

SB

406

COMMITTEE REPORT
SENATE

FURTHER: None

3/31/80

Date: 4/1/80

Mr. President:

The Committee on JUDICIARY has had SB 406
relating to age limits under Title 4, Alcoholic Beverages

under consideration and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass do not pass
- do pass with attached amendments(s)
- replace with CS for _____ same title
 new title
- and recommends _____
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation
- referred to the _____ Committee

MEMBERS SIGNING
DO PASS

MEMBERS HAVING
OTHER RECOMMENDATIONS:

Bill Kay _____

Miss Kenedy _____

John ... _____

3 _____
CHAIRMAN

STATE OF ALASKA
Inter-Department Route Slip

TO:
MAIL STATION NUMBER _____

DEPARTMENT _____

ATTENTION Director Ziegler

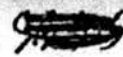
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Remarks:

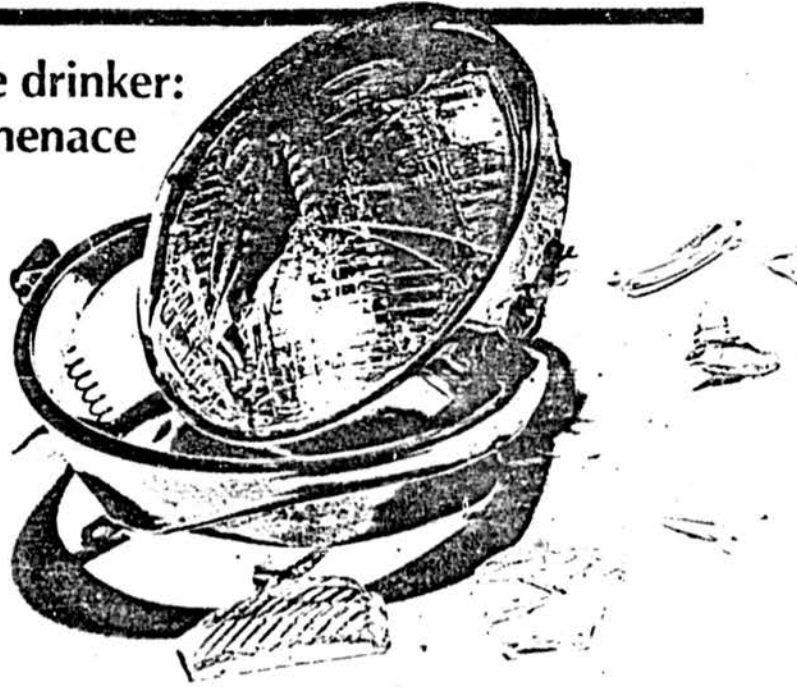
FROM:
MAIL STATION NUMBER _____

DEPARTMENT Barad Bradley

BY _____ DATE _____



The teen-age drinker: A highway menace



The teen-age drinker-driver is the nation's number one highway menace.

The combination of driver inexperience and alcohol has made the under-20 motorist the leading highway killer.

Even without the presence of alcohol, the under-20 driver poses a significant threat on our highways and streets. This age group has the smallest percentage of the driving population, yet has more accidents than any other age group.

In 1976, for example, the under-20 driver was only 8.9 percent of the driving population, yet was involved in 18.1 percent of all traffic accidents and 18.3 percent of all traffic accidents involving a fatality, according to a study by National Highway Traffic Safety Administration (NHTSA).

The same study ranks automobile accidents as sixth in the list of causes of deaths among Americans as a whole, but the leading cause of death in the 15 to 19-year-old age group. (See chart, page 3). Nearly 40 percent of all deaths in this age category are caused by motor vehicle accidents.

In the 18 and 19-year-old age groups, 42 per every 100,000 population have been involved in an auto accident where alcohol was a factor. For the driving population as a whole, the ratio was 28 per 100,000 population, according to the U.S. Department of Transportation (DOT).

Nationally, since 1970, there has been a 28 percent increase in the number of alcohol-related traffic accidents involving the under-20 driver, the DOT reports.

The DOT — along with the National Safety Council and the NHTSA — unanimously attribute the steadily worsening under-20 driving record to the national trend towards lower legal drinking ages. Since 1970, 26 states have reduced the drinking age limit. Currently, only 11 states require a person to be 21 years of age before allowing the legal purchase and consumption of alcohol. (See state by state chart).

PUBLIC AFFAIRS NEWSLETTER

... a digest of
current events,
topical
legislation
and media reports
about insurance

Long Grove,
Illinois 60049
Volume 7 No. 1
September 1978

While a state-by-state comparison is virtually impossible, due to differences in reporting and record keeping procedures, enough statistics are available from states which have lowered the drinking age recently to show a definite upward trend in the number of auto accidents involving teen-age drivers and alcohol.

For example, *Arizona*, which reduced the legal drinking age to 19 in 1971, reported that the number of drinking teen-agers involved in highway accident fatalities jumped from 8.3 percent in 1971 to 13.2 percent in 1975.

In *Illinois*, which lowered the legal drinking age to 19 in 1973, the number of traffic accidents involving teen-agers and alcohol rose 33 percent in three years.

Connecticut, which lowered the legal drinking age to 18 in 1972, reported the percentage of drinking teen-agers involved in all of the state's traffic accidents jumped from 13 percent in 1972, to 24.2 percent in 1975. During the same time frame, the number of teen-agers arrested for driving while intoxicated increased 50 percent.

In *Iowa* — which lowered the legal drinking age to 18 in 1973 — there was a significant increase in the number of teen-agers killed in accidents involving alcohol. For the four years 1970-1973, 124 teen-agers died in accidents in which alcohol was a contributing factor. For the four years 1974-1977, the number rose to 194. This statistic played a major role in the state's returning the legal drinking age to 19 in June of this year.

Michigan, which lowered its drinking age in 1971, reported that alcohol related accidents involving 18 and 19-year-old drivers increased by 119 percent in the three years following the law change.

In *New Jersey*, the percentage of 18 to 20-year-old drivers involved in fatal accidents while drinking rose from 8.9 percent in 1972 (the year before the age limit was lowered) to 16.3 percent in 1973 and up to 29.2 percent in 1975.

Such statistical experience over the last few years has led to interest in many states for returning the legal drinking age to the pre-1970 levels.

Only *Iowa*, however, has actually taken action. Several other states are awaiting more complete statistical data before attempting to push legislation through their respective state governments. The NHTSA reports it has been contacted by a number of state legislators seeking information on the teen drinking-driving problem. But, the NHTSA also reports that many of these same legislators said that efforts to raise the legal drinking age "would come slowly" because the 18-year-old voter today constitutes a major voting block; one that state legislators are reluctant to alienate.

Joseph E. Luecke, Senior Executive Vice President of the Kemper Insurance and Financial Companies, testifying before a state legislative committee said: "The driving age must be raised to 18, and the drinking age for beer and wine must be brought back to 21. We think it's time to bite the bullet. If we're serious about this; if we really believe we want to stop injuries and wanton deaths, some of these unpleasant things have to occur."

Teen-agers and alcohol: How involved are they?

To understand why the under-20 driver who drinks is such a menace, one needs to understand just how involved that age group has become with alcohol.

According to a survey of high school students conducted by the National Highway Traffic Safety Administration in 1975:

- 93 percent of the males and 87 percent of the females have experimented with alcohol by their senior year of high school.
- in grades 9-12, 95 percent of the high school students are in an unsupervised situation where alcohol is served at least once a month.
- half of all those in high school drink at least once a week.

40 percent of this group report they had at least four drinks in any one day during a given week.

- 61 percent claim to have been drunk at least once a month.
- 32 percent said they have been in a car in the last month where the driver was drinking heavily.
- half of the licensed drivers in the study group said they have driven while drunk at least once.
- 67 percent of the group said they felt a young person could drink five beers in a two-hour period and still remain within the legal limit.
- 28 percent believe they drive as well or better while under the influence of alcohol.

Editor's note:

Additional copies of the Public Affairs Newsletter may be obtained by writing Public Relations D-1, Kemper Insurance and Financial Companies, Long Grove, Illinois 60049.

Legal age of purchase of alcohol state-by-state

	18	19	20	21
Alabama				
Alaska				
Arizona				
Arkansas				
California				
Colorado				
Connecticut				
Delaware				
Florida				
Georgia				
Hawaii				
Idaho				
Illinois				
Indiana				
Iowa				
Kansas				
Kentucky				
Louisiana				
Maine				
Maryland				
Massachusetts				
Michigan				
Minnesota				
Mississippi				
Missouri				
Montana				
Nebraska				
Nevada				
New Hampshire				
New Jersey				
New Mexico				
New York				
North Carolina				
North Dakota				
Ohio				
Oklahoma				
Oregon				
Pennsylvania				
Rhode Island				
South Carolina				
South Dakota				
Tennessee				
Texas				
Utah				
Vermont				
Virginia				
Washington				
West Virginia				
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Anatomy of a teen-ager's accident

More than 8,000 teen-agers died in alcohol related automobile accidents last year.

According to a grim scenario pieced together by the U.S. Department of Transportation after a three-year study, in most cases the accident:

- happened on a Friday or Saturday night between the hours of 10 p.m. and 1 a.m.
- involved a vehicle carrying an average of three or more persons.
- happened while the young people were not enroute to a particular destination, but rather were just "cruising around".
- involved a combination of speed and alcohol.
- happened within an hour after the participants had been drinking heavily or moderately.
- happened within 10 miles of the driver's home.

Leading causes of death 15-19 Age group

Rank	Cause of death	Number killed	Percent of total
1	Motor vehicle accidents	8,401	38.2%
2	Other accidents	4,083	18.6
3	Homicide	2,024	9.2
4	Suicide	1,489	6.8
5	Cancer	1,285	5.8

Source: Department of Transportation 1977 report.



The Anchorage Times

THE
Anchorage Times

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Inside today...A-2

'The human
angle' comes
to The Times

Cloudy Saturday;
weather, page A-2

56 pages

FRIDAY EVENING



25

Senators ask boost in drinking age

by Dave Carpenter
Times Juneau Bureau

Juneau — Legislation to raise Alaska's minimum drinking age from 19 to 21 received the unanimous support of a Senate committee Thursday despite an Anchorage member's concern that it wouldn't make much difference.

"It would be naive for us to expect this bill to handle much of the problem," said Sen. Arliss Sturgulewski, R-Anchorage. "This might help, but . . . liquor is readily available in our society and that's a great deal of the problem."

The Senate Commerce Committee passed the bill on to the Judiciary Committee, one step from a floor vote. And an administration official who testified Thursday said Gov. Jay Hammond would sign the bill if it is approved by the Legislature.

Several states have raised the legal drinking age recently, reversing the trend of the 1960s and early 1970s.

Clay Shelton of Anchorage, a representative of the Rev. Jerry Provo, told the committee by teleconference that more states now have a minimum age of 20 or 21 than 18 or 19.

And Commerce Committee Chairman Brad Bradley, R-Anchorage, said that in the three states which have recently raised the age, there has been a drastic drop in the number of insurance claims filed, suggesting a similar decrease in the number of drinking-related accidents.

"Most of our automobile accidents are caused by motorists between the ages of 16 and 21," said Bradley, who has pushed for the age change. "I used to think they were old drunks, but they're just kids — young drunks."

Sturgulewski suggested that another solution might be more programs encouraging youths not to drink and giving them alternatives.

And the state's director of alcohol and drug abuse, Bob Cole, echoed her comments that raising the drink-

ing age is only one approach to the alcohol abuse problem.

"The proposed bill in and of itself would not be a panacea for the alcohol abuse problem but it would be a step in the right direction of limiting availability," he said.

Anchorage Democrat Sen. Terry Stimson, a high school counselor, said teen-agers he has talked with don't care what the drinking age is because liquor is readily available to them at any age.

"I find the question of whether young people are not as responsible at 19 as they are at 21 almost moot on this issue," said Stimson. "What's important is the problem of the

availability of alcohol to young children."

Lois Holm of Anchorage also testified by teleconference in support of the bill. Mrs. Holm, a mother of eight children, said 19- and 20-year-olds would find better use of their time if they were not allowed to drink in bars.

"We're putting undue pressure on our young people by giving them the option of entering these establishments," she said.

Besides Bradley, Stimson and Sturgulewski, members of the Commerce Committee are Frank Ferguson, D-Kotzebue, and Tim Kelly, R-Anchorage.

STATE OF ALASKA

DEPARTMENT OF REVENUE

OFFICE OF THE COMMISSIONER

JAY S. HAMMOND, GOVERNOR

POUCH 5
JUNEAU, ALASKA 99811

March 14, 1980

The Honorable W. E. Bradley
Chairman
Senate Commerce Committee
Room 303 - Assembly Building
Juneau, AK 99811

Dear Senator Bradley:

SENATE BILL NO. 406

Senate Bill No. 406, an Act relating to age limits under Title 4, Alcoholic Beverages, was introduced in the Senate on February 7, 1980 and was referred to the Senate Commerce Committee. On February 8, 1980 the bill was given an additional referral to the Senate Judiciary Committee.

For the consideration of the Senate Commerce Committee, I am enclosing a copy of a Fiscal Note prepared by Patrick Sharrock, Director, Alcoholic Beverage Control Board, Department of Revenue, Anchorage concerning the proposed legislation.

Sincerely,

R. D. Stevenson
Special Assistant
(907) 465-2397

cc: The Honorable Robert H. Ziegler, Sr.
Chairman
Senate Commerce Committee

Joseph K. Donohue
Deputy Commissioner
Department of Revenue

Patrick Sharrock, Director
Alcoholic Beverage Control Board
Department of Revenue

THE LEGISLATURE OF THE STATE OF ALASKA
ELEVENTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. SB406

Title Age limits under AS Title 4, Alcoholic Beverages

Requested by Senate Commerce Committee by request Date 2/7/80

II. FISCAL DETAIL

Agency Affected Department of Revenue

Program Category Affected Public Protection

BRU, Program, or Subprogram(s) Affected Alcoholic Beverage Control Board

(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
100 PERSONAL SERVICES						
200 TRAVEL	-0-	10.0	-0-	-0-	-0-	-0-
300 CONTRACTUAL	-0-	2.0	-0-	-0-	-0-	-0-
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	-0-	12.0	-0-	-0-	-0-	-0-

FUNDING (Thousands of Dollars)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

NOTE: AS 04.15.020(H) should also be amended to accommodate the age change consistent with other amendments proposed in the bill. Suggest that the effective date be after July 1, 1980 to allow for adequate notice to the public of the change in the law.

It is assumed that with passage of this legislation, over the long term, incidents of violation of liquor laws involving younger "minors" will tend to decrease even though the number of minors increases as a result of this bill. Initially additional enforcement personnel would be desirable until public awareness of the change in law was assured.

Costs noted for FY81 are estimated for media information announcements to the public to be coordinated with state and local law enforcement agencies and notices to liquor licensees and school districts.

IV. DATE March 12, 1980

PREPARED BY Patrick L. Sharrock, Director

AGENCY Alcoholic Beverage Control Board

Original: Legislative Finance

PHONE 277-8638

cc: Budget and Management

Prime Sponsor (First Legislator Named)