

MINUTES OF THE HOUSE COMMITTEE ON TRANSPORTATION.

The meeting was called to order by Chairperson Rep. Gary Hayzlett at 2:00 p.m. on February 18, 1999 in Room 519-S of the Capitol.

All members were present except:  
Representative Vaughan Flora

Committee staff present:  
Bruce Kinzie, Revisor  
Hank Avila, Research  
Ellie Luthye, Committee Secretary

Conferees appearing before the committee:  
Representative Jan Pauls  
Kevin Quinlan, National Transportation Safety Board  
John Federico, AAA Kansas  
Leslie Kaufman, Kansas Farm Bureau  
Steve Polson  
Andrew Zerzan, Student at Hayden High School  
Cindy Niederee  
Jenna Kessler  
Matt Rush  
Katie Korphage

Others attending:  
See attached list

**HB 2259 - filing notice of security interest, motor vehicles**

Chairman Hayzlett opened **HB 2259** for discussion and final action. Representative Grant made a motion to pass **HB 2259** favorably and place on the Consent Calendar, seconded by Representative Larkin and the motion carried.

**HB 2142 - vehicle registration service fees, increasing**

Chairman Hayzlett opened **HB 2142** for discussion and final action. Representative Larkin made a motion to pass **HB 2142** favorably, seconded by Representative Ray and the motion carried.

**HB 2317 - driver's licenses, providing certain restrictions**

Hearings were opened on **HB 2317**. The Chair called on Representative Pauls to give a background of this bill. She told the committee the bill was created by an informal subcommittee who were interested in the issue of restricted licenses. She listed the requirements they were recommending for obtaining a restricted license and urged support of **HB 2317**. (Attachment 1)

Kevin Quinlan, National Transportation Safety Board, spoke to the committee of the statistics they had compiled regarding teen driving accidents. In 1997 there were approximately 8,900 fatalities nationwide involving 7,900 15-20 year old drivers and young drivers comprise about 6.7 percent of all drivers nationwide but about 14 percent of highway fatalities. He made comparisons of some of the other states that have graduated licensing law and urged Kansas to enact a comprehensive graduated driver's license system. (Attachment 2)

John Federico, representing AAA Kansas, said in 1997, 22,580 Kansas teen drivers were in car crashes and that is one in every seven drivers in their age group. He listed some of the reasons for the disproportionate

CONTINUATION SHEET

MINUTES OF THE HOUSE TRANSPORTATION COMMITTEE, Room 519-S Statehouse, at 2:00 p.m. on February 18 , 1999.

number of teen crashes and fatalities. He said a graduated driver's license system, which **HB 2317** endorses, would provide the additional experience necessary to make them better and safer drivers and will ensure the skills and responsibility of driving are learned before a 15 year old is given a license to drive. (Attachment 3) He also included letters in support of **HB 2317**. (Attachment 4)

Leslie Kaufman spoke for the members of the Farm Bureau. She stated a survey was sent to approximately 44,000 voting members in the State of Kansas and after compiling the results states they support the provision which strengthen penalties for moving traffic violations and suspension of driving privileges when one is convicted of an alcohol or drug related offense and also strongly supports preserving the current licensing structure in regard to ages. (Attachment 5)

Steve Polson spoke in support of this bill and especially the graduated licensing section. (Attachment 6)

Andrew Zerzan also spoke in support of **HB 2317**. It was his feeling, as a seventeen year old, the root of teenage-driving problems was inexperience and by creating experienced drivers on the road there will be less accidents and therefore less fatalities. (Attachment 7)

Cindy Niederee spoke in opposition to the bill. She said her insurance company does not advocate drivers education and give no discount to drivers who have completed drivers education. If the roads are unsafe then perhaps also the driving age should be capped for people over 75. She concluded parents know the maturity of their children and should be responsible for granting them this privilege when they feel they are ready. (Attachment 8)

Jenna Kessling suggested the committee table the bill for five years, gather up some reliable statistics then make their decision based on the new statistics. She urged the committee to not give up on all teens and stereotype them as bad drivers just because of biased statistics. (Attachment 9)

Matt Rush suggested requiring all teenagers to take Drivers Ed to get a license rather than to just get a restricted. He said responsibility doesn't come only with age but with experience and knowledge. (Attachment 10)

Katie Korphage said she felt the requirements for teen age driving encourage disrespect for the law. It was her conclusion law abiding families may be more apt to allow their 15 or 16 year olds to drive illegally so they can be involved in activities that are a part of being a teenager. (Attachment 11)

Written testimony was also distributed from Jack West, Twin City Driver's Education (Attachment 12) and John Peterson, Anheuser-Busch Companies. (Attachment 13) A memo was also distributed from the Kansas Department of Revenue giving the fiscal impact of this bill. (Attachment 14)

Following questions from the committee, the Chair closed hearings on **HB 2317**.

Chairman Hayzlett adjourned the meeting at 3:45 p.m. The next meeting of the House Transportation Committee will be Monday, February 22, 1999.

# HOUSE TRANSPORTATION COMMITTEE GUEST LIST

DATE: February 18, 1999

NAME	REPRESENTING
KEVIN QUINLAN	NATIONAL TRANSPORTATION SAFETY BOARD
MIKE WILKERSON	KDOT
Matt Bush	teens
Katie Korphage	teen agers
Jenna Keesling	teens
Kes Bako	Economic Lifelines
Charles Taylor	National Driver Training midwest
Tom WHITAKER	KS MOTOR CARRIERS ASSN
Shelley Reese	Farm Bureau Mutual Ins Co
Robert W. Stoltz	Farm Bureau Mutual Ins Co, Inc
Gileen King	Riley Co. Treasurer
Andrew Zerman	Teen advocate / AAA
LEANN HUSTON	AAA
Cindy Niedereel	Mom - teen advocate - taxpayer
Rick Scheibe	KDOR Vehicles
Alan Anderson	KDOR Vehicles
Nancy Balsta	KDOT Vehicles
John Tracy Darran	KS Automobile Dealers Assn.
Debra M. [Signature]	KADA

JANICE L. PAULS  
REPRESENTATIVE, DISTRICT 102

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TOPEKA, KANSAS 66612-1504  
(913) 296-7657

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(316) 663-8961



TOPEKA

HOUSE OF  
REPRESENTATIVES

Testimony before the House Transportation Committee  
February 18, 1999

Testimony on HB 2317

COMMITTEE ASSIGNMENTS  
RANKING MINORITY MEMBER:  
BUSINESS, COMMERCE AND LABOR  
JOINT SENATE & HOUSE COMMITTEE  
ON ADMINISTRATIVE RULES AND  
REGULATIONS  
MEMBER:  
JUDICIARY  
TRANSPORTATION  
WORKERS COMPENSATION FUND  
OVERSIGHT COMMITTEE

The bill before you today was created by an informal subcommittee of five or so of us who are interested in this issue.

The bill adds the following requirements for a restricted license:

(1) A signed affidavit by the parent or guardian stating that the fifteen year old has completed 50 hours of adult supervised driving with at least 10 hours at night. The adult must hold a valid driver's license. If the 50 hours were not actually completed (a false affidavit) that evidence is not admissible in any action regarding comparative negligence or mitigation of damages, and

(2) The restrictive licensee cannot drive a motor vehicle unless a decal is on the license plate indicating that the driver is an age-restricted driver. (A violation of this will be a moving violation.)

(3) If any licensee under 16 receives two moving traffic violations that licensee will not receive an unrestricted driver's license until age 17.

The bill also addresses the problem of alcohol and drugs by requiring that:

(1) If a person under 21 years of age fails a breath test or has an alcohol or drug-related conviction in this state, the division of motor vehicles:

(a) suspends that person's driving privileges for one year or  
(b) if the person is on diversion, the person's driving privileges are suspended for the period of the diversion agreement.

(2) If a person under 21 years of age submits to a breath or blood test and produces a test result of .02 or greater, but less than .08, the person's driving privileges:

(a) are suspended for one year, or  
(b) if the person is placed in diversion for the period of the diversion.

We would urge your support of this bill. We did not include raising the age of unrestricted drivers in this bill.

I'll be happy to stand for questions.

House Transportation Committee  
February 17, 1999  
Attachment 1



**National  
Transportation  
Safety Board**

**Safety Information**

Washington, D.C. 20594

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**TESTIMONY OF**

**KEVIN QUINLAN**

**CHIEF, SAFETY RECOMMENDATIONS**

**NATIONAL TRANSPORTATION SAFETY BOARD**

**BEFORE THE**

**COMMITTEE ON TRANSPORTATION**

**KANSAS LEGISLATURE**

**ON**

**H.B. 2317 – GRADUATED DRIVER LICENSING**

**FEBRUARY 18, 1999**

House Transportation Committee  
February 17, 1999  
Attachment 2

Good afternoon Chairman Hayzlett and members of the Committee. I am delighted to be here today to address the problem of young drivers in traffic crashes and our recommendations for reducing these crashes. Graduated driver licensing is an important step that will reduce needless deaths and injuries on Kansas highways and help thousands of young new drivers in Kansas to adjust to their new driving responsibilities.

The National Transportation Safety Board is an independent Federal agency charged by Congress to investigate transportation accidents, determine their probable cause and make recommendations to prevent their recurrence. We are best known for our aviation investigations such as that of the crash of TWA Flight 800. But, we investigate accidents in all modes of transportation, such as the 1997 Union Pacific railroad crash in Delia, Kansas. The Safety Board also conducts special studies on transportation safety problems of national significance.

The recommendations that arise from our investigations and safety studies are our most important product. The Safety Board has neither regulatory authority nor grant funds. In our 30 year history, more than 80 percent of our recommendations have been adopted by organizations and government bodies in a position to effect improvements in transportation safety.

Crash rates for 16-year-olds are a cause for alarm. The 16-year-old driver crash rate is 1.5 times that of drivers age 17, 3 times that of drivers ages 18 and 19, and 4.3 times that of drivers ages 20 through 24. It seems clear that this rite of passage does not allow some teenagers to pass through to adulthood. Crash rates for 14 and 15-olds may be similar, but few States license at age 14. This limits any national evaluation crash rates for such young drivers.

Given the appalling number of deaths, injuries and crashes, what more can we do to reduce the toll? After reviewing underage drinking and licensing for young drivers, in 1993, the National Transportation Safety Board recommended that Kansas and the other States take several actions, including implementation of a comprehensive provisional license system for young novice drivers, known as a graduated driver's licensing system. Research indicates that because driving patterns are formed early, young problem drivers need to be identified more quickly than for adult drivers and driver improvement actions for youthful

offenders should be acted upon rapidly. Thus, the Safety Board called on all States to improve their driver's licensing by enacting laws to provide for graduated licensing.

Kansas has made improvements in highway safety, resulting in a decrease in highway fatalities in 1997. Yet fatality rates among the general population in Kansas are greater than the national average. In 1997, 101 persons were killed in highway crashes involving young drivers between the ages of 15-20. That was more 20 percent of the 481 total highway deaths that occurred in Kansas that year. While only 7.2 percent of the population in Kansas are teenagers, they were involved in 13.1 percent of all crashes in the State.

These statistics demonstrate that the Kansas safety problem still needs your attention. In particular, the Safety Board is concerned about crashes involving our youngest drivers. For a 10-year period, the number of young persons (age 15-20) had been declining. However, in 1994 that trend started to reverse. It is projected that over the next 10 years, our youth population will increase by as much as 22 percent. The logical consequence of this demographic change is simple: more population, more drivers, more exposure, and regrettably, potentially more crashes and fatalities. It seems clear that this rite of passage of getting a driver's license does not allow some teenagers to pass through to adulthood.

Unfortunately, we all too often hear reports of car crashes involving young people who have only recently obtained their license to drive. No year passes without these tragedies occurring.

There are certain characteristics of fatal crashes involving young novice drivers. The drivers and passengers frequently are not belted, the cars are loaded with the drivers' peers, and often there is a deadly combination of inexperience and immaturity. When night driving and alcohol are added to the equation, crash risk increases dramatically. Yet, these crashes are preventable and there are legislative measures that are successful in reducing both crashes and fatalities.

I'm sure you have heard the grim statistics, but let me recount just a few that illustrate the need to act. Nationally,

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- In 1997, there were about 8,900 fatalities nationwide involving 7,900 15- to 20-year-old drivers.
  - Young drivers age 15-20 years comprise about 6.7 percent of all drivers nationwide, but about 14 percent of highway fatalities.
  - About 20 percent of their driving is done at night, but about 50 percent of their fatalities occur during the hours of darkness.
  - Traffic crashes account for 40 percent of all deaths among 15-20 year-olds the leading cause of death for this age group.
  - Beginning drivers have a very high crash risk. Male drivers in this age group have 6 times the fatality risk of older drivers. Nationally, in 1997, the fatality rate for teenage drivers (age 15-20) is four times as high as the rate for drivers 25 to 65 years old.

A number of studies by the National Highway Traffic Safety Administration (NHTSA), the Insurance Institute for Highway Safety, the States and others put the problem in context nationwide. These studies have shown that 16-year-olds are more likely to be involved in single vehicle crashes, be responsible for the crash, be cited for speeding, and have more passengers than older drivers. Such crashes are most likely to occur from 10 p.m. to midnight on Friday and Saturday nights.

Further, the studies indicated that the presence of passengers, especially other teenagers, may be an important factor in the high crash rate. Two-thirds of the deaths of teenagers as passengers in cars occur in vehicles driven by teenage drivers. More teenagers die in vehicles driven by 16-year-olds than in vehicles driven by 17-, 18-, or 19-year-olds.

The United States has the youngest age of licensure of any industrialized nation; most other nations don't license drivers until age 17 or 18, have substantially more rigorous education requirements, and more expensive mandatory insurance. In the United States, only New Jersey licenses at age 17.

Beginning drivers should be introduced gradually to the driving experience. They should be provided the maximum time to practice, under the safest possible real-world conditions. They should be given the opportunity to gradually develop the skills needed for full licensure. For our young drivers to have the chance to



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develop, we need to create a support system for them that involves parents and guardians in the process, and quickly identifies young problem drivers before bad habits and behaviors become ingrained, and then take action to correct those problems. This system needs to be combined with a nighttime driving restriction during the driver's first year so that adults can provide the experience necessary to drive safely at night. It allows the young driver to gain experience and expertise while also providing a safety net. You could describe graduated licensing as "training wheels for young drivers." This analogy makes good sense, we don't proceed from walking to riding a bicycle in one step. We need training wheels to make the driver licensing process safer.

Beyond that, we need to more rapidly identify young problem drivers before bad habits and behaviors become ingrained. We need to take driver improvement action more quickly and more effectively than with older drivers. In that way, we can prevent crashes over the long run.

Our current system doesn't teach young people how to drive, it teaches them to pass a test. Learning to drive is a long-term process, one that can't be dealt with effectively through the traditional driver education program. Once the mechanics are learned, additional training must be "on the job," without unnecessary distractions, and with the assistance of a more mature and experienced driver. As their skills and maturity develop, new drivers can then proceed to full licensure.

A graduated license system for teenage novice drivers accomplishes this. It combines restrictions so that their initial driving takes place in less dangerous circumstances (daytime and with adult supervision at night) until the driver has had an opportunity to gain experience. A truly successful program must incorporate a nighttime driving restriction. Nighttime driving practice with adult supervision results in better drivers, and fewer nighttime crashes. Restrictions would gradually be lifted after successful completion of the learning period.

The experience of other countries and States has proven the effectiveness of this system. The Safety Board reviewed reports from overseas involving New Zealand and in the United States from the states of California, Maryland, Oregon and Florida – all of whom have implemented portions of a graduated licensing system. A 1988 California Department of Motor Vehicles study reported that

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California's 1983 graduated licensing law reduced the rate of crashes among 15- to 17-year-old drivers by 5.3 percent. In 1997, California strengthened its law by adding a nighttime driving restriction and passenger limits. Similarly, in Maryland, a limited graduated licensing system, implemented in 1979, led to a 5 percent reduction in crashes, according to a 1983 evaluation. Maryland further strengthened its law in 1998. New Zealand achieved an 8 percent crash reduction among drivers from age 15 through 19 according to a 1992 evaluation. A 1991 study of the Oregon graduated license program reported a 16 percent crash reduction among 16 and 17 year old male drivers.

Florida enacted a strong graduated licensing system in 1996. In a 1999 study released by the Insurance Institute for Highway Safety, a 9 percent reduction in the fatal and injury crash rate among 15, 16, and 17 year-olds in Florida occurred during 1997, the first full year of graduated licensing, compared with 1995.

A 1984 study of nighttime driving restrictions in four States found among 16-year-old drivers that crashes were reduced by 69 percent in Pennsylvania, 62 percent in New York, 40 percent in Maryland, and 25 percent in Louisiana. Because many of these crashes occur in the evening hours, the earlier in the night that the restriction starts, the greater the crash reduction that is achieved. Many States include conditions or exemptions related to work or school, and may limit routes or number of passengers as well.

The National Highway Traffic Safety Administration has developed a three-stage model for graduated licensing for young novice drivers consisting of a learner's permit, an intermediate or provisional license, and a full license. Each stage includes mandatory safety belt use, zero alcohol tolerance, and a permit with a distinctive appearance until age 21. This program also promotes driver education, parent participation, restricted night driving, and rapid corrective action following at fault crashes and violations. The model also suggests using a vision and knowledge test for the learner's permit; a knowledge and skills test for the provisional license; and a minimum holding period for each permit. Completion of the first two stages as well as at-fault crash and violation free driving is rewarded by full licensure. Twenty-six states have enacted at least some of the core provisions of graduated licensing.

Many parents and even young drivers support the restriction when they understand the justification for it. A November 1994 survey by Alan Williams of the Insurance Institute for Highway Safety found that 74 percent of parents of 17-year-olds favor night driving restrictions for beginning drivers. Of those in favor, 48 percent preferred a restriction beginning at 10 p.m. A telephone survey of 16- to 18-year-olds in 4 States with such restrictions indicated that 63 percent of the teens in Illinois, 67 percent in New York, 80 percent in Pennsylvania and 47 percent in Indiana, were in favor of some kind of night driving restrictions for beginning teenage drivers.

In conclusion, highway crashes involving young drivers will remain a serious and persistent problem unless concrete and comprehensive steps are taken. Our young people are this Nation's most valuable resource, one that must be nurtured and protected. Too many of them are being killed and injured unnecessarily.

Mr. Chairman, it is time for Kansas to enact a comprehensive graduated driver's license system. The legislation before you starts this process by requiring 50 hours of supervised driving experience and adopting more prompt remedial actions. However, the bill does not include mandatory minimum holding periods for the learner's and restricted permits or a nighttime driving restriction.

The Safety Board believes an effective combination of tough, fair laws; vigorous enforcement; and intensive, targeted educational campaigns is needed. We are so convinced of their life saving benefit that we have included our graduated licensing recommendations on our "Most Wanted" recommendations list. We strongly believe that graduated licensing is one of the most effective actions that the Kansas Legislature can take to save both young lives and the lives of others involved in crashes with young drivers.

Thank you again for inviting me to testify about this important initiative. I would be happy to answer any questions you may have.

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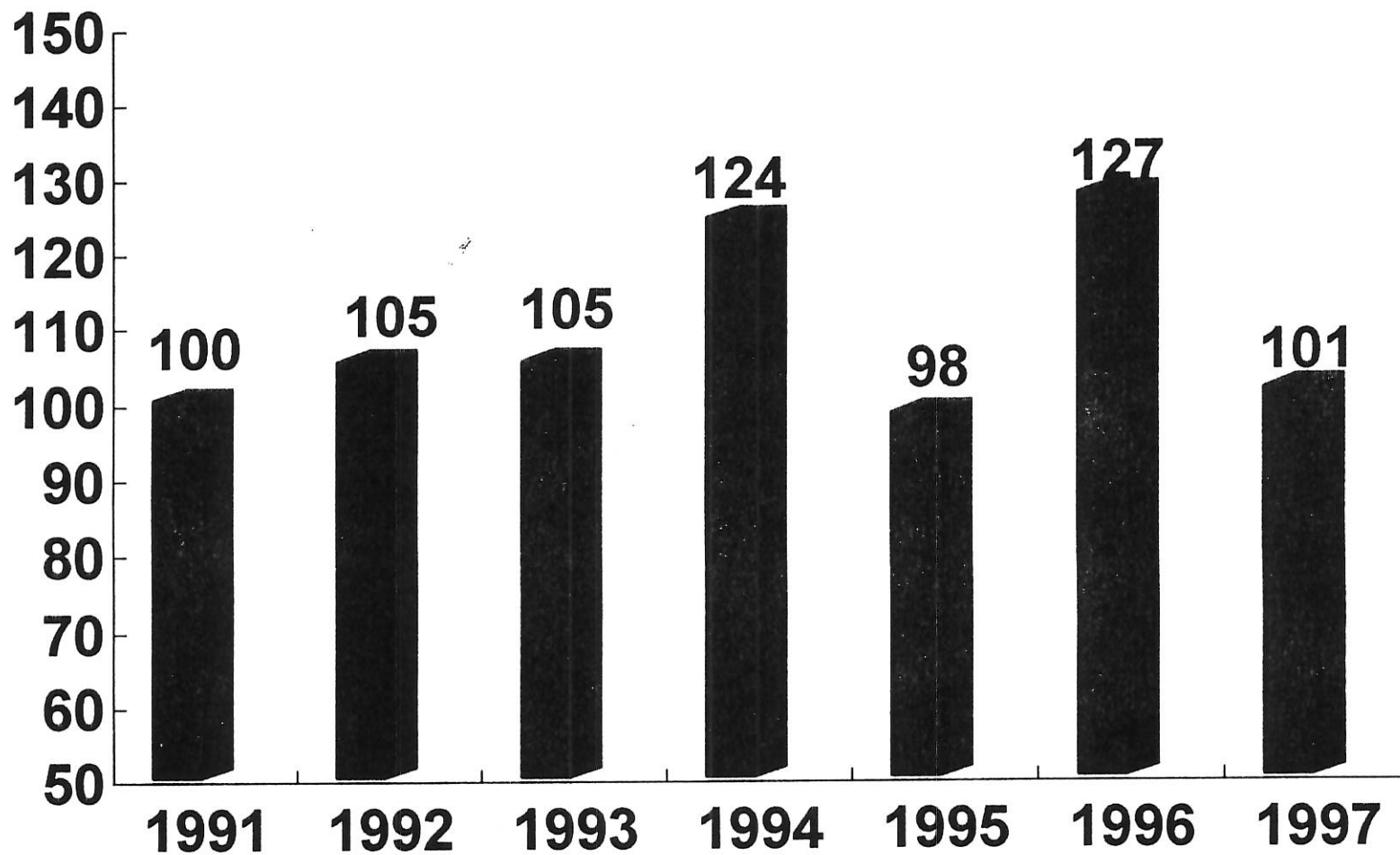
# GRADUATED LICENSING



# National Transportation Safety Board

## FATALITIES INVOLVING DRIVERS AGE 15-20

### IN KANSAS 1991-1997

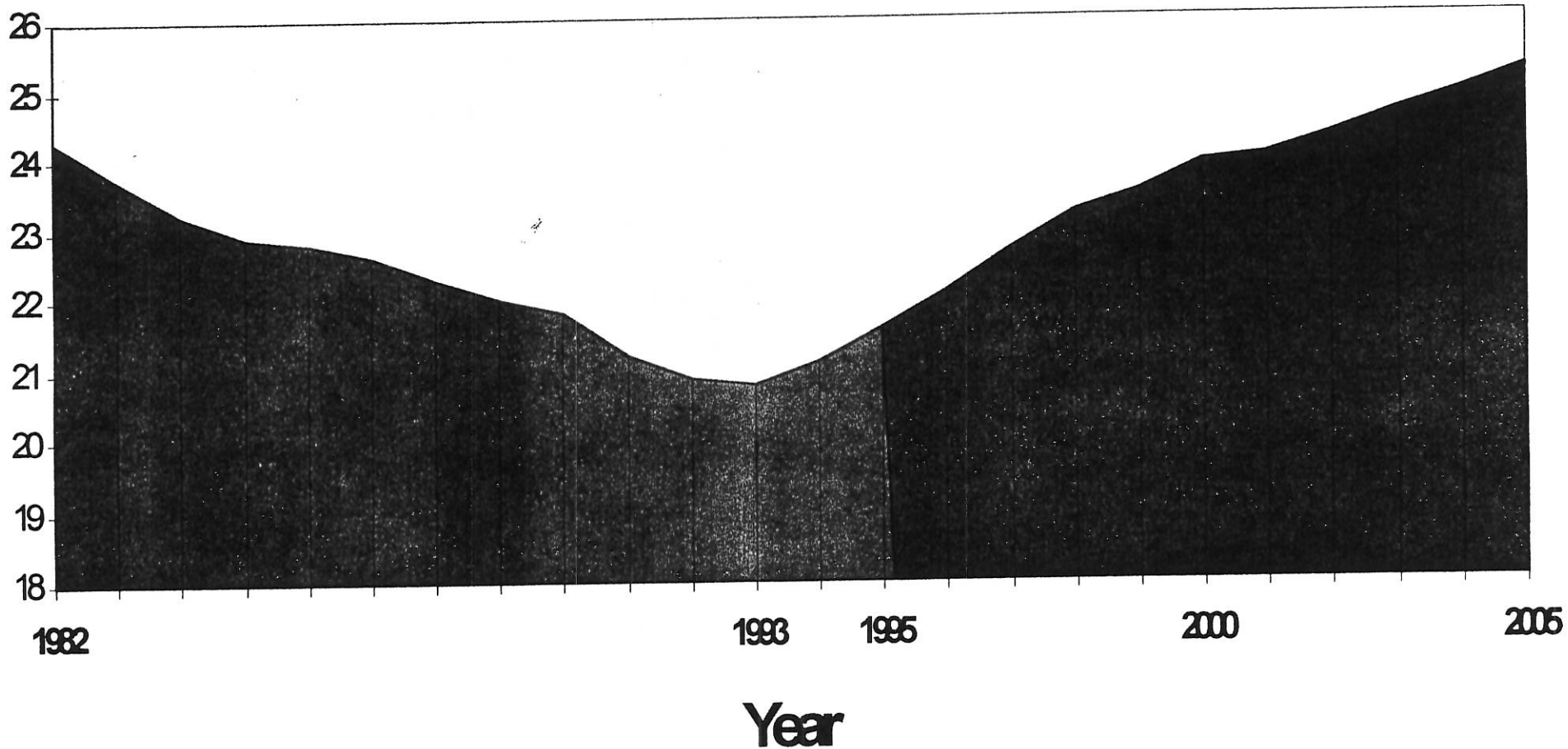


# National Transportation Safety Board

## YOUTH POPULATION AGED 15-20 PROJECTED TO 2005

2-10

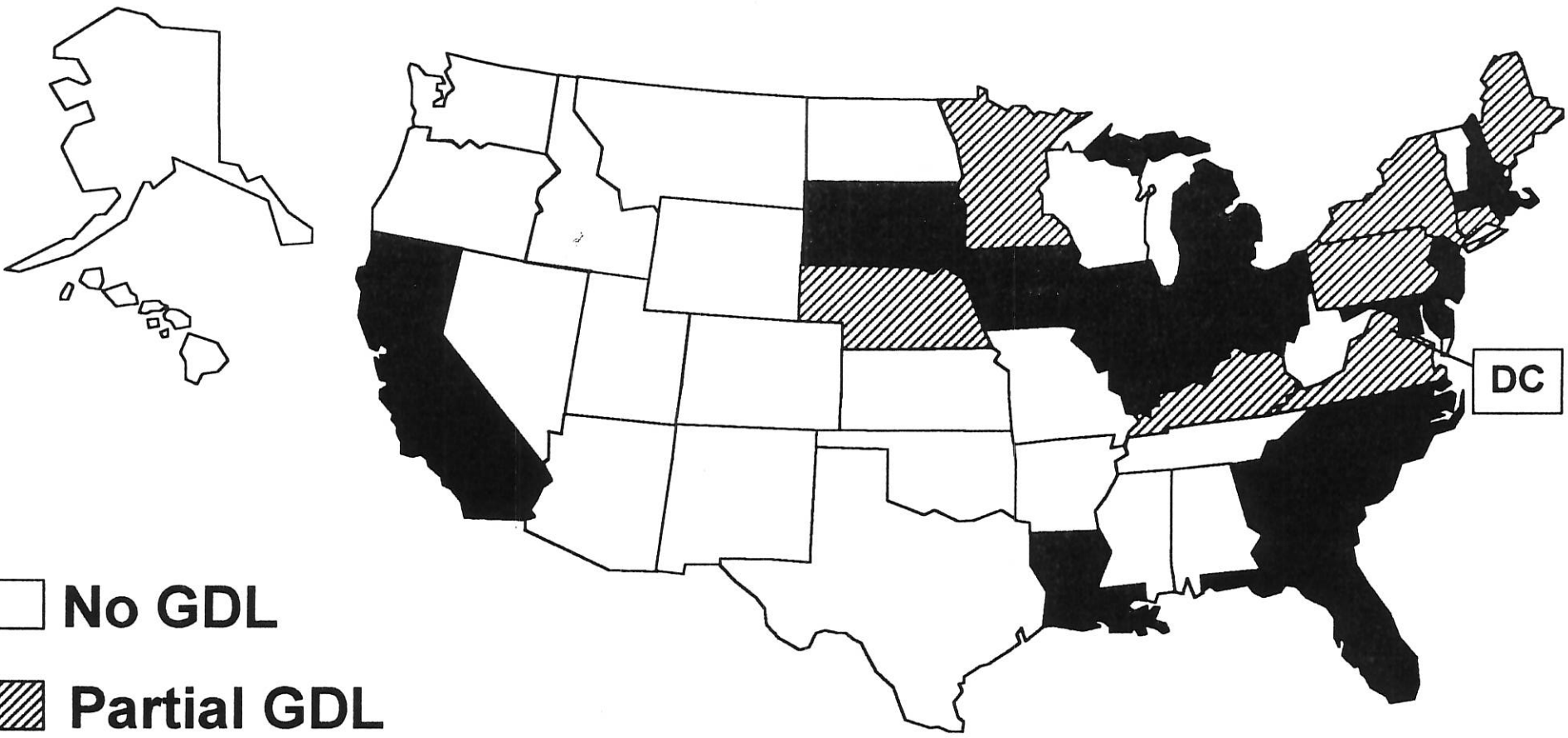
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# National Transportation Safety Board

## States with Graduated License Laws for Youth-1998



-  No GDL
-  Partial GDL
-  GDL System

DC





**House Transportation Committee**  
**In Support of HB 2317**  
**February 18, 1999**

**John Federico**  
**On Behalf of: AAA**

Good morning Mr. Chairman, Mr. Vice Chairman and members of the Committee. Thank you for the opportunity to comment on House Bill 2317. This legislation will provide our teens with additional experience necessary to make them better and safer drivers. My name is Lesley Huston, Director of Public Affairs for AAA Kansas. I am here representing AAA, which has more than 180,000 members in Kansas.

If someone were to ask you what the leading cause of death was for teenagers, what would you say? Truth be known, car crashes are by far the leading cause of death among teenagers.

Statistics overwhelmingly support the need to change our novice driver licensing:

- In 1997 - 22,580 Kansas teen drivers were in car crashes. That is one in every seven drivers in their age group. This is twice the rate of other age groups.
- Teen drivers ages 15 - 19 represent only 8 1/2 percent of drivers, but account for 28 percent of crashes in Kansas and 18 percent of all fatal accidents.

The public also supports such changes. In an AAA poll, it was discovered that three out of four adults felt that vehicle use should be limited for drivers between ages 15 and 19 until they gain additional experience behind the wheel. 81 percent of adults felt that teen drivers do not drive as safely as other drivers.

There are several reasons for the disproportionate number of teen crashes and fatalities:

- Teenagers either lack the skills and knowledge to drive safely, or are less likely to use what they do have.
- Teenagers are less likely to use seatbelts and more likely to be driving an older car without airbags.

- Teenagers often go places in-groups rather than alone. This means they probably have several occupants in the vehicle with them. A tragic statistic bears this out: two-thirds of the teenage passengers killed on the roads died in a vehicle driven by another teen.
- Teenagers are often risk takers. They are more likely to speed, follow too closely and weave through traffic.

This crisis will get much worse if we don't make changes now. The teen population is expected to increase by 25 percent in the next decade.

This type of novice-driver program works. Kentucky implemented a similar program in 1995. Since that time, they have seen an 88 percent reduction in fatalities among 16-year-old drivers.

To date, 26 other states have implemented similar programs, 19 of those have a minimum age requirement of 17 to receive a full license. Legislative efforts are underway in the remaining states.

We have taken measures to ensure such a program will not have an impact on the agriculture community nor any state agency.

While this legislation may cause some minor inconveniences for some, it will save the lives of numerous teenagers and the lives of non-teenagers killed by teen drivers. Too many teens are injured, or worse yet killed, by a problem that is easily fixed.

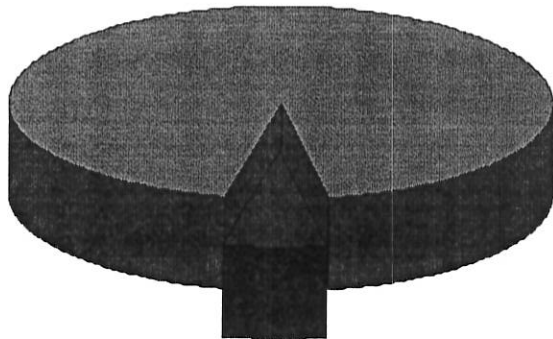
AAA believes this additional training will put better and safer drivers on the roads. In the long run, this will decrease the number of accidents involving not only teen drivers, but drivers overall. Driving is not a right; it is a privilege that requires skill and responsibility. We want to make certain that those skills and responsibilities are learned before a 15-year-old is given a license to drive.

# KANSAS CRASH STATISTICS AND TEEN LICENSE FACTS

- Motor vehicle crashes are the leading cause of death among teenagers.
- In 1997 teen drivers were involved in 28 percent of all Kansas accidents and 18% of all fatal accidents, despite only holding 8.5% of the drivers license in Kansas.
- In 1997, 16-year-old Kansas' drivers were involved in more fatal accidents and more injury accidents involving more injuries and fatalities than any other age group.
- In 1997, 66 percent of teen fatal crashes were in rural areas of Kansas.
- 28 percent of all Kansas accidents from 1990-1997 involved a driver 14-19 years old, 789 people were killed as the result.
- Kentucky implemented a similar teen license program in 1995. Since that time, the vehicle fatality rate for 16-year old drivers has dropped by 88 percent.
- Currently, 26 states have implemented similar legislation and legislative efforts are underway in the remaining states.
- In the next 15 years, the teen population is expected to increase by 25 percent.
- Since 1973, traffic on our roads and highways has increased by 85 percent, but the amount of roads and highways has increased by only three percent. This has created more potential for teen crashes.

# Kansas 1997

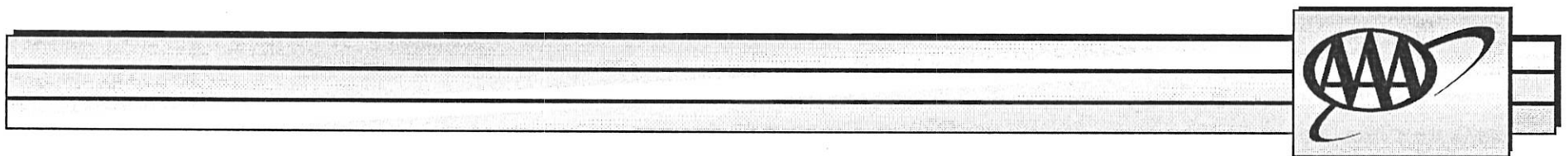
## Young Drivers/Fatal Crashes



**8.5% of drivers**

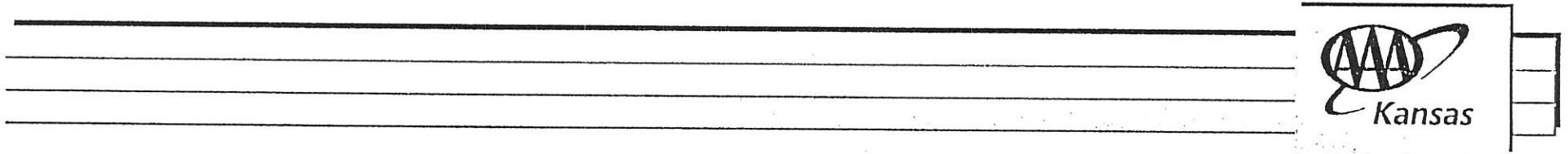
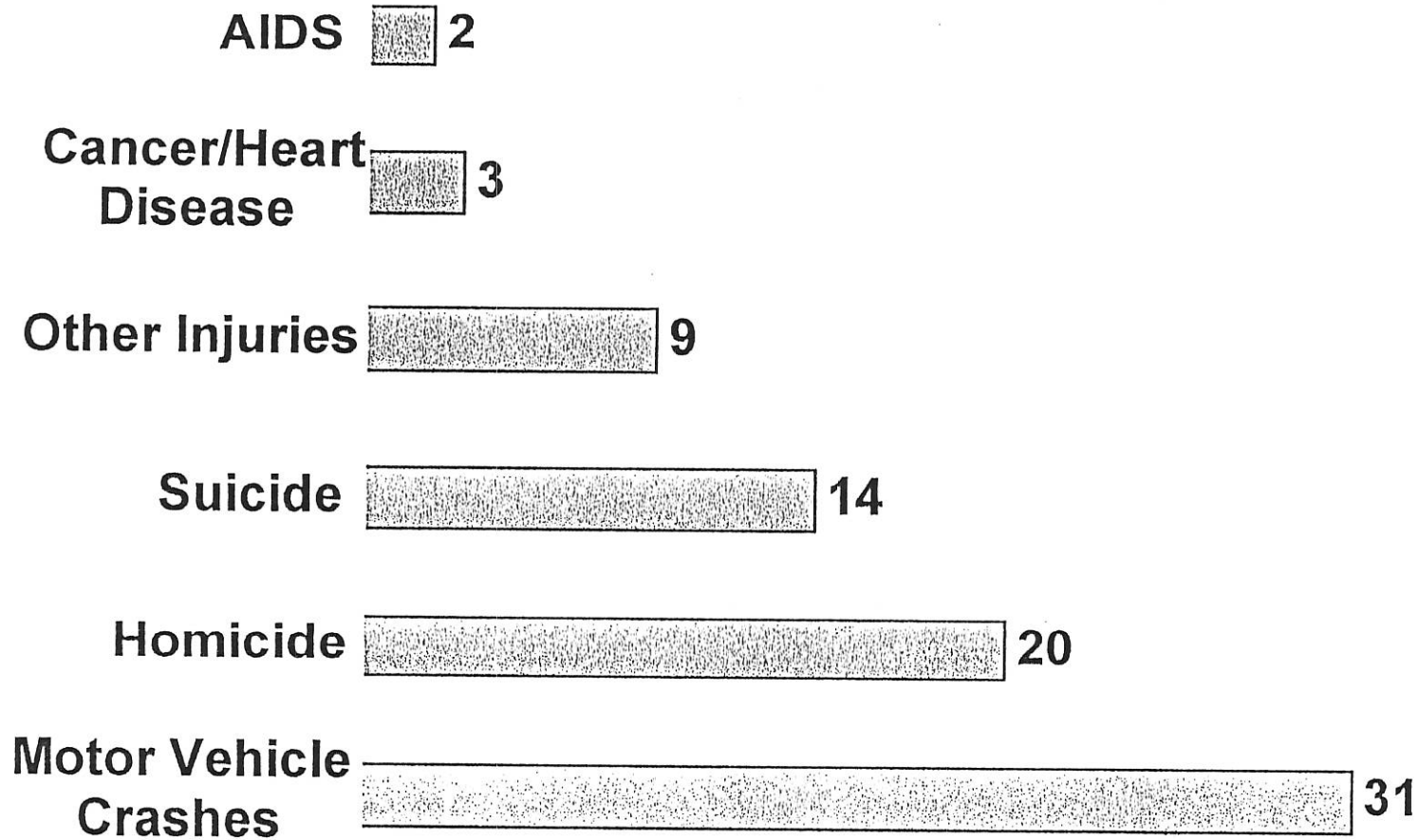


**18% of fatal crashes**

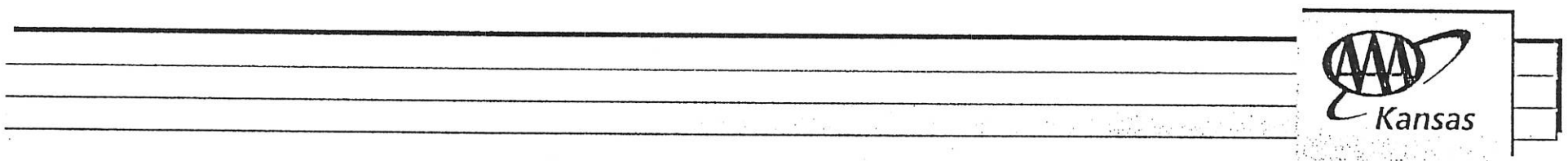
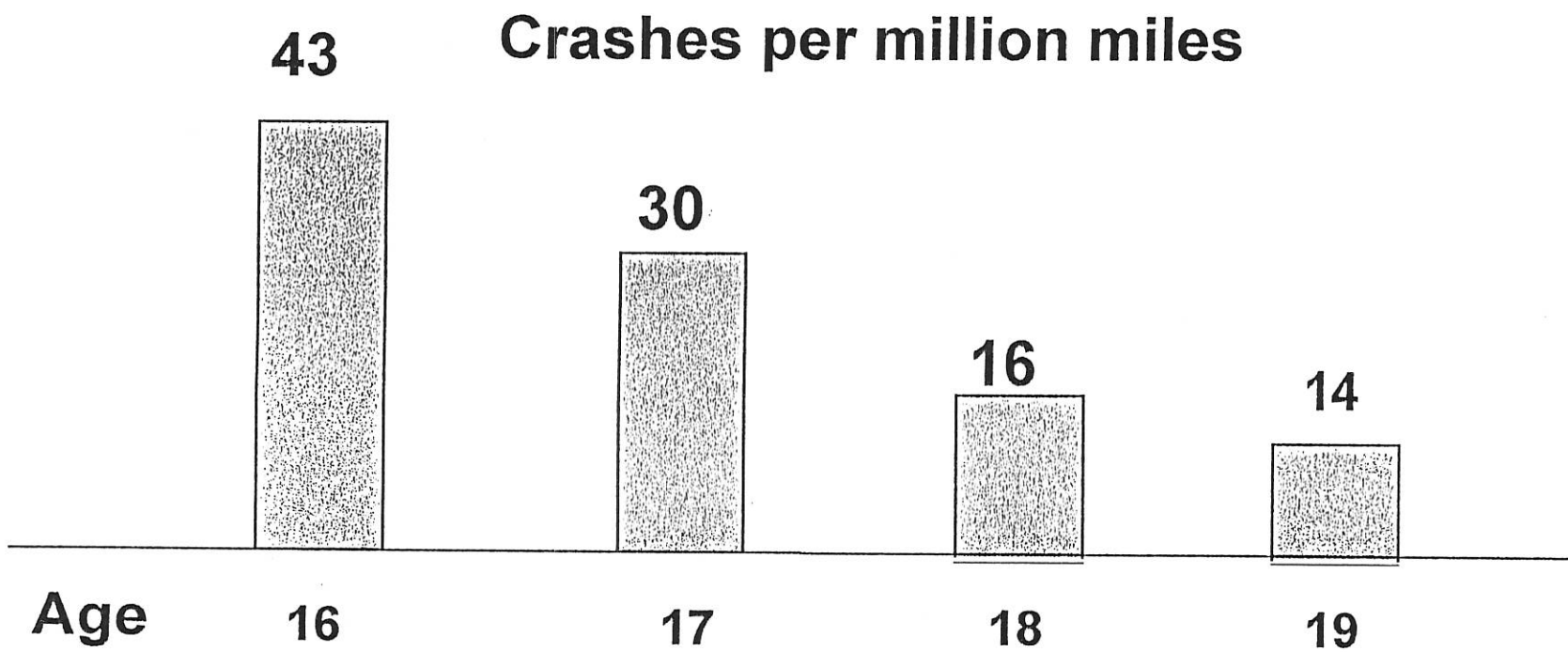


# Youthful Deaths (ages 15-20)

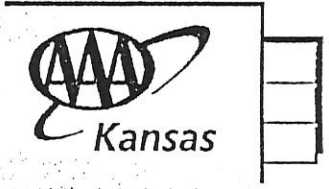
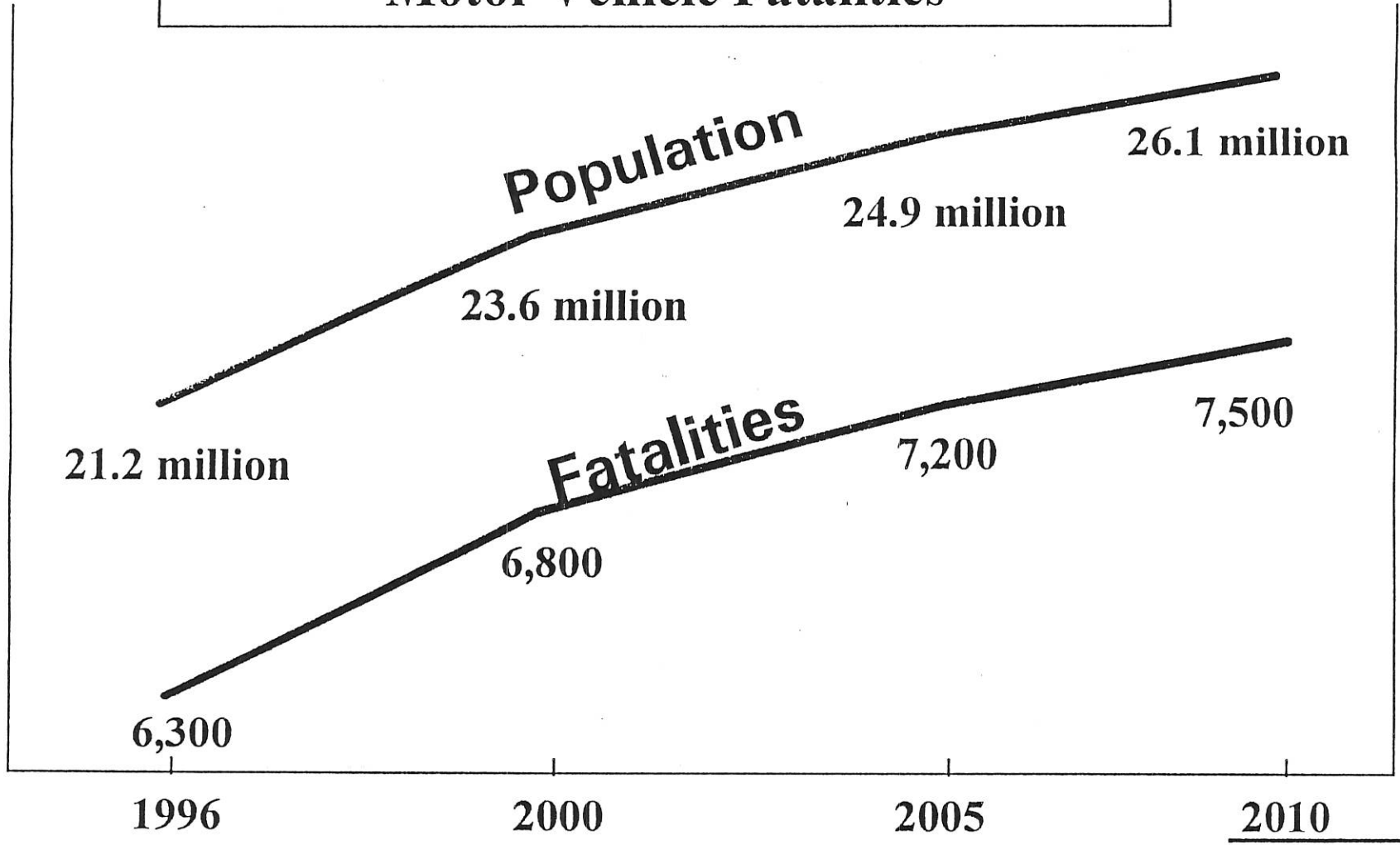
(percent)



# Young Drivers = High Risk



# Projected 15-20 Year Old Population and Motor Vehicle Fatalities





## **Letters in Support of HB 2317**

**February 18, 1999**

**Kansas Association of Chiefs of Police**

**Kansas National Education Association**

**Miller Brewing Company**

**Barbara Pringle**

**Anheuser Busch Company.**

House Transportation Committee

February 18, 1999

815 SW Topeka Blvd Second Floor Topeka, KS 66612-1608

Attachment 4





**OFFICERS**

ALVAN JOHNSON  
President  
Riley Co. Police Dept.

BOB RODRIGUEZ  
Vice President  
Emporia Police Dept.

DICK HEITSCHMIDT  
Sergeant-At-Arms  
Hutchinson Police Dept.

JOHN WARREN  
Treasurer  
Junction City Police Dept.

DOYLE KING  
Executive Director  
P.O. Box 780603  
Wichita, KS 67278-0603

RONALD JACKSON  
S.A.C.O.P. Representative  
Newton Police Dept.

KEN SISSOM  
Recording Secretary  
Merriam Police Dept.

REX TAYLOR  
Immediate Past President  
Iola Police Dept.

**REGIONAL  
REPRESENTATIVES**

GUS RAMIREZ  
Region I  
Johnson Co. Comm. College

SAM BUDREAU  
Region II  
Chanute Police Dept.

JAMES HILL  
Region III  
Salina Police Dept.

RICHARD GRANGER  
Region IV  
Wellington Police Dept.

LYNN MENAGH  
Region V  
Norton Police Dept.

TIMOTHY DRISCOLL  
Region VI  
St. John Police Dept.

February 17, 1999

Representative Gary Hayzlett and members of the House Transportation Committee:

I am Chief Tom Hayselden, Shawnee, Kansas and Legislative Chairman of the Kansas Association of Chiefs of Police.

I am writing to you in support of HB 2317. This bill requires that 15 year old drivers receive 50 hours of behind-the-wheel driver training, including 10 hours at night, before receiving their restricted license. The Kansas Association of Chiefs of Police believe, and statistics indicate, that with more experience and training, teenage drivers will be involved in fewer accidents. Currently, motor vehicle crashes are the leading cause of death among teenagers.

In my 35 years as a law enforcement officer, I have seen many examples of teenage drivers making careless mistakes, which too often result in serious accidents. With more training in the basic fundamentals of driving, teenagers will become better and more responsible drivers. This, in the long run, will decrease the number of unnecessary teenage driving accidents and will result in better drivers on our roads and highways.

The K.A.C.P. urges you to support HB 2317.

Thank you.

A handwritten signature in black ink, appearing to read "T. Hayselden".

Chief Thomas K. Hayselden  
Legislative Chairman



KANSAS NATIONAL EDUCATION ASSOCIATION / 715 W. 10TH STREET / TOPEKA, KANSAS 66612-1686

## Memorandum

DATE: **February 15, 1999**  
TO: **Mr. John Federico**  
FROM: **Craig Grant**  
RE: **AAA Proposal**

**Thank you and AAA for continuing your efforts for greater preparation of young people before they qualify for a driving license. I cannot imagine anyone who looks logically at your proposal who would oppose having adult supervised driving in order to prepare students for the time they will be driving on their own.**

**Although Kansas NEA does not have a resolution speaking specifically to dates and rules in order to obtain driving licenses, our members certainly support measures to improve the safety of our roads and highways.**

**Good luck in your continued efforts.**



## Statement of Support for House Bill # 2317

February 18, 1999

Miller Brewing Company supports the concept of graduated driver's licenses and urges passage of House Bill 2317.

Young drivers are over-represented in traffic crashes and deaths. Although they comprise only 7% of the licensed drivers, they are involved in more than 14% of all fatal crashes. Graduated driver's licenses are supported by the American Automobile Association, the National Transportation Safety Board and many others, including Miller Brewing Company, because they have been proven to reduce crash rates among young people.

Miller Brewing Company has long supported increased highway safety, and we have been particularly involved in efforts to combat drunk driving. We combat drunk driving through national advertising campaigns, through training programs for wait staff and bartenders, and through local community efforts. And, thanks to industry efforts such as these, efforts by local community organizations, and leadership by the law enforcement community, alcohol-related traffic fatalities among 16 to 20 years olds have declined by 32% over the past ten years.

But we must all do more to address the full range of factors that contribute to fatalities among young people. Part of doing more is supporting programs that have been demonstrated to work, such as graduated licenses. We are proud to support the efforts of the American Automobile Association and the National Transportation Safety Board to enact this law in Kansas.

We urge you to vote for H.B. 2317 and to support efforts that have been proven to make our highways and our families safer.

Kansas House  
House Transportation Committee  
Kansas Capitol Building  
Topeka, Kansas 66612

February 17, 1999

Kansas House Transportation Committee

I would like to express my support for House Bill # 2317, the proposed changes in the Kansas Driver's License requirements.

House Bill # 2317 would require 15 year olds to receive 50 hours of behind the wheel training before receiving a restricted license.

Motor vehicle crashes are the leading cause of deaths among teenagers. I believe this proposed legislation will save lives of our teenagers but also others who may be involved in a crash with them.

Lyon county has had several deaths and severe injuries of young people recently due to lack of good judgment by inexperienced young drivers. Perhaps this could have been avoided.

As a safety professional I have been involved in traffic safety for over 25 years. I teach Defensive Driving courses and train school bus drivers. I have been a member of several traffic safety task forces and national committees on traffic safety.

During these years I have had an opportunity to observe many young drivers who do not think of the consequences that could result from careless driving. It takes more than skill and ability to operate a motor vehicle responsibly.

Being the mother of two sons I have seen first hand that good judgment is a key factor to driving safely.

I believe this added training requirement for a restricted license would help young people be more aware of the consequences of their actions while driving a motor vehicle.

I support HB # 2317 and ask you to give support to this needed legislation also.

As a parent and safety professional I urge you to vote for HB # 2317 for the safety of the people of Kansas and especially our young people.

Thank you for your consideration in this matter.

Sincerely,

*Barbara Pringle*

Barbara Pringle  
1380 Road 160  
Emporia, KS 66801  
316-342-4009  
Wrk 316-341-2218



# PUBLIC POLICY STATEMENT

## HOUSE COMMITTEE ON TRANSPORTATION

**Re: HB 2317 – Strengthening requirements for obtaining a restricted driver's license.**

**February 18, 1999  
Topeka, Kansas**

**Prepared by:  
Leslie J. Kaufman, Assistant Director  
Public Affairs Division**

Chairman Hayzlett and members of the Committee, thank you for the opportunity to appear today and present Farm Bureau's position on HB 2317. I am Leslie Kaufman, the Assistant Director of Public Affairs for Kansas Farm Bureau.

During the 1998 Legislative Session, Farm Bureau committed publicly to study teen driving issues, dialogue with AAA-Kansas and directly inquire of our members as to their position on these important matters. We have done just that.

In July, representatives of AAA discussed their legislative proposal on teen driving with our Resolutions Committee. The KFB Resolutions Committee directs the policy development activities of the association. It is comprised of one member of each of the ten KFB districts across Kansas, the Vice President of Kansas Farm Bureau and the Vice Chair of Farm Bureau Women. Each member of the committee is an active agriculture producer.

The Resolutions Committee, in addition to discussions with AAA, sought direct member response on several teen driving issues. A Policy Development Questionnaire (PDQ) was sent to every voting member in the state. Approximately 44,000 surveys were distributed. The PDQ contained questions on appropriate driving age, adult supervised driving, alcohol/drug education as a pre-requisite to obtaining a license and strengthening penalties for violation of driving laws and restrictions.

The Resolutions Committee used the responses to the PDQ to draft tentative resolutions. These were distributed to all 105 counties and the Committee sought member in-put regarding the proposed language. Those comments were used when compiling the resolutions that were presented to the voting delegates at our 80th Annual Meeting in Wichita this past November.

During the Annual Meeting members are encourage to discuss or raise concerns with proposed language at an open discussion session. During the business session of our Annual Meeting, each resolution is considered individually. Voting delegates have the opportunity to discuss and amend each policy. Each resolution is approved, word for word, by a majority vote of the delegate body.

The Farm Bureau process is founded on grass-roots, member in-put. This process is at the heart of our association's strength and longevity. On an issue as important as teen driving, we felt it was critical for this committee to know the length and depth Farm Bureau went to in formulating our 1999 Policy.

HB 2317 proposes several changes to the current teen driver's licensing structure in Kansas. Like Farm Bureau policy, HB 2317 seeks to address teen driving issues while maintaining the currently age eligibility levels. Our policy strongly supports preserving the current licensing structure in regard to ages:

- ***The ability for 14-year-olds to qualify for a farm permit which allows them to drive to and from school and to, from and in conjunction with production agriculture activities, provided the youth actually lives or works on a farm must be preserved.***
- ***The qualifying age for an instructional permit should remain at 14.***
- ***Fifteen should be the age to qualify for a restricted license.***
- ***Sixteen year olds should be eligible for a non-restricted license.***

We support provisions in HB 2317, which strengthen penalties for moving traffic violations and suspension of driving privileges when one is convicted of an alcohol, or drug related offense. Farm Bureau policy encourages rigorous enforcement of DUI statutes and education, enforcement and rehabilitation actions that will reduce the

problems of drug and alcohol abuse in Kansas. All laws pertaining to teen driving and motor vehicle operation should be strictly enforced. We support increased penalties, including fines and license suspension for violation of such laws.

Our final comments on HB 2317 will focus on the provisions for adult-supervised driving. Farm Bureau supports parental/guardian involvement in the driver's education process. Our members adopted policy this past November supporting 40 hours of adult supervised driving as a requirement for receiving a non-restricted license.

As I have described earlier, there is much Farm Bureau supports in HB 2317. We would respectfully request this Committee amend the bill to place the adult supervised driving component as a requirement for obtaining a **non-restricted license**. Additionally, we would ask the Committee require a total of 40 hours of adult supervised driving.

Our members engaged in a deliberate, thoughtful and well-reasoned process when establishing Farm Bureau policy. We appreciate the opportunity to share our qualified support for HB 2713 and would again ask the Committee to amend the bill in the manner previously describe so that we may fully support this measure.

Thank you. I will be glad to answer questions at the appropriate time.

TO: **House Committee on Transportation**  
Representative Gary Hayzlett, Chairman

FROM: **Steve Polson**, 1405-C Lawrence Avenue, Lawrence  
Masters Degree Candidate, Washburn School of Social Work

DATE: February 18, 1999

SUBJECT: **Licensing Revisions for Teen Drivers**

Chairman Hayslett, Committee members, I appreciate the opportunity to appear here today. I have prepared my comments in writing and have made copies available.

Some background on my appearance here: I am a Masters Degree Candidate in Washburn's School of Social Work. In our course on Public Policy we are asked to advocate, in ways we choose, for or against pending issues. I chose to appear here as one of my advocacy activities. But before that, back in September, I chose as a term paper topic the Graduated Licensing program developed by the National Highway Traffic Safety Administration.

Early into the paper I was hooked by the problem-solving approach behind the Graduated Licensing model. The problem is that teenage drivers are crashing at a rate far exceeding other drivers. 16-year-olds have the highest rate, pointing to the importance of experience.

Graduated Licensing, and pieces of it like those you are considering in this Committee, makes sense to me. Graduated Licensing responds to inexperience by deferring higher risk driving and by requiring adult supervision. It cools exuberance by prohibiting teenage passengers. And it responds to acts of inexperience (violations) by delaying full privileges.

When I was sixteen I loved to go "cruising" in the family car, a big 1958 Dodge V-8. One balmy summer night I was out driving with a girl, Gay was her name. I was feeling great, like I could fly! Do you remember that feeling? We were driving through the Plaza in Kansas City. At 47<sup>th</sup> Street and the Southwest Trafficway the street is one-way

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northbound up a long steep hill. You may know the place. I floored it at the bottom and the feeling of power was exhilarating, like riding a rocket!

Well, the Police were running radar at the top of the Hill. They said I was doing 70 miles per hour when they flagged me over. (The posted limit is 35!) Maybe you can tell stories like this and wonder, like me, how you ever survived your youth.

Years later, when my daughter reached driving age, I hadn't heard about Graduated Licensing but I knew something about the risks. My wife and I were concerned about our children effectively learning to drive in traffic, in Kansas City, and with the distraction of a carload of friends. Talking with other parents, we ultimately adopted what seemed like a sensible driving rule that another family used: no teenage friends in the car for the first six months. So, you see, that piece of Graduated Licensing resonates with me.

Saving lives and injuries is a worthwhile goal but what about the cost? I am concerned about increased administrative expenses. However, I believe that elements of Graduated Licensing result in overall savings to taxpayers. Early results from Ontario's experience with newly enacted Graduated Licensing laws were published last spring. After four years, the estimated reduction in emergency room visits, hospital days, ambulance calls, police time, and property damage to vehicles has been valued at \$34 million (Driver Education, 1998).

Social work has a proud heritage of advocating for the powerless, recalling Jane Adams and the Settlement House movement in the early 1900s. As any parent knows, teenagers are anything but powerless in the family setting. However, they are not well represented in policy discussions largely because we legally classify them non-adults, children, until age 18. So, debate about Graduated Licensing issues is not just about safety but how well we take care of our children.

#### Conclusion

I support HB 2317 and HB 2006 and any legislation that includes parts of the Graduated Licensing model. As the Bill is revised and refined and becomes law, I hope safety provisions are strengthened and expanded so that we have more public policy in Kansas that helps us take care of our children.

Source: Driver Education newsletter, Vol. 8, No. 2, spring 1998.

February 18, 1999  
House Committee on Transportation  
Testimony on HB 2317  
Andrew Zerzan

Hello and good afternoon. I am Andrew Zerzan, a seventeen year-old and a student at Hayden High School here in Topeka.

I came here today to stress my support for the graduated licensing bill you have before you today. This bill is excellent because it cures the root of teenage-driving problem: inexperience. It is inexperience that causes most teen crashes. So by creating experienced drivers on the road, as House Bill 2317 does, we will then have less accidents and therefore less fatalities.

Thank you for allowing me to speak here today.

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I am Cindy Niederee, my husband David & I are native Kansans and the parents of 3 children. Ben, a 17 year old high school junior and licensed driver; Joe, a 15 year old high school freshman and licensed restricted driver; and Amy, a 12 year old 6th grader.

I am coming before you today to express our family view **against passage of** As you can tell by my introduction, our family is in the impact zone of this bill. **We oppose raising the driving age to 17.** We are not opposed to further drivers education requirements, however, we feel those can be implemented prior to age 16, and 16 remain the legal driving age in Kansas.

**NO NEED for CHANGE:**

Knowing the insurance industry is behind this bill, we take exception to acceptance of their statistics, out of hand. Are their studies based on Kansas statistics or a nation wide study? Where is the need for this age change? As a 16 year old of the 70's, can you please explain how our teenage driving statistics can be anything other than better, when compared to the recent past? There are at least four reasons I can give to support this.

1. reduced speed limits
2. safer cars (ie. air bags, anti lock brakes)
3. seat belt laws
4. fewer 16 year olds driving to have stats about (I was a baby boomer so there were twice as many of us).

If there is such a dramatic change simply because of age and not driver experience, then why don't we see a rate decrease on our premiums once our children reach 17? The insurance industry keeps those high rates through age 25!

Our insurance company, Allstate, does not advocate drivers education. They give no discount to drivers who have completed drivers education. They do give a discount for a good student, where you have to provide proof of GPA.

**We feel this is an attempt by the insurance industry to target a group that has no vote or lobby.** To be honest, if the roads are so unsafe, the discussion should be the other end of the age issue. We don't see discussion of capping the driving age, for example to 75, because those people vote and the AARP would be on your door. **This bill is unfair.** How does this not simply push back by one year all the negatives presented? Is a tragic accident less tragic at 17 than 16?

One of the proponents of this bill is also affiliated with a private drivers education program. The conflict of interest, by requiring drivers Ed for 16 year olds who NEED to be able to get to work is in plain view. Cost of drivers education at :

Derby High (summer school)-----\$115

Drive Right (private)-----\$280

Cyrs (private)-----\$368

It does nothing to address the lack of affordable drivers education programs available in Kansas. This leads to perhaps the biggest problem we have with this bill. Perhaps a tax credit for drivers Ed courses and requiring insurance companies to discount those teens who have completed drivers education?

### Legislation impacting our rights as a family

Receiving a drivers license at age 16 does not give access to driving. **Parents** give the keys, and car to their child. **We as parents know the maturity of our own children.** We know the level of responsibility and how they behave. This bill takes away the right to determine if 16 is the right age for our teen to drive, family and parental choice.

The goal in our family is to try to raise independent, thoughtful, and productive adults. We all wish we could keep them safe, and not let them grow up to face the harsh realities in life. They must have some independence to learn the life lessons that go with the responsibilities placed on them. **You cannot legislate maturity,** and keep them children forever.

Raising the driving age gives parents less time to monitor the driving of their young adult. We really do not want our son or daughter to go off to college having had one year or less of independent driving experience. We do not want them to lie about driving, and raising the driving age will create law breakers out of both parents and teens. We know of too many responsible, hard working teens, that already know the consequences of bad driving. They have had the lectures from Mom & Dad about what happens to the insurance rates and how they can hurt or be hurt if they don't take driving seriously. Please listen, and think of all the really good teens you know, this does impact them.

My name is Jenna Keesling. I am here today to express my feelings on the purposed driving bill(s). I am thirteen years old and a freshman at Derby High School. I am involved in debate and have maintained a 4.0 grade point average. This bill will obviously affect me as well as my family.

If the purposed bill goes into effect, I will not have the privilege that many others have had. I will not be able to drive independently until my second semester of college, when I turn eighteen. This will take away my rights to grow and mature into an adult before I am on my own. I am under the impression that the main reason this bill is on the table is because statistics show that teenagers are unsafe behind the wheel. The statistics are warped, meaning that they are only the percentage of teens involved in car accidents, not those that caused them. I feel that one of the many flaws with the bill is not requiring driver's education to get a license. Right now, driver's education is only required to get a restricted license at the age of fifteen. Any sixteen-year-old with out experience can go take the driving test, pass, and get a license. This is the only way inexperience plays a part in the fatal equation.

Part of the bill says that you will need a fifty-hour log, signed by your parents verifying that you have completed the required amount of driving time. I do not see how this can be enforced. All this part of the bill does is encourage disrespect for the law. There are people who will sign the affair davit with out doing the time.

If raising the driving age to eighteen will make such a difference is the statistics, why do the insurance premiums stay high until the driver turns twenty-five? Driver's education should result in discounted insurance premiums by all insurance agencies.

The main focus should be requiring driver's education to get a license. Make a real change, table this purposal for five years, gather up some reliable statistics, then make your decision based on the new statistics. I think you will see a decrease in teens involved in accidents, and I also feel that you will be surprised how low the figures are of teens that caused an automobile accident. Driver's education is experience. It will allow our teens a first hand insight into the world of responsible driving, therefore, creating safer roads and highways. I believe you will see incredible results. Don't give up on all teens and stereotype them as bad drivers just because of biased statistics. Thank you for your time and patience.

*-Jenna Keesling*

Hi my name is Matt Rush I am a sophomore at Derby High School. I currently have my restricted driver license. I am involved in Debate, Forensics, Baseball, and in charge of photography for the yearbook. I also have a part-time job, which includes 20hrs a week. With all that I keep a 3.6 grade point average.

Upon hearing about the driving bills that have been proposed to the Kansas Transportation Committee, I come before you today to express how I feel about these, and the reasons why they shouldn't be passed. As a teenager I know how other teens act without adults around. As a teenager I feel that there is a problem with the number of accidents. BUT, I don't feel that the way to solve this is by raising the driving age to 18. The number one reason I don't is because of how much my parents rely on me to get myself to and from work and to and from school. With the number of activities that I have going on I can't rely on my parents to be there to take me to school then to work then back to school and then home again. My dad who is a Manager at Boeing, and my mom, who is a Teacher at a local school, both have important jobs. My mom doesn't get home until four and my dad doesn't get home until six. They can't take off every day to come and take me to work. This is more important than just me. This affects more than just the non-licensed driver it effects the licensed driver also. By raising the driving age to 18 that would have the following impacts on the family:

- Farmers wouldn't be able to get help, on wheat harvest they rely on 15-16years old to help out by driving a truck.
- You have to live at least 2 miles away from school to even get a ride from the school bus.
- Job industries would have a major decrease in quality of workers in the future because they wouldn't have the knowledge and experience to work.
- Parents would have to take their kids everywhere.
- This decreases the ambition of responsibility among teenagers.

For an example I also drive a truck for wheat harvest during the summer. Our help consists of two 15 year olds, and a 16 year old. We could not do this with out the help we have. We drive the wheat trucks back and forth. We would have to look for older people to do this easy work, which older people have other jobs and commitments to make. This would in fact have a major impact on local farmers and companies not being able to find help because of teenagers having transportation problems. Which would make the quality of workers decrease in the future. Because we (teenagers) wouldn't have any background knowledge or experience (which it takes) on how to be on time, and the responsibilities it takes to

hold down a job. We can't take a bus or a taxi, such as in other big cities that have passed these driving bills, it is harder to get transportation in some areas. With my parents having jobs of their own they fall out of the line for possibilities. And even going to school, in the Derby School District you have to live 2 miles away to be able to ride the school bus.

Where do we stand now: No job, no extra circular activities, and most importantly no transportation. Now you must be thinking that teens will have more time to work on school work, by studying... and then that's where the responsibility comes in.

With all the activities that I am involved in and the good grades that I have, there has to be something encouraging me, well maybe the concept of responsibility comes in, and the fact that the car is my life and if I screw up I know its gone. Since I have had my job and driver licenses, I have learned responsibility. I had, to it wasn't a choice. Responsibility doesn't come only with age it comes with experience and knowledge. Something that the family and society is wanting teenagers to do, and this bill is taking that away, not only from us but also from our parents. A parent isn't going to just give an irresponsible teenager the keys to the car. They know that this is a privilege and when there teen is ready to drive. This is a problem and maybe the answer is that we require all teenagers to take Drivers Ed to get a license rather than to just get a restricted. To get my restricted I had to complete drivers education, I thought I new everything going into drivers education, but I was wrong, I learned a lot more there than my parents or anyone else could have taught me. There are many ideas but raising the age to 18 shouldn't be one of them. I leave you today with one last thought before you vote on this bill.

Put yourself in our shoes. Picture this, 25 years from now in the future, us "teenagers" are on the Kansas Transportation Committee. We too are debating a transportation bill, but instead of raising the driving age for teenagers, they are taking away driving for elderly people, because they too are **STEREOTYPE** to be bad drivers.

Thank You,

Matthew Rush

Hi, my name is Katie Korphage. I am a junior at Derby High School. I would like you to close your eyes for just a minute and picture this with me.... It's your senior prom.. You and your date look incredible together. Her hair is curled just perfectly and her dress is amazing. You've had your pictures taken and exchanged flowers and now you find yourself standing at the bus stop waiting for public transportation. Why you may ask yourself....because you're not 18 years old and so you can't drive.

This situation may seem somewhat absurd, but the reality behind it becomes more of a reality today. Driving brings with it a tremendous amount of responsibility. I can't begin to count the number of times I was reminded that driving was a privilege, not a right, and if I was irresponsible....the privilege would be taken away. Driving also brings with it a sense of social independence. We can drive ourselves on dates or to activities. Many of us are only able to be involved in extra-curricular activities thanks to our cars. Today's parents don't have the time to drive teenagers until they are 18 to every social event, date, or activity that we do. I am personally involved in several activities. I am a member of National Honor Society, which has meetings the second Thursday of every month at 7:20, Student Council, which has meetings every other Tuesday and 7am, Kay Club, which I am Vice President of and attend meetings every Wednesday after school, Debate and Forensics which includes several Friday and Saturday tournaments, and worksessions at 7pm on Tuesdays and Thursdays, and then I have a job where I work after school hours and weekend hours. With an older sister preparing for college and a younger brother with scouts and band, and both of my parents working, there is no way I would be able to be involved in so many activities without the luxury of a car. These activities are an important part in helping me grow up to be a responsible citizen. I have to have tremendous time management to do all these activities, plus keep my grades up with four honors and advanced placement classes, and keep my social life so I don't go crazy.

I, myself, am one of the insurance company's statistics. I was involved in a car accident last spring. The statistics presented to you show the number of teenagers involved in wrecks, not the number of teenagers who cause car accidents. Just because I have been involved in a car accident, does that make me a bad driver that should be punished by not being able to drive until I turn 18. My sister had been on her license for almost a year. The accident happened three weeks before her 17th birthday. I was in the passenger seat. We were stopped waiting for traffic so we could make a left hand turn. A middle aged man who admitted to not paying attention, rear ended my sister and I at 35 mph. My sister was injured. I on the other hand was very lucky. Thanks to the seat belt, I saved myself from a one way trip through the windshield of the car. I have first hand knowledge of the seriousness of driving. Teenagers aren't stupid. Even those who have not had the frightening experience of an accident know that 2000 lb. of steel can kill. No teenager out there wants to have to live the rest of their lives with the regret of killing someone.

Every single time my sister or I leave the house with car keys in our hands, the last thing we hear as we leave the house is "Be careful" and whenever I am going to have a friend in the car, my mother kindly reminds me that we could be sued if something happens while I'm driving. And then there's that friendly reminder of insurance. How expensive it is and how we wouldn't be able to afford it if it went up



because we were being reckless. Teenagers know the many consequences of being reckless. For most of us, the risks aren't worth the consequences.

These bills also encourage disrespect for the law. Law abiding families may be more apt to allow their 15 or 16 year olds to drive illegally so they can be involved in activities and enjoy all the benefits of being a teenager. As a teenager, it makes me think twice about the type of government our state has. Do we have a government that bases its decisions off of solid facts or one on which decisions are based on stereotypes?

Close your eyes just once more time and try to imagine how you would have felt if when you were a teenager Congress took away your privilege to drive based on the stereotype of teenage drivers. Now put yourself in our shoes and imagine the implications of taking away the car keys. Please remember what it was like to be a teenager before you vote on this bill.

## TWIN CITY DRIVER EDUCATION

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6707 W. 91ST STREET • OVERLAND PARK, KS 66212 • (913) 649-4365 • FAX (913) 649-2898

February 16, 1999

KANSAS LEGISLATURE

Transportation Committee

Regarding House Bill Numbers 2233, 2317

I am submitting this in the event that House Bill 2233 is attached to, or comes to be associated with House Bill 2317 in any way.

I am unable to give testimony in person because I will be out of town when this hearing takes place. I am therefore providing my testimony in writing, since I believe there are some major drawbacks to H.B. 2233. Such that it is a matter of public safety.

In the State of Kansas, Driver Education is still relatively strong compared to many states. The Kansas Board of Education is very involved in the process. Just December of 1998, three persons from the Board of Education came to our office in person to audit our records. It is my understanding that all commercial schools were or will be audited between December 1998 or June 1999. Whether the school is public, private or commercial they are required by the Board of Education to be licensed, to have the curriculum approved annually, to meet all standards set forth by the Board (like record keeping, equipping of the cars and classroom, etc.). Additionally, all instructors are required to be and to maintain certification under the Board.

As these standards and requirements are stringent in the State of Kansas, the Department of Revenue has extended to driving programs and driving schools the ability to essentially test the students for the permit and behind-the-wheel. At this school, we go to great lengths to insure that when we test a student, they are at or above the skill level a State Examiner at a state operated Driver License Testing Station would require. We use the same test routes to test students as do these examiners. We also do periodic ride-alongs with our instructors to assure that the standards are upheld and that we are consistent across all of our students.

We do see the benefits of Home Schooling, and in fact are personally involved in home schooling. I can also testify from my own home schooling experience that there are both good and bad homeschoolers. In matters of academics, this is the parents prerogative, to address the academic educational needs of their own child. However, driving is NOT an academic pursuit, and I am concerned that bill 2233 as it currently exists mandates that all parents have the same ability to test and award a license in a like way as a certified driver

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February 18, 1999  
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## TWIN CITY DRIVER EDUCATION

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6707 W. 91ST STREET • OVERLAND PARK, KS 66212 • (913) 649-4365 • FAX (913) 649-2898

training program (see section 1 (d) on line 34-36). This bill also pays only minimal attention to a parent's driving record which, if not good, should disqualify them from administering a driver training program (section 1 (b) (2) on line 21-22). I would also wonder if the role of 'LEGAL GUARDIAN' could be assigned by a parent to an instructor (commercial or otherwise) who either does not wish put the effort into or cannot comply with the standards of the Kansas Board of Education. This is a matter of public safety. If this is allowed in an area as important as driver training, should a home schooling parent also be able to license a young person as an electrician, or as a nurse?

In general, homeschoolers educate their children, then do or have standardized testing done in order to assure that the child is progressing appropriately. In this case, it appears this bill mandates that a parent not only have the ability to educate but also independently determine the level at which the child is performing and essentially license their son or daughter based on this determination. As an industry, we want parents involved in training their children to drive. We support H.B. 2317 which requires parents drive with a son or daughter at least 50 hours. Experience and repetition are keys to developing good driving skills, and a parent can give a child both of these.

Homeschoolers should absolutely be able to teach their child to drive. However, without the experience of seeing a large cross section of young drivers, and with no knowledge of the skill level and requirements the Driver License Testing Stations use, there is no way a parent should be allowed to complete a student as mandated in this bill. This puts the public at risk and is counter to what H.B. 2317 is attempting to do by increasing the skill level at which our children operate a motor vehicle.

Sincerely,

Jack West,  
Twin City Driver Education  
6707 W. 91st Street  
Overland Park, KS 66216

phone (913) 649-4365  
Fax (913) 649-2898

February 18, 1999  
House Committee on Transportation  
Testimony on HB 2317  
John Peterson, Anheuser-Busch Companies

Anheuser-Busch supports enactment of a graduated licensing system to grant driving privileges to new, young drivers on a gradual basis, allowing them to accumulate real driving experience as safely as possible before giving full, unrestricted privileges. *US News and World Report* recently ranked graduated licensing as one of the sixteen best ideas for 1998. In 1997, several major states, including Illinois, North Carolina, Kentucky and Michigan adopted graduated licensing statutes.

Graduated licensing makes sense, because:

- \* New young drivers are, in many cases, immature and prone to take risks.
- \* New young drivers, by definition, are inexperienced drivers.
- \* It is estimated that more than 80 percent of fatal crashes involving 16 year olds are attributed to driver error. Teen drivers make up approximately seven percent of the population, but account for 14 percent of motor vehicle deaths.
- \* The concept of an extended training period of apprenticeship would ordinarily apply in the licensing of any such activity as potentially dangerous as driving. Allowing their skills to build with some protective guidance is the most practical way to restructure the approach to licensing new drivers.
- \* Growth in the population of new, young drivers in the next decade or so means that it is more important than ever to act now.

Some aspects of graduated licensing are non-controversial, such as zero tolerance for alcohol and seat belt requirements. Other aspects may be less clear cut. Questions such as how long to extend the driving apprenticeship stages, the hours at which night curfews should take effect, etc., are decisions that should be guided by a careful review of accident statistics and the legitimate driving needs of the young people who will be affected. Work exemptions and many other details will need to be considered as well.

We are hopeful that passage of HB 2317 will revise our licensing laws so that new, young drivers will have the safest possible opportunity to develop their skills. On behalf of Anheuser-Busch I am pleased to support this effort.

## MEMORANDUM

**To:** Mr. Duane Goossen, Director  
Division of Budget

**From:** Kansas Department of Revenue

**Date:** 02/12/99

**Subject:** House Bill 2317  
Introduced as a House Bill

### **Brief of Bill**

House Bill 2317, as introduced, is comprehensive driver license related legislation seeking to modify certain restrictions pertaining to underage drivers. Some of the changes that are mandated by this bill are: the bill would impose, upon licensees under the age of 16, a minimum number of adult supervised driving hours (50 hours with at least 10 at night); make driving with a nonsibling minor a moving violation; and define penalties for moving violations committed while a person has a restricted license or farm permit. After June 30, 1999, a person issued a restricted class C or class M license or farm permit prior to reaching 16 years of age, would have to provide an affidavit signed by either parent or guardian stating that the applicant had completed at least 50 hours of driving supervised by an adult. At least ten of the required 50 hours would have to be at night. The supervising adult would have to hold a valid class A, B, or C driver's license. A person with a restricted license or farm permit who does not provide the required affidavit stating that the licensee had completed the supervised driving, would not be eligible to receive a nonrestricted license until the licensee is 17 years old.

The bill also provides that any licensee issued a restricted license or farm permit shall not operate any motor vehicle which does not have attached to that vehicle's license plate a decal issued by the Division of Vehicles indicating that the vehicle may be operated by a driver with an age restricted license. The Secretary of Revenue is to provide for the design and distribution of the decals and is to designate the location on the plate where the decals are to be affixed.

The effective date of this bill would be July 1, 1999.

### **Fiscal Impact**

Passage of House Bill 2317, as introduced, would not affect State Highway Fund revenues.

### **Administrative Impact**

It is estimated that the Information Systems Bureau would incur approximately \$2,010 in

programming costs to make the necessary modifications to both the Kansas Drivers License System (KDLS) and the FileNet imaging system (10 days of Programmer/Analyst III time @ \$201 per day).

The Division of Vehicles estimates that it would take at least 85,000 decals per year to meet the requirement for an identifying decal on the license plate of vehicles driven by holders of restricted licenses. At an individual cost of \$0.05 each the annual cost for these decals would be \$4,250. (Note: if Senate Bill 134, the two license plate bill, is enacted this cost would be expected to double.)

The Division also estimates that approximately \$3,500 in additional printing costs would be incurred as a result of implementation of the provisions of this bill.

All of the above costs would be incurred in FY 2000.

#### **Administrative Problems and Comments**

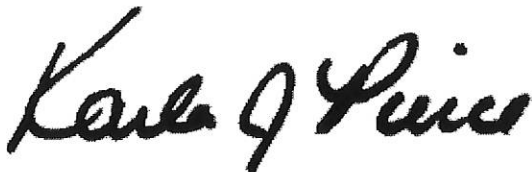
The decal material used to produce license plate decals is designed not to be removed once the decal has been affixed to the license plate. The plates themselves are issued for a minimum of 5 years which can be extended at the discretion of the Director of Vehicles. The Division of Vehicles expresses one concern regarding the decals: 1) Since restricted licenses are only restricted for a couple of years, a significant number of vehicles would soon be displaying the decal but would no longer have restricted drivers behind the wheel. This would seem to be counter to the intent of the bill to help law enforcement identify holders of restricted licenses without stopping a vehicle.

#### **Taxpayer/Customer Impact**

Law enforcement could derive some initial benefit from the display of the decal but these benefits would soon evaporate as more and more drivers who were originally issued the decals with their restricted licenses moved from restricted status to unrestricted status. Restricted license recipients, parents of those recipients, current and future employers would all view this decal requirement as a hassle.

#### **Legal Impact**

Approved By:



Karla J. Pierce  
Secretary of Revenue