especially beginners, are at a higher risk than any other age group for accidents resulting in injury and death. As a parent I was able to make rules for my own children, but I could not control the actions of other teens. Thankfully my family lived through those early driving years four times with no serious consequences, but others have not been so fortunate. Just this week yet another 16-year-old driver and his 17-year-old passenger were killed in Manitowoc County. Many times these deaths are not due to factors such as alcohol, but rather inexperience and other conditions such as seatbelt use, which this bill would address. We cannot leave the safety of all our children in the hands of individual parents who all have rules of their own. The state regulates many aspects of our lives when health and safety are concerned. Surely no one would like to live in a society where red lights were just a suggestion to stop, totally blind people were allowed to drive, and large amounts of alcohol could legally be consumed before taking the wheel. We accept restrictions such as these as reasonable safeguards to our own lives as well as the lives of others. In public health any attempt to decrease injury or illness and death focuses on the host, the environment, and the agent. If one or more of these elements can be changed it is hoped that the statistics will decrease. We are now in the possession of enough research and information to tell us that having a graduated license system in Wisconsin will save lives. What could be more important? If the implementation of this bill will save the life of only one teenager it should be passed, but in reality we know that it will do much more than that.**



Caren Reich  
Auto-Life-Health-Home and Business  
115 S Wisconsin St  
PO Box 285  
Berlin, WI 54923  
Office: (920) 361-2160 Fax: (920) 361-3726

February 8, 1999

Representative Luther S. Olsen  
Room 9 West, State Capitol  
PO Box 8953  
Madison, WI 53708-8953

Dear Representative Olsen,

My name is Caren Reich and I am a business owner in the town of Berlin. I am the agent in a State Farm Insurance office and I employ three staff people. I want you to know that I support the legislation for the Graduated Driver's License Bill which is 1999 Assembly Bill 52. The proximity to Ripon and the tragic death of an area teen have also made me more aware of the need for this bill and its benefits.

The way I view it, this legislation will help save the lives of young people who are the future of our country. As an insurance agent, I can see how this will help parents deal with teenagers who are less than perfect drivers. The extra driving experience gained with the extended instruction permit period and the behind-the-wheel hours will be priceless.

My husband, who is a high school teacher, also believes this is a positive direction to move to help the teens handle responsibilities as they develop.

Thank you for your time.

Sincerely,

*Caren Reich*  
Caren Reich

TO: Assembly Committee on Transportation  
FROM: David R. Peterson  
RE: 1999 Assembly Bill 52  
DATE: February 9, 1999

I am submitting this written testimony in favor of 1999 Assembly Bill 52 establishing a Graduated Drivers License. In addition to remembering some of the poor judgments that I made when I was an inexperienced driver, I am the father of 7 adult children and a Deputy Sheriff that has been assigned as a full time Police School Liaison Officer for over 3 years.

1999 Assembly Bill 52 would give parents a tool that they could use to assist them in assuring that their children were properly prepared for being a safe driver on today's increasingly busy highways. It would provide the necessary time for these new drivers to develop the skills needed to operate a motor vehicle and fully appreciate the tremendous amount of responsibility and liability that is involved with being a driver.

I live and work in small and rural Waushara County, but a look at the accident statistics over the past few years will reveal that our young people have been seriously injured and died to often at least in part because of drivers with very little experience. These injuries and deaths have not been because our young people didn't care, but rather because they were inexperienced.

Some of the headlines in our county I remember read as follows:

**Young Driver Passes Highway Equipment Making Left Turn-PASSENGER DIES**

**Young Driver Loses Control-PASSENGER DIES**

**Young Driver Passes Into Oncoming Traffic-DRIVER AND PASSENGER DIE**

In addition just last week I investigated an incident of a passenger in one vehicle conversing with the driver of another vehicle as they were traveling side by side down the road. This didn't make the headlines because thankfully nothing happened, but we can only imagine how close we were to another tragedy.

None of the young people involved in these accidents were "bad kids". Alcohol and drugs were NOT a factor. They were guilty of being inexperienced and using poor judgment. 1999 Assembly Bill 52 will enable our young people a better environment in which to gain the experience and the time for them to develop better judgment. It will also place some of the burden for their drivers education on the parents.

Thank you for supporting and working for the passage of 1999 Assembly Bill 52. It will give our young people a better chance of becoming adults.