

Restricted-Use Licenses for Suspended NJ Drivers

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16. Abstract The goal of this research project was to conduct an analysis of the issues and implications of implementing a restricted-use license program for suspended New Jersey drivers. The research project examined the key issues associated with restricted-use license programs. This report presents (1) current practices and experiences with restricted-use driver license programs from the literature, (2) the characteristics of driver license suspensions in New Jersey, (3) a national survey of State motor vehicle agencies, (4) evaluation of Restricted Use Licenses for drivers with commercial driver licenses, (5) crash and violation risk of drivers with non-driving suspensions, and (6) a survey of the perceptions of NJ Police Chiefs regarding a Restricted Driver License.					
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1 Background and Objective

1.1 Introduction

In New Jersey, driver license suspension for traffic-related offenses was established as a way to remove “bad drivers” from the roads. However, in the early 1990s, this sanction was expanded to non-traffic-related offenses, such as failure to meet financial responsibilities or failure to acquire/maintain proper auto-insurance (Zimmerman et al., 2001). In 1992, New Jersey became the first state to pass legislation to adopt a license suspension law for drug offenders (Zimmerman et al., 2001). In New Jersey, this has been a controversial issue, causing some groups to ask why non-traffic-related crimes are receiving traffic-related punishments, (Zimmerman et al., 2001; Voorhees et al., 2001).

The primary intent of suspending a driver’s license is to keep hazardous drivers off of the roads, in hopes of having a safer driving environment for others on the road. Drivers in New Jersey can have their driver’s license suspended for a number of reasons. These include dangerous driving behaviors such as reckless driving and driving under the influence of alcohol or drugs. However, there are also reasons for suspension that have little or nothing to do with driving behavior, such as failure to pay child support, failure to pay Motor Vehicle Commission (MVC) insurance surcharge, or failure to appear in court. Although citizens should comply with these court ordered obligations, they have little or nothing to do with driver behavior. One concern is that suspensions levied for failure to meet financial commitments may actually be counterproductive. These suspensions may lead to loss of a job or reduced income and hinder a driver’s ability to meet the financial demands of child support or insurance surcharges which led to the suspension. A number of states in the U.S. have countered this unintended impact by creating Restricted Use License programs, allowing drivers with suspended licenses to drive in specific scenarios, e.g. drive to work.

1.2 Research Objectives

The primary objective for this study was to explore the possibility, the consequences, and the implications of implementing a Restricted Driver’s License (RDL) program in New Jersey. In order to address the different issues surrounding New Jersey driver’s license suspension and the possibility of a RDL program, the following research objectives were met:

1. Evaluated New Jersey suspension characteristics as a comparison of driving behaviors between drivers with a suspended license and drivers with a valid license.
2. Conducted national survey of State motor vehicle agencies to gather information on other states’ experiences with RDL programs.
3. Conducted survey of New Jersey Police Chiefs to gather information on the perceptions of New Jersey stakeholders regarding RDL programs.

4. Evaluated implications of a RDL program for drivers with Commercial Driver's Licenses (CDLs) to understand possible challenges of implementing and enforcing a RDL program.
5. Evaluated crash and violation risk of drivers with non-driving suspensions as a comparison of driver risk between drivers with a suspended license and drivers with a valid license. Also, compared drivers who were suspended for non-driving-related reasons to drivers who were suspended for driving-related reasons.

1.3 References

Voorhees, A. M., and Bloustein, E.J. (2006). "Motor Vehicles Affordability and Fairness Task Force," February 2006.

Zimmerman, K., and Fishman, N. (2001). "Roadblock on the Way to Work: Driver's License Suspension in New Jersey," N. J. I. f. S. Justice, Newark, 2001.

2 Literature Survey on Suspensions and Restricted Driver Licenses

Restricted-use license programs are available in most states, and can provide a perspective on the form of a potential restricted-use license program in New Jersey. This chapter presents background on license suspension laws in New Jersey, and current practices and experiences in other states with restricted-use driver license programs as described in the literature.

2.1 New Jersey Driver's License Suspension Laws

Drivers' license suspensions in New Jersey presented by New Jersey Statutes (N.J.S.A. §39.5, N.J.S.A. §39.4, N.J.S.A. §39.4, N.J.A.C § 13.19, N.J.S.A. §17:29, N.J.S.A. §13:1) state that New Jersey drivers' licenses can be suspended either administratively, by the Motor Vehicle Commission (MVC), or by judicial action.

Possible driving-related reasons for a driver's license suspension include, but are not limited to:

- 12+ traffic violation points on driver record
- Driving with suspended license
- Physical/mental disqualification
- DWI (drug/alcohol)
- Reckless driving
- Fault in fatal accident

Possible non-driving related reasons for a driver's license suspension include, but are not limited to:

- Failure to provide proof of insurance
- Failure to pay child support
- Failure to appear in court or pay fines
- Failure to pay surcharges

Drivers are notified of suspension via mail, and they may appeal any convictions through a court hearing. If guilty, the driver must surrender the driver's license to the judge during court or to the nearest New Jersey MVC Service Center. If the driver has received three (or more) suspensions within a 3-year period, the driver's license may be suspended for up to three years. The length and severity of suspension is determined by case, and is at the discretion of whomever is issuing the suspension, e.g., the courts and the MVC. If a driver is caught driving with a suspended driver's license, the driver may face up to five years in jail. After completion of the suspension period, the driver will receive notification of restoration via mail after paying a \$100 restoration fee. This general suspension information, along with more detailed information of New Jersey's suspension policies is available on New Jersey's MVC website (<http://www.state.nj.us/mvc/>).

2.2 Proposed New Jersey Restricted Driver's License Laws

On March 4, 2010, the bill A2422 was introduced into the New Jersey State Assembly proposing to permit “certain motor vehicle offenders to apply for restricted use licenses” (A2422, 2010). The bill was referred to the Assembly Law and Public Safety Committee. On March 22, 2010, S-1820 was introduced and referred to the Senate Law and Public Safety Committee on March 22, 2010. The proposed bill was described to be for a person who has had their license suspended for “certain motor vehicle violations” to be able to apply for a restricted use driver’s license. The bill proposed that the restricted use license should be used for employment and educational purposes in the absence of other viable transportation options. Bill A2422 also stated that “this bill is intended to mitigate the adverse effects of a suspension of driving privileges on certain persons who must drive motor vehicles to maintain their employment or continue their education.” In terms of which motor vehicle offenders are eligible to apply for the restricted use license, the bill describes:

“Persons whose licenses were suspended for accumulating 12 or more motor vehicle points, driving without the required motor vehicle liability insurance, an offense that involved death or seriously bodily injury, exceeding the speed limit by more than 15 miles per hour, reckless driving, illegally passing a school bus or driving while the operator's license was suspended or revoked would be ineligible for the restricted use license.”

In December 5, 2011, the New Jersey State Bar Association (NJSBA) issued a statement supporting bill A2422 as a remedial program for DWI offenders, however “the bill was held in committee, the NJSBA is working to have the legislation rescheduled for consideration.” (NJSBA, 2011)

2.3 State Motor Vehicle Agency Surveys

Carnegie et al. (2007) performed a survey of all state motor vehicle agencies in 2004. The objective of this study was to gather information specifically regarding license suspension programs, research evaluating suspension programs, and programs designed to mitigate unintended consequences of license suspensions. The survey was performed in two phases. The first phase was a simple 5-question survey completed via mail or email. The second phase was a phone or email follow-up interview. Of all 49 states (not including New Jersey) plus District of Columbia, 41 responded (including D.C.). Of the 41 respondents, 14 states stated that they have or are currently updating their license suspension program. Thirty-two states reported suspending licenses for non-driving related reasons. Common-reasons reported included unlawful use of driver’s license, medical/visual conditions, failure to appear in court, and failure to pay fines/fees. Of the 41 respondents, 37 states offered some form of a restricted-use license program and 6 states offered some form of payment plan, as shown in Table 1.

Table 1. Common Types of Remedial Programs in the Known 37 States with Restricted-Use License Programs in 2004

State	Type of Remedial Program
<ul style="list-style-type: none"> - Alaska - Georgia 	Limited License Program
<ul style="list-style-type: none"> - Arizona - Missouri - North Carolina 	Restricted/Limited Driving Privilege
<ul style="list-style-type: none"> - Arkansas - Louisiana - Tennessee 	Restricted Driver License Program & Payment Plan
<ul style="list-style-type: none"> - California - Idaho - Illinois - Kansas - Michigan - Montana - Nevada - Virginia 	Restricted Driving License Program
<ul style="list-style-type: none"> - Colorado - Delaware - Washington - Wyoming 	Conditional/Job-Related Probationary License Program
<ul style="list-style-type: none"> - Connecticut - Wisconsin 	Occupational License Program
<ul style="list-style-type: none"> - D.C. - Ohio - Pennsylvania 	Limited Occupational License Program & Payment Plan
<ul style="list-style-type: none"> - Hawaii - Oregon 	Hardship/Restricted License Program
<ul style="list-style-type: none"> - Iowa 	Temporary Restricted License
<ul style="list-style-type: none"> - Minnesota - North Dakota - South Dakota 	Work/School Limited License Program
<ul style="list-style-type: none"> - Nebraska 	Medical Hardship License and Employment Drive Permit Programs
<ul style="list-style-type: none"> - New York 	Conditional Use License and Restricted Use License
<ul style="list-style-type: none"> - Oklahoma 	Modified License
<ul style="list-style-type: none"> - Texas 	Essential Needs License (occupational license program)

Thirteen states reported that they monitor driver's license suspensions, however only a few fully monitored license suspensions in terms of trends, failures, and successes. Three states reported that they were aware of studies dealing with the geographic and socioeconomic distribution of driver's license suspension.

A common policy found throughout the Carnegie state motor vehicle agencies survey was that even when states offered restricted-use license programs, offenders typically had licenses suspended for a required amount of time; the requirement and amount of time was offense specific. In general, required suspension time was 30-90 days and sometimes up to half of the suspension period. Eligibility for restricted-use license programs was generally only for DUI offenders (1st or 2nd offense only) or for those with accumulation of traffic convictions. Most states did not consider those convicted of multiple DUI offenses, negligent vehicular homicide, habitual offenders, failure to render aid, or compliance issues eligible for restricted-use license programs. Restricted driving privileges were generally only for employment, educational, religious, medical, or child/elder care reasons. Most states believed their restricted-use license programs were effective. However, the only state that evaluated their program was Washington State. The Washington State motor vehicle agency reported a reduction of habitual offenders, unemployment, and family hardships, as well as improved driver behavior after completion of the program.

2.4 Collecting Fees and Penalties Due

Thoennes et al. (2000) from the Center for Policy Research in Colorado's Office of Child Support Enforcement performed an analysis of the effectiveness of using driver's license suspensions as a tool for child support enforcement. They concluded that the use of driver's license suspension as a tool for child support enforcement was a relatively effective enforcement tool in Colorado. Single-order obligors, i.e. people who have only one outstanding child-support payment, typically fulfilled obligations after receiving notice of possible suspension. Monitoring these obligors generated an average of \$212 per case. Examination of the response of multiple-order obligors, i.e. people who have multiple outstanding child-support payments, showed that 18% did not respond to license suspension notification, but 37% consistently met their child-support requirements after notification of potential license suspension. The remaining 44% were initially compliant after notification, but then returned to non-compliance.

Zimmerman et al. (2001) interviewed the New Jersey Department of Treasury, which reported that in the past five years (as of 2001) about 50% of insurance surcharges were paid. The New Jersey Parking Offenses Adjudication Act (POAA), which allows license suspension when a driver fails to appear in court to satisfy a parking summons, decreased the number of unpaid parking tickets from 4.4 million unpaid parking tickets in 1990 to only 400,000 unpaid parking tickets in 2004. However, those drivers from low-income populations with license suspensions have been shown to struggle immensely with meeting payment deadlines. Zimmerman et al. (2001) discussed the case of two students who each owed \$15,000 in fines and fees. Being students with only part-time informal work, it was impossible for them to satisfy these payments. Much of the literature discussed in the Zimmerman report similarly recommends alternatives to license suspension for those suspended for cost reasons, with the belief

that having the limited ability to drive for employment purposes will effectively allow opportunities for payment. There is little evidence in the literature discussed within this report that shows a comparison of the effectiveness of license suspensions versus restricted use license programs to collect fines and fees.

2.5 Law Enforcement

Possible methods, effectiveness, and manageability of enforcement of restricted use license provisions were not discussed in the literature. Presumably, the enforcement of restricted-use license programs would however be similar to the enforcement of suspended licenses.

DeYoung et al. (2004) discuss the difficulty with enforcing suspension laws. They describe it as “an ‘invisible’ offense, and rates of detection, prosecution, and conviction of drivers who violate their license suspension orders are very low.” Carnegie et al. (2007) discuss the effectiveness of enforcement in states with existing restricted-use license programs. All states report that enforcement is limited to law enforcement personnel actions. However, some states reported a few strategies to enhance enforcement. For example, Hawaii has participants return to court on a scheduled basis as a way to show proof of compliance. Idaho requires a participant’s employer to notify the Department of Motor Vehicles of employment termination. Nevada requires follow-up audits conducted by the Department of Motor Vehicles to monitor employment status. This ensures that drivers under occupational license programs remain employed during the license program, warranting the need for an occupational license. Additionally, most states will cancel the restricted-use license program and reinstate the offender’s suspension or revocation as penalties for violating program restrictions.

2.6 Restricted Use Licenses and DWIs

In New Jersey, 3% of the suspensions were for driving while intoxicated (Carnegie, 2009). DeYoung et al. (2004) compared driving behavior of driver’s with a history of suspension versus drivers with no history of suspension for the state of California. They concluded that drivers suspended for a DUI conviction posed a traffic risk twice the traffic risk of drivers with valid licenses. It is also known that alcohol-related crashes account for about 40% of all traffic fatalities in the U.S (NHTSA, 2010). As described by the state surveys performed by Carnegie et al. (2007), nearly all states with restricted-use license programs offer eligibility to 1st or 2nd DUI offenders. The only exception is Washington D.C. The reasoning for these policies was not discussed.

2.7 Recidivism

Statistical studies have shown that remedial programs in combination with a probationary period appear to be the most effective in preventing recidivism. Recidivism is the act of a person reverting back to illegal behavior. Carnegie et al. (2009) discusses the recidivism rate among drivers with suspended driver’s licenses in New Jersey. It was found that overall the highest rate of recidivism particularly in terms of alcohol/drug offenses (McKnight, 1991), was found among young male drivers (ages 18-24). Within the context of DUIs, from Carnegie’s state motor vehicle agencies survey, the Delaware Division of Motor Vehicles reported that ignition interlock devices

were valuable and effective tools with a low recidivism rate associated with its use for DUI driver's license suspensions. However, there is little literature which discusses recidivism of drivers with suspended licenses.

2.8 Impact on Roadway Safety and Driver Behavior

DeYoung et al. (2004) compared the driving behavior of drivers with a history of suspension versus drivers with no history of suspension for the state of California. Rather than looking at the group of suspended driver's as a homogeneous group, DeYoung disaggregated this group into subgroups defined by the reason for suspension. The subgroups were defined as shown in Table 2.

Table 2. Definitions of suspension subgroups. (DeYoung et al., 2004)

Sample groups	Definition
FR	Financial Responsibility (unable to maintain proper auto insurance)
Neg op	Accumulation of negligent operator points
Serious offender	Convicted of road rage, reckless driving, manslaughter, etc.
Lack of skill	Lack of requisite skills needed to drive (typically elderly, or novice drivers). Evidence presented to DMV by physicians, peace officers, or family members, or discovered by a DMV driving examiner during a driving test.
Proof failure	Failure to prove proper auto insurance at the time of crash incident
P&M	Physical and mental condition
DUI	Driving under the influence conviction
FTA	Failure to appear in court hearing or pay court fines
Validly-licensed driver sample (males under 25)	Male drivers under the age of 25 with a valid driver's license
Non-driving related incident	Failure to pay child support
Validly-licensed driver sample	All drivers with a valid driver's license

DeYoung found that while all license-suspended subgroups posed a higher traffic risk than the baseline group, the different subgroups varied significantly in the increased risk posed. The subgroup with the highest relative total crash risk was the group of people who lacked auto insurance at the time of their crash incident. Compared to validly-licensed drivers, whose relative total crash risk is 1.0, the subgroups compared as shown in Figure 1 (in order of lowest risk to highest risk).

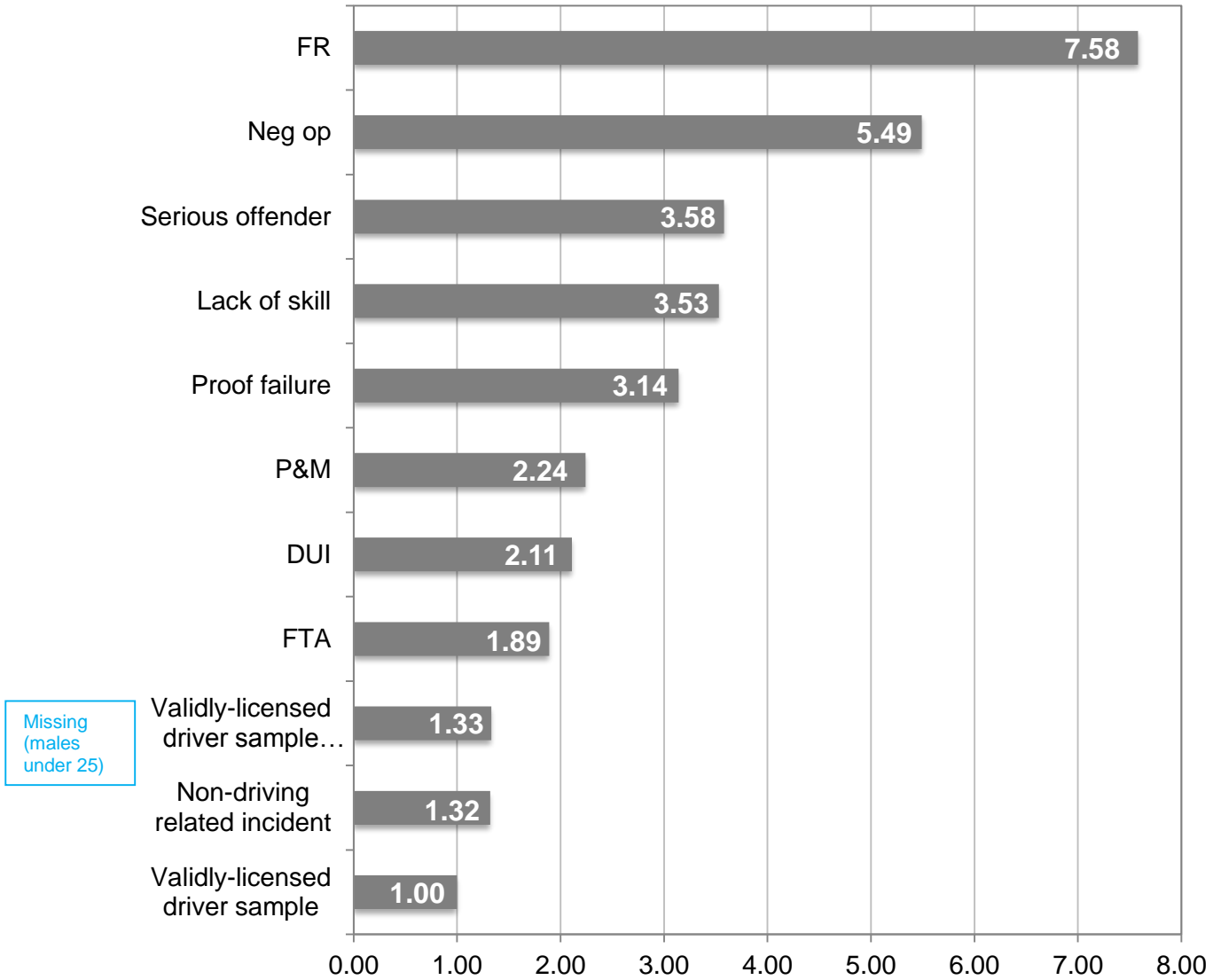


Figure 1. Total crash risk of suspended sub-groups as compared to validly-licensed drivers. (DeYoung et al., 2004)

DeYoung’s results showed that as a homogeneous group, suspended drivers are a higher crash risk than drivers with a valid license, however the subgroups within the suspended drivers groups are very diverse. Drivers who were suspended for a non-driving related incident (e.g. failure to pay child support) were more of a crash risk than validly licensed drivers, but not with statistical significance.

2.9 Restricted Driver’s Licenses for DUI Offenders

Figure 2 and Figure 3 were based on state surveys performed by Carnegie et al. (2007), which show the number of months of required suspension for a 1st and 2+ DUI, and the number of states with these requirements.

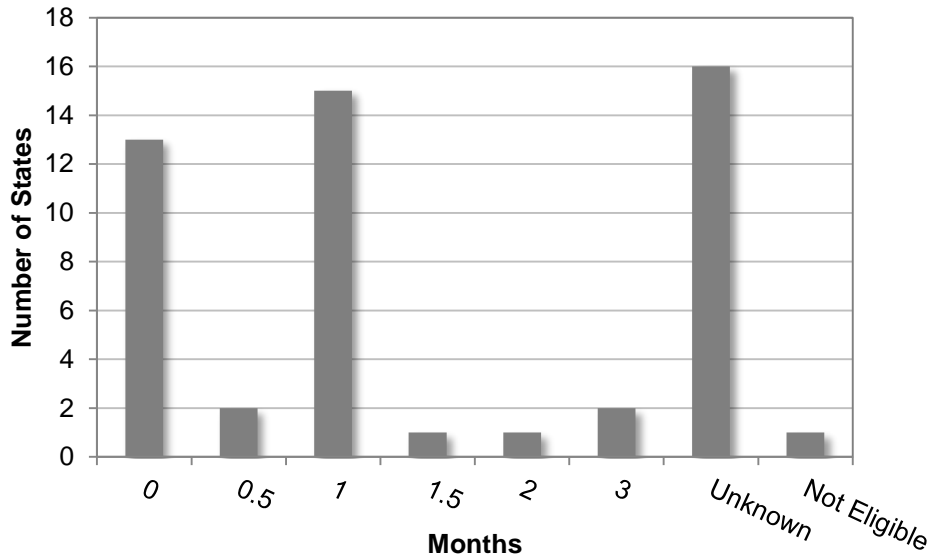


Figure 2. Required suspension for 1st DUI.

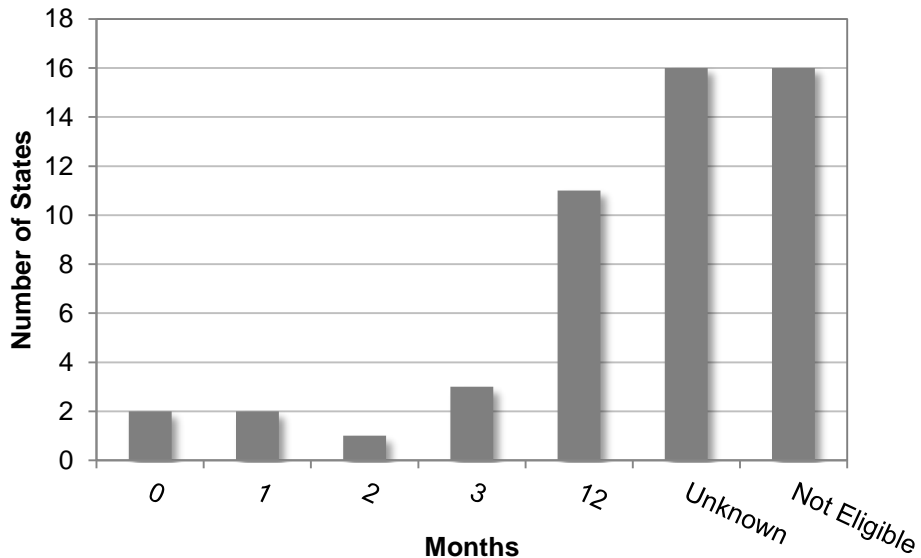


Figure 3. Required suspension for 2nd or subsequent DUI.

Figures 2 and 3 show that most states are more lenient towards a first-time DUI offense, but are less tolerant of 2 or more DUI offenses. As reported by the National Conference of State Legislature (NCSL, 2011), all but two states – Alabama and South Dakota - have some form of an ignition interlock law. Sixteen states only allow eligibility for a restricted driver’s license (after suspension resulting from a DUI) if ignition interlocks are installed in the driver’s vehicle.

2.10 Public Perceptions

Carnegie et al. (2007) sent surveys to 7,500 New Jersey drivers, 5,000 with a history of license suspensions and 2,500 with no history of license suspensions. About 8% of drivers with a history of license suspensions responded, and about 28% of drivers with no history of license suspensions responded. More than three-quarters of respondents

supported the concept of restricted-use license programs for some suspended drivers under some circumstances. Of those respondents with no history of license suspension, 69% supported a restricted-use license program. More than half supported such a program for drivers suspended for “money-related reasons”, but only 39% supported such a license for those failing to pay child support and only 28% supported such a license for those failing to appear in court. 96% of all respondents supported such a license for employment purposes, 75% for medical purposes, 68% for educational purposes, 65% for child/elder care, 57% for rehabilitation/counseling purposes, and 46% for personal/family needs.

From the perspective of key stakeholders, little literature is available which discusses the perceptions of stakeholders (e.g. law enforcement, insurance companies, and lobby groups). Motor vehicle agencies from states which offer some form of mitigation/remedial programs all believed their programs to be generally effective. However, other stakeholder perceptions are not known, as well as the perceptions of motor vehicle agencies from states which do not offer some form of mitigation/remedial programs.

2.11 References

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3 Data Sources

The study used two data source types – (1) surveys of NJ police chiefs and U.S. state motor vehicle agencies, and (2) detailed NJ driver records obtained from the NJ Motor Vehicle Commission.

3.1 Surveys

One goal of this study was to determine the perceptions of law enforcement regarding restricted driver's licenses. One of the most crucial stakeholders is police officers who would have to enforce restricted driver's license laws. To investigate the perception of New Jersey stakeholders, surveys of New Jersey police chiefs were conducted. In an effort to increase response speed, reduce costs, and accelerate analysis, the survey was designed to be electronic. Surveys were emailed to 31 police chiefs of different New Jersey cities and townships. The survey began with a brief description of restricted driver's licenses, as well as a brief explanation of why New Jersey might consider a Restricted Driver's License program. Each police chief was asked to give their information at the beginning of the survey for record-keeping purposes.

Another important aspect of the New Jersey restricted driver's license study is considering how other states in the United States approach different strategies for dealing with driving offenders. A survey was emailed to the state motor vehicle and transportation agencies in the U.S. to collect information on States' approaches towards driving offenses. Fifty motor vehicle and transportation agencies were contacted; one from each state other than New Jersey, plus one from the District of Columbia. The survey asked questions pertaining specifically to the issue of suspended and restricted driver's licenses.

3.2 Data Sources

The data sources used for this study include the New Jersey Motor Vehicle Commission Driver History database, the New Jersey Motor Vehicle Commission Driver's License database, the New Jersey Crash database, and the U.S. Census Bureau database.

3.2.1 New Jersey MVC Driver History Database

The primary data source used was the New Jersey driver history dataset provided by motor vehicle commission (MVC) in late August 2011. The dataset contains all driver events recorded by MVC for drivers with active licenses up through August 8, 2011. Prior to any analysis, all personal identifiers, e.g. name, driver license number and address, were removed to protect the identity of each driver. Before analysis, a unique, but random, numerical identifier was coded for each driver as an identifier to use during analysis. Following IRB protocols, the sanitized files were kept on a separate hard drive.

The analysis of this MVC dataset was compared with a previous analysis of NJ suspension characteristics conducted with MVC data through May 2004. MVC provided the research team with the original dataset used in the 2004 analysis (Carnegie, 2004)

which permitted direct comparison of the 2004 and the current MVC datasets. Whereas the MVC dataset used in the previous study contained approximately over 95 million total event history records with data ranging from 1985 to May 2004, the current form of the MVC data contains approximately 71 million total event history records ranging from 1985 to August 2011. The current form of the MVC data has about 25% fewer total records available for analysis than the previous study's form of the MVC data.

The MVC data in its current form contains 71,172,657 total event history records, 5,312,865 drivers with data in the event history records and 6,714,288 total registered drivers in New Jersey, with the event year ranging from 1985 to August 8, 2011. Analysis on currently active driver's license suspensions only used data from events occurring from 1995 to August 8, 2011 (13,526,329 suspension events).

The suspension characteristics as of May 2004 (Carnegie et al., 2007) were compared to the suspension characteristics as of August 2011. The most current MVC dataset (King, 2011) excluded the following drivers:

- Drivers that do not have a valid New Jersey address
- Businesses and drivers with only business license history.
- Drivers with expiration dates prior to 01-01-2008.
- Drivers with death dates prior to 01-01-2008.
- Canceled DLNs – ones no longer valid. Drivers would have been issued new ones.
- Owner only – never held a NJ license
- Violator only- (never held a NJ license)
- Handicapped ID
- People with ID documents that have never held a driving license

Excluding drivers with expiration dates prior to 01-01-2008 and drivers with death dates prior to 01-01-2008 excludes the historical data of these drivers' events. "Active" suspended driver's licenses were defined as drivers with a non-expired driver's licenses, and had one or more suspensions on their driver history record. It is not known how the elimination of these inactive drivers in the current dataset may bias the distributions of suspended drivers, if there is any bias at all. We assumed that these excluded records are a random sample of drivers. As a result of this assumption, comparisons between the updated suspension characteristics and the 2004 study's suspension characteristics were based off of percentages rather than raw values.

3.2.2 New Jersey Motor Vehicle Commission Driver's License database

In addition to the New Jersey MVC Driver History database, the Driver's License database was also provided. This database was based off of the MVC Driver History database, so it contains data for the same number of years. The difference from the Driver History database is that the Driver's License database consisted of *all* New Jersey driver's with unexpired driver's licenses. All personal identifiers were removed from this database, just as it was conducted with the MVC Driver History database.

Again, before analysis, a unique, but random, numerical identifier was coded for each driver as an identifier to use during analysis. The database contained records of all drivers' dates-of-birth, sex, address zip code, and license class, license expiration date, and license transaction date for a driver's three most recent license transactions. The MVC Driver's License database allowed for exposure analysis, as it contained a record of all 6,714,288 registered New Jersey drivers. This database also offered information to determine per-capita rates in New Jersey, based on drivers' address zip codes. However, data analysis with this particular database was limited because of the limited information available for each driver.

3.2.3 U.S. Census Bureau Database

Population densities and average household income levels were defined using 2010 U.S. Census data, which states the average household income and population density for all New Jersey zip codes. The United States Census Bureau provides their website (U.S. Census Bureau, 2010) with the results of the national census conducted every 10 years, as well as annual population estimates. For this study, the U.S. Census data was used to determine driver exposure rates, as well as for computing per-capita rates for New Jersey.

3.3 References

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4 Characteristics of Suspended Drivers in New Jersey

4.1 Introduction

The first step of this study was to examine the characteristics of the New Jersey driving population who would be affected by a Restricted Driver's License program. Carnegie (2007) conducted an analysis of the characteristics of NJ driver license suspensions with MVC data only through 2004. This previous analysis of NJ suspension characteristics is now nearly 10 years old and may not reflect the current characteristics of suspensions. One major event that has occurred since the 2004 study is the New Jersey Attorney General's ban on plea-bargaining for teens in September of 2008.

New Jersey created the Graduated Driver's License (GDL) program in 2001 which imposed new restrictions on teen drivers. Many of the offenses received by teen drivers carried violation points that would remain on their driver record, and could cause insurance rate increases and other additional fees/fines. Teen drivers quickly learned that they could "plea-bargain", meaning they could plea to a lesser offense than the initial offense that they had received. This lesser offense would not result in an accumulation of violation points. (Thor, 2010) In response to this practice, the New Jersey Attorney General banned plea-bargaining agreements in September of 2008, potentially changing the trends of New Jersey violations. The 2004 study was conducted before the Attorney General's ban on plea-bargaining for teens in September 2008. An updated analysis is needed to determine any changes in the characteristics of suspensions since 2004, e.g., the effect of the AG plea ban for teen driver traffic violations.

4.2 Objectives

The objective of this study is to determine the characteristics of New Jersey driver's license suspensions, as of August 2011.

4.3 Approach

The analysis was based upon the MVC Driver History and Driver's License databases provided by MVC on August 2011. The Driver History database contains all driver events recorded by MVC for drivers with active licenses from 2008 to 2011. Before analysis, all personal identifiers, e.g. name, driver license number and address, were removed to protect the identity of each driver. In the Driver History database, each driver has an "event type", which is a variable in the database which contains an identifier for every "event" recorded for the driver. These "events" include anything from a driver's license suspension, to a speeding ticket, to a driver's license restorations after suspension. In the discussion which follows, a suspension event is defined as when a driver has an event type listed as "Suspension" with a suspension indicator of "Basic Driving Privileges". A suspension indicator is another variable which identifies which driving privileges have been suspended. Other suspension indicators include "Active" suspended driver's licenses, which were defined as when a driver did not have an event type listed "license restoration" as of August 2011. "License restoration" indicates when a driver has completed their suspension term, and has restored validation of their driver's license.

The analysis of the MVC dataset was compared with a previous analysis of NJ suspension characteristics conducted with MVC data through May 2004. The two datasets were compared to determine any changes in the MVC data since 2004, as well as to determine changes in characteristic trends. MVC provided the research team with the original dataset used in the 2004 analysis which permitted direct comparison of the 2004 and the current MVC datasets. Whereas the MVC dataset used in the previous study contained over 95 million total event history records with data ranging from 1985 to May 2004, the current form of the MVC data contains approximately 71 million total event history records ranging from 1985 to August 2011. The current form of the MVC data has about 25% less total records available for analysis than the previous study's form of the MVC data.

The MVC dataset used in the 2004 analysis, and the current MVC dataset, differ in several respects. Although the current dataset is largely consistent with the Carnegie dataset, MVC purged the new dataset of all drivers with licenses which expired before 2008 or who were deceased. As a consequence, the Carnegie dataset has more records than the current MVC dataset. Specifically, the most current MVC dataset (King, 2011) excluded the following drivers:

- Drivers that do not have a valid New Jersey address
- Businesses and drivers with only business license history.
- Drivers with expiration dates prior to 01-01-2008.
- Drivers with death dates prior to 01-01-2008.
- Canceled DLNs – ones no longer valid. Drivers would have been issued new ones.
- Owner only – never held a NJ license
- Violator only- (never held a NJ license)
- Handicapped ID
- People with ID documents that have never held a driving license

Excluding drivers with expiration dates prior to 01-01-2008 and drivers with death dates prior to 01-01-2008 excludes the historical data of these drivers' events. The previous study excluded similar records from this dataset. The Carnegie study included only drivers with valid NJ addresses and drivers with "active" suspended driver's licenses. "Active" suspended driver's licenses were defined by Carnegie as drivers with a non-expired driver's licenses (in 2004), or drivers whose licenses expired after May 2001 but had one or more suspensions on their driver history record. It is not known how the elimination of these inactive drivers in the current dataset may bias the distributions of suspended drivers, if there is any bias at all. Here the assumption is that these excluded records are a random sample of drivers. Comparisons between our updated suspension dataset and the 2004 study's suspension characteristics were conducted based on relative frequencies rather than absolute values.

The MVC data obtained in August 2011 contains 71,172,657 total event history records, 5,312,865 drivers with data in the event history records and 6,714,288 total registered

drivers in New Jersey, with data dating from 1985 to August 2011. To be consistent between this study and the Carnegie study, analysis of recent driver's license only used data from suspension events occurring from 1995 to August 2011 (13,526,329 suspension events). The suspension characteristics as of May 2004 (Carnegie et al., 2007) were compared to the suspension characteristics as of August 2011.

The following descriptive statistics was computed:

- Number of suspensions ordered by MVC annually (1995-2010)
- Number of actively suspended drivers (Active suspensions – as of August 2011)
- Number of suspended drivers with multiple suspensions (Active suspensions)
- Point accumulations by suspended drivers (Active suspensions)
- Top twelve “reasons” for suspensions (Active suspensions)
- Suspension demographics by area type and household income level (Active suspensions)

For the analysis of suspended driver demographics, zip codes were used to determine average population densities (i.e. rural, suburban, and urban) and average household income level (i.e. low, middle, and high). Area types and household income levels were defined using 2010 U.S. Census data, which states the average household income and population density for all New Jersey zip codes. Note that the actual household income level of the drivers was not known; rather only the average income that represents the driver's zip code was known. Then, using the zip code listed on their record, each driver's area type and the average household income for this zip code was recorded. All analysis of the MVC data was conducted using SAS version 9.2.

4.4 Results

As of August 2011 there were 6,714,288 total registered drivers in New Jersey, and 4% (267,485) of those drivers had a suspended driver's license. Comparisons were performed between the 2004 study and this current study to (1) check that the two datasets were consistent during the period the two datasets overlapped and (2) to explore any changes between the two datasets. As discussed earlier, there are differences between the two datasets. Therefore, comparisons were conducted in terms of how the data might have changed in the past 5 years.

4.4.1 Annual Suspensions

The number of total suspensions ordered annually was tabulated, as shown in Table 3 and Figure 4. An event record was considered an ordered suspension if a record's “Event Indicator” was either a suspension order, scheduled suspension, license limitation, or license restoration. These suspension identifiers were chosen based off of the 2004 study. License restoration was included to be consistent with the Carnegie study, but, as this is not an offense, will be omitted in future updates to this analysis.

Table 3. Number of total suspensions ordered annually

Year	Total Suspensions		% Difference
	2004 Study	MVC 2011	
1995	902,033	797,725	12.3%
1996	833,905	733,320	12.8%
1997	842,105	740,890	12.8%
1998	740,710	742,413	-0.2%
1999	874,866	748,566	15.6%
2000	867,065	761,576	13.0%
2001	856,816	782,569	9.1%
2002	841,097	801,501	4.8%
2003	795,258	759,621	4.6%
2004	825,320	802,996	2.7%
2005	-	861,714	-
2006	-	933,094	-
2007	-	948,357	-
2008	-	1,047,261	-
2009	-	1,020,783	-
2010	-	1,043,943	-

The results from the MVC data in its current form did differ slightly from the results from the 2004 study. The MVC data in its current form had about 2-15% fewer suspension events than the 2004 study. As discussed earlier the 8/2011 MVC data set excluded a significant portion of historical event records.

From 1995 to 2010, the number of suspensions increased from about 900,000 suspensions in 1995 to nearly 1.05 million suspensions in 2010.

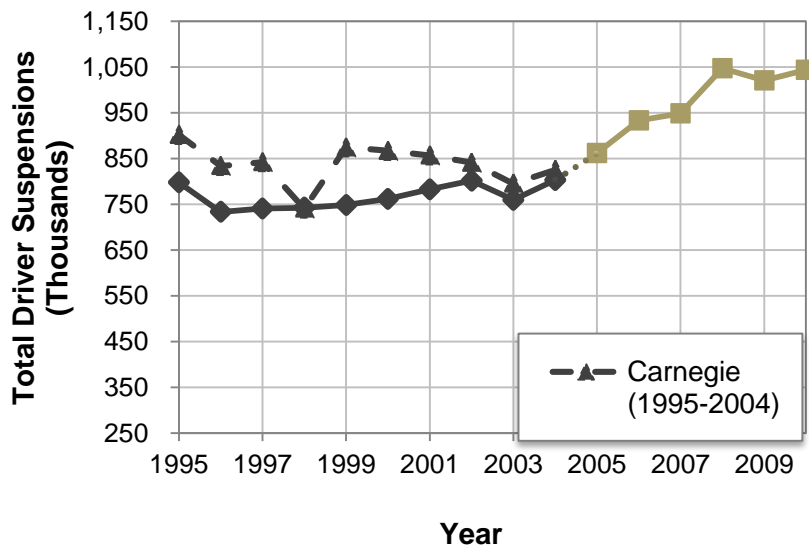


Figure 4. Number of total suspensions ordered annually.

4.4.2 Suspension Demographics

Table 4 and Figure 5 present the age distribution of all New Jersey drivers and all suspended drivers in New Jersey as of August 2011. Table 5 presents the age and gender demographics of the suspended drivers, and compares current demographics (as of August 2011) with the 2004 study (as of May 2004).

Table 4. Distribution of New Jersey drivers by age group.

Age Group	Suspended Drivers	All Drivers
16-17	0.1%	1.0%
18-24	22.4%	11.1%
25-34	33.9%	17.3%
35-44	19.7%	18.1%
45-54	13.1%	20.0%
55-64	5.5%	15.9%
65-84	3.9%	14.4%
85+	1.4%	2.2%
Total	100.0%	100.0%

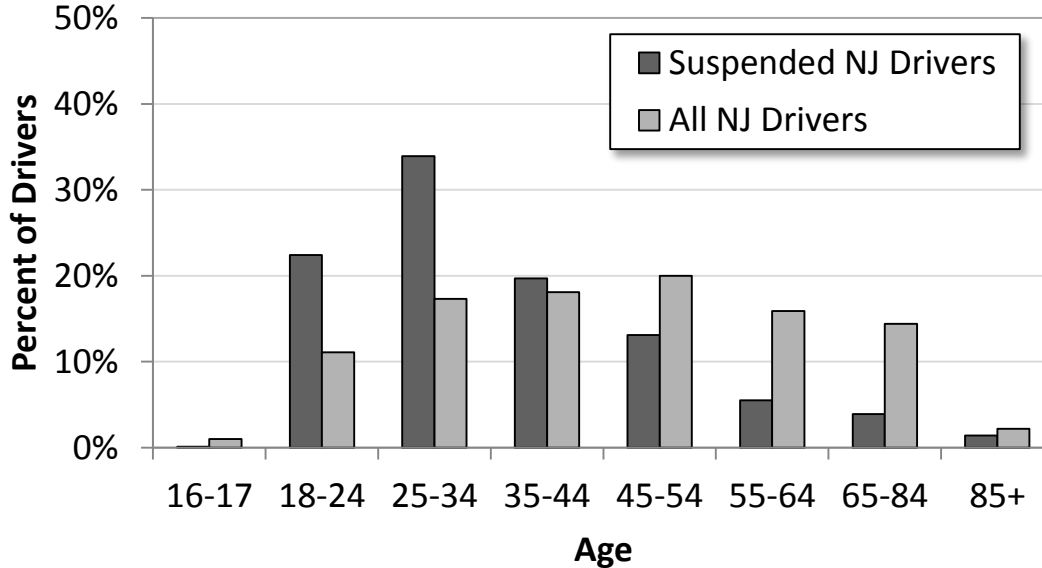


Figure 5. Distribution of New Jersey drivers by age group. A disproportionate percentage of suspended drivers are between the ages of 18 to 34 years old.

Table 5. Suspension Demographics - Gender and Age (Active Suspensions)

Age Group	Male Drivers		Female Drivers		All Drivers	
	August 2011	May 2004	August 2011	May 2004	August 2011	May 2004
16-17	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%
18-24	23.4%	17.2%	20.1%	14.9%	22.4%	16.5%
25-34	33.7%	34.0%	34.2%	32.5%	33.9%	33.5%
35-44	19.6%	25.6%	20.1%	25.6%	19.7%	25.6%
45-54	13.0%	13.2%	13.4%	13.8%	13.1%	13.4%
55-64	5.6%	5.1%	5.3%	5.4%	5.5%	5.2%
65-84	3.5%	3.8%	4.9%	5.6%	3.9%	4.3%
85+	1.1%	1.1%	2.0%	2.0%	1.4%	1.4%
Total	68.3%	70.2%	31.7%	29.8%	100.0%	100.0%

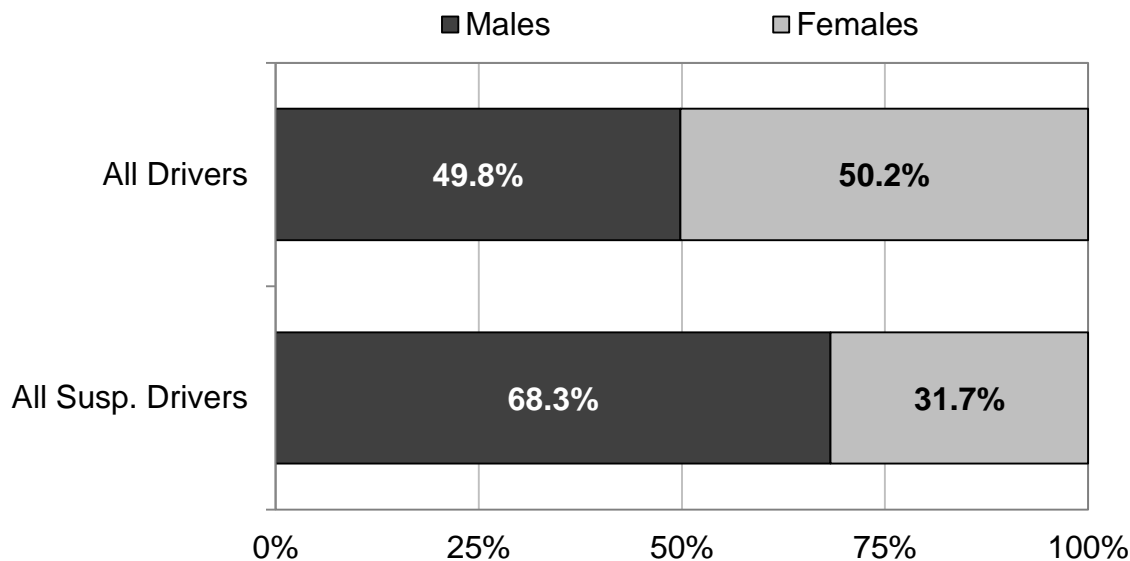


Figure 6. Distribution of New Jersey drivers by sex as of August 2011. A disproportionate percentage of suspended drivers are male.

In the August 2011 MVC dataset, suspended drivers were primarily males, with 68.3% of suspended drivers being male, while 31.7% of suspended drivers are female. Figure 6 shows that the percentage of suspended male drivers was disproportionate to the distribution of all New Jersey drivers (49.8% male, 50.1% female). Drivers 25-34 years old comprised the largest proportion of suspended drivers (33.9%). Comparing the age distribution of suspended drivers to the age distribution of all New Jersey drivers, there is a disproportionately greater number of suspended drivers who are between the ages of 18-34 years old. These suspension characteristics are comparable to those of the 2004 study.

Figure 7 presents the distribution of average household income level and population density of all New Jersey drivers. The majority of urban area drivers (61.2%) are in the lower income level, suburban area drivers are either in the lower (43.8%) or middle (46%) income level. The majority of rural area drivers (71.4%) are in the middle income level. Table 7 compares the distribution of actively suspended drivers with the distribution of all licensed drivers in the August 2011 dataset.

Table 6 presents the same comparison of suspended vs. all drivers in May 2004.

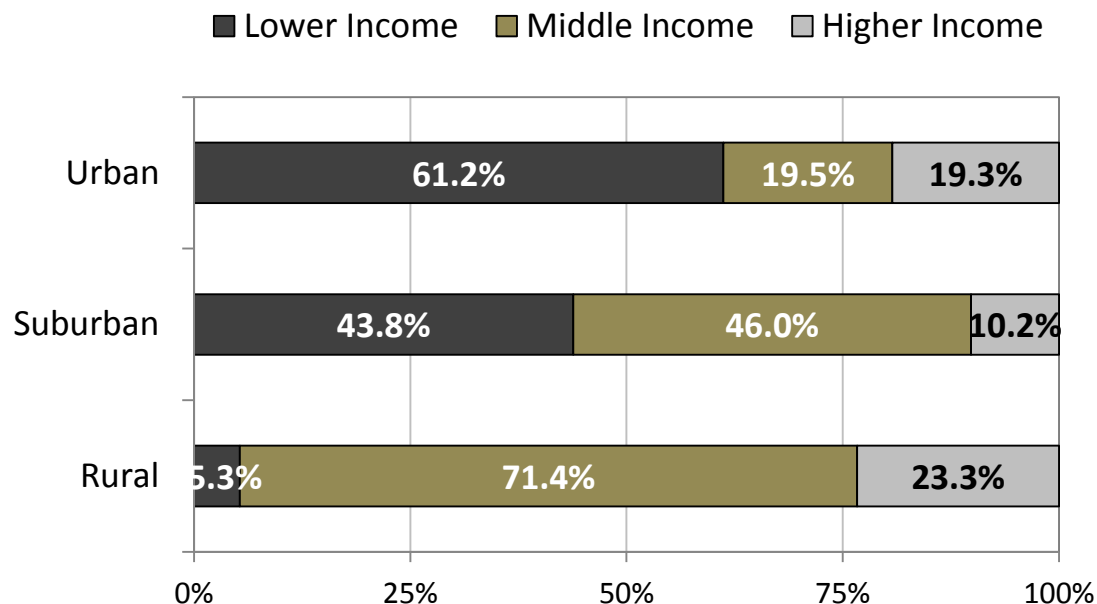


Figure 7. Correlation of average household income level and population density of all New Jersey drivers.

Table 6. Comparison of NJ actively suspended drivers vs. All Drivers by population density and household income (Aug. 2011)

		Aug. 2011 Database	
		Actively Suspended Drivers	All Licensed Drivers
Statewide		100.0%	100.0%
By Population Density			
Urban (>2,000 p/sq mi)		71.5%	65.9%
Suburban (500-2,000 p/sq mi)		18.5%	25.3%
Rural (<500 p/sq mi)		6.0%	7.7%
Unknown		4.0%	1.1%
By Household Income Class			
High (>\$85,000)		9.3%	17.8%
Middle (\$40,001-\$85,000)		58.1%	64.3%
Low (<\$40,000)		28.6%	16.8%
Unknown		4.0%	1.1%

Table 7. Comparison of NJ actively suspended drivers vs. All Drivers by population density and household income (May 2004)

		May 2004 Database	
		Actively Suspended Drivers	All Licensed Drivers
Statewide		100.0%	100.0%
By Population Density			
Urban (>2,000 p/sq mi)		63.2%	43.1%
Suburban (500-2,000 p/sq mi)		24.5%	38.3%
Rural (<500 p/sq mi)		11.7%	18.7%
Unknown		0.6%	–
By Household Income			
High (>\$85,000)		3.5%	12.1%
Middle (\$40,001-\$85,000)		54.2%	71.4%
Low (<\$40,000)		41.7%	16.5%
Unknown		-	–

In the overall driving population of New Jersey drivers, there were more male drivers than female drivers, a high percentage of urban and middle income drivers, and a low percentage of rural, high, and low income drivers. This is consistent with the 2010 census of New Jersey residents, which shows a similar distribution (U.S. Census, 2010). The 2004 study found slightly less urban and high income drivers, but slightly more suburban, rural, and middle income drivers. A possible reason for these differences could be due to a general change in census numbers. The 2004 study defined population densities and household incomes based on the 2000 U.S. Census data, whereas this defined them based on the 2010 U.S. Census data.

As for the distribution of actively suspended New Jersey drivers, the distributions are skewed a bit differently. A disproportionate percentage of suspended drivers are from urban areas and lower income areas. Over half of the suspended drivers are from suburban areas, but this is to be expected because suburban residents are such a large portion of New Jersey residents. To better visualize the distribution of suspended drivers, Figure 8 and Figure 9 compares the distribution of all licensed drivers with all actively suspended drivers in terms of income level (Figure 8) and population density (Figure 9).

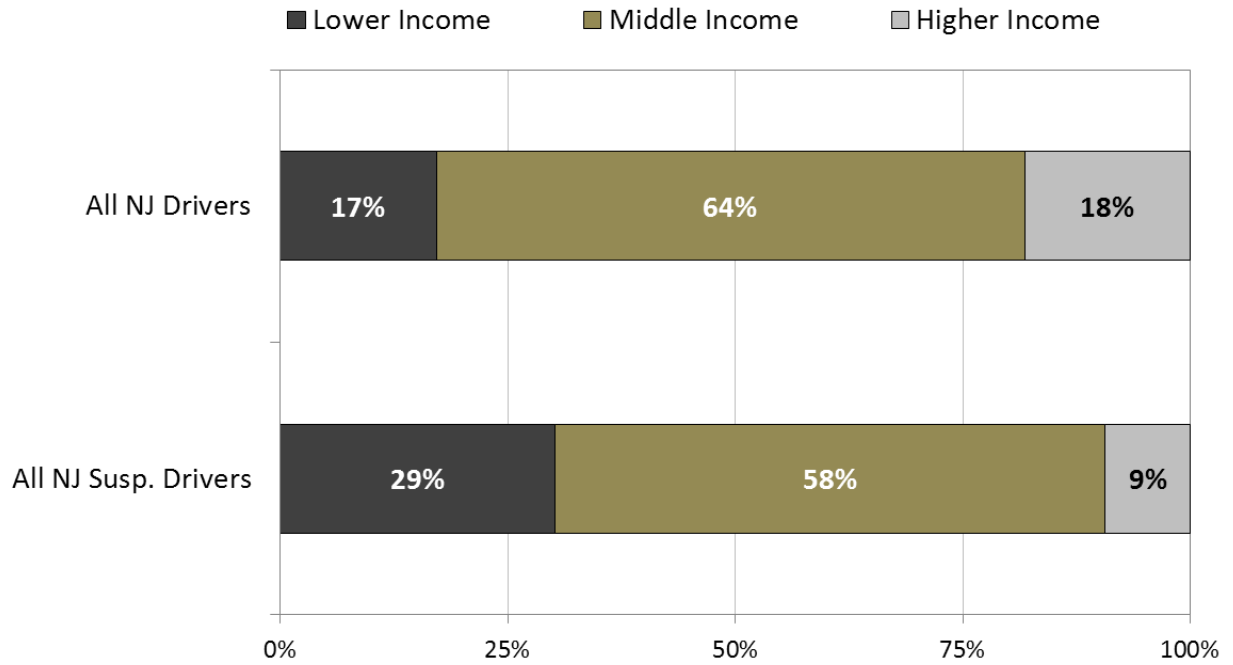


Figure 8. Percentage of NJ drivers by household income level.

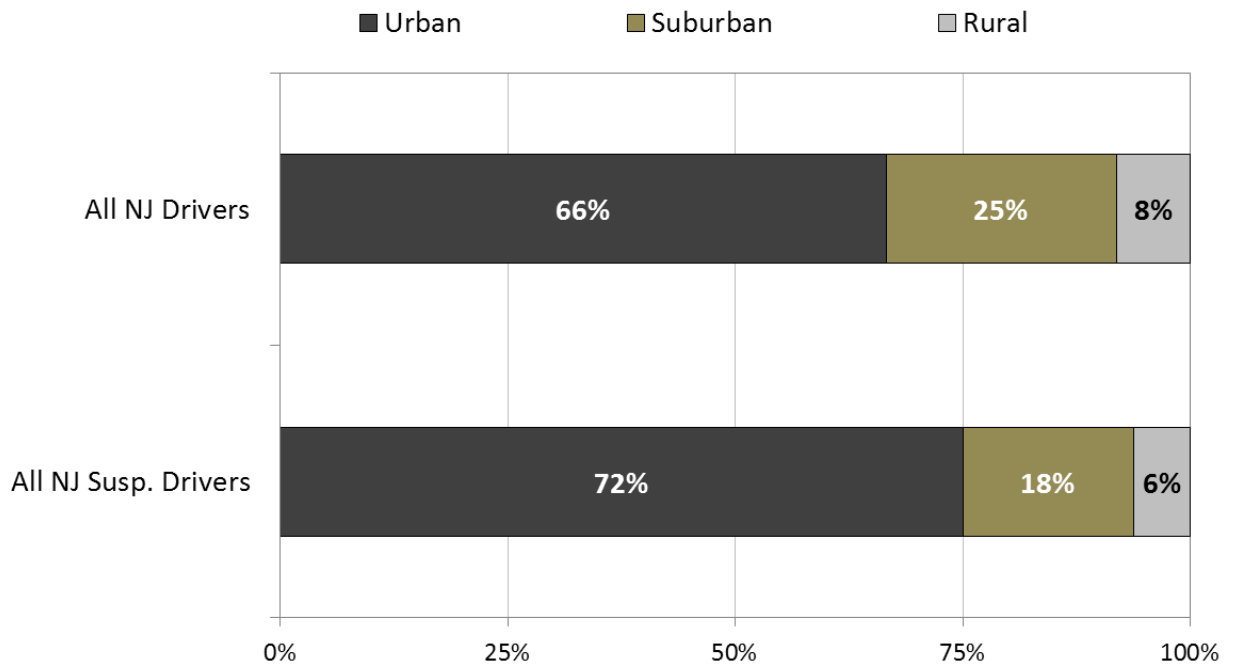


Figure 9. Percentage of NJ drivers by population density.

4.4.3 Suspension Characteristics

In New Jersey, there are many reasons for a driver having their license suspended. Table 8 shows the top 12 reasons for drivers having their license currently suspended (as of August 2011). The top 12 reasons for license suspension account for 91.6% of all drivers' license suspensions. The distributions shown are the percentage of all active suspensions.

Table 8. Suspension characteristics - Top 12 reasons for active suspension (Aug. 2011)

2011 Rank	Top Reasons for Suspension (Active Suspensions)	Abbreviation of Reason	% of total	# Active Suspensions
1	Failure to appear in court to satisfy a summons (moving violation, municipal ordinances)	FTA – Moving Violation	25.1%	191,427
2	Failure to pay MVC insurance surcharge	Nonpay Ins Surcharges	16.8%	127,688
3	Drug related offenses under the comprehensive drug reform act	Drug Offense – CDRA	9.6%	73,321
4	Driving while suspended	Driving While Suspended	9.2%	70,087
5	Uninsured motorist-Insurance cancelled or court ordered suspension for driving an uninsured motor vehicle	Uninsured Motorist	9.1%	69,171
6	Failure to appear in court to satisfy a parking summons (Parking Offenses Adjudication Act)	FTA – Parking	7.2%	55,083
7	Failure to comply with a court ordered installment plan or to satisfy other requirements of a court sentence (rehabilitation program, community service, court surcharges or assessments)	Nonpay Court Pay Plan	6.5%	49,666
8	Accumulation of points from moving violations/persistent violator	Points	3.5%	27,015
9	Operating a vehicle under the influence of alcohol or drugs	DUI	2.4%	18,445
10	Failure to comply with a child support order	Nonpay Child Support	1.0%	7,731
11	Failure to make good on dishonored checks submitted to courts and/or MVC for fees	Dishonored Checks	0.9%	6,972
12	Serious moving violation (reckless driving, leaving the scene of accident, high speed)	Moving Violation	0.3%	2,475

The top 3 reasons for license suspension for currently active suspensions are failure to appear in court to satisfy a summons (moving violation, municipal ordinances), failure to pay MVC insurance surcharges, and drug related offenses under the comprehensive drug reform act. The top 3 reasons are all non-driving related offenses. Only 15.4% of the common reasons for driver's license suspensions are direct driving offenses:

- Driving with a suspended license (9.2%)
- Accumulation of points from moving violations/persistent violator (3.5%)
- Operating a vehicle under the influence of alcohol or drugs (2.4%)
- Serious moving violation (0.3%)

The other 76.2% of active suspensions due to the top 12 suspension reasons are non-driving related offenses.

To get an idea of the demographics of drivers that are actively suspended, Figure 10 shows the percentage of suspension events per average household income for each reason for suspension. The reasons boxed in red are driving-related reasons.

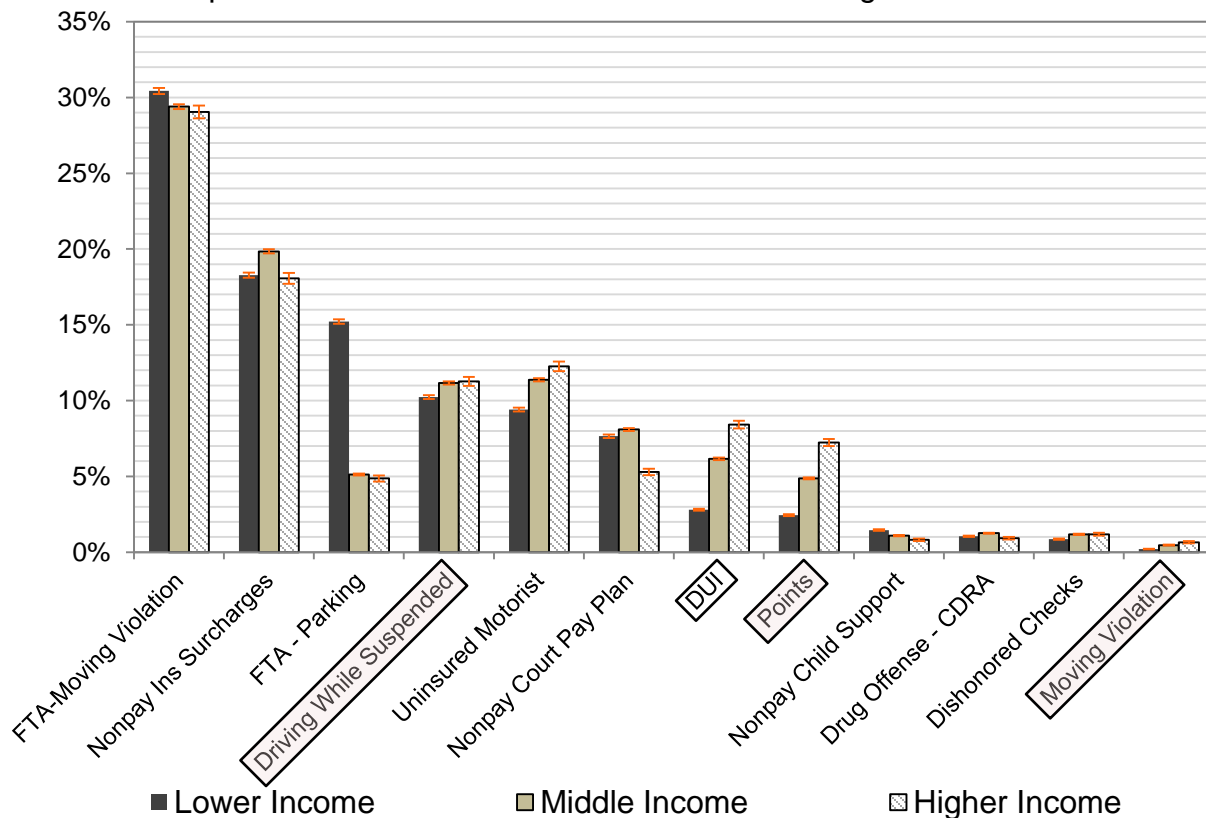


Figure 10. Percentage of NJ suspension events by reason for suspension and household income level. The boxed-in reasons are driving-related reasons.

For all income levels, the largest proportion of suspended drivers was suspended for failing to appear in court after receiving a moving violation, however this was not found to be statistically significant. Excluding DUI and accumulation of points, there was a disproportionately high percentage of lower income receiving suspensions, particularly for the reason of failing to appear in court after receiving a parking offense. Likewise, there a disproportionately high number of higher income suspended drivers were suspended for DUIs, accumulation of points and being uninsured motorists,.

Similarly, Figure 11 shows the distribution of suspension events as a function of population density for each reason for suspension.

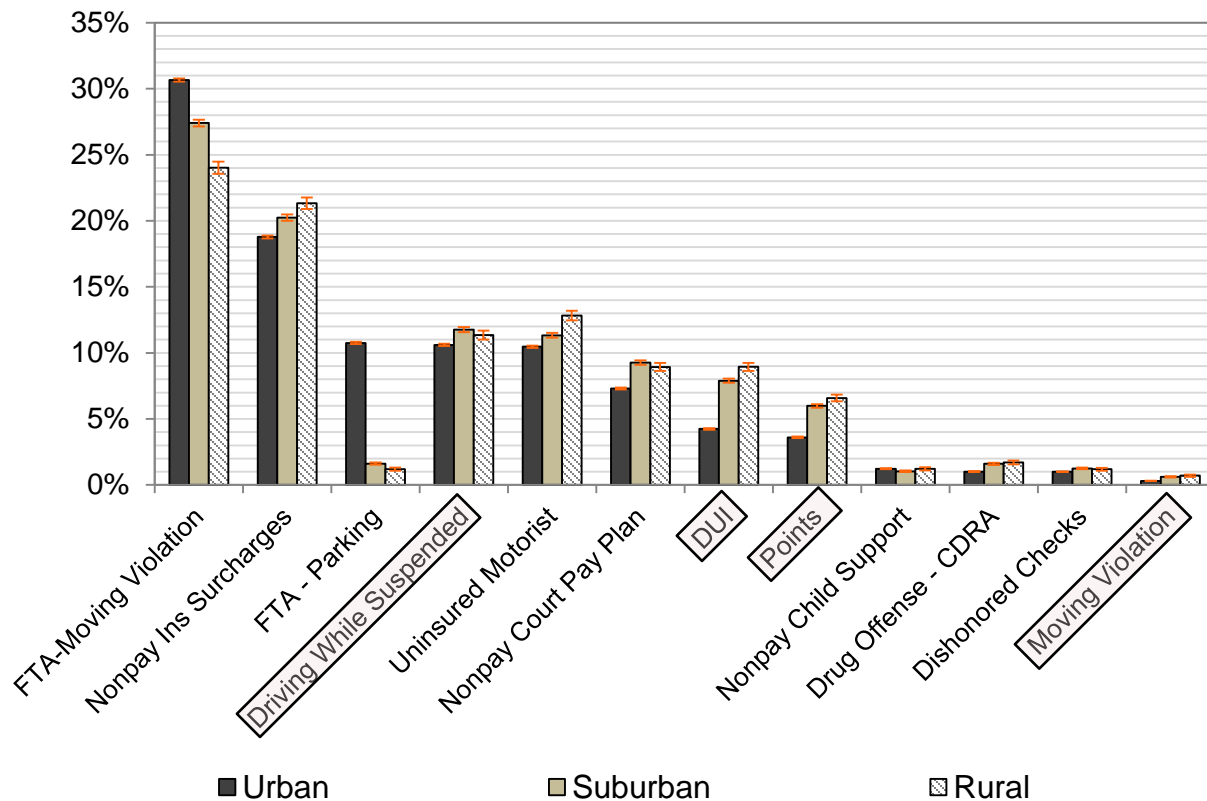


Figure 11. Percentage of NJ suspension events by reason for suspension and population density. The boxed-in reasons are driving-related reasons.

For all population densities, the largest proportion of suspended drivers was suspension for failing to appear in court after receiving a moving violation. There were a disproportionate number of urban suspended drivers who received a suspension under the Parking Offenses Adjudication Act, which allows municipal court judges to suspend a driver who has failed to pay or failed to appear in court to pay a parking ticket fine. Also of interest is that a disproportionate number of rural suspended drivers were suspended for essentially all other reasons, particularly uninsured motorist, DUI, and point accumulation violations.

Another suspension characteristic to consider is the number of suspensions accumulated by suspended drivers. As noted earlier, it is possible for drivers to have more than one suspension at a time. Table 9 shows the percentage of suspended drivers with more than one suspension.

Table 9. Suspension characteristics - Drivers with multiple suspensions (Active Suspensions)

# Suspensions	August 2011		May 2004	
	# Drivers	% Drivers	# Drivers	% Drivers
1	128,642	48%	105,020	36%
2	60,471	23%	37,603	13%
3	20,774	8%	22,575	8%
4	14,721	6%	16,772	6%
5	9,614	4%	13,166	5%
6	7,212	3%	10,865	4%
7	5,154	2%	9,249	3%
8	4,208	2%	7,819	3%
9	3,173	1%	6,673	2%
10	2,574	1%	5,863	2%
11	1,993	1%	4,989	2%
12	1,614	1%	4,583	2%
13	1,271	0.48%	3,959	1%
14	1,087	0.41%	3,658	1%
15+	4,977	2%	36,806	13%
Total	267,485	100%	289,600	100%

Over half of actively suspended drivers (52%) have more than one active suspension. Over one-fifth of suspended drivers have two suspensions, nearly one-tenth have three suspensions, and the other 22% of suspended drivers have four or more suspensions. In comparison with the 2004 study, there are currently a lower proportion of suspended drivers with multiple suspensions, but in general, overall observations are similar.

Table 10 shows the percent of drivers with records of non-driving suspensions only, driving suspensions only, and both non-driving and driving suspensions. Over two-thirds of suspended drivers have both non-driving and driving suspensions, the remaining one-third are almost all non-driving suspended drivers. Only about 4% of suspended drivers had only driving-related suspensions.

Table 10. Distribution of suspended divers by type of suspension as of August 2011.

Type of Suspensions	# of Suspended Drivers	% of Suspended Drivers
Non-Driving Only	73,826	27.6%

Driving Only	10,432	3.9%
Non-Driving and Driving	183,227	68.5%
Total	267,485	100%

One way to judge driver behavior is to look at the cumulative number of violation points suspended drivers have accrued. Table 11 shows the percentage of suspended drivers with accumulated violation points.

Table 11. Suspension characteristics - Number of accumulated points (Active Suspensions)

Number of Points	August 2011		May 2004	
	# Drivers	% Drivers	# Drivers	% Drivers
0 points	56,380	21.1%	170,407	58.8%
1-6 points	50,483	18.9%	74,087	25.6%
7-12 points	50,809	19.0%	25,970	9.0%
>12 points	109,813	41.1%	19,136	6.6%
Total	267,485	100%	289,600	100.0%

About one-fifth of actively suspended drivers have no accumulation of violation points, about 19% have an accumulation of 1-6 points and another 19% have an accumulation of 7-12 points. The largest proportion of actively suspended drivers (41.1%) has an accumulation of over 12 points. Compared to the 2004 study, these observations are considerably different. The 2004 study found the majority of suspended drivers to have no accumulation of violation points, and only 6.6% to have an accumulation of over 12 points. A possible reason for this difference might be differences in calculating accumulated violation points. For this study, the driver's full violation point history was accumulated to calculate the full sum of points they have acquired over their driver history. This study did not take into account that points can be subtracted if drivers take the Probationary Driving Programs or Defensive Driving Programs class, or if the driver has not acquired additional points within an unbroken 12-month period. Note that this limits the results to accumulating *all* points recorded on a driver's history records, rather than only accumulating "active" points (points currently affecting the driver). It is not clear how the 2004 study calculated accumulated violation points.

4.5 Conclusions

The objective of this study was to examine the characteristics of New Jersey driver license suspensions. The current characteristics of driver suspensions were compared to an earlier study on driver suspensions (Carnegie, 2007). The number of suspensions increased from about 900,000 suspensions in 1995 to nearly 1.05 million suspensions in 2010.

The results of this analysis showed:

- Suspended drivers are primarily male (68%), although male drivers comprise one-half of the general New Jersey driving population.
- Suspended drivers are primarily younger drivers between the ages of 18-34 years old (55%), which is disproportionate to the proportion of 18-34 year old drivers in the general New Jersey driving population.
- A disproportionately high proportion of suspended drivers were from urban areas when compared with the population of all drivers from urban areas.
- A disproportionately high proportion of suspended drivers from lower income areas when comparing the demographics of suspended drivers to the demographics of the general New Jersey driving population.
- The three most common reasons for license suspension for currently active suspensions were (1) failure to appear in court to satisfy a summons (moving violation, municipal ordinances), (2) failure to pay MVC insurance surcharges, and (3) drug related offenses under the comprehensive drug reform act. All three are non-driving related offenses.
- Only 15.4% of currently suspended drivers were suspended because of direct driving offenses.
- The largest proportion of suspended drivers (36%) had only one suspension.
- The largest proportion of suspended drivers (41.1%) had an accumulation of over 12 violation points.

The results of this updated analysis show that the large majority of suspended drivers were suspended for non-driving related reasons.

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5 Compatibility of RDL Programs with Commercial Driver Licenses

5.1 Introduction

Restricted Driver's licenses frequently permit drivers to drive to their jobs. The question however is how this might affect a person whose job is to drive. Examples would be truck drivers, school bus drivers, and chauffeurs. These types of jobs require the driver to hold a Commercial Driver's License (CDL). Whether restricted use licenses can be issued for drivers with a CDL is an issue that needs to be considered for the New Jersey Restricted Driver License (RDL) study. In August 2011, there were 262,157 CDLs in New Jersey (expiration year 2011 and on).

5.2 Objective

The purpose of this chapter was to discuss the implications which Restricted Driver License programs might have on CDLs.

5.3 Methods

This analysis gathered information from the U.S. Federal Motor Carrier Safety Administration (FMCSA) to determine whether there are any conflicts or issues with Federal regulations in implementing a restricted-use license program for drivers with a CDL. This chapter also examines previous literature that has discussed the issue of CDL policies. Sources for this analysis included the U.S. Department of Transportation Federal Motor Carrier Safety Administration (FMCSA), the New Jersey Motor Vehicle Commission's Commercial Driver License Manual, and the research team's survey of the licensing practices of other states with a Restricted Driver License program

5.4 Federal Motor Carrier Safety Administration Regulations

The U.S. Department of Transportation Federal Motor Carrier Safety Administration (FMCSA) develops national testing and licensing standards for commercial motor vehicle (CMV) drivers. FMCSA also collects and analyzes data, coordinates research and development, and ensures regulatory compliance and enforcement in an effort to improve motor carrier safety. FMCSA also provides the States with financial assistance for CMV safety programs and roadside inspections. Since April 1992, all drivers of a CMV are required to have a CDL. CDL registration is administered by the States, but standards and regulations are defined by FMCSA.

There are three classes of a CDL: Class A, Class B, and Class C. The different classes indicate vehicle maximum loads or number of passengers permitted. Drivers can take tests in addition to the standard CDL test to obtain additional endorsements and restrictions on the CDL. The additional endorsements and the necessary additional tests are:

- Double/Triple Trailers (knowledge test)
- Passenger (knowledge and skills test)

- Tank Vehicle (knowledge test)
- Hazardous Materials (knowledge test and TSA threat assessment)
- Combination of Tank Vehicle and Hazardous Materials
- School Bus (knowledge and skills test)

A restriction that might be applied to a CDL is prohibition from driving a CMV with air brakes. If a driver does not pass the air brake portion of the knowledge or skills test, the driver is restricted from driving a CMV with air brakes. Further, in order for a driver to be eligible for CDL registration, the driver could not have had a history of more than one license suspension, had any license suspension/revocation/cancellation, not had any convictions in a motor vehicle for a major disqualifying offense, had more than one conviction in a motor vehicle for a serious traffic violation, had any violation of State or local law relating to motor vehicle traffic control, or have any record of an at-fault accident, all within the 2-year period prior to CDL application.

5.4.1 FMCSA Regulations on Traffic Violations and Suspensions

FMCSA requires drivers to notify employers of any traffic violation within 30 days of conviction, not including parking violations. Additionally, drivers must notify employers of a driver's license suspension / revocation / cancellation / disqualification by the end of the next business day following the notification of lost privilege. These policies are detailed in Table 27. **49 CFR 383.31: "Notification of convictions for driver violations"** in the appendices, "49 CFR 383.31: Notification of convictions for driver violations" and Table 28. **49 CFR 383.33: "Notification of driver's license suspensions"** in appendices, "49 CFR 383.33: Notification of driver's license suspension".

5.4.2 FMCSA Prohibits Hardship Licenses

In 49 CFR 384.210, "Limitation on licensing", FMCSA regulations state that a State must not knowingly issue a CDL or a commercial special license or permit (including a provisional or temporary license) permitting a person to drive a commercial motor vehicle (CMV) during a period in which the driver is suspended. In a Federal Register notice (FMCSA, 2007), FMCSA states that the interpretation of this rule includes "a prohibition on issuing a hardship license to operate a CMV while under suspension (section 384.210);" The only exception is if the suspension was related to parking offenses:

"Section 12003 requires the CMV driver conducting operations in commerce to notify both the designated State of licensure official and the driver's employer of any convictions of State or local laws relating to traffic control (except parking tickets)."

This would appear to be recognition by FMCSA that many suspensions are not related to 'bad driving'.

In the Federal Register notice (FMCSA, 2002) that pertains to commercial driver's license standards, requirements and penalties, commercial driver's license program improvements and non-commercial motor vehicle violation, FMCSA discusses the issue of hardship licenses. This report discussed that Section 384.210 was amended in July 2002 "to prohibit a State from issuing a special commercial driver's license or permit (including a provisional or temporary license) to any CDL driver who is disqualified or who has his or her non-commercial driver's license or driving privilege revoked, suspended or canceled." During the discussion of this issue, a number of State agencies raised the concern that the agencies do not control the actions of the courts issuing such licenses. However, the FMCSA report stated that "the FMCSA notes that this action is required by the Motor Carrier Safety Improvement Act (MCSIA) and urges all States to take appropriate action to bring their laws, regulations and judicatory procedures into compliance with this new requirement for identifying and removing drivers whose violations warrant such action. The statute anticipates and FMCSA believes that the branches of government can work cooperatively to address this public safety issue."

The report does not discuss any comments referring to the reasoning behind these decisions. However, from the context of the report, it appears that FMCSA initiated these regulations as an effort to keep the number of potentially hazardous drivers from the roads. For example, when discussing the requirements of disqualification of a driver, the report says, "The FMCSA agrees [that the MCSIA require the disqualification of a driver determined to constitute an imminent hazard], and has accordingly amended the final rule to state that a driver must be disqualified where the Assistant Administrator finds the driver's continued operation of a CMV poses an imminent hazard."

5.5 New Jersey Motor Vehicle Commission Commercial Driver License Regulations

As required by FMCSA, each State, including New Jersey, manages CDL registration. New Jersey CDL registration is managed by the New Jersey Motor Vehicle Commission. NJ MVC is required by FMCSA and the Commercial Motor Vehicle Safety Act of 1986 to meet the minimum standards for commercial driver licensing. All New Jersey CDL applicants must be New Jersey residents and at least 18 years of age. Applicants for a hazardous material, passenger, or interstate commercial vehicle endorsement must be at least 21 years old.

As discussed in the previous section, drivers must notify employers of any traffic violations or license suspensions, revocations, etc. In New Jersey violators of this regulation will either be fined \$5,000 or jailed. If a driver is caught driving a CMV with a suspended CDL (among other convictions), the driver will lose the CDL for at least one year for first conviction, and for life for a second conviction. Simply stated, a loss-of-privilege driver's license prohibits the driver from operating any vehicle, including CMVs.

5.6 Current Practices in States with RDL Programs

Drivers with a restricted driver license in states with a restricted driver license program may not drive a CMV. For example, the Washington State Department of Licensing offers an Occupational/Restricted Driver License (ORL) to eligible drivers with a license suspension or revocation. ORLs are intended for work, educational, court-ordered community service, rehabilitation, or healthcare purposes, as well as for the purpose of continuing care for a dependent. Although intended for work purposes, ORLs cannot be used to drive CMVs. ORLs can only be used to operate non-commercial motor vehicles. This policy is common among other states which offer restricted driver license programs.

5.7 Conclusions

Our conclusion is that federal statute does not allow a driver with a restricted driver's license to hold a CDL. Regulations involving commercial driver's licenses are developed by the U.S. Department of Transportation Federal Motor Carrier Safety Administration. Enforcement and registration of CDLs is the responsibility of the States. In New Jersey, the Motor Vehicle Commission administers CDLs. In 49 CFR 384.210, FMCSA regulations prohibit a State from issuing a hardship license to operate a CMV while under suspension. The only exception appears to be if the suspension was related to parking offenses. This would appear to be recognition by FMCSA that many suspensions are not related to 'bad driving'.

5.8 References

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6 Driving History of Suspended Drivers in New Jersey

6.1 Introduction

License suspensions were developed to remove hazardous drivers from the roads. However, drivers in New Jersey can also have their basic driving privilege revoked for reasons unrelated to driving, including, but not limited to, failure to pay child support or failure to appear in court. Though these offenses are significant, they are un-related to driving behavior. Therefore, drivers with suspensions may not necessarily be hazardous to other drivers on the roads. Gebers and De Young (2002) found that California drivers suspended for non-driving related reasons have a low traffic risk. However, they also found that those suspended had a higher crash risk than drivers with a valid license. This chapter investigates the previous driving history of New Jersey drivers who were suspended for non-driving related reasons.

6.2 Objective

The objective of this study was to investigate the previous driving history of drivers who received at least one license suspension. A secondary objective was to compare the driving history for people with license suspensions for non-driving related reasons to those suspended for driving-related reasons.

6.3 Methods

The New Jersey Motor Vehicle Commission (NJMVC) data set was used to investigate the five-year driving history of those with at least one license suspension issued in New Jersey between 2007 and August, 2012. Our dataset includes only events through this date. Each suspension was classified into the categories defined below. The date of the first suspension of each classification was then used to determine a five-year history period. All crashes, violations, and suspensions in the five-year period were analyzed to compare the histories of drivers with suspensions. In the NJMVC dataset, crash events were not accurately recorded prior to 2002. A representative sample of the dataset was investigated and, as shown in Figure 12, there were almost no crash events recorded prior to 2002. Therefore, analyzing a five-year history starting with events in 2007 reduced the likelihood of excluding crash events from our study due to missing data.

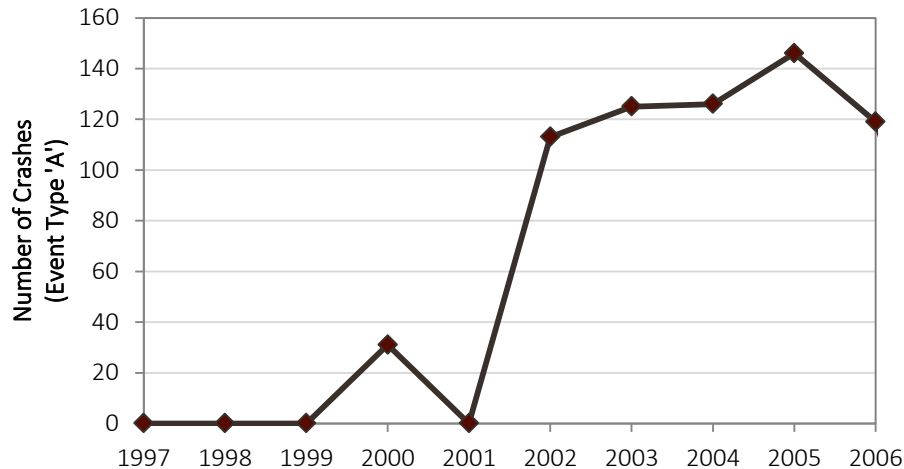


Figure 12. Crash events per year for representative sample of NJMVC dataset (1997-2006)

This study only investigated suspensions that revoked the basic driving privilege or all MVC privileges. Therefore, suspensions that revoked other privileges, such as registration privileges or only commercial driving privileges, were excluded. Additionally, only drivers with a Class D license were included in this study; therefore those with a commercial license (Class A, B, or C) were excluded. These restrictions excluded 14% of all ordered suspensions from 2007 to 2012.

6.3.1 Suspension Classifications

There are about seven hundred unique suspension descriptions coded for the MVC dataset. Only events from courts, insurance surcharge, the probationary driver program, and administrative action were included in this study. These accounted for 94% of all suspensions that revoked the basic driving privilege for drivers with a Class D license from 2007 to August 2012.

For this study, suspensions were classified into nine groups based on the event responsibility and the event description. Table 12 gives the suspension classifications and distribution of all suspensions that revoked the basic driving privilege from 2007- August 2012 for drivers with a Class D license. The list of suspension descriptions included for each suspension classification with the exception of 'Commercial Vehicle' and 'Vehicle Condition' is given in the appendices.

Table 12. Distribution of Suspension Classifications for Suspensions from 2007-2012

Suspension Classification	Number of Suspensions	Percent of Suspensions
Court-Ordered, Payment, or Fine	889,739	39.5%
Surcharge Related	693,372	30.7%
Driving Related	275,688	12.2%
Other	224,788	10.0%
Other Event Responsibility	134,135	5.9%
Licensing, fraud or failure of paperwork	20,519	0.9%

Drug or alcohol related (Non-Driving)	16,647	0.7%
Commercial Vehicle	175	0.01%
Vehicle Condition	72	0.00%

6.3.1.1 Court-Ordered, Payment, or Fine Related Suspensions

Suspensions of basic driving privileges for reasons not related to driving were classified as ‘Court-Ordered, Payment, or Fine’ suspensions. These include, but are not limited to, failure to pay child support, alimony, or other fines; failure to appear in court; criminal suspensions; and dishonored checks for license or registration fees. Additionally, suspensions ordered by the Parking Offenses Adjudication Act are also included in this suspension classification. The Act states that a license can be suspended for un-paid parking fines or penalties. Since parking is not a moving violation, suspensions for failing to pay parking tickets were not included as ‘Driving Related’ suspensions.

6.3.1.2 Insurance Surcharge Related Suspensions

A driver is fined a Surcharge if six or more points are accumulated within three years. Additionally, a Surcharge may also be the result of other violations such as driving without a valid license, driving while intoxicated, or operating an uninsured vehicle. Failure to pay the Surcharge results in a license suspension.

For this study, all suspension events whose responsibility was identified as ‘Insurance Surcharge’ were classified as ‘Surcharge Related’ suspensions. Suspensions issued for Surcharge events were excluded from the court-ordered, payment, or fine classification since these were directly related to other driving behaviors. In addition to suspensions for failing to pay the Surcharge, suspensions of this classification may have occurred for payment-related reasons such as a dishonored check for surcharge payment or failure to submit a change of address.

6.3.1.3 Driving Related Suspensions

All suspensions issued for driving behavior were classified as ‘Driving Related’ suspensions. These included, but were not limited to, speeding, driving while intoxicated (DWI), other moving violations (e.g. illegal U-turn or passing, moving against traffic, etc.), abandonment of vehicle, evading tolls, and failure to use seat belt. Additionally, suspensions issued for leaving/failing to give information at the scene of a crash or refusing a Breathalyzer test were included as driving related suspensions under the assumption that these events occurred shortly after operating a vehicle. Suspensions issued by the probationary driver program were also included in this classification.

6.3.1.4 Licensing, Fraud, or Failure of Paperwork

This classification of suspensions includes those ordered for illegal activity surrounding licensing as well as other fraudulent activity, including insurance fraud. Also included in this classification are suspensions due to not updating information such as name or address with the MVC.

6.3.1.5 Drug or Alcohol Related (Non-Driving) Suspensions

The last group of suspensions that was investigated for this study included all suspensions ordered for illegal drug or alcohol activities, excluding DWI. However, consuming an alcoholic beverage in a motor vehicle was also grouped in this classification since this was not necessarily a driving-related activity (i.e. a person suspended for this reason was likely a passenger in the vehicle).

6.3.1.6 Other Suspension Classifications

Six other suspension classifications were identified based on the suspension event descriptions. These accounted for about 16% of all suspensions from 2007-2012. The largest majority of the suspensions were classified as 'Other.' These generally included suspensions for criminal actions and events involving vehicles other than motor vehicles, e.g., boats and bicycles.

6.3.2 Computing the Five-Year Driving History

Each suspension that occurred from 2007-2012 was categorized into one of the nine suspension classifications previously defined. A list of drivers with suspensions of each classification was compiled. These groups were not exclusive of each other. For example, a driver who received a Court-Ordered, Payment, or Fine Suspension and a Surcharge Related suspension would appear in the driver list for each suspension classification. Additionally, the history of driving suspensions was also considered through the analysis.

Next, the date of each driver's first suspension event for each suspension classification was determined. The date of this suspension event was used to compute the five-year driving history period which preceded the suspension for each driver. Unless two suspensions of different classifications occurred on the same date, the preceding five-year history period investigated for each suspension classification is different. Continuing the example of the aforementioned driver, assume the first Court-Ordered, Payment, or Fine Suspension occurred on April 1, 2007 and the first Surcharge Related suspension occurred on May 1, 2008. The five-year history period for analysis of Court-Ordered, Payment, or Fine Suspension occurs from March 1, 2002 to March 31, 2007. Likewise, the five-year history period for analysis of Surcharge Related suspensions extends from May 1, 2003 to April 20, 2008 and includes the Court-Ordered, Payment or Fine, Suspension.

6.3.3 Driving Habits

Events that occurred in the five-year history period for drivers receiving each type of suspension were used to investigate habits of drivers with suspensions. The number of events that occurred per event type (crashes, violations, and suspensions) for each driver was tallied. Comparisons were made between the histories of drivers with each suspension classification.

6.4 Results

There were a total of 2,255,138 suspensions ordered in New Jersey for drivers with a Class D license between 2007 and 2012. These suspensions were divided among 665,871 drivers. The distribution of suspensions by event responsibility for these suspensions is shown in Table 13.

Table 13. Distribution of Suspensions by Organization/Program who Ordered the Suspension (2007-2012)

Event Responsibility	Number of Suspensions	Percent of Suspensions
Courts *	1,292,749	57.32%
Insurance Surcharge *	693,372	30.75%
Administrative Action *	113,792	5.05%
Uninsured Motorist	91,213	4.04%
Alcohol Countermeasure Program	21,969	0.97%
Probationary Driver Program *	21,090	0.94%
Other	20,953	0.93%
<i>Total</i>	<i>2,255,138</i>	<i>100%</i>

* Included in study

The most frequent suspension was a Court-Ordered, Payment, or Fine related suspension. As shown in Table 14, 54% of the 665,871 drivers who received a suspension from 2007 to 2012 received at least one suspension of this classification. Likewise, about 40% of drivers received at least one suspension for Surcharge related reasons. On average, drivers with suspensions incurred 2.4 suspensions between 2007 and 2012 for each of these two suspension classifications. By comparison, drivers with suspensions incurred about 1.5 suspensions in this period for driving related reasons.

Table 14. Drivers with Suspensions by Suspension Classification (2,255,138 Total Suspensions; 2007-2012)

Suspension Classification	Number of Suspensions	Number of Drivers	Percent of Suspensions	Percent of Drivers*	Avg. Suspensions per Driver
Court-Ordered, Payment, or Fine	889,739	361,062	39.5%	54.2%	2.46
Insurance Surcharge	693,372	279,069	30.7%	41.9%	2.48
Driving Related	275,688	183,240	12.2%	27.5%	1.50
Licensing, fraud or failure of paperwork	20,519	19,199	0.9%	2.9%	1.07
Drug or alcohol related (Non-Driving)	16,647	14,129	0.7%	2.1%	1.18
All other Suspension Classifications	359,173	--	15.9%	--	--

* Drivers with multiple suspensions may appear in multiple suspension classification categories.

6.4.1 History of Crashes

The number of crashes in each driver's five year history period was tallied for drivers with each type of suspension classification, with the exception of 'Other'. As shown in Figure 13, drivers with a driving related suspension had been more frequently involved in at least one collision five years prior to receiving a suspension. Those who were suspended for a court-ordered, payment, or fine were less likely to be involved in a crash within the previous five years.

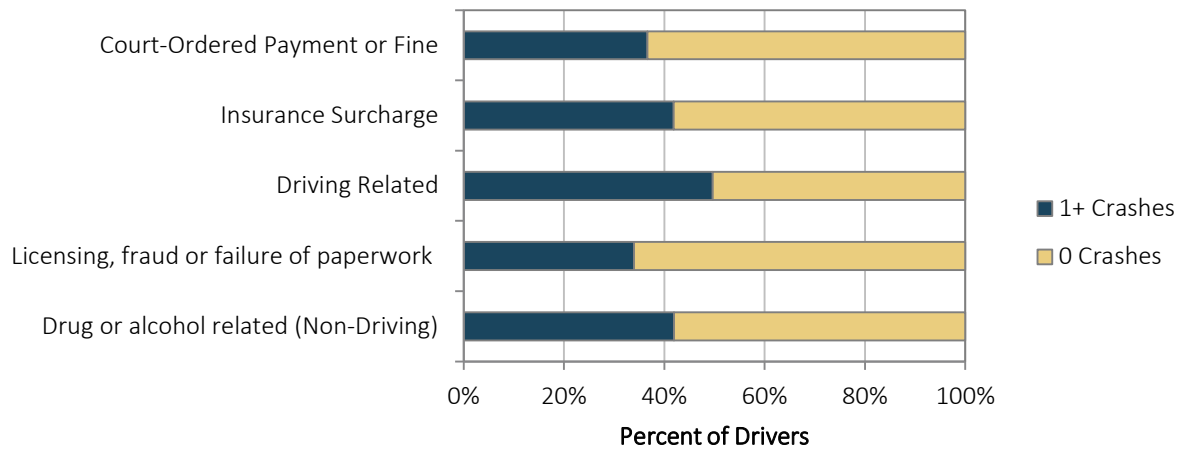


Figure 13. Five-Year History of Crashes for Drivers with a Suspension

6.4.2 History of Violations

Next, the five-year history of violations was investigated for all drivers with at least one suspension. As shown in Figure 14, nearly all (97.5%) of those with a driving related suspension had at least one violation prior to the suspension. One example of having a driving related suspension without a previous violation is operating a vehicle with a suspended license. The high percentage of those with a previous violation was expected since these drivers were mainly suspended for poor driving. By comparison, only 68% of drivers with a suspension for not paying a court-ordered fine had at least one violation prior to the suspension.

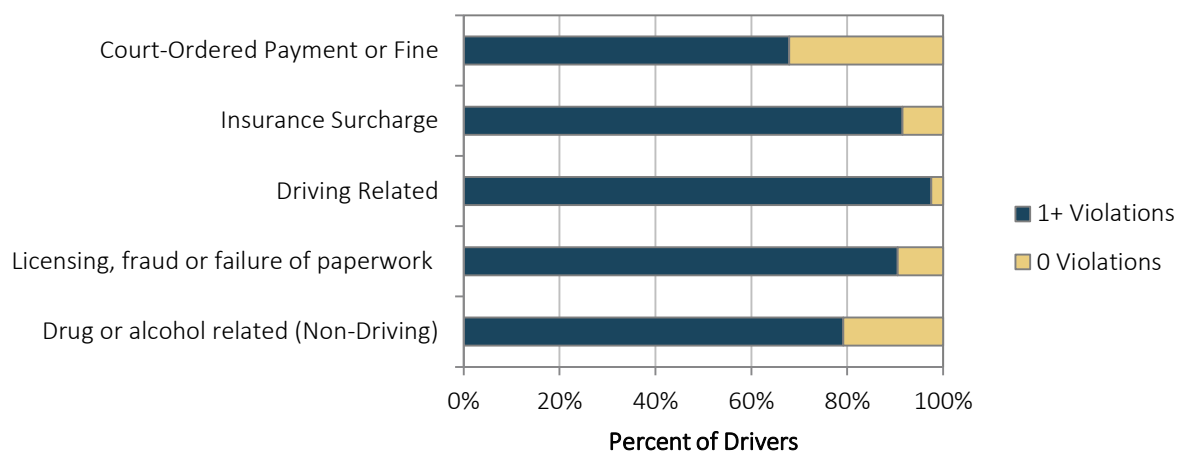


Figure 14. Five-Year History of Violations for Drivers with a Suspension

Looking at those with at least one violation, 32% of drivers suspended for court-ordered payments or fines had only one previous violation and less than 15% had 6 or more violations. By comparison, 20% of those suspended for driving related reasons had only 1 violation and 26% had 6 or more violations. Figure 15 presents the number of violations given that the driver had at least one violation.

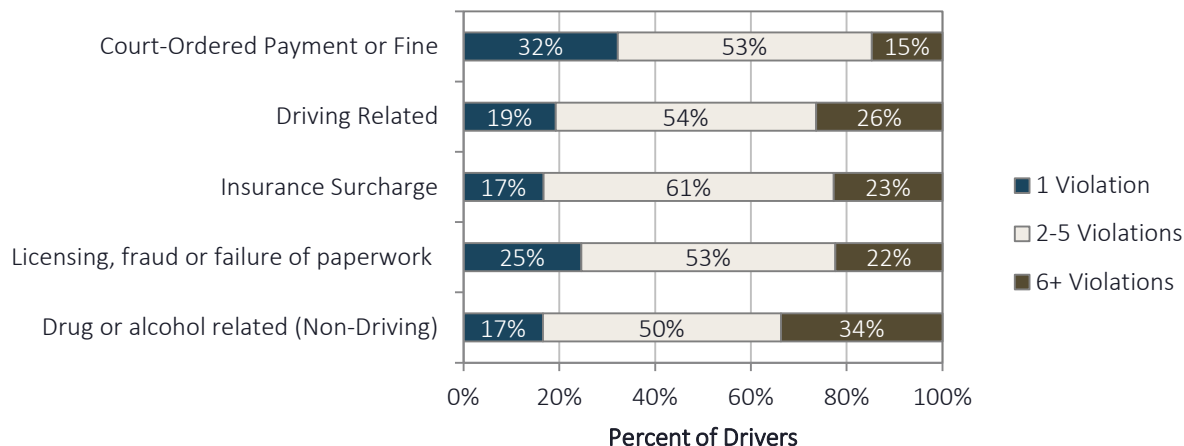


Figure 15. Number of Violations in Five-Year History for Suspended Drivers with at least One Violation

Next, the distribution of point carrying and zero-point violations was computed for drivers with each type suspension classification. This component of the analysis included only drivers who had at least one violation in the five-year history prior to the suspension. As shown in Figure 16, the total percent of point carrying violations incurred by drivers was approximately the same for all suspension classifications.

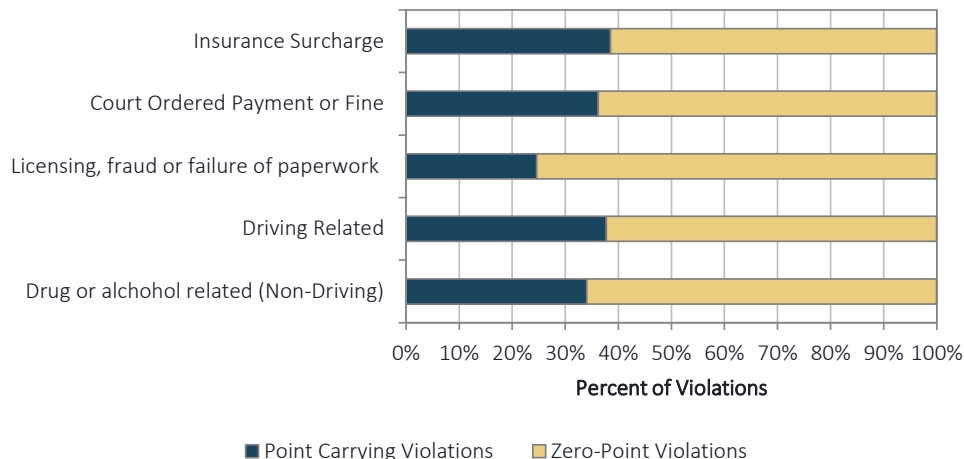


Figure 16. Violations in Five-Year History by Points Incurred

6.4.3 Previous History of Suspensions

Though the study time frame was from 2007 to August 2012, a driver’s first suspension may have occurred before 2007. To investigate suspensions prior to the study time period, the five-year history of suspensions was also investigated. All drivers in this analysis had their most recent suspension during the time period from 2007 to August

2012. As discussed in the Methods section, the five-year history is a moving time frame. Thus, suspensions between 2007 and 2012 are also included in this analysis. For example, if a driver had his/her most recent suspension in 2008, his/her five year period preceding this suspension would be 2004-2008.

Figure 17 shows the number of suspensions ordered in the five year period prior to the first suspension of each classification between 2007 and 2012. As shown, approximately half those suspended for a Court-Ordered Payment/Fine or for Driving Related reasons did not have any previous suspensions. Those suspended for drug or alcohol related reasons had 6 or more violations than those suspended for other reasons.

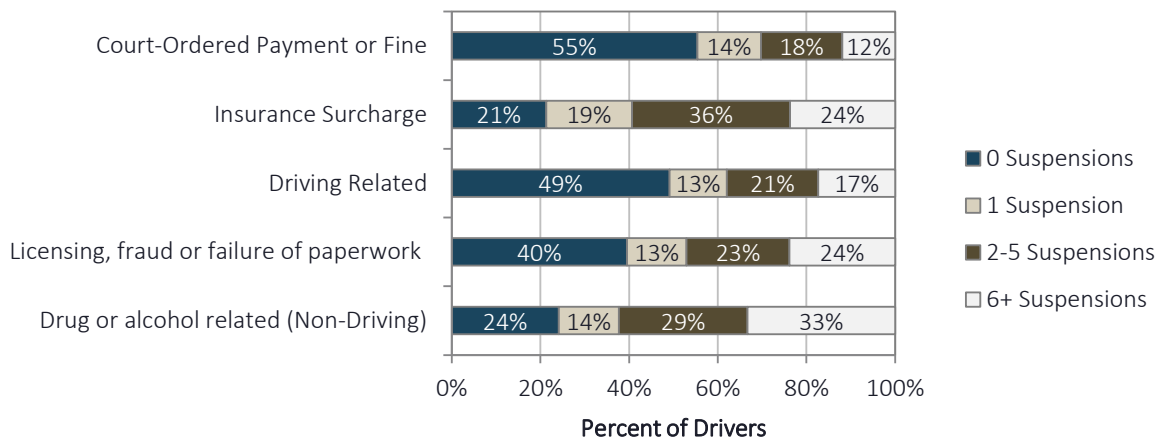


Figure 17. Number of Suspensions in Five-Year History

These data are summarized further in Table 15. As shown, those with a drug or alcohol related suspension had the greatest average number of suspensions. Those with a suspension for a Court-Ordered Payment/Fine received the lowest average number of suspensions five years prior to their first suspension after 2007.

Table 15. Average Number of Suspensions in Five-Year History of Drivers Suspended between 2007 and August 2012

Suspension Classification	Number of Suspensions in preceding 5-yr History	Number of Drivers	Avg. Suspensions/Driver
Court-Ordered, Payment, or Fine	719,282	361,062	1.99
Insurance Surcharge	1,076,234	279,069	3.86
Driving Related	493,999	183,240	2.70
Licensing, fraud or failure of paperwork	71,520	19,199	3.73
Drug or alcohol related (Non-Driving)	71,523	14,129	5.06

Next, the suspension classification of suspensions ordered during the five-year history was investigated. Drivers without any suspensions were excluded from this component of the analysis. The most common previous suspensions for drivers were Court-Ordered Payment/Fine and Insurance Surcharge Related. As shown in Figure 18, the distribution of previous suspensions was approximately the same for drivers grouped by suspension classification ordered between 2007 and August 2012.

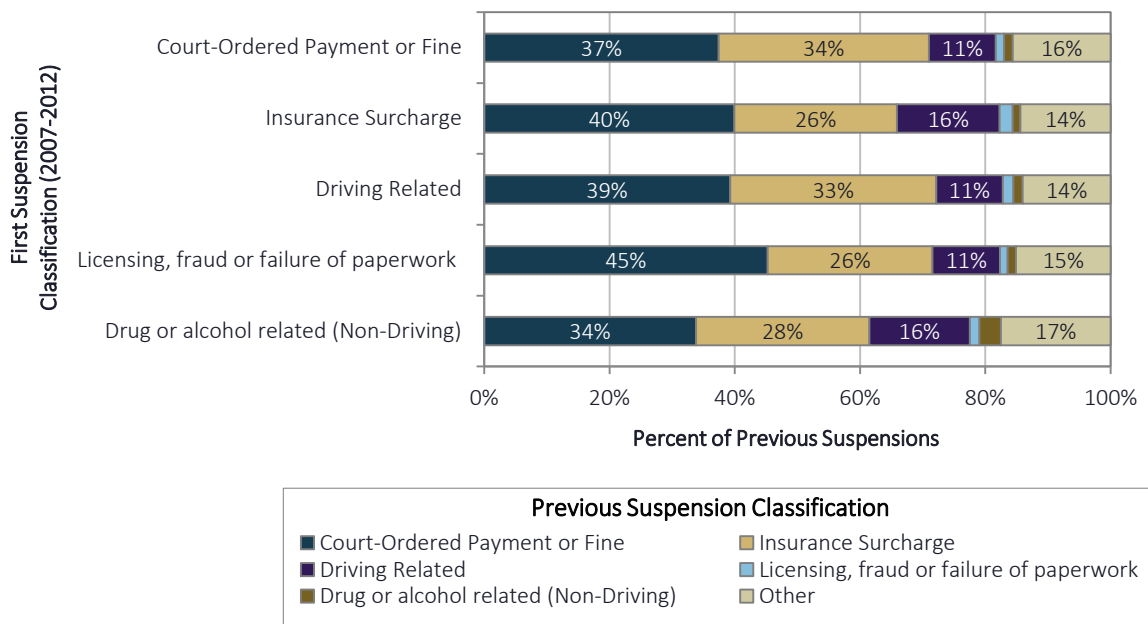


Figure 18. Suspensions Classifications for Suspensions in Five-Year History

6.5 Discussion

One limitation of this study is that it compares only those who received at least one suspension, but does not compare to drivers who have never received a suspension. Future work may include extending this analysis to compare suspended drivers to non-suspended drivers to determine how driving history varies between these groups. Additionally, this study can be extended to investigate the driving record of drivers after they received the first suspension identified for this study. However, since these were determined based on the date, it is anticipated that the driving history after the suspension would be similar to the driving history prior to the suspension.

6.6 Conclusions

This paper explored the driving event history of drivers who had at least one suspension between 2007 and August 2012 in New Jersey that revoked the basic driving privilege. Drivers were grouped based on the classification of the ordered suspension. These classifications, developed for this study, incorporate 84% of all ordered suspensions from 2007 to August 2012 in the state for drivers with a Class D license. Additionally, all suspensions ordered from out-of-state courts were excluded.

Driving history was investigated based on three previous events: crashes, violations, and suspensions. There were 2,255,138 suspensions between 665,871 drivers that

revoked the basic driving privilege ordered in New Jersey between 2007 and August 2012. The most common violations were classified as Court-Ordered, Payment, or Fine (including suspensions ordered by the Parking Offenses Adjudication Act), Insurance Surcharge Related, or Driving Related.

The five-year driving history of all drivers was compared between drivers suspended for various reasons. The results of the study are summarized as follows:

- Drivers with a Driving Related Suspension most frequently had a crash within five years before the suspension; 50% of all drivers suspended for this reason were involved in a crash in this time period. By comparison, only 36% of those suspended for a Court-Ordered Payment/Fine were involved in a crash within the previous five years.
- Previous violations were least frequent among those suspended for a Court-Ordered Payment/Fine related reason. This was expected since the other suspension classifications included in this study were generally related to driving offenses.
- The distribution of point-carrying violations was approximately equal between the different suspension groups for all those who received at least one violation.
- Those who received a Court-Ordered Payment/Fine related suspension between 2007 and 2012 were least likely to have had a suspension within the previous five years; over 50% of these drivers did not have a suspension in this time frame. By comparison, 75% of those suspended for Insurance Surcharge Related Reasons had previously received a suspension.

6.7 References

D. J. DeYoung, Gebers, M.A., An Examination of the Characteristics and Traffic Risk of Drivers Suspended/Revoked for Different Reasons. California Department of Motor Vehicles , CAL-DMV-RSS-02-200, November 2002.

New Jersey Motor Vehicle Commission. "Surcharges."
<http://www.state.nj.us/mvc/Violations/Surcharges.htm>, December, 2013.

7 Survey of New Jersey Police Chiefs Perceptions on Restricted Driver's License Programs

7.1 Introduction

An essential goal of this study was to understand the perceptions of New Jersey stakeholders regarding restricted driver's licenses. One of the most crucial stakeholders are police officers who would have to enforce the law. This chapter examines the perceptions of New Jersey police chiefs regarding the possibility of a Restricted Driver's License (RDL) program in New Jersey. By understanding their perception of restricted driver's licenses, we can better understand the feasibility of enforcement. We will also be able to determine if law enforcement officials believe restricted driver's licenses could improve overall road safety.

7.2 Objective

The objective of this survey study is to determine the perceptions of New Jersey police chiefs on a Restricted Driver's License program in New Jersey.

7.3 Approach

To increase the response speed, reduce costs, and accelerate analysis the survey was designed to be electronic (Bachmann et al., 1996). Screenshots of the survey are presented in the appendices. Surveys were emailed to about 300 police chiefs of different New Jersey cities and townships (Sklar, 2012). There was a 10% response rate overall (31 out of 300); some of the questions were skipped by 1-3 respondents. The survey began with a brief description of restricted driver's licenses, as well as a brief explanation of why New Jersey might consider a Restricted Driver's License program. Each police chief was asked to give their contact and title information at the beginning of the survey for record-keeping purposes. The survey had 11 questions total, 8 multiple choice and 3 comment-based questions. A sample of the survey can be found in the appendices.

7.4 Survey Limitations

As previously mentioned, the response rate was about 10%, which corresponds to 31 responses out of about 300 surveys emailed. It is important to keep this response rate in mind when considering the results of the surveys. With only 31 responses, the following results cannot be said to be representative of *all* New Jersey police chiefs, but rather only of those 31 police chiefs who responded.

7.5 Survey Results

Throughout the survey the amount of responses varied from 28 to 31 as some of the responders chose to skip some questions. The survey first asked if they were aware of RDL programs in other states. Out of the 31 respondents that took the survey 28 were not familiar with other states' programs. The three respondents who knew of such programs in other states had known of RDL programs in Alabama, Arkansas, and

Pennsylvania. These three respondents were asked to comment on how the law enforcement officials in those states perceived RDL programs. Two of the three could not describe the perceptions but one said “they are a good tool and permit individuals the opportunity to travel to and from work”.

The survey then asked whether suspended drivers should be offered a RDL, with respect to the reason for suspension. Figure 19 shows the responses.

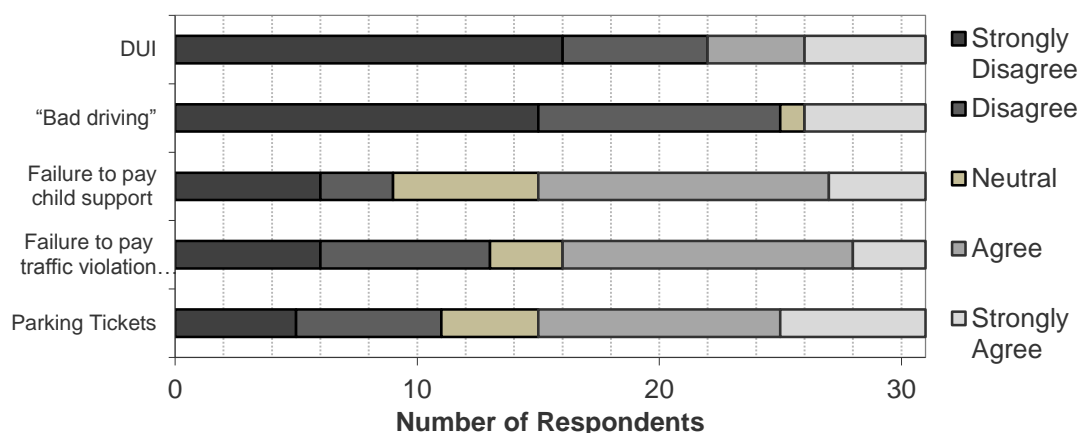


Figure 19. Responses to Survey Question 4: Do you think that a RDL should be offered to drivers who had their license suspended for the following reasons?

The responses indicate that about half of the respondents agree that those who have a suspended driver’s license for non-driving related reasons should be offered a RDL. Less than a third of the respondents agree that those who have a suspended driver’s license for driving related reasons should also be offered a RDL.

As a follow-up to the previous question, the respondents were asked which driving limitations should be imposed on RDLs. Figure 20 shows the responses received.

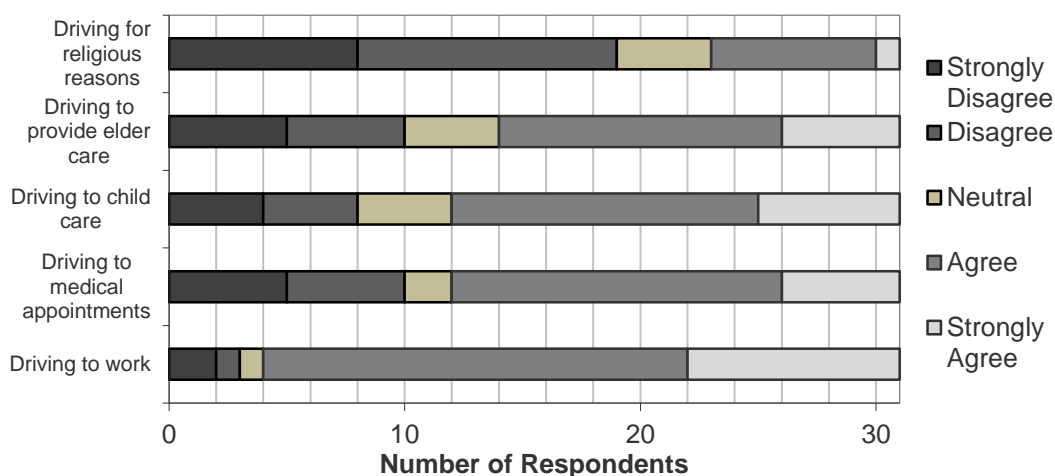


Figure 20. Responses to Survey Question 5: If NJ offered a RDL, what privileges should the license allow?

Nearly all of the respondents agreed that restricted drivers should be allowed to drive to work. Nearly half of the respondents agreed that medical appointments, child care, and providing elderly care were legitimate reasons for allowing restricted drivers to drive. About two-thirds of the respondents agreed that driving for religious reasons was not nearly as important.

The survey then asked if there were other restrictions that should be applied to restricted drivers, apart from driving restrictions. Figure 21 below shows the responses of this question.

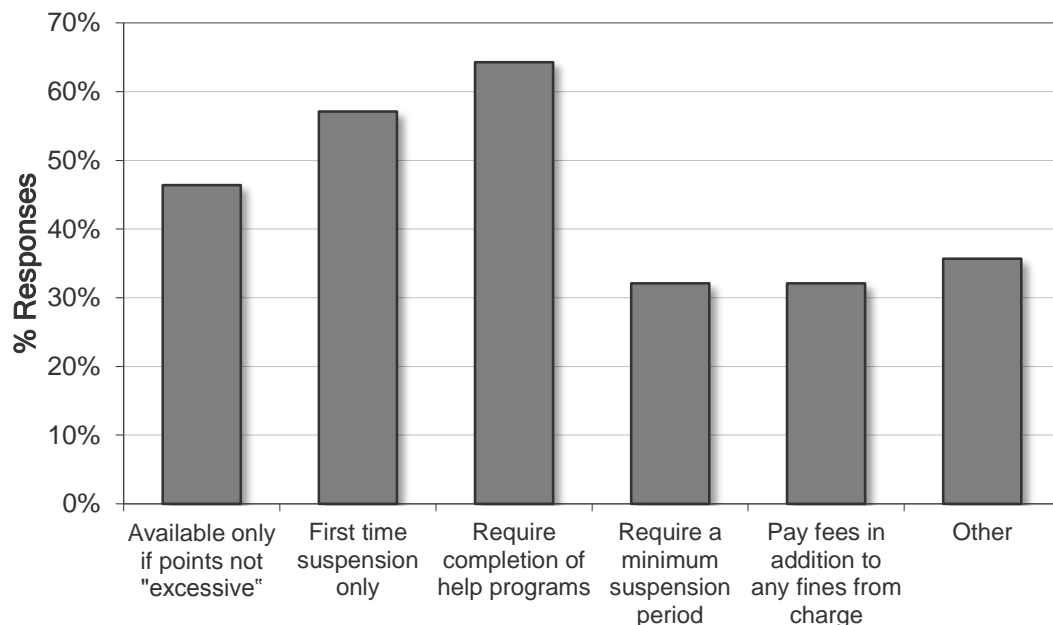


Figure 21. Responses to Survey Question 6: What other restrictions/requirements would you want to institute if such a program was to be put in place?

Over half of the respondents agreed that only first time suspensions can be offered RDLs, and requiring completion of help programs should be a part of the RDL programs. Almost half of the respondents agreed that RDLs should only be given to drivers who do not have “excessive” violation points, and about a third suggested including fees in addition to any fines from charge. Other suggestions included installing a device to ensure that a driver only drives during RDL hours. The majority of the respondents agreed that suspensions should be lengthened, or penalties should be imposed if the driver has additional violations during the RDL programs.

The next portion of the survey asked the opinions of the police chiefs on a list of statements. The statements were possible descriptions or opinions on RDL programs. The responses are shown in Figure 22.

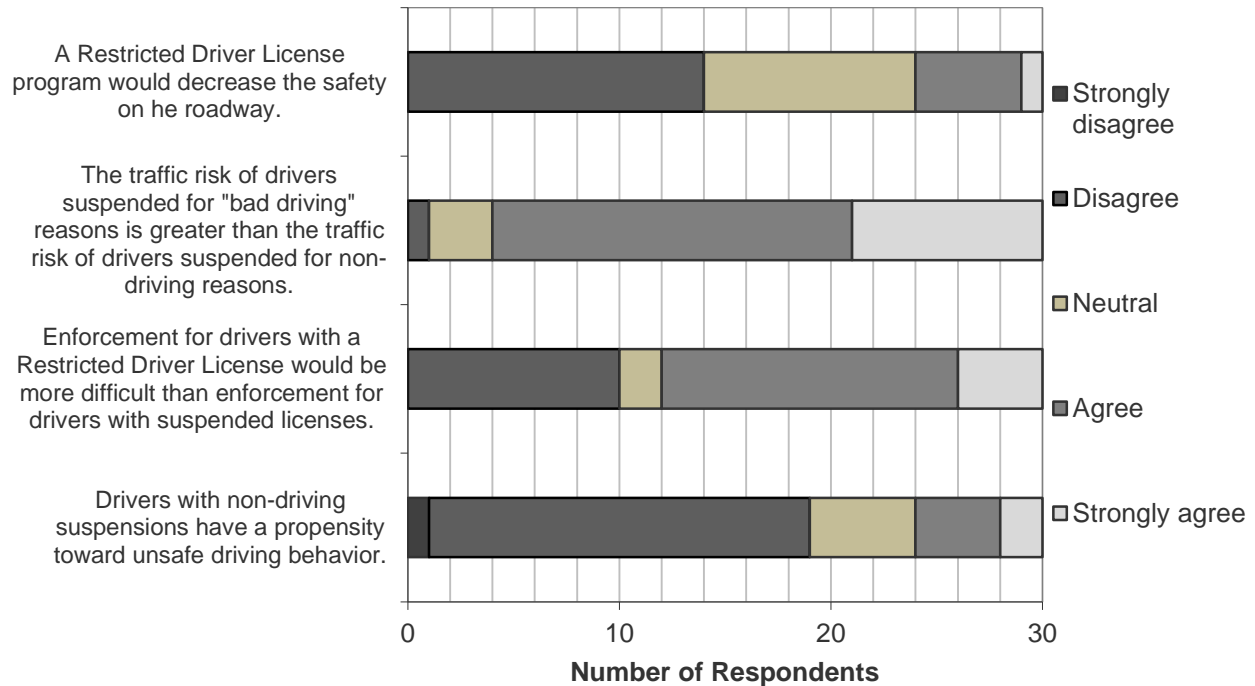


Figure 22. Responses to Survey Question 7: Statements Describing RDL Programs.

Nearly two-thirds of the respondents disagreed with the statement that drivers with non-driving related suspensions have a propensity toward unsafe driving, which is to say that they are no more dangerous on the road than any other driver. Almost two-thirds of the respondents agreed that enforcing the RDL programs would be more difficult than enforcing a suspended license. One police chief commented that he/she believed that drivers on a RDL system would lie about reasons that could allow him/her to drive. Nearly all who took the survey agreed that the traffic risk of suspended drivers for “bad driving” was greater than that of those who were suspended for non-driving reasons. About half of the police chiefs disagreed with the statement that the RDL would decrease safety on the road and a third of them were not sure.

The next part of the survey asked why the RDL programs should be implemented in New Jersey, listing a few top reasons. Figure 23 shows the responses of this question.

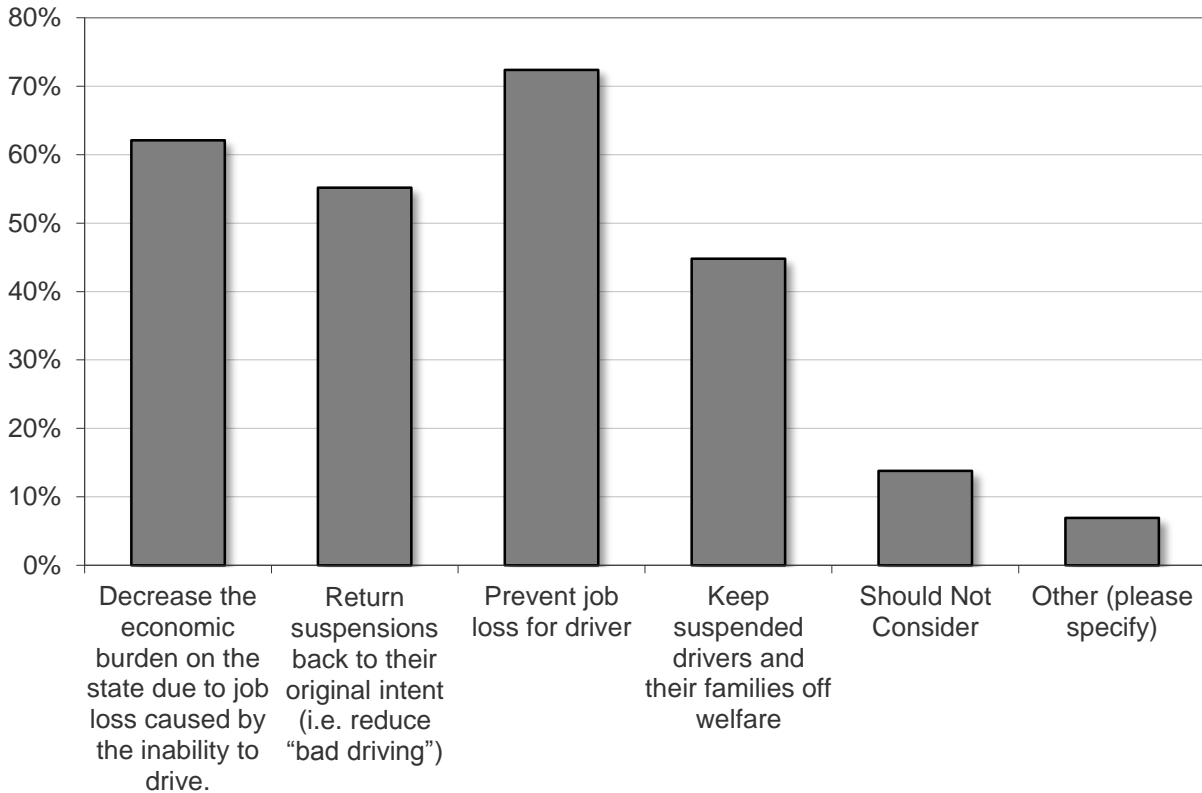


Figure 23. Responses to Survey Question 8: *Why should New Jersey consider a RDL Program?*

Over 70% of the respondents agreed that a RDL program should be considered because it would help keep the unemployment rate down by preventing job loss. Similarly, about 60% of the respondents believed implementing a RDL program in New Jersey might help decrease economic burden due to job loss. Forty-five percent of the respondents believed a program should be implemented because it could help keep suspended drivers and their families off of welfare, thus reducing the New Jersey economic burden. Also, over half of the police chiefs agreed that such a program would bring the suspended license penalty back to its original intent, which was to reduce “bad driving”. About 14% of the respondents did not believe a RDL program should be considered. There was also a suggestion to require installment of an ignition interlock system, in addition to the RDL, to first time DWI offenders.

The next part of the survey was a slight continuation of the question depicted in Figure 22, listing more specific statements that could be used to describe RDL programs. The responses are shown in Figure 24.

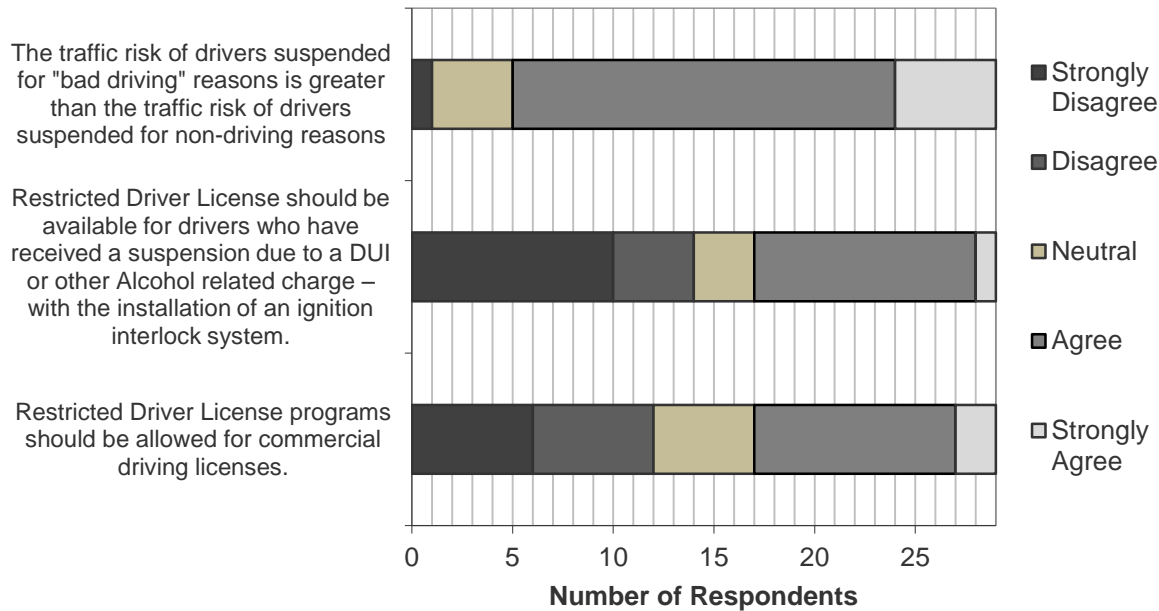


Figure 24. Responses to Survey Question 9: Statements to describe RDLs.

In general, the police chiefs had a neutral opinion on whether commercial driver’s licenses should be allowed RDLs, and whether DUI or other alcohol related charges should be eligible for RDLs with an installation of an ignition interlock system. The majority of respondents agreed that those suspended for “bad driving” are more of a traffic risk than those suspended for other reasons.

The next question inquired about which groups the police chiefs thought would agree to a RDL program in New Jersey. The responses are shown in Figure 25.

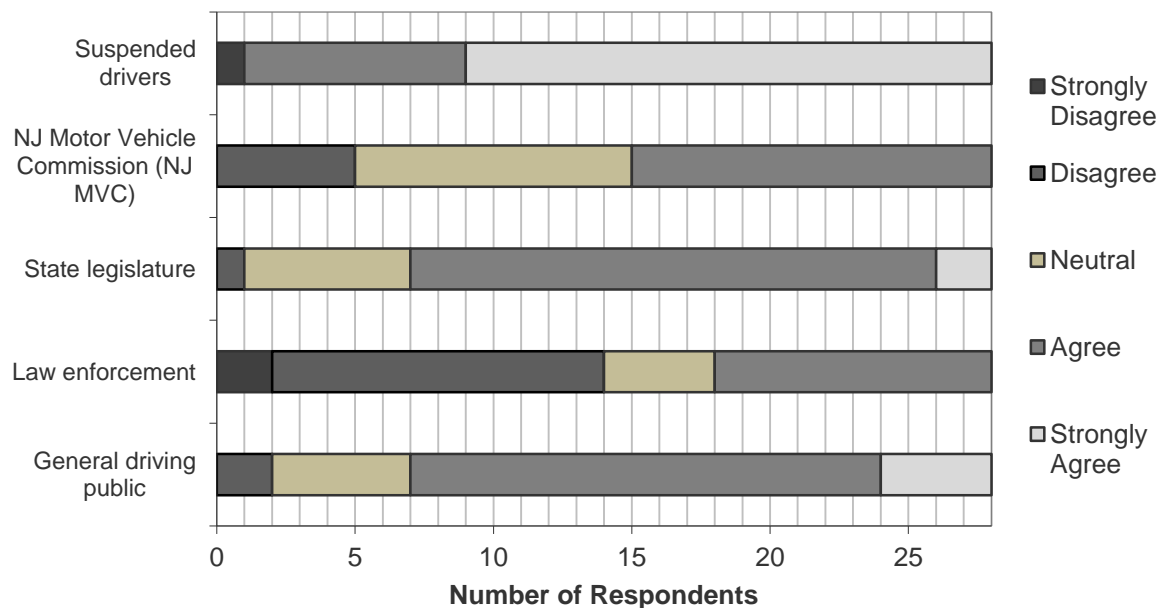


Figure 25. Responses to Survey Question 10: How much would you expect the following groups to agree with the establishment of a RDL Program in New Jersey?

The police chiefs strongly agreed that the general driving public, the state legislature, and suspended drivers would agree to a RDL Program in New Jersey. The police chiefs believed that law enforcement officials would be less likely to support a RDL program than other groups. The police chiefs believed the MVC would be slightly more accepting to a RDL program.

The last question of the survey asked why the police chiefs thought New Jersey does not have a RDL program already, even though 37 states already have some form of a RDL program. Most of the respondents agreed that it is because of a combination of bureaucracy, difficulty to enforce, and no one wanting to step up to head the project. Other reasons why included that people would not want a RDL program at all, that costs to run a RDL program would be too high, or the respondents just were not sure of a reason.

7.6 Discussion

In general, the police chiefs had positive perceptions in regards to a Restricted Driver's License program. Out of the 31 respondents that took the survey 28 were not familiar with other states' programs. One of the respondents familiar with other states' programs believed that "they are a good tool and permit individuals the opportunity to travel to and from work". The responses indicate that about half of the respondents agree that those who have a suspended driver's license for non-driving related reasons should be offered a RDL. Nearly all of the respondents agreed that restricted drivers should be allowed to drive to work.

Over half of the respondents agreed that only first time suspensions can be offered RDLs, and requiring completion of help programs should be a part of the RDL program. The majority of the respondents agreed that suspensions should be lengthened, or penalties should be imposed if the driver has additional violations during the RDL programs. Nearly two-thirds of the respondents disagreed with the statement that drivers with non-driving related suspensions have a propensity toward unsafe driving, which is to say that they are no more dangerous on the road than any other driver.

However, almost two-thirds of the respondents agreed that enforcing the RDL programs would be more difficult than enforcing a suspended license. One police chief was concerned about suspended drivers being dishonest about possible reasons for qualifying for a restricted driver's license. One suggestion was to install a device to ensure that a driver only drives during RDL hours.

Even with these concerns, about half of the police chiefs disagreed with the statement that the RDL would decrease safety on the road and a third of them were not sure, and over 70% of the respondents agreed that a RDL program should be considered because it would help keep the unemployment rate down by preventing job loss. In general, the police chiefs had a neutral opinion on whether commercial driver's licenses should be allowed RDLs.

In regards to other stakeholder perceptions, the police chiefs strongly agreed that the general driving public, the state legislature, and suspended drivers would agree to a RDL Program in New Jersey. As to why they believed a RDL program is not already in place in New Jersey, most of the respondents agreed that it is because of a combination of bureaucracy, the ability of enforcement, and no one wanting to step up to head the project.

7.7 References

Sklar MC, Executive Director New Jersey State Association of Chief of Police, Personal Communication, 04 January 2012.

8 Surveying Perceptions of U.S. State Motor Vehicle Agencies Survey on Restricted Driver's License Programs

8.1 Introduction

An important aspect of the New Jersey restricted driver's license study is considering how other states in the United States approach different strategies for dealing with driving offenders. To acquire this information a survey was emailed to the state motor vehicle and transportation agencies. The survey asked questions pertaining to the issue of suspended and restricted driver's licenses. Fifty motor vehicle and transportation agencies were contacted; one from each state, excluding New Jersey, plus one from the District of Columbia. The following report discusses the results and observations aggregated from the survey responses.

8.2 Objective

The purpose of this survey was to determine current driver's license suspension and restricted-use license program policies among state agencies.

8.3 Approach

Surveys of restricted-use license for suspended drivers were emailed to the 50 U.S. state motor vehicle agencies (all states except NJ plus District of Columbia). The survey was a short 8-question survey that was organized in two sections: *license suspension program policies* and *unintended consequences of license suspensions*. Topics of interest included:

- Eligibility requirements for a restricted-use license program
- Driving-related violations versus non-driving related violations
- Enforcement of license suspension/restrictions
- The possibility of unintended consequences as a result of license suspension

The surveys were emailed on 5 January 2012, with a request for either a mailed or emailed response by 1 February 2012. Follow-up requests for responses were emailed on 13 February 2012 and on 27 February 2012. To increase the response speed, reduce costs, and accelerate analysis the survey was designed to be electronic (Bachmann et al., 1996). Of the 50 state motor vehicle agencies contacted, 17 responded, yielding a 34% response rate. Six of the eight questions were answered by all respondents. The last two questions, which involved describing restricted use license state procedures, were answered by all but one state. A sample of the survey can be found in the appendices.

Analysis of responses was conducted depending on the question style. Responses to dichotomous questions (Yes/No) were simply tabulated, as well as multiple-choice and check-list questions. For the dichotomous, multiple-choice, or check-list questions, if a descriptive answer was also provided, either the quote or a paraphrase synthesis of similar comments are reported. Of greater challenge were free-response questions. Key words or phrases that were similarly mentioned between the respondents were

aggregated and synthesized into a single observation. Particularly interesting quotes are also reported.

8.4 Responses

Table 16 shows the 17 states which responded to the survey and the agency within each state which replied. Sixteen of the 17 states responded to all 8 questions of the survey. New Hampshire answered 6 of the 8 survey questions; the last two questions of the survey were left blank. The aggregated responses are presented below in the order that the questions were presented in the survey.

Table 16. States responding to the survey

State	Agency
Alaska	Division of Motor Vehicles
Arkansas	Dept. of Finance & Admin.
Connecticut	Dept. of Motor Vehicles
Florida	Dept. of Highway Safety & Motor Vehicles
Hawaii	Dept. of Transportation
Illinois	Driver Services Department
Kentucky	Division of Driver Licensing
Missouri	Dept. of Revenue
Montana	Dept. of Justice
Nevada	Dept. of Motor Vehicles
New Hampshire	Dept. of Motor Vehicles
North Dakota	Dept. of Transportation
Ohio	Bureau of Motor Vehicles
Oregon	Driver and Motor Vehicle Services
South Dakota	Driver Licensing Program
Tennessee	Dept. of Safety & Homeland Security
Wyoming	Dept. of Transportation

Question 1: Has your state recently updated or considered updating your license suspension programs?

Table 17. Distribution of responses to Question 1

	Total	Percent
Yes	6	35.3%
No	11	64.7%
Do not know	0	0.0%

Of the 17 responding states, 6 reported that the state has or is in the process of updating license suspension programs. Arkansas, Florida, and Illinois similarly responded that state legislature passes new laws every 1-2 years which require updating license suspension programs. Connecticut and Montana have recently updated license suspension programs in regards to alcohol offenses and ignition interlock devices. Ohio reported that the state is “considering possible options to decrease non-driving suspensions.” The remaining 11 states reported that the state has not or is not considering updates to license suspension programs.

Question 2: Does your state suspend driver’s licenses for non-driving related reasons?

Table 18. Distribution of responses to Question 2

	Total	Percent
Yes	17	100%
No	0	0.0%
Do not know	0	0.0%

All 17 responding states reported that the state *does* suspend driver’s licenses for non-driving related reasons. The states were asked to check from a list of common offenses which offenses might cause a driver to have their license suspended. The list of common offenses is shown in Table 19, along with the distribution of responses.

Table 19. Distribution of responses to Question 2

Common Offenses	Total	Percent
Altered/unlawful use of driver’s license	15	88.2%
Fraudulent application for driver’s license documents	15	88.2%
Alcohol related offense by a minor	15	88.2%
Medical/visual conditions	14	82.4%
Alcohol/chemical dependency or offense	14	82.4%
Failure to answer court summons	14	82.4%
Failure to maintain mandatory insurance	17	100%
Failure to pay tickets or court ordered fees/fines	14	82.4%
Failure to pay child support	16	94.1%

Of the 17 responding states, 88.2% (15 states) responded that drivers might have a license suspended for unlawful use of the driver’s license, fraudulent application for driver’s license documents, and alcohol-related offenses by a minor. Fourteen states (82.4%) said medical/visual conditions, alcohol/chemical offenses, failing to answer

court summons, and failing to pay parking tickets or court ordered fees all have a consequence of license suspension. All the states, except for Hawaii, reported suspended driver’s licenses if the driver fails to pay child support. All 17 states reported suspending the driver’s licenses of drivers who fail to maintain car insurance.

The states were also asked to list any other common offenses that were not included in the given check-list. Illinois, Kentucky, Missouri, and Ohio reported motor vehicle fuel theft as a reason for driver’s license suspension. Ohio, Oregon, and Tennessee listed withdrawing from school (drivers under 18 years of age) as a reason for driver’s license suspension. A few other common reasons listed included:

- drug offenses not involving a vehicle
- illegal possession of a weapon
- violation of ignition interlock program
- failing to pay loans/taxes/transportation fees

Florida responded that “there are 341 reasons [in addition to the reasons in the check-list] that a court of competent jurisdiction can suspend, cancel, or revoke a Florida driving privilege. About half are for driving related issues and the rest are non-driving issues.”

Question 3: Are driver’s license suspensions monitored or tracked in your state in the context of trends, successes, and failures of suspension programs?

Table 20. Distribution of responses to Question 3

	Total	Percent
Yes	2	11.8%
No	13	76.5%
Do not know	2	11.8%

Only 2 states, Florida and Montana, reported that the state does monitor driver’s license suspension for analysis. Florida stated that: “All suspensions are tracked on the driver’s history. Point suspensions, DUI revocations are studied annually in July of each year looking at trends. Any of the other reasons are only studied upon the requirement to do so.”

Montana similarly reported that the state does comparative analysis on suspended/revoked driver’s license and reinstated driver’s licenses, as well as “other removal/rescind information”.

Thirteen (76.5%) of the 17 responding states reported that the state does not monitor or track driver’s license suspensions for the use of analyzing trends, successes, and failure of suspension programs. The respondents from New Hampshire and Wyoming did not know if their state monitored suspensions.

Question 4: Does your state offer relief or remedial programs (e.g. Restricted-Use Driver License Programs, payment plans) with the intention of limiting the unintended consequences of license suspensions (e.g. inability to drive to employment, medical appointments, etc.)?

Table 21. Distribution of responses to Question 4

	Total	Percent
Yes	16	94.1%
No	0	0.0%
Do not know	1	5.9%

All of the responding states, except for New Hampshire, reported that the state *does* offer relief/remedial programs for the intention of limiting the unintended consequences of license suspensions. The respondent from New Hampshire did not know if the state offered relief/remedial programs.

The states were also asked to describe the remedial program offered by the state, the eligibility requirements of the program, the duration of necessary suspension before eligibility, the costs/fees associated with the program, and the policies associated with violations of the program. A wide range of differing responses were given. Common responses are shown in Table 22.

Table 22. Common descriptions of remedial programs

Question	Common responses
Program description	<ul style="list-style-type: none"> - Limited license for work, educational, medical purposes - Ignition interlock device programs for alcohol-related offenses - Commonly named “Hardship” or “Limited” license
Program eligibility	<ul style="list-style-type: none"> - Only for specific offenses, unless otherwise decided by the court - No pending offenses or other license restrictions
Duration of necessary suspension	<ul style="list-style-type: none"> - Depends on number of past offenses - Minimal suspension time served - 1 month to up to 1 year suspension period
Program costs/fees	<ul style="list-style-type: none"> - Not including court costs: - Range from \$5 to \$250 (typically around \$50)
Policies associated with violations of program	<ul style="list-style-type: none"> - Cancellation or revocation of limited license - Additional license actions (such as added suspension time or fees/fines)

Question 5: Are you aware of any studies concerned with the geographic and/or socioeconomic distribution of driver’s license suspensions in your state?

Table 23. Distribution of responses to Question 5

	Total	Percent
Yes	1	5.9%
No	14	82.4%
Do not know	2	11.8%

Fourteen of the respondents (82.4%) answered that they were not aware of any studies concerned with the geographic or socioeconomic distribution of driver’s license suspensions. New Hampshire and Missouri did not know if any studies had been conducted. Florida was the only state that reported an awareness of studies being conducted in Florida. However, the respondent stated that they were only aware of the studies conducted by the Department of Highway Safety and Motor Vehicles, but not by any other organizations. The Florida respondent also noted that the studies they were aware of were the ones that they described to answer Question 3, which involved analyzing point suspensions and DUI revocations for yearly trends.

Question 6: What limitations are placed on the restricted use license for out-of-state use?

Table 24. Distribution of responses for Question 6

Limitations	Total	Percent
Does not apply	2	11.8%
Driver is allowed to drive out-of-state	8	47.1%
Driver is NOT allowed to drive out-of-state	4	23.5%
Prevents person from obtaining license in another state	5	29.4%
Do not know	0	0.0%

The topic most different among the states surveyed were the limitations placed on restricted driver’s licenses for out-of-state use. Eight states (47.1%) responded that they *allow* restricted drivers to drive out-of-state, whereas four states (23.5%) responded that drivers are *not* allowed to drive out-of-state. Five states (29.4%) responded that the suspended license policies prevent drivers from obtaining a license in another state during license suspension. Two states (11.8%) did not know if there were limitations placed on the restricted use license for out-of-state use. Note that some states responded with more than one type of answer. For instance, Arkansas not only prohibits suspended drivers from driving out-of-state, but they also prevent suspended drivers from obtaining a license from another state. The majority of responding states made sure to note that while their state allows out-of-state driving, the

driver should verify with the state to which they are traveling to ensure that state will honor the restricted use license. Some states, such as Florida, also noted that it depends on the reason for travel. While drivers might be allowed to drive out-of-state for work purposes, drivers are not allowed to drive out-of-state for personal matters. A few states also noted limiting the mileage that restricted drivers are allotted. For example, Illinois specified:

“Offender can drive 250 miles from home, for example, to fulfill his employment related driving needs. This need is verified by the employer. If this radius carries over into another state, we tell the petitioner that it is up to the other state whether it will honor the [restricted driving permit].”

Question 7: Please explain how your state identifies a driver’s license as a restricted use license.

As expected with a free-response question, a wide range of answers were given in response to this question, but a common theme was observed between all responding states. One common approach was to use additional documentation that identifies a driver’s license as a “limited privilege” license. Illinois, Montana, Nevada, North Dakota, South Dakota, and Wyoming all mentioned in some way that a driver on a restricted driver’s license is given a sheet of paper that states that they have been given limited driving privileges. The drivers must carry this sheet with them just as they would with their driver’s license. North Dakota describes that this sheet is a “...temporary restricted use license has its own unique format (easily distinguishable from the original license/permit).” The other states that use this approach described similar methods.

All but six states similarly mentioned that a driver’s license restrictions are reflected on the driver’s history record. Each state discussed unique identifiers, but all had essentially the same meaning. Another common strategy was the use of unique restricted use license identifiers. For example, Nevada stated, “The driver’s license will have a header indicating it is a restricted [driver’s license] and the driver must also carry a detail form explaining the restrictions.” Another example is Kentucky, which “prints on license as a Hardship license with supporting documentation.” A common approach seen by all states is that the restricted drivers’ licenses are somehow easily identifiable, either through driver records, additional documentation, or physical alteration of licenses.

Note that New Hampshire did not respond to this question. While “Do not know” and “Does not apply” were possible answer choices, the respondents intended answer choice cannot be assumed.

Question 8: Please explain your state’s procedure when dealing with a driver who is in violation of his/her restricted driver’s license restrictions.

Similar to question 7, a wide range of answers were given to this free-response question, but again a closely related theme was observed between all responding states. All responding states, except for Hawaii, reported the possibility of cancellation of a driver's restricted use license and reinstatement of the suspended license if a driver is found in violation of the license restrictions. For example, Arkansas stated "their restriction is revoked and they return to 'suspended' status." Some states' policies were more stringent than others. For instance, Oregon reported one of the more stringent policies:

"Upon determining a violation of a restriction, DMV proceeds to revoke the permit and the person is not eligible for any type of permit for the remainder length of the underlying suspension or one year, whichever occurs first."

An example of a less stringent policy is Alaska. While Alaska does send a "cancellation letter" of the limited license, the driver is given the "right to an administrative appeal." Hawaii was the only responding state that did not revoke the limited license of the driver within violation. Hawaii stated that the "driver is cited for a violation of the driver's privilege and subject to the appropriate fine."

Again, note that New Hampshire did not respond to this question. Just as with Question 7, the intended answer choice of the respondent cannot be assumed, since the answer choices "Do not know" nor "Does not apply" were not marked.

8.5 Conclusions

The main objective of this survey was to determine current driver's license suspension and restricted-use license program policies among state agencies in the United States. All 50 states except NJ, plus the District of Columbia, were contacted via email with a survey with 8 questions pertaining to restricted-use license program policies. Of the 50 agencies contacted, 17 responded, yielding a 34% response rate. The main observations from the surveys are italicized below:

The observations made from the responses found that the *majority of the responding states were not (or had not) currently updated driver's license suspension policies.* From the responses of the six states that are (or have) currently updated suspension policies similarly mentioned external initiative from state legislature.

Every state responded that drivers in their state could have their licenses suspended for non-driving reasons. Almost every state reported one or more of the following reasons as possible reasons for license suspension:

- Altered/unlawful use of driver's license
- Fraudulent application for driver's license documents
- Alcohol related offense by a minor
- Medical/visual conditions

- Alcohol/chemical dependency or offense
- Failure to answer court summons
- Failure to maintain mandatory insurance
- Failure to pay tickets or court ordered fees/fines
- Failure to pay child support

The majority (13) of the responding states responded that their state does not monitor or track for trends, successes, or failures of license suspensions. Two of the states responded that their state does monitor or track for trends, successes, or failures, more specifically tracking annual trends. The respondents for the remaining two states did not know.

All but one state said that a relief/remedial program is offered to suspended drivers. The respondent from New Hampshire was the one state that did not report this, instead responding that they did not know. Remedial programs were typically named “Hardship” or “Limited” license programs, and were typically used for essential driving needs (e.g. work, education, medical). Eligibility generally depended on the offenses that resulted in the license suspension, and costs/fees pertaining to the program ranged anywhere from \$5 to \$250, with the majority of states reporting fees around \$50.

The majority (14) of the responding states were not aware of any studies concerned with the geographic or socioeconomic distribution of driver’s license suspensions. Florida was the only state that reported an awareness of studies being conducted in Florida. However, the respondent stated that they were only aware of the studies conducted by the Department of Highway Safety and Motor Vehicles, but not by any other organizations.

The topic most different among the states surveyed were the limitations placed on restricted driver’s licenses for out-of-state use. Eight states allow restricted drivers to drive out-of-state, whereas four states do not allow driving out-of-state. Five states prevent drivers from obtaining a license in another state during license suspension. The two states did not know if there were limitations placed on the restricted use license for out-of-state use. Note that some states responded with more than one type of answer. For instance, Arkansas not only prohibits suspended drivers from driving out-of-state, but they also prevent suspended drivers from obtaining a license from another state. The majority of responding states made sure to note that while their state allows out-of-state driving, the driver should verify with the state to which they are traveling to ensure that state will honor the restricted use license.

A wide range of responses were observed pertaining to the topic of how restricted-use licenses can be identified, but a common theme was observed between all responding states. *One common approach for identifying restricted-use driver’s licenses is to use additional documentation that identifies a driver’s license as a “limited privilege” license. Another common approach is to have some kind of an identifier on the driver’s history record.*

A wide range of responses were observed pertaining to the topic of the consequences of a driver found within violation of their restricted-use license program. However, a closely related theme was observed between all responding states. *All responding states that offer remedial programs, except for Hawaii, reported the possibility of cancellation of the restricted driver's license program and reinstatement of the suspended license if a driver is found in violation of the license restrictions.* Some states' policies were more stringent than others. Hawaii was the only responding state that did not revoke the limited license of the driver within violation.

Again, it is important to note the low response rate (34%). The low response rate does not guarantee that response bias was prevented. That is to say, it is possible that only specific states responded for a reason. Therefore, the findings for the responses should be considered with that in mind.

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9 AAMVA Survey of States on Restricted Driver License Practices

Based on the results of the email survey discussed in the preceding chapter, a second enhanced survey seeking additional information on Restricted Use Driver License practices was developed in collaboration with NJMVC. To achieve a higher response rate, NJMVC sent out the survey with the assistance of the American Association of Motor Vehicle Administrators (AAMVA). This chapter reports the findings of this survey.

9.1 Objective

The objective of this chapter was to report on the results of a survey of U.S. states on Restricted Driving License practices.

9.2 Approach

An eight question survey was developed in collaboration with NJMVC. With the assistance of AAMVA, the survey was sent out to all motor vehicle agencies of 49 states and the District of Columbia in mid-year 2013. NJMVC forwarded the completed surveys to the research team for analysis.

9.3 Results

Completed surveys were received from 23 States and 1 Canadian province.

Table 25 presents the respondents and whether they provide a restricted license. The analysis which follows is restricted to the 23 U.S. states:

Question 1 - Does your Agency have restricted driver licenses (also called work licenses or limited licenses)?

- a) What do you call these licenses?**
- b) What suspensions qualify for a restricted use driver license?**
- c) How many are issued each year?**
- d) How many driver licenses are suspended each year?**

In our sample, 19 of the 23 responding states had a restricted license program. The licenses went by a number of names including limited licenses, hardship licenses, restricted driving permits, restricted driving licenses, occupational limited licenses, and temporary restricted licenses. In Hawaii, the courts, but not the motor vehicle commission, could issue a restricted driver license.

Table 25. Responding States on the question of 'Do you have a Restricted License Program?'

State	Name of these Licenses
AK	Limited License
AL	no
AR	Restricted Driving Permits
FL	Hardship Licenses
GA	Limited Permits
HI	no
IA	Temporary restricted driver licenses (TRL)
IL	Restricted Driving Permits
IN	hardship or probationary (restricted) driver's license
KS	Restriction to IID or limited restriction(s).
LA	Hardship License
MD	Restricted Licenses
MN	Limited license
MO	Limited Driving Privilege, or Restricted Driving Privilege
ND	Temporary Restricted Licenses
NE	90 day employment driver permit
OH	Limited privileges
OR	Hardship Permits
PA	Occupational Limited License (OLL)
PE	Restricted Driver License
RI	no
SC	Route Restricted License
VA	Restricted Driver's License
VT	no

The suspensions which were eligible for an RDL varied widely across the states. In Maryland, for example, with the exception of a repeated Alcohol offender, most suspensions are eligible for a restricted license at an Administrative hearing. Many states would provide an RDL for first time DUI offenders and drivers being suspended for accumulating too many points. Some states allowed RDL only for first time DUI offenders. Other states extended this to second and third time DUI offenders if coupled with an alcohol interlock, underage DUI, possession of a controlled substance.

Surprisingly, many states exclude suspensions for unpaid fines from RDL. The rationale is that all drivers need to do is to pay fine to have suspension lifted. Likewise, many states exclude suspensions for unpaid child support from RDL. The rationale is that all drivers need to do is to pay child support to have suspension lifted. Some states also exclude failure to appear from the RDL program.

The number of RDLs issues by each state was a relatively small fraction of total suspended drivers. The fraction of RDLs granted as a percentage of drivers receiving suspensions varied from 0.3% of drivers receiving suspensions in PA to 6.3% in Kansas. The two states perhaps most comparable to NJ would be Florida which issued 21,000 RDLs from over 1 million suspended drivers, and PA which issued 2740 RDLs from a pool of 910,000 suspended drivers.

Table 26. Number of RDL Issued per year by state

State	Drivers Suspended Annually	Restricted Driving License Annually	% RDL/Suspended Drivers
Arkansas	113,842	2,500	2.2%
Florida	1,094,549	21,274	1.9%
Iowa	181,000	9500	5.2%
Illinois	517,858	8000	1.5%
Kansas	27,500	1520	5.5%
North Dakota	52,077	3295	6.3%
Oregon	250,000	3500	1.4%
Pennsylvania	910,000	2740	0.3%

Question 2 - Are restricted use licenses issued for any other reason other than for work purposes? If so, for what purposes?

- a. **Child Care?**
- b. **Elder Care?**
- c. **Doctor's Appointments?**
- d. **Religious reasons?**
- e. **Other**

The restricted license has the primary intent to allow drivers to drive to work. As show in Figure 26, many states also allow specific additional driving privileges beyond driving to work. The most common additional privilege was to allow the driver to attend doctor's appointments or seek medical treatment (14 of 19 respondents) and substance

abuse education or treatment (9 of 19 respondents). An extension of the driving to work privilege was driving to attend school or educational institution (8 of 19 respondents). Four of 19 states issued an RDL for Court-ordered appearances for probation meetings, driver improvement courses, and community service. Finally, most states issued an RDL to drive to fulfil what Louisiana referred to ‘Necessities of Life’ which included child care, elder care, buying groceries, taking children to school, and related responsibilities. Four of 19 states issued an RDL for religious reasons.

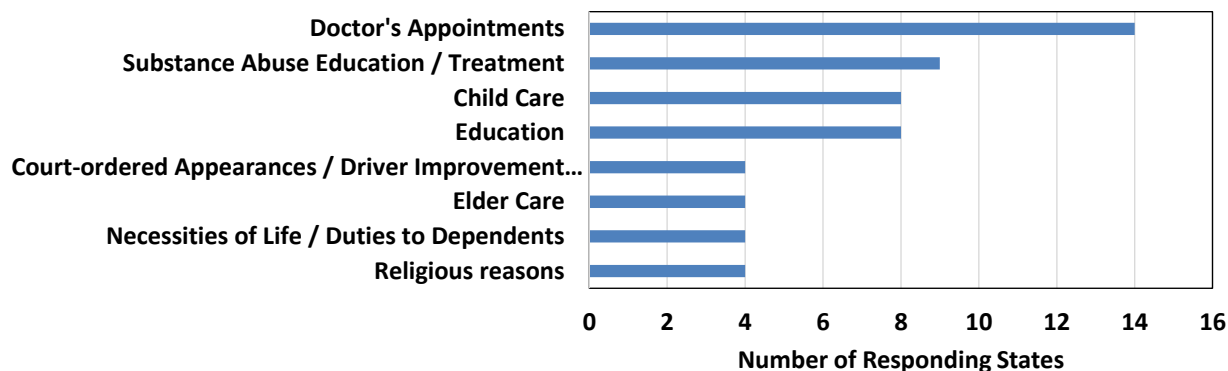


Figure 26. Reasons for Issuing RDL other than for Work Purposes

Question 3 - How does your Agency identify a driver’s license as a restricted license?

The responding states indicating four different methods of identifying a driver’s license as a restricting license:

- Adding Restriction Code to license (12 of 19 respondents)
- Requiring that driver carry a separate form showing the actual restrictions along with the driver license. One variation on this strategy was to replace the basic driver license with a separate driving permit (8 of 19 respondents)
- Simply recording the restrictions in the driver license database (1 of 19 respondents)

Several states indicated the need for drivers to carry a separate form or letter which clearly documented the terms of the restrictions. The permit issued by Arkansas, for example, denotes when and where the licensee is allowed to drive. The permit issued by Pennsylvania indicates what hours the licensee is allowed to drive. The permit issued by South Carolina indicates what route the licensee is allowed to drive. These forms are particularly important to allow shift workers to drive to and from work.

Question 4 - How much does it cost annually to administer this program?

- Additional cost (dollars)?**
- Number of additional staff?**

c) What was your initial “set-up” expenditure?

This question was difficult to answer for the respondents as most of the states have had these programs in place for many years, do not track annual costs, and no longer have records of start-up costs. With just a few exceptions, the states noted that the staff which administers suspensions also administers restricted licenses as part of their duties. The exceptions were Alaska which has one position dedicated to their limited license desk, Missouri which has one clerk paid at \$25,000 a year that processes license restrictions, Pennsylvania which has an Occupational Limited License Unit which consists of a manager and five clerks, and Vermont which has 2 employees which administer license restrictions.

Both Ohio and Missouri noted that startup costs for their programs included IT support to permit entries to be recorded in their driver databases.

Question 5 - Violations of Restricted DL

- a) What is your state’s procedure for dealing with a driver who violates the conditions of the restricted driver’s license?**
- b) How many drivers violate their restricted DL conditions each year?**

Most responding states indicated that if the driver violates the restrictions of an RDL, the restricted driving privileges are revoked or suspended. In several states (Arkansas, Illinois, North Dakota, Oregon, and South Carolina), drivers who violate their restricted driver license would be cited for "driving while suspended" by law enforcement. Many states levy additional penalties.

- Kansas extends the length of the original suspension by a year, and restarts the restriction time and adds a 90 day extension to restriction.
- Illinois extends the length of the original suspension.
- In Minnesota, a person who violates a condition or limitation of a limited license may not operate a motor vehicle for the remainder of the period of suspension or revocation, or 30 days, whichever is longer.
- Nebraska revokes the employment drive permit and the driver is not eligible for another one.
- Vermont extends the time required to hold the RDL, in some situations, and in other cases the RDL is revoked/suspended.

The number of violations of restricted driver licenses was typically relatively small – Alaska (12/year), Indiana (67 in 2012), and Pennsylvania (50 / year). Oregon and Kansas however reported substantially higher numbers of RDL violations. Oregon reported that approximately 200 RDLs are revoked each year. Kansas reported that in 2012, 850 convictions for violation of restrictions were added to Kansas driving records. The remaining states either replied that they did not have this data or did not respond to the question.

Question 6 - If your Agency suspends licenses for failure to pay fines or surcharges:

- a) Has the restricted license improved collection of fines or surcharges?**
- b) How much additional revenue has this program produced in collection of fines and surcharges from drivers with a restricted DL?**
- c) Has the restricted license increased collection of child support?**

In general, the states indicated that they were not aware of any improvements in collection of fines or surcharges, or payment of child support for RDL holders. However, in many cases the licensing agency would not have had the records to assess this question. In several states, the courts or child services agencies rather than the licensing agency was responsible for collecting fines or monitoring child support. Another interesting finding of this question was that many states exclude suspensions for unpaid fines or failure to pay child support from RDL. The rationale is that all drivers need to do is to pay fine or child support to have suspension lifted.

Kansas and Louisiana have recently begun to issue restricted driving licenses on suspensions for unpaid fines and/or child support. Going against this trend was Oregon which in 2007, stopped issuing permits on suspensions for failure to pay fines. Oregon, in a recent review of the change, found that there was no reduction in the number of suspensions for failure to comply; indicating drivers were still not complying with court fines at the same rate.

Question 7 - What are the issues associated with law enforcement determining if a driver is in compliance with a restricted-use license?

- a) Identifying who has a restricted DL?**
- b) Safety concerns about issuing restricted DL?**
- c) Issues with law enforcement regarding use of ignition interlock devices for drivers with DUI conviction?**
- d) Are provisions made for drivers who do shift work? If so, how is it designated on the license?**
- e) Other**

In answer to these questions, 4 of 19 respondents indicated issues with identifying who has an RDL. Only 1 of 19 indicated safety concerns. To address safety concerns, Florida responded that their state requires an Administrative Review hearing to determine if the person should be given a hardship license. Four of 19 respondents indicated issues for law enforcement regarding use of ignition interlock devices for drivers with DUI conviction.

Several states deal with shift work by specifying the hours for which the RDL is valid. PA even specifies the route that driver is allowed to use.

- Florida issues a Business Purposes Only license and an Employment Only license. The Business license allows for an individual to “maintain their livelihood.” The Employment Only license is more restrictive, allows an individual to only drive to and from work. Florida reports that they do not restrict the driver to daytime only but the individual will need to be able to convince an officer (if stopped) that they are following the restrictions of the license.
- Iowa requires that RDL licensees with jobs that do not have regular work hours must carry a work schedule with times, locations and a phone number for verification for law enforcement.
- North Dakota reported that a driver working rotating shifts is required to carry a copy of their schedule in the vehicle with them at all times. This restriction is also noted on the driving permit for law enforcement purposes.
- Minnesota issues their limited license in the form of a paper document. Allowable days and hours of permitted driving are clearly defined on this document. There is a maximum of 60 driving hours a week, and a maximum of 6 days a week. There is a mandatory one day of no driving a week. Hours and days can be adjusted for shift work, not to exceed the 60hr/6 day maximum.
- In Pennsylvania, law enforcement will ask drivers with an Occupational Limited License, to show a supplemental form (DL15A) that the driver must carry which list the dates and times they travel to and from work.
- South Carolina requires drivers to carry a form which shows the approved route they must follow when operating a vehicle.

Question 8 – Other Comments

In Oregon, the number one suspension reason drivers apply for a permit is exceeding the limits of traffic violations or accidents within a specific amount of time as laid out by Driver Improvement Program, which is a thirty day suspension. This is followed by Implied Consent suspension (60-day suspension) and DUII suspension (9-month suspension). Drivers with suspensions longer than one year are either not eligible or tend not to apply for Hardship Permits in Oregon.

10 Summary of Findings

10.1 Potential for a Restricted Driver's License Program in New Jersey

Driver's license suspension was established in New Jersey as a tool for removing "bad drivers" from the roads. However, beginning in the early 1990s, driver's license suspension expanded to include non-traffic-related offenses, such as failure to meet financial responsibilities or failure to acquire/maintain proper automobile insurance. In 1992, New Jersey was the first state in the U.S. to pass the legislation which suspended driver's licenses of drug offenders (Zimmerman et al., 2001). The approach of suspending driver's licenses for non-traffic-related offenses has been a controversial topic in New Jersey since its initiation. There are some groups who believe license suspension is an effective method to enforce fee payments (e.g. parking tickets, child support, insurance), as well as an effective method to prevent recidivism (Scopatz et al., 2003). These groups also believe that just the mere threat of license suspension, or detection of driving without a valid license, is enough to encourage better driving behavior. However, there are others who believe license suspension is not an effective traffic-related punishment method, let alone one that is appropriate for non-traffic-related offenses (Zimmerman et al., 2001; Voorhees et al., 2001). These groups believe it is unreasonable to expect someone to pay the initial fee, plus additional fees due to the license suspension, while not being able to drive to work, potentially costing them their job.

This study examined the rationale for license suspensions and the effectiveness of alternatives to suspensions. Driver's license suspension effectiveness was examined in terms of traffic safety, completion of compliance, fairness and affordability, habitual behavior, cost/benefit issues, and feasibility of enforcement. In addition, this study gathered information of other states' approaches of restricted driver's license programs that might be considered by New Jersey.

10.2 Demographics and Driving Behavior of Suspended Drivers

The number of suspensions in New Jersey has increased from about 900,000 suspensions in 1995 to nearly 1.05 million suspensions in 2010. In general, there were more male suspended drivers than female suspended drivers, a high percentage of urban and middle income drivers, and a low percentage of rural, high, and low income drivers. A disproportionately high percentage of suspended drivers were from urban areas and the lower income areas. This agrees with similar findings in previous studies (Carnegie, 2007). Only 15.4% of currently suspended drivers were suspended because of direct driving offenses. The largest proportion of suspended drivers (36%) had only one suspension. The largest proportion of suspended drivers (41.1%) had an accumulation of over 12 violation points.

10.3 Stakeholder Perceptions

A key element of this study was to determine the perceptions of New Jersey police chiefs regarding the possibility of a Restricted Driver's License program in New Jersey, as well as to gather information and examine how other states in the United States

approach different strategies for dealing with traffic offenders. In regards to other stakeholder perceptions, the police chiefs strongly believed that the general driving public, the state legislature, and suspended drivers would agree to a restricted driver's license (RDL) program in New Jersey. As to why they believed a RDL program is not already in place in New Jersey, most of the police chiefs agreed that it is due to a combination of bureaucracy, the challenge of enforcement, and no one wanting to step up to head the project. Over half of the police chiefs agreed that only first time suspensions should be offered RDLs and that requiring completion of help programs should be a part of the RDL programs. The majority of police chiefs agreed that suspensions should be lengthened, or penalties imposed if the driver incurred additional violations during the RDL programs. Nearly two-thirds of police chiefs disagreed with the statement that drivers with non-driving related suspensions have a propensity toward unsafe driving, which is to say that they are no more dangerous on the road than any other driver.

10.4 RDL Programs in Other States

This study surveyed other states to determine strategies for dealing with traffic offenders. The survey found that every responding state suspended driver's licenses in their state for non-driving reasons. All but one of the responding states said that a relief/remedial program is offered to suspended drivers (i.e. RDL program). In terms of enforcement, among the responding states one common approach for identifying restricted-use driver's licenses was to use additional documentation that identifies a driver's license as a "limited privilege" license. Another common approach was to have some kind of an identifier on the driver's history record. All responding states, except for Hawaii, reported the possibility of cancellation of the restricted driver's license program and reinstatement of the suspended license if a driver is found in violation of the license restrictions.

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11 Recommendations

This section presents recommendations for an RDL program in New Jersey, and the rationale for those recommendations. The plan described below is based on current practices of the states which have successful restricted use license programs, many of which have been in operation for several decades.

1. Eligibility - All First-offenders, regardless of offense. New Jersey implements a restricted driver's license program in which all first-time offenders are eligible, regardless of offense. This approach is followed by most states in our surveys. The one exception has been that many states do not issue an RDL program for non-driving suspensions, e.g. unpaid fines or child support. In the interest of fairness to drivers with suspension for financial reasons, we recommend that these suspensions also be considered for an RDL. By federal law, RDL is not permitted for Commercial Driver Licenses.

Variation: Exclude DUI and Drug Offenses from RDL. These offenses were concerns of NJ Police Chiefs.

2. Minimum Mandatory License Suspension Period for Second-time offenders. Second-time offenders should be required to first meet a mandatory license suspension period before receiving eligibility for a restricted driver's license. State agency surveys showed that it was a common approach to require a minimum license suspension period that had to be served before receiving eligibility for a RDL. This minimum serving time should range from one month to up to a year, at the discretion of the courts or NJMVC.
3. Automatic Suspension for Third-time Offenders. Third-time offenders should receive automatic license suspension, and are not eligible for a restricted driver's license. The current policy, which states that any driver with three license suspensions issued within a three year time period can have their license suspended for up to three years, should remain as is. It is also recommended that any driver found to be violating the conditions of the restricted driver's license program, regardless of the number of offenses, receive automatic license suspension. This approach was also common among states with RDL programs.
4. Mandatory Remedial Course. For the RDL program, it is recommended that a mandatory remedial course be required. This remedial course should begin within two-to-four weeks within the initiation of the probationary period. As discussed in Chapter 6, the New Jersey police chiefs who responded to the survey conducted for this study recommended that the RDL program include a requirement of a remedial course. Also, studies have shown that recidivism is most effectively reduced if suspension/probationary programs are given in conjunction with remedial driver programs. Effectiveness of remedial programs has been found to reduce as the time period between conviction and the start of the program increase (Carnegie, 2009).

5. RDL Restrictions. Drivers requesting a RDL should be required to list reasons for why they need the RDL, and these reasons should be verified by the MVC before the RDL is approved and issued. Acceptable reasons would include, but not be limited to, driving to work, driving to school, driving for doctor's appointments, driving necessities to care for elderly/children, religious obligations, driving for Alcohol and Drug Programs, e.g. Alcoholics Anonymous, driving to meet court-directed appointments, or in the case of an emergency. All of these acceptable reasons were listed by state agencies that currently offer RDL programs.
6. Documentation. Two variations should be considered to denote that a driver license is a restricted use license. The first is to add a restriction code to the actual license. However, adding a restriction code to a license can be challenging because of limited real estate on the license itself. A second option is to require that drivers carry a separate form showing the actual restrictions along with the driver license. A variation on this strategy would be to replace the basic driver license with a separate driving permit.

Several states indicated the need for drivers to carry a separate form or letter which clearly documented the terms of the restrictions. The separate form would specify when and where the licensee is allowed to drive. These forms are particularly important to allow shift workers to drive to and from work.

7. Penalties for Violating Provisions of the RDL. Based on best practices of states with an RDL program, drivers who violate their RDL terms should be cited for Driving under Suspension. As a penalty, NJMVC should consider extending the duration of the original suspension (by up to a year). If NJMVC or the courts decide to permit the RDL to be reissued, the duration of the RDL should also be extended.
8. Costs. Implementation of an RDL program in NJ would incur costs both for initial setup and for operation. The states with existing RDL programs reported that initial setup should budget for IT development costs for data entry of the new license and associated database recordkeeping. Operational costs will vary based upon the number of RDL applications. Many states simply absorbed these costs into their existing budgets, but more realistically an additional budget will be required for the addition of staff to administer this program.

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Appendix A: New Jersey Legislations Specific to Commercial Driver License

Table 27. 49 CFR 383.31: "Notification of convictions for driver violations"
Subpart C - Notification requirements and employer responsibilities

§ 383.31 Notification of convictions for driver violations.

(a) Each person who operates a commercial motor vehicle, who has a commercial driver's license issued by a State or jurisdiction, and who is convicted of violating, in any type of motor vehicle, a State or local law relating to motor vehicle traffic control (other than a parking violation) in a State or jurisdiction other than the one which issued his/her license, shall notify an official designated by the State or jurisdiction which issued such license, of such conviction. The notification must be made within 30 days after the date that the person has been convicted.

(b) Each person who operates a commercial motor vehicle, who has a commercial driver's license issued by a State or jurisdiction, and who is convicted of violating, in any type of motor vehicle, a State or local law relating to motor vehicle traffic control (other than a parking violation), shall notify his/her current employer of such conviction. The notification must be made within 30 days after the date that the person has been convicted. If the driver is not currently employed, he/she must notify the State or jurisdiction which issued the license according to §383.31(a).

(c) Notification. The notification to the State official and employer must be made in writing and contain the following information:

- (1) Driver's full name;
- (2) Driver's license number;
- (3) Date of conviction;
- (4) The specific criminal or other offense(s), serious traffic violation(s), and other violation(s) of State or local law relating to motor vehicle traffic control, for which the person was convicted and any suspension, revocation, or cancellation of certain driving privileges which resulted from such conviction(s);
- (5) Indication whether the violation was in a commercial motor vehicle;
- (6) Location of offense; and
- (7) Driver's signature.

[52 FR 20587, June 1, 1987, as amended at 54 FR 40787, Oct. 3, 1989]

Table 28. 49 CFR 383.33: "Notification of driver's license suspensions"

Subpart C - Notification requirements and employer responsibilities

§ 383.33 Notification of driver's license suspensions.

Each employee who has a driver's license suspended, revoked, or canceled by a State or jurisdiction, who loses the right to operate a commercial motor vehicle in a State or jurisdiction for any period, or who is disqualified from operating a commercial motor vehicle for any period, shall notify his/her current employer of such suspension, revocation, cancellation, lost privilege, or disqualification. The notification must be made before the end of the business day following the day the employee received notice of the suspension, revocation, cancellation, lost privilege, or disqualification.

[54 FR 40788, Oct. 3, 1989]

Table 29. 49 CFR 383.37: Notification requirements and employer responsibilities:
Employer responsibilities

Subpart C - Notification requirements and employer responsibilities

§ 383.37 Employer responsibilities.

No employer may knowingly allow, require, permit, or authorize a driver to operate a CMV in the United States in any of the following circumstances:(a) During any period in which the driver does not have a current CLP or CDL or does not have a CLP or CDL with the proper class or endorsements. An employer may not use a driver to operate a CMV who violates any restriction on the driver's CLP or CDL.(b) During any period in which the driver has a CLP or CDL disqualified by a State, has lost the right to operate a CMV in a State, or has been disqualified from operating a CMV.(c) During any period in which the driver has more than one CLP or CDL.(d) During any period in which the driver, or the CMV he/she is driving, or the motor carrier operation, is subject to an out-of-service order.(e) In violation of a Federal, State, or local law or regulation pertaining to railroad-highway grade crossings.

[76 FR 26879, May 9, 2011]

Table 30. Minimum standards for substantial compliance by states: Limitation on licensing: (49 CFR 383.210)

Subpart B - Minimum standards for substantial compliance by states

§ 384.210 Limitation on licensing.

A State must not knowingly issue a CLP, a CDL, or a commercial special license or permit (including a provisional or temporary license) permitting a person to drive a CMV during a period in which:

- (a) A person is disqualified from operating a CMV, as disqualification is defined in §383.5 of this subchapter, or under the provisions of §383.73(j) or §384.231(b)(2) of this subchapter;
- (b) The CLP or CDL holder's noncommercial driving privilege has been disqualified; or
- (c) Any type of driver's license held by such person is disqualified by the State where the driver is licensed for any State or local law related to motor vehicle traffic control (other than parking, vehicle weight or vehicle defect violations).

[76 FR 26894, May 9, 2011]

Appendix B: New Jersey Police Chiefs Survey (sample)

The survey began with a brief background on Restricted Driver License program for New Jersey issue:

Rowan University is asking for your views on a Restricted Driver License program for New Jersey. Following is a brief background on this issue.

- What is a Restricted Driver License?

Many states allow a Restricted Driver License which permits limited driving privileges for drivers with suspended licenses. The restricted use license would allow a limited amount of driving, e.g., driving to work or to medical appointments.

- Why might NJ offer a Restricted Driver License?

Driver license suspensions were originally intended to get 'bad drivers' off the road. However, over 90% of suspended licenses in NJ were for non-driving offenses, e.g. failure to pay child support or appear in court. Although citizens should comply with these court ordered obligations, studies have shown that loss of driving license frequently is accompanied by the driver losing their job, making it difficult to meet financial obligations such as paying fines or child support. A Restricted Driver License might let drivers meet these financial obligations.

- Would a Restricted Driver License program be safe?

A crucial consideration of restricted driver license is law enforcement and maintaining public safety. In this survey, we are actively seeking your viewpoint as a law enforcement official on the acceptability of a restricted driver license programs.

The survey questions were as follows:

1. Agency Information

Name:
Title:
Address:
City/Town:
ZIP:
Email Address:
Phone number:

2. Are you familiar with the Restricted Driver License Programs of other states?

If yes, which states? (check all that apply)

<input type="checkbox"/> No	<input type="checkbox"/> Alabama	<input type="checkbox"/> Alaska	<input type="checkbox"/> Arizona
<input type="checkbox"/> Arkansas	<input type="checkbox"/> California	<input type="checkbox"/> Colorado	<input type="checkbox"/> Connecticut
<input type="checkbox"/> Delaware	<input type="checkbox"/> Florida	<input type="checkbox"/> Georgia	<input type="checkbox"/> Hawaii
<input type="checkbox"/> Idaho	<input type="checkbox"/> Illinois	<input type="checkbox"/> Indiana	<input type="checkbox"/> Iowa
<input type="checkbox"/> Kansas	<input type="checkbox"/> Kentucky	<input type="checkbox"/> Louisiana	<input type="checkbox"/> Maine
<input type="checkbox"/> Maryland	<input type="checkbox"/> Massachusetts	<input type="checkbox"/> Michigan	<input type="checkbox"/> Minnesota
<input type="checkbox"/> Mississippi	<input type="checkbox"/> Missouri	<input type="checkbox"/> Montana	<input type="checkbox"/> Nebraska
<input type="checkbox"/> Nevada	<input type="checkbox"/> New Hampshire	<input type="checkbox"/> New Mexico	<input type="checkbox"/> New York
<input type="checkbox"/> North Carolina	<input type="checkbox"/> North Dakota	<input type="checkbox"/> Ohio	<input type="checkbox"/> Oklahoma
<input type="checkbox"/> Oregon	<input type="checkbox"/> Pennsylvania	<input type="checkbox"/> Rhode Island	<input type="checkbox"/> South Carolina
<input type="checkbox"/> South Dakota	<input type="checkbox"/> Tennessee	<input type="checkbox"/> Texas	<input type="checkbox"/> Utah
<input type="checkbox"/> Vermont	<input type="checkbox"/> Virginia	<input type="checkbox"/> Washington	<input type="checkbox"/> West Virginia
<input type="checkbox"/> Washington, D.C.	<input type="checkbox"/> Wisconsin	<input type="checkbox"/> Wyoming	

3. How would you describe the perception law enforcement officials in these states have on Restricted Driver License programs? (If previous answer was no, then skip this question).

4. Do you think that a Restricted Driver License should be offered to drivers who had their license suspended for: (please select the option you most agree with)

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Parking Tickets					
Failure to pay traffic violation fines					
Failure to pay child support					
“Bad driving”					
DUI					

5. If NJ offered a Restricted Driver License, what driving privileges should this license allow: (please select the option you most agree with)

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Driving to work					
Driving to medical appointments					
Driving to child care					
Driving to provide elder care					
Driving for religious reasons					

6. What other restrictions/requirements would you want to institute if such a program was to be put in place? (Check all that apply)

- Available only if points not 'excessive'
- First time suspension only
- Require completion of help programs
- Require a minimum suspension period
- Pay fees in addition to any fines from charge
- Other: _____

7. Please select the option that best matches your opinion.

Drivers with non-driving suspensions have a propensity toward unsafe driving behavior.

- Strongly agree Agree Neutral Disagree Strongly disagree

Enforcement for drivers with restricted use licenses would be more difficult than enforcement for drivers with suspended licenses.

- Strongly agree Agree Neutral Disagree Strongly disagree

The traffic risk of drivers suspended for 'bad driving' reasons is greater than the traffic risk of drivers suspended for non-driving reasons.

- Strongly agree Agree Neutral Disagree Strongly disagree

A restricted use license program would decrease the safety on the roadway.

- Strongly agree Agree Neutral Disagree Strongly disagree

Comments:

8. Why should New Jersey consider a Restricted Driver License program? (choose all that apply)

- Decrease the economic burden on the state due to job loss caused by the inability to drive.
- Return suspensions back to their original intent (i.e. reduce "bad driving")
- Prevent job loss for driver
- Keep suspended drivers and their families off welfare
- Other: _____

9. Please select the option that best matches your opinion.

Restricted license programs should be allowed for commercial driving licenses.

Strongly agree Agree Neutral Disagree Strongly disagree

Restricted driving licenses should be available for drivers who have received a suspension due to a DUI or other Alcohol related charge – with the installation of an ignition interlock system.

Strongly agree Agree Neutral Disagree Strongly disagree

The traffic risk of drivers suspended for ‘bad driving’ reasons is greater than the traffic risk of drivers suspended for non-driving reasons.

Strongly agree Agree Neutral Disagree Strongly disagree

10. How much would you expect the following groups to agree with the establishment of a Restricted Driver License program in New Jersey?

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
General driving public					
Law enforcement					
State legislature					
NJ Motor Vehicle Commission (NJ MVC)					
Suspended drivers					

11. Thirty-seven (37) states have a Restricted Driver License program in some form. Why do you think New Jersey has not established a Restricted Driver License to date?

Appendix C: U.S. State Motor Vehicle Agencies Survey (sample)

A Survey of Restricted-Use License for Suspended Drivers Spring 2011

Agency Information

- a. Agency _____
- b. Responder _____
- c. Title _____
- d. Email _____
- e. Phone Number _____
- f. Fax Number _____
- g. Address _____

Goal

Rowan University in collaboration with Virginia Tech is conducting an analysis of the issues and implications of implementing a restricted-use license program for suspended New Jersey drivers. The purpose of this survey is to determine current driver's license suspension and restricted-use license program policies among state agencies. Of particular interest are the eligibility requirements for a restricted-use license program, e.g. driving-related violations versus non-driving related violations, enforcement of license suspension/restrictions, and the possibility of unintended consequences as a result of license suspension. A copy of the official project background and objective has been attached to provide additional information.

License Suspension Program Policies

1. Has your state recently updated or is considering updating your license suspension programs?

Yes No

If yes, please describe.

2. Does your state suspend driver's licenses for non-driving related reasons?

Yes No

If yes, please choose all that apply:

- Altered/unlawful use of driver's license
- Fraudulent application for driver's license documents
- Attempt to purchase alcohol; purchase of alcohol; consumption of alcohol; public intoxication; driving under the influence; ALL by a minor
- Medical/visual conditions
- Alcohol/chemical dependency or offense
- Failure to answer court summons
- Failure to maintain mandatory insurance
- Failure to pay tickets or court ordered fees/fines
- Failure to pay child support
- Other: _____

3. Are driver's license suspensions monitored or tracked in your state in the context of trends, successes, and failures of suspension programs?

Yes No

If yes, please describe.

5. Are you aware of any studies concerning with the geographic and/or socioeconomic distribution of driver's license suspensions in your state?

Yes

No

If yes, please describe.

6. What limitations are placed on the restricted license for out-of-state use?

Allowed to be used to travel out of state

Not allowed to be used to travel out of state

Prevents person from obtaining a license in another state

Other: _____

Thank you for participating in the survey.

Appendix D. Suspension Classifications

Table D1. Drug or Alcohol (Non-Driving) Related Suspensions

<i>Drug or Alcohol (Non-Driving) Related Suspensions</i>		
Event Responsibility	Event ID Code	Event Description
EXT	0541	Possess/Consume Alcoholic Beverage By Minor In MV
EXT	2147	Possess Drug Paraphernalia
EXT	2151	Possess Hypodermic Syringe/Needle
EXT	3013	Foreign State Drug Offense
EXT	3315	Possess/Consume Alcoholic Beverage-Underage
EXT	3317	Purchasing Alcohol For Minors
EXT	3602	Use Or Possess Drug Paraphernalia
EXT	3606	Possess Hypodermic Syringe/Needle
EXT	9116	Consume Intox Beverage On Tpk
EXT	10A1	Possess CDS Sched I,II,III Or IV
EXT	10A4	Possession 50 grams Or Less Marijuana
EXT	120A	Possession Of Narcotic Drugs
EXT	120B	User Of Narcotics
EXT	19A1	Possess CDS W/Intent To Distribute
EXT	451A	Consuming Alcohol Beverage In A MV
EXT	451B	Open Container In A Motor Vehicle
EXT	5A01	Mfr,Distr,Dispns Controlled Dangerous Substances
EXT	5B12	Distr Marijuana/Hashish
EXT	AB33	Purchase Alcoholic Beverage-Underage
EXT	ALCO	Remaining Term Of Alco Appeal
EXT	C20B	Under Influence Narcotic Drug
EXT	C451	Consuming Alcoholic Beverage Operating/Passenger In MV
EXT	C491	Possess/Consume Alcoholic Bev By Minor In MV
EXT	C51B	Open Container In A Motor Vehicle
EXT	C541	Possess/Cons Alcoholic Beverage By Minor In MV
EXT	CDRA	Comprehensive Drug Reform Act
SUS	3013	Foreign State Drug Offense
SUS	010B	Under Influence Controlled Dangerous Substances (CDS)
SUS	FSDO	Foreign State Drug Offense
EXT	0541	Possess/Cons Alcoholic Bev By Minor In MV
EXT	2147	Possess Drug Paraphernalia
EXT	2151	Possess Hypodermic Syringe/Needle
EXT	3013	Foreign State Drug Offense
EXT	3315	Possess/Consume Alcoholic Beverage-Underage

Drug or Alcohol (Non-Driving) Related Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	3317	Purchasing Alcohol For Minors
EXT	3602	Use Or Possess Drug Paraphernalia
EXT	3606	Possess Hypodermic Syringe/Needle
EXT	9116	Consume Intox Beverage On Tpk
EXT	10A1	Possess CDS Schedule I,II,III Or IV
EXT	10A4	Possession 50Grs Or Less Marijuana
EXT	120A	Possession Of Narcotic Drugs
EXT	120B	User Of Narcotics
EXT	19A1	Possess CDS W/Intent To Distribute
EXT	451A	Consuming Alcohol Beverage In A MV
EXT	451B	Open Container In A Motor Vehicle
EXT	5A01	Mfr,Distr,Dispns Controlled Dangerous Substances
EXT	5B12	Distr Marijuana/Hashish
EXT	AB33	Purchase Alcoholic Beverage-Underage
EXT	ALCO	Remaining Term Of Alco Appeal
EXT	C20B	Under Influence Narcotic Drug
EXT	C451	Consuming Alco Bev Oper/Pass In MV
EXT	C491	Possess/Consume Alcoholic Beverages By Minor In MV
EXT	C51B	Open Container In A Motor Vehicle
EXT	C541	Possess/Consume Alcoholic Beverages By Minor In MV
EXT	CDRA	Comprehensive Drug Reform Act
SUS	3013	Foreign State Drug Offense
SUS	010B	Under Influence Controlled Dangerous Substances
SUS	FSDO	Foreign State Drug Offense

Table D2. Driving Related Suspensions

<i>Driving Related Suspensions</i>		
Event Responsibility	Event ID Code	Event Description
EXT	0311	Operating MV In Violation Of DL Condi/Restri
EXT	0340	Operate While Suspended Or Revoked
EXT	0422	Strike Animal With Car
EXT	0435	Fail Allow Pedestrian Complete Cross
EXT	0436	Failure Yield Rt Way To Pedestrian
EXT	0440	Improper Passing Of Street Car
EXT	0441	Driving Through Safety Zone Prohibit
EXT	0450	Operate Under Influence Liquor/Drugs
EXT	0452	Racing On Highway
EXT	0455	Improper Act Steep Grades Or Curves
EXT	0456	Delaying Traffic
EXT	0458	Driving Vehicle W/View Side/Rear Obstructed
EXT	0465	Improper Let Off/Take On Passengers
EXT	0466	Improper Exit Drive Alley Or Garage
EXT	0467	Obstructing Passage Of Other Vehicle
EXT	0471	Improper Driving On Sidewalk
EXT	0477	Load Vehicle Improperly/Allow Spill
EXT	0480	Disregard Officer Directing Traffic
EXT	0481	Fail To Observe Traffic Control Device
EXT	0482	Failure To Keep Right
EXT	0483	Failure To Keep Right - Intersection
EXT	0484	Fail To Pass Right Proceed In Opposite Direction
EXT	0485	Improper Passing
EXT	0486	Improper Passing/Crossing No Passing Line
EXT	0487	Fail To Give Way To Overtaking Vehicle
EXT	0488	Improper Oper-Hwys W/Marked Lanes
EXT	0489	Following Too Closely
EXT	0490	Failure To Yield Rt Of Way
EXT	0491	Failure Yield To Emergency Vehicles
EXT	0492	Fail Stop/Yield To Emergency Vehicles
EXT	0493	Failure To Yield To Procession
EXT	0496	Reckless Driving
EXT	0497	Careless Driving
EXT	0540	Trailer-Improper Equip, Towing, Etc.
EXT	1019	Fail To Pay Toll On Turnpike
EXT	1151	Leave Scene Accident - Death
EXT	1271	Improper Crossing Railroad Grade

Driving Related Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	1272	Failure Comply With Signal On Bridge
EXT	1281	Passing Stopped School Bus
EXT	1284	No Stop/Improper Passing Dessert Truck
EXT	1292	Fail To Reveal Identity After Accident
EXT	2910	Moving Against Traffic Tpk/Pkwy/Expresswy
EXT	2920	Illegal Use Of Medial Strip
EXT	2940	Use Of Improper Lane
EXT	2950	U Turn Prohibited
EXT	2962	Speeding
EXT	2964	Speeding
EXT	2965	Speeding
EXT	3261	Operate Under Influence Liquor/Drugs
EXT	3262	Careless Driving
EXT	3263	Use Of Hwy By Unregistered Vehicle
EXT	3762	No Child Restraint System
EXT	3767	Operate/Ride Motorcycle-No Helmet
EXT	4100	Speed Across Sidewalk
EXT	4105	Improper Oper At Intersect Traffic Signal
EXT	4115	Improper Turn Traffic Control Signal
EXT	4116	Improper Turn-Green Arrow Traffic Control
EXT	4117	Failure Observe Pedestrian Interval
EXT	4119	Failure Stop At Flashing Red Signal
EXT	4122	Failure To Stop For Police Whistle
EXT	4123	Improper Right And Left Turns
EXT	4124	Improper Turn Marked Course
EXT	4125	U Turn Prohibited
EXT	4126	Failure To Give Proper Signal
EXT	4127	Illegal Backing/Turning In Street
EXT	4128	Failure To Stop At Railroad Crossing
EXT	4129	Fail To Obey Traffic Control Dev
EXT	4136	Prohibited Parking - Highway
EXT	4138	Parking/Standing Prohibited
EXT	4144	Disregard Of Stop Sign Regulations
EXT	4145	Fail Yield Line Vehicles Through St
EXT	4208	Parking On State Property
EXT	4215	Failure To Obey Directional Signals
EXT	4371	Failure To Yield To Blind Person
EXT	4491	Operate MV While In Possession Of Narcotics

Driving Related Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	4515	DWI With Minor Passenger
EXT	4561	Willful Disable/Abandon Veh Public Facility
EXT	4565	Abandon Vehicle On Public Highway
EXT	4566	Abandon Vehicle On Private Property
EXT	4661	Improper Entering Or Leaving Highway
EXT	4662	Avoiding A Traffic Control Signal
EXT	4771	Snow/Ice Dislodged From Moving Veh
EXT	4821	Improper Use Of Divided Highway
EXT	4851	Wrong Way On One Way Street
EXT	4901	Failure To Use Proper Entrance/Exit
EXT	4942	Disregard Of Posted Notice/Barricade
EXT	4971	Operate At Slow Speed/Block Traffic
EXT	4972	Unsafe Operation Of A Motor Vehicle
EXT	4973	Using Hand Held Cell While Driving
EXT	4982	Speeding
EXT	4984	Speeding
EXT	4985	Speeding
EXT	4992	Exceeding Speed Limitations
EXT	4994	Exceeding Speed Limitations
EXT	5014	Driving After Underage Drinking
EXT	8113	Fail To Observe Traffic Control Device
EXT	8122	Speeding
EXT	8124	Speeding
EXT	8125	Speeding
EXT	9122	Speeding
EXT	9124	Speeding
EXT	9125	Speeding
EXT	9140	Tpk-Uniform Direction Of Traffic
EXT	9813	Retarding Traffic
EXT	9814	Moving Against Traffic Tpk/Pkwy/Expwy
EXT	9815	Improper Passing
EXT	9816	U Turn Prohibited
EXT	9817	Illegal Use Of Medial Strip
EXT	9831	Refuse To Pay/Evade Toll Payment
EXT	9915	U Turn Prohibited
EXT	9917	Illegal Use Of Medial Strip
EXT	018F	Stop Pick Up/Discharge On Parkway
EXT	049C	Failure Yield To Emergency Vehicles

Driving Related Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	049H	Failure Yield To Emergency Vehicles
EXT	05C1	Racing On Highway
EXT	10A6	Violation With Fatality In Non-CMV
EXT	129A	Leave Scene Accident-Personal Injury
EXT	129B	Leave Scene Accident-Property Damage
EXT	129C	Fail To Give Info/AID After Accident
EXT	129D	Leave Scene Accident-Unattended Property
EXT	12A2	Speeding
EXT	12A4	Speeding
EXT	12A5	Speeding
EXT	12B2	Speeding
EXT	12B4	Speeding
EXT	12B5	Speeding
EXT	12C2	Speeding
EXT	138A	GDL Supervision Required
EXT	138B	GDL Passenger Restrictions
EXT	138C	GDL Hours Of Operation
EXT	138D	GDL Seat Belt Required
EXT	138E	GDL Cell Phone Violation
EXT	138F	GDL Other Violation Not Specified
EXT	138G	GDL Decal Restriction
EXT	143D	Carry Passenger On Moped
EXT	143G	Operate Under Influence Liquor/Drugs
EXT	143Q	Operate Moped-No Helmet
EXT	340I	Driving While Suspended Park Tickets
EXT	450B	Operating While Impaired
EXT	450G	Operating Under Influence in School Zone
EXT	45G1	DWI:1000 Ft On Or Near School Grounds
EXT	45G2	DWI:Driving Though School Crossing
EXT	45G3	DWI: Driving With Juveniles Near
EXT	488A	Improper Operation Highway W/Mark Lanes
EXT	489A	Following Unlawfully Or Improperly
EXT	5D41	DWI Administrative Per Se .10 BAC
EXT	5D44	DWI Administrative Per Se .04 BAC
EXT	5D48	DWI Administrative Per Se .08 BAC
EXT	762F	Failure To Wear Seat Belt
EXT	815A	Failure To Keep Right
EXT	815B	Improper Passing

Driving Related Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	819A	Illegal Entry Onto The Parkway
EXT	913C	Fail To Obey Traffic Control Device
EXT	914A	Moving Against Traffic
EXT	914B	Use Of Improper Lane
EXT	972G	Unsafe Operation - Cell Phone
EXT	A011	Operate At Slow Speed/Block Traffic
EXT	A112	Speeding
EXT	A114	Speeding
EXT	A115	Speeding
EXT	A222	Illegal Backing Or Turning In Street
EXT	A223	Improper Passing
EXT	A224	Improper Use Of Divided Highway
EXT	A225	Illegal Use Of Medial Strip
EXT	A227	Failure To Use Proper Entrance/Exit
EXT	C014	Driving After Underage Drinking
EXT	C115	Vehicular Homicide
EXT	C119	Failure Stop Flashing Red Signal
EXT	C126	Failure To Give Proper Signal
EXT	C127	Illegal Backing/Turning In Street
EXT	C129	Fail To Reveal identity After Accident
EXT	C144	Disregard Of Stop Sign Regulations
EXT	C14A	Moving Against Traffic
EXT	C15B	Improper Passing
EXT	C215	Failure To Obey Directional Signals
EXT	C222	Illegal Backing Or Turning In Street
EXT	C223	Improper Passing
EXT	C24C	Improper Turn Marked Course
EXT	C281	Passing Stopped School Bus
EXT	C29A	Leave Scene Accident-Persons Injured-Comm Veh
EXT	C29B	Leave Scene Accident-Property Damage-Comm Veh
EXT	C29C	Fail To Give Info/AID After Accident
EXT	C29D	Leave Scene Accident Unattended Property/CMV
EXT	C311	Operating MV In Viol Of DL Condi/Restrictions
EXT	C411	Improper Turn Traffic Control Signal
EXT	C43Q	Operate Moped-No Helmet
EXT	C455	Improper Act Steep Grades Or Curves
EXT	C467	Obstructing Passage Of Other Vehicle
EXT	C481	Fail To Observe Traffic Control Device

Driving Related Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	C484	Fail To Pass Right Proceed In Oppos Direction
EXT	C485	Improper Passing
EXT	C486	Improper Pass/Cross No Pass Line
EXT	C48A	Improper Oper Highway W/Mark Lanes
EXT	C490	Fail To Yield Right Of Way
EXT	C495	Improper Passing
EXT	C501	Driving After Underage Drinking
EXT	C50B	Operating While Impaired
EXT	C5C1	Racing On Highway
EXT	C62F	Failure To Wear Seat Belt
EXT	C661	Improper Entering Or Leaving Highway
EXT	C762	No Child Restraint System
EXT	C767	Operate/Ride Motorcycle-No Helmet
EXT	C813	Retarding Traffic
EXT	C815	Improper Passing
EXT	C821	Improper Use Of Divided Highway
EXT	C831	Refuse To Pay/Evade Toll Payment
EXT	C851	Wrong Way On One Way Street
EXT	C89A	Following Unlawfully Or Improperly
EXT	C942	Disregard Of Posted Notice/Barricade
EXT	C971	Operate At Slow Speed/Block Traffic
EXT	C972	Unsafe Operation Of A Motor Vehicle
EXT	C981	Failure To Wear Seat Belt
EXT	C982	Speeding
EXT	CLRN	Fail To Obey Railroad Under Clearance
EXT	FRRS	Failure To Stop At Railroad Cross
EXT	H126	Failure To Give Proper Signal
EXT	H127	Illegal Backing/Turning In Street
EXT	H129	Fail To Reveal identity After Accident
EXT	H24C	Improper Turn Marked Course
EXT	H281	Passing Stopped School Bus
EXT	H29C	Fail To Give Info/Aid After Accident
EXT	H311	Oper MV In Viol Of DL Condi/Restri
EXT	H455	Improper Act Steep Grades Or Curves
EXT	H485	Improper Passing
EXT	H486	Improper Pass/Cross No Pass Line
EXT	H48A	Improper Operation Highway W/Mark Lanes
EXT	H490	Failure To Yield Right Of Way

Driving Related Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	H5C1	Racing On Highway
EXT	H661	Improper Entering Or Leaving Highway
EXT	H821	Improper Use Of Divided Highway
EXT	H831	Refuse To Pay/Evade Toll Payment
EXT	H851	Wrong Way On One-Way Street
EXT	H89A	Following Unlawfully Or Improperly
EXT	H942	Disregard Of Posted Notice/Barricade
EXT	H971	Operate At Slow Speed/Block Traffic
EXT	H972	Unsafe Operation Of A Motor Vehicle
EXT	IBTG	Illegal Backing/Turning In Street
EXT	IUEE	Failure To Use Proper Entrance/Exit
EXT	IUMS	Illegal Use Of Medial Strip
EXT	NSTP	Failure To Obey Railroad Stop
EXT	RRDR	Failure to Stop at Railroad Cross-Required
EXT	RRRC	Fail To Obey Railroad Restriction
EXT	RRRG	Failure To Obey Railroad Gates/Sig
EXT	RRRS	Failure To Stop At Required Railroad Crossing
EXT	RRSL	Failure To Slow Down At Railroad Crossing
EXT	RRST	Failure To Stop At Railroad Crossing
EXT	RRXV	Failure To Obey Railroad Crossing Restrictions
EXT	SPED	Court-Ordered Suspension-Speeding
EXT	SPRR	Fail To Obey Railroad Space Requirement To Stop
EXT	SSBT	Operate At Slow Speed/Block Traffic
EXT	UTRN	U Turn Prohibited
PDP	0340	Operate During Suspension Period
PDP	FAPD	Failed To Comply-Prob DriverProgram (DPD) Fee Due
PDP	FCPC	Fail To Complete Prob Driver Program
PDP	FCPD	Fail To Complete Prob Driver Program
PDP	PIPD	Point System-Prob Driver Program
PDP	PTPD	Point System-Prob Driver Program
PDP	PVPD	Persistent Violator
SUS	0340	Operate During Suspension Period
SUS	0450	Operate Under Influence Liquor/Drugs
SUS	1151	Leave Scene Of Accident - Death
SUS	3261	Operate Under Influence Liquor/Drugs
SUS	4502	Refusal To Submit Breath Test-DMV
SUS	4515	DWI With Minor Passenger
SUS	4565	Abandoned Motor Vehicle

Driving Related Suspensions

Event Responsibility	Event ID Code	Event Description
SUS	129A	Leave Scene Accidnt-Personal Injury
SUS	129B	Leave Scene Accidnt-Property Damage
SUS	129C	Fail To Give Info/AID After Accidnt
SUS	129D	Leave Scene Accidnt-Unattended Prop
SUS	450B	Operating While Impaired
SUS	450G	Operating Under Influence School Zone
SUS	45G1	DWI:1000 Ft On Or Near School Grounds
SUS	45G2	DWI:Driving Through School Crossing
SUS	45G3	DWI:Driving With Juveniles Near
SUS	5D41	DWI Administrative Per Se .10 BAC
SUS	5D44	DWI Administrative Per Se .04 BAC
SUS	5D48	DWI Administrative Per Se .08 BAC
SUS	C29A	Leave Scene Accident-Person Injury-CMV
SUS	C29C	Fail To Give Info/AID After Accident
SUS	CD41	DWI Administrative Per Se .10 BAC
SUS	CD48	DWI Administrative Per Se .08 BAC
SUS	CSDD	Driving Under Influence-Compact State
SUS	CSLS	Driver License Suspend-Compact State
SUS	H29C	Fail To Give Info/AID After Accident
SUS	OSDD	Driving Under Influence-Noncomp State
SUS	PNTC	Suspend Driving Priv-Point System
SUS	PTC2	Point System No Class Option
SUS	PTPA	Point System
SUS	PTPB	Point System
SUS	PTPC	Point System
SUS	PTPS	Point System
SUS	PVPS	Persistent Violator

Table D3. Licensing, fraud or failure of paperwork Related Suspensions

<i>Licensing, fraud or failure of paperwork</i>		
Event Responsibility	Event ID Code	Event Description
EXT	0310	Unlicensed Driver
EXT	0312	Illegal Securing Of Driver License
EXT	0329	No Lic, Reg Or Ins ID In Possession
EXT	0331	Duplicate Certificates/Fee
EXT	0334	Applying For Dr Lic/Reg During Susp
EXT	0336	Fail To Notify DMV-Address Change
EXT	0337	Falsify Appl Or Sell/Loan ID Doc
EXT	0535	Failure Surrender Susp License Cert
EXT	0682	No Liability Insurance On MV
EXT	2121	Counterfeit/Fraudulent DL/ID
EXT	3105	Fail To Notify DMV/Seizure Disorder
EXT	3130	Regular Learner Permit Noncompliance
EXT	3132	Special Learner Permit Noncompliance
EXT	3134	Order Restriction Provisional Driver
EXT	3171	Cont Of Nonres Right After Resident
EXT	3298	Misuse Of Identification Cards
EXT	3381	Counterfeit DL/Reg/Insurance ID Card
EXT	4130	Failure To Report Accident
EXT	039B	App/Renewal DL Street Address
EXT	06B2	No Liability Insurance On Motor Veh
EXT	143E	No Insurance - Moped
EXT	143I	Unregistered Moped
EXT	212C	Counterfeit/Fraudulent DL/ID
EXT	212H	Counterfeit/Fraudulent DL/ID
EXT	310D	Failure To Change Name
EXT	339A	Loaning Driver License
EXT	339B	Allow Unlicensed Driver To Operate
EXT	339C	Exhibit DL Of Another-Operating MV
EXT	339D	Exhibit DL Of Another-Not Oper MV
EXT	340C	Allowing Susp Driver To Operate Veh
EXT	340H	Allowing Susp Driver To Operate Veh
EXT	371A	Loaning Driver License
EXT	371B	Allow Unlicensed Driver To Operate
EXT	3C03	Unregistered ATV-Snowmobile
EXT	655A	Altering/Forging Of Insurance Card
EXT	655B	Failure To Return License Or Regist
EXT	6A15	Insurance Fraud

Licensing, fraud or failure of paperwork

Event Responsibility	Event ID Code	Event Description
EXT	6B01	Liability Insur Amount Of Coverage
EXT	C105	Fail To Notify DMV/Seizure Disorder
EXT	C130	Failure To Report Accident
EXT	C312	Illegal Securing Of Driver License
EXT	C381	Counterfeit DL/Reg/Insurance ID Card
EXT	C39C	Exhibit DL Of Another-Operating MV
EXT	C535	Failure Surrender Susp License Cert
EXT	C55A	Altering/Forging Of Insurance Card
EXT	CB01	Liability Insurance Of Coverage
EXT	D143	Unlicensed Moped Operator
EXT	H105	Fail To Notify DMV/Seizure Disorder
EXT	H130	Failure To Report Accident
EXT	H312	Illegal Securing Of Driver License
EXT	H381	Counterfeit DL/Reg/Insurance ID Card
EXT	H535	Failure Surrender Susp License Cert
EXT	H55A	Altering/Forging Of Insurance Card
EXT	HB01	Liability Insurance Of Coverage
EXT	MEOD	Phys Unqual-Med Exam Other Defects
EXT	MNTL	Phy Unqual Mental/Nervous Disability
SUS	0312	Illegal Securing Of Driver License
SUS	0337	Falsify Appl Or Sell/Loan ID Doc
SUS	2121	Counterfeit/Fraudulent DL/ID
SUS	3381	Counterfeit DL/Reg/Insurance ID Card
SUS	05D5	Secured NJ DL-Suspd In Compact Stat
SUS	212C	Counterfeit/Fraudulent DL/ID
SUS	212H	Counterfeit/Fraudulent DL/ID
SUS	ADRL	Altered/Counterfeit Drivers License
SUS	C312	Illegally Secured DL-Court Reported
SUS	DLID	Unsatisfactory Proof: Age/Identity
SUS	FDOC	Secured License W/ Forged Document
SUS	FIOA	False Information On Application
SUS	FSCP	Fail To Surrender Courtesy Plates
SUS	GSSN	Duplicate Social Security - General
SUS	HSSN	Duplicate Social Security-High Risk
SUS	I312	Illegally Secured DL-Investigation
SUS	IDDC	Unsatis Proof: Age/ID Driv Control
SUS	IDDE	Unsatis Proof: Age/ID-Deptford
SUS	IDDO	Unsatis Proof: Age/ID Direc Office

Licensing, fraud or failure of paperwork

Event Responsibility	Event ID Code	Event Description
SUS	IDET	Unsatis Proof: Age/ID-Eatontown
SUS	IDLC	Illegally Secured DL-DMV Sus Order
SUS	IDSI	Unsatis Proof:Age/ID-Secur & Invest
SUS	IDSS	ID/SSN Order Of Suspension
SUS	IDTR	Unsatis Proof: Age/ID-Trenton
SUS	IDTS	Unsatis Proof: Age/ID-Tech Support
SUS	IDWA	Unsatis Proof: Age/ID-Wayne
SUS	KING	Test Record
SUS	MISU	Stolen/Fictitious License
SUS	MSAP	Misstatement Of Fact On Application
SUS	MSLR	Misstatement Of Fact-Veh Reg Appli
SUS	MSNJ	Misstake Appl By Investig-Nj Suspen
SUS	MSOS	Misstake Appl-By Investg-O/S Suspd
SUS	MSRG	Misstatement Of Fact-Veh Reg Appli
SUS	MSSI	Misstatement On Appl-Investigation
SUS	MSTC	DMV Suspension-Misstatement
SUS	SFIP	Submit False Insurance Proof
SUS	VFCA	Visa Fail To Notify Change Address

Table D4. Court-Ordered Payment or Fine Related Suspensions

<i>Court-Ordered, Payment, or Fine</i>		
Event Responsibility	Event ID Code	Event Description
EXT	1231	Failure To Pay Citation Or Fines
EXT	C231	Failure To Pay Citation Or Fines
EXT	COCS	Court-Ordered Susp: Child Support
EXT	COFA	Court Ordered Susp: Fail To Appear
EXT	COPF	Court Ordered Susp: Fail To Pay Fine
EXT	CRIM	Court Ordered Suspension: Criminal
EXT	DCPF	Dishonored Check-Court Fine Payment
EXT	FAPC	Failure To Appear/Pay/Comply
EXT	FCCS	Fail To Comply-Community Service
EXT	FCFO	Failure To Comply With Fine Order
EXT	FCRI	Fail To Comply Ct Time payment Ord
EXT	FHDD	Failure To Appear: Heavy Duty Diesel
EXT	FPAL	Fail To Pay Alimony/Spousal Support
EXT	FPCS	Court-Ordered Susp: Child Support
EXT	FSFA	Failure To Appear
EXT	FSSC	Failure To Appear-Scofflaw
EXT	H231	Failure To Pay Citation Or Fine
EXT	PFDC	Dishonored Check Court Fine Payment
EXT	POAA	Parking Offenses Adjudication Act
EXT	PORG	Parkg Offense Reg Suspension
EXT	VCCB	No Payment-Vccb Penalty Assessment
SUS	DCDL	Dishonored Check-Driver License
SUS	DCIL	Dishonored Check-Irp-Lic And Reg
SUS	DCIR	Dishonored Check-Irp Registration
SUS	DCLI	Dishonored Check-Irp-License
SUS	DCLR	Dishonored Check Driver Lic/Reg
SUS	DCRG	Dishonored Check-Registration

Table D5. Insurance Surcharge Related Suspensions

Insurance Surcharge		
Event Responsibility	Event ID Code	Event Description
ISS	DBCA	Delinquent Bill-Fail To Change Add
ISS	DBNP	Delinquent Bill-Nonpayment
ISS	DCIS	Dishonored Check-Ins Surcharge
ISS	DCPF	Dishonored Check Penalty Fee-Surch
ISS	FCJP	Failure To Comply-Judgment Plan
ISS	ISCA	Fail To Change Address-Insur Surchg
ISS	ISNP	Non Payment Of Insurance Surcharge

Table D6. Other Suspensions

<i>Other Suspensions</i>		
Event Responsibility	Event ID Code	Event Description
EXT	0059	Begging Rides
EXT	0200	Other Offenses Re Motor Vehicles
EXT	0313	Parental Consent Withdrawn
EXT	0317	Fail To Comply-Nonresident Duties
EXT	0343	Equipment Violation: MVS Regulations
EXT	0414	Juvenile Court Action
EXT	0448	Use Motor Veh Without Owner Consent
EXT	0457	Failure To Comply Police Instruction
EXT	0463	Placing Injurious Substances On Hwy
EXT	0464	Throw Object On Hwy From Vehicle
EXT	0530	Susp/Revoke DL-Reciprocity
EXT	1219	Underage Enter/Gaming In Casino
EXT	2118	Possess Cds Not In Orig Container
EXT	2746	Opr Vessel Under Influence/Tidal
EXT	2755	Breath Test Refusal/Tidal-Vessel
EXT	3104	Physicians/Specialists Report Reco
EXT	3111	Improper Use Agricultural License
EXT	3115	Improper Use Of Drvr Lic By Military
EXT	3191	Trans Pass For Hire Wo Omnibus Regi
EXT	3401	Susp Reg Priv By Court Order
EXT	3419	Opr Vessel Under Influence/Non-Tidal
EXT	3702	Emmision Of Smoke Or Contaminants
EXT	4053	Leaving Vehicle With Engine Running
EXT	4064	Throw Object On Hwy From Vehicle
EXT	4102	Speeding By A Physician
EXT	4141	Under The Influence On A Biked
EXT	4142	Failure To Keep Right On A Bicycle
EXT	4143	Improper Use Of Moped
EXT	4501	Chemical Analysis-Presumption
EXT	4504	Refusal To Submit To Chemical Test
EXT	4519	Failure To Install Interlock Device
EXT	4999	Whistle At Girls In A Mov Veh
EXT	6125	Violation Of Local Ordinance-Parks
EXT	9824	GSP-Parade,Demonstration Prohibited
EXT	9829	GSP-Obstruction/Interference
EXT	010A	Possession Controlld Dangerous Subst
EXT	010B	Under Influence Controlld Dangerous Subst

Other Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	10J4	Felony In A Non-Commercial Vehicle
EXT	120C	Withdrawal, Non Acd Violation
EXT	120E	Withdrawal, Non Acd Violation
EXT	120H	Withdrawal, Non Acd Violation
EXT	121B	Order Of Susp.-Aggrevated Assault
EXT	131E	Improper Disposal Of Solid Waste
EXT	20A1	Possess Controlled Dangerous Subst
EXT	3C16	Underage Operator Of A Atv
EXT	3C17	Operate ATV On A Roadway
EXT	3C18	Operate An ATV On Private Property
EXT	3C20	No Liability Insur-Snowmobile/ATV
EXT	436A	Failure Yield Right Way To Driver
EXT	450R	All Plates Reg Priv Susp DWI
EXT	497A	Destruction Of Agri/Recre Property
EXT	5C1A	Observing A Drag Race
EXT	BFNJ	Bond Forfeiture-NJ DUI
EXT	C053	Leaving Vehicle With Engine Running
EXT	C104	Physicians/Specialists Report Reco
EXT	C114	Aggravated Assault By Auto
EXT	C121	Assault By Auto
EXT	C12C	Assault By Auto
EXT	C12H	Assault By Auto
EXT	C19A	Oper Snowmbl/ATV Without Helmet
EXT	C19F	Oper Snowmbl/ATV On Railroad Right-Of-Way
EXT	C202	Automobile Theft
EXT	C291	Interfering With An Officer
EXT	C292	Fleeing/Eluding An Officer
EXT	C313	Parental Consent Withdrawn
EXT	C343	Equipment Violation: MVS Regulations
EXT	C448	Use Motor Veh Without Owner Consent
EXT	C457	Failure To Comply Police Instruction
EXT	C519	Failure To Install Interlock Device
EXT	CNDT	Suspend Driv Priv By Court Order
EXT	FCIO	Fail To Comply Court Install Order
EXT	H104	Physicians/Specialists Report Reco
EXT	H313	Parental Consent Withdrawn
EXT	H448	Use Motor Veh Without Owner Consent
EXT	H457	Failure To Comply Police Instruction

Other Suspensions

Event Responsibility	Event ID Code	Event Description
EXT	H519	Failure To Install Interlock Device
EXT	IDRC	Fail To Comply-Intox Driv Rsc Ctr
EXT	IODC	Fail To Comply-Court Install Order
EXT	IRDC	Fail To Comply-Intox Driv Rsc Ctr
EXT	MVLO	Other Violations-Local Ordinances
EXT	R340	Susp Reg Priv By Court Order
SUS	4504	Refusal To Submit To Chemical Test
SUS	10J4	Felony In A Non-Commercial Vehicle
SUS	530B	Habitual Offender
SUS	BFNJ	Bond Forfeiture DUI
SUS	BFOS	Bond Forfeiture Os DUI
SUS	CARL	Test Record 2
SUS	CDLC	Disqualifying Record - Pass Endr
SUS	CDLD	Disqualifying Driving Record- Pass
SUS	CDLE	Fail To Submit Comp Pass End Appl
SUS	CDLI	Fail To Submit Requested Info- Pass
SUS	CDLM	Fail To Submit Physical Exam- Pass
SUS	CDLS	Dept Of Ed Disqualification - Pass
SUS	CIAM	Certified Inspection & Maintenance
SUS	CSBT	Chemical Test Refusal-Compact State
SUS	DIRG	Suspend Registr Priv By DMV Order
SUS	FAIN	Order Of Susp-Fail To Appear Insp
SUS	FSTP	False Statement To Police
SUS	OSBT	Chemical Test Refusal-Noncomp State
SUS	OSLO	Driver License Suspd-Foreign State
SUS	OSLS	Driver Lic Suspd-Noncompact State
