

Executive Director  
James Weinbergs



**Wisconsin Troopers' Association, Inc.**

P.O. Box 769 • East Troy, WI 53120  
1-800-232-1392

TO: Representative Luther Olsen  
FR: Dennis Kruger, Legislative Liaison, Wisconsin Troopers Association  
DA: February 24, 1999  
RE: Assembly Bill 52 – Graduated Driver's Licensing

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On behalf of the Wisconsin Troopers' Association, I would like to express our interest in working with you, and members of the Assembly Committee on Transportation, in the development of Assembly Bill 52. Our desire is to assist in making AB 52 clearer and more practical from an enforcement perspective.

As you know, the Wisconsin Troopers' Association registered in opposition to Assembly Bill 52. Please know that we wholeheartedly support many aspects of the bill, but we oppose some provisions and would like to work with you on some revisions in the hope that the Wisconsin Troopers' Association can support the entire bill.

- 1) We would like to work with you to revise the provision that assesses double the demerit points against a youthful driver for operating offenses, as well as the provision that suspends driving privileges for 6 months for 12 demerit points in 12 months. Under the demerit point provision, youthful drivers could lose their license, for example, for one speeding ticket and one faulty taillight. The 6 month suspension is such a long period of time that it will likely deter young drivers from completing the graduated licensing process. We understand the goal to deter new drivers from risky driving behaviors, however, in some cases we believe the punishment is excessive. In addition, such strict penalties would more likely cause youthful drivers to attempt to flee an officer. We would like to suggest a demerit point assessment rate of 1.25 the standard point reduction, and a 2 month suspension of driving privileges for 12 demerit points within 12 months.
- 2) We are opposed to the provision that authorizes primary enforcement of safety belt requirements for drivers under 19 years of age. Differentiating between those who reasonably look to be under 19 years of age and those who reasonably look to be older than 19 years of age is problematic when it comes to enforcement. The Wisconsin Troopers Association fully



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supports primary enforcement of safety belt requirements for all drivers – but not simply for 16-19 year olds.

- 3) We believe that some provisions in the bill, with respect to other various restrictions placed on probationary drivers, may not necessarily provide the outcome intended by the legislation. We believe that the intention of every provision in this bill is to facilitate more experienced, safe drivers, create safer roads, and reduce teen accidents and deaths. We are concerned that many teen drivers will simply not abide by some new restrictions and evade police, which would create more dangerous driving situations. Therefore, we would like to discuss and review with you some of the restrictions on probationary drivers to determine the practical benefits and risks.

Thank you for your time, Representative Olsen. Please let me know when may be a good time for you to discuss these matters. You may contact me at home, 608-835-5395, or you may also contact Jessica Early at Martin Schreiber's office, 608-259-1212.

cc: Chairman David Brandemuehl, Assembly Committee on Transportation  
All members of the Assembly Committee on Transportation

Executive Director  
Jan Steinbergs



P.O. Box 769 • East Troy, WI 53120  
1-800-232-1392

317-North

TO: Chairman David Brandemuehl, and  
All members of the Assembly Committee on Transportation  
FR: Dennis Kruger, Legislative Liaison, Wisconsin Troopers Association  
DA: February 25, 1999

RE: Assembly Bill 52 – Graduated Driver's Licensing

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It has come to my attention that today, during the Assembly Committee on Transportation's executive session on Assembly Bill 52, there was some confusion as to whether or not equipment violations result in demerit points. Enclosed please find a listing of violations and the demerit points associated with each. Each item coincides with items listed in Wisconsin Statutes, Chapter 347, Equipment of Vehicles. Demerit points are listed in the far right column, listed "DP". Most equipment violations are 2 or 3 demerit points. Under AB 52 they would be 4 or 6.

Speeding ticket demerit points are as follows:

- 1 to 10 mph over = 3 points – under AB 52 it would be 6 points
- 11 to 19 mph over = 4 points – under AB 52 it would be 8 points
- 20 or more mph over = 6 points – under AB 52 it would be 12 points

The members of the committee were not misled when I stated in my public testimony before the committee that an individual could lose 12 points as a result of one speeding ticket and one defective taillight violation. As you can see from the enclosed information, a taillight violation (Wis. Stats. 347.13) "doubled" would be assessed at 6 points, and a speeding ticket, at the very least, would be assessed at 6 points. For example, when a vehicle's dash lights go out, both teenagers and adults are more likely to speed. Because the same fuse that controls the dash lights controls the taillights, this single situation (for a teenager) would result in 6 or more demerit points for the speeding ticket and 6 points for the faulty taillights.

We do not necessarily agree that a young person in the above situation has displayed reckless disregard for the rules of the road. But under AB 52, this individual would lose his/her driving privileges for an additional 6 months, providing this young driver absolutely no driving experience during this critical time. The excessive penalties in this bill will defeat its most important goal – to ensure we have experienced young drivers on the road.

I would like to reiterate that the Wisconsin Troopers Association supports the intentions of AB 52. However, we would like to ensure that it is a bill that will be clear and practical. We suggest a demerit point assessment rate of 1.25 the standard point reduction, and a 2 month suspension of driving privileges for 12 demerit points within 12 months. Thank you.

cc: Representative Luther Olsen



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# SECTION I

|   | REP    | PA    | JAV<br>CLDA | JPL<br>CSF <sup>a</sup> | CC    | TOTAL <sup>a</sup> | DP |
|---|--------|-------|-------------|-------------------------|-------|--------------------|----|
| 346.94 (16) Illegal use of radio or other electronic sound amplification device |        |       |             |                         |       |                    |    |
| 1st violation (40-80)   | 40.00  | 9.20  | 14.00       | 47.00                   | 25.00 | 135.20             |    |
| 2nd violation (100-200)   | 100.00 | 23.00 | 14.00       | 47.00                   | 25.00 | 209.00             |    |
| 346.94 (17) In-line skate violations on the roadway (10-20)                     | 10.00  | 2.30  | 14.00       | 47.00                   | 25.00 | 98.30              |    |
| 2nd and subsequent violations (25-50)   | 25.00  | 5.75  | 14.00       | 47.00                   | 25.00 | 116.75             |    |
| 346.945 Owner liability - sound amplification device - 1st offense (40-80)      | 40.00  | 9.20  | 14.00       | 47.00                   | 25.00 | 135.20             |    |



**CHAPTER 347 - EQUIPMENT OF VEHICLES:  
GENERAL PROVISIONS:**

|  |       |       |       |       |       |        |  |
|--|-------|-------|-------|-------|-------|--------|--|
| 347.03 Sale of prohibited equipment (10-200) | 50.00 | 11.50 | 14.00 | 47.00 | 25.00 | 147.50 |  |
|--|-------|-------|-------|-------|-------|--------|--|

**LIGHTING EQUIPMENT:**

|   |       |      |       |       |       |        |   |
|---|-------|------|-------|-------|-------|--------|---|
| 347.06 (1) Operation w/o required lamps lighted (10-20)     | 20.00 | 4.60 | 14.00 | 47.00 | 25.00 | 110.60 | 3 |
| 2nd violation w/in 1 yr. (25-50)                            | 30.00 | 6.90 | 14.00 | 47.00 | 25.00 | 122.90 | 3 |
| 347.06 (3) Unclean/defective lights or reflectors (10-20)   | 20.00 | 4.60 | 14.00 | 47.00 | 25.00 | 110.60 | 3 |
| 2nd violation w/in 1 yr. (25-50)                            | 30.00 | 6.90 | 14.00 | 47.00 | 25.00 | 122.90 | 3 |
| 347.07 (1) Operating with over 4 headlamps lighted (10-200) | 20.00 | 4.60 | 14.00 | 47.00 | 25.00 | 110.60 | 3 |

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- b An additional \$2.00 is added for violations in Milwaukee County returnable to circuit court.

|   | REP   | PA    | JAV<br>CLDA | JPL<br>CSF <sup>a</sup> | CC    | TOTAL <sup>a</sup> | DP |
|---|-------|-------|-------------|-------------------------|-------|--------------------|----|
| 347.07 (2) Improper colored lights (10-200)                                       | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             | 3  |
| Improper flashing light (10-200)  | 50.00 | 11.50 | 14.00       | 47.00                   | 25.00 | 147.50             | 3  |
| 347.09 Other headlamp equipment violations (10-200)                               | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             | 3  |
| 347.10 (1) Other headlamp equipment violations (10-200)                           | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             |    |
| 347.10 (2) Other headlamp violations (10-200)                                     | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             | 3  |
| 347.10 (3) Other headlamp equipment violations (10-200)                           | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             |    |
| 347.10 (4) Other headlamp equipment violations (10-200)                           | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             |    |
| 347.11 Other headlamp equipment violations (10-200)                               | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             | 3  |
| 347.115 Use of modulated headlamps during darkness                                | 50.00 | 11.50 | 14.00       | 47.00                   | 25.00 | 147.50             | 3  |
| 347.12 Use of low-beam headlamp when dark (10-200)                                | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             | 3  |
| 347.12 (1),(2) Failure to dim headlamp/meeting or following w/in 500 ft. (10-200) | 40.00 | 9.20  | 14.00       | 47.00                   | 25.00 | 135.20             | 3  |
| 347.13 (1) No tail lamp/defective tail lamp at night (10-200)                     | 20.00 | 4.60  | 14.00       | 47.00                   | 25.00 | 110.60             | 3  |

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# SECTION I

|   | DEP   | PA   | JAL<br>CLDA | JIFL<br>CSF <sup>a</sup> | CC    | TOTAL <sup>a</sup> | DP |
|---|-------|------|-------------|--------------------------|-------|--------------------|----|
| 347.13 (2) Tail lamp height violations (10-20)                    | 10.00 | 2.30 | 14.00       | 47.00                    | 25.00 | 98.30              |    |
| 2nd violation w/in 1 yr. (25-50)                                  | 30.00 | 6.90 | 14.00       | 47.00                    | 25.00 | 122.90             |    |
| 347.13 (3),(4) Other tail/license plate lamp violations (10-20)   | 10.00 | 2.30 | 14.00       | 47.00                    | 25.00 | 98.30              |    |
| 2nd violation w/in 1 yr. (25-50)                                  | 30.00 | 6.90 | 14.00       | 47.00                    | 25.00 | 122.90             |    |
| 347.14 (1) No stop lamp/defective stop lamp (10-200)              | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.14 (2) Inadequate/improper stop lamp (10-200)                 | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.15 (1) Sell MV w/o directional lamps (10-200)                 | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.15 (2) Other directional lamp violations (10-200)             | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.15 Other directional lamp violations (10-200)                 | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.18(1)(a), (b) & (2)(a) Clearance lamp violations (10-200)     | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.18(1)(c), (2)(b) Reflector violations (10-200)                | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.17 Clearance lamp/reflector violations (10-200)               | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.18 Clearance lamp/reflector violations (10-200)               | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.19 Clearance lamp/reflector violations (10-200)               | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.20 (1) No light on projecting load at night (10-200)          | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 2  |
| 347.20 (2) No flag on projecting load by day (10-200)             | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 2  |
| 347.21- Violation of lamp requirements on other vehicles (10-200) | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |

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|   | DEP   | PA   | JAL<br>CLDA | JIFL<br>CSF <sup>a</sup> | CC    | TOTAL <sup>a</sup> | DP |
|---|-------|------|-------------|--------------------------|-------|--------------------|----|
| 347.245 (1) Failure to display SMV emblem (10-200)                                    | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.245 (3-4) Unlawful display of SMV emblem (10-200)                                 | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.25 (1) Emergency vehicle/optional lighting equipment violations (10-200)          | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.25 (2) School bus/optional lighting equipment violations (10-200)                 | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.25 (3) Funeral procession vehicle/optional lighting equipment violations (10-200) | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.25 (4) Equip/Display police lights on vehicle not used for police work (10-200)   | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.255 Auxiliary lamps on emergency vehicles (10-200)                                | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.28 (1) Optional/special lighting equipment violations (10-200)                    | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             |    |
| 347.28 (2) Optional/special lighting equipment violations (10-200)                    | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.28 (3) Optional/special lighting equipment violations (10-200)                    | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |
| 347.28 (4) Optional/special lighting equipment violations (10-200)                    | 20.00 | 4.60 | 14.00       | 47.00                    | 25.00 | 110.60             | 3  |

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|   | DEP   | PA   | JAV<br>CLDA | JPL<br>CSF <sup>a</sup> | CC    | TOTAL <sup>a</sup> | DP |
|---|-------|------|-------------|-------------------------|-------|--------------------|----|
| 347.13 (2) Tail lamp height violations (10-20)                      | 10.00 | 2.30 | 14.00       | 47.00                   | 25.00 | 98.30              |    |
| 2nd violation w/in 1 yr. (25-50)                                    | 30.00 | 6.90 | 14.00       | 47.00                   | 25.00 | 122.90             |    |
| 347.13 (3),(4) Other tail/license plate lamp violations (10-20)     | 10.00 | 2.30 | 14.00       | 47.00                   | 25.00 | 98.30              |    |
| 2nd violation w/in 1 yr. (25-50)                                    | 30.00 | 6.90 | 14.00       | 47.00                   | 25.00 | 122.90             |    |
| 347.14 (1) No stop lamp/defective stop lamp (10-200)                | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.14 (2) Inadequate/improper stop lamp (10-200)                   | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.15 (1) Sell MV w/o directional lamps (10-200)                   | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.15 (2) Other directional lamp violations (10-200)               | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.15 Other directional lamp violations (10-200)                   | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.16(1)(a), (b) & (2)(a) Clearance lamp violations (10-200)       | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.16(1)(c), (2)(b) Reflector violations (10-200)                  | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.17 Clearance lamp/reflector violations (10-200)                 | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.18 Clearance lamp/reflector violations (10-200)                 | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.19 Clearance lamp/reflector violations (10-200)                 | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.20 (1) No light on projecting load at night (10-200)            | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 2  |
| 347.20 (2) No flag on projecting load by day (10-200)               | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 2  |
| 347.21-24 Violation of lamp requirements on other vehicles (10-200) | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |

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|   | DEP   | PA   | JAV<br>CLDA | JPL<br>CSF <sup>a</sup> | CC    | TOTAL <sup>a</sup> | DP |
|---|-------|------|-------------|-------------------------|-------|--------------------|----|
| 347.245 (1) Failure to display SMV emblem (10-200)                                    | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.245 (3-4) Unlawful display of SMV emblem (10-200)                                 | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.25 (1) Emergency vehicle/optional lighting equipment violations (10-200)          | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.25 (2) School bus/optional lighting equipment violations (10-200)                 | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.25 (3) Funeral procession vehicle/optional lighting equipment violations (10-200) | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.25 (4) Equip/Display police lights on vehicle not used for police work (10-200)   | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.255 Auxiliary lamps on emergency vehicles (10-200)                                | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.26 (1) Optional/special lighting equipment violations (10-200)                    | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.26 (2) Optional/special lighting equipment violations (10-200)                    | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.26 (3) Optional/special lighting equipment violations (10-200)                    | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.26 (4) Optional/special lighting equipment violations (10-200)                    | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |

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# SECTION I

|                    |   | DEP   | PA   | JAL<br>CLDA | JPL<br>CSP <sup>a</sup> | CC    | TOTAL <sup>a</sup> | DP |
|--------------------|---|-------|------|-------------|-------------------------|-------|--------------------|----|
| 347.26 (5)         | Optional/special lighting equipment violations (10-200) | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.26 (8)         | Optional/special lighting equipment violations (10-200) | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.26 (7)         | Optional/special lighting equipment violations (10-200) | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             |    |
| 347.26 (8)         | Optional/special lighting equipment violations (10-200) | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.26 (9)         | Optional/special lighting equipment violations (10-200) | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.26 (11)        | Optional/special lighting equipment violations (10-200) | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 3  |
| 347.27             | Parking lamp violations (10-200)                        | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 2  |
| 347.28 -<br>347.29 | Failure to carry/display warning devices (10-200)       | 20.00 | 4.80 | 14.00       | 47.00                   | 25.00 | 110.80             | 2  |

**OTHER EQUIPMENT:**

**NOTE:** Certain convictions for violations of Trans 305 of the Wisconsin Administrative Code receive up to 3 demerit points and are entered on the driving record. The authority for the point assessment is in Chapter Trans 101 of the

|          |                                      |       |      |       |       |       |        |   |
|----------|--------------------------------------|-------|------|-------|-------|-------|--------|---|
| 347.35 - | Inadequate/defective brakes (10-200) | 30.00 | 6.80 | 14.00 | 47.00 | 25.00 | 122.90 | 3 |
|----------|--------------------------------------|-------|------|-------|-------|-------|--------|---|

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|             |  | DEP    | PA    | JAL<br>CLDA | JPL<br>CSP <sup>a</sup> | CC    | TOTAL <sup>a</sup> | DP |
|-------------|--|--------|-------|-------------|-------------------------|-------|--------------------|----|
| 347.38      | Violations by commercial motor vehicles                                      | 100.00 | 23.00 | 14.00       | 47.00                   | 25.00 | 209.00             | 3  |
| 347.37      | Unlawful brake fluid sales (10-200)  | 30.00  | 6.80  | 14.00       | 47.00                   | 25.00 | 122.90             |    |
| 347.38 (1)  | Defective horn or unnecessary use (10-200)                                   | 20.00  | 4.80  | 14.00       | 47.00                   | 25.00 | 110.80             | 2  |
| 347.38 (2)  | Unlawful siren or horn (10-200)  | 50.00  | 11.50 | 14.00       | 47.00                   | 25.00 | 147.50             | 2  |
| 347.38 (4)  | Unlawful use of emergency vehicle siren (10-200)                             | 50.00  | 11.50 | 14.00       | 47.00                   | 25.00 | 147.50             | 2  |
| 347.39 (1)  | No muffler/defective muffler (10-200)  | 30.00  | 6.80  | 14.00       | 47.00                   | 25.00 | 122.90             |    |
| 347.39 (2)  | Muffler or exhaust cutout (10-200)   | 50.00  | 11.50 | 14.00       | 47.00                   | 25.00 | 147.50             |    |
| 347.40      | Violation of mirror requirements (10-200)                                    | 30.00  | 6.80  | 14.00       | 47.00                   | 25.00 | 122.90             | 2  |
| 347.41      | Speedometer violations (10-200)  | 30.00  | 6.80  | 14.00       | 47.00                   | 25.00 | 122.90             | 2  |
| 347.413 (1) | Tampering w/ignition interlock device 1st offense (150-800)                  | 150.00 | 34.50 | 14.00       | 47.00                   | 25.00 | 270.50             |    |
| 347.417 (1) | Tampering w/immobilization device 1st offense (150-800)                      | 150.00 | 34.50 | 14.00       | 47.00                   | 25.00 | 270.50             |    |
| 347.42      | Wiper violations (10-200)  | 30.00  | 6.80  | 14.00       | 47.00                   | 25.00 | 122.90             | 2  |
| 347.43 (1)  | Driving vehicle w/o safety glass (10-200)                                    | 30.00  | 6.80  | 14.00       | 47.00                   | 25.00 | 122.90             |    |
| 347.43 (2)  | Seil vehicle w/o safety glass (10-200)                                       | 30.00  | 6.80  | 14.00       | 47.00                   | 25.00 | 122.90             |    |
| 347.44      | School bus painting/flashng red signal/unlawful painting violations (10-200) | 50.00  | 11.50 | 14.00       | 47.00                   | 25.00 | 147.50             |    |
| 347.45      | Improper/prohibited tire equipment (10-200)                                  | 30.00  | 6.80  | 14.00       | 47.00                   | 25.00 | 122.90             |    |
| 347.455     | Modification to height of vehicles (10-200)                                  | 50.00  | 11.50 | 14.00       | 47.00                   | 25.00 | 147.50             |    |

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# SECTION I

|             |  | DEP    | PA    | JAV<br>CLDA | JIF/<br>CSF <sup>b</sup> | CC    | TOTAL <sup>a</sup> | DP                  |
|-------------|--|--------|-------|-------------|--------------------------|-------|--------------------|---------------------|
| 347.46      | No fenders/mudguards on truck (10-200)   | 50.00  | 11.60 | 14.00       | 47.00                    | 25.00 | 147.50             | 2                   |
| 347.47      | Improper drawbar/trailer hitch/mobile home coupling (10-200)   | 50.00  | 11.50 | 14.00       | 47.00                    | 25.00 | 147.50             | 2                   |
| 347.48 (1), | Violation of safety belt requirements (10-200)   | 20.00  | 4.80  | 14.00       | 47.00                    | 25.00 | 110.80             | 2                   |
| 347.48 (2m) | Mandatory seatbelts required for driver, passengers and persons at least 4 yrs. of age (10)                              | 10.00  |       |             |                          |       | 10.00              |                     |
| 347.48 (4)  | Violations of safety belt requirements by a person in a motor vehicle (as below).<br>NOTE: Use full statutory reference: |        |       |             |                          |       |                    |                     |
|             | 347.48 (4)(a)1 - Child under 4 yrs. (30-75)  | 30.00  | 6.90  | 14.00       | 47.00                    | 25.00 | 122.90             |                     |
|             | 347.48 (4)(a)2 - 4 yrs. but less than 8 yrs. (10-25)   | 10.00  | 2.30  | 14.00       | 47.00                    | 25.00 | 98.30              |                     |
|             | 347.48 (4)(a)2 - Second offense, w/in 3 yrs. for child 4-8 only (25-200)   | 50.00  | 11.50 | 14.00       | 47.00                    | 25.00 | 147.50             |                     |
|             | 347.48 (4)(a)2 - Three or more offenses, w/in 3 yrs. for child 4-8 only (25-200)   | 100.00 | 23.00 | 14.00       | 47.00                    | 25.00 | 209.00             |                     |
| 347.485     | Violation of motorcycle head/eye protective gear regulations (10-200)  | 30.00  | 6.90  | 14.00       | 47.00                    | 25.00 | 122.90             | 0 or 2              |
| 347.488     | Moped equipment (10-200)   | 50.00  | 11.50 | 14.00       | 47.00                    | 25.00 | 147.50             | (Head-0 Eye-2)<br>2 |

- a Municipal court costs totals are provided at the back of the book.  
b An additional \$2.00 is added for violations in Milwaukee County returnable to circuit court.

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|            |   | DEP   | PA    | JAV<br>CLDA | JIF/<br>CSF <sup>b</sup> | CC    | TOTAL <sup>a</sup> | DP     |
|------------|---|-------|-------|-------------|--------------------------|-------|--------------------|--------|
| 347.489    | Lamps and other equipment on bicycles or motor bicycles (0-20)<br>NOTE: Only bicycle violations are 0 demerit | 20.00 | 4.80  | 14.00       | 47.00                    | 25.00 | 110.80             | 3 or 0 |
| 347.49 (2) | Unlawful transporting of flammable liquids (10-200)   | 50.00 | 11.50 | 14.00       | 47.00                    | 25.00 | 147.50             |        |

**CHAPTER 348 - SIZE, WEIGHT & LOAD:  
SIZE & LOAD:**

|                |  |        |       |       |       |       |        |  |
|----------------|--|--------|-------|-------|-------|-------|--------|--|
| 348.05 -       | Violation of size/vehicle train regulations (50-100)                                   | 50.00  | 11.50 | 14.00 | 47.00 | 25.00 | 147.50 |  |
| 348.08         | 2nd violation w/in 1 yr. (100-200)   | 100.00 | 23.00 | 14.00 | 47.00 | 25.00 | 209.00 |  |
| 348.09 (1)     | Operating w/load projecting on sides (10-200)  | 50.00  | 11.50 | 14.00 | 47.00 | 25.00 | 147.50 |  |
| 348.10         | Violation of special load limits (10-200)  | 50.00  | 11.50 | 14.00 | 47.00 | 25.00 | 147.50 |  |
| <b>WEIGHT:</b> |  |        |       |       |       |       |        |  |
| 348.15         | Violation of Class "A" hwy. weight limits. See Section 348.21 (3): Statutory fee plus. | 50.00  | 11.50 | 14.00 | 47.00 | 25.00 | 147.50 |  |
|                | 2nd violation w/in 1 yr.: Statutory fee plus.  | 100.00 | 23.00 | 14.00 | 47.00 | 25.00 | 209.00 |  |
| 348.16         | Violation of Class "B" hwy. weight limits. See Section 348.21 (3): Statutory fee plus. | 50.00  | 11.50 | 14.00 | 47.00 | 25.00 | 147.50 |  |
|                | 2nd violation w/in 1 yr.: Statutory fee plus.  | 100.00 | 23.00 | 14.00 | 47.00 | 25.00 | 209.00 |  |

- a Municipal court costs totals are provided at the back of the book.  
b An additional \$2.00 is added for violations in Milwaukee County returnable to circuit court.

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# State of Wisconsin Department of Public Instruction

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**John T. Benson**  
State Superintendent

**Steven B. Dold**  
Deputy State Superintendent

TO: The Wisconsin State Assembly Transportation Committee  
FROM: The Wisconsin Department of Public Instruction  
RE: Testimony on AB 52  
DATE: 2/11/99

Good afternoon Chairman Brandemuehl and respective Assembly Transportation Committee Members.

My name is Dr. Randy Thiel, and I am an Education Consultant with the Department of Public Instruction. My job responsibilities include administering the Department's Alcohol Traffic Safety Program and Wisconsin's public and private high school driver education programs.

Today, I am privileged to be able to sit before you and provide testimony on behalf of the Department of Public Instruction and Superintendent John Benson, in support of Assembly Bill 52, the Graduated Licensing Bill.

For a number of years, the National Highway Traffic Safety Administration (NHTSA) explored the concept of Graduated Licensing for potential implementation in the United States. Much of the early work in the development of Graduated Licensing was that of Michael Smith of the NHTSA, both a colleague and friend to many of us traffic safety professionals involved in the American Driver and Traffic Safety Association.

When the NHTSA began to actually formalize the GDL concept, that organization shared its ideas and concept with various professional national traffic safety-related associations. Over the past 7-9 years, these associations dedicated major portions of their respective conferences and workshops toward Graduated Licensing. NHTSA representatives spent a lot of time in explaining the various components of what it envisioned to be a model GDL program.

Though it may be initially viewed by some as primarily a driver licensing issue, Assembly Bill 52 most certainly goes beyond driver licensing. As viewed by our agency, we see the Graduated Driver Licensing Bill as a piece of proposed legislation that partners driver education, parent/sponsor involvement and a driver licensing system that will nurture the development of more skilled, competent and responsible young novice drivers.

We believe that the Graduated Licensing Bill includes some very important and positive components that will provide young novice Wisconsin drivers, the opportunity to better develop and improve their driving task skills through increased amounts of supervised driving experiences.

Examples include:

- Requiring learner permits to be held for 6 months -- hopefully will provide more opportunities for novice drivers to experience different weather and roadway conditions (including night driving) -- The Key is more experience (time driving) and experiences (environmental and situational).
- Requiring an additional 50 hours of supervised driving experiences, including night driving.

- Limiting passengers and late night driving-- although this may be viewed by some as a component that may be excessively restrictive , these components of the bill are actually very compassionate and protective factors. The provisions of this bill will provide novice drivers the opportunity to better develop their skills and concentrate on the driving task, with the likelihood of fewer distractions. The bill has provisions that will most likely increase the consciousness of young drivers to be more careful and take fewer risks, as it requires that novice drivers, over time, earn the privilege of driving with no restrictions.
- Providing for *Standard Safety Belt Enforcement* (i.e., "Primary Enforcement") will encourage young drivers to use their safety belts at all times. This habit will likely continue beyond their probationary license stage, thus resulting in higher safety belt usage rating in years to come, which will also be reflected in hopefully fewer serious injuries and deaths in traffic crashes.

I have shared some of the major strengths as to why our agency supports this legislation. There is, however, a point that our agency wishes for the committee and legislation to ensure, that is, for the DPI-approved driver education programs (and their respective instructors) to be able to provide additional driving experiences, towards the 50 additional hours, should they opt to offer such services, without being viewed as a commercial school venture.

Because the additional 50 hours of driving experience is beyond the program requirements for public and private high school DPI-approved driver education programs, technically speaking (based on Wisconsin Statutes) it is possible that on a technicality, such programs offering any driving experiences for remuneration could be considered as a commercial driving school venture. Although we are confident the intent of the bill is to allow DPI-approved driver education programs and their respective instructors to offer and provide such additional experiences, our agency wishes to have that assurance clarified.

In the field of traffic safety, Wisconsin has been known to be a leader, and very innovative and progressive. Although we would not be the first state to pass such legislation, Wisconsin would join the ranks of at least 12 other states that have enacted, or are considering enacting a full-three stage GDL system.

Traffic crashes are leading causes of serious injuries and deaths of young people. Graduated Driver Licensing has been proven to be effective in reducing the crash involvement of young drivers. Simply stated, the Graduated Licensing Bill, is legislation with a lot of merit.

Thank you for your time and attention. If there are questions, I would be happy to respond to them at this time.



# Wisconsin Chapter American College of Emergency Physicians

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Karen Teske-Osborne, M.S.N.  
Middleton

Thursday, February 18, 1999

The Honorable David Brandenmuehl  
Chair, Assembly Committee on Transportation  
Wisconsin State Assembly  
PO Box 8952  
Madison WI 53708

Dear Representative Brandenmuehl:

RE: AB 52

The Wisconsin Chapter of the American College of Emergency Physicians (WACEP) wishes to write our formal support of Assembly Bill 52.

The over 300 emergency physicians in Wisconsin represented by WACEP are on the front line in dealing with the too often tragic results of teen driving. We believe AB 52 will improve teen driving by encouraging parents to oversee additional driving time by their teen before her or she is allowed full driving privileges. In addition, WACEP strongly supports primary enforcement of the seatbelt laws. While WACEP would support the primary enforcement of seatbelt laws applying to all vehicles, the bill's focus on teen drivers certainly moves the state in the right direction by seeking to protect people most likely to be involved in an accident.

WACEP is available to provide any information we have that would help as AB 52 is considered by the Legislature.

Sincerely,

Howard Croft, MD FACEP  
Government Chairman

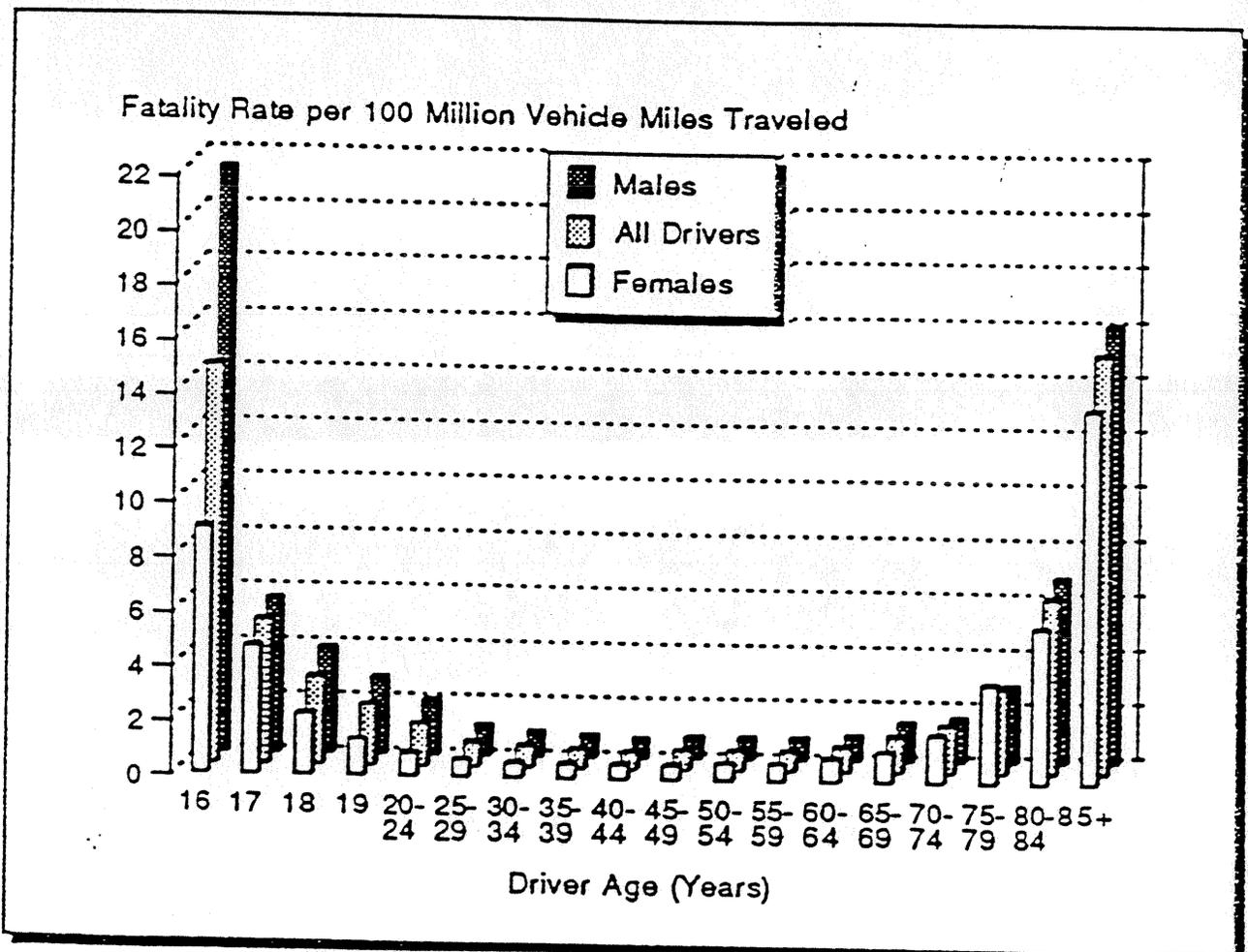
**Transportation Committee Hearing**  
**Graduated Drivers Licensing**  
**Assembly Bill 52**  
**February 11, 1999**

- Last April I came before this committee a few months after my son Kris was killed in a car driven by a driver who had his license a little over a year, and had two previous speeding citations. I urged you then to pass this bill or there would be additional lives lost unnecessarily.
- Since then, Wisconsin 16 & 17 year old drivers have been involved in car crashes that have claimed nearly 70 lives.
- In 1998 16 yr. old drivers in Wisconsin were involved in accidents that claimed 36 lives. Twelve times they lost their own life. Twenty-four times it was their passengers, pedestrians, or occupants of other cars who were killed. Not a single time in which the fatal crash involved another vehicle was the other driver at fault. Those 16 yr. old drivers had their license for an average of 123 days.
- Just two weeks ago a 16 yr. old Eau Claire Memorial student and her 15 yr. old passenger were killed shortly after leaving school. Last Friday, a 16 yr. old Mishicot H.S. student and his 17 yr. old passenger were killed moments after departing school.
- How many lives would have been saved since we last met? I don't have an exact number, but I know those two passengers killed in the last two weeks would still be alive. I know anywhere between 12 and 24 of the passengers, pedestrians, and other vehicle occupants killed by 16 yr. old drivers would still be here. A number of the 31 lives lost in accidents involving 17 yr. old drivers would likely be alive as well. How many lives will it take?
- This bill won't bring back Kris, it won't help the Miller family from Sun Prairie who lost their daughter Tobi in July of 1997 in a car with a driver who had only been driving a few days, or the Voss family from Mazomanie who lost their son Josh in 1997 four days after Christmas, in a car driven by someone who had his license just weeks. But, it will help prevent other families from going through what we are.
- The numbers are compelling . . .
  - More teens killed on the roads in the past decade than the entire casualties of the Vietnam War.
  - A Wisconsin teen dies every three days on our state highways, across the country we lose 17 a day. An entire classroom every day.But, this isn't about statistics. This is about families like ours, who have been devastated by the unnecessary loss of loved ones. You have an opportunity to reduce the carnage on our state highways . . . please make the most of it.

## Traffic Safety Facts 1996 — Young Drivers

When driver fatality rates are calculated on the basis of estimated annual travel, the highest rates are found among the youngest and oldest drivers. Compared with the fatality rate for drivers 25 to 65 years old, the rate for teenage drivers is about 4 times as high, and the rate for drivers in the oldest group is 17 times as high.

Figure 2. Driver Fatality Rates by Age and Sex, 1994

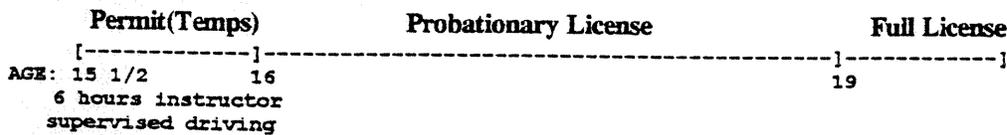


NOTE. Fatality rate for 16 year old drivers is almost five times higher than drivers age 17-19, and 14 times higher than drivers age 25-65.

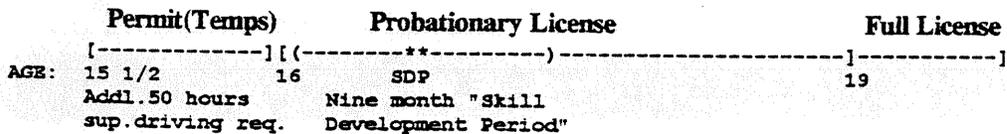
# **WHY GRADUATED LICENSING MAKES SENSE**

- More teens will die in car crashes this decade than the total casualties of the Vietnam War.
- In Wisconsin we lose a teen (15-19) to automobile crashes every 3 days (115 in 1996).
- Nationally 2 out of 3 teens killed in crashes were passengers in cars driven by other teens.
- Nearly 1 out of every 4 sixteen year old drivers across the nation will have an accident.
- 82% of 16-year old drivers in fatal crashes made at least one driving error.
- The initial 9 month "Skill Development Period" will put other teens out of harms way while the new driver gains valuable experience.

**Current Law:**



**Proposed Law:**



**Current Law**

- 1) Minimum age to obtain Permit (temps) is 15 1/2.
- 2) 6 hours instructor supervised driving in Permit Stage.
- 3) Minimum age for probationary license is 16.
- 4) No restrictions during probationary period.
- 5) No conviction free requirement.
- 7) Loss of License after accumulating 12 pts. in a year.
- 8) Full License - Eligible 2 yrs following the birthday after receiving probationary license.

**Proposed Law**

- Continue current law.
- Additional 50 hours supervised driving.
- Continue current law.
- First 9 months of Probationary license is a "Skill Development Period" with the following restrictions:
  - 1) No non-family passengers under 21.
  - 2) No driving from 12 - 5 a.m. unless accompanied by an adult over 21.
- Each conviction during 9 month SDP will result in 6 month extension of SDP.
- 9 points yearly in probationary period.
- Continue current law.

| Acc Date                                   | Date Licensed | Acc Time | Type of Vehicle | Dr Age | Safety Equip | Driver Injury * | Possible Contributing Circumstances | Pass # | Age | Passenger Safety Equip | Driver Injury * | Party Killed         |
|--|---------------|----------|-----------------|--------|--------------|-----------------|-------------------------------------|--------|-----|------------------------|-----------------|----------------------|
| 2/16/98                                    | none          | 8:56 PM  | auto            | 15     | none         | K               | loss of control                     | 1      | 15  | lap/shoulder           | B               |                      |
| 6/26/98                                    | permit        | 7:27 PM  | motorcycle      | 15     | none         |                 | speeding                            |        |     |                        |                 |                      |
| 7/11/98                                    | none          | 11:14 AM | tractor         | 15     | none         | K               | inattentive                         | 0      |     |                        |                 |                      |
| 12/30/98                                   | none          | 8:58 AM  | truck           | 15     | unknown      | K               | loss of control                     | 0      |     |                        |                 |                      |
| 1/4/98                                     | 3/11/97       | 5:26 PM  | auto            | 16     | lap/shoulder | B               | speed                               | 0      |     |                        |                 | 78 yr Dvr            |
| 1/26/98                                    | 1/15/98       | 7:35 AM  | auto            | 16     | lap/shoulder | N               | none                                | 1      | 17  | lap/shoulder           | N               | 92 yr Ped            |
| 2/11/98                                    | 5/28/97       | 4:21 PM  | truck           | 16     | lap/shoulder | K               | none                                | 0      |     |                        |                 |                      |
| 2/7/98                                     | 8/22/97       | 3:15 PM  | auto            | 16     | lap/shoulder | K               | loss of control                     | 0      |     |                        |                 |                      |
| 3/29/98                                    | 9/11/97       | 3:45 PM  | auto            | 16     | none         | B               | 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               |                      |
| 5/21/98                                    | 8/18/97       | 6:23 PM  | auto            | 16     | lap/shoulder | K               | loss of control                     | 0      |     |                        |                 |                      |
|  |               |          |                 |        |              | B               | ran stop                            | 1      | 15  | lap/shoulder           | B               | 71 yr Dvr            |
|  |               |          |                 |        |              |                 | speed                               |        |     |                        |                 |                      |
|  |               |          |                 |        |              |                 | inattentive                         |        |     |                        |                 |                      |
|  |               |          |                 |        |              |                 | ran stop                            |        |     |                        |                 |                      |
|  |               |          |                 |        |              |                 | 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               |                      |
|  |               |          |                 |        |              |                 | loss of control                     | 2      | 16  | lap/shoulder           | A               |                      |
|  |               |          |                 |        |              |                 | left of center                      | 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                      | 2      | 16  | lap/shoulder           | N               |                      |
|  |               |          |                 |        |              |                 | loss of control                     | 1      | 18  | none                   | K               |                      |
| 8/18/98                                    | 10/21/97      | 4:20 PM  | auto            | 16     | lap/shoulder | N               | loss of control                     | 1      | 15  | lap/shoulder           | K               |                      |
| 8/23/98                                    | none          | 4:58 AM  | auto            | 16     | unknown      | K               | failure to yield                    | 0      |     |                        |                 |                      |
|  |               |          |                 |        |              |                 | speed                               | 1      | 14  | unknown                | A               | 50 yr Motorcycle Dvr |
|  |               |          |                 |        |              |                 | loss control                        |        |     |                        |                 |                      |
| 8/28/98                                    | 2/23/98       | 3:30 PM  | auto            | 16     | lap/shoulder | N               | none                                | 0      |     |                        |                 |                      |
| 9/23/98                                    | 1/8/98        | 4:00 PM  | auto            | 16     | lap/shoulder | B               | none                                | 0      |     |                        |                 | 58 yr Dvr            |
|  | 1/8/98        |          | auto            | 16     | none         | B               | loss of control                     | 1      | 17  | none                   | K               |                      |
| 9/23/98                                    | 1/17/98       | 4:25 PM  | auto            | 16     | lap/shoulder | A               | failure to yield                    | 0      |     |                        |                 | 38 yr Dvr            |
|  |               |          |                 |        |              |                 | ran stop                            |        |     |                        |                 |                      |
| 9/25/98                                    | 6/15/98       | 7:10 PM  | auto            | 16     | none         | C               | speed                               | 1      | 16  | none                   | C               | 43 yr Pass           |
|  |               |          |                 |        |              |                 | failure to yield                    |        |     |                        |                 |                      |
|  |               |          |                 |        |              |                 | inattentive                         |        |     |                        |                 |                      |
|  |               |          |                 |        |              |                 | ran stop                            |        |     |                        |                 |                      |
| * injury severity code legend on last page |               |          |                 |        |              |                 |                                     |        |     |                        |                 |                      |

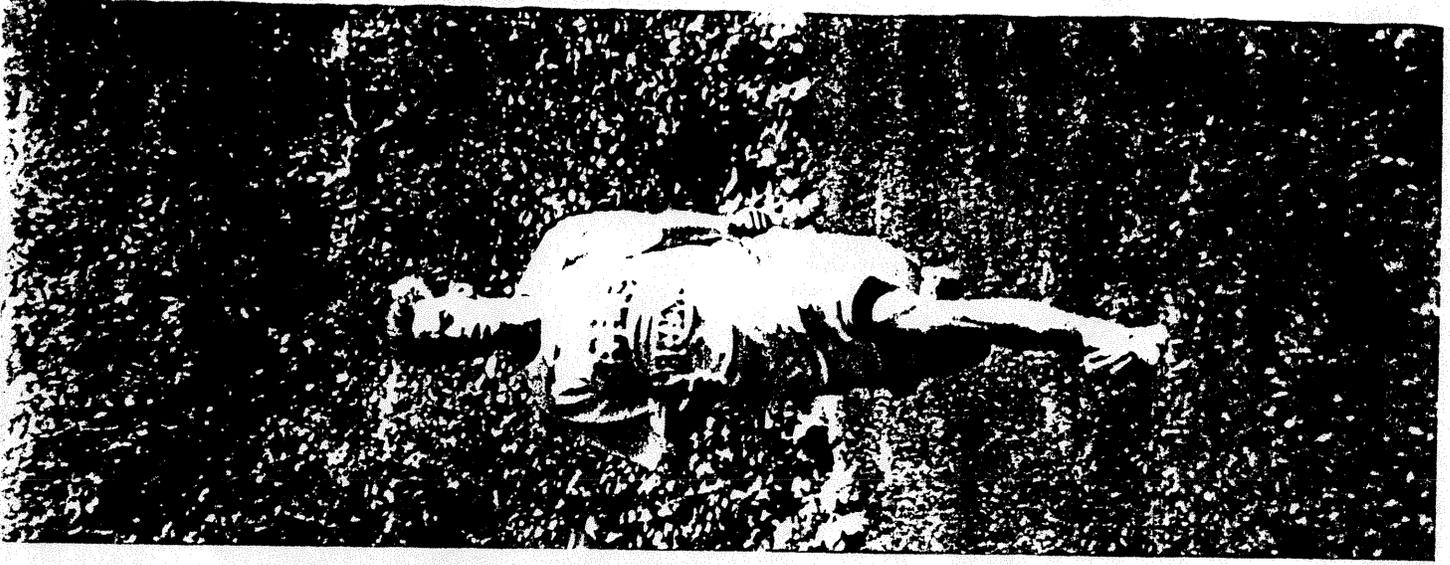
| Acc | Date     | Acc      | Type of Vehicle | Driv  | Safety Equip | Driver Injury * | Possible Contributing Circumstances | Pass #          | Age | Passenger Safety Equip | Injury * | Party Killed          |
|-----|----------|----------|-----------------|-------|--------------|-----------------|-------------------------------------|-----------------|-----|------------------------|----------|-----------------------|
|     | 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                                   | 1               | 15  | lap/shoulder           | B        | 80 yr Ped             |
|     |          |          |                 |       |              |                 |                                     | 2               | 15  | none                   | A        |                       |
|     | 10/20/98 | 3/12/98  | 5:50 PM         | auto  | 16           | lap/shoulder    | K                                   | 1               | 16  | lap/shoulder           | B        |                       |
|     | 10/21/98 | 7/17/98  | 3:05 PM         | auto  | 16           | lap/shoulder    | N                                   | 1               | 16  | lap/shoulder           | C        | 65 yr Dvr             |
|     | 10/10/98 | 10/2/98  | 11:40 PM        | auto  | 16           | none            | K                                   | 1               | 15  | none                   | N        |                       |
|     |          |          |                 |       |              |                 |                                     |                 |     |                        |          |                       |
|     | 10/31/98 | 8/5/98   | 11:31 PM        | auto  | 16           | lap/shoulder    | C                                   | 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                                   | 0               |     |                        |          |                       |
|     |          |          |                 |       |              |                 |                                     |                 |     |                        |          |                       |
|     | 11/6/98  | none     | 8:37 PM         | auto  | 16           | none            | B                                   | 1               | 16  | none                   | K        |                       |
|     |          |          |                 |       |              |                 |                                     | 2               | 17  | none                   | B        |                       |
|     |          |          |                 |       |              |                 |                                     | 3               | 14  | none                   | A        |                       |
|     | 11/10/98 | 8/19/98  | 8:23 PM         | auto  | 16           | unknown         | K                                   | 0               |     |                        |          |                       |
|     |          |          |                 |       |              |                 |                                     |                 |     |                        |          |                       |
|     |          |          |                 |       |              |                 |                                     |                 |     |                        |          |                       |
|     | 11/13/98 | 10/9/98  | 7:08 PM         | auto  | 16           | lap/shoulder    | B                                   | 1               | 15  | unknown                | K        |                       |
|     |          |          |                 |       |              |                 |                                     | 2               | 15  | lap/shoulder           | B        |                       |
|     |          |          |                 |       |              |                 |                                     | 3               | 15  | unknown                | A        |                       |
|     |          |          |                 |       |              |                 |                                     | 1               | 15  | lap/shoulder           | N        |                       |
|     |          |          |                 |       |              |                 |                                     | 2               | 15  | lap/shoulder           | N        |                       |
|     |          |          |                 |       |              |                 |                                     | 3               | 15  | lap/shoulder           | N        |                       |
|     | 11/17/98 | 3/20/98  | 5:52 PM         | auto  | 16           | lap/shoulder    | K                                   | 1               | 13  | lap/shoulder           | K        |                       |
|     |          |          |                 |       |              |                 |                                     | 2               | 16  | lap/shoulder           | A        |                       |
|     | 11/25/98 | 7/28/98  | 9:01 PM         | truck | 16           | none            | A                                   | 1               | 17  | none                   | K        |                       |
|     |          |          |                 |       |              |                 |                                     | 2               | 16  | none                   | B        |                       |
|     |          |          |                 |       |              |                 |                                     | 3               | 17  | none                   | B        |                       |
|     | 12/2/98  | 7/24/98  | 4:56 PM         | auto  | 16           | lap/shoulder    | K                                   | 0               |     |                        |          |                       |
|     | 12/28/98 | unknown  | 7:50 PM         | auto  | 16           | unknown         | unknown                             | 0               |     |                        |          | 19 yr Ped             |
|     | 1/20/98  | 7/9/96   | 6:30 PM         | truck | 17           | none            | K                                   | 0               |     |                        |          |                       |
|     | 2/12/98  | 5/2/97   | 9:54 PM         | auto  | 17           | none            | K                                   | 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                                   | 1               | 17  | lap/shoulder           | K        |                       |
|     | 4/30/98  | 6/18/97  | 7:22 AM         | auto  | 17           | unknown         | B                                   | 0               |     |                        |          |                       |
|     | 5/16/98  | 8/28/97  | 10:38 AM        | auto  | 17           | none            | K                                   | 0               |     |                        |          | 42 yr Motor Cycle Dvr |

| Acc | Date     | Licensed | Time     | Type of Vehicle | Age | Drv | Safety Equip | Driver Injury * | Possible Contributing Circumstances | Pass # | Age | Passenger Safety Equip | Injury * | Party           |
|-----|----------|----------|----------|-----------------|-----|-----|--------------|-----------------|-------------------------------------|--------|-----|------------------------|----------|-----------------|
|     | 5/23/98  | 9/10/96  | 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        |                 |
|     |          |          |          |                 |     |     |              |                 | loss of control                     | 2      | 17  | lap/shoulder           | B        |                 |
|     | 7/1/98   | 8/4/97   | 5:24 PM  | auto            | 17  |     | lap/shoulder | K               | failure to yield                    | 0      |     |                        | B        |                 |
|     | 7/6/98   | 6/6/97   | 6:09 PM  | auto            | 17  |     | none         | K               | 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  | 1/22/97  | 1:15 PM  | auto            | 17  |     | lap/shoulder | A               | none                                | 0      |     |                        |          |                 |
|     | 7/23/98  | 6/13/97  | 1:46 PM  | auto            | 17  |     | none         | K               | speed                               | 1      | 18  | 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        |                 |
|     |          |          |          |                 |     |     |              |                 | speed                               | 2      | 16  | none                   | B        |                 |
|     | 8/4/98   | 3/20/97  | 12:07 AM | van             | 17  |     | none         | K               | loss of control                     | 1      | 16  | none                   | A        |                 |
|     |          |          |          |                 |     |     |              |                 | 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       |
|     |          |          |          |                 |     |     |              |                 | loss of control                     | 2      | 16  | lap/shoulder           | C        |                 |
|     |          |          |          |                 |     |     |              |                 | speed                               | 3      | 15  | lap/shoulder           | C        |                 |
|     | 8/22/98  | 5/8/97   | 12:30 AM | truck           | 17  |     | none         | K               | speed                               | 0      |     |                        |          |                 |
|     |          |          |          |                 |     |     |              |                 | loss of control                     |        |     |                        |          |                 |
|     | 8/27/98  | 8/24/98  | 12:12 AM | van             | 17  |     | none         | A               | speed                               | 1      | 17  | none                   | K        |                 |
|     |          |          |          |                 |     |     |              |                 | loss of control                     |        |     |                        |          |                 |
|     | 9/3/98   | 7/28/98  | 11:02 PM | auto            | 17  |     | lap/shoulder | N               | driver condition                    |        |     |                        |          |                 |
|     | 9/13/98  | 7/29/97  | 1:40 PM  | auto            | 17  |     | none         | K               | none                                | 1      | 17  | lap/shoulder           | N        | 73 yr Ped       |
|     | 10/9/98  | 4/7/97   | 10:01 PM | truck           | 17  |     | none         | K               | none                                | 1      | 16  | none                   | B        |                 |
|     | 10/16/98 | 8/7/97   | 4:03 PM  | auto            | 17  |     | lap/shoulder | N               | loss of control                     | 0      |     |                        |          |                 |
|     | 10/25/98 | 4/16/97  | 1:56 AM  | auto            | 17  |     | none         | N               | inattentive                         | 0      |     |                        |          | 77 yr Ped       |
|     | 10/30/98 | 5/28/97  | 1:48 PM  | truck           | 17  |     | none         | A               | none                                | 1      | 18  | none                   | N        | 18yr & 19yr Ped |
|     | 11/12/98 | 7/24/97  | 3:40 PM  | auto            | 17  |     | none         | A               | loss of control                     | 1      | 15  | lap/shoulder           | K        |                 |
|     | 11/26/98 | 11/17/97 | 11:51 AM | auto            | 17  |     | lap/shoulder | K               | inattentive                         | 1      | 18  | none                   | K        |                 |
|     | 12/5/98  | 8/12/97  | 2:04 AM  | auto            | 17  |     | lap/shoulder | A               | none                                | 0      |     |                        |          |                 |
|     | 12/21/98 | 2/4/98   | 4:04 PM  | truck           | 17  |     | none         | N               | speed                               | 1      | 18  | lap/shoulder           | K        |                 |
|     |          |          |          |                 |     |     |              |                 |                                     | 2      | 18  | lap                    | A        |                 |
|     |          |          |          |                 |     |     |              |                 |                                     | 0      |     |                        |          | 82 yr Ped       |

| Acc | Date     | Licensed | Time     | Acc | Type of Vehicle | Age | Div | Safety Equip | Driver Injury * | Possible Contributing Circumstances | Pass # | Age | Passenger Safety Equip | Injury * | Party      |
|-----|----------|----------|----------|-----|-----------------|-----|-----|--------------|-----------------|-------------------------------------|--------|-----|------------------------|----------|------------|
|     | 12/23/98 | 12/16/97 | 9:44 PM  |     | auto            | 17  | 17  | none         | K               | none                                | 0      |     |                        |          |            |
|     | 12/25/98 | 8/13/97  | 11:40 PM |     | auto            | 17  | 17  | none         | K               | speed                               | 0      |     |                        |          |            |
|     | 1/1/98   | 8/7/95   | 11:01 AM |     | auto            | 18  | 18  | none         | K               | loss of control                     | 0      |     |                        |          |            |
|     | 1/6/98   | 12/7/96  | 3:28 PM  |     | van             | 18  | 18  | lap/shoulder | A               | left of center                      | 1      | 15  | lap/shoulder           | A        | 40 yr Dvr  |
|     | 2/20/98  | 2/20/98  | 5:29 PM  |     | auto            | 18  | 18  | none         | K               | speed                               | 1      | 16  | none                   | B        |            |
|     |          |          |          |     |                 |     |     |              |                 | left of center                      |        |     |                        |          |            |
|     | 2/27/98  | 7/26/95  | 9:24 PM  |     | auto            | 18  | 18  | lap/shoulder | K               | driver condition                    | 0      |     |                        |          |            |
|     | 3/1/98   | 12/23/97 | 12:25 AM |     | van             | 18  | 18  | none         | K               | loss of control                     | 1      | 19  | lap/shoulder           | B        |            |
|     |          |          |          |     |                 |     |     |              |                 | speed                               | 2      | 19  | none                   | K        |            |
|     |          |          |          |     |                 |     |     |              |                 | loss of control                     | 3      | 20  | lap/shoulder           | B        |            |
|     | 3/2/98   | 7/6/95   | 1:33 AM  |     | van             | 18  | 18  | none         | B               | speed                               | 4      | 18  | none                   | K        | 43 yr Dvr  |
|     |          |          |          |     |                 |     |     |              |                 | ran red light                       | 0      |     |                        |          | 43 yr Dvr  |
|     | 5/4/98   | 7/9/96   | 7:29 PM  |     | auto            | 18  | 18  | none         | B               | driver condition                    | 0      |     |                        |          | 34 yr Pass |
|     |          |          |          |     |                 |     |     |              |                 | following too close                 | 0      |     |                        |          | 4yr Pass   |
|     | 6/6/98   | 5/24/96  | 8:58 PM  |     | mcycle          | 18  | 18  | none         | K               | inattentive                         | 0      |     |                        |          |            |
|     | 6/11/98  | 3/29/96  | 3:32 PM  |     | truck           | 18  | 18  | unknown      | A               | loss of control                     | 0      |     |                        |          | 81 yr Dvr  |
|     |          |          |          |     |                 |     |     |              |                 | inattentive                         |        |     |                        |          |            |
|     | 7/17/98  | 12/18/96 | 8:30 AM  |     | auto            | 18  | 18  | none         | B               | following too close                 | 1      | 17  | none                   | C        |            |
|     |          |          |          |     |                 |     |     |              |                 | failure to yield                    | 2      | 14  | none                   | K        |            |
|     |          |          |          |     |                 |     |     |              |                 | ran stop                            | 3      | 17  | none                   | A        |            |
|     |          |          |          |     |                 |     |     |              |                 | driver condition                    | 4      | 13  | none                   | B        |            |
|     | 7/21/98  | 11/22/95 | 7:07 PM  |     | auto            | 18  | 18  | lap/shoulder | K               | failure to yield                    | 1      | 18  | lap/shoulder           | A        |            |
|     |          |          |          |     |                 |     |     |              |                 | ran stop                            | 2      | 15  | none                   | A        |            |
|     |          | 12/4/96  |          |     | truck           | 17  | 17  | none         | A               | none                                | 0      |     |                        |          |            |
|     | 7/31/98  | 5/14/96  | 7:30 PM  |     | truck           | 16  | 16  | none         | K               | none                                | 1      | 20  | lap/shoulder           | C        |            |
|     | 7/20/98  | 5/7/96   | 10:16 PM |     | truck           | 18  | 18  | none         | K               | left of center                      | 0      |     |                        |          |            |
|     |          |          |          |     |                 |     |     |              |                 | improper overtaking                 |        |     |                        |          |            |
|     | 8/1/98   | 1/2/98   | 8:13 AM  |     | auto            | 18  | 18  | none         | K               | inattentive                         | 1      | 21  | none                   | A        |            |
|     | 8/2/98   | 4/16/97  | 7:25 AM  |     | auto            | 18  | 18  | none         | K               | ran stop                            | 1      | 22  | none                   | A        |            |
|     |          |          |          |     |                 |     |     |              |                 | inattentive                         | 1      | 22  | none                   | A        |            |
|     | 8/2/98   | 10/30/97 | 10:38 PM |     | auto            | 18  | 18  | lap/shoulder | A               | driver condition                    | 2      | 22  | none                   | K        |            |
|     |          |          |          |     |                 |     |     |              |                 | failure to yield                    | 1      | 18  | lap/shoulder           | K        |            |
|     | 8/19/98  | 5/21/96  | 10:15 PM |     | auto            | 18  | 18  | none         | K               | ran stop                            | 2      | 16  | unknown                | K        |            |
|     |          |          |          |     |                 |     |     |              |                 | loss of control                     | 0      |     |                        | A        |            |



Kristopher John Greening  
*December 9, 1981 - November 2, 1997*



Good after-noon distinguish members of Transportation Committee. This opportunity to represent my high school of Fort Atkinson to address the Graduating Driver Licensing with you is reward in itself.

After reviewing the initial script for this law, there are suggestions that we would like to make to create a better driving atmosphere for us young people and at the same time everyone else.

I feel instead of a six month permit stage, raise it to a full year. This will help us gain more experience and help our parents. We will be driving with an adult a FULL year, as opposed to nine months of "on our own" driving. It will also help our parents to get in the necessary fifty hours of behind-the-wheel.

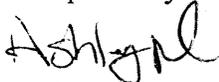
I do agree with the Permit and Intermediate Stages suggestions about seat belts. We really do want to wear them.

With having our permit for one year ,as opposed to six months, we feel the following would occur:

- 1)Would be able to drive ALL four seasons.
- 2)Receive a higher time allotment for night driving.
- 3)Give again, our sponsors, more of an chance to drive with us and learn.
- 4)Allot more time for our Driver Education Teachers to work and help us.
- 5)More fuel consumption.
- 6)More inexperienced drivers on the road.
- 7)More air pollution.
- 8)More traffic congestion.

What I am also saying is, let's eliminate as much of the Intermediate Stage into the Permit Stage. I feel the restrictions you are placing on us in the Intermediate Stage will create a lot of problems for the parents, police (many feel that way), and the public in general.

Respectfully Submitted,

  
Ashley Rude

Good after-noon ladies and gentlemen of the Transportation Committee. It is a great honor to be here with you to speak about the Graduating Driver Licensing.

As a new young driver there is so much for me to learn. Inexperience is a great concern of mine, as Ashley has eluded to earlier.

What I would like to add is what I feel is another problem in the overall driving scheme. After learning in the classroom about the Rules and Regulations of the road, and observing many people and their driving habits, we need better "examples." I have personally witnessed many drivers who are not 16 to 19 years of age, commit common violations such as these on a regular basis:

- 1) No complete stops.
- 2) No use of directionals in traffic.
- 3) Not yielding to pedestrians.
- 4) No complete stops on "turn-on-red."
- 5) SPEEDING.
- 6) Passing in a no passing zone, done with a high rate of speed, putting my life as well as many other lives at risk.
- 7) People not wearing seats belts.
- 8) People not moving out of the way for emergency vehicles.
- 9) Improper lane changes and movements.
- 10) Tailgating.
- 11) Total lack of patience and poor judgements with their vehicle sometimes leading to Road Rage.

These common violations that are committed by our parents and others we drive with don't set good examples, and in turn we will end up doing the same thing.

Please understand, I feel I am not being disrespectful in any way, but it seems hypocritical to me that to receive my driving license I have to abide by the Rules and Regulations of the State of Wisconsin and those that already have their licensed seem to have a different standard to drive by.

If, I as a new driver want to succeed, better examples are very important to my success.

Thank-you again very much for your time.

*Drew Dawson*

Assemblyman Ward and the Transportation Committee.

We at Fort Atkinson High School would first of all like to thank you Mr. Ward for the invitation to the Transportation Committee meeting today, February 11, 1999, concerning the Graduating Driver's Licensing for the State of Wisconsin. We would also like to thank the Transportation Committee itself for allowing us this time to come in address this very important issue.

We also thank the Fort Atkinson Administration for allowing us to participate on this very important topic.

We, as students, do agree that inexperience is the key issue. We have looked at the proposed items listed, and have some grave concerns, as the two previous young people have expressed.

Since inexperience is the main problem, we feel we have some solutions that would help.

As an example, we work with our students more than the legislated six hours of observation and six hours of the behind-the-wheel phase. We are not concerned about them getting their driver's license. We are concerned about "the rest of their LIFE." No matter how old or young they are they are always welcome back.

Another example is our Motto: "Let us help set the example."

We feel if more experience was established before one receives their license, as opposed to after one receives their license, everyone would be better off.

We would be more than happy to work with this Committee to help resolve the problems.

An invitation, from the Fort Atkinson Driver Education Program, to any one of your members, or any other official in the State of Wisconsin, is now being offered to review our program of classroom and/or behind-the-wheel as to how we deal with the concerns of teenage drivers from the overall, driving environment.

With Much Appreciation  
Cameron A. Flach

Testimony of

**Murray L. Katcher, MD, PhD**

for the

**State Medical Society of Wisconsin**

and the

**Wisconsin Chapter of the American Academy of Pediatrics**

to the

**Wisconsin Assembly, Committee on Transportation**

**February 11, 1999**

**Regarding 1999 Assembly Bill 52: Graduated Driver's License Bill**

Motor vehicle-related crashes are the leading cause of death in youth from 16 through 20 years of age. Although this age group makes up only 6.7% of the licensed drivers, it accounted for 14% (7,885) of all motor vehicle driver fatalities and 17% (2,001,000) of all police-reported crashes in 1997. (Almost 30% of those drivers killed had been drinking.) Per mile driven, 16-year-old drivers are more than 20 times as likely to have a crash as is the general population of drivers, and 17-year-old drivers are more than 6 times as likely. In 1995, the rate of fatal crashes for 16 year olds was 18 times greater than the rate for those age 30-34. For each adolescent killed in a motor vehicle crash, about 100 non-fatal injuries occur. Crashes are also a leading cause of disability related to the head and spinal cord injuries in this age group.

The two main factors that account for their increased crash rate include **lack of driving experience and risk taking behavior** of adolescents. Adolescents lack experience and ability to

perform many of the complex tasks of ordinary driving, compared with more experienced drivers. Judgment and decision making are not yet fully developed. Drivers education programs that provide only six hours of behind the wheel experience do not provide sufficient supervised driving. Adolescent driving habits may be particularly influenced by peer group pressure, emotions, and other stresses.

**Nighttime driving** is more difficult and challenging for beginning drivers. Because they are in school most of the day, teenage drivers drive fewer hours than adults overall but drive disproportionately more at night and have a higher nighttime crash fatality rate.

**Adolescent use of alcohol and other drugs** puts them particularly at great risk. Alcohol use is implicated in approximately 1/3 of fatal crashes involving teenagers. Small amounts of alcohol impair the driving abilities of adolescents more than those of older drivers.

**The low rate of safety belt use** by teenagers also increases their risk of injury in a crash. Youths 10-20 years old use safety belts only about 35% of the time, which is the lowest use rate for any age group.

**Graduated licensing systems for teens address the inexperience and risk-taking behaviors of adolescents.** The three stage approach involving an instructional permit, provisional license, and a full drivers license has been shown to

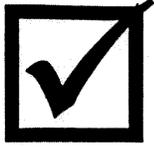
decrease crash rates among teenagers by 5-16%. These graduated licensing systems should mandate the following:

- **supervision** by a parent or a responsible adult for at least the first six months when the teenager is learning to drive
- **nighttime driving curfews** at least between midnight and 5 am
- **some limitation on non-adult passengers**
- **use of safety belts** by all occupants
- prompt imposition of **remedial driver education for violators**
- **a documented safe driving record** before full licensure is granted
- **zero alcohol tolerance** and provisions for **administrative license revocation**

The model legislation of the American Academy of Pediatrics has all of these elements. Many of them are present in 1999 Assembly Bill 52, and legislation such as this would go a long way towards decreasing the number of crash fatalities and severe injuries among teenagers as well as adults in Wisconsin.

Thank you very much.

Murray L. Katcher, MD, PhD  
Chair, American Academy of Pediatrics  
Committee on Injury and Poison Prevention  
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## Fact Sheet

### *Graduated Driver's License System*

- ◆ In both 1994 and 1995, nearly 8,000 drivers ages 15-20 were involved in fatal motor vehicle accidents, a 5% increase over the number of fatalities in 1993. Such accidents are the leading cause of death for this age group.<sup>4</sup>
- ◆ Teenagers account for 6.7% of the nation's licensed drivers on average, yet constitute a disproportionate 14% of drivers involved in fatal motor vehicle accidents.<sup>3</sup>
- ◆ The rate of fatal crashes for 16-year-olds in 1995 was 18 times greater than the rate for those age 30-34.<sup>3</sup>
- ◆ Driver error accounts for the vast majority of fatal crashes for 16-year-olds---82%, whereas 59% of fatal accidents among drivers ages 25-49 are due to driver error.<sup>1</sup>
- ◆ In 1995, the estimated cost of accidents involving drivers ages 15 to 20, which were reported to the police, was \$31.1 billion dollars.<sup>4</sup> One recent study says graduated licensing saves \$7-\$14 (in medical costs, lost work, ER services, legal costs) for every dollar spent in administrative costs, or "paid" in the form of lost mobility.<sup>6</sup>
- ◆ The fatal accident rate among teen drivers fell 24% from 1988 to 1996, thanks in part to graduated driver's license laws.<sup>5</sup>
- ◆ In states with graduated driver's license laws, crash rates have fallen 5%-16%, though most states have implemented only elements of the graduated driver's license system recommended by the National Highway Traffic Safety Administration and the American Academy of Pediatrics.<sup>3</sup>
- ◆ When *Healthy People 2000* was reviewed recently, a new goal was added---to increase the number of states with graduated driver's license systems to 35, due to the number of injuries and deaths that could be prevented using such a system.<sup>6</sup>

Sources:

<sup>1</sup> McCarthy MJ. States restrict teen drivers to curb deaths. *Wall Street Journal*. November 11, 1996

<sup>2</sup>U.S. Says teen-age driving deaths have declined sharply. *New York Times*. December 6, 1996

<sup>3</sup>Involvement by young drivers in fatal motor-vehicle crashes---United States, 1988-1995. *MMWR*. 1996;45(48)1049-1052

<sup>4</sup>National Center for Statistics & Analysis, Research and Development. Traffic safety facts 1995---young drivers. Washington, D.C.: National Center for Statistics & Analysis; 1995

<sup>5</sup>Hedges C. Teen fatal crashes down 24%. *USA Today*. November 15, 1996

<sup>6</sup>Children's Safety Network. Helping teens drive safely. *CSNotes*. February 1997

The Teenage Driver

Committee on Injury and Poison Prevention and Committee on Adolescence

RE9642

**ABSTRACT.** Motor vehicle-related injuries continue to be of paramount importance to adolescents. This statement describes why teenagers are at particularly great risk, suggests topics suitable for office-based counseling, describes innovative programs, and proposes steps for prevention for pediatricians, legislators, educators, and other child advocates.

**MAGNITUDE OF THE PROBLEM**

Motor vehicle-related crashes remain the leading cause of death in youth from 16 through 20 years of age, resulting in more than 5000 such deaths annually. This age group constitutes only 7% of the US population yet accounts for 14% of all motor vehicle-related deaths.<sup>1</sup> Youth 16 through 19 years of age constitute 5% of all licensed drivers and 3% of all vehicle miles traveled, yet teenage drivers are involved in 15% of the crashes in which they or other occupants are killed. The motor vehicle fatality rate of teenagers is higher than that of any other age group; on a per-mile-driven basis, 16-year-old drivers are more than 20 times as likely to have a crash as is the general population of drivers, and 17-year-old drivers are more than 6 times as likely.<sup>2</sup> Young men are at especially high risk, having nearly twice the risk of fatality as young women.<sup>3</sup> For every adolescent killed in a motor vehicle crash, about 100 non-fatal injuries occur.<sup>1</sup> Crashes are a leading cause of disability related to head and spinal cord injuries in this age group.

**ADOLESCENT RISK FACTORS**

Two main factors, the lack of driving experience and the risk-taking behavior of adolescents, account for their increased risk of crashing. Five principal reasons are commonly cited<sup>4,5</sup>:

1. The adolescent, as a novice driver, lacks the experience and ability to perform many of the complex tasks of ordinary driving. Compared with experienced drivers, the adolescent is less proficient in detecting and responding to hazards, controlling the vehicle, and integrating speed. The adolescent's overall judgment and decision-making ability may not yet be fully developed. Although such deficiencies disappear gradually with driving experience and age, years of behind-the-wheel experience are required. These factors imply that driver education programs, which usually pro-

vide only 6 hours of behind-the-wheel experience, do not constitute sufficient training and cannot replace supervised driving by parents and other adults.

2. The adolescent's driving habits and propensity to take risks may be particularly influenced by emotions, peer group pressure, and other stresses.<sup>6</sup>
3. Nighttime driving is inherently more difficult and challenging for novice drivers. As a group, teenagers drive fewer hours than adults overall, but they drive disproportionately more at night and have a much higher nighttime crash fatality rate. A teenager is more than four times as likely to be killed while driving at night than during the day.<sup>7</sup>
4. The use of alcohol and other drugs by adolescents puts them at particularly great risk. Alcohol use is implicated in about one third of all fatal crashes involving teenagers.<sup>1</sup> Small amounts of alcohol impair the driving abilities of adolescents more than those of older drivers.<sup>8</sup> Drunk and drugged driving remains a major problem for American teenagers. In one study, an estimated 6% to 14% of drivers younger than 21 years who were stopped at roadside sobriety checkpoints had been drinking.<sup>9</sup> Drugs other than alcohol are involved in 10% to 15% of teenage fatalities.<sup>10,11</sup> The combination of alcohol and marijuana is particularly popular and deadly.<sup>12</sup>
5. The low rate of safety belt use by teenagers increases their risk of injury in a crash. Youth 10 to 20 years old use safety belts only about 35% of the time, the lowest observed use rate of any group. Less than one fourth of high school students report always wearing a safety belt when another person is driving.<sup>13</sup> Without restraints, the risk of injury to the teenage occupant involved in a severe crash more than triples.<sup>1</sup> Air bags alone are insufficient. They may not adequately restrain and therefore may not protect the occupant, particularly in side-impact, rear-impact, or rollover crashes. In rare cases, an occupant may be hurt or killed by the rapidly deploying air bag used without a seat belt. The seat belt holds the occupant in place while the air bag deploys and then deflates.

**PROPOSED INTERVENTIONS**

**Graduated Licensing Systems**

Problems of inexperience and risk taking can be addressed by revising driver's licensing systems. Each state regulates its own motorists. All states but Connecticut use the well-known, two-stage approach: a learner's permit followed by a regular driver's license. The learner's permit allows the novice to drive only when accompanied by an adult who has a driver's

The recommendations in this statement do not indicate an exclusive course of treatment or serve as a standard of medical care. Variations, taking into account individual circumstances, may be appropriate.

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license. In most states, a teenager can apply for a full, unrestricted driver's license 6 months later. However, this short interval between restricted and unrestricted driving exposes novice drivers to the most severe risk factors before they have acquired the skills and judgment needed for independent driving.

A solution, proposed and endorsed by several federal agencies and motor vehicle safety advocacy groups, is the adoption of a graduated licensing system.<sup>14,15</sup> Such systems have three sequential stages: a learner's permit, an intermediate or provisional license, and a regular driver's license. Each stage has specific components, restrictions, and minimum time requirements. Depending on the features adopted by the legislature of each state, a graduated licensing system could require a parent or other licensed adult to supervise the teenager during high-risk hours, to establish a nighttime curfew, to establish "zero alcohol tolerance" for teenagers, to restrict the number and/or ages of passengers, to require driver education, or to impose other restrictions. To graduate to the next stage the teenage driver would have to spend a required period at the lower stage, acquire and demonstrate proficiency in driving skills, and not incur a violation for a defined period. Time spent at a lower stage could be extended if any violation or crash occurs. Teenagers could be required to attend additional driver education classes or have their licenses revoked more easily than adults.

The National Highway Traffic Safety Administration has suggested a minimum age of 15½ years to obtain a learner's permit, 16 years for a provisional license, and 18 years for a full license.<sup>15</sup> Although no state thus far has adopted all proposed elements of the provisional stage, 11 states have zero alcohol tolerance laws (defined as blood alcohol concentration [BAC] < .02%), and nine states prohibit driving by teenagers for some period of nighttime—Idaho, Illinois, Louisiana, Maryland, Massachusetts, New York, Pennsylvania, South Carolina, and South Dakota.<sup>16</sup> Evaluations of provisional licensing systems in several states have shown promising results. After implementation of provisional licensing in California and Maryland, the crash rate for 15- to 17-year-old drivers was reduced by approximately 5%, whereas in Oregon, the crash rate for adolescent male drivers decreased 16%.<sup>17</sup>

#### Driver Education and Training Classes

Driver education programs teach the basic mechanics of operating a motor vehicle, traffic rules and regulations, safe driving practices, occupant safety, risks of drunk driving, and other behavioral issues. They do not, however, provide sufficient time to acquire enough road experience to learn to deal with multiple fields of attention simultaneously or acquire other advanced driving skills, and they do not teach judgment.<sup>18</sup> One study even suggested that driver education classes may be counterproductive, leading to an increased crash rate because teenagers learned to drive sooner than they would have otherwise done.<sup>19</sup> In any event, parents should expect that teenagers completing a driver education course will need considerable additional one-on-one, behind-the-wheel training. Further formal

instruction after licensure might also be valuable; in fact, some advocate that it be included as a part of a graduated licensure system.<sup>15</sup>

#### Alcohol-related Measures

Two types of alcohol-related regulations exist: minimum drinking age laws and drunk driving laws. The latter include zero alcohol tolerance laws and regulations for administrative licensure suspension or revocation. Minimum drinking age laws, which prohibit the sale of alcohol to anyone younger than 21 years, have been credited with reducing by 40% the number of alcohol-related crashes occurring between 1982 and 1992.<sup>1</sup> However, such laws could still be more effective if loopholes were closed. Because many minimum drinking age laws apply only to the sale of alcohol, in some states it is still legal for a minor to purchase, possess, or consume alcohol and even to drive after drinking, provided the BAC does not exceed the state's legal limit for adults (usually .10%). Furthermore, better enforcement of existing laws could enhance their effectiveness. Store clerks may not observe the law. For example, a study in Washington, DC, demonstrated that 19- and 20-year-olds could purchase beer in 97% of attempts.<sup>20</sup>

All states define legal blood alcohol limits for adults. Additionally, 36 state laws specify that in teenagers, all but a minimum BAC is illegal—the so-called zero tolerance laws.<sup>16</sup> Drunk driving for teenagers is defined as a BAC of less than .02% in 10 states, .02% to .03% in 22 states, and .04% or more in 4 states. These laws are effective. In Maryland, after drivers younger than 21 years arrested with .02% BAC became subject to a 1-year suspension of their driver's licenses, underage alcohol-related crashes decreased by at least 11%.<sup>21</sup> Administrative license suspension or revocation, which exists in 39 states, is a useful supplement to this law.<sup>16</sup> Under administrative license suspension or revocation, the arresting roadside officer, at the time of offense, can remove the license from any driver who fails or refuses a chemical test for alcohol. The National Transportation Safety Board recommends coupling administrative license suspension or revocation with a state's zero alcohol tolerance law for underage drinking drivers. Under such a measure, any blood alcohol level present (functionally  $\geq .02\%$  BAC to allow for instrument error<sup>22</sup>) would prompt license suspension or revocation. Recent federal legislation, passed as a measure accompanying elimination of the mandatory 55-mph speed limit, has made adoption of zero alcohol tolerance legislation by the states more likely.

#### Improved Safety Belt Laws

Nineteen percent of high school students report that they rarely or never use a safety belt.<sup>23</sup> When the number of intermittent users is added to this, the problem is sizable. Although all but one state have laws mandating the use of safety belts, they may not apply to passengers in all positions. For example, many states have laws that do not require passengers sitting in the back seat to wear safety belts. The ability of a police officer to cite an offender may be restricted. Failure to wear a safety belt is a secondary

offense in many states, meaning that an officer can cite the occupant for a safety belt violation only if the vehicle is stopped for another traffic infraction.

#### Nighttime Driving Restrictions (Curfews)

The teenage injury fatality rate was reduced by 23% in cities with night curfews.<sup>34</sup> The key period of increased risk seems to be between midnight and 5 AM, although additional saving of lives may occur by extending the curfew from 9 PM to 6 AM. The National Highway Traffic Safety Administration and the National Transportation Safety Board recommend the use of curfews for novice drivers.<sup>14,15</sup>

#### Parent-Peer Initiatives

Whenever possible, parents of teenagers in a peer group should decide together what peer group rules they support. If all teenagers in a group have the same rules, the opportunity for negative peer pressure is less. Teenagers want to be like, not unlike, their friends. Peer initiatives provide a method for parents and teenagers to encourage alternatives to alcohol consumption and high-risk driving. Alcohol-free high school dances and college rush parties are a clear departure from group behaviors of past years. Students Against Driving Drunk and other organizations sponsor alcohol-free social events for teenagers. For other events, adults chauffeur teenagers to dances and parties. In doing so, the judgment and driving skills of adults are substituted for those of adolescents during the high-risk period of late-night driving. Parents should actively determine whether such organizations and events support a zero tolerance philosophy for all participants, not just a "no drinking and driving" position.

### RECOMMENDATIONS

Because motor vehicle crashes pose a major, continuing threat to the health of teenage youth, the American Academy of Pediatrics recommends the following:

#### Anticipatory Guidance by Pediatricians

Pediatricians are encouraged to emphasize to parents and teenagers repeatedly the paramount importance of safe driving behavior. During office visits, pediatricians can address risk factors, especially driving while impaired by alcohol or other drugs and nighttime driving. Pediatricians are encouraged to counsel parents that adolescents, despite their physical maturity, are still developing their driving skills and need time to master this complex task by practicing while supervised in a low-risk environment. The pediatrician should address the tendency of some parents to deny that their teenagers might be unsafe drivers.

#### Community Advocacy by Pediatricians

Pediatricians are encouraged to become involved in community efforts that support parent-peer initiatives and to advise parents of the merits of these efforts. Such programs include alcohol-free social events, chauffeuring for high-risk events such as proms, and parent-teen contracts. These contracts

should clearly define the expectations of the parents and teenager and should encourage an adolescent who has been drinking or whose driver has been drinking to request a ride home with a nonjudgmental, safe adult.

#### Legislative Advocacy by Pediatricians

Pediatricians and parents are encouraged to be public advocates for state and local legislation designed to reduce the incidence of motor vehicle crashes among young novice drivers. Such legislation includes:

- Graduated licensing systems that mandate: (1) supervision by a parent or responsible adult for at least the first 6 months when the teenager is first learning to drive; (2) nighttime driving curfews (at least between midnight and 5 AM); (3) an initial limit of one nonadult passenger; (4) use of safety belts by all occupants; (5) prompt imposition of remedial driver education for violators; (6) a documented safe driving record before full licensure is granted; and (7) zero alcohol tolerance and provisions for administrative license revocation.
- Improved minimum drinking age laws that eliminate deficiencies and loopholes concerning the purchase, possession, and consumption of alcohol by adolescents. States should be encouraged to more vigorously enforce existing laws that prohibit minors from purchasing alcohol, misrepresenting their ages, and using false identification.
- More rigorous safety belt laws that specify primary enforcement and mandatory use by all occupants in all seats of the vehicle.

#### Advocacy for Continued Research

Pediatricians should encourage research and funding concerning the identification of risk factors for crashes involving teenagers. This includes supporting the development, evaluation, and dissemination of programs aimed at reducing risk-taking behavior and possible environmental solutions designed to reduce the incidence of crashes, injuries, and fatalities.

#### Communication of Parental Responsibilities

Pediatricians should advise parents that their parenting responsibilities include the following:

- Setting a good driving example (eg, no drinking and driving, no speeding, and requiring all occupants to use safety belts);
- Establishing driving behavior limits on their teenagers, such as limiting the number and age of passengers, restricting nighttime driving for novice drivers, and delaying the onset of unsupervised driving as they see fit;
- Showing that they expect responsible driving behavior from their teenagers and imposing penalties for irresponsible actions;
- Supervising novice drivers in a vehicle; and
- Ensuring the mechanical safety of any car used by a teenager.

Parents should be advised that in 32 states, they have the authority to request that the Department of Motor Vehicles revoke the license of their minor child.

**Involvement of the Alcoholic Beverage and Entertainment Industries in Encouraging Responsible Behavior**

The American Academy of Pediatrics recommends that the alcoholic beverage industry eliminate advertising aimed at youth. Because the media provide powerful role modeling for adolescents, the entertainment industry is encouraged to avoid portrayal of speeding and reckless driving in contexts that invite imitation and to show universal use of safety belts.

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## COMMENTARY

Opinions expressed in this commentary are those of the author and not necessarily those of the American Academy of Pediatrics or its Committees.

### Graduated Licensure: A Win-Win Proposition for Teen Drivers and Parents

In this issue of *Pediatrics*, the American Academy of Pediatrics has taken a strong stand for safety in their policy statement entitled "The Teenage Driver."<sup>1</sup> Among their recommendations, they call for graduated licensure for teenage drivers, a position we believe shows promise. Passing such legislation could be a critical step in reducing the leading cause of death in youth from 16 through 20 years old: motor vehicle crashes. Although teens constitute only 7% of the population of the United States, they account for 14% of all motor-vehicle deaths. More than 5000 teens die and about a half-million are injured each year in traffic deaths.<sup>2</sup> Their motor-vehicle fatality rate (31 per 100 000 people) exceeds that of any other age group, and nearly 60% of teens who die in crashes are drivers.

Graduated licensure inserts a critical intermediate stage, called provisional licensing, between the learner's permit and full licensure. This stage provides time for the novice driver to acquire sound driving skills and habits by practicing in a lower risk environment, such as driving only during daylight hours, abstaining from any alcohol use, having all occupants properly restrained, and not being distracted or influenced by having other teens in the vehicle.<sup>3</sup> Infractions that involve high-risk behaviors such as speeding or reckless driving can result in penalties that are more severe than those applied to more experienced drivers. Likewise, driver improvement actions like license suspension or more driver education can take place earlier or with fewer points for novice drivers than for older drivers with an unrestricted license. The National Highway Traffic Safety Administration has suggested a minimum age of 15½ years to apply for a learner's permit, 16 years with 6 months clean driving record for provisional licensure, and 18 years with 1 year clean driving record for full licensure. We recognize that individual state legislatures, rather than the federal government, are responsible for state motor-vehicle licensure laws, and that they would choose among the

possible provisions and establish the minimum age requirements best suited to their constituents.

Opposition to establishing this program may come from a variety of sources. Teens want unrestricted licensure, free from adult supervision, as soon as possible. Parents face this issue with ambivalent emotions. Although they are likely to view licensure as a rite of passage and may even be eager to relinquish their carpool chores, they are nonetheless fearful that their child will become another injury statistic. Some parents may prefer an across-the-board increase in the age of full licensure, without a provisional phase. Legislators, police, and other state officials may be concerned about the cost of establishing, maintaining, and enforcing a graduated licensing program, because it is intrinsically more complex than present-day licensure. The insurance industry would prefer laws that delay full licensure, to reduce risk.<sup>4</sup> Pediatricians, parents, and policymakers will need to address these issues.

Parents need to be assured that their teen can drive safely without supervision. Unfortunately, driver's education classes alone cannot provide this guarantee, because they ordinarily provide only 6 hours of behind-the-wheel training, whereas full acquisition of safe driving skills may take years. Thus, parents and other adults must supplement this training and supervision.

The most compelling argument for graduated licensure is that it works and will save lives and prevent injuries. The effectiveness of graduated licensure in reducing crashes involving teens has already been demonstrated. Adoption of an extensive program in New Zealand was associated with a 7% reduction in teen crashes. Less comprehensive yet still successful programs have been adopted in California, Maryland, and Oregon; preliminary data indicate that they are associated with a 5% to 16% reduction in teen crashes. Such a reduction should save hundreds of lives, prevent thousands of injuries annually, and avoid anguish for families and communities. This year, the National Highway Traffic Safety Administration is providing substantial demonstration funds to states to further evaluate the effectiveness of this licensure.

We urge pediatricians and other health care professionals to embrace graduated licensure and encourage their state lawmakers to introduce legislation to bring it about. As with any new type of public health program, studies should be conducted to further evaluate graduated licensure, particularly the effectiveness of various provisional licensing features.<sup>5</sup> Overall, however, graduated licensure is very likely to save the lives of many of our nation's teenagers.

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#### RISK-FREE BURIAL

In Italy, Tuscan watchmaker Fabrizio Caselli introduced a special coffin for people who fear they'll be buried prematurely. The \$4,500 casket is equipped with a two-way microphone-speaker, a flashlight, a small oxygen tank, a heart stimulator, and a beeper to alert an above-ground monitoring station.

*News Quirks*. August 16, 1996.

Submitted by Student



1 (b) The purpose of this Act is therefore to minimize inexperienced drivers' risk while  
2 driving by exposing them to more favorable conditions under which they can develop good  
3 driving skills. This would be accomplished by instituting a graduated system of drivers'  
4 licensing by which teenagers progress to full driving privileges in accordance with the  
5 development of their experience, judgment, and driving record.

6 **Section 3. Definitions.** As used in this Act, the following terms have the indicated  
7 meanings:

8 (a) "Department" means the state Department of Motor Vehicles or similar state  
9 agency with responsibility to issue Permits under the laws of this state.

10 (b) "Full License" means a Permit other than a Provisional License or a Learner's  
11 Permit.

12 (c) "Illegal Drug" means any chemical substance whose possession in the  
13 circumstances is unlawful.

14 (d) "Motor Vehicle" means every wheeled vehicle that is self-propelled or designed  
15 for self-propulsion on the roads of this state, including two-wheeled vehicles such as  
16 motorcycles and mopeds.

17 (e) "Moving Violation" means a citation for any violation of local, state, or federal  
18 law relating to operating a Motor Vehicle, or failing to wear a safety belt or other restraint,  
19 other than a parking violation, including but not limited to speeding, or reckless driving.

20 (f) "Operate" means to drive or be in actual physical control of a motor vehicle.

21 (g) "Permit" means a permit issued by the Department under the laws of this state to  
22 operate a motor vehicle on the public roads, including a Full License, a Provisional License,  
23 and a Learner's Permit.

24 (h) "Provisional License" means a Permit subject to the limitations set forth in  
25 **Section 6** hereof.

1 (i) "Road Test" means a test that is approved by the Department which includes  
2 demonstration of ability to exercise reasonable control in operating a motor vehicle in actual  
3 on-road behind-the-wheel circumstances.

4 (j) "Safe Driving Practices" means standards of safe driving as established by the  
5 Department.

6 (k) "Learner's Permit" means a Permit subject to the limitations set forth in Section 5  
7 hereof.

8  
9 **Section 4. Scope of Statute.**

10 (a) In general. This statute sets forth certain requirements relating to the  
11 Department's authority to issue Permits to persons who have not attained the age of  
12 twenty-one (21) years. Nothing herein is intended to restrict the scope of the Department's  
13 authority to (1) issue Permits to any other persons, or (2) revoke or suspend Permits  
14 previously or hereafter issued to any persons.

15 (b) Authority to Issue Permits. The Department may issue Permits to persons  
16 under the age of twenty-one (21) years only in accordance with the provisions of this statute.  
17 As authorized hereunder, the Department may issue:

18 (1) A Learner's Permit to any person who is at least fifteen (15) years and  
19 six (6) months of age who meets the qualifications set forth in Section 5.

20 (2) A Provisional License to any person who is at least sixteen (16) years of  
21 age who meets the qualifications set forth in Section 6; or

22 (3) A Full License to any person who is at least eighteen (18) years of age who  
23 meets the qualifications set forth in Section 7.

1           **Section 5. Learner's Permit.**

2           (a) **Qualifications.** Upon application in accordance with procedures developed by the  
3 Department, an applicant for a Learner's Permit shall be granted a Learner's Permit if the  
4 applicant:

- 5                   (1) is at least fifteen (15) years and six (6) months of age; and
- 6                   (2) has completed, with a passing score, a Department-approved examination.

7           (b) **Scope of examination.** The examination specified in Subsection 5(a) shall include:

- 8                   (1) a test of the applicant's:
  - 9                           (A) ability to read and understand highway signs regulating, warning,  
10                           and directing traffic;
  - 11                           (B) knowledge of the traffic laws of the state and Safe Driving  
12                           Practices;
  - 13                           (C) vision; and

14                   (2) any other additional physical or mental examination that the Department  
15 considers necessary.

16           (c) **Use of Learner's Permit.** The holder of a Learner's Permit may operate a motor  
17 vehicle only if at all times that the vehicle is in operation:

- 18                   (1) all occupants of the vehicle are using such safety belts or other restraints  
19 that exist in the vehicle;
- 20                   (2) a person who is at least twenty-one (21) years of age who possesses, and  
21 has possessed for at least one (1) year, a valid Full License is seated in the vehicle, in a  
22 passenger seat beside the holder of the Learner's Permit;
- 23                   (3) the holder of the Learner's Permit has a blood alcohol content less than  
24 0.02 %, as determined by blood or breath analysis; and
- 25                   (4) the holder of the Learner's Permit has no trace of Illegal Drugs in his or her  
26 body as determined by appropriate testing methodology, and is not in violation of any  
27 law relating to possession of Illegal Drugs or alcohol.

1           **Section 6. Provisional License.**

2           (a) **Qualifications.** Upon application in accordance with procedures developed by the  
3 Department, an applicant for a Provisional License shall be granted a Provisional License if  
4 the applicant:

- 5                   (1) is the holder of a Learner's Permit;  
6                   (2) is at least sixteen (16) years of age;  
7                   (3) has completed, with a passing score, a Department-approved Road Test;

8           and

9                   (4) has held the Learner's Permit for a period of not less than six (6) months  
10 and been free of conviction for any Moving Violation for the six (6) month period  
11 immediately preceding his or her application for the Provisional License.

12           (b) **Use of Provisional License.** The holder of a Provisional License may operate a  
13 Motor Vehicle, only if at all times when the vehicle is in operation:

14                   (1) all occupants of the vehicle are using such safety belts or other restraints as  
15 exist in the vehicle;

16                   (2) the holder of the Provisional License has a blood alcohol content less than  
17 0.02 %, as determined by blood or breath analysis;

18                   (3) the holder of the Provisional License has no trace of Illegal Drugs in his or  
19 her body as determined by appropriate testing methodology, and is not in violation of  
20 any law relating to possession of Illegal Drugs or alcohol; and

21                   (4) between the hours of 10:00 p.m. and 6:00 a.m., a person who is at least  
22 twenty-one (21) years of age who possesses and has possessed for at least one (1) year  
23 a valid Full License is seated in the vehicle, in a passenger seat beside the holder of the  
24 Provisional License, except that this Paragraph 6(b)(4) shall not apply where the  
25 Provisional License holder provides adequate proof that he or she is operating the  
26 Motor Vehicle in travel to or from his or her place of employment or a regularly-  
27 scheduled practice or competition of an athletic team, or school-sponsored activity.

1           **Section 7. Full License.**

2           (a) **Qualifications.** Upon application in accordance with procedures developed by the  
3 Department, an applicant for a Full License who has not attained the age of twenty-one (21)  
4 years shall be granted a Full License if the applicant:

5                   (1) is the holder of a Provisional License;

6                   (2) is at least eighteen (18) years of age; and

7                   (3) has been the holder of the Provisional License for at least six (6) months  
8 and has been free of conviction for any Moving Violation for the six (6) month period  
9 immediately preceding his or her application for the Full License.

10           **Section 8. Penalties.** In addition to any other penalties that may be prescribed by  
11 law, the holder of a Learner's Permit who violates the provisions of **Subsection 5(c)**, or the  
12 holder of a Provisional License who violates the provisions of **Subsection 6(b)**, shall receive:

13           (a) for the person's first offense under **Section 5(c)(1)** or **Section 6(b)(1)** or **6(b)(4)**, a  
14 letter from the Department informing the person that a second offense under such sections, or  
15 a first offense under the other enumerated provisions of **Section 5(c)** or **Section 6(b)**, will  
16 result in immediate imposition of the penalties described below;

17           (b) for the person's second offense under **Section 5(c)(1)** or **Section 6(b)(1)** or **6(b)(4)**,  
18 and for the person's first offense under any other provisions of **Section 5(c)** or **Section 6(b)**,  
19 suspension of the Learner's Permit or Provisional License for a period of six (6) months; and

20           (c) for each offense subsequent to those described in **Section 8(b)** above, revocation of  
21 the Learner's Permit or Provisional License for a period of one (1) year.

February 1996

## RELATED MATTERS

### *Are there other state legislative approaches to improving teen drivers' safety?*

Yes. At this writing, 49 states have enacted laws requiring teens' driver's licenses to be denied or revoked upon their conviction for drug or alcohol violations. Improvements to these laws can be made by increasing the penalties and by applying them to larger groups of young drivers. The AAP has model legislation, the Vehicle Operator Permit Delay and Suspension Act, on this issue and the Impaired Driving and Adolescents state legislation packet, available by calling 800/433-9016, extension 7901.

Also, as many as 42 states have lowered the permissible blood alcohol concentration (BAC) that young drivers may have while operating a vehicle. Generally, most of these states now have a BAC for young drivers of 0.02% or 0.04%, but a few states have "zero tolerance" laws, prohibiting operation of a vehicle with any blood alcohol concentration.

On a related note, in an effort to encourage adolescents to remain in school, some state legislatures have introduced bills, which, if enacted, would require teens to stay in school in order to obtain/keep their driver's licenses. For example, the Virginia law reads, "Driver's licenses shall be issued by the Department to minors ...regularly attending school and in good academic standing or, if not in such standing, whose parent or guardian, having custody of such minor, provides written authorization for the minor to obtain driver's license..." (Section 46.2-234). The initiatives described above could be combined with the model graduated driver's license legislation into an omnibus teen driver safety bill.

### *How does graduated driver's license legislation relate to driver's education?*

Ideally, states would require driver's education and establish graduated licensure systems to ensure that teens receive the maximum amount of driving experience and education. However, driver's education is not included as a requirement in this model bill for two reasons. First, many states are removing funding for such programs in schools for budget reasons, making a driver's education requirement conflict with state budget goals. Secondly, research has shown that completion of a driver's education course may not be sufficient by itself to reduce the teen accident rate. In many driver's education programs, only about 6 hours of behind-the-wheel experience is gained—which alone is not enough to learn advanced driving skills, nor can the courses teach judgement. Age and driving experience has shown to be of impact on accident and fatality rates. Within the graduated driver's license system, as a driver gains experience and grows more mature, she receives more driving privileges. For more information, please see the Academy's policy statement, The Teen Driver, bottom of page 2, enclosed in this packet.

## SUBSTANCE ABUSE ISSUES

### LOWERED BLOOD ALCOHOL CONCENTRATION (BAC) LEVEL FOR MINORS

| STATE         | BAC Level | Age  | License Suspension |
|---------------|-----------|------|--------------------|
| ALABAMA       | 0.02%     | <21  | 90 days            |
| ALASKA        | 0.00%     | < 21 | 90 days            |
| ARIZONA       | 0.00%     | < 21 | 90 days            |
| ARKANSAS      | 0.02%     | < 21 | 90-180 days        |
| CALIFORNIA    | 0.01%     | < 21 | 120 days           |
| CONNECTICUT   | 0.02%     | < 21 | 90 days            |
| DELAWARE      | 0.02%     | < 21 | 3 months           |
| DC            | 0.02%     | < 21 | 2-30 days          |
| FLORIDA       | 0.02%     | < 21 | 6 months           |
| GEORGIA       | 0.04%     | < 18 | 1 year             |
| IDAHO         | 0.02%     | < 21 | 90 days            |
| ILLINOIS      | 0.00%     | < 21 | 90 days            |
| INDIANA       | 0.02%     | < 21 | 180 days           |
| IOWA          | 0.02%     | < 21 | 180 days           |
| KANSAS        | 0.02%     | < 21 | 30 days            |
| KENTUCKY      | 0.02%     | < 21 | ---                |
| LOUISIANA     | 0.04%     | < 18 | 180 days           |
| MAINE         | 0.00%     | < 21 | 90 days            |
| MARYLAND      | 0.02%     | < 21 | 45 days            |
| MASSACHUSETTS | 0.02%     | < 21 | 90 days            |
| MICHIGAN      | 0.02%     | < 21 | ---                |
| MINNESOTA     | 0.00%     | < 21 | 90 days            |
| MONTANA       | 0.02%     | < 21 | ---                |
| NEBRASKA      | 0.02%     | < 21 | 90 days            |
| NEW HAMPSHIRE | 0.02%     | < 21 | 180 days           |
| NEW JERSEY    | 0.01%     | < 21 | ---                |
| NEW MEXICO    | 0.02%     | < 21 | 90 days            |
| NEW YORK      | 0.02%     | < 21 | length varies      |
| N. CAROLINA   | 0.00%     | < 18 | 10 days            |
| OHIO          | 0.02%     | < 21 | 90 days            |
| OKLAHOMA      | 0.02%     | < 18 | 180 days           |
| OREGON        | 0.00%     | < 21 | 90 days            |
| PENNSYLVANIA  | 0.02%     | < 21 | ---                |
| RHODE ISLAND  | 0.02%     | < 21 | ---                |
| TENNESSEE     | 0.02%     | < 21 | ---                |
| TEXAS         | 0.07%     | < 21 | 60 days            |
| UTAH          | 0.00%     | < 21 | 90 days            |
| VERMONT       | 0.02%     | < 18 | 90 days            |
| VIRGINIA      | 0.02%     | < 21 | 7 days             |
| WASHINGTON    | 0.02%     | < 21 | ---                |
| WEST VIRGINIA | 0.02%     | < 21 | 180 days           |
| WISCONSIN     | 0.02%     | < 19 | 90 days            |

NOTE: In states not listed above, minors suspected of driving while intoxicated would be subject to the same BAC limits as adults, 0.08% or 0.10%, depending on the state.

Source: Insurance Institute for Highway Safety, Facts, 1996 Edition. Arlington, VA: Insurance Institute for Highway Safety, 1996

## MORBIDITY AND MORTALITY WEEKLY REPORT

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publishers of *The New England Journal of Medicine*

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- 1049 Involvement by Young Drivers in Fatal Motor-Vehicle Crashes
- 1053 Update: Respiratory Syncytial Virus Activity — U.S., 1996–97 Season
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### National Drunk and Drugged Driving Prevention Month — December 1996

Persons who drive while impaired by alcohol or other drugs are a public health hazard to themselves and to others. During 1995, alcohol-related motor-vehicle crashes resulted in 17,274 deaths in the United States; intoxication rates in fatal crashes were highest for persons aged 21–24 years (1). Alcohol-related traffic crashes remain a leading cause of death for teenagers and young adults.

The injuries, disabilities, deaths, and economic and social costs associated with impaired driving are enormous and preventable. December has been designated National Drunk and Drugged Driving Prevention Month by the National Drunk and Drugged Driving Prevention Month Coalition, a nationwide public/private sector coalition for the prevention of crashes related to impaired driving. Additional information about National Drunk and Drugged Driving Prevention Month is available from the Impaired Driving Division, Office of Traffic Injury Control Programs (NTS-11), National Highway Traffic Safety Administration, 400 7th Street, SW, Washington, DC 20590, telephone (202) 366-9581.

#### Reference

1. National Highway Traffic Safety Administration. Traffic safety facts, 1995: alcohol. Washington, DC: US Department of Transportation, National Highway Traffic Safety Administration, National Center for Statistics and Analysis, Research, and Development, 1996.

### Involvement by Young Drivers in Fatal Motor-Vehicle Crashes — United States, 1988–1995

Motor-vehicle crashes (MVCs) are the leading cause of death for persons aged 15–20 years in the United States (1). Although the 11.9 million young drivers aged 15–20 years constituted only 6.7% of the total number of licensed drivers in the United States during 1995, they represented a disproportionate 14% of all drivers involved in fatal MVCs. In addition, adjusting for the number of miles driven, rates of fatal crashes were higher for young drivers than for drivers in any other age group (e.g., the rate for 16-year-olds was 18 times that for persons aged 30–34 years) (2). This report summarizes trends in involvement in fatal MVCs by drivers aged 15–20 years during 1988–

## Fatal Motor-Vehicle Crashes — Continued

1995; these findings document an overall decline in involvement by young drivers in fatal crashes in the United States.

This analysis used data from the Fatal Accident Reporting System of the National Highway Traffic Safety Administration (NHTSA). A driver was defined as an operator of a moving motor vehicle. A fatal MVC was a crash in which at least one person, who may or may not have been the driver, died. An alcohol-involved crash was one in which the driver had a blood alcohol concentration (BAC) of  $\geq 0.01$  g/dL. NHTSA uses statistical models to estimate BACs for drivers and pedestrians where BAC results are not available (3). Nighttime crashes were crashes that occurred from 9 p.m. to 5 a.m. Protective device use was defined as use of a safety belt or a motorcycle helmet.

During 1988–1995, a total of 68,206 fatal crashes involved young drivers (Table 1). Of these, 50,744 (74.4%) of the young drivers were male; 18,599 (27.3%) had BACs  $\geq 0.01$  g/dL, including 12,048 (64.8%) who had BACs  $\geq 0.1$  g/dL (i.e., legally intoxicated in most states). Overall, 27,144 (39.8%) of these crashes occurred during nighttime hours, and 36,655 (53.7%) young drivers were not using protective devices at the time of the crash. The proportion of fatal nighttime crashes and the proportion of alcohol-involved crashes increased with driver age. Drivers aged 15–17 years were less likely to be involved in fatal crashes at night and less likely to have BACs  $\geq 0.01$  g/dL than were drivers aged 18–20 years. Rates of fatal crashes were highest for persons aged 18–20 years and lowest for those aged 15 years (Table 1). Drivers aged 15 years were less likely to be using protective devices when involved in a fatal crash than were young drivers of other ages.

During 1988–1995, involvement by young drivers in fatal alcohol-involved crashes and crashes in which the driver was not using protective devices declined for each age. Involvement in nighttime fatal crashes declined for young persons of all ages, except those aged 15 years, from 1994 to 1995.

Reported by: Div of Unintentional Injury Prevention, National Center for Injury Prevention and Control, CDC.

**Editorial Note:** The findings in this report document an overall decline in involvement by young drivers in fatal crashes in the United States during 1988–1995. However, because this analysis examined only fatal crashes, the findings do not indicate the total level of involvement by young drivers in MVCs. In 1995, approximately 2 million nonfatal MVCs involved drivers aged  $\leq 20$  years (4).

Despite the decline in fatal MVCs, rates for fatal crash involvement continue to be highest among young drivers when adjusted for the number of miles driven. Factors associated with MVCs among young drivers include risk-taking behavior and lack of driving experience (5). Specific risk factors that increase the likelihood of involvement by a young driver in an MVC include alcohol use, low use of protective devices, and driving at night. For drivers aged 18–20 years, the increasing number of miles driven and increasing access to alcohol also increase their risk for an MVC (2,6).

NHTSA has recommended that states implement and enforce graduated driver licensing systems (GDLSs) to reduce the involvement of young drivers in MVCs (7). The GDLS is a public health intervention that enables young drivers to acquire driving experience in low-risk settings and exposes beginning drivers incrementally to more challenging driving experiences (see box). Although the GDLS has reduced crashes 5%–16% for young drivers in the United States (7), most states have implemented only parts of the recommended GDLS. Ten states (California, Colorado, Florida, Ken-

TABLE 1. Number and rate\* of young drivers involved in fatal† motor-vehicle crashes, by age of driver and year — United States, 1988–1995

| Age group (yrs) | 1988   |      | 1989  |      | 1990  |      | 1991  |      | 1992  |      | 1993  |      | 1994  |                   | 1995  |      | Total  |      |
|-----------------|--------|------|-------|------|-------|------|-------|------|-------|------|-------|------|-------|-------------------|-------|------|--------|------|
|                 | No.    | Rate | No.   | Rate | No.   | Rate | No.   | Rate | No.   | Rate | No.   | Rate | No.   | Rate <sup>‡</sup> | No.   | Rate | No.    | Rate |
| 15              | 244    | 7.3  | 229   | 7.0  | 231   | 6.9  | 218   | 6.6  | 211   | 6.1  | 228   | 6.5  | 245   | 6.8               | 255   | 6.7  | 1,861  | 6.8  |
| 16              | 1,300  | 36.7 | 1,242 | 37.0 | 1,116 | 34.0 | 1,088 | 32.4 | 1,044 | 31.5 | 1,109 | 31.9 | 1,162 | 33.0              | 1,315 | 36.2 | 9,376  | 34.1 |
| 17              | 1,928  | 49.2 | 1,663 | 45.9 | 1,535 | 44.7 | 1,344 | 40.0 | 1,389 | 40.3 | 1,317 | 38.7 | 1,503 | 42.2              | 1,427 | 39.6 | 12,106 | 42.7 |
| 18              | 2,376  | 60.2 | 2,217 | 57.1 | 2,022 | 56.2 | 1,777 | 52.6 | 1,585 | 47.9 | 1,637 | 48.2 | 1,666 | 51.7              | 1,740 | 49.6 | 15,020 | 53.0 |
| 19              | 2,320  | 57.9 | 2,310 | 57.5 | 2,183 | 53.3 | 1,900 | 50.0 | 1,553 | 43.4 | 1,662 | 47.4 | 1,733 | 48.3              | 1,826 | 45.9 | 15,287 | 50.7 |
| 20              | 2,247  | 59.2 | 2,010 | 51.6 | 1,965 | 48.6 | 1,893 | 46.7 | 1,621 | 42.9 | 1,531 | 43.0 | 1,659 | 47.6              | 1,630 | 45.7 | 14,556 | 48.2 |
| Total           | 10,415 | 46.2 | 9,671 | 43.9 | 9,052 | 41.5 | 8,220 | 38.7 | 7,403 | 35.5 | 7,484 | 35.9 | 7,968 | 37.8              | 7,993 | 36.9 | 68,206 | 39.6 |

\* Per 100,000 age-specific population.

† The driver may or may not have been killed in the crash.

‡ Numbers based on 1995 intercensal estimates.

### Selected Components of the Graduated Driver Licensing System Recommended by the National Highway Traffic Safety Administration

| Level        | Restrictions  | Requirements   |
|--------------|---|--|
| Learner's    | <ul style="list-style-type: none"> <li>• Zero alcohol tolerance</li> <li>• Driver must be supervised at all times by a parent, guardian, or person aged ≥21 years who is a licensed driver</li> <li>• All vehicle occupants must wear safety belts</li> <li>• Driver limited regarding speed, type of road, and number of passengers</li> </ul> | <p>Must remain crash- and conviction-free for at least 6 consecutive months</p>  |
| Intermediate | <ul style="list-style-type: none"> <li>• Zero alcohol tolerance</li> <li>• Cannot drive during restricted hours (e.g., 10 p.m.–5 a.m.) unless supervised by a parent, guardian, or person aged ≥21 years who is a licensed driver</li> <li>• All vehicle occupants must wear safety belts</li> </ul>  | <p>Must remain crash- and conviction-free for at least 12 consecutive months</p> |
| Unrestricted | <ul style="list-style-type: none"> <li>• Zero alcohol tolerance at age &lt;21 years</li> </ul>  |  |

tucky, Maryland, Massachusetts, New York, Pennsylvania, West Virginia, and Wisconsin) have a three-stage licensing system that includes many of the recommended components of the GDLS; four states (Illinois, New Jersey, Oregon, and Vermont) have two stages of licensing that include several of the recommended components (8). In September 1996, the Michigan state legislature enacted the first complete GDLS, which will become operational in April 1997.

In the absence of state legislation, parents can implement their own form of graduated licensing. For example, parents can require that their children always wear safety belts, that for an appropriate length of time they drive only with an adult present, that they conform to parental rules regarding passengers, and that they drive only during daylight hours.

The findings in this report can be used by states and other agencies in planning and evaluating interventions to decrease MVCs involving young drivers. In addition, these findings can assist in measuring progress toward the national health objectives for the year 2000 (9), which include increasing the use of safety belts and helmets (objectives 9.12 and 9.14), decreasing alcohol-involved MVCs (objective 9.23), and increasing to 35 the number of states having a GDLS for drivers and riders aged <18 years (objective 9.26).

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#### Fatal Motor-Vehicle Crashes — Continued

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#### Update: Respiratory Syncytial Virus Activity — United States, 1996-97 Season

Respiratory syncytial virus (RSV), a common cause of winter outbreaks of a respiratory disease, resulted in an estimated 90,000 hospitalizations and 4500 deaths each year from lower respiratory tract disease in both infants and young children in the United States (1). Outbreaks occur annually throughout the country (2). RSV activity in the United States monitored by the National Respiratory and Enteric Virus Surveillance System (NREVSS), a voluntary, laboratory-based system. This report summarizes trends in RSV from the NREVSS from July 1, 1990, through June 28, 1996, and presents provisional surveillance results for June 29–November 29, 1996. The data indicate onset of widespread RSV activity for the 1996-97 season.

Since July 1, 1990, a total of 98 hospital-based and public health laboratory data indicate onset of widespread RSV activity for the 1996-97 season. Forty-seven states have participated in the NREVSS and have reported weekly to CDC the number of specimens tested for RSV by the antigen-detection and virus-isolation methods and the number of positive results. Widespread RSV activity is defined by the NREVSS as the first of two consecutive weeks during which at least half of the participating laboratories report any RSV detections. This definition generally indicates a mean percentage of specimens positive by antigen detection in excess of 10%.

During the previous six seasons, from July 1990 through June 1996, onset of widespread RSV activity began in November and continued for a mean of 22 weeks in April (Figure 1). In most parts of the 48 contiguous states, activity peaked each year in January or February; however, in the Southeast, activity peaked as early as November or December (3). For the reporting period June 29–November 29, 1996, a total

**Hoiland, Paul**

*Spillner responded*

**From:** Anna [anabanana\_1@excite.com]  
**Sent:** Wednesday, February 03, 1999 11:40 PM  
**To:** Rep.Spillner@legis.state.wi.us  
**Cc:** Rep.Brandemuehl; Rep.Goetsch; Rep.LehmanJ; Rep.Lehman; Rep.Ainsworth; Rep.Albers; Rep.Hahn; Rep.Kedzie; Rep.Klusman; Rep.Ladwig; Rep.LaFave; Rep.Musser; Rep.Ott; Rep.Owens; Rep.Jeff.Plale@legis.state.wi.us; Rep.Riley; Rep.Ryba; Rep.Stone; Rep.Underheim; Rep.Urban; Rep.Vrakas; Rep.Walker; Rep.Ward  
**Subject:** 1999 Assembly Bill 52

To Interested Representatives,

My name is Anna Loeffler, I am 15 years old and I am a sophomore at Ripon High School. I am writing to you because I am very concerned about the graduated Driver's License bill. In the last two weeks I have received a copy of the bill and information about the public hearing in Madison (which I will hopefully be attending and speaking at, along with some other students from my school), from the office of Luther Olsen. I have to be honest with you, I don't think that this bill is fair or realistic. If this bill passes we will be paying for someone else's mistake. The tragedy of a friend's death has brought the whole issue of the Graduated Drivers license about. I can understand why the Greening's as well as many others want this bill passed, but the fact is that many young drivers are very responsible. The responsible drivers are going to be penalized because of other peoples' mistakes.

I don't think that the law needs to be as strict as the bill is proposing to make it. It will be taking away a lot of our freedom. We won't be able to have our drivers' license until we are an adult, that's crazy. Being able to do things on our own is a part of growing up, and being able to drive is something that we should be able to do. It's also something that we need to be able to do, I know many people who live outside of town who take their siblings, and neighbors to school everyday, and not being able to drive would cause some problems.

Many people I know my age drive to and from school everyday, it is the only way that they have to get anywhere, by driving themselves. Not everyone's parents are going to drive their teenagers everywhere they want to go, and not everyone's parents can. My parents won't be able to take me anywhere I want to go. My Dad lives a forty-five minute drive away from where I live, so he's not going to drive all that way just to bring me to school, or to friends' house. My Mom doesn't have a driver's license, so she can't take me anywhere. I have been waiting almost 16 years to be able to take myself to where I want to go, when I want to go. Finally, I won't have to depend on other people or their parents to bring me places... well I guess that's not going to happen if this bill passes. How would you feel if you were in my situation? You might be thinking; "I am sure other people who be happy to take her places..." Guess what? They're not! People ask me all the time, "When are you going to get your drivers license?" I wish I could tell them, "In about six months." But I don't think that is going to happen now. If this doesn't change your opinion then maybe I could just call you for a ride when I need one, and I know I few dozen other people who might need a ride someplace too.

Maybe the law doesn't need to be so strict. Couldn't the penalties for breaking driving laws just be more strict, and the fines be raised. That would definitely make me think twice about going over the speed limit, or doing something stupid. Drivers Ed classes could be more in depth, and/or longer, and a lot harder to pass. I just don't think that it is fair to take such a giant step, such as not letting us get our license until we are adults. Little steps should be taken to try to make driving safer. First stricter laws and penalties should be enforced, and then if that really doesn't work then maybe the driving age should be raised another year, like

to 17 years, not 18 or 19 years.

Another reason that I am against this bill is that it doesn't allow a person to receive their license until they are 19 years old (If I understand this bill correctly; my reasoning still applies if the age is 18), I think that this is completely unrealistic. I think that this is unrealistic because many students graduate from high school when they are 17 or 18 years old, and then go to college. Here is an example of how this would not work: It is August, you are 17 years old, your birthday is in November. Every day you and your neighbor, who is the same age as you but doesn't have access to a car, want to carpool to class. There is nobody else who can take you to class. You live farther than walking, biking distance outside of the city where you attend college. You are unable to attend your class, because you cannot drive due to the Graduated Drivers License Law, and you cannot find anyone to take you. So you and your neighbor both miss your classes. Well... maybe not, I suppose they could always call you up for a ride, I am sure you would appreciate that.

Since you are a State representative you are representing my ideas. I hope that you will take my feelings, ideas, and opinions into consideration. Even though I am not of legal voting age now, I will be voting in a couple years.

Please email me back at:  
anabanana\_1@excite.com

Thank You,  
Anna Loeffler

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Get your free, private email at <http://mail.excite.com/>



# LUTHER S. OLSEN

STATE REPRESENTATIVE · 41ST ASSEMBLY DISTRICT

---

TO: ASSEMBLY COLLEGUES  
FROM: REPRESENTATIVE LUTHER S. OLSEN  
DATE: MARCH 15, 1999  
RE: TEEN DRIVERS

Attached you will find an article from the Milwaukee Journal Sentinel which appeared following the car-train crash in Washington County. The article explains that teen drivers are more likely than any other age group to be involved in a crash.

I hope you find this article useful when the Assembly takes up Assembly Bill 52, the Graduated Driver's License bill.

# Crashes often involve young drivers, figures show

Statistics likely reflect limited skill, experience, state officials say

By LARRY SANDLER  
of the Journal Sentinel staff

The three young women killed in a Door County traffic crash Tuesday and the seven youths injured in a Washington County car-train crash Monday are part of a grim reality among teen drivers.

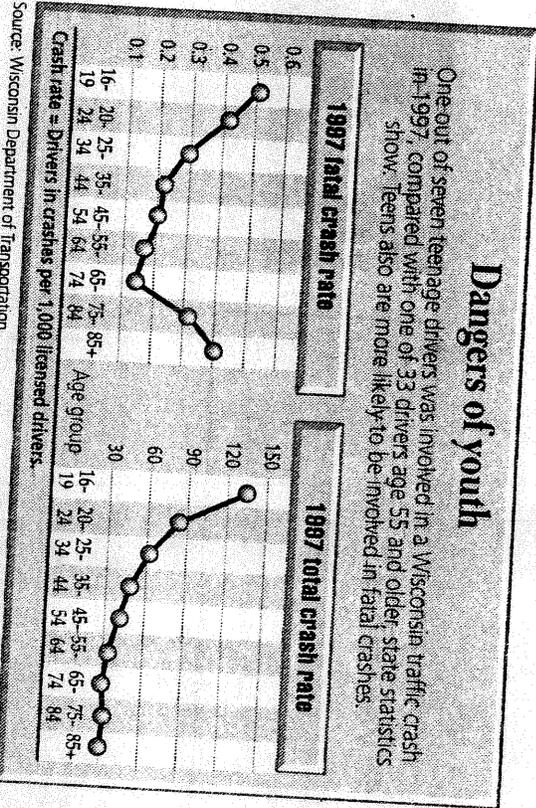
Drivers ages 16 to 19 — and their passengers — are more likely to be involved in crashes than drivers of any other age group, state Department of Transportation statistics show.

One out of seven teen drivers was involved in a crash in 1997, the last year for which figures are available, compared with one of 33 drivers age 55 and older.

That mirrors national statistics, and it likely reflects limited skill, short experience and high

## Dangers of youth

One out of seven teenage drivers was involved in a Wisconsin traffic crash in 1997, compared with one of 33 drivers age 55 and older, state statistics show. Teens also are more likely to be involved in fatal crashes.



risk-taking among teen drivers, said Dennis Hughes, safety policy analysis chief for the DOT.

Tuesday near Sturgeon Bay, an 18-year-old woman lost control of her car on an icy stretch of Highway 57 and crashed into a beer truck, killing herself and her 18- and 24-year-old passen-

gers. Near Slinger on Monday, a car driven by a 17-year-old was struck by a train, injuring herself and six others, ages 12 to 18.

"That's the sort of thing that should never have happened," Hughes said of the Slinger crash. "And yet, these sorts of things happen every day."

In fact, they happen several times a day, state figures show. A teen driver was involved in an injury-producing crash an average of once every 45 minutes in 1997. And a passenger was injured or killed in a teen driver's car an average of once every 3½ hours that year.

Among passengers, teens riding with teens are at particular risk. Of the 33 teen passengers killed in traffic crashes in 1997, state figures show, 70% were riding with a teen driver. And 74% of the teen passengers who suffered serious injuries were riding with a teen driver.

"There's an awful lot of peer pressure" among teens, and young drivers are more likely to take chances in a car with their peers than when driving with their parents, Hughes said.

Lack of experience also plays a part, particularly on frosty roads like the one in Door County. Teen drivers are more likely to crash in snowy, icy or slushy conditions than other drivers, the state figures show.



# LUTHER S. OLSEN

STATE REPRESENTATIVE · 41ST ASSEMBLY DISTRICT

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Good Afternoon Chairman Brandemuehl and members. Thank you for giving me the opportunity to talk to you about Assembly Bill 52.

Crystal, Nathan, Kelsey, David, James, Gabriel, Rita, Emily, Michael, Brandon, Steven, Aaron, Tonya, Dina, Jeremy, Jennifer, Luke, Angela, Erin, Samantha. These teenagers all died in 1998 and they were either the driver or a passenger in a car driven by other teenagers. Today you will meet parents of teenagers who died and hear their stories and understand the need to prevent such senseless tragedy.

Over the last several years many states have made significant changes to the way they license teenage drivers. They recognized that teenagers aren't getting the preparation they need to be good, safe drivers. At last count, 26 states have some sort of Graduated Driver's license, with 12 states having a three stage system like AB 52 proposes.

New teenage drivers have three things working against them before they even get into a car. The first is inexperience. Like any other skill, learning to be a good driver takes lots of practice. Your technical ability to drive the car coupled with your good judgement and experience help you make the many decisions that make you an experienced driver.

Last fall, I had the opportunity to ride in the back seat while two teens took their drivers test. While both drivers passed their test, I was reminded how much they had to really think about what they were doing. They needed to concentrate on how hard to turn the steering wheel as they went around each corner, which way to turn the blinker on, how hard to press on the accelerator and/or brake. Those of us who drive every day take all these things for granted, but new drivers have to think about every move they make. As I was sitting in the back seat, it occurred

to me how distracting it would be if there were other teens with these new drivers going for a joy ride.

We can all think back to when we were teenagers and we were driving around with our friends. I do not know about you, but my friends and I were paying more attention to the girls in the car next to us than on how we were driving.

The second factor that works against teenagers is their natural tendency to take risks. Although this is a natural part of being a teenager - it can result in high-risk behaviors such as speeding, inattentive driving, and not wearing a seatbelt.

Think back to when you were young and felt like you would live forever. Death was not an option, it only happened to other people.

The third factor is that teens have a greater exposure to risk. Teens often drive at night and with other teenagers in the car. These increase the risk of being in a serious car accident, as I will show later.

With Graduated Driver's License, teenagers gradually get more driving responsibility, as they build their skills and gain more experience.

Teenagers are involved in more crashes than any other age group in Wisconsin. Nearly one in seven teen drivers had a crash in 1997. When we compare teenagers to other age groups, teen drivers have the highest rate of crashes. In 1997 teenagers aged 16-19 accounted for only 6.2% of licensed drivers, but they accounted for 14.4% of the crashes. Teen drivers involved in crashes are more likely than other drivers to be reported as speeding, driving too fast for conditions, failing to control their vehicle and driving inattentively.

Statistics show that teens are at higher risk as new drivers and as passengers with new drivers. In 1997, 70% of teen passengers who died in car accidents were in cars driven by other teenagers.

As recently as 1997 Wisconsin had 117 teenage drivers involved in fatal crashes. 72 of them or 61.5% had passengers. Of the drivers carrying passengers, 93.1% of them had passengers under the age of 21.

Although there are no Wisconsin statistics regarding the rate of teen drivers involved in crashes at night, national statistics do suggest that this is a deadly time for teens. Nationwide, 43% of teenage motor vehicle deaths in 1996 occurred between 9 pm and 6 am. Furthermore, in states with strong curfew laws such as Pennsylvania and New York, the number of crashes have decreased by 50% during these hours.

Assembly Bill 52 addresses the concerns with new teen driving. AB 52 requires that teens drive for 50 hours with a parent or another adult while they have their learners permit, 10 of these hours must be at night. They also must hold their permit for six months without getting a moving violation. This provision will give teenagers the chance to drive more under supervision than the current method of licensing.

The next stage of licensure is the probationary license. This is the license that teenagers get when they pass their driver's test at 16 and they hold it for approximately 2 -3 years. AB 52 does not change this time frame. **Teenagers could still get their probationary license at 16.**

What AB 52 does have is a 9 month skill development period during which time teenagers can drive alone, can drive with family members and can drive with adults from the hours of midnight until 5AM.

The big change from current law is that teenagers can not drive with their friends for the first 9 months that they hold their probationary license. In addition to the passenger restriction, during the 9-month skill development period, teenagers would be prohibited from driving between midnight and 5 am unless an adult accompanied them. Exceptions would be made for this for teenagers who were traveling to and from school or work.

The Insurance Institute for Highway Safety, the same people who use the crash test dummies to test vehicle safety, conducted a study on the effect of teenage passengers on teenage drivers. In their study they concluded that requiring teenage drivers to drive alone appears to reduce the risk of their being in a fatal crash by 30%. In addition, allowing teens to ride with new sixteen-year-old

drivers appears to increase the chance of their being involved in a fatal crash by 100%.

This week I received a report from the DOT that showed all the fatal and serious injury crashes involving new teen drivers. The data showed that 27 teenage drivers, who had their license for less than 9 months were involved in a fatal or serious crash. 16 of those or 59% had teenage passengers with them in the car when they were involved in the accident.

It is for these reasons that I believe restricting who teenage drivers can transport for the first 9 months is a reasonable way to reduce their risk of getting into an accident. This will allow them to develop their driving skills before they face other distractions.

If new teen drivers violate the restrictions of the skill development period, or are convicted of a moving violation, their skill development period is extended for an additional six months.

Another change to current law in AB 52 is the doubling of points for moving violations committed by probationary drivers. If new drivers are getting tickets for speeding, or running red lights or other moving violations, we need to correct this behavior before it is too late.

The final provision of AB52 is primary seatbelt enforcement for probationary drivers. New drivers need to get into the habit of wearing their seat belts as they are learning to become responsible drivers. Eleven states currently have primary seatbelt enforcement. The data shows that wearing seatbelts save lives.

Some people may be concerned that primary seatbelt enforcement will lead to discrimination. San Francisco Mayor Willie Brown was the author of legislation, when he was their Speaker, authorizing primary seatbelt enforcement in California. In a letter to the Michigan Legislature he states "I have not heard of one single case of police officers using this life-saving law as an excuse to stop motorists to harass them. In fact, as more California motorists have buckled up, our police officers have had to issue fewer seat belt citations each year."

There is an obvious need in this state for graduated driver's licensing - we need to save teen lives. The real question is - will this do it? I believe it will. Florida has a similar GDL law that has been in effect for about a year. In their first year, Florida saw a 9% reduction in fatal and injury crashes among teenage drivers. An estimated 1167 crashes were avoided.

In addition, Maryland has had some limited provisions of GDL since 1979, and in that state, they saw a 5% crash reduction among 16 and 17 year olds.

Some people may say that this legislation is punitive and discriminatory to teenagers. This legislation is not meant to be punitive. It is meant save innocent lives. I want you to feel the pain from the parents you will be hearing testify today. I want you to think about your children, grandchildren, nieces or nephews and what it would be like to lose them at age 16 or 17 simply because they or their friends didn't have enough experience behind the wheel before we issued them a drivers license.

I will now answer any questions you may have and then turn the microphone over to Sen. Jauch.