

INSURANCE INSTITUTE FOR HIGHWAY SAFETY

March 9, 2006

The Honorable J. Richard Capka
Acting Administrator
Federal Highway Administration
400 Seventh Street S.W.
Nassif Building, Room PL - 401
Washington, D.C. 20590-0001

**Motor Vehicle Registration and Licensed Driver Information
Docket No. FHWA-05-22706**

Dear Mr. Capka:

The Insurance Institute for Highway Safety appreciates the opportunity to comment on the quality, timeliness, comprehensiveness, and other characteristics of motor vehicle registration and licensed driver information published by the Federal Highway Administration (FHWA). The Institute is an independent, nonprofit, scientific, and educational organization dedicated to reducing the losses -- deaths, injuries, and property damage -- from crashes on the nation's highways.

The Institute and other highway safety organizations rely on national and state-level driver's license and vehicle registration data to track progress in highway safety. Based on the evidence presented in this comment and discussions with FHWA, we believe the current and historical license and registration data are not reliable measures of driver and vehicle exposure. The use of these data may lead to erroneous conclusions about the success or failure of highway safety initiatives. To rectify the situation, we recommend that the driver licensing agency in each state be designated as the contact agency for provided data, that the instructions for defining teenage licensed drivers be revised to ensure intermediate licenses are included, and that an effective system of quality control be instituted to ensure reliable data are produced. We urge the U.S. Department of Transportation to move expeditiously.

Driver's License Data

Counts of driver's licenses provide a critical measure of driver exposure. These data are important to highway safety researchers and government agencies, including the National Highway Traffic Safety Administration (NHTSA), in assessing crash risk and tracking changes in crash rates over time. The rate of crashes per licensed driver also is an important measure for evaluating various countermeasures. FHWA is the sole source of historical and current information on the number of licensed drivers by age and state. It is impractical for research organizations to gather these data from each state's driver

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licensing agency. Often the data needed are those amalgamated across states, so it is important the data are defined consistently. Thus, the responsibility for gathering and maintaining license data is an appropriate and important function of the federal government.

Until recently, the Institute incorporated FHWA's license data into our *Fatality Facts* and topical Q&As (available from our website, www.iihs.org). We also used these data in numerous studies. In January 2005, the Institute published a study reporting a substantial drop in the per capita fatal crash rate for 16 year-olds between 1993 and 2003 (Williams et al., 2005). Based on the FHWA data, the study concluded that an important factor in the declining fatal crash rate for 16 year-olds was a large decline in their rate of licensure during the same period. The study also concluded there was not a reduction in fatal crashes per licensed driver among 16 year-olds, although such a reduction would be expected from the passage of graduated licensing laws in almost all states between 1993 and 2003.

In March 2005, soon after the study was published, potential problems with FHWA's license data came to our attention as a result of a media report comparing states' rates of fatal crash involvements among drivers ages 16-19 (O'Donnell, 2005). Some state-based researchers questioned the accuracy of FHWA data for their states. As a result, the Institute took a closer look at FHWA's state license data for selected ages (16, 17, 65-69, 70-74, 75-79, 80-84, and 85 and older) during 1995-2003. (Individual years of age for 16-19 year-olds were not reported by FHWA prior to 1996.)

Especially for 16 year-olds, large year-to-year anomalies in some states' data were found; some of the most dramatic anomalies for 16 year-olds are highlighted in Appendix 1A (note that recently published 2004 data also are included). For example, the reported number of 16-year-old licensed drivers in Illinois was 79,391 in 1998, 8,159 in 1999, and 88,872 in 2000. In Louisiana, the reported number was 25,675 in 2001 but only 2 in 2002 and 3 in 2003. Note also the large fluctuations in the reported number of 16-year-old licensed drivers in Georgia during 1997-2000, Kentucky during 1996-99, and New York during 2001-04, and an absence of 16-year-old licensed drivers in Rhode Island during 2000-04. In North Carolina, there was an inexplicable dramatic decline in 16-year-old licensed drivers from about 70,000 in 1997 and 1998 to 16,248 in 1999 and then to about 9,500-9,800 in each year during 2000-04. These very large year-to-year differences cannot be explained by fluctuations in the population or changes in states' licensing laws. There were anomalies identified for other age groups, but these occurred far less frequently than for 16 year-olds and were less dramatic. As an example, state counts of licensed drivers ages 70-74 during 1995-2004 are provided in Appendix 1B.

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The Institute contacted a few states to discuss potential reasons for these apparent problems. In these states, we spoke with someone at the driver licensing agency and someone at the FHWA contact agency, if different from the licensing agency. These persons were unable to explain the anomalies, but it appeared that one potential problem was that the state agency providing data to FHWA often was not the licensing agency responsible for maintaining the driver's license files.

In late summer 2005, representatives from the Institute met with representatives from the FHWA Office of Highway Policy Information, which publishes the state driver's license and vehicle registration data. The discussions focused on the importance of FHWA's data in research conducted by the Institute and others, the results of our data-gathering exercise, and the system used by FHWA in gathering license and registration data, including instructions to the states. The FHWA representatives indicated they were aware of problems with some of the data and would be seeking suggestions for ways to improve the system for collecting and managing the data.

After that meeting, the Institute undertook a more systematic examination of license data from eight states (Florida, Illinois, Indiana, Maryland, New York, North Carolina, Oregon, and Washington). We asked the licensing agency in each state to provide driver's license counts for the FHWA age categories for each year during 1996-2003. North Carolina was not responsive to our request, and Indiana provided counts of license renewals and new licenses rather than a count of all active licenses. Numerous attempts were needed to identify the appropriate contact person in each state, clarify the request, and arrange to obtain the data.

For Washington and New York, the license counts from FHWA and those provided by the state licensing agencies to the Institute were similar in most respects. For example, as shown in Appendix 2A, with the exception of counts for some age groups in 2002, the license counts from FHWA and the New York Department of Motor Vehicles were the same or very close. There were numerous and sometimes large differences for the other four states. Generally, the FHWA license counts were lower than the state-provided counts, but no other consistent patterns of differences were apparent. Differences tended to be larger and more common for the younger and older age groups but were not confined to these age groups. In general, the state-provided license counts did not have as many year-to-year anomalies as the FHWA counts. License counts for Illinois are provided in Appendix 2B; large discrepancies are apparent for some age groups and some years.

Vehicle Registration Data

The Institute relies on sources other than FHWA for information on passenger vehicle registrations. Until recently, we used FHWA data on motorcycle registrations as a measure of exposure for tracking changes in motorcycle crashes. These data are particularly important because reliable information for other common measures of exposure -- licensed drivers and vehicle miles traveled -- is not available for motorcycles. We were made aware of large discrepancies between FHWA and state-reported data on motorcycle registrations in at least one state (Stutts et al., 2004). Therefore, we have suspended use of these data until we can be assured of their accuracy. In general, obtaining accurate vehicle registration data from the states may be less problematic than obtaining driver's license data. This is because periods of renewal typically are shorter for vehicle registrations, and vehicle registration records are less complicated than driver's license records.

Timeliness of License and Registration Data

Historically, driver's license and vehicle registration data have not been available from FHWA typically until the fall of the following year. The 2004 edition of *Highway Statistics* was not available until January 2006, which is later than in the past few years. Ideally, these data should be available when the Fatality Analysis Reporting System data are available from NHTSA (typically in late summer or early fall) if not sooner.

Discussion and Recommendations

The information the Institute is submitting does not reflect a comprehensive analysis of the data across all states, but rather is intended to highlight some problems with the license data published by FHWA. Based on our data-gathering efforts and discussions with FHWA, we have concluded that the FHWA license data are unreliable, although we are unable to estimate the scope or specific nature of the problems due to our limited investigations. We also are concerned that vehicle registration counts may be unreliable. License and registration data are critical to assessing crash risks and tracking crash trends, as well as evaluating the success or failure of highway safety interventions. There must be a concerted effort by the U.S. Department of Transportation not only to ensure current data are accurate but also to secure accurate historical data to the extent possible. License and registration data also should be published in a more timely fashion.

Important factors contributing to the quality of the data are the source of the data within a state, the clarity and appropriateness of the instructions provided to the states, the extent to which these instructions are followed, and the system of quality control. The

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Institute is concerned that all of these factors may be contributing to the poor quality of license and vehicle registration data.

As noted above, the state agency currently providing data to FHWA is the agency with which FHWA has a cooperative agreement, and this agency often is not the same agency collecting license and registration data. Dealing directly with the licensing agency would increase the likelihood that the instructions are understood and the correct data are transmitted. It also would facilitate the resolution of problems with the data.

With regard to the instructions for license data, we believe there is considerable confusion about reporting information on teenage drivers. During the past few years, most states have implemented elements of graduated licensing, which provides for an intermediate, or restricted, license stage in addition to a learner stage and a full unrestricted license. It appears these changes have led to confusion about the definition of licensed drivers for ages 16-19, resulting in inconsistencies in the meaning of license counts across the states. At our meeting with FHWA in summer 2005, we had an extended conversation about this issue.

According to the FHWA instructions to states, learner's permits and "limited-use permits (most juvenile, hardship, and DWI permits)" are excluded for all driver ages for reporting the net number of licensed drivers (Howard, 2006). The instructions also state that the definition of an unrestricted driver younger than 16 is "a person that can drive inclusively between the hours of 5:00 AM and 12 midnight without another license driver in the vehicle. If a license holder cannot drive any portion of these hours, he/she does not qualify as a holder of an unrestricted license and, therefore, should not be counted in the 'under 16 category.'" According to FHWA, the instructions are intended to exclude both intermediate licenses and learner's permits; however, FHWA acknowledges that the instructions are "dated" and "no longer capture the current reality" since the onset of graduated licensing (Howard, 2006). Omitting intermediate licenses underestimates the number of licensed drivers on the road. The result is that efforts using licensed driver data to evaluate the effects of restrictions during the intermediate licensing phase on crash rates are flawed.

Following the Institute's meeting with FHWA in summer 2005, FHWA took steps to address the problems of teenage license reporting. Each state was asked to review the driver's license information that had been submitted prior to publication. In addition, in the driver's license tables, the footnote "include restricted drivers and graduated driver licenses" has been added for some states, based on information

provided to FHWA by the states and the judgment of FHWA. This may alert users that states have not uniformly defined licensed teenage drivers, but scrutiny of the 2004 license counts for 16 year-olds in Appendix 1A indicates that anomalies persist. For example, although the footnote to the Louisiana data indicate these data include counts of restricted drivers and graduated driver's licenses (i.e., intermediate licenses), there were only two 16-year-old licensed drivers reported in 2004, although 16 year-olds may obtain an intermediate license; during 1996-2001, the annual counts were around 25,000.

Researchers have assumed that the license counts for teenagers include intermediate licenses. Ideally, counts would be provided separately for learner's permits, intermediate licenses, and unrestricted licenses. However, if this is not feasible, licenses should be defined to include both intermediate and unrestricted licenses and to exclude learner's permits.

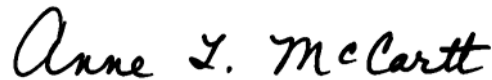
Given the current system of obtaining license and registration data from states, FHWA is reliant on states obtaining accurate counts from their computer files. Longer license renewal periods and infrequent "purging" of computer records may contribute to inaccuracies in the data reported by the states. A system of quality control should ensure that the data submitted by states are checked each year for internal consistency and for consistency with data from prior years. Where problems are detected, the system should provide for follow-up with the state agency that compiles the data to resolve the problems.

To ensure that reliable driver's license and vehicle registration data are available, the U.S. Department of Transportation should consider moving the responsibility for collecting and maintaining these data from FHWA to another agency such as the Bureau of Transportation Statistics or NHTSA. Through its responsibilities for overseeing the National Driver Register and the Fatality Analysis Reporting System, NHTSA already has working relationships with state driver licensing agencies and may be a logical home for this responsibility. Important tasks include investigating anomalies in the data (such as those identified in this comment), designating each state's licensing agency as the contact agency, reviewing the instruction forms with these agencies to ensure their clarity, and establishing a sound system of quality control checks. The responsible agency should consider obtaining license data files (with personal identifying information excluded) from the states rather than license counts. This would allow the agency to conduct quality control checks on the license counts. If the agency continues to request license counts, it may be useful to establish an advisory group of state driver licensing authorities to assist in developing a sounder data collection system.

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To the extent that the FHWA data are flawed, it is clear that people may be drawing the wrong conclusions on important driver interventions. The importance of the data to the highway safety community and the lack of other sources for these data point to the need to move expeditiously.

Sincerely,



Anne T. McCartt, Ph.D.
Vice President, Research

cc: The Honorable Jacqueline Glassman, Acting Administrator
National Highway Traffic Safety Administration

The Honorable Norman Y. Mineta, Secretary of Transportation
U.S. Department of Transportation

Docket Clerk, Docket No. FHWA-05-22706

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Appendix 1A
Number of 16-Year-Old Licensed Drivers by State from FHWA Highway Statistics, 1996-2004

State	1996	1997	1998	1999	2000	2001	2002	2003	2004
Alabama *	44,520	44,191	45,576	46,206	45,186	45,993	46,620	45,679	46,114
Alaska	3,191	3,131	3,674	3,243	3,450	3,530	3,404	3,336	3,440
Arizona	21,830	50,633	22,744	22,950	22,898	19,579	20,126	20,293	21,740
Arkansas*	20,843	19,621	19,713	19,517	18,733	18,741	16,019	19,541	18,733
California*	101,381	104,244	111,757	97,871	87,914	96,510	99,595	99,087	99,529
Colorado*	19,251	33,396	31,095	35,803	29,516	30,288	30,194	31,566	29,776
Connecticut*	17,836	120	9,086	9,448	7,579	8,011	9,102	8,646	8,267
Delaware	5,889	7,141	3,656	3,998	3,501	3,444	3,543	3,487	3,668
District of Columbia*	667	612	708	595	1,511	556	799	216	1,087
Florida *	58,532	111,313	116,246	117,795	124,639	52,790	51,579	54,388	54,085
Georgia*	69,356	70,708	48,051	63,553	50,056	48,198	49,678	39,425	39,895
Hawaii	5,988	5,533	5,499	5,553	6,395	3,723	2,542	2,583	2,741
Idaho	15,551	15,424	15,519	15,366	15,493	12,577	11,506	11,345	11,689
Illinois*	84,584	87,898	79,391	8,159	88,872	77,656	77,132	78,502	79,784
Indiana*	32,638	34,571	41,629	37,969	41,629	43,711	85,013	36,224	34,040
Iowa*	31,874	30,894	31,761	28,624	28,258	28,437	27,783	27,377	27,418
Kansas	30,942	31,896	32,287	32,610	31,890	30,313	30,735	30,730	30,504
Kentucky	23,776	12,567	24,212	12,277	11,951	12,178	12,155	11,755	11,844
Louisiana*	25,208	28,925	25,677	25,432	24,524	25,675	2	3	2
Maine	5,650	5,316	6,201	5,477	5,330	5,585	5,859	5,585	5,661
Maryland*	22,362	22,581	23,456	24,514	18,186	18,527	19,497	19,713	19,320
Massachusetts*	10,158	10,414	10,731	9,705	10,418	10,657	11,789	11,749	11,862
Michigan*	88,439	59,890	50,167	55,454	56,108	60,631	57,566	58,043	57,403
Minnesota*	35,143	34,399	29,036	23,673	33,961	33,480	33,621	34,065	35,979
Mississippi*	24,051	21,325	21,424	21,613	21,843	24,955	24,144	23,978	24,271
Missouri *	41,958	39,419	41,190	43,381	43,592	37,717	34,661	38,463	39,853
Montana*	12,248	9,812	9,830	9,639	9,783	9,373	9,294	8,979	8,743
Nebraska*	18,228	19,533	18,539	19,609	15,633	24,911	18,109	17,769	17,659
Nevada	11,024	11,400	12,075	12,168	11,856	12,521	8,256	7,880	7,925
New Hampshire*	9,358	9,473	9,520	9,363	7,803	7,165	7,377	7,575	8,809
New Jersey*	181	0	185	138	194	169	151	165	175
New Mexico*	13,604	15,652	16,436	16,683	16,446	12,062	11,060	18,056	1,787
New York*	49,518	59,217	48,077	41,509	40,383	41,509	24,323	42,569	33,341
North Carolina	52,649	69,000	70,725	16,248	9,792	9,615	9,480	9,459	9,689
North Dakota*	7,143	7,312	7,561	7,127	6,771	6,789	7,234	6,547	6,309
Ohio*	57,903	63,592	68,221	57,953	56,602	58,971	59,471	59,329	59,142
Oklahoma	27,935	27,285	31,270	35,224	34,225	33,329	32,969	32,055	31,751
Oregon*	29,737	42,985	18,473	19,456	16,741	16,282	14,916	14,716	14,716
Pennsylvania	48,894	49,143	47,079	53,157	23,883	19,637	19,501	19,315	24,332
Rhode Island	1,190	1,028	905	914	0	0	0	0	0
South Carolina	26,692	26,805	26,607	23,471	23,514	24,158	36,583	36,583	38,018
South Dakota	9,660	9,819	9,585	9,504	9,289	9,223	9,012	8,673	8,652
Tennessee*	45,992	46,059	46,721	46,138	45,811	45,377	43,548	45,106	46,068
Texas	130,113	138,646	173,073	143,597	139,626	120,302	99,355	92,309	92,257
Utah*	28,851	28,253	28,400	25,214	25,725	25,166	24,904	23,585	24,331
Vermont*	3,439	3,551	3,600	3,398	3,654	2,918	3,092	3,114	3,184
Virginia*	37,432	37,121	38,698	40,071	40,190	41,048	37,185	23,406	23,817
Washington*	31,593	34,296	34,900	35,133	35,202	40,598	31,427	11,556	11,455
West Virginia*	11,493	11,318	11,328	11,224	12,490	11,556	11,258	10,774	13,989
Wisconsin*	38,060	44,084	44,251	44,818	45,266	36,270	27,593	42,555	40,801
Wyoming	5,819	276	274	5,715	5,829	259	67	5,045	5,145
Total	1,550,375	1,651,823	1,626,819	1,458,257	1,470,141	1,362,670	1,310,829	1,262,899	1,250,800

*Table in Highway Statistics 2004 indicates "include restricted drivers and graduated licenses."
 Note: For some states in some years, FHWA may have estimated age and/or sex distribution.

Appendix 1B
Number of 70-74-Year-Old Licensed Drivers by State from FHWA Highway Statistics, 1995-2004

State	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Alabama	140,169	127,935	140,128	141,840	141,925	144,431	144,742	145,508	144,714	147,553
Alaska	7,205	7,556	8,203	8,590	8,588	8,773	9,135	9,689	9,867	9,953
Arizona	116,336	127,707	129,261	144,015	142,678	142,448	142,931	143,611	149,400	144,405
Arkansas	84,541	84,566	87,132	88,382	87,098	86,696	86,364	86,905	86,870	82,100
California	723,283	722,071	712,957	707,623	694,677	698,680	696,155	712,265	701,662	692,355
Colorado	81,078	84,349	113,491	83,568	91,664	89,560	93,586	92,196	97,715	91,925
Connecticut	102,929	101,944	101,317	101,742	100,555	117,519	114,907	112,445	105,421	105,347
Delaware	22,263	22,850	23,709	23,761	23,864	23,833	24,208	24,327	24,620	19,468
Dist. of Columbia	11,427	11,319	11,683	11,667	11,478	10,661	9,561	9,400	9,575	9,856
Florida	621,847	631,462	634,990	641,286	640,862	651,277	648,463	640,491	620,661	615,061
Georgia	158,144	162,462	165,630	164,469	167,992	148,607	176,786	182,211	170,814	184,609
Hawaii	27,087	27,612	28,224	28,858	29,107	30,237	31,239	32,060	31,569	30,838
Idaho	32,395	31,595	32,256	32,719	32,876	32,665	33,412	33,698	33,865	34,598
Illinois	298,842	303,531	306,210	306,246	318,946	307,360	297,473	302,660	296,973	292,240
Indiana	154,608	154,523	163,678	165,389	160,912	165,389	173,659	152,613	175,705	177,686
Iowa	92,428	92,496	93,043	92,253	90,298	89,444	88,899	87,873	85,496	87,045
Kansas	82,282	81,365	81,374	80,782	79,516	78,882	75,732	75,855	75,684	74,654
Kentucky	99,433	99,880	101,437	101,951	103,773	104,482	109,542	105,877	105,889	105,917
Louisiana	101,239	102,758	108,207	107,495	108,403	107,108	103,821	134,338	127,237	131,094
Maine	37,819	37,800	51,474	38,843	33,213	34,271	38,701	39,442	33,496	34,867
Maryland	122,856	124,640	124,601	123,584	122,912	124,514	125,268	126,507	121,827	120,717
Massachusetts	176,325	181,657	184,338	181,931	176,282	174,145	177,112	174,140	168,381	165,358
Michigan	276,923	275,283	278,334	280,923	279,261	278,843	274,308	269,658	264,215	262,107
Minnesota	121,195	123,016	122,530	123,002	122,878	122,034	121,339	120,073	119,413	119,345
Mississippi	67,688	68,630	69,874	71,444	72,483	81,780	74,240	72,985	72,529	72,675
Missouri	160,397	164,081	165,656	165,759	164,408	161,559	159,929	160,614	159,712	160,812
Montana	23,373	23,373	27,212	26,909	27,543	28,578	28,716	29,392	28,713	28,499
Nebraska	50,880	51,342	51,382	51,554	51,931	51,132	51,596	51,166	51,498	51,024
Nevada	36,927	39,109	40,886	42,857	44,279	46,949	49,572	55,946	57,112	58,398
New Hampshire	33,309	33,653	33,334	33,972	34,221	34,312	34,196	34,158	34,235	34,296
New Jersey	236,285	241,321	248,588	243,392	234,179	237,331	239,593	232,313	221,676	220,698
New Mexico	46,118	45,957	46,399	47,186	47,894	48,519	49,247	48,397	45,688	51,715
New York	428,574	428,315	431,443	432,804	432,869	442,219	441,659	423,490	422,875	413,023
North Carolina	206,046	204,881	207,564	212,753	215,525	220,656	219,071	217,674	216,788	221,198
North Dakota	20,287	19,895	20,019	20,374	20,635	20,818	20,210	19,763	19,588	19,410
Ohio	339,179	340,727	368,521	349,086	350,904	355,254	335,357	326,839	317,476	314,989
Oklahoma	100,861	104,736	102,723	102,689	100,662	99,865	96,664	98,918	100,533	101,738
Oregon	113,185	116,337	97,780	101,881	100,569	100,068	98,939	97,806	96,961	98,139
Pennsylvania	422,359	417,077	424,933	426,364	418,453	397,885	394,658	381,925	371,645	364,453
Rhode Island	31,020	32,783	32,741	32,332	32,655	29,602	28,445	28,746	27,967	27,388
South Carolina	102,758	103,159	103,026	106,502	110,488	111,483	110,854	109,840	109,840	114,488
South Dakota	24,214	24,111	24,111	24,394	24,577	24,508	24,268	24,150	23,933	24,069
Tennessee	152,543	154,420	160,162	164,418	166,401	167,423	167,134	166,969	161,371	163,285
Texas	419,975	421,522	421,471	417,427	432,978	428,422	436,295	439,453	447,431	463,802
Utah	42,268	42,154	42,483	43,108	43,484	43,915	44,081	44,257	44,447	45,773
Vermont	17,717	18,293	18,237	18,557	19,079	19,424	19,753	19,973	20,218	21,403
Virginia	165,167	167,292	169,180	167,552	167,277	169,552	172,286	174,690	174,158	174,663
Washington	143,559	145,862	146,824	146,442	144,858	142,401	142,264	143,650	145,486	147,920
West Virginia	45,635	61,273	62,027	62,020	60,510	66,463	65,400	64,604	65,759	56,587
Wisconsin	148,026	149,525	149,543	150,733	149,288	150,781	147,924	140,914	149,260	151,447
Wyoming	13,694	13,381	14,557	14,910	14,513	14,803	15,131	13,384	14,635	14,461
Total	7,284,698	7,353,587	7,484,883	7,458,338	7,452,422	7,467,560	7,464,825	7,435,858	7,362,603	7,355,451

Note: For some states in some years, FHWA may have estimated age and/or sex distribution and/or data for older age groups may have been estimated based on the last breakout provided by a state against the U.S. Census population figures for the state and age group.

Appendix 2A
New York Driver's License Counts by Age and Calendar Year from FHWA and State Driver's Licensing Agency, 1996-2003

Age	1996		1997		1998		1999		2000		2001		2002		2003	
	FHWA	State	FHWA	State	FHWA	State	FHWA	State	FHWA	State	FHWA	State	FHWA	State	FHWA	State
<16	0	—	0	—	0	—	0	—	0	—	0	—	0	—	0	—
16	49,518	49,518	59,217	59,217	48,077	48,077	41,509	41,509	40,383	40,383	41,509	41,509	24,323	42,407	42,569	42,569
17	100,762	100,762	104,956	104,956	102,815	102,815	100,269	100,269	101,770	101,770	100,356	100,356	93,067	104,844	104,924	104,924
18	126,078	126,078	129,152	129,134	128,869	128,869	129,371	129,371	131,170	131,170	131,417	131,417	126,695	130,918	135,772	135,772
19	142,594	142,594	141,422	141,422	142,586	142,586	143,351	143,351	146,782	146,782	147,380	147,380	143,043	147,736	149,603	149,603
20-24	809,129	809,129	798,225	798,225	791,926	791,926	796,846	796,846	815,607	815,577	831,871	831,871	822,880	840,772	873,930	873,930
25-29	1,063,472	1,063,472	1,030,421	1,030,418	993,872	993,872	963,834	963,834	948,601	948,601	930,901	930,901	907,431	930,705	974,200	974,200
30-34	1,224,185	1,224,185	1,194,673	1,194,662	1,157,438	1,157,438	1,135,139	1,135,139	1,142,235	1,142,235	1,138,917	1,138,917	1,078,236	1,110,109	1,123,190	1,123,190
35-39	1,257,865	1,257,865	1,253,480	1,253,469	1,253,372	1,253,372	1,252,609	1,252,609	1,260,913	1,260,913	1,246,104	1,246,104	1,186,634	1,215,948	1,223,560	1,223,560
40-44	1,145,669	1,145,669	1,167,212	1,167,212	1,188,622	1,188,622	1,208,667	1,208,667	1,233,961	1,233,961	1,253,750	1,253,750	1,240,247	1,249,473	1,285,543	1,285,543
45-49	1,057,473	1,057,473	1,045,603	1,045,596	1,053,180	1,053,180	1,069,866	1,069,866	1,105,211	1,105,211	1,129,960	1,129,960	1,155,751	1,150,268	1,198,112	1,198,112
50-54	839,391	839,391	891,465	891,463	912,821	912,821	953,517	953,517	998,794	998,794	1,027,079	1,027,079	1,015,758	1,015,493	1,044,633	1,044,633
55-59	648,736	648,736	675,135	675,134	710,513	710,513	730,869	730,869	758,562	758,562	795,554	795,554	851,028	841,830	884,307	884,307
60-64	545,835	545,835	545,403	545,402	552,921	552,921	562,316	562,316	578,799	578,799	597,770	597,770	638,485	617,483	667,921	667,921
65-69	506,593	506,593	495,220	495,219	484,142	484,142	478,650	478,650	482,645	482,645	486,279	486,279	485,762	482,542	500,672	500,672
70-74	428,315	428,315	431,443	431,442	432,804	432,704	432,869	432,869	442,219	442,219	441,659	441,659	423,490	427,665	422,875	422,875
75-79	301,936	301,936	313,297	313,296	321,637	321,637	333,765	333,765	348,909	348,909	357,746	357,746	354,298	354,452	355,293	355,293
80-84	129,903	—	172,868	—	185,631	—	191,080	—	213,541	—	227,642	—	230,601	—	231,494	—
>84	106,211	—	80,663	—	92,872	—	102,098	—	121,242	—	128,911	—	136,121	—	138,390	—
80+	236,114	236,114	253,531	253,531	278,503	278,503	293,178	293,178	334,783	334,783	356,553	356,553	366,722	358,919	369,884	369,884

Note: There may have been slight differences in the way current licenses were defined in the FHWA and state data sets. Age and/or sex distribution estimated by FHWA for 1996.
Source: FHWA driver's license counts from FHWA Highway Statistics, 1996-2003; state driver's license counts provided to IHS from the New York State Department of Motor Vehicles.

Appendix 2B
Illinois Driver's License Counts by Age and Calendar Year from FHWA and State Driver's Licensing Agency, 1996-2003

Age	1996		1997		1998		1999		2000		2001		2002		2003	
	FHWA	State	FHWA	State	FHWA	State	FHWA	State	FHWA	State	FHWA	State	FHWA	State	FHWA	State
<16	0	29,370	0	33,920	0	31,662	0	11,634	0	34,153	0	57,853	0	35,778	0	37,010
16	84,584	121,084	87,898	120,976	79,391	120,190	8,159	97,420	88,872	123,758	77,656	129,801	77,132	123,319	78,502	124,913
17	115,309	124,315	120,150	129,574	115,624	126,253	90,091	123,645	115,638	138,157	113,162	140,901	114,463	141,546	112,365	139,014
18	123,042	126,264	129,349	132,756	132,395	136,080	117,500	136,275	130,697	145,678	127,612	144,776	128,587	144,512	130,134	146,364
19	130,550	132,277	128,145	129,847	133,030	134,866	130,098	137,030	133,051	152,115	133,851	153,523	132,121	149,842	132,714	150,851
20-24	645,769	650,817	647,888	653,190	644,793	650,019	663,241	660,887	674,197	757,670	664,891	770,586	681,359	763,907	683,770	767,035
25-29	776,085	780,333	770,918	775,327	751,230	755,655	724,366	713,169	734,083	818,079	692,462	806,012	707,373	790,653	704,416	785,576
30-34	833,395	836,424	816,991	820,137	794,814	797,907	805,194	791,177	804,926	855,331	775,391	861,986	789,403	840,378	771,077	820,341
35-39	889,787	892,041	884,624	887,035	873,660	876,088	868,763	853,063	865,067	910,894	822,982	891,208	817,431	862,989	794,937	839,831
40-44	826,604	828,456	843,636	845,537	852,254	854,185	885,111	874,767	881,394	919,454	867,892	924,929	874,373	911,957	865,408	902,621
45-49	740,065	741,453	746,294	747,684	755,732	757,115	804,264	795,504	799,437	827,224	802,879	844,416	829,312	855,072	838,266	864,370
50-54	583,246	584,165	613,185	614,134	632,987	633,990	709,801	703,393	703,629	724,098	710,616	741,504	725,338	744,134	734,662	753,322
55-59	457,435	458,089	481,837	482,460	500,405	500,986	536,082	530,909	527,989	543,314	547,543	569,674	583,164	597,068	603,318	616,305
60-64	378,547	378,943	383,643	384,018	394,144	394,500	419,053	414,233	410,033	421,218	417,651	434,008	446,564	456,036	463,434	471,191
65-69	348,332	348,577	343,949	344,174	337,621	337,831	345,774	340,653	336,271	344,514	333,806	346,333	345,768	350,907	355,173	357,697
70-74	303,531	303,664	306,210	306,334	306,246	306,364	318,946	312,555	307,360	313,313	297,473	308,114	302,660	304,401	296,973	295,259
75-79	213,146	213,219	219,661	219,734	223,843	223,908	258,494	245,427	240,267	239,824	230,216	239,543	247,462	243,385	248,265	238,615
80-84	90,352	—	93,850	—	95,025	—	130,933	—	113,833	—	105,811	—	126,297	—	131,287	—
>84	69,839	—	73,522	—	77,686	—	109,334	—	94,302	—	87,606	—	104,592	—	109,531	—

Note: There may have been slight differences in the way current licenses were defined in the FHWA and state data sets; state data for ages >80 were not provided. Age and/or sex distribution estimated by FHWA for all years.

Source: FHWA driver's license counts from FHWA Highway Statistics, 1996-2003; state driver's license counts provided to IHS from the Illinois Secretary of State, Driver Services Department.