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16. Abstract

This study investigated the reported "slowdown" in the adoption of more restrictive State graduated driver licensing (GDL) laws in the 50 United States by analyzing 335 novice-driver-related bills introduced from 2017 to 2021. We used a mixed-methods approach, combining quantitative analyses of legislative data with qualitative case studies of individual bills. Results showed 21.5 percent of proposed novice-driver-related bills were enacted, and legislation making State GDL programs less restrictive had significantly higher odds of enactment and greater legislative progress than bills making GDL programs more restrictive. Case study findings show stakeholders believe there has been a legislative shift toward other safety priorities, such as impaired or distracted driving, along with the desire to increase teen mobility in areas lacking transportation alternatives. Study results give critical context for States and State Highway Safety Offices and inform future research on the impact of these changes to licensing requirements on novice driver safety.

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List of Acronyms/Definitions

CDC	Centers for Disease Control
DMV	Department of Motor Vehicles
FARS	Fatality Analysis Reporting System
GDL	graduated driver licensing
GHSA	Governors Highway Safety Association
IIHS	Insurance Institute for Highway Safety
NCSL	National Conference of State Legislatures
SHSO	State Highway Safety Office

Executive Summary

Introduction

Research shows that novice drivers face disproportionately high risk of motor vehicle crashes attributed to a lack of driving experience and underdeveloped skills like hazard anticipation (Ehsani et al., 2020). State graduated driver licensing programs address these issues with phased licensing approaches that combine supervised practice with gradual exposure to independent driving. Rigorous evaluations have found GDL programs that are more restrictive effectively decrease crashes and fatalities among teen novice drivers (see Kirley et al., 2023, for a review). However, some researchers have noted a "slowdown" in the past 10 to 15 years in the rate at which States adopt GDL policies that are more restrictive (Williams et al., 2016). To investigate this trend, this study used quantitative analyses of legislation data and a series of legislative case studies to describe State novice-driver-related legislation introduced from 2017 to 2021 and identify factors associated with bills being enacted or making more legislative progress.

Methods and Results

For the quantitative portion of the study, we identified, reviewed, and coded 335 unique bills related to GDL, driver education, and other novice driver topics introduced in the 50 U.S. States from 2017 to 2021. We also collected legislation-level data (e.g., details of a bill's topic, characteristics of the bill's sponsor, and whether the bill would make a State's GDL program overall more or less restrictive) and State-level demographic characteristics. We used descriptive analyses, correlations, multilevel logistic regression, and ordinal regression models to assess the likelihood of a bill being enacted or making more legislative progress (i.e., getting further in the legislative process, even if not ultimately enacted).

Analyses revealed 72 of the 335 proposed bills (21.5%) were enacted. Notably, bills that proposed making a State's GDL program less restrictive had significantly higher odds of being enacted or making more legislative progress. Regression models also showed bills introduced in the upper legislative chamber (i.e., Senate), bills introduced in 2017 (vs. 2020), and bills having a sponsor affiliated with the State's majority political party had higher odds of enactment, while bills with a companion bill in the other legislative body had lower odds of enactment. State-level demographic and traffic safety characteristics did not significantly predict bill enactment rates.

For the qualitative portion of the study, eight bills were selected for in-depth case studies involving stakeholder interviews with bill sponsors, advocacy groups, and people from State Highway Safety Offices and licensing agencies. Case study findings revealed interviewees believed higher priority was placed on other traffic safety issues like impaired and distracted driving over strengthening GDL laws. Interviewees noted opposition to more restrictive GDL laws included a lack of transportation alternatives for teenagers commuting to work or school, particularly in rural areas. Consequently, legislation that lessens GDL restrictions often successfully progressed out of a desire to increase mobility for teens and reduce administrative burdens on licensing agencies.

Discussion

This study's findings give context for the reported legislative "slowdown" in States passing GDL laws that were more restrictive. Although these GDL programs are associated with the largest improvements in safety for teen drivers (Kirley et al., 2023) from 2017 to 2021, bills making

greater legislative progress disproportionately favored lessening these restrictions. The results of this study can inform States and SHSOs seeking to understand other States' recent experiences with GDL legislation and evaluate proposed updates to their own youth driving safety frameworks. The results can also inform the direction of research on novice driver safety, particularly the need for up-to-date evaluations of changes to GDL laws that lessen restrictions or requirements for licensure.

Introduction

A disproportionate number of crashes involve young novice drivers (e.g., National Center for Statistics and Analysis, 2026), which may be partially attributed to their lack of driving experience and still-developing skills essential for driving (e.g., hazard anticipation) (Ehsani et al., 2020; Rolison & Moutari, 2020; Yamani et al., 2021). In 2024 young drivers accounted for 9 percent of all drivers involved in fatal crashes but only 5.2 percent of all licensed drivers (NCSA, 2026). GDL is one countermeasure that has been enacted in all States to address the increased risk young novice drivers face. In NHTSA's *Countermeasures That Work* (Kirley et al., 2023), GDL receives a five-star rating, showing the countermeasure is "demonstrated to be effective by several high-quality evaluations with consistent results."

GDL programs operate in stepwise fashion, with a combination of education and increased driving exposure over time. GDL programs generally follow a model that includes three stages: (1) learner stage, which includes driving supervised by an adult and ends with an on-road skills exam; (2) intermediate or provisional stage, which includes restrictions on unsupervised driving (e.g., restricting the number of teen passengers or nighttime driving); and (3) full (unrestricted) license stage with no restrictions. While all States follow this GDL staged approach, specific requirements for each stage or subcomponent vary substantially across States, and some States exclude some subcomponents altogether (e.g., no passenger restrictions). Table 1 is a list of the most common subcomponents of State GDL programs, as well as the most and least restrictive provisions in place as of May 2024 (IIHS, 2024).

Table 1. Common GDL subcomponents, with most and least restrictive variations

GDL Subcomponent	Most Restrictive	Least Restrictive*
Nighttime restriction	6 p.m. to 6 a.m.	1 a.m. to 5 a.m.
Passenger restriction	Zero passengers	Parental discretion
Supervised driving hours	70 hours (10 at night)	20 hours (2 at night)
Minimum entry age (learner)	16 years old	14 years old
Minimum entry age (intermediate)	17 years old	14.5 years old
Mandatory permit holding period	12 months	10 days
Driver education		
Classroom instruction	60 hours	4 hours
Behind-the-wheel instruction	6 hours (with certified driving instructor)	None
* States that did not have a given subcomponent in place were not considered for this table.		

Some States also have other restrictions placed on young novice drivers that are different than requirements for adult drivers. For example, in 2024, while no State banned all cellphone use for adult drivers, 37 States and DC had such bans specifically for teen novice drivers (GHSA, 2024a, 2024b). Other less common requirements for novice drivers include decal stickers that must be placed on the vehicles for learners and intermediate drivers (Children's Hospital of Philadelphia, 2024) and different seat belt use laws for young drivers (CDC, 2016). Notably, most States only require GDL or related restrictions for novices 18 and younger (Kirley et al., 2023).

Research on the effectiveness of individual GDL subcomponents has shown crash reductions associated with longer learner permit periods, and earlier nighttime restrictions and fewer allowed passengers during the intermediate stage (see Kirley et al., 2023 for a review). States

adopting more restrictive GDL policies have observed larger reductions in crashes and fatalities than States with less restrictive policies (Morrisey et al., 2006; Steadman et al., 2014). Yet, not all States have adopted the GDL subcomponents associated with the largest reductions in risk. Williams et al. (2016) examined the history and changes of GDL laws from 1996 to 2015; Figure 1 provides a timeline of the major milestones related to GDL detailed in that article. As shown in the timeline, Williams et al. (2016) suggested there has been a slowdown in the number of States adopting more restrictive GDL policies that began around 2010.

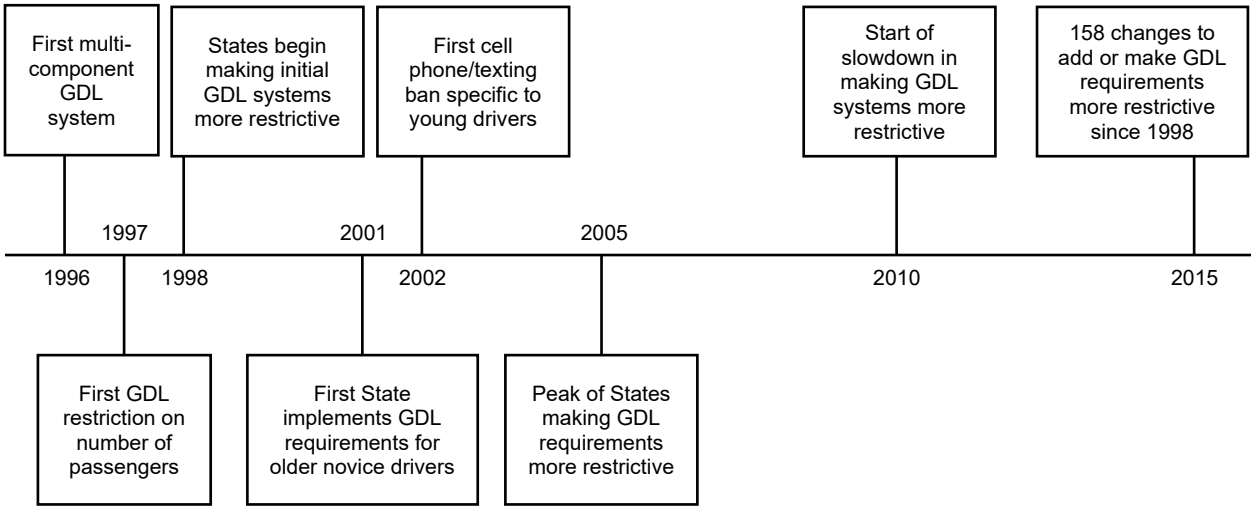


Figure 1. Timeline of notable events related to GDL, 1996 – 2015 (Williams et al., 2016)

However, there is limited empirical research examining changes in the amount and type of GDL laws being enacted in States. Only one prior study appears to have explored factors associated with the enactment of GDL legislation. Mayhew et al. (2014, 2016) conducted a two-part study focused on developing and then implementing an ideal GDL framework. Based on information from people involved in the development of GDL legislation in the United States and Canada, as well as researchers, advocates, licensing agency officials, and other stakeholders, the authors reported factors affecting the enactment of more restrictive GDL legislation included lack of political support, community pushback, concerns about new legislation leading to tradeoffs that would weaken existing GDL laws, political climate, and reactions from legislators and parents who viewed new measures as too restrictive (Mayhew et al., 2014, 2016). Given the paucity of research in this area, more information is needed about which factors affect the type and amount of GDL legislation that makes more or less legislative progress and, potentially, becomes law; this information can be used both by States assessing their current GDL programs as well as by other stakeholders interested in improving young driver safety.

In the current study we examined GDL legislation introduced in the 50 States from 2017 to 2021, focusing first on the type and amount of legislation and their outcomes. We next examined whether any characteristics of the bills, or the States they were introduced in, were associated with more or less progress through the legislative process. Finally, based on the results of these quantitative analyses, we selected eight individual State bills related to GDL for in-depth case studies of their origins and legislative histories, as gleaned from interviews with stakeholders familiar with the bills.

The characteristics of bills and States examined in this study for potential associations with legislative process were those that prior research suggested may be associated with legislative outcomes. Specifically, Donaldson et al. (2015) and Goldstein et al. (2019) both analyzed likelihood of bill enactment using multilevel regression models for legislation related to adult obesity prevention and childhood vaccination exemptions, respectively. Each study examined the association between enactment and legislation-level variables, including the year the bill was considered, the overall bill theme and specific topic, whether the bill had a companion bill, whether the bill increased or decreased the restrictiveness of a law, the bill sponsor's political party, and the sponsor's political party relative to the majority party of the State. Additionally, Donaldson et al. (2015) used a multilevel regression that also included State-level variables like the percentage of the State population living in poverty, with a bachelor's degree or higher, and with a race/ethnicity other than non-Hispanic White. Other research has examined predictors of State legislation progress, across all bill topics (Callaghan & Karch, 2021), including the legislative body of introduction, the number of bill authors (bill sponsor and co-sponsors), the bill sponsor's political party, sponsor's political party relative to the majority party of the State, sponsor's sex, per capita State income, and State population. We used these prior studies to identify factors potentially associated with legislative outcomes for use in this study.

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Research Questions

This study was designed to answer the following research questions:

1. How much and what type of State novice-driver-related legislation was proposed from 2017 to 2021?
2. What is the distribution of outcomes of State novice-driver-related legislation proposed within 2017 to 2021?
3. What legislation-level, State-level, or other factors are associated with the outcomes of State novice-driver-related legislation proposed from 2017 to 2021?

To address these research questions, we first examined legislative and other archival and secondary data to explore the amount and types of legislation being introduced and to understand the factors related to bill outcomes (quantitative analyses). These analyses were then supplemented by in-depth case studies of eight bills to provide additional context about the outcomes of recent novice-driver-related legislation (legislative case studies).

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Quantitative Analyses

Methods

Materials

Data Sources

We used the following sources to obtain data related to State legislation, characteristics of State legislation, and characteristics of States.

National Conference of State Legislatures Traffic Safety Legislation Database.[1] This database is a repository for individual State bill information for a variety of legislative topics. The database allows searching by keywords, bill status, year, and bill number. For this study, potentially relevant bills were identified as those under the topic "Teen/New Driver Issues" for 2017 to 2021. Full bill text is also available in the database.

StateScape.[2] StateScape's "Legislative Resources" page provided links to State legislative websites, as well as session schedules, legislative control, and legislative process information for States.

State Legislative Websites. Individual State legislative websites provided information such as transcripts of legislative debates and committee reports about the bill. The depth of information available for each State varied, but at a minimum contained a summary of the bill, full bill text, and the sponsor's name and political affiliation.

Ballotpedia.[3] Ballotpedia is an online tool that provided publicly available political information and served as an encyclopedia of legislative material. The website provides legislator biographies that include data elements such as political affiliation, tenure, and committee affiliations for bill sponsors and co-sponsors.

U.S. Census. The U.S. Census provides information about individual States from the most recent American Community Survey (ACS) and the Decennial Census. For this study, we used demographic data from the 2020 ACS[4] and most recent decennial census.[5]

Fatality Analysis Reporting System. FARS data is collected annually through cooperative agreements between NHTSA and the States. The dataset is a census of police-reported motor vehicle traffic crashes where an involved person died within 30 days of the crash. Reports from NHTSA's National Center for Statistics and Analysis Motor Vehicle Traffic Data Resource Page[6] were used to obtain data on annual rates of State fatalities and fatal crashes. Annual rates for each State were averaged across the years 2017 to 2020 (the most recent year of data available at the time the analyses were conducted) for this study.

[1] www.ncsl.org/transportation/traffic-safety-legislation-database
[2] www.statescape.com/resources/legislative/legislature-links/
[3] https://ballotpedia.org/Main_Page
[4] https://data.census.gov/all?q=2020
[5] www.census.gov/programs-surveys/decennial-census.html
[6] https://crashstats.nhtsa.dot.gov/#!/

Bill Coding Sheets

We created an Excel bill coding sheet using information from the sources listed above. The final bill coding sheet included fields for all the data elements listed in Appendix A. Additional information about these variables is also described below.

Procedure

Bill Identification

The NCSL database was the primary source used to identify potential bills of interest for the study. As a first step, we reviewed all bills listed under the "Teen/New Driver Issues" topic for 2017 to 2021. Team members read the title and summary description of each bill and decided whether it covered GDL or other topic related to novice drivers (e.g., driver education). If it was unclear whether the bill was related to GDL, a team member read the full bill text to decide. Then, we conducted a much broader search of NCSL's entire database using search terms such as "GDL," "graduated driver licensing," and "novice driver" to capture any additional bills that may not have been listed under "Teen/New Driver Issues." We identified 424 GDL- or novice-driver-related bills for 2017 to 2021.

Legislation introduced in the District of Columbia was excluded from the dataset due to its unique legislative structure under the 1973 Home Rule Act. Unlike the 50 States, DC operates under a unicameral council subject to a mandatory Congressional review period and Federal budgetary oversight. These unique Federal oversight mechanisms and structural differences make it difficult to compare legislative progress in DC to the 50 States. Bills from Nebraska were also excluded from the multilevel logistic regression analysis. Because Nebraska has a unicameral State legislature, these bills had missing values on the independent variable showing whether a bill was introduced in the upper or lower legislative chamber.[7]

States often had duplicate/companion bills simultaneously introduced in both legislative bodies during the same legislative year. When this occurred we treated the duplicate bills as a single effort, and whichever bill made more legislative progress was retained for the analyses. If both bills made equal legislative progress, other factors (number of committees the bill passed through in a legislative body, sponsor tenure, number of co-sponsors, etc.) were considered to determine which version of the bill to include. For all bills with associated companion bills, we also included a variable in the dataset showing a companion bill was present. After accounting for 89 duplicate/companion bills, 335 unique bills remained for analysis.

Bill Coding Process

Before beginning the coding process, we coded several of the same bills and compared results to ensure consistency and reliability among the group. We discussed these preliminary coding results, and where differences were found, the team agreed upon the best approach if similar situations arose while coding. Each coder was then assigned a batch of bills.

When coding individual bills, the NCSL database was the initial source of information. Once all available bill information was collected from NCSL, a research team member consulted State legislative websites to collect additional information from committee meeting reports and

[7] Note that this report uses the term "lower chambers" of State legislative bodies since State names for the lower chamber vary (e.g., House of Representatives, Assembly, House of Delegates). Although all States call "upper chambers" "Senates," the term "upper chamber" is used to parallel the term "lower chamber."

testimony. Throughout the coding process, a senior research team member reviewed all coding sheets and requested additions or revisions as needed to obtain the required depth of information for analysis.

State-Level Data Compilation

The U.S. Census database was accessed to obtain values for State-level variables (see Appendix A). At the time of analysis, 2020 was the most recent year of available Census data. This study also used FARS data tables from NHTSA's NCSA for annual fatalities and fatality rates by State, averaged across 2017 to 2020 (the most recent year of available data).

Analysis Approach

GDL Stage and Primary Component/Subcomponent Categorization. We categorized all bills by the GDL stage they addressed (i.e., learner permit, provisional license, full licensure, or all GDL license stages). We also categorized bills by their primary "component," or primary topic area (GDL, driver education, or other topic related to novice drivers). Finally, we determined each bill's "subcomponents," or subtopics. For bills specifically related to GDL, these subcomponents included topics like a mandatory holding period, minimum entry age, or provisional stage driving restrictions. For bills related to driver education, there was not enough overlap in individual bill content to create discrete subcomponents. For bills related to other novice driver topics, subcomponents included topics like distracted driving, impaired driving, vehicle decal requirements, or general licensing requirements.

While a bill typically addressed only one subcomponent, there were instances where several subcomponents were addressed in one bill. When this situation occurred, we coded the most prominent subcomponent described in the bill (considering the amount of bill devoted to the subcomponent, the magnitude of the changes described for the subcomponent, etc.) as the "primary" subcomponent, with the additional subcomponents subsequently listed. If the subcomponents appeared to all have the same level of emphasis, priority was given to the subcomponent specifically related to GDL (vs. driver education or other novice driver topics). If the subcomponents addressed different bill components, the bill's component was determined by its primary subcomponent.

Impact of Bill on Current GDL Program. Based on the description of the proposed bill, we coded the "restrictiveness" of each bill to describe how a bill would affect a State's existing GDL program. The four levels of restrictiveness:

- *More restrictive*: adding or increasing requirements to an existing subcomponent (e.g., changing a nighttime driving restriction to begin at 10 p.m. rather than 12 a.m.).
- *Less restrictive*: reducing requirements for an existing subcomponent (e.g., reducing the learner permit holding period from 12 months to 6 months).
- *Remain neutral*: changing the requirements such that the overall "restrictiveness" of the existing program appeared to be unchanged (e.g., increasing learner permit holding period from 12 to 18 months, but lowering the minimum entry age from 15.5 to 15).
- *New subcomponent*: adding a new requirement for novice drivers that did not previously exist. While all new subcomponents would likely make a State's GDL program "more restrictive," we included this category to distinguish between legislation that increased

the restrictiveness of previously adopted provisions and legislation that increased restrictiveness by introducing a new provision.

Bill Outcome Measures. We coded a bill outcome measure as "Final Bill Action" using categories similar to those used in prior legislative analysis studies (Adler & Wilkerson, 2005; Dent-Darden, 2022; Makse, 2022). This ordinal variable described how far a bill got in the legislative process and allowed for a more nuanced understanding of bill outcomes than simply "enacted" or "not enacted." We coded each bill with one of the following categories.

1) *First Legislative Body Committee*: The bill entered into a committee in the first legislative body but failed to progress to the next stage of the legislative process.
2) *First Legislative Body Vote*: The first legislative body voted on the bill, but it did not pass the vote.
3) *Second Legislative Body Committee*: The bill entered into a committee in the second legislative body but failed to progress to the next stage of the legislative process.
4) *Second Legislative Body Vote*: The second legislative body voted on the bill, but it did not pass the vote.
5) *Vetoed*: The bill passed the second legislative body vote and was sent to the Governor's desk for signature, but the Governor vetoed the bill.
6) *Enacted*: The bill was made into law.

A bill's outcome was coded as "Pending" if it was still active in the legislative session at the time it was coded for this study. If a bill was listed as pending from a prior year's legislative session, it was initially considered to be "Indefinitely Pending" (i.e., the legislature had moved into a new legislative session, and the bill would likely not make any more progress); then, these indefinitely pending bills were re-coded with the ordinal outcome measure by the legislative body of the last pending action.

We also created another ordinal variable, "Furthest Legislative Step." This variable had five levels. Levels one through four were identical to the levels for "Final Bill Action," above. However, levels five ("vetoed") and six ("enacted") were collapsed into a single level termed "Governor's Desk" (i.e., the bill was sent to the Governor for signature); we used this approach due to the small numbers of bills in each level, individually. Finally, pending bills were not coded on this variable because their final action had yet to be determined.

Finally, we created a "Bill Enacted" variable to show whether a bill was signed into law or not. A bill with any outcome other than the bill becoming law was considered "Not Enacted" (e.g., vetoed at the Governor's desk, failed at a prior legislative step, or pending). This approach is consistent with that used in prior legislative studies (e.g., Eyler et al., 2012; Dockendorff, 2021).

State-Level Variables. The State-level variables the team explored were similar to those included in prior studies on predictors of bill enactment (Donaldson et al., 2015; Callaghan & Karch, 2021). We obtained State-level information from the Census and FARS datasets (see Appendix A).

Statistical Analysis

We calculated bill-level descriptive statistics for the variables of interest across the five-year period. Next, we conducted multi-level logistic regression analyses with selected bill- and State-

level variables, using the binary outcome measure "Bill Enacted" to model the likelihood of bill enactment and including State as a random intercept (based on Donaldson et al., 2015). Bills from Nebraska were excluded from the multilevel logistic regression analysis. Because Nebraska has a unicameral State legislature, these bills had missing values on the independent variable showing whether a bill was introduced in the upper (i.e., Senate) or lower (e.g., House of Representatives) legislative chamber.

We also conducted ordinal logistic regression analyses to examine the extent to which bill-level factors were associated with the amount of progress a bill made in the legislative process, using the five-level ordinal "Furthest Legislative Step" variable as the outcome (described above). Bills from Nebraska were again excluded from this analysis. Bills with "pending" status were also excluded because their "Furthest Legislative Step" had yet to be determined at the time of analyses.

Results

Descriptive Statistics

Table 2 shows the counts of GDL, driver education, and other novice driver bills introduced by year, along with the number and percentages of bills enacted each year (see also Figure 2).

Table 2. Bills introduced and enacted by year (2017 – 2021) (N = 335)

	GDL		**Driver Education**		**Other Novice Driver**		**Total**	
	Introduced	**Enacted**	**Introduced**	**Enacted**	**Introduced**	**Enacted**	**Introduced**	**Enacted**
	n	***n* (%)**	***n***	***n* (%)**	***n***	***n* (%)**	***N***	***N* (%)**
2017	23	5 (21.7)	46	14 (30.4)	39	13 (33.3)	108	32 (29.6)
2018	6	2 (33.3)	38	3 (7.9)	16	3 (18.8)	60	8 (13.3)
2019	9	3 (33.3)	31	6 (19.4)	34	8 (23.5)	74	17 (23.0)
2020	7	1 (14.3)	13	0 (0.0)	24	2 (8.3)	44	3 (6.8)
2021	19	6 (31.6)	10	1 (10.0)	20	5 (25.0)	49	12 (24.5)
Total	**64**	**17 (26.6)**	**138**	**24 (17.4)**	**133**	**31 (23.3)**	**335**	**72 (21.5)**

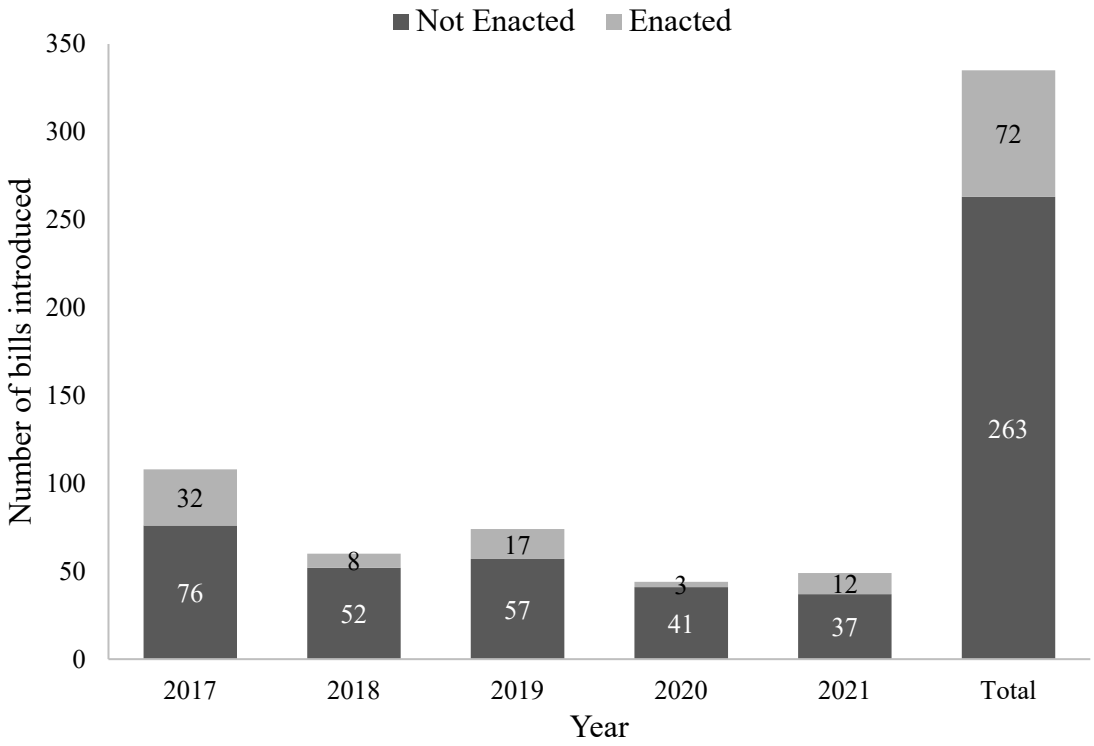


Figure 2. Bills introduced and enacted (2017 – 2021) (N = 335)

Table 3 shows the frequencies of bills introduced addressing specific subcomponents of GDL, driver education, and other novice driver bills across the 5-year period of interest. Because a bill could address several subcomponents simultaneously, the sum of the individual subcomponents is higher than the total number of bills (379 vs. 335 above). Thirty-one bills addressed two subcomponents, and seven bills addressed three subcomponents.

Among the bills specifically addressing GDL, the mandatory holding period for a learner permit was the most common subcomponent addressed; nighttime driving and supervised driving hours also appeared frequently. Driver education, which could not be disaggregated into individual subcomponents due to a lack of overlap in finer-grained bill topics, was the most commonly occurring subcomponent. Distracted driving, driver licensing requirements, loss of driving privileges, vehicle identification decals, and driver licensing procedures were the most frequently introduced subcomponents in bills addressing other novice driver topics.

Table 3. Bill enactment by subcomponent (2017 – 2021) (N= 379)

GDL, Driver Education, or Other Component	**Introduced**	**Enacted**
	n	***n* (%)**
GDL Subcomponents		
Learner Permit		
Mandatory Holding Period	21	6 (28.6)
Supervised Driving Hours	16	7 (43.8)
Minimum Entry Age	6	2 (33.3)

GDL, Driver Education, or Other Component	Introduced	Enacted
	n	***n* (%)**
Intermediate License		
Nighttime Driving Restriction	16	4 (25.0)
Passenger Restriction	14	2 (14.3)
Minimum Entry Age	4	0 (0.0)
Full License		
Minimum Entry Age	3	1 (33.3)
GDL Component Subtotal	80	22 (27.3)
Driver Education Component Subtotal	145	25 (17.2)
Other Novice Driver Subcomponents		
Distracted Driving	38	8 (21.1)
Driver Licensing Requirements	21	8 (38.1)
Loss of Driving Privileges	17	4 (23.5)
Vehicle Identification Decal	17	0 (0.0)
Driver Licensing Procedures	17	5 (29.4)
Driver Licensing Exam	9	2 (22.2)
Education Requirements	7	1 (16.7)
Special Minor's Farm Driver's License	5	0 (0.0)
Driving Distance Restriction	4	2 (50.0)
Impaired Driving	4	2 (50.0)
Widen Age Range Eligible for GDL Restrictions	3	0 (0.0)
New License Class	3	1 (33.3)
Traffic Violations	3	0 (0.0)
License Renewal	2	2 (100.0)
Parental Responsibility of Minors	2	1 (50.0)
Teen Driver Safety	2	0 (0.0)
Other Novice Driver Components Subtotal	154	36 (23.0)
Total	379	83 (21.9)

Note. Some bills addressed more than one subcomponent and appear in counts for each subcomponent the bill addressed.

Table 4 shows a breakdown of the first committee a bill went to after it was introduced, for the top five most frequent committees. Bills were most often first referred to a transportation committee. Note that some introduced bills passed through the transportation committee at some other point during the life of the bill, and five bills passed through the legislative body immediately, without assignment to any committee (not included in the table).

Table 4. Five most frequent initial committee assignments (2017 – 2021)

Committee	GDL		Driver Education		Other Novice Driver	
	Introduced	**Enacted**	**Introduced**	**Enacted**	**Introduced**	**Enacted**
	n	***n* (%)**	***n***	***n* (%)**	***n***	***n* (%)**
Transportation	51	9 (17.6)	78	13 (16.7)	94	24 (25.5)
Education	2	1 (50.0)	20	6 (30.0)	6	3 (50.0)
Public Safety	0	0	5	0	9	4 (44.4)
Judiciary	4	4 (100.0)	4	0	5	1 (20.0)
Rules	5	2 (40.0)	3	1 (33.3)	3	1 (33.3)

Table 5, Table 6, and Table 7 show the final bill actions for bills addressing GDL, driver education, and other novice driver topics, respectively. In each table, bills addressing more than one subcomponent were included in the totals for their primary subcomponent. Further, a separate row in each table shows the final bill actions for all bills with more than one subcomponent. Overall, 26.6 percent of introduced bills addressing GDL were enacted, 17.4 percent of introduced bills addressing driver education were enacted, and 23.3 percent of introduced bills addressing other novice driver topics were enacted.

Table 5. Final bill action: GDL bills (2017 – 2021) (N = 64)

	First Legislative Body Committee	First Legislative Body Vote	Second Legislative Body Committee	Second Legislative Body Vote	Vetoed	Enacted	Pending
	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**
Learner Permit							
Mandatory Holding Period	10 (52.6)	0	2 (10.5)	0	2 (10.5)	5 (26.3)	0
Minimum Entry Age	3 (75.0)	0	0	0	0	1 (25.0)	0
Supervised Driving	5 (45.5)	0	1 (9.1)	0	0	4 (36.3)	1 (9.1)
Intermediate License							
Minimum Entry Age	2 (100.0)	0	0	0	0	0	0
Nighttime Restriction	6 (46.2)	0	0	0	0	4 (30.8)	3 (23.0)
Passenger Restriction	9 (75.0)	0	0	0	0	2 (16.7)	1 (8.3)
Full License							
Minimum Entry Age	2 (66.7)	0	0	0	0	1 (33.3)	0
Total	37 (57.8)	0	3 (4.7)	0	2 (3.1)	17 (26.6)	5 (7.8)
More Than One Subcomponent	16 (76.2)	0	0	0	1 (4.8)	4 (19.0)	0

Note. Percentages in the table reflect the percentage of each row's total.

Table 6. Final bill action: Driver education bills (2017 – 2021) (N = 138)

	First Legislative Body Committee	First Legislative Body Vote	Second Legislative Body Committee	Second Legislative Body Vote	Vetoed	Enacted	Pending
	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**
Total	85 (61.6)	2 (1.4)	18 (13.0)	1 (0.7)	0	24 (17.4)	8 (5.8)
More Than One Subcomponent	4 (44.4)	0	3 (33.3)	0	0	2 (22.2)	0

Note. Percentages in the table reflect the percentage of each row's total.

Table 7. Final bill action: Other novice driver bills (2017 – 2021) (N = 133)

	First Legislative Body Committee	**First Legislative Body Vote**	**Second Legislative Body Committee**	**Second Legislative Body Vote**	**Vetoed**	**Enacted**	**Pending**
	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**
Distracted Driving	15 (50.0)	1 (3.3)	2 (6.7)	2 (6.7)	0	6 (20.0)	4 (13.3)
Driver Licensing Requirements	10 (47.6)	0	1 (4.8)	0	0	8 (38.1)	2 (9.5)
Loss of Driving Privileges	11 (73.3)	0	0	0	0	3 (20.0)	1 (6.7)
Vehicle Identification Decal	10 (58.8)	0	4 (23.5)	0	0	0	3 (17.7)
Driver Licensing Procedures	9 (69.2)	0	0	0	0	4 (30.8)	0
Driver Licensing Exam	3 (42.8)	0	0	0	0	2 (28.6)	2 (28.6)
Education Requirements	3 (60.0)	0	0	0	0	1 (20.0)	1 (20.0)
Impaired Driving	1 (33.3)	0	1 (33.3)	0	0	1 (33.3)	0
Special Minor's Farm License	3 (60.0)	2 (40.0)	0	0	0	0	0
Driving Distance Restriction	1 (25.0)	0	0	0	0	2 (50.0)	1 (25.0)
Widen Age Range Eligible for GDL Restrictions	1 (50.0)	0	0	0	1 (50.0)	0	0
New License Class	1 (50.0)	0	0	0	0	1 (50.0)	0
Traffic Violations	2 (66.7)	1 (33.3)	0	0	0	0	0
License Renewal	0	0	0	0	0	2 (100.0)	0
Teen Driver Safety	0	0	1 (50.0)	0	0	0	1 (50.0)
Parental Responsibility of Minors	1 (50.0)	0	0	0	0	1 (50.0)	0
Total	71 (53.4)	4 (3.0)	9 (6.8)	2 (1.5)	1 (0.7)	31 (23.3)	15 (11.3)
More Than One Subcomponent	4 (66.6)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	1 (16.7)	1 (16.7)

Note. Percentages in the table reflect the percentage of each row's total.

Table 8 shows the legislative body in which bills were introduced. Bills are listed as "both/companion bill" when one of a pair of bills was retained for analysis, but it had a duplicate bill introduced in the other legislative body not included in the dataset. Unicameral bills were introduced only in Nebraska. Bills were most frequently introduced in the lower legislative chamber for all three bill types.

Table 8. Legislative chamber of bill introduction (2017 – 2021) (N = 335)

	GDL		**Driver Education**		**Other Novice Driver**		**Total**	
	***n* (%)**		***n* (%)**		***n* (%)**		***n* (%)**	
Lower Chamber[1]	28	(43.8)	69	(50.0)	57	(42.9)	154	(46.0)
Upper Chamber[2]	25	(39.1)	40	(29.0)	35	(26.3)	100	(29.8)
Both/Companion Bill	11	(17.1)	28	(20.3)	39	(29.3)	78	(23.3)
Unicameral	0	(0.0)	1	(0.7)	2	(1.5)	3	(0.9)
Note. Percentages in the table reflect the percentage of each column's total. [1] For example, House of Representatives. [2] I.e., Senate.								

Table 9 shows how the main component that bills addressed would affect the restrictiveness of a State's existing GDL program. Across all bills, 36.4 percent would make a State's GDL program more restrictive, 22.1 percent would make a State's GDL program less restrictive, and 13.7 percent would have a neutral effect on a State's GDL program if enacted. 27.8 percent of bills introduced a new subcomponent to a State's existing GDL program.

Table 9. Change in restrictiveness to existing GDL program (2017 – 2021) (N = 335)

	GDL		**Driver Education**		**Other Novice Driver**		**Total**	
	***n* (%)**		***n* (%)**		***n* (%)**		***n* (%)**	
Less restrictive	30	(46.9)	17	(12.3)	27	(20.3)	74	(22.1)
More restrictive	29	(45.3)	31	(22.5)	62	(46.7)	122	(36.4)
Neutral	1	(1.5)	27	(19.6)	18	(13.5)	46	(13.7)
New subcomponent	4	(6.3)	63	(45.6)	26	(19.5)	93	(27.8)
Note. Percentages in the table reflect the percentage of each column's total.								

Table 10 lists all GDL bills enacted during the period of interest. Table 11 shows how far bills of each type progressed in the legislative process by changes in restrictiveness, and Figure 3 shows the number of bills introduced and enacted by change in restrictiveness.

Table 10. Enacted GDL law changes by change in restrictiveness to existing GDL program (2017-2021)

Less Restrictive			
State	*Year*	*Original Subcomponent*	*Proposed Change*
Connecticut	2017	Driver may hold learner permit until 18, then must obtain intermediate license or permit will expire	Driver may hold learner permit until it expires before obtaining intermediate license
Maryland	2018	Drivers younger than 25 must hold a learner permit for 9 months	Drivers younger than19 must hold a learner permit for 9 months; drivers 19 to 25 must hold a learner permit for 3 months
Michigan	2019	50 supervised driving hours, 10 of which must be at night for intermediate license holders	Nighttime driving hours not required for those with a daylight driving only intermediate license
Michigan	2019	30 supervised driver education driving hours, 2 of which must be at night for intermediate license holders	Nighttime driving hours not required for those with a daylight driving only intermediate license
Mississippi	2021	Intermediate license required for at least 6 months, then must apply and pass a road test to receive full license	Removed intermediate license; drivers with a full license must be supervised for the first 6 months during specified hours if under 18
Mississippi	2021	Supervised driving hours for intermediate license holders are between 10 p.m. and 6 a.m. Sunday through Thursday, and between 11:30 p.m. and 6 a.m. Friday	Supervised driving hours for intermediate license holders are between 10 p.m. and 6 a.m. Sunday through Thursday, and between 11:30 p.m. and 6 a.m. Friday and Saturday if under 18, except for driving directly to or from work or other educational/extracurricular activity
North Carolina	2021	Mandatory learner permit holding period of 12 months	Mandatory learner permit holding period of 6 months
Rhode Island	2017	Intermediate license holder nighttime driving restriction between 1 a.m. and 5 a.m.	Intermediate license holder may drive between 4 a.m. and 5 a.m. when driving between license holder's home and a school sponsored activity for which no transportation is provided by the school
Rhode Island	2017	Intermediate license holder nighttime driving restriction between 1 a.m. and 5 a.m.	Intermediate license holder may drive at other specified times when required, such as driving to or from work
Utah	2021	Driver may hold learner permit for up to 12 months, then must obtain intermediate license or permit will expire	Driver may hold learner permit for up to 18 months, then must obtain intermediate license or permit will expire
Virginia	2017	Minimum entry age for an unrestricted driver's license is 19; the age the mandatory holding period applies to for intermediate license holders is up to 19; allows only immediate family as approved passengers for an intermediate license holder.	Minimum entry age for an unrestricted driver's license is 18; the age the mandatory holding period applies to for intermediate license holders is up to 18; allows cousins as approved passengers for an intermediate license holder; learner permit holders may not use any cellular telephone except in an emergency or when lawfully parked.
Virginia	2017	Drivers who have failed the driver licensing exam three times must wait until 19 to test again for an unrestricted license	Drivers who have failed the driver licensing exam three times must wait until 18 to test again for an unrestricted license

More Restrictive			
State	*Year*	*Original Subcomponent*	*Proposed Change*
Maine	2021	Driver obtaining a special intermediate license for education, employment, or medical need must complete 70 hours of supervised driving	Driver obtaining a special intermediate license for education, employment, or medical need must complete 70 hours of supervised driving and hold a learner permit for a minimum of 6 months
North Dakota	2019	Driver may operate a motor vehicle if under the supervision of a driver training instructor	Driver must be at least 14 years old before operating a motor vehicle under the supervision of a driver training instructor or otherwise
Vermont	2018	No specific restrictions on approved passengers of intermediate license holders	No passengers under the influence of alcohol or drugs are allowed in the vehicle of an intermediate license holder
Wisconsin	2021	Minimum entry age is 15.5 years for a learner permit with a 6-month holding period to obtain an intermediate license; must have 30 supervised driving hours	Minimum entry age is 15 years for a learner permit but must wait until 16 to obtain an intermediate license; must have 50 supervised driving hours
New Component			
State	*Year*	*Original Subcomponent*	*Proposed Change*
South Dakota	2020	None	Holder of a learner permit must have at least 50 supervised driving hours, including 10 at night, if under 18

Table 11. Final bill action by bill restrictiveness, GDL bills (2017 – 2021) (N = 332)

	First Legislative Body Committee	First Legislative Body Vote	Second Legislative Body Committee	Second Legislative Body Vote	Vetoed	Enacted	Pending
	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**	***n* (%)**
GDL Bills (*N* = 64)							
Less Restrictive	13 (43.4)	0	1 (3.3)	0	1 (3.3)	12 (40.0)	3 (10.0)
More Restrictive	21 (72.4)	0	2 (6.9)	0	1 (3.4)	4 (13.7)	1 (3.4)
Neutral	1 (100.0)	0	0	0	0	0	0
New Subcomponent	2 (50.0)	0	0	0	0	1 (25.0)	1 (25.0)
Driver Education Bills (*N* = 137)							
Less Restrictive	9 (53.0)	0	0	0	0	5 (29.4)	3 (17.6)
More Restrictive	21 (67.7)	1 (3.2)	2 (6.5)	1 (3.2)	0	4 (12.9)	2 (6.5)
Neutral	17 (63.0)	0	4 (14.8)	0	0	5 (18.5)	1 (3.7)
New Subcomponent	38 (60.3)	1 (1.6)	12 (19.1)	0	0	10 (15.9)	2 (3.1)
Other Novice Driver Bills (*N* = 131)							
Less Restrictive	13 (48.2)	0	1 (3.7)	0	0	8 (29.6)	5 (18.5)
More Restrictive	37 (59.7)	3 (4.8)	3 (4.8)	2 (3.3)	1 (1.6)	8 (12.9)	8 (12.9)
Neutral	8 (44.4)	1 (5.6)	1 (5.6)	0	0	7 (38.8)	1 (5.6)
New Subcomponent	13 (50.0)	0	4 (15.4)	0	0	8 (30.8)	1 (3.8)
All Bills (*N* = 332)							
Less Restrictive	35 (47.3)	0	2 (2.7)	0	1 (1.4)	25 (33.8)	11 (14.9)
More Restrictive	77 (64.2)	4 (3.3)	7 (5.8)	3 (2.5)	2 (1.7)	16 (13.3)	11 (9.2)
Neutral	25 (55.6)	1 (2.2)	5 (11.1)	0	0	12 (26.7)	2 (4.4)
New Subcomponent	53 (57.0)	1 (1.1)	16 (17.2)	0	0	19 (20.4)	4 (4.3)

Note. Percentages in the table reflect the percentage of each row's total.

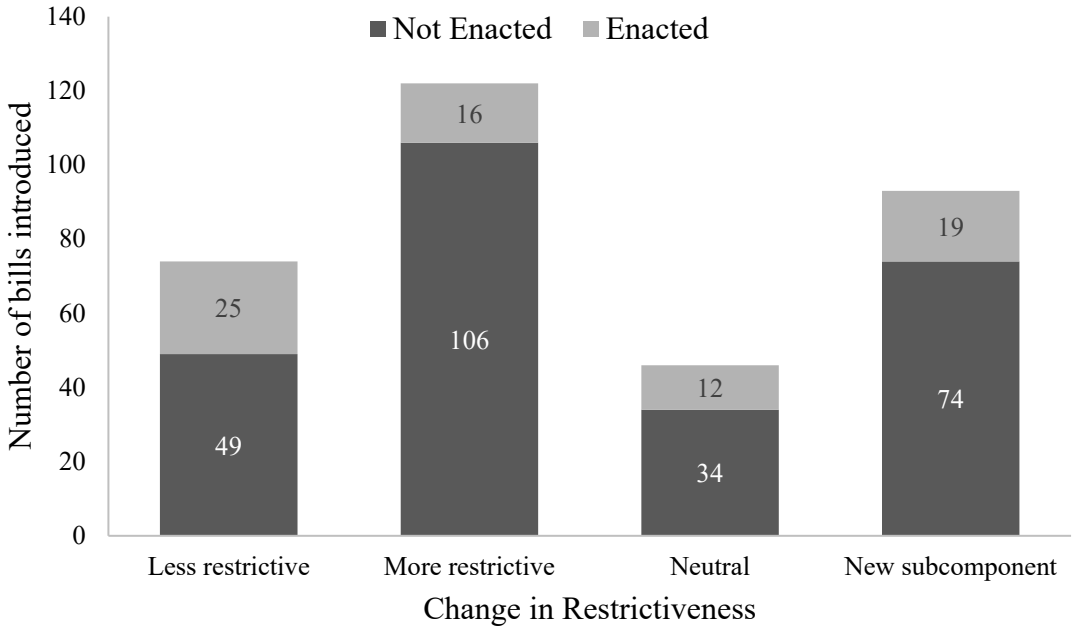


Figure 3. Bills introduced and enacted by change in restrictiveness (2017 – 2021) (N = 335)

The numbers of GDL, driver education, and other novice driver bills introduced and enacted in each State from 2017 to 2021 are shown in Table 12. New York (*N* = 38) and New Jersey (*N* = 37) introduced the most bills overall, but both had low levels of enactment (*N* = 2, 5.3%; and *N* = 1, 2.7%) compared to States such as Virginia, where 13 bills were introduced and 9 enacted (69.2% enactment rate). Other States, such as Missouri (*N* = 16), had a number of bills introduced with none enacted.

Table 12. GDL, driver education, and other novice driver bills, by State (2017 – 2021) (N = 335)

	GDL		Driver Education		Other Novice Driver		Total	
	Introduced	**Enacted**	**Introduced**	**Enacted**	**Introduced**	**Enacted**	**Introduced**	**Enacted**
State	***n***	***n* (%)**	***n***	***n* (%)**	***n***	***n* (%)**	***n***	***n* (%)**
Alabama	0	N/A	1	0 (0.0)	1	1 (100.0)	2	1 (50.0)
Alaska	0	N/A	0	N/A	0	N/A	0	N/A
Arizona	1	0 (0.0)	0	N/A	1	1 (100.0)	2	1 (50.0)
Arkansas	0	N/A	0	N/A	4	4 (100.0)	4	4 (100.0)
California	3	0 (0.0)	0	N/A	3	1 (25.0)	6	1 (16.7)
Colorado	0	N/A	0	N/A	1	0 (0.0)	1	0 (0.0)
Connecticut	6	1 (16.7)	1	0 (0.0)	1	0 (0.0)	8	1 (12.5)
Delaware	1	0 (0.0)	1	1 (100.0)	2	1 (50.0)	4	2 (50.0)
Florida	0	N/A	1	1 (100.0)	0	N/A	1	1 (100.0)
Georgia	1	0 (0.0)	5	1 (20.0)	2	0 (0.0)	8	1 (12.5)
Hawaii	0	N/A	0	N/A	0	N/A	0	N/A
Idaho	0	N/A	1	0 (0.0)	0	N/A	1	0 (0.0)
Illinois	0	N/A	4	1 (25.0)	1	0 (0.0)	5	1 (20.0)
Indiana	0	N/A	1	0 (0.0)	3	2 (66.7)	4	2 (50.0)
Iowa	3	0 (0.0)	5	0 (0.0)	10	2 (20.0)	18	2 (11.1)
Kansas	0	N/A	0	N/A	1	0 (0.0)	1	0 (0.0)
Kentucky	1	0 (0.0)	5	1 (20.0)	3	0 (0.0)	9	1 (11.1)
Louisiana	0	N/A	3	1 (33.3)	3	3 (100.0)	6	4 (66.7)
Maine	2	1 (50.0)	1	0 (0.0)	2	1 (50.0)	5	2 (40.0)
Maryland	4	1 (25.0)	1	0 (0.0)	2	0 (0.0)	7	1 (14.3)
Massachusetts	0	N/A	3	0 (0.0)	10	0 (0.0)	13	0 (0.0)
Michigan	2	2 (100.0)	7	1 (14.3)	3	0 (0.0)	12	3 (25.0)
Minnesota	0	N/A	9	0 (0.0)	1	0 (0.0)	10	0 (0.0)
Mississippi	2	2 (100.0)	6	0 (0.0)	0	N/A	8	2 (25.0)
Missouri	0	N/A	10	0 (0.0)	6	0 (0.0)	16	0 (0.0)

	GDL		Driver Education		Other Novice Driver		Total	
	Introduced	Enacted	Introduced	Enacted	Introduced	Enacted	Introduced	Enacted
State	*n*	*n* (%)	*n*	*n* (%)	*n*	*n* (%)	*n*	*n* (%)
Montana	0	N/A	1	1 (100.0)	0	N/A	1	1 (100.0)
Nebraska	0	N/A	1	0 (0.0)	2	0 (0.0)	3	0 (0.0)
Nevada	0	N/A	2	1 (50.0)	1	1 (100.0)	3	2 (66.7)
New Hampshire	1	0 (0.0)	6	1 (16.7)	1	1 (100.0)	8	2 (25.0)
New Jersey	9	0 (0.0)	12	0 (0.0)	16	1 (6.3)	37	1 (2.7)
New Mexico	0	N/A	0	0 N/A	0	N/A	0	N/A
New York	5	0 (0.0)	18	1 (5.6)	15	1 (6.7)	38	2 (5.3)
North Carolina	4	1 (25.0)	1	1 (100.0)	1	0 (0.0)	6	2 (33.3)
North Dakota	3	1 (33.3)	0	N/A	2	2 (100.0)	5	3 (60.0)
Ohio	2	0 (0.0)	0	N/A	0	N/A	2	0 (0.0)
Oklahoma	0	N/A	1	1 (100.0)	1	0 (0.0)	2	1 (50.0)
Oregon	0	N/A	0	N/A	0	N/A	0	N/A
Pennsylvania	0	N/A	0	N/A	7	0 (0.0)	7	0 (0.0)
Rhode Island	2	2 (100.0)	9	2 (22.2)	0	N/A	11	4 (36.4)
South Carolina	1	0 (0.0)	4	1 (25.0)	6	2 (33.3)	11	3 (27.3)
South Dakota	3	1 (33.3)	0	N/A	0	N/A	3	1 (33.3)
Tennessee	0	N/A	1	0 (0.0)	2	0 (0.0)	3	0 (0.0)
Texas	0	N/A	8	3 (37.5)	6	2 (33.3)	14	5 (35.7)
Utah	1	1 (100.0)	0	N/A	2	1 (50.0)	3	2 (66.7)
Vermont	1	1 (100.0)	1	0 (0.0)	1	0 (0.0)	3	1 (33.3)
Virginia	2	2 (100.0)	6	4 (66.7)	5	3 (60.0)	13	9 (69.2)
Washington	1	0 (0.0)	2	1 (50.0)	0	N/A	3	1 (33.3)
West Virginia	0	N/A	0	N/A	5	1 (20.0)	5	1 (20.0)
Wisconsin	2	1 (50.0)	0	N/A	0	N/A	2	1 (50.0)
Wyoming	1	0 (0.0)	0	N/A	0	N/A	1	0 (0.0)

Inferential Statistics

Correlations With State-Level Variables

We assessed correlations between State-level demographic and traffic safety characteristics and novice-driver-related bill enactment in each State.[8] Table 13 shows the results of Spearman rank-order correlations between State-level variables and the percentage of bills enacted in each State, only among States that introduced at least one bill (i.e., Alaska, Hawaii, New Mexico, and Oregon were excluded). There were no significant correlations between State-level variables and the percentages of novice driver bills enacted.

Table 13. Correlations between State-level characteristics and percentage of bills enacted (2017 – 2021) (N = 46)

Variable	% Enacted
% State Population Living in Urban Areas[1]	-0.10
% State Population Identifying as Black, American Indian, Asian, Pacific Islander, Other, or Multi-Racial (Combined)[1]	0.15
State Median Household Income[1]	-0.22
% State Population With Bachelor's Degree or Higher[1]	-0.22
State Traffic Fatalities per 100,000 Population[2]	0.22
State Traffic Fatalities per 100 Million VMT[2]	0.21
Note. Data sources: [1] U.S. Census Bureau, [2] NHTSA Fatality Analysis Reporting System (FARS), average of 2017 - 2020. MVC = motor vehicle crash. VMT = vehicle miles traveled. **p* < .05.	

Multilevel Logistic Regression Analyses

Next, we examined whether any bill-level characteristics predicted the likelihood of bill enactment, across all States and bills but excluding Nebraska due to its unicameral legislative body. Bill enactment (yes/no) was modeled using multilevel logistic regressions, with fixed effects for main effects of bill-level characteristics and a random intercept by State.[9]

Table 14. Multilevel logistic regression using bill characteristics to predict likelihood of bill enactment (2017 – 2021) (N = 332)

Variable	Odds Ratio (95% CI)	*p*
Legislative body		
Lower chamber (e.g., House of Representatives)	*Ref.*	
Upper chamber (i.e., Senate)	2.25* (1.16, 4.40)	.017
Companion bill		

[8] We did not examine correlations between State-level variables and the number of bills since approximately a quarter of States limit the number of bills legislators can introduce.

[9] We also conducted a second multilevel logistic regression with the addition of several State-level variables (i.e., those from Table 13). However, no State-level variables were significantly associated with higher odds of bill enactment, and their inclusion in the model did not affect the overall pattern of significance across the bill-level characteristics. Therefore, only the results from the simpler model (i.e., bill-level characteristics only) are displayed in Table 14.

Variable	Odds Ratio (95% CI)	*p*
No	*Ref.*	
Yes	0.35* (0.13, 0.92)	.034
Change in restrictiveness		
More restrictive	*Ref.*	
Less restrictive	4.37* (1.73, 11.01)	.002
Neutral	3.43* (1.16, 10.11)	.026
New subcomponent	2.29 (0.93, 5.63)	.07
Type of bill		
Graduated driver licensing	*Ref.*	
Driver education	0.65 (0.23, 1.85)	.42
Other novice driver	1.54 (0.59, 4.01)	.38
Year introduced		
2017	6.10* (1.43, 26.12)	.015
2018	1.43 (0.29, 7.12)	.66
2019	3.86 (0.87, 17.15)	.08
2020	*Ref.*	
2021	2.68 (0.54, 13.17)	.22
Sponsor type		
Individual legislator(s)	*Ref.*	
Committee	1.37 (0.32, 5.91)	.67
Days into legislative session	1.00 (1.00, 1.00)	.29
Intercept	0.04* (0.01, 0.24)	< .001
Note. * $p < .05$.		

Novice-driver-related legislation had significantly higher odds of being enacted if it was introduced in the upper chamber of a State's legislature relative to the lower one (OR = 2.25) or introduced in 2017 relative to 2020 (the year with the fewest bills introduced and lowest percentage enacted) (OR = 6.10) (Table 14). Bills also had significantly higher odds of being enacted if they had the effect of making a State's overall GDL program less restrictive (OR = 4.37) or would have a neutral effect (OR = 3.43), relative to legislation making a State's GDL program more restrictive. By contrast, bills with companion bills (duplicate/similar bills simultaneously introduced in both legislative bodies during the same legislative year) had significantly lower odds of being enacted relative to ones that did not (OR = .35).

Next, for the subset of these bills introduced by individual legislators only (i.e., excluding bills introduced by committees), we examined whether any bill-level characteristics predicted the likelihood of bill enactment, with the addition of predictors also describing characteristics of bill sponsors. Bill enactment (yes/no) was modeled using multilevel logistic regressions, with fixed effects for main effects of bill- and sponsor-level characteristics and a random intercept by State.

A similar pattern of results emerged for the subset of bills introduced by individual legislators rather than committees (Table 15), with bills introduced in the upper chamber versus lower, bills introduced in 2017 versus 2020, and bills making a State's GDL program less restrictive or having a neutral change versus more restrictive all having higher odds of being enacted. Bills with companion bills again had lower odds of being enacted. Considering characteristics of bill sponsors, bills introduced by a sponsor affiliated with the political party with State control at the time[10] had higher odds of enactment (OR = 3.66). No other sponsor characteristics significantly predicted odds of bill enactment.

Table 15. Multilevel logistic regression using bill characteristics to predict likelihood of bill enactment (2017 – 2021), only including bills with legislators as sponsors (N = 309)

Variable	Odds Ratio (95% CI)	*p*
Legislative body		
Lower chamber (e.g., House of Representatives)	*Ref.*	
Upper chamber (i.e., Senate)	2.20* (1.04, 4.65)	.039
Companion bill		
No	*Ref.*	
Yes	0.34* (0.12, 0.93)	.036
Change in restrictiveness		
More restrictive	*Ref.*	
Less restrictive	4.19* (1.49, 11.77)	.007
Neutral	5.11* (1.52, 17.13)	.008
New subcomponent	2.31 (0.89, 6.01)	.09
Type of bill		
Graduated driver licensing	*Ref.*	
Driver education	0.83 (0.26, 2.63)	.76
Other novice driver	1.85 (0.61, 5.60)	.28
Year introduced		
2017	5.60* (1.22, 25.73)	.027
2018	1.08 (0.20, 5.89)	.93
2019	3.53 (0.74, 16.88)	.11
2020	*Ref.*	
2021	3.04 (0.55, 16.74)	.20
Days into legislative session	1.00 (1.00, 1.00)	.30
Sponsor political party		
Democrat	*Ref.*	
Republican	1.13 (0.50, 2.57)	.77
Sponsor affiliation		

[10] "State control" is defined by NCSL as the same political party holding both legislative chambers and the governorship; otherwise, state control is divided.

Variable	Odds Ratio (95% CI)	*p*
Minority	*Ref.*	
Majority	3.66* (1.28, 10.51)	.016
Divided	1.52 (0.45, 5.13)	.50
Sex of sponsor		
Female	*Ref.*	
Male	0.53 (0.24, 1.18)	.12
Sponsor tenure (years)	0.95 (0.89, 1.02)	.14
Intercept	0.13* (0.02, 1.00)	.049
Note. * $p < .05$.		

Post-Hoc Multilevel Logistic Regression Analyses

In a post-hoc analysis, we further explored the finding that bills making a State's overall GDL program less restrictive or having a neutral effect had higher odds of enactment than bills making GDL more restrictive. Specifically, one could argue bills introducing a new subcomponent of GDL necessarily make a State's GDL program more restrictive, by virtue of introducing rules and regulations that did not exist previously. Therefore, we conducted a multilevel logistic regression, identical to the one above (Table 14), but with the "change in restrictiveness" variable having only three levels: more restrictive or new subcomponent (combined), less restrictive, and neutral. The results of this model are displayed in Table 16. Bills making a State's GDL program less restrictive continued to have higher odds of enactment (OR = 3.20) relative to bills making a State's GDL program more restrictive or introducing a new subcomponent.

Table 16. Post-hoc multilevel logistic regression using bill characteristics to predict likelihood of bill enactment (2017 – 2021) (N = 332)

Variable	Odds Ratio (95% CI)	*p*
Legislative body		
Lower chamber	*Ref.*	
Upper chamber	2.08* (1.08, 4.00)	.029
Companion bill		
No	*Ref.*	
Yes	0.36* (0.13, 0.94)	.037
Change in restrictiveness		
More restrictive or new subcomponent	*Ref.*	
Less restrictive	3.20* (1.38, 7.41)	.007
Neutral	2.38 (0.89, 6.37)	.09
Type of bill		
Graduated driver licensing	*Ref.*	
Driver education	0.82 (0.30, 2.21)	.69
Other novice driver	1.61 (0.63, 4.12)	.32

Variable	Odds Ratio (95% CI)	*p*
Year introduced		
2017	6.25* (1.48, 26.44)	.013
2018	1.40 (0.28, 6.86)	.68
2019	4.20 (0.96, 18.39)	.06
2020	*Ref.*	
2021	2.64 (0.54, 12.83)	.23
Days into legislative session	1.00 (1.00, 1.00)	.28
Sponsor type		
Individual legislator(s)	*Ref.*	
Committee	1.34 (0.32, 5.62)	.69
Intercept	0.06* (0.01, 0.30)	.001
Note. * $p < .05$.		

Ordinal Regression Analysis

We also conducted an ordinal logistic regression analysis to examine the strength of the association between the bill-level predictor variables and the five-level ordinal scale variable "Furthest Legislative Step." For this analysis, bills from Nebraska and bills determined to have a furthest legislative step of "pending" were excluded, and the team used the recoded three-level "Change in restrictiveness" variable (similar to Table 16). Additionally, due to the small number of bills with the furthest steps of "first legislative body vote" and "second legislative body vote" (Figure 4), the five-level ordinal variable was recoded into a three-level ordinal variable, combining first legislative body actions, second legislative body actions, and the "Governor's desk."

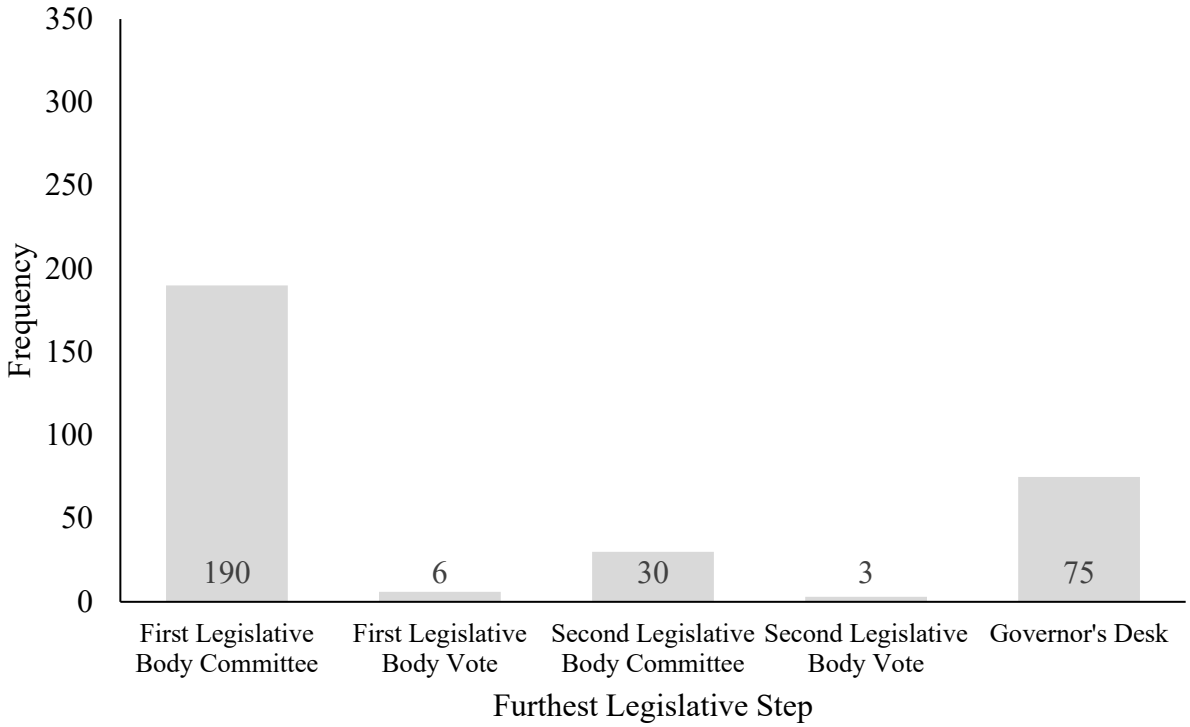


Figure 4. Frequency of bills with each "furthest legislative step" (N = 304)

For this model, the test of parallel lines for the model was not significant, showing the data met the proportional odds assumption of ordinal logistic regression. The results of this model are displayed in Table 17. The overall model with all predictors entered was significant (X^2 = 33.21, p = .001, Nagelkerke R^2 = .13).

Table 17. Ordinal logistic regression using bill-level variables to predict likelihood of greater legislative progress (2017 – 2021) (N = 304)

Variable	**Odds Ratio (95% CI)**	***p***
Legislative body		
Lower chamber	*Ref.*	
Upper chamber	1.76* (1.07, 2.89)	.026
Companion bill		
No	*Ref.*	
Yes	0.39* (0.20, 0.75)	.004
Change in restrictiveness		
More restrictive or new subcomponent	*Ref.*	
Less restrictive	2.59* (1.33, 5.04)	.005
Neutral	2.06 (1.00, 4.25)	.05
Type of bill		
Graduated driver licensing	*Ref.*	

Variable	Odds Ratio (95% CI)	*p*
Driver education	1.03 (0.49, 2.15)	.95
Other novice driver	1.39 (0.67, 2.88)	.38
Year introduced		
2017	2.85* (1.15, 7.06)	.023
2018	1.13 (0.41, 3.13)	.81
2019	2.17 (0.83, 5.67)	.11
2020	*Ref.*	
2021	2.29 (0.74, 7.04)	.15
Days into legislative session	1.00 (1.00, 1.00)	.70
Sponsor type		
Individual legislator(s)	*Ref.*	
Committee	0.46 (0.16, 1.35)	.16
Note. * $p < .05$.		

The ordinal regression model showed bills introduced in the upper legislative chamber (vs. the lower) (OR = 1.76), bills that made a State's GDL program less restrictive (vs. more restrictive or introducing a new subcomponent) (OR = 2.59), and bills introduced in 2017 (vs. 2020) (OR = 2.85) all had higher odds of making more legislative progress. Bills with a companion bill had lower odds of making more legislative progress (OR = 0.39). This pattern of results is consistent with earlier logistic regression analyses modeling the odds of bill enactment.

Discussion (Quantitative Analyses)

These analyses provided a detailed look at GDL, driver education, and other novice driver legislation introduced from 2017 to 2021. The results showed about 27 percent of bills addressing a State's GDL program, 17 percent of bills addressing a State's driver education laws, and 23 percent of bills addressing other State laws related to novice drivers were enacted. For reference, the national average passage rate for all legislation introduced across all 50 States is 20 percent (LexisNexis, 2020). However, no State demographic or traffic safety characteristics (e.g., percentage of population living in urban areas, rate of traffic fatalities per 100 million vehicle miles traveled) predicted State-level rates of enactment of novice-driver-related legislation.

The analyses also examined whether any bill-level characteristics were associated with higher odds of enactment or higher odds of making more legislative progress. Bills introduced in a State's upper legislative chamber, bills introduced in 2017 (vs. 2020), and bills with a sponsor affiliated with the political party holding both chambers and the governorship in a State had higher odds of enactment and/or progress. By contrast, bills with companion bills in the other legislative chamber had lower odds of enactment (even though only the bill with more legislative progress was retained for this analysis). Some of these findings are similar to prior research—for example, an analysis of 5,000 pieces of State legislation across a range of issues also found bills with majority-party sponsors make more legislative progress (Callaghan & Karch, 2001). On the

other hand, an analysis of State legislation on adult obesity prevention found bills with companion bills had higher odds of enactment, in contrast to the results of the current analyses.[11]

Additionally, bills making a State's GDL program less restrictive had higher odds of enactment and higher odds of making more legislative progress, relative to bills making a State's GDL program more restrictive (or more restrictive/adding a new subcomponent). These results add to understanding of the legislative "slowdown" in the passage of more restrictive State GDL laws described by Williams and colleagues (2016): from 2017 to 2021, even though bills making State GDL programs more restrictive or adding a new subcomponent comprised about 64 percent of bills introduced on novice driver issues, these bills had significantly lower odds of being enacted or making more legislative progress.

These analyses have several limitations. First, the enactment of State legislation depends on many factors, only some measured here. For example, we did not assess measures of public support for legislation or consider the restrictiveness of State GDL laws relative to each other (i.e., the legislative progress of novice-driver-related bills may differ in States that already have relatively more restrictive GDL programs versus States with relatively less restrictive ones).

Second, some legislation data analyzed in this study was introduced during the COVID-19 pandemic. It is possible legislation introduced during this time was qualitatively different than during prior years—for example, legislation to waive road tests or reduce learner permit holding period in response to health and safety concerns (Schell & Lowrey, 2024). While the analyses showed novice-driver-related bills introduced in 2017 had higher odds of enactment/making legislative progress than bills introduced in 2020, we did not conduct an in-depth examination of how the content of bills may have differed by year.

The pandemic may also have affected the likelihood of novice driver legislation making legislative progress or being enacted; indeed, our analyses demonstrated significantly lower odds of enactment for bills introduced in 2020 relative to 2017. During the COVID-19 pandemic State legislatures suspended legislative sessions and/or held sessions remotely (NCSL, 2022), and their priorities may have shifted towards enacting laws related to public health and emergency response capabilities (Davis et al., 2023). These changes to the legislative process and competing priorities during the pandemic may therefore have diminished focus on novice driver legislation. While our analyses focused on the legislation data available in the last five years at the time the study was conducted (2017 to 2021), it is possible that findings from this period—particularly during the COVID-19 pandemic—may not generalize to legislation introduced now (about 5 to 10 years later).

[11] Note that about ten States do not allow for, or rarely allow for, the inclusion of companion bills associated with a piece of legislation (Barnes, 2021). Additionally, Nebraska's unicameral legislature does not allow for the possibility of companion bills, and Tennessee mandates all bills have a companion bill. Therefore, findings related to companion bills should be interpreted with caution.

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Legislation Case Studies

The quantitative analyses of novice-driver-related legislation introduced from 2017 to 2021 showed several factors were associated with greater odds of enactment or legislative progress, including whether a bill made a State's existing GDL program more or less restrictive. To understand more about why pieces of novice driver legislation during this period were introduced and whether they were subsequently enacted or not, we next conducted a series of case studies of individual bills. We identified eight bills from different States and interviewed stakeholders to gain insights into reasons for bill introduction and factors affecting legislative outcomes.

Methods

Selection of Bills for Case Studies

Each of the 335 bills in the quantitative analyses described earlier was considered for case study. We and the NHTSA project manager selected bills that met one or more of the criteria below.

- Enacted and made GDL less restrictive
- Enacted and made GDL more restrictive
- Was not enacted but would have made GDL more restrictive
- Addressed more than one subcomponent of a State's GDL program
- Expanded GDL or other novice driver laws to cover a larger population (e.g., novices 18 and older)
- Had a rare or unusual outcome (e.g., was vetoed by the governor)

Selection of Interviewees

After bills were selected for case studies, we reviewed information about the bills to identify stakeholders from each of the following groups of people who participate in or contribute to some step of the legislative process.

- Bill sponsor
- Bill co-sponsors (if applicable)
- Advocacy groups in favor/support of the bill
- Advocacy groups in opposition to the bill
- State Highway Safety Office staff
- State licensing agency staff
- Other State officials
- Law enforcement officers

A primary and an alternate (if available) contact was identified in each stakeholder type. Many of these stakeholders were chosen because of their position in the State organization and the duration in their position (or a similar position) overlapped with the bill introduction date. A phone number or email address were found using publicly available resources. Staff from NHTSA regional offices also helped reach out to stakeholders and provided their own insights regarding the legislation, to the extent they were aware of the process.

Materials

Because each type of stakeholder participates in the legislative process in a specific way, different interview guides and questions were developed for each group of stakeholders. Further, guides and questions were tailored in each State to focus on the bill of interest or developed specifically for individual interviewees based on their role in an agency. Research team members conducting the interviews were instructed to only ask questions provided in the interview guides.

Procedure

We attempted to contact stakeholders in the order they are listed above (i.e., bill sponsors and co-sponsors first). If the primary and alternate contacts for a stakeholder type were unavailable, the next stakeholder on the list was contacted. Once a stakeholder agreed to participate, discussions times were set. Interviewees received a bill summary and list of questions to be asked prior to the interview. Each interview had one researcher asking questions, a note taker, and the interviewee. Microsoft Teams was used to conduct most interviews virtually and also provided the ability to record meetings and create transcriptions. However, some participants chose to respond by phone. The interviews were slated to take up to 30 minutes, but actual duration varied depending on the number of questions asked and the level of detail of responses. The interview question responses were recorded in a Word document.

Interviewees were told that while their names would not be used in any published report, it was possible that their identity could be discerned given the information in the report and public information about their professional roles. All interviewees agreed that a summary of their responses could be included in this report, that their responses could be transcribed for further analysis by we, and that no direct quotes would be used in the report. After the interviews, we collated responses into an Excel spreadsheet and synthesized the responses to create summaries and identify common themes.

Results

Each case study below includes a brief description of the bill, details on the bill sponsors, and a legislative timeline, followed by a summary of the stakeholder interviews. The level of detail in the summary of stakeholder interviews varies based on the number and types of stakeholders interviewed, as well as the amount of detail they provided. The information documented is paraphrased and includes research team members' interpretations of stakeholder statements. Finally, we summarize common themes identified across bills.

Virginia Senate Bill 555 Summary

Table 18. Summary of bill information (Virginia Senate Bill 555)

Bill Information	Information Available
Full Bill Text (State website)	https://lis.virginia.gov/cgi-bin/legp604.exe?ses=161&typ=bil&val=sb555
Bill Summary	Lowered the minimum entry age for an unrestricted driver's license from 19 to 18 years old, lowered the age for which a mandatory holding period was required for intermediate license holders from 19 to 18 years old, added an approved type of passenger (i.e., cousins) in the vehicle of an intermediate license holder, and implemented a wireless device use ban for learner permit and intermediate license holders.
Date Introduced	January 13, 2016

Bill Information	Information Available
Date of Last Action	March 25, 2016
Final Bill Action	Enacted

Timeline of Bill's Legislative History

- January 13, 2016: Introduced and referred to Senate Transportation Committee
- January 27, 2016: Passed Senate Transportation Committee with substitute
    - **Vote: 13 in favor, 0 against, 0 absent/not voting**
- January 29, 2016: Constitutional reading dispensed on Senate Floor
    - **Vote: 36 in favor, 0 against, 0 absent, 4 not voting**
- February 1, 2016: Read second time in Senate; Reading of substitute waived; Committee substitute agreed
- February 2, 2016: Passed Senate Floor
    - **Vote: 30 in favor, 0 against, 0 absent, 1 not voting**
- February 5, 2016: Transmitted to House and referred to House Transportation Committee
- February 12, 2016: Assigned to House Transportation Subcommittee #2
- February 22, 2016: House Transportation Subcommittee recommends reporting
    - **Vote: 7 In favor, 0 against, 0 absent/not voting**
- February 25, 2016: Passed House Transportation Committee with substitute
    - **Vote: 22 in favor, 0 against, 0 absent/not voting**
- February 26, 2016: Read second time in House
- February 29, 2016: Read third time in House; Committee substitute agreed
- February 29, 2016: Blocked vote to pass House with substitute
    - **Vote: 99 in favor, 0 against, 0 absent, 1 not voting**
- March 2, 2016 : House substitute agreed to by Senate
    - **Vote: 39 in favor, 0 against, 0 absent, 1 not voting**
- March 4, 2016: Enrolled bill signed by House
- March 7, 2016: Enrolled bill signed by Senate
- March 25, 2016: Passed Governor's Desk/Signed by Governor

Synopsis of Findings From Interviews

Genesis of the Bill. Most of the requirements addressed in this bill had been in place to some degree since the early 2000s, and this bill refined those laws. An advocacy group supporting the bill believed Virginia had a strong GDL program in place before this bill was introduced. One stakeholder reported the driving force behind lowering the minimum entry age and the applicable

mandatory holding period age from 19 to 18 was to limit restrictions to minors. The advocacy group's main priority was to ban handheld devices for novice drivers, and they believed all aspects of the bill were critical to improve novice driver safety. At the time of bill introduction, there was no hands-free law in place for any drivers in Virginia, and the advocacy group believed this bill was a small step toward protecting young/novice drivers and their passengers.

Supporting Positions. This bill was drafted by an advocacy group, *and* the advocacy group consulted with DMV stakeholders (note that the DMV did not take a position on the bill), Department of Education, and Virginia State Police. The advocacy group reported it was allied with the bill sponsor, who was a strong supporter of traffic safety issues and had teamed with the advocacy organization on past bills related to traffic safety.

Opposing Positions. The advocacy group that drafted the bill said there was some opposition about the safety benefits of the bill (e.g., whether lowering the minimum entry age for an unrestricted license from 19 to 18 would decrease novice driver safety), but ultimately the bill passed both legislative bodies with unanimous votes.

Factors That May Have Affected Legislative Outcome. This bill garnered attention through the participation of the advocacy group in press releases and a press conference that turned into media coverage, as well as a sit-down discussion about the law change with a news station in Richmond. The advocacy group also *developed* talking points that were distributed to members of the House and Senate in support of the bill and conducted a poll of people on support or opposition for this topic.

Because this bill was introduced during divided legislative control, those involved in the legislation said they believed taking smaller, incremental steps toward the goal of improved safety legislation for novice drivers would provide a higher likelihood of passing. Despite most of the bill making Virginia's GDL program less restrictive, implementing the cellphone ban appeared to be of utmost importance for many stakeholders, which may have contributed to its enactment.

Wisconsin Senate Bill 15 Summary

Table 19. Summary of bill information (Wisconsin Senate Bill 15)

Bill Information	Information Available
Full Bill Text (State website)	https://docs.legis.wisconsin.gov/2021/proposals/reg/sen/bill/sb15
Bill Summary	Decreased the minimum entry age for a learner permit from 15.5 years old to 15 years old. After its initial proposal, the bill was revised to include an increase in the number of supervised driving hours during the learner permit period from 30 to 50. It also maintained the minimum entry age for an intermediate license at 16 years old.
Date Introduced	January 28, 2021
Date of Last Action	July 8, 2021
Final Bill Action	Enacted

Timeline of Bill's Legislative History

- January 28, 2021: Introduced and referred to Senate Transportation and Local Government Committee
- March 10, 2021: Public Hearing held
- April 7, 2021: Passed Senate Transportation and Local Government Committee with amendment
    - **Vote: 5 in favor, 0 against, 0 absent/not voting**
- April 14, 2021: Read second time in Senate; Senate amendment adopted; Read third time in Senate
- April 14, 2021: Passed Senate Floor
    - **Vote: No vote counts available**
- April 14, 2021: Transmitted to Assembly
- June 15, 2021: Referred to House Rules Committee
- June 22, 2021: Read second time in Assembly; Read third time in Assembly and concurred
- June 22, 2021: Passed Assembly Floor
    - **Vote: No vote counts available**
- June 22, 2021: Enrolled bill signed by Assembly
- June 28, 2021: Enrolled bill signed by Assembly
- July 9, 2021: Passed Governor's Desk/Signed by Governor

Synopsis of Findings From Interviews

Genesis of the Bill. One interviewee said this change was prompted by the desire to have new drivers experience different seasons and weather conditions. Another stakeholder said the effort for this bill was initiated and driven by concerned people in the community. Before this bill was introduced, the WI DOT performed an analysis of licensing requirements in other States to understand anticipated benefits and drawbacks to the introduction and implementation of this bill.

Supporting Positions. The relevant stakeholders believed the increase in supervised driving hours was the most important aspect of this bill and drove most of the support for it from these organizations. An advocacy group supporting the bill recommended a 9-month holding period for learner permits, and this bill brought the State closer to alignment with that recommendation. The bill sponsor and a co-sponsor provided testimony in the Senate Committee on Transportation and Local Government about a particular new driver issue that had affected their families. An advocacy group also gave written testimony in this committee using crash data to support the more restrictive GDL provisions in this bill. This interviewee said that many other advocacy groups are not allowed to lobby, and the testimony represented the beliefs of some additional advocacy groups. A concerned parent of teenagers expressed support for the bill with written testimony to the Senate Committee on Transportation and Local Government. The

concerned parent also shared personal experiences of crashes caused by teenage drivers driving in bad weather conditions while the person was a police officer and the belief that a full year of instructional driving would better prepare new drivers.

Opposing Positions. Interviewees had no insight into bill opposition. However, one interviewee believed adding a requirement for supervised driving during inclement weather would be beneficial for novice drivers to allow all new drivers to experience driving in the most difficult driving conditions.

Factors That May Have Affected Outcome. An advocacy group said it had not previously worked with the bill sponsor because the sponsor was not typically involved in traffic safety legislation but introduced the bill as a response to a constituent. The advocacy group also illustrated how its organization met with insurance company lobbyists to understand the lobbyists' support or hesitation toward the bill. The bill sponsor was affiliated with the majority political party of the State.

The SHSO consulted with the internal leadership team about potential drawbacks or concerns about the bill. However, the SHSO, along with the DOT and DMV, said it remained neutral throughout the bill process. However, interviewees from these organizations said they generally believed the bill would increase safety. Two neighboring States, Iowa and Illinois, both require at least a 9-month holding period for learner permit holders, and the bill made Wisconsin's GDL program more similar to its neighboring States.

Maryland Senate Bill 424 Summary

Table 20. Summary of bill information (Maryland Senate Bill 424)

Bill Information	Information Available
Full Bill Text (State website)	https://mgaleg.maryland.gov/mgawebsite/Legislation/Details/SB0424/?ys=2018rs
Bill Summary	Reduced the learner permit holding period for drivers 19 to 25 (or 18 with a high school diploma or equivalent) from 9 months to 3 months. A driver younger than 19 (or 18 with a high school diploma or equivalent) must still hold a learner permit for 9 months.
Date Introduced	January 28, 2018
Date of Last Action	May 8, 2018
Final Bill Action	Enacted

Timeline of Bill's Legislative History

- January 25, 2018: Introduced and referred to Senate Judicial Proceedings Committee
- February 6, 2018: Public hearing held
- February 15, 2018: Senate Judicial Proceedings Committee
    - **Vote: 10 in favor, 1 against, 0 absent/not voting**
- February 21, 2018: Read second time
- February 23, 2018: Read third time; Passed Senate Floor
    - **Vote: 46 in favor, 0 against, 1 absent, 0 not voting**

- February 26, 2018: Transmitted to House and referred to House Environment and Transportation Committee
- April 4, 2018: Passed House Environment and Transportation Committee
    - **Vote: 23 in favor, 0 against, 1 absent, 0 not voting**
- April 5, 2018: Read second time
- April 9, 2018: Read third time; Passed House Floor
    - **Vote: 138 in favor, 0 against, 1 absent, 2 not voting**
- April 9, 2018: Enrolled bill signed by House
- April 9, 2018: Enrolled bill signed by Senate
- May 8, 2018: Passed Governor's Desk/Signed by Governor

Synopsis of Findings From Interviews

Genesis of the Bill. One interviewee reported that Maryland has a large rural population, and some of the rural legislators were in favor of the bill under the belief that drivers become experienced from a young age operating farm equipment. The interviewee said some teens are waiting until they are older to obtain licenses and posited that being at college may also cause delays. The interviewee believed these factors, in tandem with Maryland's driver education requirement, may have led to the initiation of the bill to make it easier for a novice driver 18 and older to get a license more quickly. The Motor Vehicle Administration reported it was not consulted prior to the introduction of the bill, but it provided data on younger driver crashes that highlighted higher risk of new drivers (regardless of age) to the legislature.

Supporting Positions. Organizations supporting this bill believed many drivers are getting licensed at later ages and don't need as much behind-the-wheel practice. One stakeholder believed this bill helped balance safety requirements with the needs of older novice drivers (who may be entering higher education or the job market).

Opposing Positions. Because this bill made the GDL program less restrictive, several safety advocacy groups said general opposition to the bill. They felt it contradicted the data showing the importance of sufficient behind-the-wheel training before obtaining an unrestricted license. One advocacy group expressed opposition to the bill to its sponsor only because it had other active bills being introduced in his committee at the time of this bill. Another advocacy group expressed its belief that the GDL program was adequate in its current form.

Factors That May Have Affected Outcome. A stakeholder said that many GDL laws were enacted in Maryland in the early 2000s, and the GDL program has largely remained unchanged since then. They also believed there was general reluctance to introduce new GDL legislation. One stakeholder believed the decision to push the bill forward may have been affected by external pressure or political considerations.

Michigan Senate Bill 192 Summary

Table 21. Summary of bill information (Michigan Senate Bill 192)

Bill Information	Information Available
Full Bill Text (State website)	www.legislature.mi.gov/(S(yob23g0hsem43wae1wxkmjhk))/mileg.aspx?page=getObject&objectName=2019-SB-0192
Bill Summary	Provided a waiver for the nighttime supervised driving requirement for obtaining an intermediate license if a person had been issued a daylight driving only permit.
Date Introduced	March 12, 2019
Date of Last Action	June 26, 2019
Final Bill Action	Enacted

Timeline of Bill's Legislative History

- March 12, 2019: Introduced and referred to Senate Transportation and Infrastructure Committee
- April 25, 2019: Passed Senate Transportation and Infrastructure Committee
    - **Vote: 9 in favor, 0 against, 0 absent/not voting**
- April 25, 2019: Referred to Senate Committee of the Whole
- May 16, 2019: Passed Senate Committee of the Whole with substitute
    - **Vote: No vote counts available**
- May 16, 2019: Read third time in Senate
- May 22, 2019: Passed Senate Floor
    - **Vote: 38 in favor, 0 against, 0 absent/not voting**
- May 22, 2019: Transmitted and referred to House Transportation Committee
- June 4, 2019: Recommended for referral to House Ways and Means Committee
- June 11, 2019: Reported without recommendations
- June 12, 2019: Read second time in House
- June 13, 2021: Read third time in House
- June 13, 2019: Passed House Floor
    - **Vote: 106 in favor, 3 against, 0 absent, 1 not voting**
- June 13, 2019: Enrolled bill signed by House
- June 18, 2019: Enrolled bill signed by Senate
- June 26, 2019: Passed Governor's Desk/Signed by Governor

Synopsis of Findings From Interviews

Genesis of the Bill. This bill pertains to increasing accessibility to novice drivers with vision limitations that do not allow them to meet the State's nighttime supervised driving requirement. A stakeholder said the genesis of this bill was a parent who reached out to a State senator because the parent's teen couldn't fulfill the nighttime driving requirement to obtain an intermediate driver's license. They said the bill was analyzed, drafted, and proposed very quickly.

Supporting Positions. One stakeholder from the DMV largely supported this bill. The interviewee said that the DMV generally supports legislation as long as traffic safety is maintained by keeping the other licensing standards in place. The interviewee reported that the agency often reviews bills before they are introduced and will typically testify while the bill is in committee in both the House and Senate. The stakeholder said that they typically meet with the bill sponsor, the committee chair, or other committee members to express the DMV's beliefs.

Opposing Positions. One stakeholder said this bill was introduced and passed in three months and seemed to garner much support with little opposition.

Factors That May Have Affected Outcome. This bill was introduced by a Republican sponsor and enacted during a Republican-controlled legislature with a new Democratic governor, which one stakeholder believed may have contributed to its passing. This bill passed both legislative bodies with little to no opposition. One interviewee said this bill was very important for those affected by the passing of the legislation but did affect most drivers. The interviewee said the passing of this legislation is important to use as a basis for consideration of similar legislation that could be introduced to benefit other drivers with different types of limitations.

Mississippi House Bill 550 Summary

Table 22. Summary of bill information (Mississippi House Bill 550)

Bill Information	Information Available
Full Bill Text (State website)	http://billstatus.ls.state.ms.us/2021/pdf/history/HB/HB0550.xml
Bill Summary	Removed all references to the intermediate driver's license and allowed drivers to obtain an unrestricted driver's license if the person is at least 16 years old and has held a learner permit for at least 1 year. A license holder younger than 18 may also drive unsupervised from 6 a.m. to 10 p.m., with the nighttime hours extended to 11:30 p.m. on Friday and Saturday but must be supervised by a parent or guardian during at all other times for the first 6 months (previously until 18).
Date Introduced	January 18, 2021
Date of Last Action	April 5, 2021
Final Bill Action	Enacted

Timeline of Bill's Legislative History

- January 18, 2021: Introduced and referred to House Transportation Committee
- January 26, 2021: Passed House Transportation Committee; No vote count available
- February 3, 2021: Passed House Floor
    - **Vote: 116 in favor, 0 against, 6 absent/not voting**

- February 4, 2021: Transmitted to Senate
- February 22, 2021: Referred to Senate Judiciary, Division A Committee
- February 25, 2021: Passed Judiciary, Division A Committee as amended; no vote count available
- March 4, 2021: Passed Senate Floor as amended
    - **Vote: 52 in favor, 0 against, 0 absent/not voting**
- March 8, 2021: Senate motion to reconsider entered
- March 11, 2021: Senate motion to reconsider Tabled
- March 11, 2021: Returned to House for concurrence
- March 17, 2021: House declined to concur
- March 25, 2021: Senate and House conference report filed
- March 26, 2021: Senate conference report adopted
    - **Vote: 49 in favor, 0 against, 3 absent/not voting**
- March 28, 2021: Enrolled bill signed by House
- March 29, 2021: Enrolled bill signed by Senate
- April 5, 2021: Passed Governor's Desk / Signed by Governor

Synopsis of Findings From Interviews

Genesis of the Bill. One stakeholder said that before the bill, a new driver may have been required to visit the Mississippi Driver Service Bureau three times in an 18-month period, between obtaining a learner permit and an unrestricted license. The person said this bill was introduced to reduce the burden of in-person appearances on people and the Mississippi Driver Service Bureau. The stakeholder said the change in nighttime restriction was included in this bill to alleviate the difficulty that law enforcement had in determining whether a novice driver was traveling home from a place of employment or simply driving past curfew.

Supporting Positions. Relevant stakeholders said the bill was openly supported by Mississippi's Department of Public Safety (DPS) and the Driver Service Bureau. One stakeholder said this bill used data from the University of Mississippi, which specifically separated out young drivers as a priority action area *to* be addressed in upcoming years.

Opposing Positions. An interviewee said there was not much opposition to this bill, as it benefited the operations of many organizations. The interviewee also reported that licensing agencies are requiring parents of learner permit holders to sign off saying they have properly supervised the new driver for a full year with a permit, which may have frustrated some parents.

Factors That May Have Affected Outcome. The bill was introduced by a sponsor with a majority political party membership and 9 years of tenure. Stakeholders believe this, together with support from the DPS and Driver Services Bureau, may have contributed to the bill's passing.

Maine House Bill 502 Summary

Table 23. Summary of bill information (Maine House Bill 502)

Bill Information	Information Available
Full Bill Text (State website)	www.mainelegislature.org/legis/bills/display_ps.asp?ld=711&PID=1456&snum=128
Bill Summary	Increase the mandatory holding period of a learner permit from 6 to 12 months if under 21 years old. Additionally, the nighttime restriction hours would have changed from 12 a.m. – 5 a.m. to 9 p.m. – 5 a.m., except for allowing driving until 10 p.m. if the person is employed and working at night. Driver education curriculum would have required the use of textbooks developed by a national automobile association.
Date Introduced	February 24, 2017
Date of Last Action	April 13, 2017
Final Bill Action	Adjourned (failed) in first legislative body committee – Joint Transportation Committee

Timeline of Bill's Legislative History

- February 24, 2017: Introduced in legislation
- February 28, 2017: House referred to Joint Transportation Committee
- February 28, 2017: Senate referred to Joint Transportation Committee in concurrence
- March 30, 2017: Work session held
- March 31, 2017: Ought Not to Pass in Joint Transportation Committee; No vote counts available
- April 13, 2017: Ought Not to Pass – House majority committee report
- April 13, 2017: Ought Not to Pass – Senate majority committee report
- April 13, 2017: Died – Placed in legislative file

Synopsis of Findings From Interviews

Genesis of the Bill. The bill was drafted by an advocacy group. Stakeholders involved in the bill felt nighttime restriction was the most important subcomponent and was based on data from AAA and NHTSA involving nighttime crashes. An interviewee said that there had been a trend in Maine of adding exemptions to the GDL restrictions in place and continued by stating this bill intended to eliminate the exemptions while maintaining the nighttime employment exemption. The interviewee believed this bill may have also been introduced to be more in alignment with part of the NHTSA Section 405-grant program in place at the time.

Supporting Positions. Two advocacy groups, the bill sponsor, and two driving schools gave written testimony to the Joint Transportation Committee *and said* the bill would decrease crash rates and would put Maine more in alignment with recommended GDL provisions. An advocacy group interviewee supported the group that introduced the bill and likely would have lobbied more if they thought the bill would pass; however, the interviewee felt trying to address several subcomponents was too ambitious.

Opposing Positions. The advocacy group that drafted the bill claimed there was opposition but did not specify the person or organization. A concerned person gave written testimony to the Joint Transportation Committee saying that many families who are struggling financially have no way to provide vehicles for their children to learn how to drive, and the State should be making it easier for teenagers to get their licenses. Two driving schools and the Bureau of Motor Vehicles also gave written testimony against the legislation in the Joint Transportation Committee stating the current laws were adequate and the provisions should be up to the parents to enforce. One interviewee said due to the rurality of the State, there are few options for public transportation, and many teenagers work past 10 p.m., making the bill hard to support for many residents.

Factors That May Have Affected Outcome. Some stakeholders believed the bill may have had more success if it was introduced by a different sponsor who had a longer legislative tenure. The driver association leading this effort said it was at odds with another driver association in the State and believed it caused confusion among committee members. Some stakeholders believed the bill might have passed had it gotten support from both organizations. One of the interviewees felt the intentions of the bill were a bit too ambitious without having the necessary co-sponsors behind the bill for passage. One stakeholder said each section was originally intended to be a separate bill so that opposition to one section did not result in opposition to the entire bill. However, there was a mistake in the submission process, and all sections were combined into one bill. The stakeholder speculated that this may have caused confusion and complications during the legislative hearings. One interviewee said States in this region are particularly susceptible to influence from other States, given their proximity to one another, and most of the surrounding States also had less restrictive nighttime driving restrictions (12 a.m. – 5 a.m.).

North Dakota House Bill 1194 Summary

Table 24. Summary of bill information (North Dakota House Bill 1194)

Bill Information	Information Available
Full Bill Text (State website)	https://ndlegis.gov/assembly/67-2021/regular/bill-testimony/bt1194.html?bill_year=2021&bill_number=1194
Bill Summary	Created an intermediate driver's license stage where one did not previously exist. This bill also would have increased the mandatory holding period for a learner permit from 6 to 12 months for anyone under 18 years old (or until the person turns 18).
Date Introduced	January 11, 2021
Date of Last Action	January 26, 2021
Final Bill Action	Failed first legislative body committee vote – Transportation Committee

Timeline of Bill's Legislative History

- January 11, 2021: Introduced and referred to House Transportation Committee
- January 21, 2021: Ought Not to Pass in House Transportation Committee; No vote counts available
- January 26, 2021: Read second time in House Transportation Committee
    - **Vote: 18 in favor, 73 against, 3 absent, 0 not voting**

Synopsis of Findings From Interviews

Genesis of the Bill. One of the bill co-sponsors explained their passion for the topic and approached Republican legislators to introduce the bill, since the person was a Democrat in a Republican-controlled State. The advocacy group involved in the bill recommended increasing the licensing holding period, and this provision was added as a compromise.

Supporting Positions. One stakeholder reported this bill was drafted by an advocacy group and supported by the Highway Safety Office because it aligned with the SHSO's Strategic Highway Safety plan and "Vision Zero" initiative. The person said the bill did not have much support beyond these organizations. A representative from an advocacy group, the bill sponsor, the DOT, and a grieving mother of a teen who was killed by a young driver gave written testimony in support of the legislation to the House Transportation Committee. These people said stricter provisions need to be in place for new drivers, especially for those under 18. One interviewee believed the proposed changes in this bill will more closely align North Dakota with the "Vision Zero" goal of reducing motor vehicle crash deaths and serious injuries to zero. The advocacy group that drafted the bill provided evidence-based support for later licensing ages and longer holding periods as effect methods for crash reductions.

Opposing Positions. One stakeholder reported those who opposed the bill may have done so because there is a lack of public transportation in the State. The person believed it would limit teenagers' ability to work in the farming industry, and parents would have to drive their kids' long distances until a later age. Another stakeholder said the main concerns included the age limit for the mandatory holding period (some people wanted to lower the age) and the practicality of driver training access for rural communities (adding the intermediate license requires a second segment of driver education). They believed these issues likely could have been settled with discussions between legislators to address these concerns and lead to more support for the bill.

Factors That May Have Affected Outcome. An interviewee said the legislators interested in seeing the bill progress were willing to provide support but largely left it up to the sponsor to carry it through the legislative process. However, the sponsor was a Democrat in a Republican-controlled State and was fairly new in the House of Representatives. The interviewee reported both factors may have contributed to its lack of legislative progress. The interviewee suggested the best way to introduce legislation is if it aligns with the Governor's budget or has support from the Department of Transportation. The person said the laws are heavily influenced by farming, agriculture, and ranching, and more licensing restrictions generally go against the needs of the industry. The advocacy group behind the bill reached out to the DOT, SafeKids, Driver Training Instructors Association, and other young driver safety groups for support, but many organizations did not fully understand GDL and were unable to provide meaningful support. The advocacy group also reported writing an op-ed in support of the bill and participated in media interviews leading up to the bill introduction but believed the coverage did not affect the overall viewpoint of relevant stakeholders. The interviewee believed it would have been beneficial to build a bigger network of partners for the bill, particularly those who had longer legislative tenure and were Republicans. The interviewee also said more time should have been spent clarifying the legislation to prevent misunderstandings.

California Assembly Bill 63 Summary

Table 25. Summary of bill information (California Assembly Bill 63)

Bill Information	Information Available
Full Bill Text (State website)	https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB63
Bill Summary	This bill would have expanded the applicable age range for intermediate licensing restrictions from 18 to 21 years old and require a person under 21 to complete an approved driver education program (previously under 18).
Date Introduced	December 12, 2016
Date of Last Action	October 7, 2017
Final Bill Action	Vetoed by Governor

Timeline of Bill's Legislative History

- December 12, 2016: Introduced in legislation
- January 19, 2017: Referred to Assembly Transportation Committee
- April 5, 2017: Amended and re-referred to Assembly Transportation Committee; Read second time
- April 18, 2017: Passed Assembly Transportation Committee
    - **Vote: 8 in favor, 3 against, 0 absent/not voting**
- April 26, 2017: Referred to Assembly Appropriations Committee; To Suspense File
- May 26, 2017: Passed Assembly Appropriations Committee as Amended
    - **Vote: 11 in favor, 6 against, 0 absent/not voting**
- May 30, 2017: Read second time
- May 30, 2017: Assembly Rule 63 suspended
    - **Vote: 52 in favor, 24 against, 0 absent/not voting**
- June 1, 2017: Read third time
- June 1, 2017: Passed Assembly Floor
    - **Vote: 47 in favor, 21 against, 0 absent/not voting**
- June 5, 2017: Transmitted to Senate
- June 14, 2017: Referred to Senate Transportation and Housing Committee
- July 3, 2017: From Committee Chair with amendments; Re-referred to Senate Transportation and Housing Committee
- July 3, 2017: Read second time in Senate Transportation and Housing Committee
- July 12, 2017: Passed Senate Transportation and Housing Committee
    - **Vote: 5 in favor, 2 against, 0 absent/not voting**
- August 21, 2017: Referred to Senate Appropriations Committee; To suspense file

- August 23, 2017: From Committee Chair with amendments; Re-referred to Senate Appropriations Committee
- September 1, 2017: Passed Senate Appropriations Committee
    - **Vote: 5 in favor, 2 against, 0 absent/not voting**
- September 5, 2017: Read second time
- September 6, 2017: Read third time and amended
- September 7, 2017: Read second time as amended
- September 11, 2017: Read third time as amended; Passed Assembly Floor
    - **Vote: 32 in favor, 8 against, 0 absent/not voting**
- September 11, 2017: Enrolled bill signed by Assembly
- September 12, 2017: Assembly Rule 77(a) suspended
- September 13, 2017: Enrolled bill signed by Senate
- October 7, 2017: Vetoed at Governor's Desk

Synopsis of Findings From Interviews

Genesis of the Bill. The bill sponsor described the bill had special meaning, as the sponsor personally suffered the tragic loss of a child in a motor vehicle crash and introduced this bill to prevent other families from having a similar experience. The sponsor cited data showing many drivers were waiting until 18 years old to get their licenses and bypassed driver education and other driving restrictions. The sponsor was interested in adding driver education to the public-school curriculum. The sponsor said at the time of bill introduction, drivers could get unrestricted licenses before 18 years old if they took driver education, but after the age of 18, driver education was no longer required. The bill sponsor used data from the California Highway Patrol and AAA that showed those who did not take driver education tended to have worse driving records. The sponsor also cited data about slower cognitive development in young drivers to support the law change.

Supporting Positions. The legislative team composing the bill reported reaching out to trauma centers, California Highway Patrol, children's advocacy groups, Advocates for Highway and Auto Safety, IIHS, *the* National Safety Council, among others, for support. The sponsor highlighted support from California organizations is especially important to leverage allied organization connections to reach out to specific legislators and advocate for bill support. The sponsor said that aligning with State agencies and stakeholders is crucial for advancing traffic safety goals.

Opposing Positions. A stakeholder said that opposing groups remained opposed even with amendments expanding exceptions to the new intermediate restrictions for 18- to 20-year-olds with documented needs. These groups believed parents should be responsible for teaching their novice drivers. The stakeholder further described how those in opposition would show up to the hearings, but the proponents of the bill would testify using data to compel legislators. Opposition groups cited military members' need to have licenses, and this led to an exemption for GDL requirements for military personnel over 18. The stakeholder also said an additional exemption

was added for commercial drivers under 21, as there are limited job opportunities for licensed commercial drivers in that age group. One interviewee said some may have opposed the legislation because they believed novice drivers over 18 were adults and shouldn't have their mobility restricted in any way.

Factors That May Have Affected Outcome. Neither the SHSO nor the DMV were involved in this bill. However, one interviewee described the impact of the bill on the DMV, which included revisions to intermediate license restrictions, adoption of new regulations, and updating informational brochures. The stakeholder believed it would have had a large one-time fiscal impact of approximately $600,000, with additional ongoing costs of approximately $300,000 annually for increased transaction time in field offices and increased call volumes. However, the stakeholder said the legislation included a provision allowing driver education schools to charge a $1.00 fee to cover the DMV costs. One advocacy group said there were disagreements between lead people (e.g., lobbyists, advocacy groups, legislators) about how to communicate with the governor about the bill. Although the advocacy group did not have as much influence as lobbyists, they believed if they had a meeting with the governor and affected families to present the data, they may have persuaded the governor to support the bill. Finally, one stakeholder believed the bill may have passed if the advocates had done a better job recruiting affected families to testify.

Stakeholders reported this bill added several amendments to make it more likely to pass the legislature. One stakeholder said the sponsor had many years of tenure in the legislature and believed the sponsor's reputation helped garner support in both legislative chambers, but it was vetoed by the governor. The sponsor said the bill may have been enacted if it was introduced by a different legislator who had not clashed with the governor on some high-profile legislative issues.

Discussion (Legislation Case Studies)

Interviews with stakeholders familiar with several pieces of novice-driver-related legislation said a variety of factors affected the introduction of these bills, as well as the legislative progress they made. Several interviewees noted that States appeared to be influenced by policy changes in neighboring States. However, several interviewees also expressed the belief their State had been focused on other salient traffic safety issues like cannabis impairment laws, distracted driving, and impaired driving. As a result, some stakeholders felt legislation to change GDL laws had not gotten as much attention—even though traffic safety advocacy groups and State officials may support such changes.

Some interviewees also said that rural States may experience different legislative contexts for GDL legislation because there are less transportation options for teenagers who need to travel to school or work. A similar theme was echoed regarding making GDL less restrictive for the convenience of new drivers and parents and to reduce burden on licensing agencies. In these instances, interviewees felt convenience and mobility were critical issues that needed to be considered alongside safety.

Interviewees also felt factors beyond the content of the bill could affect a bill's legislative progress. In several instances, interviewees expressed having a certain bill sponsor or co-sponsor may affect whether a bill passes. Typically, interviewees deemed enactment more likely when a majority party sponsor introduced the bill and had co-sponsors who were members of the

majority party. If a member of the minority party introduced a bill, some interviewees said that co-sponsor support needed to be from the majority party. In some instances, interviewees noted having a minority party legislator approach a majority party legislator to be the main sponsor of a bill could lead to more legislative progress. Interviewees also said the relationship between the bill sponsor and governor may affect the likelihood of the bill being enacted.

The results of these case studies reflect the experiences and opinions of individual stakeholders and cannot be generalized to other legislation or State contexts. The people interviewed for these case studies also may not have included all relevant stakeholders. For example, only one bill sponsor was available to talk about their proposed GDL legislation, and seven of the bill sponsors had retired and could not be reached from either their legislative contact information or other publicly available contact information. Finally, some interviewees did not remember specific details of the bills and so were unable to answer some interview questions.

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General Discussion

This study investigated State legislation related to novice drivers introduced from 2017 to 2021. Key findings from quantitative analyses of legislation data included that 335 bills were introduced and about 22 percent were enacted. Several characteristics of bills and their sponsors affected legislative outcomes, including that bills making a State's GDL program less restrictive had higher odds of enactment and more legislative progress relative to bills making a State's GDL program more restrictive. Indeed, while about 16 percent of introduced bills making State GDL programs more restrictive or adding a new restriction were enacted, 34 percent of introduced bills making State GDL programs less restrictive were enacted.

Findings from eight legislative case studies with a variety of outcomes aligned with the results of the quantitative analyses, including stakeholders feeling that other traffic safety proposals were prioritized over stronger GDL laws and that characteristics of the bill sponsor, like majority or minority political party affiliation, may have affected legislative progress. Interviewees highlighted concerns about balancing novice driver safety with license accessibility and mobility, particularly in States with more people living in rural areas.

The results from this study may provide insight into the "slowdown" in the passage of more restrictive State GDL laws described by Williams and colleagues (2016). In particular, although this study did not examine whether less novice-driver-related legislation was introduced from 2017 to 2021 relative to the 1990s (when States began passing GDL laws), the study's results do suggest more restrictive GDL legislation enactment has slowed. NHTSA's *Countermeasures That Work* (Kirley et al., 2023), a reference to assist in selecting effective, science-based traffic safety countermeasures, rates GDL as a "five-star" countermeasure, with the most restrictive GDL programs associated with the largest reductions in fatal and injury crashes among teen drivers. Even so, the results from our study show that bills that reduce novice-driver related restrictions overall are more likely to be made into law, potentially due to concerns about limiting mobility and the accessibility of driver licenses. The results of this study can inform States and SHSOs seeking to understand other States' recent experiences with legislation to change GDL laws. The results can also inform the direction of research on novice driver safety, particularly the need for timely evaluations of recent changes to GDL laws that lessen restrictions or requirements for licensure.

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Appendix A: Data Elements Included in Bill Coding Sheets

Legislation-Level Data Elements

- Bill State
- Bill Number
- Bill Title
- Bill Summary
- Full-Bill Text
- Legislative Body Introduced
- Legislative Session Length
- Introduction Date
- Date of Last Progress
- Description of Last Progress
- Committee the Bill Was Assigned to in Legislative Body 1
- Additional Committee(s) the Bill Entered in Legislative Body 1
- Public Hearings in Legislative Body 1
- Committee the Bill Was Assigned to in Legislative Body 2
- Additional Committee(s) the Bill Entered in Legislative Body 2
- Public Hearings in Legislative Body 2
- Final Bill Action
- Failed Bill Reason (when applicable)[12]
- GDL Licensing Stage the Bill Addressed
- Type of Bill Component Addressed
- GDL Subcomponent Addressed (up to 3)
    - Mandatory holding period
    - Minimum entry age
    - Nighttime restriction
    - Passenger restriction
    - Supervised driving hours
- Driver Education Subcomponent Addressed (up to 3)[13]

[12] NCSL identifies a "failed" bill as one that did not pass a vote, died in a committee, was withdrawn, was "tabled" from further consideration, or died with the adjournment of a legislative session.

[13] The driver education topics addressed did not have enough overlap to create meaningful subcomponents.

- Other Novice Driver Subcomponent Addressed (up to 3)
    - Distracted driving
    - Driver licensing exam
    - Driver licensing procedures
    - Driving distance restriction
    - Education requirements
    - Impaired driving
    - License renewal
    - Licensing requirements
    - Loss of driving privileges
    - New license class
    - Parental responsibility of minors
    - Special minor's farm driver's license
    - Teen driver safety
    - Traffic violations
    - Vehicle identification decal
    - Widen age range that GDL provisions apply to
- Description of Bill Subcomponent Change
- Direction of Bill Subcomponent Change
- Whether the Bill Had a Companion Bill
- Location(s) of Votes Performed (Committee, Floor)
- Committee/Legislative Body Vote Counts
- Sponsor Name
- Sponsor Political Party
- Whether the Political Party of the Sponsor Was the Majority or Minority of the State at Time of Bill Introduction
- Number of Co-Sponsors (when applicable)
- Counts of Co-Sponsor(s) Political Party Affiliation (when applicable)
- Sex of Sponsor
- Legislative Tenure of Sponsor (in Years)
- Committee Involvement of Sponsor

State-Level Data Elements

- State Population Living in Urban Areas (%)
- State Population Race Breakdown (%)
    - White Only
    - Black/African American Only
    - American Indian or Alaska Native Only
    - Asian Only
    - Native Hawaiian or Other Pacific Islander Only
    - Other Race Only
    - Multi-Racial
    - Non-White
- State Median Household Income (Dollars)
- State Educational Attainment (%)
    - High School or Equivalent
    - Some College, No Degree
    - Associate Degree
    - Bachelor's Degree
    - Graduate or Professional Degree
- State Fatalities per 100,000 Population (Averaged Across 2017 – 2020)
- State Fatal Crashes per 100 Million VMT (Averaged Across 2017 – 2020)

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