



Oregon Department of Transportation

Driver and Motor Vehicle Services

HOUSE BILL 3624 REPORT ON THE EFFECTS OF IMPLEMENTATION OF SENATE BILL 1080

STANDARDS FOR ISSUANCE OF OREGON DRIVER LICENSES AND IDENTIFICATION CARDS

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EXECUTIVE SUMMARY

Conclusion: Four years after implementing a legal presence requirement in Oregon, changes in driver licensing requirements have not had a major impact on the rate of unlicensed and uninsured driving. However, due to the fact that driver licenses are now issued for eight years, many licensed drivers who may be affected have not yet had to renew their license. As more drivers are unable to obtain an original driver license or renew their driver license, the effects of the law on unlicensed and uninsured driving may become clearer. The data represented in Table I suggests slightly higher uninsured driving among licensed drivers in 2010 through 2012 than in 2007, but no clear conclusions should be drawn from this limited information. The normal year to year variance in uninsured driving prior to SB1080 is unknown, as is the direction in which uninsured driving rates were trending prior to 2007. As well, uninsured driving rates in recent years may have been impacted by poor economic conditions and fewer drivers being able to afford automobile insurance.

Background: Senate Bill 1080 (2008 Supplemental Session) tightened documentation and identity verification requirements for the issuance, replacement and renewal of Oregon driver licenses, driver permits and identification cards. The law was signed by the Governor on March 11, 2008, and partially implemented on July 1, 2008. Gov. Kulongoski's Executive Order No. 07-22 imposed similar requirements when it was implemented nearly five months earlier on February 4, 2008.

SB 1080 put provisions of the executive order into statute, expanded the new requirements to all applicants, and added some additional requirements. The new law affects everyone who applies for a driver license or ID card, no matter who they are, how long they have had an Oregon license or how long they have lived in the state.

This report, the fourth in a series of five reports, was prepared in accordance with HB 3624 (2008 Supplemental Session), which requires that the department submit an annual report describing the effects of the implementation of SB 1080. The report includes fiscal impact, changes in the rate of uninsured and unlicensed drivers in Oregon, and changes in the number of accidents occurring in Oregon, particularly those involving injuries or fatalities when an uninsured or unlicensed driver is involved. (The department is unable to report on multiple-passenger accidents related to the transportation of laborers because the employment status of passengers is not recorded on crash reports.)

Fiscal Impact: DMV implemented SB 1080 in three phases over an 18-month period.

- Phase 1- required the presentation of documents proving legal presence, SSN and full legal name (implemented on July 1, 2008)
- Phase 2 - required the verification of legal presence documents using the federal Systematic Alien Verification for Entitlements (SAVE) program (implemented on January 1, 2009)
- Phase 3 - required the issuance of limited term cards that expire when immigration documents expire (implemented on January 1, 2010)

The cost to implement SB 1080 was nearly \$840,000, with about 77% of those costs being funded by a federal Department of Homeland Security grant.

Changes in the Rates of Unlicensed and Uninsured Driving and the Number of Accidents: Due to Oregon’s 8-year driver license renewal period, it is expected that an increasing number of drivers may be unable to renew their driver license because they no longer qualify under the new requirements of SB 1080. As a result, any change in the rate of uninsured or unlicensed drivers and in the number of accidents will likely be gradual over the 8-year period. However, it’s likely that factors other than the new requirements of SB 1080 might also affect the number of unlicensed and uninsured drivers and the number of accidents. These factors include the recession, fluctuations in the price of gasoline, and the high unemployment rate in Oregon.

For the initial report in 2009, the department analyzed driver and accident records to determine the rate of unlicensed and uninsured driving in 2007, 2008, and 2009. Because the Governor’s Executive Order was issued nearly 5 months before SB 1080 was implemented, July 2007 was used as the base point for the analysis. This same methodology was used for this report.

A data file containing license and insurance information on all drivers in the sample was the basis for the research. Drivers were initially sorted into four groups – 1) Licensed and Insured, 2) Licensed and Uninsured, 3) Unlicensed and Insured and 4) Unlicensed and Uninsured. The license and insurance status information on each driver was compiled and the results analyzed. Table I presents the total number and percent for each group.

Table I: Rate of Unlicensed & Uninsured Driving in Oregon, July 2007, 2010, 2011 & 2012

<i>Licensed & Insured Status</i>	<i>2007</i>		<i>2010</i>		<i>Change in Rate 2007 to 2010</i>	<i>2011</i>		<i>Change in Rate 2007 to 2011</i>	<i>2012</i>		<i>Change in Rate 2007 to 2012</i>
	<i>Counts</i>	<i>Percent</i>	<i>Counts</i>	<i>Percent</i>		<i>Counts</i>	<i>Percent</i>		<i>Counts</i>	<i>Percent</i>	
Licensed Drivers											
Insured	6,397	93.05%	5,942	92.96%	-0.09%	5,542	92.23%	-0.82%	5,627	92.43%	-0.62%
Uninsured	177	2.57%	233	3.65%	1.08%	274	4.56%	1.99%	233	3.83%	1.26%
Unlicensed Drivers											
Insured	88	1.28%	33	0.52%	-0.76%	35	0.58%	-0.70%	57	0.94%	-0.34%
Uninsured	213	3.10%	184	2.88%	-0.22%	158	2.63%	-0.47%	171	2.80%	-0.30%
Total	6,875	100%	6,392	100%		6,009	100%		6,088	100%	

Source: Oregon Department of Transportation, Driver and Motor Vehicle Services

Notes:

- License status was determined by reviewing the driver records of all drivers involved in an accident that was reported to DMV to determine license status at the time of the accident.
- Insured status was determined by reviewing the driver records of all persons involved in an accident that was reported to DMV and determining if the driver received a suspension for an uninsured accident with an accident reference number matching the date of the accident.

Unlicensed and Uninsured Drivers and Severity of Accidents: Accident reports filed by drivers or by police officers investigating an accident were the basis for determining the severity of each accident. Accident severity information was used to determine the number of drivers involved in fatal, injury and property damage accidents according to license and insurance status. From 2007 to 2012, analysis suggests a slight increase in the rate of drivers who are licensed but uninsured. Otherwise there are no notable changes from 2007 to 2012.